



PLANNING COMMISSION

WEDNESDAY, JULY 8, 2026

ADMINISTRATIVE MATTERS

1. Consideration of the June 10, 2026 Planning Commission minutes



**Wilsonville Planning Commission
Regular Meeting Minutes
June 10, 2026**

Wilsonville City Hall & Remote Video Conferencing
<https://www.ci.wilsonville.or.us/meetings/pc>

CALL TO ORDER - ROLL CALL

Chair Semenova called the meeting to order at 6:00 pm.

Present: Yana Semenova, Jeff Zundel, Nicole Hendrix, Rob Candrian, and Andrew Karr

Excused: Matt Constantine

Staff Present: Miranda Bateschell, Amanda Guile-Hinman, Chris Myers, and Mandi Simmons

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

CITIZEN INPUT

Synthea Russell, Building Height Waiver Task Force Committee Member, stated the Committee had a lot of good discussion and ultimately agreed on many things. She was excited to hear the Commission's discussion and direction, adding she appreciated all the materials provided and everyone's efforts on the matter.

ADMINISTRATIVE MATTERS

1. Consideration of the May 13, 2026, Planning Commission Minutes

Commissioner Zundel expressed concerns that the minutes did not capture that the Planning Commission had addressed key points offered during Public Comment.

City Attorney Guile-Hinman explained that the minutes were structured according to updates to Oregon public meetings law, adding that all the City's meeting recordings were available for the public to view.

The May 13, 2026, Planning Commission minutes were accepted as presented.

WORK SESSION

2. Wilsonville Industrial Land Readiness (Basalt Creek Master Plan) (Myers/Lorenzen)

Senior Planner Myers introduced the five-month adoption process for the Basalt Creek Master Plan, following two years of preliminary work on the Wilsonville Industrial Land Readiness Project and West Railroad Study, which culminated into the Master Plan. Basalt Creek is one of the largest remaining employment opportunity areas in Wilsonville, providing a unique

opportunity to look forward to future industrial and employment growth in a coordinated manner. The work enabled the City to examine transportation needs, environmental resources, infrastructure requirements, and economic development opportunities within a framework that will help the City guide future development in the area for decades to come.

Senior Planner Myers and Lauren Scott, MIG, presented the Basalt Creek Master Plan (BCMP) via PowerPoint, briefly explaining the purpose of a Master Plan, economic importance of Basalt Creek, and guiding principles of the Basalt Creek Vision. The structure and key components of the draft Master Plan's five chapters were also presented, along with the placeholders that would be addressed in the next work session (Slides 8-19), as well as the proposed Comprehensive Plan Amendments, which included key Economic Development chapter updates as well as modernized and new Industrial Development Policies and Strategies to support innovative and economic diversity. (Slides 21-26) An overview of the Transportation Analysis conducted by DKS Associates was presented. The analysis evaluated the transportation impacts of the future build-out of Basalt Creek and the West Railroad area and included future development assumptions, a planned access strategy, and key recommendations while ensuring consistency with the State's Transportation Planning Rule. The analysis concluded that Basalt Creek and West Railroad could be developed with no additional major transportation capacity project requirements not already included in Transportation System Plan. The Commission's feedback was requested on the draft Master Plan document, draft Comprehensive Plan amendments, and DKS' Transportation Analysis ahead of the July 8, 2026, work session. The public hearing at Planning Commission was scheduled for September 9, 2026, and the Council's public hearing process in October 2026.

The project team's responses to Commissioner questions were as follows:

- **Jenna Bogert, Transportation Engineering Associate, DKS Associates**, addressed concerns about creating more traffic capacity and inducing even more through traffic on major roads in the area, noting a marked increase in regional through traffic at the Interstate 5 (I-5) interchange since the 124th Avenue extension was completed around 2018–2019. The City's Transportation System Plan (TSP) projects identified in Staff's presentation were also in the Metro TSP, acknowledging that many of these improvements serve regional purposes, cross-city travel, and I-5 interchange access. While increased traffic can occur when expanding roadway infrastructure, the Basalt Creek area features high development potential and anticipated job growth that would utilize the planned capacity over the next 20 years, so additional regional through traffic was not a concern. Additionally, multiple regional partners, including the City of Wilsonville, City of Tualatin, Washington County, and Metro, remain actively engaged in monitoring local conditions and issues.
- **Planning Director Bateschell** highlighted how the City's TSP plans fit into broader regional system plans, noting that the 2014 Basalt Creek Transportation Refinement Plan predated the City and Tualatin's concept plans because the Basalt Creek planning area was brought into the Metro Urban Growth Boundary to serve regional industrial needs. The multi-jurisdictional Refinement Plan modeled and accounted for the regional traffic coming through and the local traffic generated by growth in the Tualatin, Wilsonville, and Sherwood industrial areas. The Refinement Plan was cognizant of the land uses being planned for in

