



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

---

#### 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

---

### **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.

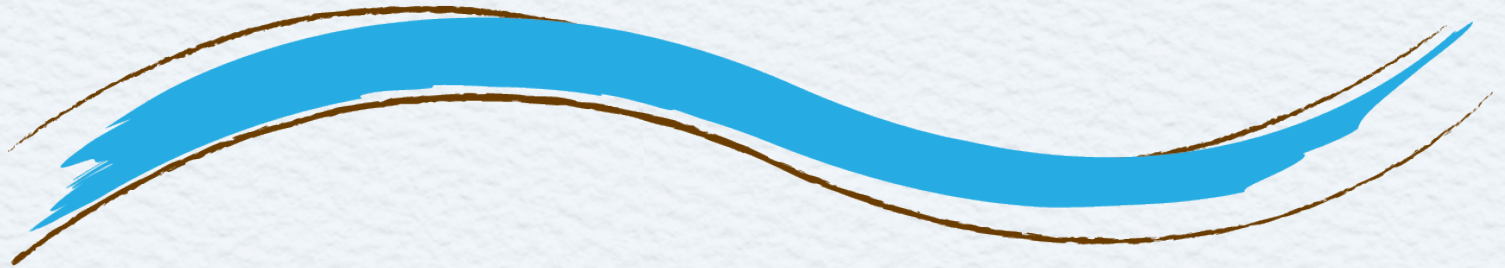
### **Expected Results and Timeline**

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.

---

**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

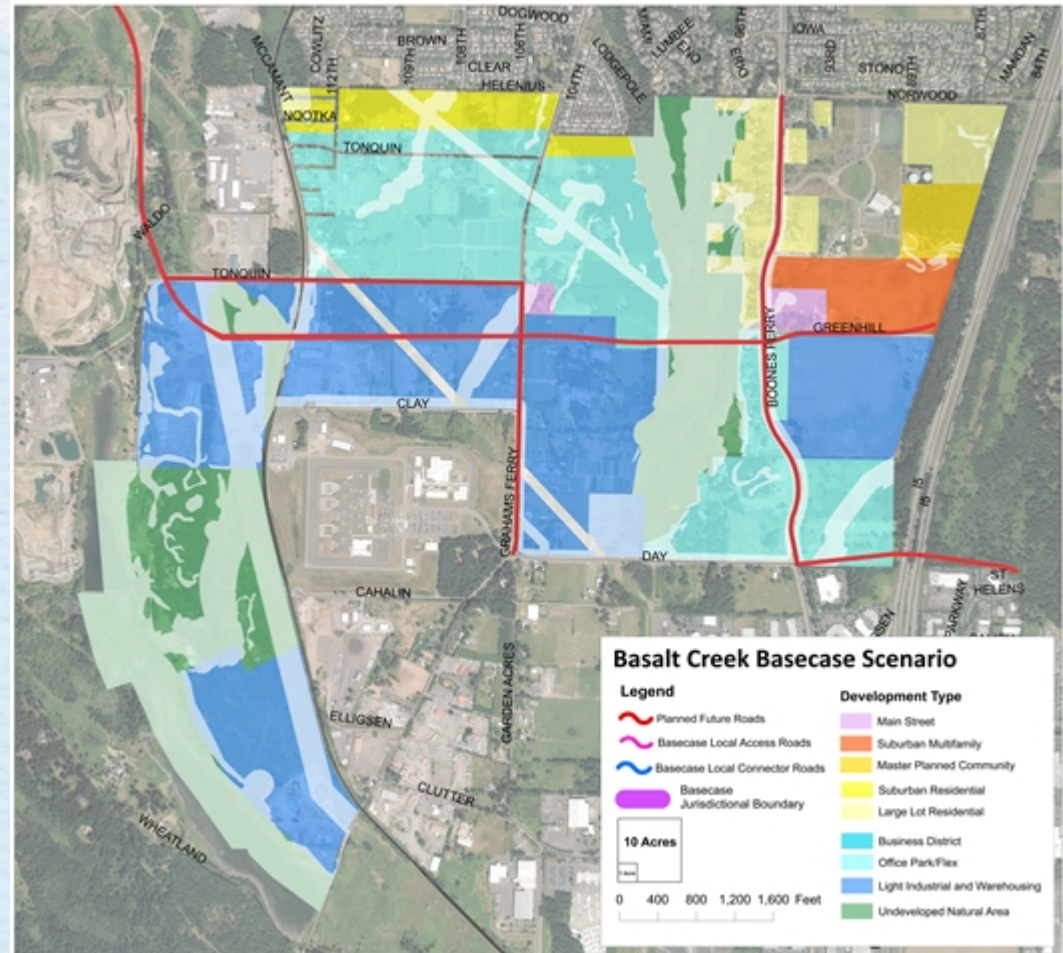
## III. Summary and Discussion

# Land Use Scenario

Planning Process Overview

# Base Case

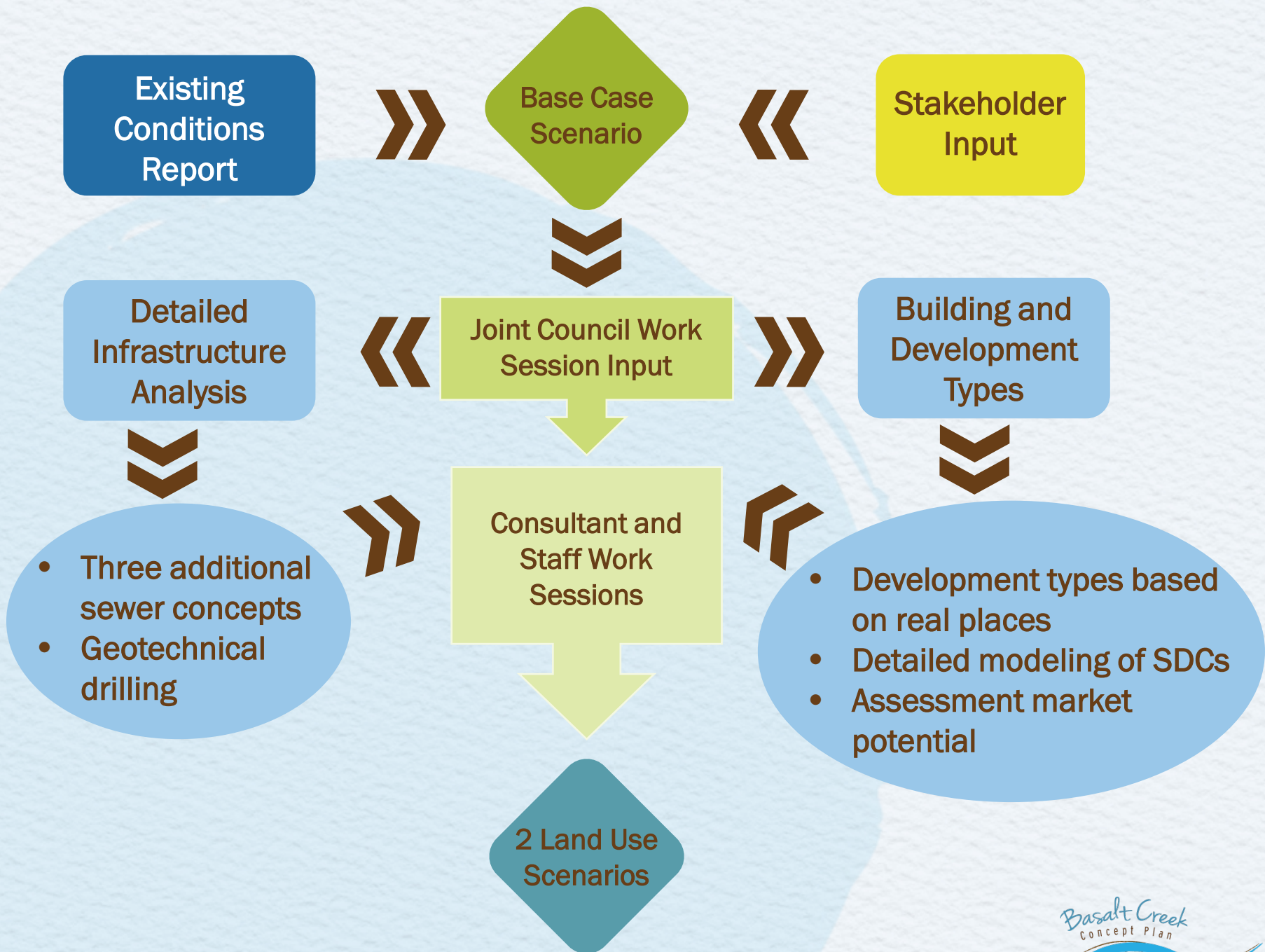
- Design principles focused on conventional land uses types
- Started with the regional forecast and adjusted to be more employment focused
  - Understand impacts on the transportation system and trip sideboards
- Develop an initial city boundary, based on Metro ordinance
  - Understand infrastructure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





# Land Use Scenario Objectives

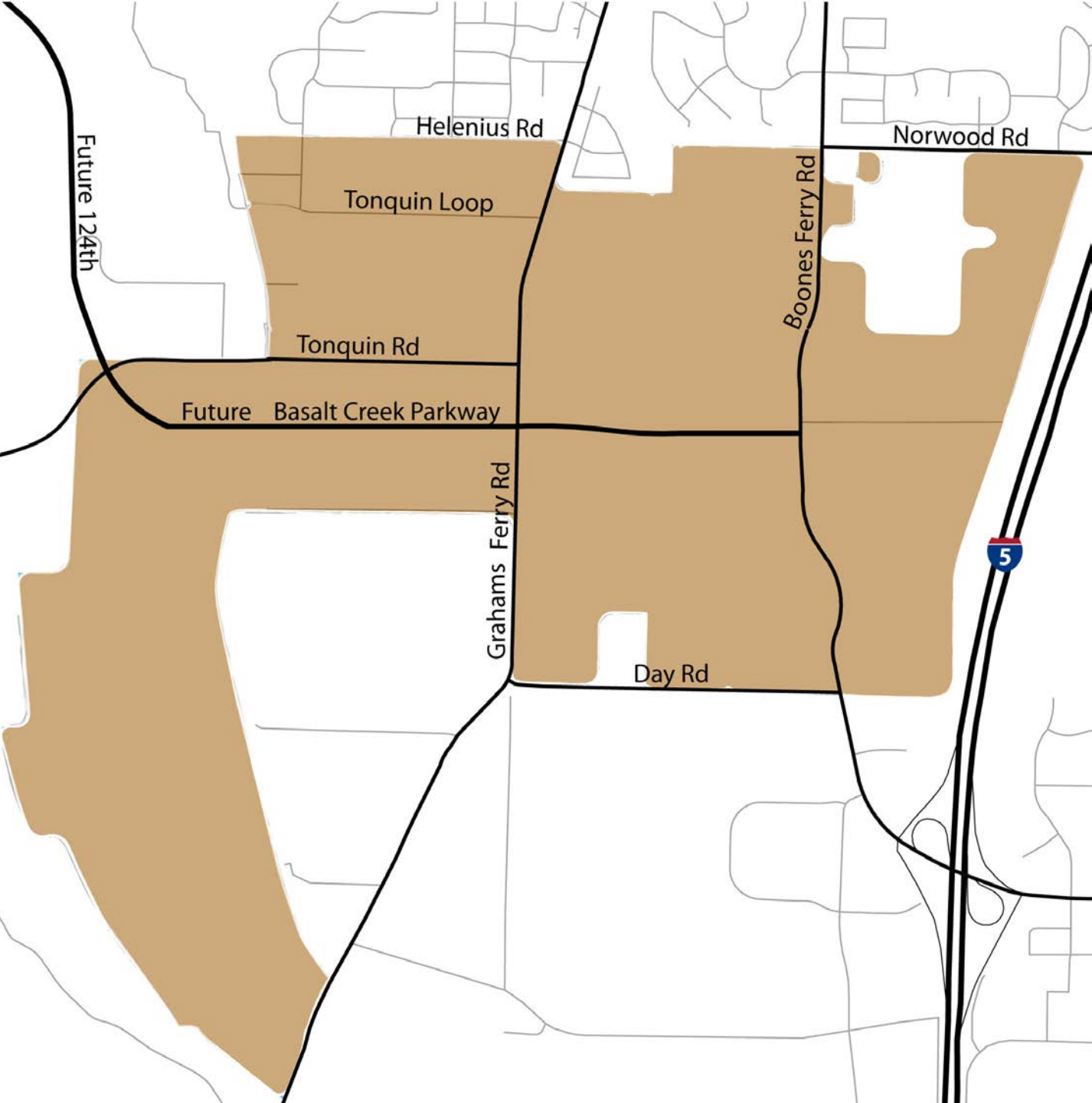
- A scenario designed around an implementable infrastructure plan
- Design principles focused on creating development forms reflective of the two cities
- Examine other boundary options that do not rely on the east west connector. Explore service agreements.
- Jurisdictional equity
- More residential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



