



*City of Tualatin*

## **Attachment E:**

Joint Council Meetings and Minutes





**JOINT WILSONVILLE CITY COUNCIL  
AND  
TUALATIN CITY COUNCIL MEETING**



**BASALT CREEK CONCEPT PLAN  
MEETING NOTICE AND AGENDA**

**DECEMBER 16, 2015  
6 P.M.**

**CITY HALL  
29799 SW TOWN CENTER LOOP  
WILSONVILLE, OREGON**

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The Wilsonville City Council will meet with the City of Tualatin City Council on Wednesday, December 16, 2015 starting at 6 p.m. The meeting is open to the public.

The purpose of the joint meeting is to:

1. Hear about the continued Basalt Creek Planning efforts.
2. Provide direction on the latest boundary option and functional elements of the Basalt Creek Concept Plan.

<b>6:00 P.M.</b>	<b>CALL TO ORDER</b> (Mayor Knapp, Mayor Ogden)	[10 min.]
<b>6:10 P.M.</b>	<b>WELCOME &amp; INTRODUCTIONS</b> (Councils)	[5 min.]
<b>6:15 P.M.</b>	<b>PRESENTATION</b> (Fregonese)	[15 min.]
<b>6:30 P.M.</b>	<b>DISCUSSION</b> (Fregonese, Councils) A. Preferred Boundary Option B. Concept Plan Functional Elements & Essential Agreements	[75 min.]
<b>7:45 P.M.</b>	<b>SUMMARY &amp; NEXT STEPS</b> (Fregonese)	[15 min.]





## JOINT CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b> December 16, 2015	<b>Subject:</b> Basalt Creek Concept Plan  <b>Staff Members:</b> Miranda Bateschell, Wilsonville Cindy Hahn & Aquilla Hurd-Ravich, Tualatin	
<b>Action Required</b>	<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input checked="" type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable  <b>Comments:</b>  	
<b>Staff Recommendation:</b> Staff recommends the City Councils provide direction to staff on a jurisdictional boundary and essential agreements for functional elements of the Basalt Creek Concept Plan.		
<b>Recommended Language for Motion:</b> N/A		
<b>Project / Issue Relates To:</b> <i>[Identify which goal(s), master plans(s) your issue relates to.]</i>		
<input checked="" type="checkbox"/> Council Goals/Priorities Basalt Creek Concept Plan	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

### ISSUE BEFORE COUNCIL:

Staff will provide Council with an update on the Basalt Creek Concept Plan and seek direction on next steps for the project.

### EXECUTIVE SUMMARY:

At the Joint Council meeting, the project team will briefly summarize all land use and boundary options considered to date (presentation included as Attachment A). The Joint Councils will then be asked to discuss priorities for the planning area, agreed upon elements of the plan, and remaining issues needing resolution in the Concept Plan. Staff seeks direction on a boundary option to present as a preferred alternative for public input and what essential agreements need to

be part of the functional elements of the Concept Plan (such as land uses, transportation, stormwater, etc.). If a preferred alternative is not reached at the December Joint Council meeting, staff seeks direction on next steps and a list of expectations toward achieving that goal.

### **BACKGROUND:**

The Basalt Creek Concept Plan will establish a vision and jurisdictional boundary for the 847 acres between the cities of Wilsonville and Tualatin. At the Wilsonville-Tualatin Joint Council meeting in June, the project team presented two boundary and land use alternatives (Boundary Options 1 and 2) to the base-case scenario (originally presented December 2014). The Joint Council directed staff to develop a third alternative addressing interests and concerns discussed at the meeting. Staff developed Boundary Option 3 as a response to the Joint Council input and presented this option at individual work sessions in August. The Tualatin City Council expressed concerns about the limited employment land opportunities for the City of Tualatin and directed city staff to prepare information for a Boundary Option 4, which would follow Tonquin Road west of the Basalt Creek Canyon area. In total, five boundary options have been developed during the planning process (Attachment B).

The land use scenario in all options is conceived to complement existing development patterns in both cities, have robust and efficient infrastructure systems that are not cost prohibitive and generally, development “pays its way.” Performance indicators were generated using Envision Tomorrow modeling software to evaluate the Boundary Options and a summary is included as Attachment C.

### **POTENTIAL IMPACT or BENEFIT TO THE COMMUNITY:**

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.

### **EXPECTED RESULTS:**

At the Joint Council meeting, the project team is seeking direction on a preferred jurisdictional boundary and essential agreements that will be part of the Basalt Creek Concept Plan.

### **TIMELINE:**

The Joint Council meeting on December 16, 2015, will be the fourth Wilsonville and Tualatin Joint Council Meeting for the Basalt Creek Concept Plan. Based on the discussion and guidance received at the upcoming Joint Council meeting, the project team will refine a preferred land use alternative for the Basalt Creek Concept Plan. That preferred alternative will be presented at a Public Open House and drafting of the Concept Plan will begin with expected completion in 2016.

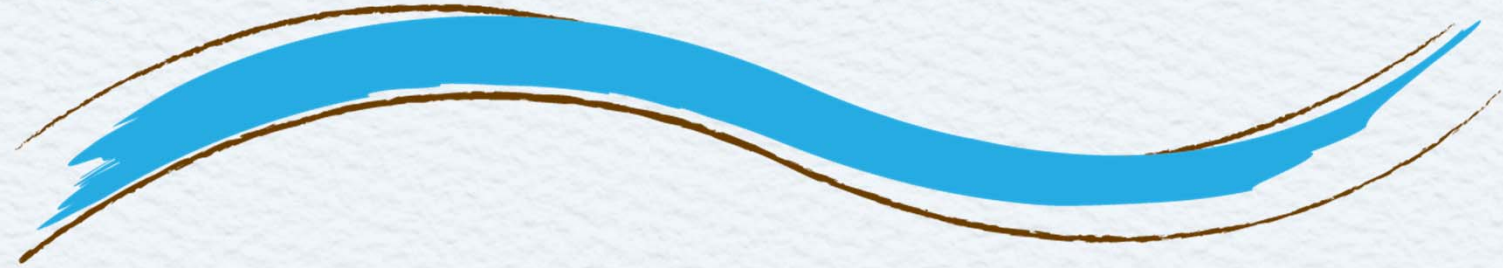
### **COMMUNITY INVOLVEMENT PROCESS:**

The project includes participation from affected residents, businesses, and property owners. Citizens will be asked to share ideas about the preferred land use alternative at a Public Open House. 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.

**ATTACHMENTS:**

- A. December 16, 2015 Joint Council Presentation
- B. Basalt Creek Plan Area Boundary Options
- C. Performance Indicators Summary for all Boundary Options

Basalt Creek  
concept Plan



# Boundary Options

Tualatin and Wilsonville Joint City Council Meeting

December 16, 2015

**Attachment A**

# What is the Purpose of Tonight's Meeting?

- Discuss priorities for each City
- Discuss alternatives for achieving those goals
- Agree on a preferred boundary option



# Agenda for Tonight:

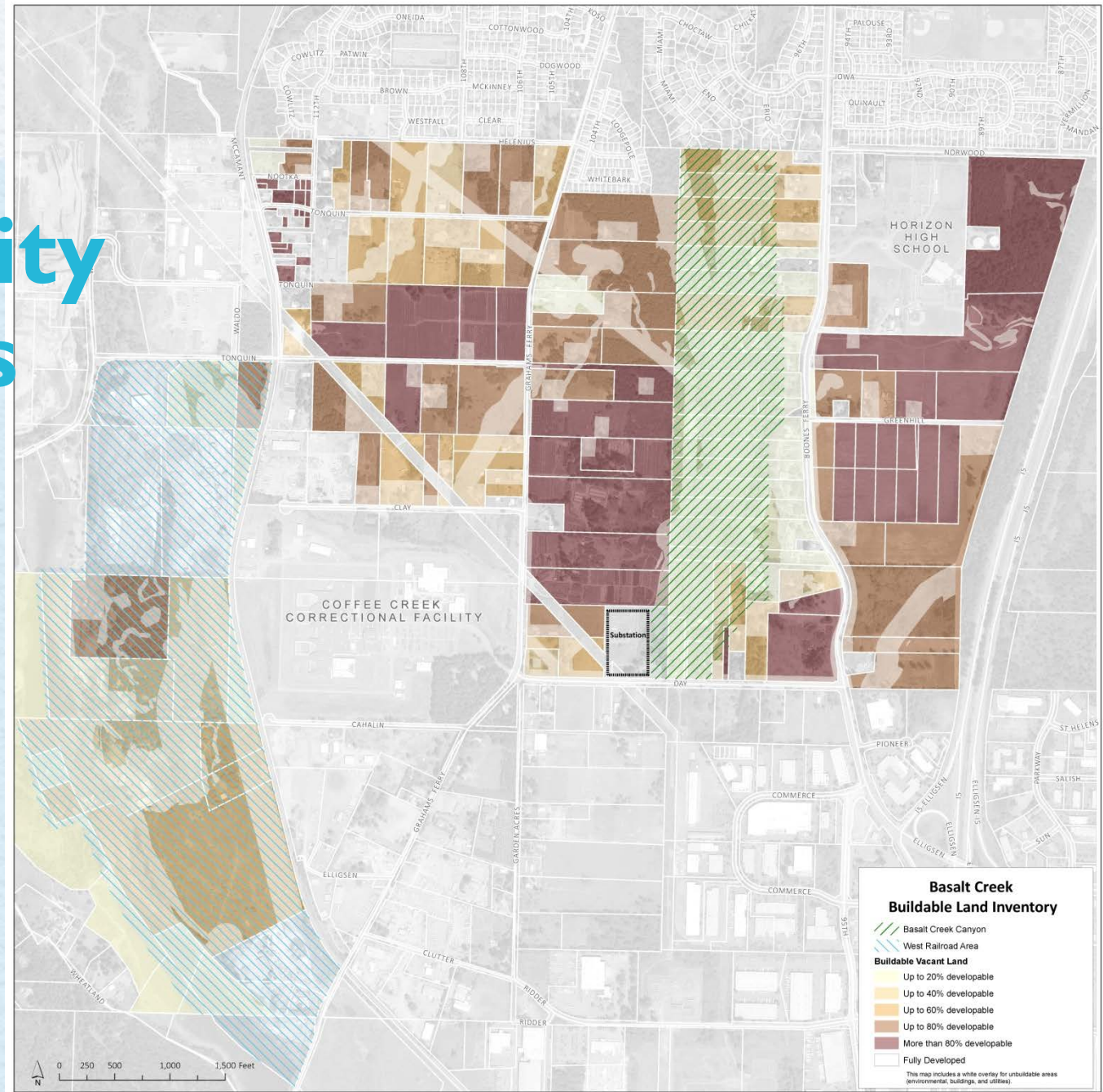
- Review boundary options evaluated to date
- Facilitated discussion
- Identify next steps

# Where Have We Been?

- Land Suitability
- Guiding Principles
- Base Case
- Utility Design
- Evaluations
- 4 Options Plus Base Case Studied



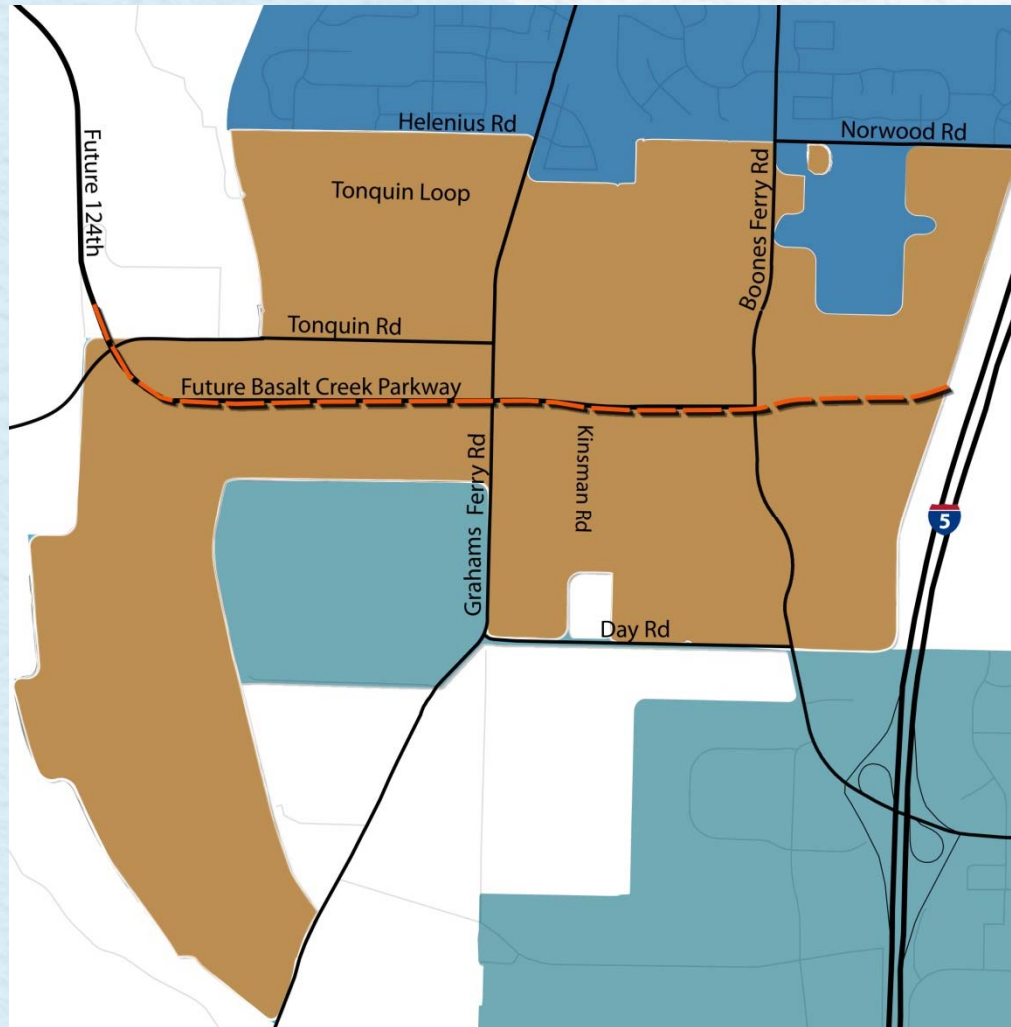
# Land Suitability Analysis





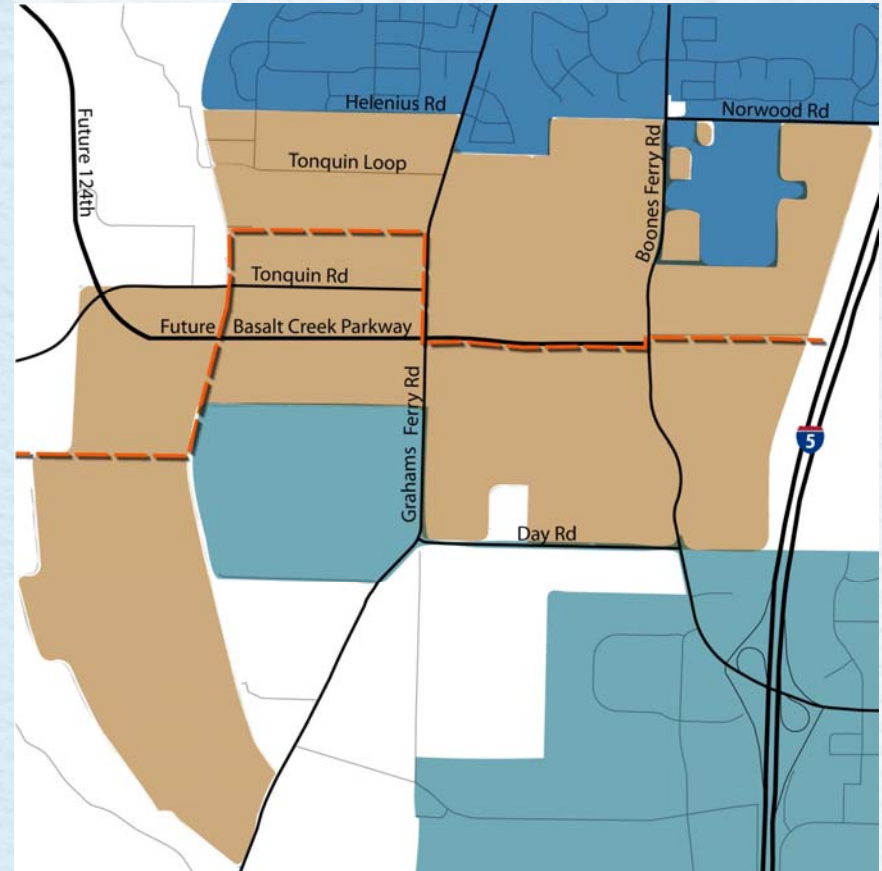
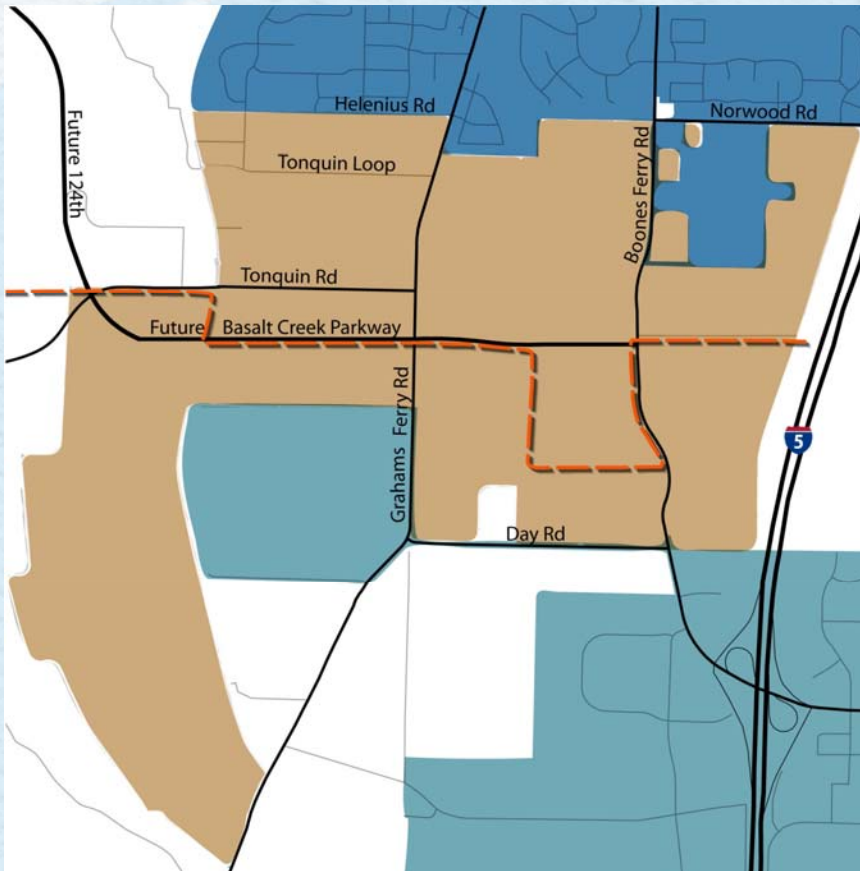
# Base Case Boundary Option

December 2, 2014 Joint Council Meeting



# Boundary Options 1 and 2

June 17, 2015 Joint Council Meeting

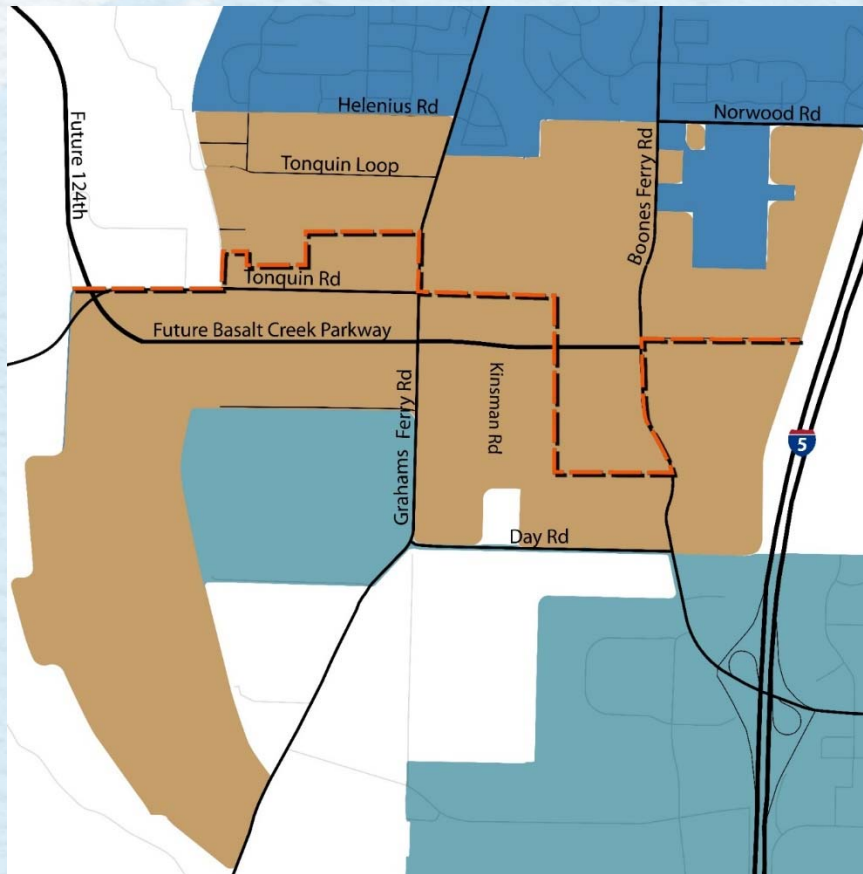


Boundary Option 1

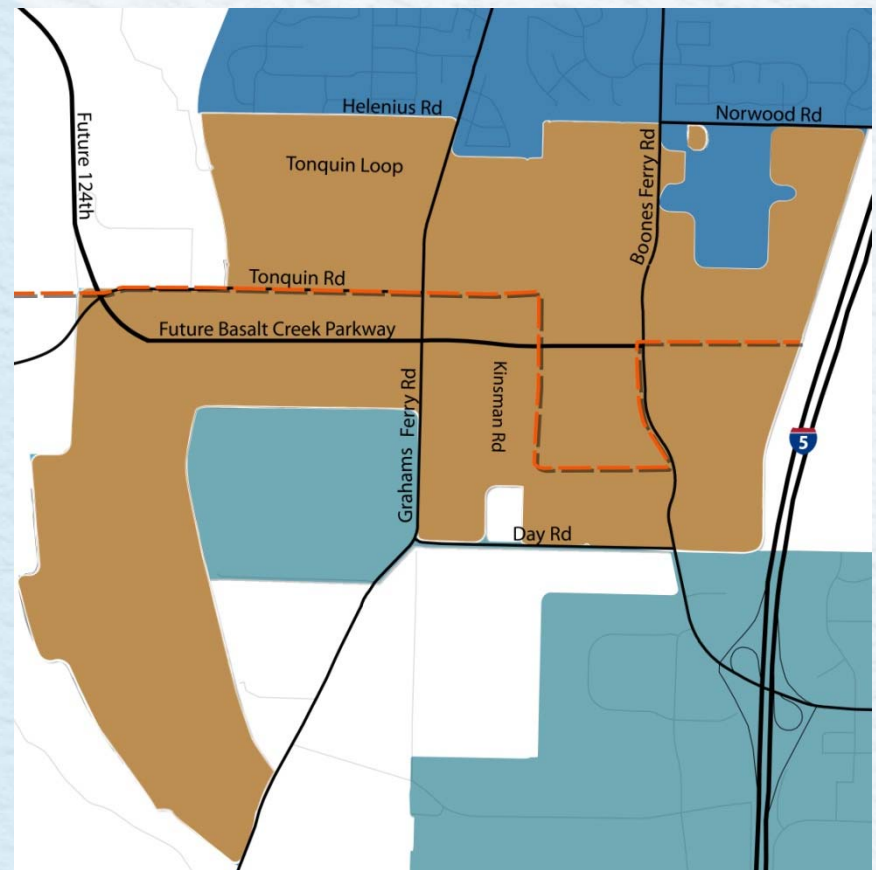
Boundary Option 2

# Boundary Options 3 and 4

August 2015 Individual Work Sessions



Boundary Option 3



Boundary Option 4

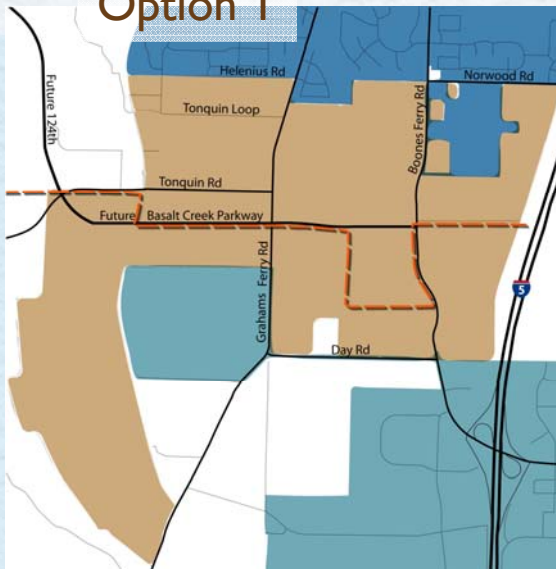


# Boundary Options

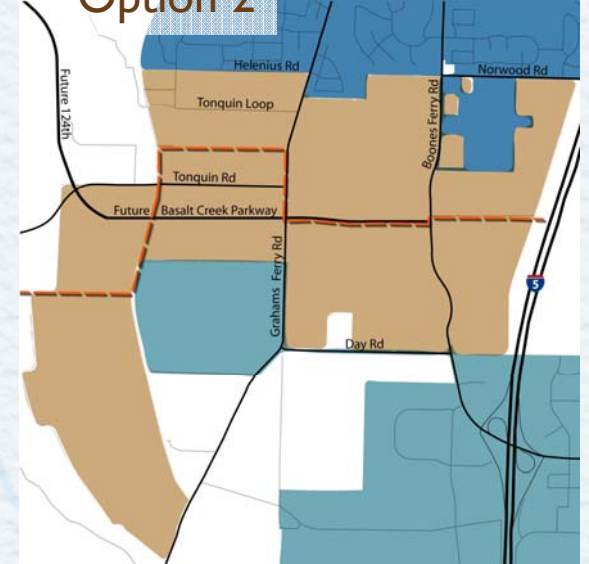
Base Case



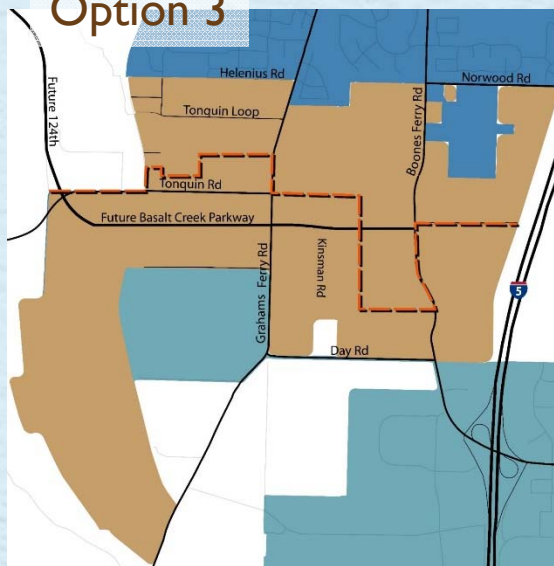
Option 1



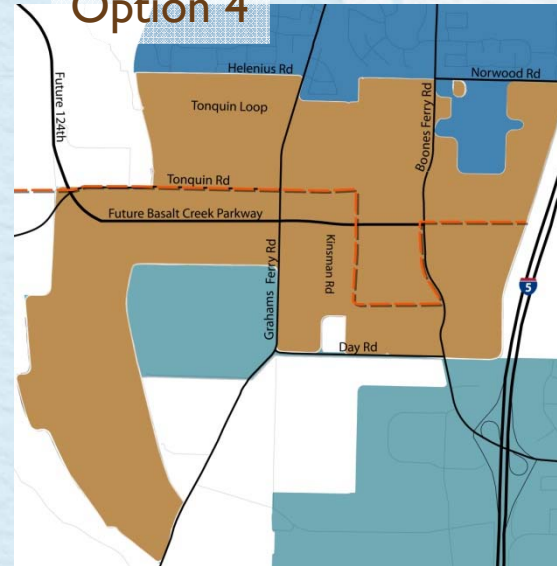
Option 2



Option 3



Option 4



# How Do We Move Forward?

- Focus on project deliverables
- Look at what has been decided (no longer controversial)
- Look at what remains to be decided (remaining items of controversy)
- Lay out a process to reach consensus and finalize project



# Project Deliverables/Next Steps

- Concept Plan (summary of planning process)
- Title 11 memo (findings to comply with Metro's Regional Framework Plan)
- Draft Comprehensive Plan Amendment for Wilsonville
- Draft Comprehensive Plan Amendment for Tualatin
- Amendments are processed by individual Cities independently, with coordination

# Contents of the Concept Plan

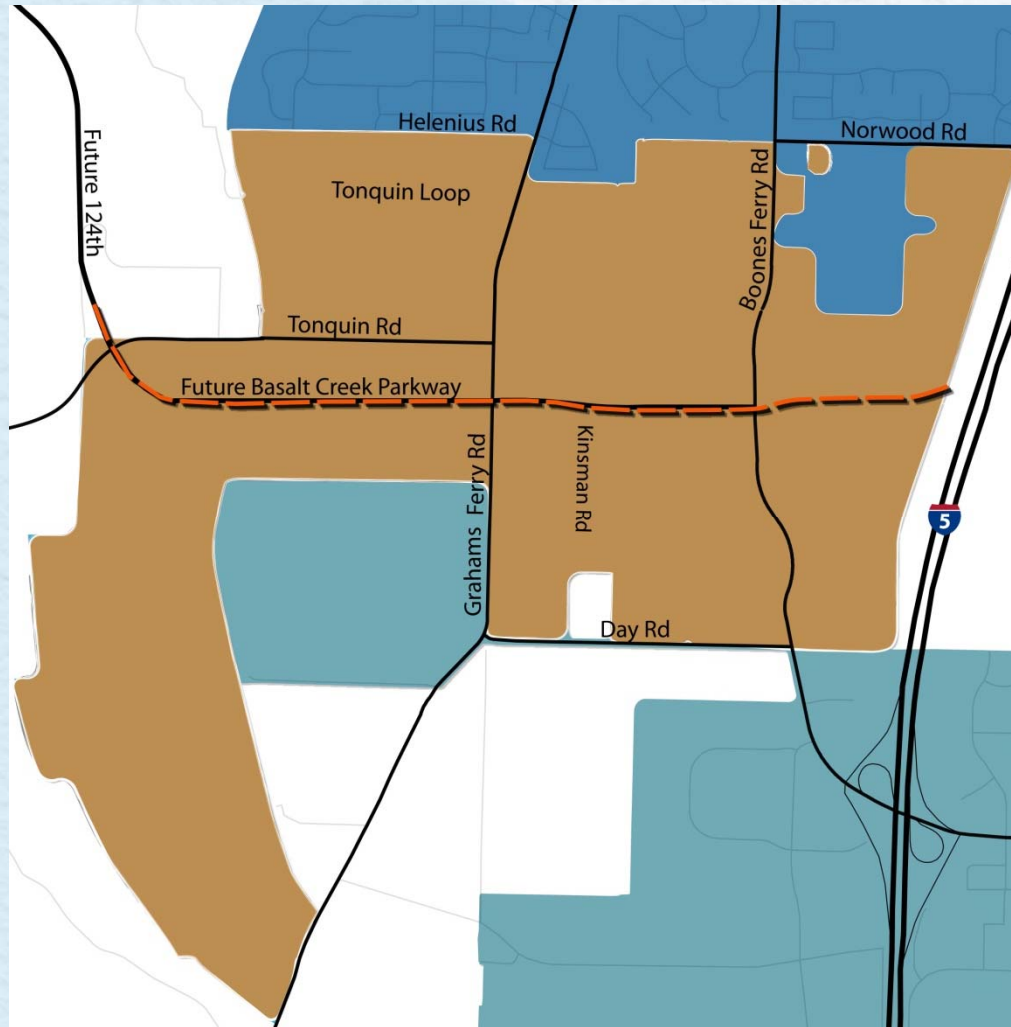
- Process documentation
- Land Use Plan
- Services Plan
- Transportation plan
- Implementation Strategies
  - Agreements between Cities
  - Metro Title 11
  - Urban Planning Area Agreements with Washington County
  - Other Agreements

# Joint Proposal

1. Proposed Boundary
2. Essential Agreements



# Proposed Boundary



# Essential Agreements

- Land Use Plan
- Transportation Financing
- Sanitary Sewer
- Stormwater Management
- Transit
- Basalt Creek Canyon

# Discussion

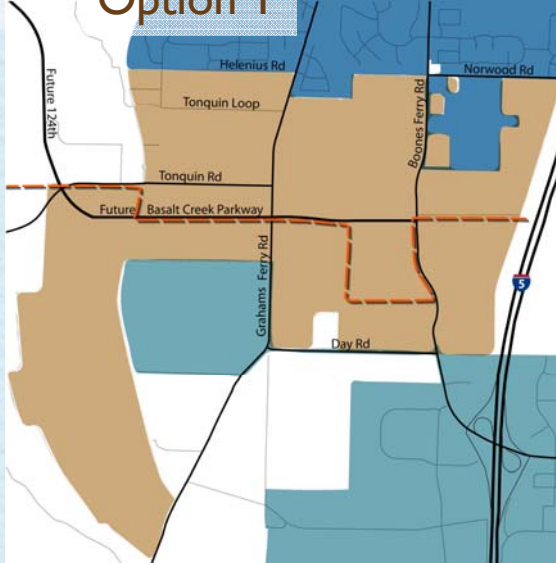


# Boundary Options

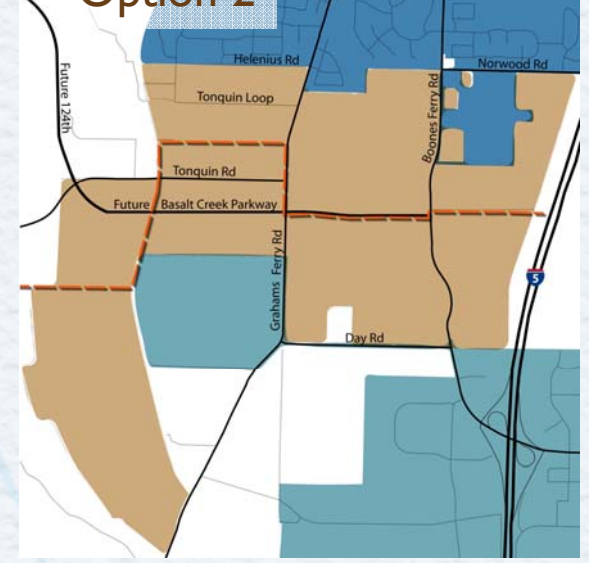
Base Case



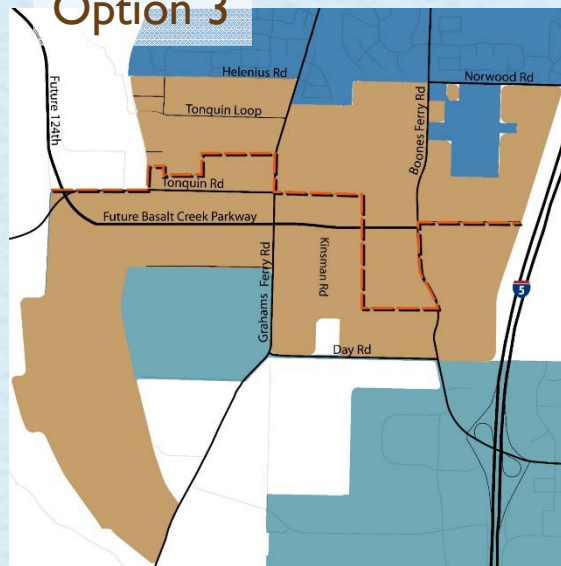
Option 1



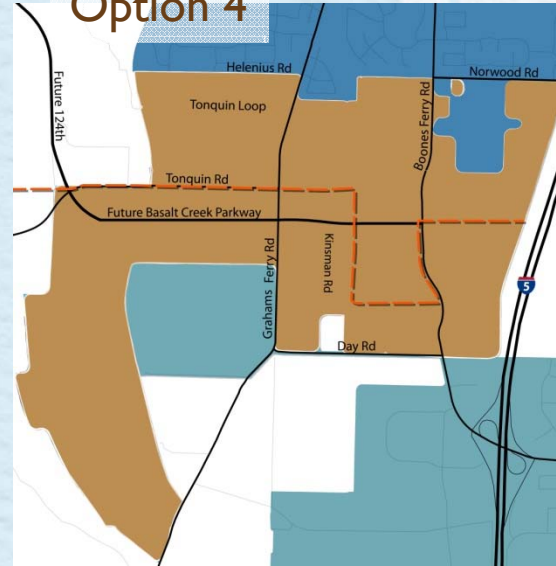
Option 2



Option 3



Option 4



Attachment B



Performance Indicators Summary for all Boundary Options

COMPARISON BY BOUNDARY OPTION

INDICATORS	BASE CASE			OPTION 1			OPTION 2			OPTION 3			OPTION 4		
	Tualatin Base Case	Wilsonville Base Case	Total Base Case	Tualatin Option 1	Wilsonville Option 1	Total Option 1	Tualatin Option 2	Wilsonville Option 2	Total Option 2	Tualatin Option 3	Wilsonville Option 3	Total Option 3	Tualatin Option 4	Wilsonville Option 4	Total Option 4
Developable Acres	194 ac	137 ac	331 ac	201 ac	190 ac	391 ac	155 ac	236 ac	391 ac	144 ac	188 ac	332 ac	168 ac	163 ac	331 ac
WRR & BCC Acres*	10 ac	6 ac	16 ac	10 ac	63 ac	73 ac	12 ac	61 ac	73 ac	13 ac	3 ac	16 ac	13 ac	3 ac	16 ac
Unconstrained Dev. Acres	184 ac	131 ac	315 ac	191 ac	127 ac	318 ac	143 ac	175 ac	318 ac	131 ac	185 ac	316 ac	155 ac	160 ac	315 ac
Households	640	6	646	906	36	942	755	75	830	800	80	880	647	37	683
Jobs	2,281	2,064	4,345	1,600	2,000	3,600	1,000	2,800	3,800	400	2,900	3,300	1,576	2,475	4,051
Trips (TRP trip cap = 1,989)	1,274	781	2,055	1,137	777	1,914	832	1,132	1,964	664	1,178	1,842	1,008	967	1,975
Assessed Value	not available	not available	not available	\$483 M	\$305 M	\$788 M	\$371 M	\$423 M	\$794 M	\$338 M	\$420 M	\$758 M	not available	not available	not available

COMPARISON BY JURISDICTION (same data)

INDICATORS	TUALATIN					WILSONVILLE					COMBINED BASALT CREEK AREA				
	Tualatin Base Case	Tualatin Option 1	Tualatin Option 2	Tualatin Option 3	Tualatin Option 4	Wilsonville Base Case	Wilsonville Option 1	Wilsonville Option 2	Wilsonville Option 3	Wilsonville Option 4	Total Base Case	Total Option 1	Total Option 2	Total Option 3	Total Option 4
Developable Acres	194 ac	201 ac	155 ac	144 ac	168 ac	137 ac	190 ac	236 ac	188 ac	163 ac	331 ac	391 ac	391 ac	332 ac	331 ac
WRR & BCC Acres*	10 ac	10 ac	12 ac	13 ac	13 ac	6 ac	63 ac	61 ac	3 ac	3 ac	16 ac	73 ac	73 ac	16 ac	16 ac
Unconstrained Dev. Acres	184 ac	191 ac	143 ac	131 ac	155 ac	131 ac	127 ac	175 ac	185 ac	160 ac	315 ac	318 ac	318 ac	316 ac	315 ac
Households	640	906	755	800	647	6	36	75	80	37	646	942	830	880	683
Jobs	2,281	1,600	1,000	400	1,576	2,064	2,000	2,800	2,900	2,475	4,345	3,600	3,800	3,300	4,051
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Assessed Value	not available	\$483 M	\$371 M	\$338 M	not available	not available	\$305 M	\$423 M	\$420 M	not available	not available	\$788 M	\$794 M	\$758 M	not available

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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The Wilsonville City Council met with the City of Tualatin City Council on Wednesday, December 16, 2015 starting at 6 p.m. at the Wilsonville City Hall.

**Wilsonville City Council members present:**

Mayor Knapp  
Council President Starr  
Councilor Fitzgerald  
Councilor Stevens  
Councilor Lehan

**Wilsonville Staff present:**

Bryan Cosgrove, City Manager	Nancy Kraushaar, Community Development Director
Jeanna Troha, Assistant City Manager	Miranda Bateschell, Long Range Planner
Barbara Jacobson, City Attorney	Steve Adams, Engineering Manager
Mike Kohlhoff, Special Projects Attorney	Susan Cole, Finance Director
Sandra King, City Recorder	

**City Councilors from the City of Tualatin included:**

Lou Ogden, Mayor  
Monique Beikman, Council President  
Wade Brooksby, Councilor  
Frank Bubenik, Councilor  
Joelle Davis, Councilor  
Nancy Grimes, Councilor  
Ed Truax, Councilor

**Staff representing Tualatin:**

Sherilyn Lombos, City Manager	Cindy Hahn, Associate Planner
Alice Cannon, Assistant City Manager	Jeff Fuchs, City Engineer
Colin Cortes, Assistant Planner	

**Consultants involved in the work effort:**

Jon Fregonese, President, Fregonese Associates  
Andy Cotugno, Metro Planning Director

The purpose of the joint meeting is to:

1. Hear about the continued Basalt Creek Planning efforts.
2. Provide direction on the latest boundary option and functional elements of the Basalt Creek Concept Plan.

**CALL TO ORDER**

Mayor Knapp called the joint Council meeting to order at 6:05 p.m. Roll call was completed via self-introductions.

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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**PRESENTATION** (Fregonese)

John Fregonese commented the purpose of the meeting was to review the boundary option evaluations since the cities were at the point where agreement on the boundary was critical, and to review the next steps. Over the past two years work has been done to evaluate land suitability, guiding principles, a number of scenarios were considered and many issues worked out to where he was confident about the ability to move forward.

Mr. Fregonese identified the base case and four boundary options that had been considered, analyzed, and evaluated. Through that evaluation process service provisions and transportation issues have been worked out. The project was at the point where a decision had to be made on the boundary to move ahead in the process.

Andy Cotugno discussed the history of Basalt Creek and the regional significance of the area. Thirty years ago discussion began about the possibility of an I-5/99W connector, which led to talk about building a “western bypass” freeway to Hillsboro. Although the western bypass was not built, the I-5/99W connector idea remains on the table. When Metro added land to the UGB, one of the conditions was to figure out where that road was to be located and not to allow urbanization in this area until the location of this road was identified to insure the possibility of the connector was not precluded because of urbanization.

That led to the examination of the I-5/99W connector with the proposal on the table at the time for a freeway connection; however, it was concluded this was not the best idea for organization of the land in Tualatin and Wilsonville and Sherwood. Rather, an arterial based approach would be a better option. This arterial based approach was included in the regional plan although the location of the road was not identified. The process with Basalt Creek presented a good solution for the transportation system plan for the area while recognizing future extensions to the west and east may be possible.

When the area was added to the UGB Metro was looking for additional job lands, but heard concerns about neighborhoods from Tualatin and the incompatible development being alongside Tualatin’s boarder. The challenge is to determine land uses while recognizing what is already built and taking into consideration the natural features and neighborhood conflict areas.

Mr. Fregonese stated it was important to understand how significant the barrier Basalt Creek Parkway will be.

Mayor Knapp added staff felt the elected officials needed to understand the Parkway concept better, what is it going to look like and how it will interface with the surrounding properties and how it will affect the flow of traffic and industry in that vicinity.

Miranda Bateschell, Long Range Planning Manager, explained staff had met with Washington County about what the Parkway would look like, and in particular the elevation changes and the profile of the Parkway. Ms. Bateschell described the elevation changes from the western edge to Grahams Ferry for the phase one design plan.

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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Mayor Knapp commented it was clear that the Parkway is a significant physical feature that will frame interaction. Three intersections were planned for the parkway: Tonquin Road, Grahams Ferry and eventually at Boones Ferry. He noted no driveways will be coming onto the Parkway; all driveways will be oriented to the north on Tonquin, and on the south Clay Street. Grahams Ferry Road will become a significant route with industry facing onto Grahams Ferry. When the Transportation Refinement Plan was being addressed one of the things discussed was the need to be sure the existing transportation facilities on the ground are capable of accepting the impact of the traffic that will be on the Parkway and he felt it was critical that it is developed in a way that enables the area to be successful.

The Mayor referred to the handout titled “Basalt Creek Development – Considerations for Success” which listed nine elements. He noted the Mayors and Council Presidents of both cities along with staff from both cities, met and talked about the nine items listed on the handout as matters that needed to be kept in mind if the area is to be successful economically and meet the needs of the region. The Considerations for Success talks about some of the things that need to happen for the area to be a success.

Mayor Knapp addressed the nine items:

1. Sewer – each city serve its own area, as much as possible. This will help each city operate independently, without needing to coordinate on each development in their jurisdictional part of Basalt.
2. Stormwater – all flows received by Wilsonville to be guided by Wilsonville protocols and design standards. Wilsonville must meet the standards for discharge under the Wilsonville permits.
3. Recognize Regional need for industrial lands drove the Basalt designation in 2004. Consider Regional all Title 4 designations on the Basalt lands best suited and concept planned for industrial in both cities. Assurance of consistent follow through on industrial/employment development in both cities will be of joint benefit, and help such development to be successful.
4. Recognize the critical need for receiving roadways to be improved BEFORE the Parkway sends transportation load onto them. Invest SDC’s, TDT (transportation development tax), and potential supplemental SDCs generated by Basalt development in both cities, INTO Basalt improvements. (Past Washington County precedent has been to spend 75% of such supplemental SDC’s and TDT in the originating area.)

Mayor Knapp would like to see 100% of the SDC’s and TDT funds go to the transportation improvement in Basalt Creek, and for both cities to agree to that.

5. Recognize that the transportation improvements agreed to and planned (in the Basalt Creek Transportation Refinement Plan) are based on projected loads from the identified system. Any substantial additional traffic loads from external locations will likely overload the system and cause it to fail. Therefore major re-evaluation and additional system capacity improvements will be necessary in the event the Region decides to direct other traffic through Basalt.



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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6. It is important that both cities respect the trip cap for the area and find a way to preserve each city's share. Additional review of trip caps with land uses should occur moving forward.
7. Recognize the need for both cities to be jointly committed to seeking Regional investment in future I-5 crossings. Those crossings will become critical to allowing industrial/employment growth in Basalt, thereby meeting Regional objectives. Without Regional involvement, the crossings will never get built.
8. Strongly consider not building Kinsman Road north of Day. Constraints on its intersection location with Day, high cost of new construction, and fact it would serve only development on its west side all indicate a poor return for the investment. Invest in Grahams Ferry Road improvements instead, which will serve the same lands.
9. Plan on having a joint city agreement on managing the Natural Area along Basalt Canyon. Development is eventually expected along the west side of the canyon which would then be an appropriate location for a bike/pedestrian trail connecting the cities. Such connection would be an asset to both residents and employees in the area, if thoughtfully planned and connected to "through" trails on both north and south.

Mayor Knapp indicated these nine items were the focus of the discussion that took place a week and a half ago. He felt the participants had a good understanding and agreement on why these considerations were important to the overall project. Mayor Knapp asked Council Presidents Starr and Beikman if they had any comments.

Council President Beikman said that transit was talked about. And that it was in both of the jurisdictions interests to lobby Tri-Met and any other regional provider to provide transit services to the area since it was a significant regional industrial area.

Council President Starr added if the funds the businesses pay to Tri-Met could go to SMART that would make the most sense. He noted number three and number six, and that there was substantial discussion about protecting the integrity of the plan so it would stand from election to election and not be changed to protect the amount of money invested in developing the plan, and that each city would find success in the plan as it is built out. Regarding number six both cities agreed it was vital that both cities find a way the trip cap remains in place so the transportation plan will not fail.

Mayor Ogden echoed Council President Beikman's comments that the ideals presented here are important. For the area to function as planned with respect to the land use and transportation capacity that is likely to be in place, and the ability to serve that area and recognizing the transportation system that Washington County is putting into place that facility is really there to serve the region of Tualatin east, Sherwood, and north Wilsonville. We recognize an arterial with limited access will be moving traffic from Tualatin, and Wilsonville in both directions; however it is not a major arterial that will emulate the I-5/99W connector. To the extent that anything like that is considered in the future it will have to honor the land use and planning that is in place here and we're not going to be providing a corridor for that. By default we are precluding a future for a 99W connector, so all the more important to recognize that the transportation piece has to work there and it cannot be overloaded nor can Basalt Creek Parkway be overloaded. Mayor Ogden supported the ideals.

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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Regarding transit Mayor Ogden recognized a system will be needed to serve the area, and serve it “blind” to the user. It should be a transit system that works regardless of the provider, and is efficient from a tax and return standpoint. A detailed discussion would be necessary in the future on transit services.

Mayor Knapp stated Wilsonville reoriented its entire SMART system toward the WES Station and committed to meet every train and promised Wilsonville employers that their employees would be at their place of employment in ten minutes from when the train arrived. Wilsonville is committed to continuing to provide that type of service to the Basalt Creek area employers. Details regarding transit providers will need to be worked out since Tri-Met controls some of that decision. If the two cities speak jointly to Tri-Met there may be a higher possibility of success.

Mayor Ogden responded whatever is the best solution as long as the two cities are in concert with each other there is a better chance of success in dealing with TriMet. That needs to be the motto on whatever we are doing in that area with extraterritorial money. There should be a coordinated effort between the two jurisdictions, to represent the best interests of our citizens. As we lay the foundation for the mutual agreements we lay the underpinnings of how we proceed in the future on the needs in that area.

Mayor Knapp wanted to know if the councilors had questions or comments.

Councilor Truax expressed his pleasure in the nine Considerations of Success, and the willingness for the two adjoining jurisdictions to enter into an agreement dealing with sewer and stormwater was unique. He applauded the participants of the small group meeting, and with the positive tone that runs through this and felt they were close to having the framework.

Councilor Lehan seconded Councilor Truax’s remarks. She thought the small group players distilled out the essential pieces, and while they are not agreed to in detail it clearly states what the cities are intending to do in a general sense, and what the goals are. She was glad to see the commitment, in particular numbers three and six, about the trip caps and the need for the land use piece to follow along. Councilor Lehan pointed out the other partner necessary was the regional government, Metro, to rise to this level of commitment in terms of the trip caps and in terms of the land uses. This whole development grew out of the industrial lands study of 2004, and at that time she recalled Tualatin and Wilsonville were always vying for the most land zoned industrial. Both cities were at 31-32% of land zoned industrial while no other city in the region was close to 30%. Tualatin and Wilsonville lead in terms of industrial percentage and capacity for the size of the cities. What we are looking for besides recognizing that Tualatin and Wilsonville are carrying the region in terms of industrial land, is that regional recognition in terms of trip caps and further industrial and to back up the cities in terms of making this project work.

Councilor Beikman felt funding is limited and it was important for the two cities to work out plans for the SDCs and TDTs and emphasize this area is a regionally significant industrial area and that the regional government needs to recognize that with dollars for the infrastructure so the

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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project can function properly. Regarding item number six and the traffic trip cap, the city of Tualatin had no interest in adding additional traffic to areas that are not planned for; it was important to buffer the neighborhoods in Tualatin.

Councilor Davis expressed her disagreement with the location of Basalt Creek Parkway in that it should not cut across the canyon, it is too far north, the boundary will split the neighborhood and the responsibility for caring for and maintaining the canyon. The neighborhood on the Wilsonville side will become an island when Wilsonville has been clear its intent for Basalt Creek is industrial and not residential. Councilor Davis' intent is to maintain the area around the east side of the canyon, and to protect the canyon and insure the neighborhood is saved as a cohesive piece on the Tualatin side.

Councilor Lehan said she would not have chosen the current boundary until she realized the elevation of the Parkway and how access to the Parkway was limited. When a road is between 5-30 feet in the air it becomes a significant barrier.

Mayor Knapp stated because of the physical constraints of the Parkway and because of the need to have development clustered around roads that will serve the nodes of industrialization, overlaid by the physical characteristics of the Parkway have led to the decision that the Parkway location is the most logical jurisdictional boundary line between the two cities. The slide showing the jurisdictional boundary line between the two cities was displayed again.

Mayor Knapp said the direction to staff would incorporate the Considerations for Success, including the addition of number ten which mentions transit service, as drafted the language reads, "Cities will work jointly to secure transit service for business and residents of Basalt Creek through SMART or Tri-Met."

Mr. Cosgrove recommended councilors to state their general support or raise their concerns, and direct staff to bring back a resolution on what they have seen this evening.

Regarding the transit issue Mayor Ogden felt the language should be less specific; rather the language could suggest something that is jurisdictionally blind to the user, cost effective, and has some mutual relationship to both districts.

Mayor Knapp did not want the transit service to be locked into only one possible provider. He understood if Wilsonville expanded its boundary to the Parkway and annexed that area the City would still not have a right to not collect Tri-Met taxes in the new expansion area.

Mayor Ogden did not want to walk away with any conceptions that may come back and be a surprise. For example, the notion of 75% of the SDCs or TDT money going to the district but that will not be enough for transportation and additional financing tools will need to be found. He thought the shortage of transportation funding and the need for transportation should be expressed and that all of the money raised in this area should benefit the area; but placing a number on it tonight may be restrictive.

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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Mayor Knapp did not think what was written contradicted that, it recognizes the need and investing those funds generated in the district back into the district is what it says in concept. The other is a footnote regarding the Washington County's past precedent. The Mayor asked each council member to provide their thoughts.

Councilor Bubenik shared some of the concerns raised by Councilor Davis about Basalt Creek being two jurisdictions and the neighborhoods split into two different cities. Other than that he thought the plan was good. Consideration number nine protects the canyon to insure it is maintained. He was in support of moving forward in the process and the Considerations for Success and the boundary proposal.

Councilor Lehan saw the logic in the boundary being Parkway. She was comfortable with the Considerations for Success. Regarding the canyon she was committed to protecting the natural area. The Councilor noted Wilsonville's zoning did not put pressure on property owners to develop any faster than they wanted to. The Elligsen property south of Costco is an example, it is still being farmed and there is no pressure to change its use. She thought the canyon was a beautiful asset and having trails connecting the area to both cities was a good idea. Councilor Lehan supported the boundary.

Councilor Brooksby felt the same as Councilors Davis and Bubenik, he supported the current boundary as chosen reluctantly and thought it should be lower, he is concerned the Parkway could be further south to be more effective. The Councilor agreed that property owners should not be pressured to develop.

Councilor Fitzgerald supported the boundary and thought it was a good plan. She identified number eight as a good element to focus on Grahams Ferry Road rather than Kinsman. She supported the idea of the cities working together for regional transportation money for road improvements. Regarding transit, item number ten, the Councilor hoped an efficient and appealing system is developed that gets people to use it, alleviating congestion.

Councilor Beikman agreed.

Councilor Starr agreed and asked who decided to locate the Parkway where it is.

Mr. Cotugno said Washington County led the process but it was carried out through this joint city planning process.

Councilor Starr confirmed it was a neutral third party (Washington County) that determined where the road went. This is a deviation from where some may have remembered, the west side of the area and north of the Parkway is more land that was added into Tualatin with good industrial potential which is a 'win' recognizing Tualatin was giving up some of the canyon area. Referring to item four, the Councilor wanted 100% because there is never enough money for transportation. He supported the idea of jointly approaching the state and region for funding. Councilor Starr suggested wording item number ten to recognize and support SMART and/or another transportation service; however, in the Wilsonville boundary it would be SMART, and in

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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Tualatin we would support what Tualatin wanted to do. He supported the placement of the boundary.

Councilor Truax indicated his support of the boundary. He was in general support of the whole proposal with the understanding that each item of consideration for success will merit a lot of work. Regarding transit, we should take SMART from the Parkway north; Tualatin will work to support servicing the area in the most efficient way, both from a service and economic standpoint.

Councilor Davis agreed with Councilor Truax's transit comments. There were elements of the Considerations for Success she agreed with, the sewer and stormwater pieces, the discussions around the SDCs and TDT is going in the right direction. The Councilor has fundamental disagreements with the project in terms of the canyon, the neighborhood to the east of the canyon and the alignment of the Basalt Creek Parkway.

Councilor Grimes was in general agreement for the proposed boundary. She was concerned about the canyon and the green space and the elevated bridge/roadway cutting across the canyon; however those concerns were mitigated to some degree by the commitments from both councils to protect the green space, which provides protection to the Tualatin neighborhood. The desire for jobs needs to be balanced with the need to protect Tualatin livability. Councilor Grimes appreciated the Considerations for Success and the framework as long as they are not viewed as narrow constraints.

Councilor Stevens would like the decisions to be memorialized quickly so funds will not be wasted should it be decided to do something differently in the future. Items that there is agreement on should be the first to be memorialized, an IGA to protect the canyon as a natural resource between the two cities; likewise the bike/ped pathway. Another element that can be memorialized is the decision not to build Kinsman Road. The Councilor liked the fact that the Parkway will be identified as the boundary between the two communities. She felt the Considerations for Success are close to being goals for success, and the document should be memorialized so that decisions are known in the future.

Mayor Knapp thought the two city managers had received clear direction from their councilors on what direction staff needs to take. He asked Mr. Fregonese how to take the general consensus and what to expect in way of documentation and how to build something that will memorialize the ideas expressed.

Mr. Fregonese explained a concept plan will memorialize these ideas in concept. He will prepare the concept plan for the two cities to adopt. A Title 11 memo to Metro governs the regional aspects of the concept plan. Each city will adopt a comprehensive plan amendment which will have implementation components to it. Agreements between the two cities outlining what each city will be responsible for need to be written. Both cities will have urban planning area agreements with Washington County. He thought both cities would want the area to remain rural and not develop until it has been annexed into each city. Additional agreements with Tri-Met, Clean Water Services may be necessary, and the concept plan will list those. The concept plan will have the foundation for each city to take on and sign the more formal agreement

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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starting with the concept plan and IGA between the two cities in terms of where you go from here.

Councilors will see a draft of the concept plan that has all the ideas in one document with a list of how each item will be implemented and be put into force.

Mayor Knap thought there were a lot of things to be accomplished which falls to each city's staff. He asked if Washington County rules enabled things to happen that we don't want to happen, and how to keep that from happening; do we have control over that.

Mr. Fregonese said each city has an existing Urban Services Agreement with Washington County, and he thought the agreement could be review and a discussion held with the County.

Councilor Truax stated he was willing to have a discussion on the future of Kinsman Road.

Councilor Lehan wanted councilors from both cities to keep in mind I-5 is the life blood arterial for both cities, and nothing we do should cause the interchanges or I-5 to fail.

Mayor Ogden thanked Mayor Knapp for his leadership throughout the process. This was the first time there has been a jurisdictional planning effort addressing the concerns of both cities.

Mayor Knapp felt a good basis was in place for moving forward. He expressed appreciation to the staffs of both cities for their work. While there are concerns, they will try to mitigate those concerns and find the best way to handle them.

Mayor Knapp adjourned the meeting at 7:37 p.m.

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Sandra C. King, MMC, City Recorder

ATTEST:

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Tim Knapp, Mayor



City of Tualatin

# MEETING NOTICE AND AGENDA

## JOINT CITY OF TUALATIN AND CITY OF WILSONVILLE COUNCIL WORK SESSION



### Basalt Creek Concept Plan Joint Meeting #3

City of Tualatin  
Police Training Room  
8650 SW Tualatin Road  
Tualatin, Oregon 97062

June 17, 2015  
6:00 p.m.

Purpose

- Update Tualatin and Wilsonville Councilors on the current status of the project
- Present and review jurisdictional boundary options, land use scenarios, and cost/revenue analysis prepared to-date
- Councilors provide input to inform creation of a preferred alternative

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#### Basalt Creek Concept Plan Project – Joint Work Session Discussion

- A. **CALL TO ORDER** (Mayors, 5 minutes)
- B. **WELCOME AND INTRODUCTIONS** (Councils, 5 minutes)
- C. **PRESENTATIONS** (Consultant Team, 45 minutes)
  1. Purpose of Meeting
  2. Land Use Scenarios
    - a. Planning Process Overview
    - b. Boundary Options
    - c. Evaluation
- D. **SUMMARY AND DISCUSSION** (Councils, 60 minutes)
  1. What boundary option should be included in the preferred alternative?
  2. What land uses should be included in the preferred alternative?
  3. What indicators or criteria are a top priority in creating the preferred alternative?
- E. **NEXT STEPS** (Consultant Team, 5 minutes)

F. **ADJOURNMENT**





# MEMORANDUM

## CITY OF TUALATIN

**TO:** Honorable Mayors and Members of the City Councils

**THROUGH:** Sherilyn Lombos, City Manager, Tualatin  
Brian Crosgrove, City Manager, Wilsonville

**FROM:** Aquilla Hurd-Ravich, Planning Manager, Tualatin  
Alice Cannon, Assistant City Manager, Tualatin  
Miranda Bateschell, Long Range Planning Manager, Wilsonville

**DATE:** 06/17/2015

**SUBJECT:** Basalt Creek Concept Plan Project – Joint Work Session Discussion

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### **ISSUE BEFORE THE COUNCIL:**

The purpose of tonight's meeting is to:

- Update Tualatin and Wilsonville Councils on the current status of the project
- Review and discuss the jurisdictional boundary options
- Review and discuss the land use scenarios
- Review the cost/revenue analysis prepared to date
- Provide input to staff to create a preferred alternative
- 

An Agenda is included as Attachment A and tonight's presentation is included as Attachment B.

### **EXECUTIVE SUMMARY:**

#### **Project Update**

The Basalt Creek Concept Plan will establish a vision and jurisdictional boundary for the 847 acres between the cities of Wilsonville and Tualatin.

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. Members of the Councils expressed significant concerns regarding the initial design and potential costs for sanitary sewer construction in the planning area and directed staff to re-evaluate the sanitary sewer system.

Staff spent the following months conducting a more detailed sewer alternatives analysis and geotechnical exploration and, at separate City Council work sessions (April 20 in Wilsonville and May 11 in Tualatin), presented three additional sanitary sewer alternatives for consideration. At the work sessions, both City Councils indicated that sanitary sewer service boundaries need not coincide with the jurisdictional boundary and that shared service agreements among Wilsonville, Clean Water Services (CWS) and Tualatin are an acceptable method of providing sewer service to the planning area.

#### **Planning Objectives**

At the December Joint Council meeting, members of the Councils also expressed key objectives for the project team to focus on in preparing alternative scenarios:

- Design efficient infrastructure systems (considering both construction and long-term operating and maintenance costs) independent of jurisdictional boundary.

- Examine additional boundary options that do not necessarily follow the future Basalt Creek Parkway alignment.
- 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.
- Focus on land uses that will create development forms reflective of the two cities.
- Present a scenario designed around an implementable infrastructure plan.

### **Boundary Options, Land Use Scenarios and Cost/Revenue Analysis**

The objectives, as well as the Basalt Creek Guiding Principles and Evaluation Criteria, guided the project team during the scenario analysis and in developing the two land use and boundary options for consideration by the Joint Council. Using Envision Tomorrow (modeling software), the analysis included land use modeling with specific building types from each of the cities and localized fees and SDCs. Once these land uses were modeled, particular indicators were reviewed to evaluate the different scenarios. Although there are clear differences between the two land use scenario boundary options, both provide:

- high-quality employment and housing opportunities,
- innovative and appropriate transition areas between residential and employment uses,
- responsiveness to the real estate market,
- robust and efficient infrastructure systems, and
- development that generally “pays its way”.

In both scenarios, options remain for how sanitary sewer service will be shared in specific portions of the study area. This will be determined in the future in preparation for development and through shared service agreements regardless of the selected boundary option.

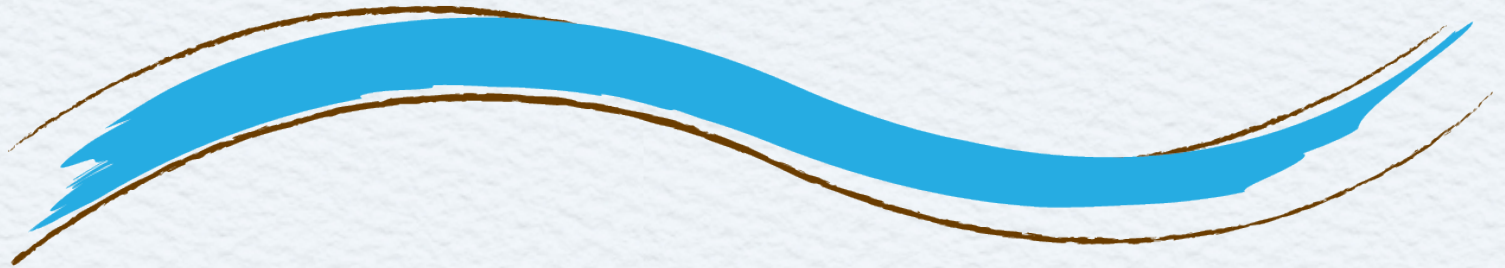
### **Expected Results and Timeline**

The project team is seeking direction on a preferred jurisdictional boundary and land uses. With this direction, the project team will work over the summer to refine the boundary and land uses to create a preferred alternative. Staff will return later in the summer to present the preferred alternative, and a public open house will occur in August/September to ask for input.

