

*Sent by
Tualatin.*



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, 2nd floor

Tualatin Council

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

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



MEMORANDUM CITY OF TUALATIN

TO: Honorable Mayor and Members of the City Council

THROUGH: Sherilyn Lombos

FROM: Aquilla Hurd-Ravich, Planning Manager
Alice Cannon Rouyer, Assistant City Manager

DATE: 10/29/2013

SUBJECT: Basalt Creek and West Railroad Concept Planning joint work session discussion with the City of Wilsonville Mayor and Council.

EXECUTIVE SUMMARY:

Background

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.

Who will plan the area?

In recognition that the Cities of 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 Associations to lead the concept planning work.

What is a Concept Plan?

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 as being primarily used for employment, while Tualatin, which has little land remaining for housing has expressed its portion as primarily being 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.

Why a Concept Plan?

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 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.

Joint Meeting Discussion

The meeting purpose is to kick-off the Concept Plan phase of work (see Attachment A for the Agenda). The objectives for tonight are to:

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

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



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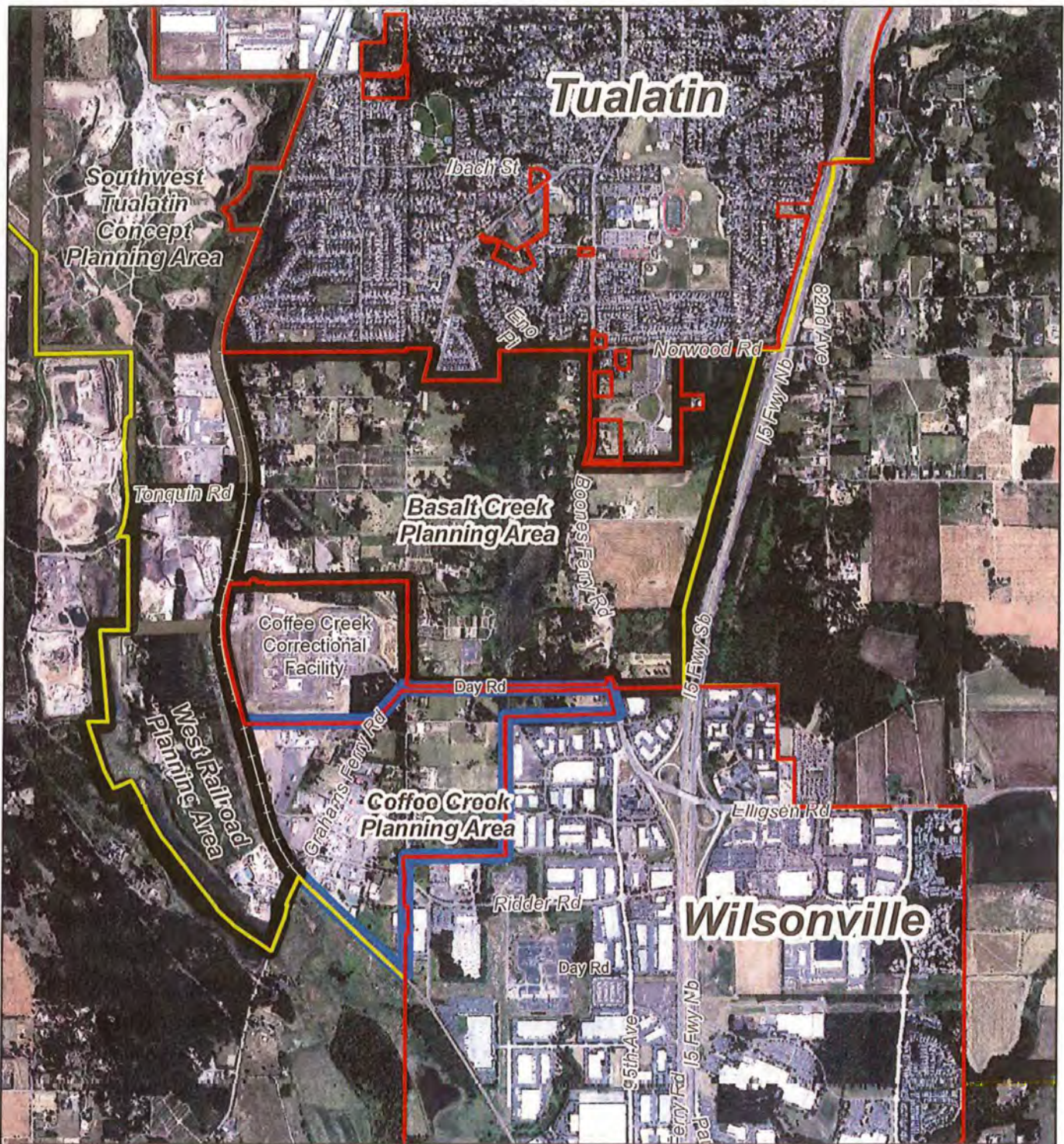
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The City of Wilsonville