relationship to the transportation system being planned regionally, including the Basalt Creek Parkway, the majority of which was paid for by federal and County funding. During the Basalt Creek planning project, the County also prioritized specific infrastructure projects to allocate its Transportation Development Tax (TDT) to and one of the main projects was Day Road improvements, understanding that both Day Road and the Basalt Creek Parkway were both needed for the area to function well and efficiently. Locally, traffic analysis models accompany every development project, allowing the City to continuously track development and actual growth against long-range planning assumptions to make programmatic pivots or adjustments if needed.

- Multimodal transportation, including bike and pedestrian routes, would be considered during the planning process. Trails in the Basalt Creek planning area included the Ice Age Tonquin Trail throughout West Railroad and hopefully, the Ridge Trail just north of Day Road. Bicycle infrastructure has changed, as seen on Garden Acres Road where the industrial project includes a buffered bike lane separated by a curb, and the City was working on infrastructure for bike and pedestrian movement that was less hostile, and more friendly and buffered. However, some roads in Basalt Creek were under the County's ownership and would be built to Washington County standards until transferred to the City in the future, so there could be differences in how the cross sections were built.
- **Ms. Bogert** clarified that Metro's model and traffic forecasts did not include the Interstate 5 (I-5) Boone Bridge replacement because it was an unfunded long-range project. She acknowledged changes at the I-5 interchange ramps in the last few years have created more traffic flow difficulties. The travel models and forecasts account for constraints, including I-5 pinch points and congestion at the off ramps and through the I-5 corridor between Interstate 205 and the Boone Bridge, as well as growth rates and assumptions. When incidents happen, especially during peak hour conditions, they can feel catastrophic, but those were not average days, so they try to capture a typical average day.
- **Planning Director Bateschell** explained that during the Basalt Creek concept planning process, the City worked very closely with the City of Tualatin, which included joint council sessions and bi-weekly staff meetings that resulted in guiding principles, a concept for growth in the area, land uses, etc. that were built upon the Transportation Refinement Plan produced in partnership with County, Metro, Tualatin, and Wilsonville. Coordination continued during the City's Comprehensive Plan amendments since the transportation modeling was done together and the Transportation Planning Rule (TPR) findings were required by the State. Master planning and the resulting local Development Code had less coordination since details around specific land uses, site design, transportation design, public realm design, etc. regarded Wilsonville's preferences. However, coordination would continue on things like the design of the Ice Age Tonquin Trail as it connects under the parkway.
 - The City also tracks Tualatin's development in the area by participating in their pre-application meetings. Because most of the Basalt Creek stormwater would eventually drain into Wilsonville's system and into its wetlands, the City specifically coordinates on the transportation and stormwater systems of Tualatin's development impacting Basalt

Creek. Likewise, Tualatin would be invited to pre-application meetings when Wilsonville begins seeing development in its portion of the Basalt Creek planning area.