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**Attachments:**     [PowerPoint](#)

Basalt Creek  
concept Plan



**Joint Council  
Meeting #3**

June 17, 2015

# Agenda

## I. Introduction

## II. The Land Use Scenarios

- Planning Process Overview
- Boundary options
- Evaluation

## III. Summary and Discussion

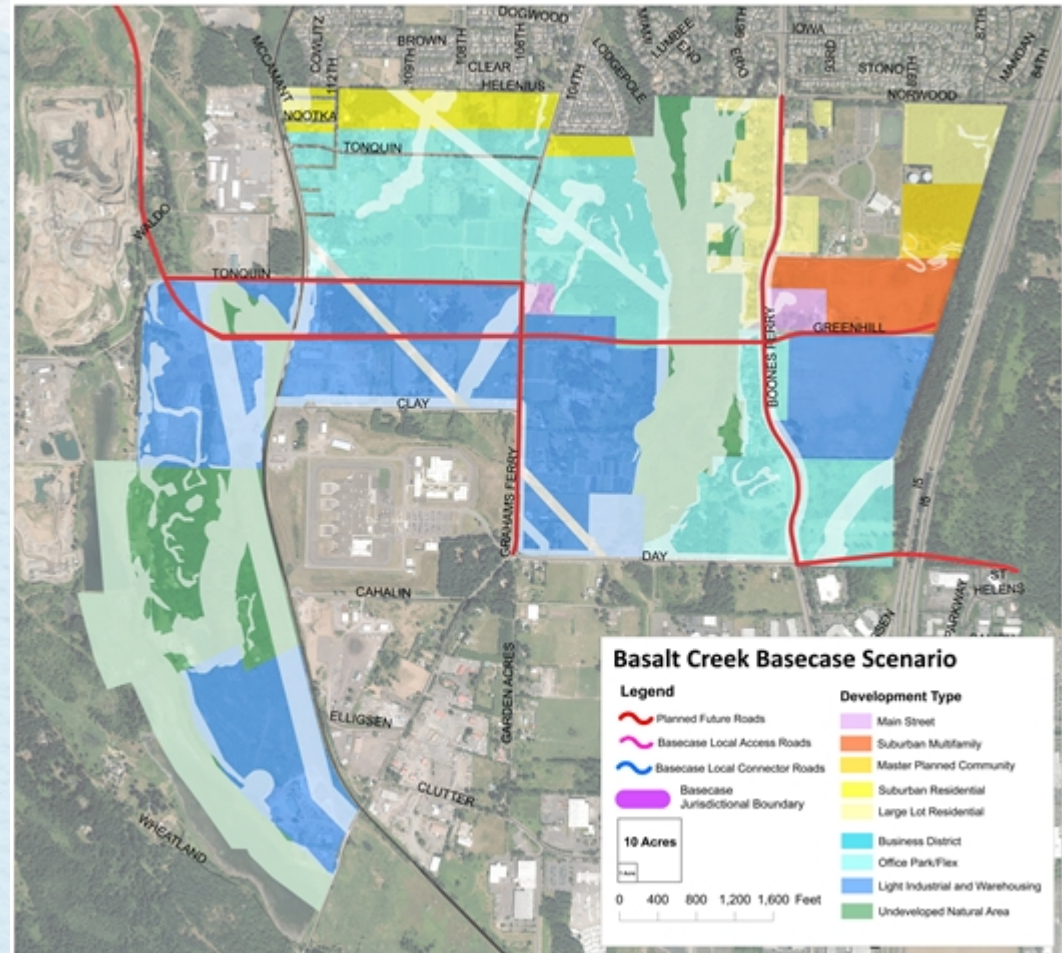


# Land Use Scenario

Planning Process Overview

# Base Case

- Design principles focused on conventional land uses types
- Started with the regional forecast and adjusted to be more employment focused
  - Understand impacts on the transportation system and trip sideboards
- Develop an initial city boundary, based on Metro ordinance
  - Understand infrastructure cost and service implications





# Land Use Scenario Objectives

- A scenario designed around an implementable infrastructure plan
- Design principles focused on creating development forms reflective of the two cities
- Examine other boundary options that do not rely on the east west connector. Explore service agreements.
- Jurisdictional equity
- More residential for Tualatin in the north
- Consider creative solutions for transitions from employment to housing

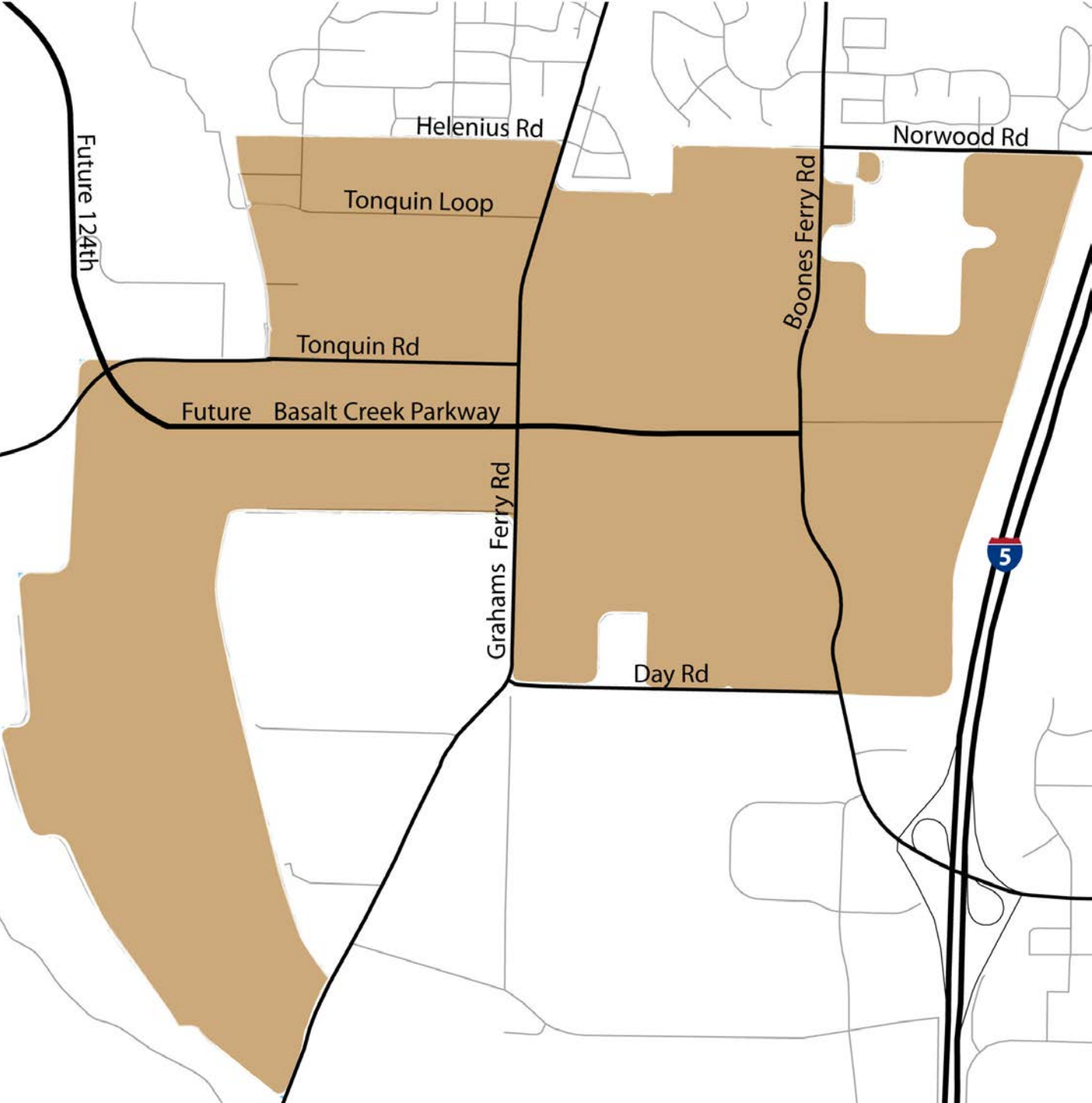




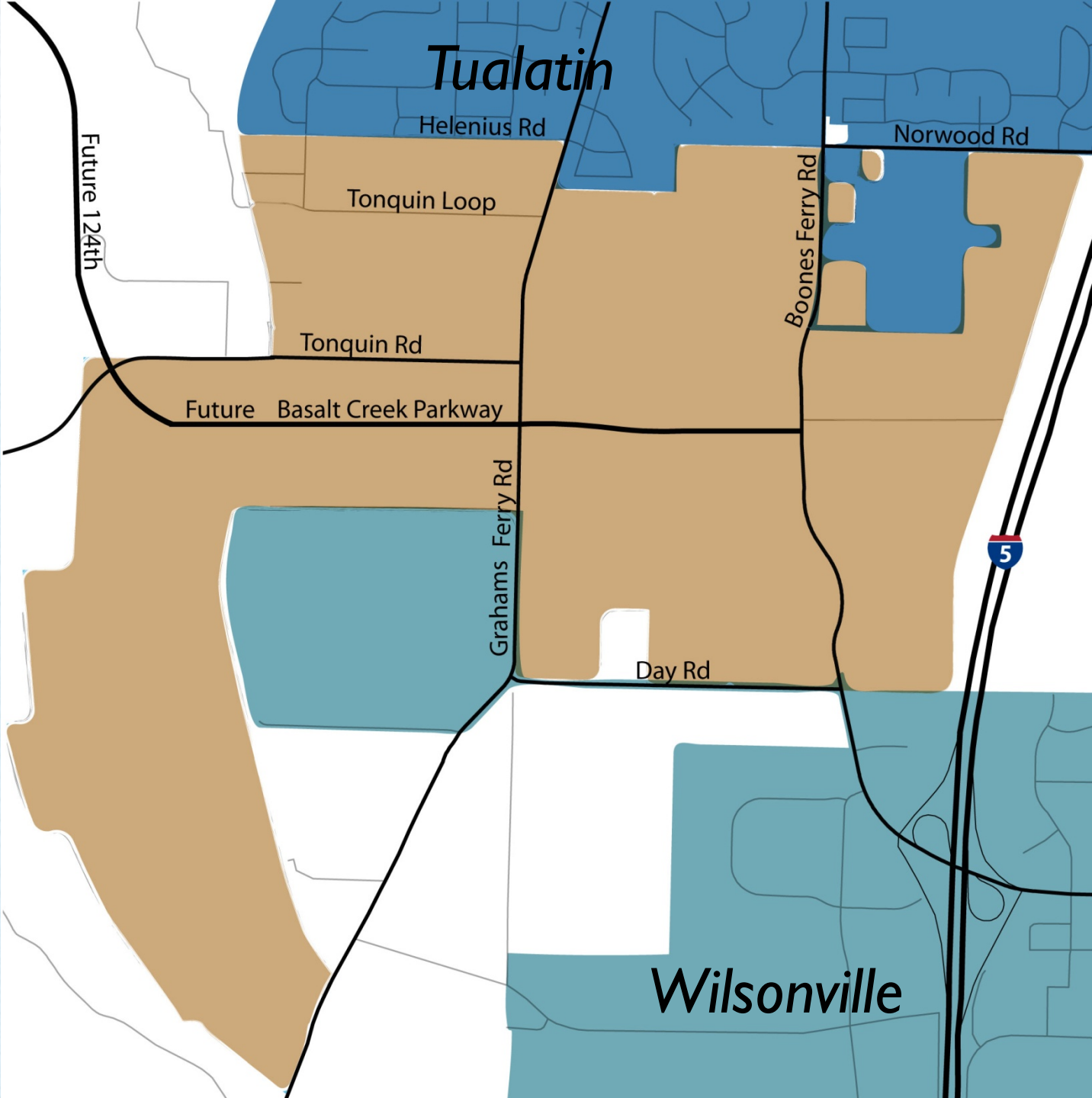
# Land Use Scenario

Boundary Options

# Study Area

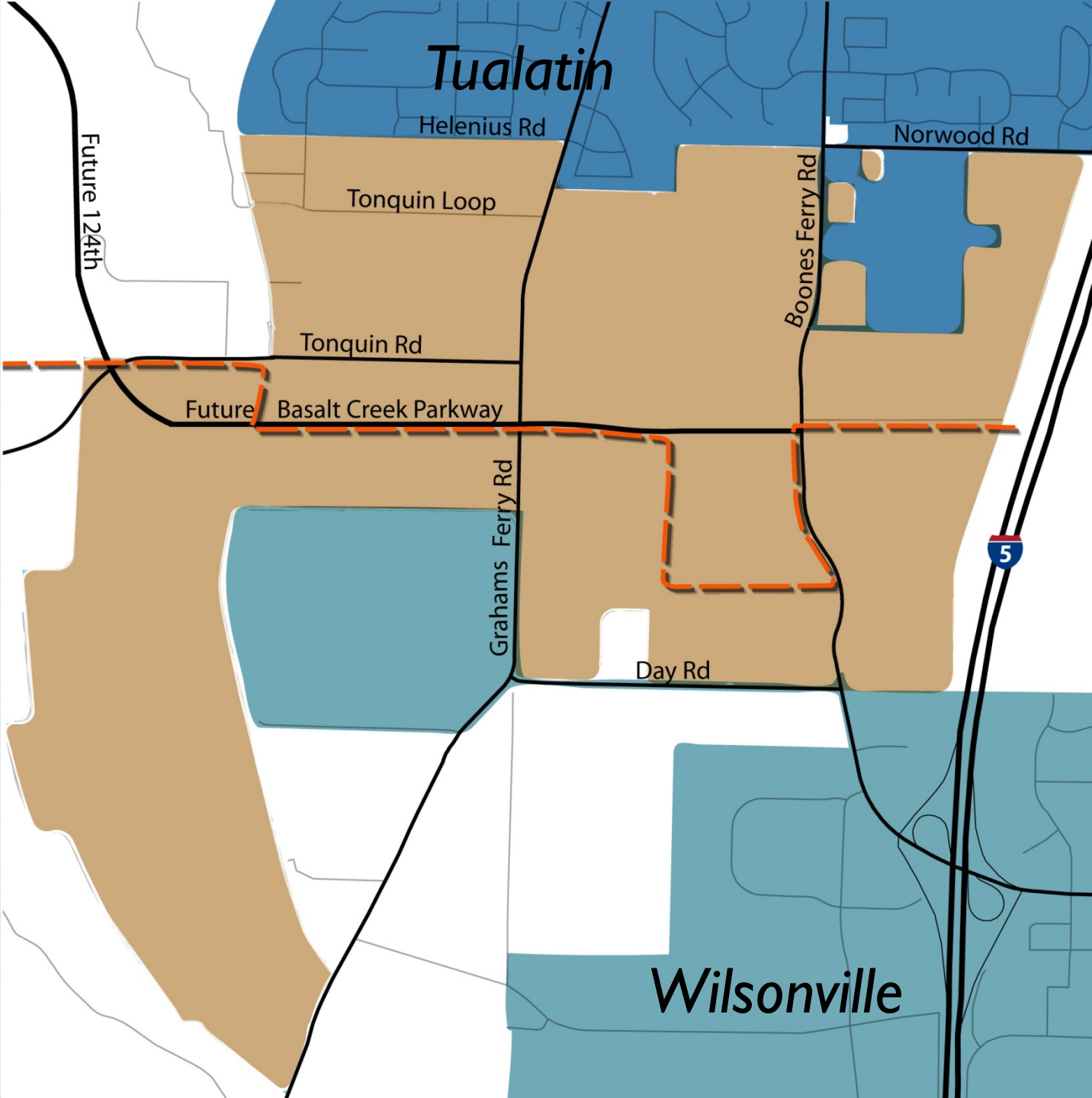


# City Limits Today



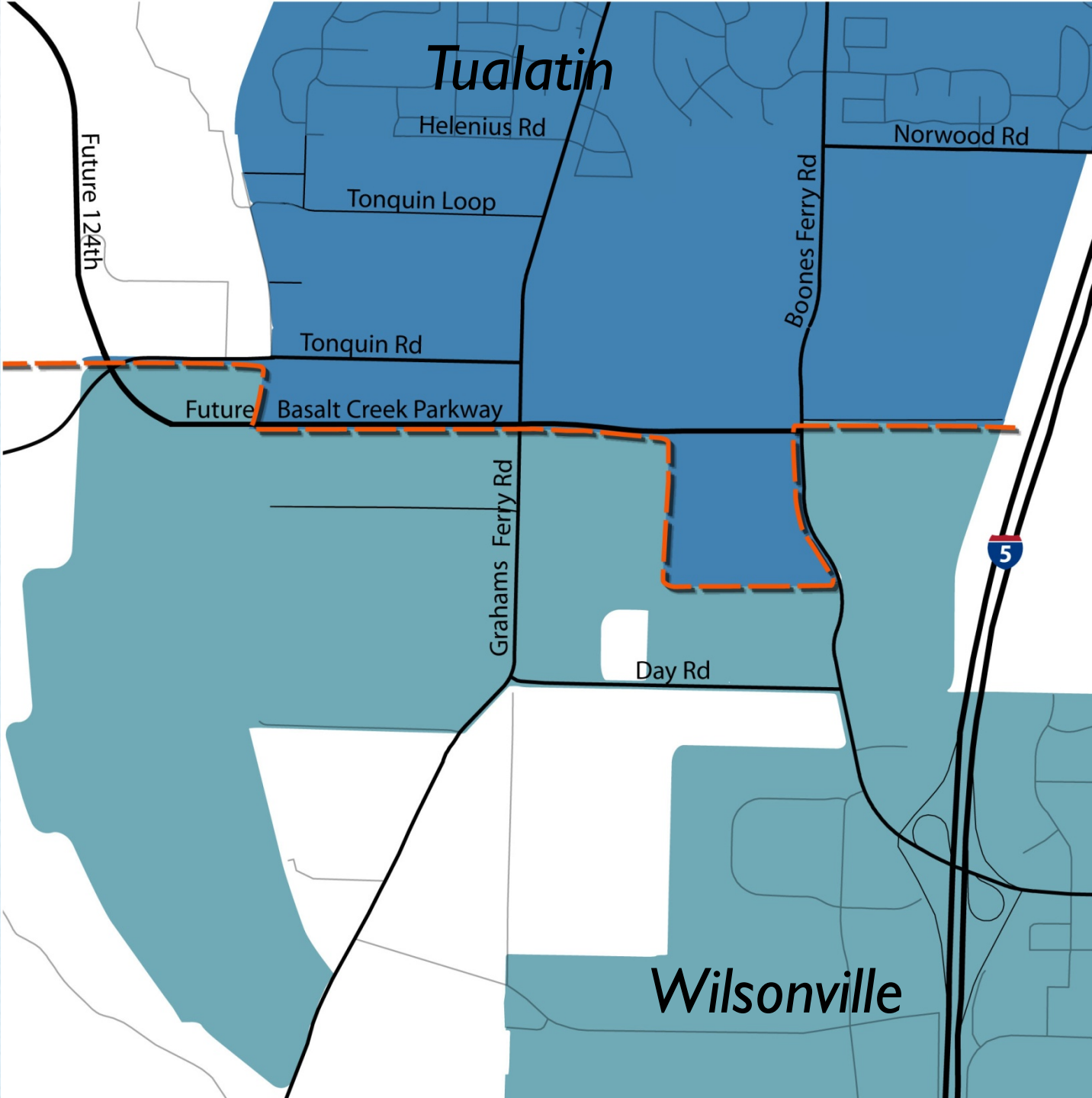


# Boundary Option I

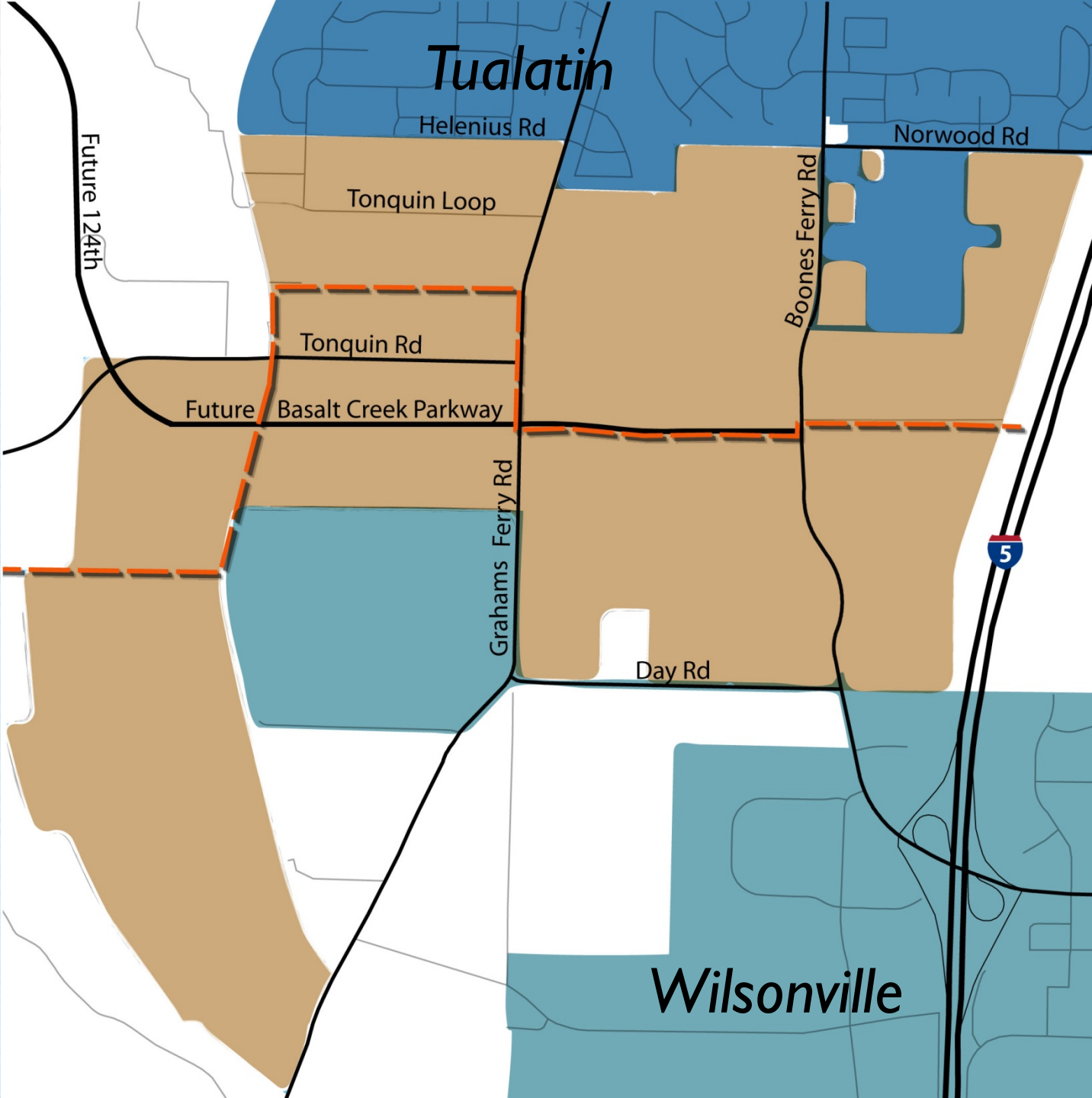




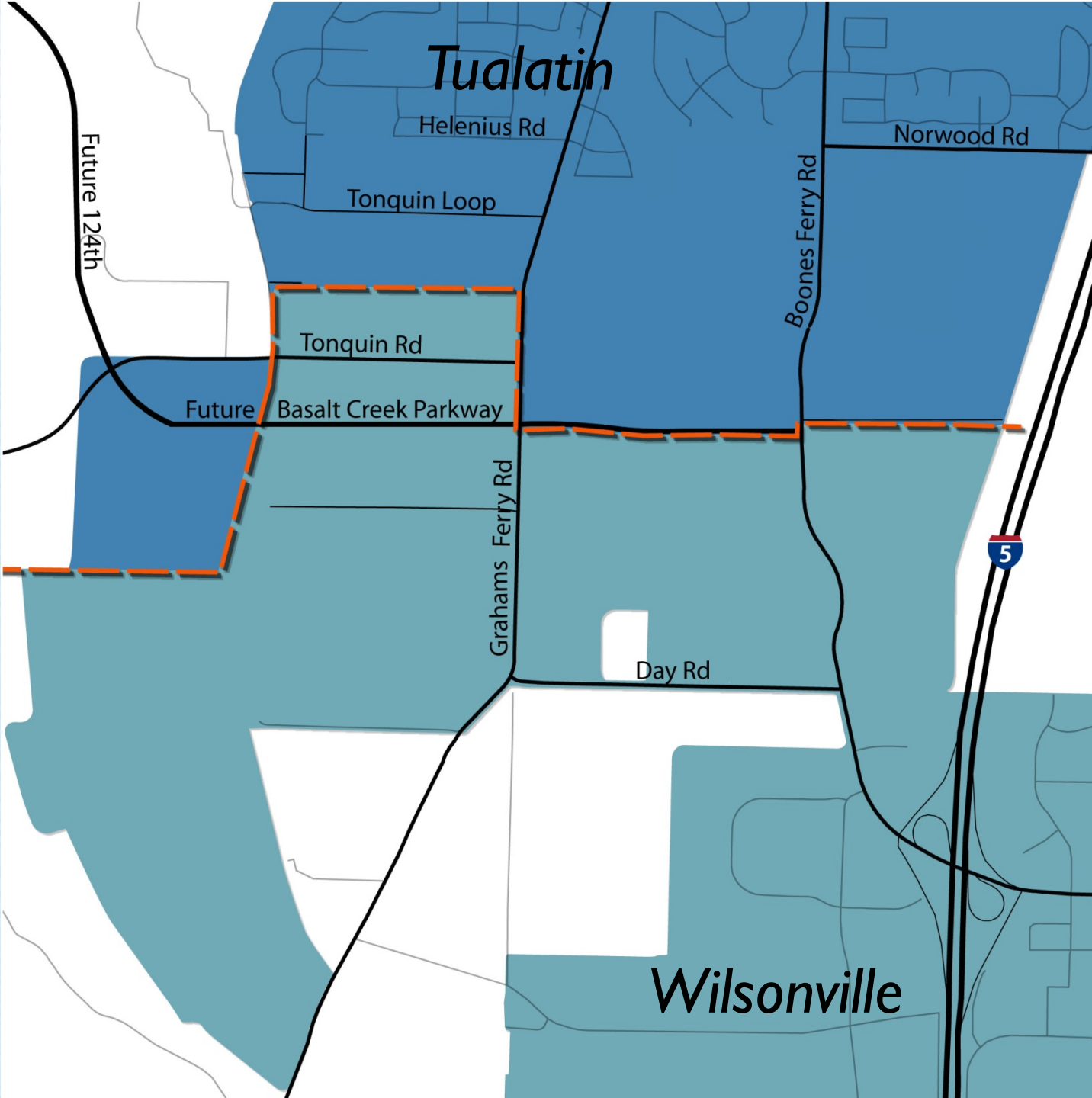
# Boundary Option I



# Boundary Option 2



# Boundary Option 2





# Land Use Scenarios

Evaluation



# GP I: Maintain and complement the Cities' unique identities



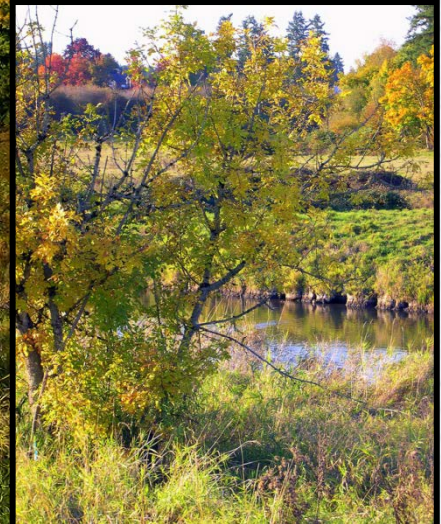
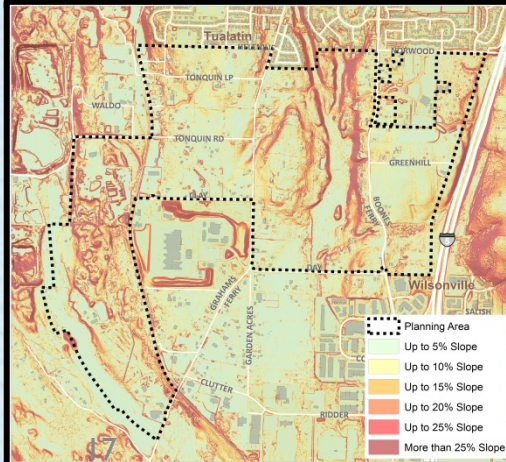
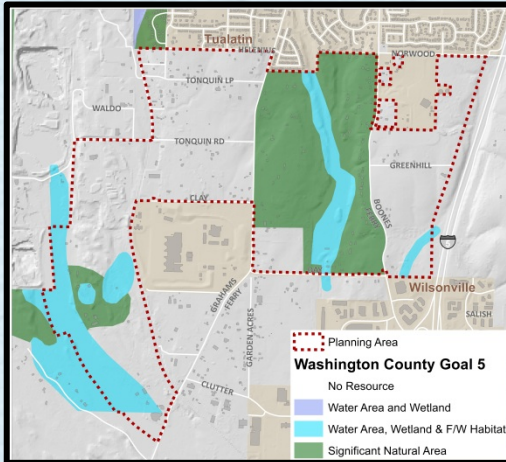


# Modeled real places





# GP2: Capitalize on the areas' unique assets and natural location



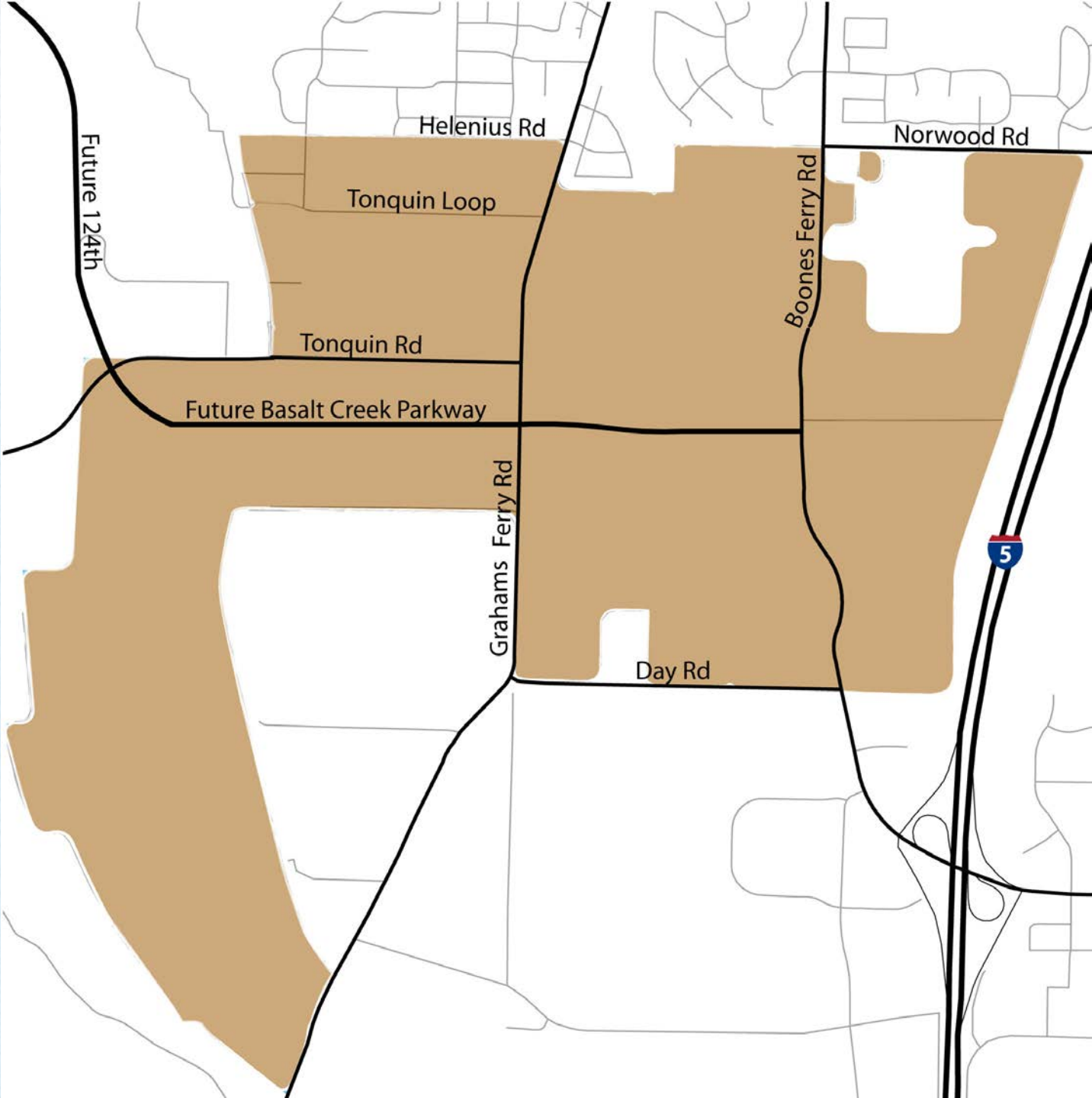


# Conservation-oriented approach to the creek and sensitive natural areas



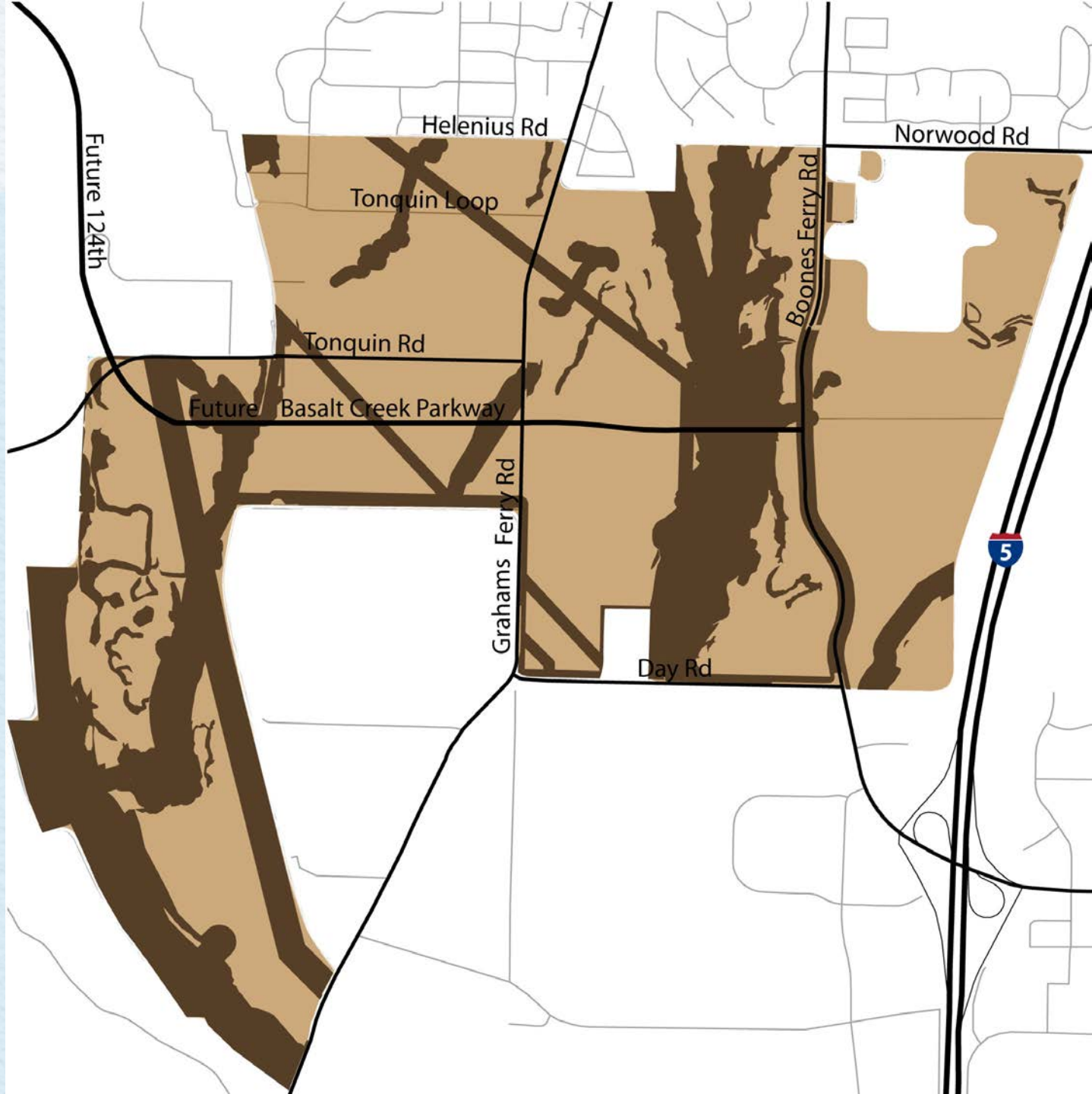


# Study Area



# Hard Constraints

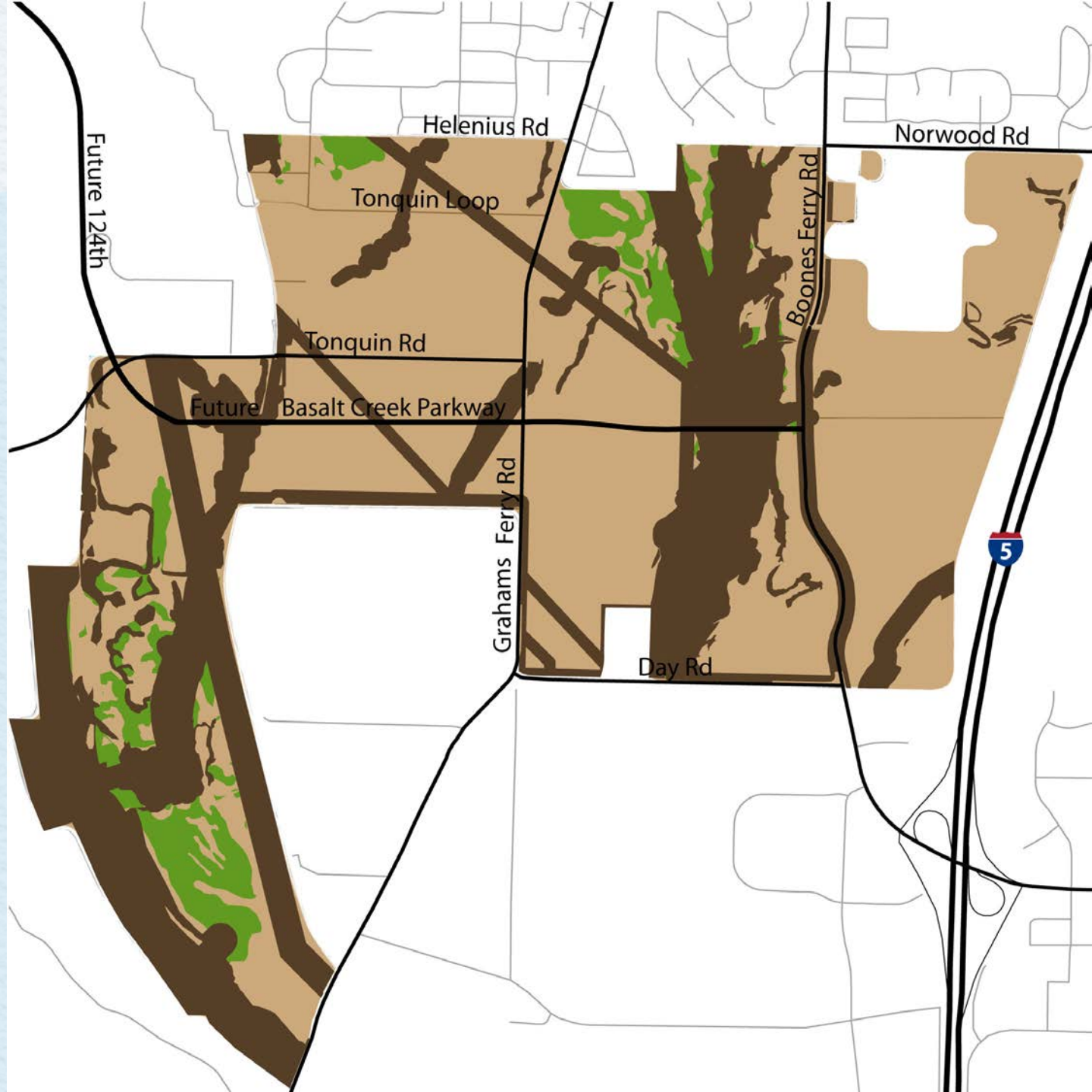
- Steep slopes (>25%)
- Open water and streams
- Wetlands
- Floodplains
- Utility easements
- Slope Stability
- Title 3 land
- Title 13 land
  - Riparian I/II





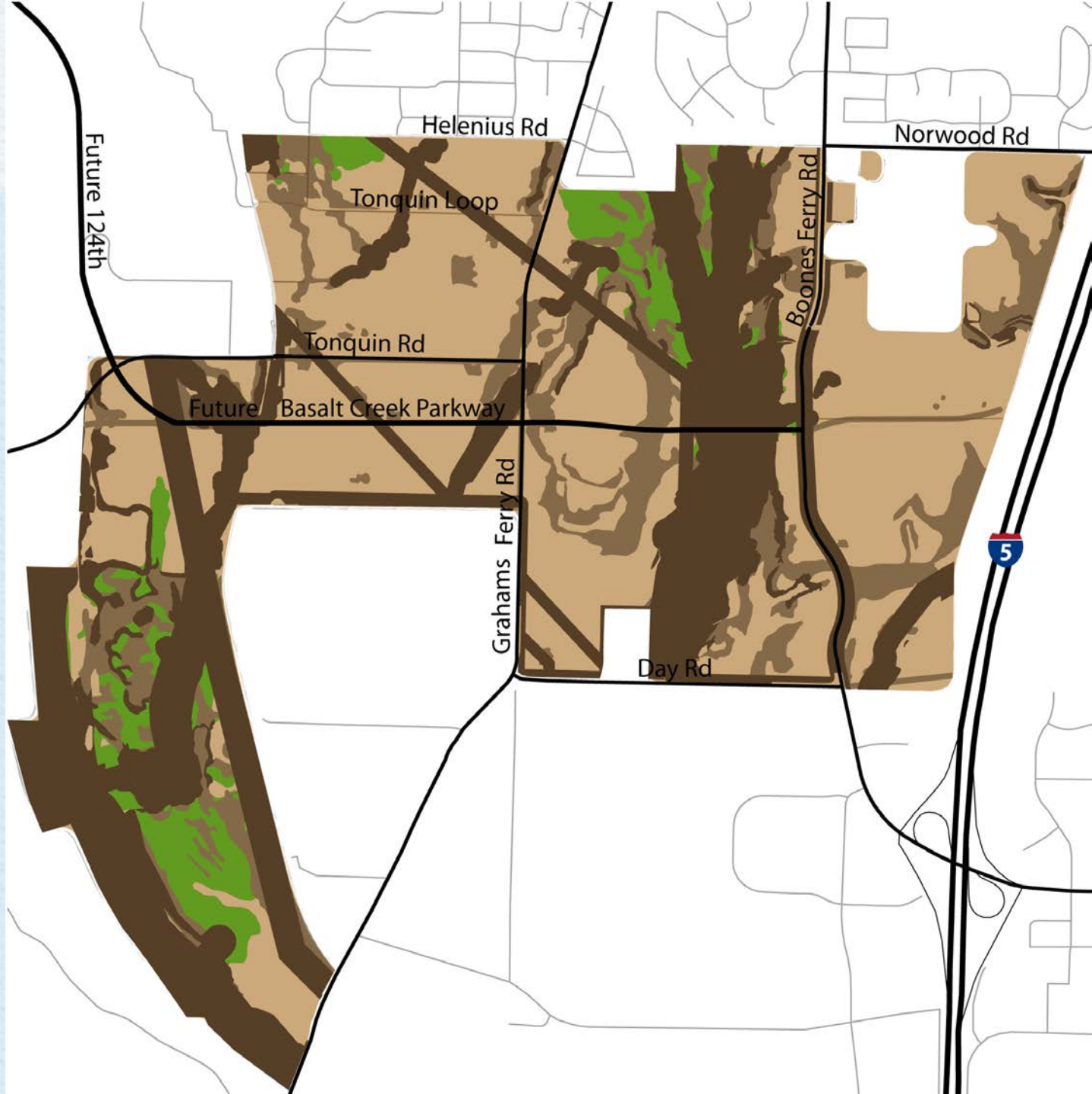
# Including Title 13 Land

- Steep slopes (>25%)
- Open water and streams
- Wetlands
- Floodplains
- Utility easements
- Slope Stability
- Title 3 land
- Title 13 land
  - Riparian I/II
  - Upland Class A



# All Constrained Lands

- Steep slopes (>25%)
- Open water and streams
- Wetlands
- Floodplains
- Utility easements
- Title 3 land
- Title 13 land
  - Riparian I/II
  - Upland Class A
- **Steep slopes (10-25%)**





# GP3: Explore creative approaches to integrate jobs and housing





# Create transitional zone

- More green space, live-work spaces, incubator and small business, employment flex space, personal services, creative industries, landscape buffers





# GP4: Create a uniquely attractive business community unmatched in the metropolitan region





# Created realistic buildings that reflect local conditions and market potential



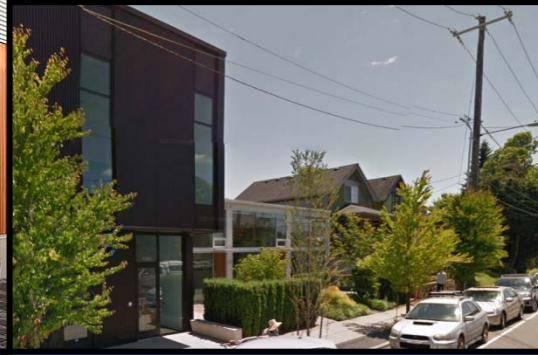


# Flexibility in employment district to allow for a range of uses to take advantage of the market



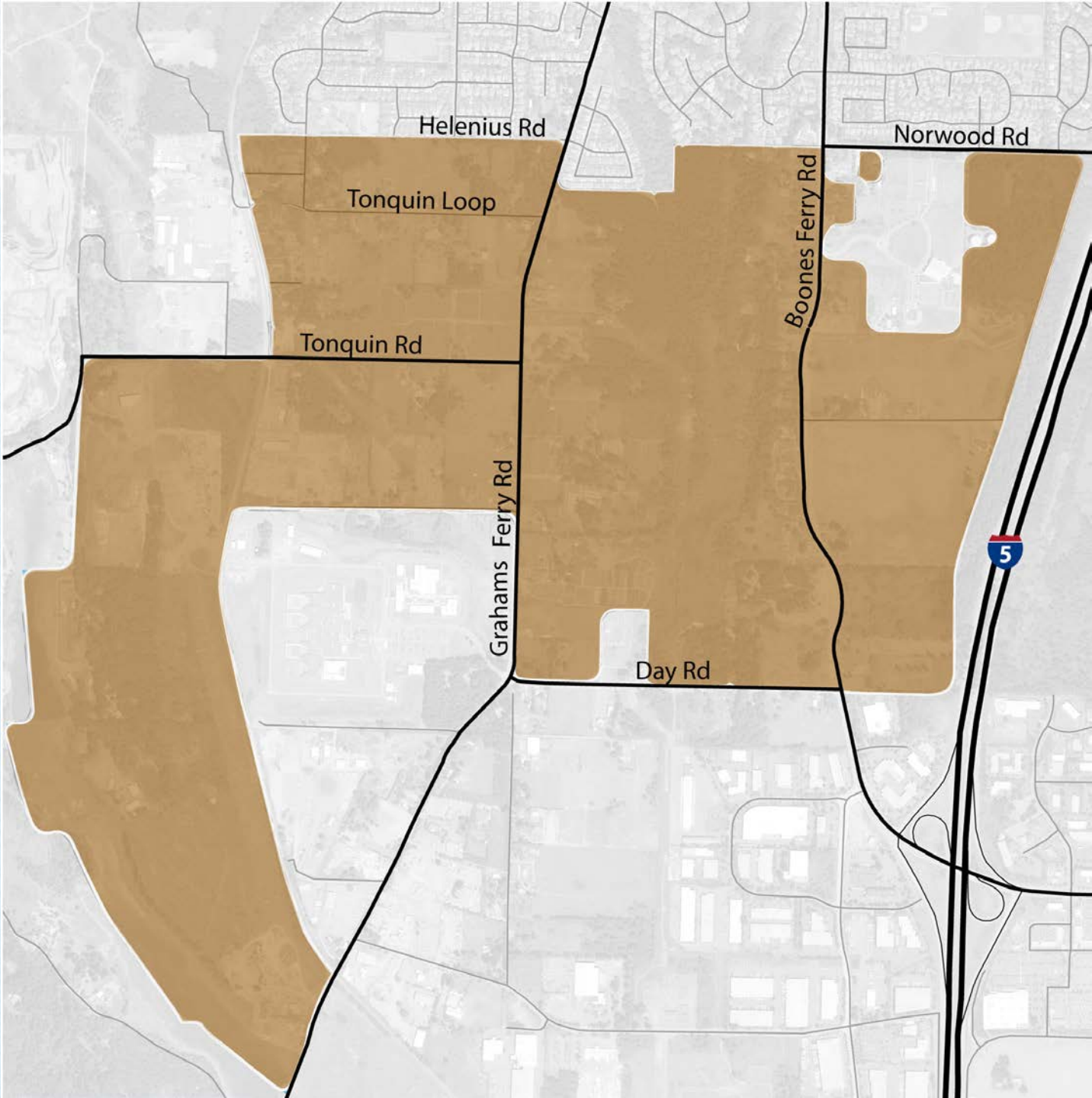


# GP5: Ensure appropriate transitions between land uses

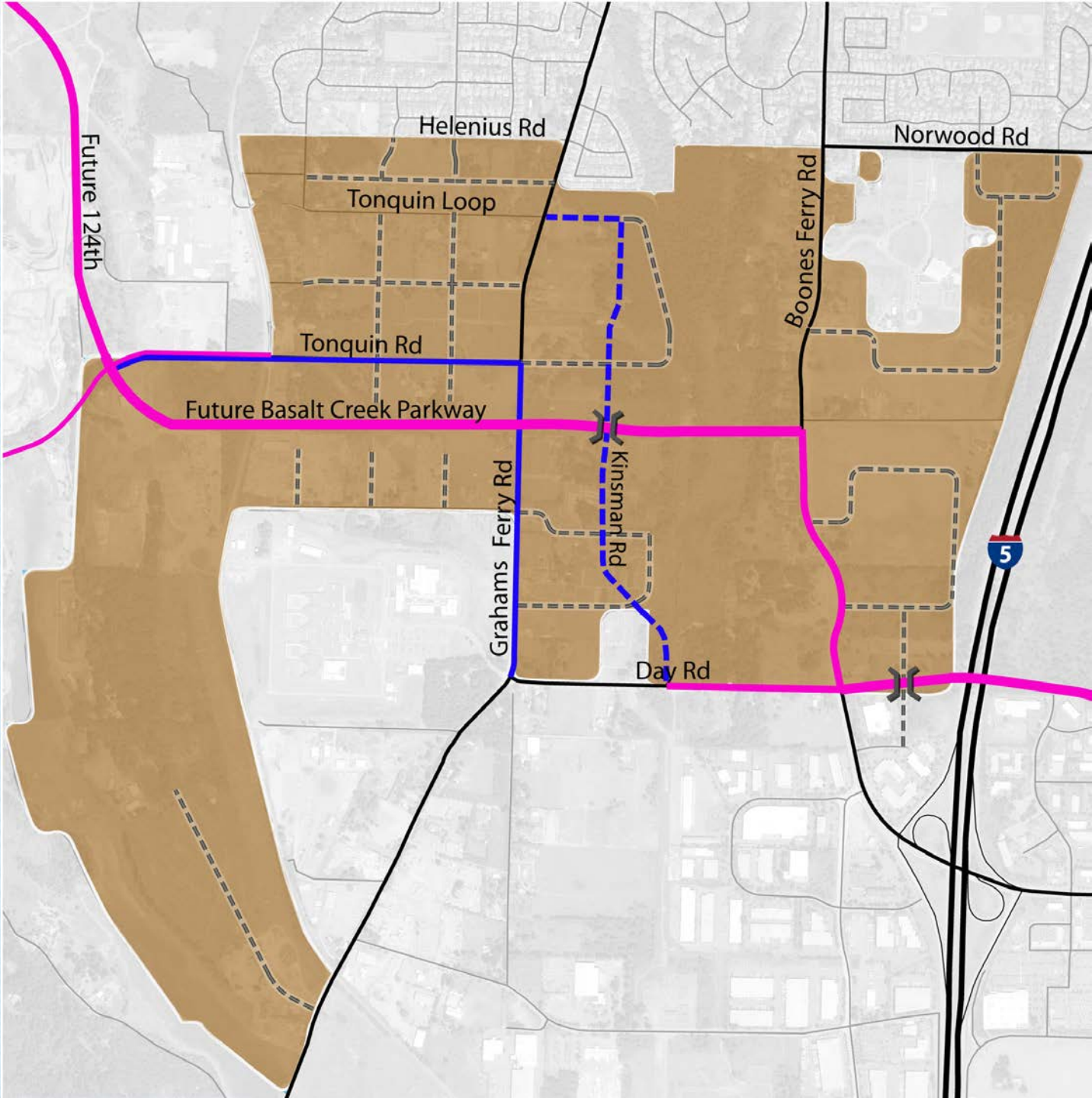




# Existing Transportation Network



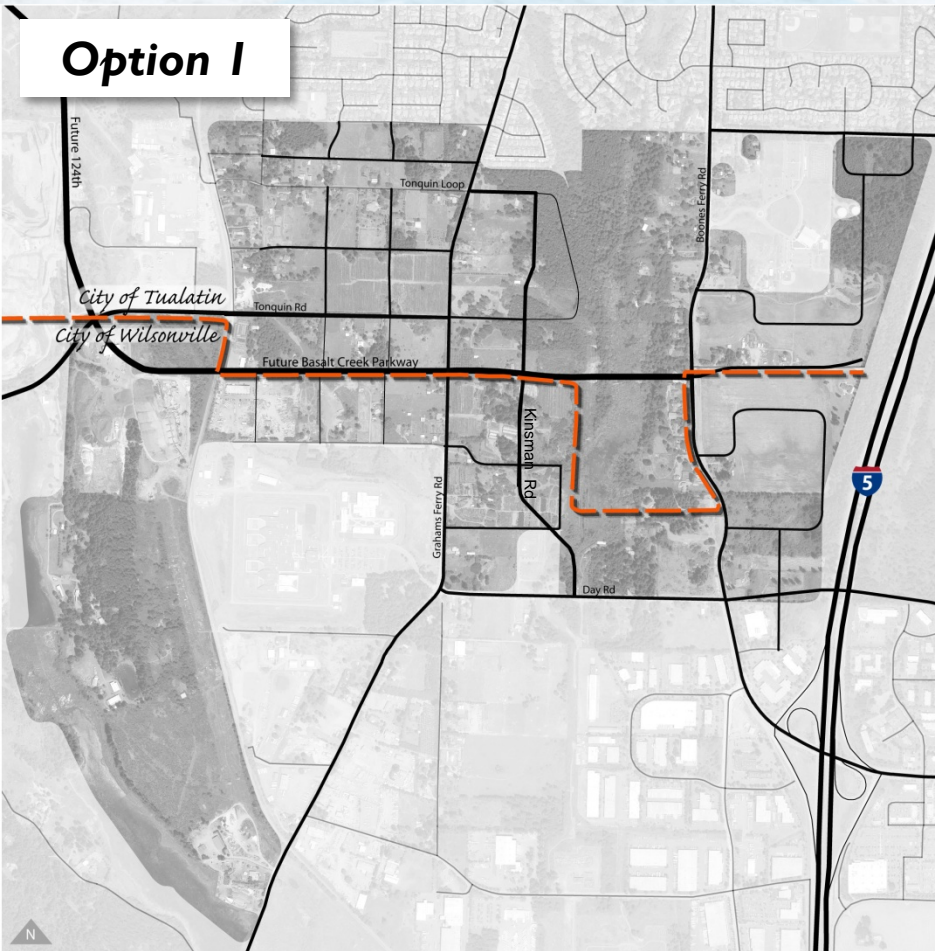
# Proposed Local Street Network



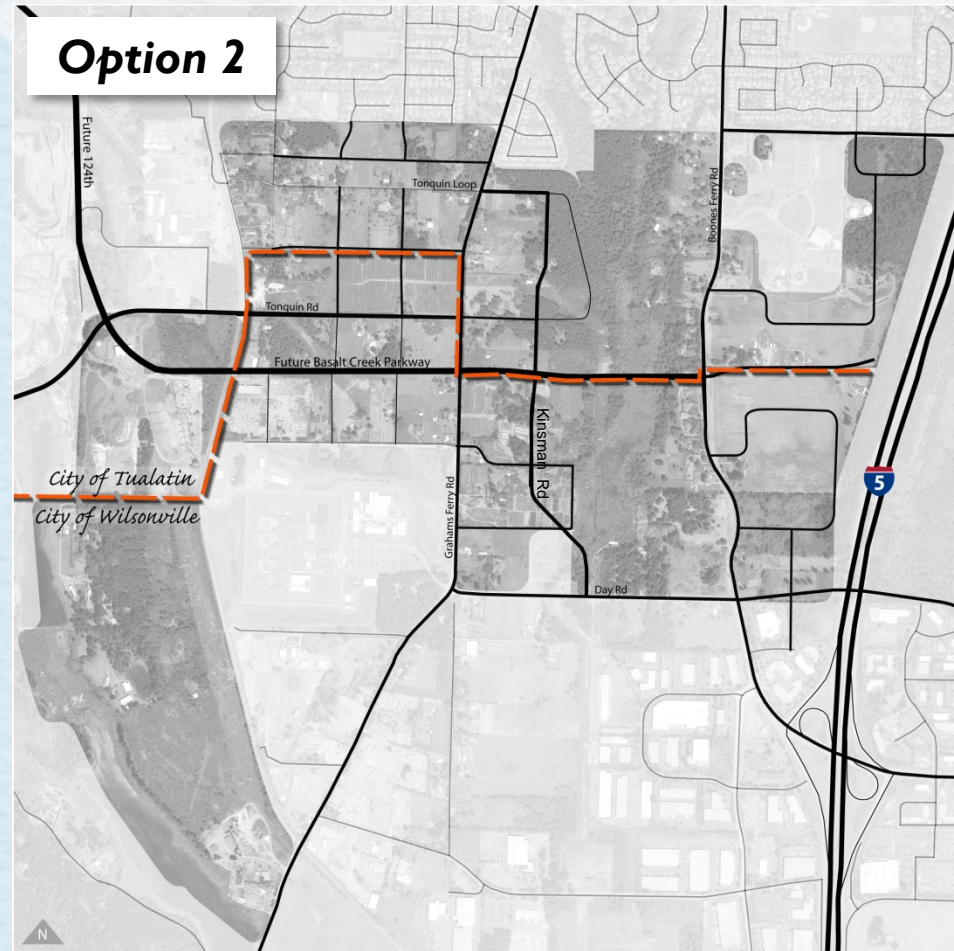


# Boundary Options

**Option 1**

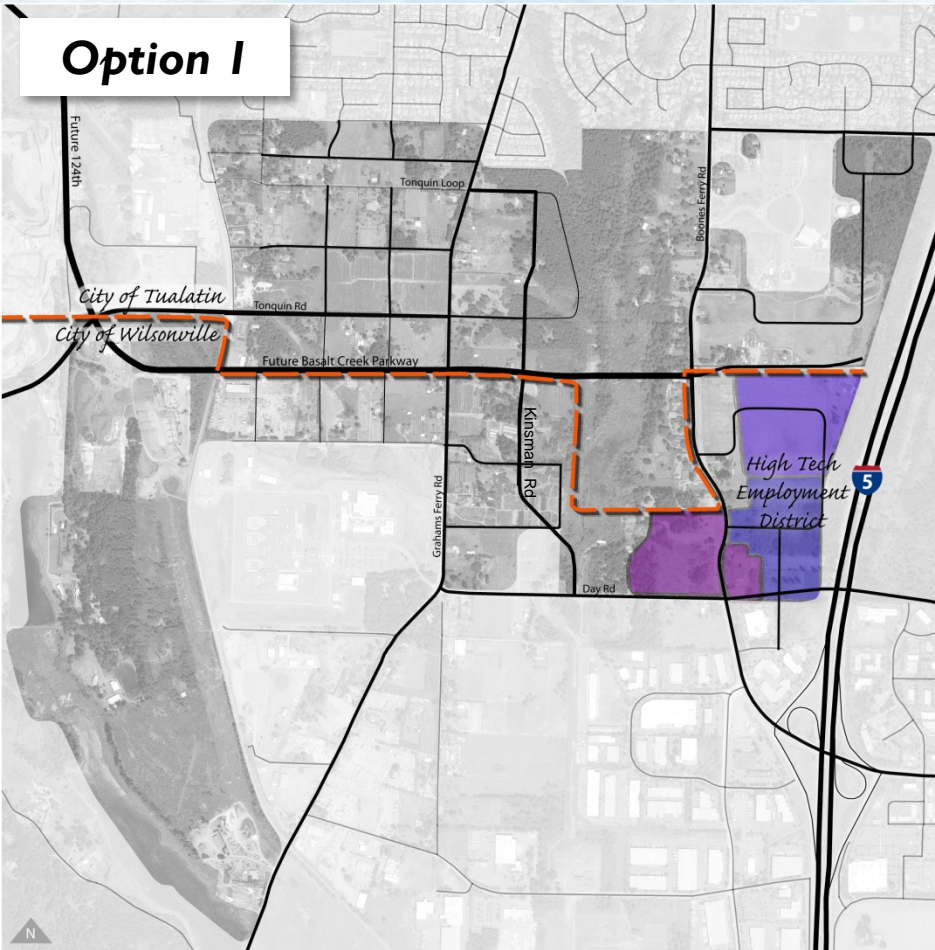


**Option 2**

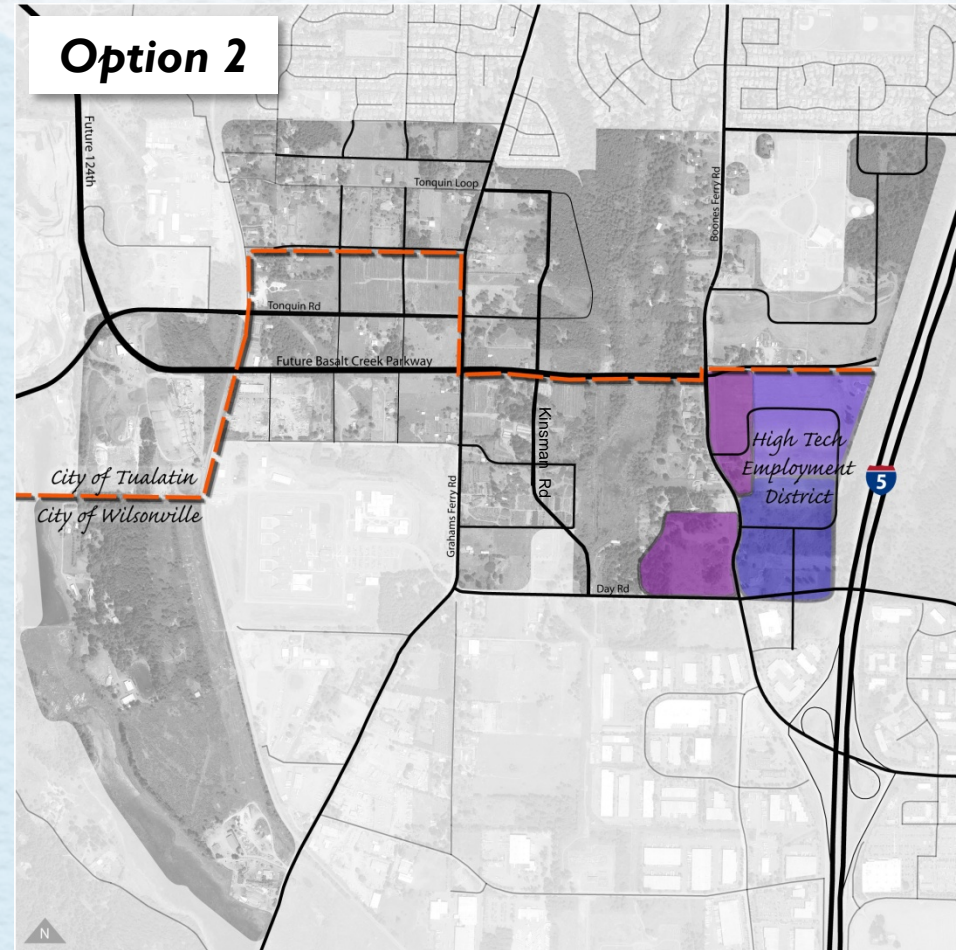


# High Tech Employment District

**Option 1**



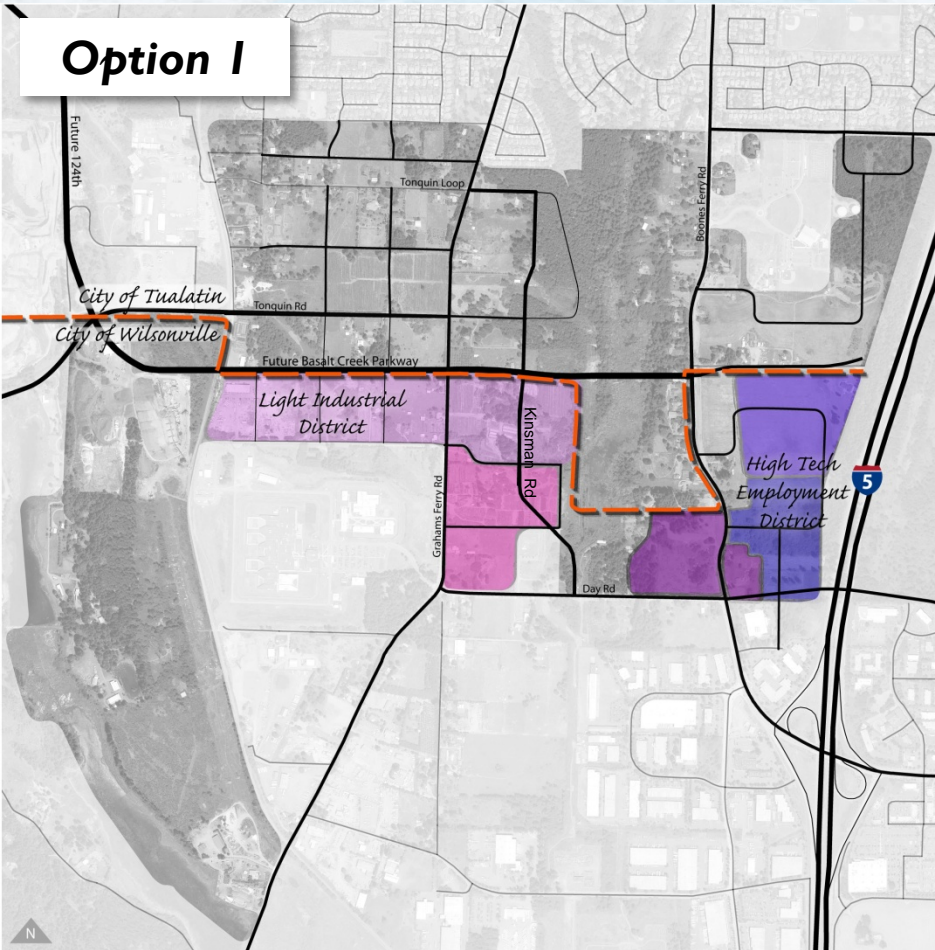
**Option 2**



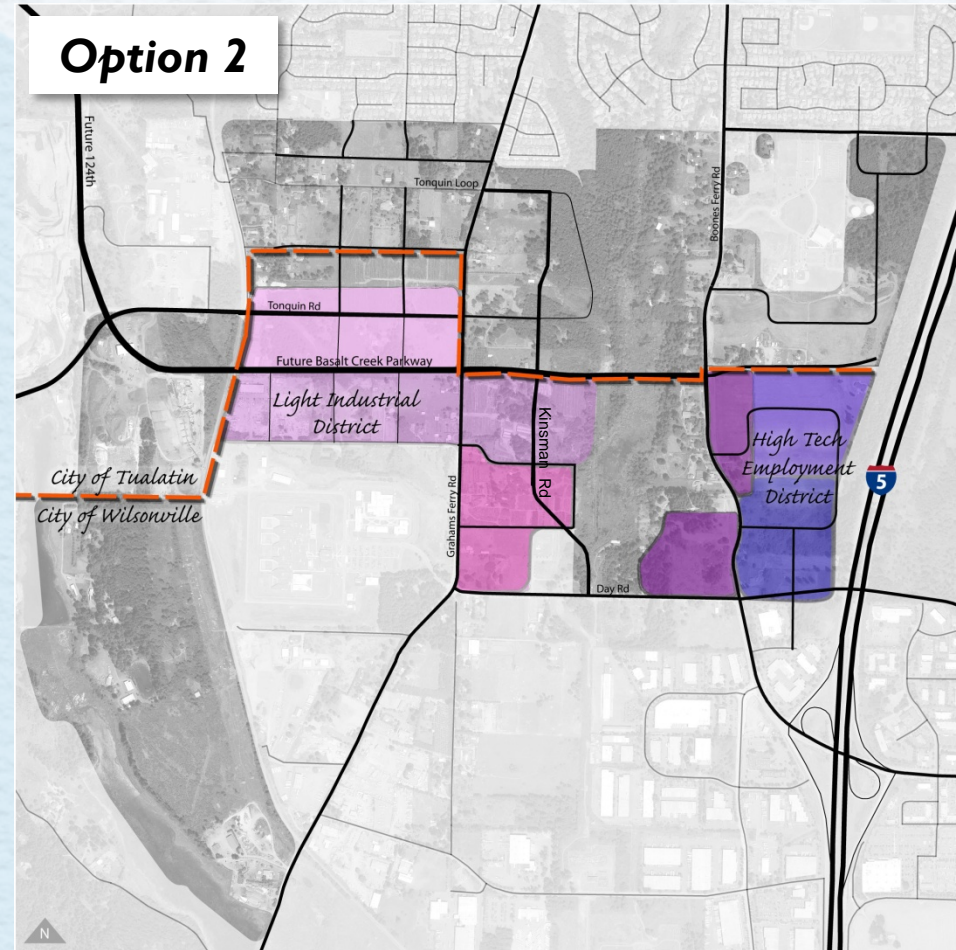


# Light Industrial District

**Option 1**



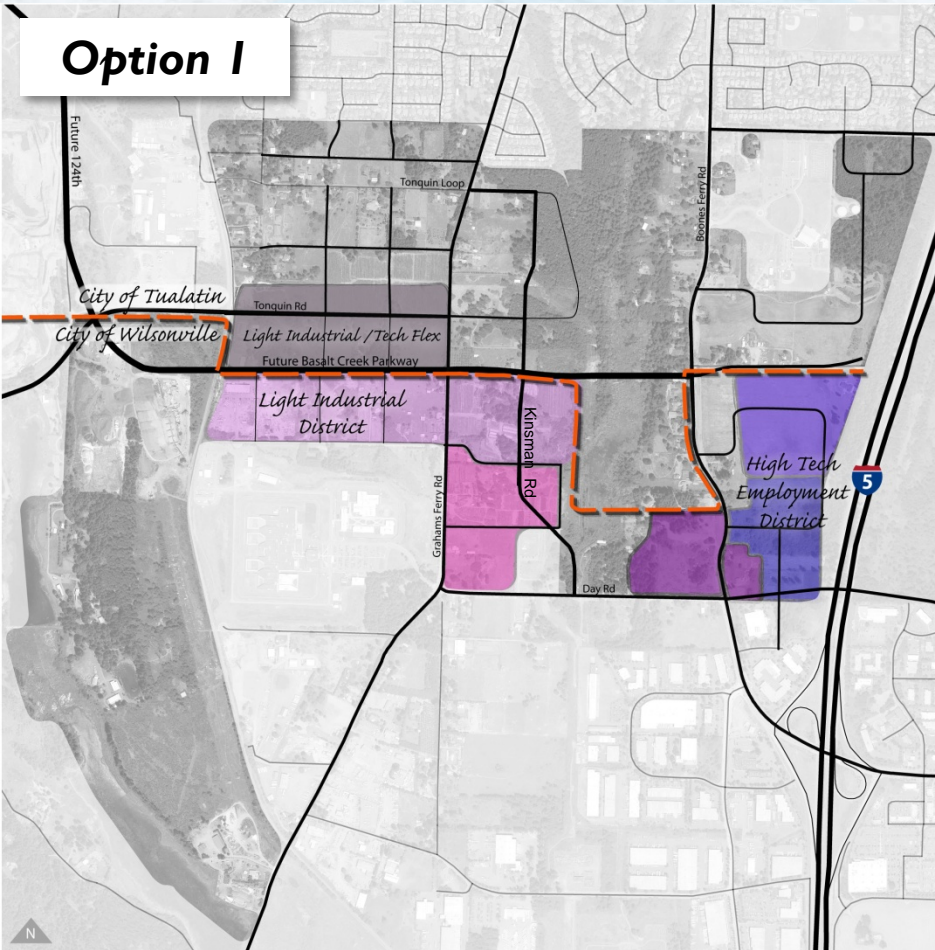
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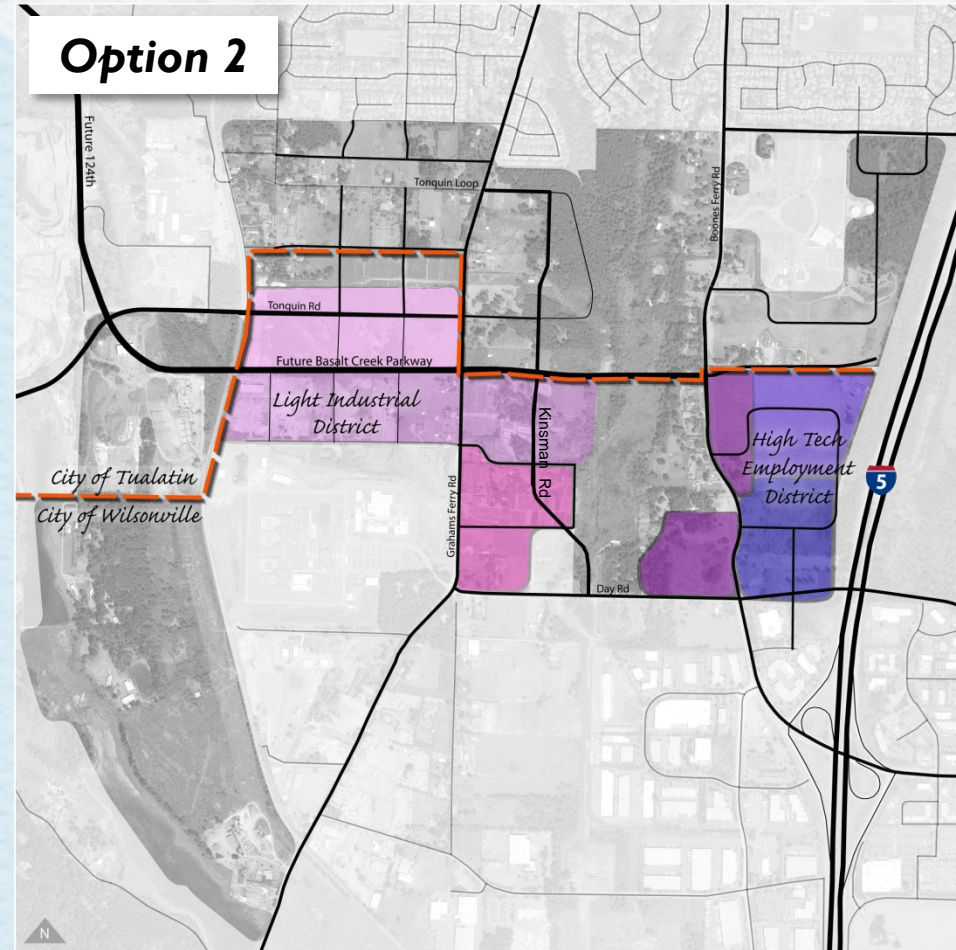


