PLANNING COMMISSION AGENDA

March 08, 2023 at 6:00 PM

Wilsonville City Hall & Remote Video Conferencing

PARTICIPANTS MAY ATTEND THE MEETING AT:
City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon
YouTube: https://youtube.com/c/CityofWilsonvilleOR
Zoom: https://us02web.zoom.us/j/87239032604

TO PROVIDE PUBLIC TESTIMONY:
Individuals may submit a testimony card online:
https://www.ci.wilsonville.or.us/PC-SpeakerCard
or via email to Dan Pauly: Pauly@ci.wilsonville.or.us, 503-570-1536
by 2:00 PM on the date of the meeting noting the agenda item
for which testimony is being submitted in the subject line.

CALL TO ORDER - ROLL CALL [6:00 PM]

Olive Gallagher	Kamran Mesbah
Ron Heberlein	Kathryn Neil
Nicole Hendrix	Jennifer Willard
Andrew Karr	

PLEDGE OF ALLEGIANCE

CITIZEN INPUT

This is the time that citizens have the opportunity to address the Planning Commission regarding any item that is not already scheduled for a formal Public Hearing tonight. Therefore, if any member of the audience would like to speak about any Work Session item or any other matter of concern, please raise your hand so that we may hear from you now.

ADMINISTRATIVE MATTERS

1. Consideration of the February 8, 2023 Planning Commission minutes

PUBLIC HEARING [6:15 PM]

2. Frog Pond East and South Implementation-Transportation System Plan (Pauly)(30 Minutes)

WORK SESSION [6:45 PM]

3. Frog Pond East and South Implementation-Development Code (Pauly)(60 Minutes)

INFORMATIONAL [7:45 PM]

4. City Council Action Minutes (February 6 & 23, 2023)(No staff presentation)

5. 2023 PC Work Program (No staff presentation)

ADJOURN [7:55 PM]

Time frames for agenda items are not time certain (i.e. agenda items may be considered earlier than indicated). The City will endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting by contacting Mandi Simmons, Administrative Assistant at 503-682-4960: assistive listening devices (ALD), sign language interpreter, and/or bilingual interpreter. Those who need accessibility assistance can contact the City by phone through the Federal Information Relay Service at 1-800-877-8339 for TTY/Voice communication.

Habrá intérpretes disponibles para aquéllas personas que no hablan Inglés, previo acuerdo. Comuníquese al 503-682-4960.

PLANNING COMMISSION

WEDNESDAY, MARCH 8, 2023

ADMINISTRATIVE MATTERS

1. Consideration of the February 8, 2023 PC Meeting Minutes

PLANNING COMMISSION MEETING MINUTES

Draft PC Minutes are to be reviewed and approved at the March 8, 2023 PC Meeting.

February 8, 2023, at 6:00 PM

City Hall Council Chambers & Remote Video Conferencing

CALL TO ORDER - ROLL CALL

A regular meeting of the Wilsonville Planning Commission was held at City Hall beginning at 6:00 p.m. on Wednesday, February 8, 2023. Chair Heberlein called the meeting to order at 6:02 p.m., followed by roll call. Those present:

Planning Commission:	Ron Heberlein, Jennifer Willard, Andrew Karr, Kamran Mesbah, Kathryn Neil, Olive Gallagher, and Nicole Hendrix
City Staff:	Miranda Bateschell, Daniel Pauly, Zach Weigel, and Mandi Simmons

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

CITIZEN INPUT

This is an opportunity for visitors to address the Planning Commission on items not on the agenda.

Daniel Pauly, Planning Manager, suggested asking for citizen input again, later in the meeting.

There was no citizen input at this time.

ADMINISTRATIVE MATTERS

1. Consideration of the January 11, 2023, Planning Commission Minutes

Commissioner Mesbah amended the minutes, noting Planning Director Miranda Bateschell was not present at the January 11, 2023, meeting.

Commissioner Hendrix moved to approve the January 11, 2023, Planning Commission Minutes as amended. Commissioner Gallagher seconded the motion, which passed unanimously.

WORK SESSION

2. Frog Pond East and South Implementation-Transportation System Plan Master Plan (Pauly)

Dan Pauly, Planning Manager, stated the Transportation System Plan (TSP) Amendment was one of several implementation steps for the Frog Pond East and South Master Plan adopted at the end of 2022. The TSP was fairly straightforward and took the projects from the Master Plan into the TSP. He

introduced Jenna Bogert and Scott Mansur from DKS and Associates who would do most of the presenting.

Jenna Bogert, DKS, presented the TSP Amendment via PowerPoint, reviewing the definition of a TSP, why the amendments were needed, and highlighting the proposed revisions to the TSP Standards as well as the transportation projects to be added, noting all eight Frog Pond East and South projects in the Master Plan were identified as high priority projects in the TSP in order to be prioritized for funding and improvements. (Slides 7 & 8) She clarified the proposed amendment only related to the Frog Pond East and South Master Plan; no other changes or updates were being made to the TSP.

Scott Mansur, DKS, confirmed a pedestrian symbol should be shown with Urban Upgrade Project 6 (UU-06) on Stafford Road because there would be a protected pedestrian crossing at Frog Pond Lane and Stafford Rd. (Slides 7 & 8)

Feedback from the Commission was as follows with responses to Commissioner questions as noted:

- The maps seem inconsistent on whether the Advance Rd cross section extends east of 60th Ave. The road transition could act as an additional traffic calming feature so people would start slowing down as they reached that neighborhood area.
  - Zach Weigel, City Engineer, explained one discussion the Commission/Staff had about the Advance Rd cross section was to see how development occurred and whether those bike lanes needed to be extended east of 60th Ave because the urban reserve ends there, so there would be no future expansion to the east.
  - Mr. Pauly added bikes would go up onto the shared path from there to connect to the regional trail system because there was no bike destination to the east.
- Mr. Mansur clarified Boeckman and Wilsonville Roads were shown as minor arterials due to the amount of residential along the streets, which should be slower and narrower with medians. Typically, the classification of streets as major arterial versus minor arterial or collector had a lot to do with the road design and what the City was trying to provide in terms of services and function to the traveling public. Major arterials were typically wider and faster streets.
- Was the street layout on Boeckman Rd significantly different than Advance Rd? The layouts cross sections looked similar, but the roads were classified differently.
  - Mr. Mansur replied, similar to Advance Road, the cross section provided access to the street and was not a major east/west through street from a volume standpoint, which was why there was a collector option on Advance Rd east of Stafford Road.
- Regarding considerations made for how the street standards would support public transit, Mr. Mansur noted the routing for Frog Pond Lane in Frog Pond West showed a loop for transit as the neighborhood developed, and he believed there would be a loop buses could circulate the north and south portions of Frog Pond.
  - Ms. Bogert added a transit figure in the Master Plan showed the planned transit loop through the East neighborhood that went down the Main Street into the South neighborhood with a stop near the school. The cross sections were sized to accommodate transit and school buses, and the pedestrian multi-modal facilities were comfortable for pedestrians to get to those bus stops.
  - Mr. Pauly noted the transit routing had been coordinated with SMART, especially the facilities in South by the middle school which would be used by city buses and school buses.

    - Miranda Bateschell, Planning Director, added that during the Town Center planning, Staff had spent a lot of time working with SMART on the designs and cross sections for different streets, including the Main Street, to accommodate bus traffic and bus stops where needed. The Main Street design in Frog Pond East and South borrows the cross section and modifies it slightly to provide some on street parking which also provides the spacing needs if a pull-out bus stop is located in that area.
- Mr. Mansur confirmed traffic would increase once Boeckman Road was redesigned and the dip was removed, especially as the new houses in Frog Pond were occupied.
    - Ms. Bogert added the projects identified in the TSP would be able to manage the level of traffic and buses and transit routes would be able to use that area of Boeckman, which was not possible today.
    - Mr. Mansur noted the Frog Pond Plan used the City's travel demand model which evaluated the 20-year expected growth within the city. The future-year model assumed the improvements on Boeckman and the future traffic volumes. Some of the recommendations for transportation improvements in the Frog Pond Plan came from those future projections within the City's travel demand model.

3. Frog Pond East and South Implementation-Development Code (Pauly)

Dan Pauly, Planning Manager presented, via PowerPoint, the second package of draft Development Code Amendments for Frog Pond East and South, reviewing Housing Variety requirements on both a development-wide and block-wide scale and how to ensure compliance of those requirements over the lifetime of the project. Also highlighted were the Code amendments to integrate and encourage ADUs, as well as the integration of "mobility-friendly units." He noted a specific memorandum was included in the Appendix about encouraging ADUs, and that Kate Rogers from MIG was available to answer questions.

Comments and feedback from the Commissioners were as follows with questions addressed by Staff as noted:

Housing Variety (Development Level)

- Mr. Pauly clarified households below 80 percent median family income would qualify for affordable housing, which would be required to maintain affordability status for 10 years.
    - In talking to Council and as indicated in the Master Plan, the goal when setting the Zoning standards was to avoid creating any barriers to affordable housing. While the City did not have funding for affordable housing yet, it did not want to have zoning barriers should funding be obtained.
- Did maintaining affordability status for 10 years apply to the entire complex or individual leases?
    - Mr. Pauly replied that was a good question. For mixed-income projects, there was no threshold for affordable housing, though one could be added. The draft as written anticipated affordability would apply to 100 percent of the project, to the building or series of buildings.
- Mr. Pauly clarified a cottage cluster would be a collection of ADU-sized buildings, but typically an ADU was a single cottage that was accessory next to a larger home on a lot.
- Commissioners Karr and Hendrix liked that 4.5-acre gross development areas were treated slightly differently than smaller development areas to allow for more variety and housing types.

- Mr. Pauly clarified the 5 percent minimum use for a housing category to count would ensure more than one token unit was built while still being low enough to not conflict with other standards.
  - He estimated the 5 percent would equate to 8 or 9 units in a two-acre area. Of those units, five or six could be detached homes along with a duplex/triplex building.
  - Smaller development areas with a 5 percent threshold would see only one or two units, which was why there were two-unit categories. A three-unit category would conflict with the different standards.

The Commission agreed with the draft Housing Variety amendments as presented for the Development Level.

Housing Variety (Block Level)

- Mr. Pauly clarified that without knowing what would be developed across the street in the future, a developer could not count units across the street to determine the housing variety/category minimum. It would either all be on one side of the street, or if it was internal to a subdivision where the developer would also be doing something across the street, then they could take advantage of counting the units toward the minimum number of categories.
- Questions were raised about whether variety on one side of the street would facilitate that the owner on the other side of the street would have a similar variety if the street separated the properties, or would that allow the person that develops last to not have the variety, because the variety was already met on one side of the street? Perhaps, they would not be able to have as many of one unit in order to maintain that same variety, or would that be required?
  - Ms. Bateschell noted the standard had not been written yet. At this point, the discussion regarded the opportunity to count in-line and across the street. Staff would like feedback on whether future development could count towards variety type. The question was if it mattered whether the overall variety or block level variety came first. Later development would still have to meet all the development-level variety standards, so larger developments would still be required to do at least three different housing unit categories. Developers would still have to hit minimum and maximum percentages at the development level. At the block level, the policy question was whether the Commission would still want to require a later developer to have additional variety along their in-line frontage, or essentially allow the variety presented in the previous development to count toward block variety. It was a question about timing of development as well as the end goal. If the end goal was getting variety, it could still be achieved at the block level; it was a matter of whether there was additional variety or not.
  - Mr. Pauly confirmed there would a fair number of situations with multiple owners on opposite sides of the street, and more in Frog Pond South than in East.
  - Ms. Bateschell noted the situation may arise along 60th Ave in Frog Pond South, however it would only be a portion of 60th because of the school and park. The situation might also arise on a portion of the east/west street south of the school.

Commissioner Karr suggested adding something that if two different owners were on opposite sides of the street, housing variety must be maintained across both developments. Neither developer could count the other side of the street towards the variety requirement, the variety would have to be within each development.

  - Mr. Pauly clarified there were two different varieties. Developers still had to meet the variety percentages shown in the table. (Slide 7) However, would people know or care who built what from a functional standpoint when the development was all built out?
  - Ms. Bateschell believed something could be added and invited input from the other Commissioners.
- Mr. Pauly clarified the City would not want or expect to see 25-unit apartment complexes in a row or even five buildings in a row on one street, so variety would not be an issue.
  - Ms. Bateschell added the sub-bullets referred to the number of lots that were in-line, not necessarily the number of units. (Slide 10) The draft standards specified that once lots were separated by streets, they were no longer in line with one another, so there would not be more than x number of multi-family lots or Type I because a street, park or some other entity would separate the lots into another block and start another set of in-line lots to consider.
  - Mr. Pauly noted the required number of categories based on the number of lots in-line would come into play with detached homes on individual lots rather than block-length apartment buildings.

Commissioner Willard believed block level variety would only come into play along 60th Ave in South on the east side of the school and the park, where there is currently a long row of smaller parcels that would be gobbled up at different rates and different times. On that long road, the size of the lots did not seem amenable to having block-level variety. Variety would have to be along the entire road, not just along one parcel.

- Mr. Pauly responded 60th Ave would be broken up by streets; existing Code standards for maximum block lengths would interact with block level variety as well. He had done studies and tested the numbers out on Villebois and found there were rarely more than 12 lots in-line along a block; most blocks had five or fewer, or five to 12 lots. As Ms. Bateschell indicated, when lots were broken up by streets or open spaces, of which there were many, then the in-line number count reset.

Chair Heberlein stated the question was whether the Commission agreed with block level variety and if so, was it looking for variety requirements more towards one side of the street on both sides of the street, regardless of where the developer line was.

Mr. Pauly also asked the Commission's thoughts on backyard variety. From the Staff's perspective, residents would talk and interact with their in-line neighbors or neighbors across the street rather than their backyard neighbors due to fences.

- He confirmed developers would also be required to meet design requirements through architectural standards.

Commissioner Mesbah said variety would not be an issue along most of 60th Ave because the park and school were across the road. He believed allowing across-the-street flexibility was unnecessary and was causing difficulty and questions about different owners potentially being across the street. Variety should be required, period, with no flexibility across the street; simple.

Mr. Pauly noted one example was a West Hills development that had townhouses across from detached homes. Was that enough variety on a block or would each side of the street need to have some variety?

Commissioner Willard believed variety came with architectural standards and the actual category standards. She was not sure about specifying that much variability in the categories.

Commissioner Hendrix added it seemed unnecessary and restrictive to think about the variety was across the street. The proposed block standards seemed to be on the right track. Perhaps Staff could discuss the language with Staff from different cities to get a sense of whether the language conveyed the intended meaning.

- Mr. Pauly added Staff would continue to test some of the scenarios and continue to refine some of the standards.

Commissioner Gallagher noted the Commission had spoken last year about not wanting large buildings along one side of Stafford Street and it seemed that was now part of the discussion.

Chair Heberlein said he leaned towards the street-level variety and not one-side variety, adding it would be helpful to see the difference between having variety on one side versus both sides of the street. If five or less were in line, then both sides of the street would have two category types while five to 12 in-line units would require three, where there would still be some flexibility while getting the variety, and the entire block would not be one single product.

Mr. Pauly explained he had applied the proposed standards to a single-family subdivision in Villebois to show what variety could look like, noting he believed some portions would obviously be more townhouses or detached homes; however, with the block level and overall variety requirements, there was variety on other blocks. The yellow indicated the townhouse category, salmon indicated ADUs. (Slide 11)

Discussion continued as follows with questions addressed by Mr. Pauly as noted:

- Mr. Pauly clarified that without the block-level variety, clustering housing types made sense for site planning and other reasons as certain parts of the site would lend themselves better to one product or another. The question was how much of that should be broken up using block level variety.
- It appeared that the category types were clustered together in different sections, so all the similar looking buildings were in one spot, as opposed to alternating housing categories in each section.
- The Commission discussed having variety at the block level, so affordable housing was more integrated and not separated from other housing.
- The in-line lots in the diagram were in the 5-to-12-unit range, so the City would need to require more variety than what was proposed in the current draft Code to achieve what was in the diagram. (Slide 11)
- Commissioners commented that more variety was needed on the block.
    - Mr. Pauly clarified the diagram was based on block level, but in order to get less than 50 percent of Category D, he had to introduce additional townhouse units that would not otherwise be required by the block level variety.
    - For block level variety, the Commission was looking for three categories all in one block, like the block shown on the left side of the diagram, whereas other blocks were all one category.
    - Being placed around a park, it was difficult to see what it would look like on both sides. Having one category on each side would be okay.

- Mr. Pauly noted along Cherbourg Lane, more variety could be achieved by replacing the Category B (yellow) with other categories if both sides of the street counted for classification purposes. (Slide 11)
  - The lower right-hand side showed all Category B (yellow) on a lot of little lots; assuming they were townhouse buildings, only every three or four units counted as one lot because they were three- or four-plexes. He confirmed they were not across the street from each other but shared an alley, which was slightly different.
  - Villebois had some good examples of single-homes and townhouses in a row of which he would provide pictures. Staff had received some good guidance and this conversation would continue.
- Ms. Bateschell asked if Mr. Pauly could quickly cover the size of the project in terms of acreage and how far apart the areas were. depicted in the slide and noted the blocks were not very far apart.
  - He clarified the diagram covered about 10-acre area and one portion along the park was about 200 feet long.
- Ms. Bateschell encouraged the Commission to keep in mind that the space depicted in Slide 11 was not that large.
  - Mr. Pauly noted one portion along the park was about 200 feet long and suggested the Commissioners drive through Claremont to get an understanding of the space.
- Staff was encouraged to make the diagram colors darker, but the visual helped paint a clearer picture about how housing variety would be applied.

Variety and Review Process

- Was any data available that related to affordability when variety was enforced? If the City forced developers to intermix variety, would their costs skyrocket and the houses no longer affordable? Some economies of scale were involved with similar sized units that were more repeatable.
  - Mr. Pauly agreed, adding the City was trying to strike a balance between acknowledging costs and not letting costs run the show. The City wanted the balance for variety to be functional and developable.

ADU Integration

- Mr. Pauly noted a specific memorandum was prepared as part of the Master Plan to encourage ADUs, which was a goal of the UGB expansion. The memo, now part of the appendix, made a number of recommendations Staff wanted to bring into the Code, which he reviewed.

The Commission agreed with the direction Staff was taking with ADU integration.

Mobility-Friendly Unit Integration

- Mr. Pauly clarified the standards for mobile-friendly units were not applied on a sliding scale, but Staff could look at scenarios where it might make sense to do so. For example, it might make sense to remove requirements for those developers building less than a certain number of units. There would still be a number of units available in the overall master plan, so requiring a developer to build one of six homes as a mobility-friendly unit would not move the needle overall for the neighborhood. Staff would explore that more.

- Requiring mobility-friendly units did not mean those who needed the units could buy them. Instead of definitions of full-mobility or partial-mobility friendly, perhaps require that units be easily converted to mobility friendly units. For example, constructing the front entrance so a ramp could easily be installed post-development for home owners who needed it. Criteria could enable units to qualify as mobility friendly without being fully mobility friendly at development, which would reduce development costs while still providing the concept of having mobility-friendly units available, and then perhaps more units close to mobility friendly would be available to actually be able to impact those who need the units.
- Commissioner Gallagher clarified no space was needed for ramp installation, noting her experience as a disabled person and of friends who had been mobile but were suddenly disabled. The challenge was to make sure mobility friendly units were available to those who need it and could afford it, and no one knows when they might become disabled and need a mobility-friendly living space because accessibility to everyday things suddenly becomes a challenge.
- Just because the units would be available did not mean the people who needed them would get them.
  - Mr. Pauly noted it was often the timing of who was ready to sell when that unit was complete.
- Developers with seven units would sell to the first seven people who wanted to buy, not looking for someone who had mobility challenges to sell one mobility-friendly unit, though they may tell a mobility-challenged buyer they had a unit they preferred to sell to them.
- Commissioner Gallagher noted having a bedroom on the first floor of a two-story unit was a step in the right direction. A first-floor bedroom was a selling point to seniors and allowed younger buyers to think about the future because it could be converted to a master in the future if needed.

Chair Heberlein called for public comment.

Mimi Doukas, AKS Engineering, representing West Hills Development, stated West Hills had tied up the Azar Property located in Frog Pond East at Advance and Stafford Road. She distributed a preliminary layout for the Azar property to the Commission. The developer had missed the January meeting; however, they wanted to be sure to participate in the process. They had met with Staff and appreciated that some of those comments were reflected in what the Commission heard tonight. Her comments were as follows:

- She understood the list of minimum densities by subdistrict would be applied across an entire Stage 1 Master Plan, so the developer would be able to meet the densities across whichever bundle of subdistricts West Hills had. The preliminary layout showed the subdistricts in the table at the bottom. West Hills would not meet the subdistrict densities outlined for each individual subdistrict; there was more density in Subdistrict E4 and less than the minimum density shown for Subdistricts E5 and E6. The layout reflected what the Commission had seen before, and the developer believed it was a good plan. The density for the project was located around the Main Street, the active place with the highest walkability, so West Hills believed that was the right way to distribute density and wanted to make sure that was where the final code was headed. The developer understood the original idea behind the Frog Pond structure was to go on urban form rather than densities. Density was kind of a funny thing in today's world with Middle Housing; density was not unlimited but was an entirely different conversation than before Middle Housing.

- Development standards were also impacted by Middle Housing. Some development standards were listed for lot dimensions, minimum lot areas, setbacks, etc. and she encouraged the Commission to be flexible in the some of the minimum dimensions for lot size and lot area.
- The Commission was focused on housing variety and affordability, which would be a huge challenge, especially with new development. While she understood the design expectations being put into the plan, those expectations came with a price. Whenever those layers were added, the City needed to balance out some of the affordability components and be less restrictive on lot sizes to achieve desired density. The densities shown in the sub districts could not be achieved with some of the lot dimensional standards presented in the table, which was part of the reason the developer wanted to share a sketch with the Commission.
- She encouraged Staff to do case studies to make sure the Code standards work. A standard might be a good idea in its own category but might not work when layered with others; not everything could be achieved.
- The developer also talked with Staff about some of the open space ratios shown in the drafts and had included the required open space park within Subdistrict E5 as shown in the sketch. The Master Plan also called for three-quarters of an acre of open space plaza in E4, a mixed-use district. Three-quarters of an acre was a lot of plaza, almost 35,000 square feet. West Hills was not opposed to plaza but needed to make sure it was right-sized and did not result in strange hardscape throughout the mixed-use district. Subdistrict E6 also called for three-quarters of an acre of open space, which was fine. However, the language as currently written said the open space could not be within the BPA corridor, which she did not understand. It sounded like Staff believed that language might change, and the company encouraged that change. Putting open space within the BPA corridor was an excellent and efficient way to get open space, though it was important to ensure the land was improved and not just left-over space.
- Housing variety was one of the bigger topics and a big reason why a sketch was provided. The sketch included a variety of housing types mixed across the plan: multi-family, mixed use, single-family detached, both front and rear loaded, as well as single-family attached, alley loaded. Multi-family was placed adjacent to the mixed-use center to activate it and for the best walkability and mobility standards. There was also variety throughout Subdistricts 5 and 6 but many of the blocks had single types of uses. The block faces had a good amount of variety, and block faces were how most people experienced a community. Part of what the Commission looked for in variety was architectural variety which was achieved through a set of standards and was not necessarily the same as housing variety.
- Part of what the Commission was trying to achieve through housing variety was cost differentials, attempting to get different social strata to interact with each other. She was not sure the Commission would see much differentiation between a townhouse social-financial structure versus an alley-loaded small lot detached home. They were probably similar. The Commission should consider what it was looking for from housing variety. A fair amount of the variety would be realized in a small format through the required densities, but it was uncertain whether the Commission would be achieving as much socio-economic variety as it desired. She encouraged the Commission to focus on the architectural variety standards.
- The mobility standards made sense and were a good goal. However, there was a big price tag attached to requiring full mobility in a single-story home. The City could require a kitchen, bath, and bedroom on the main floor, and still have bedrooms on the second floor, which improved the price per square foot, financing and saleability while achieving the ability to live on the main level

for visitors and residents, which was probably the primary objective as a total society. No one could control who would move into which house or who would become challenged at what stage in life. She encouraged having the main components on the main floor which would achieve a lot.

Chair Heberlein asked if ADUs were considered viable for single-family, front-loaded units given the lot sizes.

- Ms. Doukas replied it was more likely the ADUs could fit within townhouses, internal to the structure. Regardless of the type, with new construction ADUs were more likely to be designed integral to the single building instead of as garage conversion or a separate unit. The ADUs would likely be part of a multi-generational home with a lockable interior door and separate entry. The units allow a family to live together or could be converted into a rental unit. Integral ADUs were the most flexible way to design an ADU and were better for the buyer, the builder, and for resaleability. ADUs were still an unusual option involving expense, and only a segment of the market wanted them.

Commissioner Gallagher confirmed the buildings along Stafford Rd were all apartment buildings and recalled in previous discussions the Commission was more concerned about the look and feel of the building rather than the functionality. They did not want the same-looking apartment building up and down Stafford Rd.

- Ms. Doukas replied the discussion focused on height and ensuring the building was not generic or a standoff apartment but had a good interface with the street. The developer wanted to be sure a three-story structure could be done for the multi-family that would transition into the four-story mixed-use buildings. It was about the urban form and being able to transition the height. The apartment buildings were along Stafford Rd, so three-story building would not tower over the two-story structures in the main part of the neighborhood.

Mr. Pauly added the Commission would discuss the Stafford Road design standards in March.

Commissioner Mesbah noted part of the mix of housing type was to ensure affordable housing was not put in some corner out of sight where it became an undesirable part of the neighborhood. He agreed the Commission was trying to sprinkle different types of affordability and economic range within the neighborhood. The Commission had talked about architectural variety already and the design standards adequately addressed that, as well as the articulation of the apartment buildings along Stafford Road, which was a street looking for friendly frontage. Having said that, he believed stopping to struggle with the idea of the housing mix too early would be a challenge. The Commission was trying to get to what it initially talked about, and maybe in the end it would not come to much when it was actually on the ground. These things were always learning experiences; the Commission would learn from this subdivision and do the next one better. He welcomed any advice Ms. Doukas might have to offer.

Dan Grimberg, West Hills Land Development, stated he was very concerned about there being too much structure. It was difficult to do everything one wanted to do; no one had all the answers. In his years as a real estate developer, he had learned flexibility was needed. One issue discussed tonight was about variety. As a developer-builder, West Hills liked variety. Forty years ago, all the houses were the same lot size and with four designs, but developers no longer did that. Multiple designs were now

offered per lot size, architectural rules of adjacency, and developers did many things to make neighborhoods look good and live good that would not work if there was too much structure. Many things were going on the developers had to manage, and if the developer just juggled it, trying to make it fit the Code, it would not be a good neighborhood. West Hills wanted to be part of the process and had knowledge it could share. Perhaps during this process, West Hills could come in and talk about how the housing and the street would look, instead of yellow and green lots. West Hills developed lots and wanted to know what the neighborhood would look and feel like and how people were going to interact. But if there was too much structure, it would kill it.

- One Commissioner had asked how much this would add to the cost. None of these developments were easy to make work and they had razor thin margins. All the requirements add cost, and then it stated, "Affordability was key". A building permit in Wilsonville was $85,000 per house. The development costs in Wilsonville were the highest in the region, about 20 percent higher than anywhere else due to the high specifications. The permits were $20,000 to $30,000 higher than anywhere else, and now the City was adding affordability requirements and square footage requirements on top of permit fees and development costs. It cannot be done. If West Hills could do small homes and sell them at a reasonable price, the units would sell well. But it could not be done, so if the Code required it, West Hills could not get there; it was not possible.
- West Hills would love the opportunity to be part of the process. Perhaps in a work session, the developer could share ideas for three to four minutes and West Hills and the City could learn from one another. West Hills wanted a great neighborhood and was excited about Frog Pond East. They had completed three projects in Frog Pond West and had three more planned. West Hills wanted to be part of Wilsonville but needed to make it work and too much structure and requirements created problems.