- **Ms. Bogert** explained that an Intersection Control Evaluation (ICE) was used to determine whether a traffic signal or roundabout is constructed at intersections. The analysis evaluates standard traffic mobility metrics, including capacity and vehicle delay, as well as right-of-way impacts, costs, stormwater, and truck and freight movements. Heavy freight and truck movement through an intersection did not disqualify a roundabout from being an option, provided adequate right-of-way was available to accommodate the appropriate size and design for freight vehicles to navigate the intersection well and safely. A multifaceted approach was used involving a list of criteria, looking at all the variables and weighing the pros and cons at each intersection to get a comprehensive picture of which option was most appropriate and preferred.
- **Ms. Bogert** stated that after analyzing the traffic for the West Railroad area under full development assumptions, DKS found it could be adequately served by two access points via Tonquin Road to the north and Grahams Ferry Road to the south without the connection across the railroad to Cahalan Road. While a future public railroad crossing would be better, the two existing access points were adequate.
- **Planning Director Bateschell** confirmed the Grahams Ferry Road railroad undercrossing was a long-term investment and its high cost would likely require some form of City investment, potentially through urban renewal. Staff was conducting an initial analysis to determine how integrating the project could affect the City's preliminary estimates for potentially expanding urban renewal into Basalt Creek based on anticipated revenues. The southern undercrossing improvement had been identified not only to support development of the West Railroad area, but also to provide broader citywide transportation benefits. The project was not currently included in the Capital Improvement Program (CIP) and would likely remain outside the next two to three CIP update cycles while other improvements needed to support the undercrossing were completed first.
 - Both the potential Cahalin Road railroad crossing and the Grahams Ferry Road undercrossing depended on coordination with the railroad and were outside the City's direct control. While a definitive timeline could not be provided for coordinating with the railroad because each project differed; prior projects, like the 5th Street to Kinsman Road project, required considerable time working with the railroad. Adopting a master plan would establish the policy framework and direction needed for Staff to begin the necessary analyses, planning work, and to initiate discussions with the railroad.
- **Alex Dupey, Project Consultant, MIG**, confirmed that identifying both the Cahalin Road crossing and the Grahams Ferry Road undercrossing in a master plan as potential future connections would provide sufficient direction to continue evaluating both options. The two connections would be essential for future development, although the undercrossing also addressed transportation needs extending beyond the West Railroad area, even as a long-term project.
 - **Senior Planner Myers** added that the City's Economic Development Manager has reached out and has had a couple of conversations with the railroad, though the coordination process was still expected to take considerable time.

- Staff explained that permanent structures, anything with any height, such as trees, any metal, and other features that could interfere with BPA access were generally prohibited, while trails and certain low-impact improvements could be permitted through coordination with BPA. Additionally, any improvements placed within the easement could be disturbed if BPA needed access to its facilities, and repair or replacement costs were typically not borne by BPA. The City had previously coordinated with BPA during the Frog Pond East planning process regarding a regional trail connection, but no specific West Railroad negotiations had occurred. Parking and other developer-related improvements would likely require separate coordination between BPA, the property owner, and the developer.
- **Senior Planner Myers** clarified that the infrastructure analysis was focused on what would be needed within the 847-acre Basalt Creek planning area for future development, including roadway buildout, roadway widths, sidewalks, utilities, as well as the associated costs.
 - **Planning Director Bateschell** confirmed that the technical analysis would also consider how the proposed infrastructure fits within the City's broader water, sewer, and transportation master plans, including downstream impacts and whether certain facilities would need to be oversized to serve the larger system. Engineering Staff and the technical consultants would be prepared to address those relationships at the next work session.
- **Planning Director Bateschell** explained that the Basalt Creek planning area was added to the Metro Urban Growth Boundary for industrial and employment development. Residential development was limited primarily to the northern portion within Tualatin to provide a transition from existing neighborhoods, while Wilsonville's portion was intended to remain predominantly industrial and employment land. Business-related dwelling units or live-work units could be appropriate in Craft Industrial areas, but City Council had consistently supported maintaining the area primarily for employment and industrial uses. Council wanted to mirror the Coffee Creek Industrial Area, which fronts onto Day Road and uses the Form-based Code to create a kind of business district, on the north side of Day Road up to the City's boundary. Creating an isolated neighborhood in Basalt Creek for the City to serve in more of a residential manner versus adjacent to our existing residential areas did not make sense. Residential was in the guiding principles primarily because the City of Tualatin would have housing in its portion of the planning area.
- The land-use pattern also placed High-Tech and Craft Industrial uses closer to existing residential development, with heavier Industrial uses located farther away.
- Information was requested about identifying appropriate parcel sizes for the different employment districts and whether that information could guide future City efforts to aggregate, divide, or otherwise facilitate property owners adjusting their lot sizes.
- **Planning Director Bateschell** confirmed Tapman Creek functioned as a significant thriving wetland and riparian area despite being largely hidden from nearby roads. The creek, steep slopes, and associated habitat would be protected through the Significant Resource Overlay Zone (SROZ), which would limit development in the Craft Industrial area primarily to the portions adjacent to Boones Ferry Road. While all the properties required a base zoning designation, the SROZ overlay would protect the creek corridor and slopes from development. The area also receives substantial stormwater runoff, contains significant

wildlife habitat, and includes areas where basalt that is normally buried deep underground is visible, which could create development challenges. The visible basalt also influenced the Ice Age Tonquin Trail route.

