

# Synopsis of Basalt Creek Concept Plan Land Use Districts

## Introduction

This synopsis provides background information about scenario planning that shaped the Basalt Creek Concept Plan (BCCP) map and land use districts, and details about each land use type. It also incorporates new information from analyses completed as part of the Phase 1 of the Wilsonville Industrial Land Readiness (WILR) project that could influence decision making about refinement of the land use types in response to changes in the Basalt Creek Planning Area (BCPA) since adoption of the Concept Plan.

## Analysis of Contractor Establishments

The Analysis of Future Development of Contractor Establishments, one of the key reports prepared for Phase 1 of the WILR project, evaluated the redevelopment potential of contractor establishments in the BCPA under current market conditions. As much of the BCPA including West Railroad, north of SW Clay Street, and the eastern half of the north side of SW Day Road, is occupied by contractor establishments, this creates additional challenges to urban industrial development. The analysis notes that contractor establishments are unlikely to transition to higher intensity uses without City intervention and, if the City seeks to promote urban industrial development in these areas, a more proactive approach will be necessary, including targeted incentives and policies to encourage redevelopment.

## Concept Plan Scenario Planning

Scenario planning is a tool used to estimate the likely future effects of growth and development patterns in a specific area. This information helps local governments make decisions about what type of land use, transportation and infrastructure plans and policies will best meet community needs in the future. Scenario planning helps identify challenges and opportunities for desired growth and allows exploration of different approaches to achieve the community vision for an area. Unlike a plan, scenarios are very specific, intending to model likely future land uses. Learning from these, a plan can be developed to allow for several beneficial scenarios.

## Final Concept Plan Development

Scenarios were used in the BCCP to understand how different land use decisions, infrastructure investments, other regulations and policies might impact the future outcomes in Basalt Creek – and how well they achieved the guiding principles for the planning process. The scenarios that were designed and tested for the BCPA integrated many different variables (such as different land uses and service areas) and the relationships between those variables. By modifying the scenarios, the impact of different sets of decisions were able to be better understood.

A series of five scenarios were developed in an ongoing iterative process. These scenarios were fully analyzed for transportation, infrastructure, and land use implications, including how land use types and densities were balanced to meet obligations for providing regional employment capacity while limiting negative impacts on congestion and traffic levels. A preferred scenario was developed, which became the basis for the Basalt Creek Concept Plan Map.

## Basalt Creek Concept Plan Map and Land Use Types

The BCCP Map, shown below after the summary table, includes three land use types in the area designated as future City of Wilsonville: High-Tech Employment District, Light Industrial District, and Craft Industrial District. Each land use district includes an assumed mix of office, industrial, warehousing and retail as shown in the table below:

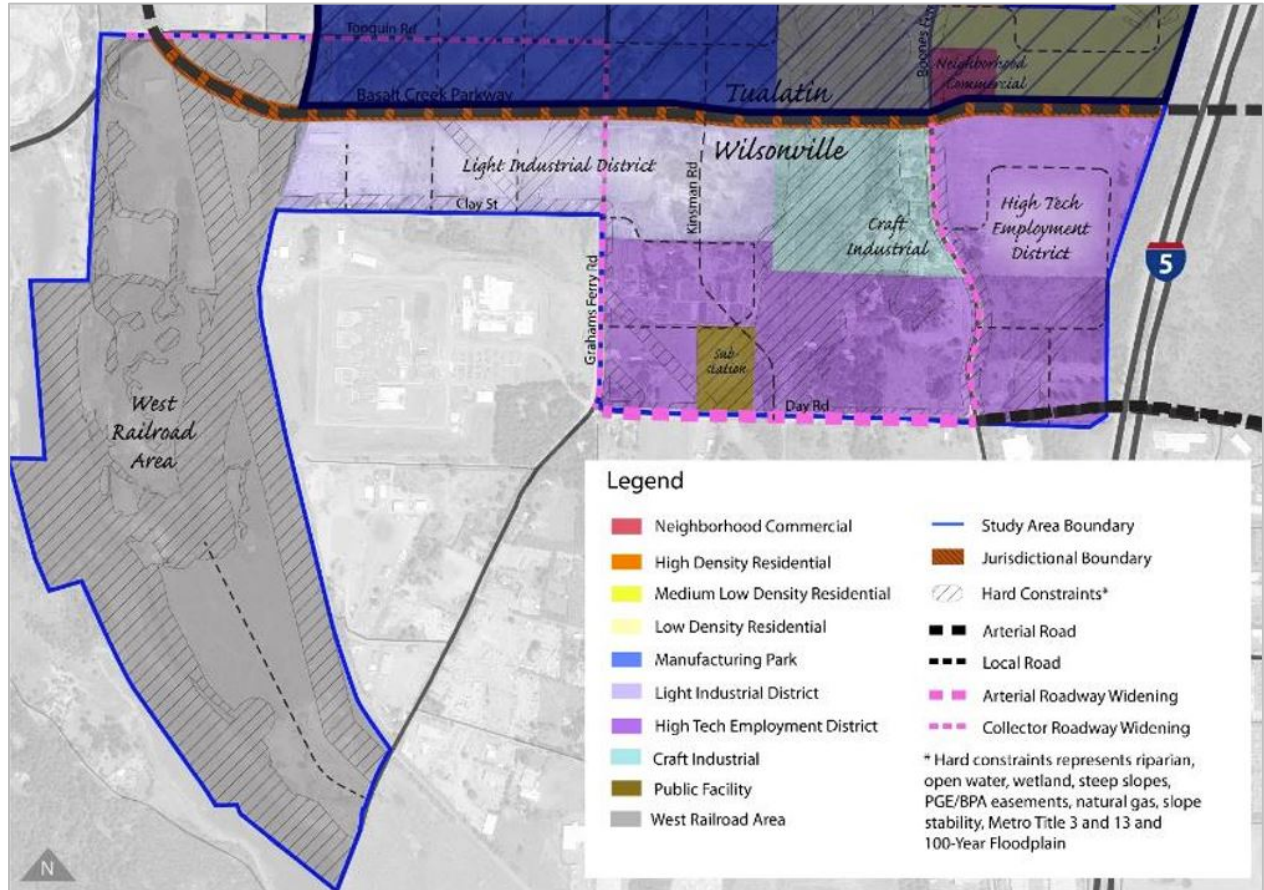
*Table 1. Assumed Use Mix for Basalt Creek Concept Plan Land Use Districts.*

Land Use District	Use/Share %				Jobs	
	Office	Industrial	Warehousing	Retail	Total	Per Gross Acre
High-Tech Employment	45%	38%	15%	1%	1916	20.28
Light Industrial	19%	69%	11%	1%	581	16.46
Craft Industrial	31%	44%	1%	24%	27	21.70

Because the West Railroad area was considered heavily constrained by natural resources and lack of access to transportation and utility infrastructure, assigning a land use type to this area was deferred until further planning could occur.

The land use types represent a mix of employment development types, include a modest opportunity for live/work housing in the Craft Industrial District, support adjacent and nearby industrial areas such as the Coffee Creek Industrial Area, and provide flexibility to meet a range of market demands. The BCCP considered the land use types and uses to be good candidates for the City's Industrial Form-based Code, adopted in 2018 for the Coffee Creek Industrial Area, should the City decide to extend it north into all or a portion of the BCPA.

Figure 1. Basalt Creek Concept Plan Map with Land Use Designations.



## Land Use Districts

As discussed in the previous section, the BCCP Map includes three land use types: High-Tech Employment District, Light Industrial District, and Craft Industrial District. Each is discussed in detail in this section, including new information from analyses completed as part of the Phase 1 of the Wilsonville Industrial Land Readiness (WILR) project that could influence decision making about refinement of the land use types in response to changes in the Basalt Creek Planning Area (BCPA) since adoption of the Concept Plan. In addition, although the West Railroad area was not assigned a land use type in the BCCP, because it was heavily constrained with limited development potential, changes have occurred in the intervening years that warrant planning consideration for designating land use type(s). Hence, West Railroad also is discussed in this section.

### High-Tech Employment District

The High-Tech Employment District, shown in purple on the BCCP Map excerpt below, is planned for all land in the BCPA east of SW Boones Ferry Road and most of the land south of SW Clay Street, if extended to the east side of SW Grahams Ferry Road, and extending south to SW Day Road, and bordered to the west by Coffee Creek Correctional Facility.