Chair Heberlein stated West Hills' comments were good feedback, adding he wanted to be sure the Commission considered whether what it was doing met its overall goals and would be feasible. He liked the idea of a sample development to show what the ideas could look like and whether it penciled out from a number's perspective.

Commissioner Karr said he was astonished at the difference between large and small developments. The sketch from AKS looked good overall for the land use, and while it did not meet the block level variety, it looked acceptable and presentable and fit the Commission's overall thoughts. He was not sure how to apply the same concepts to a small lot. There were three different subdistricts in one development, and he was not sure how to coordinate across subdistricts. He acknowledged Mr. Grimberg's point, noting he did not want to place a burden on a developer to the point where the project could not be built and have it be somewhat affordable.

The rendering submitted via public comment by AKS Engineering was entered into the record as Attachment 7 to the Staff report.

INFORMATIONAL

1. City Council Action Minutes (January 5 & 19, 2023) (No staff presentation)
2. 2023 PC Work Program (No staff presentation)

Commissioner Willard stated she would like to see the City start incorporating primary bedroom instead of master bedroom throughout all its standards and suggested Frog Pond would be a great place to start.

ADJOURNMENT

Commissioner Gallagher moved to adjourn the regular meeting of the Wilsonville Planning Commission at 7:50 p.m. Commissioner Willard seconded the motion, which passed unanimously.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, LLC. for
Mandi Simmons, Planning Administrative Assistant

PLANNING COMMISSION

WEDNESDAY, MARCH 8, 2023

PUBLIC HEARING

2. Frog Pond East and South Implementation-Transportation System Plan (Pauly) (30 minutes)

PLANNING COMMISSION
RESOLUTION NO. LP22-0004

A RESOLUTION OF THE CITY OF WILSONVILLE PLANNING COMMISSION RECOMMENDING ADOPTION OF TRANSPORTATION SYSTEM PLAN AMENDMENTS TO INTEGRATE TRANSPORTATION PROJECTS FROM THE FROG POND EAST AND SOUTH MASTER PLAN.

WHEREAS, The City adopted the Frog Pond Area Plan in 2015 setting a vision for urban growth on the East side of Wilsonville; and

WHEREAS, at the time of adoption a portion of the land covered by the Area Plan was within the Urban Growth Boundary (UGB) and a portion was designated as Urban Reserve; and

WHEREAS, in 2017 the City adopted the Frog Pond West Master Plan for the area within the UGB; and

WHEREAS, both the Frog Pond Area Plan and Frog Pond West Master Plan set a foundation for future master planning of the Urban Reserve land not yet in the UGB; and

WHEREAS, in 2018 Metro, through Ordinance 18-1427 expanded the UGB to include the Urban Reserve area covered by the Area Plan; and

WHEREAS, a condition of approval of the 2018 UGB expansion was that the City adopt a Master Plan for the area added to the UGB within four years;

WHEREAS, the area added to the UGB in 2018 became known as Frog Pond East and South; and

WHEREAS, in December 2022 the City Council adopted a Master Plan for Frog Pond East and South; and

WHEREAS, the Master Plan provides the guiding principles and policies for future land uses, public realm development, and provision of necessary infrastructure, including transportation, among other related elements; and

WHEREAS, the City desires the transportation projects identified in the Frog Pond East and South Master Plan to be integrated into the planning of the broader Wilsonville transportation network; and

WHEREAS, the Transportation System Plan (TSP) is the document that identifies future plans for the broader Wilsonville transportation network; and

WHEREAS, it is thus prudent to amend the TSP to integrate transportation planning and projects from the Frog Pond East and South Master; and

WHEREAS, the City desires safe, functional, and comfortable transportation options for a variety of modes of travel; and

WHEREAS, the City performed public engagement including six focus groups, three surveys, and eight other public events to gather a variety of input, including from individuals not historically well represented in planning processes regarding the Frog Pond East and South Master Plan including the transportation network; and

WHEREAS, the Planning Commission held a public work session on February 8, 2023 to review the transportation components of the Frog Pond East and South Master Plan; and

WHEREAS, interested parties have been afforded the opportunity to participate and inform the development of the proposed TSP amendments; and

WHEREAS, required notice of a public hearing has been provided to affected property owners, nearby properties, and interested parties, as well as published in the *Wilsonville Spokesman*, posted on the City's website, and posted in a variety of public areas in City buildings, all in accordance with the public hearing and notice procedures that are set forth in Sections 4.012, and 4.198 of the Wilsonville Code; and

WHEREAS, the Planning Commission held a public hearing on March 8, 2023 meeting to review the proposed TSP amendments; and

WHEREAS, the Commission afforded all interested parties an opportunity to be heard on this subject and has entered all available evidence and testimony into the public record of their proceeding; and

WHEREAS, the Planning Commission has duly considered the subject, including the staff recommendations and all the exhibits and testimony introduced and offered by all interested parties.

NOW, THEREFORE, THE CITY OF WILSONVILLE PLANNING COMMISSION RESOLVES AS FOLLOWS:

Section 1. The Wilsonville Planning Commission does hereby adopt the Planning Staff Report (attached hereto as Exhibit A) and Attachments, as presented

at the March 8, 2023, public hearing, including the findings and recommendations contained therein.

Section 2. The Planning Commission does hereby recommend that the Wilsonville City Council adopt the proposed amendments to the Wilsonville Transportation System Plan.

Section 3. Effective Date. This Resolution is effective upon adoption.

ADOPTED by the Wilsonville Planning Commission at a regular meeting thereof this 8th day of March, 2023, and filed with the Planning Administrative Assistant on this date.

_____

PLANNING COMMISSION VICE-CHAIR WILLARD

ATTEST:

_____

Mandi Simmons, Administrative Assistant III

SUMMARY OF VOTES:

Ronald Heberlein, Chair

Jennifer Willard, Vice-Chair

Olive Gallagher

Nicole Hendrix

Andrew Karr

Kamran Mesbah

Kathryn Neil

EXHIBITS:

A. Staff Report and Attachments

PLANNING COMMISSION MEETING
STAFF REPORT

Meeting Date: March 8, 2023	**Subject: Resolution No. LP22-0004 Frog Pond East and South Master Plan Transportation System Plan Amendments** **Staff Member:** Daniel Pauly, Planning Manager and Zach Weigel, City Engineer **Department:** Community Development
Action Required	**Advisory Board/Commission Recommendation**
☒ Motion ☒ Public Hearing Date: March 8, 2023 ☐ Ordinance 1st Reading Date: ☐ Ordinance 2nd Reading Date: ☐ Resolution ☐ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda	☐ Approval ☐ Denial ☐ None Forwarded ☒ Not Applicable **Comments:**
Staff Recommendation: Recommend approval of the proposed amendments to the City's Transportation System Plan (TSP) to integrate the Frog Pond East and West Master Plan transportation projects.	
Recommended Language for Motion: I move to adopt Resolution No. LP22-0004 recommending adoption of Transportation System Plan amendments to the City Council integrating transportation projects for Frog Pond East and South.	
Project / Issue Relates To:	

☒Council Goals/Priorities: Expand home ownership	☒Adopted Master Plan(s): Frog Pond East and South Master Plan	☐Not Applicable

ISSUE BEFORE COMMISSION
Planning Commission will consider a recommendation to City Council to integrate the transportation projects for the Frog Pond East and South Master Plan into the citywide Transportation System Plan (TSP).

EXECUTIVE SUMMARY:
In late 2022, the City Council, on recommendation from the Planning Commission, adopted the Frog Pond East and South Master Plan. The Master Plan identifies the types and locations of the homes, commercial development, parks, open spaces, streets, trails, and infrastructure to be built over the next 10-20 years in an area on the east side of Wilsonville added to the Metro Urban Growth Boundary in 2018. The Master Plan focuses on providing for the community's future housing needs, including providing diverse housing opportunities.

The Master Plan provides clear policy direction and guidance for future development in Frog Pond East and South. Specific to transportation, the Master Plan identifies a multi-modal transportation network enabling connectivity both throughout the neighborhood and to rest of Wilsonville and beyond. The transportation network focuses on all modes of travel while particularly focusing on active transportation.

There are a number of important implementation steps to make the Master Plan a reality. This public hearing is focused on the step of integrating the transportation improvements from the Master Plan into the citywide Transportation System Plan (TSP). The integration will allow transportation projects to be eligible for funding using City Service Development Charges (SDCs) as well as ensure the Master Plan-identified projects are acknowledged as part of the broader transportation network. Attachment 2 is the TSP as proposed to be amended.

EXPECTED RESULTS:
A recommendation to City Council regarding TSP amendments related to Frog Pond East and South.

TIMELINE:
Following the Planning Commission's recommendation, the City Council is scheduled to take final action on the TSP amendments in April.

CURRENT YEAR BUDGET IMPACTS:
Consultant services preparing the TSP amendments is funded by the Planning Division's FY22-23 budget for professional services in the amount of $14,630.

COMMUNITY INVOLVEMENT PROCESS:
During this implementation phase the primary focus is on honoring past input. Public notice was provided for the hearing enabling adding public input and awareness.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:
Realization of the policy objectives set out in the Frog Pond East and South Master Plan to

create Wilsonville's next great neighborhoods.

ALTERNATIVES:
Limited alternatives exist as the proposed TSP amendments are a direct reflection of the adopted Frog Pond East and South Master Plan. Commission may suggest alternatives for how best to incorporate this prior work into the TSP document.

ATTACHMENTS:
1. Summary of Changes (February 28, 2023)
2. Proposed amended Wilsonville Transportation System Plan (February 28, 2023)
3. Findings Report (March 1, 2023 with Exhibit from November 7 and 9, 2022)
4. LP22-0004 Frog Pond East and South TSP Update Record

DKS
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TSP AMENDMENT MEMORANDUM – SUMMARY OF CHANGES

DATE: February 28, 2023

TO: Dan Pauly, PE | City of Wilsonville

FROM: Jenna Bogert, PE | DKS Associates
Travis Larson, PE | DKS Associates

SUBJECT: Wilsonville Transportation System Plan (TSP) Amendment P21123-015
Frog Pond East & South Summary of Changes

INTRODUCTION

The Frog Pond East and South Master Plan was formally adopted by the City of Wilsonville on December 19, 2022. This memorandum discusses necessary amendments to the City of Wilsonville's Transportation System Plan (TSP) based on transportation projects and new roadway cross-sections identified in the Frog Pond East and South Master Plan. The list of all TSP project changes can be found in the *Table 5-3: Higher Priority Projects (Northeast Quadrant)* discussion.

AMENDMENT ASSUMPTIONS AND METHODOLOGY

Two primary guidelines for amendment of the TSP were established to best synthesize the changes to the TSP without disrupting the existing flow and information presented in the document.

1. Based on the primary desire of this amendment being the inclusion of the new or modified Higher Priority Projects and street cross-sections identified in the Frog Pond East and South Master Plan, it was determined that only the Table of Contents, Executive Summary, Chapter 3, and Chapter 5 within the Wilsonville TSP would be amended. All other Chapters will not be modified as per this amendment. In addition, no updates related to the completion of any project currently listed in the TSP will be included.

2. As the Frog Pond East and South Master Plan includes the expansion of City infrastructure into the recently expanded UGB and is surrounded by recent development from the Frog Pond West neighborhood (with expanded City Limits), the base files utilized in the TSP include historical boundary and street network data that is not representative of conditions today. Therefore, updated street network, City Limit, and UGB linework with be created for the applicable figures within the Frog Pond Area. No street network or boundary data will be updated outside of this area.

PROPOSED AMENDMENTS FOR TSP COMPLIANCE

The discussion of the recommended revisions is organized by reference to the applicable chapter(s) of the TSP. In all chapters, revisions to existing TSP language are presented with deletions shown in ~~strikethrough~~ and additions shown as underlined. The revised TSP figures and associated text will be attached to a future version of this memorandum. The revisions identified in this memorandum will also be addressed in a final amended TSP document once the revisions are approved by the Planning Commission and City Council.

TABLE OF CONTENTS

The Table of Contents will be updated to reflect new or modified figure numbers and page numbers as a result of the amended figures and text.

EXECUTIVE SUMMARY

The following changes are recommended to the Executive Summary of the City of Wilsonville's TSP.

PROJECT COST (PAGE iii) & HIGHER PRIORITY PROJECT COSTS FIGURE (PAGE vi)

Change the associated text (Page iii):

- "Constructing all identified transportation projects would cost approximately $263.6 million, which exceeds the $123.4 million forecasted to be available through 2035."

Change the Higher Priority Project Costs figure (Page vi):

- See the value changes to this figure in Table *5-1: Higher Priority Project Costs* (Page 5-4) below.

HIGHER PRIORITY PROJECTS FIGURE (PAGE iv)

See the recommended changes to this figure in *Figure 5-2: Higher Priority Projects* (Page 5-5) below.

HIGHER PRIORITY PROJECTS TABLE (PAGE v)

Add or modify the following projects to this table:

- RE-12C: Frog Pond East Neighborhood Collector Roads
- RE-17: Frog Pond Brisband Main Street Extension
- SI-12: Stafford Road/Kahle Road Roundabout
- SI-13: Stafford Road/Brisband Street Roundabout

- SI-14: Advance Road/60th Avenue Roundabout
- BW-21: Advance Road Enhanced Mid-block Pedestrian Crossing
- BW-22: Advance Road Rectangular Rapid Flashing Beacon (RRFB)
- SR-05: Meridian Creek Middle School Safe Routes to School Improvements
- RT-07: ~~Revised~~ Frog Pond Regional Trail

CHAPTER 1: THE CONTEXT

- Added a milestone to the timeline on Page 1-6 of the previous TSP Amendments based on area plans.

FIGURE 1-1: 2035 GROWTH AREAS (PAGE 1-7)

- Modified the "Frog Pond" text box to include "West, East, and South"

CHAPTER 3: THE STANDARDS

The following changes are recommended to Chapter 3 of the City of Wilsonville's TSP.

FIGURE 3-1: ROADWAY JURISDICTION (PAGE 3-3)

Summary of changes:

- Modify the City Limits and UGB boundary lines near the Frog Pond Area, which includes extending City Limits around parts of the West neighborhood and extending the UGB Limits around the South and East neighborhoods.
- Modify Frog Pond Lane, 60th Avenue, and Stafford Road to green City streets within the new City limits.
- Added Hazel Street, Sherman Drive, Willow Creek Drive, Brisband Street, and 63rd Avenue as green City streets.

FIGURE 3-2: FUNCTIONAL CLASS DESIGNATIONS (PAGE 3-5)

Summary of changes:

- Modify the City Limits and UGB boundary lines in the Frog Pond area per the notes in *Figure 3-1: Roadway Jurisdiction* (Page 3-3).
- Modify the Legend:
    - Future Town Center Main Street

- o Future Frog Pond Main Street [add a new line type]

- Add Brisband Steet as a Future Frog Pond Main Street [new line type] east of Stafford Road.
- Modify sections of Willow Creek Drive and 63rd Avenue to blue solid line (Collector) streets.
- Add 60th Avenue (north of Advance Road) as a blue dashed line (future Collector) street.
- Extend the blue solid linework (Collector) on Advance Road to City Limits to the east and on 60th Avenue to City Limits to the south.
- Add Sherman Drive and Brisband Street (west of Stafford Road) as grey streets.

FIGURE 3-4: FREIGHT ROUTES (PAGE 3-9)

Summary of changes:

- Modify the City Limits and UGB boundary lines in the Frog Pond area per the notes in *Figure 3-1: Roadway Jurisdiction* (Page 3-3).
- Add the following streets: Sherman Drive, Willow Creek Drive, Brisband Street, 63rd Avenue.

FIGURE 3-5: BICYCLE ROUTES (PAGE 3-11)

Summary of changes:

- Modify the City Limits and UGB boundary lines in the Frog Pond area per the notes in *Figure 3-1: Roadway Jurisdiction* (Page 3-3).
- Add Willow Creek Drive and 63rd Avenue as blue solid line (bike lane) streets.
- Add 60th Avenue (north of Advance Road) as a blue dashed line (future bike lane) street.
- Extend the blue highlights (future bike lane upgrade) on Advance Road to City Limits to the east and on 60th Avenue to City Limits to the south.
- Add Sherman Drive and Brisband Street as black streets.

FACILITY TYPES [TEXTBOX] (PAGE 3-12)

Summary of changes:

- Modify: Town Center ~~Area~~ Plan
- Add: Frog Pond East and South Master Plan

[NEW] FIGURE 3-14: FROG POND EAST AND SOUTH MASTER PLAN CROSS-SECTIONS (INSERT THREE NEW PAGES AFTER PAGE 3-21)

Summary of changes:

- Add Textbox: The Frog Pond East and South Master Plan (2022) includes some unique cross section standards for some of the new roadway extensions and upgrades to existing roadways. These cross sections include wider sidewalks and bicycle facilities to accommodate safer and increased multimodal access and connectivity within the Frog Pond East and South Neighborhoods. For any developments within or fronting these neighborhoods, please reference the Frog Pond East and South Master Plan for cross sections details.
- Stafford Road Urban Upgrade (UU-06)
- Advance Road Urban Upgrade (UU-10)
- Brisband Main Street (RE-17)
- Local Street (South of Meridian Creek Middle School)
- 60th Avenue Collector (North of Advance Road) (RE-12C)
- 60th Avenue Collector (South of Advance Road) (RE-12B)

[PREVIOUSLY FIGURE 3-14] FIGURE 3-15: ACCESS MANAGEMENT INTEREST AREAS (PAGE 3-23)

Summary of changes:

- Rename the figure from Figure 3-14 to Figure 3-15.
- Modify the City Limits and UGB boundary lines in the Frog Pond area per the notes in *Figure 3-1: Roadway Jurisdiction* (Page 3-3).
- Add the following streets: Sherman Drive, Willow Creek Drive, Brisband Street, 63rd Avenue.

Change the associated text (Page 3-25):

- "The Basalt Creek Parkway… as shown in Figure 3-15."

CHAPTER 4: THE NEEDS

FIGURE 4-5: TRANSIT SERVICE COVERAGE GAPS (PAGE 4-13)

- Added a text box and circle to the Frog Pond area that reads "Refer to the Frog Pond East & South Master Plan for transit improvements in this area

CHAPTER 5: THE PROJECTS

The following changes are recommended to Chapter 5 of the City of Wilsonville's TSP.

TABLE 5-1: HIGHER PRIORITY PROJECT COSTS (PAGE 5-4)

Change associated text:

- As shown in Table 5-1, the Higher Priority projects would cost a total of approximately $263.6 million.

Change the following text in Table 5-1:

PROJECT TYPE	COST ESTIMATE
Roadway Extensions	$89,400,000
Roadway Widening	$34,400,000
Urban Upgrades	$81,480,000
Spot Improvements	$27,053,000
Standalone Bicycle and Pedestrian Improvements	$30,803,000
Transit Improvements	$500,000
Total Higher Priority Project Costs	**$263,636,000**

FIGURE 5-2: HIGHER PRIORITY PROJECTS (PAGE 5-5)

Summary of changes:

- Add/modify same projects as *Figure 5-4: Higher Priority Projects (Northeast Quadrant)* (Page 5-9).
- Modify the Roadway Widening/Upgrade Main Street classification to say 'Town Center Main Street', modify the Roadway Extensions Main Street classification to say 'Future Town Center Main Street', and add a new line type under Roadway Extensions with the title 'Future Frog Pond Main Street'.

TABLE 5-3: HIGHER PRIORITY PROJECTS (NORTHEAST QUADRANT) (PAGE 5-8 AND INSERT NEW PAGE AFTER 5-8)

Change or add the following text to the table:

PROJECT	DESCRIPTION	COST
RE-12B: Frog Pond South Neighborhood Collector Roads	Construct the collector roadways within the south neighborhood as identified in the Frog Pond East & South Master ~~Area~~ Plan.	$6,840,000

PROJECT	DESCRIPTION	COST
RE-12C: Frog Pond East Neighborhood Collector Roads	Construct the collector roadways within the east neighborhood as identified in the East & South Master Plan.	$6,180,000
RE-17: Frog Pond Brisband Main Street Extension	Construct the Brisband Street extension east of Stafford Road under the new Frog Pond Main Street classification.	$3,950,000
UU-06: Stafford Road Urban Upgrade	Widen Stafford Road from Boeckman Road to City limits to three travel lanes and include multimodal improvements. Prohibit through and left turn movements from Frog Pond Lane onto Stafford Road with a median, but provide median breaks to allow for northbound and southbound left turns off Stafford Road. Install a crosswalk with median across Stafford Road.	$6,840,000
UU-10: Advance Road Urban Upgrade	Widen Advance Road from Stafford Road to City limits to three travel lanes and include multimodal improvements. Multimodal improvements on Advance Road should match the identified improvements on Boeckman Road to the west of Stafford Road.	$7,660,000
SI-12: Stafford Road/Kahle Road Roundabout	Install a single-lane roundabout at the intersection of Stafford Road/Kahle Road.	$6,170,000
SI-13: Stafford Road/Brisband Street Roundabout	Install a single-lane roundabout at the intersection of Stafford Road/Brisband Street.	$6,170,000
SI-14: Advance Road/60th Avenue Roundabout	Install a single-lane roundabout at the intersection of Advance Road/60th Avenue.	$3,950,000
BW-21: Advance Road Mid-block Pedestrian Crossing	Install a mid-block crosswalk with median between 60th Avenue and 63rd Avenue.	$125,000
BW-22: Advance Road Enhanced Crossing	Install an RRFB along Advance Road at one of three potential locations: 60th Avenue, 63rd Avenue, or mid-block between 60th Avenue and 63rd Avenue.	$60,000

PROJECT	DESCRIPTION	COST
BW-23: Stafford Road Enhanced Crossing	Install an RRFB along Stafford Road at Frog Pond Lane. Includes signage and median refuge island.	$60,000
SR-05: Meridian Creek Middle School Safe Routes to School Improvements	Install a school crosswalk across Advance Road at 63rd Avenue with advance school crosswalk signs on Advance Road.	$125,000
RT-07: ~~Revised~~ Frog Pond Regional Trail	Construct the regional trail identified in the Frog Pond Area Plan and other applicable master plans.	$6,940,000

FIGURE 5-4: HIGHER PRIORITY PROJECTS (NORTHEAST QUADRANT) (PAGE 5-9)

Summary of changes:

- Modify the grey quadrant boundary so that the Frog Pond South area is now included in this quadrant.
- Add a new line type under Roadway Extensions with the title 'Frog Pond Main Street'.

Add or modify the following projects to the figure:

- RE-12B: Frog Pond South Neighborhood Collector Roads (*Modification*): Extend the existing blue highlight on 60th Avenue to the UGB towards the south.
- RE-12C: Frog Pond East Neighborhood Collector Roads (*Addition*): Add a dashed blue line in the East neighborhood that extend directly north of the existing 60th Avenue from Advance Road, connecting to the Brisband Street extension.
- RE-17: Frog Pond Brisband Main Street Extension (*Addition*): Add a new dashed line type in the East neighborhood that extends directly east of the existing Brisband Street from Stafford Road, connecting to the 60th Avenue extension.
- UU-06: Stafford Road Urban Upgrade (*No Modifications Necessary*)
- UU-10: Advance Road Urban Upgrade (*Modification*) – Extend the existing blue highlight on Advance Road to the UGB towards the east.
- SI-12: Stafford Road/Kahle Road Roundabout (*Addition*) – Add a green roundabout symbol to the Kahle Road/Stafford Road intersection.
- SI-13: Stafford Road/Brisband Street Roundabout (*Addition*) – Add a green roundabout symbol to the Brisband Street/Stafford Road intersection.
- SI-14: Advance Road/60th Avenue Roundabout (*Addition*) – Add a green roundabout symbol to the 60th Avenue/Advance Road intersection.

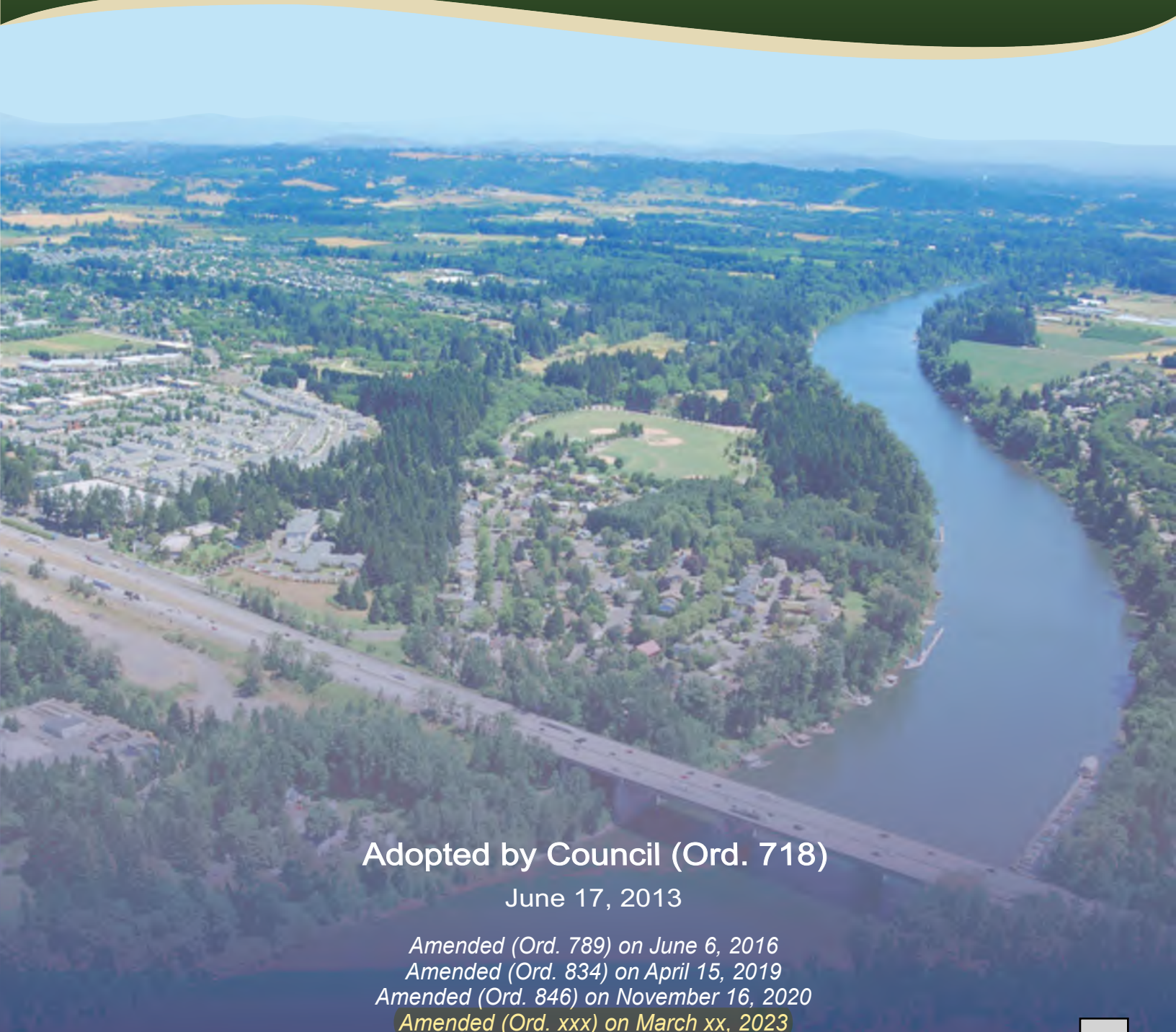
- BW-21: Advance Road Mid-block Pedestrian Crossing (*Addition*) – Add a yellow pedestrian sign to Advance Road between 60th Avenue and 63rd Avenue (in addition to the sign for BW-22).
- BW-22: Advance Road Enhanced Crossing (*Addition*) – Add a yellow pedestrian sign to Advance Road between 60th Avenue and 63rd Avenue (in addition to the sign for BW-21).
- BW-23: Stafford Road Enhanced Crossing (*Addition*) – Add a yellow pedestrian sign to Stafford Road at Frog Pond Lane.
- SR-05: Meridian Creek Middle School Safe Routes to School Improvements (*Addition*) – Add a green school symbol to the 63rd Avenue/Advance Road intersection.
- RT-07: Frog Pond Regional Trail (*Modification*) – Extend the existing green dashed line in the East neighborhood down through the South neighborhood.