Commissioner Karr believed the draft master plan reflected the long-term vision and nine guiding principles established through the planning process, and that the Economic Opportunities Analysis (EOA) and Economic Development Strategy (EDS) further supported those principles. The proposed Comprehensive Plan amendments adequately addressed land use and development, transportation, parks and natural resources, and utilities. He expressed concern that fragmented ownership and existing contractor uses could prevent redevelopment without proactive City intervention, whether built into the Master Plan or during implementation. He strongly supported the effective use of urban renewal in the area, whether by expanding the Coffee Creek Urban Renewal Area or creating a new district, to help fund infrastructure. He also requested continued attention to traffic and wildlife mitigation.

Commissioner Hendrix agreed that the draft master plan reflected the Commission's previous discussions and conclusions. She questioned whether the amount of implementation phasing identified for completion within the first five years was realistic given Staff capacity and the project's reliance on outside partners. She requested that the economic development language on Pages 167 and 168 of the meeting packet be reviewed for continuity and possible redundancy.

Chair Semenova believed the draft master plan reflected the vision, adding it was fantastic work and she looked forward to seeing it continue to grow and develop. She noted that any proposed roundabouts should be designed to accommodate freight traffic and large vehicles, including pole trailers, to avoid creating maneuverability or gridlock issues.

Senior Planner Myers confirmed that the upcoming stormwater analysis would evaluate Tapman Creek, drainage flows, and related conditions. The consultant's findings would be included in the meeting packet and presented at the next work session, along with additional information about the parcel sizes best suited for the anticipated development.

3. Town Center Building Height Waiver (Guile-Hinman)

City Attorney Guile-Hinman presented the second work session on the Town Center Building Height Waiver project via PowerPoint, reviewing updated waiver options, Task Force feedback and recommendations, proposed menu-item concepts, and discussion questions. She explained that the Task Force had completed its work and that the purpose of this second work session was to gather the Commission's feedback before Council's second work session and the anticipated public hearing.

- She reviewed four revised waiver options affecting the Commercial Mixed-Use (C-MU) and Mixed-Use (MU) subdistricts, explaining how each option would affect allowable building heights and the rationale for treating the eastern MU area separately because of its

proximity to existing residential neighborhoods. She also summarized the Task Force's recommendation supporting Option 5, noting differing viewpoints regarding the eastern MU area, and reviewed proposed menu-item concepts for providing community benefits proportional to the value of a requested waiver, including potential fee-in-lieu or equivalent public benefit options.

Commission discussion focused on the purpose and application of the proposed building height waiver options, the balance between development flexibility and predictable standards, and how community benefits should be incorporated into the waiver process. Staff clarified that the waiver originally arose from discussion about allowing flexibility for larger building footprints, particularly for anchor retail tenants, and was not initially intended as a mechanism to increase building height. Staff also reviewed the relationship between the waiver and the affordable housing bonus, distinguished objective development standards from discretionary waiver criteria, and explained that the proposed menu items represented policy concepts that would later be translated into specific Development Code language based on further Commission and City Council direction. Discussion also included comparisons with neighboring communities, hypothetical development examples, and the long-term implications of various waiver approaches.

Staff further explained the rationale for treating the eastern Mixed-Use area differently because of its proximity to existing residential neighborhoods, discussed approaches for providing community benefits proportional to the value of a requested waiver, and noted that further refinement of the menu items and Development Code language could occur before the public hearing based on Commission and City Council direction. Of the draft amendments to the waiver provision presented, the Commission was split between Option 5 and Option 6. A consensus of the Commission (3 to 2) were supportive of removing the ability to increase building height under the waiver provision. The other two Commissioners were supportive of Council further considering whether to remove the ability to increase building height under the waiver provision.

INFORMATIONAL

4. City Council Action Minutes (May 4 & 18, 2026) (No staff presentation)
5. 2026 PC Work Program (No staff presentation)

There were no comments.

ADJOURN

The meeting was adjourned at 8:59 p.m.