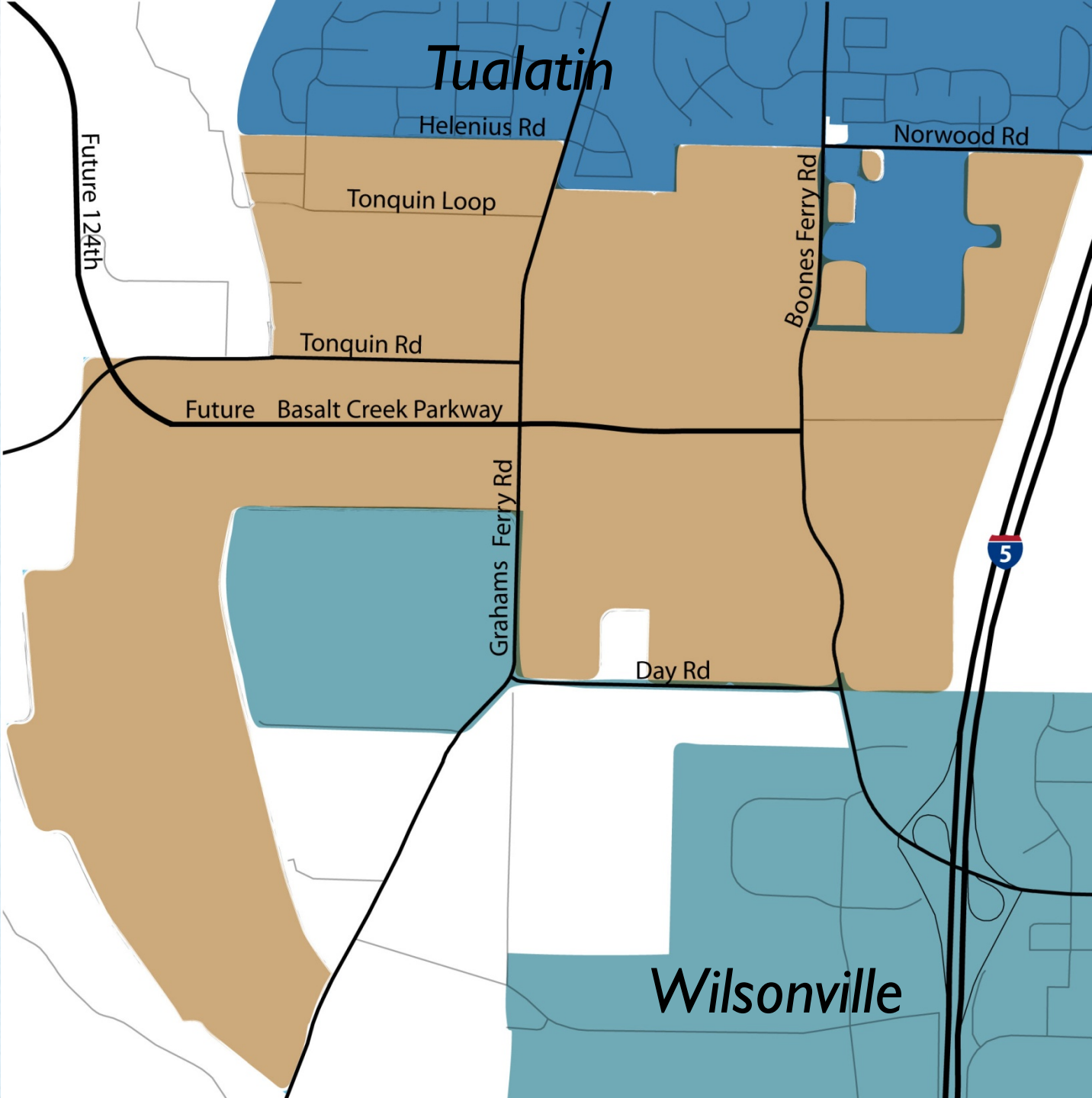
# Land Use Scenario

Boundary Options

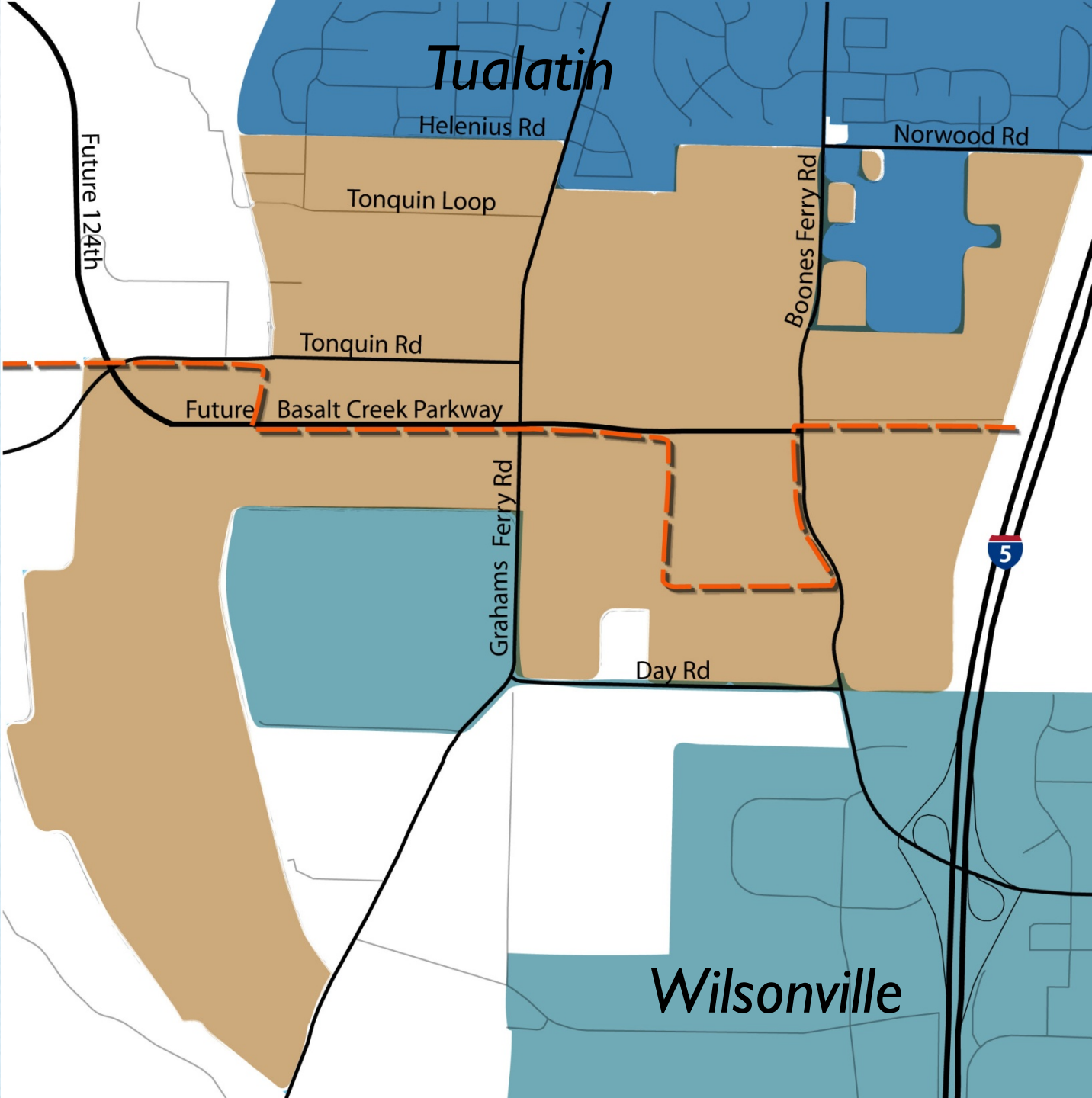
# Study Area



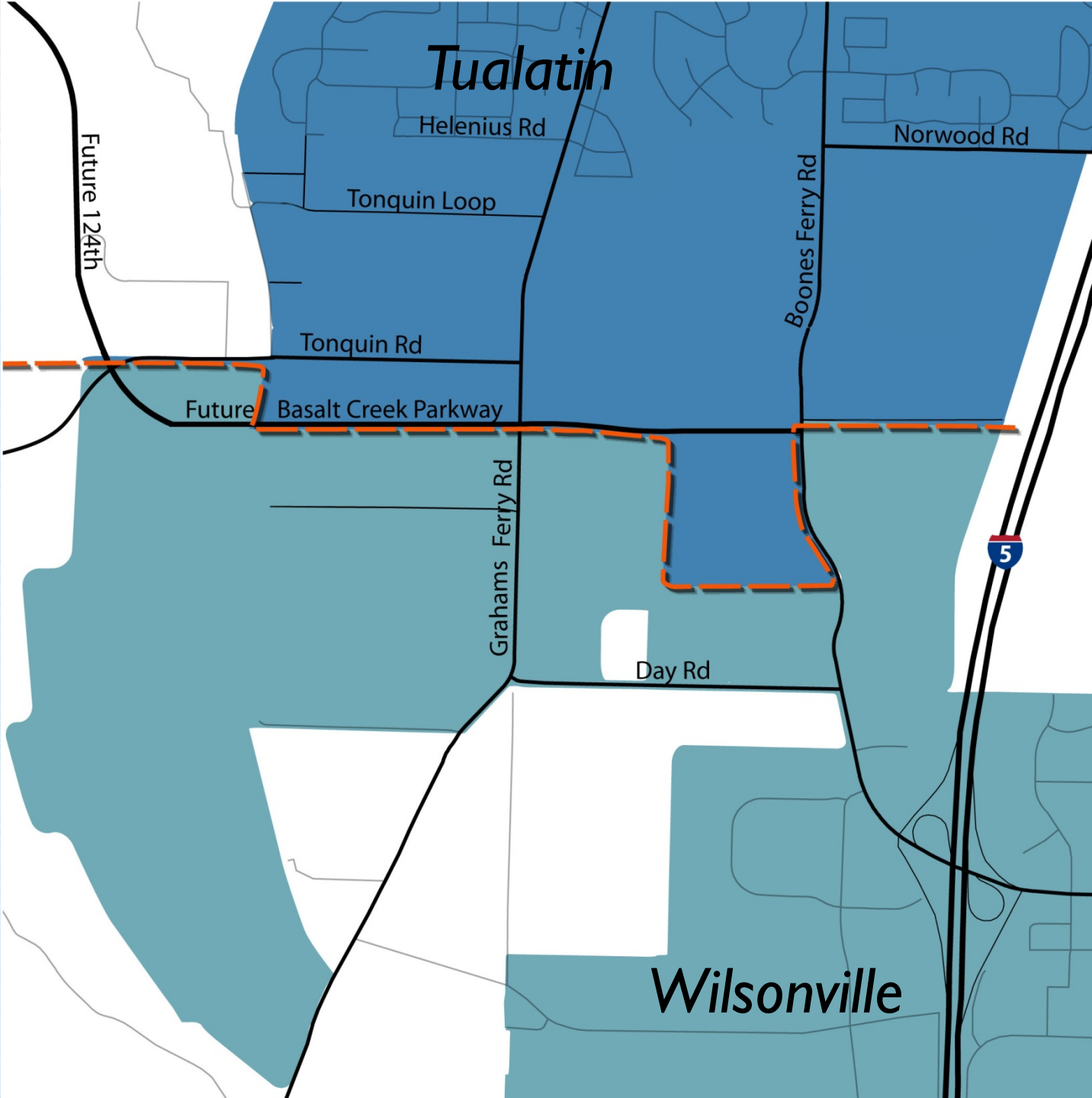
# City Limits Today



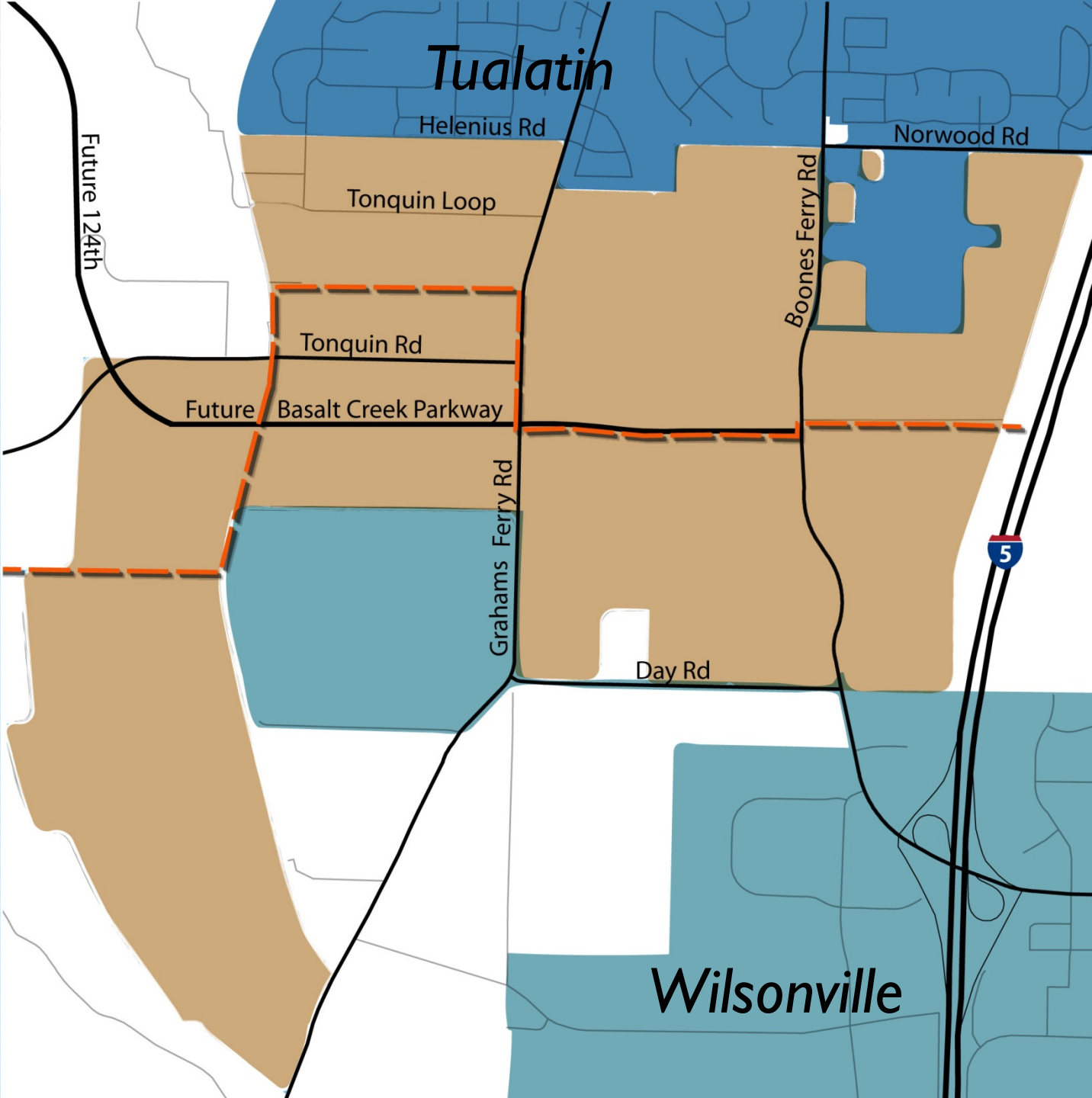
# Boundary Option I



# Boundary Option I

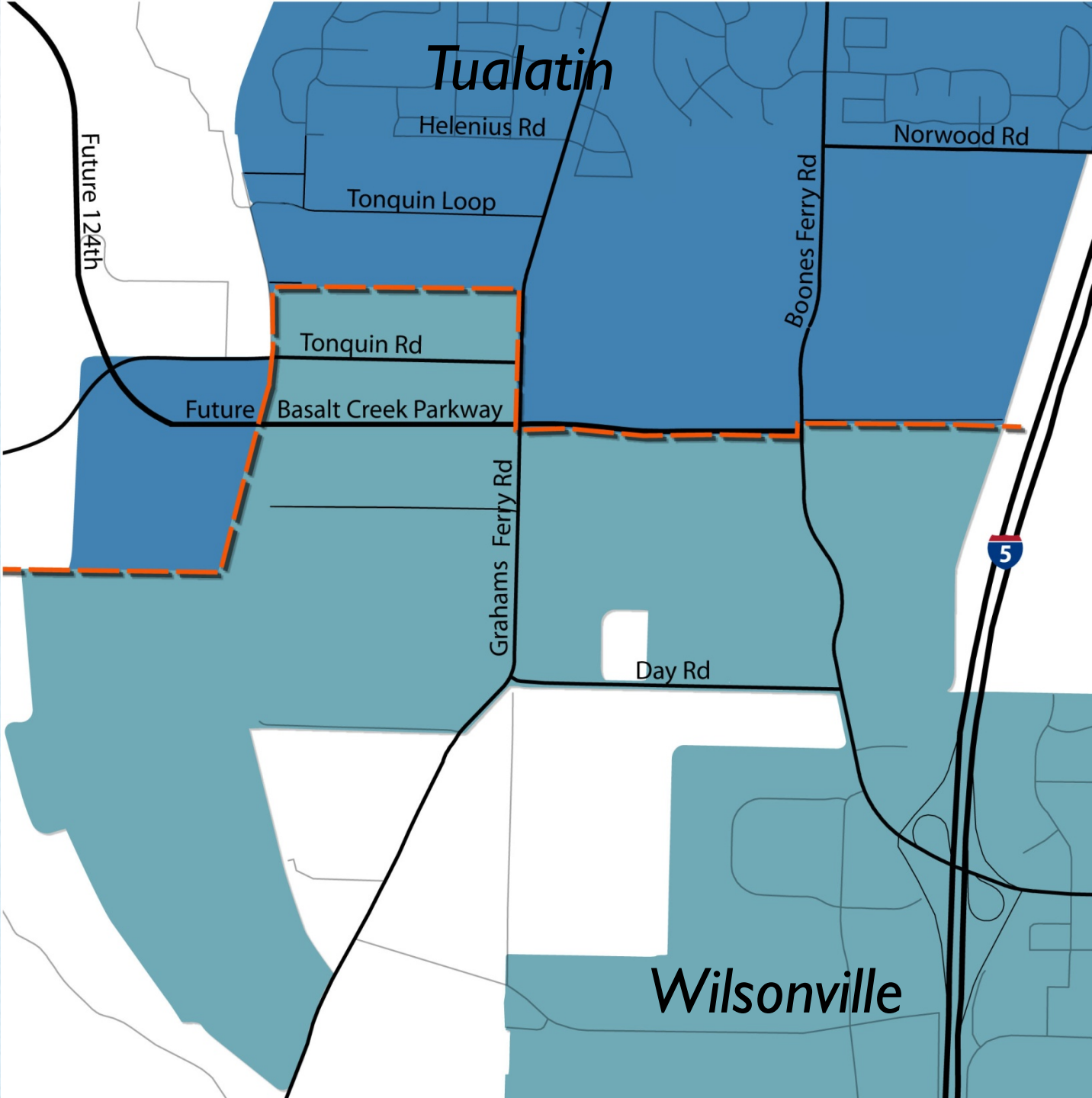


# Boundary Option 2





# Boundary Option 2



# Land Use Scenarios

Evaluation

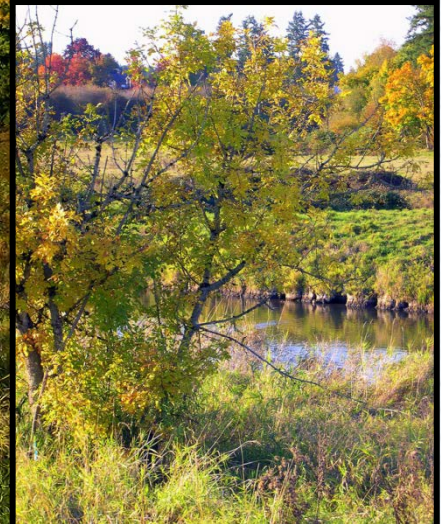
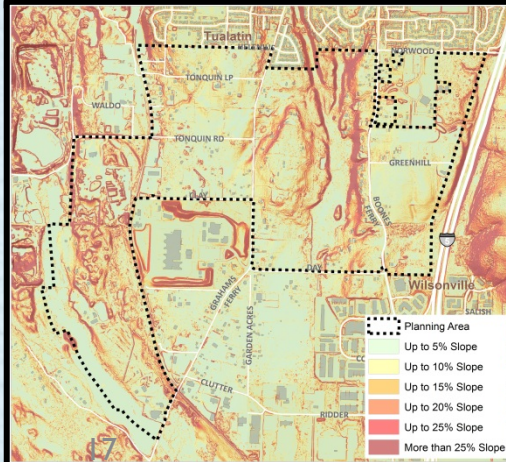
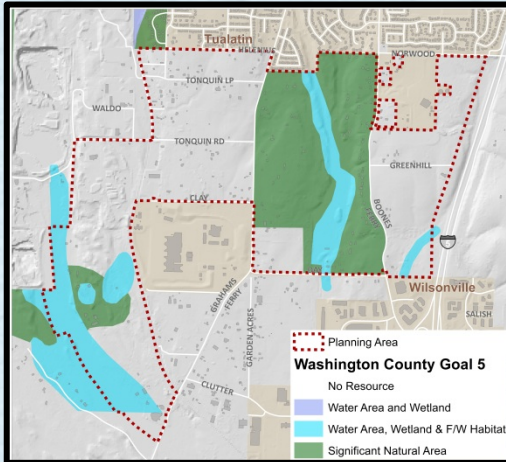
# GP I: Maintain and complement the Cities' unique identities



# Modeled real places



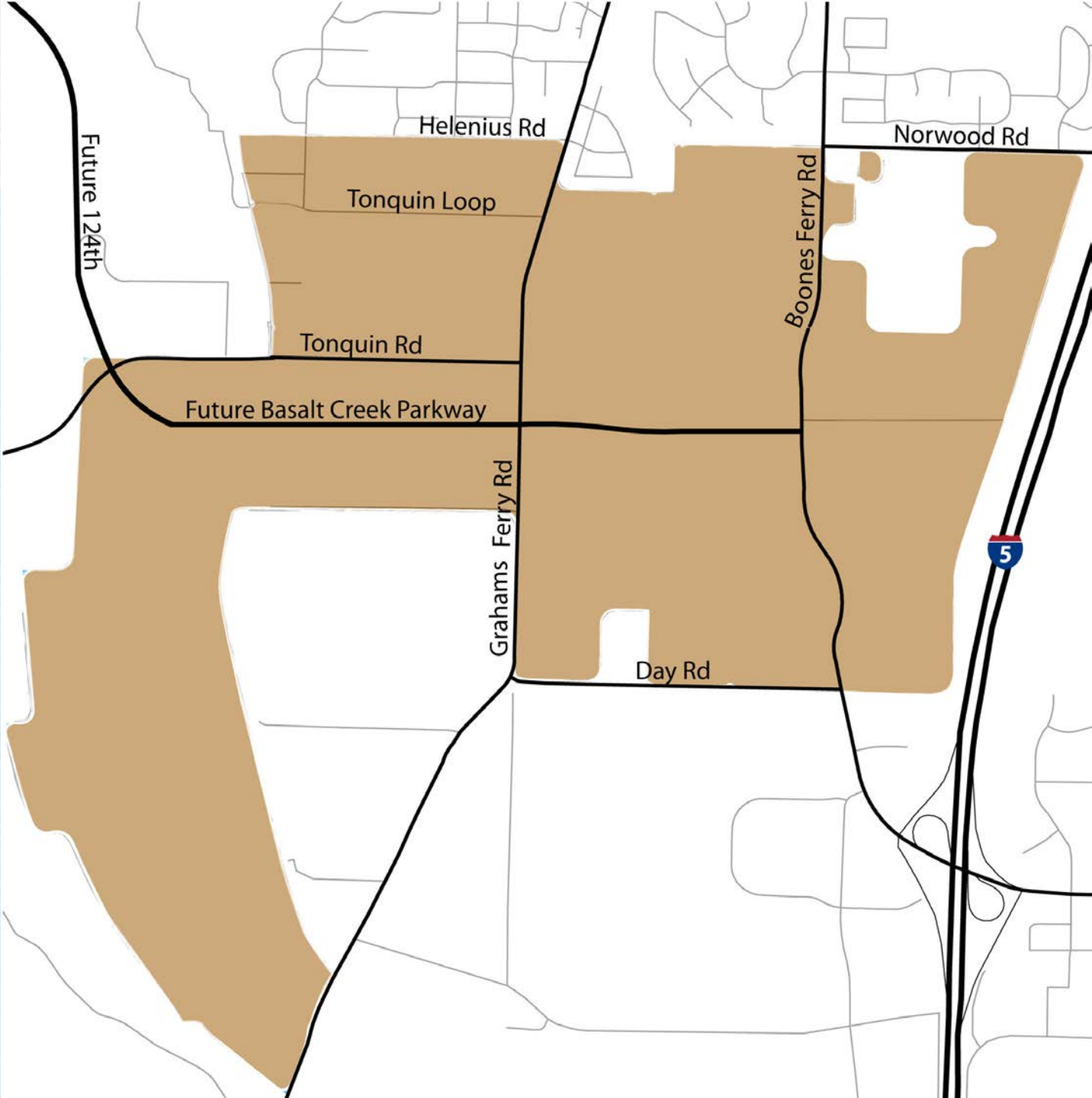
# GP2: Capitalize on the areas' unique assets and natural location



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

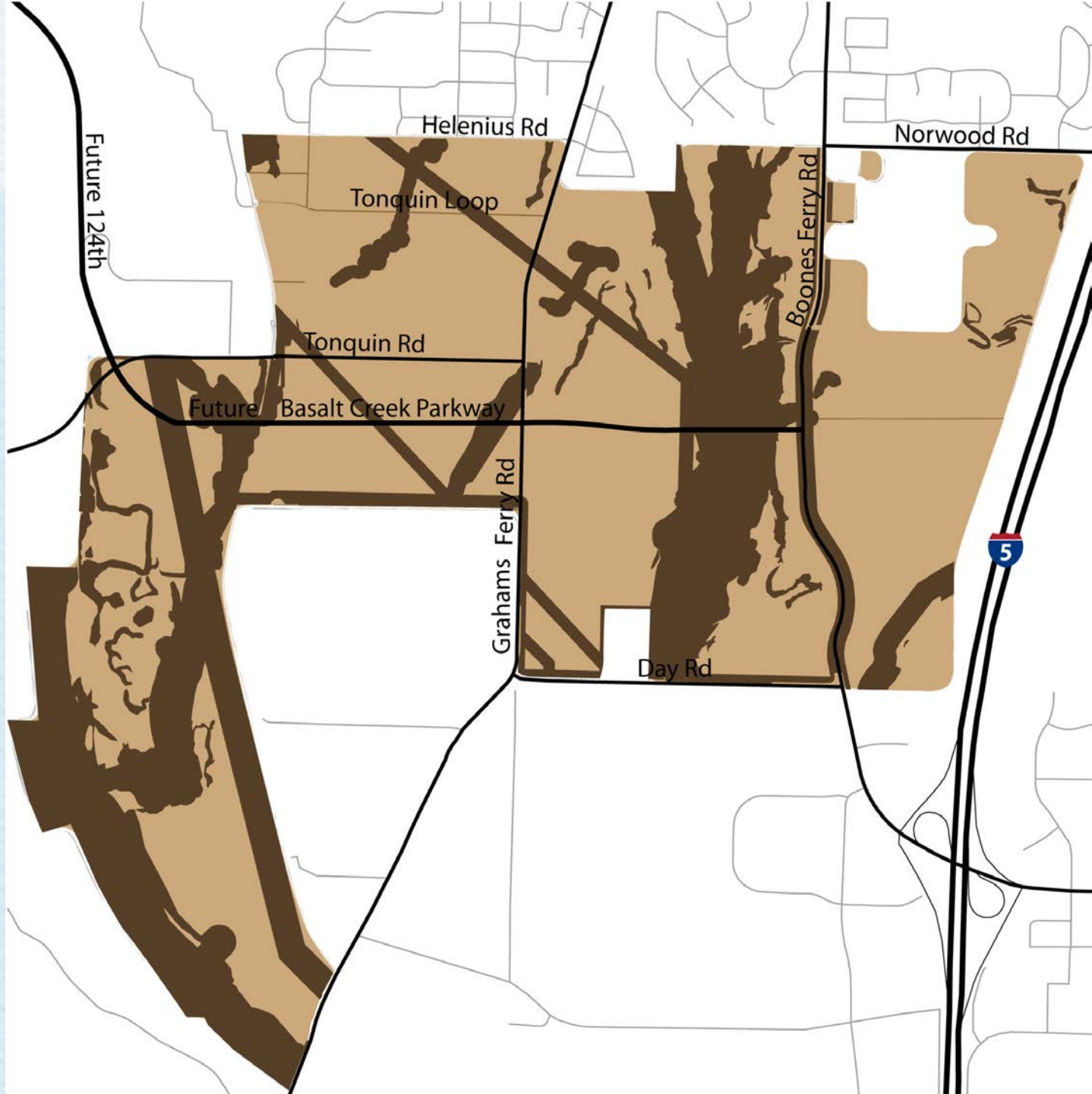


# Study Area



# Hard Constraints

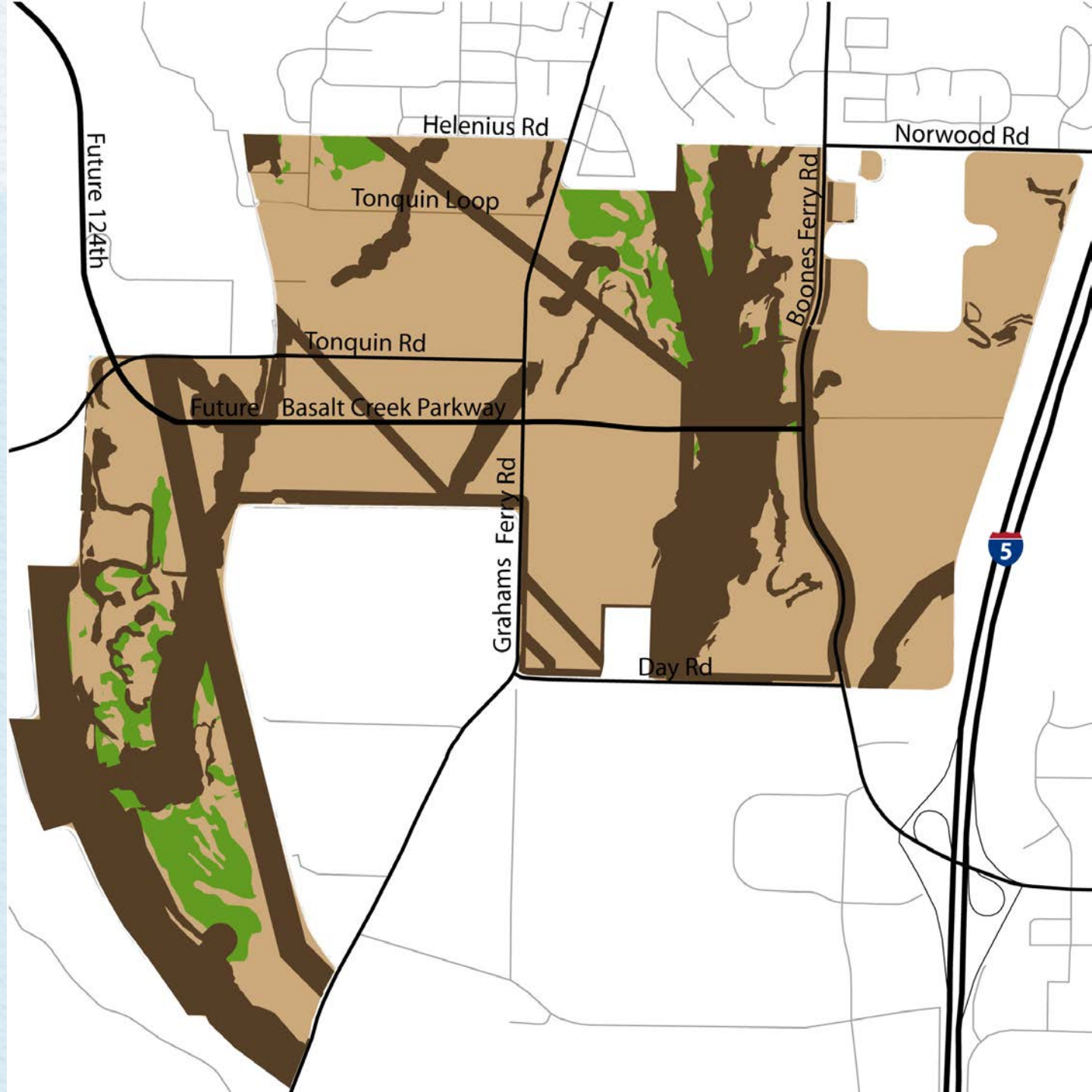
- Steep slopes (>25%)
- Open water and streams
- Wetlands
- Floodplains
- Utility easements
- Slope Stability
- Title 3 land
- Title 13 land
  - Riparian I/II