FIGURE 5-6: HIGHER PRIORITY PROJECTS (SOUTHEAST QUADRANT) (PAGE 5-14)

Summary of changes:

- Modify the grey quadrant boundary so that the Frog Pond South area is greyed out (align with changes in northwest quadrant).
- Modify the Roadway Widening/Upgrade and Roadway Extensions classifications for Main Street instead read 'Town Center Main Street'.

Wilsonville
Transportation System Plan



Adopted by Council (Ord. 718)

June 17, 2013

Amended (Ord. 789) on June 6, 2016
Amended (Ord. 834) on April 15, 2019
Amended (Ord. 846) on November 16, 2020
Amended (Ord. xxx) on March xx, 2023

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Acknowledgements

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This report was prepared through the collective effort of the following people:

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Julie Fitzgerald
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Steve Hurst**

** Former City Councilor involved in the process prior to adoption

How to Use This Plan

The Wilsonville TSP consists of two parts:

- ***Main body***
  (This report)
- ***Technical Appendix***
  (Separate document containing resources used to develop this plan)

Various sections answer the following questions:

- ***Table of Contents***
  (What does the TSP include and where can I find it?)
- ***Glossary of Terms***
  (What do the words and acronyms mean?)
- ***Executive Summary***
  (What are the TSP's key findings?)
- ***Chapter 2: The Vision***
  (What are the City's vision, goals, and policies?)
- ***Chapter 3: The Standards***
  (What standards will guide improvements?)
- ***Chapter 5: The Projects***
  (Which projects does the City expect to be able to fund in the 20-year planning horizon?)
- ***Chapter 6: Programs***
  (What system management efforts is the City engaged in?)

Relationship to Other City Plans

The Wilsonville Transportation System Plan (TSP) replaces the 2003 TSP in its entirety. In addition, it updates and builds upon the 2006 Bicycle and Pedestrian Master Plan and the 2008 Transit Master Plan. Where these documents may be in conflict, the new TSP takes precedence. However, there are many helpful details provided in the prior plans, which should be used for added clarity and direction.

TSP Content and Layout

The sections of these documents are listed in the Table of Contents. Following the Table of Contents, a **glossary of terms** is included to help the reader better understand the terminology used in the report. Then, the **executive summary** provides an overview of the TSP and the key findings of each chapter.

The TSP chapters tell a story of how the City's planning efforts are helping the community achieve its desired transportation system. They explain the planning **context** (Chapter 1), the City's overall **vision** and related goals and policies (Chapter 2), and the **standards** that support progress towards that vision (Chapter 3). The chapters then identify the existing and future transportation **needs** (Chapter 4), the **projects** to resolve infrastructure needs (Chapter 5), and the **programs** that support ongoing management of the transportation system (Chapter 6). Finally, the last chapter lists **performance** measures to help the City determine if its planning efforts are leading to the desired outcomes (Chapter 7).

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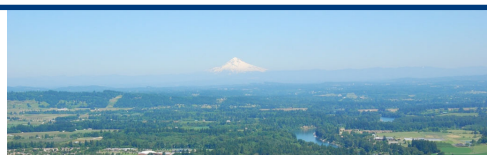

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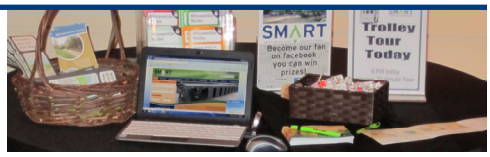

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Glossary of Terms

A

Access Management *is the use of various techniques to improve traffic flow and safety by reducing conflict points at intersections and driveways while providing reasonable access to individual properties.*

Additional Planned Project List *includes those projects that would contribute to the City's desired transportation system through 2035 but that were not included as "Higher Priority" projects due to estimated funding limitations. This list represents a coordinated transportation network and adequate facilities to serve the community through 2035.*

Alternative Fuels *are transportation energy sources other than gasoline, including batteries (i.e., electric vehicles) and compressed natural gas.*

Americans with Disabilities Act (ADA) *is Federal legislation that seeks to remove and prevent barriers experienced by individuals with disabilities. With regards to transportation, it affects infrastructure design (especially curb ramps and sidewalks) as well as transit serve requirements.*

Arterials *are roadways where a higher priority is placed on moving traffic rather than accessing individual parcels. The City has two arterial functional classifications: Major Arterial and Minor Arterial.*

B

Buffered Bike Lanes *are on-street bike facilities that include a striped buffer between the bike lane and motor vehicle travel lane. When on-street parking is provided, the parking is located curbside, with the bike lane remaining adjacent to the motor vehicle travel lane.*

Bicycle Routes *are the designated on- and off-street bicycle facilities that connect neighborhoods, schools, parks, community centers, business districts, and natural resource areas. They are intended to create a network that supports bicycle travel by residents of varying physical capabilities, ages, and skill levels.*

Bicycle Friendly Community (BFC) *is a campaign administered by the League of American Bicyclists and awards cities one of four designations (from lowest to highest: bronze, silver, gold, and platinum) to recognize its efforts to improve its bicycle facilities.*

C

Capital Improvement Program (CIP) *is the City's short-range 5-year plan that identifies upcoming capital projects and equipment purchases, provides a planning schedule, and identifies financing options. It provides an important link between the projects identified in the City's master plans and its annual budget.*

Collectors *are roadways intended to serve as a transition between mobility and access. They are the primary roadways that "collect" traffic from neighborhoods and deliver it to the arterial network.*

Comprehensive Plan *is the City's generalized, coordinated land use map and policy statement, which interrelates all functional and natural systems and activities relating to the use of lands, including sewer and water systems, transportation systems, recreational facilities, natural resources, and air and water quality management programs.*

Connectivity *refers to the ease of movement between the city's neighborhoods, schools, parks, and retail/industrial areas.*

Cycle Tracks *are a relatively new on-street bicycle facility type where additional separation is provided between motor vehicle travel lanes and the bicycle facility. When on-street parking is provided, the parking is located adjacent to the travel lane and the cycle track is moved adjacent to the curb. Cycle tracks can be one-way (similar to a buffered bike lane but*

with a physical separation) or two-way (where both directions are served on the same side of the street).

E

Enhanced Pedestrian Crossings *are striped crosswalks that include additional crossing treatments, such as traffic signs, center median islands, flashing beacons, and/or other safety enhancements.*

Environmental Justice *is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. (Source: U.S. EPA, Environmental Justice, Compliance and Enforcement, Website, 2007).*

F

Freight Routes *are roads designated by the City to connect the city's industrial and commercial sites with I-5 and other regional facilities. They are a useful tool for improving the coordination between freight and other travel modes.*

Functional Classifications *are designations assigned to public roadways to provide a hierarchy for managing them practically and cost effectively. For example, they provide a framework for identifying which street elements to include in a street's design. Wilsonville's classifications include, Major Arterial, Minor Arterial, Collector, and Local Street.*

H

Higher Priority Project List *includes the City's recommended projects reasonably expected to be funded through 2035. These are the highest priority solutions to meet the City's most important needs. These projects will inform the City's yearly budget and 5-year Capital Improvement Plan (CIP).*

I

Ice Age Tonquin Trail *is a partially-completed regional trail located in the southwestern portion of the Portland metropolitan area that would span approximately 22 miles and travel through the communities of Wilsonville, Sherwood, and Tualatin. This trail would provide an active transportation link between the Willamette and Tualatin Rivers, while enhancing local pedestrian and bicycle connectivity connecting to neighborhoods, businesses, schools, and parks.*

Intelligent Transportation System (ITS) *strategies involve the deployment and management of advanced technologies that collect and distribute information to both users and operator staff so they can most effectively use and manage the transportation system.*

Interchange Area Management Plans (IAMP) *are transportation and land use plans prepared jointly by the Oregon Department of Transportation and local jurisdictions to balance and manage transportation and land use decisions in freeway interchange areas to protect their function while also supporting the local street network.*

Implementation Measures *are City actions identified to put broader policies into action.*

L

Level of Service (LOS) *is a "report card" rating (A through F) based on the average delay experienced by vehicles at the intersection. LOS A, B, and C indicate conditions where traffic moves without significant delays. LOS D and E are progressively worse, and LOS F represents conditions where average vehicle delay has become excessive and demand has exceeded capacity, which is typically evident in long queues and delays.*

Low Impact Development (LID) *is an approach to development and infrastructure improvements that works with nature to manage stormwater as close to the source as possible (i.e., adjacent to the roadway).*

Local Streets *are roadways where a higher priority is placed on local access rather than mobility. They are usually lower volume, lower speed streets with a narrow cross-section and numerous driveways.*

M

Metro *is the elected regional government for the Portland metropolitan area and provides region-wide planning, policy making, and coordination to manage growth, infrastructure, and development issues that cross jurisdictional boundaries.*

Multimodal *refers to the integration of multiple travel modes, which include walking, bicycling, riding transit, or driving.*

P

Parking Management Plans *inventory bicycle and motor vehicle parking supply in high demand locations (for example, park-and-ride lots, transit stations, and commercial areas). They do not require parking limitations but instead ensure that deliberate decisions are being made regarding parking provision and management.*

Performance Measures *are quantitative tools (based on data) or qualitative tools (based on judgment) used to evaluate how effectively the transportation system is operating and/or progressing towards identified performance targets.*

Planning Horizon *is the future year (in this case, 2035) that is the basis of the Transportation System Plan's future needs assessment.*

Policies *are the principles or rules the City has developed to serve as its blueprint for making decisions regarding its transportation investments, including how the system is designed, constructed, operated, and maintained. The City's transportation policies guide actions relative to its development code, capital project investment, and other investments.*

R

Regional Transportation Functional Plan (RTFP) *codifies the requirements that local plans must comply with to be consistent with the Regional Transportation Plan.*

Regional Transportation Plan (RTP) *is the long-range blueprint to guide transportation planning and investment in the region.*

Roadway Extensions *are new transportation facilities that begin at the termini of existing roads and connect neighborhoods to one another and to other important destinations.*

S

Safe Routes to School (SRTS) *is a collaborative program between schools and local agencies that combines ongoing educational and outreach efforts with pedestrian and bicycle infrastructure improvements along routes used by school children.*

Shared-Use Paths *are a type of trail designed to be part of the transportation system that provide off-road routes for a variety of users, which principally include bicyclists and pedestrians.*

South Metro Area Regional Transit (SMART) *is a City department that operates several fixed bus routes serving Wilsonville and making connections to regional transit providers. SMART also manages various programs, including Dial-a-Ride (door-to-door service for elderly and disabled residents) and SMART Options (programs that support, educate, and encourage the use of active transportation modes and rideshare).*

Spot Improvements *are isolated intersection and safety improvements throughout the city.*

System Deficiencies *are performance, design, or operational constraints that limit travel by a given mode. Examples may include unsafe designs, bicycle and pedestrian connections that contain obstacles, inadequate intersection or roadway capacity, insufficient bus frequency, and congestion.*

System Development Charges (SDCs) *are a one-time fee charged to new developments based on land use and size. These funds are legally required to be used for capacity-related improvements.*

System Gaps *are missing connections or barriers in the urban transportation system that functionally prohibit travel for a given mode. While a gap generally means a connection does not exist, it could also be the result of a physical barrier (such as I-5, the Willamette River, other natural feature, or existing development) or a social barrier (including lack of information, language, education, and/or limited resources).*

T

Technical Advisory Committee (TAC) *consisted of agency staff from the City of Wilsonville and other local, regional, and state agencies that provided feedback on the Transportation System Plan deliverables throughout the update process.*

Transportation Demand Management (TDM) *refers to the implementation of strategies that support other travel choices (including other travel modes and travel during off-peak periods) in order to reduce traffic congestion.*

Transportation System Management and Operations (TSMO) *refers to strategies that improve the safety and efficiency of the transportation system in order to optimize the use of existing infrastructure.*

Transportation System Plan (TSP) *is the City's long-term transportation plan that guides the construction and operation of its transportation system. It is an element of its Comprehensive Plan and includes policies, projects, and programs that could be implemented through the City's Capital Improvement Plan, development requirements, or grant funding.*

U

Urban Growth Boundaries (UGB) *are regional boundaries that restrict where urban growth can occur in order to reduce urban sprawl and protect nearby natural resources.*

Urban Renewal Districts (URD) *are "blighted" areas where private development has stagnated or is not feasible and public funds are needed (and are raised through tax increment financing) to stimulate economic development, usually through the construction of supporting infrastructure.*

Urban Upgrades *are projects that widen existing roadways to meet the City's cross-section standards and often improve multimodal connectivity by adding bike lanes, sidewalks, and turn lanes that accommodate access to adjacent neighborhoods.*

V

Volume to Capacity Ratio (V/C) *is a decimal representation (typically between 0.00 and 1.00) of the proportion of capacity being used at a turn movement, approach leg, or intersection. A lower ratio indicates smooth operations and minimal delays. As the ratio approaches 1.00, congestion increases and performance is reduced. A ratio greater than 1.00 represents future conditions where demand is estimated to exceed capacity.*

W

Walk Friendly Communities *is a national recognition program developed to encourage cities across the U.S. to establish or recommit to supporting safer walking environments. It awards cities one of five designations (from lowest to highest: honorable mention, bronze, silver, gold, and platinum).*

Westside Express Service (WES) *is a commuter rail line serving Beaverton, Tigard, Tualatin, and Wilsonville that runs during the weekday morning and afternoon rush hours and provides service to Wilsonville's SMART Central transit center.*

Executive Summary

Introduction

The Wilsonville Transportation System Plan (TSP) is the City's long-term transportation plan and is an element of its Comprehensive Plan. It includes policies, projects, and programs that could be implemented through the City's Capital Improvement Plan, development requirements, or grant funding. The TSP's transportation planning story is outlined in the box at right, and the key findings of each TSP chapter are highlighted below.

The Context (See Chapter 1)

The 2013 TSP process built upon two decades of community planning to create a complete community transportation plan that integrates all travel modes. This update is needed to account for changing economic and social circumstances and to ensure consistency with state and regional planning policies. It also ensures the City will be prepared to support land use growth within the urban growth boundary through the 2035 planning horizon.

Most of the policies and projects come from prior adopted plans, including the Comprehensive Plan, 2003 TSP, 2006 Bicycle and Pedestrian Master Plan, and 2008 Transit Master Plan. While the TSP replaces the 2003 TSP in its entirety, it updates and builds upon the 2006 Bicycle and Pedestrian Master Plan and 2008 Transit Master Plan. Where these documents may be in conflict, the new TSP takes precedence.

The City's future financial outlook was also evaluated to identify the City's forecasted resources and financial limitations. The City draws upon multiple funding sources to manage, operate, and improve its transportation system. For capital improvement projects, the City relies heavily on developer contributions and fees (including system development charges) and urban

A Transportation Planning Story

The TSP chapters tell a story of how the City's planning efforts are helping the community achieve its desired transportation system:

- **Chapter 1: The Context** provides the background of the City's transportation planning efforts.
- **Chapter 2: The Vision** shares the City's visions of its desired transportation system.
- **Chapter 3: The Standards** outlines the standards the City is implementing to ensure ongoing progress towards its vision.
- **Chapter 4: The Needs** identifies the existing and anticipated needs of the transportation system through the 2035 planning horizon.
- **Chapter 5: The Projects** explains the transportation improvement projects that will allow the City to meet its infrastructure needs.
- **Chapter 6: The Programs** describes the ongoing transportation programs that help the City manage its transportation system.
- **Chapter 7: The Performance** lists the performance measures to be considered in subsequent TSP updates to determine if its planning efforts are leading to the desired outcomes.

renewal funds, which are primarily associated with new growth areas. With ongoing planning and investment in its transportation system, the City can continue to serve its residents, businesses, and the region.

The Vision (See Chapter 2)

As Wilsonville grows, it is essential for the community to work collaboratively toward its shared vision, which is summarized in the call-out box at right.

Transportation goals and policies form the bases for how the local transportation system will be developed and maintained through the TSP's 2035 horizon year. Wilsonville's seven transportation goals are identified in the table below. The City's vision and goals support a multimodal approach to transportation, which means that the system accommodates users of all travel modes.

Wilsonville's Transportation Vision

Wilsonville's coordinated multimodal transportation system is strategically designed and collaboratively built. Our system provides mode and route choices, delivering safe and convenient local accessibility to assure that Wilsonville retains its high levels of quality of life and economic health. Neighborhoods, employment centers, schools, shopping, and parks are connected by a network of streets and pathways that give residents options to easily get around town.

Our local accessibility is further enhanced through arterial connectivity with our neighboring communities, thereby providing excellent intercity and interstate mobility serving our residential and business needs. The system is designed, built and maintained to be cost effective and to maximize the efficient utilization of public and private funding.

Wilsonville's Transportation Goals

Goals		Description
1	**Safe**	Follow current safety practices for design, operations, and maintenance of transportation facilities.
2	**Connected and Accessible**	Provide all users with access to integrated facilities and services that connect Wilsonville's neighborhoods, parks, schools, employment centers, and retail areas to each other and to the surrounding region.
3	**Functional and Reliable**	Provide, manage, and maintain sufficient transportation infrastructure and services throughout Wilsonville to ensure functional and reliable multimodal and freight operations as development occurs.
4	**Cost Effective**	Utilize diverse and stable funding sources to implement transportation solutions that provide the greatest benefit to Wilsonville residents and businesses, while mitigating impacts to the city's social, economic, and environmental resources.
5	**Compatible**	Develop and manage a transportation system that is consistent with the City's Comprehensive Plan and coordinates with other local, regional, and state jurisdictions.
6	**Robust**	Encourage and support the availability of a variety of transportation choices for moving people and goods.
7	**Promotes Livability**	Design and construct transportation facilities in a manner that enhances the livability of Wilsonville and health of its residents.

The Standards (See Chapter 3)

Wilsonville's transportation standards ensure the City develops and operates consistent with its goals and vision. Wilsonville's six types of transportation standards are listed in the call-out box at right.

How well a street serves its users ultimately depends upon which elements are included, their dimensions, and how they relate to each other (all of which are informed by the City's standards). For example, streets designed consistent with adjacent land uses can contribute to the identity and character of a neighborhood and increase property values. They can also affect traffic speeds, reduce environmental impacts, and allow for safe multimodal use.

The Needs (See Chapter 4)

Wilsonville's transportation standards and policies serve as a benchmark for determining what needs exist throughout the city. The city's needs are categorized as gaps (missing connections or barriers in the transportation network) or deficiencies (shortcomings of the existing system). The TSP identifies the gaps and deficiencies that currently exist or are anticipated to arise through the 2035 horizon year as additional local and regional development occurs.

The Projects (See Chapter 5)

Many of the city's existing and future transportation needs can be addressed through capital improvement projects. The projects needed through 2035 were principally based on prior City plans.

Constructing all identified transportation projects would cost approximately $263.6 million, which exceeds the $123.4 million forecasted to be available through 2035. Therefore, the transportation projects were separated into two lists:

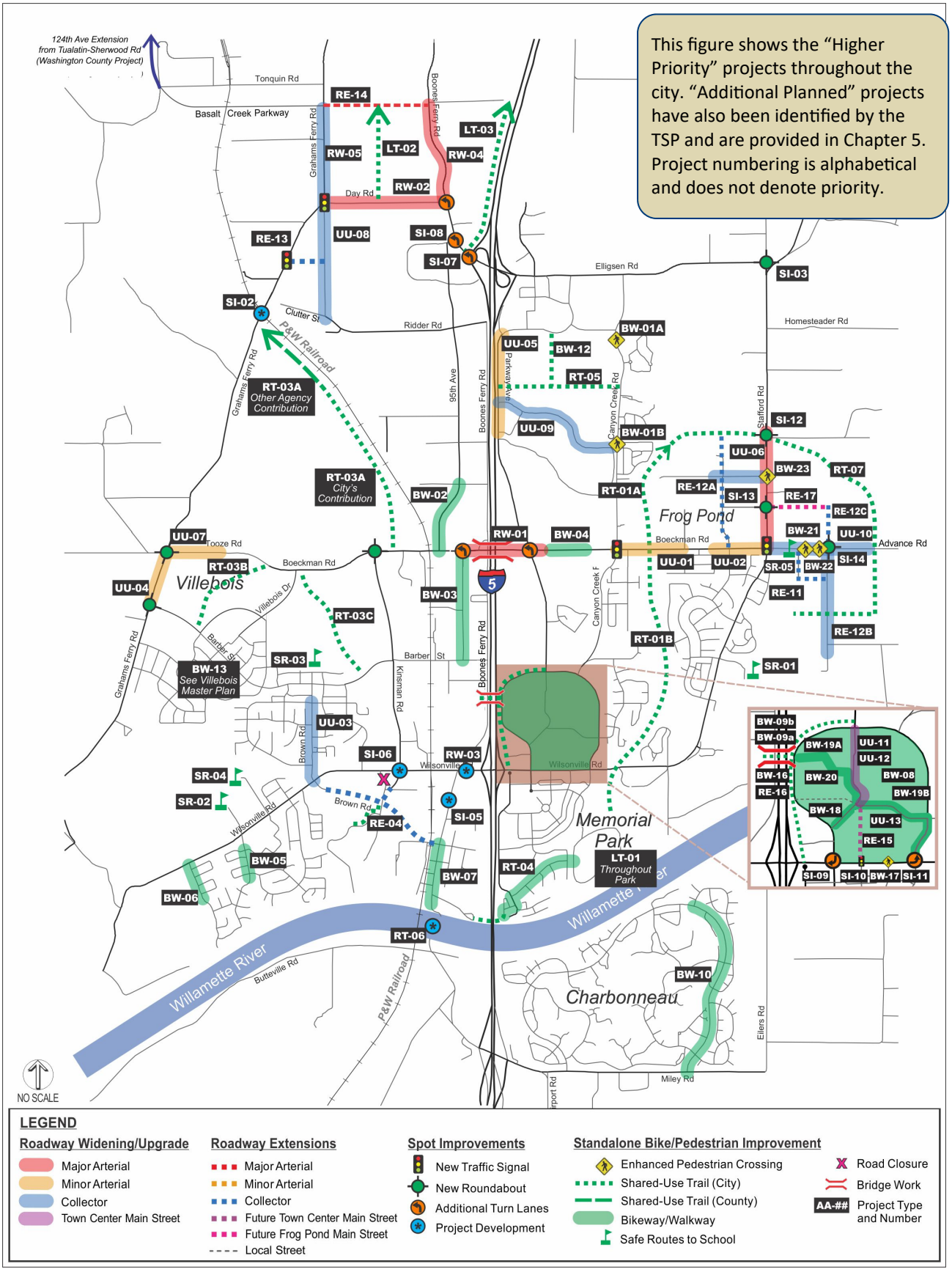
- The "Higher Priority" project list includes the recommended projects reasonably expected to be funded through 2035. These are the highest priority projects and will inform the City's yearly budget and 5-year Capital Improvement Plan (CIP). These projects are identified in the following figure (page v) and table (page vi).
- The "Additional Planned" project list includes those projects that would contribute to the City's desired transportation system through 2035 but that are not considered "Higher Priority" projects due to estimated funding limitations. These projects are identified in Chapter 5 and should be pursued as funding opportunities are available.

Wilsonville's Transportation Standards

Wilsonville's six types of transportation standards support its management of an effective multimodal transportation system:

- **Functional Classifications** provide a hierarchy for determining how streets should function and which street design elements to include.
- **Connectivity and Facility Spacing Standards** ensure that direct routes and travel options are available for all transportation users.
- **Freight Routes** connect the city's industrial and commercial sites with I-5 and other regional facilities and improve coordination between freight and other travel modes.
- **Bicycle Routes** connect neighborhoods, schools, parks, community centers, business districts, and natural resource areas to support bicycle travel by residents of varying physical capabilities, ages, and skill levels.
- **Cross-Section Standards** provide guidance for selecting and sizing various design elements to serve intended users' needs.
- **Access Management** balances the transportation system's need to provide safe, efficient, and timely travel with the need to allow access to individual properties.

