

**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.

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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.

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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.

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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.

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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

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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.

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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

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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

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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 Knapp 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