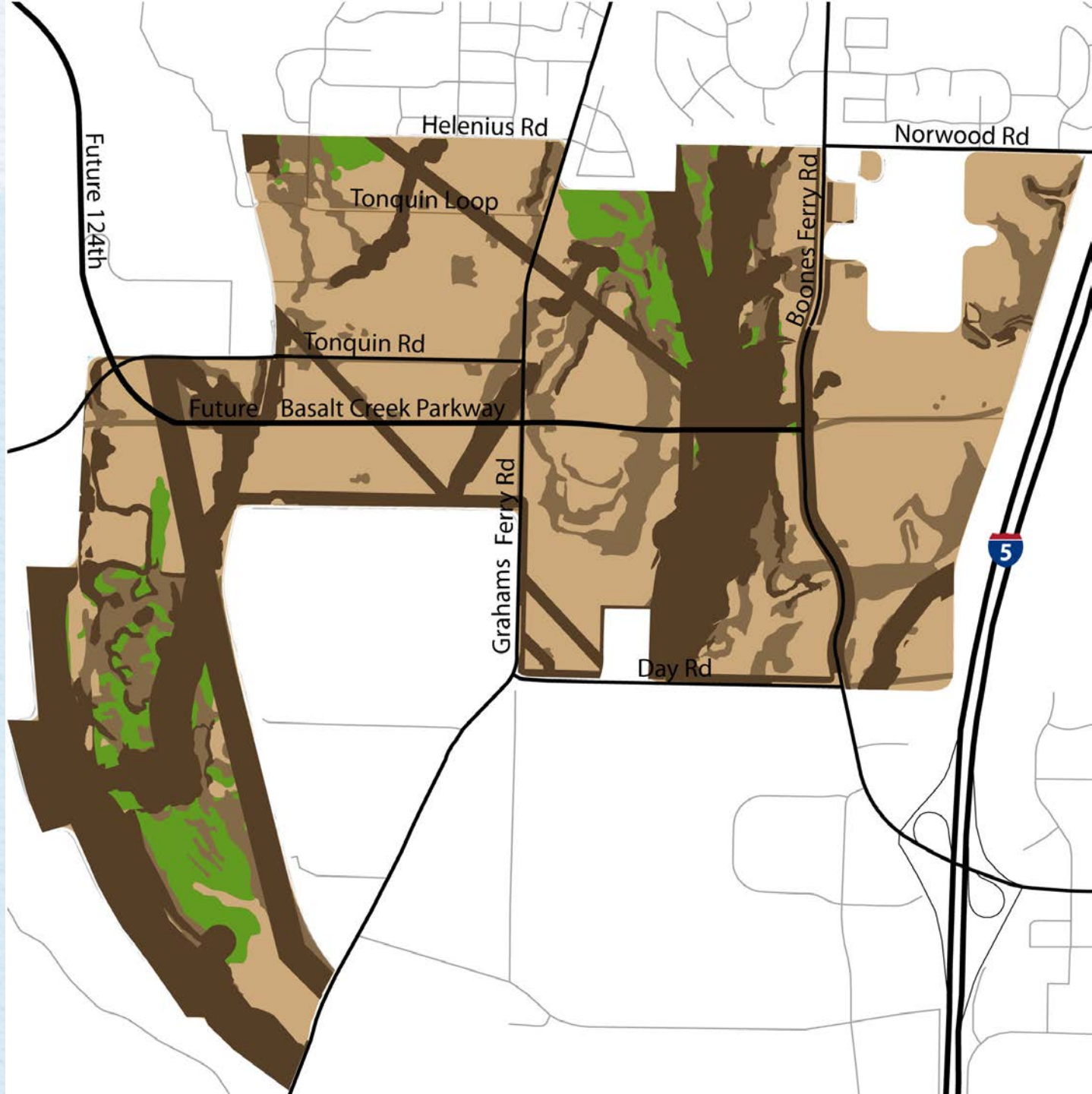
# Including Title 13 Land

- 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

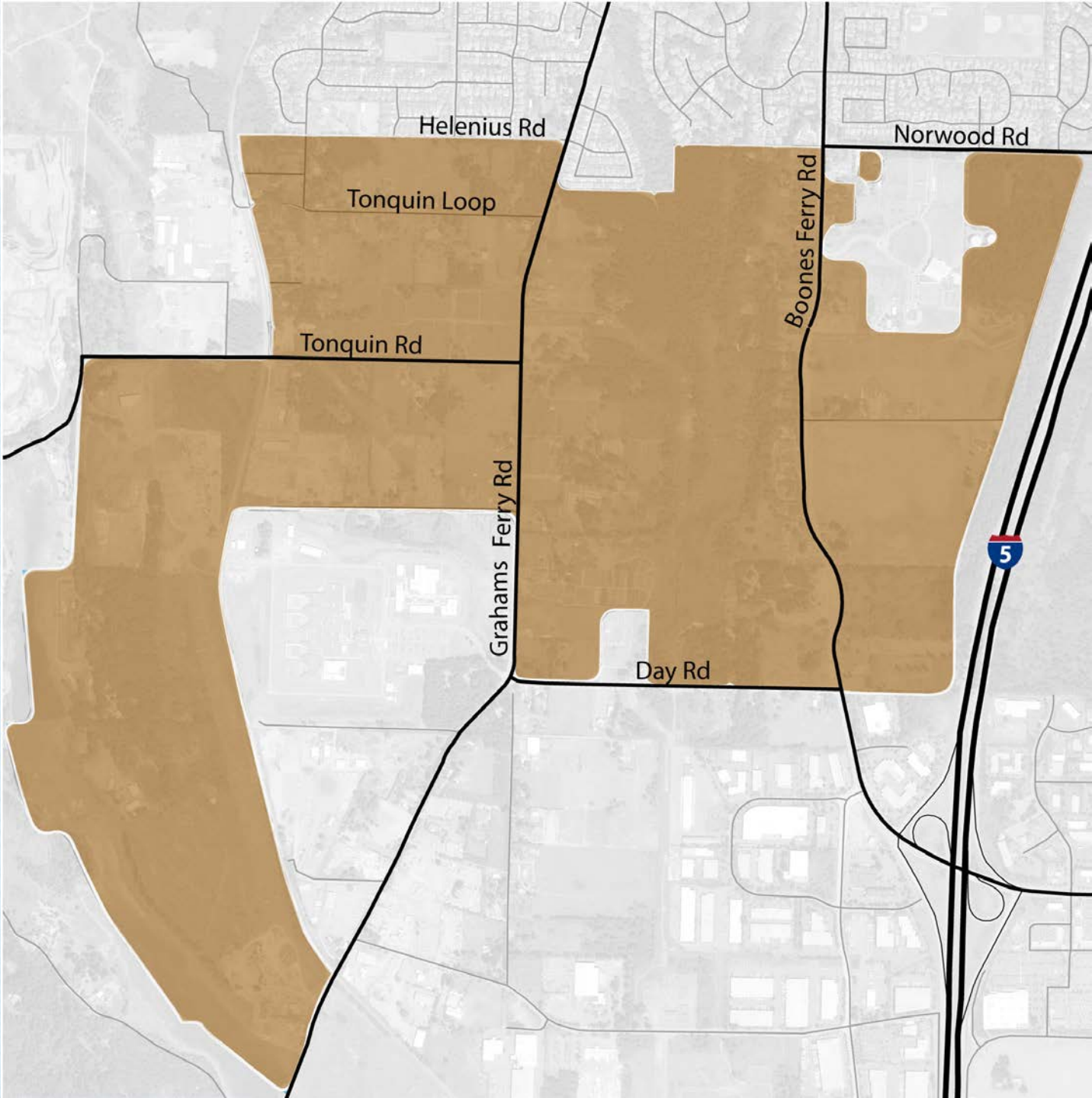


# GP5: Ensure appropriate transitions between land uses

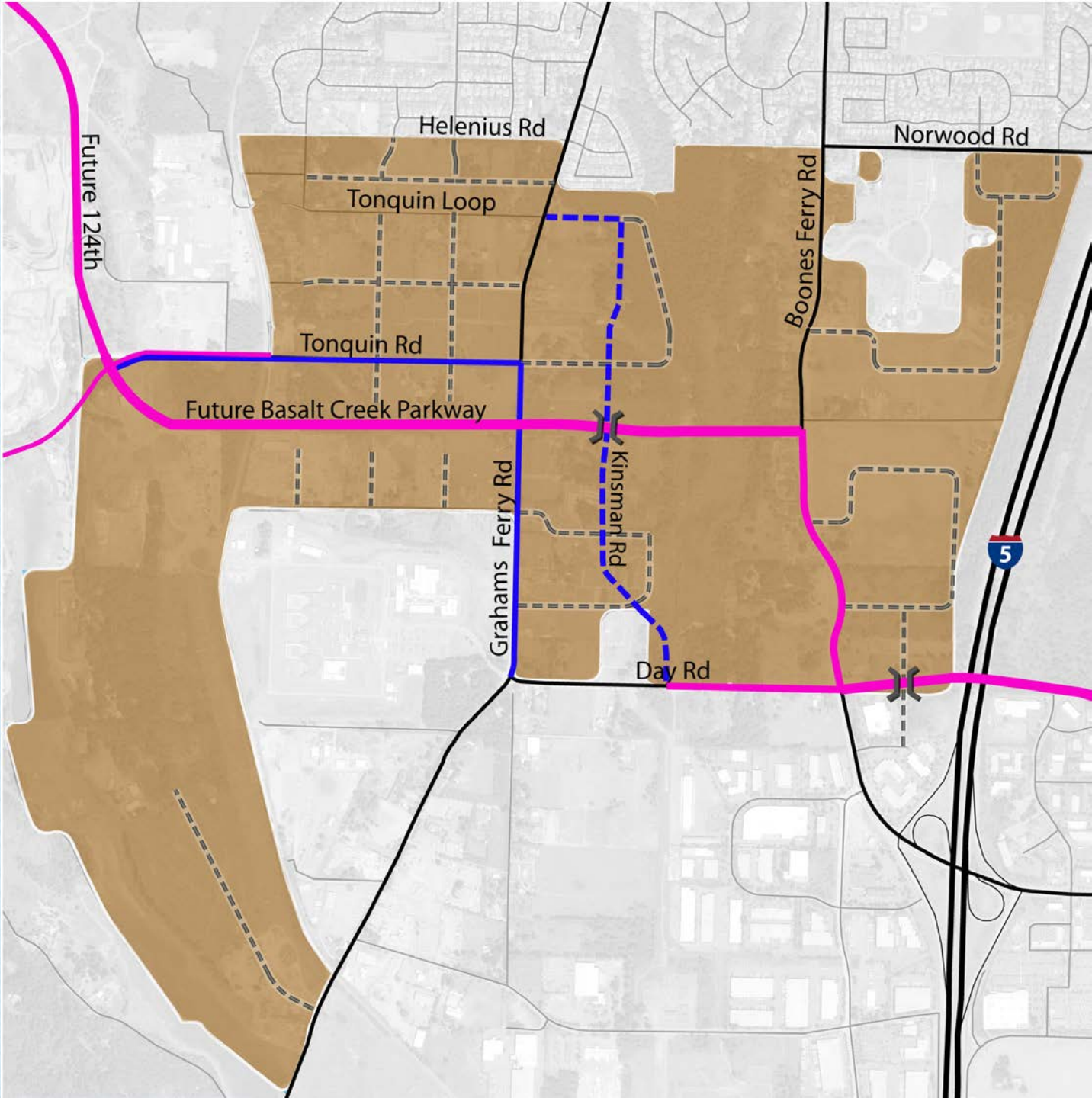




# Existing Transportation Network

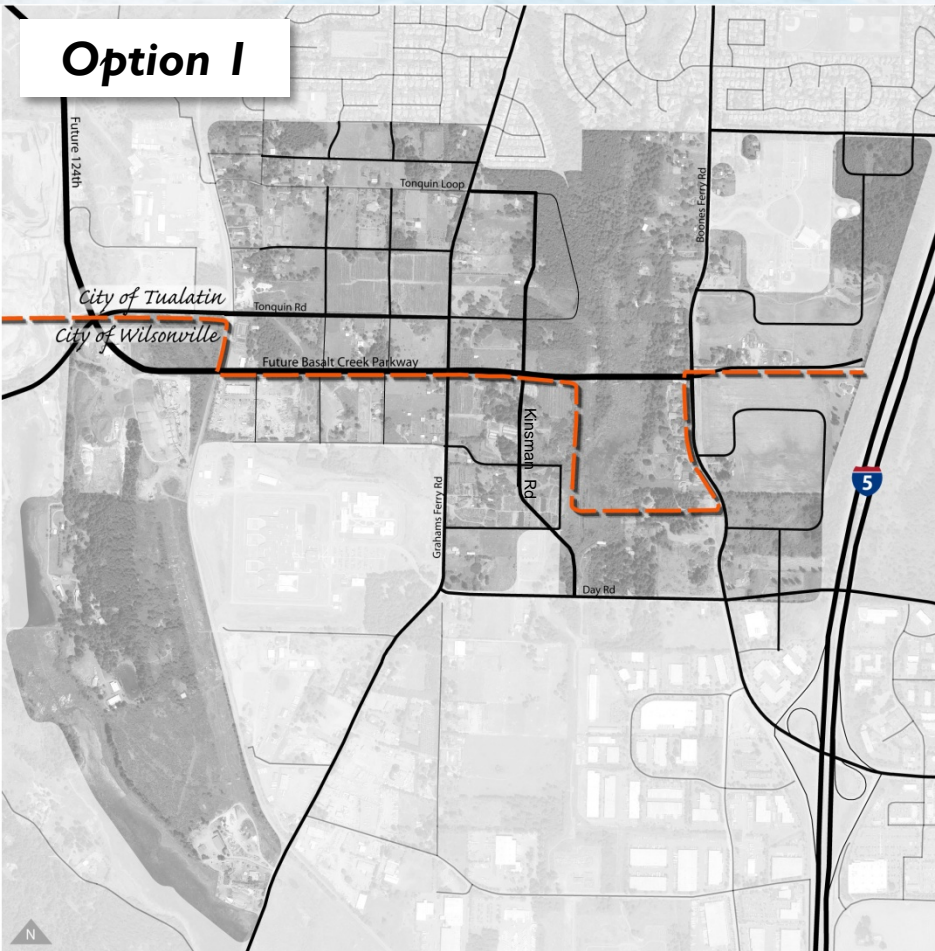


# Proposed Local Street Network

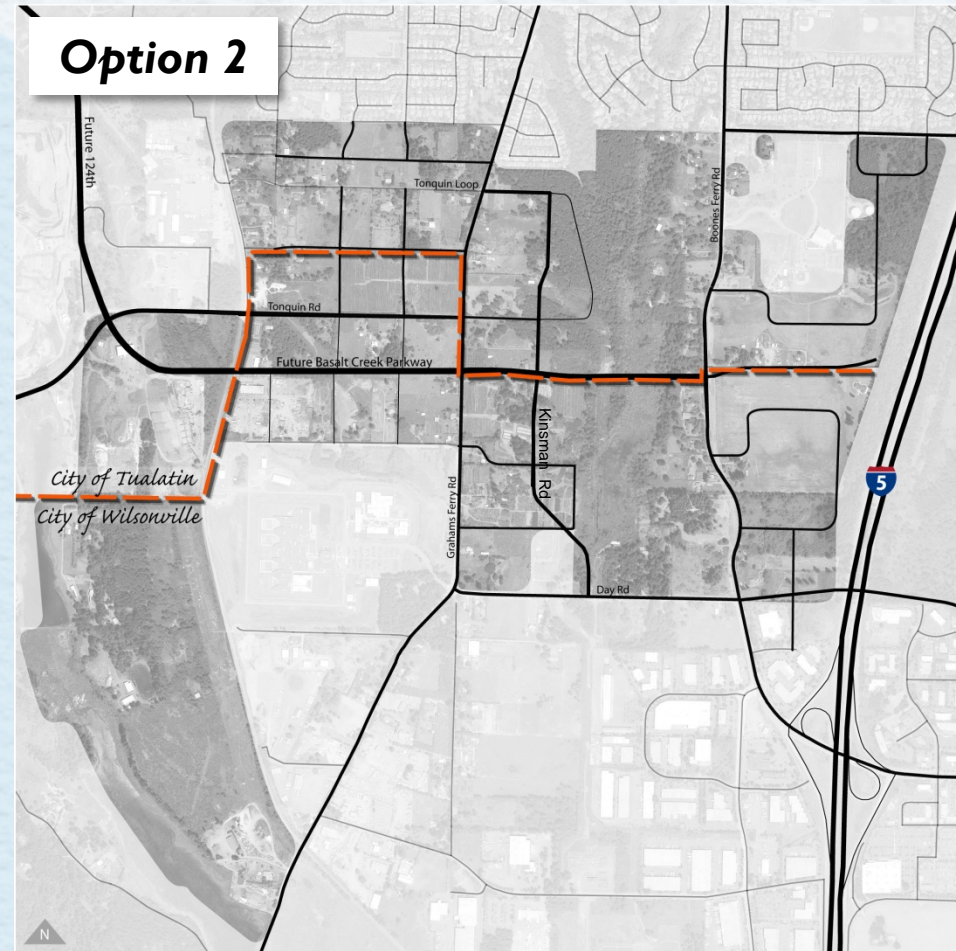


# Boundary Options

**Option 1**

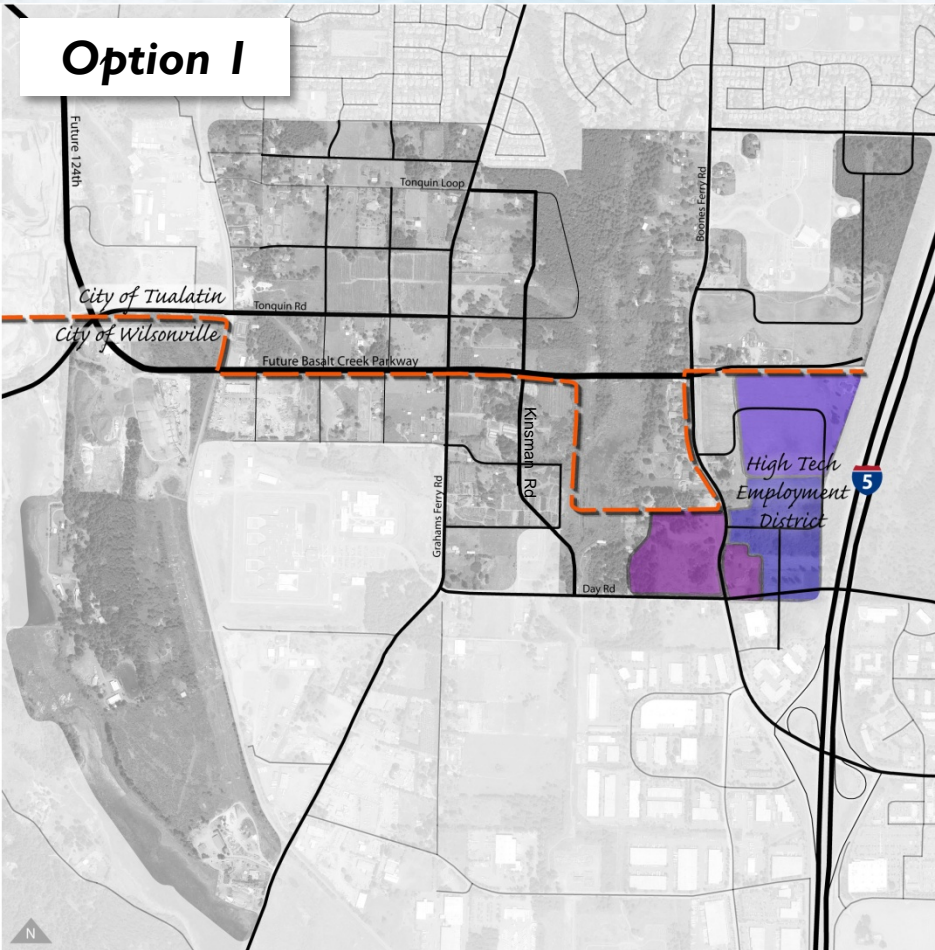


**Option 2**

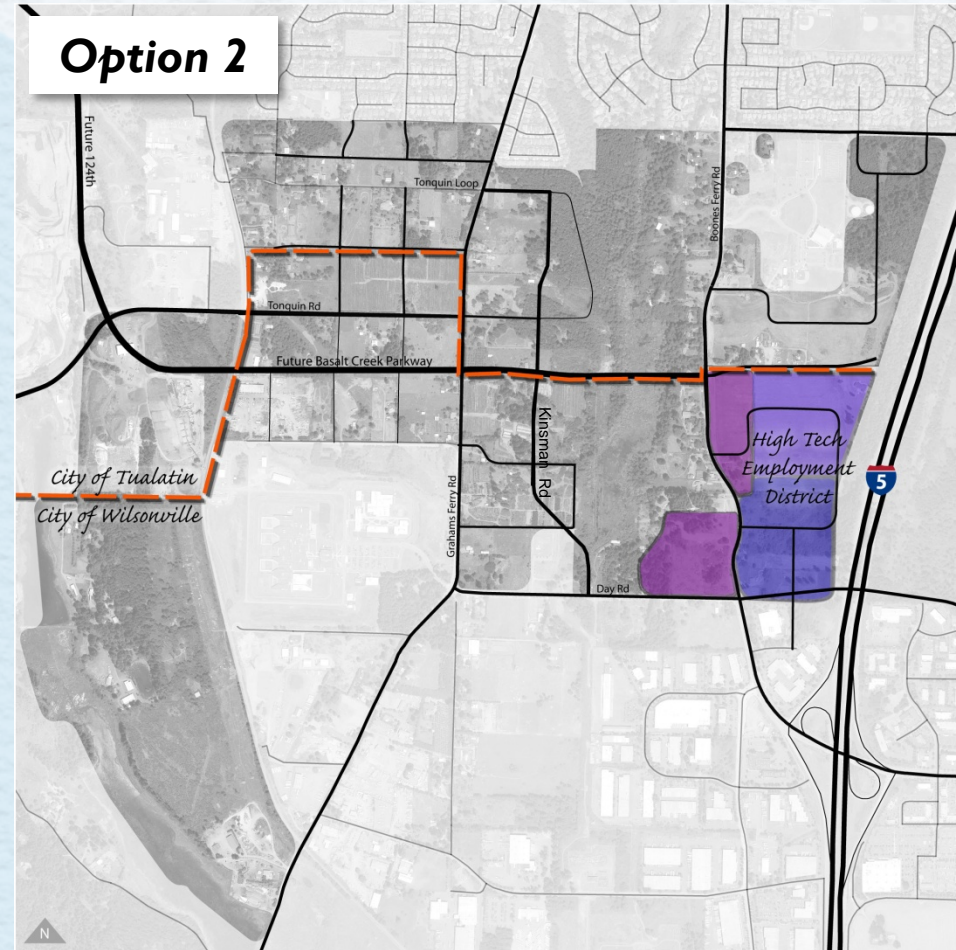


# High Tech Employment District

**Option 1**

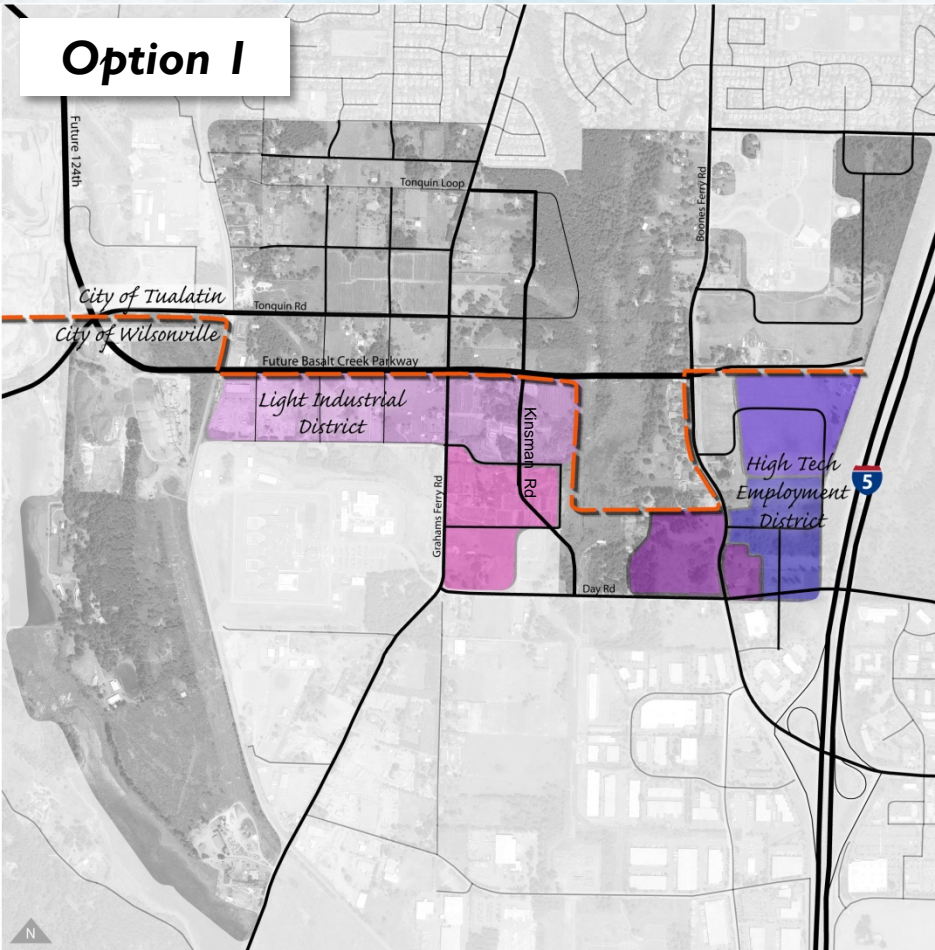


**Option 2**

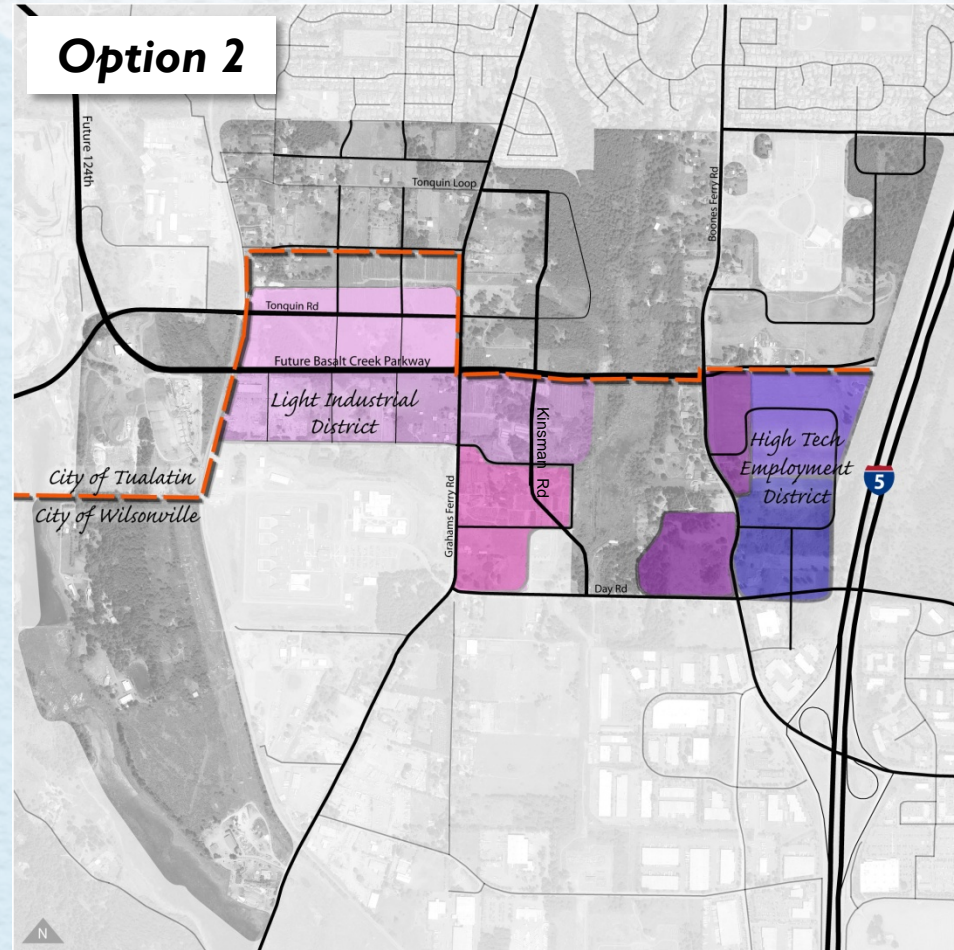