Higher Priority Projects



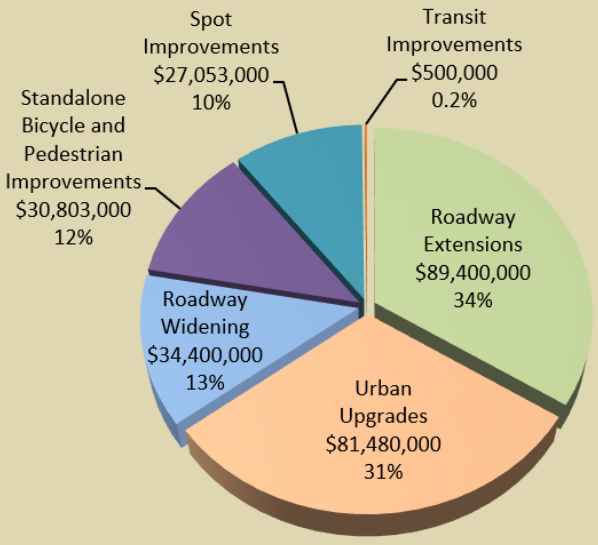
Higher Priority Projects
(Listed Alphabetically By Improvement Type)

No.	Higher Priority Project
Roadway Extensions (Multimodal Connectivity)	
RE-04A	Corridor Study for Brown Road Extension
RE-04B	Brown Road Extension (5th Street Connection)
RE-13	Java Road Connection and Signal
RE-11	Meridian Creek Middle School Site Improvements
RE-12A	Frog Pond West Neighborhood Collector Roads
RE-12B	Frog Pond South Neighborhood Collector Roads
RE-12C	Frog Pond East Neighborhood Collector Roads
RE-14	Basalt Creek Parkway Connection
RE-15	Park Place Extension
RE-16	Courtside Drive Extension
RE-17	Frog Pond Brisband Main Street Extension
Roadway Widening (Capacity)	
RW-01	Boeckman Road Bridge and Corridor Improvements
RW-02	Day Road Widening
RW-03	Widen Wilsonville Road East of Boones Ferry Road
RW-04	Boones Ferry Road Widening
RW-05	Grahams Ferry Road Widening
Urban Upgrades (Multimodal Connectivity and Safety)	
UU-01	Boeckman Road Dip Improvements
UU-02	Boeckman Road Urban Upgrade
UU-03	Brown Road Upgrades
UU-04	Grahams Ferry Urban Upgrade
UU-05	Parkway Avenue Urban Upgrade
UU-06	Stafford Road Urban Upgrade
UU-07	Tooze Road Urban Upgrade
UU-08	Garden Acres Road Urban Upgrade
UU-09	Printer Parkway Urban Upgrade
UU-10	Advance Road Urban Upgrade
UU-11	Park Place Redesign
UU-12	Park Place at Town Center Redesign
UU-13	Courtside Drive Upgrades
Spot Improvements (Transportation System Management/Operations)	
SI-02	Grahams Ferry Railroad Undercrossing Project Development
SI-03	Stafford Road/65th Avenue Intersection Improvements
SI-05	Curb Extension Removal on Boones Ferry Road
SI-06	Truck Turning Improvements SW Kinsman Road
SI-07	Dual Southbound Right Turn Lanes on I-5 Off-Ramp at Boones Ferry Road
SI-08	Boones Ferry Road/95th Avenue Access Management
SI-09	Wilsonville Road/Town Center Loop West Turn Lane Removal
SI-10	Wilsonville Road/Park Place Traffic Signal
SI-11	Wilsonville Road/Town Center Loop East Dual Turn Lanes
SI-12	Stafford Road/Kahle Road Roundabout
SI-13	Stafford Road/Brisband Street Roundabout
SI-14	Advance Road/60th Avenue Roundabout

No.	Higher Priority Project
Bikeways and Walkways (Standalone Pedestrian and Bicycle Improvements)	
BW-01 A/B	Canyon Creek Road Enhanced Pedestrian Crossings
BW-02	95th Avenue Sidewalk Infill
BW-03	Boberg Road Sidewalk Infill
BW-04	Boeckman Road Bike Lanes and Sidewalk Infill
BW-05	Willamette Way East Sidewalk Infill
BW-06	Willamette Way West Sidewalk Infill
BW-07	Boones Ferry Road Sharrows
BW-08	Town Center Loop Pedestrian, Bicycle, and Transit Improvements
BW-09a	I-5 Bike/Pedestrian Bridge
BW-09b	I-5 Bike/Pedestrian Bridge Gateway Treatments
BW-10	French Prairie Drive Pathway
BW-12	Parkway Center Trail Connector
BW-13	Villebois Loop Trail
BW-14	Wayfinding Signage
BW-15	Property Acquisitions for Bike/Ped Connectivity
BW-16	Town Center Loop West Bicycle Lanes
BW-17	Wilsonville Road/Rebekah Street Enhanced Pedestrian Crossing
BW-18	Park Place Promenade
BW-19a	Cycle Track: Ped/Bike Bridge to Town Center Park
BW-19b	Cycle Track: Town Center Loop East
BW-20	West Promenade
BW-21	Advance Road Enhanced Mid-block Pedestrian Crossing
BW-22	Advance Road Rectangular Rapid Flashing Beacon (RRFB)
BW-23	Stafford Road Rectangular Rapid Flashing Beacon (RRFB)
Safe Routes to School (Standalone Pedestrian and Bicycle Improvements)	
SR-01	Boeckman Creek Primary Safe Routes to School Improvements
SR-02	Boones Ferry Primary Safe Routes to School Improvements
SR-03	Lowrie Primary Safe Routes to School Improvements
SR-04	Wood Middle School Safe Routes to School Improvements
SR-05	Meridian Creek Middle School Safe Routes to School Improvements
Local Trails (Standalone Pedestrian and Bicycle Improvements)	
LT-01	Memorial Park Trail Improvements
LT-02	Basalt Creek Canyon Ridge Trail
LT-03	I-5 Easement Trail
Regional Trails (Standalone Pedestrian and Bicycle Improvements)	
RT-01A	Boeckman Creek Trail (North)
RT-01B	Boeckman Creek Trail (South)
RT-03A	Tonquin Trail (North)
RT-03B/C	Tonquin Trail (Villebois)
RT-04	Waterfront Trail Improvements
RT-05	Wiedemann Road Trail
RT-06	Willamette River Bike/Pedestrian/Emergency Bridge Project Dev.
RT-07	Frog Pond Regional Trail
Transit Improvements	
TI-01	Pedestrian Access to Transit
TI-02	Transit Street Improvements

Wilsonville's "Higher Priority" project list includes several project types. The pie chart below provides the cost breakdown by project type. The highest costs would be incurred for the three roadway improvement types, which include facility improvements for all travel modes.

Higher Priority Project



Estimated Funding Available through 2035 for Capital Improvements

Funding Source	Estimated Capital Funding through 2035
Street System Development Charges (SDCs)	$42 million
Developer Contributions	$30 million
West Side Plan – Urban Renewal District (URD)	$27 million
Year 2000 Plan – Urban Renewal District (URD)	$5 million
Park System Development Charges (SDCs)	$0.7 million
Local/Regional Partnerships	$2.9 million
Grants	$3.2 million
State and Federal Funding	$12.6 million
Total Funds	**$123.4 million**

To fund its capital improvements projects, the City relies heavily on developer contributions and fees (including system development charges) and urban renewal funds, which are primarily associated with new growth areas. The table to the lower left lists the estimated funding available for capital improvements through the 2035 planning horizon year.

The Programs (See Chapter 6)

Wilsonville's transportation programs (listed below) also play an important role in the City's ongoing efforts to provide a coordinated, cost-effective, multimodal transportation system. Well-run programs help extend the service life of the City's infrastructure improvements and increase the value of transportation investments. The City's Community Development and SMART Transit departments are responsible for managing the majority of its transportation programs.

Transportation Programs

Wilsonville has various transportation programs that support ongoing operations and services:

- Capital Improvement Program (CIP)
- Safety (Proposed)
- Safe Routes to School
- ADA Comprehensive Access (Proposed)
- SMART Transit
- SMART Options and Transportation Demand Management (TDM)
- Intelligent Transportation System (ITS)
- Bike Smart and Walk Smart

The Performance (See Chapter 7)

Wilsonville's Transportation System Plan (TSP) provides policies, standards, projects, and programs that, when put into action, will improve the city's transportation system. By tracking appropriate performance measures in future TSP updates, the City can evaluate their progress.

The Context
Chapter 1

Wilsonville has a rich history as an important transportation connection between the north and south areas of the Willamette Valley. With ongoing planning and investment in its transportation system, the City can continue to serve its residents, businesses, and the region.

Prior to the arrival of non-indigenous settlers, the Willamette River served as a water route for Kalapuyan people. As settlers moved into the area in the early 1800's, the need arose for a way to cross the river. In 1847, Alphonso Boone, grandson of Daniel Boone, established Boones Ferry (located near the present day Boones Ferry Park) and an early settlement began providing needed support to the ferry.

Over time, steamboats, the railroad, and then Interstate-5 came to town—and Wilsonville continued to grow. In 1969, Wilsonville became a city. Shortly afterwards, the City began preparing planning documents to guide its development. As economic and social circumstances change and new state and regional planning policies are adopted, the City continues to improve and refine its planning efforts. In doing so, it takes a strategic approach to growth management.

By understanding the context surrounding its growth, the community can continue to build upon its rich history. The following pages provide a timeline of important events associated with Wilsonville's transportation planning history, current planning framework, and future growth. The City's future financial outlook is also provided to better frame the City's forecasted resources and challenges.

By understanding its . . .

- ***Unique history,***
- ***Current planning framework,***
- ***Future growth areas, and***
- ***Financial outlook,***

Wilsonville can continue to . . .

- ***Manage growth,***
- ***Serve its residents and business, and***
- ***Be an important transportation connection for the region.***

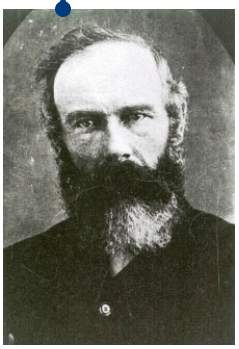
Transportation Planning History in Wilsonville

Early 1800's
Wilsonville area (traditional territory of the Kalapuyan people) was settled by people other than the indigenous Native Americans.

Early 1900's
Steamboats were used as the primary mode of shipping.

Pre-1960's
Before the construction of Interstate-5 and the Boone Bridge, personal automobiles had to be ferried across the Willamette River.

Early 1800's | 1900 | 1910 | 1920 | 1930 | 1940 | 1950

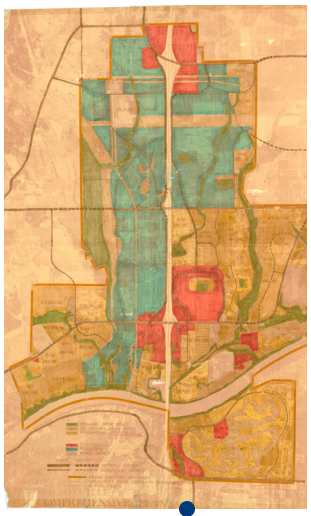


1847
Alphonso Boone, grandson of Daniel Boone, established Boone's Ferry across the Willamette River.

1950's
The Interstate-5 freeway system was built.

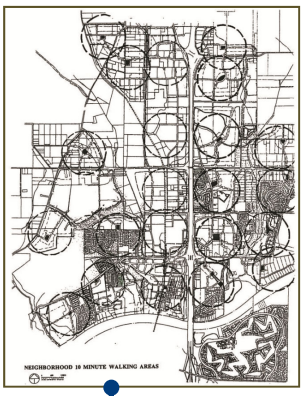
1908
Railroad comes to the area.

1975
The City adopted a new Comprehensive Plan Map, which included its first urban growth boundary. The 1982 Comprehensive Plan Map is shown at right.



1980
The City's new Comprehensive Plan was adopted and included a Transportation chapter with reduced street widths (3-5 lane arterials and 2-3 lane collectors). The street system concept included a series of loops increasing in size as travelers move from neighborhoods to arterials. The plan also recognized connectivity barriers, including I-5, the Willamette River, the railroad, and topography. Population 2,920.

1990's
The City undertook various community planning efforts that addressed transportation issues, including connectivity, by identifying walkable neighborhoods using a ¼-mile radius.



1971
Wilsonville completed it's first General Plan, which envisioned wide streets (5-7 lane arterials and 3-5 lane collectors). The plan did not address connectivity or alternative travel modes.

1989
Wilsonville withdrew from TriMet's service district and established its own transit service.

1960 | 1970 | 1980 | 1990 | 2000

January 1, 1969
Wilsonville became a city and was named after early postmaster Charles Wilson. Population approximately 1,000.

1973
Oregon Senate Bill 100 creates new land use plan requirements

Results of Senate Bill 100

Statewide

- Established the Land Conservation and Development Commission (LCDC)
- Empowered the Commission to adopt Statewide Planning Goals

Requirements for Wilsonville

- Adopt a Comprehensive Plan and implementing ordinances (dominant legal documents directing land use and development) in conformance with the Statewide Planning Goals
- Coordinate plans with affected units of government (now includes Washington County, Clackamas County, and Metro)

1990
Population 7,705.

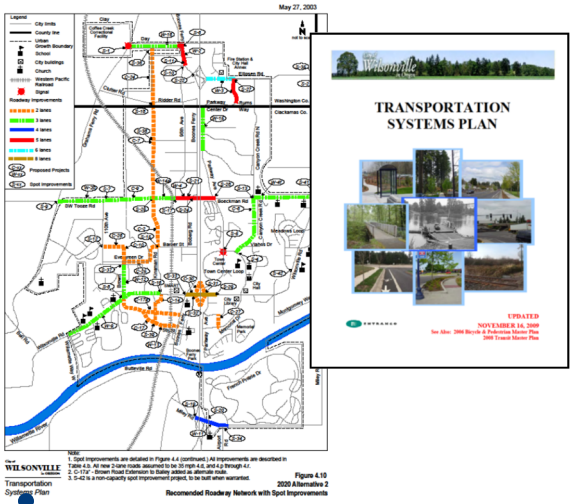
November 1992
Metro Charter approved by two-thirds of region's voters, establishes growth management as Metro's primary task and gives Metro's elected Council broad powers, affecting city and county planning programs throughout the region.

1994
WART (Wilsonville Area Rapid Transit) becomes SMART (South Metro Area Rapid Transit)

1994
Metro adopts the 2040 Growth Concept, its long-range plan to guide the region's growth and development for 50 years. With its adoption Wilsonville joined other cities and counties as active participant in regional planning efforts.

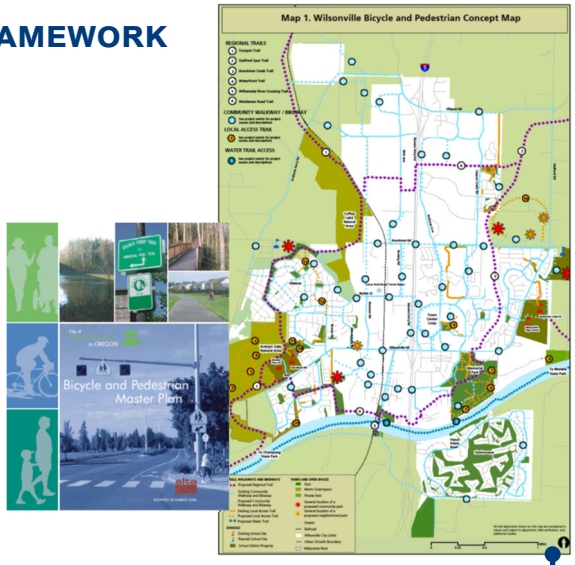
1999 and 2000
The State of Oregon adopts its 1999 Highway Plan and Metro adopts its first Regional Transportation Plan (RTP). Population 13,991.

Current Transportation Planning Framework



2003 Transportation Systems Plan (TSP)

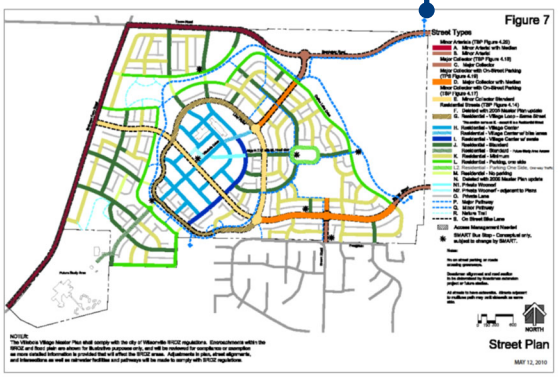
The City replaced the transportation chapter of its Comprehensive Plan to comply with state mandates, develop transportation standards, address problem areas, revise forecasts (2020 horizon year), and provide transportation planning guidelines for all travel modes.



2006 Bicycle and Pedestrian Master Plan

The City replaced the bicycle and pedestrian chapters of the 2003 TSP with new prioritized project lists providing community and regional connectivity between parks, neighborhoods, schools, and commercial and industrial areas.

2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007



2001 Villebois Village Master Plan

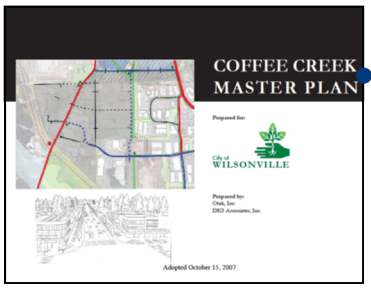
A Master Plan was prepared to guide the development of a 480-acre area on the west side of the city into an urban village based on the guiding principles of connectivity, diversity, and sustainability.

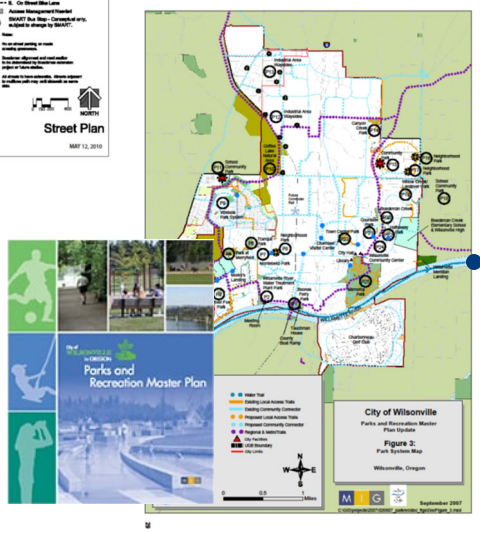
2006 Public Works Standards

Standards were provided for constructing public facilities, including streets, trails, and related infrastructure.

2007 Coffee Creek Master Plan

A Master Plan was prepared to guide development of 220-acre area on north side of city into industrial area.



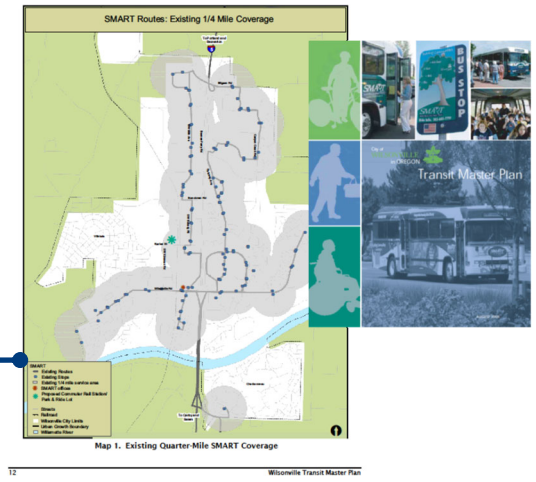


2007 Parks and Recreation Master Plan

The City prepared a plan for achieving a comprehensive and interrelated system of parks, recreation, and natural areas that promote connectivity throughout the city and support the 2006 Bicycle and Pedestrian Master Plan.

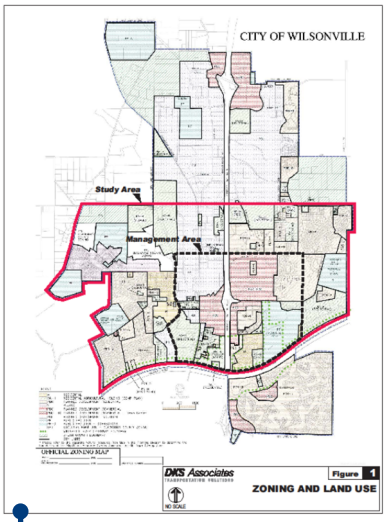
2008 Transit Master Plan

The City replaced the transit element of the 2003 TSP with new recommendations to increase and improve transit service and reduce the demand on roads and parking.



2009

TriMet begins operating its Westside Express Service (WES) commuter rail line, which has its southern terminus at Wilsonville's transit center.

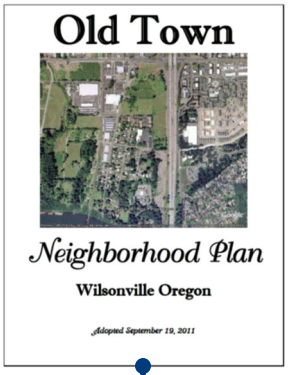


2009 Wilsonville Road Interchange Area Management Plan (IAMP)

A plan was prepared to identify how the City and ODOT will collaborate to improve the I-5 exit (#283) to serve planned growth. Population 17,940.

2011 Old Town Neighborhood Plan

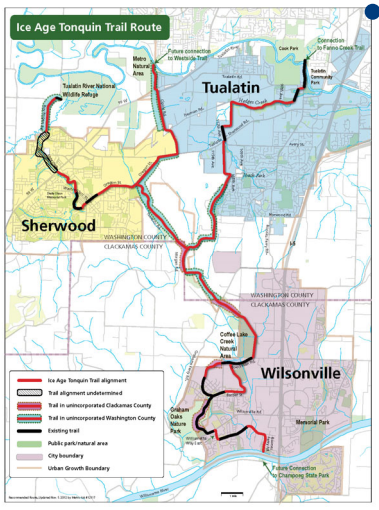
A plan was prepared to ensure Old Town's unique character is maintained and enhanced.



2008 | 2009 | 2010 | 2011 | 2012

2010 Regional Transportation Plan (RTP) and Regional Transportation Functional Plan (RTFP)

Plans were prepared to provide a long-range blueprint for all modes of transportation throughout Portland region and support Metro's 2040 Growth Concept. The plans identified improvements focused on mobility corridors (e.g., Tigard/Wilsonville) and required compliance by local jurisdictions.



2012 Ice Age Tonquin Trail Master Plan

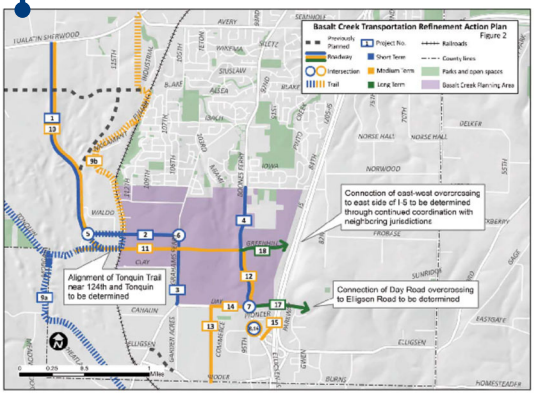
A plan was prepared to provide information needed to complete and connect 22 miles of trails within and between the cities of Wilsonville, Tualatin, and Sherwood. Approximately half of the 5 miles within Wilsonville City limits have already been completed.

2012 Stormwater Master Plan

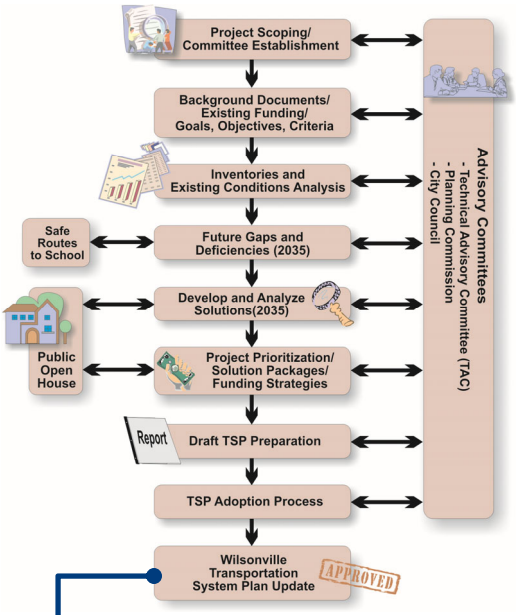
The City prepares a stormwater program that supports quality of life and meets regulatory requirements. The plan also includes resources for improved street cross-sections.

2012 Basalt Creek Transportation Refinement Plan

A plan was prepared to refine the major transportation improvements connecting I-5 to Tualatin-Sherwood Road through the unincorporated area to the north to support future development of the Basalt Creek area.



Future Transportation Growth and Planning Needs



2013 Transportation System Plan (TSP) Update

The updated TSP envisions transportation improvements needed through 2035 horizon year for all travel modes based on revised traffic forecasts and integration of prior transportation planning efforts. It updates the transportation improvement project list, standards, programs, and performance measures to support City efforts to accomplish its vision and goals and to comply with new Regional Transportation Plan requirements.

Next Transportation System Plan (TSP) Update (In Approximately 5-10 Years)

In the future, the City will update its TSP to respond to transportation, land use, environmental, population growth, economic, and social changes. Updates may also be triggered by regulatory changes at the state, regional, and local levels, including changes in Metro's Regional Transportation Plan (RTP).

2012-2015 Climate Smart Communities Scenario Project

Wilsonville is participating with Metro and the surrounding jurisdictions in developing local strategies for reducing the region's greenhouse gas emissions. The project will help Wilsonville define specific goals that it can work towards to reduce pollution, create a healthy and equitable community, and nurture the economy.

(2016 - Present) TSP Amendments

The TSP will under go multiple amendments to include transportation projects from area plan documents, such as Basalt Creek, Town Center Plan, and Frog Pond Plans. This allows those transportation projects to compete for federal, state, and regional funding.

2035 Land Use Growth Assumptions

To ensure the City is prepared for local and regional growth, a 2035 horizon year was the basis of the 2012/2013 TSP update. The 2035 land use projections were based on the build-out of all vacant and underdeveloped lands within the Urban Growth Boundary (UGB) assuming Comprehensive Plan designations.

Table 1-1. Wilsonville Growth Forecasts

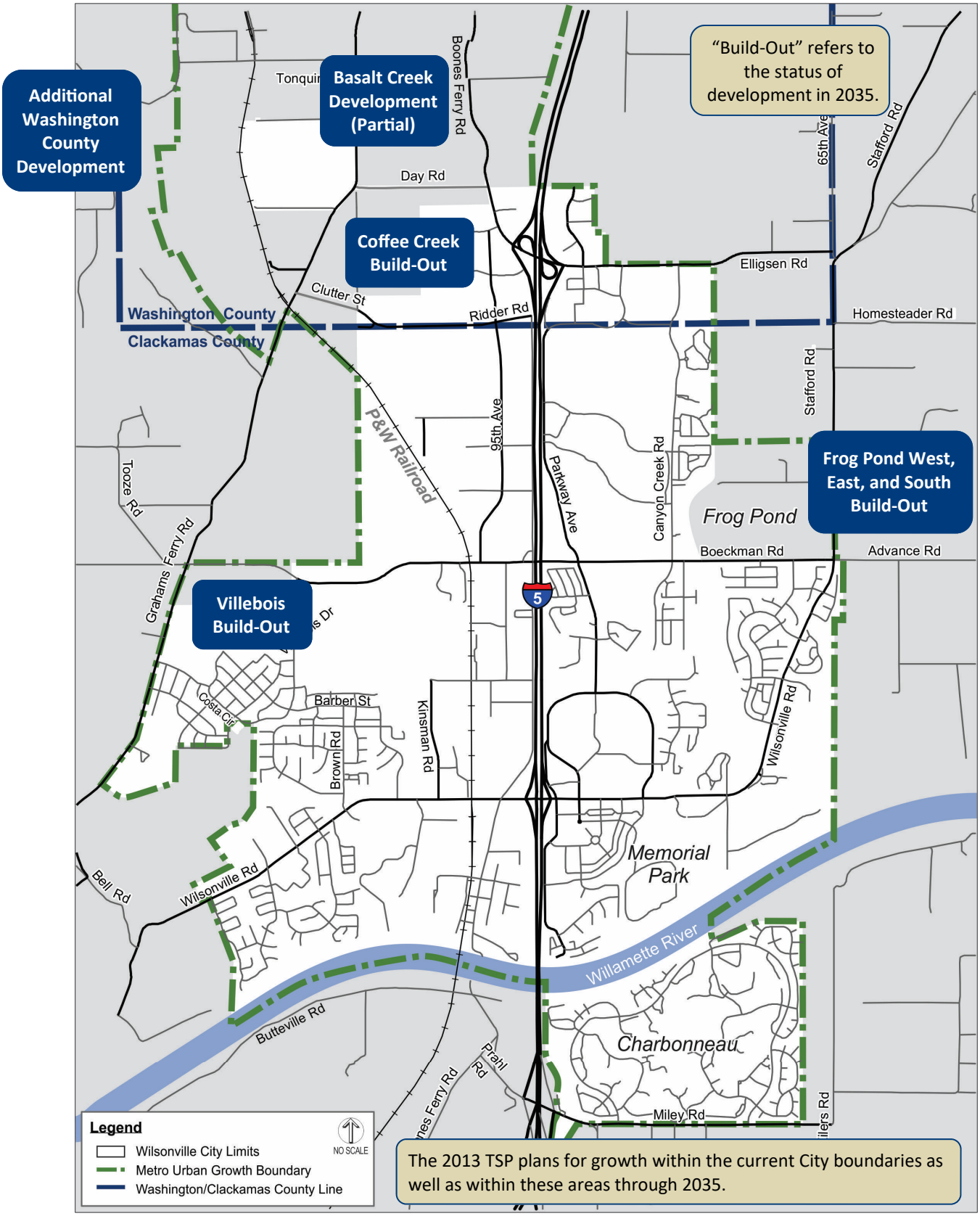
Land Use	Existing 2010 Land Use	Projected 2035 Land Use*
Total Households	**8,250**	**12,750**
Employees		
Retail Employees	2,500	3,600
Service Employees	4,900	9,200
Other Employees	11,000	19,050
Total Employees	**18,400**	**31,850**

*Note: 2035 land use estimates consistent with Metro forecasts

Wilsonville Growth From 2010 to 2035

- 50% More Households
- 75% More Employees

FIGURE 1-1. 2035 GROWTH AREAS



Funding Outlook

The City draws from multiple funding sources to pay for the construction, operation, and maintenance of its transportation infrastructure and services. Table 1 -2 lists the sources, how they are used, and what estimated amounts would be available.