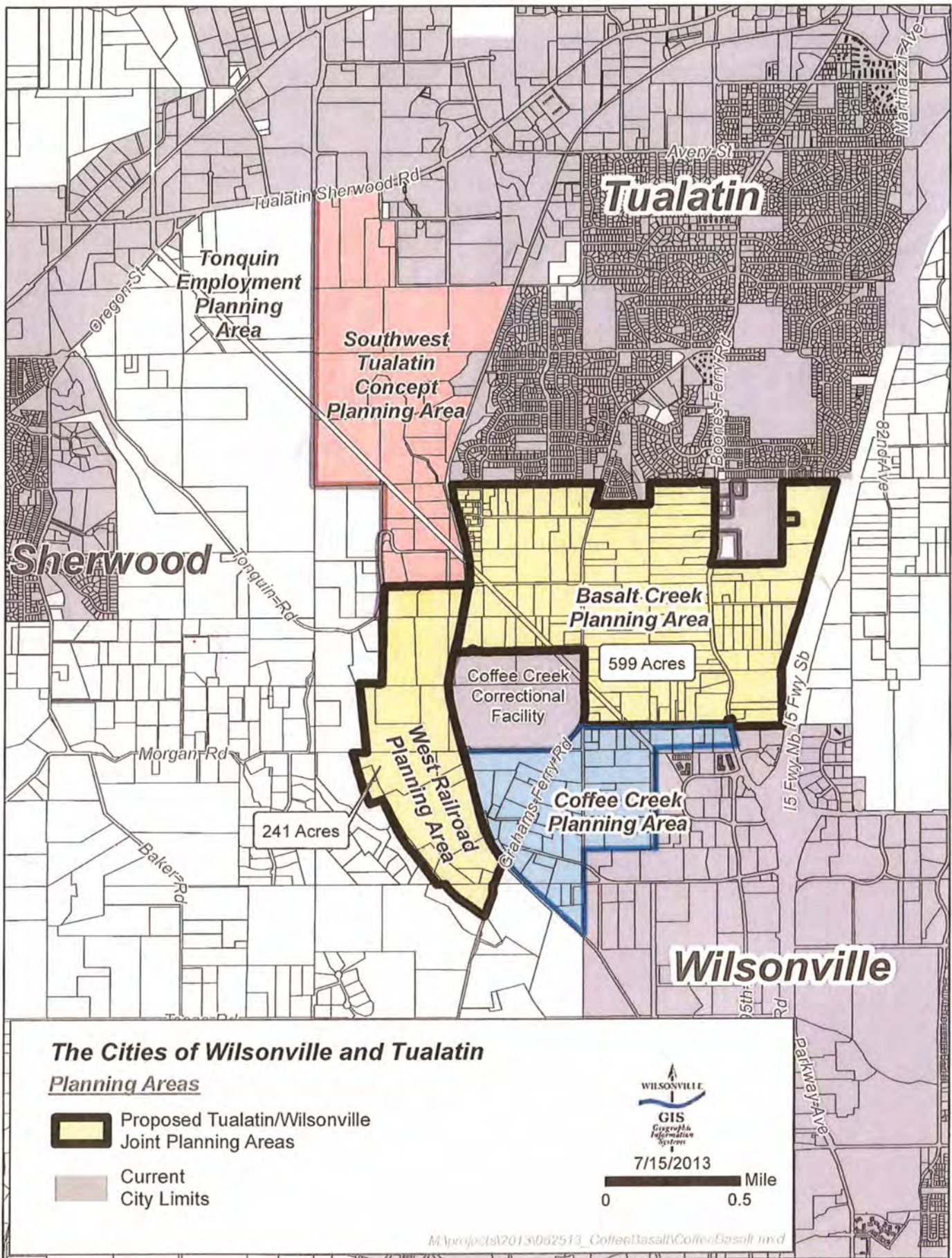
-  Tualatin Planning Area
-  Proposed Tualatin/Wilsonville Joint Planning Area
-  Wilsonville Planning Area

-  City Limit
-  UGB



7/15/2013

0 Mile 0.5







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 124th 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



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 124th to the I-5 interchange
- Determine which portions of the planning efforts can be done concurrently with transportation analysis



City of Wilsonville City of Tualatin

Joint Work Session Meeting October 29, 2013

Basalt Creek / West Railroad Concept Planning

CITY COUNCIL MEETING STAFF REPORT

Meeting Date: October 29, 2013		Subject: Basalt Creek / West Railroad Concept Planning Joint Work Session with Tualatin City Council Staff Member: Katie Mangle Department: Community Development	
Action Required <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd 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		Advisory Board/Commission Recommendation <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable Comments:	
Staff Recommendation: N/A			
Recommended Language for Motion: N/A			
PROJECT / ISSUE RELATES TO:			
<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.