# Light Industrial District

**Option 1**

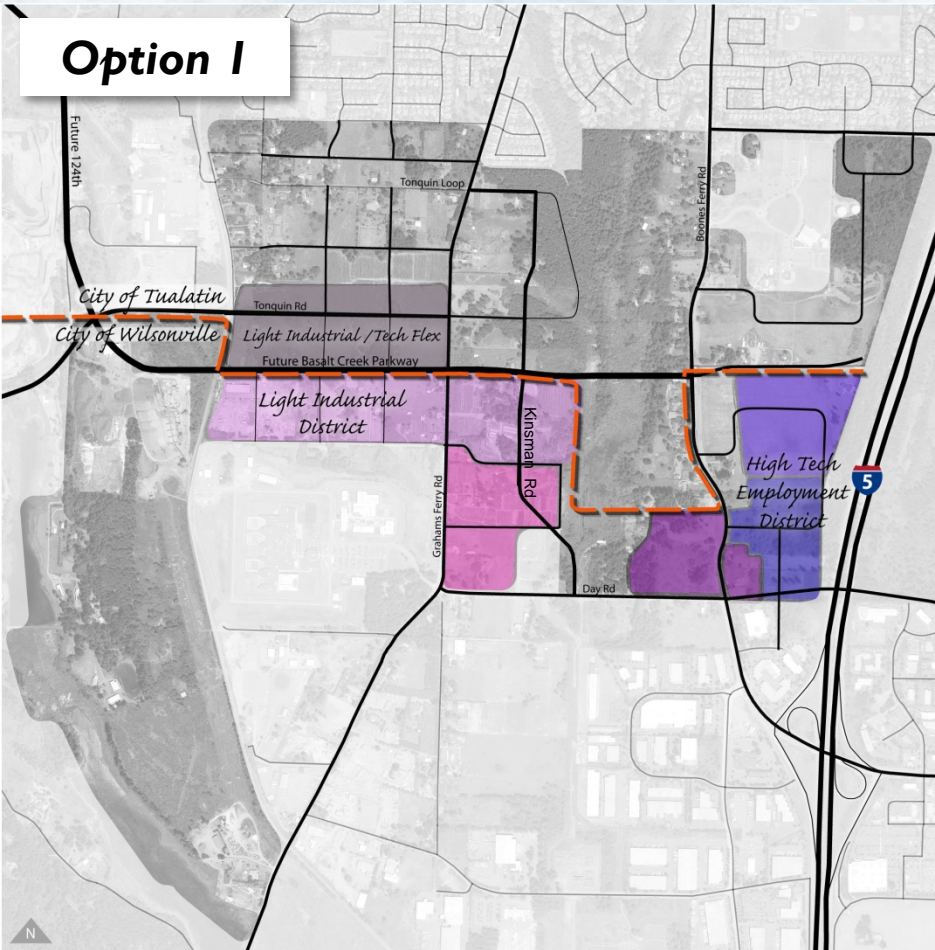


**Option 2**

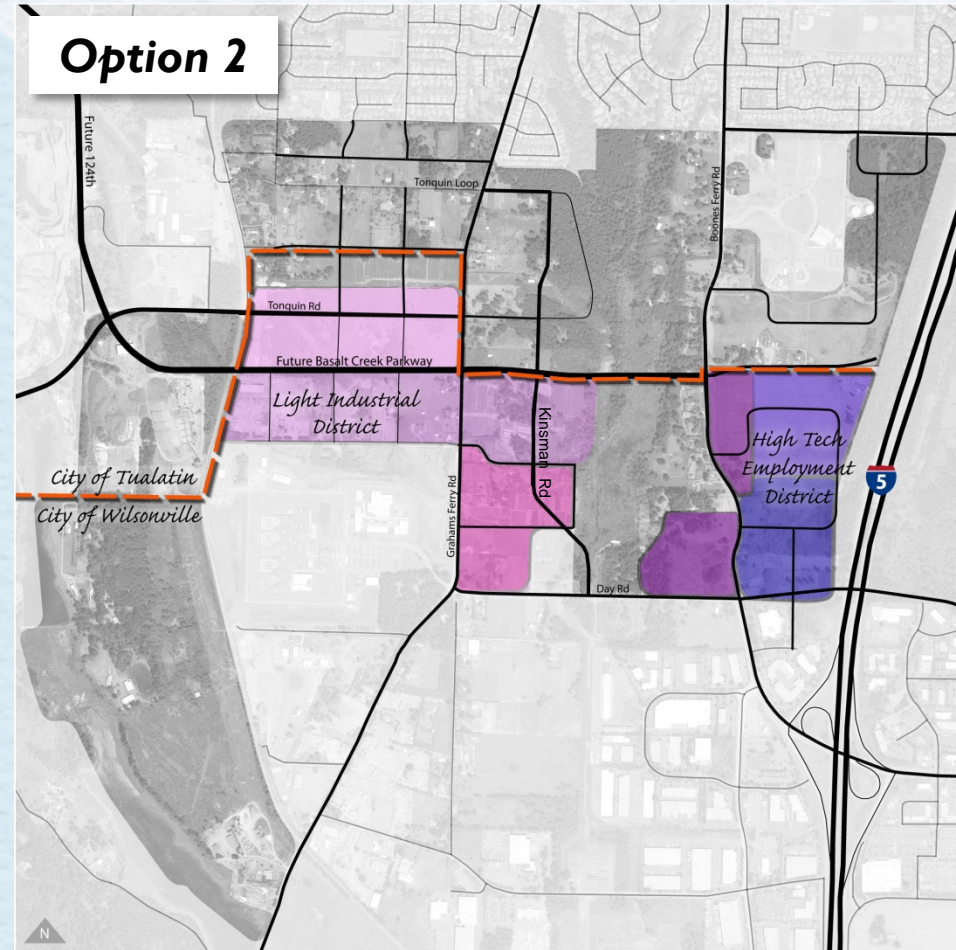


# Light Industrial/Tech Flex

**Option 1**

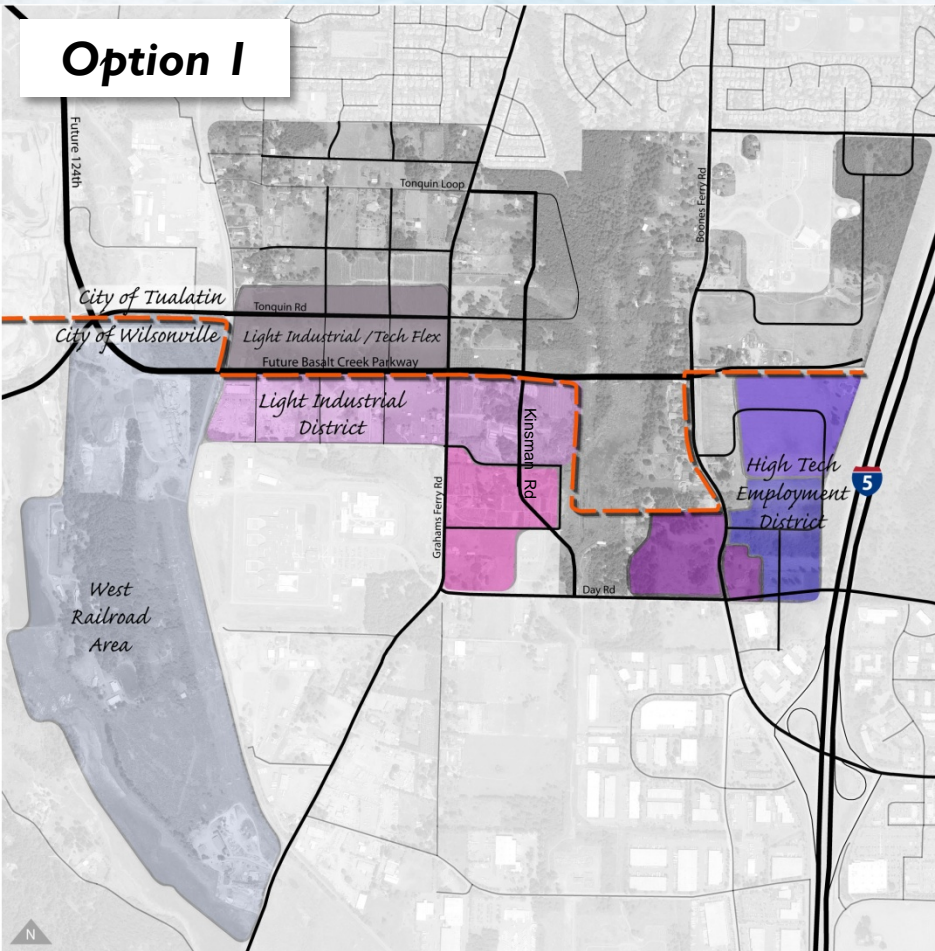


**Option 2**

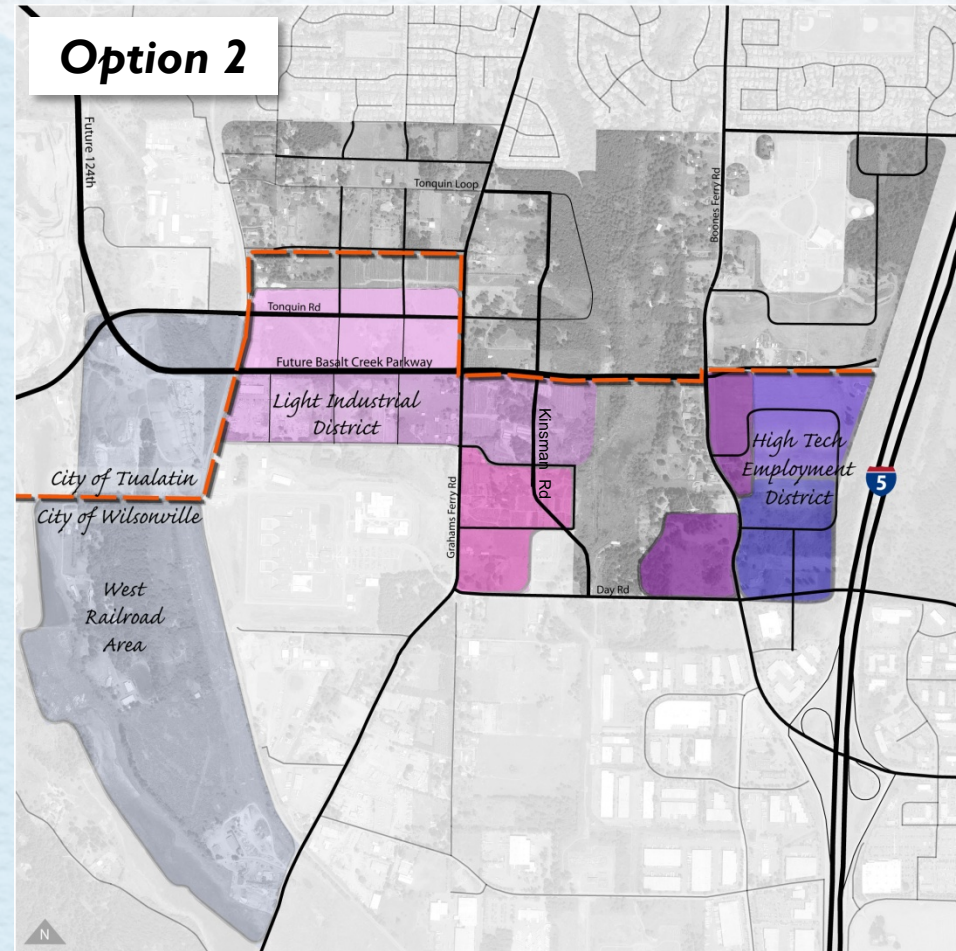


# West Railroad Area

**Option 1**

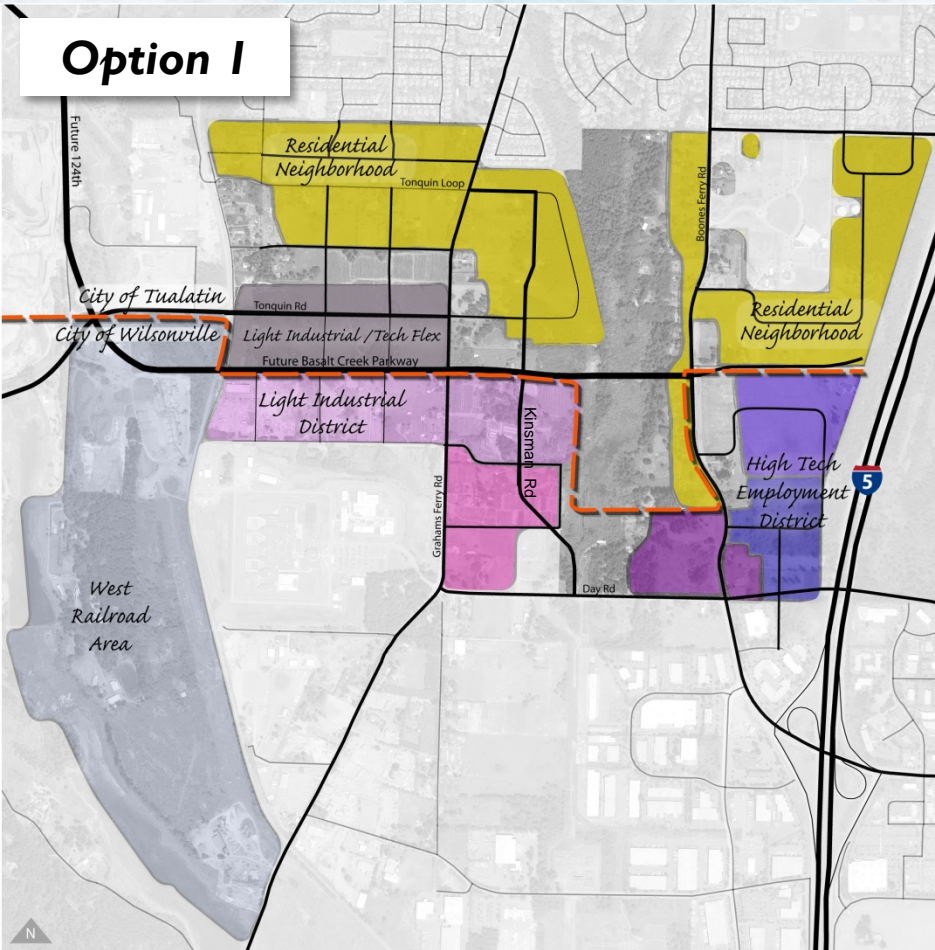


**Option 2**

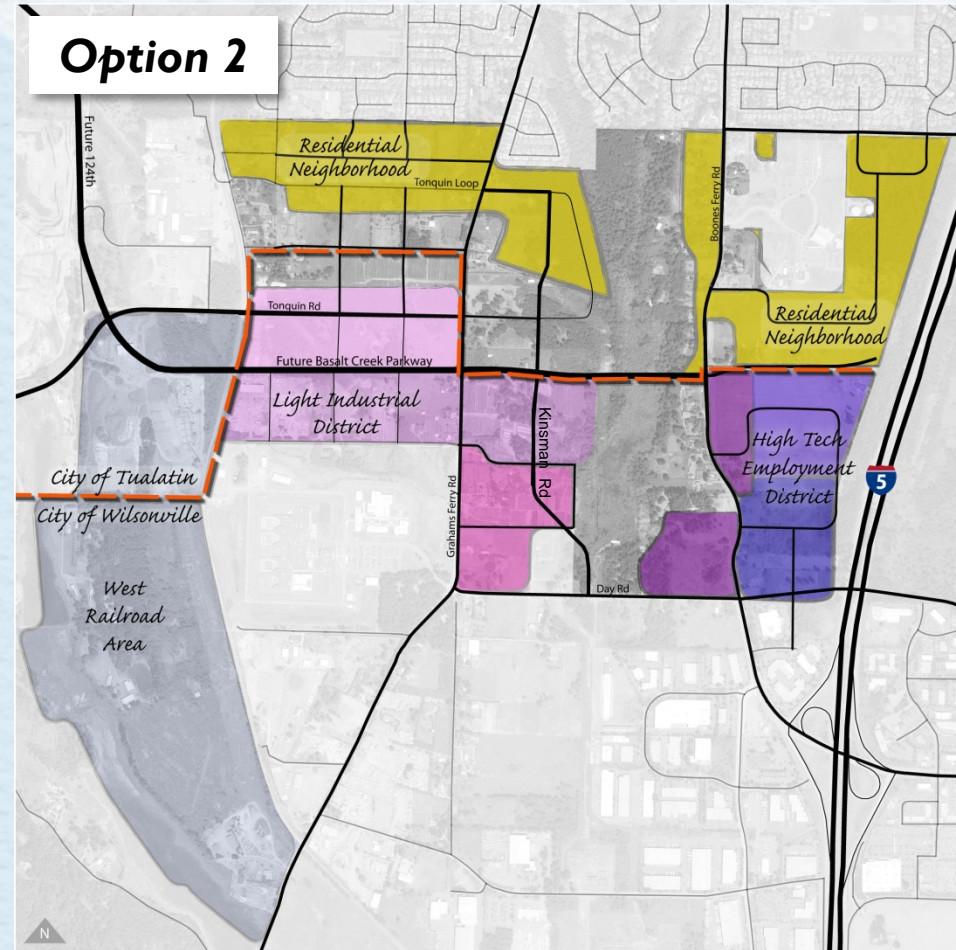


# Residential Neighborhoods

**Option 1**



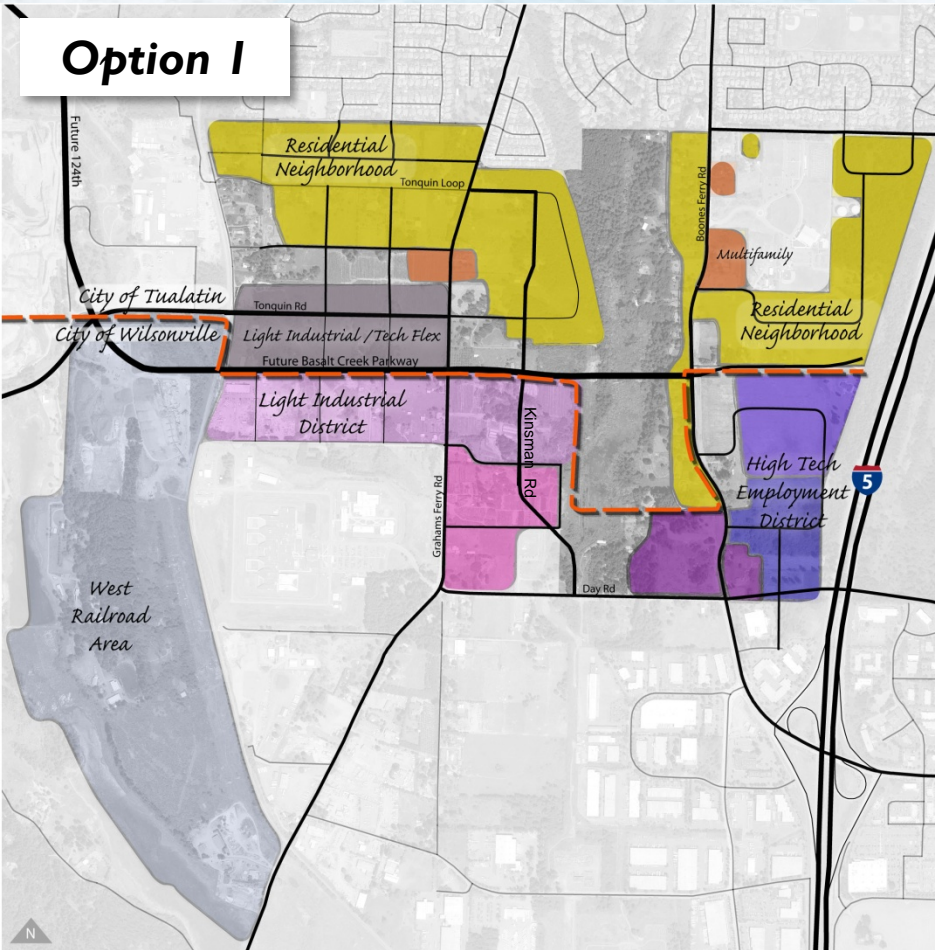
**Option 2**



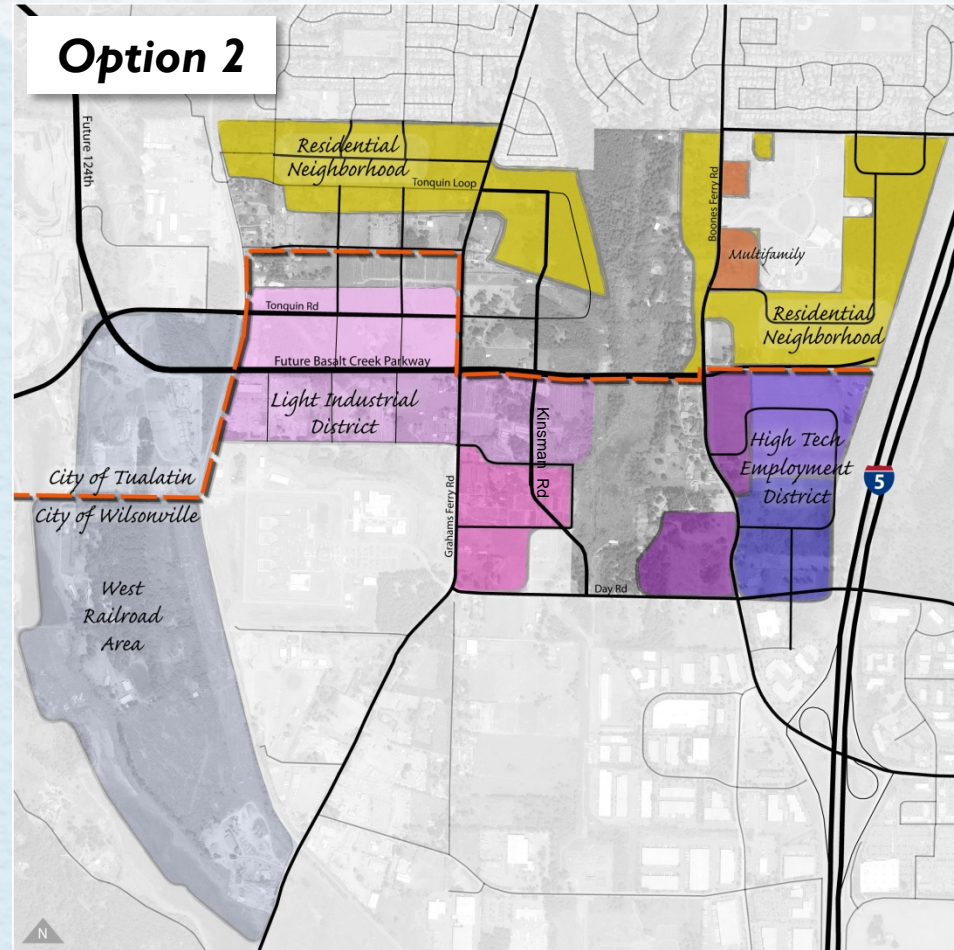


# Multi-family

## Option 1

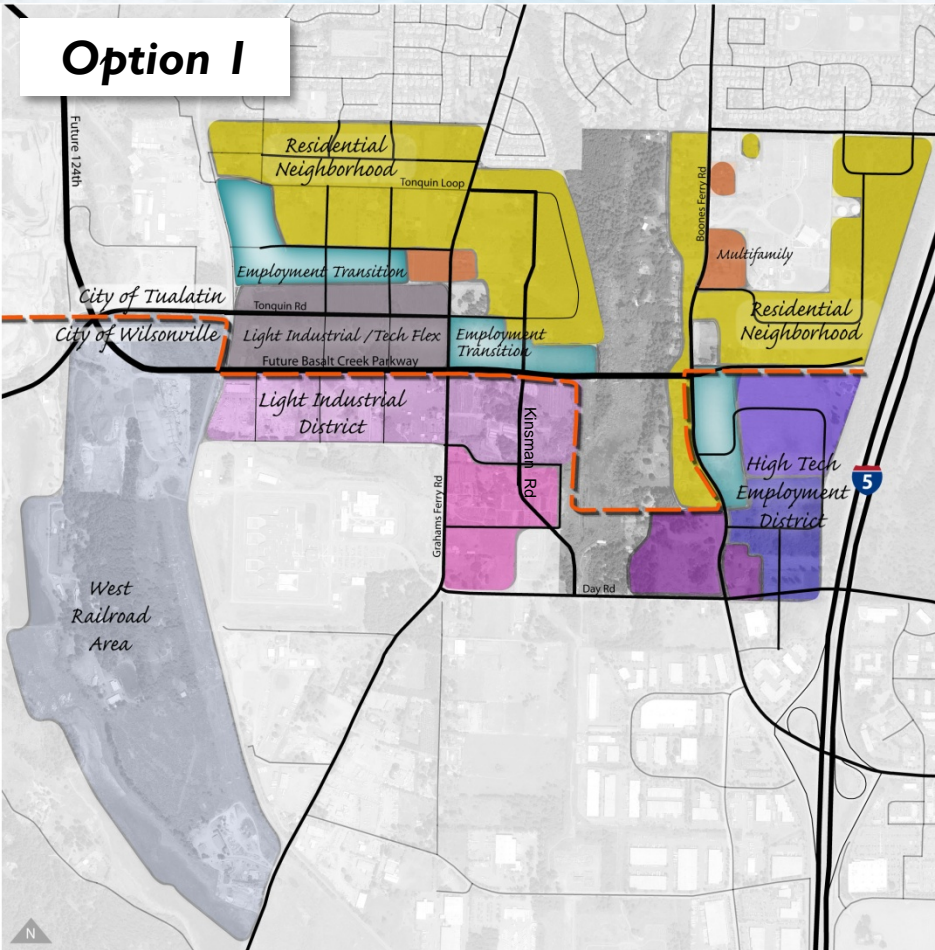


