



## BASALT CREEK CONCEPT PLAN

Attachment 13: PC Meeting Minutes Excerpt  
07.11.2018 (07.23.2018 draft, not  
approved)

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

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

*To be reviewed and  
approved at the  
August 8, 2018 PC  
Meeting*

**Basalt Creek Hearing Excerpt**

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**I. CALL TO ORDER - ROLL CALL**

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

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

City Staff: Chris Neamtzu, Amanda Guile-Hinman, Miranda Bateschell, Daniel Pauly, Mike McCarty, Nancy Kraushaar, Tod Blankenship and Erica Behler.

**II. LEGISLATIVE HEARING**

**A. Basalt Creek Concept Plan (Bateschell)**

Chair Greenfield read the legislative hearing procedure into the record and opened the public hearing at 6:04 pm.

Miranda Bateschell, Planning Manager, introduced Nadine Appenbrink, Project Manager, Fregonese Associates, who had been assisting both cities on the Basalt Creek Concept Plan. Tualatin also had a project manager working on the project. This concept planning process was unique, being ~~was~~ the first joint planning done for a concept plan in the region, and both cities were excited to present the plan because it was a balanced concept plan that everyone could be proud of. Miranda Bateschell presented the Basalt Creek Concept Plan via PowerPoint, noting the location of the Basalt Creek planning area and surrounding features, reviewing the project's history and public engagement process, detailing key elements in the plan, and outlining implementation and next steps with these key comments:

- Tonight's hearing did not involve a land use action. The Basalt Creek Concept Plan would be adopted by resolution as a supporting document to the Comprehensive Plan; a guiding but non-regulatory document. The Comprehensive Plan Map amendments and zoning actions would be addressed in the future under a different public hearing process. The Planning Commission's action on this plan was to make a recommendation to City Council for the adoption of the Concept Plan. That City Council hearing was tentatively scheduled for August 6, 2018.
- While the concept planning had been ongoing for the last seven years, the Basalt Creek area was brought into the urban growth boundary (UGB) 14 years ago. The Cities of Wilsonville and Tualatin, Washington County, and Metro have committed a lot to the area. A number of planning commission and city council meetings were held in both cities.
- Concept planning requires a lot of compromise and Staff believed the Concept Plan responded to the different needs of the two cities, as well as to the public input received through the process. All four parties to the intergovernmental agreement (IGA) that set up the concept planning process supported the Concept Plan being presented.
- The proposed Concept Plan met all state, regional, and local requirements (Attachment 2), as well as Metro Title 11 (Attachment 1, Appendix D), which was part of Metro's Urban Growth Management Functional Plan that set requirements for the concept planning of new areas brought into the UGB.