Approximately $104 million is estimated to be available from City sources to fund transportation-related capital improvement projects through 2035. Additional contributions are expected to be available from regional, state, and federal sources to partially fund the City projects included in the Regional Transportation Plan (RTP). Corresponding estimates are provided in Chapter 5 for specific projects. Detailed discussion of funding sources and the City's funding outlook by transportation expenditure are provided in the *Existing Funding* memorandum included in the Appendix.

Because the available funds will be insufficient for the City to construct all of its transportation projects (expected to cost at least $170 million), Wilsonville must choose how to invest its available funding to best meet its needs through the year 2035.

Table 1-2. Estimated City Funding Available through 2035 for Capital Improvements

City Funding Source	Use	Estimated Capital Improvement Funding through 2035[a]
Street System Development Charges (SDCs)	Capital improvement projects that increase transportation system capacity	$42 million
Developer Contributions	Exactions related to development impacts, on-site facilities, and half-street frontage improvements	$30 million
West Side Plan – Urban Renewal District (URD)	Improvements made to reduce blight and attract development within the West Side Plan URD	$27 million
Year 2000 Plan – Urban Renewal District (URD)	Improvements made to reduce blight and attract development within the Year 2000 Plan URD	$5 million
Park System Development Charges (SDCs)	Bicycle and pedestrian projects between and through the City parks and the off-street trail system	$0.7 million
Road Maintenance Regulatory Fund[b]	Major street repairs and reconstruction (including slurry seals and overlays)	None (for maintenance only)
Road Operating Fund[b]	Roadway operations and minor repairs (including signal lights, striping, curbs, gutters, and potholes)	None (focused on operations)
Street Lighting Fund[b]	Ongoing street light maintenance, operations, and infill	None (for ongoing costs)
Transit Fund[b]	Transit operations and programs	None (for operations and maintenance)
Community Development Fund[b]	Planning, engineering, and other administration (e.g., City staff and supply costs)	None (for administration)
	Total City Funds	**$104.7 million**

[a] Estimated funding amounts are planning-level approximations based on review of past ten years of City projects and budget estimates. They assume current fee structures remain in place through 2035 as all vacant land within the City's urban growth boundary (UGB) is developed. They also assume current urban renewal plans.

[b] Because roadway operations and maintenance are expected to be covered by related funds, no contributions from these funds are assumed to be available for capital improvements.

The Vision
Chapter 2

As Wilsonville grows, it will be essential for the community to work collaboratively toward a shared vision. Understanding the goals, and specific steps to achieve them, is the best and most cost-effective way to create a beautiful, functional transportation system.

To guide Wilsonville's transportation planning and investment decisions, the community has developed a new vision statement, transportation goals, policies, and implementation measures.

Wilsonville's Transportation Vision

Wilsonville's coordinated multimodal transportation system is strategically designed and collaboratively built. Our system provides mode and route choices, delivering safe and convenient local accessibility to assure that Wilsonville retains its high levels of quality of life and economic health. Neighborhoods, employment centers, schools, shopping, and parks are connected by a network of streets and pathways that give residents options to easily get around town.

Our local accessibility is further enhanced through arterial connectivity with our neighboring communities, thereby providing excellent intercity and interstate mobility serving our residential and business needs. The system is designed, built and maintained to be cost effective and to maximize the efficient utilization of public and private funding.

Wilsonville envisions a transportation system that is . . .

- ***Strategically designed,***
- ***Collaboratively built,***
- ***Safe,***
- ***Convenient, and***
- ***Cost effective.***

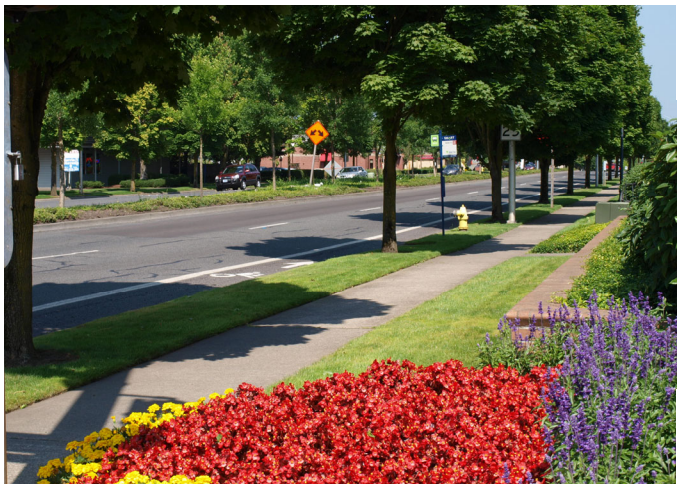
The result will be . . .

- ***Mode and route choices,***
- ***Quality of life,***
- ***Economic health,***
- ***Neighborhood connectivity, and***
- ***Mobility.***

Transportation Goals

The City of Wilsonville is responsible for managing a transportation system that efficiently and effectively transports people and goods within the city. This system should support the quality of life of residents and the economic vitality of businesses.

The City can best fulfill its responsibilities by working collaboratively with local and regional partners in developing a transportation system that achieves its seven goals, listed in Table 2-1.



Wilsonville Road's landscaping and streetscape provides an attractive environment for all users.

Table 2-1. Wilsonville's Transportation Goals

Goals	Description
1 Safe	Follow current safety practices for design, operations, and maintenance of transportation facilities.
2 Connected and Accessible	Provide all users with access to integrated facilities and services that connect Wilsonville's neighborhoods, parks, schools, employment centers, and retail areas to each other and to the surrounding region.
3 Functional and Reliable	Provide, manage, and maintain sufficient transportation infrastructure and services throughout Wilsonville to ensure functional and reliable multimodal and freight operations as development occurs.
4 Cost Effective	Utilize diverse and stable funding sources to implement transportation solutions that provide the greatest benefit to Wilsonville residents and businesses, while mitigating impacts to the city's social, economic, and environmental resources.
5 Compatible	Develop and manage a transportation system that is consistent with the City's Comprehensive Plan and coordinates with other local, regional, and state jurisdictions.
6 Robust	Encourage and support the availability of a variety of transportation choices for moving people and goods.
7 Promotes Livability	Design and construct transportation facilities in a manner that enhances the livability of Wilsonville and health of its residents.

Policies and Implementation Measures

Wilsonville's transportation policies serve as a blueprint for the City's investment in its transportation system. These policies cover a variety of areas, including how the system is designed, constructed, operated, and maintained.

The following polices all support the seven Transportation Goals. Each of the policy statements are supported by implementation measures that will guide City actions related to the development code, capital project investment, and other investments.

System Design

Policy 1. Provide a safe, well-connected, and efficient system of streets and supporting infrastructure for all travel modes.

Policy Areas

- ***System Design*** *(Policies 1-9)*
- ***Connectivity*** *(Policy 10)*
- ***Transportation System Management*** *(Policies 11-14)*
- ***Land Development Coordination*** *(Policies 15-16)*
- ***Agency Coordination*** *(Policies 17-21)*
- ***Goods Movement*** *(Policies 22-28)*
- ***Public Transit*** *(Policies 29-36)*
- ***Active Transportation: Pedestrians and Bicyclists*** *(Policies 37-42)*
- ***Interchange Management Areas*** *(Policy 43)*
- ***Transportation Funding*** *(Policies 44-46)*

Relationship of Policies and Implementation Measures

The City's policies support its seven Transportation Goals. Each policy statement may be supported by several implementation measures that will guide City actions relative to the development code, capital project investment, and other investments. Specific implementation measures, requirements, or standards will be included either in the TSP, the Development Code, Public Works Standards, or other implementing documents.

Implementation Measure (Policy 1):

1.a. Create a comprehensive signage and wayfinding system to assist all modes of transportation with navigating around the community.

Policy 2. Develop and maintain a transportation system that balances land use and transportation needs in a manner that enhances the livability and economic vitality of the city.

Implementation Measures (Policy 2):

2.a. Establish and maintain design standards for each arterial and collector street, in accordance with the Functional Street Classification System.

2.b. Refine the conceptual location of proposed new major streets identified in the TSP based on detailed engineering specifications, design considerations, and consideration of local impacts.

2.c. Evaluate the alignment and design of local streets on a project-by-project basis in coordination with the overall purposes of the TSP.

2.d. Dedicate all arterial and collector streets as public streets.

Policy 3. Support the use of alternative fuels by providing, or encouraging the provision of, needed infrastructure.

Implementation Measure (Policy 3):

3.a. Facilitate private sector exploration of alternative fuel technologies, including shared use of compressed natural gas fueling stations, and electric vehicle charging stations.

Policy 4. Provide a robust transportation system that provides all members of the community access to multiple travel mode choices.

Implementation Measures (Policy 4):

4.a. Provide pedestrian and bicycle connections between residential neighborhoods and major commercial, industrial, and recreational activity centers throughout the city, as shown in the Bicycle and Pedestrian Master Plan. Coordinate the system of pathways planned by adjacent jurisdictions to allow for regional travel.

4.b. Fill gaps in the existing sidewalk and off-street pathway systems to create a continuous network of safe and accessible bicycle and pedestrian facilities.

Policy 5. Design and manage the city street system to meet Level of Service (LOS) standard D. As may be approved by the City Council, possible exceptions to the LOS D standard are a change to LOS E on Boones Ferry Road and/or Elligsen Road, and on Wilsonville Road between and including the intersections with Boones Ferry Road and Town Center Loop West. Other capacity improvements intended to allow continued development without exceeding LOS E may also be approved by the City Council.

Policy 6. Evaluate, minimize, and balance the environmental impacts of new transportation projects.

Policy 7. Design the transportation system to be multifunctional by integrating stormwater management into the design of transportation facilities, as described in the Stormwater Master Plan.

Policy 8. Consider the needs of traditionally underserved citizens when planning and designing the transportation system, and identify targets and improvements to meet the specific needs of these populations.

Policy 9. Enhance transportation connections and choices in and between all parts of the city as a means for preserving the function and capacity of the existing system.

The recent Fred Meyer near the I-5/Wilsonville Road Interchange provides two electric vehicle charging stations for patrons to use for free to charge their vehicles while shopping.

Connectivity

Policy 10. Add system connections for all modes throughout the city's transportation system to improve access between neighborhoods, serve new development, and manage system performance.

Implementation Measures (Policy 10):

10.a. Promote the concept of a "walkable neighborhood" when advising developers and other agencies to ensure that logical connections are made to activity centers (e.g., schools, retail, and parks), and that such destinations can be reached on foot or by bicycle.

10.b. Where street connections are not possible, provide bicycle and pedestrian linkages to connect neighborhoods with each other and with surrounding destinations, except if prevented by physical barriers.

10.c. Where streets lack pedestrian and bicycle facilities, explore opportunities to fill these gaps.

A meandering sidewalk along Barber Street adjacent to the SMART Central at Wilsonville Station transit center supports connectivity by providing a safe and comfortable pedestrian environment with connections to transit.

Transportation System Management

Policy 11. Manage the transportation system to improve reliability and maximize efficient use of existing facilities.

Implementation Measures (Policy 11):

11.a. Continue to implement Transportation Demand Management measures through South Metro Area Regional Transit's SMART Options Program.

11.b: Manage access to improve safety and mobility in the city by applying access spacing standards, limiting access on arterials and at key identified intersections, and by preparing access management plans for interchanges.

Policy 12. Implement Intelligent Transportation System (ITS) improvements as identified in the Clackamas County ITS Plan.

Policy 13. Coordinate with Clackamas County, Washington County, and the Oregon Department of Transportation to implement system management and operations strategies on arterials and highways.

Policy 14. On- and off-street parking facilities are part of the transportation system, and will be managed and regulated to ensure sufficient parking is provided, maximize efficiency, minimize impacts to traffic in the right-of-way, and reduce environmental impacts. Over time as new development is planned in the Town Center area and the Westside Express Service (WES) commuter rail station area, the City will work with property owners to prepare parking management plans that manage supply and demand for parking areas.

Land Development Coordination

Policy 15. Review all land use/development proposals for consistency with the TSP.

Implementation Measures (Policy 15):

15.a. The City may approve local private streets through the Planned Development process, provided that adequate emergency access is available and that proper maintenance by private entities is ensured.

15.b. Any proposed change to the Comprehensive Plan or Zoning Maps that would result in additional trips above that allowed under the City's concurrency policies may be denied unless mitigation measures are identified and provided.

15.c. Consider only improvements listed in the Financially Constrained funding scenario of the Regional Transportation Plan, and/or in the City's Capital Improvement Plan (CIP), in determining the planned capacity, function and level of service of transportation facilities and services.

15.d. The Development Review Board or City Council may approve specific street design and alignment modifications through the planned development process. Such modifications shall be made in consideration of existing traffic volumes and the cumulative traffic generation potential of the land uses being developed.

Policy 16. Ensure new development and redevelopment provide connections to transit streets and facilities, providing protected street crossings, and bus stop amenities, if needed.

Villebois Village is the region's largest residential development and provides a variety of housing choices in a dense setting with wide open spaces, parks, and trails. It is located just west of the SMART Central transit center and WES Commuter Rail station .

Old Town Square, located near the I-5/Wilsonville Road interchange, provides a well-connected network of sidewalks and crosswalks and accommodates SMART Transit Route 4, which loops through the site.

"Connectivity is something I think is important within our transportation system. Having our schools not only connected to our neighborhoods, but neighborhoods connected to neighborhoods, and neighborhoods connected to retail and employment centers."

Marta McGuire
Planning Commission

Agency Coordination

Policy 17. Collaborate with the State, Metro, Clackamas and Washington Counties, and adjacent jurisdictions and transit agencies to develop and implement a Regional Transportation Plan that is complementary to and supportive of the City's Plan while addressing regional concerns. The City expects a reciprocal commitment from the other agencies. This policy recognizes that there is a need for a collective and cooperative commitment from all affected agencies to solve existing and future transportation problems. The City will do its part to minimize transportation conflicts, but it must also have the support of County, regional, State and Federal agencies to effectively implement this Plan.

Implementation Measure (Policy 17):

17.a. Advocate for the State, Metro, and Counties to improve regional transportation facilities which, due to inadequate carrying capacities, limits implementation of the City's Transportation Plan.

Policy 18. Work with ODOT, Metro, TriMet, Cherriots, and neighboring communities to maintain the capacity of I-5 through a variety of techniques, including requirements for concurrency, transit connections, continued development of a local street network within and connecting cities along I-5, access management, and completion of targeted improvements on I-5 such as auxiliary lanes, improvements at interchanges, etc.

Policy 19. Actively encourage the Federal Highway Administration, Federal Transit Administration, Oregon Department of Transportation, Clackamas and Washington Counties, Metro, TriMet, and Cherriots to improve regional transportation facilities and services.

Implementation Measure (Policy 19):

19.a. Consistent with the City's policy that needed public facilities and services are provided in advance of or concurrently with development, proposed land use changes within the I-5/Wilsonville Road Interchange Management Area (IMA) shall be consistent with planned future transportation projects.

19.b. Seek support from regional partners to construct connections that improve bicycle, pedestrian, and emergency vehicle access across the Willamette River.

19.c. Collaborate with Metro and surrounding jurisdictions to plan, and advocate for completion of, trails that link Wilsonville with neighboring jurisdictions as identified on the Regional Trails System Plan Map.

Policy 20. Work with neighboring jurisdictions to plan, fund, and implement a phased transportation network that serves southwest employment area growth while reserving I-5 interchange capacity for access to and from Wilsonville destinations.

Policy 21. Recognize the Aurora State Airport as a component of the state's transportation system and an economic asset to Wilsonville, while advocating that any expansion of the airport consider potential impacts (e.g., noise, pollution, and safety) to Wilsonville neighborhoods, area roadways, I-5 interchanges, agricultural operations, and the environment.

Goods Movement

Policy 22. Provide an adequate motor vehicle system that serves commercial vehicle/ truck traffic to and from the land uses they serve.

Policy 23. Consider the requirements for truck movement when designing all improvements in the public right of way on designated truck routes. Requirements include turn radii, sight distance, lane widths, turn pocket lengths, and pavement design.

Located along Interstate-5 just south of the Interstate-205 junction, Wilsonville is ideally situated as a freight hub in the region. The city is home to multiple distribution, manufacturing, and warehouse facilities.

Policy 24. Ensure that the needs of other transportation users are considered in the design and construction of freight improvements. Improvements that reduce freight vehicle impacts to bicyclists and pedestrians (particularly along identified bikeways and walkways) will be considered, including buffered bike lanes, enhanced pedestrian crossings, and other safety improvements.

Policy 25. Maintain access to the Willamette River so that the river may be used for transportation purposes in the future. Acquire or improve access to Willamette River for public docking purposes and consider the potential development of a new port or ports.

Policy 26. Assist with efforts to improve the viability of the railroad for freight.

Policy 27. Upgrade and/or complete the street network on the west side of I-5, including in the Coffee Creek and Basalt Creek areas, to serve the warehousing, distribution, and other industrial uses located there.

Policy 28. Coordinate with adjacent jurisdictions and the freight community to ensure that regional freight traffic is directed only toward the city's freight routes.

"A number of the companies that operate here in Wilsonville export outside the United States . . . that's why it is so important that we get to market as effectively and efficiently as possible as we can, but at the same time, our goal is to make it so transparent that the local residents are aware of it, but don't really have to deal with it."

Ray Phelps
Planning Commission

Public Transit

Policy 29. Increase public awareness of transit and other transportation options, such as walking and bicycling, so that individuals can make informed decisions.

Policy 30. Provide transit service which is coordinated, convenient, comfortable, and safe.

Implementation Measures (Policy 30):

30.a. Maintain transit service and expand as necessary to meet the demands of a growing population and employment base in Wilsonville.

30.b. Perform ongoing transit service updates, based on demand and available financial resources. Service updates will be considered following major roadway improvements, pedestrian and bicycle system completion, and master planned, or other major, development.

30.c. Construct transit stop amenities and implement technology improvements, as funding is available. Prioritize improvements in activity centers and when they can be constructed in coordination with land use development.

Policy 31. Create a sense of community ownership of the transit system by encouraging citizen involvement in the planning and development of transit facilities and services.

Policy 32. Develop a process for responding to public feedback regarding transit services, including additional service requests, bus routing, and transit stop amenities.

Policy 33. Guided by a transit-specific public feedback process, provide transit routes throughout the city so that transit stops are located within one-quarter mile walking distance from residents and businesses .

Policy 34. Establish a Transit Advisory Board comprised of interested stakeholders, including residents and employers, to guide future planning and decision-making regarding transit service.

Policy 35. Strive to improve air quality and traffic congestion by increasing transit efficiency, promoting transportation options, and implementing transportation system management.

Policy 36. Coordinate with other transit districts, including TriMet and Cherriots, to strengthen the efficiency and performance of the Wilsonville transit network.

Implementation Measures (Policy 36):

36.a. Advocate for TriMet to provide full day and Saturday service for its Westside Express Service (WES) commuter rail.

36.b. Advocate for the extension of WES to Salem.

Wilsonville's transit center, SMART Central at Wilsonville Station, is located at the corner of Baber Street and Kinsman Road. It is SMART's main transportation hub and includes a 400-stall park-and-ride lot, twelve bus bays, an operator break room, public restrooms, shelters, and a clock tower with security cameras. It also shares the site with TriMet's Westside Express Service (WES) commuter rail station. Wilsonville is WES's southern terminus.

Active Transportation: Pedestrians and Bicyclists

Policy 37. Provide facilities that allow more people to walk and bike, not only as low-impact transportation choices, but also to benefit the health and economy of the community.

Implementation Measures (Policy 37):

37.a. Encourage a balance between housing, employment, and commercial activities within the city so more people desire to live and work within Wilsonville, thereby reducing cross-jurisdictional commuting.

37.b. Increase densities and intensities of development in or near the Town Center area and in other locations where a multimodal transportation system can meet those needs.

37.c. Continue use of the Planned Development/Master Plan process to encourage developments that make it more convenient for people to use transit, walk, bicycle, and to drive less to meet daily needs.

37.d. Provide more and better options for travel between both sides of the freeway, the railroad, and the Willamette River.

37.e. Assist with efforts to improve the viability of rail for passenger service.

Bike lockers at the SMART Central at Wilsonville Station transit center provide secure storage for transit riders who use their bikes to complete a leg of their trip.

Pedestrians enjoy a casual stroll around the Villebois Sunday Market. The market uses Villebois Drive, which functions as a street when not being used for the market.

37.f. Consider reducing parking requirements where it can be shown that transit and/or bicycle pedestrian access will reduce vehicular trips.

37.g. Require new development to include sufficient and convenient bicycle parking, and encourage improvements to bicycle parking facilities throughout the community. Allow a range of bicycle parking solutions to address the specific needs of different users.

37.h. Construct stand-alone improvements to fill key gaps in the pedestrian and bicycle network, including Safe Routes to School projects and connections to transit stops, prioritizing low-cost and safety-related projects.

37.i. Improve the quality of the pedestrian environment by ensuring new public and private development meets a pedestrian quality standard that encourages walking for short trips and is fitting for the specific location.

Policy 38. Establish a Pedestrian and Bicycle Advisory Board comprised of interested stakeholders, including residents and employers, to guide future planning and decision-making regarding pedestrian and bicycle facilities.

Bicyclists riding north on Brown Road approach the Barber Street roundabout as they enter Villebois Village.

Policy 39. Improve and expand pedestrian and bicycle facilities throughout the community, with a focus on improved connectivity within the city and with the Regional bicycle and trails systems.

Policy 40. Ensure that pedestrian and bicycle networks provide direct connections between major activity centers (e.g., civic, recreation, employment, and retail centers) and minimize conflicts with other modes of transportation.

Policy 41 The planning, design, and construction of transportation projects should maintain or improve the accessibility and quality of existing and planned pedestrian and bicycle facilities.

Policy 42. Provide more enhanced pedestrian crossings (which may include pedestrian flashers, a median refuge, or other treatments) as a way to improve safety and connectivity in Wilsonville's transportation system.

Policy 43. Develop more transportation options within the city, increasing transportation demand management programming and improving walking, biking, and transit facilities.

Interchange Management Areas

Policy 44. Provide for an adequate system of local roads and streets for access and circulation within I-5 Interchange Management Areas (IMAs) that minimize local traffic through the interchanges and on the interchange cross roads.

Implementation Measures for I-5/Wilsonville Road IMA, subject to Interchange Area Master Plan (IAMP) (Policy 43) :

44.a. Require future development to plan for and develop local roadway connections consistent with the I-5/Wilsonville Road IAMP as part of the development permit approval process.

44.b. Require bicycle and pedestrian connections within the IMA for new development consistent with the City's Bicycle and Pedestrian Plan.

44.c. Implement system operational improvements, including signal synchronization, transportation demand management measures and incident management within the vicinity of the interchange to maximize the efficiency of the local street network and minimize the impact of local traffic on the interchange.

The Interstate-5/Wilsonville Road interchange serves as a key regional connection while also providing connectivity between east and west Wilsonville.

44.d. The City will require future development to adhere to access management spacing standards for private and public approaches on statewide highways as adopted in the Wilsonville Road IAMP.

44.e. The City will approve development proposals in the I-5/Wilsonville Road IMA only after it is demonstrated that proposed access and local circulation are consistent with the Access Management Plan in the I-5/Wilsonville Road IAMP.

44.f. Ensure that future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system.

44.g. Any proposed change to the Comprehensive Plan Map or existing zoning that would result in additional trips above that allowed under the current zoning and assumed in the I-5/Wilsonville Road IAMP must include a review of transportation impacts consistent with OAR 660-12-0060.

44.h. The City will provide notice to ODOT for any land use actions proposed within the I-5/Wilsonville Road IAMP Overlay Zone.

44.i. Eliminate or consolidate accesses on Wilsonville Road within one-quarter mile of the I-5 interchange as opportunities arise. Specific access management deficiencies were identified as part of the I-5/Wilsonville Road Interchange Area Management Plan (IAMP).

Implementation Measures for I-5/Elligsen Road Interchange (no adopted IAMP) (Policy 43 continued):

44.j. The City will require future development to adhere to access management spacing standards for private and public approaches on statewide highways as required by the Oregon Highway Plan.

44.k. Ensure that future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system.

44.l. Bicycle and pedestrian connections within the Interchange Area will be required for new development consistent with the City's Bicycle and Pedestrian Plan.

44.m. System operational improvements, including signal synchronization, transportation demand management measures and incident management shall be implemented within the vicinity of the interchange to maximize the efficiency of the local street network and minimize the impact of local traffic on the interchange.

44.n. Eliminate or consolidate accesses on Elligsen Road and Boones Ferry Road within one-quarter mile of the I-5 interchange as opportunities arise.

"One of Wilsonville's strengths is location with it's easy access to I-5. Almost any point in town is within easy access to one of the interchanges. Preserving the capacity of two interchange will be important for the City's future."

Katie Mangle
Long Range Planning Manager

Transportation Funding

Policy 45. Require each individual development to provide all collector and local streets, unless the benefit to the entire community warrants public participation in funding those collector streets.

Policy 46. The City will plan, schedule, and coordinate implementation of all transportation system improvements through the on-going five-year Capital Improvements Plan. A priority is given to eliminating existing gaps and deficiencies and in upgrading the structural quality of the existing arterial system.

Implementation Measures (Policy 45):

46.a. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.

46.b. The City shall pursue grants and other funding resources to assist the City with constructing infrastructure improvements, buying new transit buses, and making other transportation investments.

46.c. To ensure development of an adequate transportation system, the City shall collect a System Development Charge as development occurs. Funds collected shall be allocated through the Capital Improvements Plan as needed to provide capacity service.

Policy 47. Maintain a transportation financing program for the construction and implementation of transportation facilities, improvements, and services necessary to support the TSP, the Transit Master Plan, and the Bicycle and Pedestrian Plan. This program should be resourceful and innovative to ensure the City can make key transportation investments. Revenue sources may include public/private partnerships, Local Improvement Districts (LIDs), grants, etc.

SMART Transit's 21-passenger compressed natural gas (CNG) buses offer a clean burning fuel alternative to traditional diesel buses.

A family rides bikes together on Canyon Creek Road.

Looking southwest towards farmland and forests beyond Metro's urban growth boundary as Interstate 5's Boone Bridge and Portland and Western's Oregon Electric line railroad bridge cross the Willamette River. Wilsonville is Metro's southernmost city and provides an important connection to the rest of the Willamette Valley.

"Our city is great. We have done an excellent job in planning this community and being thoughtful, and maintaining that. But it is also important to look into the future and how we may grow and plan for that and find out what things continue to be a priority for our community."

Marta McGuire
Planning Commission

The Standards
Chapter 3

Wilsonville's transportation standards ensure the city develops consistent with its vision of supporting a multimodal transportation system that is strategically designed for optimum community function and benefit. A street's design determines how it will look and function. How a street looks and functions is ultimately dependent upon which street elements are included, their dimensions, and how they relate to each other.

The standards are intended to ensure appropriate design and create a consistent approach throughout the city as development and redevelopment occurs. Since the design of a street is so closely tied to how it performs and how people experience the city, it is important for Wilsonville to carefully consider how it wants its streets to look and function and then to design them accordingly.