## Option 2

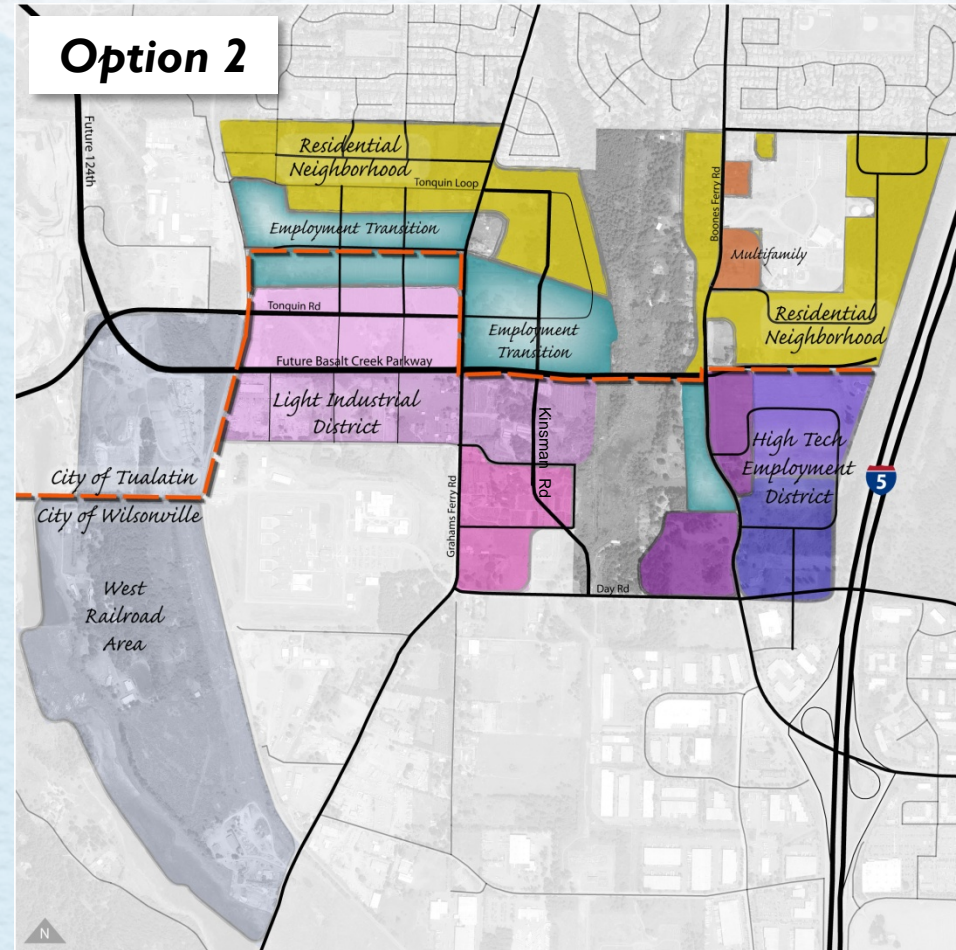


# Employment Transition

**Option 1**

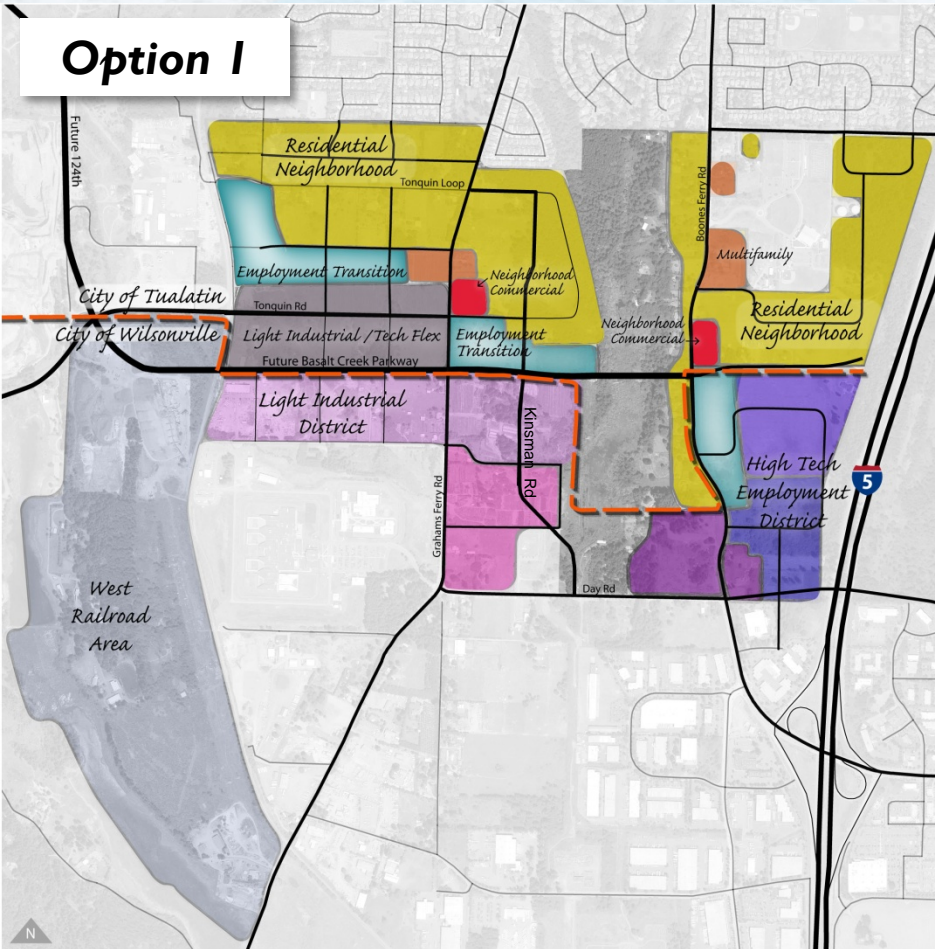


**Option 2**

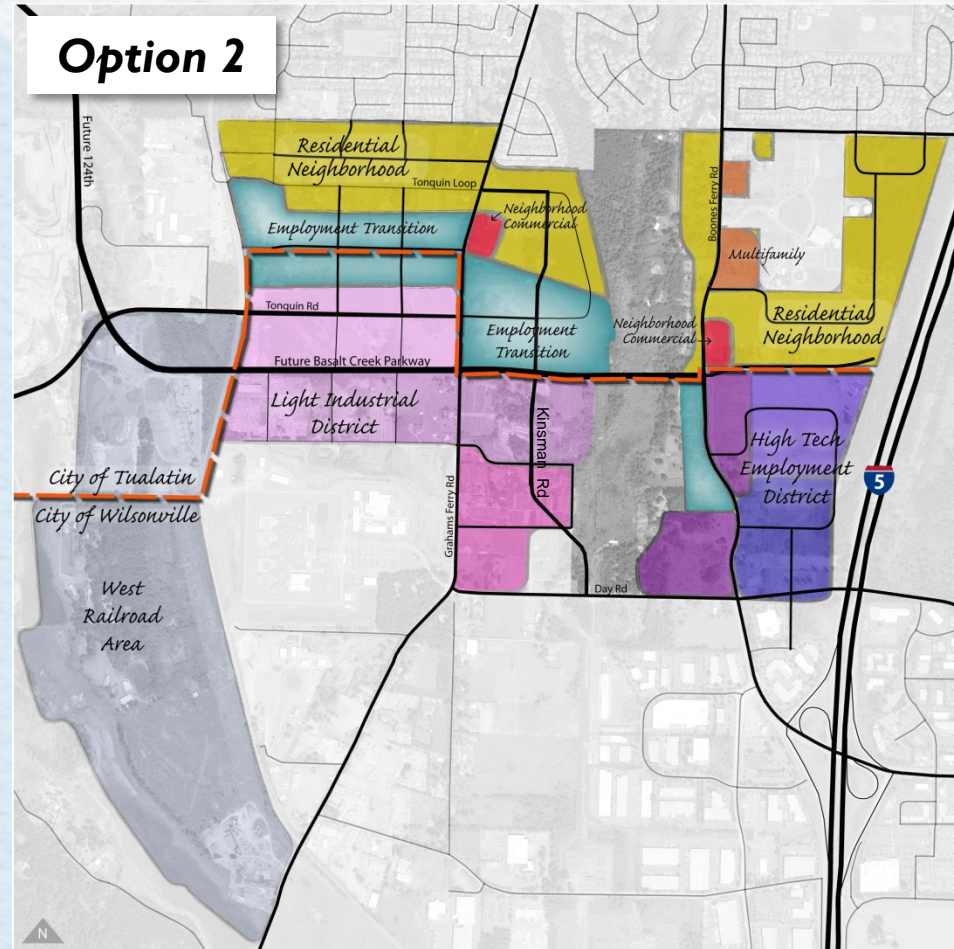


# Neighborhood Commercial

**Option 1**

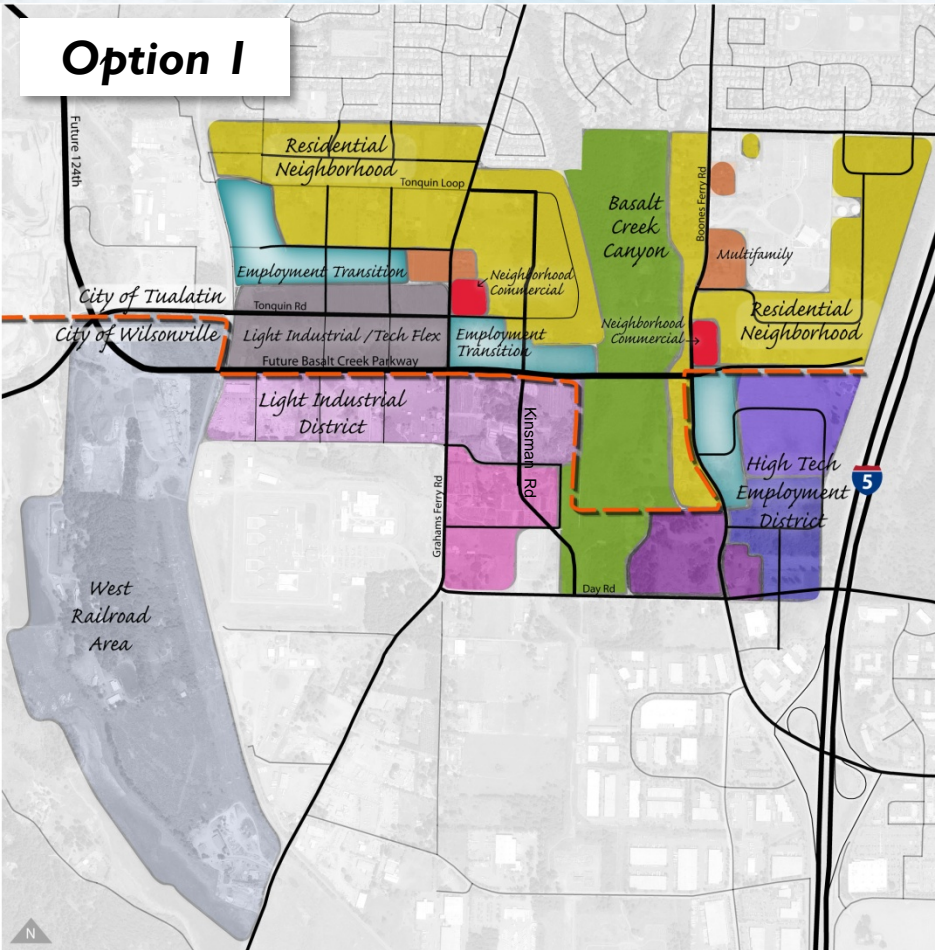


**Option 2**

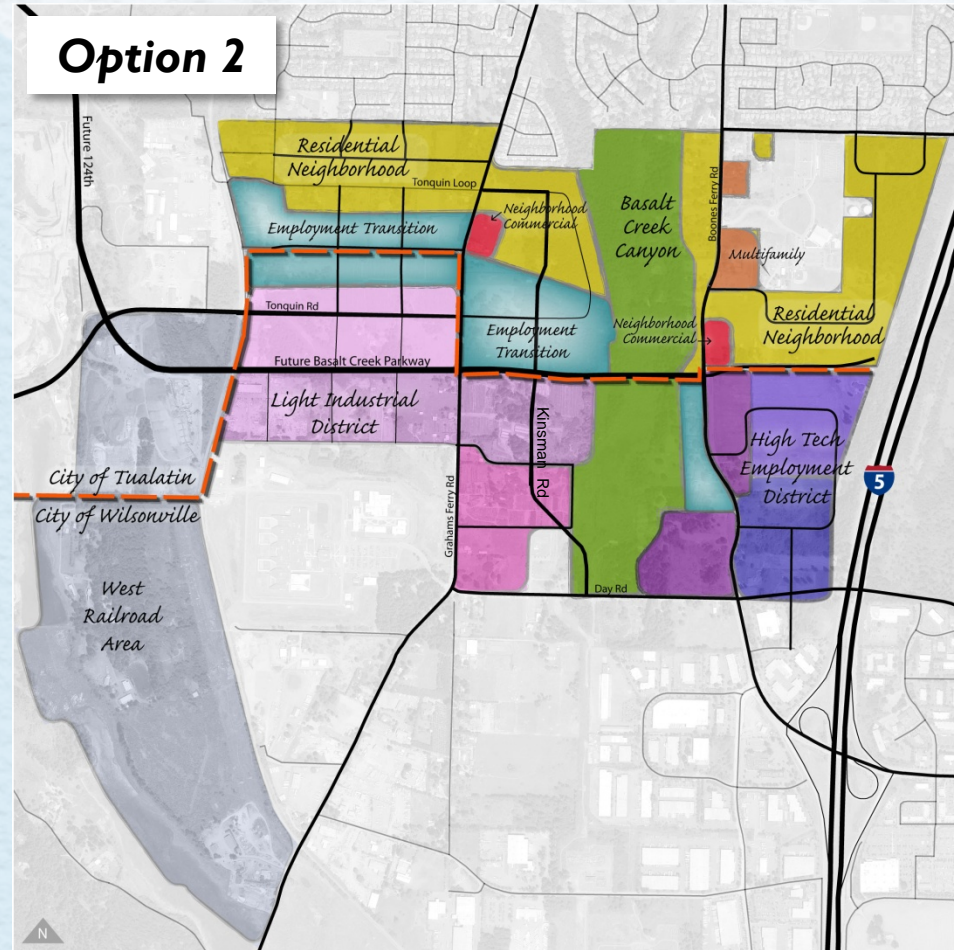


# Basalt Creek Canyon

**Option 1**

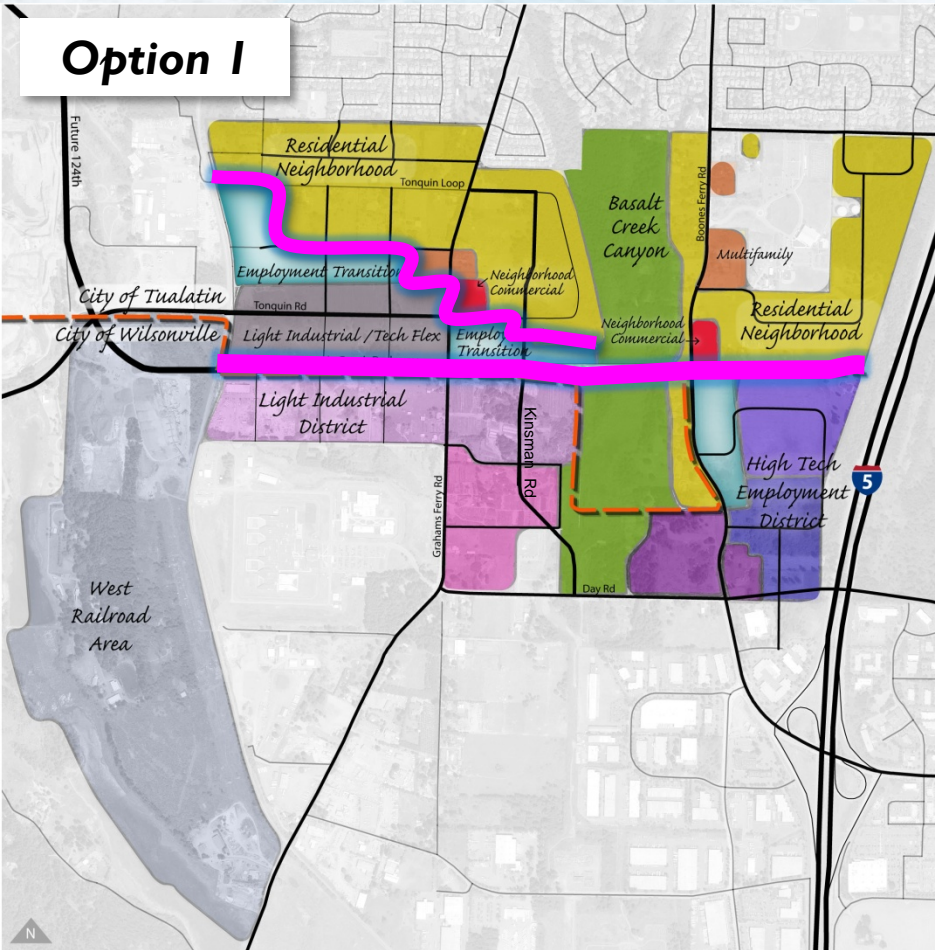


**Option 2**

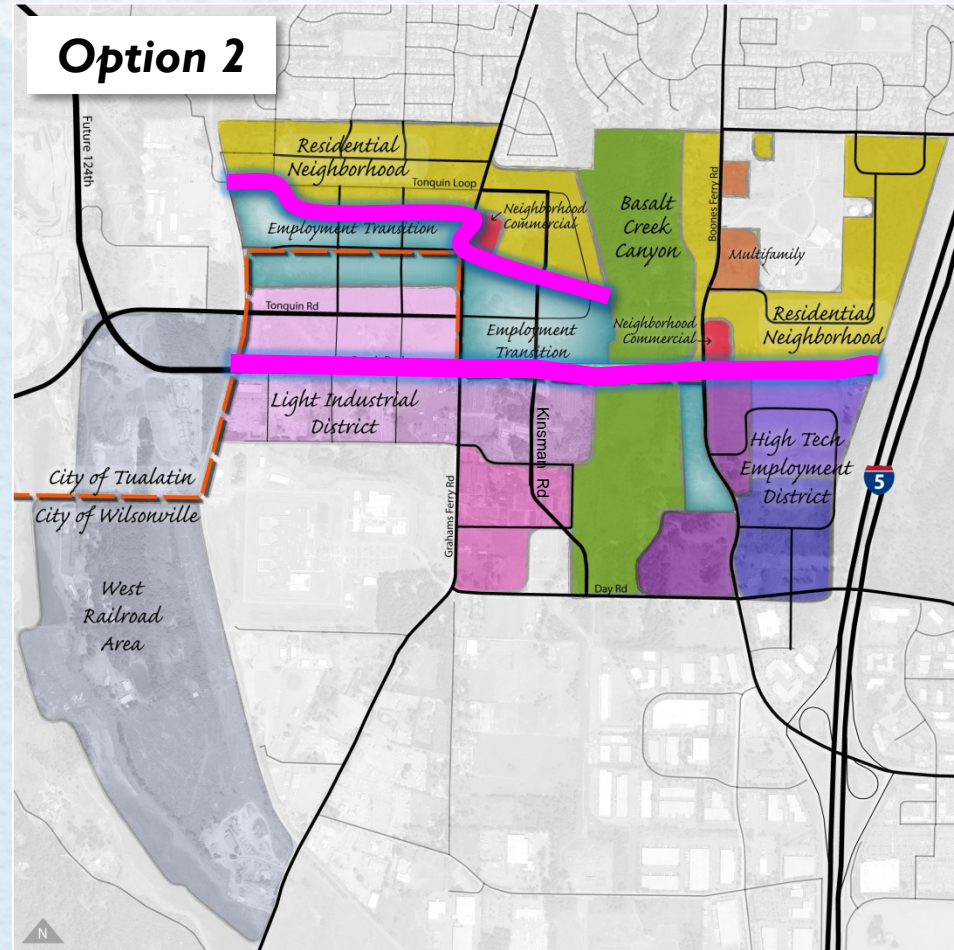


# Transitions

**Option 1**



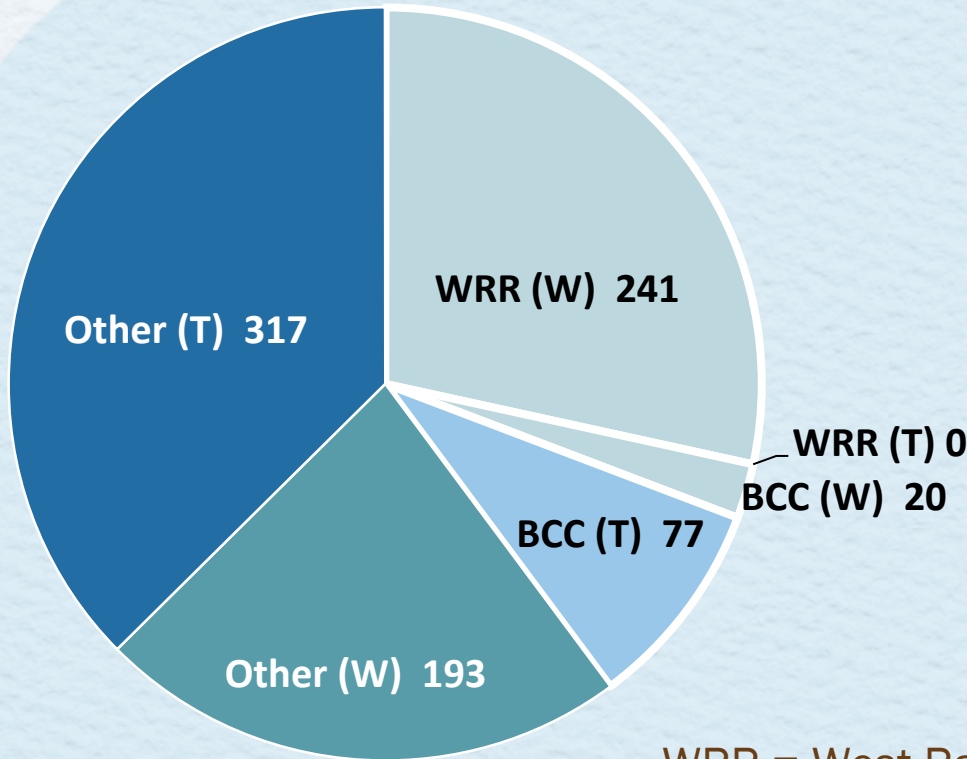
**Option 2**



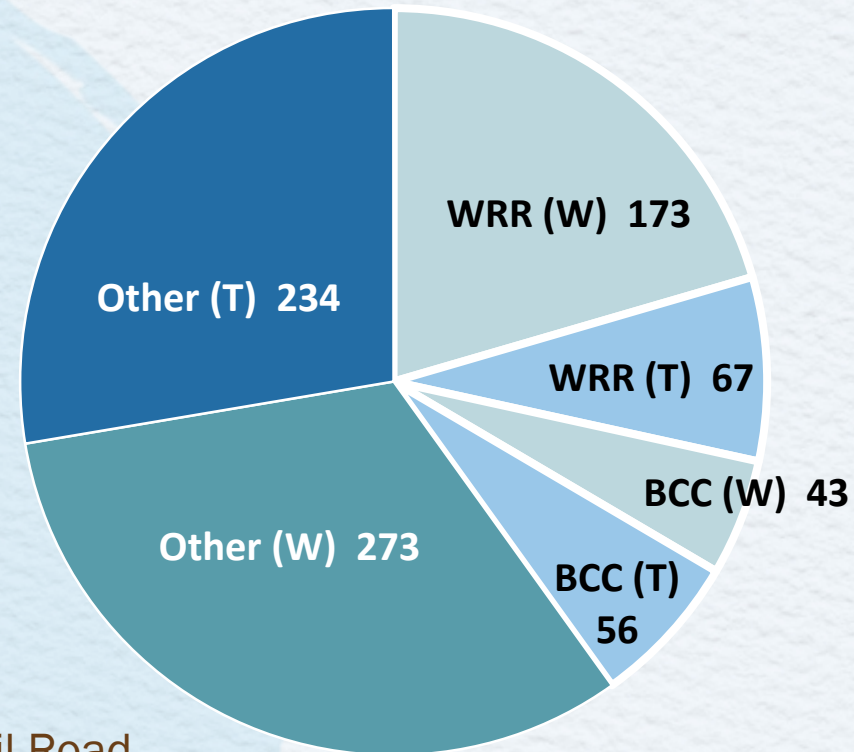


# Total Acres Added

**Boundary 1**



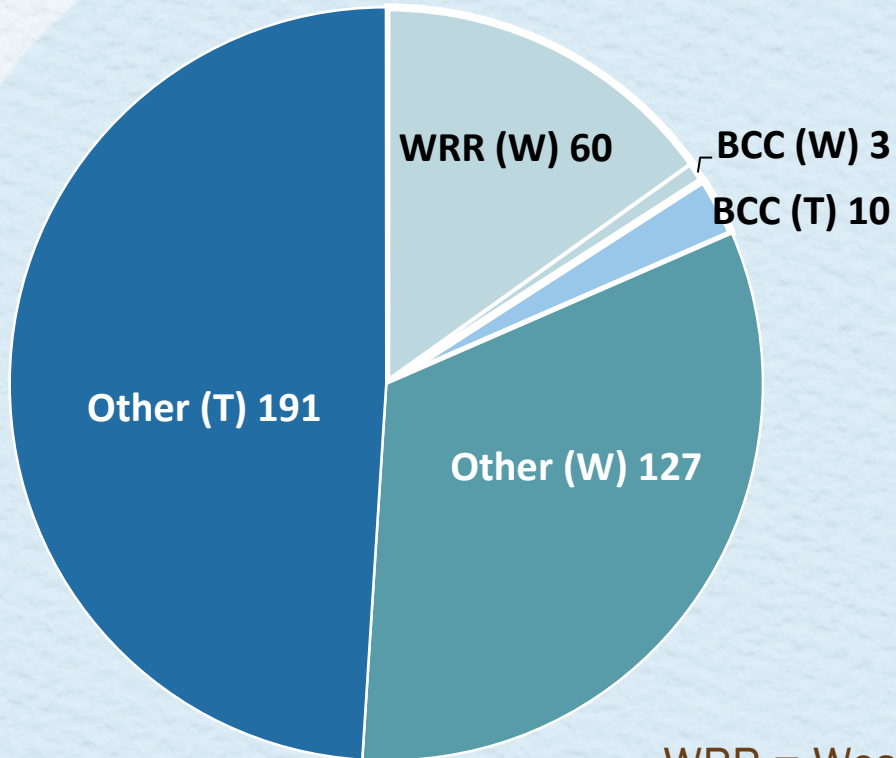