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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



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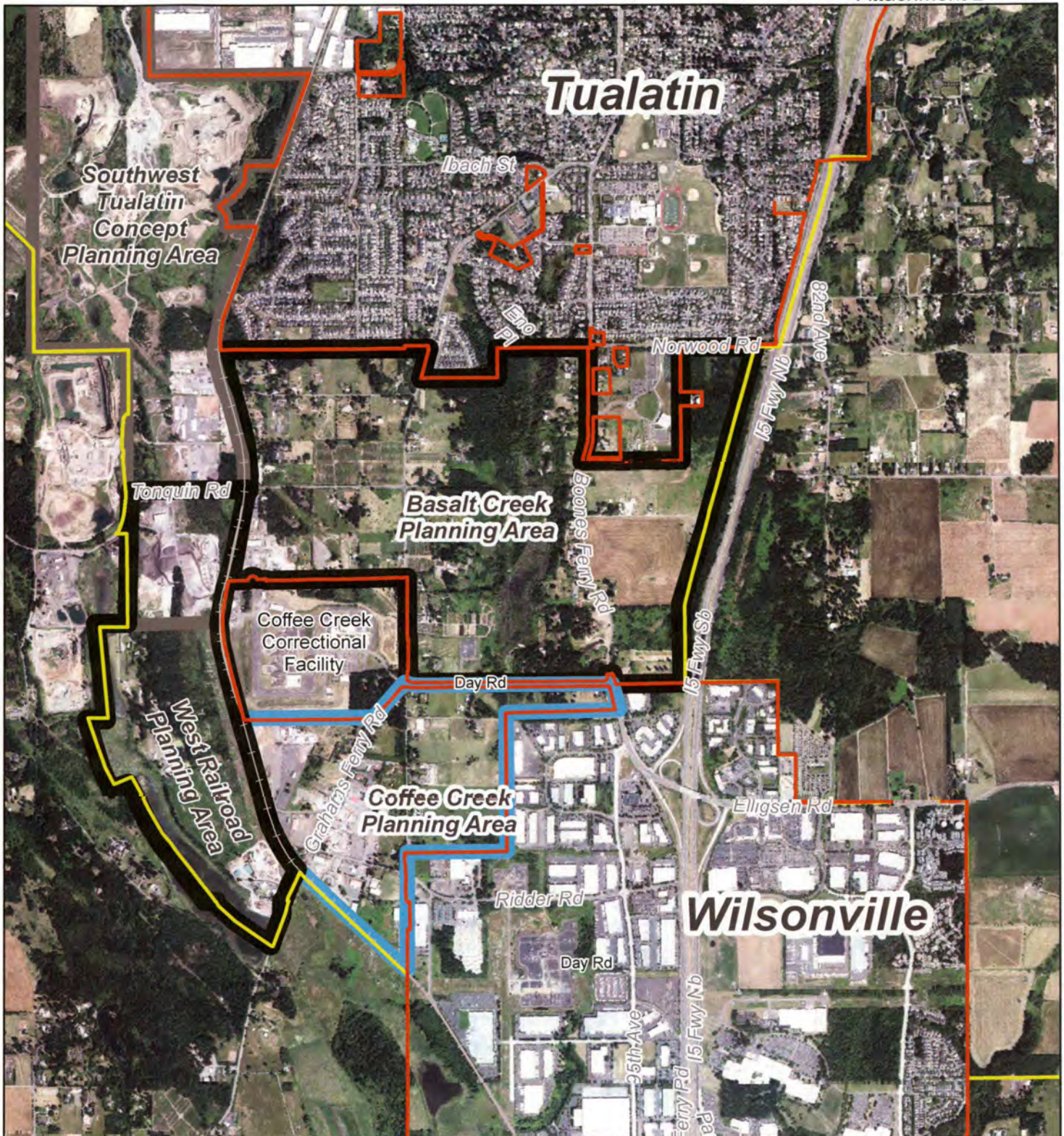
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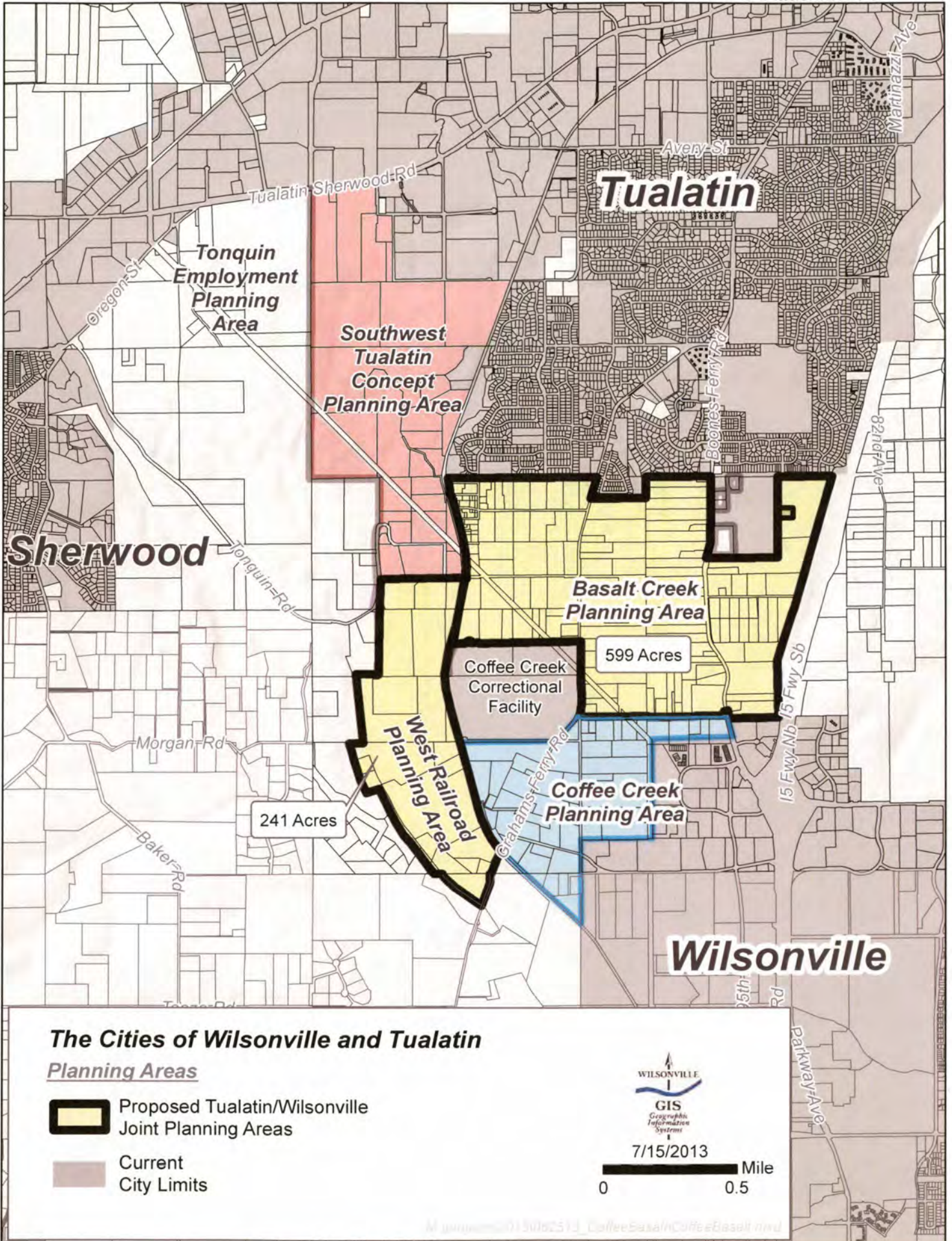
The City of Wilsonville

- | | | | |
|---|---|---|------------|
|  | Tualatin Planning Area |  | City Limit |
|  | Proposed Tualatin/Wilsonville Joint Planning Area |  | UGB |
|  | Wilsonville Planning Area | | |



7/15/2013

0 0.5 Mile







City of Tualatin City of Wilsonville

Attachment D



Joint Council Meeting Roundtable Discussion Notes

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City of Tualatin	City of Wilsonville
Increasing Citizen Involvement	Creating Transparency in Government Operations
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- 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

Meeting Date: March 2, 2011



City of Tualatin City of Wilsonville

Attachment D



Next Steps:

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- Approve a Memorandum of Understanding with Washington County for concept planning
- Participate in Washington County's transportation analysis regarding the extension of SW 124th 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
- 124th 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,

Sandra C. King, MMC, City Recorder