Other City Documents with Transportation Standards

The transportation standards in this chapter cover a variety of areas that help inform other City documents:

- Standard Detail Drawings
- Public Works Standards
- Planning and Land Development Ordinance

Standards support the vision of a multimodal transportation system that is . . .

- ***Strategically designed and***
- ***Collaboratively built,***

Resulting in . . .

- ***Mode and route choices,***
- ***Safe and convenient local accessibility, and***
- ***Quality of life and economic health.***

How Standards Benefit the Transportation System

The transportation standards included in this chapter support the City's management of an effective multimodal transportation system:

- **Functional Classifications** provide a hierarchy for managing public roadways practically and cost effectively. They provide a framework for identifying which street elements to include in a street's design.
- **Connectivity and Facility Spacing Standards** ensure that direct routes and travel options are available for all transportation users.
- **Freight Routes** connect the city's industrial and commercial sites with I-5 and other regional facilities and improve the coordination between freight and other travel modes.
- **Bicycle Routes** connect neighborhoods, schools, parks, community centers, business districts, and natural resource areas to support bicycle travel by residents of varying physical capabilities, ages, and skill levels.
- **Cross-Section Standards** provide guidance for selecting and sizing various design elements to serve intended users' needs.
- **Access Management** balances the transportation system's need to provide safe, efficient, and timely travel with the need to allow access to individual properties.

Roadway Jurisdiction

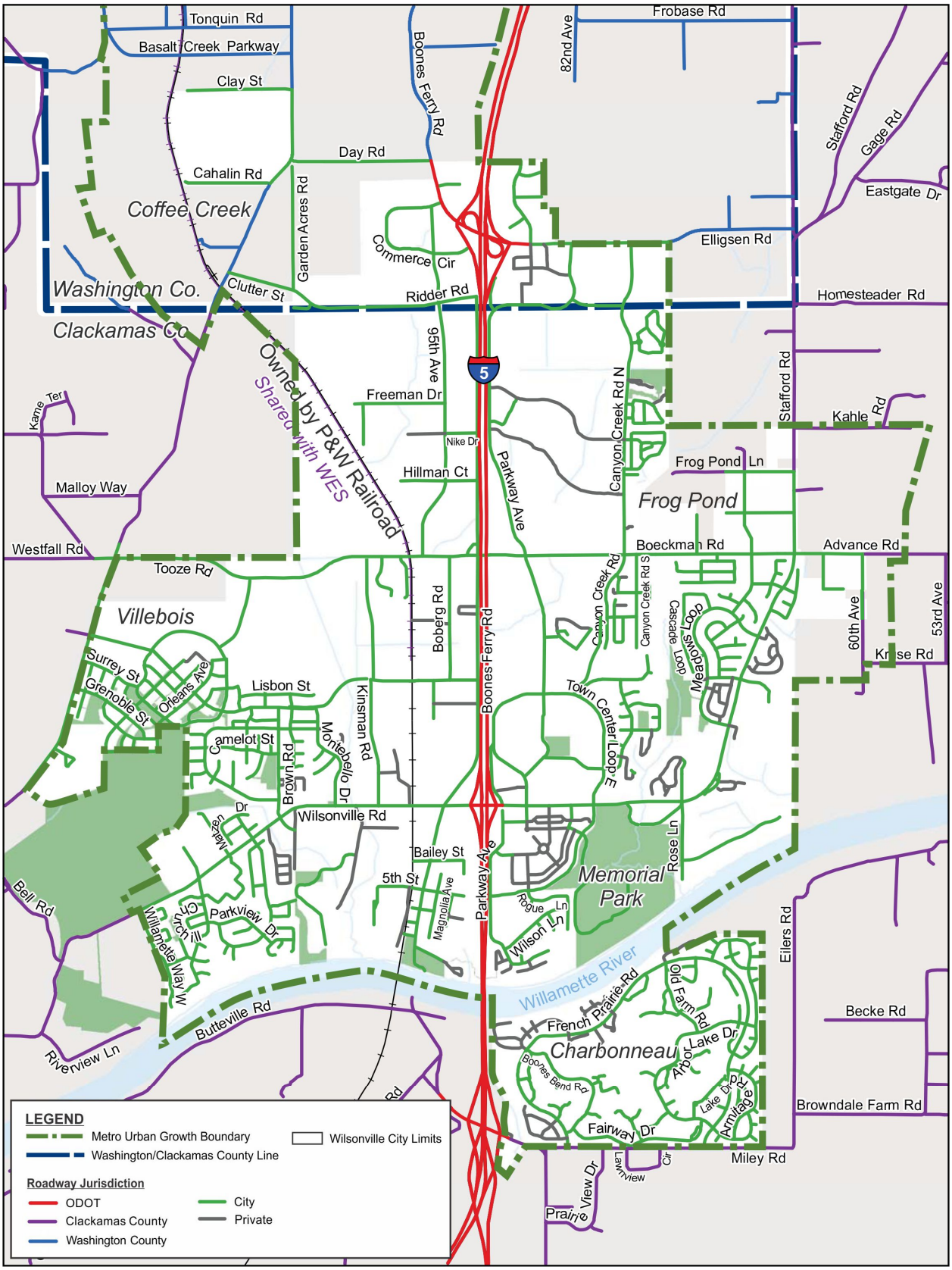
A roadway's jurisdiction affects who will have the ultimate authority over improvements and what standards apply. In the Wilsonville vicinity, there are four agencies with jurisdiction:

- **City of Wilsonville** has the majority of roadways within City limits.
- **Washington County** roadways are on the outskirts to the north of the city.
- **Clackamas County** roadways are on the outskirts to the east, west, and south of the city.
- **ODOT** has jurisdiction of Interstate-5, the corresponding interchange ramps, the portions of Elligsen Road and Boones Ferry Road between the Parkway Avenue and Day Road, and Wilsonville Road between Town Center Loop West and Boones Ferry Road.

As the City expands, it is expected that the county roadways in the immediate vicinity of the city will transfer jurisdictions to the City of Wilsonville. These roadways include Stafford Road, Advance Road, Elligsen Road, Frog Pond Lane, Clutter Street, and Grahams Ferry Road.

Looking north at Boones Ferry Road north of Day Road. Washington County recently received jurisdiction of this roadway from ODOT and will be constructing improvements that include roadway widening, bike lanes, and sidewalks.

FIGURE 3-1. ROADWAY JURISDICTION



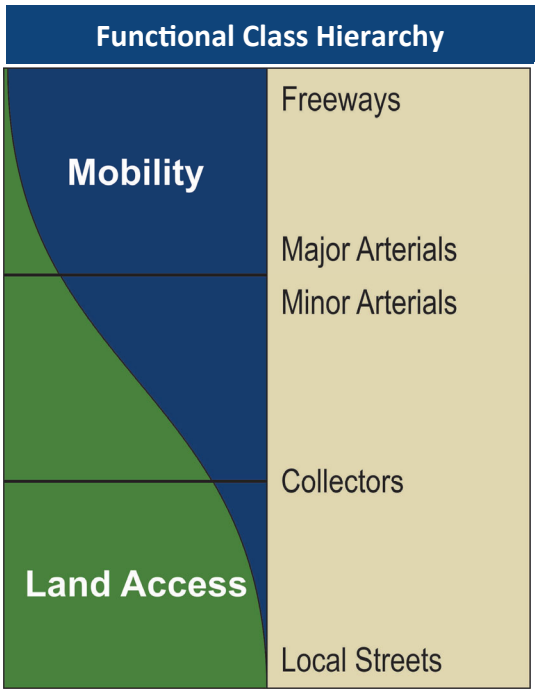
Functional Classification

The City's street functional classification system is an important tool for managing public roadways. It is based on a hierarchical system of roads (see diagram at right) where streets with a higher classification, such as arterial streets, emphasize a higher level of mobility for through-movement. They look and function very differently than a street with a lower classification, such as local streets, which emphasize the land access function.

Wilsonville has four functional classes:

- **Major Arterials** primarily connect the I-5 interchanges with major activity centers (i.e., Town Center and Argyle Square) but also include the key connections requiring additional travel lanes (i.e., Boeckman Road bridge over I-5 and Stafford Road). They generally have four or more travel lanes, bicycle lanes, and limited access (preferably connecting with minor arterials).
- **Minor Arterials** serve as the direct connections through town and usually do not penetrate identifiable neighborhoods. They generally have two or three travel lanes, bicycle lanes, and consolidated access to larger developed areas and neighborhoods.
- **Collectors** provide traffic circulation within residential, commercial, and industrial areas and serve to funnel traffic from neighborhoods to the arterial street network. They have two or three travel lanes, bicycle lanes, optional on-street parking, and minor access restrictions.
- **Local Streets** are located within residential, commercial, and industrial areas and discourage through movement. They allow on-street parking and ensure that every parcel is accessible for all modes.

The roadway classifications throughout the city are shown in Figure 3-2. These classifications provide a vision of how these roadways should be designed and constructed as improvements are made.

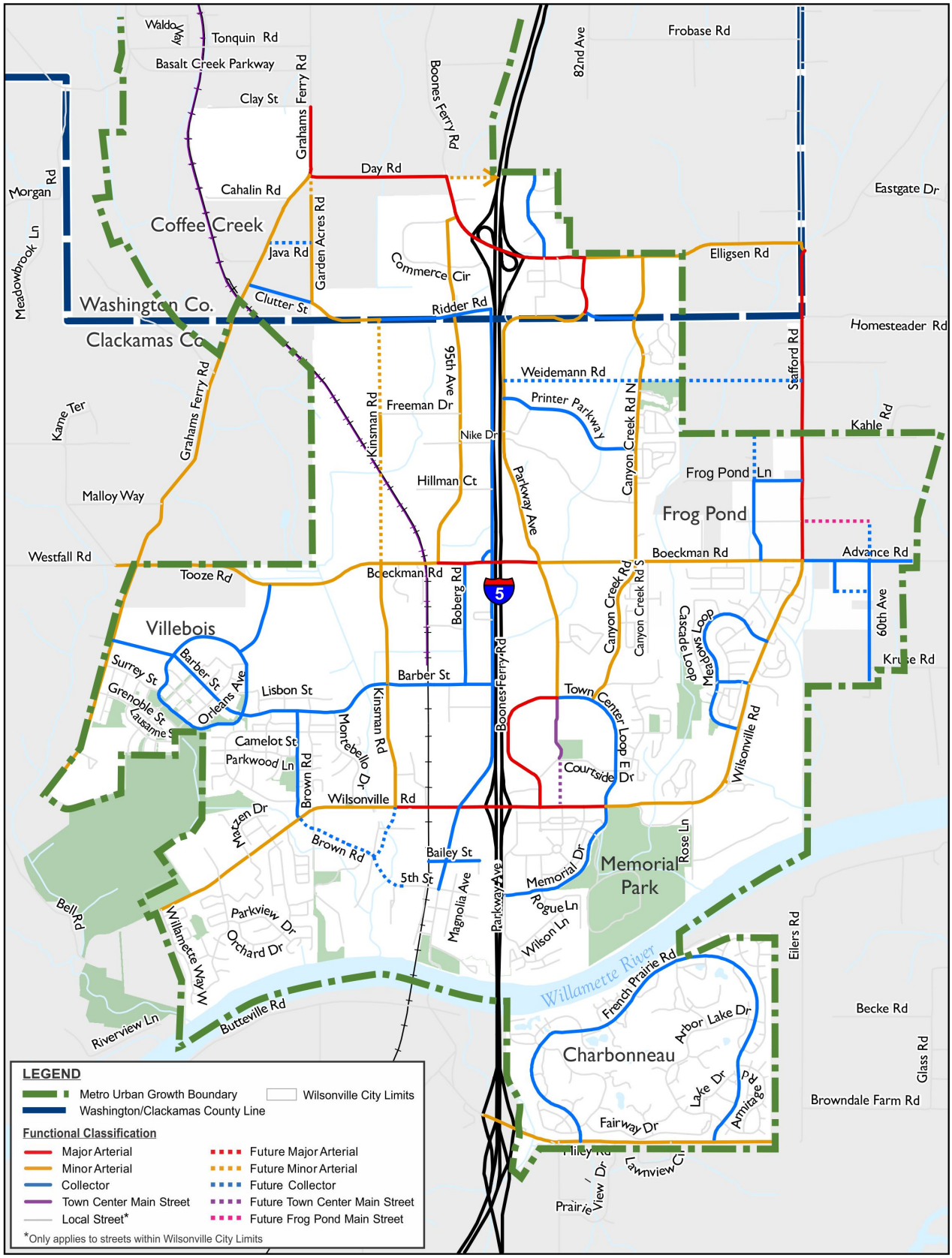


Functional Classification as a Framework for Standards

Functional classification provides a helpful framework for managing the City's transportation system and supporting the following standards:

- **Connectivity and Spacing Standards** indicate how far apart roadways of different functional classifications should be spaced to ensure a balanced approach to mobility and land access throughout the city.
- **Freight Routes and Transit Streets** primarily use higher classification roads to serve freight and/or transit vehicles due to the wider cross-sections and greater focus on mobility.
- **Cross-Section Standards** vary by functional classification to meet user needs. However, functional class is not the only factor in determining street design.
- **Access Management Standards** are more stringent for higher class roadways, which are intended to emphasize mobility.

FIGURE 3-2. FUNCTIONAL CLASS DESIGNATIONS



Connectivity and Spacing

One of Wilsonville's goals is to improve connectivity by constructing parallel facilities spaced at regular intervals throughout the city. These facilities provide multiple alternatives and more direct routes between both local and regional destinations, including neighborhoods, parks, schools, employment centers, and retail areas.

Table 3-1 lists the desired spacing of each facility type throughout Wilsonville to ensure a high level of connectivity. Figure 3-3 illustrates the desired spacing for the arterial and collector street network. Deviations to these guidelines may be needed in locations where there are significant barriers, such as topography, rail lines, freeways, existing development, and the presence of natural areas.

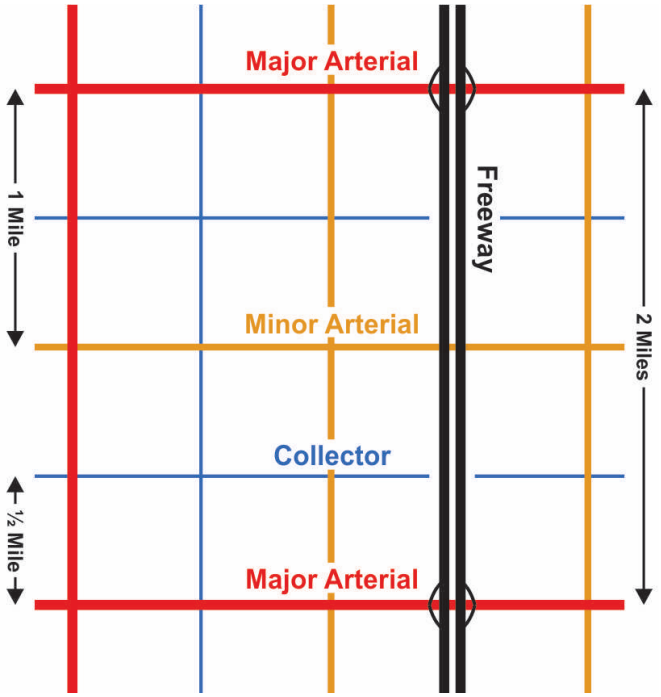
Bicyclists and pedestrians benefit the most from closely spaced facilities because they are the most affected by distance. By providing walking and biking facilities spaced less than 300 feet apart, Wilsonville will support walking and biking use within and between its neighborhoods. In addition, these connections can improve access to transit.

Table 3-1. Facility Spacing Guidelines

Facility Type	Desired Spacing[a]
Major Arterial	1 - 2 mi
Minor Arterial	1 mi
Collector	1/4 - 1/2 mi
Local Street	300 - 500 ft
Bicycle and Pedestrian Facilities	300 ft

[a] Desired Spacing refers to distance between facilities with same or higher functional classification.

Figure 3-3. Desired Facility Spacing



Benefits of Connectivity

Connectivity provides all transportation system users with multiple benefits:

- Increased mobility by distributing traffic over multiple connected streets rather than forcing all traffic onto the City's arterial street system
- More equitable access for all businesses and neighborhoods throughout the city
- Improved walking, biking, and transit use due to more direct connections and less out of direction travel between neighborhoods, schools, transit stops, retail centers, employment centers, and recreational areas
- Reduction in short auto trips between adjacent neighborhoods and land uses

Villebois Village Master Plan was designed to provide a high level of connectivity for all travel modes using short blocks arranged in a grid pattern, numerous pathways, and a diversity of land use.

"Connectivity is important because you want to be able to have options for how you move through your community. I don't personally always want to drive my car places, especially when I have my children with me. I want us to get out and be active and to be able to bike to the store. We have stores that are really close to us, but it's not always safe and convenient for us to ride our bike there. Which is why having bike lanes and sidewalks that are designed to accommodate these other options are critical to enhance our livability."

Marta McGuire
Planning Commission

Freight Routes

Wilsonville's freight routes connect the city's industrial and commercial sites with I-5 and other regional facilities. Figure 3-4 identifies the City's freight routes, which include truck routes, railroads, and waterways. Improvement projects should be coordinated to facilitate freight needs while balancing the needs of other users.

Some of the key truck routes that provide important truck connections to Washington County include Boones Ferry Road, Kinsman Road, and Tonquin Road. In addition, the Portland and Western Railroad runs through Wilsonville and serves freight traffic, and the Willamette River has the potential for handling barge traffic. These routes are identified in Metro's *Regional Freight Plan* (June 2010).

As a major employment center and industry hub along I-5, Wilsonville will benefit from ensuring that its freight routes are designed to accommodate the needs of its industrial and commercial sites. At the same time, Wilsonville's residential neighborhoods should be protected from freight traffic. The call-out box at right lists multiple freight coordination improvements resulting from having freight routes.

Improved Freight Coordination

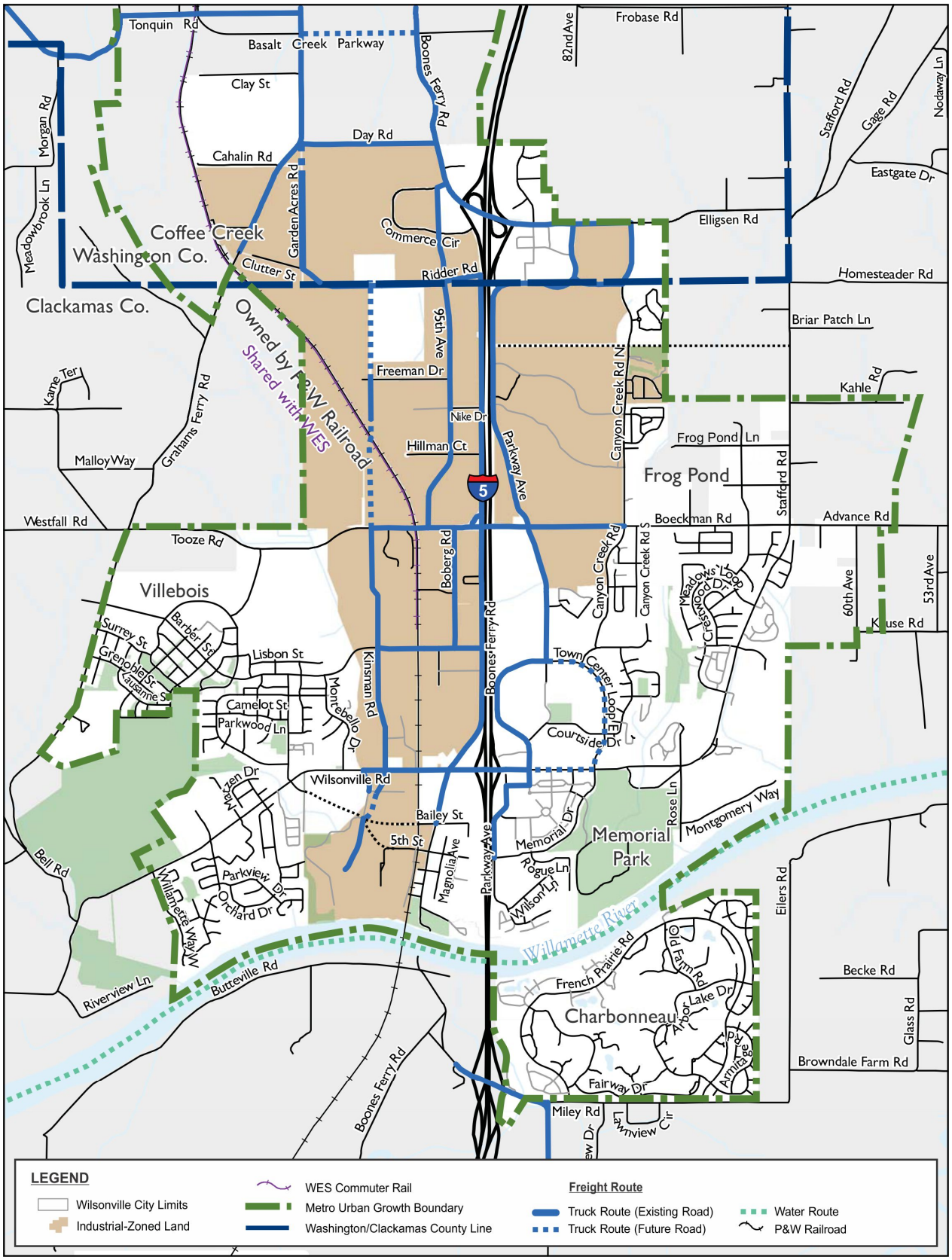
By having designated freight routes, various City efforts regarding freight and non-freight users will be improved:

- **Roadway and Intersection Improvements** can be designed for freight vehicles with adjustments for turn radii, sight distance, lane widths, turn pocket lengths, and pavement design.
- **Bicycle and Pedestrian Improvements**—such as buffered bike lanes, enhanced pedestrian crossings, and other safety improvements—can be identified to reduce freight impacts to other users (particularly along bikeways and walkways).
- **Roadway Durability** can be increased by using concrete instead of asphalt.
- **Railroad Connections** can be coordinated to support businesses that ship goods by rail, particularly in areas where railroad sidings can be provided along the Portland and Western Railroad track.
- **Willamette River Port** can be considered to support businesses that ship goods using barges on the Willamette River.
- **Coordination with Businesses and Adjacent Jurisdictions** can ensure that local and regional freight traffic uses the City's freight routes to travel within the city.

"We have a significant number of large manufacturing companies because we have an efficient freight mobility process where our trucks can get in and out of town with the least amount of interference from local traffic. For the part of the transporter, that's very important in as much as it costs money for these trucks, even when they are not moving. Secondly, the local resident doesn't want to have to be disrupted by freight transportation."

Ray Phelps
Planning Commission

FIGURE 3-4. FREIGHT ROUTES



Bicycle Routes

Bicycle routes are provided throughout Wilsonville and connect to neighborhoods, schools, parks, community centers, business districts, and natural resource areas. The City's bicycle network serves multiple users of varying physical capabilities, ages, and skill levels.

Figure 3-5 identifies the City's bicycle routes, which include three facility types:

- **Shared-Use Paths** are 10-foot to 12-foot wide pathways that have minimal conflicts with automobile traffic and may have their own right-of-way (cross-section standards shown in Figure 3-11). Shared-use paths serve multiple non-motorized users: bicyclists, pedestrians, wheelchair users, skaters, and others. Many of the shared-use paths throughout Wilsonville are part of the regional trail network, which traverses large sections of the city and connects to neighboring jurisdictions and regionally significant destinations. These regional trails are designed to meet state and federal guidelines, which make them eligible for state and federal transportation funding.

- **Bike Lanes** are provided on Arterial and Collector streets throughout Wilsonville. They are usually 6 -feet wide and adjacent to motor vehicle travel lanes (cross-section standards shown in Figures 3 -6, 3-7, and 3-8). Buffered bike lanes and one-way or two-way cycle tracks may be used instead of bike lanes and include buffers between the bike and motor vehicle travel lanes (cross-section standards shown in Figure 3-12).

- **Local Street Bikeways** are streets designated as important bicycle connections where bicyclists share the travel lane with motor vehicle traffic. Even though all Local Streets allow bicyclists to share the travel lane (cross-section standards shown in Figures 3-9 and 3-10), Local Street Bikeways are intended to serve a greater number of bicyclists. They typically are provided on low-volume, low-speed residential streets that serve as important connections to nearby bike lanes, shared-use paths, and key destinations. Modifications—such as sharrows, traffic calming devices, or wayfinding signage—may be made to these streets to emphasize their use as bicycling facilities and increase the comfort and confidence of bicyclists.

Key Bicycle Facilities

The following existing and future bicycle facilities (which are included in Figure 3-5) provide important connections throughout the city:

Regional Trails

- Ice Age Tonquin Trail (through West Wilsonville with connections to Tualatin and Sherwood)
- Waterfront Trail (along the Willamette River)
- Boeckman Creek Trail (along Boeckman Creek in East Wilsonville)
- Stafford Spur Trail (connecting to regional destinations in Northeast Wilsonville)

Shared-Use Paths

- Primarily near schools, parks, transit hubs, retail centers, and other pedestrian areas

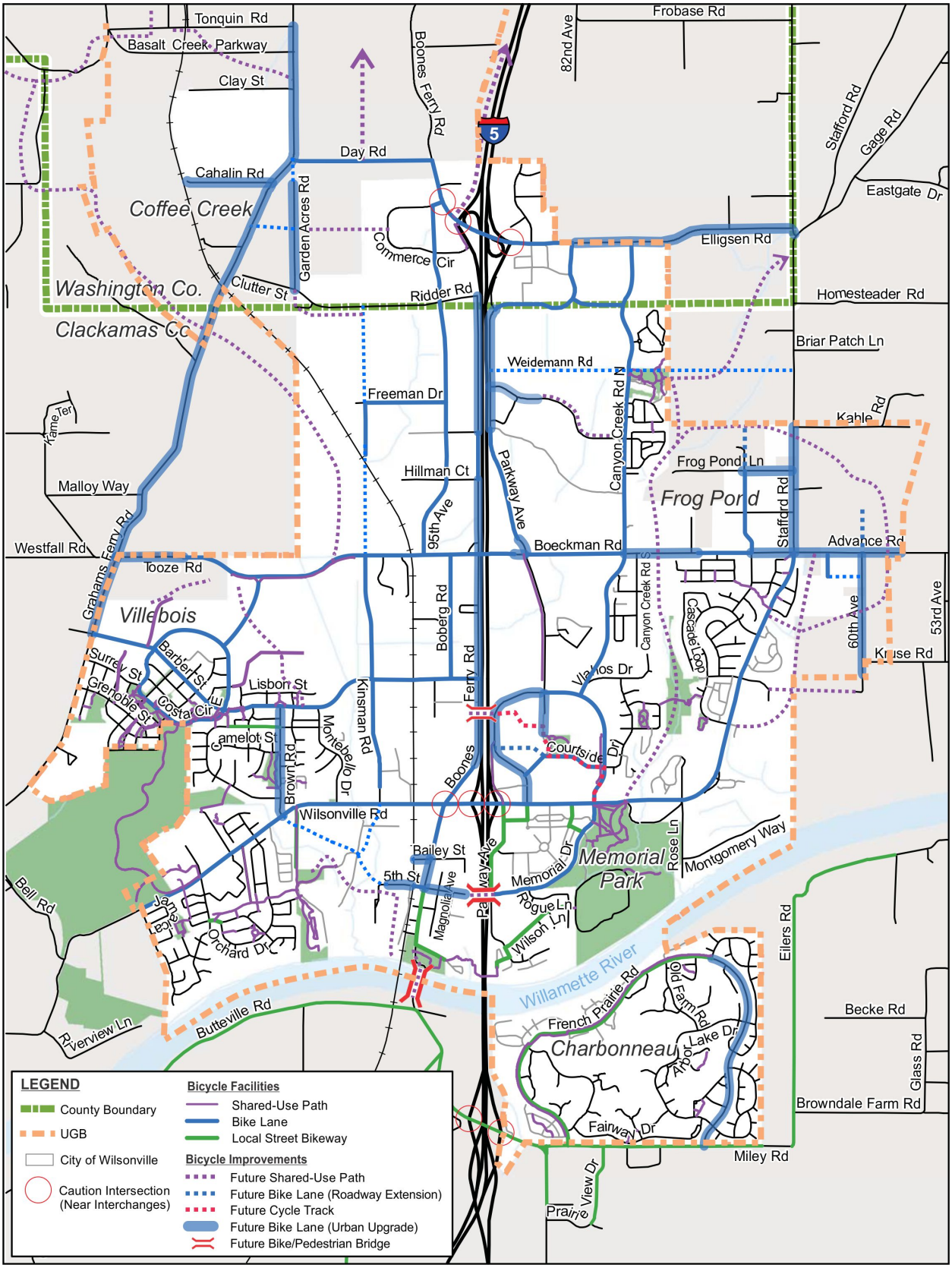
Bike Lanes

- On Arterial and Collector streets

Local Street Bikeways

- Boones Ferry Road south of 5th Street to connect to future Willamette River bridge
- Parkway Avenue connecting to Wilsonville Road to the nearby neighborhood
- Wilson Lane, Metolius Lane, and Kalyca Drive connecting Memorial Park to the Waterfront Trail near where it passes underneath the I-5 Boone Bridge

FIGURE 3-5. BICYCLE ROUTES



Street Cross-Section Design

Since different streets serve different purposes, a functional classification system—which is a hierarchy of street designations—provides a framework for identifying the size and type of various street elements to consider including in a street's design. Not all elements are included on all streets and so they must be carefully selected based on multimodal needs.