# Light Industrial/Tech Flex

**Option 1**

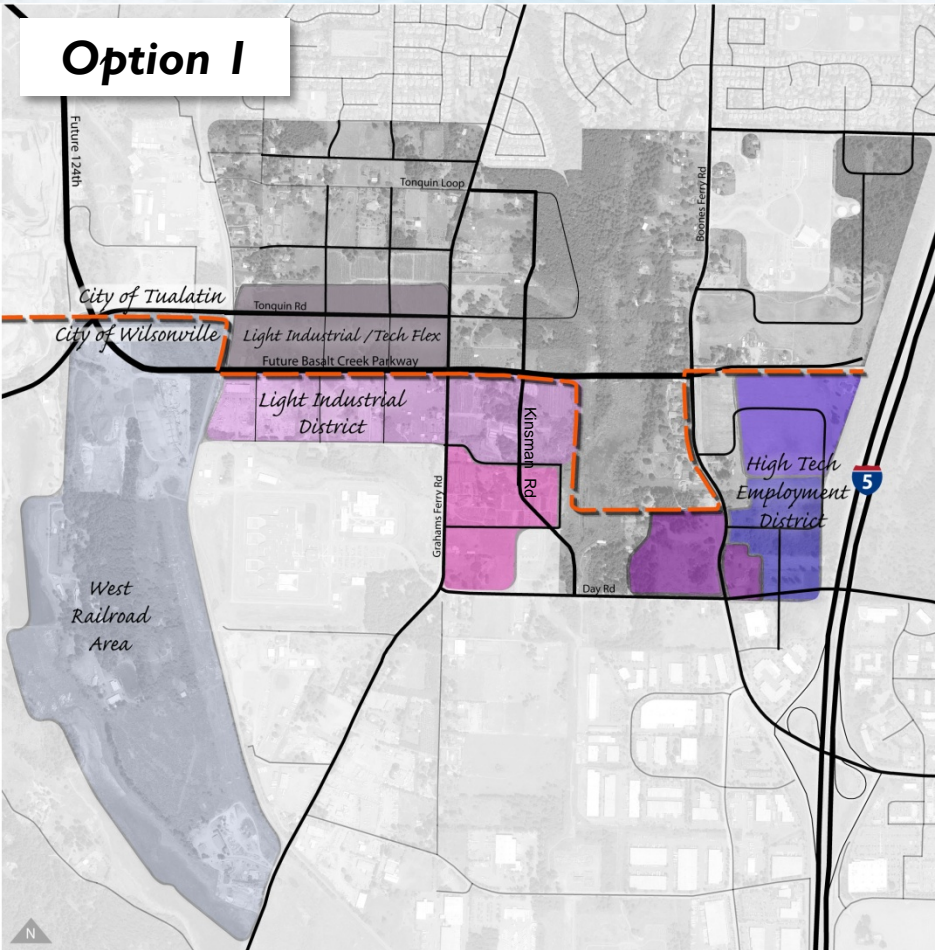


**Option 2**

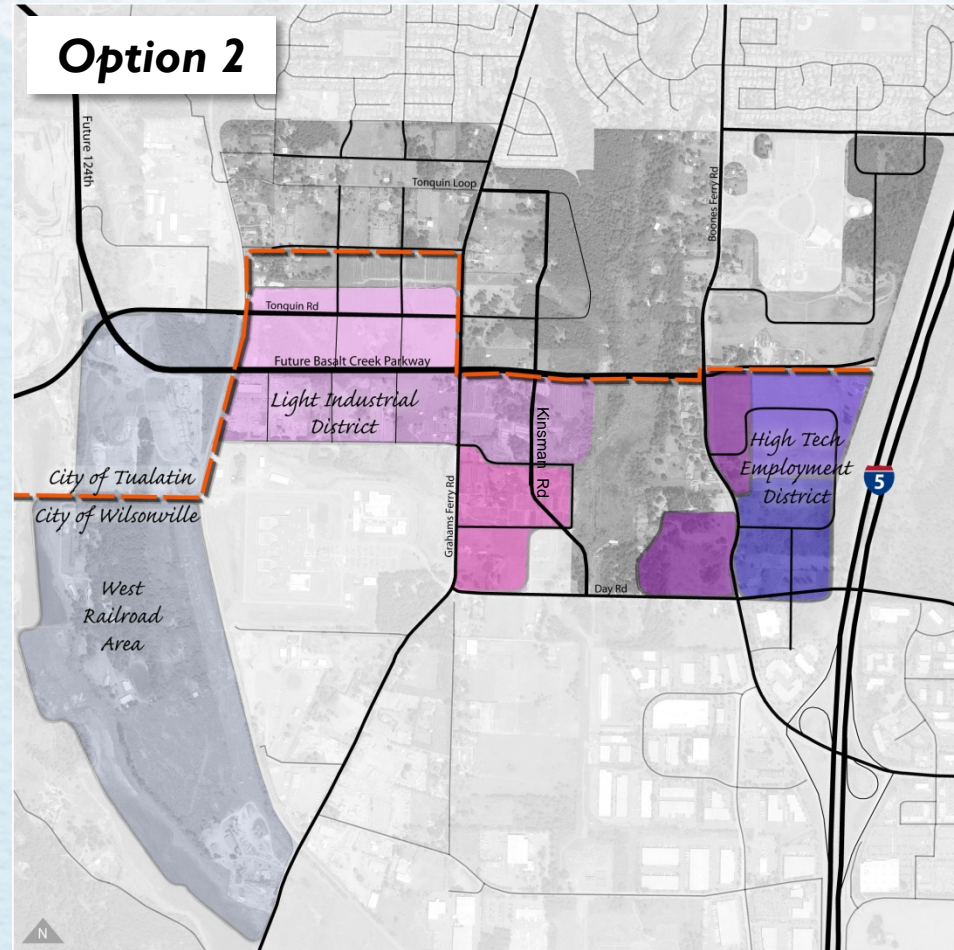


# West Railroad Area

**Option 1**



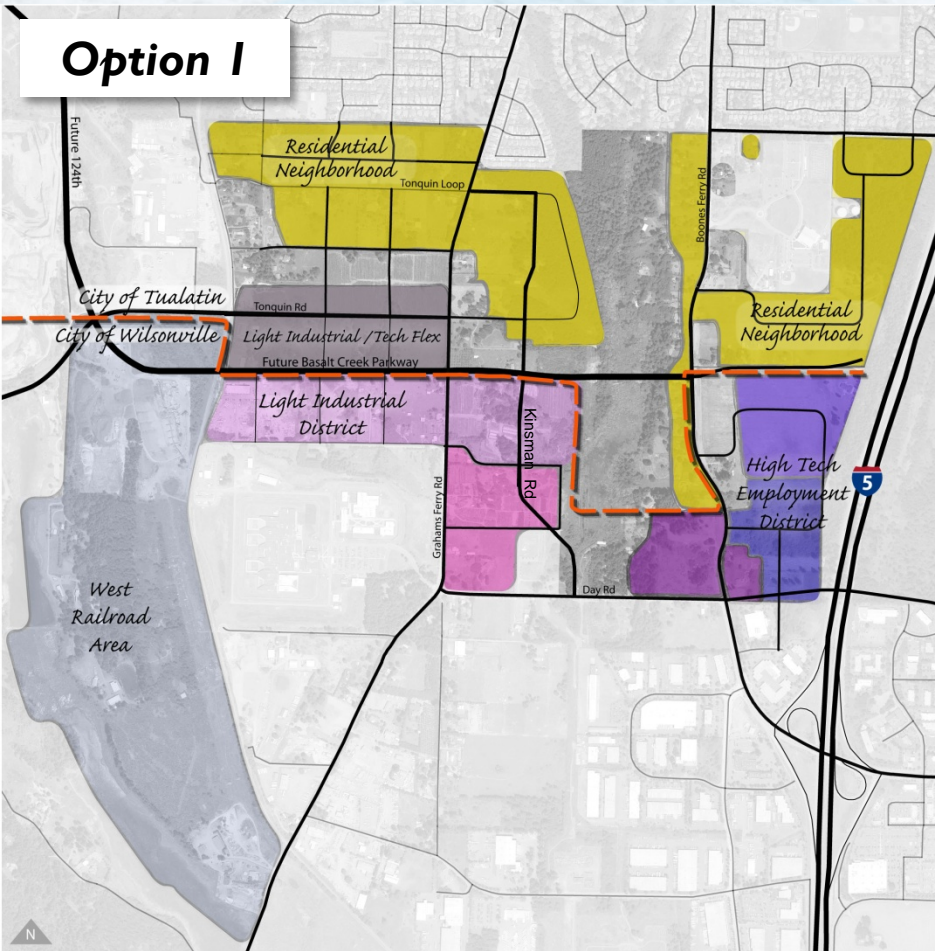
**Option 2**



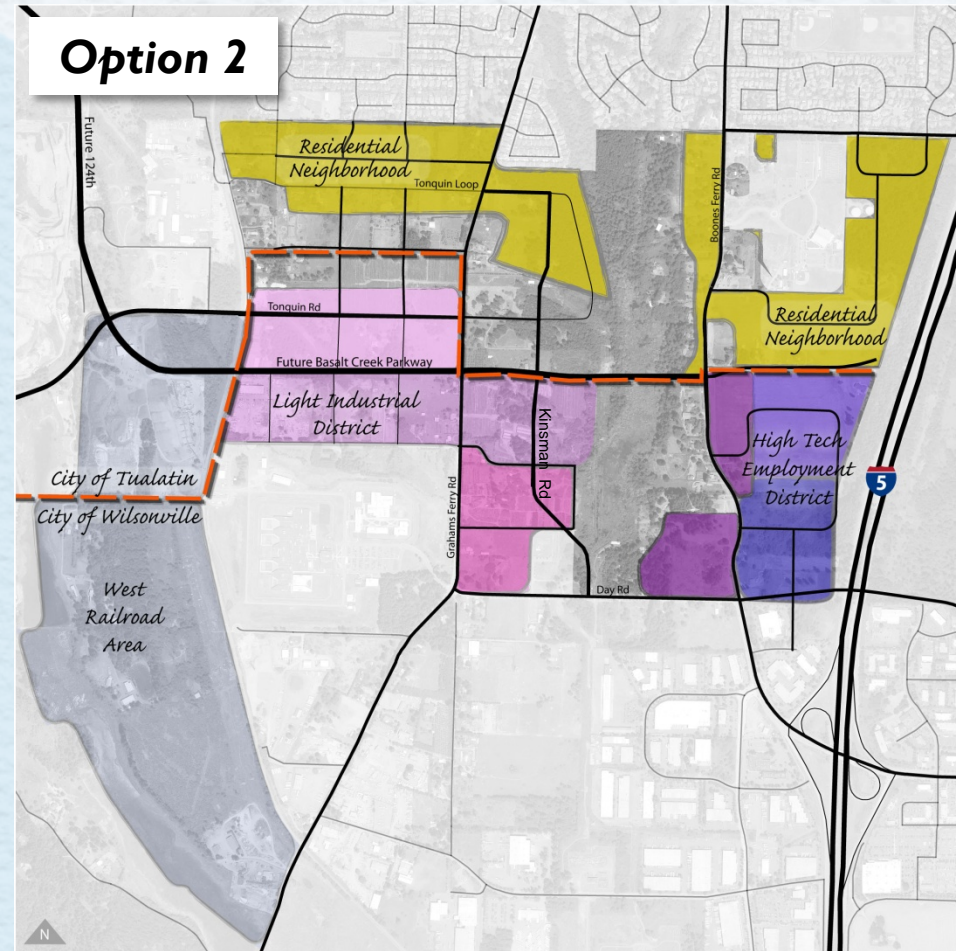


# Residential Neighborhoods

**Option 1**



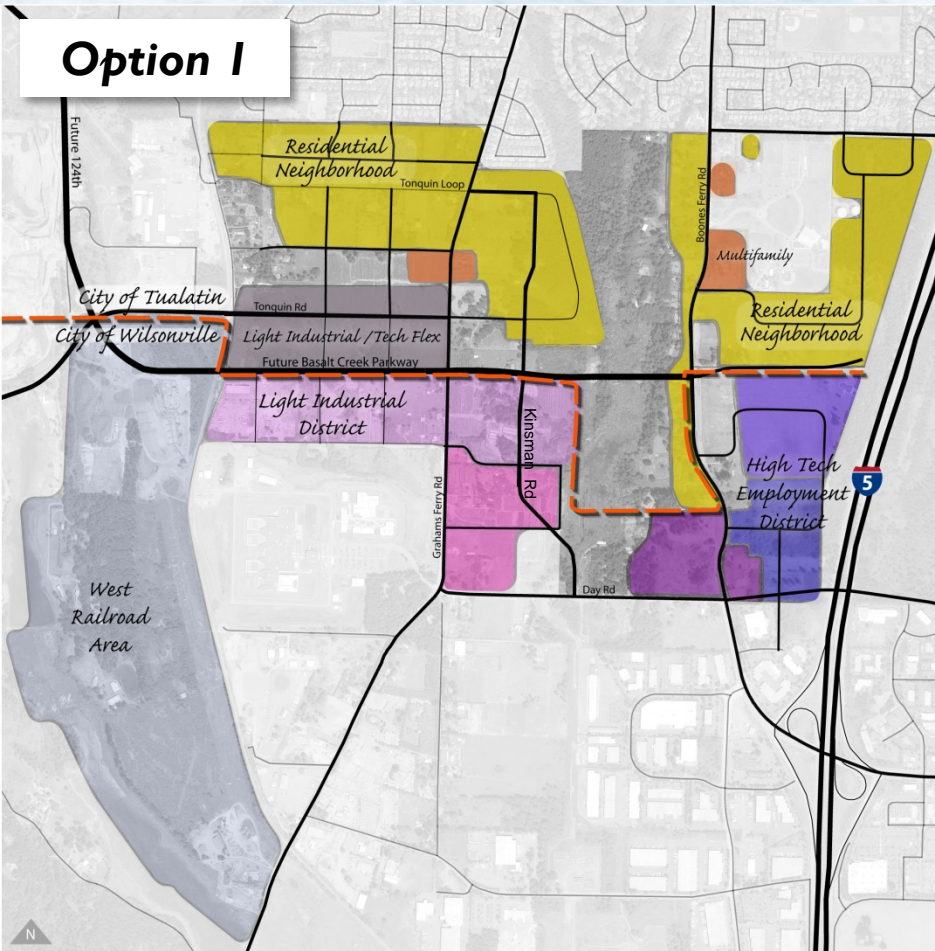
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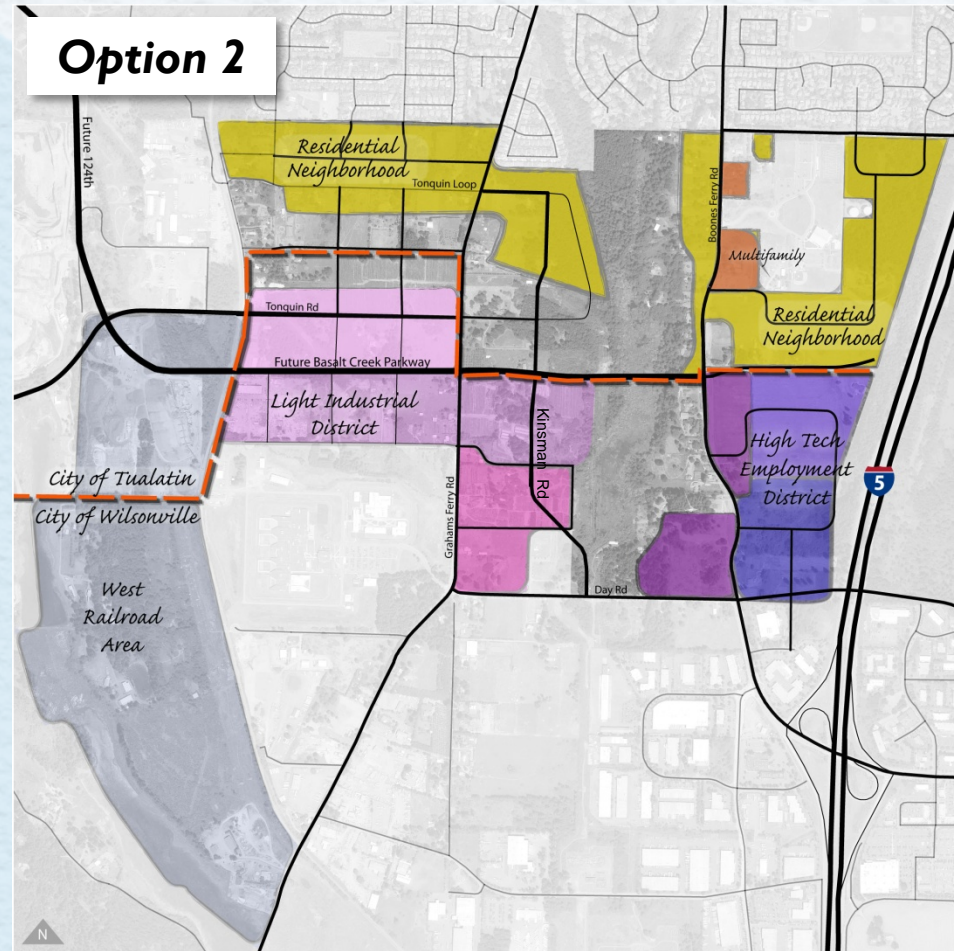


# Multi-family

**Option 1**

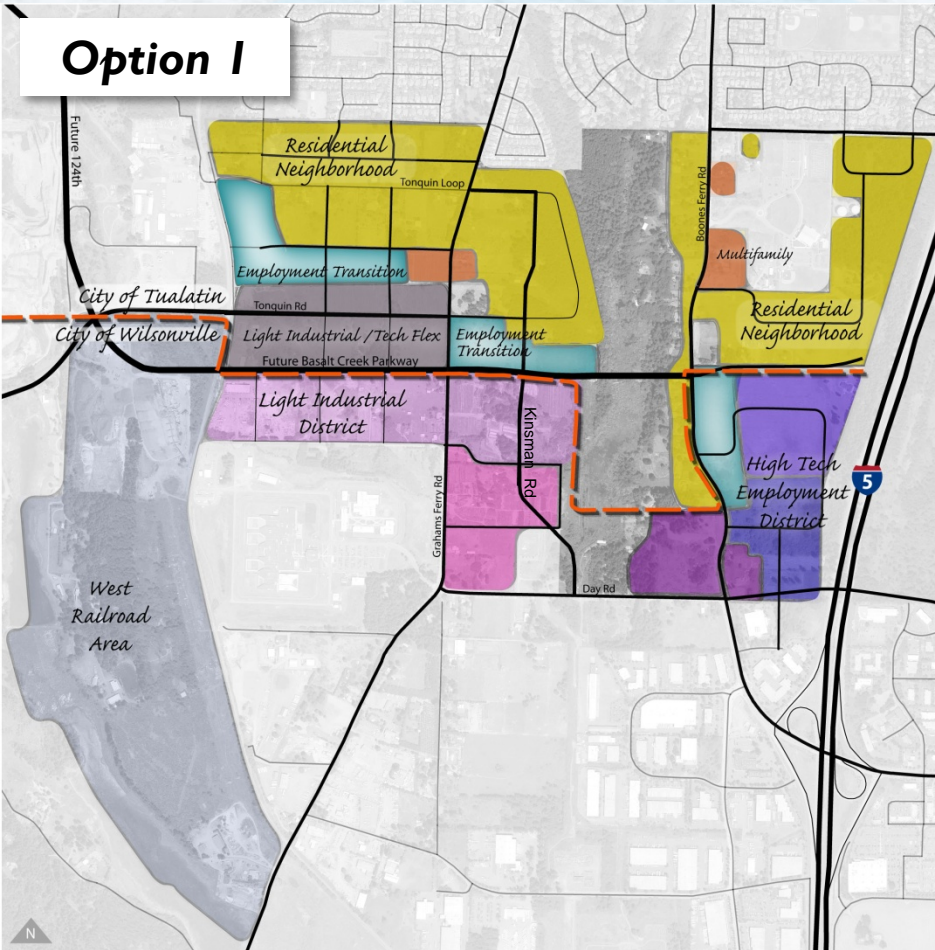


**Option 2**

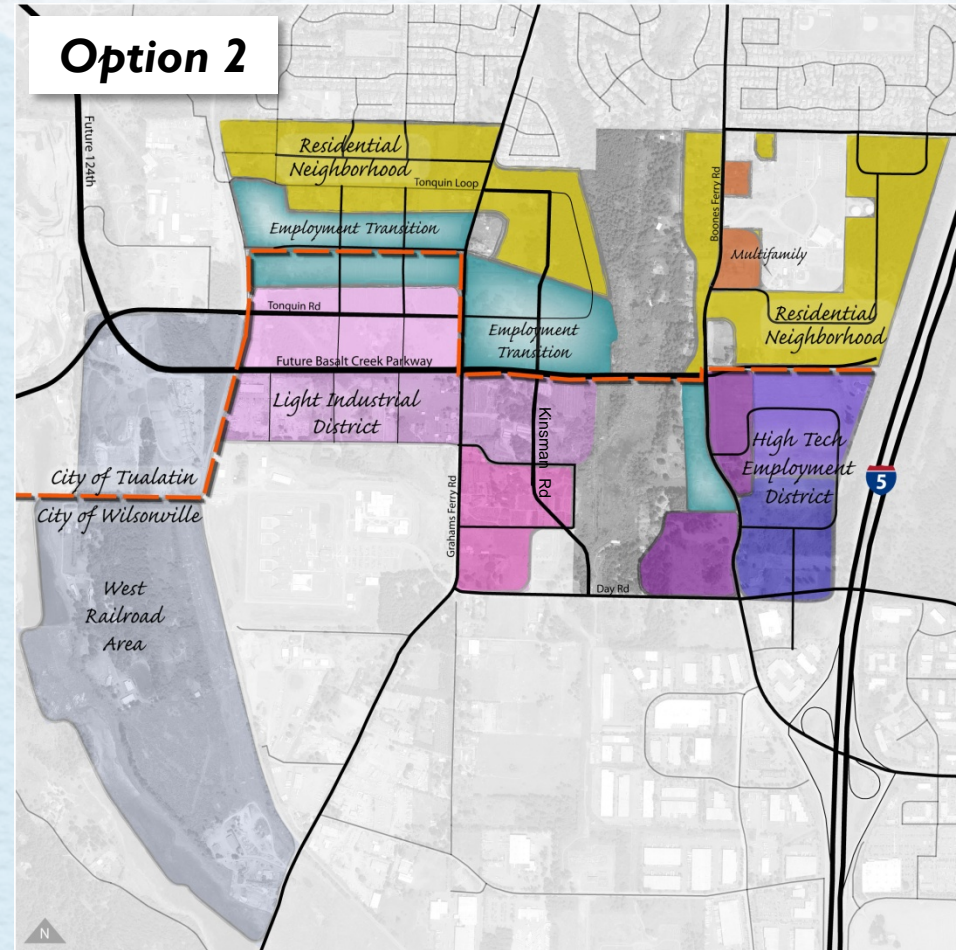


# Employment Transition

**Option 1**



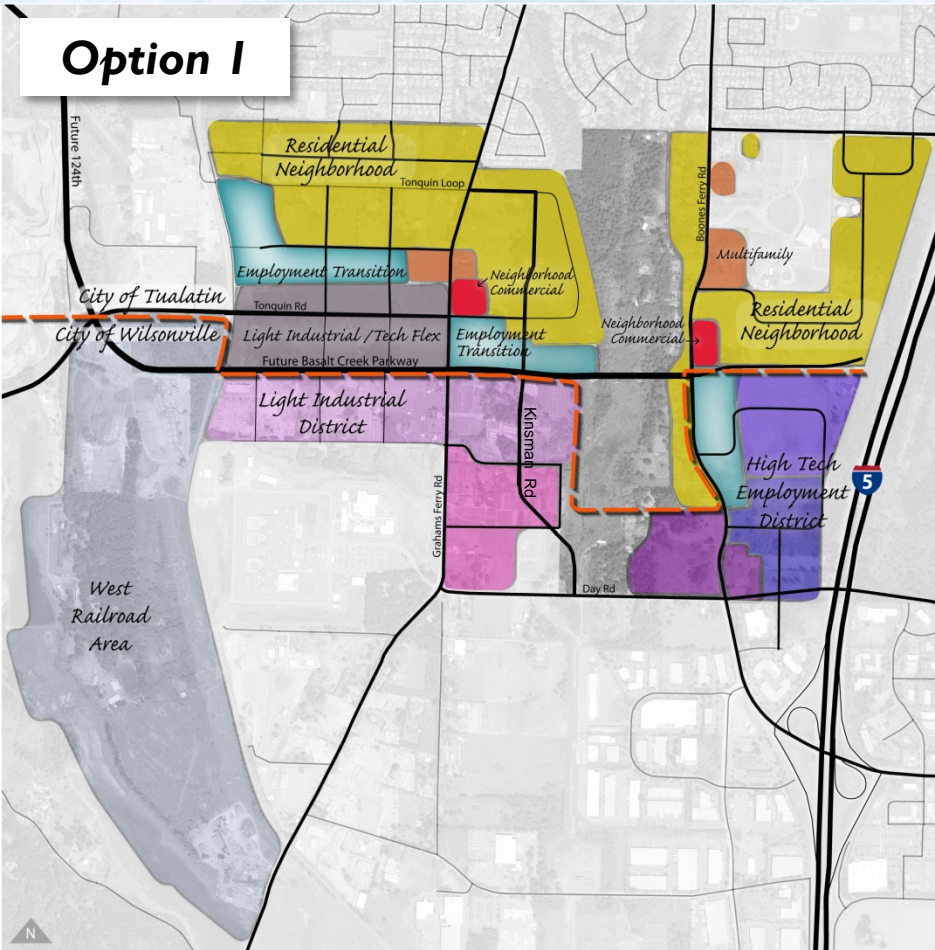
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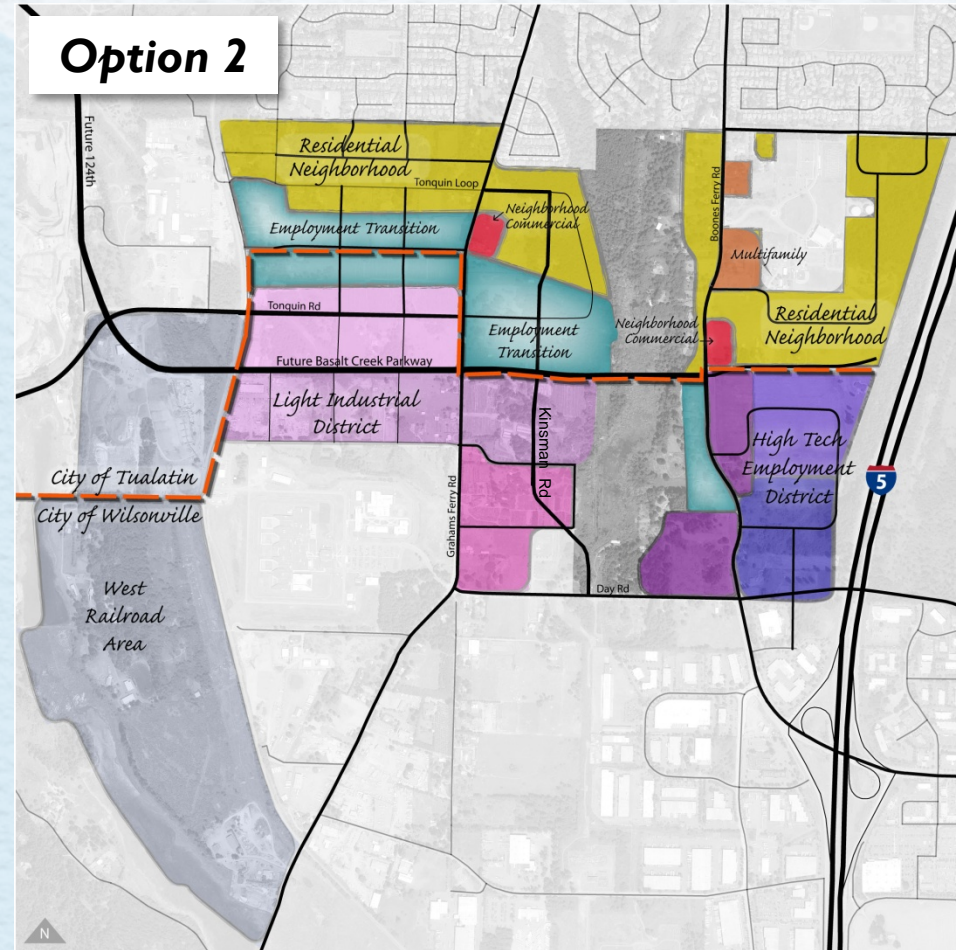


# Neighborhood Commercial

**Option 1**



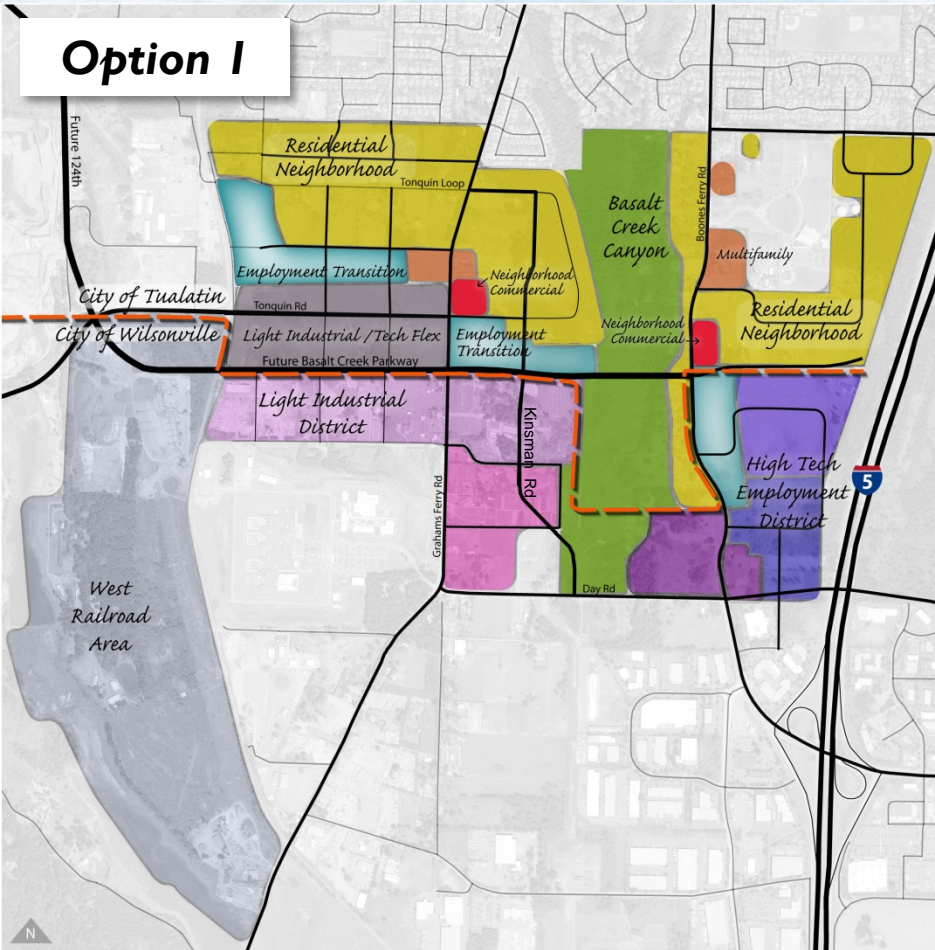
**Option 2**



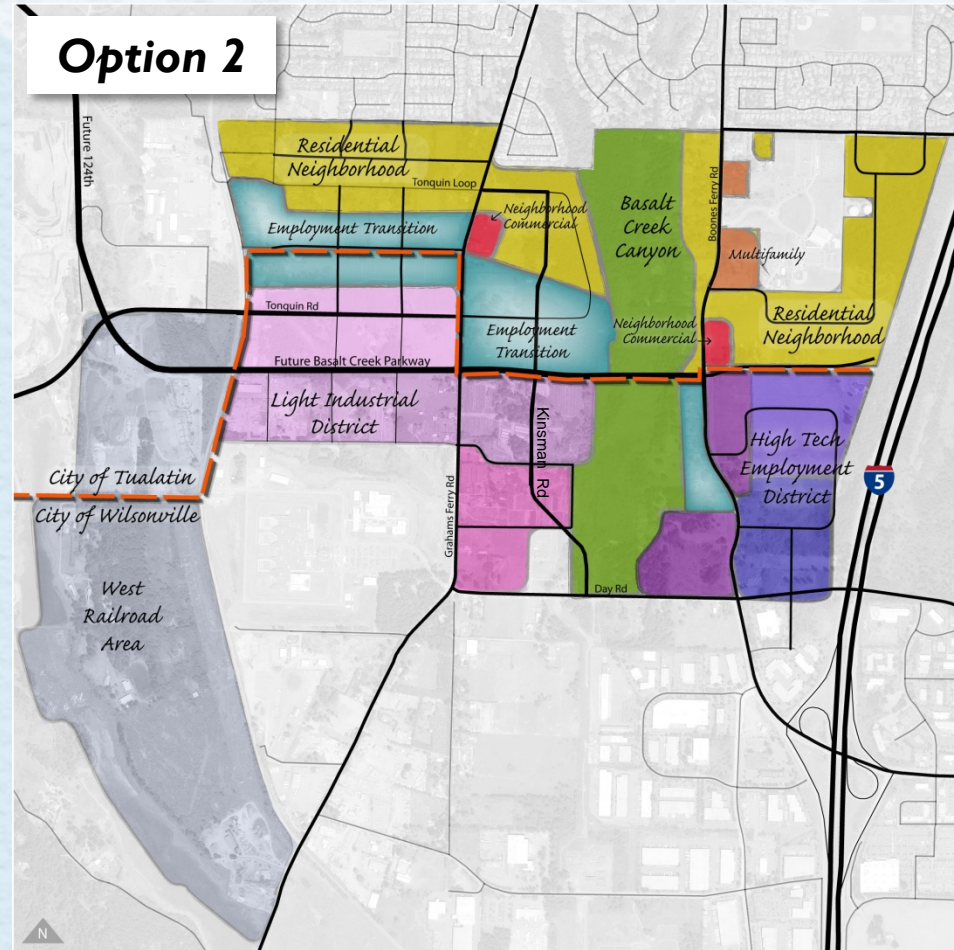


# Basalt Creek Canyon

**Option 1**

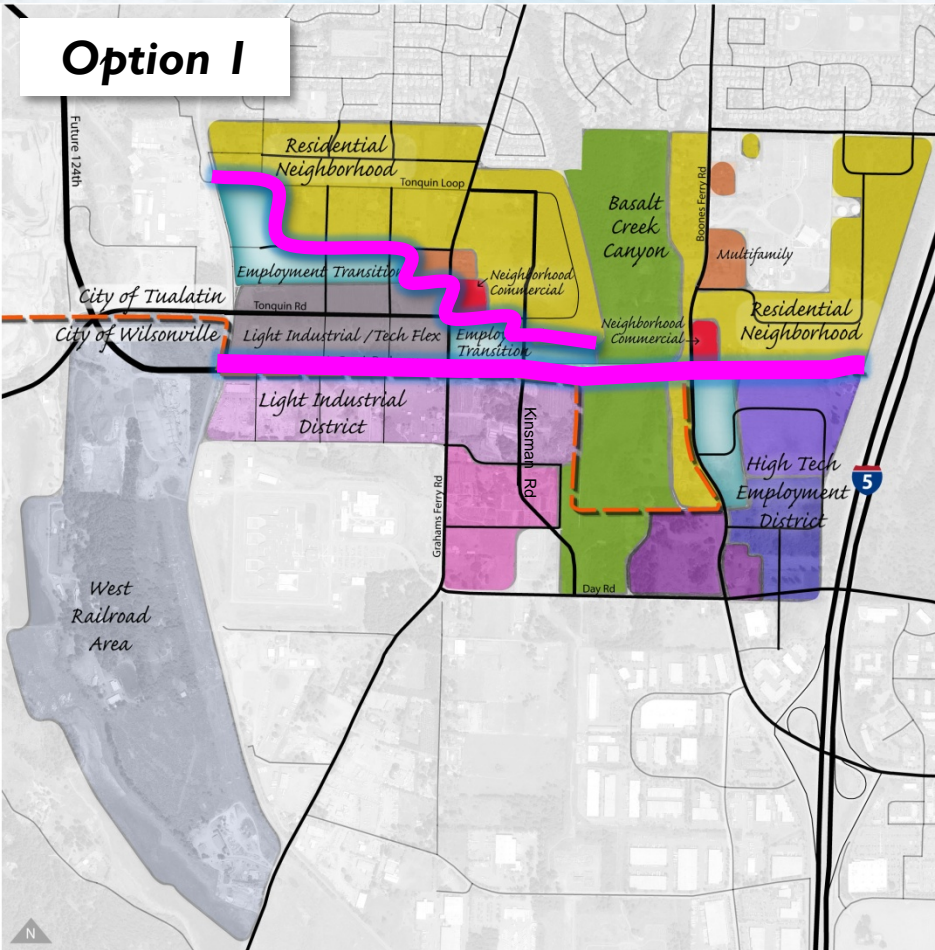


**Option 2**

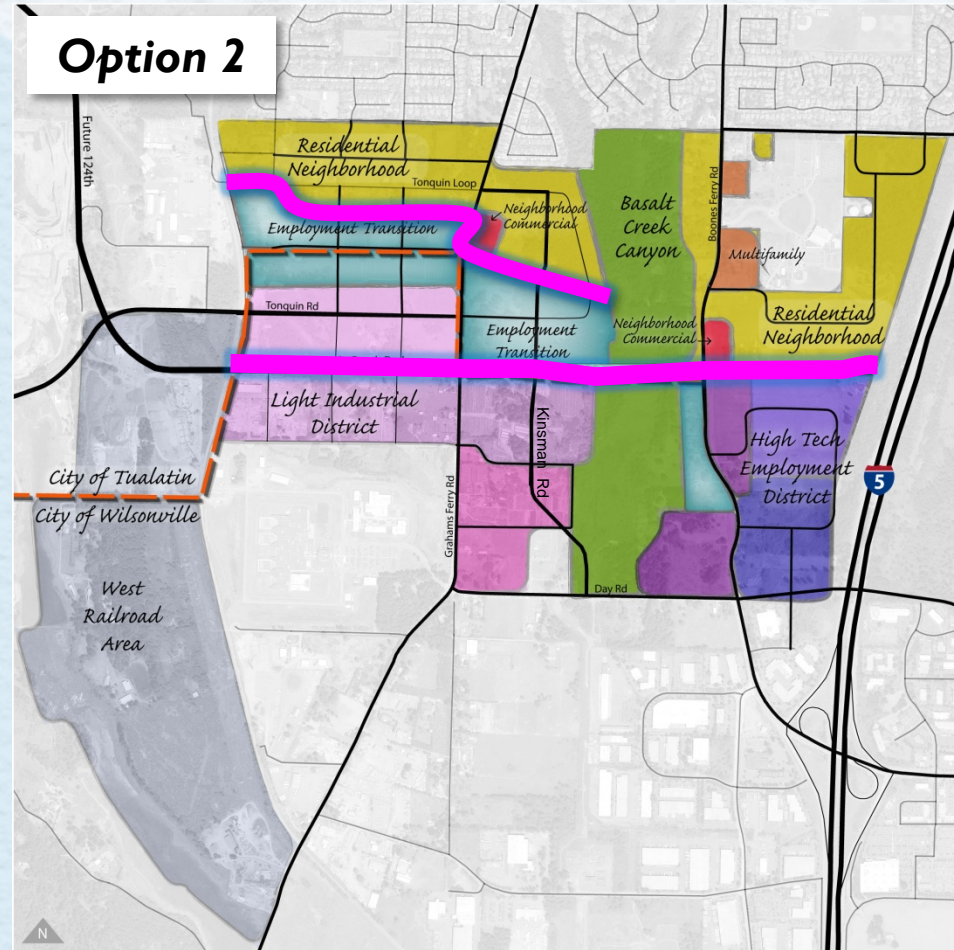


# Transitions

**Option 1**

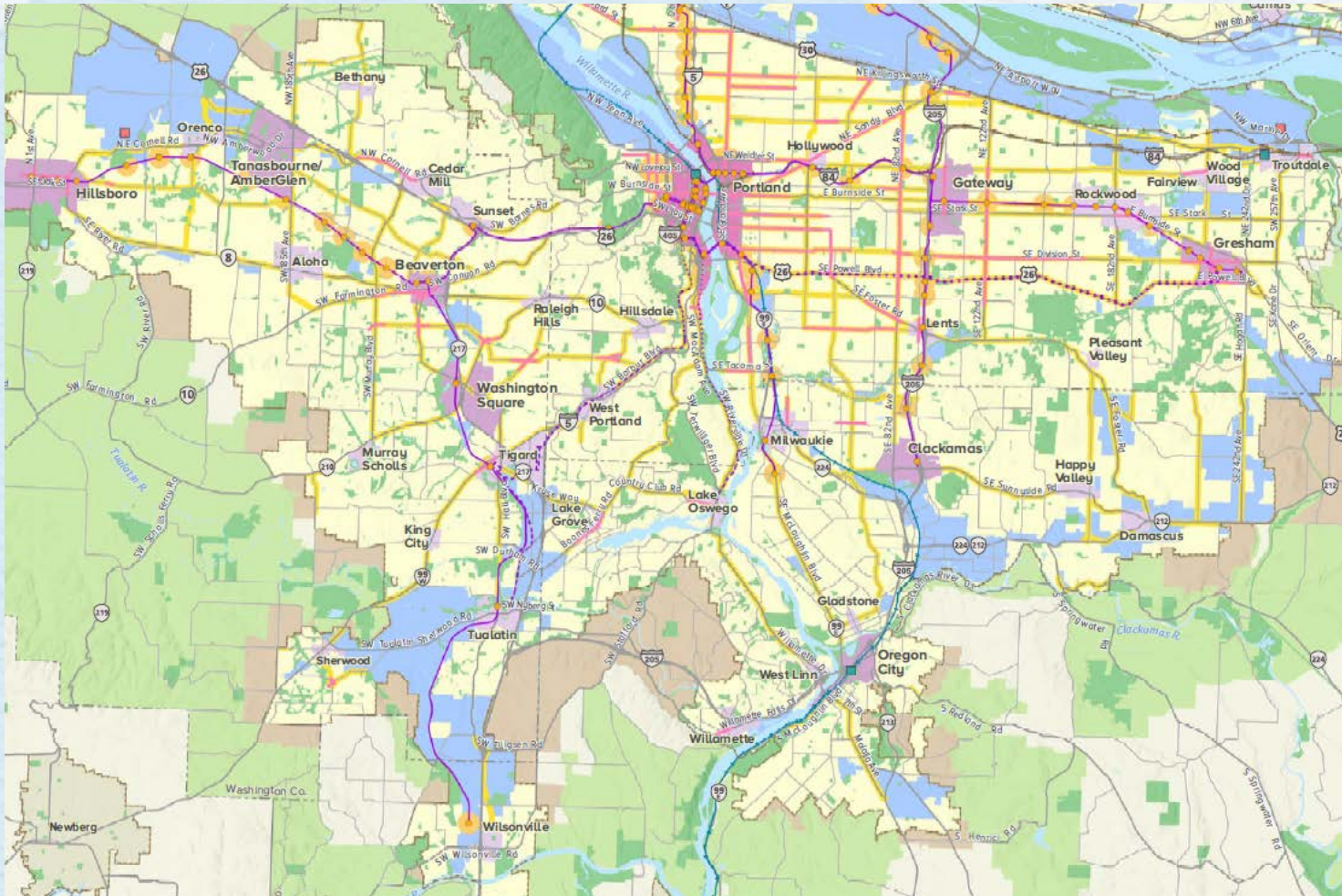


**Option 2**



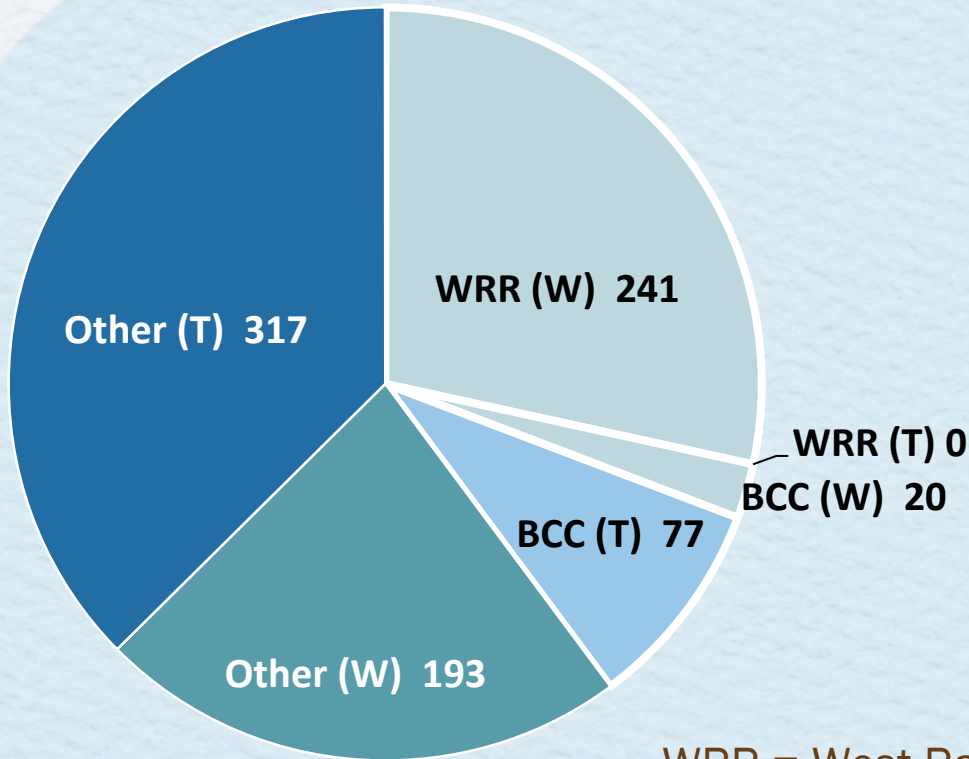


# GP6: Meet Regional Responsibility for jobs and housing

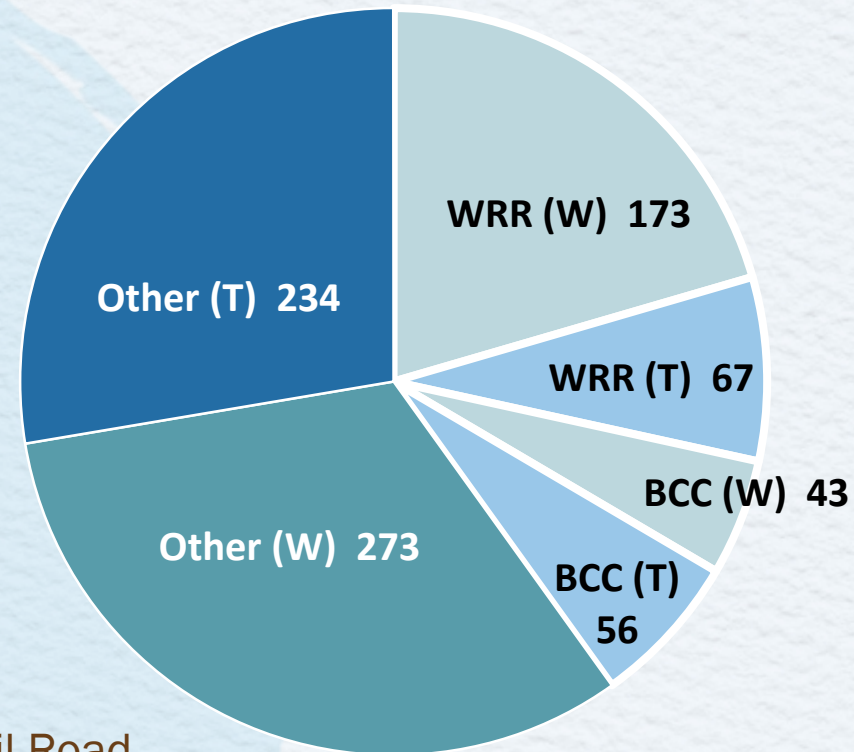


# Total Acres Added

**Boundary 1**



**Boundary 2**

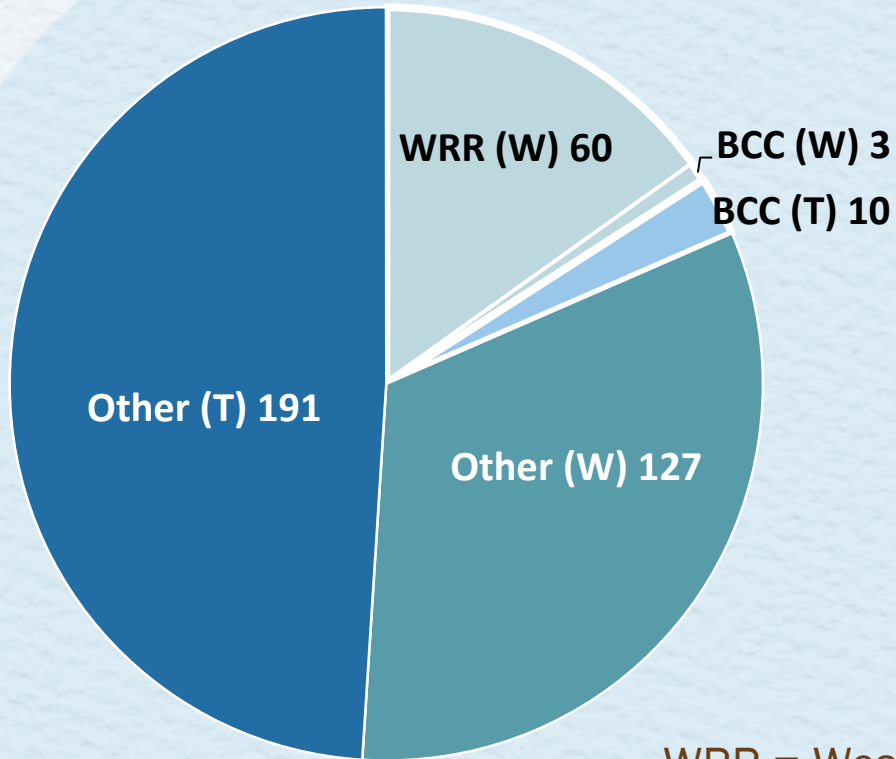


WRR = West Rail Road  
 BCC = Basalt Creek Canyon  
 Other = All other land within the study area

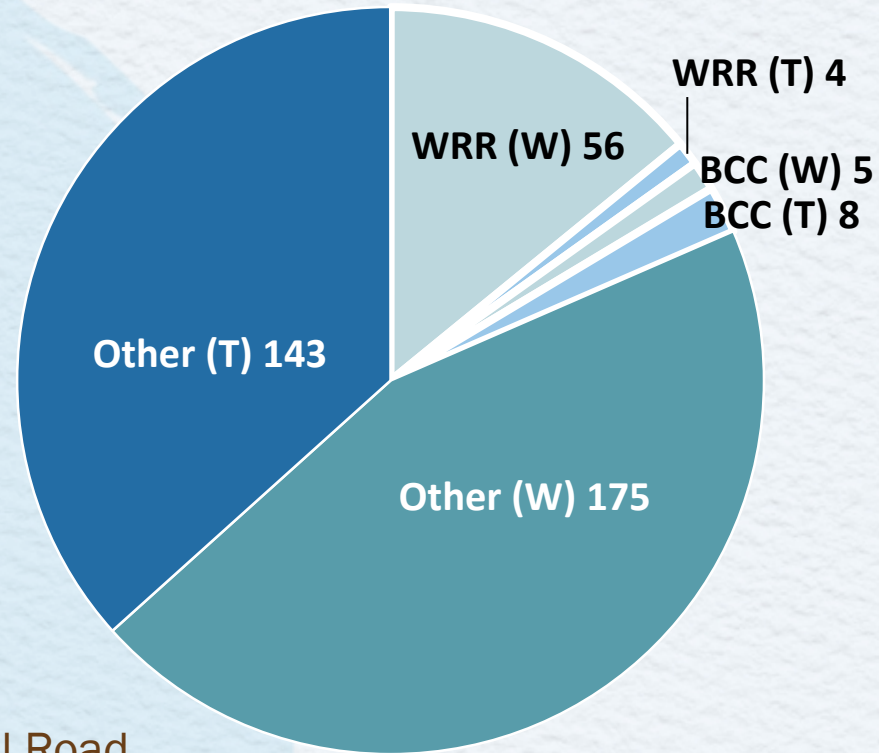


# Developable Acres

**Boundary 1**



**Boundary 2**



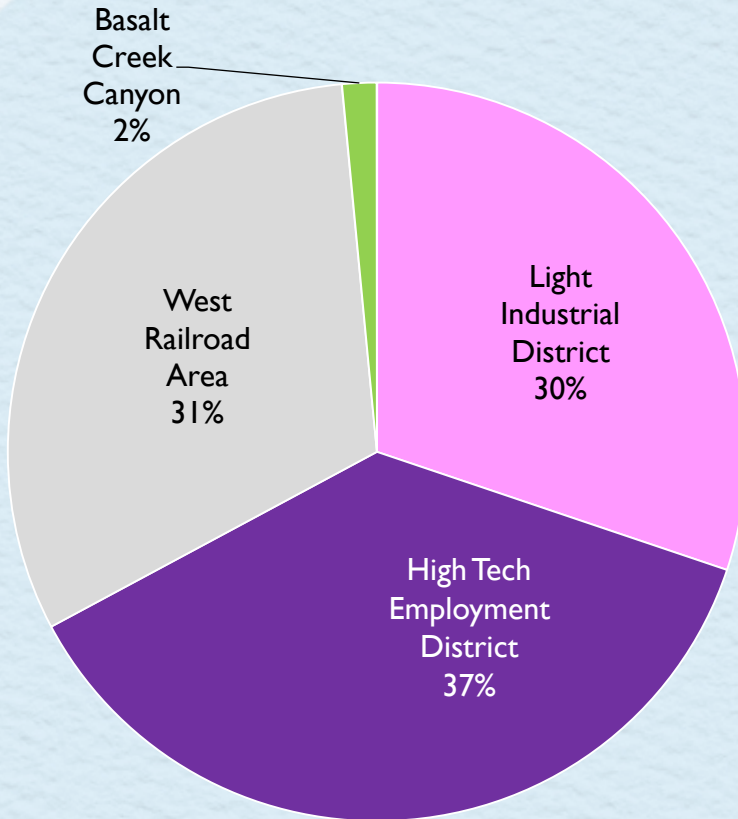
WRR = West Rail Road  
 BCC = Basalt Creek Canyon

Other = Unconstrained developable land within the study area

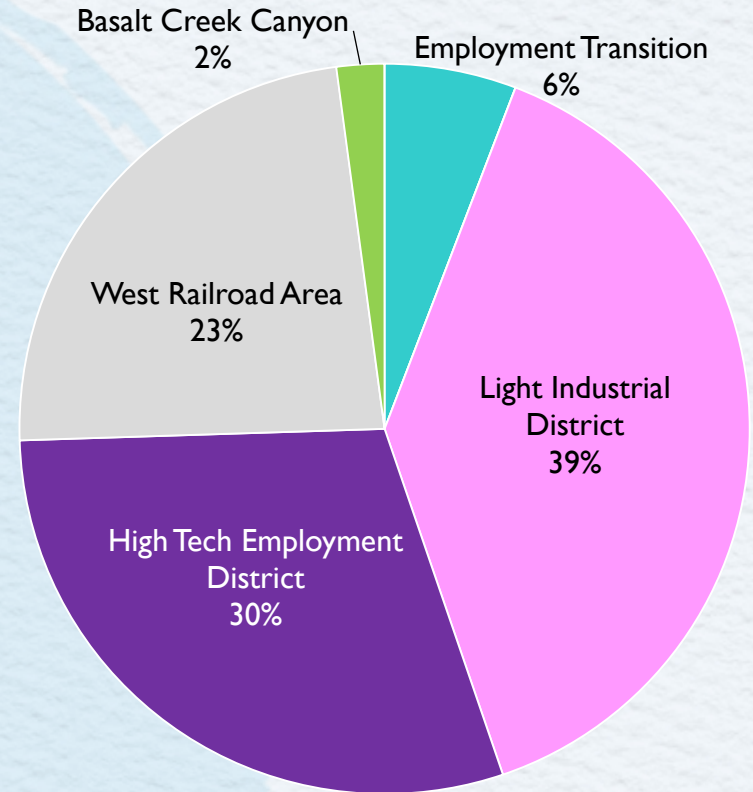
# Wilsonville Land Use Mix

\* % of developable acres

## Boundary Option 1



## Boundary Option 2



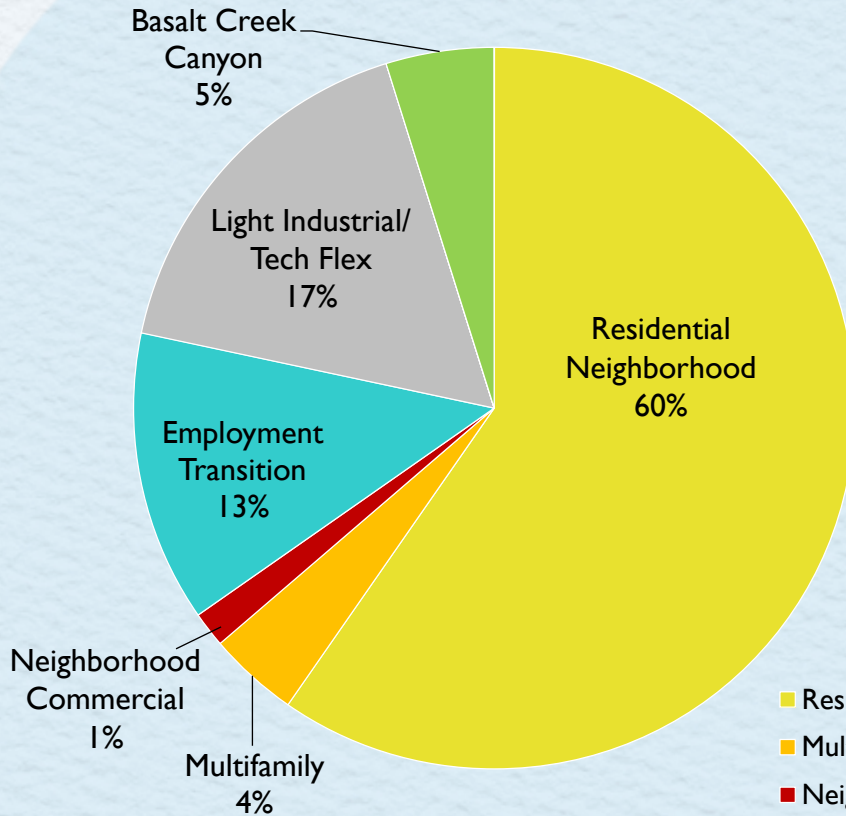
- Employment Transition
- Light Industrial District
- High Tech Employment District
- West Railroad Area
- Basalt Creek Canyon



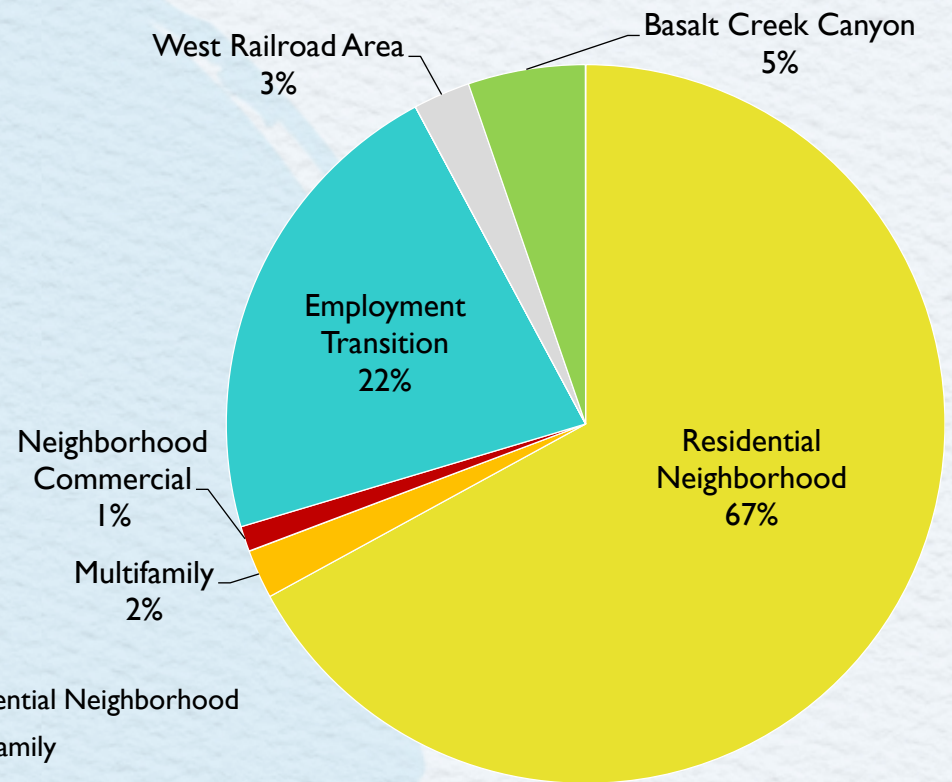
# Tualatin Land Use Mix

\* % of developable acres

## Boundary Option 1

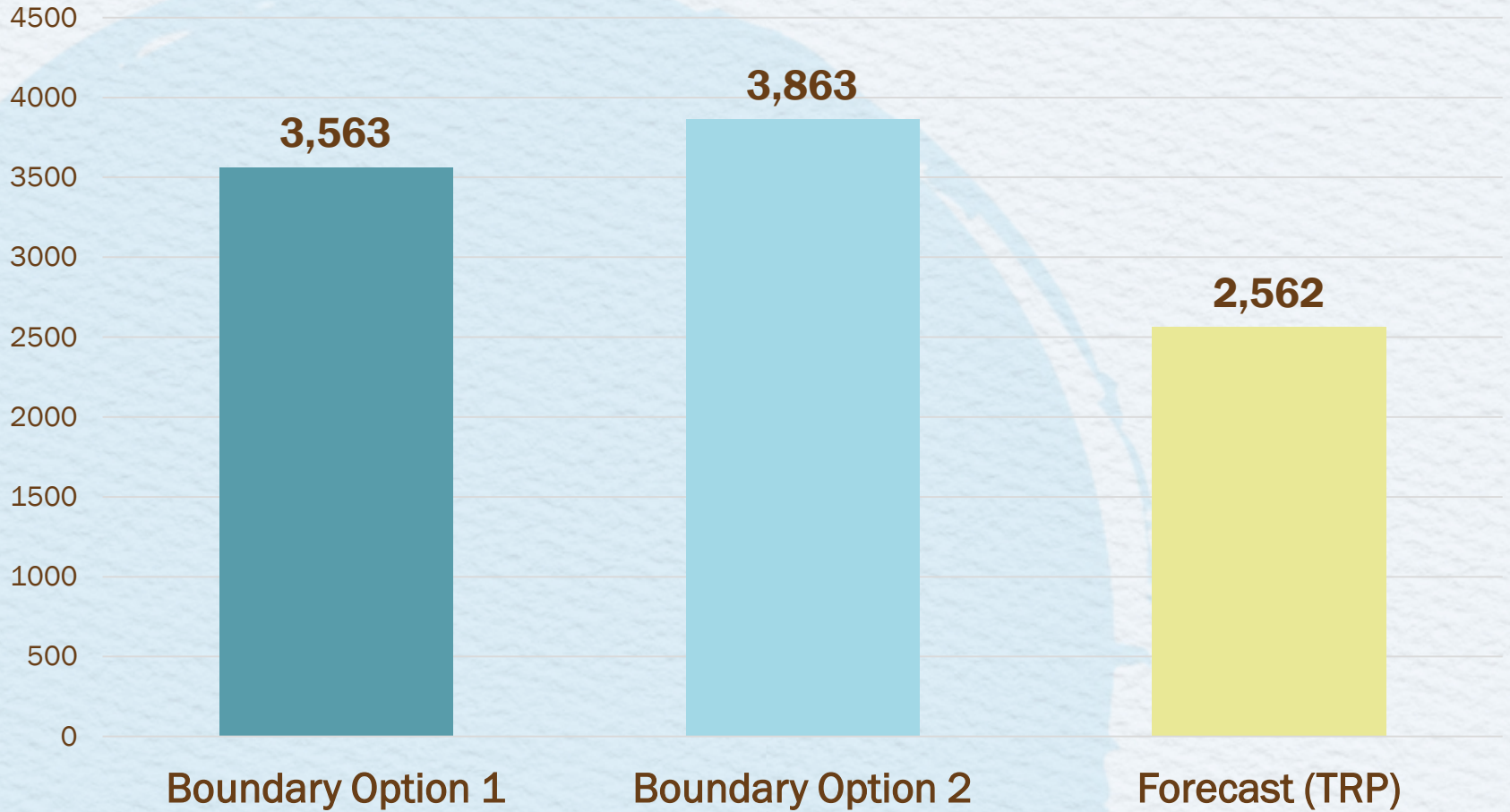


## Boundary Option 2



- Residential Neighborhood
- Multifamily
- Neighborhood Commercial
- Employment Transition
- Light Industrial/Tech Flex
- West Railroad Area
- Basalt Creek Canyon