- The Basalt Creek area was brought into the UGB in 2004 to meet an employment and industrial lands need identified by Metro at that time. In 2010, Metro awarded a construction excise tax grant to fund concept planning for the area. In 2011, the IGA was set up between the four parties, Wilsonville, Tualatin, Washington County, and Metro, and transportation planning began. Many improvements would be needed to make better connections between I-5 and the various industrial areas. The parties in the IGA worked with Oregon Department of Transportation (ODOT) to find a transportation spine that would serve the area. In 2013, the Basalt Creek Transportation Refinement Plan was adopted.
  - Concept planning began in 2014. Over several years, several scenarios were considered and public involvement included focus groups and workshops. The preferred concept plan map was agreed upon in September 2016, which was when a lot of discussion began about the area now known as the Central Subarea.
  - Most of 2017 was spent working on two reports, one conducted by MacKenzie, the other by KPFF Consultants to determine the suitability of the Central Subarea for employment uses. The two cities had different priorities and perspectives and were receiving different input from their citizens and councils, so no agreement was reached about the Central Subarea. So, in January 2018, the four parties to the original IGA executed another IGA in order to resolve the Central Subarea land use designation. In order to move forward, both Cities and the County partnered with Metro to mediate the agreement. Metro reviewed the body of evidence submitted by the two Cities and provided direction on what should be done in the Concept Plan. In May 2018, Metro made its determination and both Cities were now in the process of adopting the Basalt Creek Concept Plan.
- She noted the Concept Plan and supporting documents before the Commission should look familiar as numerous work sessions were held on the project. She reviewed the exhibits and attachments included in the record with additional comments as noted:
  - Exhibit A: Planning Commission Hearing Staff Report Lp18-0005, which included the following attachments:
    - Attachment 1: Basalt Creek Concept Plan & Technical Appendices
    - Attachment 2: Concept Plan Findings Report
    - Attachment 3: Public Meeting Index Record – The public record was voluminous as more than 45 public meetings, workshops, and open houses were held. Comments were received from property owners and citizens, many of which were included within Attachments 3 through 8.
    - Attachment 4: Joint Council Meeting Packets and Minutes – Joint City Council meetings were the major decision-making framework for the Concept Plan.
    - Attachment 5: City of Wilsonville Planning Commission/City Council Meeting Minutes
    - Attachment 6: Metro Resolution and Meeting Packet – This material regarded Metro’s determination on the Subarea.
    - Attachment 7: Citizen Input – All comments received by the City throughout the project.
    - Attachment 8: Open House Summaries – Also included were the materials presented at the open houses.
      - She noted the project management team reviewed all of the input received during the project. The Project Team and Planning Commission appreciated all the citizen input received which helped them to see the issues and refine the Concept Plan. The Joint City Council as well as each City Council separately, also provided the Project Team with recommendations based on the public input.
      - She added that not every page of the exhibits was available at the dais, but everything had been provided to Commissioners in the online version of the packet. The packet was published online more than a week ago for the public to review.
    - Attachment 9: Boones Ferry Messenger Articles on the Project
    - Attachment 10: Mailed/Emailed Updates – All the updates sent to the interested parties list over the length of the project. These updates occurred almost monthly and included 50 different notices.
    - Attachment 11: Planning Commission Record Index For Basalt Creek Concept Plan

- The public hearing record was posted on the City website more than seven days ago, and hearing notices were posted and mailed to 198 property owner and sent to 400 interested parties via email and noticed in the Boones Ferry Messenger, therefore, all state requirements had been met for tonight's public hearing.
  - She added that tonight's PowerPoint Presentation would be Attachment 12.
- She described the purpose of a concept plan to help clarify what was being adopted and the expectations for the Basalt Creek Concept Plan. (Slides 5 and 6)

Nadine Appenbrink, Project Manager, Fregonese Associates, continued the PowerPoint presentation, reviewing the guiding principles established by the Joint City Council for the planning process (Slide 7) along with the key elements of the Concept Plan with the following comments:

- The decision making process involved three major components:
  - The Joint Council served as a key decision-making body at key stages of the project and the final decision-making body for the Concept Plan.
  - The Project Management Team was comprised of each city's project managers, department directors, relevant staff, and project consulting team members.
  - The Agency Review Team represented local service providers and regional partners, who advised staff members of both cities about regulatory and planning compliance.
- In addition, the planning commissions for both Cities and the individual city councils helped shape the concept planning process. Both Cities, along with Washington County and Metro, were party to the IGA that would implement the Concept Plan.
- Public Engagement. Key takeaways from the 40 participants at the Design Workshop held in June 2014 were a desire to keep the Basalt Creek Canyon as open space, the need for residential buffer areas, traffic challenges, and ideas for new parks. Community members expressed a need for appropriate transitions between land uses but were open to a range of employment and commercial uses.
  - Also in 2014, more than 12 meetings were held with focus groups including developers and property owners that focused on future development types, land assembly, housing types, and employer amenities.
  - The open house in April 2016 shared elements of the draft concept plan, including land use, the road network, transit, bike, pedestrian and trail network concepts. A poster session and audience polling were part of the open house. The polling revealed a desire to use the area for recreation, neighborhood parks, and conservation areas.
  - Over the course of the project, more than 45 public meetings were held, including Planning Commission, City Council, and Joint Council work sessions, and the Project Team provided nearly monthly emailed and mailed updates providing information about past and upcoming meeting.
  - At the 2014 Design Workshop, community input was provided on future land uses, connections, trails, and open space. The small group activity was map-based and sparked discussion that helped the Project Team build the scenarios in the coming steps.
    - The Project Team digitized the results of each group and incorporated their ideas into the scenario development process, along with the input received from both city councils and technical input from the Project Team. (Workshop Map, Slide 11)
  - She reviewed several design scenarios presented to the public (Slide 12) that were used to answer a number of questions, including:
    - Where should the boundary between Tualatin and Wilsonville be?
    - What combination of land uses was most appropriate for the area?
    - What infrastructure was needed and how much would the infrastructure cost to support future development?
    - Which agencies would provide public services to different parts of the area?
    - How would traffic generated by new development in the area impact traffic flows and congestion levels, both locally and regionally?