While a street's functional classification does not dictate which street elements to include, it does facilitate the selection of multimodal facilities and widths that will help ensure the roadway can meet its intended multimodal function. Adjacent land uses and available right-of-way width also influence which elements are included in a specific segment.

Roadway cross-section design elements include travel lanes, curbs, planter strips, sidewalks on both sides of the road, and bicycle facilities consistent with designated bikeways, walkways, and shared-use trails. Low impact development (LID) standards may also be used throughout the City at the City's discretion.

Facility Types

Cross-section standards are provided for the following facilities:

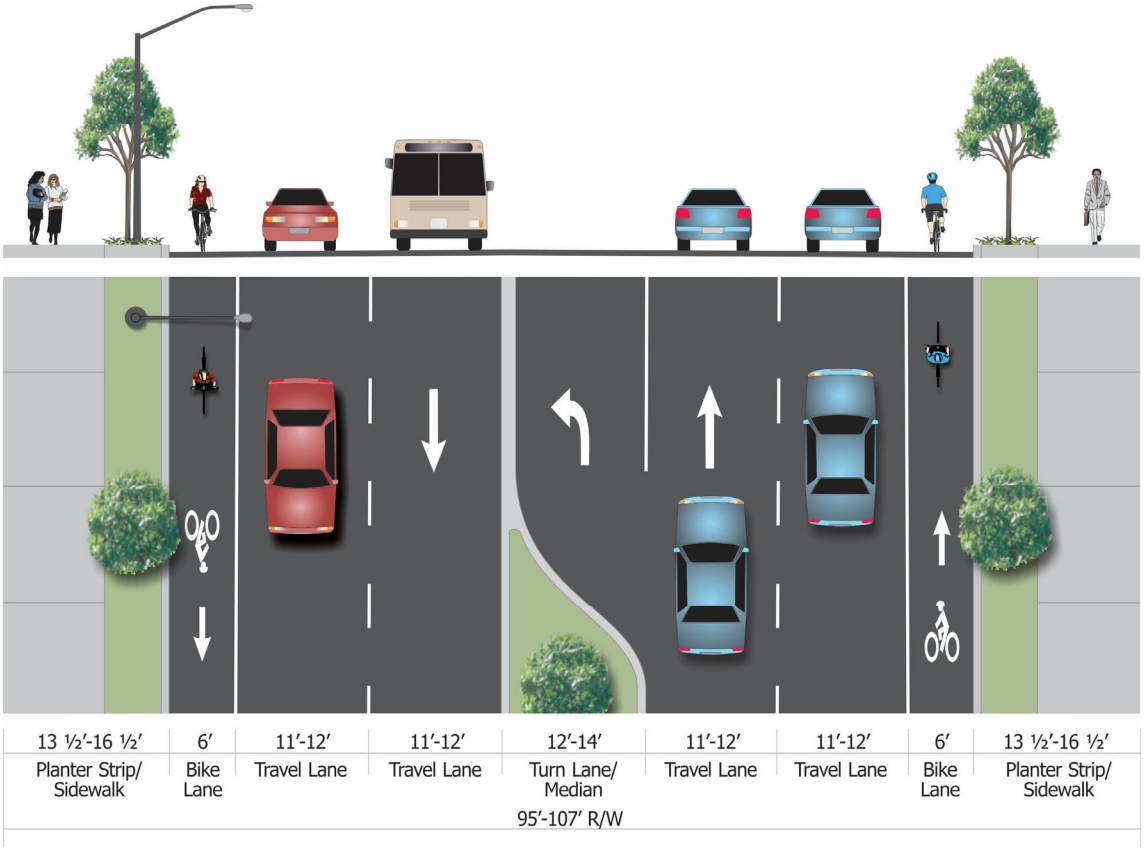
- Major Arterials
- Minor Arterials
- Collectors
- Local Streets
- Low Impact Development (LID) Local Streets (similar modifications may be made to other streets regardless of classification)
- Shared-Use Paths and Trails
- Bicycle Facility Design Options
- Town Center Plan
- Frog Pond East and South Master Plan

Example of a Major Arterial - Boeckman Road looking west towards Boberg Road and 95th Avenue

Example of a Collector - Barber Street looking east near SMART Central at Wilsonville Station transit center

Example of a Local Street - Rogue Lane looking east near Memorial Park

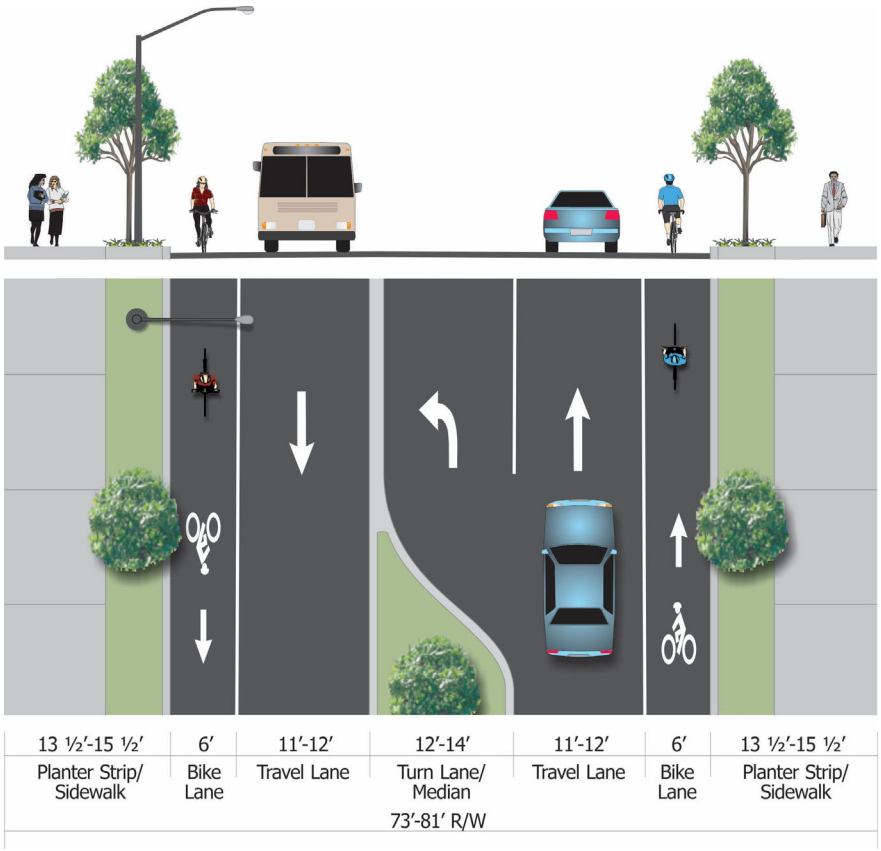
FIGURE 3-6. MAJOR ARTERIAL CROSS-SECTION



Notes:

1. Travel lane and turn lane/median widths as determined by Community Development Director.
2. Minimum sidewalk width is 5 feet; actual sidewalk width as determined by Community Development Director. Width of sidewalk/planting strip may be combined in commercial/retail areas for a total width of 13½ to 16½ feet; street trees shall be located in minimum 4-foot tree wells.
3. Curb width of ½-foot is included in the sidewalk/planter strip width.
4. Street lights shall be located within the planter strip, center landscape median, or sidewalk as determined by Community Development Director.
5. Striping and signage as required in the PW Standards.
6. On-street parking is not allowed.
7. Transit stop locations to be determined by Transit Director.
8. When not needed as a left-turn lane, median may be provided to serve safety, stormwater, or aesthetic objectives.
9. New streets shall incorporate low impact development design as practicable.
10. Allow for separation for bikes on major arterials (especially freight routes).

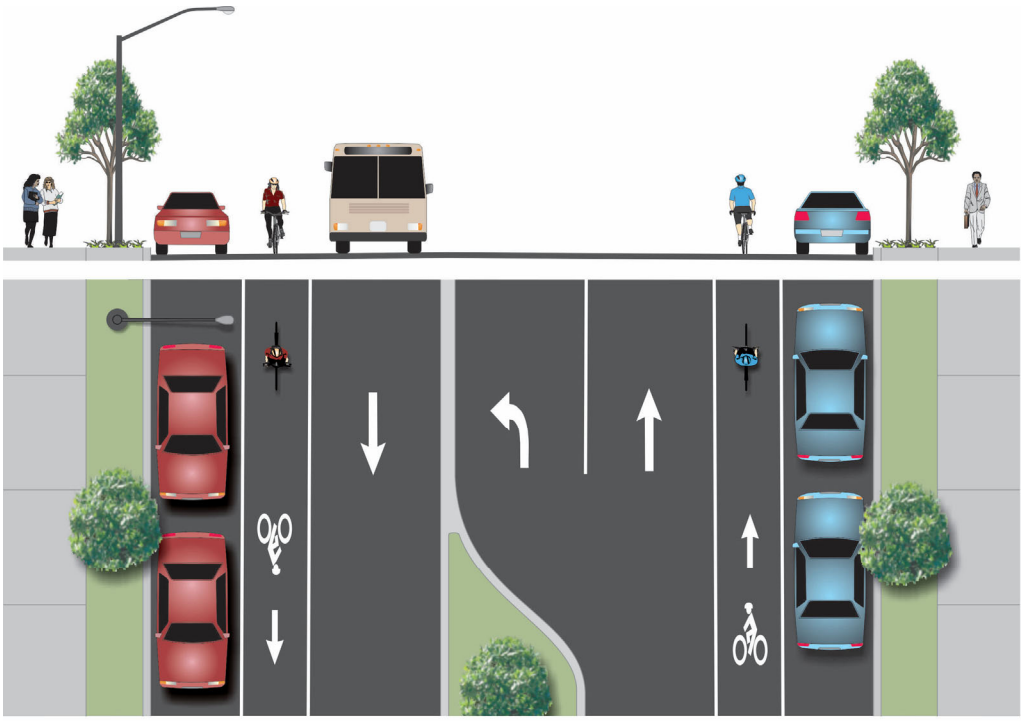
FIGURE 3-7. MINOR ARTERIAL CROSS-SECTION



Notes:

1. Travel lane and turn lane/median widths as determined by Community Development Director.
2. Minimum sidewalk width is 5 feet; actual sidewalk width as determined by Community Development Director. Width of sidewalk/planting strip may be combined in commercial/retail areas for a total width of 13½ to 15½ feet; street trees shall be located in minimum 4-foot tree wells.
3. Curb width of ½ foot is included in the sidewalk/planter strip width.
4. Street lights shall be located within the planter strip, center landscape median, or sidewalk as determined by Community Development Director.
5. Striping and signage as required in the PW Standards.
6. On-street parking is not allowed.
7. Transit stop locations to be determined by Transit Director.
8. When not needed as a left-turn lane, median may be provided to serve safety, stormwater, or aesthetic objectives.
9. New streets shall incorporate low impact development design as practicable.
10. Allow for separation for bikes on minor arterials (especially freight routes).

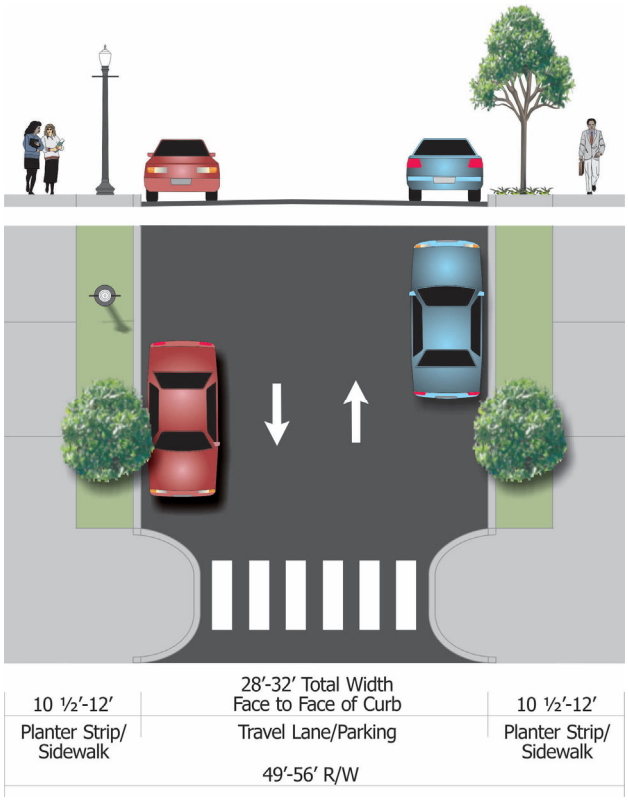
FIGURE 3-8. COLLECTOR CROSS-SECTION



Notes:

1. Collector right-of-way varies between 59 to 89 feet as determined by Community Development Director based on surrounding planned development of residential, commercial or industrial and need for on-street parking and/or turn lane/median.
2. Minimum sidewalk width is 5 feet; actual sidewalk width as determined by Community Development Director. Width of sidewalk/planting strip may be combined in commercial/retail areas for a total width of 11½ to 13½ feet; street trees shall be located in minimum 4-foot tree wells.
3. Curb and sidewalk bulb-outs at crosswalks or street intersections as determined by Community Development Director.
4. Curb width of ½ foot is included in the sidewalk/planter strip width.
5. Street lights shall be located within the planter strip, center landscape median, or sidewalk as determined by Community Development Director.
6. Travel lane and turn lane/median widths as determined by Community Development Director. Turn lane/median may be eliminated.
7. Striping and signage as required in the PW Standards.
8. On-street parking on one or both sides is allowed.
9. Transit stop locations to be determined by Transit Director.
10. When not needed as a left-turn lane, median may be provided to serve safety, stormwater, or aesthetic objectives.
11. New streets shall incorporate low impact development design as practicable.

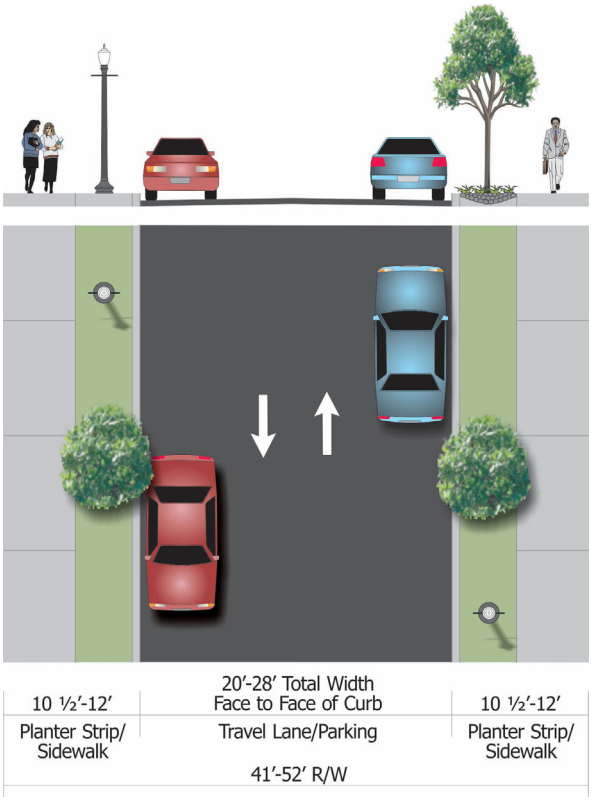
Figure 3-9. Local Street Cross-Section



Notes:

1. Minimum right-of-way width of 47 feet (parking on one side) and 51 feet (parking on both sides). Providing parking on both sides is preferred unless constraints exist.
2. Minimum sidewalk width is 5 feet; minimum planter strip width is 5 feet.
3. Curb width of ½ foot is included in the planter strip width.
4. Curb and sidewalk bulb-outs at crosswalks or street intersections as determined by Community Development Director.
5. Street lights shall be located within the planter strip as required in the PW Standards.
6. No lane striping on street. Signage as required.
7. New streets shall incorporate low impact development design as practicable.

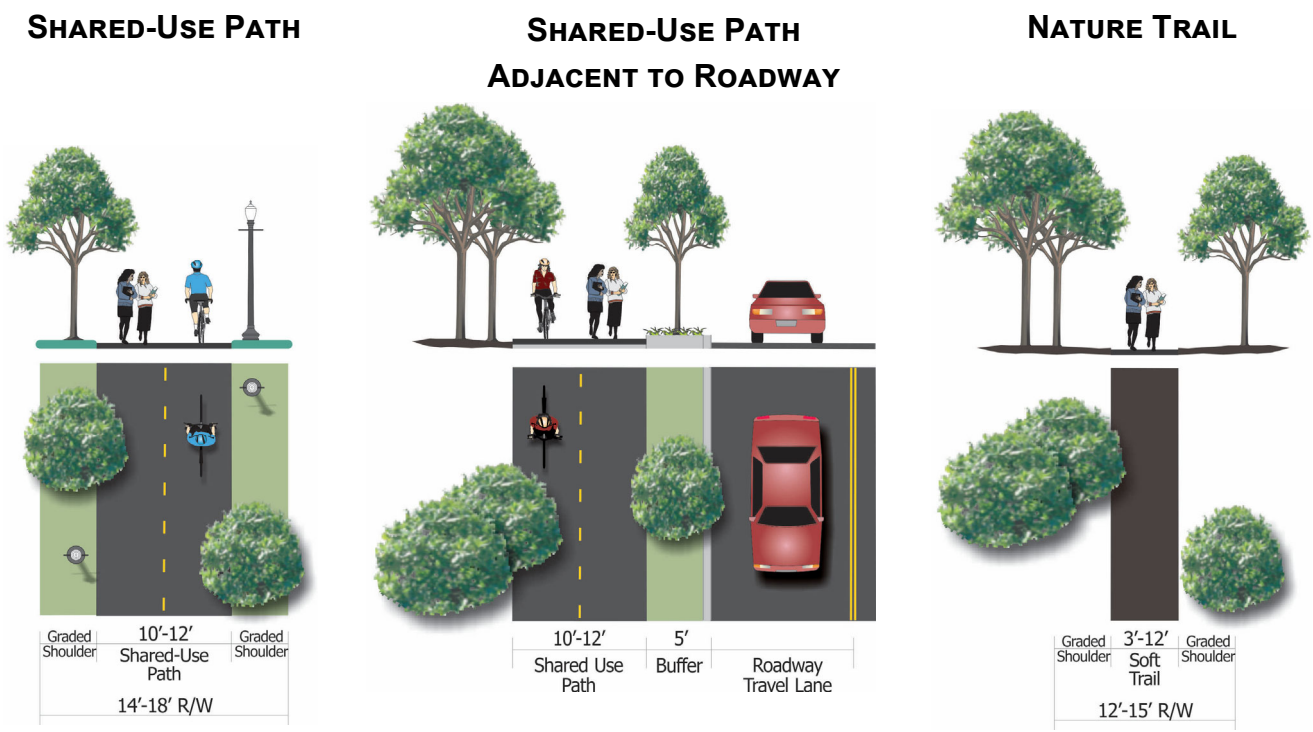
FIGURE 3-10. LOW IMPACT DEVELOPMENT (LID) LOCAL STREET CROSS-



Notes:

1. LID streets located as approved by Community Development Director.
2. Minimum sidewalk width is 5 feet; actual sidewalk width as determined by Community Development Director.
3. Minimum landscape width of 6½ feet where a water quality swale is proposed.
4. Curb width of ½ foot is included in the planter strip width.
5. Stormwater control as required in the PW Standards.
6. Use of pervious surfaces as determined by Community Development Director.
7. Narrower streets as approved by Community Development Director and as permitted in the PW Standards.
8. 28-foot curb-to-curb street is intended to allow on-street parking on both sides.
9. 24-foot curb-to-curb street is intended to allow on-street parking on one side.
10. 20-foot curb-to-curb street would not allow on-street parking on either side.

FIGURE 3-11. SHARED-USE PATH AND TRAIL CROSS-SECTIONS



Notes:

1. Trail types and widths as approved by Community Development Director.
2. Typical cross section of shared-use path is 12 feet wide with 2-foot-wide compacted crushed stone shoulders.
3. Vertical separation between shared-use path and roadway may be used instead of 5' buffer as approved by Community Development Director.
4. Cross-section standards identified in the Ice Age Tonquin Trail Master Plan are required along the Ice Age Tonquin Trail.
5. Additional design standards are available in the Bicycle and Pedestrian Master Plan.

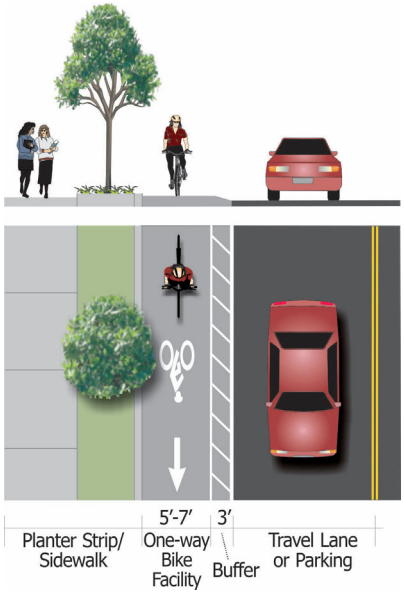
Figure 3-12. Bicycle Facility Design Options

Buffered Bike Lanes and Cycle Tracks

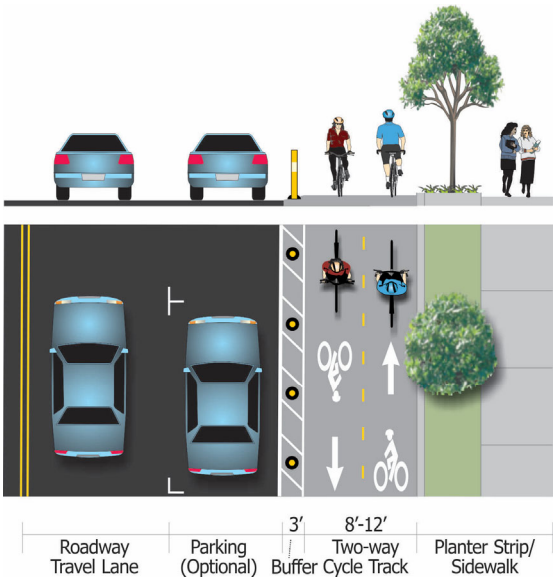
Buffered bike lanes (buffer between travel lane and bike lane) and cycle tracks (parking and/or other buffer between travel lane and one- or two-way bike facility) are two alternate bicycle facility options that are gaining popularity throughout the United States and have been implemented in other parts of the Portland Metro area. Therefore, the design options shown below have been provided to allow the City flexibility to consider these bicycle treatments on their Arterial and Collector streets in place of typical bike lanes.

One-Way Cycle Track on Cully Boulevard in Northeast Portland. Cycle tracks are typically protected from motor vehicle traffic by parked cars, raised curbs, or other physical buffers.

Buffered Bike Lane or One-Way Cycle Track



Two-Way Cycle Track



Notes:

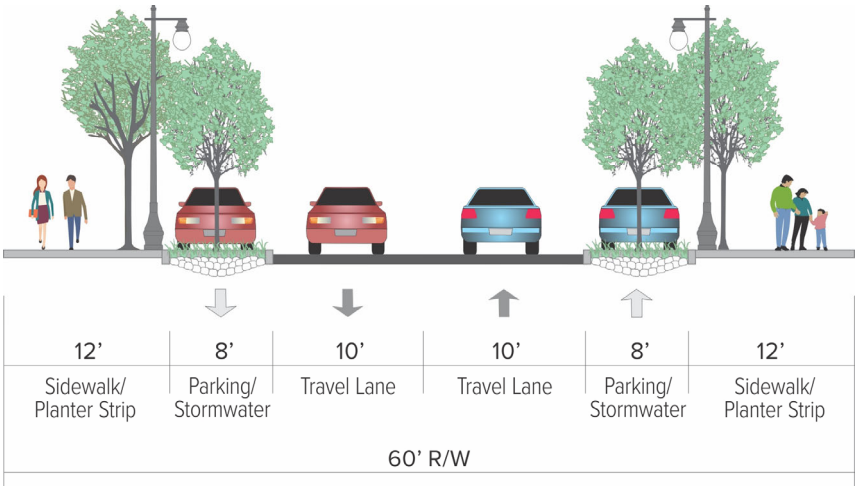
1. Design option locations, widths, separation buffer features, and adjacent parking as approved by Community Development Director.
2. Additional design guidance can be obtained from the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide

Figure 3-13. Town Center Plan Cross-Sections

Town Center Plan

The Town Center Plan (2019) includes some unique cross section standards for some of the new roadway extensions and upgrades to existing roadways. These cross sections include wider sidewalks and bicycle facilities to accommodate safer and increased multimodal access and connectivity within the Town Center. For any development in the Town Center Area, please reference the Town Center Plan for additional cross sections.