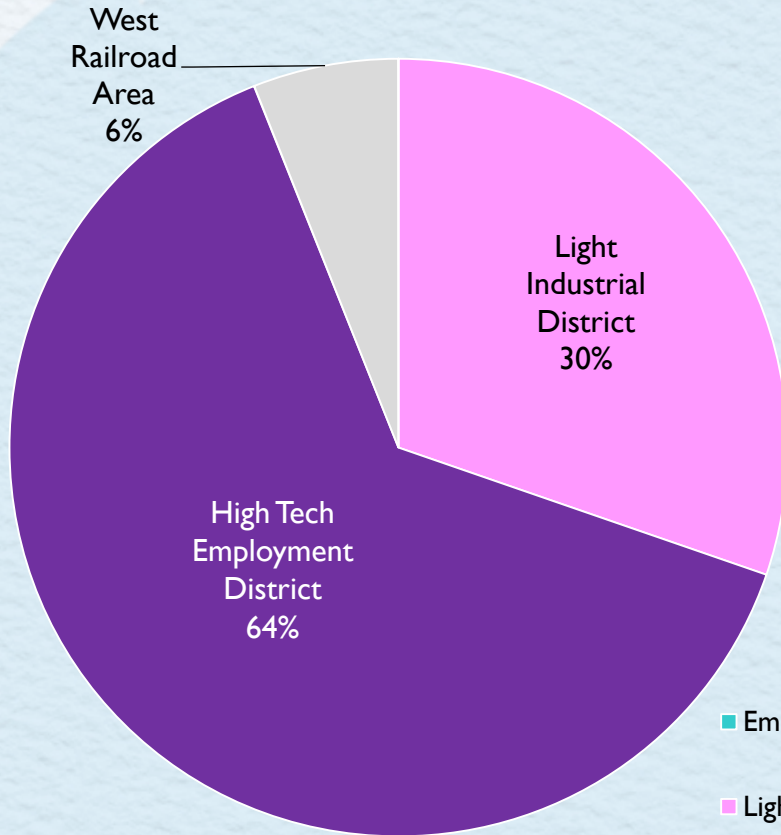
# Number of Jobs





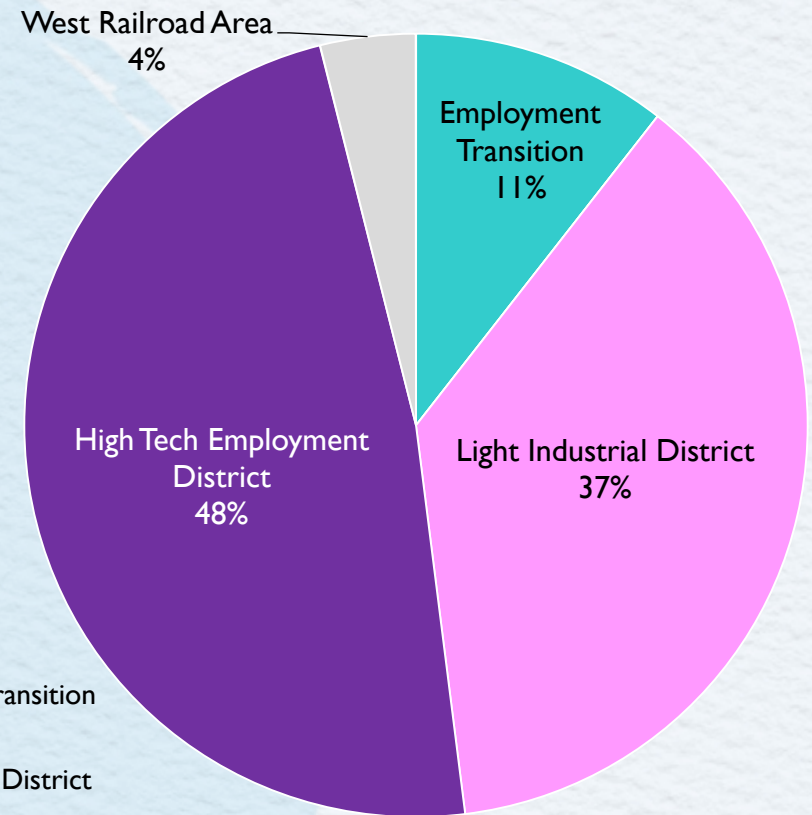
# Wilsonville Employment

## Boundary Option 1



Total Jobs: 1,974

## Boundary Option 2

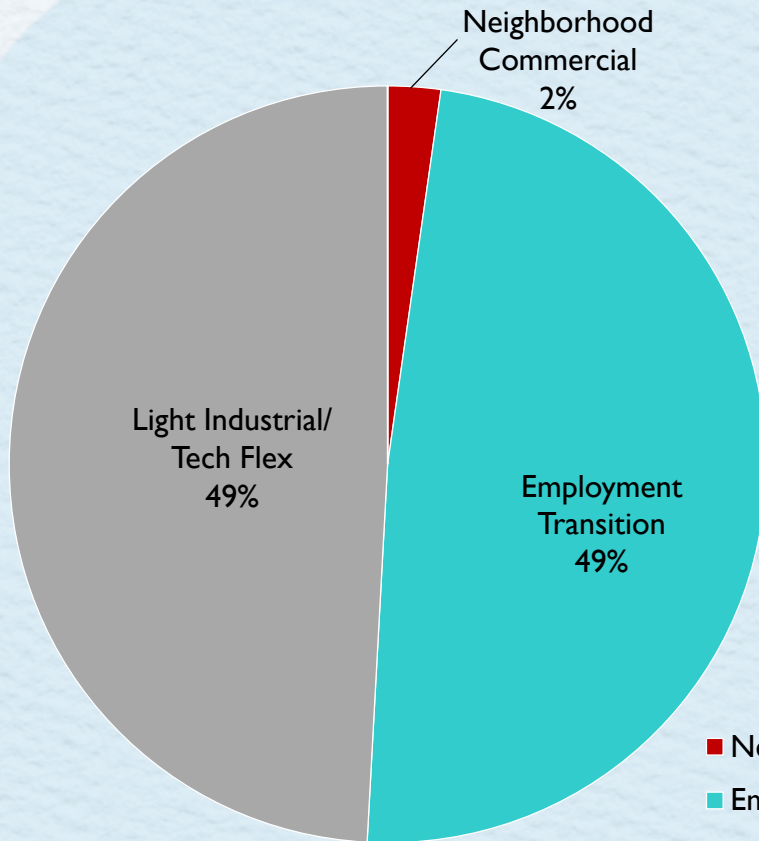


Total Jobs: 2,821

- Employment Transition
- Light Industrial District
- High Tech Employment District
- West Railroad Area

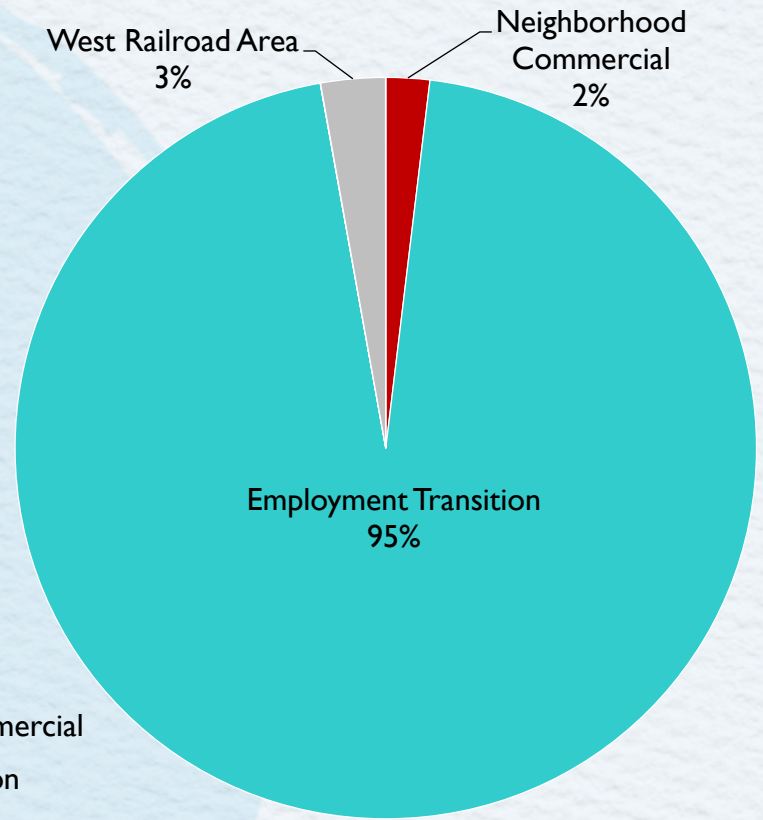
# Tualatin Employment

## Boundary Option 1



Total Jobs: 1,589

## Boundary Option 2

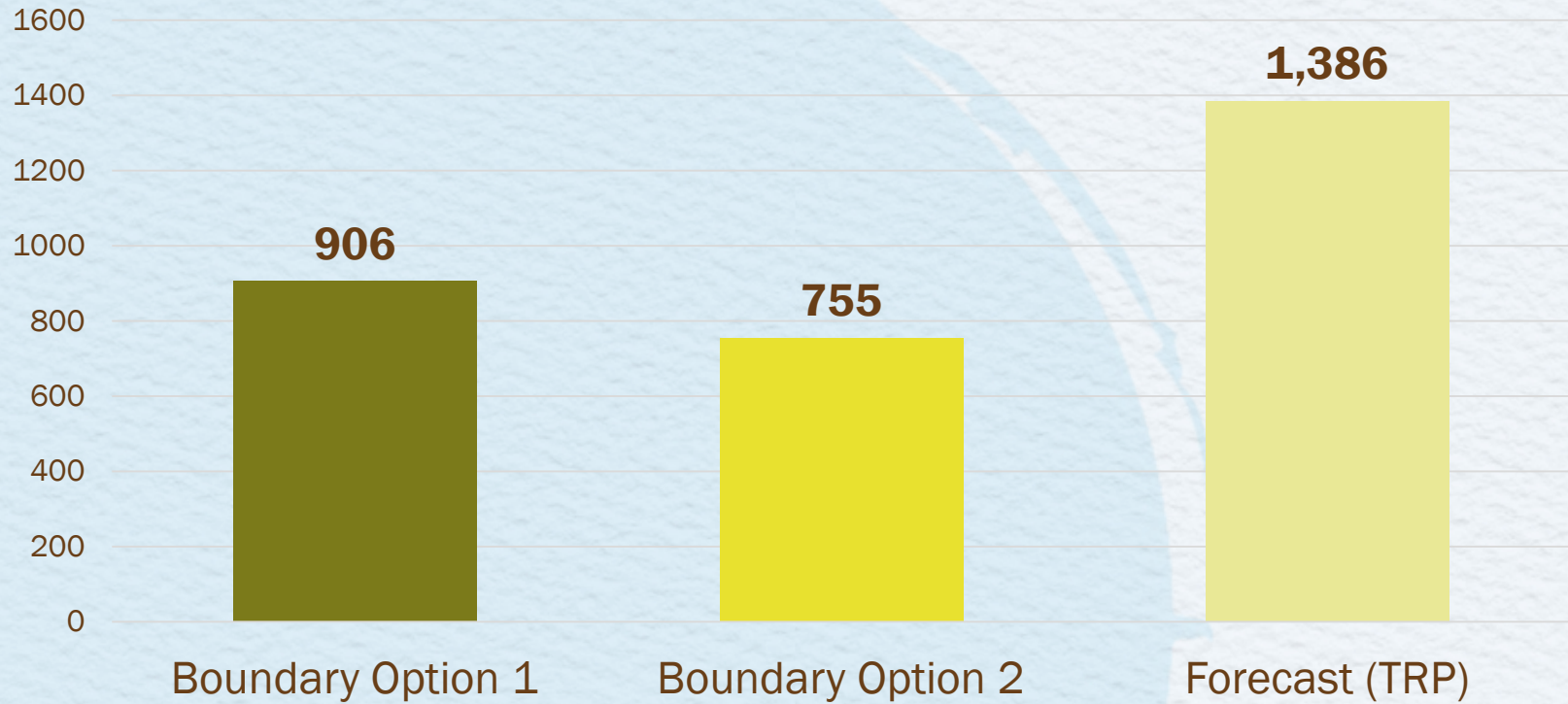


Total Jobs: 1,042

- Neighborhood Commercial
- Employment Transition
- Light Industrial/Tech Flex
- West Railroad Area



# Households



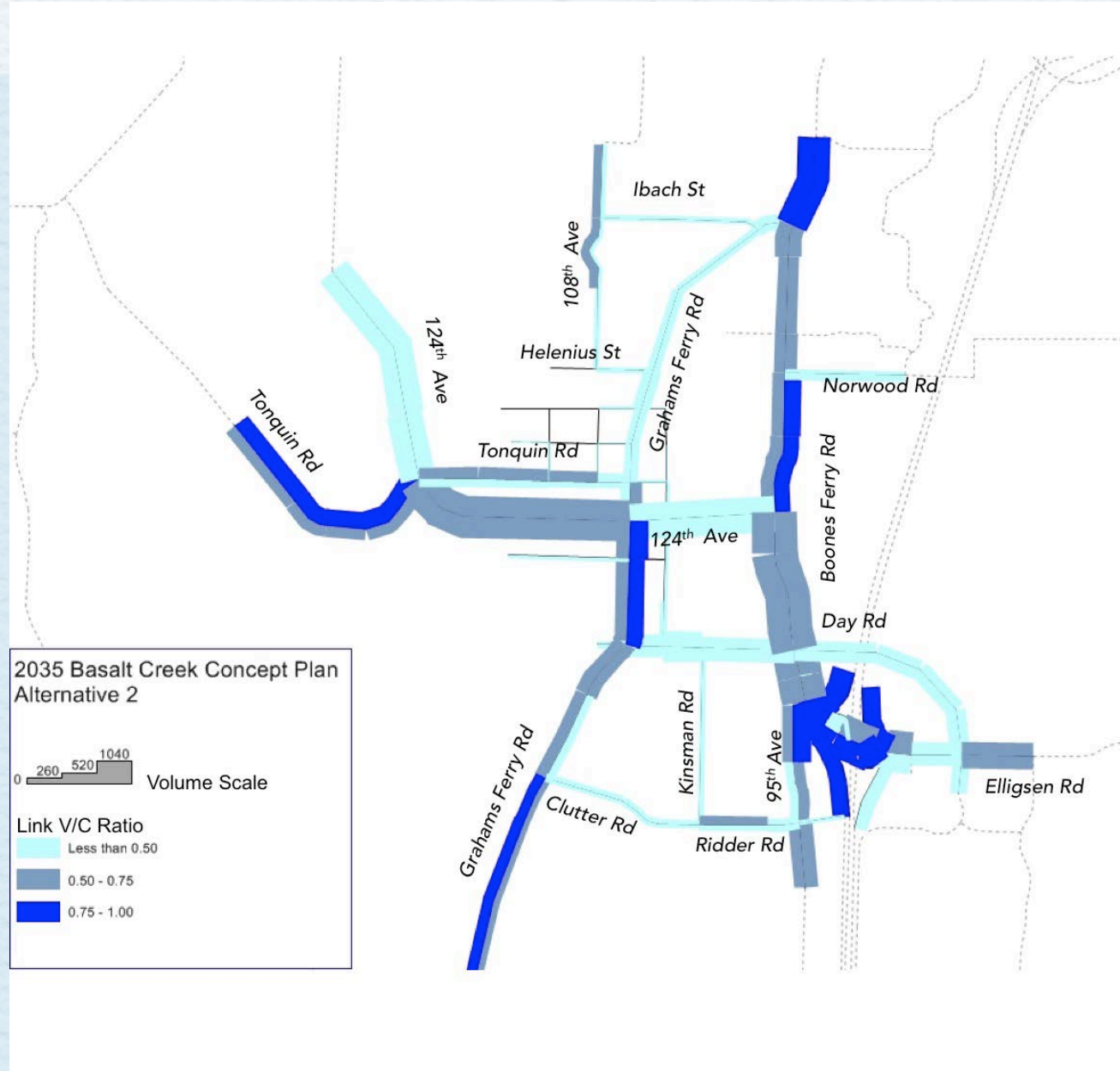


# GP7: Design Cohesive and Efficient Transportation and Utility Systems

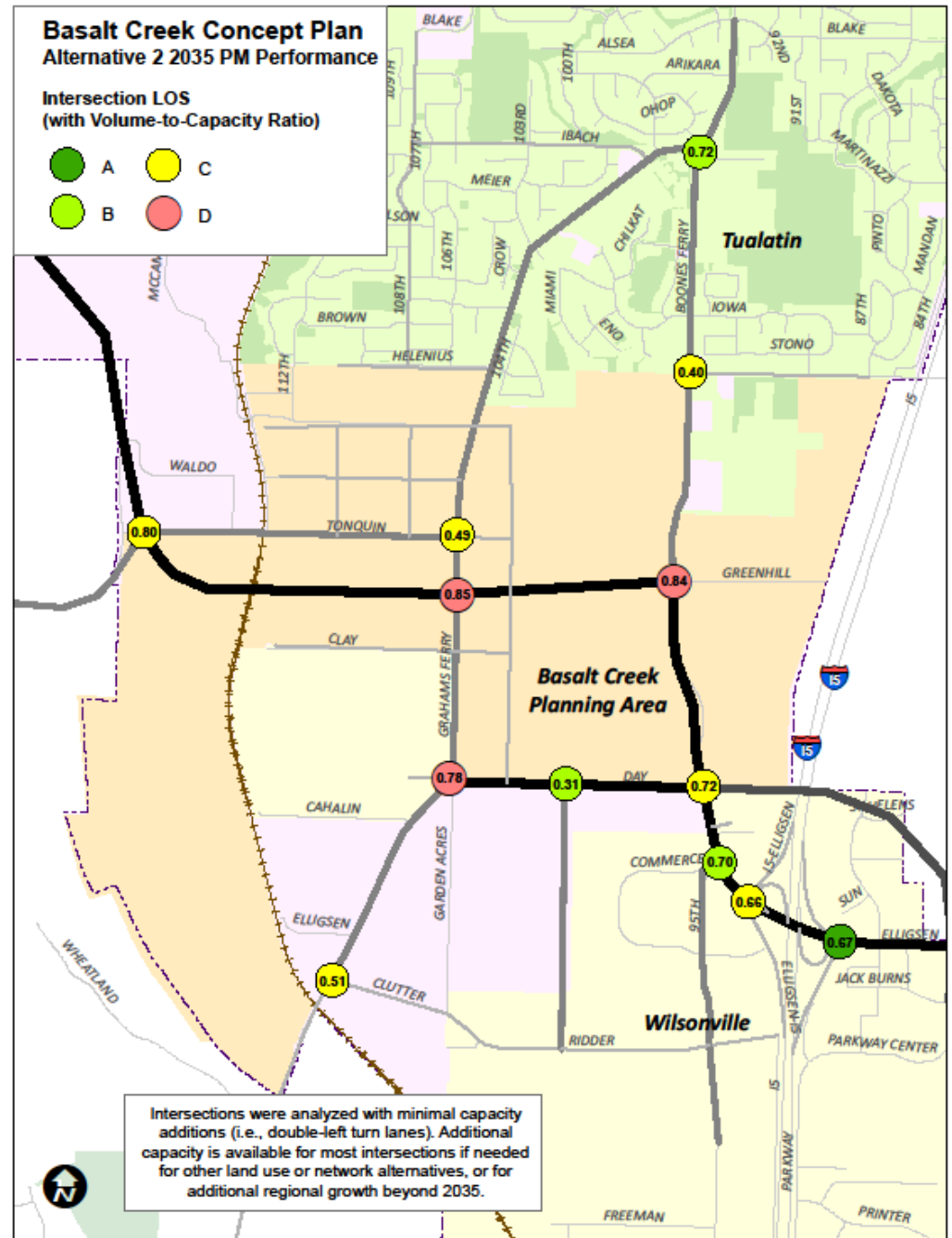




# Transportation Performance

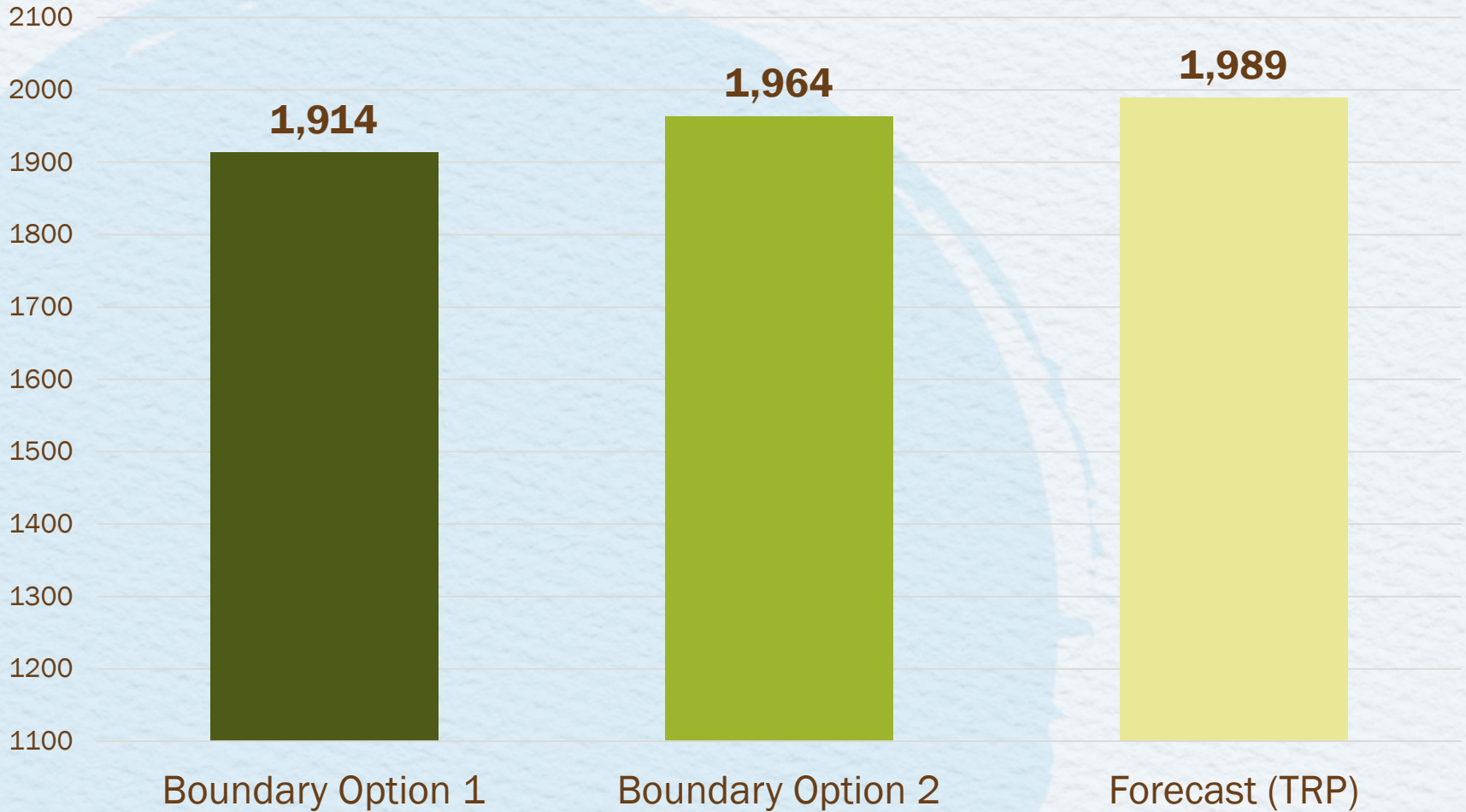


# Transportation Performance





# Total Trips



# Transportation Costs and Revenue

## City of Wilsonville

	Transportation Total Cost *	Developer Costs	TDT eligible costs	TDT Revenue	Revenue - Cost Difference
Boundary 1	\$ 9,953,000	\$ 4,942,000	\$ 5,011,000	\$ 7,962,000	\$ 2,952,000
Boundary 2	\$ 10,227,500	\$ 4,942,000	\$ 5,286,000	\$ 11,414,000	\$ 6,128,000

## City of Tualatin

	Transportation Total Cost *	Developer Costs	TDT eligible costs	TDT Revenue	Revenue - Cost Difference
Boundary 1	\$ 6,453,000	\$ 4,942,000	\$ 1,511,000	\$ 12,348,000	\$ 10,837,000
Boundary 2	\$ 6,178,000	\$ 4,942,000	\$ 1,236,000	\$ 9,826,000	\$ 8,591,000

\* Regional roads are not included in the cost estimate.



# Sanitary Sewer Costs and Revenue

## City of Wilsonville

	Sewer Total Cost*	Developer Costs	SDC eligible costs	SDC Revenue	Revenue - Cost Difference
Boundary 1	\$ 10,366,000	\$ 6,881,000	\$ 3,485,000	\$ 1,710,000	\$ (1,775,000)
Boundary 2	\$ 10,130,000	\$ 6,645,000	\$ 3,485,000	\$ 2,514,000	\$ (971,000)

## City of Tualatin

	Sewer Total Cost*	Developer Costs	SDC eligible costs	SDC Revenue	Revenue - Cost Difference
Boundary 1	\$ 16,469,000	\$ 10,597,000	\$ 1,984,000	\$ 188,000	\$ (1,796,000)
Boundary 2	\$ 16,705,000	\$ 10,833,000	\$ 1,984,000	\$ 156,000	\$ (1,828,000)

\* Does not include pump station O&M

# Drinking Water Costs and Revenue

## City of Wilsonville

	Drinking Water Total Cost	Developer Costs	SDC eligible costs	SDC Revenue	Revenue - Cost Difference
Boundary 1	\$ 5,470,000	\$ 4,450,000	\$ 1,020,000	\$ 941,000	\$ (80,000)
Boundary 2	\$ 7,408,000	\$ 6,180,000	\$ 1,228,000	\$ 1,395,000	\$ 167,000

## City of Tualatin

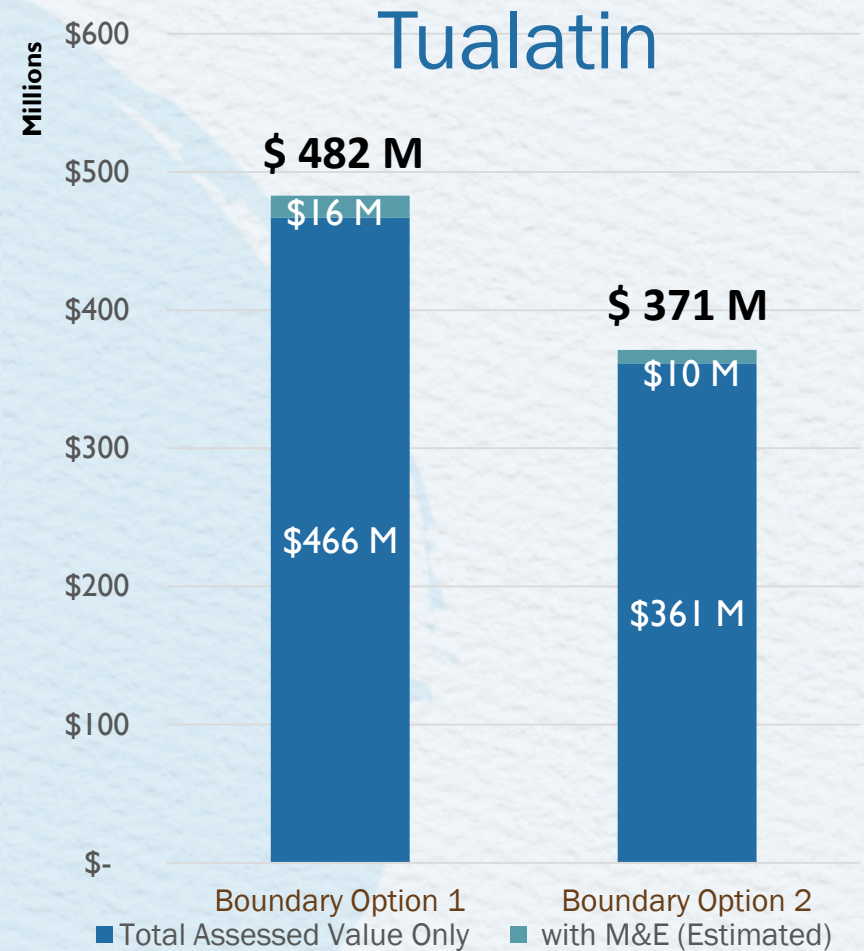
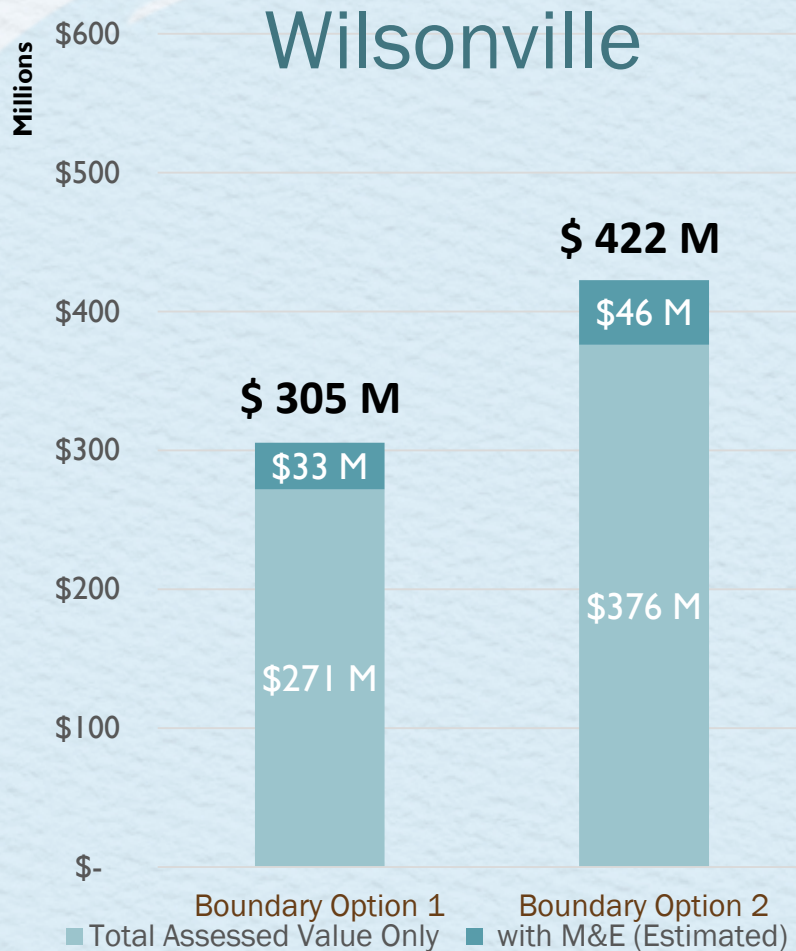
	Drinking Water Total Cost	Developer Costs	SDC eligible costs	SDC Revenue	Revenue - Cost Difference
Boundary 1	\$ 8,815,000	\$ 7,920,000	\$ 895,000	\$ 4,134,000	\$ 3,239,000
Boundary 2	\$ 6,995,000	\$ 6,100,000	\$ 895,000	\$ 3,194,000	\$ 2,299,000



# GP8: Maximize Assessed Property Value

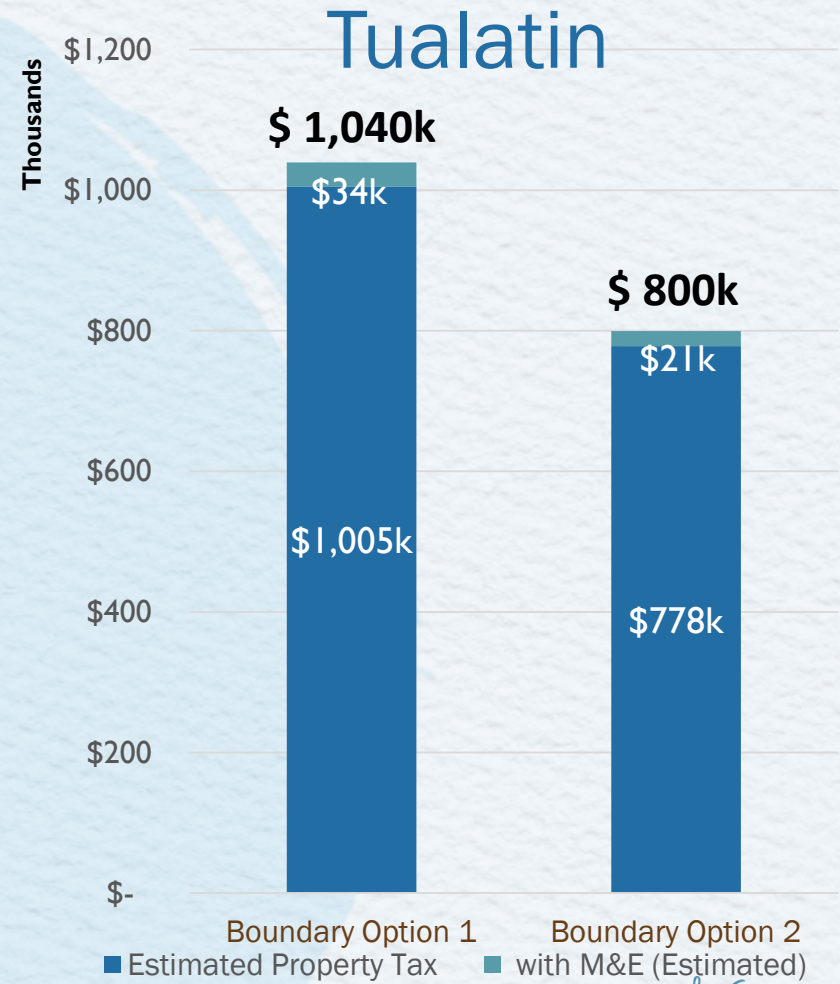
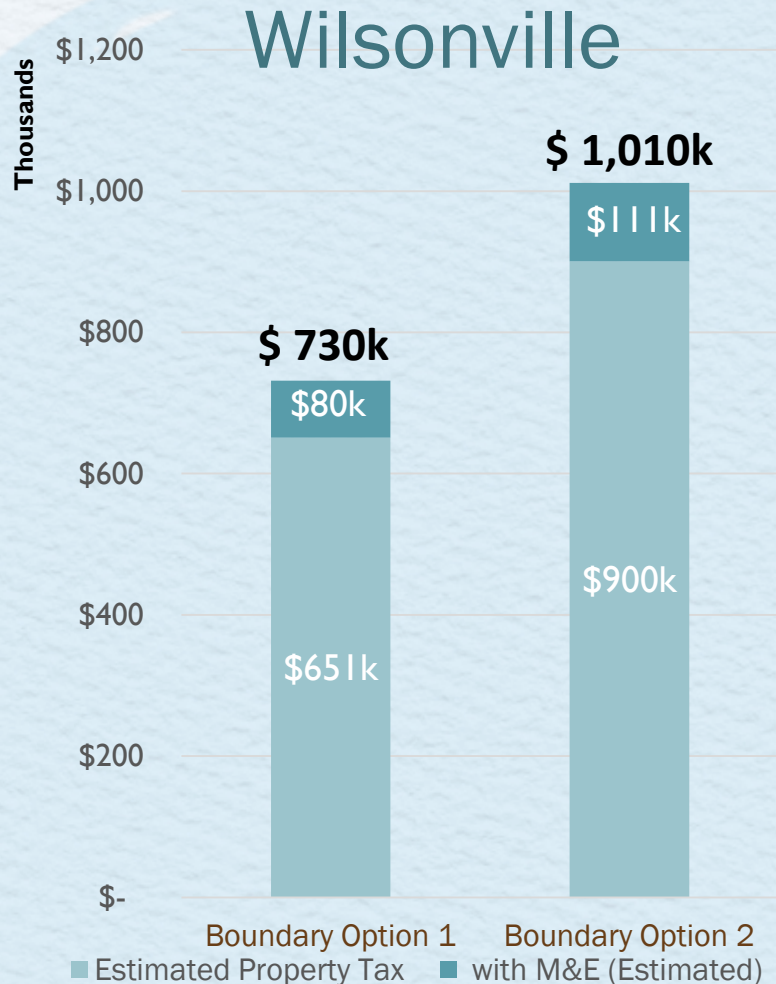


# Assessed Value at Buildout

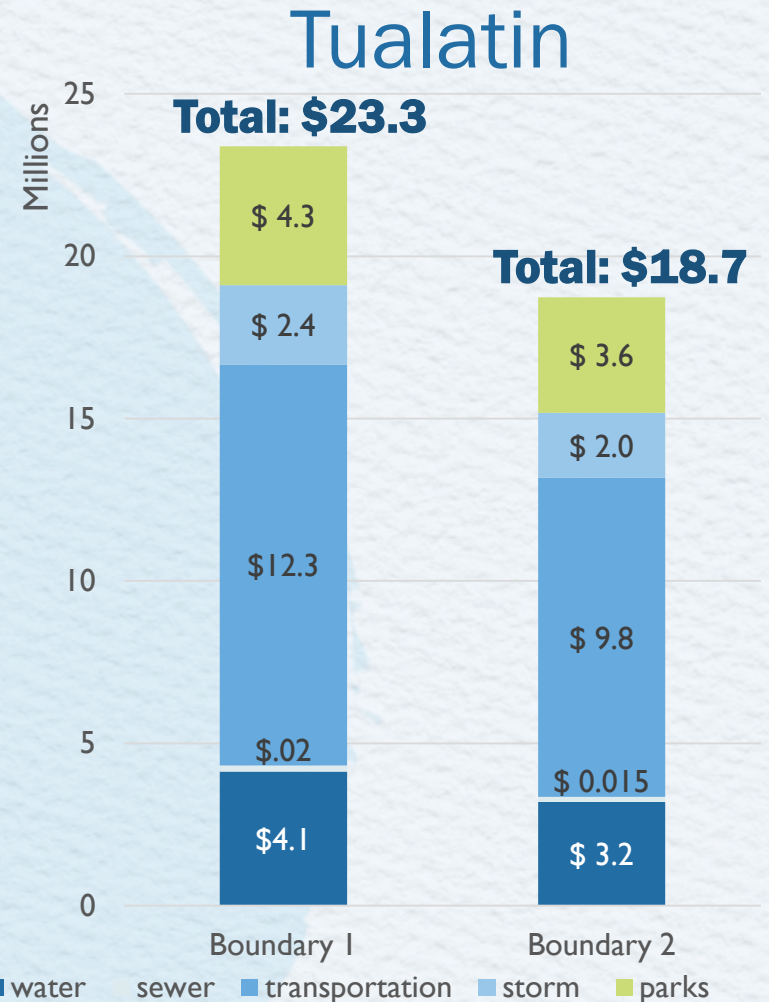
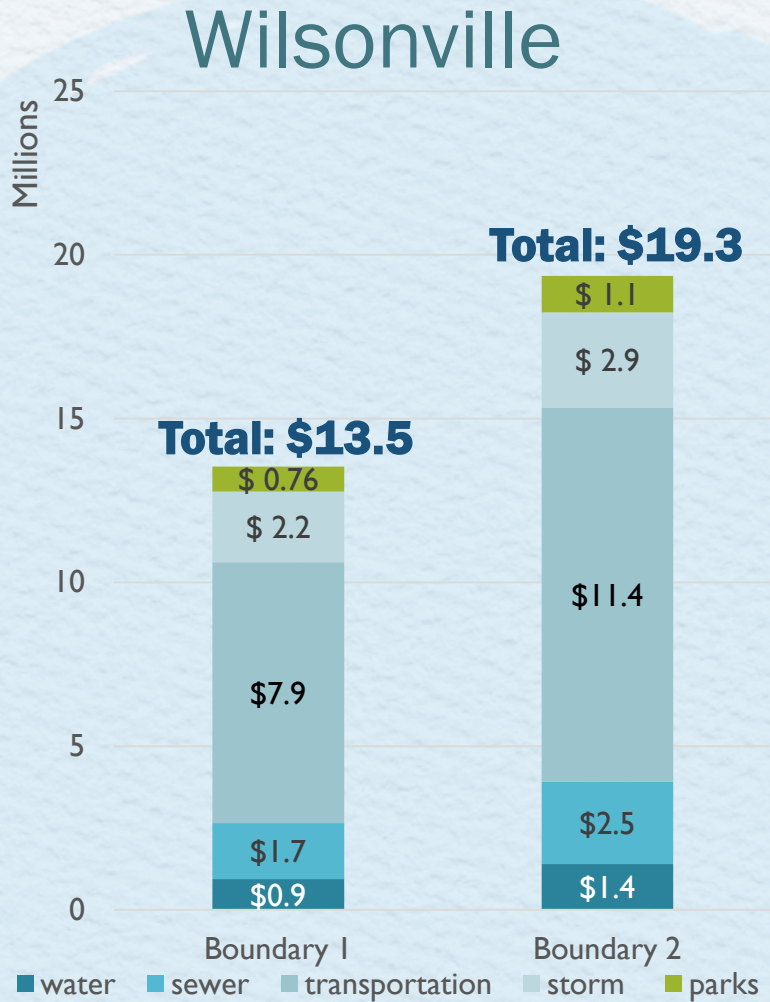




# Annual Property Tax at Buildout



# SDCs by Type at Buildout





# Boundary Comparison

Indicators all dollar values shown in millions	Tualatin Option 1	Wilsonville Option 1	Tualatin Option 2	Wilsonville Option 2
<b>Developable Acres</b>	201 ac	190 ac	155 ac	236 ac
WRR & BCC Acres*	10 ac	63 ac	12 ac	61 ac
Unconstrained Dev. Acres	191 ac	127 ac	143 ac	175 ac
<b>Households</b>	906	36	755	75
<b>Jobs</b>	1,600	2,000	1,000	2,800
<b>Assessed Value</b>	\$483 M	\$305 M	\$371 M	\$423 M
<b>City Property Tax</b>	\$1.0 M	\$0.7 M	\$0.8 M	\$1.0 M
<b>Sanitary</b> (cost/revenue Δ)	\$ (1.8) M	\$(1.8) M	\$(1.8) M	\$(1.0) M
<b>Water</b> (cost/revenue Δ)	\$3.2 M	\$ (0.1) M	\$2.3 M	\$0.2 M
<b>Transportation</b> (cost/revenue Δ)	\$11.0 M	\$3.0 M	\$8.6 M	\$6.1 M
<b>Stormwater</b> (revenue)	\$2.4 M	\$2.2 M	\$2.0 M	\$3.0 M
<b>Parks</b> (revenue)	\$4.3 M	\$0.8 M	\$3.6 M	\$1.1 M

\*highly constrained areas of the plan

# Land Use Scenario Objectives

- A scenario designed around an implementable infrastructure plan
- Design principles focused on creating development forms reflective of the two cities
- Examine other boundary options that do not rely on the east west connector. Explore service agreements.
- Jurisdictional equity
- More residential for Tualatin in the north
- Consider creative solutions for transitions from employment to housing



# Conclusions

- Each option meets all regional goals and constraints
- Both provide:
  - high-quality employment and housing opportunities,
  - innovative and appropriate transition areas between residential and employment uses,
  - responsiveness to the real estate market,
  - robust and efficient infrastructure systems, and
  - development that generally “pays its way.”
- Phasing considerations

# Considerations

- Basalt Creek Canyon: assets and limitations
- West Railroad: constraints/low development potential
- Recognizes existing development
- Transitions: between residential and employment  
and between the cities
- Creates the most complete cohesive community
- Move forward. Optimize the better option.



# Next Steps

- Refine option based on Joint City Council feedback
- Public outreach
- Prepare draft final concept plan
- Draft and adopt plan amendments and reports in each city

# Discussion & Questions

- What **indicators or criteria** are a top priority in creating the preferred alternative?
- What **land uses** should be included in the preferred alternative?
- What **boundary option** should be included in the preferred alternative?





## OFFICIAL MINUTES OF THE SPECIAL JOINT CITY OF TUALATIN AND CITY OF WILSONVILLE WORK SESSION FOR JUNE 17, 2015

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- Present:** Mayor- Tualatin Lou Ogden; Mayor-Wilsonville Tim Knapp; Council President- Tualatin Monique Beikman; Council President- Wilsonville Scott Starr; Councilor- Tualatin Joelle Davis; Councilor- Tualatin Wade Brooksby; Councilor- Tualatin Frank Bubenik; Councilor- Tualatin Nancy Grimes; Councilor- Tualatin Ed Truax; Councilor- Wilsonville Susie Stevens; Councilor- Wilsonville Charlotte Lehan; Councilor- Wilsonville Julie Fitzgerald
- Staff Present:** City Manager- Tualatin Sherilyn Lombos; City Attorney- Tualatin Sean Brady; Planning Manager- Tualatin Aquilla Hurd-Ravich; Deputy City Recorder- Tualatin Nicole Morris; Associate Planner- Tualatin Cindy Hahn; Assistant City Manager- Tualatin Alice Cannon; City Engineer- Tualatin Jeff Fuchs; Accounting Supervisor- Tualatin Matthew Warner; Planning Director-Wilsonville Chris Neamtzu; Community Development Director-Wilsonville Nancy Krausharr; Long Range Planning Manager- Wilsonville Miranda Bateswchell; Development Engineering Manager- Wilsonville Steve Adams; City Attorney- Wilsonville Mike Kohlhoff; City Manager-Wilsonville Bryan Crosgrove
- Attendees:** John Fregonese, Leila Aman, Erica Smith, Mark Anderson, Kelli Walters, Ray Delahanty, Matthew Craigie, Brian Vanneman, Andy Braun

### **A. CALL TO ORDER**

Mayor Ogden called the meeting to order at 6:00 p.m.

The Councils introduced themselves.

### **B. PRESENTATION AND DISCUSSION**

Mayor Knapp encouraged Consultant Fregonese to not spend time going through the PowerPoint as both Council's had already received the information. He would like the focus tonight to be on the Councils discussing the options.

Consultant Fregonese briefly recapped the presentation. He noted two boundary options have been established with each having a mix of different land use scenarios. Constraints for the area were reviewed and he recommended the West Railroad area is set aside from tonight's considerations. Developable acres, land use mixes, jobs and employment types, transportation and trips, sewer and water costs, and assessed value were recapped. Consultant Fregonese noted each boundary option meets regional goals and constraints while providing high quality employment, housing opportunities,

appropriate transitions, responsiveness to real estate markets, efficient infrastructure systems, and development that pays for itself. The next steps for both Councils is to refine the options, conduct public outreach, prepare draft and final concept plans, and adopt plan amendments. Consultant Fregonese opened discussion for the Councils asking them to consider the criteria that was set forth while working toward their preferred alternatives.

Mayor Knapp stated Wilsonville had discussed these options and concluded they are highly interested in high paying jobs through a uniquely attractive industrial sector. He expressed their concerns regarding the ability to cluster industries together in options presented tonight. Mayor Knapp also noted the concept of equity needs to be defined in these cases. Wilsonville Council also discussed previously their concerns with cross jurisdictional uses of sewer.

Mayor Ogden asked the group to consider if the current objectives still accurately reflect where each City stands in the process.

Mayor Knapp requested high value jobs be added to the list of values.

Councilor Davis requested environmental protections of natural resources in the Basalt Creek area be added to the list.

Consultant Fregonese stated options presented tonight are not plans but models. Innovative uses will be further encouraged in the planning stage as the process currently is in the testing and measuring stage.

Council President Starr stated he is not interested in moving forward with Option One as presented. He concurred with Consultant Fregonese in setting the West Railroad area aside during this process. He would like to focus on making infrastructure and revenue more equitable for both cities. Council President Starr expressed his concern with the potential cost to upgrade the interchange at Elligsen with increased traffic into that area from the Basalt Creek planning area. Consultant Ray Delante, DKS stated the intersection was studied and the upgrades have been included in the modeling.

Councilor Fitzgerald stated she would like to preserve the natural resources in the area while optimizing its value to future residential and employment sectors.

Mayor Ogden wants to focus less on proposed uses as they will be further studied during the comprehensive planning process. He would like to focus on preserving the capacity of the infrastructure and natural resources while recognizing and respecting the desired uses of the other city.

Council President Beikman agreed with Mayor Knapp in further defining the term "equity" for each city. She would like to clearly lay out high priorities for each city and work on which option meets those needs.

Consultant Fregonese stated each city may need to set the numbers aside and do what feels best for each community. He asked Consultant Mark Anderson to address the cross jurisdictional concerns with the sewer extension. Consultant Anderson stated it is not uncommon to have cross jurisdictional boundaries for utilities. The gross costs for different alternatives were evaluated and a measurable savings in the cost of infrastructure was noted when sewer flows in a direction that crosses jurisdictional



boundaries. He stated a shared service is the most cost effective way to serve the area.

Councilor Lehan expressed she is less concerned with equity and more concerned in producing an overall good plan. She stated Wilsonville made a commitment to the region to make this area a significant job generating area and it is highly important to stick to that promise. Councilor Lehan added she believes Wilsonville does not have the capacity to support residential in the area.

Council President Beikman stated Tualatin made assurances to Metro that the residential neighborhoods in the area would be appropriately buffered.

Mayor Ogden asked if there were potential options for sewer services where Tualatin provided services to Wilsonville. Consultant Anderson reviewed the map pointing out sewer service locations and who the providers would be in each scenario. He noted the scenario where 15% of the total sewer flow heads into Tualatin and 35% of the flow into Wilsonville would save 2.5-3 million dollars.

Mayor Knapp expressed concerns with the phasing and timing of sewer services. He stated Wilsonville would not need to phase as quickly as Tualatin as the industrial area would grow slower than the residential area.

Consultant Matt Craigie spoke to the residential and industrial markets for both cities. He noted Tualatin has a high demand for residential. The industrial market with a build to suite style building is very strong.

Mayor Knapp expressed concern over upfront cost of sewer with a uncertain return since the industrial area in Wilsonville will take longer to build out than residential in Tualatin.

Clean Water Services representative Andy Braun stated the cross jurisdictional approach is the most cost effective for all parties. He stated Clean Water Services would assist Wilsonville in the laying of the gravity line as it would offset the long term cost associated with having to build pump stations.

Mayor Knapp stated his concern with option one is the new developable acres skews towards Tualatin. The imbalance in developable acres feels inequitable to him. The option also does not allow for clustering in the industrial area. He would like to see more similar uses along the connector roads as well. Option Two in his opinion finds more balance in his areas of concern.

Council President Starr would like to see a better balance between assessed value and taxes. He sees Option Two as a better base to work from.

Mayor Ogden stated assessed value is not a good measure of equity as it does not take into account the cost of services. He sees developable acres as a better measure.

Councilor Lehan agreed with Mayor Knapp in the fact that she would like to see a larger block of land to accommodate industrial clustering. She wants more light industrial area and less employment transition.

Councilor Stevens would like to see the boundary moved down in Option One. It gives Tualatin more developable acres for residential while creating a buffer of mixed use. The moving of the line down offers Wilsonville the industrial clustering they desire. She noted if the area is designed well the natural areas can then be used to create the needed

buffers.

Councilor Davis's main point of interest in the planning process is the Basalt Creek canyon and wetlands. She is concerned with the citizens who live along the canyon and would like to see them as Tualatin residents. She sees uniform jurisdiction in the area, by one city, as the best option for the canyon area.

Council President Beikman stated Tualatin selected Option One as the best option. It allows Tualatin the ability to properly buffer the current residential areas. She also is interested in setting the West Railroad area aside.

Mayor Knapp expressed concern with new residential construction in Tualatin putting additional pressure on Wilsonville's road system.

Councilor Bubenik noted Boones Ferry Road is a County road. He added improvements would be made to this section of road when the 124<sup>th</sup> Street extension is completed.

Mayor Ogden asked the Tualatin Council how important the canyon is to them. Consensus amongst the Tualatin Council was the canyon as a whole would be in Tualatin's jurisdiction.

Councilor Lehan agreed the canyon needs to be looked at as whole and whoever has jurisdiction needs to have overlay protections in place to protect the wetlands.

Councilor Davis wants the canyon residents to feel a sense of community, which would only be accomplished if they all resided in one jurisdiction.

Council President Starr asked how the West Railroad area became part of this process.

Council President Beikman stated she was under the impression Wilsonville asked to have the area included in the study. Wilsonville Planning Director Chris Neamtzu stated he believed Tualatin staff expressed interest in the area and asked it be discussed during the comprehensive planning process. City Manager Lombos clarified Metro asked the area be included as part of the overall planning process. She added Tualatin currently has no interest in including the West Railroad area in their jurisdiction.

Consultant Fregonese summed the conversation stating consensus was reached on the Basalt Creek Canyon being in Tualatin's jurisdiction and with staff to work out the boundary on the west end using the Council's conversation as a guideline.

Mayor Knapp noted the offset in acreage will still need to be addressed.

City Manager Crosgrove asked what it would take to put the land into productive capacity. He also noted it is important to Wilsonville to offer high quality development and high paying jobs.

Mayor Knapp requested the consultants look at relocating the jurisdictional boundary as he feels the road is not the best solution.

Mayor Ogden expressed concerns and took issue with the amount of unconstrained developable acres in Option Two. He also had concern with Wilsonville having a net



negative financial impact for services. He would like both of these items balanced.

Councilor Truax stated it is important for the plan to make sense for both communities while being fiscally responsible in the end. He wants the land for both communities to be profitable in the sense that it pays for itself.

**C. ADJOURNMENT**

Mayor Ogden adjourned the meeting at 8:10 p.m.

\_\_\_\_\_ / Nicole Morris, Recording Secretary



# MEETING NOTICE AND AGENDA

## JOINT CITY OF TUALATIN AND CITY OF WILSONVILLE COUNCIL WORK SESSION



Basalt Creek Concept Plan  
Joint Meeting #3

**Wilsonville City Hall-Council Chambers**  
**29799 SW Town Center Loop E**  
**Wilsonville, Oregon 97070**

**December 2, 2014**  
**6:00 p.m.**

### Purpose

- Update Tualatin and Wilsonville Councilors on the current status of the project
  - Present Base Case Scenario and evaluation results
  - Provide input to two alternative scenarios
- 

#### A. **CALL TO ORDER**

#### B. **WELCOME AND INTRODUCTIONS**

#### C. **PRESENTATIONS**

1. Project Update
2. Building the Base Case
3. Scenario Development
4. Base Case Scenario
  - a. Transportation
  - b. Land Use
  - c. Wet Infrastructure

#### D. **ROUNDTABLE DISCUSSIONS**

1. Discussion: After hearing about the Base Case Scenario, what elements should the project team consider including in two additional alternative scenarios?



E. **NEXT STEPS**

F. **ADJOURNMENT**



# MEMORANDUM

## CITY OF TUALATIN

## CITY OF WILSONVILLE



**TO:** Honorable Mayors and Members of the City Councils

**THROUGH:** Sherilyn Lombos, Tualatin City Manager, and Bryan Crosgrove, Wilsonville City Manager

**FROM:** Alice Cannon, Assistant City Manager, and Cindy Hahn, Associate Planner, Tualatin  
Chris Neamtzu, Planning Director, and Miranda Bateschell, Planning Manager, Wilsonville

**DATE:** 12/02/2014

**SUBJECT:** Basalt Creek Concept Plan Project – Joint Work Session Discussion with the City of Tualatin and Wilsonville Mayors and Councils

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### **ISSUE BEFORE THE COUNCIL:**

The purpose of tonight's meeting is:

- Update Tualatin and Wilsonville Councilors on the current status of the project
- Present the Base Case Scenario and evaluation results
- Provide input to staff to create two alternative scenarios

Tonight's presentation is included as an attachment.

### **EXECUTIVE SUMMARY:**

#### **Project Update**

At the last individual Council briefings in September, staff and the consultant team shared the land suitability analysis identifying areas of the Basalt Creek planning area that are most suitable for development based on natural and man-made constraints, parcel size, slope, and various other factors. After completing the land suitability analysis, staff started to look at the type of land use that might be most suitable in different parts of the planning area, and how those land uses might be served by roads and wet infrastructure (sewer, storm, water). Other tasks that went into developing the Base Case Scenario include:

- identifying land uses that might be appropriate in the area
- sketching in a conceptual local road network
- overlaying conceptual wet infrastructure (sewer, storm, water)
- evaluating the scenario for impacts on transportation and public utility systems
- identifying a base case jurisdictional boundary between Tualatin and Wilsonville; for simplicity sake, this boundary is located along the East-West Arterial as discussed in the 2004 Metro ordinance.

#### **Base Case Scenario and Evaluation Results**

The Base Case Scenario includes a range of land uses such as light industrial and warehousing, office park, industrial tech/flex space, single-family residences, townhomes and apartments, neighborhood commercial, and undeveloped natural areas. A base case jurisdictional boundary, as well as local roads, were included so that a preliminary design for wet infrastructure, which usually follows road right-of-way, could be developed.

New households, jobs and trips generated in the Transportation Refinement Plan and the Urban Growth

Report were used at guides or “sideboards” in choosing different land uses for the planning area. The Base Case Scenario results in substantially fewer new households and substantially more jobs than either the Transportation Refinement Plan forecast or the Urban Growth Report forecast. The number of new trips, while on the high end of the range, is within the range of growth anticipated by Metro forecasts and a bit lower than the Transportation Refinement Plan forecast. Staff has confirmed with Metro that a lower number of households than in the forecast is acceptable.

In the Base Case, potable water and sewer infrastructure are laid out so that Tualatin and Wilsonville provide these services to their parts of the planning area, with a jurisdictional boundary following the East-West Arterial as discussed in the 2004 Metro ordinance. Stormwater is designed to flow with gravity and drains to Wilsonville. The Base Case Scenario offers a starting point for discussions about infrastructure services, costs, and jurisdictional boundary.

Preliminary cost estimates for the Base Case infrastructure, including sewer, stormwater and potable water, are \$44.6 million for Tualatin and \$32.4 million for Wilsonville. These cost estimates provided in the attached presentation do not include all existing system upgrades that might be needed for water and stormwater, or operation and maintenance costs for any of the wet infrastructure systems. The estimates are at a very conceptual level for comparative purposes. Staff and consultants will be available at the meeting to answer more detailed questions about costs.

### **Alternative Scenarios**

In order to create two additional alternative scenarios, the project team needs input from the Councils on the following:

- Feedback or questions on the Base Case Scenario, and
- Input on changes in the Base Case to evaluate in the alternative scenarios.

### **Next Steps**

Another Joint City Council meeting is planned for February 2015, followed by a public open house to discuss alternative scenarios in March.

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**Attachments:**     [PowerPoint](#)



# Joint Council Meeting #2

December 2, 2014



# Agenda

I. Project Update

II. Building the Base Case

III. Base Case Scenario

a) Land Use

b) Transportation

c) Wet Infrastructure

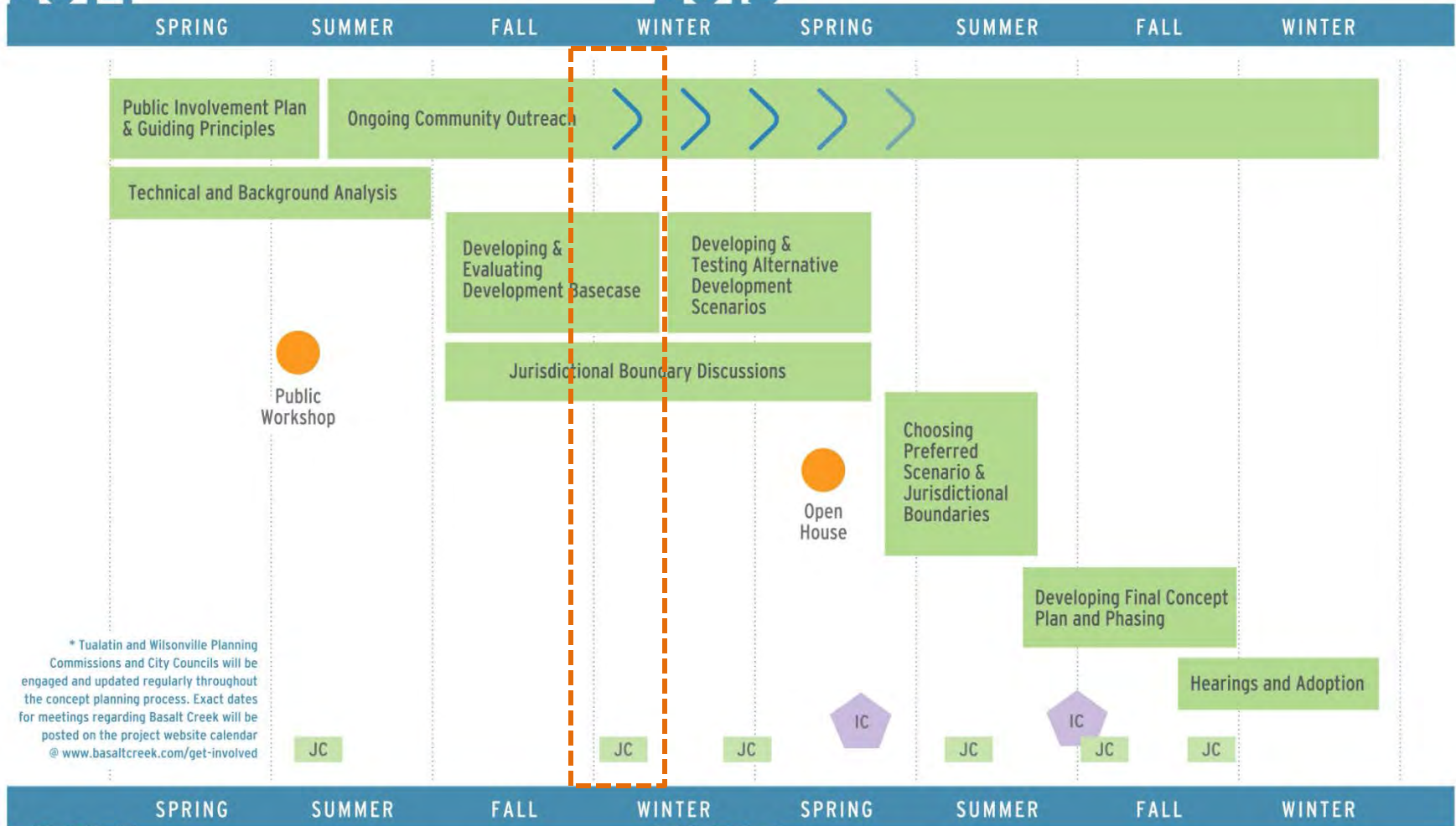
IV. Next Steps

V. Discussion

# Project Update

2014

2015

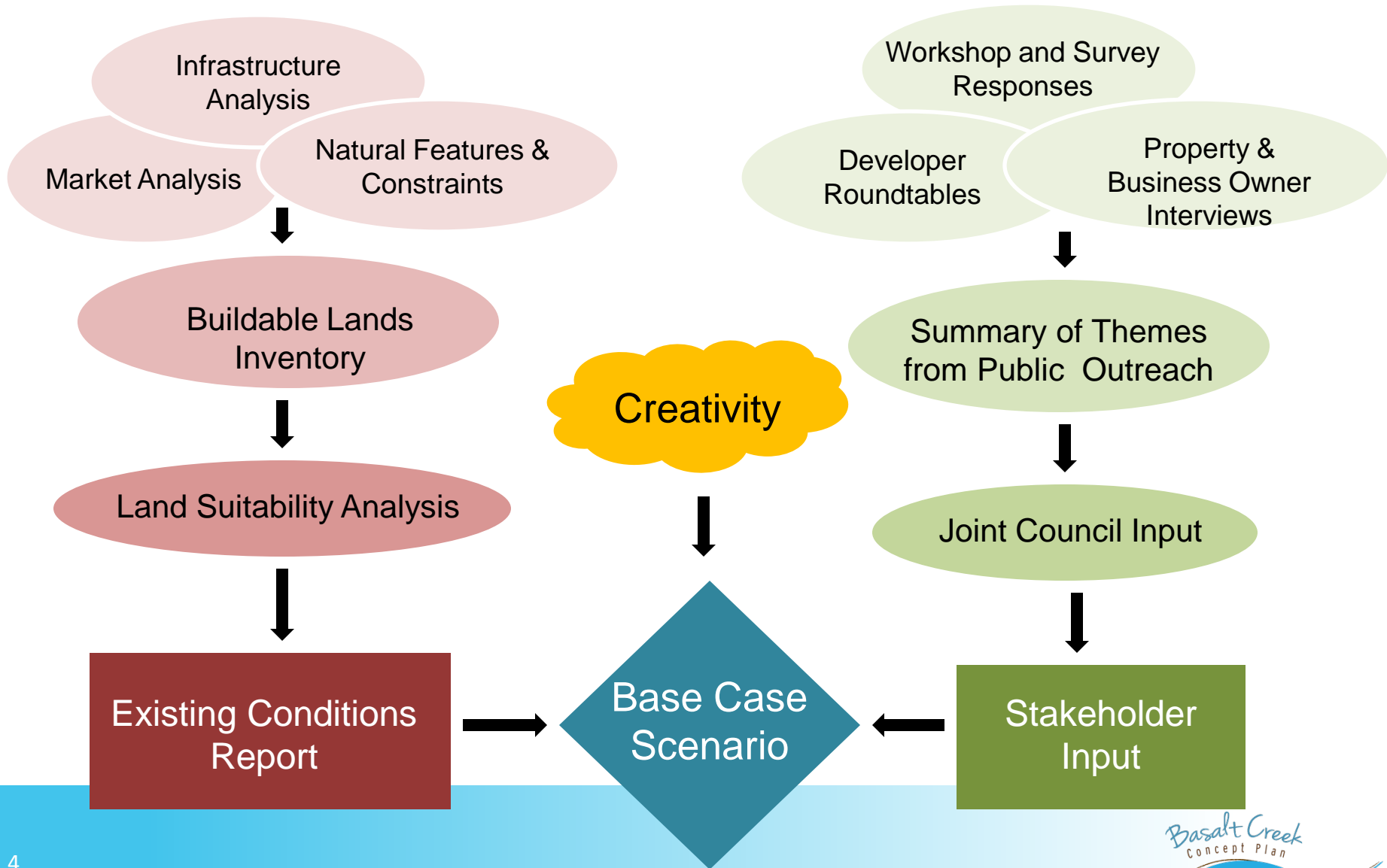


\* Tualatin and Wilsonville Planning Commissions and City Councils will be engaged and updated regularly throughout the concept planning process. Exact dates for meetings regarding Basalt Creek will be posted on the project website calendar @ [www.basaltcreek.com/get-involved](http://www.basaltcreek.com/get-involved)

JC = Joint Council Meetings  
IC = Individual Council Meetings



# Building the Base Case



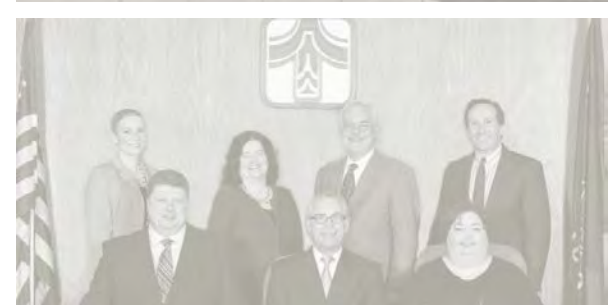
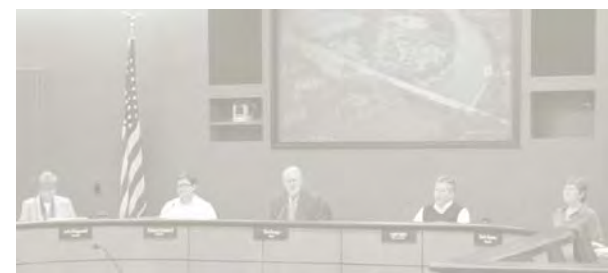
# Base Case Objectives

Base Case  
Scenario

- Design principles focused on conventional land uses types
- Started with the regional forecast and adjusted to be more employment focused
  - Understand impacts on the transportation system and trip sideboards
- Develop an initial city boundary, based on Metro ordinance
  - Understand infrastructure cost and service implications

# *Building the Base Case* Stakeholder Input

- Appropriate transitions between land uses
- Concerns about cut-through traffic
- Desire for green spaces and trails
- Small-scale retail to serve local neighborhoods and workers
- Market demand for updated industrial development type
- Explore creative, innovative land use solutions