This land use type as modeled in the BCCP is expected to accommodate the largest number of jobs, estimated to be 1,916. Envisioned to include high-tech single-users accompanied by manufacturing and some warehouse space, employment was assumed to be roughly half office and half industrial. Initially modeled as one- and two-story buildings, the City desired to provide opportunities for four- to five-story office buildings as well, particularly near I-5 and along SW Boones Ferry Road.

Another consideration in determining the geographic extent of this High-Tech Employment District is that properties on the south side of SW Day Road are in the Coffee Creek Master Plan area, which is zoned PDI-RSIA with the Coffee Creek Industrial Design Overlay District (form-based code). Thus, assigning this land use type to properties on the north side of SW Day Road would result in consistency



of use and development form along both sides of the roadway, particularly if the Design Overlay District were extended to include all or part of the BCPA.

Some examples that were modeled for the High-Tech Employment District in the BCCP include Eaton on SW Kinsman Road, DW Fritz on SW Boeckman Road, and Rockwell on SW Parkway Avenue. These developments or similar examples are illustrated below:



In many ways, development envisioned for the High-Tech Industrial District is similar to what is anticipated in the Coffee Creek Industrial area – an industrial district appropriate for light manufacturing, flex uses, corporate headquarters and technology campuses, and industrial office, with some ancillary warehousing and distribution, as well as limited retail and service uses. The BCCP originally envisioned office space within each land use type with the highest share in the High-Tech Employment District and anticipated that the office space would be in connection with industrial users. However, the recently prepared Economic Inventory and Land Use Analysis for Phase 1 of the Wilsonville Industrial Land Readiness project, concluded that nationally and regionally demand for office space has been in decline with remote and hybrid work trends continuing to impact the need for office space. Therefore, while office will likely still be a part of the BCPA, it may occupy a smaller share than originally envisioned.

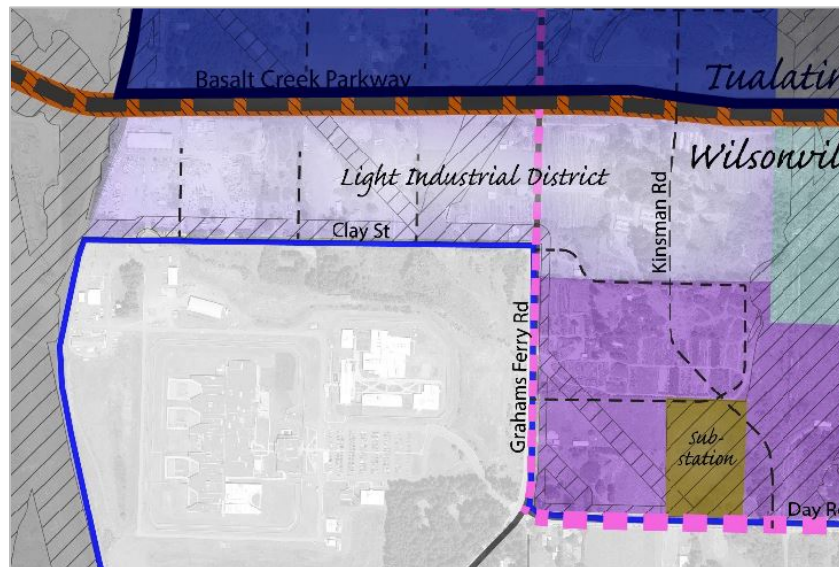
The Site Suitability Analysis prepared as part of Phase 1 of the WILR project includes the SW Greenhill site, which spans 57 acres in the High-Tech Employment land use type east of SW Boones Ferry Road.

This site's high proportion of undeveloped land, consolidated land ownership (two owners), and proximity to existing infrastructure, make it one of the most attractive locations in Basalt Creek for industrial development. Consistent with the vision of the BCCP, the site could be physically suitable for high-tech supply chain, cleantech industries, advanced manufacturing, food processing, warehousing and distribution, and industrial business parks or R&D campuses. Its proximity to transportation networks and regional workforce access further enhances its competitiveness.

There are some challenges posed by the presence of contractor establishments north of SW Day Road, along its eastern half within this land use type, that create additional challenges to urban industrial development. As noted earlier, contractor establishments are unlikely to transition to higher intensity uses without City intervention and, if the City seeks to promote urban industrial development in these areas, a more proactive approach will be necessary, including targeted incentives and policies to encourage redevelopment.