**Boundary 2**



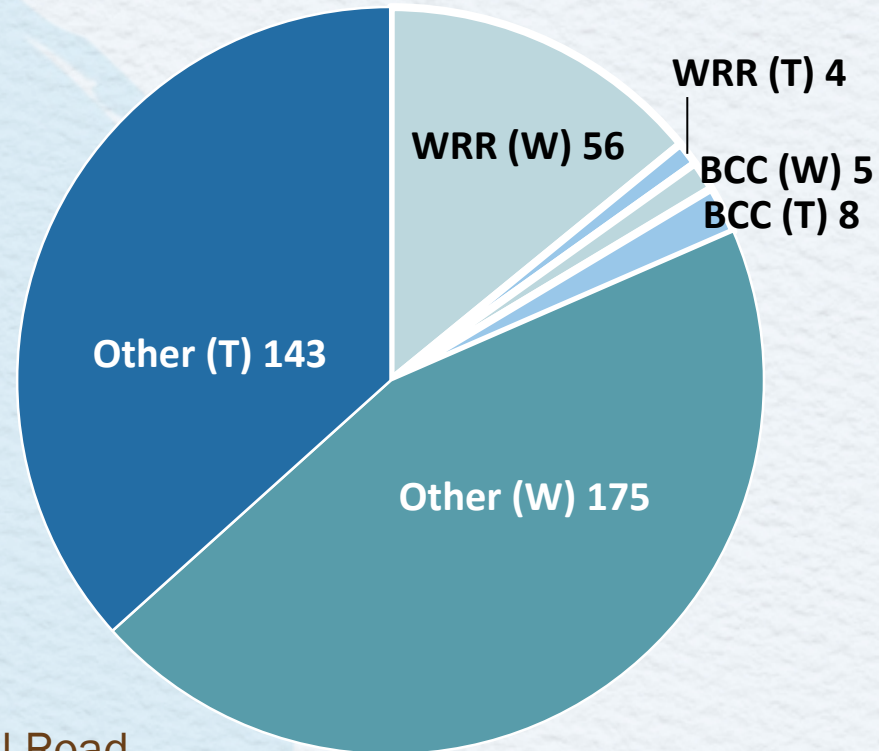
WRR = West Rail Road  
 BCC = Basalt Creek Canyon  
 Other = All other land within the study area

# Developable Acres

**Boundary 1**



**Boundary 2**



WRR = West Rail Road  
 BCC = Basalt Creek Canyon

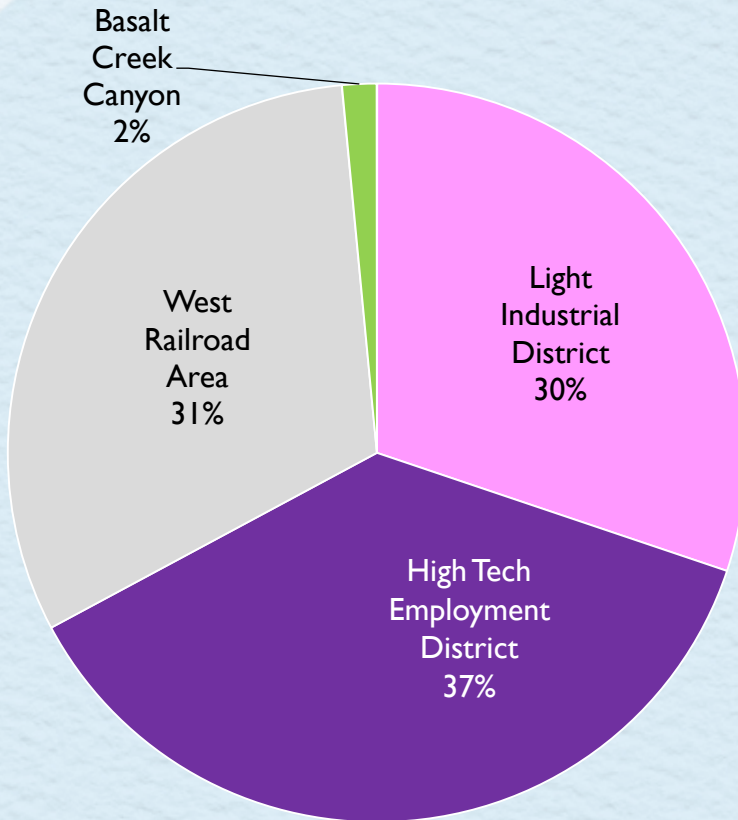
Other = Unconstrained developable land within the study area



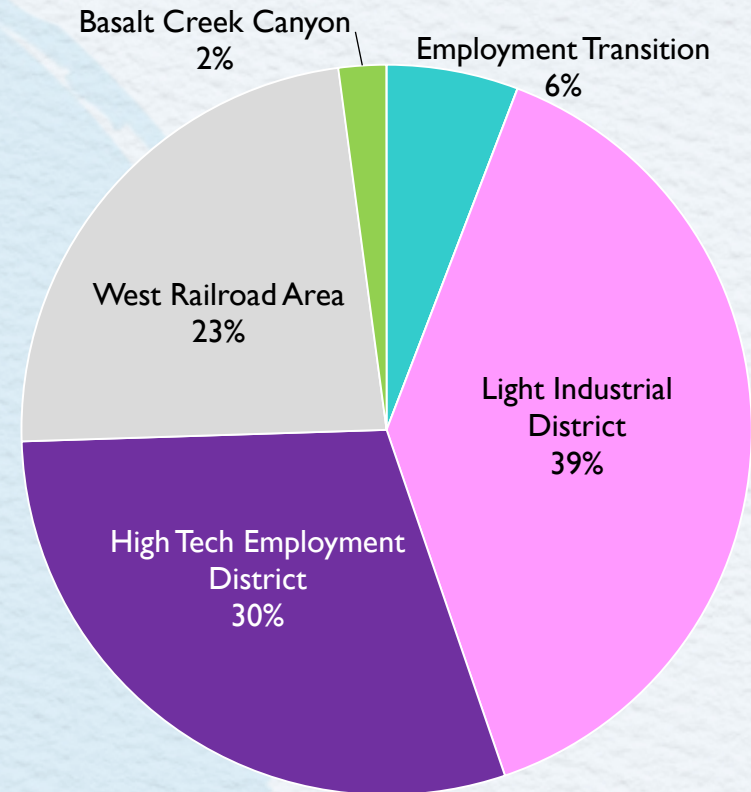
# Wilsonville Land Use Mix

\* % of developable acres

## Boundary Option 1



## Boundary Option 2

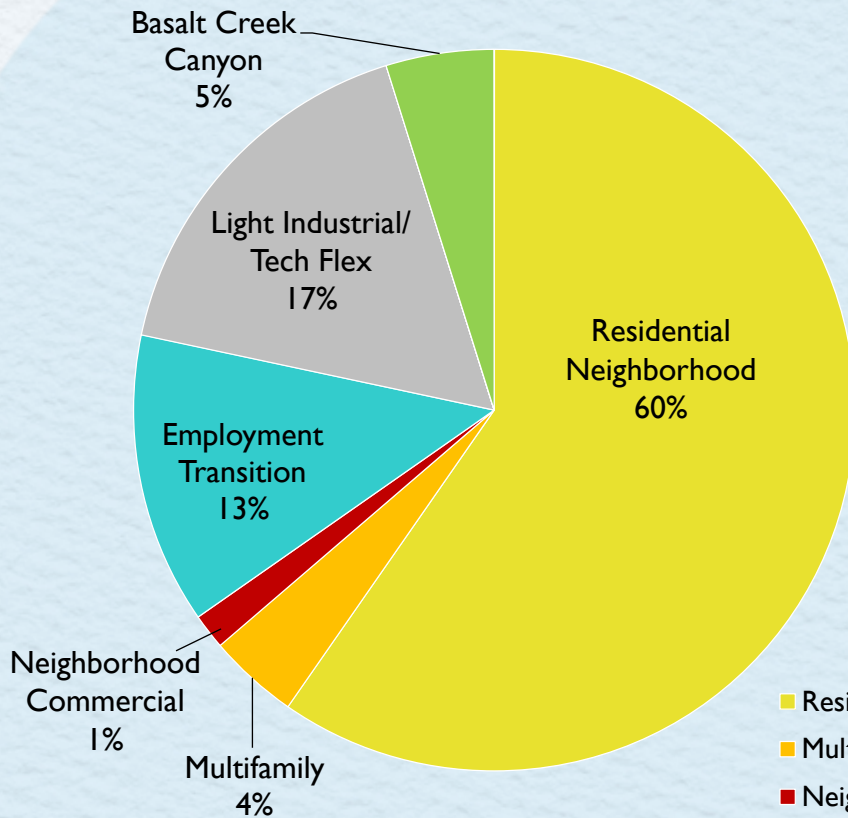


- Employment Transition
- Light Industrial District
- High Tech Employment District
- West Railroad Area
- Basalt Creek Canyon