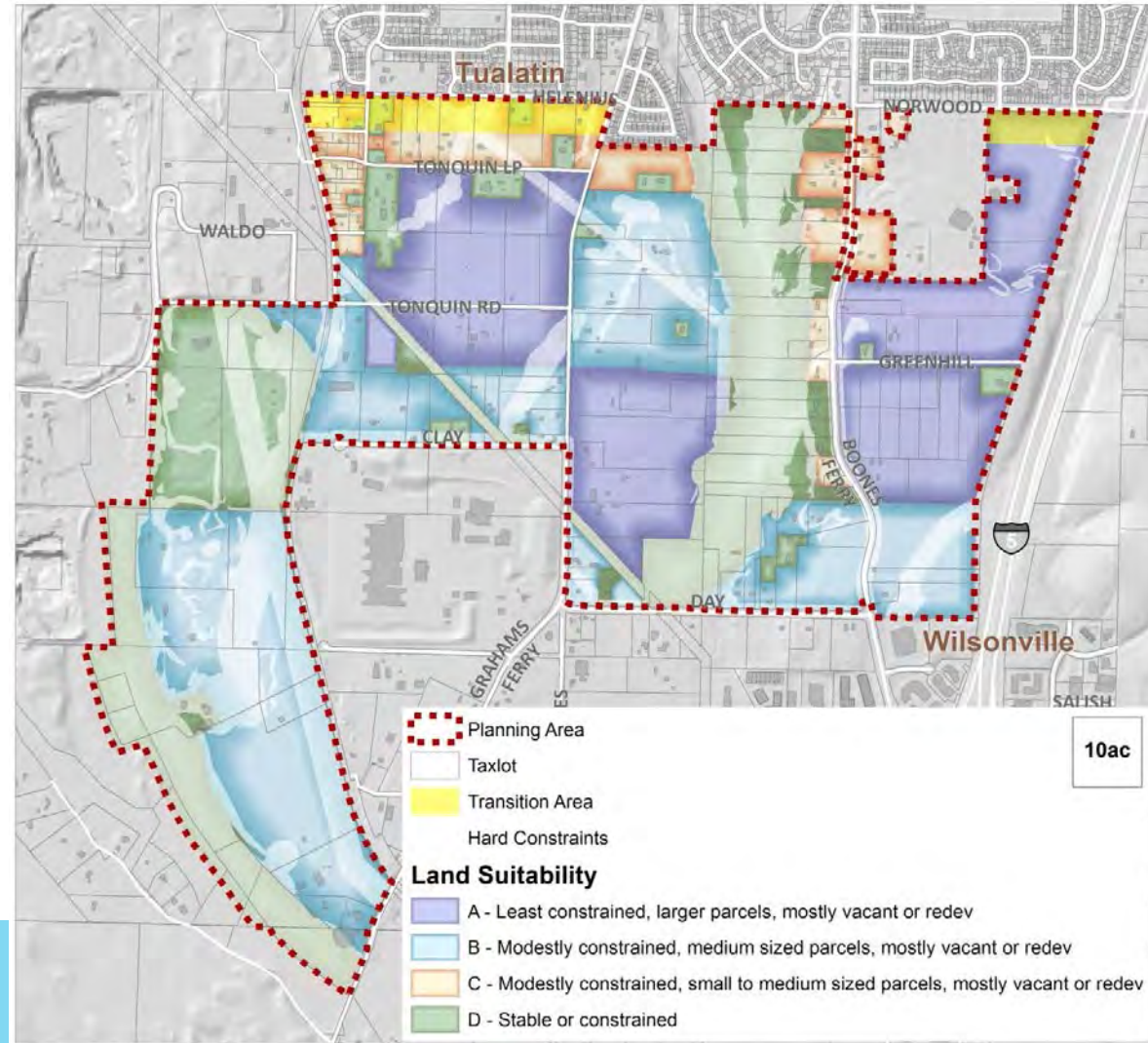




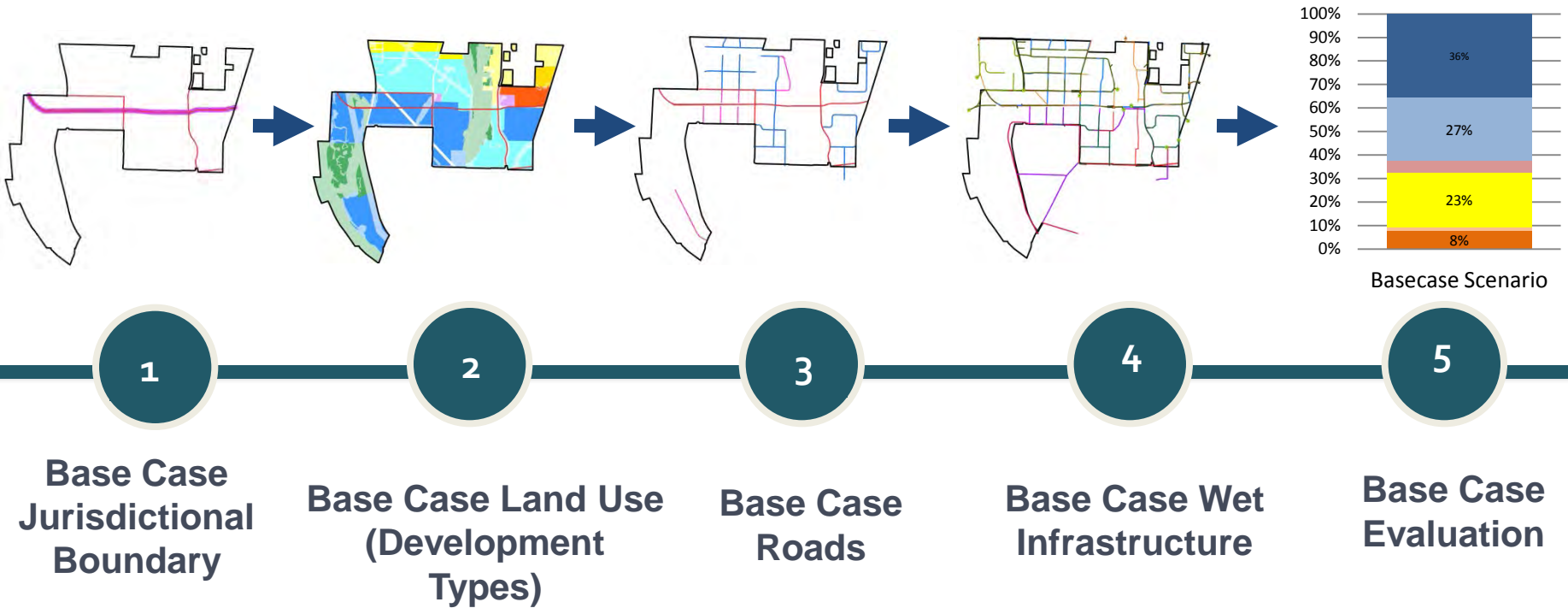
# Building the Base Case

## Land Suitability Analysis

Suitability Category	Vacant Acres
A	197
B	144
C	38
D	12



# Building the Base Case Scenario Development



# *Building the Base Case* Scenarios are Crash Test Dummies







# **BASE CASE SCENARIO: LAND USE (DEVELOPMENT TYPES)**

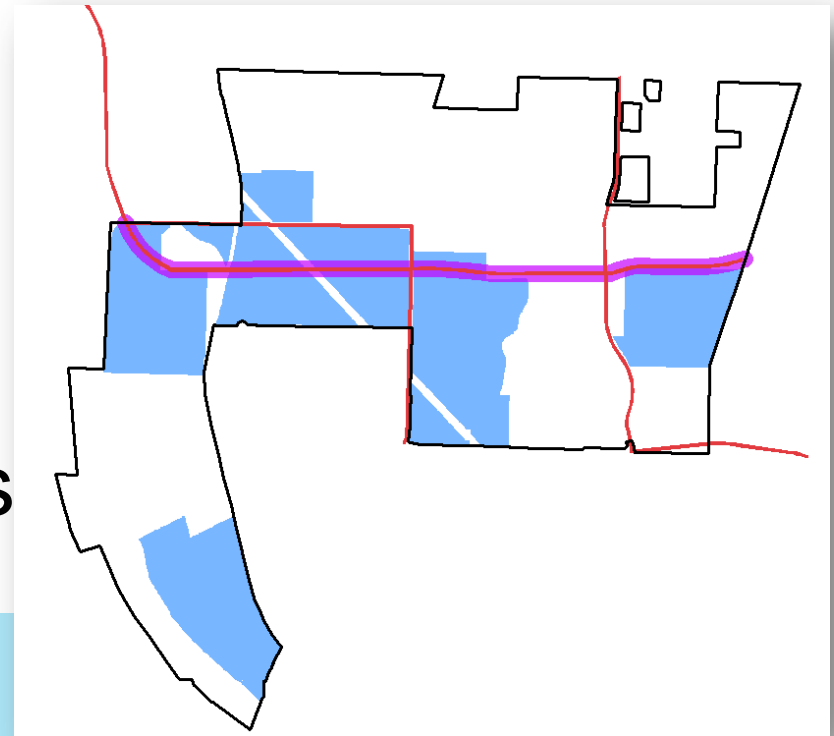
# Light Industrial and Warehousing

## Land Use Mix

- Retail 1%
- Office 5%
- Industrial 94%

## Structure

- Ave. height: 1-2 stories



# Office Park/Flex

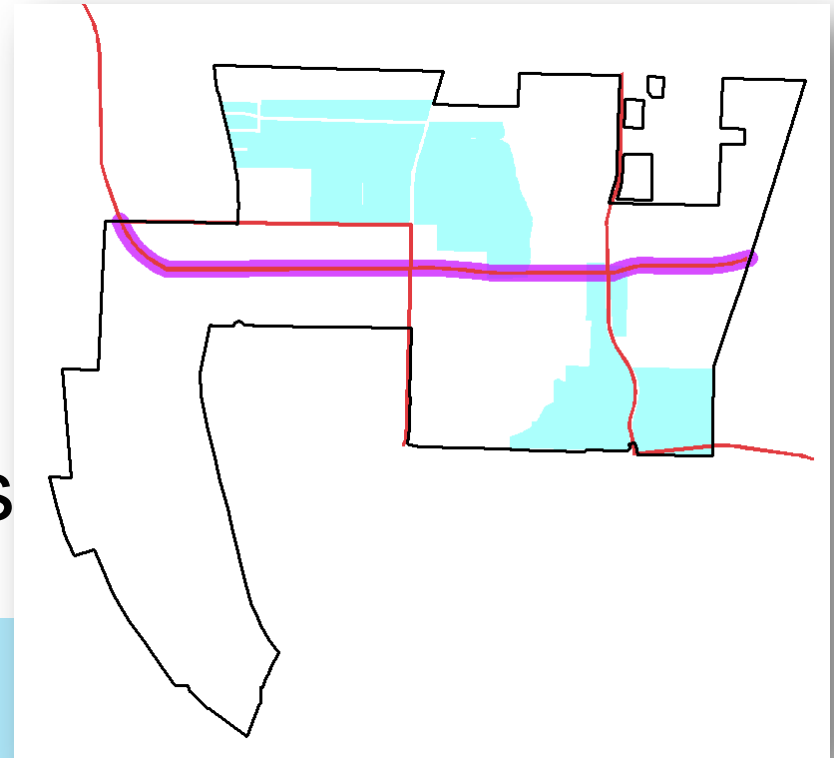


## Land Use Mix

- Retail 13%
- Office 31%
- Industrial 56%

## Structure

- Ave. height: 1-4 stories





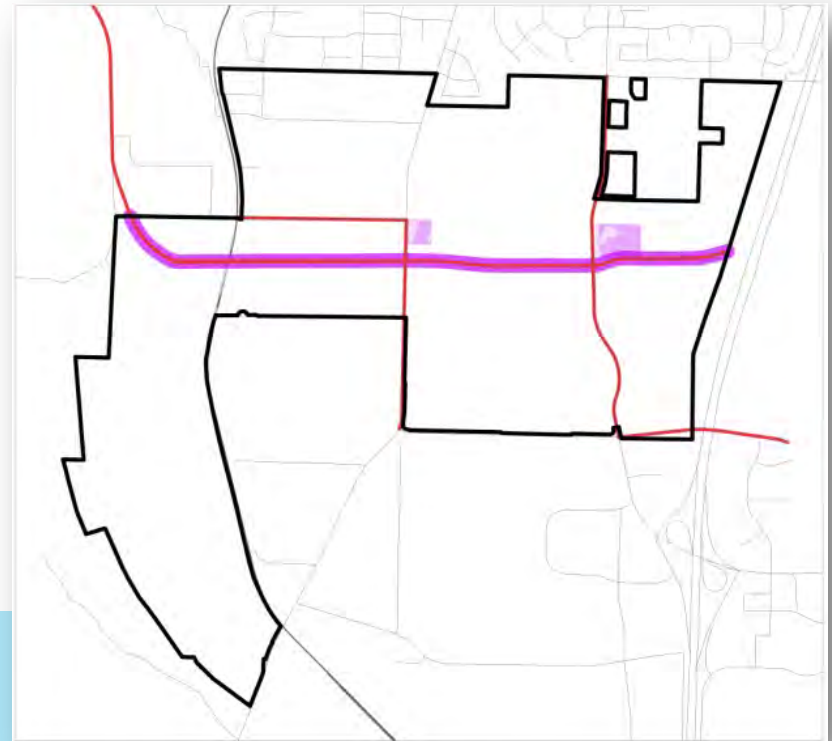
# Neighborhood Commercial

## Land Use Mix

- Commercial
  - Retail 77%
  - Office 7%
- Residential 3%
- Industrial 13%

## Structure

- Ave. height: 1 story



# Conventional Single Family

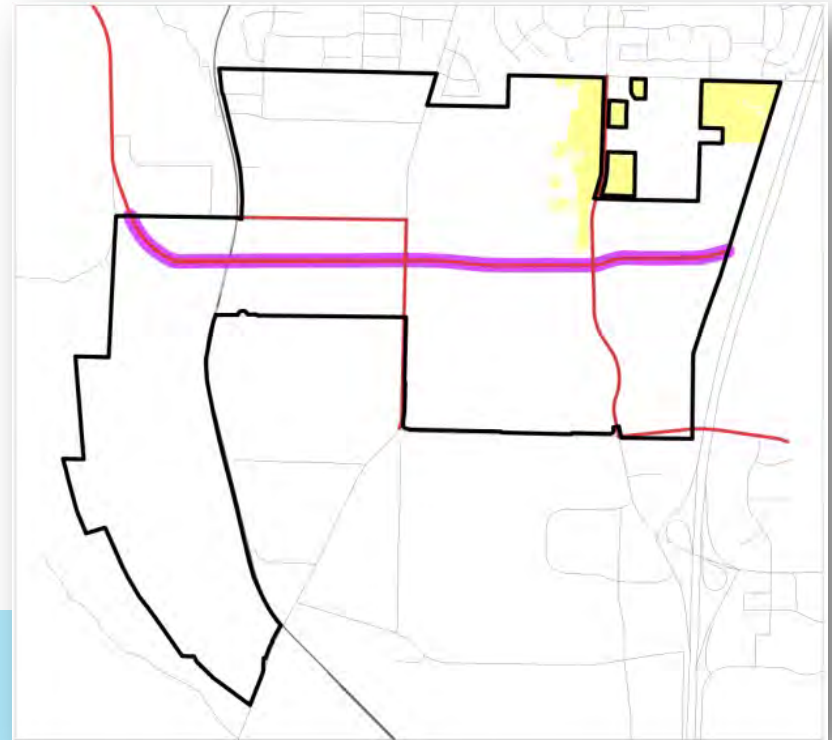


## Land Use Mix

- Single Family
  - 6,000 sf: 12%
  - 7,500 sf: 88%

## Structure

- Ave. height: 2 stories



# Suburban Residential

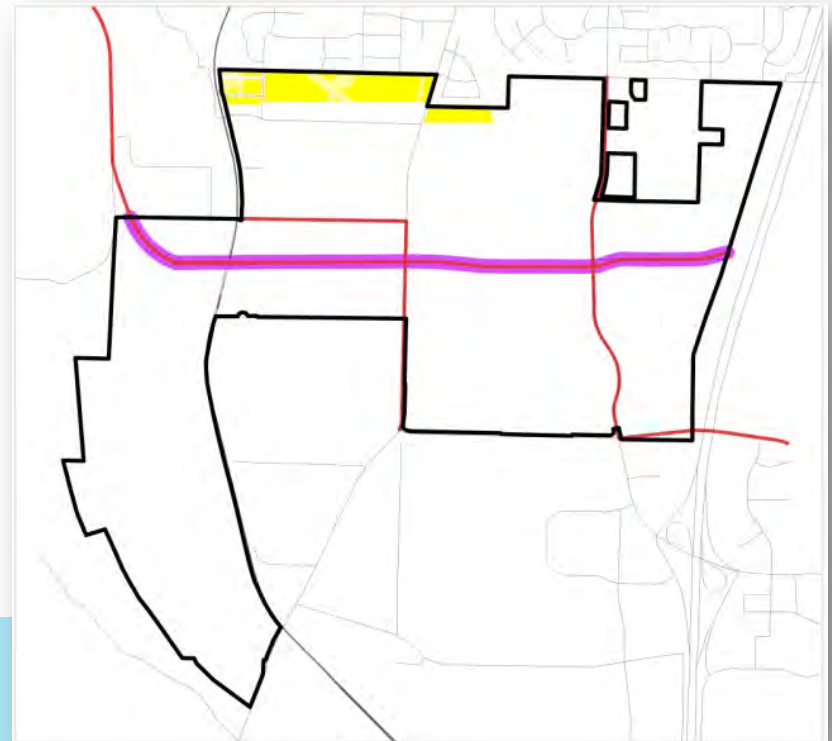


## Land Use Mix

- Single Family
  - 5,000 sf: 50%
  - 6,000 sf: 40%
  - 7,500 sf: 10%

## Structure

- Ave. height: 2 stories





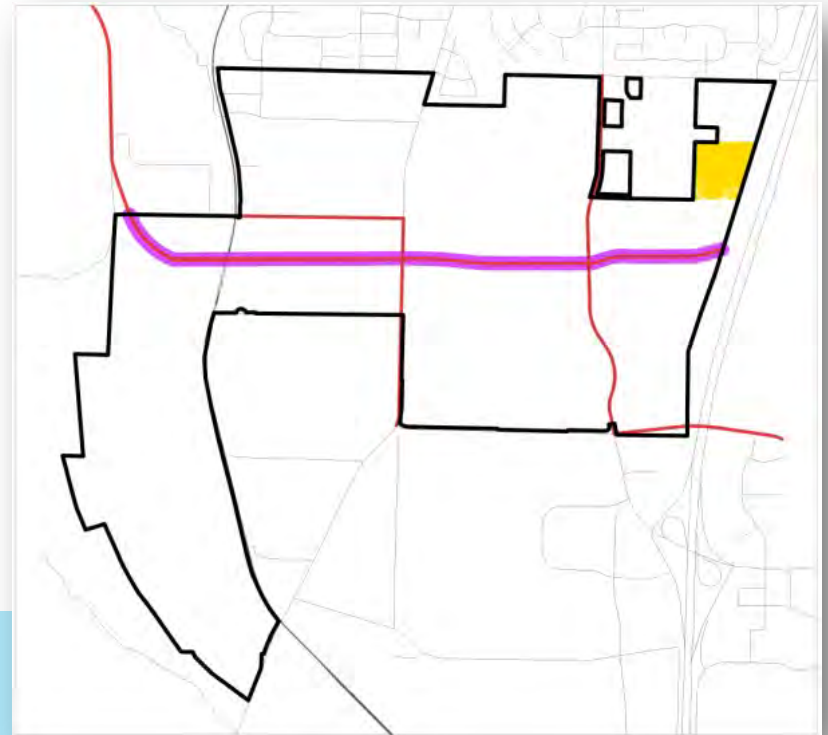
# Compact Neighborhood

## Land Use Mix

- Townhomes 19%
- Single Family
  - 5,000 sf: 23%
  - 6,000 sf: 47%
  - 7,500 sf: 12%

## Structure

- Ave. height: 2 stories



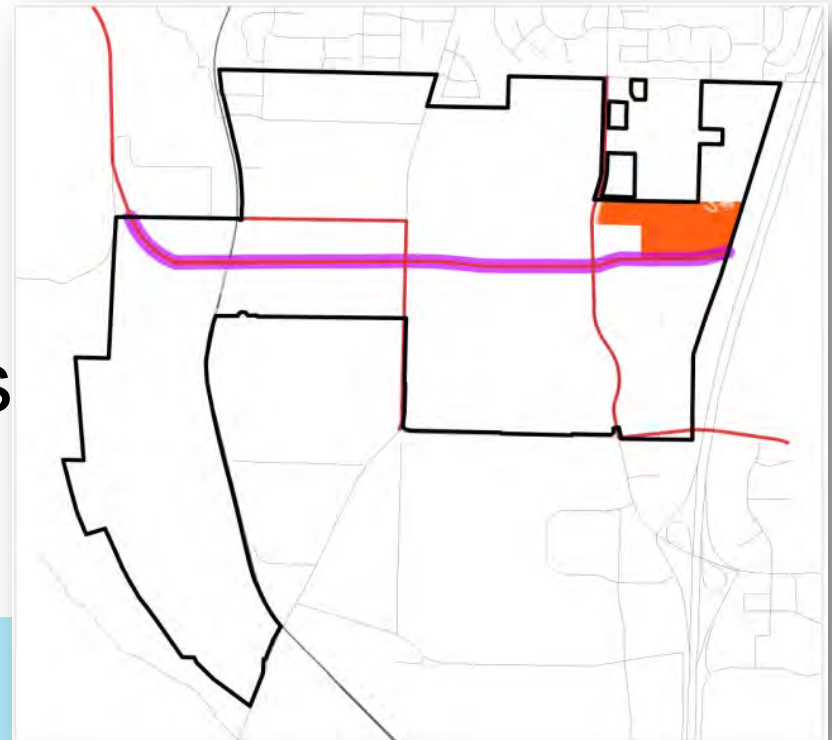
# Suburban Multifamily

## Land Use Mix

- Multifamily 97%
- Townhomes 3%

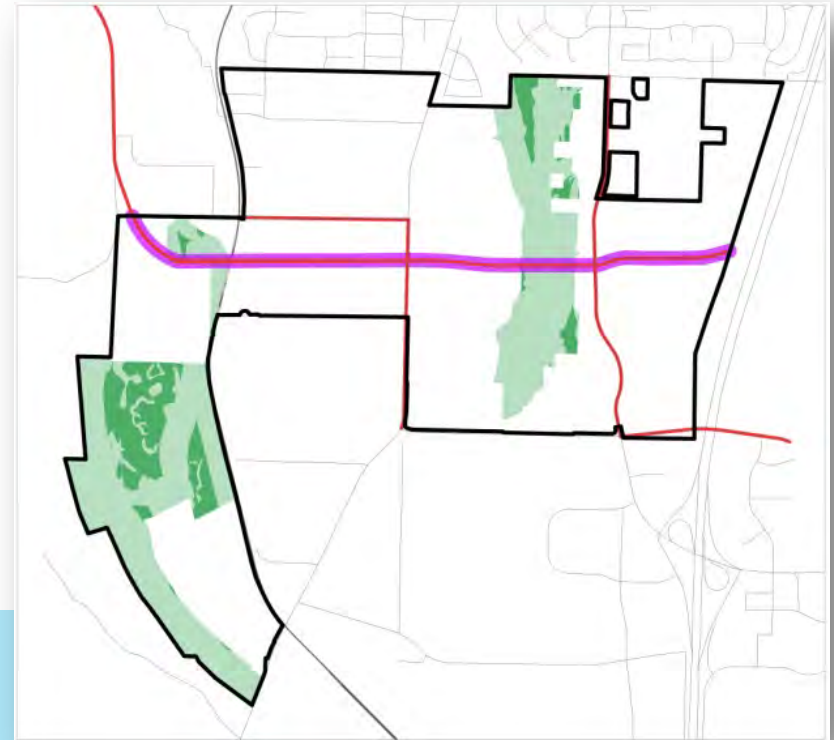
## Structure

- Ave. height: 2-3 stories



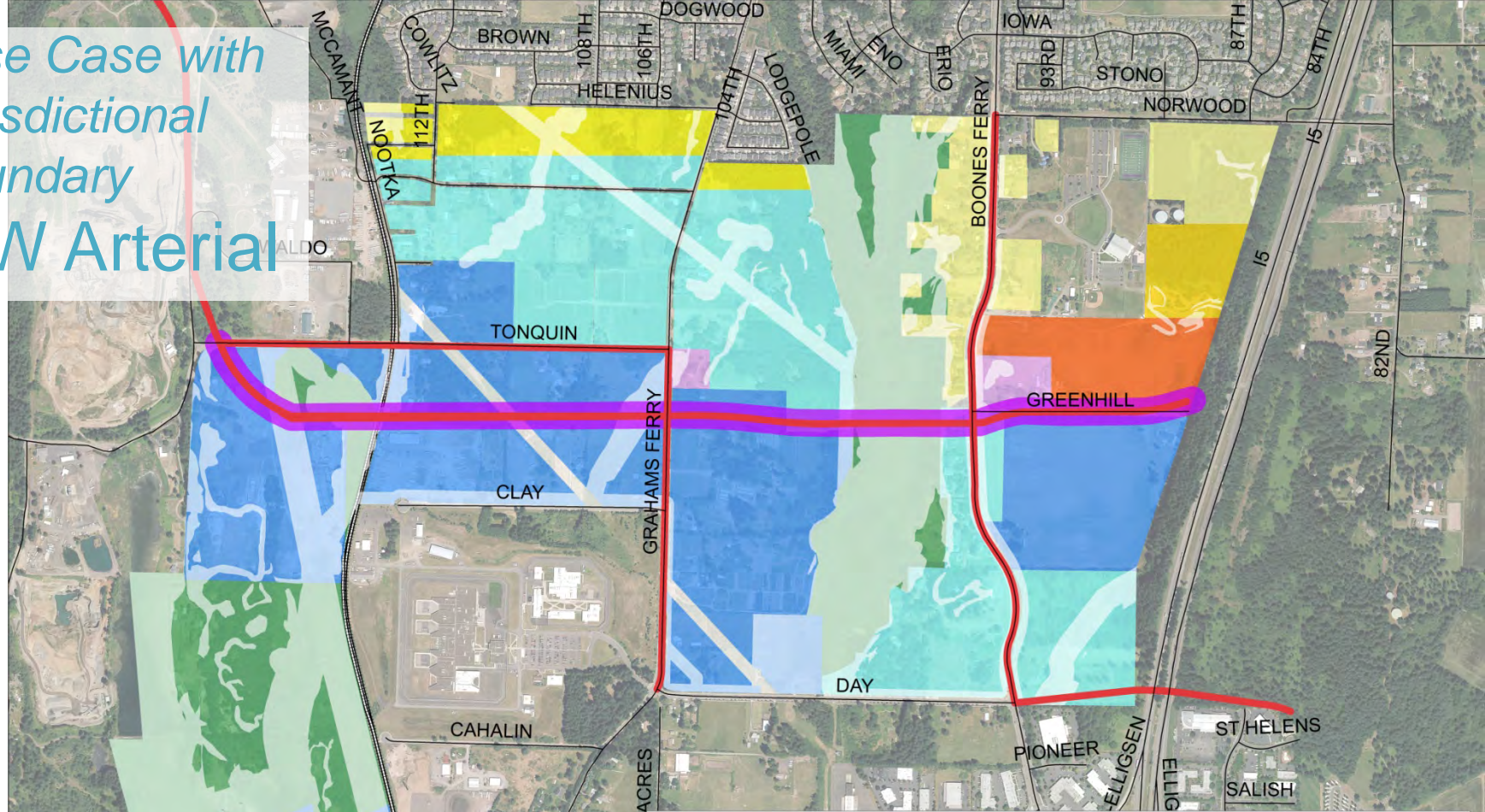
# Undeveloped Natural Areas

- Maintains private ownership
- No trails or open space programming in Base Case
- Regulations would prevent intense development






# Base Case with Jurisdictional Boundary E-W Arterial



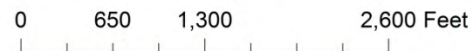
## Basalt Creek Base Case Scenario

### Legend

-  Planned Future Roads
-  Basecase Local Access Roads
-  Basecase Local Connector Roads
-  Basecase Jurisdictional Boundary
-  Existing Streets
-  Railroad

### Development Type

-  Neighborhood Commercial
-  Suburban Multifamily
-  Compact Neighborhood
-  Suburban Residential
-  Conventional Single Family
-  Office Park/Flex
-  Light Industrial and Warehousing
-  Undeveloped Natural Area





# **BASE CASE SCENARIO: INDICATORS (EVALUATION CRITERIA)**

# Comparison to Forecast

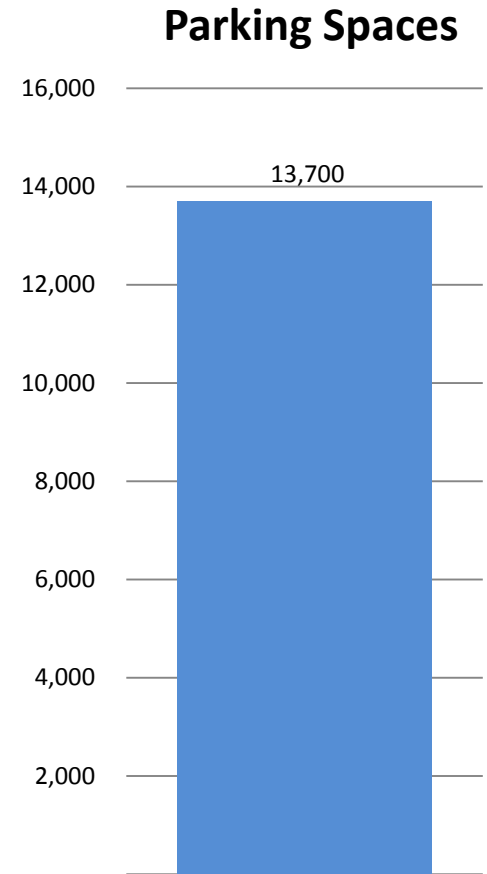
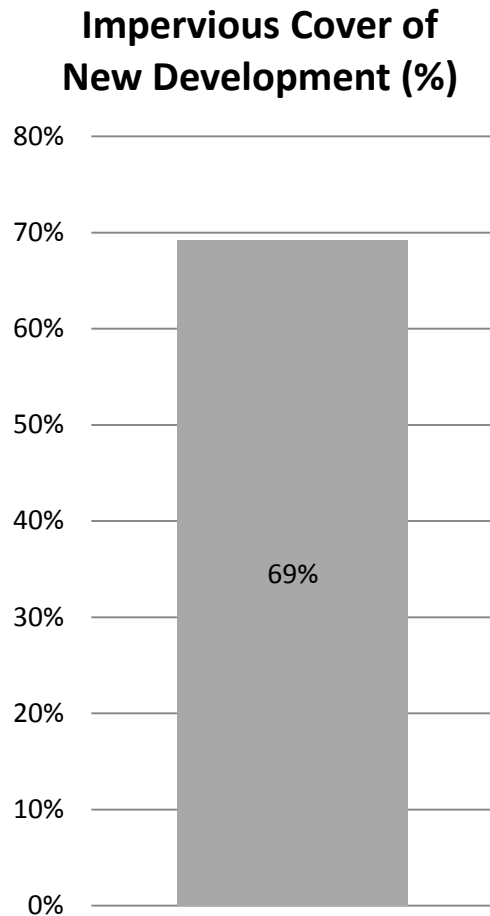
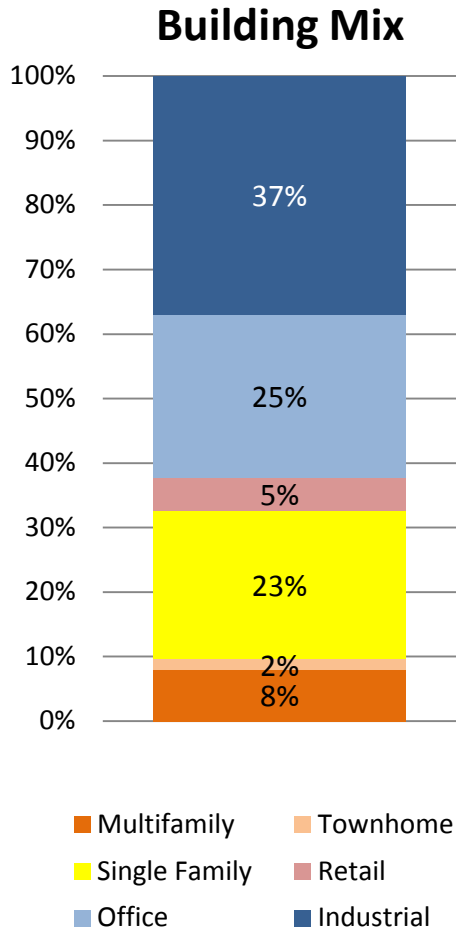
	New Households	New jobs	New trips generated*
<b>Transportation Refinement Plan Forecast</b>	1,386	2,562	1,989
<b>Urban Growth Report Forecast</b>	1,214	2,316	1,638
<b>Base Case</b>	653	4,058	1,968

\*PM Peak Hour trips. Trip rates: Households = 0.63, Retail jobs = 0.73, non-retail jobs = 0.37



# Base Case Indicators

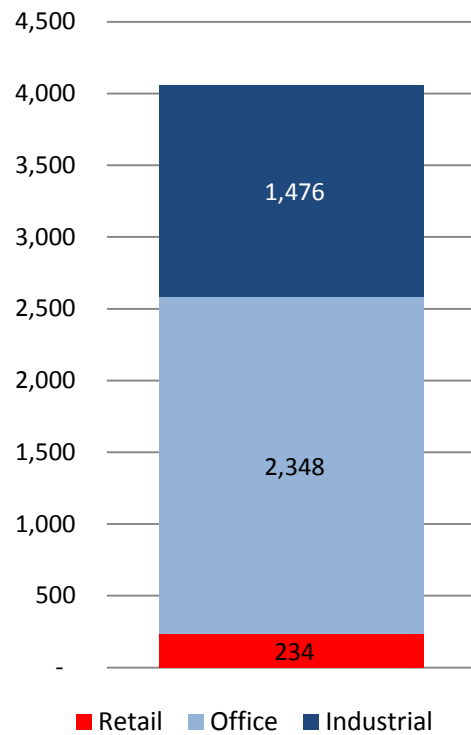
## Physical Form



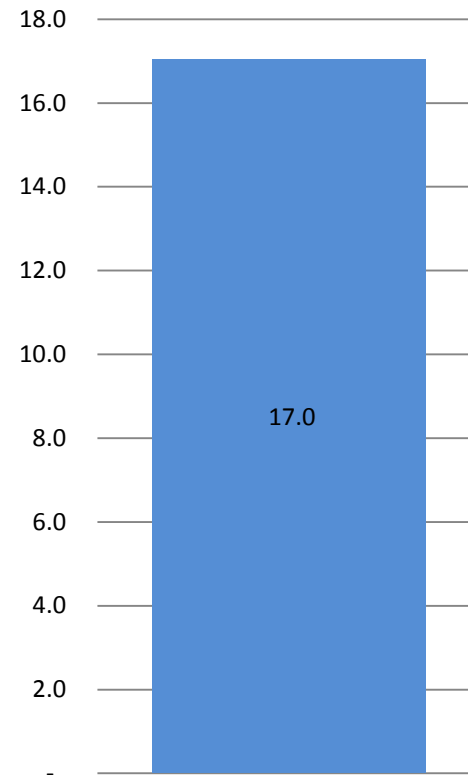
# Base Case Indicators

## Employment

### Employment by Type



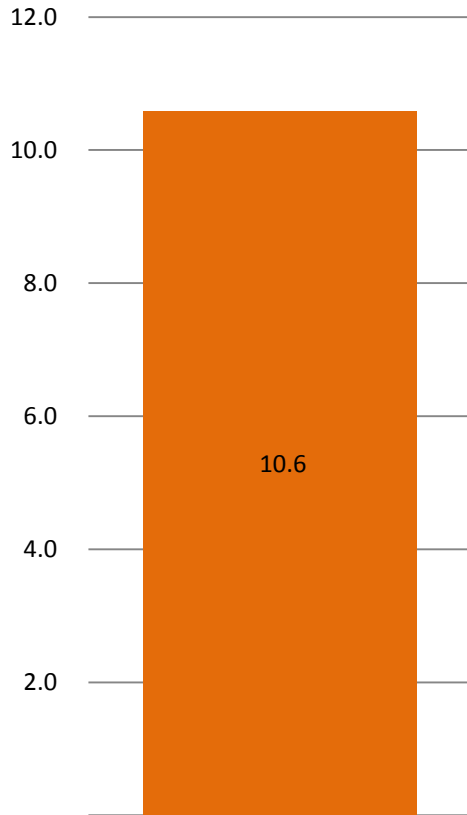
### Jobs per Net Acre



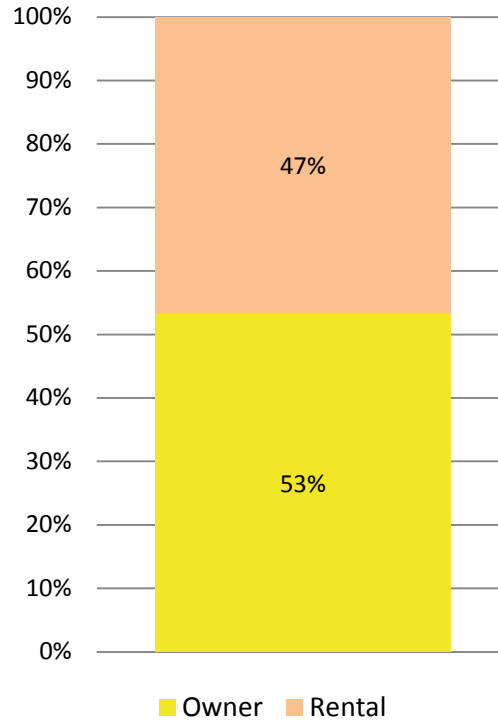
# Base Case Indicators

## Housing

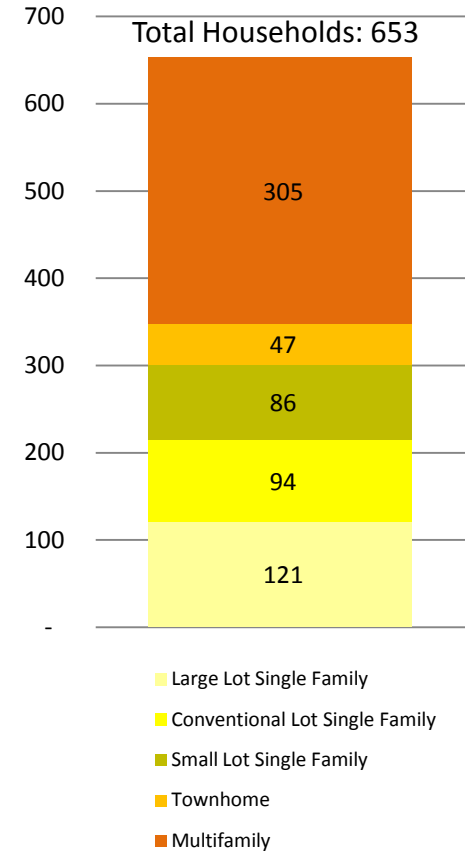
### Housing Units per Net Acre



### Owner / Renter Mix



### Housing by Type

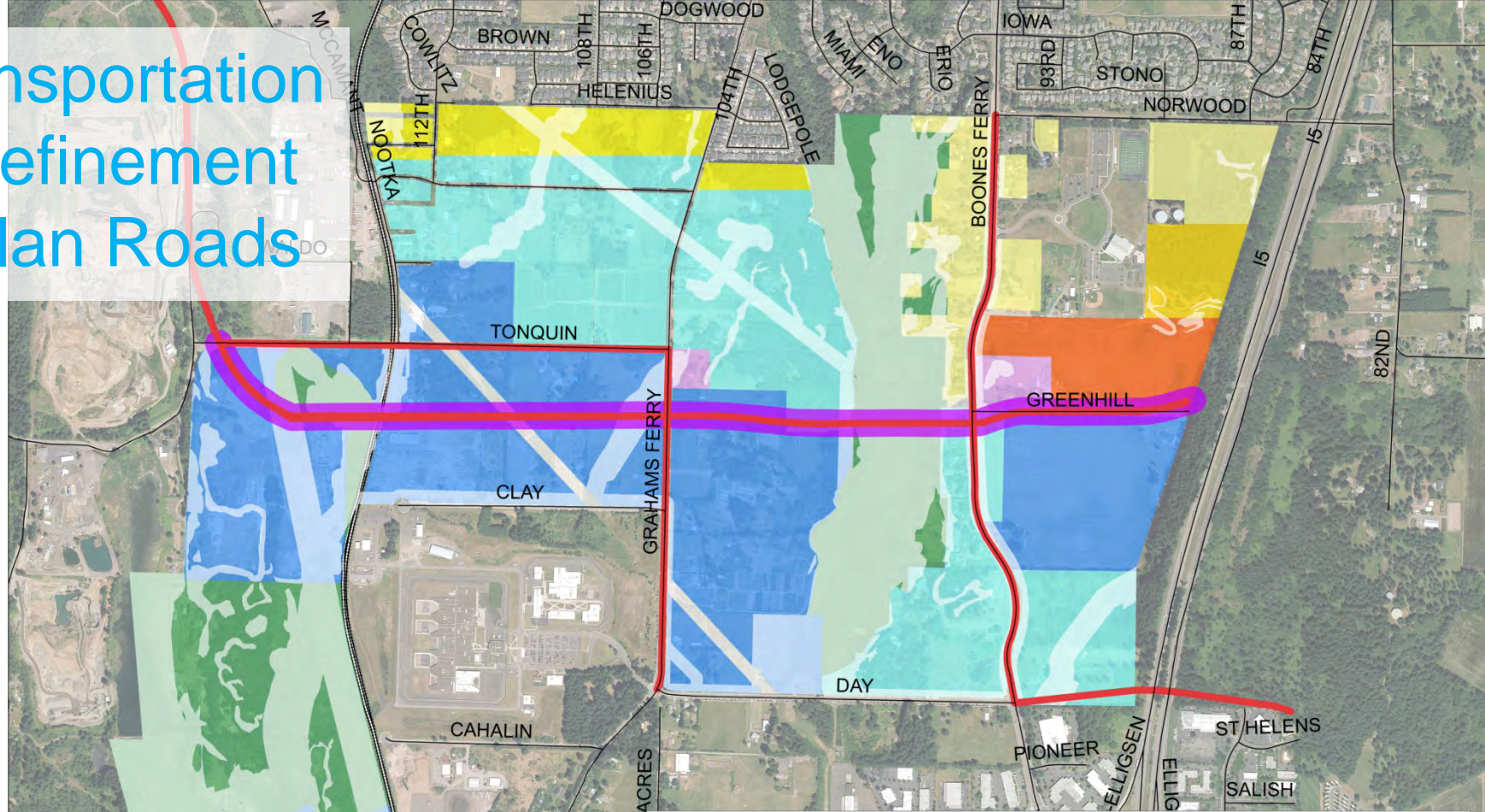






# **BASE CASE SCENARIO: TRANSPORTATION**

# Transportation Refinement Plan Roads



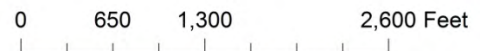
## Basalt Creek Base Case Scenario

### Legend

-  Planned Future Roads
-  Basecase Local Access Roads
-  Basecase Local Connector Roads
-  Basecase Jurisdictional Boundary
-  Existing Streets
-  Railroad

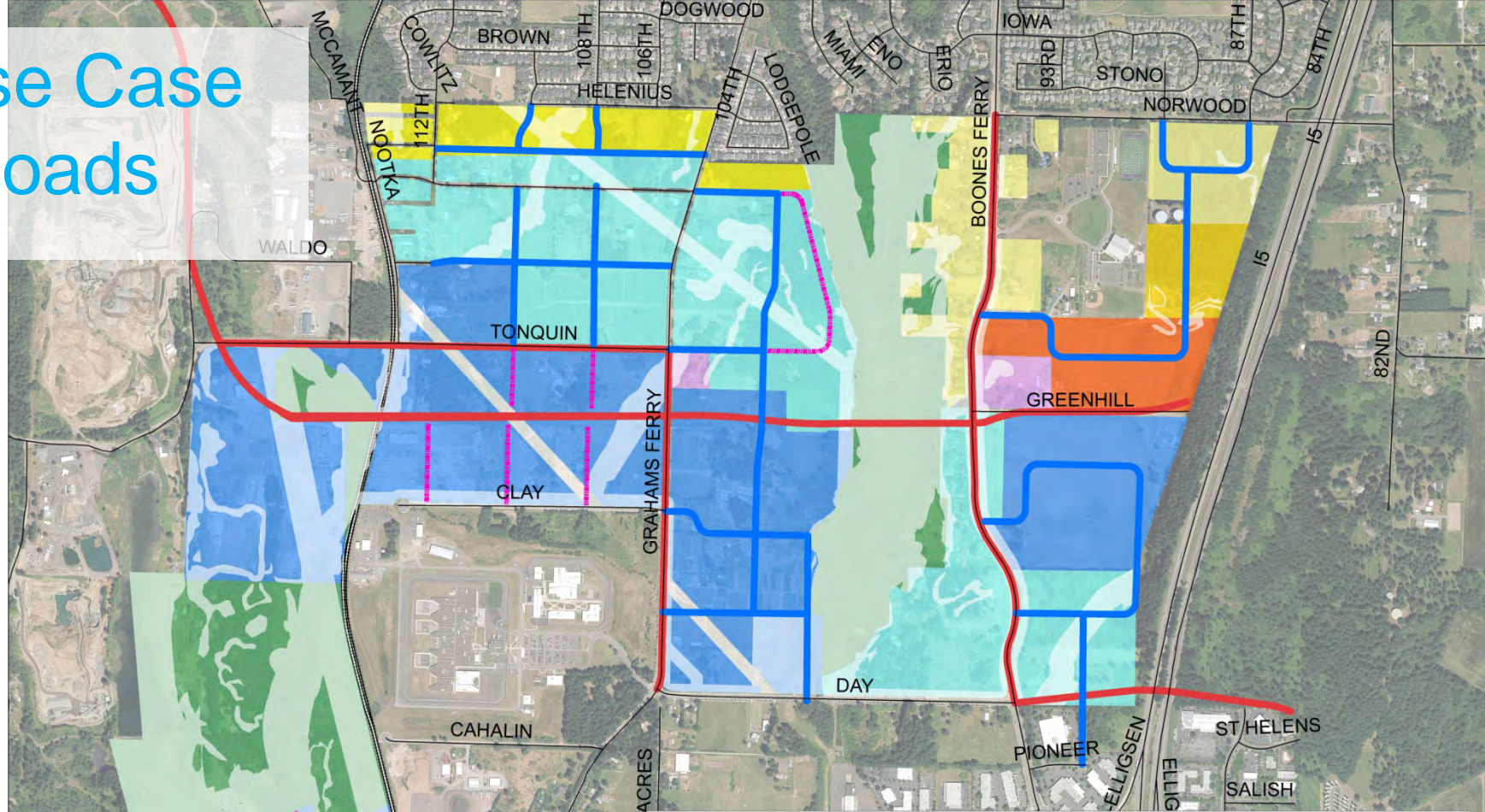
### Development Type

-  Neighborhood Commercial
-  Suburban Multifamily
-  Compact Neighborhood
-  Suburban Residential
-  Conventional Single Family
-  Office Park/Flex
-  Light Industrial and Warehousing
-  Undeveloped Natural Area





# Base Case Roads



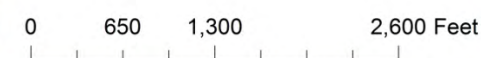
## Basalt Creek Base Case Scenario

### Legend

- Planned Future Roads
- Basecase Local Access Roads
- Basecase Local Connector Roads
- Basecase Jurisdictional Boundary
- Existing Streets
- Railroad

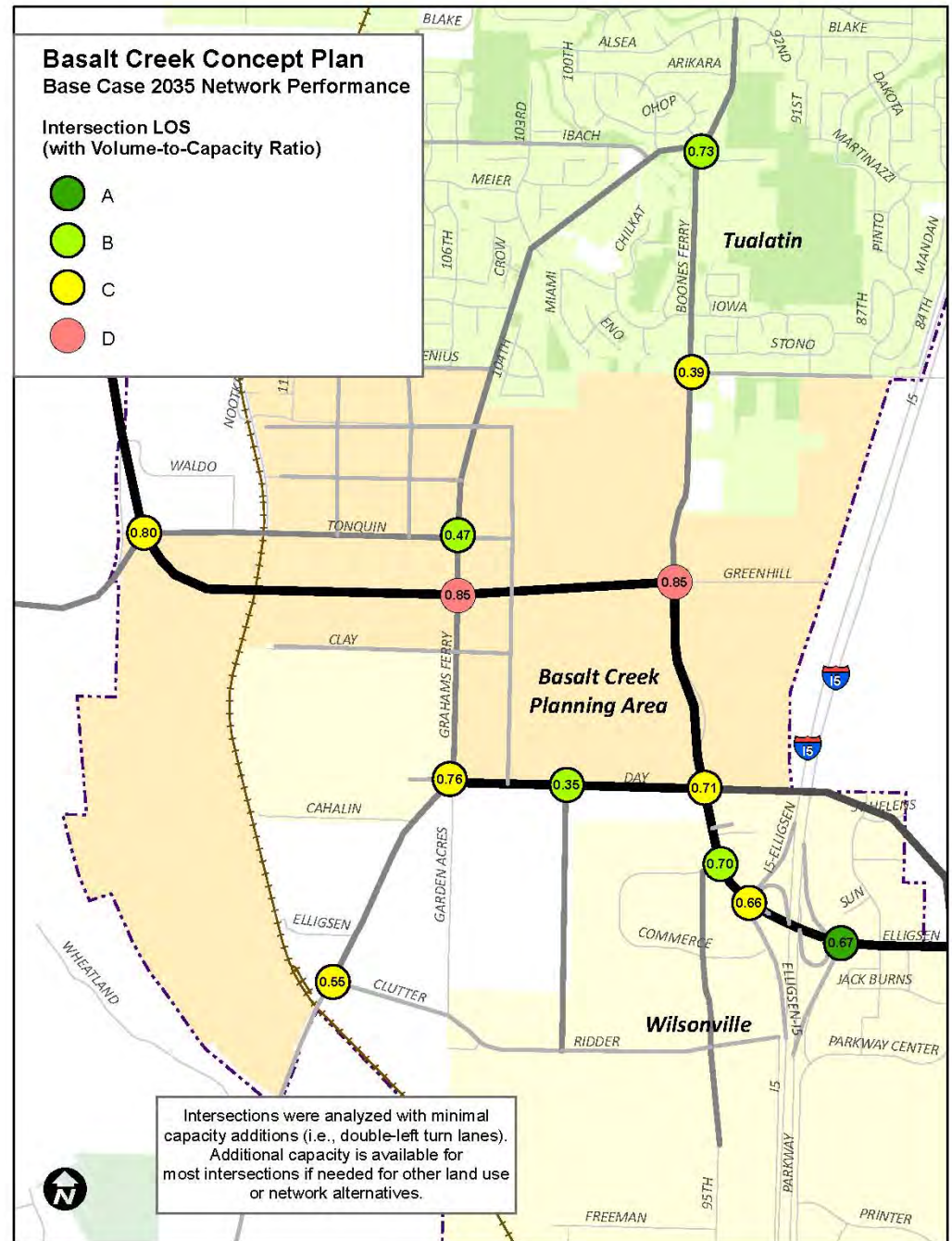
### Development Type

- Neighborhood Commercial
- Suburban Multifamily
- Compact Neighborhood
- Suburban Residential
- Conventional Single Family
- Office Park/Flex
- Light Industrial and Warehousing
- Undeveloped Natural Area

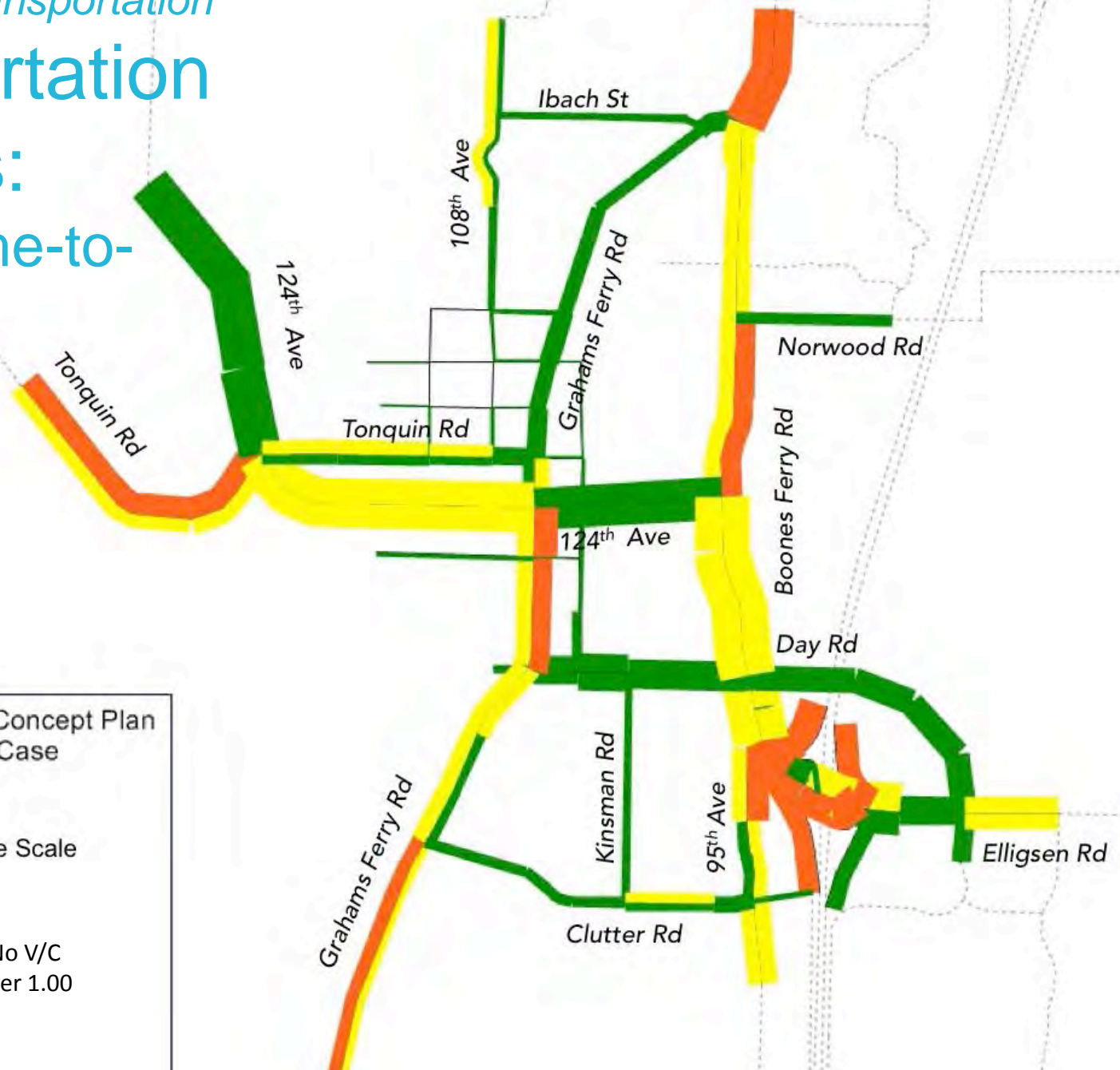
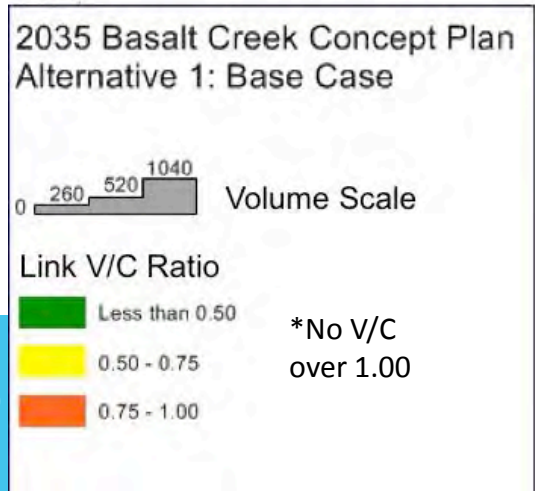




# Base Case Transportation Transportation Analysis: Intersection Volume-to- Capacity



# Base Case Transportation Transportation Analysis: Link Volume-to- Capacity



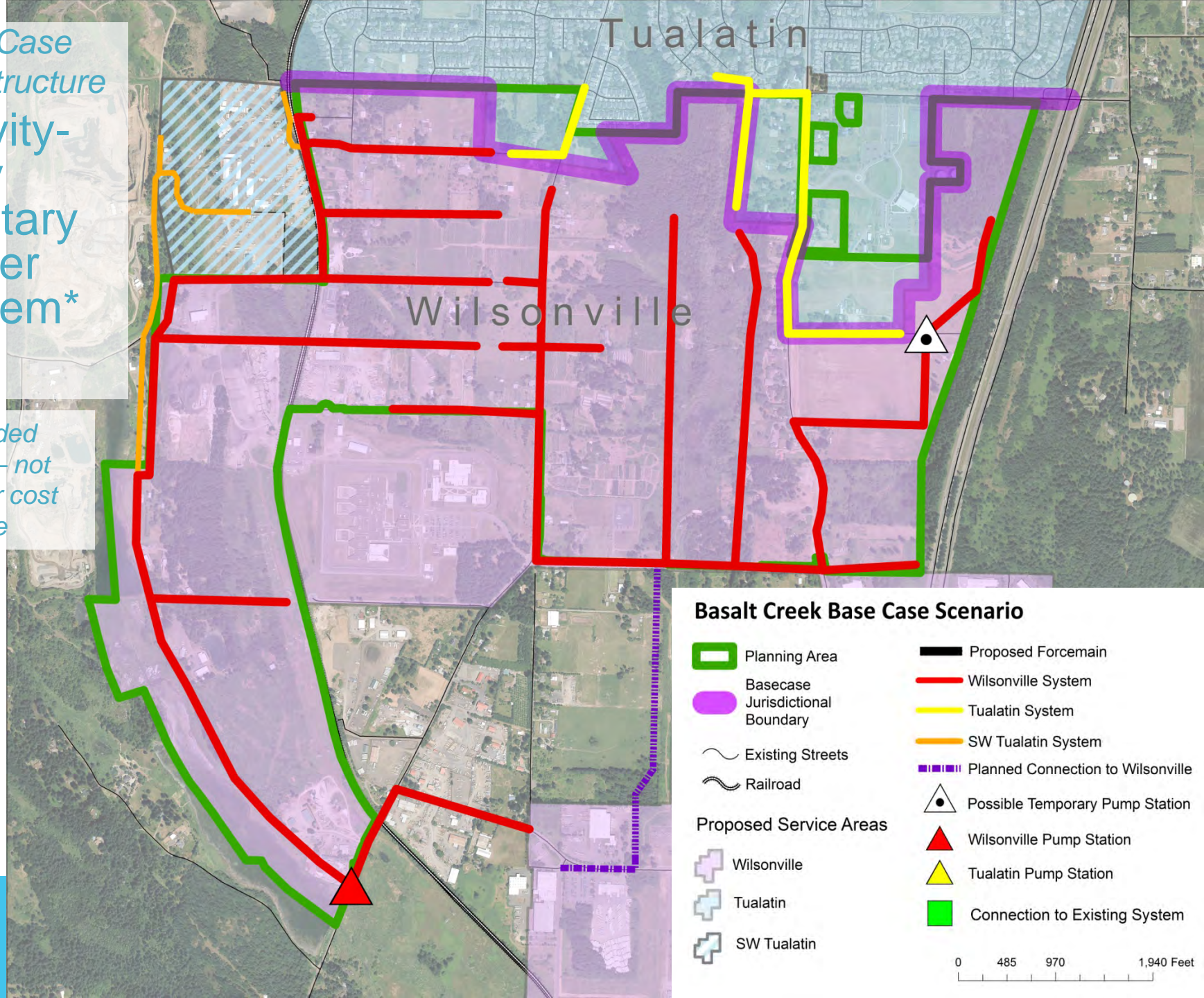


# **BASE CASE SCENARIO: WET INFRASTRUCTURE**



Base Case  
Infrastructure  
Gravity-  
Only  
Sanitary  
Sewer  
System\*

\*Discarded  
Option – not  
used for cost  
estimate



**Basalt Creek Base Case Scenario**

- Planning Area
- Basecase Jurisdictional Boundary
- Existing Streets
- Railroad
- Proposed Service Areas: Wilsonville
- Proposed Service Areas: Tualatin
- Proposed Service Areas: SW Tualatin
- Proposed Forcemain
- Wilsonville System
- Tualatin System
- SW Tualatin System
- Planned Connection to Wilsonville
- Possible Temporary Pump Station
- Wilsonville Pump Station
- Tualatin Pump Station
- Connection to Existing System

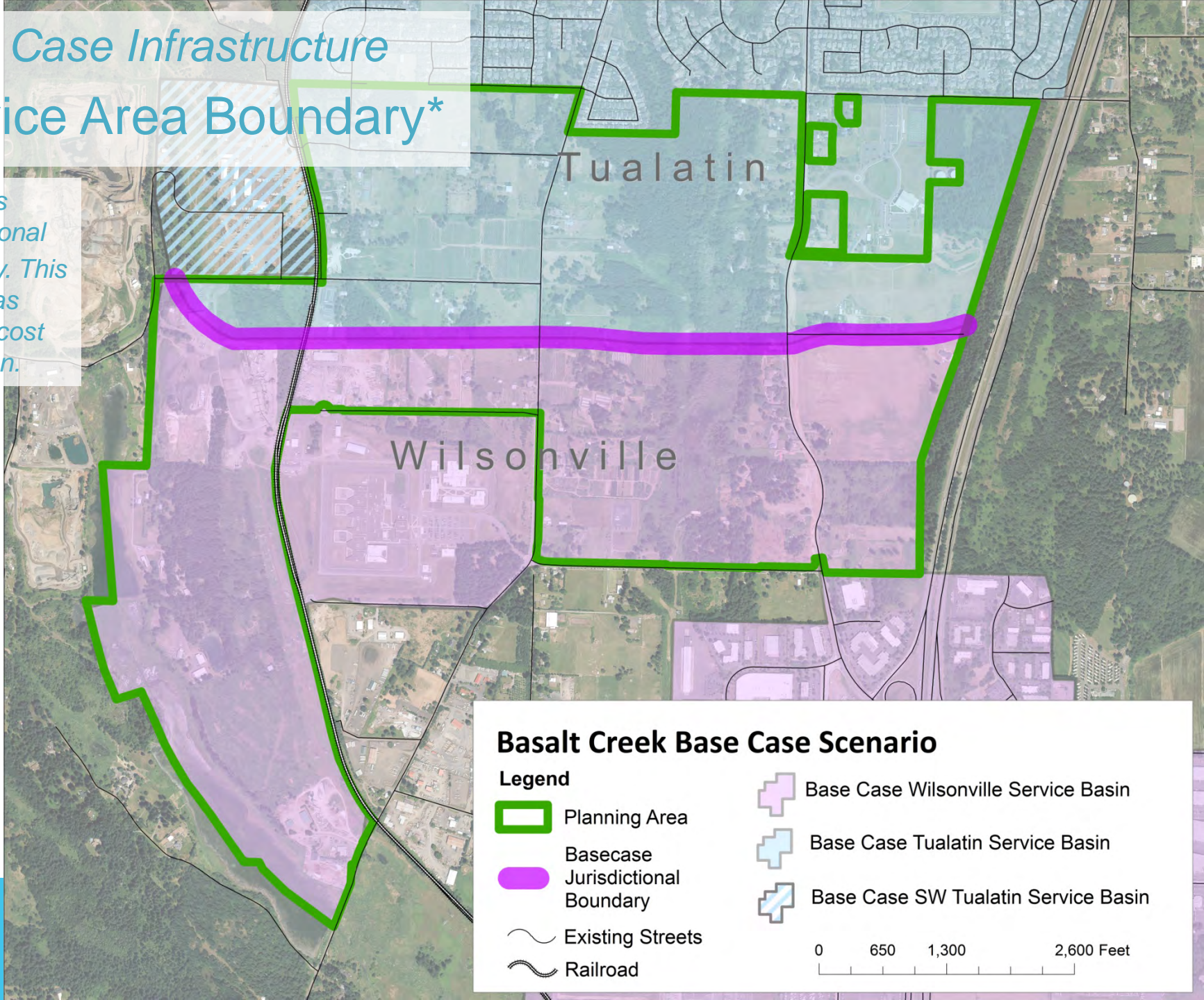
0 485 970 1,940 Feet



# Base Case Infrastructure


## Service Area Boundary\*




\*Same as Jurisdictional Boundary. This option was used for cost estimation.



### Basalt Creek Base Case Scenario

#### Legend

-  Planning Area
-  Basecase Jurisdictional Boundary
-  Existing Streets
-  Railroad

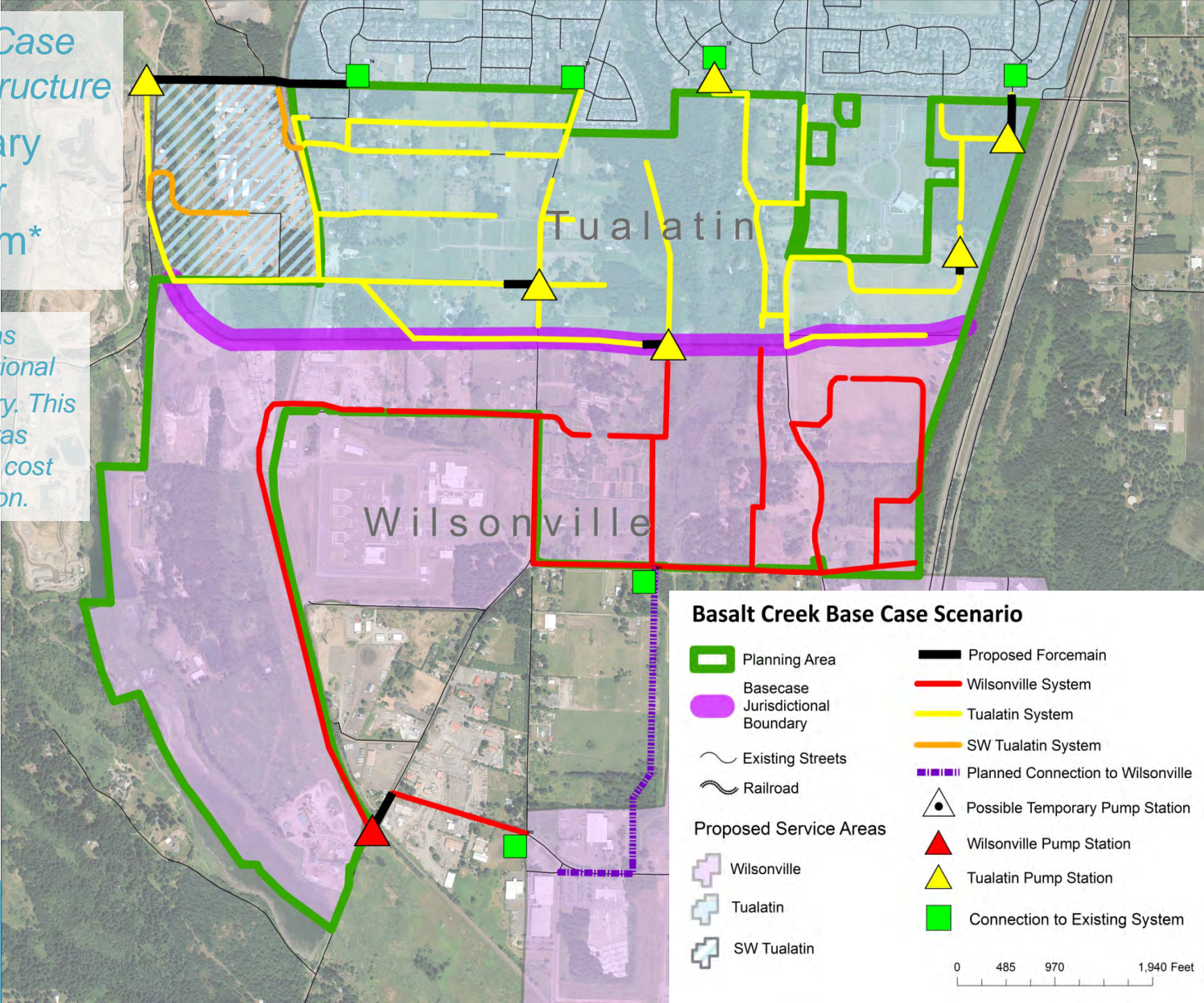
-  Base Case Wilsonville Service Basin
-  Base Case Tualatin Service Basin
-  Base Case SW Tualatin Service Basin

0 650 1,300 2,600 Feet



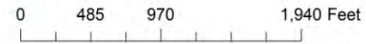
# Base Case Infrastructure Sanitary Sewer System\*

\*Same as Jurisdictional Boundary. This option was used for cost estimation.