- How would the benefits and costs of serving the area be balanced fairly between Tualatin and Wilsonville?
  - Actual buildings from Tualatin and Wilsonville were used as the basis of the development types and land uses modeled in the scenarios. Physical information, including lot size, building size, parking, and landscaping, was gathered, as well as financial information about land value, permits, system development charges (SDCs), etc.
- When determining where to put the land uses, the Project Team first looked at the natural resources in the planning area, which were many and included open water, floodplains, wetlands, and slopes. The Natural Resources Map (Slide 14) included both hard and soft constraints, such as steep slopes and utility easements.
  - The two major natural resource areas were the Basalt Creek Canyon corridor and the Coffee Lake Creek Natural Area in the West Railroad area. These areas would maintain a number of protections and have additional protections placed upon them when annexed into the city. The Natural Resources Map would be used to inform a site's suitability for development.
  - Recognizing the importance of the natural areas, a Buildable Lands Inventory (BLI) was developed to determine suitable sites for future development. This removed constraints such as topography, creeks, floodplains and wetlands, and some existing infrastructure facilities. (Slide 15)
  - Using the BLI, different buildings were placed on the vacant sites to build the scenarios. Using the financial and physical information from the buildings that were modeled, the different scenario alternatives were then compared across many important metrics. This included developable acres, housing units, jobs, and traffic trips, as well as the housing mix, job mix, SDCs and fees, and estimated tax revenues.
- The Concept Plan Map (Slide 18) showed the jurisdictional boundary in red, which followed the Basalt Creek Parkway, and the future land uses for both Wilsonville and Tualatin with future Wilsonville to the south and future Tualatin to the north of the jurisdictional boundary.
  - Wilsonville's proposed land uses focus on employment, while Tualatin would have a mix of employment and housing, which was meant to buffer existing residential neighborhoods from non-residential uses in the area. Land use types and densities were balanced to meet regional employment needs, while limiting negative impacts on traffic congestion.
  - The West Railroad Area would be a future study area for the City of Wilsonville.
  - The High-Tech Employment District would include high-tech single-users accompanied by manufacturing and some warehouse spaces. The project team modeled Rockwell, DW Fritz, Microsoft, Eaton as examples of this development type. (Slide 19)
  - The Light Industrial District was seen primarily as manufacturing and warehouse, including both single- and multi-tenant buildings with some mix of office and small pad retail to support the area. The modelled buildings included Columbia Helicopter, American Medical Concepts, Houston's, McKesson, Rite Aid, Canyon Creek Business Park, and the Wilsonville Corporate Center. (Slide 20)
  - The Craft Industrial District, formerly called "employment transition areas", was located mostly where existing or future residential was near industrial uses to create an area where adjacent uses blend well. Craft Industrial was a smaller scale industrial type with a lower potential for impacts on Basalt Creek Canyon, which was adjacent to the district. The project team looked at regional examples to help define what this development type might look like.
- The City of Wilsonville anticipated 100 percent of the land area would be employment, resulting in a total of 131 developable acres yielding approximately 2500 jobs. Even though Wilsonville was not planning for residential in the area, the Project Team did model a few live-work units to reflect the Craft Industrial land use type, which fits with the existing mix of residential and commercial uses there.
- She reviewed the anticipated land use mix based on the land use types, noting that 95 acres would be High-Tech Employment, about 35 acres would be Light Industrial, and 1.25 acres would be Craft Industrial.
- The projects in the Regional Transportation Plan (RTP) originate from the 2013 Basalt Creek Transportation Refinement Plan (TRP) (Slide 24). Metro, Wilsonville, Tualatin, Washington County, and ODOT all participated in the 2013 Trip planning process and agreed to the network to meet future growth in the

planning area Major new roads and improvements in the Basalt Creek Planning Area would follow the Basalt Creek 2013 TRP. Key improvement projects were described as follows:

- The Basalt Creek Parkway was partially built on the western portion with the eastern segment still needing to be completed. The parkway would be a major east/west arterial with limited access that would connect I-5 to 124th Ave. Local roads would be planned and built as the area developed.
- Regional traffic impacts and trips associated with the land use in the Concept Plan were modeled and the network did meet the level of service and volume-to-capacity ratio standards.
- The Concept Plan also outlined future transit service, which was essential to support the household and job growth anticipated in the planning area, specifically how to enhance and provide better connectivity throughout the entire area. (Slide 25)
  - Transit service would be coordinated between TriMet and SMART, which would continue to serve Wilsonville in any areas annexed into the city. Service would build on existing routes to enhance service and provide access. New lines would likely be necessary to serve the job and household growth expected in the Basalt Creek area and to connect to regional employment centers, neighborhoods, and local destinations, such as the Tualatin and Wilsonville Town Centers.
  - Key access points would exist along Grahams Ferry Road, Boones Ferry Road, Day Road, SMART Central, and the Correctional Facility.
- Opportunities for bike and pedestrian connections were also identified in the Concept Plan. As the system in the planning area was currently incomplete, additional bike and pedestrian facilities would be integrated into new and updated road projects. A displayed conceptual map (Slide 26) illustrated the possible location of the proposed upgrades, along with identified trail opportunities along the I-5 Corridor and along the Basalt Creek Canyon corridor, which was intended to be up above the creek, near or along the top of the slope. She noted the trail locations shown on the map were not intended to be site specific.
- Trail opportunities were identified conceptually for the area because both Cities recognized Basalt Creek Canyon was a significant natural resource. While future work would be done to determine feasibility and the alignment of any potential trails, a number of natural resource management practices would also be put in place. Access to the Basalt Creek Canyon would be provided in a manner and location that still protected the natural resources and habitat that exist in the planning area.
- The Basalt Creek Canyon spans both cities and the Cities would coordinate on Natural Resource Protections as well as the potential trail opportunity.
  - The potential connection of the Basalt Creek Canyon Trail to the Ice Age Tonquin Trail would be along Tonquin Rd or down Grahams Ferry Rd. In the future, the hope was that users would be able to connect to regional open spaces like Graham Oaks Park and the Tualatin River National Wildlife Refuge.
- Parks and additional open spaces in the Basalt Creek Planning Area would be provided independently by each City. Both Cities would incorporate the planning area into their citywide planning for Parks and Recreation.
- The Concept Plan also assessed infrastructure service provision, including how to connect to and extend existing systems, identifying potential demands/impacts to the systems from development in the area, and developing high-level cost estimates.
  - The conceptual level designs were planned for each city to serve its own area and laid out the framework for future capital plans by each city. The utilities were expected to be extended as development occurred in the area.

Ms. Bateschell concluded the PowerPoint presentation, noting that the land use actions, particularly those related to Comprehensive Plan and Zoning and Development Code, would occur in the future and were implementing actions discussed in the last chapter of the Concept Plan, but not part of the Concept Plan's adoption process.

- She described the Implementation Process, noting the tentative dates for the Concept Plan's adoption process in both Cities, as well as next steps should both Cities adopt the Basalt Creek Concept Plan. (Slide 30) However, development would probably not occur for a while, as more land use actions would be taken next spring.

- Staff recommended that the Planning Commission forward a recommendation regarding the Basalt Creek Concept Plan to City Council.

Chair Greenfield called for public testimony on the Basalt Creek Concept Plan. Hearing none, he confirmed there were no comments from the Commission.

Chair Greenfield noted the Commission had previously heard from members of the community at work sessions and various public gatherings. The Basalt Creek Concept Plan was a crucial point for the history of Wilsonville. He added that both the public and Planning Commission had ample opportunity to provide input throughout the process. Much of the Commission's and the public's input was reflected in the draft Concept Plan. He commended Staff for their excellent work, noting the Concept Plan was an impressive, clear document that fulfilled the technical requirements, while also providing an inviting vision for the development of this new part of the community. The territory and its functions were significant things to add to the community, bringing Wilsonville side by side to its neighbor to the north. Any time two communities could get together to draw a boundary between them was a significant point.

Chair Greenfield closed the legislative hearing at 6:38 pm.

**Commissioner Postma moved to adopt Resolution No LP18-0005 as presented. Commissioner Mesbah seconded the motion, which passed unanimously.**

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, Inc. for  
Tami Bergeron, Administrative Assistant-Planning