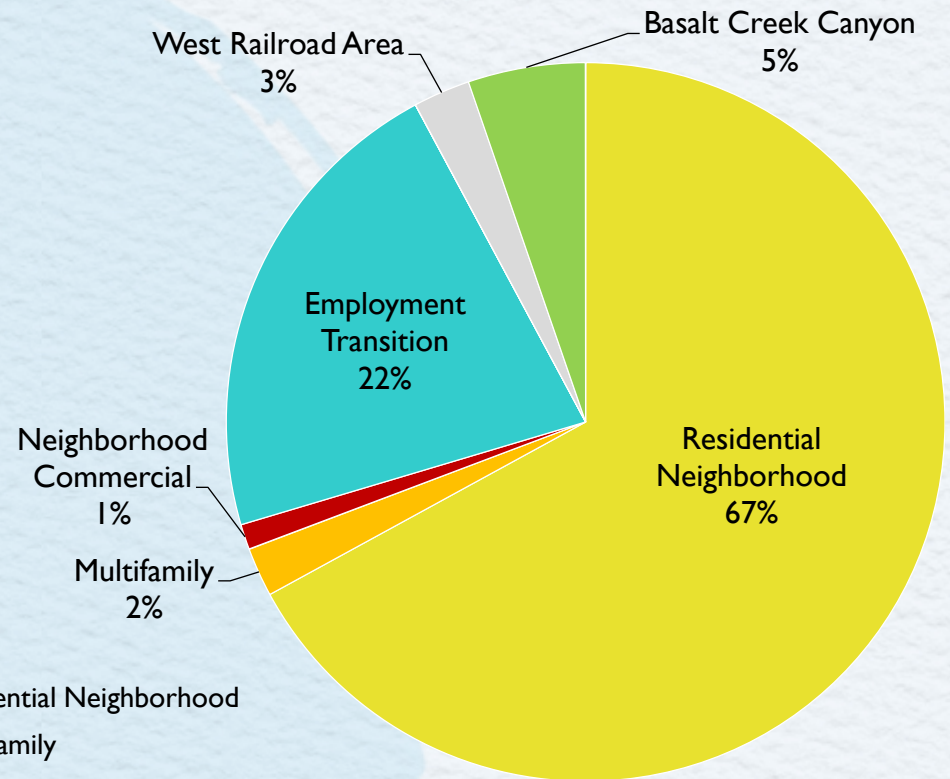
# Tualatin Land Use Mix

\* % of developable acres

## Boundary Option 1

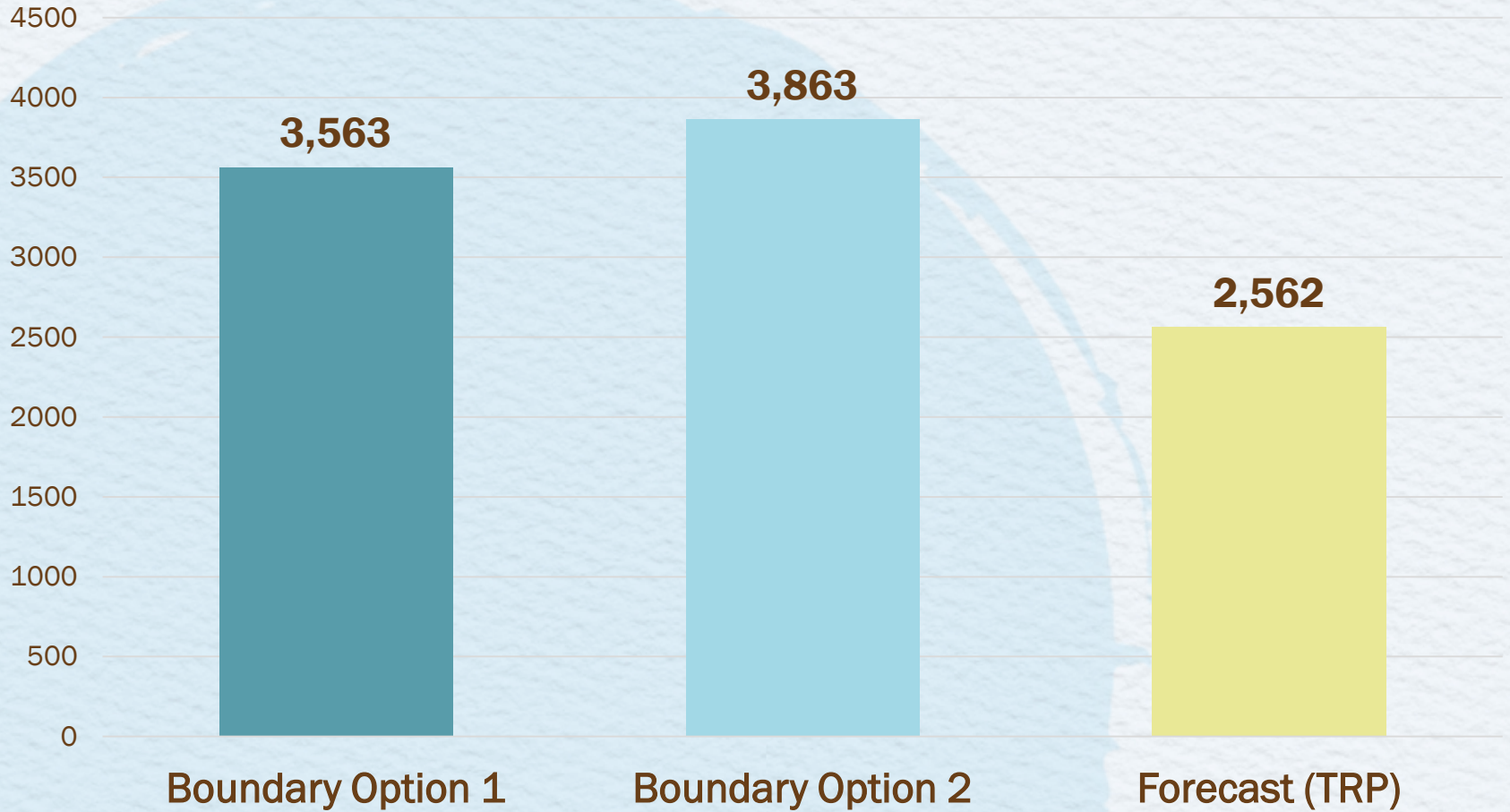


## Boundary Option 2



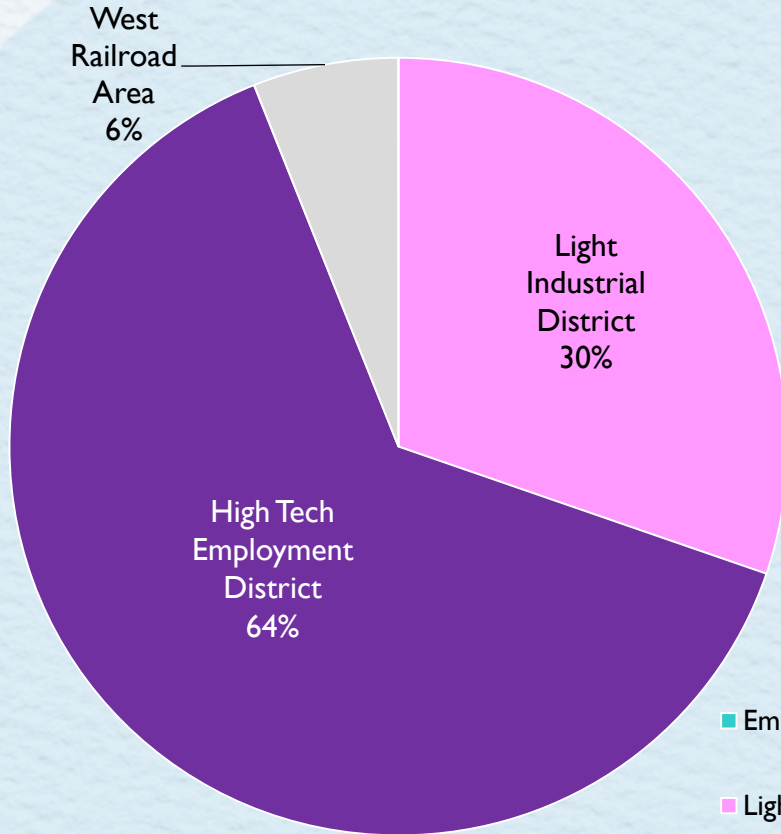
- Residential Neighborhood
- Multifamily
- Neighborhood Commercial
- Employment Transition
- Light Industrial/Tech Flex
- West Railroad Area
- Basalt Creek Canyon