## Basalt Creek Base Case Scenario

- Planning Area
  - Basecase Jurisdictional Boundary
  - Existing Streets
  - Railroad
  - Planned Connection to Wilsonville
  - Possible Temporary Pump Station
  - Wilsonville Pump Station
  - Tualatin Pump Station
  - Connection to Existing System
  - Proposed Forcemain
  - Wilsonville System
  - Tualatin System
  - SW Tualatin System
  - Planned Connection to Wilsonville
  - Possible Temporary Pump Station
  - Wilsonville Pump Station
  - Tualatin Pump Station
  - Connection to Existing System
- Proposed Service Areas
- Wilsonville
  - Tualatin
  - SW Tualatin





# *Base Case Infrastructure*

## Sanitary Sewer System – Comparing Options

### **Gravity-Only**

- Deep pipes (>25 ft.)
- Difficult to phase
- Complicated to finance through SDCs
- Fewer pump stations; fewer upgrades to existing pipes

### **Service Areas Coincide with City Boundaries**

- Shallower pipes
- Simpler to phase and finance
- 7 pump stations
- Ongoing O&M costs for pump stations; pipe upgrades in Tualatin

# Base Case Infrastructure

## Sanitary Sewer Concept Plan

### Proposed Pump Stations

- Tualatin: **5** (+ 1 existing PS upgrade)
- Wilsonville: **1**

### Total Length of Pipe

Jurisdiction	Pipe Length (miles)
Tualatin	7.5
Wilsonville	4.8

### Peak Flows

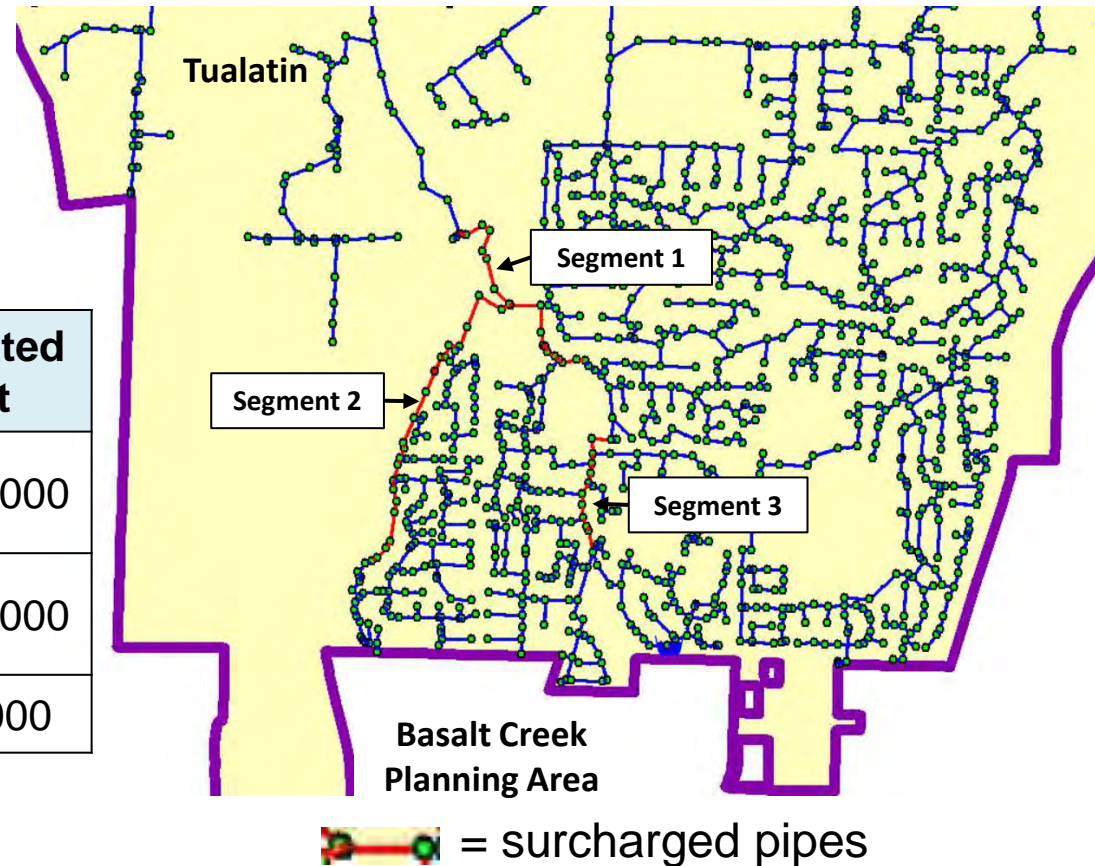
Jurisdiction	Peak Flow (gal/day)
Tualatin	1,134,000
Wilsonville	816,000
<b>TOTAL</b>	<b>1,950,000</b>

# Base Case Infrastructure

## Sanitary Sewer Tualatin System

Expected upgrades:

No.	Original Pipe Size	Upgrade To	Estimated Cost
1	10-15 inches	12-18 inches	\$1,000,000
2	10-15 inches	18 inches	\$1,600,000
3	8 inches	12 inches	\$800,000





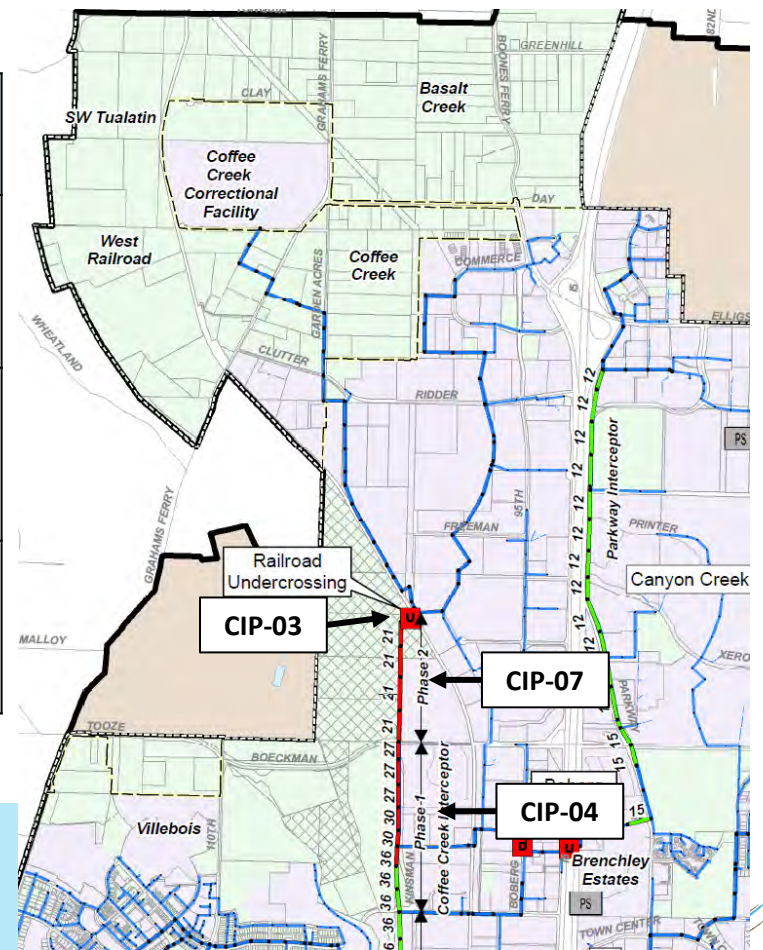
# Base Case Infrastructure

## Sanitary Sewer - Wilsonville

### System

Expected upgrades:

Proj. ID No.	Project Name	Upgrade Description	Estimated Cost
CIP-03	Coffee Creek Interceptor RR Undercrossing	Undercrossing, 21 inches	\$190,000
CIP-04	Coffee Creek Interceptor Phase 1	Upsize to 27, 30, and 36 inches	\$2,600,000
CIP-07	Coffee Creek Interceptor Phase 2	Upsize to 21 inches	\$1,700,000



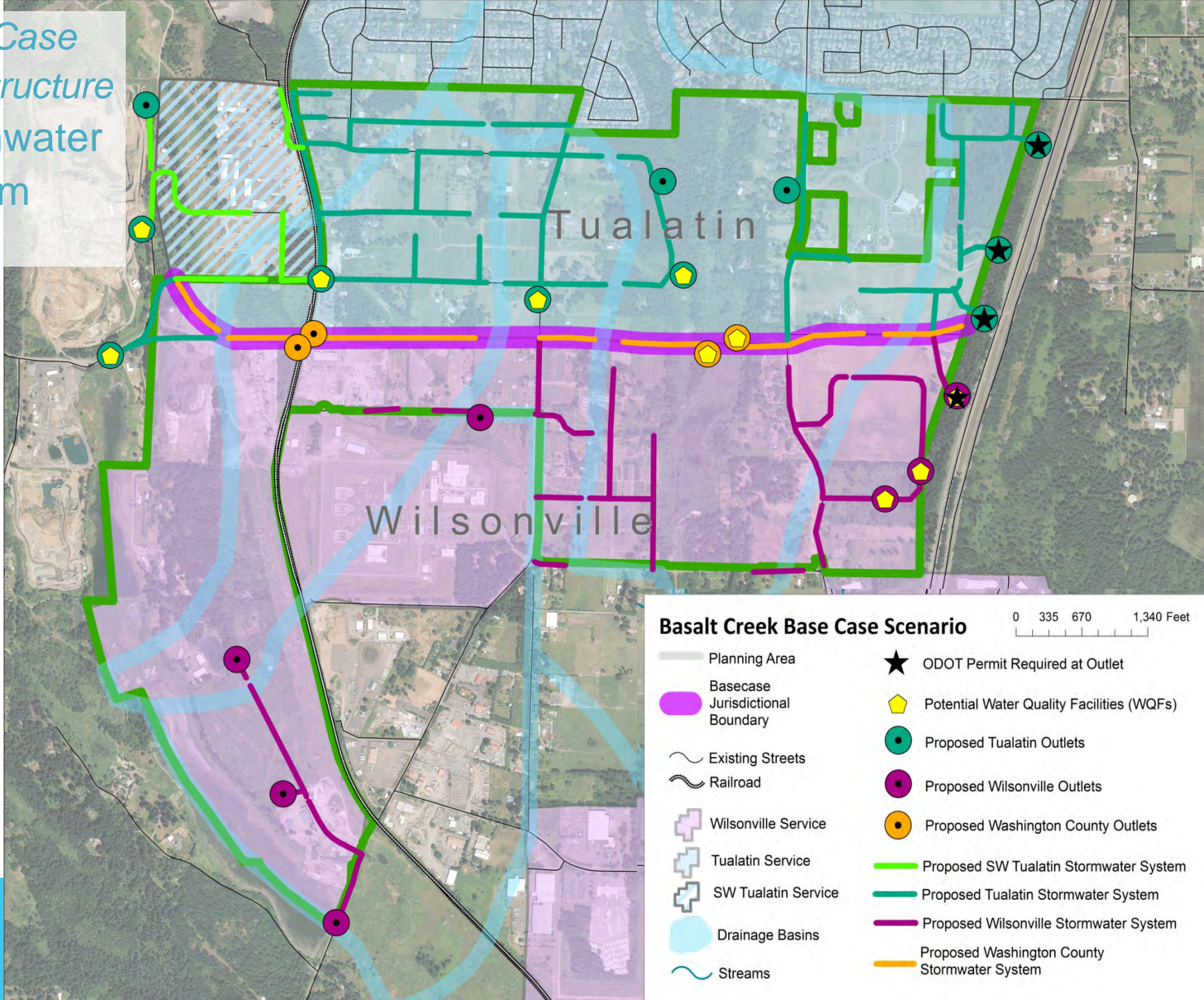
# Base Case Infrastructure Sanitary Sewer Costs

<b>Jurisdiction</b>	<b>Tualatin (\$ Millions)</b>	<b>Wilsonville (\$ Millions)</b>
Basalt Creek Cost	21.7	14.2
Existing System Upgrade Cost	3.4	4.5
<b>Total Cost</b>	<b>25.1</b>	<b>18.7</b>

NOTE: Cost estimate is at a concept level, +100%/-50% accuracy.



# Base Case Infrastructure Stormwater System



**Basalt Creek Base Case Scenario**

0 335 670 1,340 Feet

- Planning Area
- Basecase Jurisdictional Boundary
- Existing Streets
- Railroad
- Wilsonville Service
- Tualatin Service
- SW Tualatin Service
- Drainage Basins
- Streams
- ODOT Permit Required at Outlet
- Potential Water Quality Facilities (WQFs)
- Proposed Tualatin Outlets
- Proposed Wilsonville Outlets
- Proposed Washington County Outlets
- Proposed SW Tualatin Stormwater System
- Proposed Tualatin Stormwater System
- Proposed Wilsonville Stormwater System
- Proposed Washington County Stormwater System



# Base Case Infrastructure Stormwater Concept Plan

## Potential Water Quality Facilities (WQF)

- Tualatin: **5 potential, 4 included in cost estimate**
- Wilsonville: **3**
- Washington County: **2**

## Design Concerns

- Tualatin: Three outlets on eastern edge may require ODOT permits
- Wilsonville: One outlet on eastern edge may require ODOT permit

## Total Pipe Length

Jurisdiction	Pipe Length (miles)
Tualatin	6.0
Wilsonville	3.1

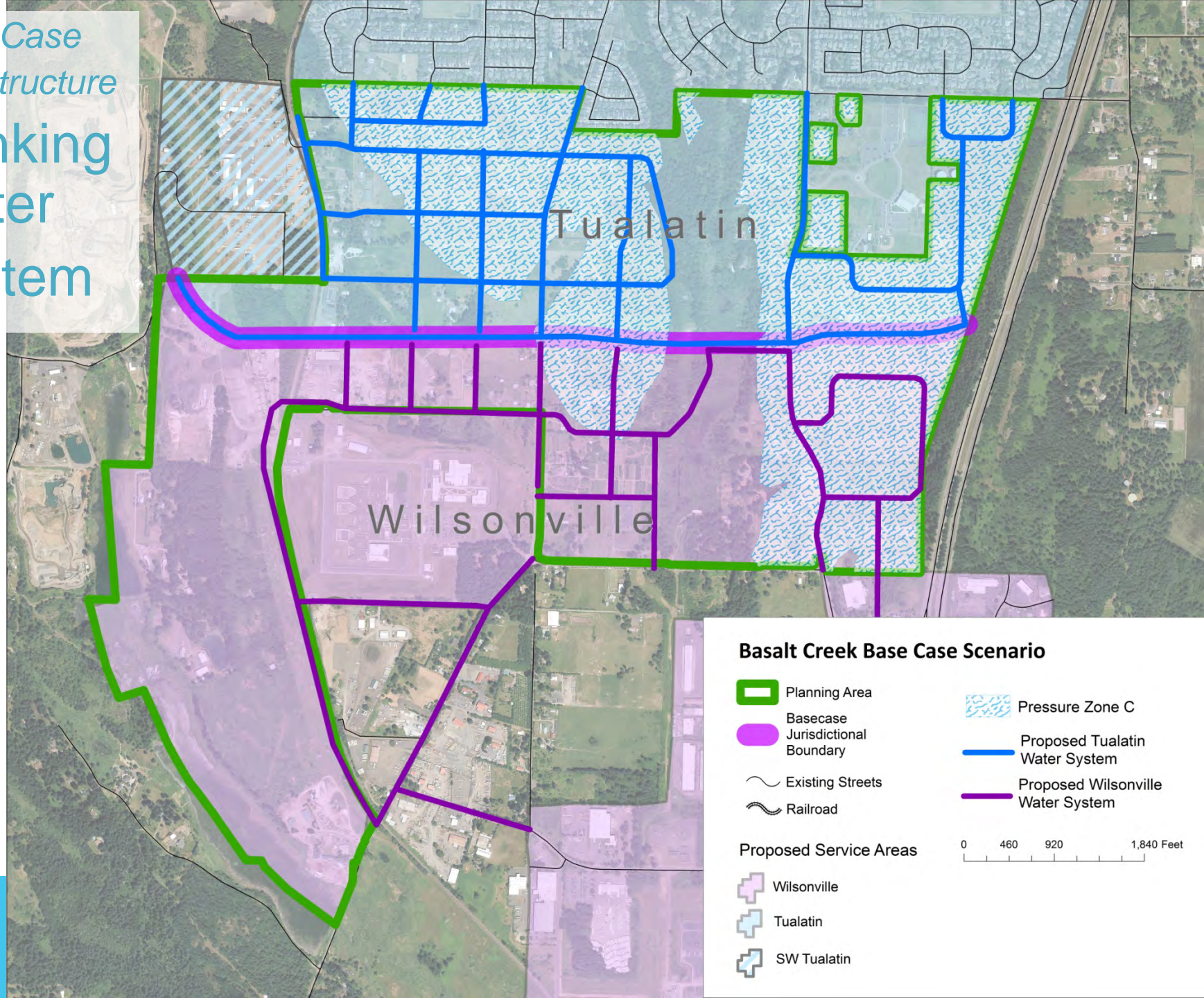
NOTE:  
Stormwater collection for E-W arterial is not included

# Base Case Infrastructure Stormwater Costs

<b>Jurisdiction</b>	<b>Tualatin</b> (\$ Millions)	<b>Wilsonville</b> (\$ Millions)
Basalt Creek Cost	9.1	4.6

NOTE: Cost estimate is at a concept level, +100%/-50% accuracy.

Base Case  
Infrastructure  
Drinking  
Water  
System



**Basalt Creek Base Case Scenario**

-  Planning Area
-  Basecase Jurisdictional Boundary
-  Existing Streets
-  Railroad
-  Pressure Zone C
-  Proposed Tualatin Water System
-  Proposed Wilsonville Water System

**Proposed Service Areas**

-  Wilsonville
-  Tualatin
-  SW Tualatin

0 460 920 1,840 Feet



# *Basecase Infrastructure*

## Drinking Water Concept Plan

### Total Length of Pipe

Jurisdiction	Pipe Length (ft)	Pipe Length (miles)
Tualatin	39,520	7.5
Wilsonville	32,270	6.1

### Peak Flows

Jurisdiction	Max Flow (gal/day)
Tualatin	389,000
Wilsonville	140,500
<b>TOTAL</b>	<b>529,600</b>

### Existing System Impacts

- Wilsonville Improvements: Booster Station at C Level Tank

# Base Case Infrastructure Drinking Water Costs

<b>Jurisdiction</b>	<b>Tualatin (\$ Millions)</b>	<b>Wilsonville (\$ Millions)</b>
Basalt Creek Cost	10.4	8.5
Existing System Upgrade Cost		0.6
<b>Total Cost</b>	<b>10.4</b>	<b>9.1</b>

NOTE: Cost estimate is at a concept level, +100%/-50% accuracy.

# *Base Case Infrastructure*

## **Utility Concept Plan Risks**

### **Shallow Basalt Rock:**

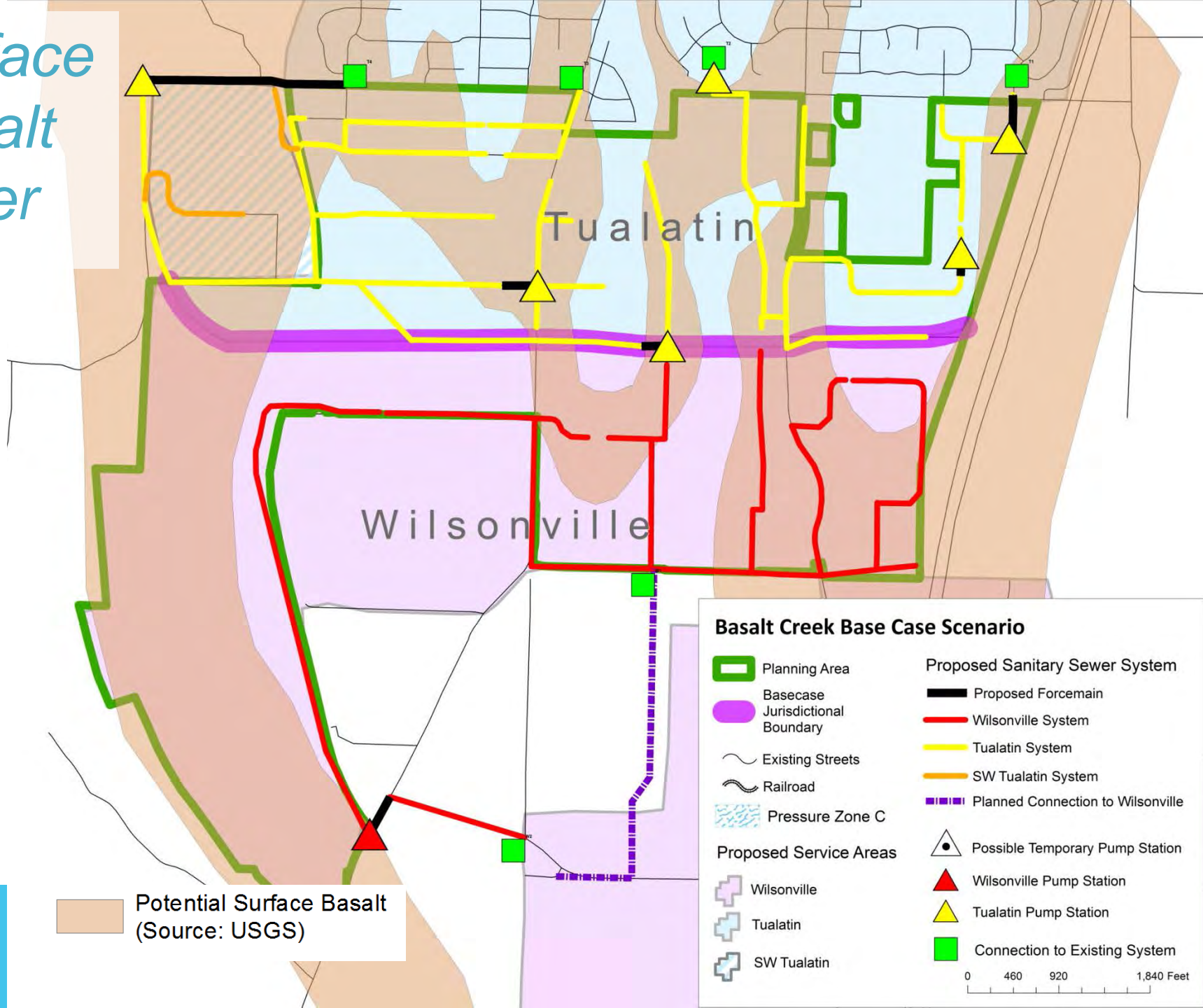
- USGS maps show basalt at a depth of 0-100 feet in the Basalt Creek area and potential surface basalt in many areas
- Potential to encounter rock (10% of sanitary lines and 5% of drinking water lines) was included in cost estimate
- Maximum pipe depth of 25 feet was used in the design

### **Railroad Crossings:**

- Sanitary sewer and drinking water lines cross the existing railroad tracks in a few locations, generally along proposed or existing roadways



# Surface Basalt Layer



Potential Surface Basalt (Source: USGS)

### Basalt Creek Base Case Scenario

Planning Area	<b>Proposed Sanitary Sewer System</b>
Basecase Jurisdictional Boundary	Proposed Forcemain
Existing Streets	Wilsonville System
Railroad	Tualatin System
Pressure Zone C	SW Tualatin System
<b>Proposed Service Areas</b>	Planned Connection to Wilsonville
Wilsonville	Possible Temporary Pump Station
Tualatin	Wilsonville Pump Station
SW Tualatin	Tualatin Pump Station
	Connection to Existing System

0 460 920 1,840 Feet

# Base Case Infrastructure Cost Estimate

Utility	Tualatin (\$ Million)	Wilsonville (\$ Million)
Sanitary Sewer	25.1	18.7
Drinking Water	10.4	9.1
Stormwater	9.1	4.6
<b>TOTAL</b>	<b>44.6</b>	<b>32.4</b>

NOTE:

- Further analysis of existing upgrades of drinking water and stormwater systems may be required
- Cost estimate is at a concept level, +100%/-50% accuracy.

# Next Steps

***Dec – Jan:*** Develop two Alternative Scenarios

***February:*** Joint Council Meeting

***Feb – March:*** Revisions to Alternative Scenarios

***March:*** Public Open House

***April:*** Individual Council work sessions

***Spring/Summer:*** Develop Preferred Scenario





# DISCUSSION

# Discussion Questions

- Feedback or questions on the Base Case Scenario?
- Input on changes in the Base Case to evaluate in the alternative scenarios?

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

A joint meeting between the Wilsonville City Council and the Tualatin City Council was held at the Wilsonville City Hall beginning at 6:00 p.m. on Tuesday, December 2, 2014. Mayor Knapp called the meeting to order at 6:15 p.m., followed by roll call and the Pledge of Allegiance.

The following Wilsonville City Council members were present:

- Mayor Knapp
- Council President Starr
- Councilor Goddard
- Councilor Fitzgerald
- Councilor Stevens

The following Tualatin City Council members were present:

- Mayor Ogden
- Council President Biekman- excused
- Councilor Grimes
- Councilor Brooksby
- Councilor Bubenik
- Councilor Davis
- Councilor Truax - excused

Wilsonville Staff present:

- Bryan Cosgrove, City Manager
- Mike Kohlhoff, City Attorney
- Jeanna Troha, Assistant City Manager
- Sandra King, City Recorder
- Chris Neamtzu, Planning Director
- Nancy Kraushaar, Community Development Director
- Miranda Bateschell, Planning Manager
- Mark Ottenad, Government and Public Affairs
- Steve Adams, Engineer

Tualatin City Staff present:

- Sherilyn Lombos, City Manager
- Alice Cannon, Assistant City Manager
- Cindy Hahn, Associate Planner
- Sean Brady, City Attorney
- Aquilla Hurd-Ravich, Planning Manager
- Kaaren Hofmann, Engineering Manager

Consultants:

- John Fregonese
- Erica Smith
- Leila Aman



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

---

Welcome and Introductions

Members of Councils and staff introduced themselves as did members of the audience.

Mayor Knapp invited the consultant to make their presentation.

Presentations:

A. Project Update

John Fregonese, shared where we are and the lessons learned. In process of evaluating base case alternatives and boundary. Integrated land use and infrastructure at the same time rather than sequentially.

Did not focus on complex land use types, focused on simple land use types; and focused on jurisdictional boundaries and basic land use.

Started with metro forecast and shifted to job based.

Started with boundary on 122<sup>nd</sup> splits area in half.

Looked for stakeholder issues, traffic, greenspaces, development types innovative land use, but infrastructure was the dominate concern.

Learned from each scenario's flaws and continue from there to reach the base case.

Development types identified.

Light industrial and warehousing retail, office industrial average height 1-2 stories.

Office park flex space

Running thru slides identifying land use types and features.

Limited to just under 2000 pm trips. Base case met the trip cap.

Showed building mix, residential 35% mostly commercial, 4000 employees per acres, more industrial land uses. Lower density land use.

Trip caps limited density for residential housing. 50/50 renter mix, and 50/50 multi family mix

Laid out road system, but is not grid the north south roads dead end into the connector. Industrial was not connected to residential to eliminate cut through.

Interchange and transportation are not over capacity and would work well.

Gravity sewer system identified. Tualatin will need 6 pump stations. Wilsonville would be served with gravity.

Gravity sewer lines are very deep 35 feet deep, difficult, dangerous to construct, phasing difficulties and complicated financing.

Total length of pipe and peak flow identified by slide. And the costs to construct for each city.

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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Stormwater system will drain to Wilsonville, stormwater quality facilities identified for each city shown. As well as the lengths of pipe needed and costs associated.

Drinking water system for each city. Service to ne area in Wilsonville would require booster Pumps

Shallow basalt rock in the area as well as rr crossings to work with. Unknown how much basalt underlies the area.

Stabilizing in terms of where things are going

Next step is to develop 2 alt. scenarios

Leila working with staffs to develop precise development types range reflecting land uses each city would like to see, and differante employment types for each city and use those in developing the alternatives.

Mr. Fregonese next steps identified.

New slides shown shows acreage by types, Tualatin has mostly residential, Wilsonville has mostly light industrial and warehousing. Tualatin has higher valuation based on use.

Mayor Knapp invited clarifying questions.

Knapp looks like stormwater is different in that it all comes to Wilsonville , how is the cost of handling all the stormwater in Wilsonville done, how do you share, contribute,

John treated in each jurisdiction, Tualatin gathering and treating before releasing to the creeks.

Knapp city spent several million in treating runoff that did not .....moreys landing....

Nancy K. would need to look at stormwater design standards in bo cities and make sure they are consistent; indure flow not excessive so we can meet npedes permit, need to coordinate on design standards.

Starr would there be ;more land req. to accommodte lowering temps. Cleaning water to get it from basalt to the Willamette river.

Nancy K will depend on design standards. Can achieve make sure not doing regional detention at day road, not have enough detail to give accurate answer, will depend on design standards

Starr when will we find out that we need more land before or after the boundary is drawn.

Stevens infrastructure costs if there are acres of shallow rock to go thru.

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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John F. difficult to predict without geo.tech. analysis – may find out when reach the 30% design level. When get down there will have range and will deal with that by increasing sdc when finish design for sewer system.

J.Davis who issued the trip cap?

John F. the trans refinement plan designed around set of roads and land use estimate and the roads work with the land use ext. showed 2,000 peak trips, will be okay with the road system and the modeling showed that. If wanted to exceed would need to modify road or trans. Mgt. to go over would need to mitigate for that problem.

J.Davis do the account for regional trips or include pass thru

John F. microcosm of the whole dynamic system.

Bubenik – comparison to forecast example of increase households and decreased jobs.

John F. more residential is now light industrial 8:04:05

As design keeping eye on trips, can do a lot of different designs, could not do Kruse way here or apts. Herer

Bubenick wanting to try to have residences where work.

Goddard slide 28 did the base case factor in the 124 extension to the north. Expect elligsen interchange to be constrained, but slide 28 does not show that.

John F. problem is the link not the intersection moving thru intersection but lanes are closer to capacity. It is opposite on boones ferry and 124, getting yellow on link but los D in the intersection. Intersections will fail before the links.

Goddard is there recognition these improvements are addressing regional transportation improvements.

John F. is recognized as regional improvements.

Goddard is there consideration of onsite retention of stormwater was it factored into model.

John F yes. Was included did volume and capacity modeling on sewer and water.

Goddard did you model the stormwater before the land uses were determined.

John f. no, stormwater will not change much stormsewer follow roads . sewer and water systems wil change because ownership changes.

Goddard the maps show hard boundries around day rd how did include coffee creek in the uses



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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John F. used assumptions in the rtp

Nancy water system does account for coffee creek and improvements identified in presentation do include flows from coffee creek too.

Goddard started with jurisdictional boundary why not start with the reverse.

John F the only facility sensitive to the boundary is sanitary sewer system as line moved off of the gravity system is system that .....move line back and forth between the two cities... place to start, building model that gives platform.

Starr transportation when was the base for this model chosen? At one point looking at how 99 and I5 would handle traffic going to I-5. Appears as traffic is being directed to wv. Is the layout to handle local traffic getting into ellingsen, or to pull traffic from other places.

John F. designed for regional travel.

Starr are we ;;making it exceptionally friendly to Sherwood and Dundee to everyone trying to get to I5?

John F. can ask how much traffic is from wv and Tualatin and look to see where the traffic is coming from.

Starr don't want to invite traffic from Dundee ...

Lou gravity and non gravity with pipe depth costs .

John F. some of the pipes would be quite deep, only cost out the system that split the jurisdictions as being the most feasible.

Lou are the Wilsonville pipes subject to deep cuts.

John F. not deeper than 25 feet.

Lou may be within design limitation and have cost factor associated with it, is this still expensive sewer system or is it standard costing sewer system.

John, want at least 10 feet to 25 feet to provide flow.

Lou the first impression of a lift system is expensive to built, op, and maintain; how exp. Is it to build a gravity system in the same geography, some of the Wilsonville lines may need lift, overall when does it become irrelevant from capital cost standpoint. Presumption want to avoid lifts in sewer system, where geog. Is it true and not true.

Lou also comes down to cost competitiveness standpoint, and costs per person using the sewer system and cost factor on the infrastructure to make it not marketable to the public . could be

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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upside down from municipal services standpoint in costs. Need that level of understanding, may be true in part of the area and not others.

John, F. don't have answers.

Lou explore diff land uses and get to trip count issue is presumption that the how do you influence the direction of traffic. If put in more residential do you reduce trips because have jobs and housing side by side, or increase trips with residents traveling outside to work.

John F. trip cap is rule of thumb that is easily calculated, but the model itself is determinate. If in trouble with trip count will find out in the model.

Lou guessing more residential higher trip count. If remove all residential will reduce trip count.

John F. depends on what it is replaced with if use flex space is a wash.

Lou struggling with notion of jobs, housing, balance. When put residential land uses in there does the model presume those folks working locally .

John F. if 13:0:25 reduces by a few percent using all the tricks can reduce , but just jobs housing balance is 5-7%

Mayor Knapp transportation volume to capacity chart, by 2035 anticipated second overcrossing in the greenhill area.

John F. the

Leila the day road overcrossing was included but not the greenhill overcrossing.

John F. going of the RTP,

Leila the RTP does not include the connector

Nancy K. green hill after 2035 is in the long range plan.

Bubenik shifting city boundary only impacted sanitary sewer. Shifting that line north or south does not impact or benefit one city more than the other or better cost benefit.

John F. would have effect if reach capacity – more flexible than sewer. Only way to know is do do model and see what happens

Nancy K. the more demand over 285 the more pumping have to do...have not gotten into that detail on doubling the booster.

Julie recent studies about propensity for people not move to their job , how is the current opinion on that reflected in the model.

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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John F metro model is calculated on that scenario. Trips to work are only 20%.

Julie the handout of different land use types would like to see that.

Tim how much differential in jobs per acre in the dif. land use categories office vs commercial

John office 20; retail on 20 side industrial about half; residential is 10.6 du/ac with variety

Lou to residential component why is residential there and the types that are there in the scenario, what is rational that placed them there. Have that question on all of the land uses.

John, residential in north is buffer for what is across the road,

Lou buffering residential with residential how does that help the new residents.

John F. they are buying with that knowledge, should work on the boundary.

Lou could the same treatment buffer be done on the current residential area.

John F new subdivision easier to do that as a start.

Lou could deal with buffering in the design of the new development.

John F. green hill highest density near town center and intersection to allow access. Along boones ferry is lower density because the area on the west side is constrained

Lou in general are resid. Areas sloped since they wont support other uses.

John F. is some flat land adjacent to road could do higher density along road.

Lou could do low density throughout

John F. metro housing rule to deal with; 10.6 du/acre rather than 8 with the scenario. Don't want to bring this into your city and disturb the comp plans the metro 50/50 rule rental and sf dwelling

Grimes slide 47 adding up base cost estimates for infrastructure is not included. Upgrades to accommodate future growth and traffic patterns...

John and roads built are borne by developer as they subdivide. Detailed costs

Grimes need to be aware there will be additional trans. Costs for signals, roundabouts, etc. also, if use base case boundry and wv phasing their building to the north. Is there anything for tual to come south is anything predicated on wv. Buildout and would there be a factor that would slow the tual. Building.



**CITY OF WILSONVILLE  
CITY COUNCIL MEETING MINUTES**

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John F. would need to build system for tual. Whereas wv. Add incrementally pipes.

Brooksby calculation of amount of industry projected traffic and truck traffic ; the amount of truck traffic coming on there is the length calculated per car

John F. don't know how they model fright not sure if we did a freight model here.

Brooksby freight flow and traffic analysis based on the different scenarios, delay movement through intersections trucks vs. cars.

Knapp on the gravity sewer system, is fality that pump station expensive and gravity dependent on topo. Don't sewer lines follow the road pathways, and can the grading be done to accommodate.

John f. slope independent of road slope.

Knapp pump stations will need to deal with basalt in the ground and pressure system is a one plus not an either or.

John F. have more flexibility but can only speculate, may be

Andy the traditional wayh of geo exploration is digging, not tech to run something over ground to see the geology under. Base case cme up with is dividing sewer system based on jurisdictional line. Also talked bout gravity system, needs to be played out further, rock will be an unknown. Pump stations, cledan water services looking at financial feasibility that benefits everyone, looks at costs of sewers and costs as well. Have to ployout cost of all gravity system and make comparison with the base case.

Knapp if do gravity does not necessarily mean divide along jurisdictional line, andn are we constraining ourselves by drawing a political boundary .

Andy clean water services agreemewnts for rate sharing when customers in other jurisdictions.

Knapp to what extent does our new wwtp anticipate serving this area?

Nancy K. another phase to the wwtp to handle the basalt creek area, dojnt have good handle on the flows, need to look at wwtp, would depend on whether would have wet industry there,

Lou respect to land uses, costs are the costs typical in other parts of the region or are they higher?

John F. are normal used average installation costs and density of the systems are typical, are in the ball park, true of sewer as well except have more pump stations. Will have sewer lines on both sides of the creek; have parallel water lines on both sides of 122 because owned by both jurisdictions. Should be able to get average cost, in assessed value will come in at 800 million to 1 billion dollars.

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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Lou will be competitive with the rest of the region, and would not make sense if the market won't go there because it is too expensive.

John F. will have those numbers next time. How does this fall above/below average. Sdcs in the ball park, what are revenue opportunities, and cost benefit ; comparing scenarios will show better way to go and then hone in on the refinement of the chosen scenario. Is the residential questions.

Knapp reaction to base case seemed boundary was artificial did not comport with land and how users might like to ; best to have division off of the main road. Most of low density and dev is in Wilsonville, and higher density job in tual, not comfortable with that. Resource resource area on wv side that will not be developed. Buffering residential in Tualatin, does this .....

John f. tk would like to see equity on the value of the improvements more possibility for residential in tual. Than on wv side.

TK the further away from elligsen the less high tech will want to locate there. If all of the land is zoned industrial uses have less employment.

Lou how would wv cc what scenario would you create if all wv. And same q. for Tualatin and look at what is the best use of land highest value from revenue standpoint, how best serve the market, consider how to address needs of the region, how best cost effective, and move from transportation standpoint.

Knapp part would go back around to cost effect to provide infrast.

Lou market doesn't care what jurisdiction they are in when shopping for land to develop,

Starr, good question takes us back to topo that may make more sense good questions for each council to consider. Tourism task force and idea of athletic fields, and testimony recd. That the demand for athletic facility is great, and this is a good location for a regional sports complex, use that as a buffer and would draw for both communities.

Goddard how would we like to see the area what opportunities would we see , would have preferred maps without jurisdictional boundary . from cow persepective don't need any more hidensity housing multifamily housing and roundabouts, is too much for a city of our size. Remove the surburban mujlti family block, and the yellow band if is a buffer, will need that buffer if in residential or not, take advantage and use that for another purpose. Over arching goal is employment development. Railroad area is opportunity for office park flex to make it a nice employment area.

J.Davis desire to see more resid in tual. Will be needed in oujr area. Don't object to multi family will not be apartment complexes in this area. 124<sup>th</sup> extension should be connecting further south 21:4:27; greenhill woujld be able to serve that local area

Grimes want to see if thre are other ways to incorp. Neighborhood commercial into the land use types, southern residedntial area open to that now, and additional jobs would benefit as well.

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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Also in the industrial mfg areas. Small Commercial zones in the area to serve the new development.

Stevens agree with goddard, main priority for wv is job creation. Intregues about scotts comments about a sports field idea. If that is something we follow, it needs to be kept in mind is not a job creator and the impact on traffic with tournaments on the weekends and weekdays, need to be aware of that, and where will those people eat and as much as im intrigued by that idea it is not really a job creator. Job creation not housing is what we need here.

Brooksby focusing on development in nw side of tua. Would like to see scenario more residential development. Considering both areas entire area as a whole want to see scenario with more residential.

Goddard would be modeling more residential in the north ?

Brooksby at this point will be closer to tual side.

Lou are there any requirements with respect to use of total area of residential uses vs jobs. We negotiated with metro to have residential ovelay for a buffer is thre requirement for portion to be residential/jobs,

John F. have to get 2500 jobs no requirement for housing.

Lou need 2316 and getting 4058, jobs.

John F. ratio of jobs to trips explained.

Goddard according to the numbers there is room to reduce number of jobs and put residential in, do you have discretion for density.

John F. needs to be lower density housing or will exceed trip counts.

Knapp city will agree with comments in desire for more employment , and tual needs to clarify where they stand on residential housing numbers. Wilsonville is extending on to the industrial we have, tual is juggling the jobs/housing buffer issue and is more complex. Calls to me for tual to make some choices and what tual goal is, wv. Will advocate fo reemployment lands and industrial, is how much. What does that suggest about scenarios, seems to me several of the major questions need answers from Tualatin.

Lou the scenjarios should informa that discussion – what is the cost of expanding residential vs jobs, and what is cost in terms of revenue and traffic and the rest of the system. How does the residential affect boones ferry rd. and Tualatin Sherwood rd. what is the end gain what is the purpose of the goal, haven't done that yet.

Grimes want to touch on clreity issue all tual talked about how important housing is on the southern edge, we need more areas for housing in the city hve few places that are buildable for



**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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housing stock, is major priority it is not just as a buffer, tual needs housing stock. If adding jobs that exacerbates the problem. The need for housing is a consistent message from the tual council.

Lou don't feel residential is highest priority.

Knapp don't know if the discussion gives information for alternative scenarios.

John F. heard enough to develop scenarios and costs , if annex it you own it, if flexibility in terms of serving areas ; scenarios with more resid component, and try scenarios for flexibility sewerservice ;

Lou if didn't care who owned it what would be the best way to design it in terms of infrastructure. Without jurisdictional lines, which areas should be served by which city , what services would come from what land uses.

John F. capacity issues

Goddard support Lou's comments – thanked tual council for continuing the dialogue, wil require cont. cooperation. What we see developed in the area will be a lot stronger if work together.

Mayor Knapp thanked everyone for coming, pleased with pptj of everyone around the table. Look fw to the next meeting, all have work to do to clarify position.

Adjourned at 8:20 pm

B. Building the Base Case

C. Scenario Development

D. Base Case Scenario

- a. Transportation
- b. Land Use
- c. Wet Infrastructure

E. Roundtable Discussions

**CITY OF WILSONVILLE**  
**CITY COUNCIL MEETING MINUTES**

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- a. After hearing about the Base Case scenario, what elements should the project team consider including two additional alternative scenarios?

F. Next Steps

**ADJOURN**

The joint Council meeting adjourned at p.m.

Respectfully submitted,

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Sandra C. King, MMC, City Recorder

ATTEST:

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Tim Knapp, Mayor

**CITY COUNCIL MEETING  
STAFF REPORT**

<b>Meeting Date:</b>  July 16, 2014	<b>Subject: Basalt Creek Concept Plan Update – Joint Work Session with the City of Tualatin City Council</b>  <b>Staff Member:</b> Katie Mangle <b>Department:</b> Community Development	
<b>Action Required</b> <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input checked="" type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<b>Advisory Board/Commission Recommendation</b> <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable  <b>Comments:</b> See Attachment A for the meeting agenda.	
<b>Staff Recommendation:</b>		
<b>Recommended Language for Motion: N/A</b>		
<b>PROJECT / ISSUE RELATES TO:</b>		
<input checked="" type="checkbox"/> Council Goals/Priorities Economic Development	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

**ISSUE BEFORE COUNCIL:**

The purpose of this meeting is to:

- Update the Wilsonville and Tualatin City Councils on the current status of the Basalt Creek Concept Plan project and process;
- Present findings from the June 17 Community Workshop and participate in an instant polling exercise;
- Provide an overview of existing conditions, highlighting major findings;
- Discuss and prioritize the draft Guiding Principles.



Following the project briefing (see Attachment B for the presentation material), Council will be asked to discuss the characteristics that the project team should consider when developing land use scenarios.

## **EXECUTIVE SUMMARY:**

### **Project Update**

Since the last Joint City Council Meeting in October 2013, staff from Tualatin and Wilsonville have worked with the Basalt Creek consultant team to complete a detailed task schedule for the project, document existing conditions in the study area, and develop draft Guiding Principles. A Community Workshop was held on June 17, 2014, to gather input that will be used to create several alternative concepts for future development in the Basalt Creek area. In addition, the project team has conducted a series of interviews and focus groups with property owners and developers, and held one meeting with the Agency Review Team.

### **Existing Conditions**

The consultant team has gathered information about population and employment, environmental constraints, transportation, and infrastructure in the Basalt Creek study area. See Attachment C for a series of maps that illustrate these conditions.

### **Guiding Principles**

Staff drafted the Guiding Principles based on input from the Tualatin and Wilsonville City Councils at the joint meeting held on October 29, 2013. During the meeting, the Councils will be asked to review and provide feedback on these principles (Attachment D). Once the Councils have endorsed the Guiding Principles, the project team will create evaluation measures to be used in assessing alternative land use scenarios.

## **EXPECTED RESULTS:**

The Basalt Creek Concept Plan project will develop a plan for future development of the Basalt Creek area between Wilsonville and Tualatin. In 2004, Metro included this land within the urban growth boundary to accommodate increased development in the region for the next 20 years. Specifically, the Concept Plan will address a variety of factors including:

- Future city limit lines between the Cities of Tualatin and Wilsonville;
- Land uses including industrial, commercial, residential, parks, trails, and green ways;
- Multimodal transportation network;
- Provision of urban services such as water, sanitary sewer, and stormwater.

## **TIMELINE:**

Next steps in the planning process include creating alternative concepts for development in the study area, evaluation and testing of the alternative scenarios, and choosing a preferred alternative. Planning Commissions and City Councils of both Tualatin and Wilsonville will receive regular updates throughout the planning process. The next joint meeting of the City Councils is scheduled for early December, 2014.

A schedule to guide the concept planning process has been developed (Attachment E). This schedule takes the project through Winter 2015, including public hearings and adoption of the

concept plan. Following adoption, the cities will amend their planning area agreements with Washington County at which time, staff anticipates that annexation and development could begin to occur in some parts of the Basalt Creek Area, where infrastructure is available.

**CURRENT YEAR BUDGET IMPACTS:**

The City of Tualatin received approximately \$350K from Metro’s Construction Excise Tax (CET) grant program to perform concept planning. For City of Wilsonville staff time, \$12,000 is funded by the grant, and \$80,000 was approved for the project through the supplemental budget process.

**FINANCIAL REVIEW / COMMENTS:**

Reviewed by: \_\_\_\_\_ CAR \_\_\_\_\_ Date: \_\_\_\_\_ 7/3/14 \_\_\_\_\_

**LEGAL REVIEW / COMMENT:**

Reviewed by: \_MEK \_\_\_\_\_ Date: \_7/3/2014 \_\_\_\_\_

N/A

**COMMUNITY INVOLVEMENT PROCESS:**

The project team is implementing the Public Involvement Plan, including:

- the redesigned project website, located at [www.BasaltCreek.com](http://www.BasaltCreek.com), went live on May 15;
- over 145 individuals have subscribed to the project listserv;
- all property owners have been contacted by mail about the project;
- project updates are sent via Twitter, Facebook, and press releases;
- conducting interviews and focus group meetings with property owners, development experts, and interested residents and businesses;
- a recent community workshop.

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

One of the outcomes of the Basalt Creek Concept Plan project will be to establish the future boundary between the cities of Wilsonville and Tualatin. The Basalt Creek area will be important for the long-term growth of Wilsonville’s industrial land base and the associated employment opportunities. Growth in the Basalt Creek area will affect industrially-zoned properties in the Coffee Creek area, and it will be important to solicit the involvement of representatives from this area.

**ALTERNATIVES:** None at this time.

**CITY MANAGER COMMENT:**

**ATTACHMENTS**

- A. Meeting Agenda
- B. Presentation material
- C. Existing Conditions maps
- D. Draft Guiding Principles
- E. Schedule

## Joint Tualatin/Wilsonville Council Meeting #2

### Purpose

- Tualatin and Wilsonville Councilors are updated on the current status of the project and process
- Findings from the June 17 community workshop are presented
- An overview of existing conditions, highlighting major findings, is provided
- Guiding Principles are discussed and prioritized

### AGENDA

1. **CALL TO ORDER**

2. **WELCOME AND INTRODUCTIONS**

- A. **Introductions:** Council, Staff and Consultant Team

3. **PRESENTATION (30 min)**

- A. **Project Update:** Brief status update to prepare for a productive discussion of guiding principles
- B. **Existing Conditions:** Overview of major findings related to market conditions, population and housing, environmental constraints, services and utilities, and transportation.

4. **POLLING QUESTIONS EXERCISE (10 min)**

Councilors will participate in an instant polling exercise, responding to the same questions posed in the community workshop and online survey.

5. **WORKSHOP OUTCOMES (15 minutes)**

Summary of outcomes of the June 17 community workshop, including results of instant polling, mapping exercise, and subsequent online survey.

5. **ROUNDTABLE DISCUSSION (45 min)**

- A. **Guiding Principles:** Facilitated discussion of draft guiding principles. Councilors will participate in a dot exercise to prioritize the guiding principles. Councilors will also have the opportunity to suggest changes to principles and new principles
- B. **Discussion:** After hearing about existing conditions and constraints, public input and discussing the guiding principles, what characteristics should the project team consider when developing land use scenarios?

6. **NEXT STEPS**

- A. **Planning Activities:** Brief outline of next steps in the planning process.
- B. **Joint Council Meeting #3:** December 2014

7. **ADJOURN**





# Joint Council Meeting

Wednesday, July 17<sup>th</sup> 2014

6:00-8:00pm



# Agenda

I. Introductions

**II. Project Update**

III. Existing Conditions

IV. Workshop Outcomes

V. Roundtable Discussion on Guiding Principles

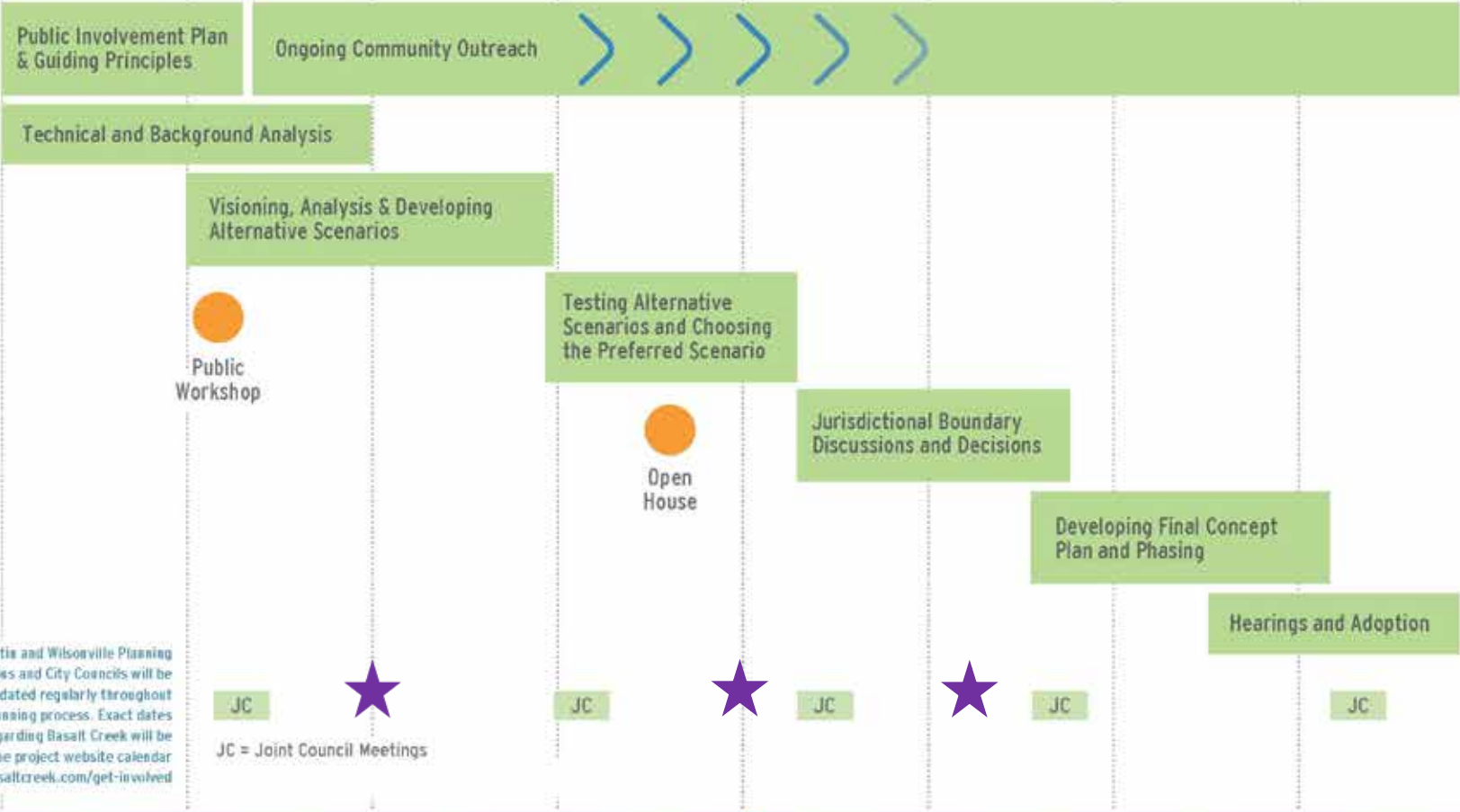
VI. Next Steps

# Project Schedule

2014

2015

SPRING SUMMER FALL WINTER | SPRING SUMMER FALL WINTER



\* Tsalata and Wilsonville Planning Commissions and City Councils will be engaged and updated regularly throughout the concept planning process. Exact dates for meetings regarding Basalt Creek will be posted on the project website calendar @ [www.basaltcreek.com/get-involved](http://www.basaltcreek.com/get-involved)

SPRING SUMMER FALL WINTER | SPRING SUMMER FALL WINTER

2014

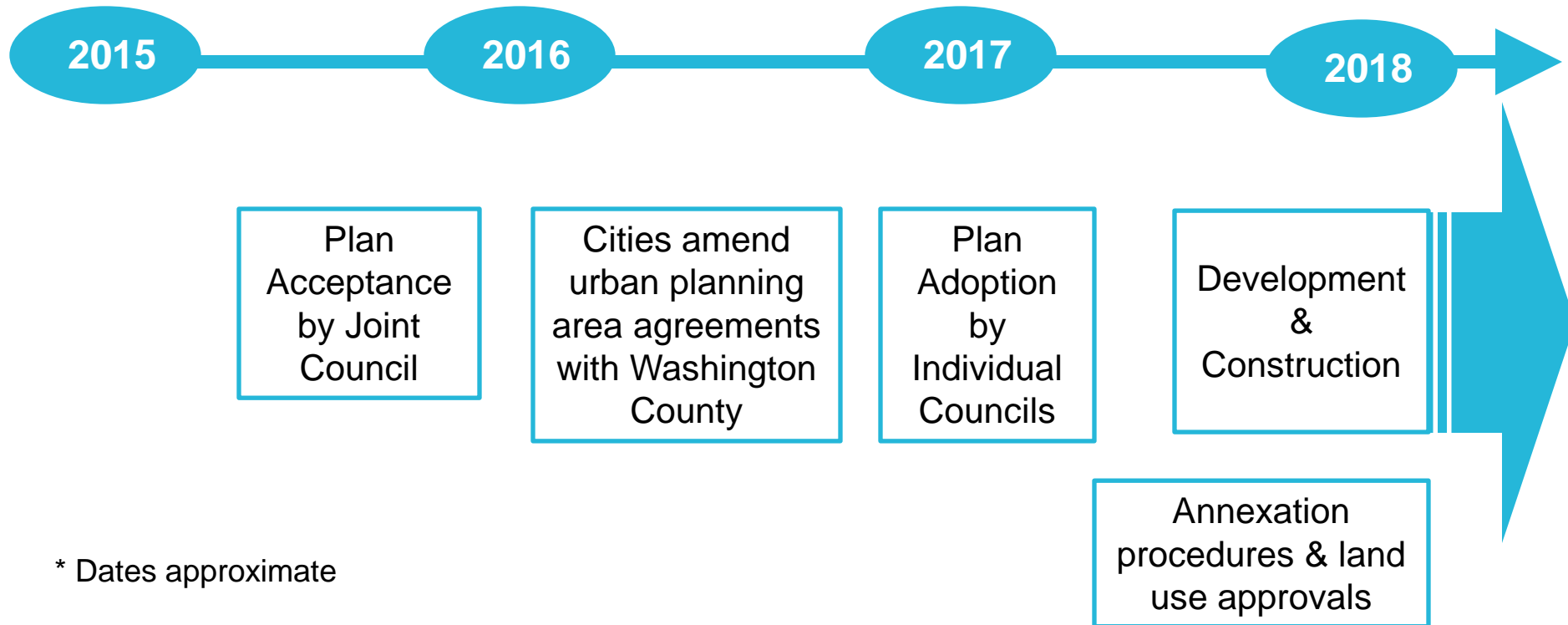
2015



# What will the plan include?

1. Land use concept and configuration
2. Local roadway connections
3. Multimodal network
4. Natural resource protection areas
5. Utilities (sewer, water and stormwater)
6. Jurisdictional boundary

# What happens after adoption?



\* Dates approximate

# Agenda

I. Introductions

II. Project Update

**III. Existing Conditions**

IV. Workshop Outcomes

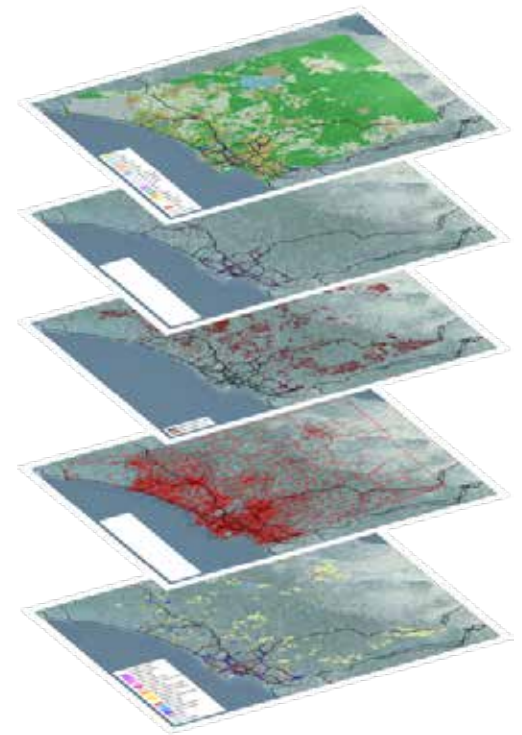
V. Roundtable Discussion on Guiding Principles

VI. Next Steps



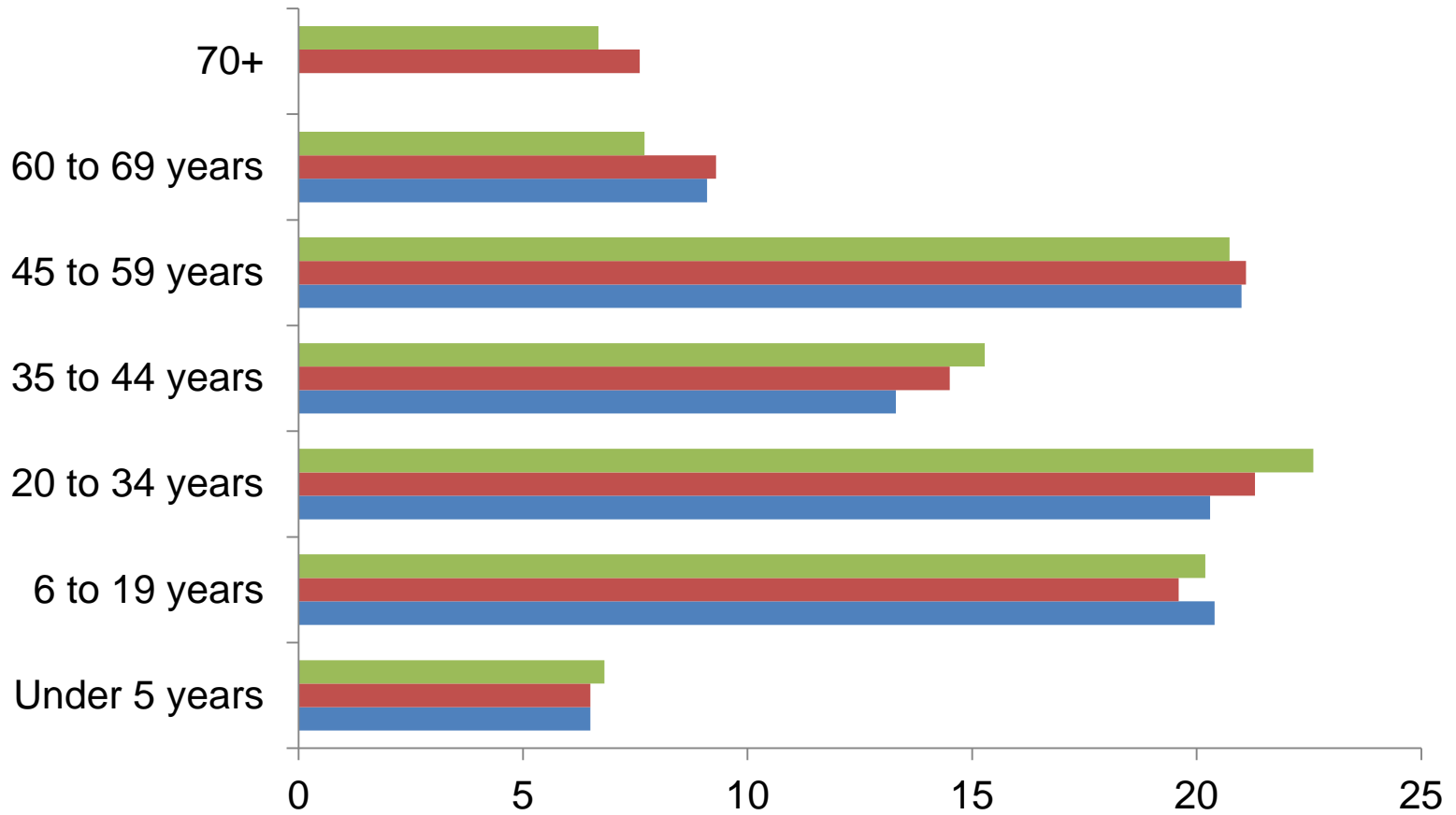
# Existing Conditions

1. **Housing and Employment**
2. Environmental Constraints
3. Transportation
4. Infrastructure



# Age Profile for Tualatin & Wilsonville

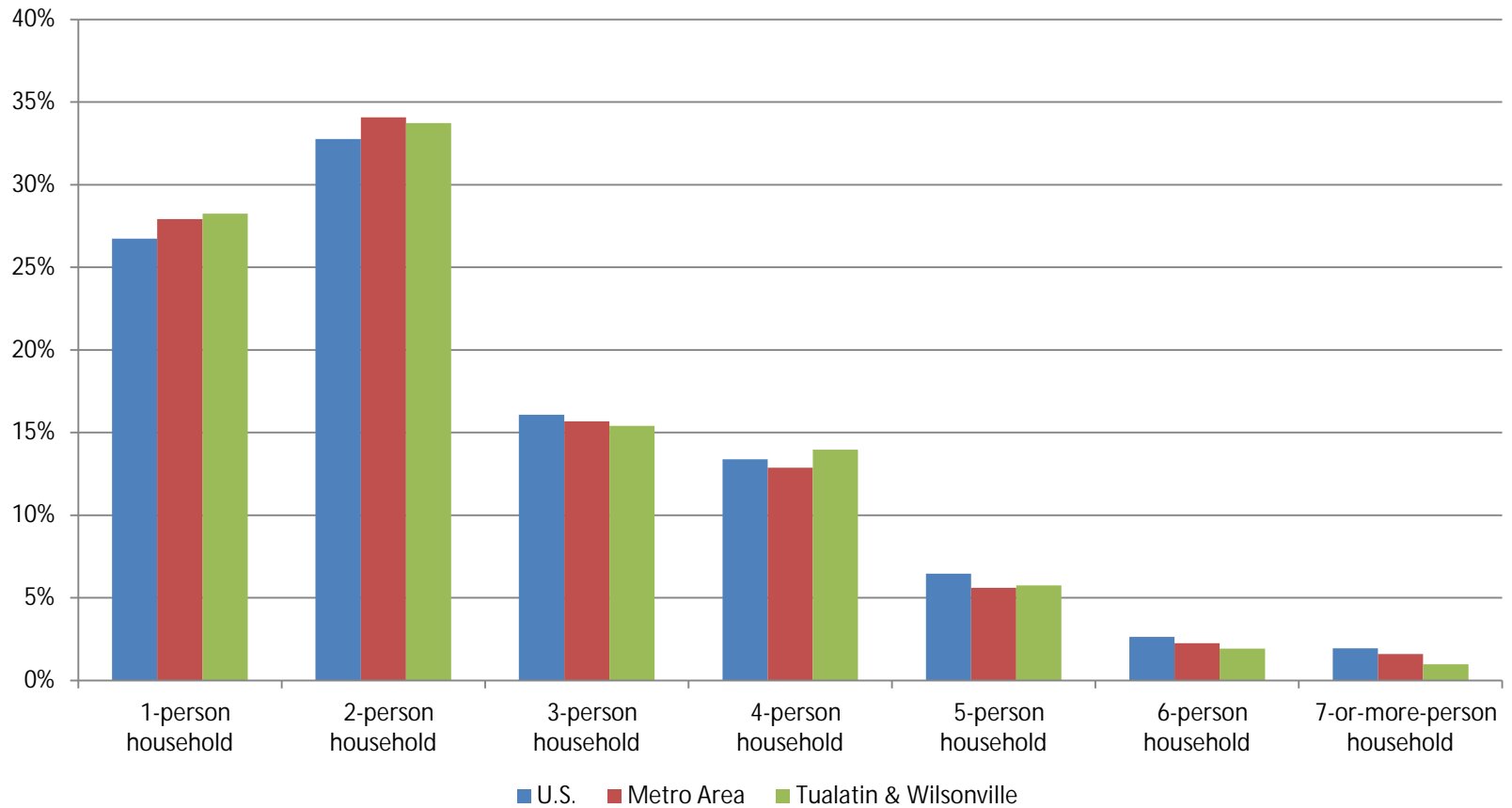
## Age Profile



Percent of Total Population

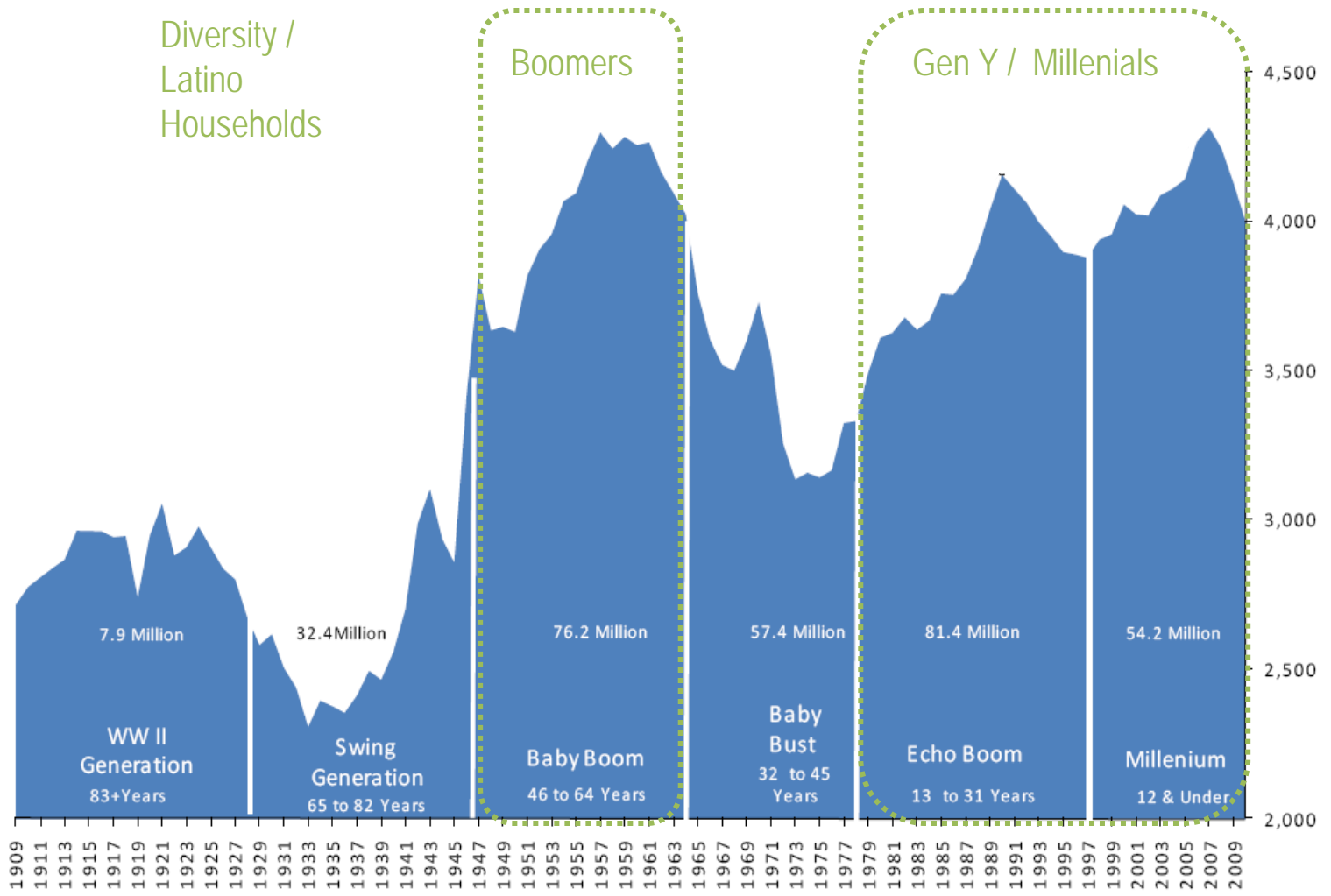
■ Wilsonville & Tualatin ■ Metro Area ■ U.S.