## Light Industrial District

The Light Industrial District, shown in light purple on the BCCP Map excerpt below, is planned for land on the southern side of the future Basalt Creek Parkway between it and SW Clay Street, north of Coffee Creek Correctional Facility, and east of SW Grahams Ferry Road to the Basalt Creek Canyon.



This land use type is expected to include primarily manufacturing and warehouse uses in single- or multi-tenant buildings with some office and commercial activities. The Light Industrial is anticipated to accommodate a moderate number of jobs, estimated at 581 in the BCCP.

Some examples that were modeled for the Light Industrial District in the BCCP include Synergy Medical Systems (formerly American Medical Concepts) at 28050 SW Boberg Road, Houston's at 9799 SW Freeman Drive, McKesson at 970 SW Commerce Circle, Rite Aid at 29555 SW Boones Ferry Road, Canyon Creek Business Center and Wilsonville Corporate Center. These developments or similar examples are illustrated below:



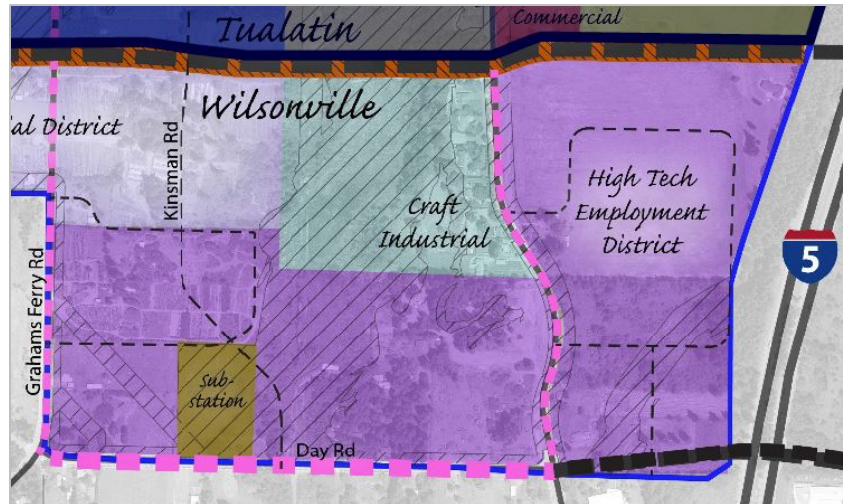


The uses and form of development in the Light Industrial District as envisioned in the BCCP is similar to development in existing industrial areas of the City, such as along SW 95<sup>th</sup> Avenue, SW Commerce Circle, and SW Boberg Road. Although the Site Suitability Analysis prepared as part of Phase 1 of the WILR project does not include a site with this land use type designation, it notes that an approach supporting a wide range of industrial and office uses consistent with the BCCP and the Economic Inventory is desirable. This approach allows the market to determine the most appropriate locations for various business types while still prioritizing industries aligned with the City's employment and wage goals.

It should be noted that there are some challenges posed by the presence of contractor establishments on the north side of SW Clay Street, west of SW Grahams Ferry Road, that create additional challenges to urban industrial development.

## Craft Industrial District

The Craft Industrial District, shown in turquoise on the BCCP Map excerpt below, is planned at the southwest corner of the intersection of SW Boones Ferry Road and the future extension of the Basalt Creek Parkway. This land use type anticipates a mix of small tenant spaces for creative industries and smaller-scale commercial uses and may include some limited residential use.



The Craft Industrial District responds to existing single-family residential development in the area, topography and natural constraints of the Basalt Creek Canyon, and the area's location directly south across the Basalt Creek Parkway from residential land and a neighborhood commercial node in Tualatin. Business development is expected to occur gradually over time, providing a transition to the higher intensity employment uses to the east and south in the High-Tech Employment District. In the long term, the area is anticipated to have two- to three-story buildings with small tenant spaces for light industrial manufacturing and office uses on the ground floor, as well as some retail, and living space above. Industries could include incubator, craft and artisan, innovation, and maker spaces. This land use type as modeled in the BCCP includes less than 20% residential use and is expected to accommodate 27 new jobs and 6 new housing units in the form of live-work or work-live units.