# Number of Jobs



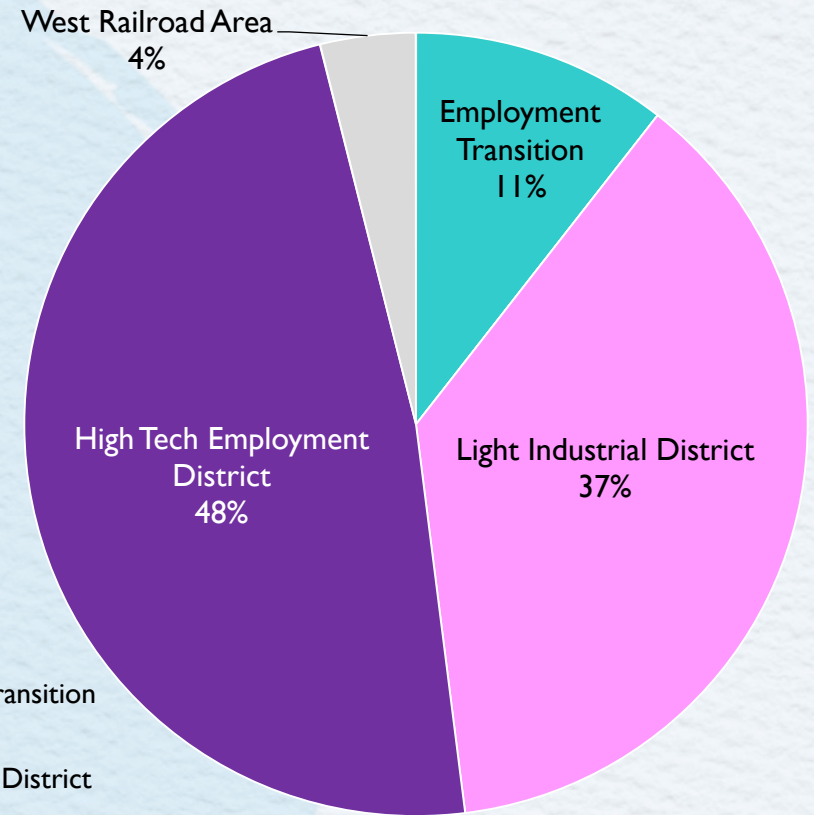
# Wilsonville Employment

## Boundary Option 1



Total Jobs: 1,974

## Boundary Option 2

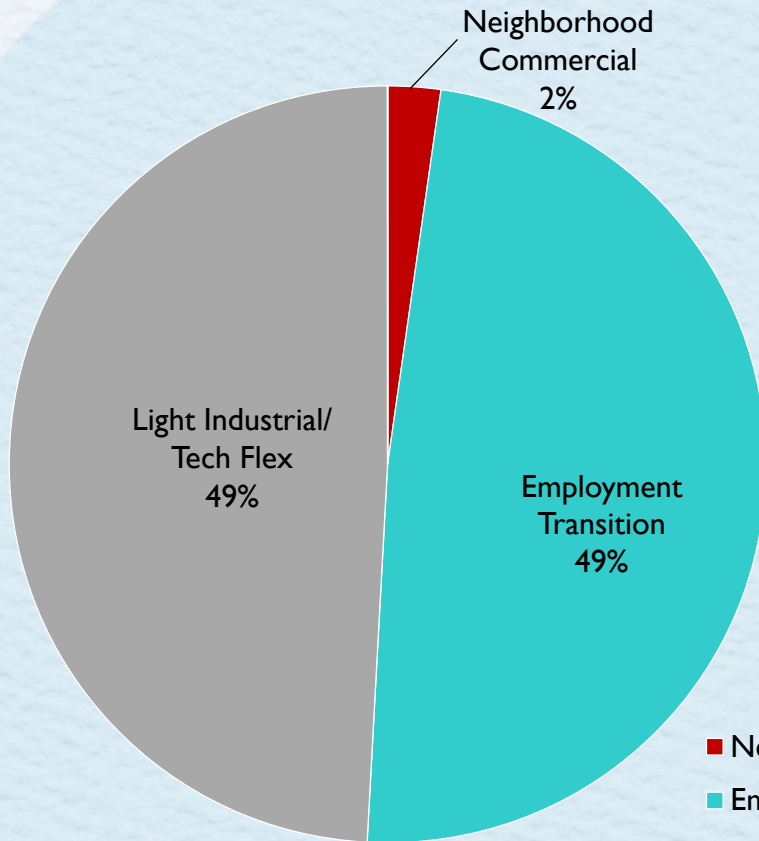


Total Jobs: 2,821

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

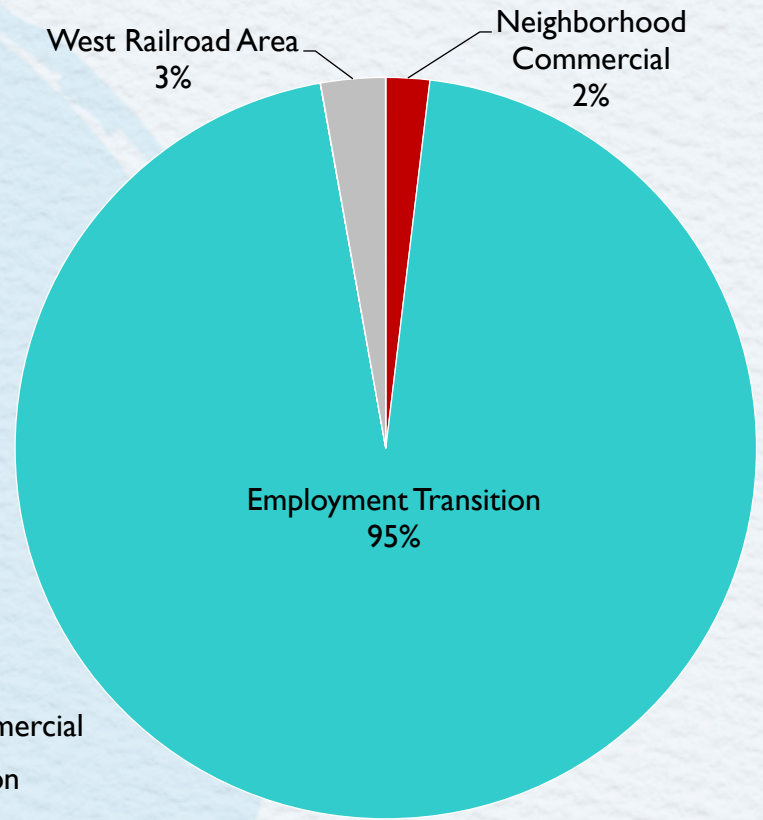
# Tualatin Employment

## Boundary Option 1



Total Jobs: 1,589

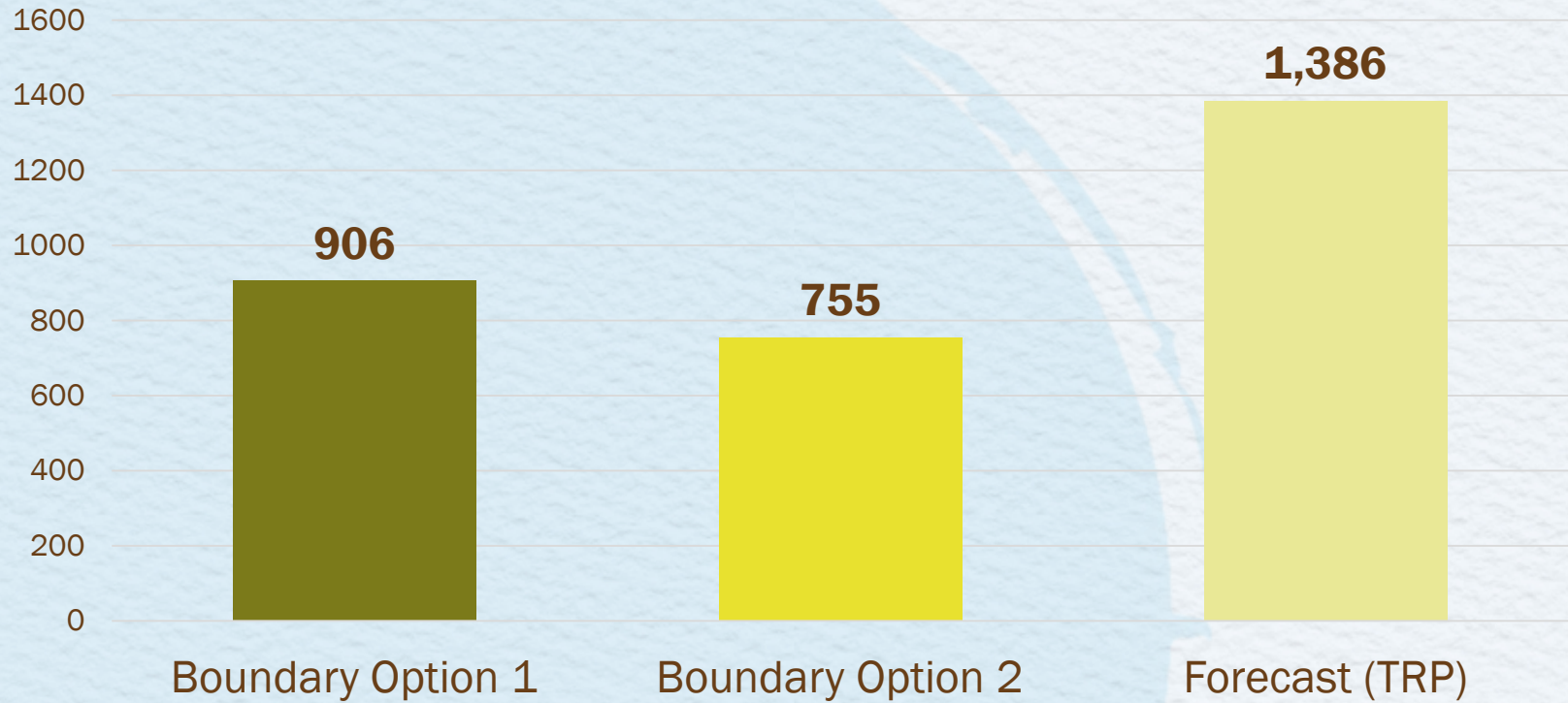
## Boundary Option 2



Total Jobs: 1,042

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

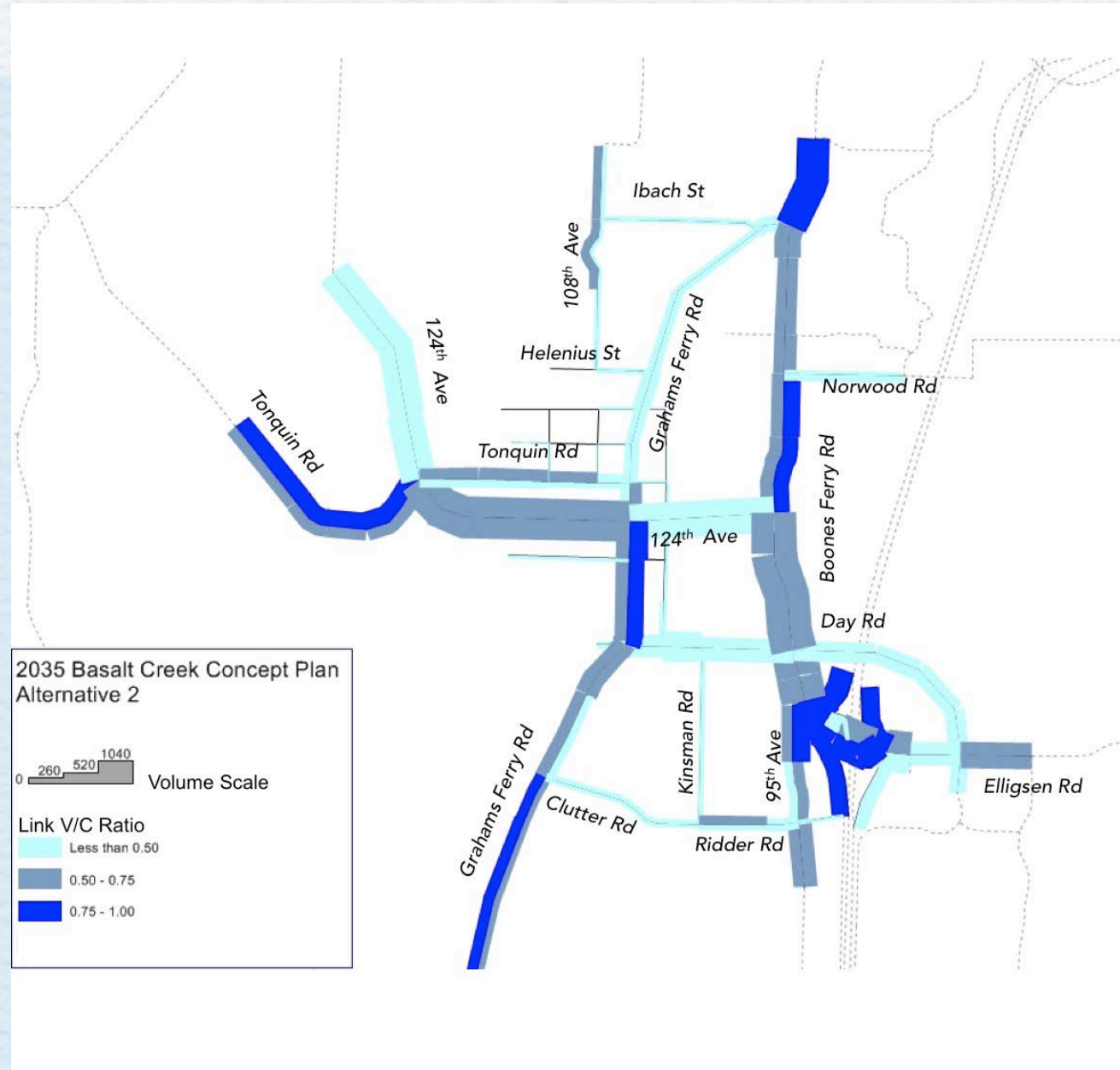
# Households



# GP7: Design Cohesive and Efficient Transportation and Utility Systems

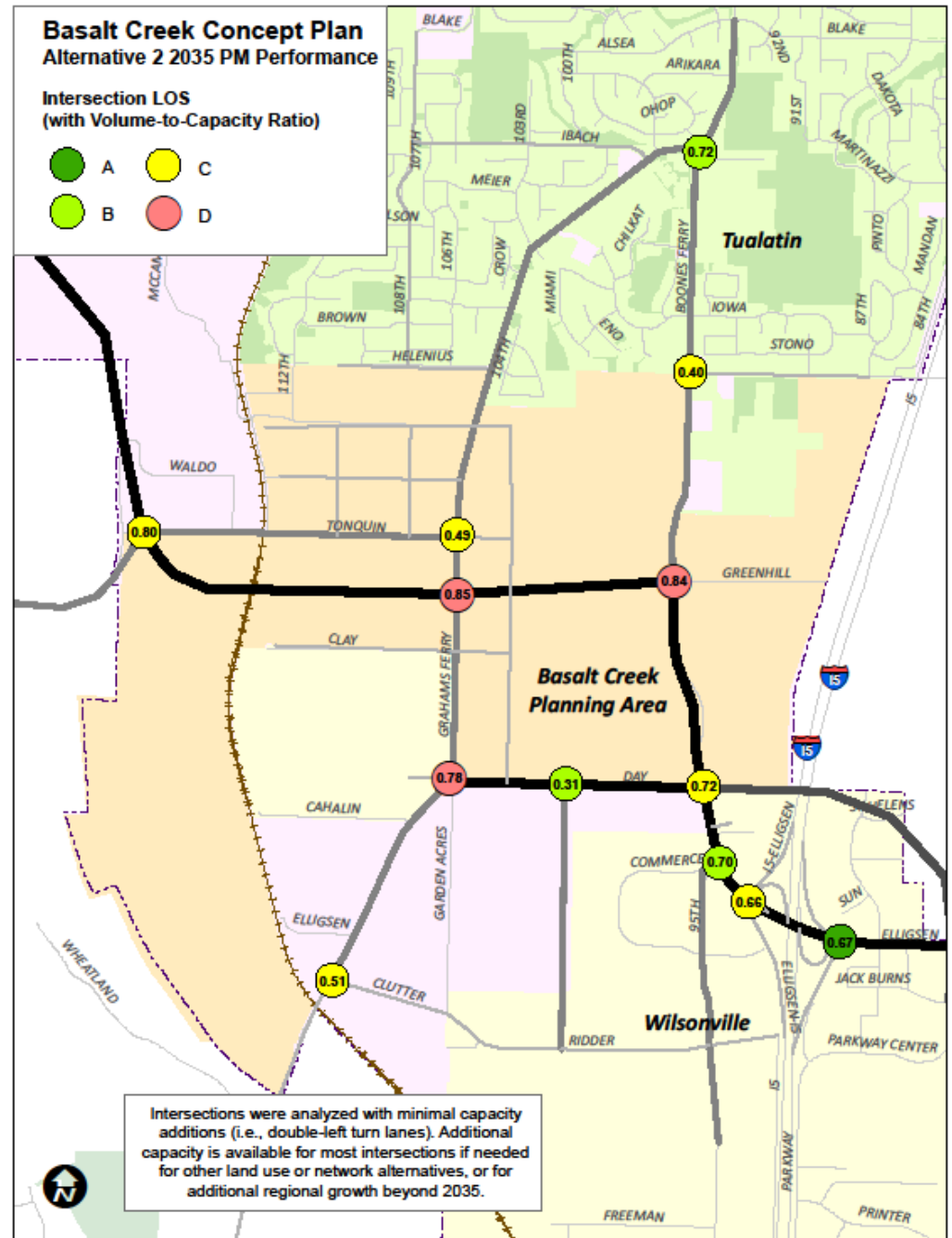


# Transportation Performance

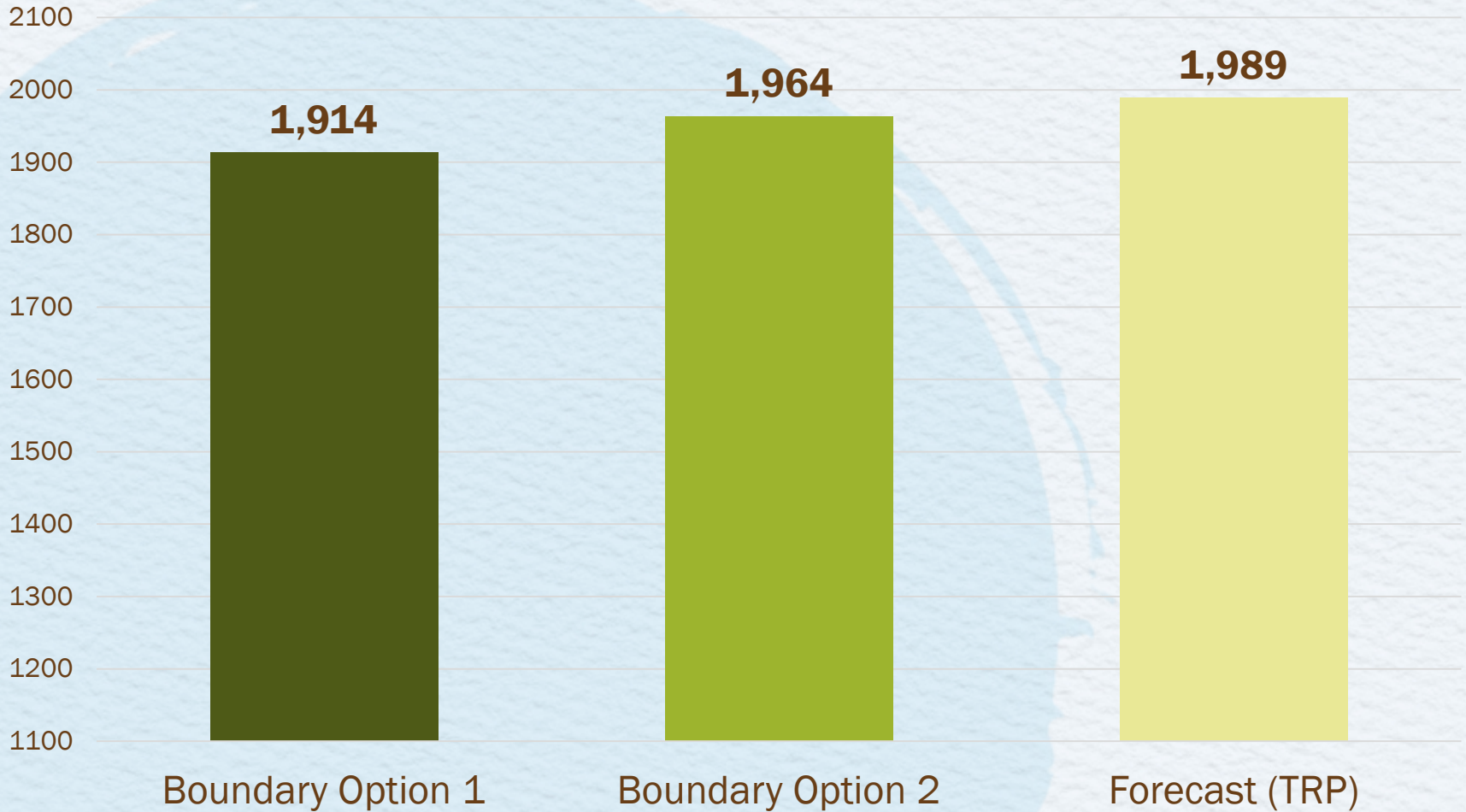




# Transportation Performance



# 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

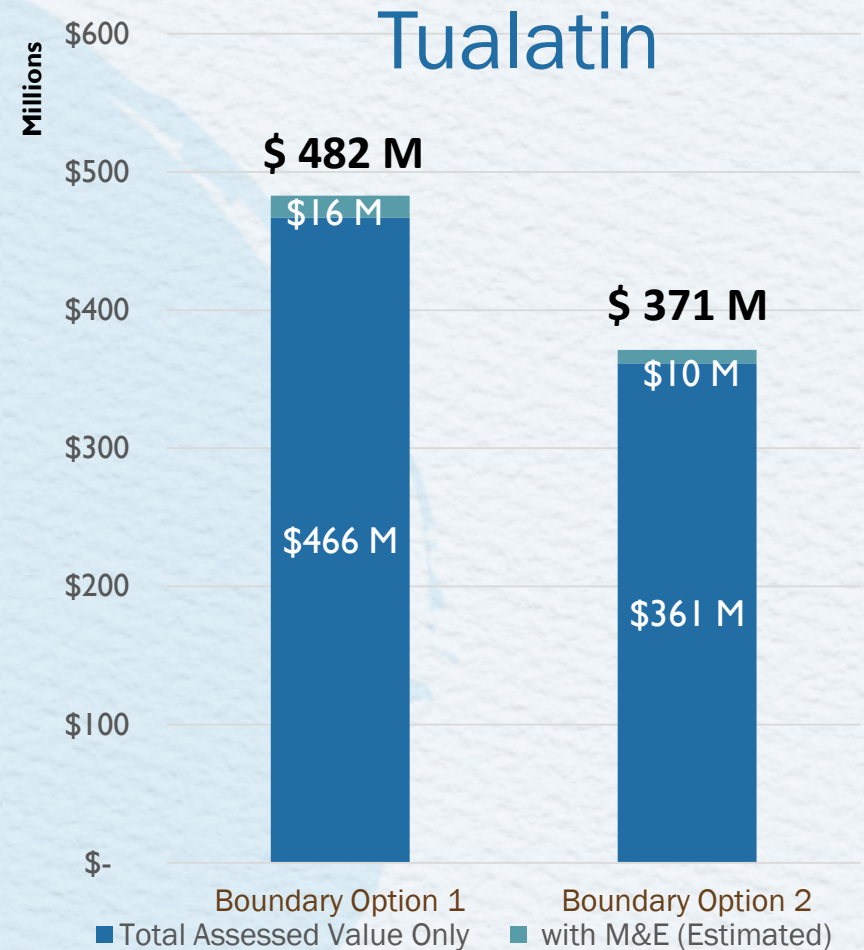
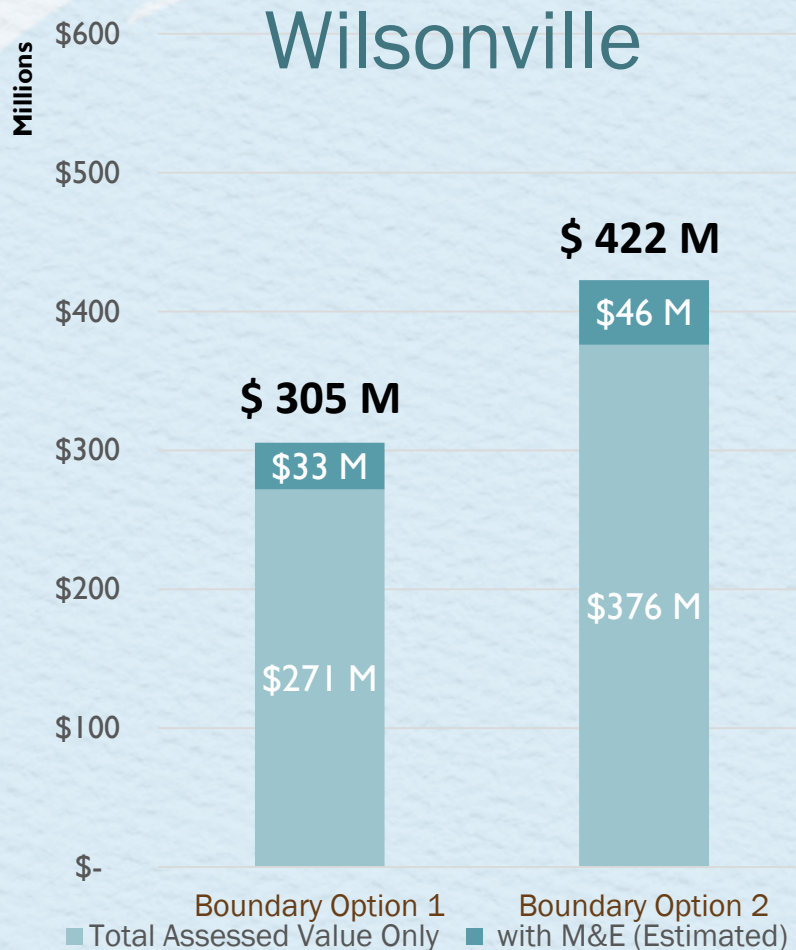
## City of Tualatin

	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

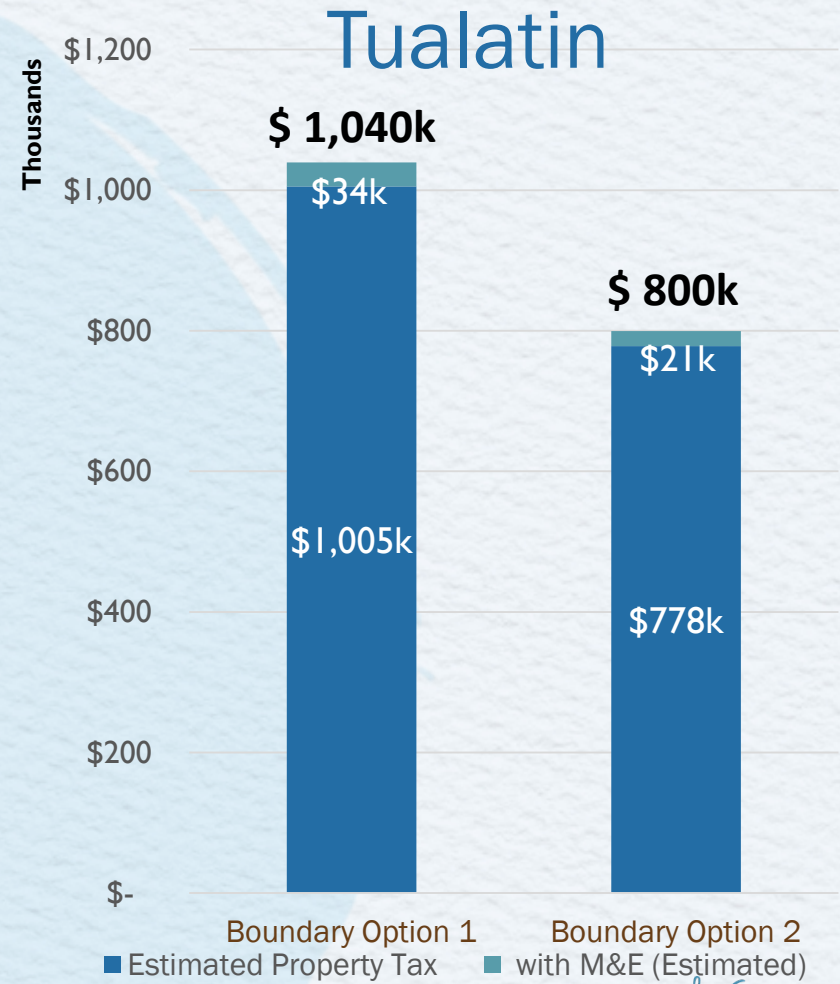
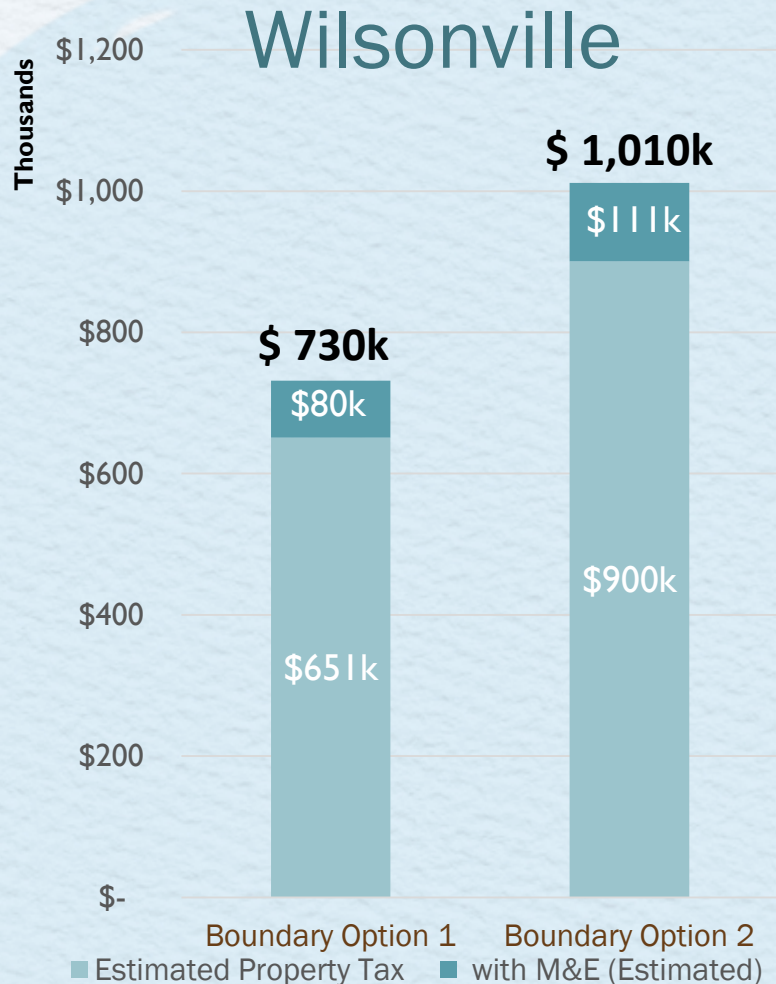
# GP8: Maximize Assessed Property Value



# Assessed Value at Buildout

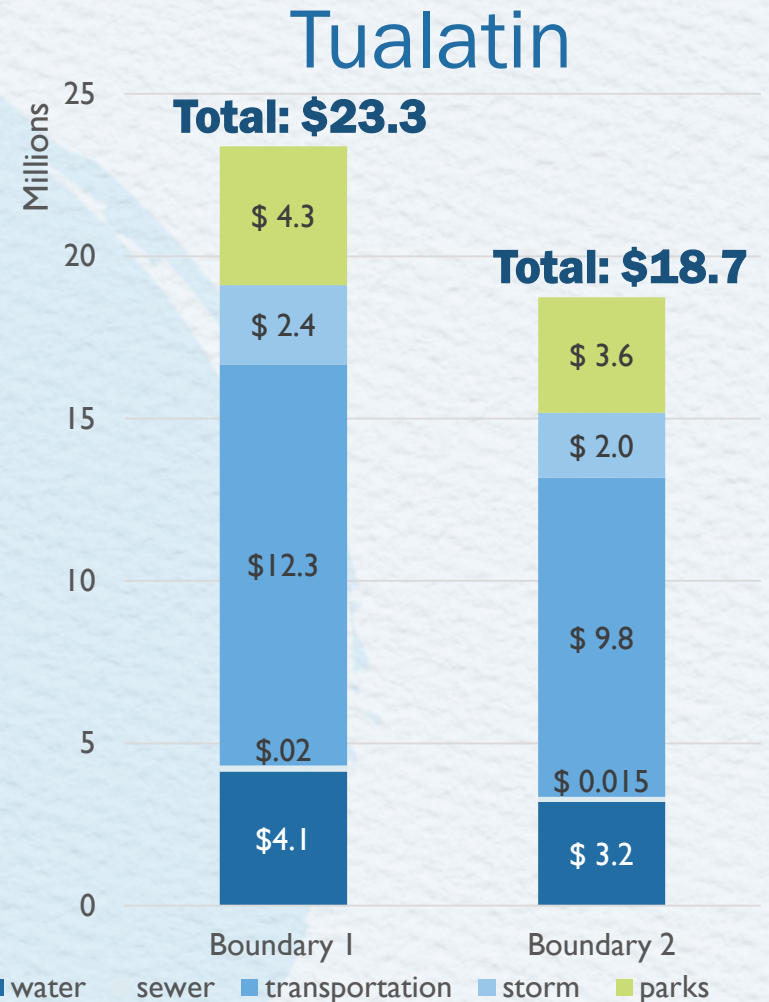
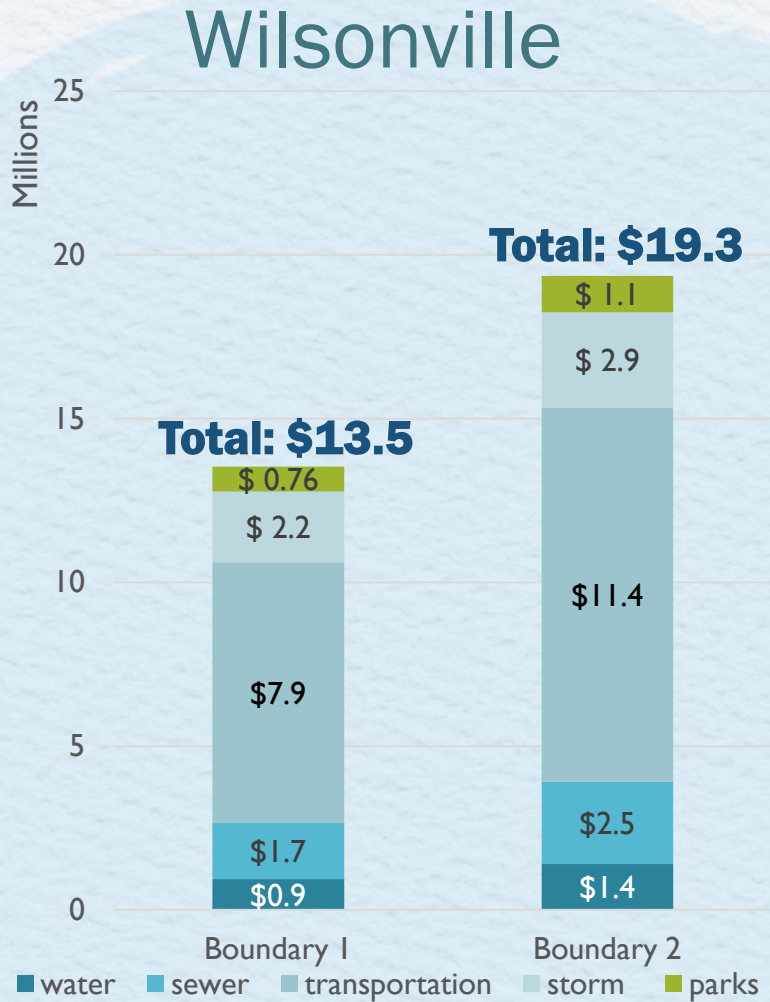


# Annual Property Tax at Buildout





# 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?