# Household Size



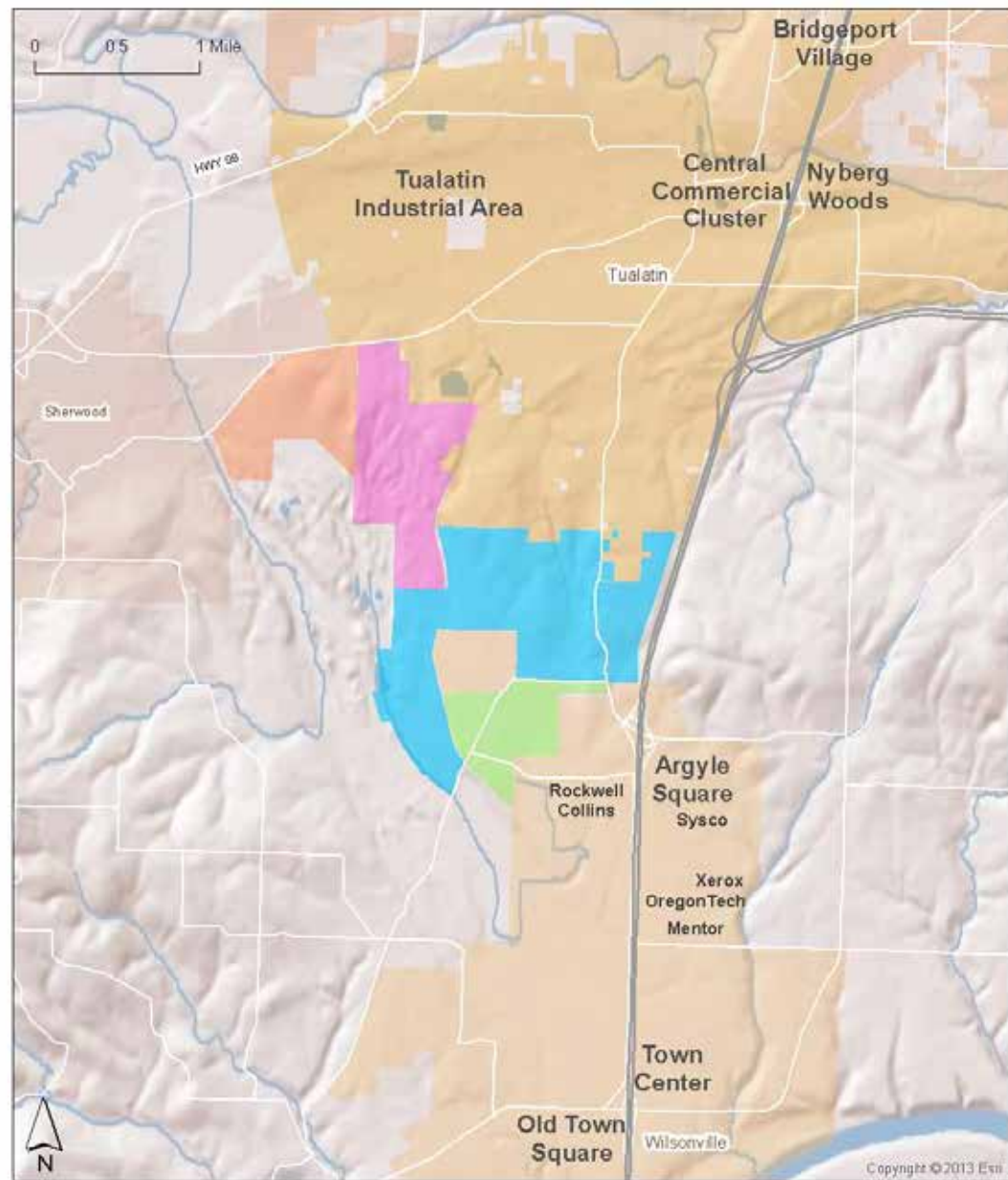


# Three Big Trends for the Next Twenty Years



Source: National Center for Health Statistics, US Census Bureau; Heitman Research

# Existing Employment Centers



- Basalt Creek Planning Area
- Tonquin Employment Concept Plan Area
- Southwest Tualatin Concept Plan Area
- Coffee Creek Plan Area

Data provided by Metro, Clark County, and DeLTA Associates

Planning and  
Employment Areas



# Office

- Some potential office demand in the planning area, but slow to recover post-recession
- Higher office vacancy in Tualatin (20%) than in Wilsonville (7%)





# Industrial

- Good access to I-5 for freight
- Near growing industrial area to the south
- Major employers nearby include Xerox, Mentor Graphics, and other tech/professional service companies – will influence Basalt's Creek's development
- Need to complement other planned industrial areas nearby



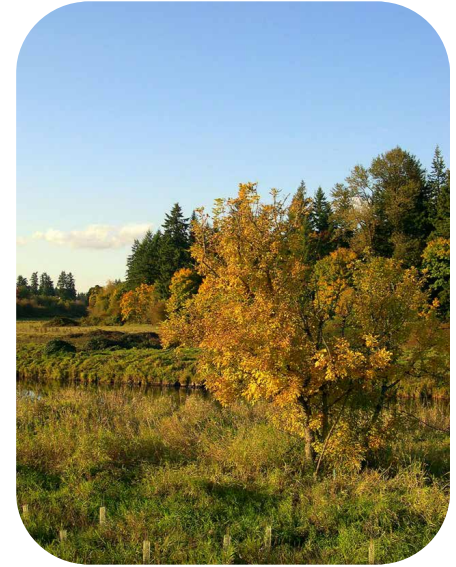
# Retail

- Regional shopping centers already exist nearby
- Large-scale retail requires a large population base to draw from



# Existing Conditions

1. Housing and Employment
- 2. Environmental Constraints**
3. Transportation
4. Infrastructure



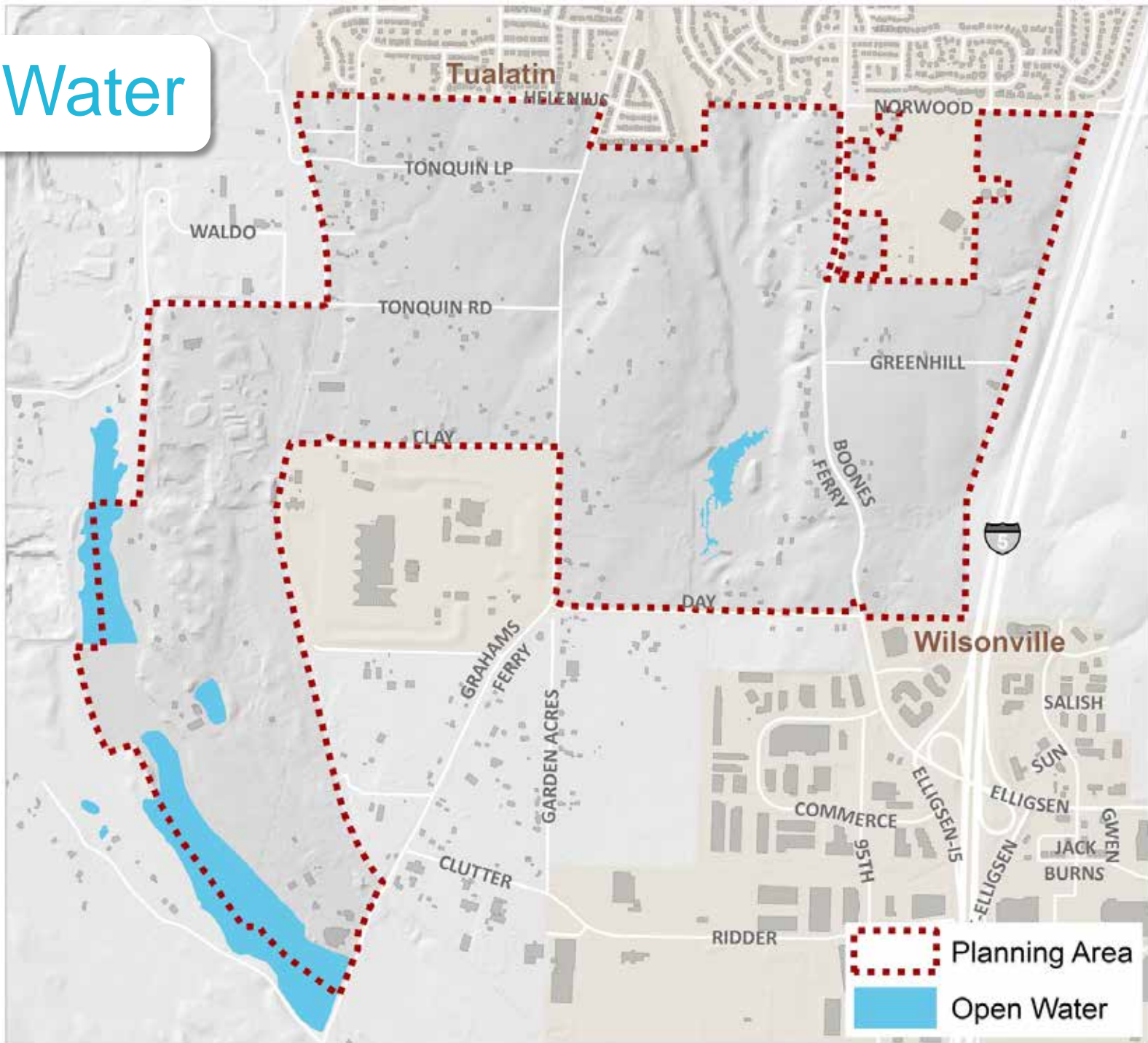


# Environmental Constraints

- Wetlands
- Habitat
- Steep slopes

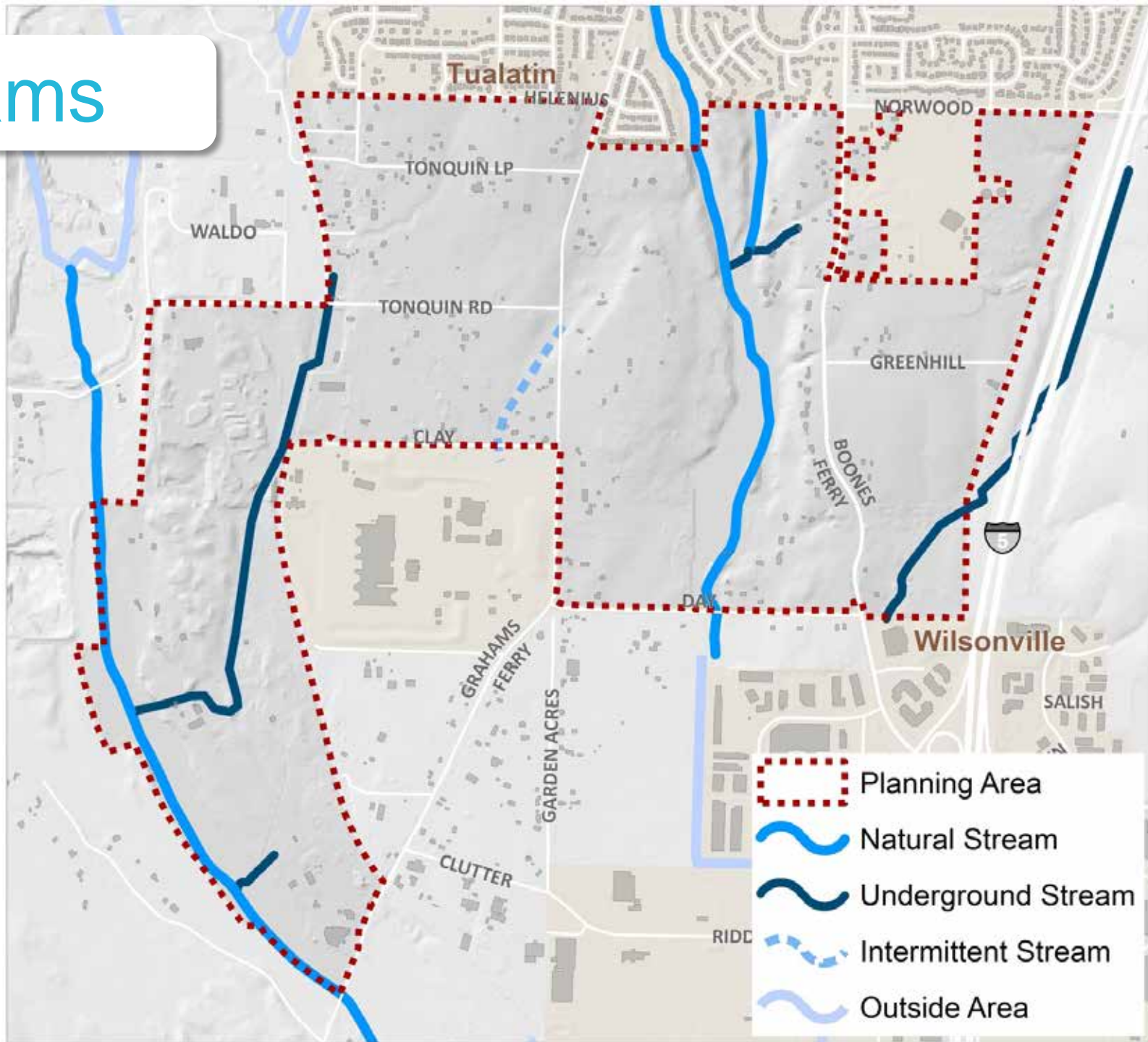


# Open Water



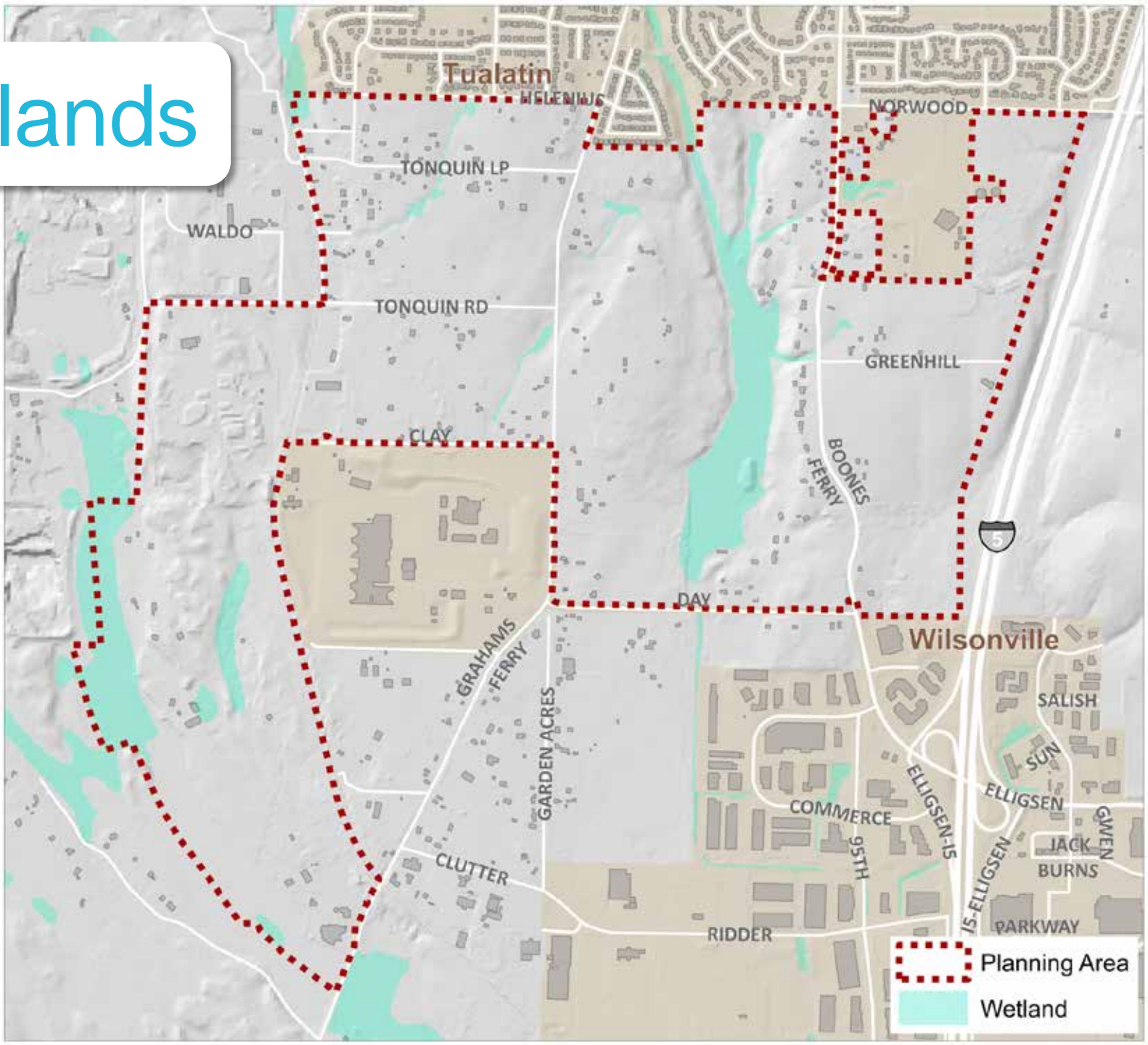


# Streams

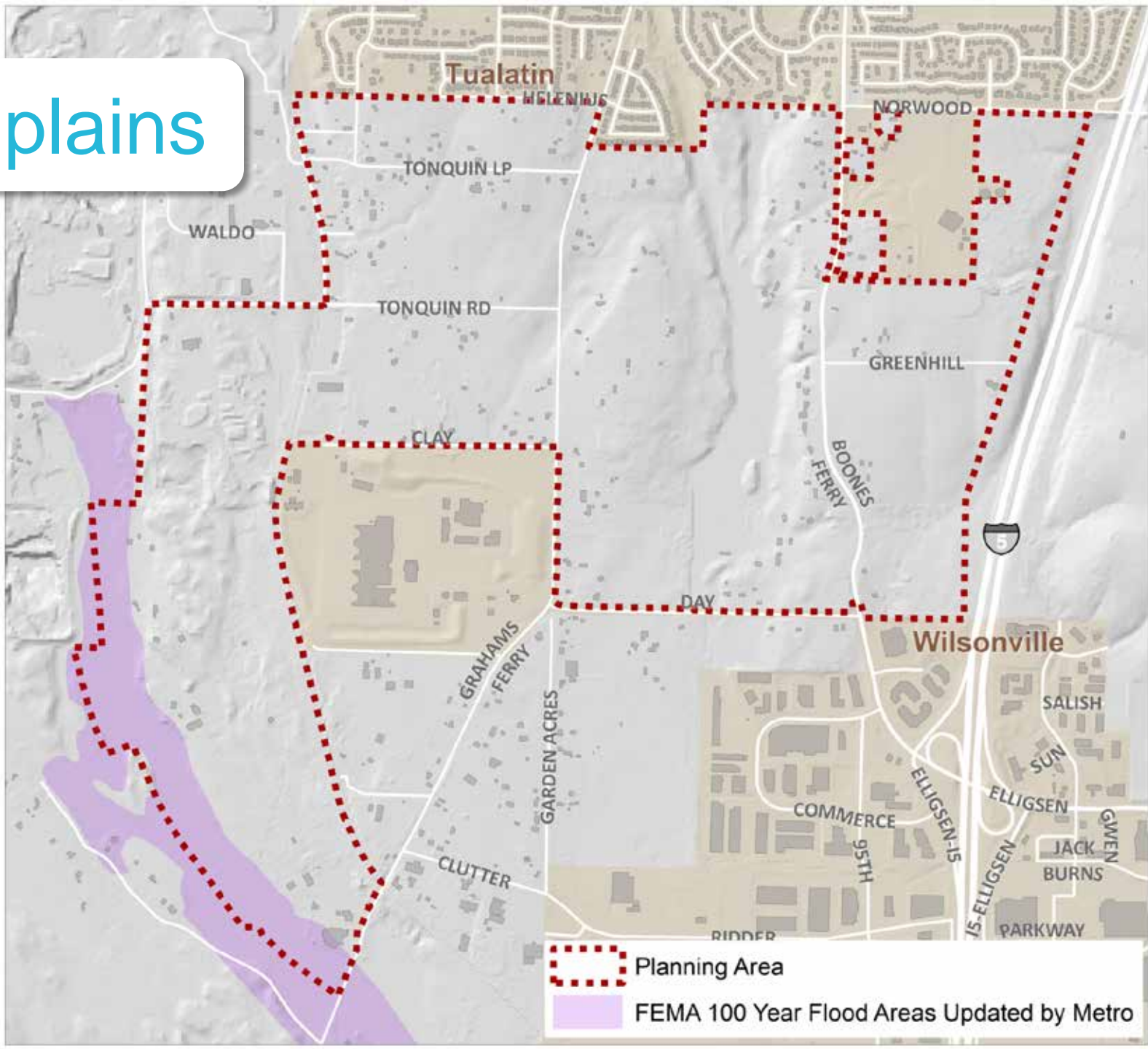




# Wetlands

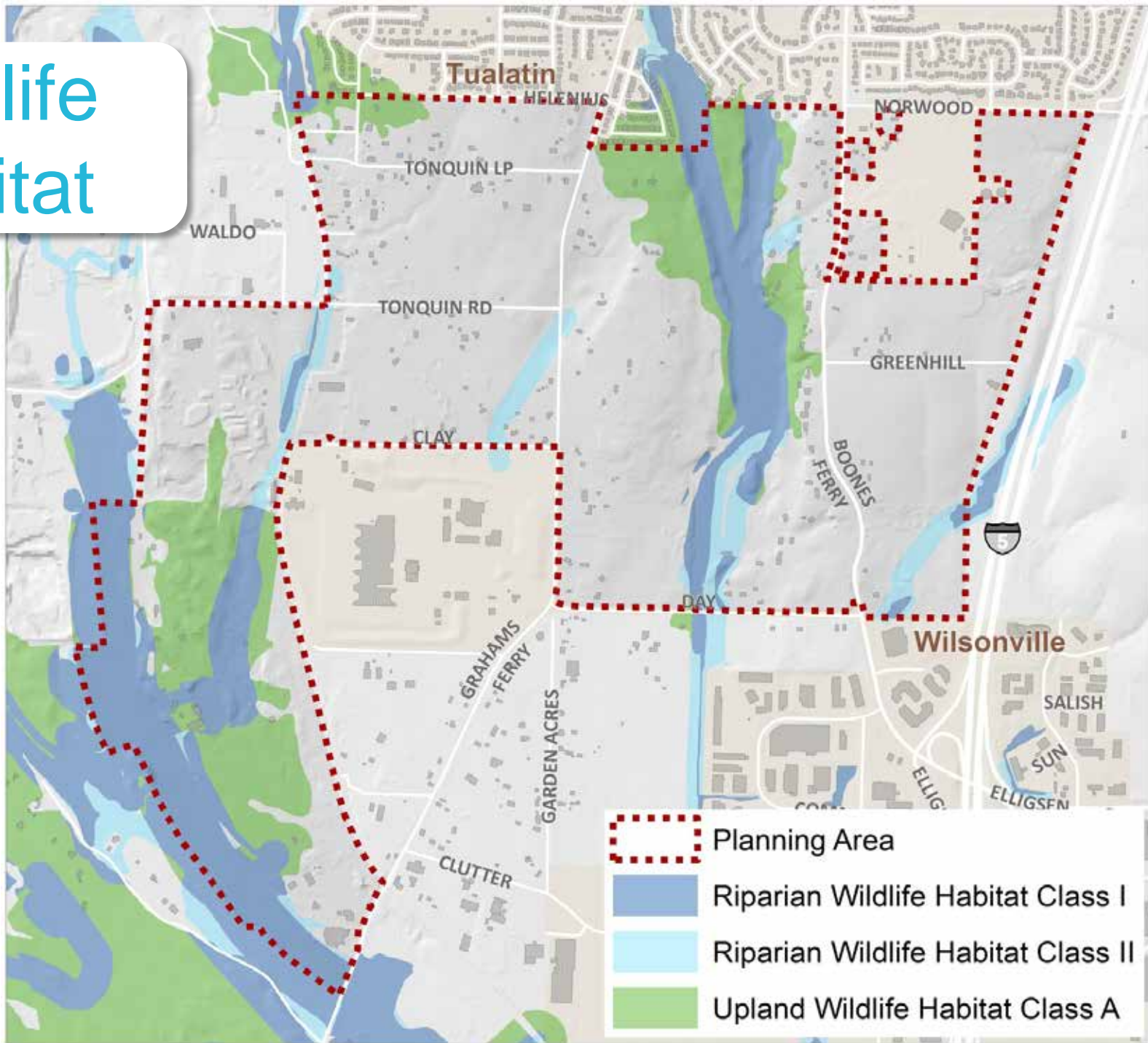


# Floodplains





# Wildlife Habitat

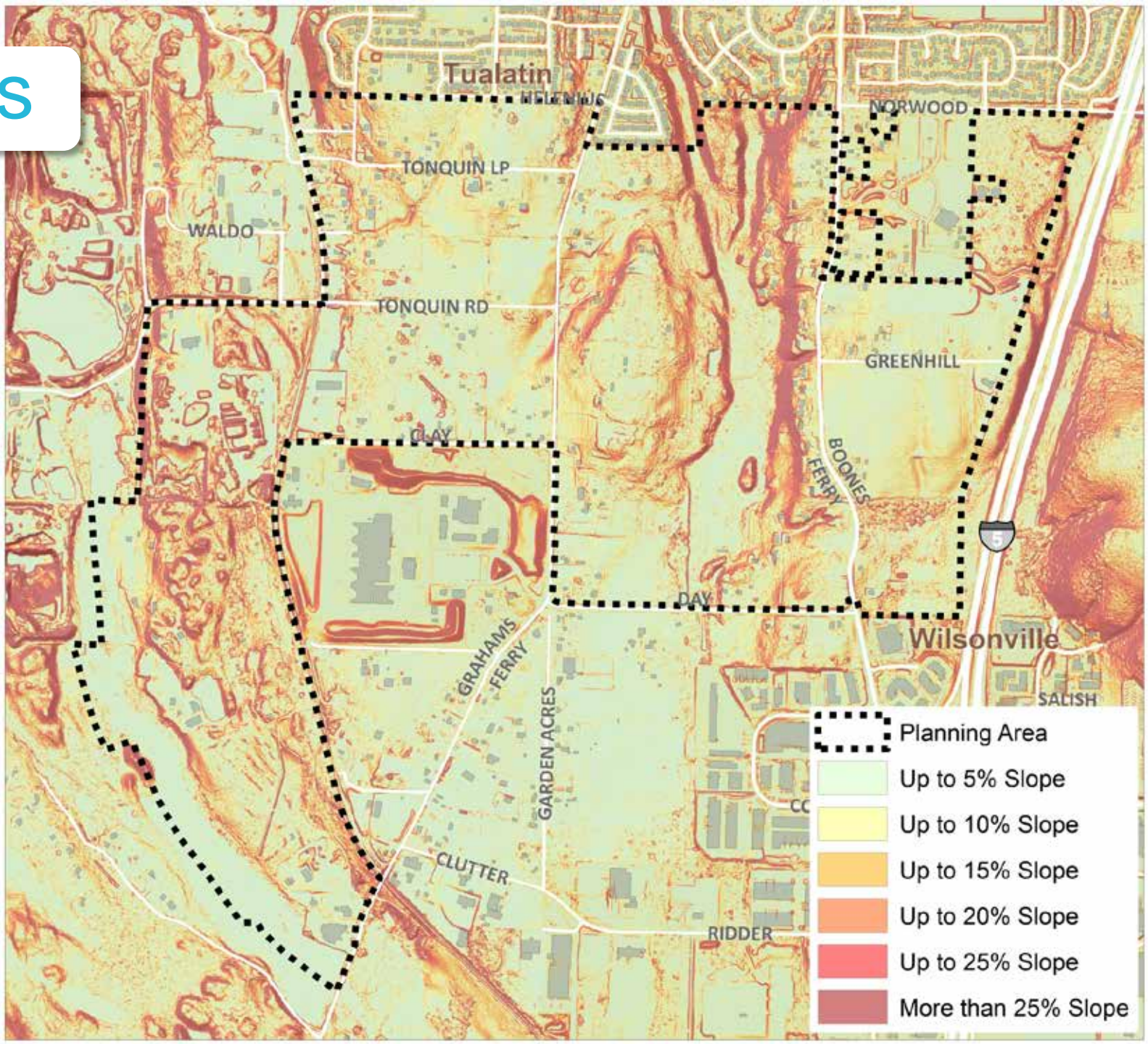


Data Source:  
Metro Title 13  
Wetlands  
Inventory 2014

-  Planning Area
-  Riparian Wildlife Habitat Class I
-  Riparian Wildlife Habitat Class II
-  Upland Wildlife Habitat Class A

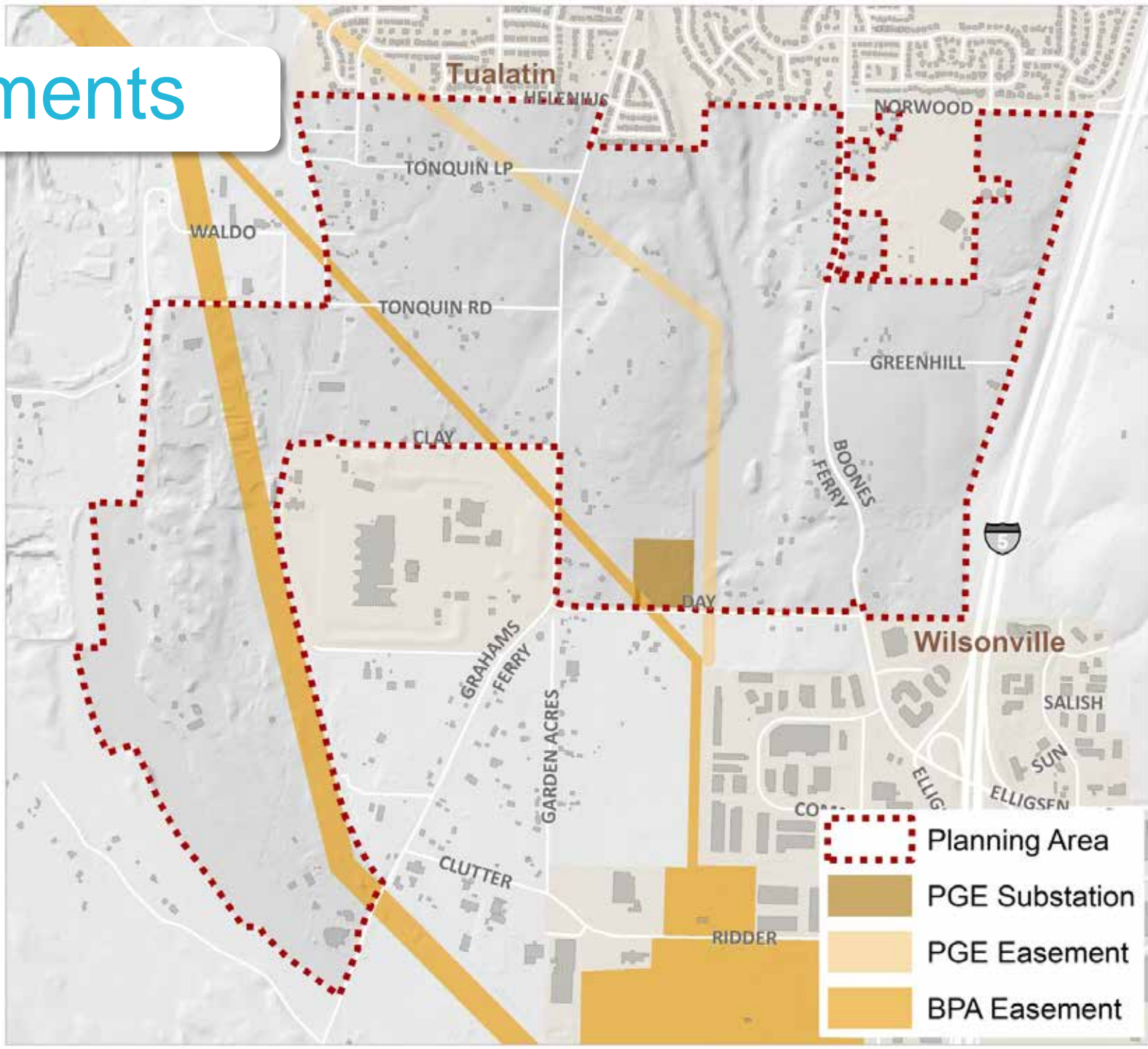


# Slopes

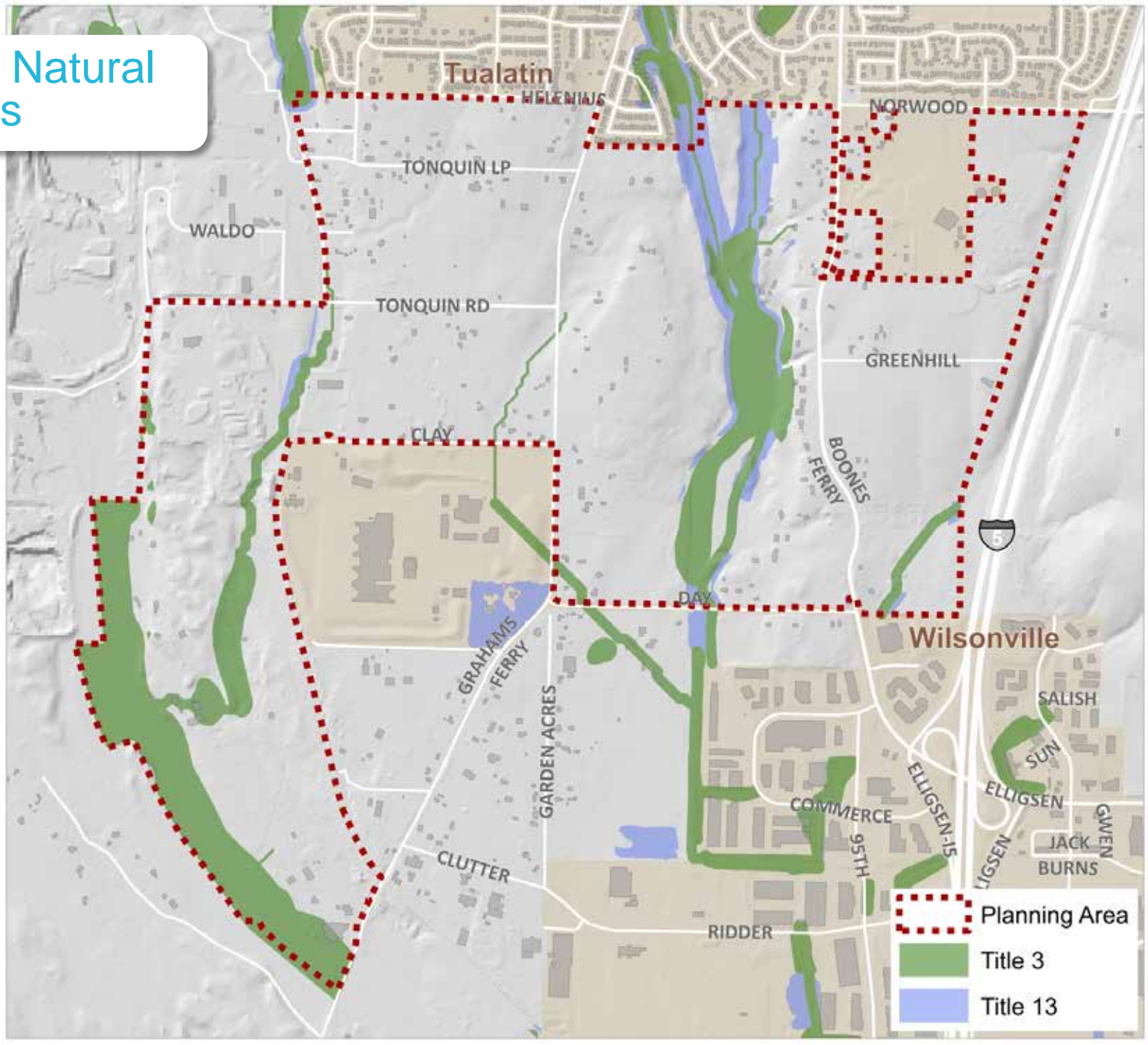




# Easements

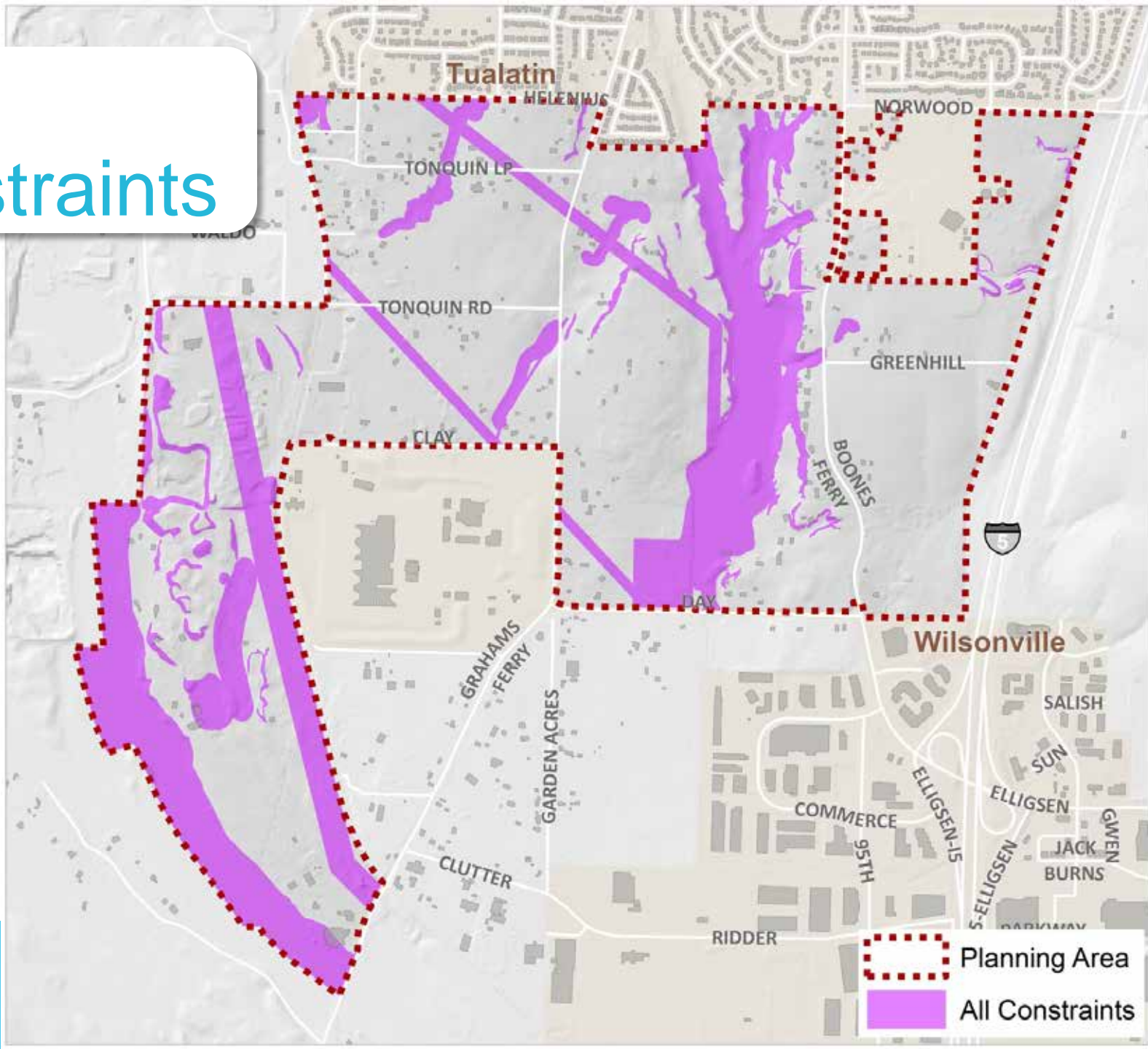


# Protected Natural Resources





# All Constraints



# All Constraints

- 276 acres constrained
- Study area total is 847 acres
- 33% constrained

# Existing Conditions

1. Housing and Employment
2. Environmental Constraints
- 3. Transportation**
4. Infrastructure





# Bike and Pedestrian System

- Several projects in Cities' TSPs to enhance bike/ped connectivity in the area
- Washington County standards in place for bike/ped facilities on new and improved roads
- Ice Age Tonquin Trail in process



# Transit System

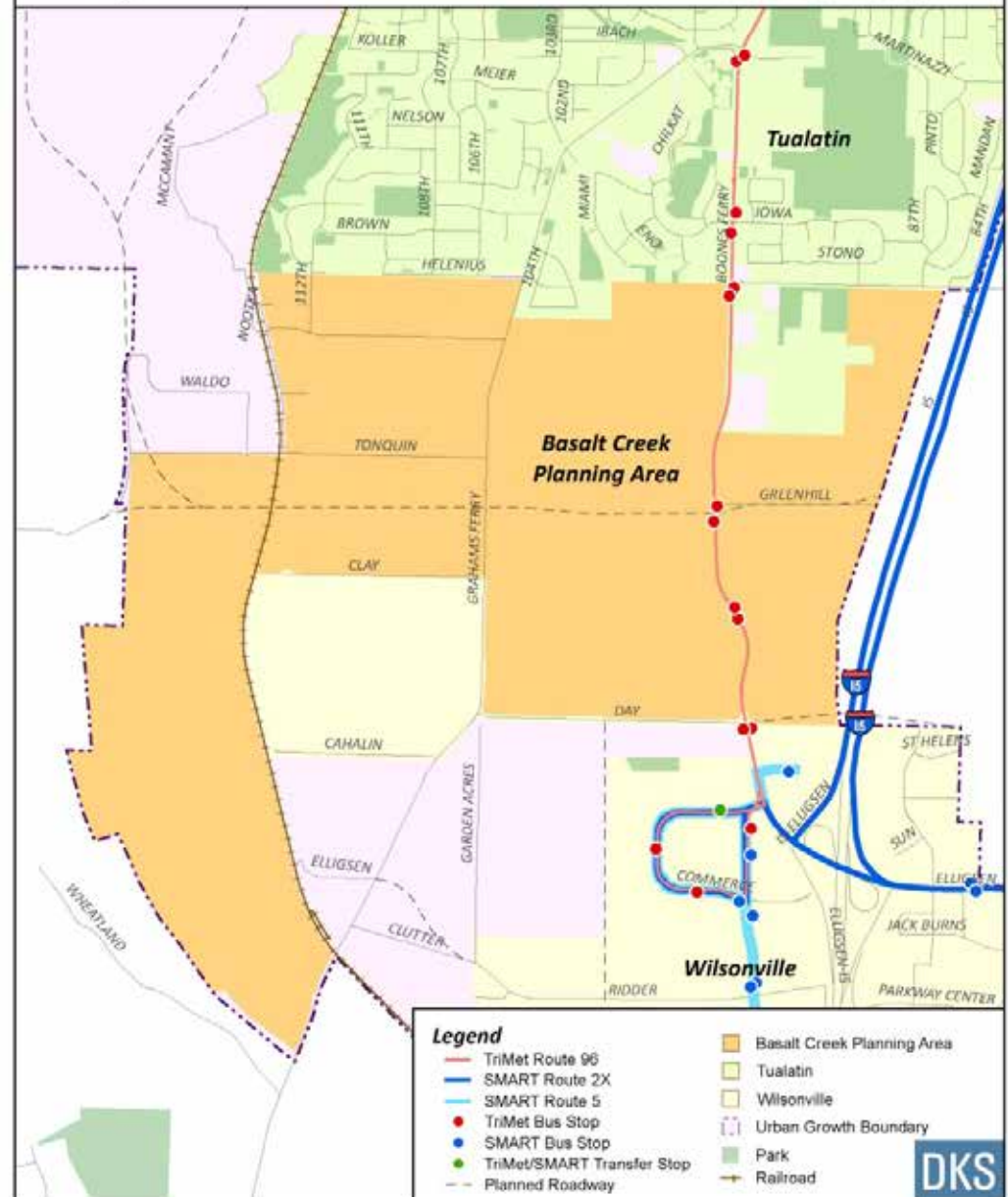
- WES
- Frequent bus service to Downtown Portland



Figure 3

Transit System

Basalt Creek Concept Plan



# Transportation Refinement Plan

- **Purpose** New transportation system between Tualatin-Sherwood Rd & I-5
- **Components** 18 transportation investments – short, medium and long-term

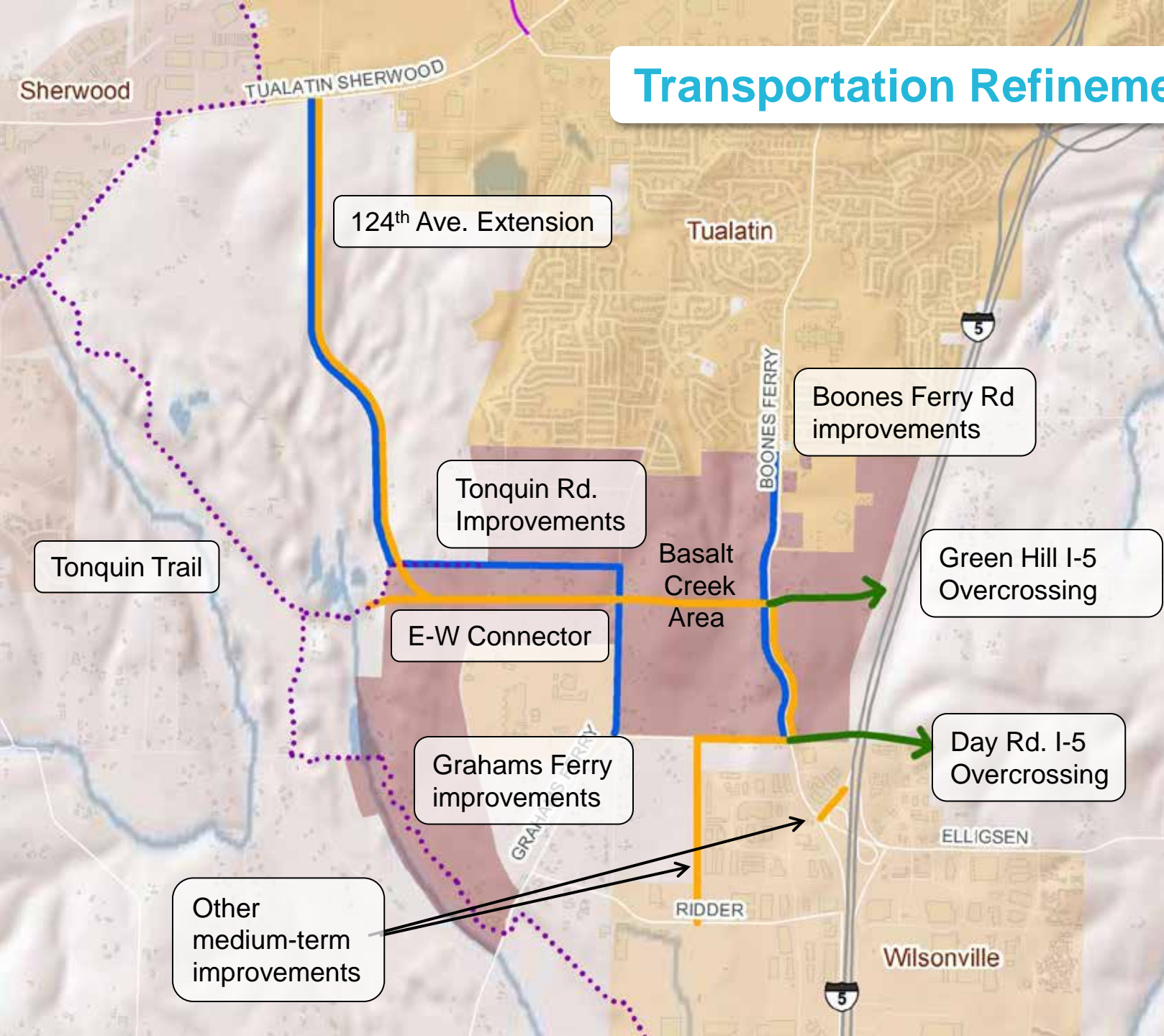


# Basalt Creek Transportation Refinement Plan (TRP)

## *Implications*

- Alignments and access points for major roads and improvements are already established
- Local roads and multimodal connections still need attention

# Transportation Refinement Plan

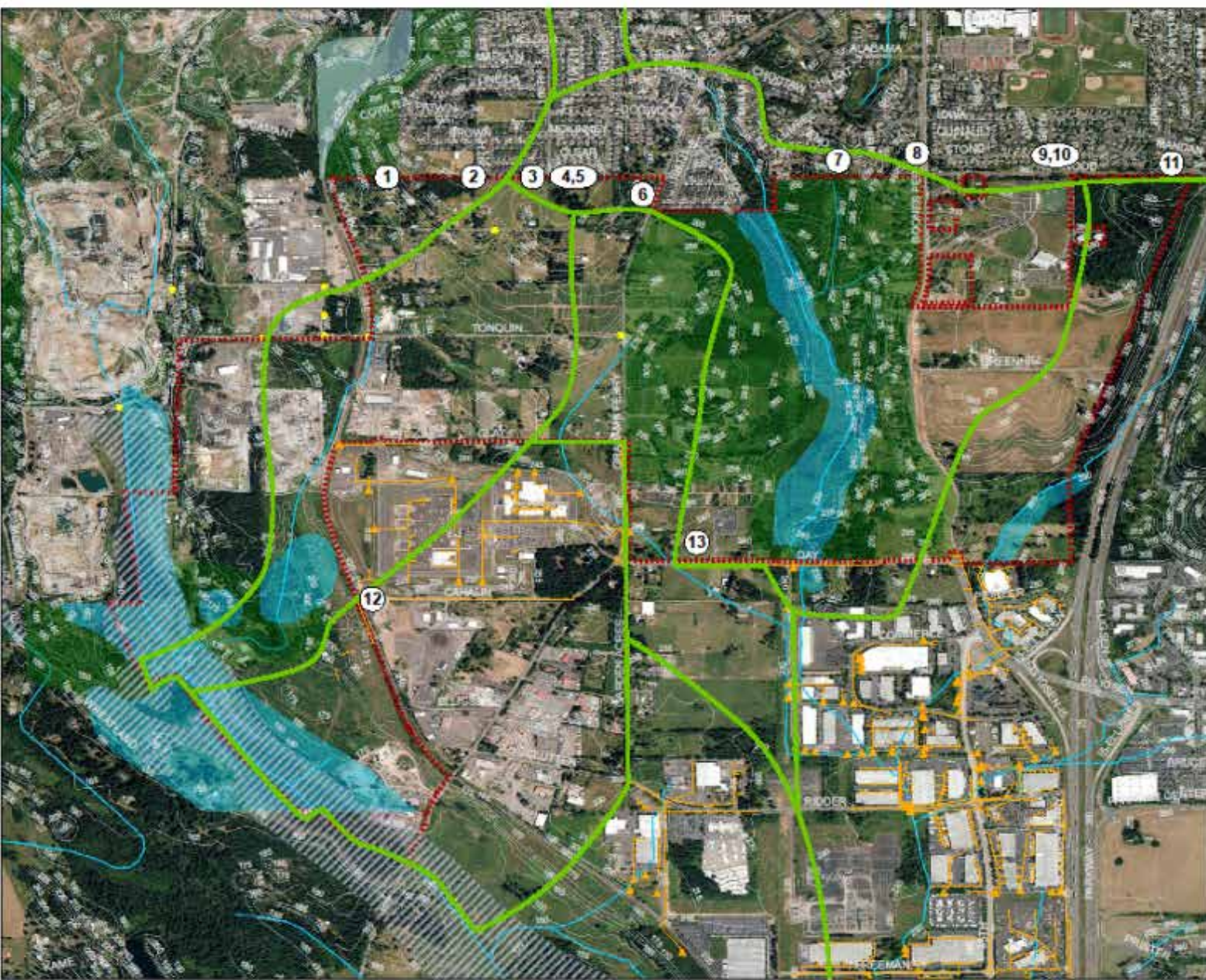


# Existing Conditions

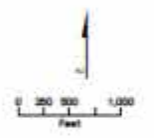
1. Housing and Employment
2. Environmental Constraints
3. Transportation
- 4. Infrastructure**







- LEGEND**
- Planning Area
  - No Resource
  - Water Area and Wetland
  - Wildlife Habitat
  - Water Area/Wetland&F/W Habitat
  - Significant Natural Area
  - 100-year Floodplain
  - Washington County Culverts
  - ▲ Wilsonville Stormwater Outlets
  - Wilsonville Stormwater System
  - CONTOUR\_5FT
  - Streets
  - Stream channels
  - Delineated Drainage Basin
  - X Potential points of connection (see Tab



**FIGURE 1**  
 Existing Stormwater Infrastructure and Drainage Area  
 Existing Stormwater and Wastewater Infrastructure  
 Basalt Creek Planning Area

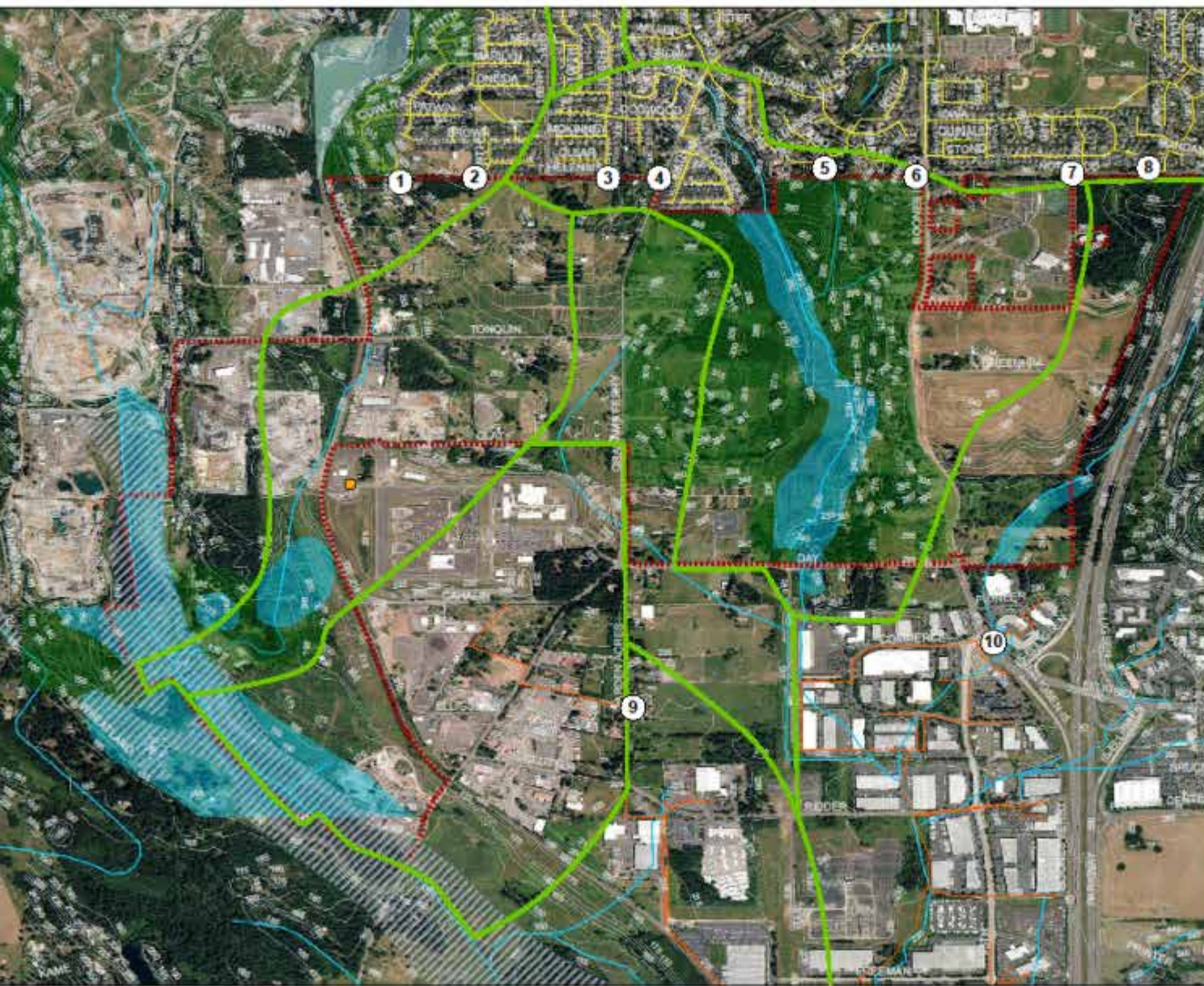
# Stormwater

- Basins generally flow toward Wilsonville
- Pinch point in existing Wilsonville system (south of Day Road) will need to be addressed to increase capacity
- Very small service area drains toward the northwest, through CWS/Tualatin system (Connection Point 1 and 2)

# Stormwater

- Large natural resource areas will necessitate minimizing piping to minimize ground disturbance
- Existing culverts in the planning area have not been sized for urban conditions and will most likely need to be upsized for future conditions.
- Low impact development (LID) features will be required for development in Wilsonville





- LEGEND**
- Planning Area
  - No Resource
  - Water Area and Wetland
  - Wildlife Habitat
  - Water Area/Wetland&F/W Habitat
  - Significant Natural Area
  - 100-year Floodplain
  - Wilsonville Wastewater System
  - Wilsonville Wastewater Vault
  - CWS/Tualatin Wastewater System
  - CWS/Tualatin Wastewater Pumpstations
  - CONTOUR\_5FT
  - Streets
  - Stream channels
  - Delineated Drainage Basin
  - X Potential Point of Connection to Existing System (see Table 2)



**FIGURE 2**  
 Existing Wastewater Infrastructure  
 Existing Stormwater and Wastewater Infrastructure  
 Basalt Creek Planning Area

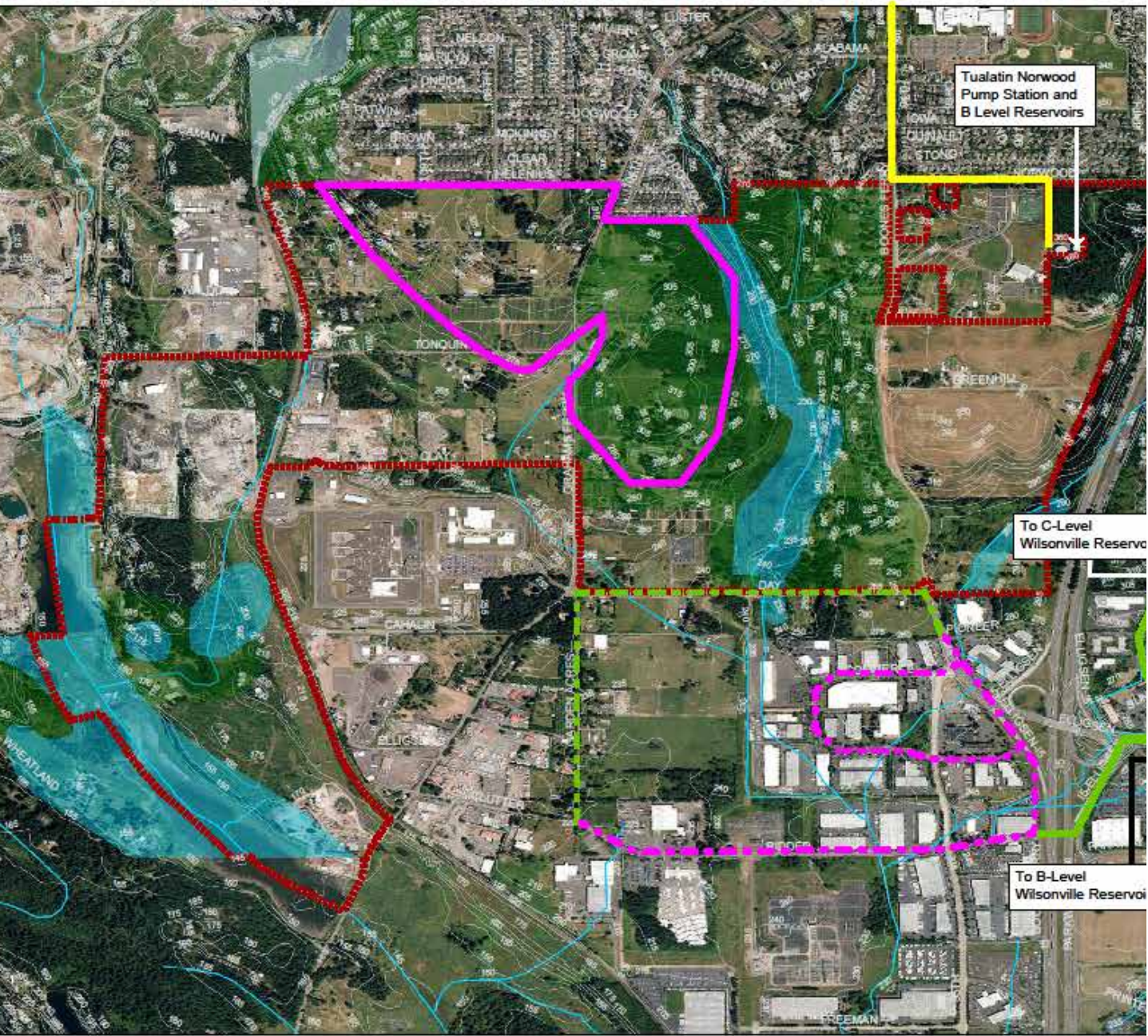
# Sanitary

- A majority of the area could flow by gravity to Wilsonville
- Both Tualatin and Wilsonville have or are considering flows from Basalt Creek in the sanitary master plans.

# Sanitary

- Facility planning for Wilsonville's recently upgraded 4 MGD treatment plant included provisions for further expansion to 7 MGD. Basalt Creek area can be accommodated.
- Service Agreements will require changes to service boundaries and capacity impacts evaluation.





# Water

- Basalt Creek area can be served by either Wilsonville or Tualatin
- Two pressure zones to serve the area, with a majority of the basin in the pressure zone B with remainder in pressure zone C

# Water

- Additional Storage and capacity under I-5 will need to be evaluated based on final zoning and anticipated demand.
- Willamette Supply project might have an impact on how and who serves this area.



# Agenda

I. Introductions

II. Project Update

III. Existing Conditions

**IV. Workshop Outcomes**

V. Roundtable Discussion on Guiding Principles

VI. Next Steps

# Public Workshop

- We will have information summarized for this over the next two weeks. Will include instant polling results, and pictures of the maps, and the digitized versions. It will not include any analysis.

# Polling Questions

- Placeholder for instant polling questions



# Agenda

I. Introductions

II. Project Update

III. Existing Conditions

IV. Workshop Outcomes

**V. Roundtable Discussion on Guiding Principles**

VI. Next Steps

# Guiding Principles

- Represent **collective interests** and goals for planning area
- Provide **Framework** for gathering input and developing **evaluation** measures

# Guiding Principles

1. Create a **shared vision** for the Basalt Creek planning area that maintains and **complements** the identity of each city and leads to **successful implementation** at the local level.



# Guiding Principles

2. Grow the **economic opportunities** of this unique area.

# Guiding Principles

3. Develop **cohesive infrastructure** systems (roads, trails, pipes) to serve the area.

# Guiding Principles

4. Catalyze high-quality **industrial development** and foster creation of **quality neighborhoods** with a range of housing options to meet local demand.



# Guiding Principles

5. Provide **appropriate transitions** between different land uses.

# Guiding Principles

6. **Protect** existing city **neighborhoods** and employment areas from impacts created by growth.

# Guiding Principles

7. Ensure **natural resource areas** are incorporated into the plan as community **amenities** and assets.



# Guiding Principles

8. Increase **equitable access** to **nature** and active **recreation** opportunities.

# Guiding Principles

9. Design an **efficient transportation network** to provide a full range of mobility options supportive of industry, employees and diverse residents.