Some examples that were modeled for the Craft Industrial District in the BCCP include the Hood River waterfront and southeast Portland. Hood River, in particular, was considered a good example of development that could occur in the Craft Industrial District with two- and three-story buildings being used by craft industries with live-work spaces adjacent to a park, natural areas, and other industrial uses. Developments in these areas or similar examples are illustrated below:







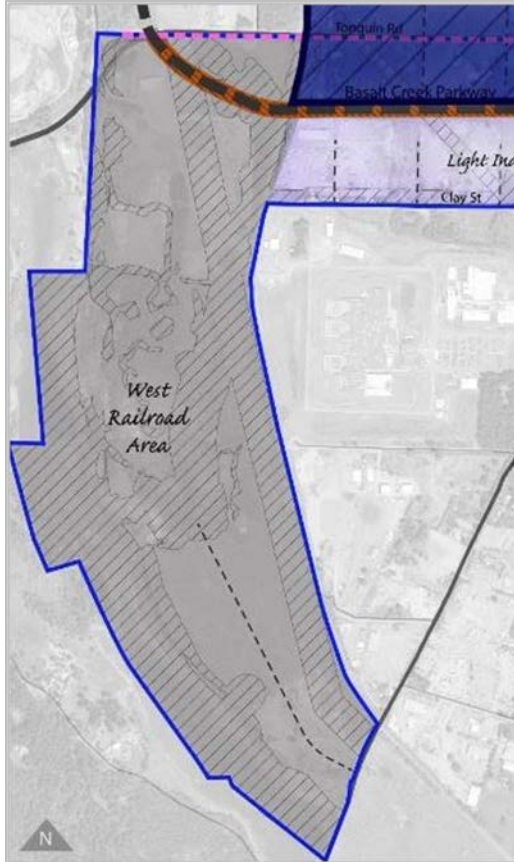
The BCCP envisioned a mix of uses in the Craft Industrial District that blend well with adjacent neighborhoods. These could include small tenant spaces for creative industries, such as incubator spaces, craft beer, wine, and food spaces, a tasting room, brewery, seamstress, photographer or photography studio, or the newest tech innovations, with some office, retail, and services. This could enable young entrepreneurs to live and work close to industries with which they would want to partner, and could provide supporting services and retail for employees.

The Site Suitability Analysis prepared as part of Phase 1 of the WILR project reviews the potential of this Craft Industrial District. With only 14 acres of unconstrained land available for development and its proximity to residential areas to the north in Tualatin, as well as existing residential development on parcels in this land use type, its suitability for high-intensity industrial uses is limited. The analysis concludes that the area aligns with the BCCP's vision for small-scale or micro-industrial uses, such as live-work spaces or makerspaces.

With site aggregation, as noted in the Site Suitability Analysis, the southeastern portion of the Craft Industrial District could accommodate small-scale industrial or office users on up to five acres. These uses could resemble industrial condo developments like the Commerce Circle Business Park or Riverwood Business Center, which integrate office and small-scale production spaces. The northeastern portion, while it could also redevelop, is likely less appealing due to its irregular shape and nearby high-value residences. The presence of existing residences, including some high-value homes, is likely to delay redevelopment timelines compared to other areas in the BCPA, although it is possible that transitional uses such as home-based businesses or cottage industries in accessory structures, could occur in the interim.

## West Railroad

West Railroad, shown grey on the BCCP Map excerpt below, is divided from the rest of the BCPA by the Portland and Western Railroad (PNWR) and the Coffee Creek Correctional Facility. When the BCCP was adopted, this area was heavily constrained by natural resources, fragmented property ownership, and lack of access to adequate water, sewer, and transportation infrastructure. Although the area was considered to have potential for resource conservation and future public access to nature, due to the constraints, a future land use scenario was not created.



The Site Suitability Analysis prepared as part of Phase 1 of the WILR project includes West Railroad as an opportunity site, which spans 165 acres. The large parcels and access to regional transportation networks could make West Railroad physically suitable for uses such as general manufacturing, food processing, and warehousing or distribution. Proximity to Coffee Creek's industrial area further enhances its appeal to businesses providing support services to neighboring industries.

However, significant infrastructure upgrades are required in West Railroad, and access is limited by only one established point of vehicular ingress and egress at SW Grahams Ferry Road. The low railroad undercrossing on SW Grahams Ferry Road further constrains access as it does not currently allow passage by standard-height semi-trucks. The area's proximity to a rail line and a mining operation could make it less attractive to advanced manufacturing or other industries sensitive to vibration. Finally, the proliferation of contractor establishments in West Railroad in recent years creates additional challenges to urban industrial development as discussed in the introductory section of this synopsis.