# Guiding Principles

- Dot exercise



# Agenda

I. Introductions

II. Project Update

III. Existing Conditions

IV. Workshop Outcomes

V. Roundtable Discussion on Guiding Principles

**VI. Next Steps**

# Next Steps

- Complete stakeholder outreach and summarize public input
- Finalize constraints, and existing conditions work
- Start developing themes and check back in with Individual Councils for input on developing alternatives

**THANK YOU!**

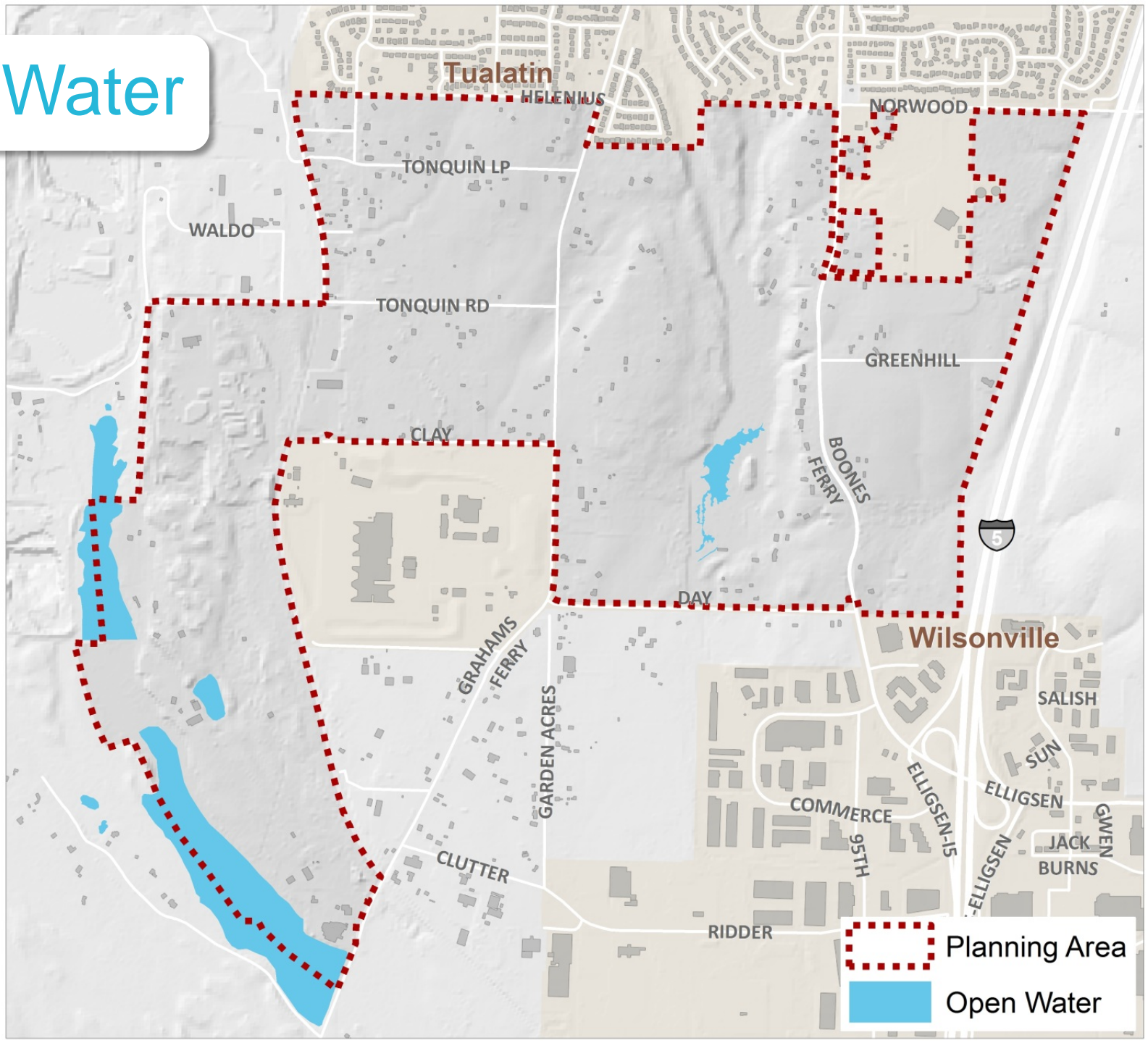


# Summary of Environmental Constraints

- Wetlands
- Habitat
- Steep slopes

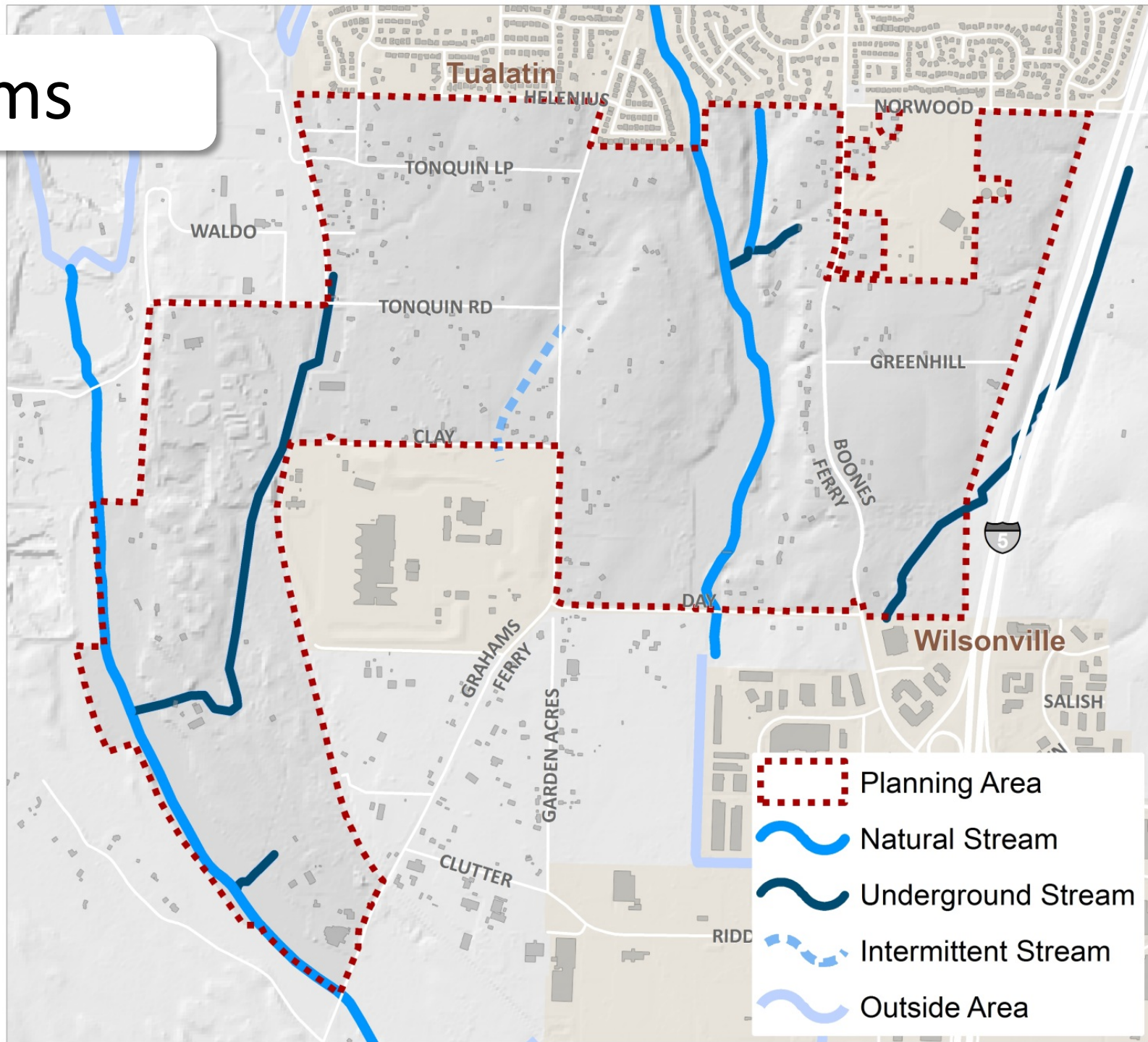


# Open Water



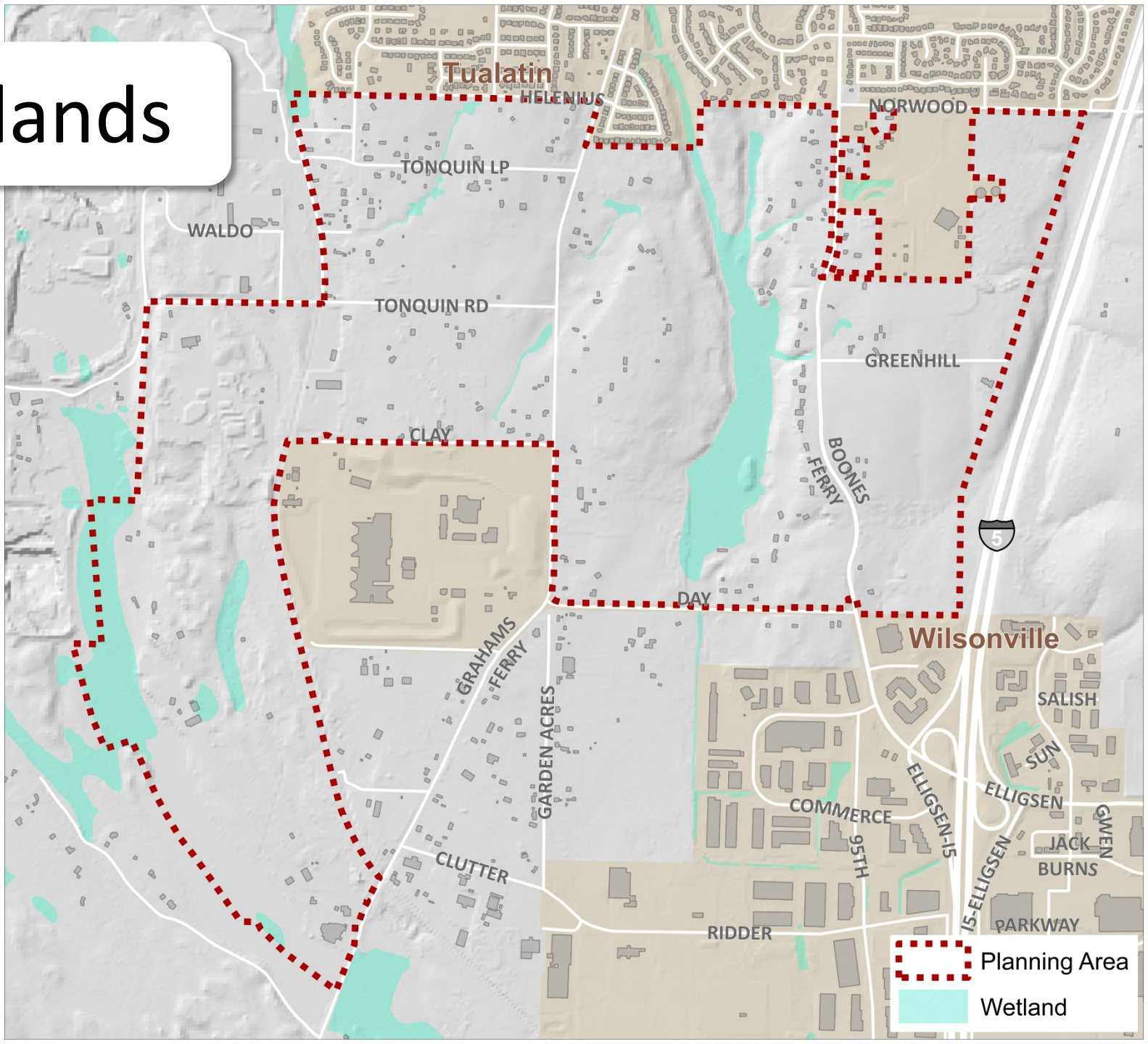


# Streams

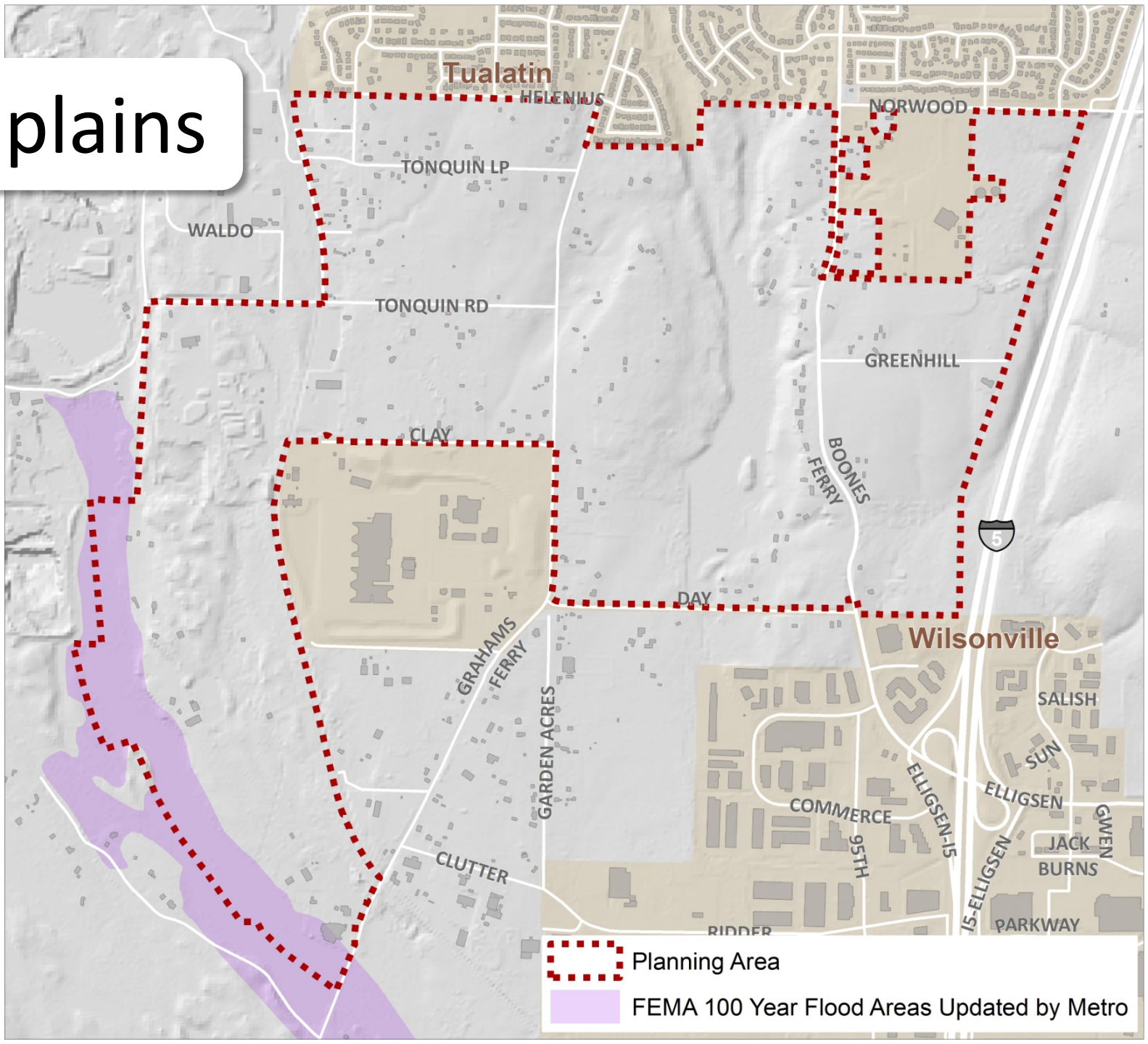




# Wetlands

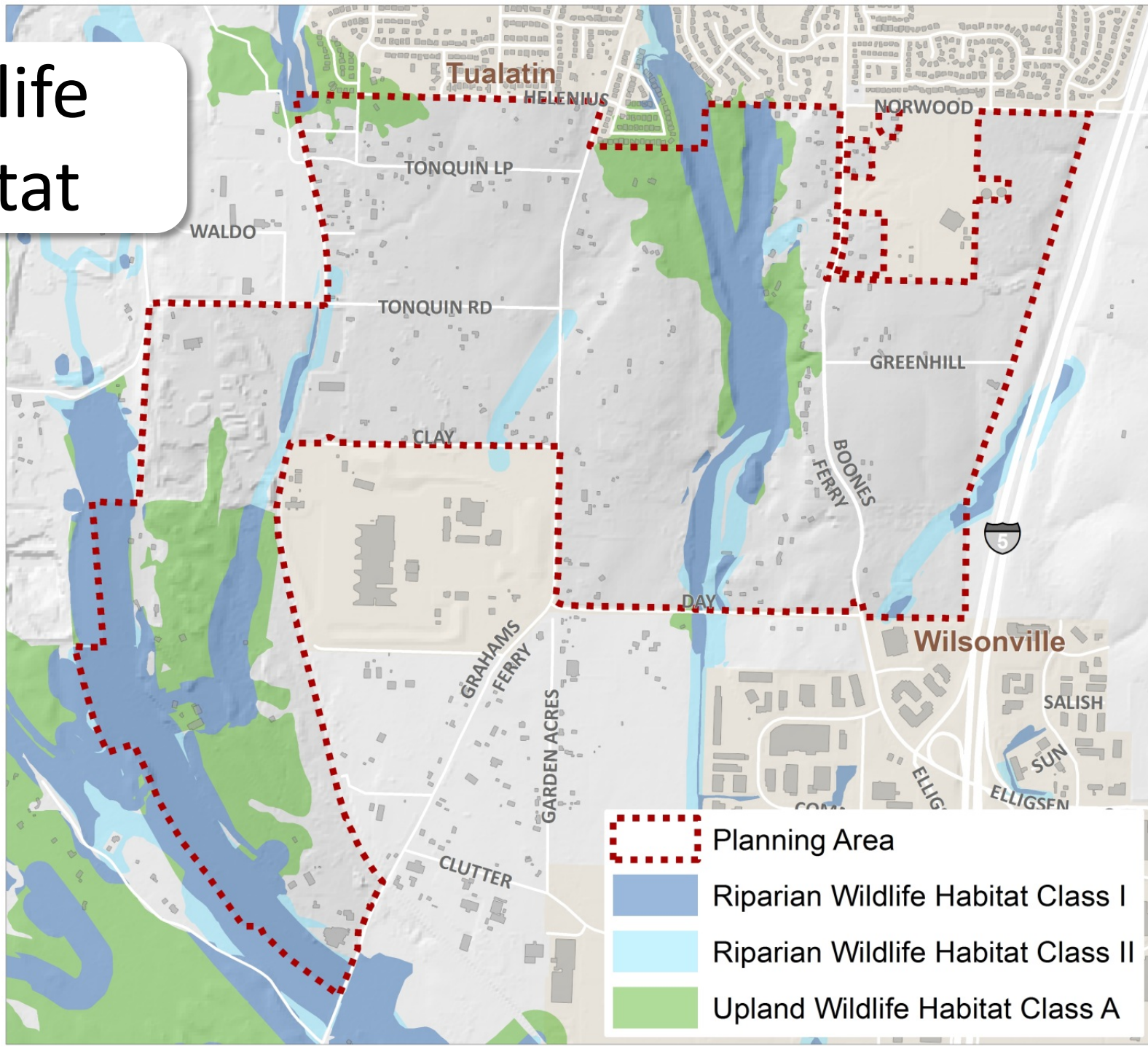


# Floodplains





# Wildlife Habitat

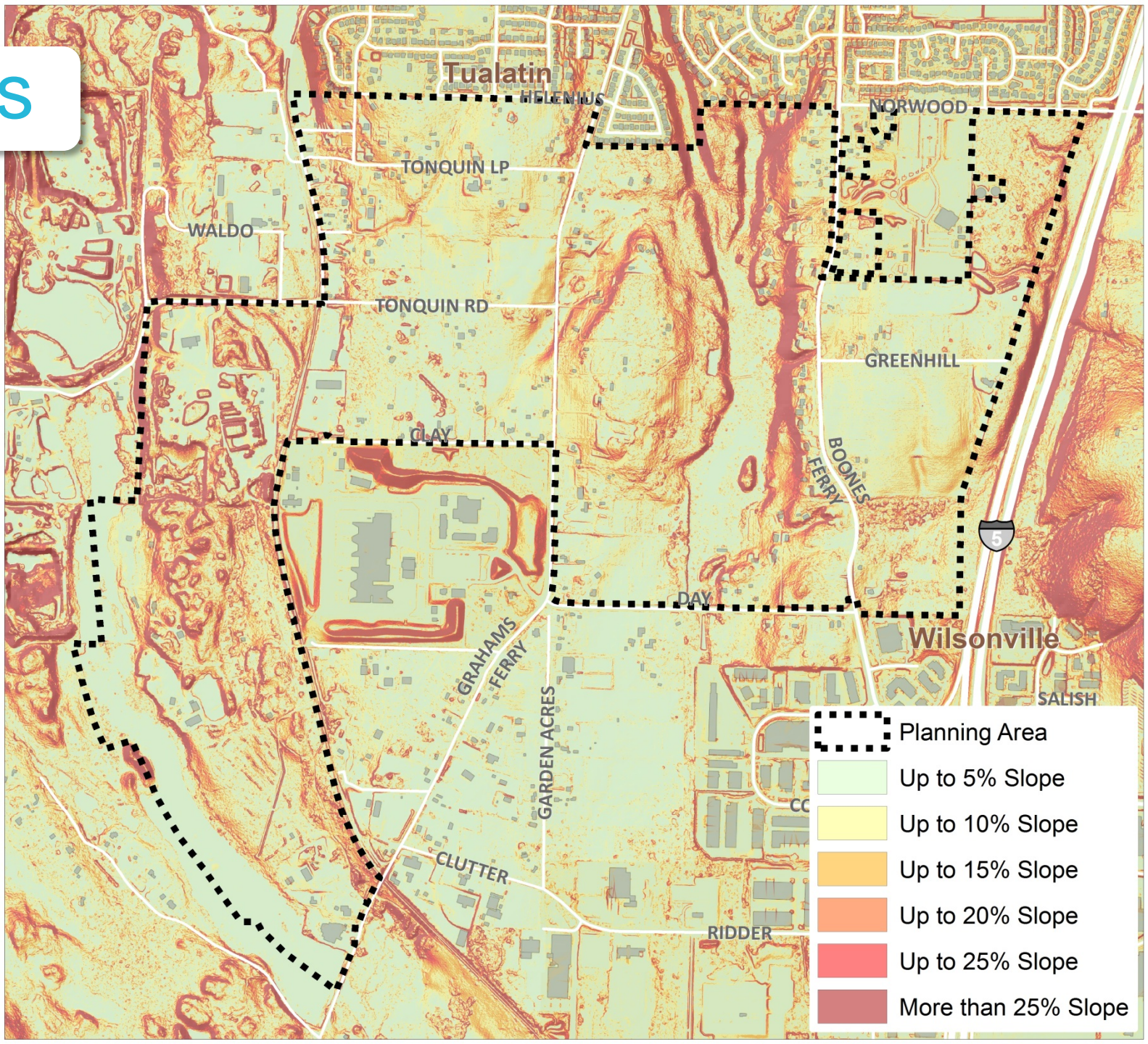


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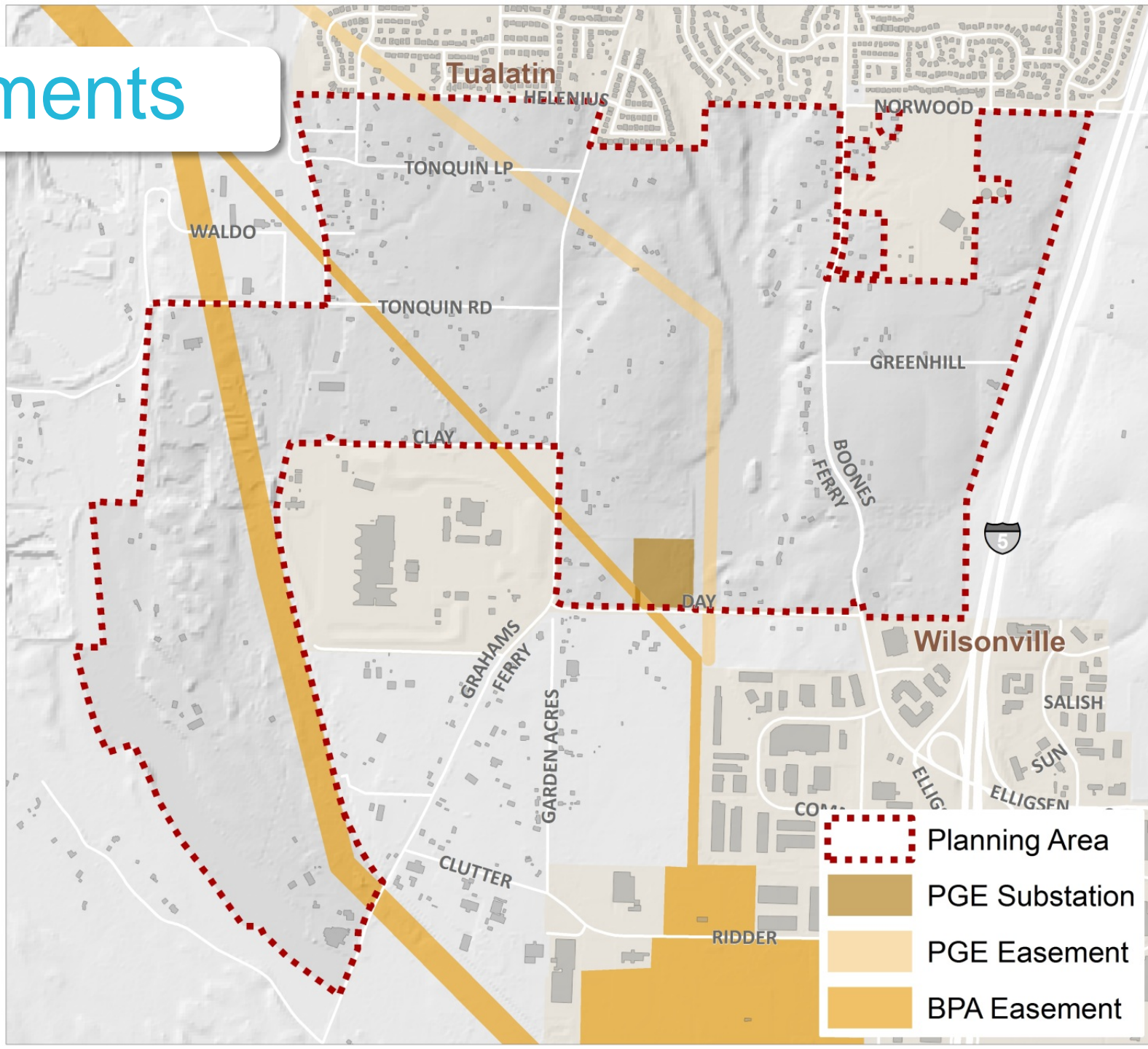


# Slopes

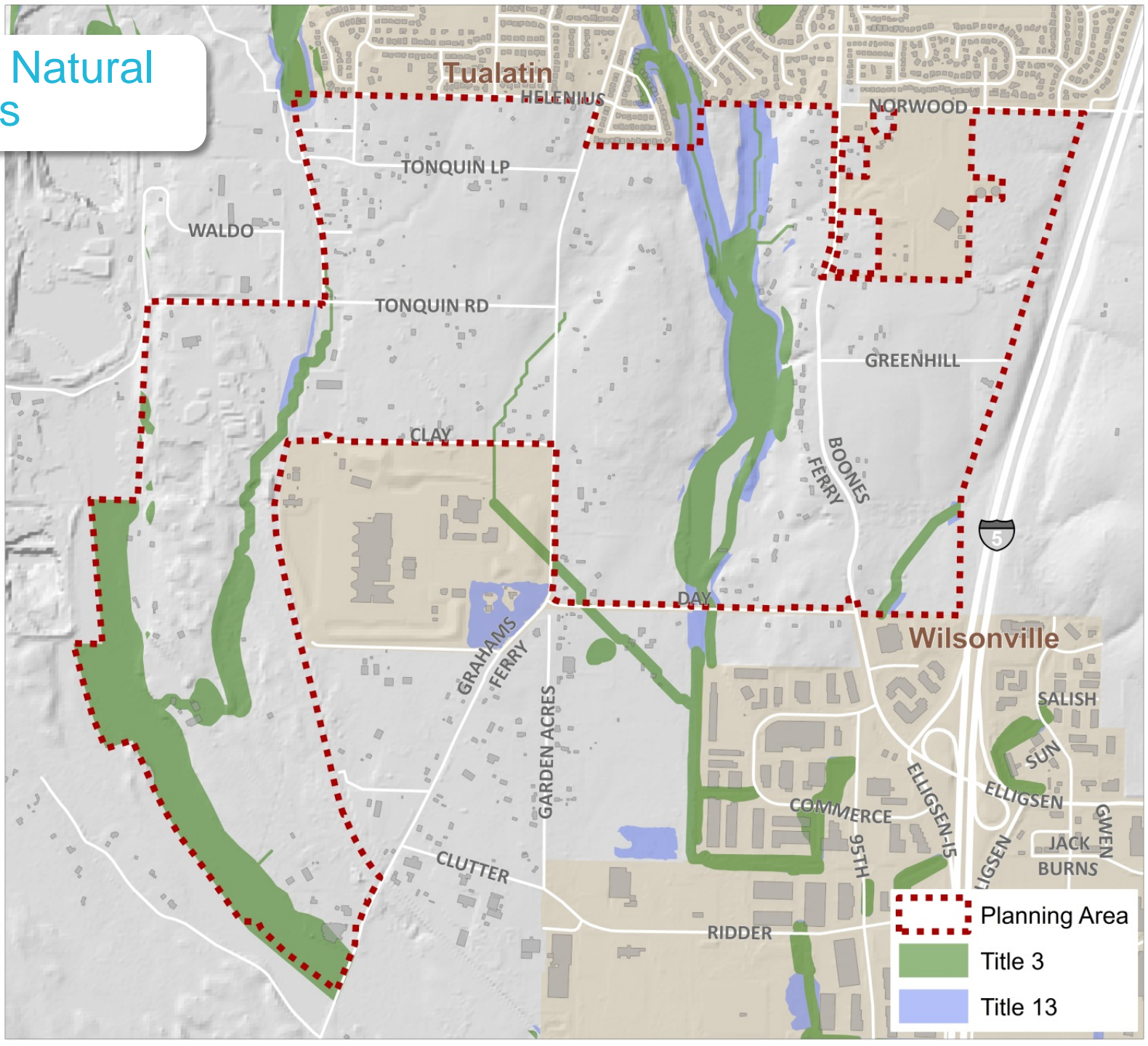




# Easements

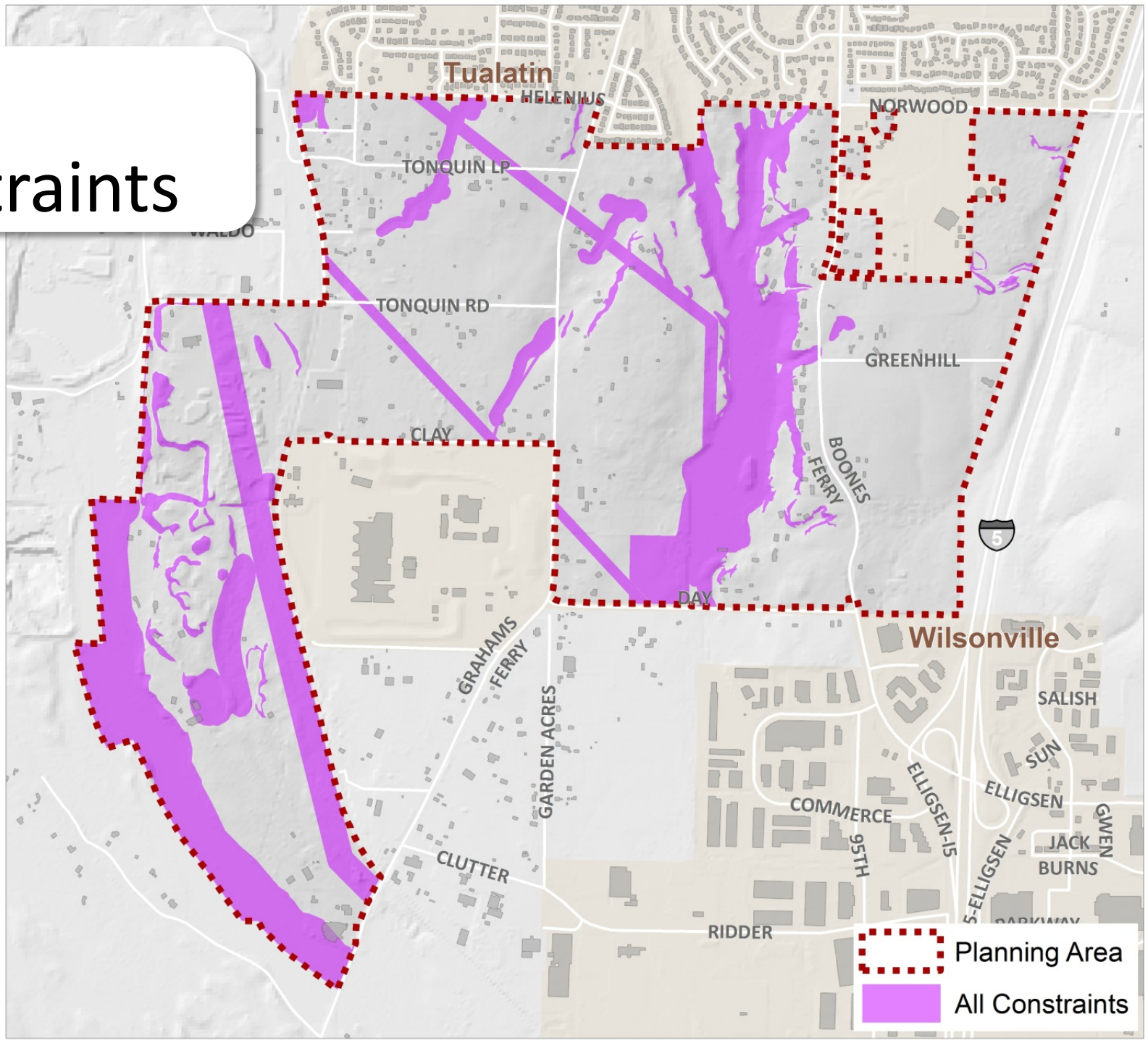


# Protected Natural Resources





# All Constraints



# All Constraints

- 276 acres constrained
- Study area total is 847 acres
- 33% constrained

June 16, 2014

*DRAFT*

## BASALT CREEK CONCEPT PLAN

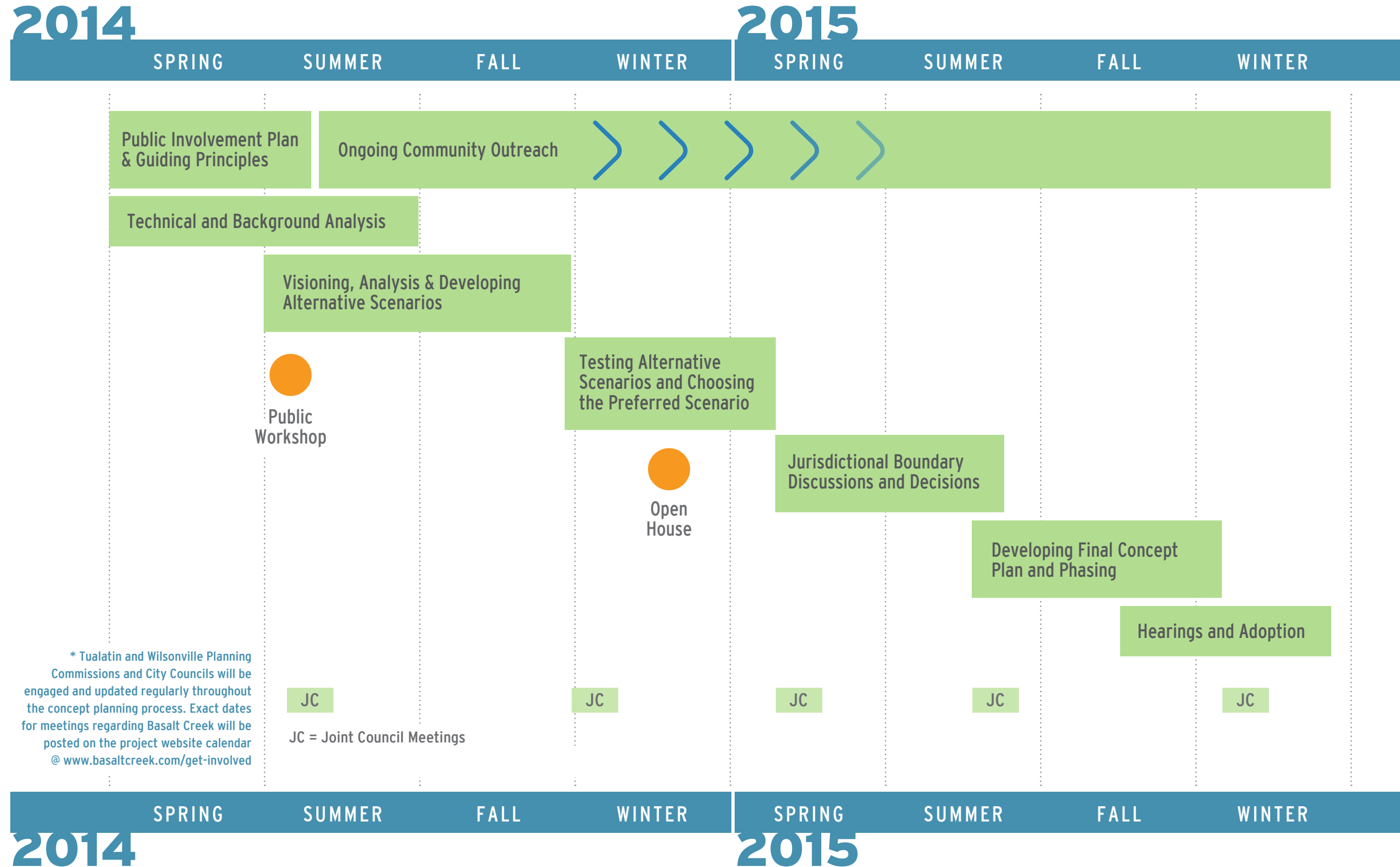
### GUIDING PRINCIPLES

Guiding Principles are intended to represent the collective interests and goals for the Basalt Creek planning area. The guiding principles provide a framework for gathering input and developing transparent and meaningful measures that can help inform the decision making process.

1. Create a shared vision for the Basalt Creek planning area that maintains and complements the identity of each city and leads to successful implementation at the local level.
2. Grow the economic opportunities of this unique area.
3. Develop cohesive infrastructure systems (roads, trails, pipes) to serve the area.
4. Catalyze high-quality industrial development and foster creation of quality neighborhoods with a range of housing options to meet local demand.
5. Provide appropriate transitions between different land uses.
6. Protect existing city neighborhoods and employment areas from impacts created by growth.
7. Ensure natural resource areas are incorporated into the plan as community amenities and assets.
8. Increase equitable access to nature and active recreation opportunities.
9. Design an efficient transportation network to provide a full range of mobility options supportive of industry, employees and diverse residents.



# Concept Plan - Timeline



\* Tualatin and Wilsonville Planning Commissions and City Councils will be engaged and updated regularly throughout the concept planning process. Exact dates for meetings regarding Basalt Creek will be posted on the project website calendar @ [www.basaltcreek.com/get-involved](http://www.basaltcreek.com/get-involved)

JC = Joint Council Meetings



OFFICIAL MINUTES OF THE SPECIAL WORK SESSION OF THE TUALATIN CITY  
COUNCIL FOR JULY 16, 2014

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Present: Tualatin Mayor Lou Ogden; Tualatin Council President Monique Beikman; Tualatin Councilor Joelle Davis; Tualatin Councilor Wade Brooksby; Tualatin Councilor Frank Bubenik; Tualatin Councilor Nancy Grimes; Tualatin Councilor Ed Truax; Wilsonville Mayor Tim Knapp; Wilsonville Councilor Scott Starr; Wilsonville Councilor Julie Fitzgerald; Wilsonville Councilor Susie Stevens

Staff Present: Sherilyn Lombos, Sean Brady, Aquilla Hurd-Ravich, Nicole Morris, Cindy Hahn, Alice Cannon, Bryan Cosgrove, Mike Kohlhoff, Chris Neamtzu, Katie Mangle, Nancy Kraushaar

Attendees: John Fregonese, Leila Aman, Erica Smith, Andy Cotugno

**A. AGENDA**

Mayor Ogden called the meeting to order at 6:05 p.m.

**B. CALL TO ORDER**

**C. WELCOME AND INTRODUCTIONS**

**D. PRESENTATIONS**

**1. Project Update**

Project Manager Leila Aman presented the project schedule. Key decisions points for the Councils were highlighted. She noted the project is currently in the technical and background analysis phase. When the process is complete the plan will include a land use concept and configuration, local roadway connections, a multimodal network, natural resource protection areas, utilities, and jurisdictional boundaries.

**2. Existing Conditions**

Principle Consultant John Fregonese presented the existing conditions. He spoke to housing and employment, environmental constraints, transportation, and infrastructure presently in the area.

Mayor Knapp noted Wilsonville has capacity to accommodate the area but have no future plans for increasing capacity to their sewer treatment facility. Mr. Fregonese explained further that both cities could serve the area and infrastructure growth is not a road block for the area.

Mayor Ogden asked what types of businesses have the potential to build in this area with the present constraints. Mr. Fregonese gave examples of several business types that would work within the constraints of the land.

Metro Policy Advisor Andy Cotugno explained Metro is responsible for managing the Urban Growth Boundary (UGB) and spoke to the UGB process for boundary determination. The Basalt Creek area was brought into the UGB in 2004 with a Metro ordinance with the idea that the area would be used for industrial job growth.

Wilsonville Councilor Starr asked what a typical area like this looks like for joining industrial and residential uses. Mr. Cotugno stated Metro leaves this to the City's to decide what this area will look like.

Tualatin Councilor Davis asked what protections Metro has in place to protect natural areas. Mr. Cotugno stated Metro has identified some protections in their ordinance. He also noted each jurisdiction has the ability to adopt protections.

Wilsonville Councilor Fitzgerald expressed concerns over the impact to the quality of life in the affected area and wants to assure a balance is struck. Mr. Fregonese explained that quality of life concerns will be addressed when alternatives for the area are discussed.

Mayor Knapp stated he would like to assure there is distinct definition between the two cities.

Mayor Ogden asked about the Growth Management review and how this area could be affected. Mr. Cotugno explained the area was brought into the UGB as part of the 20 year land supply requirement. He stated the area is intended to be used as industrial land.

Mayor Ogden asked how many alternatives would be presented for consideration. Mr. Fregonese stated 3-4 scenarios would be presented.

Discussion ensued on the type of industrial uses that might be appropriate for the Basalt Creek area and what form residential uses might take.

Mayor Ogden noted that contiguity with existing industrial areas, such as the Southwest Tualatin Concept Plan area, are important in determining uses as well as jurisdictional boundaries.

### **3. Workshop Outcomes**

Mr. Fregonese stated land use scenarios will include input from stakeholder interviews, community workshops, online surveys, and joint Council input. He presented instant polling and mapping results from a recent community workshop.

Mayor Knapp noted a majority of the participants at the workshop were Tualatin residents. He wants to make sure that both cities perspectives are included when the scenarios are presented.

Wilsonville Councilor Starr expressed concerns over the feedback received from the workshop as the uses presented were not industrial land uses.

Tualatin Council President Beikman expressed concerns with the mapping exercise and the expectations it created for citizens who attended the meeting.

Tualatin Councilor Davis wants to be sure protections are put in place for the natural areas as this land is developed. Mayor Knapp and Ogden concurred.

## **E. ROUNDTABLE DISCUSSION**

### **1. Discussion**



Due to time constraints Mr. Fregonese recapped Council feedback. Key takeaways included:

- Use the context – area brought into UGB for industrial use – as a guide in developing land use scenarios.
- Creativity is important; both Mayors and several Councilors expressed interest in seeing national and international examples of blended development – industrial with residential and small-scale retail/personal services; opportunity exists to create something new and different.
- Listen to and address community concerns.

**F. NEXT STEPS**

1. **Planning Activities:** Brief outline of next steps in the planning process.
2. **Joint Council Meeting #3:** December 2014

**G. ADJOURNMENT**

Mayor Ogden adjourned the meeting at 8:03 p.m.

Sherilyn Lombos, City Manager

Nicole Morris / Nicole Morris, Recording Secretary

Lou Ogden / Lou Ogden, Mayor



City of Wilsonville  
City of Tualatin

Joint Work Session Meeting  
October 29, 2013

Basalt Creek / West Railroad  
Concept Planning

**CITY COUNCIL MEETING  
STAFF REPORT**

<b>Meeting Date:</b>  October 29, 2013	<b>Subject: Basalt Creek / West Railroad Concept Planning Joint Work Session with Tualatin City Council</b>  <b>Staff Member:</b> Katie Mangle <b>Department:</b> Community Development	
<b>Action Required</b>	<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable  <b>Comments:</b>	
<b>Staff Recommendation: N/A</b>		
<b>Recommended Language for Motion: N/A</b>		
<b>PROJECT / ISSUE RELATES TO:</b>		
<input checked="" type="checkbox"/> Council Goals/Priorities Economic Development	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

**ISSUE BEFORE COUNCIL:**

The Wilsonville and Tualatin City Councils will hold a joint work session to kick-off the Basalt Creek / West Railroad Concept Plan project. The discussion will inform the scope of work for the project and frame the collaboration on the process to come.

**EXECUTIVE SUMMARY:**

In 2004, Metro expanded the Urban Growth Boundary to include approximately 840 acres of land located in between Tualatin and Wilsonville. In June 2011, the Cities of Tualatin and Wilsonville, Washington County, Metro and ODOT signed an Intergovernmental Agreement which outlined the roles and responsibilities for the Basalt Creek concept planning efforts. One



of the first tasks was to complete the Basalt Creek Transportation Refinement Plan to help identify the major multi-modal transportation investments to be made in the area. In December 2012, a Policy Advisory Group composed of elected and administrative leaders from each of the agencies, unanimously recommended the adoption of the Basalt Creek Transportation Refinement Plan.

In recognition that Tualatin and Wilsonville are less than a mile apart, the Cities wish to work together to plan this area. The collaborative effort will ensure that the property owners, community members, elected officials, and staff from both Cities are involved in creating a vision for the future of this area that enhances the quality of life. The Cities of Tualatin and Wilsonville signed a Memorandum of Understanding in 2010 that acknowledged this cooperative approach to planning. This agreement also established Tualatin as the fiscal agent to administer grant funds received from Metro to conduct this planning work and directed staff from both cities to join together in the selection of a consultant. The project staff selected a consultant team led by Fregonese Associates to lead the concept planning work.

Broadly speaking, a concept plan identifies a vision for the area and guides future land use and transportation. Additionally, it outlines an implementation strategy for future provision of urban services (water, sanitary sewer, and storm sewer systems), other public services and protection of natural and cultural resources. Jurisdiction of the area will ultimately be divided between the two cities, both of which envision it including parks, green spaces, a small amount of retail, as well as employment and residential uses. Wilsonville has expressed that its portion of Basalt Creek/ West Railroad area be primarily used for employment, while Tualatin, which has little land remaining for housing has expressed its portion be primarily used for residential purposes. Both cities see the area contributing to a major regional economic workshed anchored by Coffee Creek in Wilsonville and Southwest Concept Plan in Tualatin.

The Basalt Creek/ West Railroad Area has been in the UGB since 2004; however, property owners have been unable to pursue urban development because a concept plan has not been prepared. Prior to incorporating this land into either City, Metro requires that both Cities adopt a Concept Plan, and then Washington County requires each City to amend their Urban Planning Area Agreement at which point land can be annexed. The Concept Plan work provides the opportunity to address the needs of the area residents as well as other community members and set a plan to provide adequate services, coordinate land use and transportation, and preserve natural resources.

### **EXPECTED RESULTS:**

The meeting purpose is to kick-off the Concept Plan phase of work. The objectives for tonight are to:

- Start the project with a shared understanding of the process and potential outcomes.
- Identify issues and challenges that could present during concept planning.

### **TIMELINE:**

The project is expected to take 18 months to two years to complete. Staff and the Consultant

team are preparing a scope of work for a contract to be presented to Tualatin City Council for authorization in November 2013. Note that, because Tualatin is the grant recipient, Tualatin City Council will be the only body to approve the consultant contract, and Tualatin staff will manage it. Wilsonville City Council will be consulted at key milestones throughout the project, and will have decision-making authority on any deliverables that pertain to the Wilsonville planning area.

**CURRENT YEAR BUDGET IMPACTS:**

The City of Tualatin received approximately \$350K from Metro's Construction Excise Tax (CET) grant program to perform concept planning. The City of Wilsonville has, and will continue to, invest staff time into the process.

**FINANCIAL REVIEW / COMMENTS:**

Reviewed by: \_\_\_\_\_ Date: \_\_\_\_\_

**LEGAL REVIEW / COMMENT:**

Reviewed by: \_\_\_\_\_ Date: \_\_\_\_\_

**COMMUNITY INVOLVEMENT PROCESS:**

The project will incorporate participation from affected residents, businesses, and property owners. Developing a public involvement plan will be one of the first tasks of the consultant team.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY** (businesses, neighborhoods, protected and other groups): The southern portion of the Basalt Creek area will be important for the long-term growth of Wilsonville's industrial base. Growth in the Basalt Creek area will affect industrial-zoned properties in the Coffee Creek area, and it will be important to solicit the involvement of representatives from this area.

**ALTERNATIVES:** None at this time.

**CITY MANAGER COMMENT:**

**ATTACHMENTS**

- A. Meeting Agenda
- B. Aerial Photo Map
- C. Planning Area Map
- D. Summary of March 2011 Joint Meeting





# City of Tualatin City of Wilsonville



## TUALATIN AND WILSONVILLE CITY COUNCIL WORK SESSION OCTOBER 29, 2013 6:00 P.M.

Wilsonville City Hall  
29799 SW Town Center Loop  
Wilsonville, Oregon  
Willamette River Room, City Hall, 2<sup>nd</sup> floor

**Tualatin Council**  
Lou Ogden, Mayor  
Monique Beikman  
Ed Truax  
Joelle Davis  
Frank Bubenik  
Nancy Grimes  
Wade Brooksby

**Wilsonville Council**  
Tim Knapp, Mayor  
Scott Starr  
Julie Fitzgerald  
Richard Goddard  
Susie Stevens

---

**6:00 CALL TO ORDER**

**6:05 WELCOME AND INTRODUCTIONS**

A. Introductions: Council, Staff and Consultant Team

**6:20 STAFF PRESENTATION**

A. Overview of the project

B. Introduction of consultant team and their approach to the project

**7:00 ROUNDTABLE DISCUSSION**

**Objectives:**

- **Start the project with a shared understanding of the process and potential outcomes.**
- **Identify issues and challenges that could be present during concept planning.**

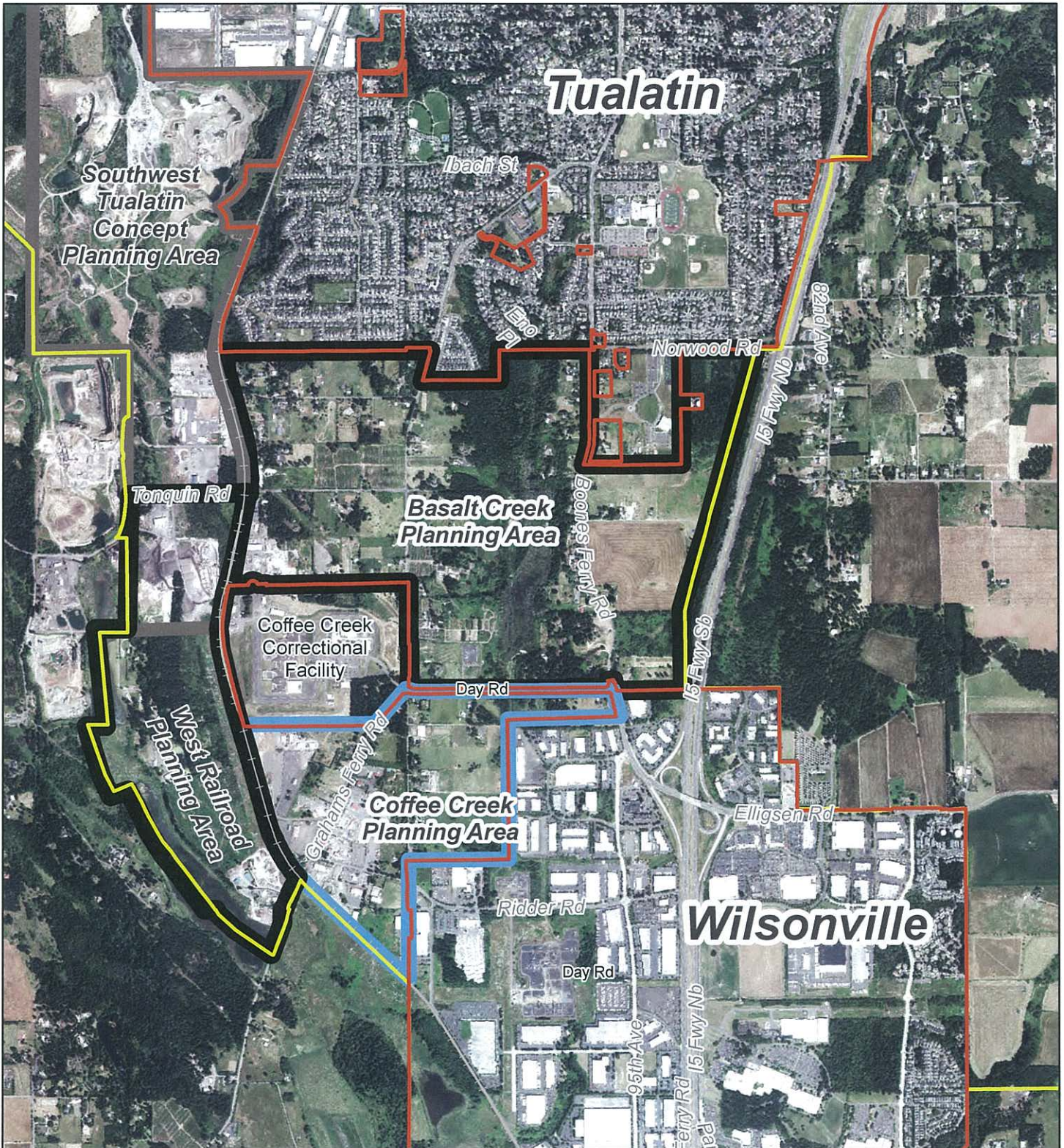
1. What should the guiding principles be for the concept plan?




2. What do you see as the big issues facing Basalt Creek?
3. What do you want to see accomplished from Basalt Creek/ West Railroad planning? What would a successful project look like to you?
4. What are your ideas for decision making and process?

**9:00 ADJOURN**





**The City of Wilsonville**

-  Tualatin Planning Area
-  Proposed Tualatin/Wilsonville Joint Planning Area
-  Wilsonville Planning Area

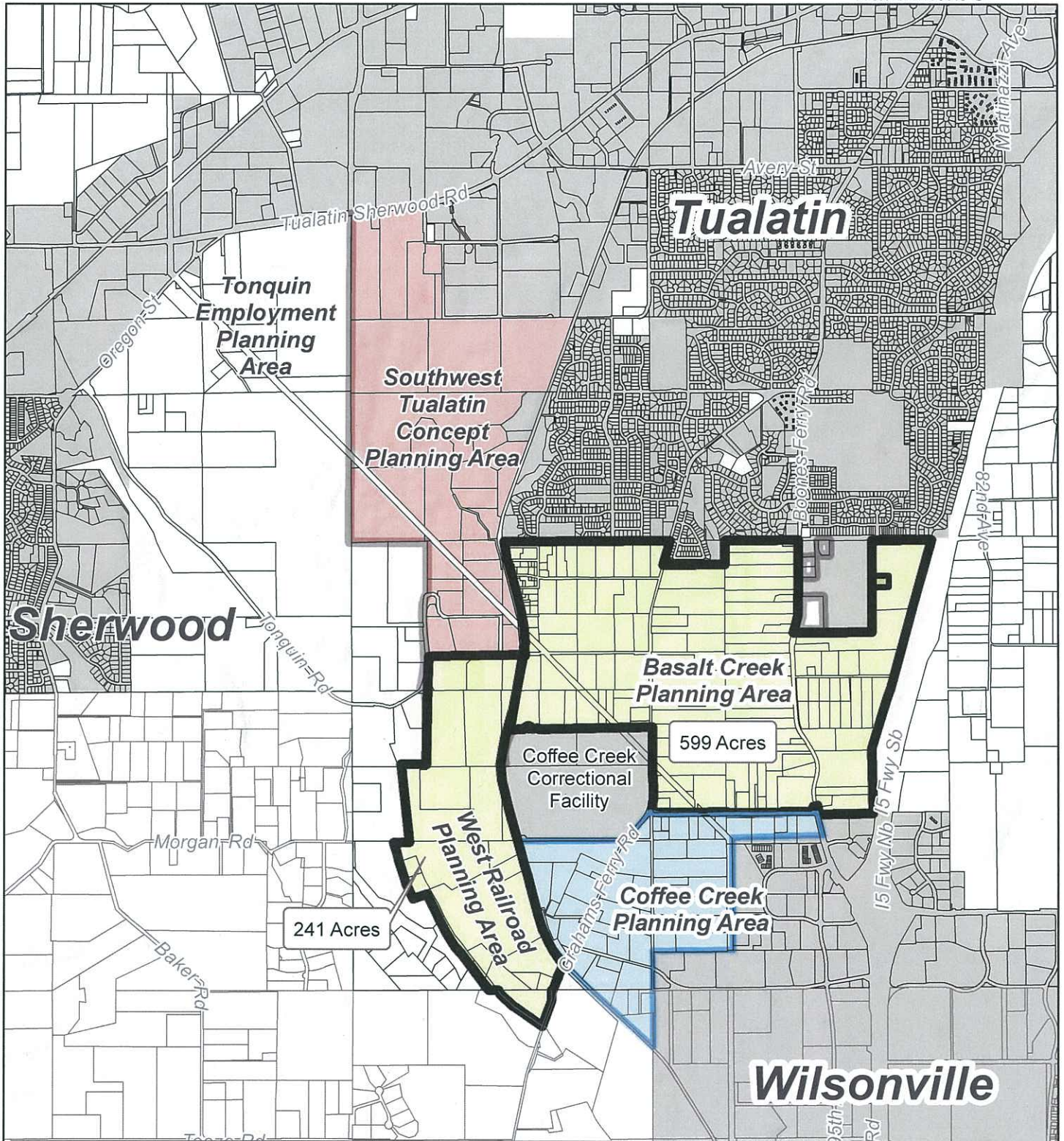
-  City Limit
-  UGB



7/15/2013









### The Cities of Wilsonville and Tualatin

#### Planning Areas

-  Proposed Tualatin/Wilsonville Joint Planning Areas
-  Current City Limits



7/15/2013









# City of Tualatin City of Wilsonville



## Joint Council Meeting Roundtable Discussion Notes

### Council Question 1: What are the big issues facing your City?

City of Tualatin	City of Wilsonville
Increasing Citizen Involvement	Creating Transparency in Government Operations
Improving Transportation & Mobility (T-S Rd.)	Managing Traffic and Limiting Congestion (I-5)
Developing Opportunities for Business Infill	Attracting Businesses
Expanding Local Public Transit	Protecting Boone Bridge
Representing City & South Region at Metro	Preserving Wilsonville Lifestyle & Community Feel
Balancing  Service Demands &  Revenues	Funding Infrastructure Improvements
Parks Charter Amendment	Replacing the Wastewater Treatment Plant
	Recruiting / Hiring City Manager

### Council Question 2: What are the opportunities in the South Metro Region?

- Opportunity for elected officials, staff representatives, and community members to work together as a team and collaborate to find solutions
- Opening for greater local input
- Chance to create a louder voice in the South Metro Region
- Opportunity to preserve an attractive place to live, work, and play
- Prospect of maximizing assets through high quality development
- Time to develop trust between two elected bodies
- Opportunity to support each other on uncommon issues

### Council Question 3: What do you want to see accomplished from Basalt Creek / West Railroad planning?

- Creates consistency with the Southwest Tualatin Concept Plan
- Provides solutions to accommodate the transportation needs of the planning area and surrounding community (effective SW 124<sup>th</sup> extension & access to West Railroad Area)
- Offers the ability to attract a large business campus type development
- Affords the protection of the South Tualatin neighborhoods
- Incorporates transitional land uses and/or buffer between industrial and residential uses
- Provides annexation plan so that none of the land is left unincorporated
- Maximizes the industrial development opportunities that present a financial gain through higher assessed value
- Protects the I-5 / Elligsen Road interchange
- Establishes a vision that will be a success in 20 – 30 years and makes both communities “better”
- Assesses the infrastructure needs
- Identifies a provision for natural areas, parks, and recreational space
- Completed through an engaging process



# City of Tualatin City of Wilsonville

Attachment D



## Next Steps:

- Schedule another joint council work session in late Spring
- Approve a Memorandum of Understanding with Washington County for concept planning
- Participate in Washington County's transportation analysis regarding the extension of SW 124<sup>th</sup> to the I-5 interchange
- Determine which portions of the planning efforts can be done concurrently with transportation analysis

**CITY OF WILSONVILLE  
CITY COUNCIL WORK SESSION NOTES  
OCTOBER 29, 2013**

The Wilsonville City Council held a joint work session with the Council of the City of Tualatin on Tuesday, October 29, 2013 at the Wilsonville City Hall beginning at 6 p.m.

Wilsonville City Council members:

Mayor Knapp  
Councilor Goddard  
Councilor Starr  
Councilor Fitzgerald  
Councilor Stevens

Tualatin City Council members:

Mayor Lou Ogden  
Monique Beikman  
Ed Truax  
Joelle Davis  
Frank Bubenik  
Nancy Grimes  
Wade Brooksby

Wilsonville Staff:

Bryan Cosgrove, City Manager  
Mike Kohlhoff, City Attorney  
Jeanna Troha, Assistant City Manager  
Sandra King, City Recorder  
Katie Mangle, Long Range Planner  
Chris Neamtzu, Planning Director  
Steve Adams, Engineering  
Barbara Jacobson, Assistant City Attorney  
Mike Ward, Engineering  
Nancy Kraushaar, Community Development Director  
Mark Ottenad, Government Affairs Director

Tualatin Staff:

Sherilyn Lombos, City Manager  
Alice Cannon Rouyer, Assistant City Manager  
Sean Brady, City Attorney  
Ben Bryant, Management Analyst  
Aquilla Herd-Ravich, Planning Manager



Also in attendance were Washington County Planners, the Consulting Team, residents from the neighboring areas, and representatives of Metro.

Mayor Knapp called the work session to order at 6:12 p.m. Introductions were made.

### **Staff Presentation**

#### **A. Overview of the project**

- A Memorandum Of Understanding existed between the two cities for the cooperative planning of the Basalt Creek area. Because Tualatin is the recipient of the grant, Tualatin would manage the grant funds. The Wilsonville Council would be consulted at key milestones throughout the project, and will have decision making authority on any deliverables that pertain to the Wilsonville Planning area.
- Planning would consider the regional context of the area and concurrency protocol. The Tualatin SW Concept Plan includes light industrial/business park and the area will need to be annexed into Tualatin.
- The Coffee Creek Industrial area is envisioned to be a large campus with industrial and warehousing using a form based code pattern book.
- The concept planning is a high level guide that will comply with Metro Title 11, amend the urban planning agreement with Washington County and determine what areas go to which city to be annexed
- Would like to have additional joint work sessions at key milestones joint decisions to be made about boundary and governance.
- Each city council would make independent decisions about the character and land use, adoption and implementation of the plan
- Recommend each city council assign two council members to a sub-committee to draft decision making guidelines and give direction to staff about project making decisions.

### **Roundtable Discussion**

#### **Objectives:**

Start the project with a shared understanding of the process and potential outcomes.

Identify issues and challenges that could be present during concept planning.

#### **1. What should the guiding principles be for the concept Plan?**

- Tualatin wants to protect its south neighborhoods
- What is advanced should be in consideration with the other city, must be compatible with, and enhance the other city
- Find continuity, enhance the other position
- Shared vision necessary
- Need to involve more than who is in the room [additional stakeholders/property owners]
- Question the use of warehousing and trucking for the area
- Stay true to each city's vision
- There will be a challenge with the residential and industrial/manufacturing
- How do we have a clear understanding of, and honor each city's vision through the process
- Tualatin has grown towards the south from the north and is more residential while Wilsonville is growing from the south and is industrial.
- Negotiate with Metro to maintain residential; considerations on how to transition from one to the other.
- Anticipate dealing with impact of the employment numbers from Basalt Creek, traffic etc.
- Look to Coffee Creek to complement those uses that are already there so we don't conflict with them
- Should include public and stakeholders throughout the process
- Assume the city boundaries will meet in the middle
- Avoid examples seen in the region where infrastructure is impossible to build
- Infrastructure; both cities should be willing to deal with that issue without any land grabs in mind
- Difficult topography and ability to provide services in a sustainable way should be considered
- Enhance livability and quality of life. Provide employment opportunities, efficient use of limited resources (provide and share) serve the area in least expensive way possible
- Environmental compatibility important, preserve landscapes, wet lands, use them as features on campuses, should be attracting uses and users that are proper in the first place
- Important to keep in mind transportation and retain good quality standard
- Traffic flow
- Development should be attractive to potential tenants, leverage opportunity with state and Metro,
- Standards should include certain types of industry development not just any kind
- Protect residential neighborhoods
- What characteristics do we want in the industrial development and how would we achieve that goal
- Not just about Tualatin and Wilsonville, private sector is involved also
- Topography is a challenge

- To have specific kinds/types of development need to be in touch with the market; must match resource to the right market and be real with what markets are viable there
- Encourage high quality industrial development

2. What do you see as the big issues facing Basalt Creek?

- There are a number of separately owned parcels
- Transportation issues and funding
- Topography is a challenge
- Funding and the regional significance and begs the need for state and federal funding so we have to have a gem to offer to developers
- Overlay includes school district that is not part of either town, how do we draw a benefit to our towns
- Transit is an issue with more jobs and additional traffic, what will TriMet be willing to do to provide transportation
- Funding. I-5/Boone Bridge, ability for I-5 to service the area and the region. Will there be the capacity to serve.
- What is the State willing to do to service the area and or protect the industry
- Technology industry changing trucking needs - Mentor Graphics ships electronically, no trucks on the road
- Protecting residential speaks to a buffer – how large a buffer, who will set it aside, how large will it be
- Staging resources (staff) and timing development to occur over time in a planned way so the results are what we all want to see

3. What do you want to see accomplished from Basalt Creek/West Railroad planning?

What would a successful project look like to you? Development could occur over the next 5-15 years – what is the 5 year goal. Are there any short-term outcomes staff should know about?

- Coffee Creek should have similar uses
- Facilities accessed through a common roadway
- Identify top enabling conditions to success, identify what we already have in our transportation plans and see what we have in common
- For big ticket items package the project that would have an appeal and attract high value funding streams
- Branding the projects/sites
- West rail road area has different character, access to the area from where and how
- Southwest rail road is a percentage of Basalt Creek – do the statements apply to both areas
- What does 5 years look like, don't know what seeds are in the area now. Do need to allow that to happen, to recognize short term potential now



- Do an analysis of what is possible in each area giving the topography that is there and what it would take to make land shovel ready

Wilsonville GIS has started to map out infrastructure, will be bringing that information forward when completed.

- Successful project involves stakeholders in the area who have a strong vision of what they would like to see
- 124<sup>th</sup> need to consider what the benefits and constraints are to the area
- How does interaction with south west concept plan area transpire don't we disconnect as move from one area to another
- Alignment issue in the 99W extension needs to be determined early and development will occur around that area
- Stakeholders should be involved in that discussion – how trucking will be affected with the location of the extension
- Protecting alignment of the extension right-of-way early in the process will take investment by some public body
- Success is a clear understanding of what each city's ambition is and how they can move forward in their steps to reach the vision What steps can we work on to begin the process to bring clarity of vision
- Would come back to the benefits of both cities making the area so attractive to benefit both cities
- Make the area so attractive by working together to make it a high demand area
- In favor of both bodies working together
- Need to match market at the right time
- That would include Washington County as a partner to go through the ideas now to provide for the transportation needs and set aside right-of-way
- Raise profile of project with the two counties will look like success
- Benefits both Washington and Clackamas counties so need to include both during the process
- Involve Clackamas County later in the process at time the overcrossing of I-5 occurs

#### 4. What are your ideas for decision making and process?

- Some decisions would be made together, some separately
- Will have a stakeholder group for the project with wide variety of people and interests, wide array of public process
- Would like to have two representatives from each council to define who will be in stakeholder committee
- Decide land use first neighborhoods infrastructure first
- Decide what decisions we need to make
- First need to jointly create a vision we all share, then decide on how to accomplish
- Should be jurisdictionally blind until we get down to nuts and bolts

- Agree that is the right way to do it create vision then work out the details
- Go into this with jurisdictional blindness, no ideas in where a boundary should be
- Share the vision process between the two cities
- Subcommittee begin to develop this vision and take to their council
- Line will become evident as we plan thru this opportunity to show State a collaborative process to jointly plan the area
- Need to be cognizant of pragmatic self-interests in the outcome. Afterwards when the natural outcomes arise how to make it equitable
- How do you go about creating a joint vision
- That is the purpose of the subcommittee who should be part of that effort

Councilors Monique Beikman; and Joelle Davis volunteered for the subcommittee from the City of Tualatin. Councilors Richard Goddard and Susie Stevens volunteered to represent the City of Wilsonville.

- What is the role of the subcommittee and role of the council don't know what it would or would not do
- Would like more council involvement in the process rather than less. All council members should be included in the big picture items vision.
- Subcommittee limited to two councilors from each city to help work through the process road map. Both councils will meet together at each milestone
- Agree with Mayor Ogden that the council should be really involved subcommittee would help staff develop structure what would the steering committee look like
  - Large group 20 people, a diverse group to ground truth information
  - Small committee will be limited in scope to outline the process
- What are the process steps
- What will the subcommittee do? Think the comments made by both councils are telling about the attitudes and perspectives.
  - Thought steering committee would be the two councils not clear what will be gained.
  - What will the steering committee do, would rather see both councils come together
- Important to include other property owners in the committee
- Outlining process for project would it be helpful to have both councils involved in the process
- Would the two councils want to participate
- Scheduling meetings with everyone is difficult.
  - If dates are scheduled and not all councilors can attend, will one council outnumber the other, would that be a problem, how would that be handled
- Staff should develop the structure do not have issue with staff coming up with plan and then the councilors can provide input on that
- Trying to make effective use of people's time. Can see value in bouncing ideas from staff whatever ideas come out will be vetted by both councils

- Will provide input structure and timeline and then come back.
  - okay with subcommittee setting up structure of the process and recommendation on how to get other peoples input throughout process
  - need robust information brought back to both councils from sub committee

A consensus was reached to move forward with subcommittee and feeding information back to each council.

Work Session adjourned at 8:24 p.m.

Respectfully submitted,

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Sandra C. King, MMC, City Recorder



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Cindy Hahn, Associate Planner  
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Also in attendance were Washington County Planners, the Consulting Team, residents from the neighboring areas, and representatives of Metro.

Mayor Knapp called the work session to order at 6:12 p.m. followed by introductions.

## **Staff Presentation**

Members of both cities Planning staffs presented an overview of the project.

### **A. Overview of the project**

- A Memorandum of Understanding exists between the two cities for the cooperative planning of the Basalt Creek area. Because Tualatin is the recipient of the grant, Tualatin will manage the grant funds. The Wilsonville Council will be consulted at key milestones throughout the project, and will have decision making authority on any deliverables that pertain to the Wilsonville Planning area.
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- The concept planning is a high level guide that will comply with Metro Title 11, amend the urban planning agreement with Washington County and determine what areas will be annexed to each city.
- Staff would like to hold additional joint Council work sessions at key milestones or joint decision points, such as boundary and governance.
- Each City Council will make independent decisions about the character, land use, adoption, and implementation of the plan.
- Staff recommends each City Council assign two Council members to a sub-committee to draft the decision making guidelines and provide direction to staff about the composition of a project steering committee.

## **Roundtable Discussion**

The group participated in a roundtable discussion keeping the following objectives in mind:

- To start the project with a shared understanding of the process and potential outcomes.
- To identify issues and challenges that could be present during concept planning.

Comments, ideas and suggestions were voiced by the participants to the questions listed below.

### **1. What should the guiding principles be for the concept plan?**

- Tualatin wants to protect its south neighborhoods
- What is advanced should be in consideration with the other city, must be compatible with, and enhance the other city
- Find continuity, enhance the other position

- A shared vision is necessary
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- Enhance livability and quality of life. Provide employment opportunities, efficiently use limited resources (provide and share), serve the area in least expensive way possible
- Environmental compatibility is important, preserve the landscape, wetlands, and use them as features on campuses. Attract the appropriate uses and users.
- Important to keep in mind transportation and retain good quality standards
- Traffic flow is a concern
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## 2. **What do you see as the big issues facing Basalt Creek?**

- There are a number of separately owned parcels
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- Funding and the regional significance; begs the need for state and federal funding so we have to have a gem to offer to developers
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- West Railroad is a percentage of Basalt Creek – do the statements apply to both areas
- What does 5 years look like, don't know what seeds are in the area now. Do need to recognize short term potential now
- Perform an analysis of what is possible in each area given the topography and what it would take to make the land shovel ready. (Wilsonville staff noted its GIS department has started to map out infrastructure and will share that information when it is completed.)
- A successful project involves stakeholders in the area who have a strong vision of what they would like to see
- Consider what the benefits and constraints are to the area around 124<sup>th</sup>
- How does interaction with SW Concept Plan area transpire so there is no disconnect as we move from one area to another
- Alignment issue in the 124th extension needs to be determined early and development will occur around that area

- Stakeholders should be involved in that discussion – how trucking will be affected with the location of the extension
- Protecting alignment of the extension right-of-way early in the process will take investment by some public body
- Success is a clear understanding of what each city's ambition is and how they can move forward to reach the vision. What steps can we work on to begin the process to bring clarity of vision
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#### 4. **What are your ideas for decision making and process?**

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- Would like to have two representatives from each council to define who will be on the stakeholder committee
- Decide land use first, neighborhood infrastructure first
- Decide what decisions we need to make
- First need to jointly create a vision we all share, then decide on how to accomplish that
- Should be jurisdictionally blind until we get down to nuts and bolts
- Agree that is the right way to do it - create vision then work out the details
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- How do you go about creating a joint vision
- The subcommittee should be part of the effort to create a joint vision.
- What is the role of the subcommittee and role of the Council; don't know what it would or would not do
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- Subcommittee limited to two Councilors from each city to help work through the process road map. Both Councils will meet together at each milestone

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- Important to include other property owners in the committee
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- Will provide input to structure and timeline and then come back.
  - Okay with subcommittee setting up structure of the process and recommendation on how to get other peoples' input throughout process
  - Need robust information brought back to both Councils from the subcommittee

Councilors Monique Beikman and Joelle Davis volunteered for the subcommittee from the City of Tualatin. Councilors Richard Goddard and Susie Stevens volunteered to represent the City of Wilsonville.

A consensus was reached to move forward with the subcommittee. The Councilors on the subcommittee will be communicating information to their own Council.

Work Session adjourned at 8:24 p.m.

Respectfully submitted,

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Sandra C. King, MMC, City Recorder