Park Place Extension (RE-15)



Note: Install a 12-foot wide left turn pocket at major intersections (e.g. Wilsonville Road)

Courtside Drive Extension - Local Street option 2 (RE-16)

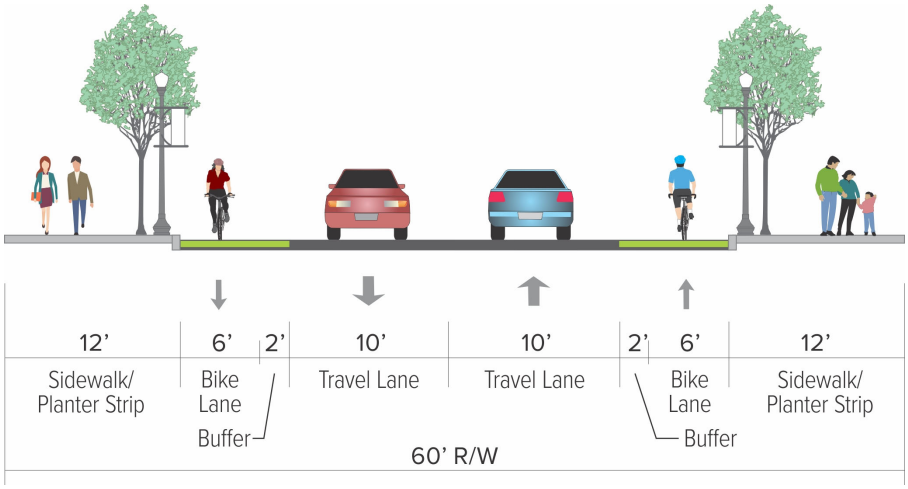
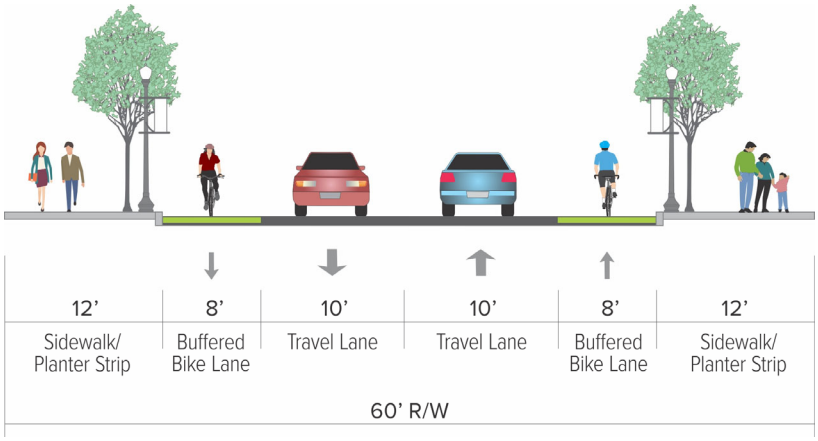
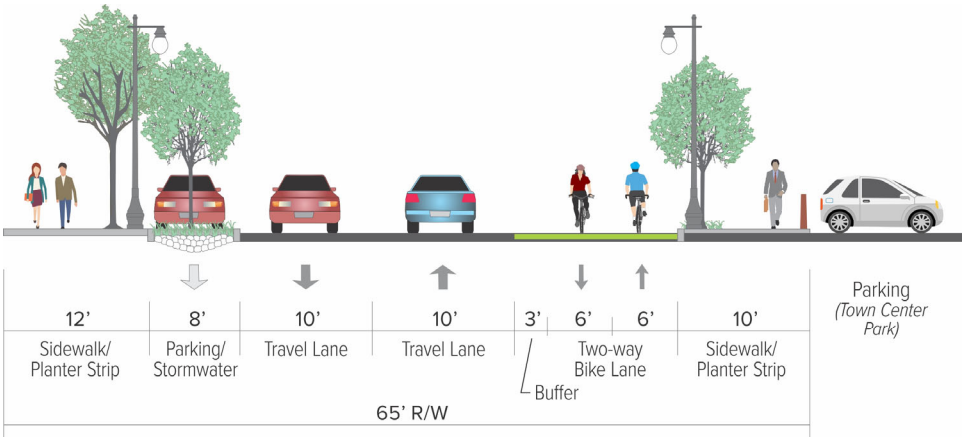


FIGURE 3-13. TOWN CENTER PLAN CROSS-SECTIONS (CONT.)

PARK PLACE REDESIGN (UU-11)



PARK PLACE AT TOWN CENTER REDESIGN (UU-12)



COURTSIDE DRIVE UPGRADE (UU-13)

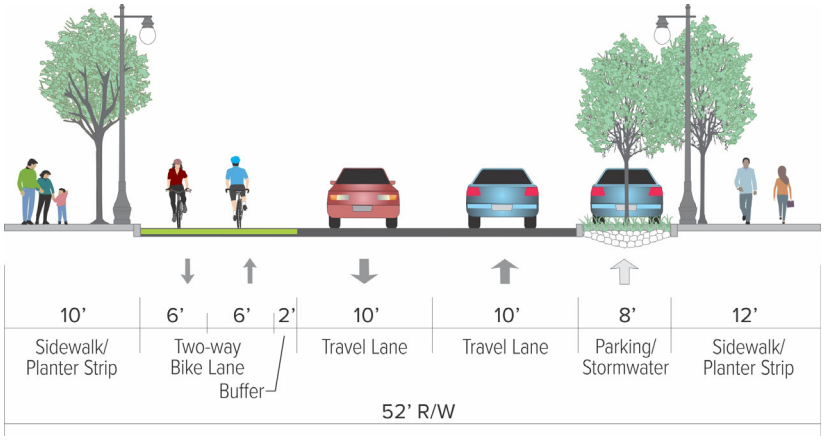


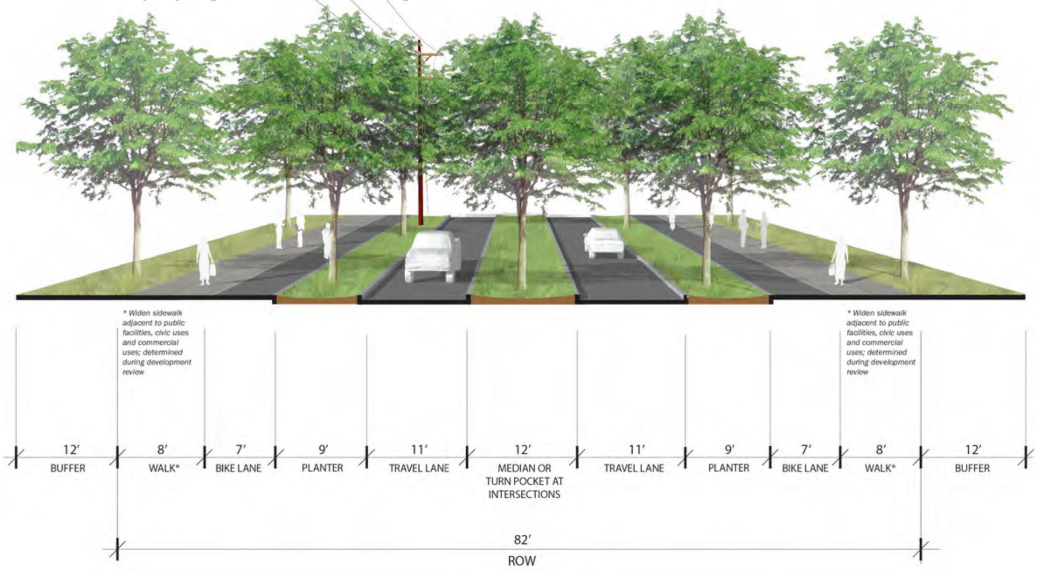
Figure 3-14. Frog Pond East and South Master Plan Cross-Sections

Frog Pond East and South Master Plan

The Frog Pond East and South Master Plan (2022) includes some unique cross section standards for some of the new roadway extensions and upgrades to existing roadways. These cross sections include wider sidewalks and bicycle facilities to accommodate safer and increased multimodal access and connectivity within the Frog Pond East and South Neighborhoods. For any developments within or fronting these neighborhoods, please reference the Frog Pond East and South Master Plan for cross sections details.

Stafford Road Urban Upgrade (UU-06)

**A curb-protected bike lane adjacent to the travel lane is an option to be determined by City Engineer at the time of design.*



Advance Road Urban Upgrade (UU-10)

**A protected bike lane adjacent to the sidewalk is an option to be determined by City Engineer at the time of design.*

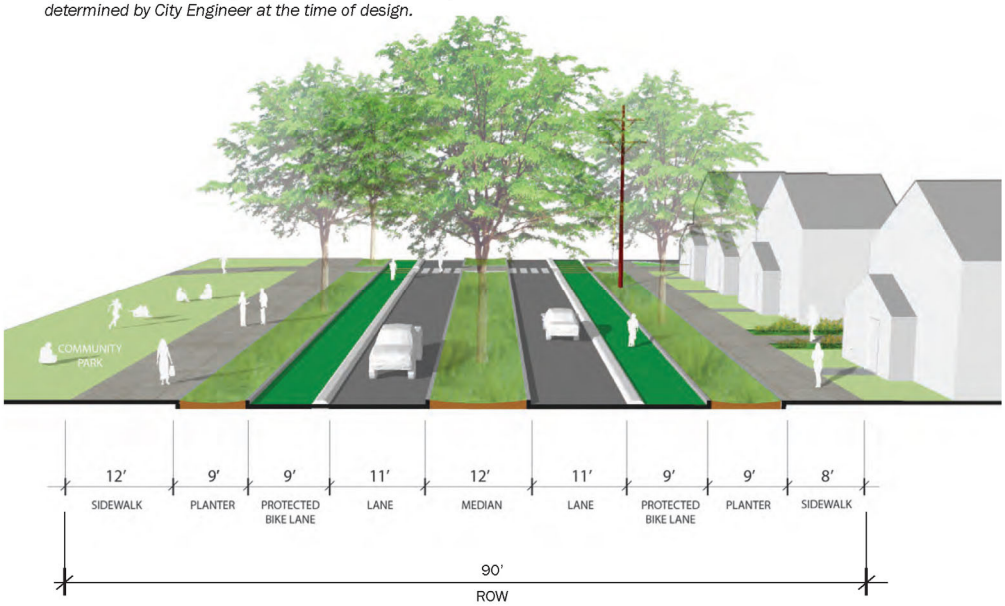
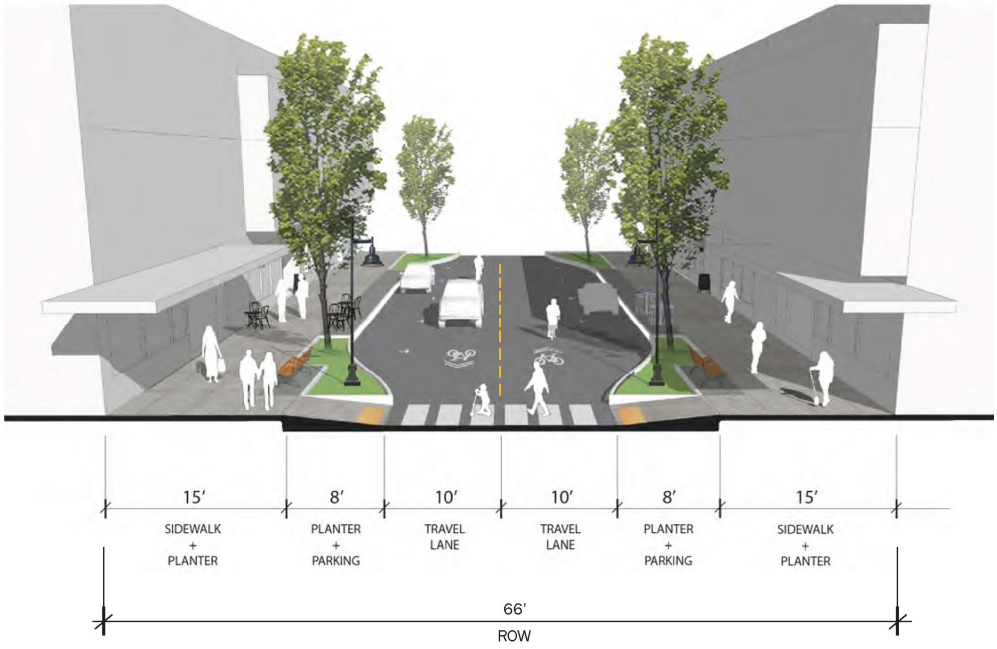


FIGURE 3-14. FROG POND EAST AND SOUTH MASTER PLAN CROSS-SECTIONS (CONT.)

FROG POND BRISBAND MAIN STREET EXTENSION (RE-17)



LOCAL STREET (SOUTH OF MERIDIAN CREEK MIDDLE SCHOOL)

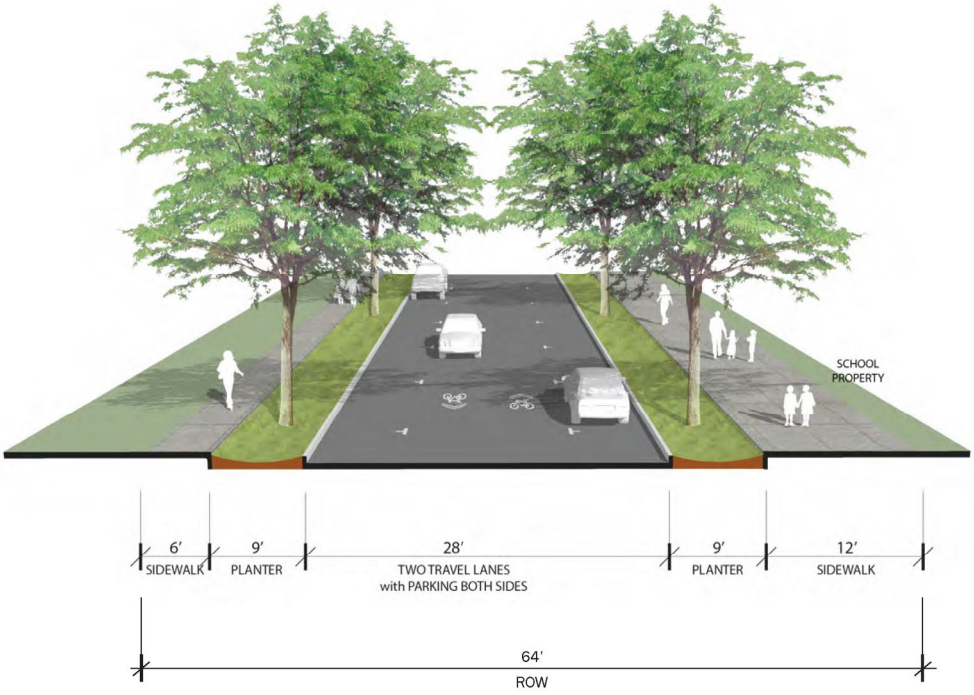
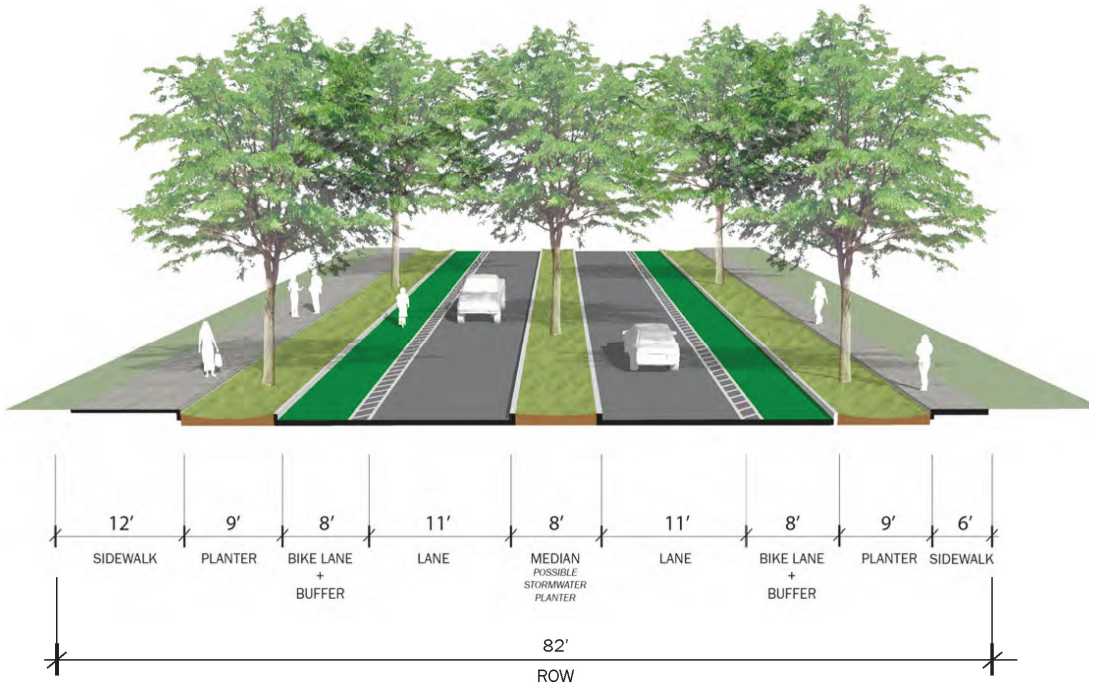
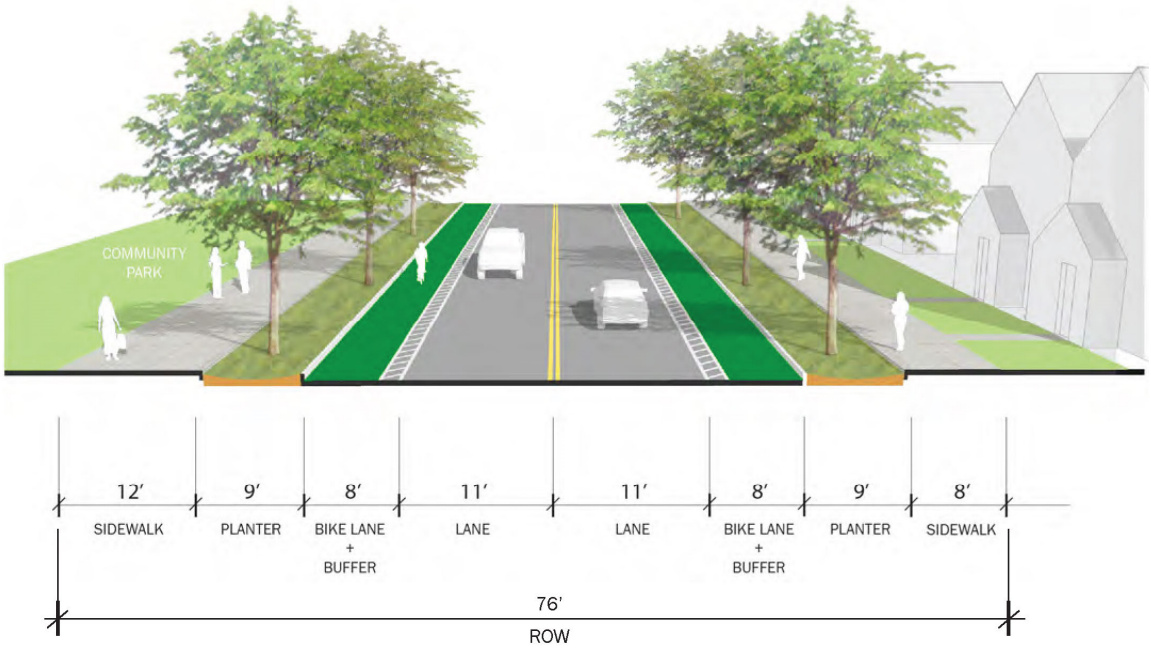


Figure 3-14. Frog Pond East and South Master Plan Cross-Sections (Cont.)

60th Avenue Collector (North of Advance Road) (RE-12C)



60th Avenue Collector (South of Advance Road) (RE-12B)



Access Management

Access management refers to the broad set of techniques that are used to balance safe, efficient, and timely travel with the ability to allow access to individual properties. Access is an important component of the city's transportation infrastructure and significantly affects system operations and safety.

Wilsonville should continue to manage roadway access to improve traffic flow and safety. By limiting access to higher classification roadways (especially Major and Minor Arterials), conflicts between vehicles entering and exiting driveways and vehicles on the roadway are reduced. Pedestrians and bicyclists also benefit from reduced conflicts with vehicles entering and exiting the roadway.

Table 3-2. Access Spacing Standards

Functional Classification	Access Spacing Standards[a]	
	Desired[b]	*Minimum*
Near Interchanges	ODOT Requires 1,320 ft	
Major Arterial	1,320 ft	1,000 ft
Minor Arterial	1,000 ft	600 ft
Collector	300 ft	100 ft
Local Street	Access Permitted to Each Lot	

[a] Spacing is measured from centerline to centerline on Major Arterials and Minor Arterials and between adjacent curb returns on Collectors and Local Streets

[b] Desired Access Spacing shall be adhered to unless otherwise approved by the City Engineer. Reasons for deviating from Desired Access Spacing include aligning with existing driveways, topography, property limitations, and other safety related issues as identified in a transportation study.

Table 3-2 lists the City's access spacing standards. Because there are existing non-conforming accesses, these standards will primarily guide access layout of future development consistent with the strategies listed in the call-out box at right. ODOT also has access spacing standards that apply to the I-5 interchange areas and to the section of Boones Ferry Road that is under ODOT jurisdiction (i.e., between Parkway Avenue and Day Road). The I-5/Wilsonville Road Interchange Area Management Plan (IAMP) should also be consulted when considering access needs near the Wilsonville Road interchange.

The Basalt Creek Parkway is considered an Access Management Interest Area because the parkway will be a high-capacity major freight arterial, limited to at -grade access at 124th Avenue, Grahams Ferry Road, and Boones Ferry Road as shown in Figure 3-15. The parkway creates a new connection between I-5 and 99W.

Looking east to the I-5/Wilsonville Road interchange.

Access Management Strategies

The City can use various access management strategies to help improve mobility and safety:

- **Interchange Areas:** Eliminate or consolidate accesses within one-quarter mile of the I-5 interchanges as opportunities arise.
- **Adjacent to High Volume Intersections:** Pursue appropriate treatments at accesses adjacent to high volume intersections, particularly when queues block access.
- **Existing Driveways:** Evaluate accesses that do not conform to the City's access spacing standard and consider modifications as practicable, while maintaining reasonable access to each property.
- **Ongoing Development Review:** Manage new driveway locations and spacing on a case-by-case basis. Where driveways do not meet spacing standards, consider mitigation treatments, such as consolidating accesses or restricting turn movements to right-in/right-out.

FIGURE 3-15. ACCESS MANAGEMENT INTEREST AREAS

A colorful row of street trees along Wilsonville Road near Boones Ferry Primary School during a fall day. Street trees can provide both aesthetic and safety benefits. They improve the walking environment by creating a pleasing buffer between the motor vehicle and pedestrian facilities. They also provide visual cues to drivers that can result in reduced traffic speeds.

"The City needs to have a Transportation System Plan to make sure we are prepared for how we get around the city in the future. This includes automobiles, freight, bikes, and pedestrians."

Nancy Kraushaar
Community Development Director

The Needs
Chapter 4

As a growing community, Wilsonville faces the challenge of addressing new and ongoing transportation system needs. These needs are categorized as either gaps (missing connections or barriers in the transportation network) or deficiencies (shortcomings of the existing system). The City's transportation policies (see Chapter 2) and standards (see Chapter 3) serve as a framework for determining what gaps and deficiencies currently exist or are anticipated to arise through the 2035 horizon year as additional development occurs throughout the city and the region. The City's transportation improvement projects (see Chapter 5) and programs (see Chapter 6) address these needs and ensure Wilsonville's continued growth and prosperity.

Gaps and Deficiencies

- **System Gaps** are missing connections or barriers in the urban transportation system that functionally prohibit travel for a given mode. While a gap generally means a connection does not exist, it could also be the result of a physical barrier (such as I-5, the Willamette River, other natural feature, or existing development) or a social barrier (including lack of information, language, education, and/or limited resources).
- **System Deficiencies** are performance, design, or operational constraints that limit travel by a given mode. Examples may include unsafe designs, bicycle and pedestrian connections that contain obstacles, inadequate intersection or roadway capacity, insufficient bus frequency, and congestion.

Wilsonville's transportation needs include . . .

- ***Gaps (missing connections or barriers)***
- ***Deficiencies (shortcomings)***

These needs will be addressed by . . .

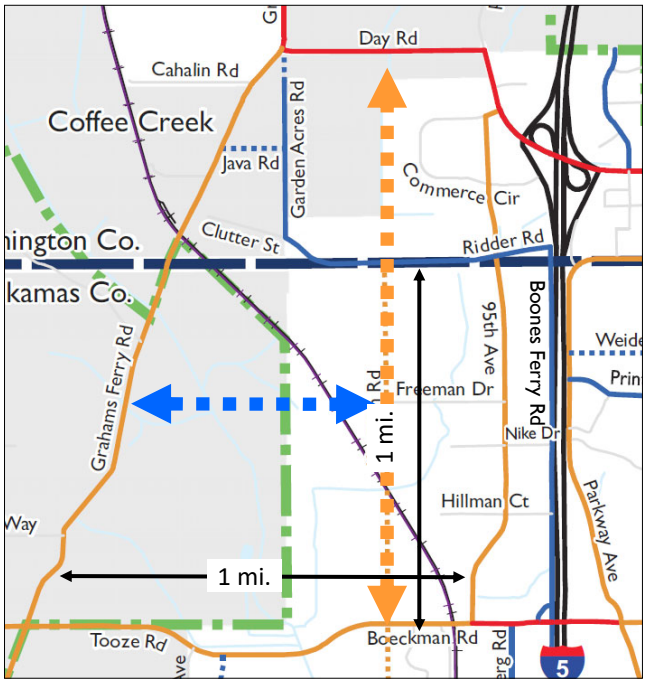
- ***Improvement projects (Chapter 5)***
- ***Programs (Chapter 6)***

Header Photo Source: OBEC

Multimodal Connectivity Gaps

Providing a well connected transportation system is one of the City's goals. In order to ensure this goal is achieved, the City has developed facility spacing standards to provide direct routes and travel options for system users. Based on the street connectivity guidelines set forth in Chapter 3, there are system gaps in each of the city's four quadrants. However, there are also constraints and barriers that may make some connections infeasible.

Northwest Quadrant Connectivity

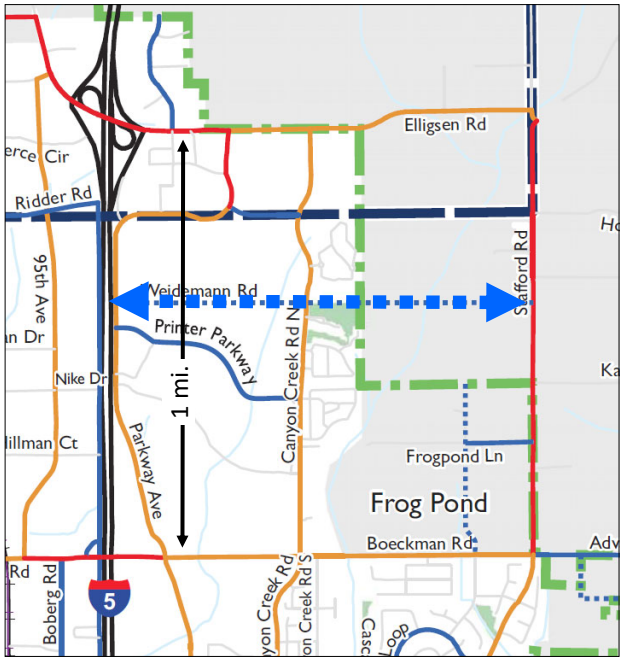


Two connectivity gaps exist in this quadrant:

- A north-south gap exists between Day Road and Boeckman Road that increases congestion at the 95th Avenue/Elligsen Road intersection and the nearby I-5 interchange.
- An east-west gap exists between 95th Avenue and Grahams Ferry Road.

North/south Minor Arterial and **east/west Collector** would be needed as future development occurs to fill these gaps, provide additional travel options, and allow access to future development. However, these roads will be difficult to construct due to the P&W railroad track and Metro green space in this quadrant that are barriers. The new north/south roadway should be considered after 95th Avenue between Boeckman Road and Ridder Road no longer sufficiently serves this function.

Northeast Quadrant Connectivity



There is a gap in the east west connectivity between Elligsen Road and Boeckman Road.

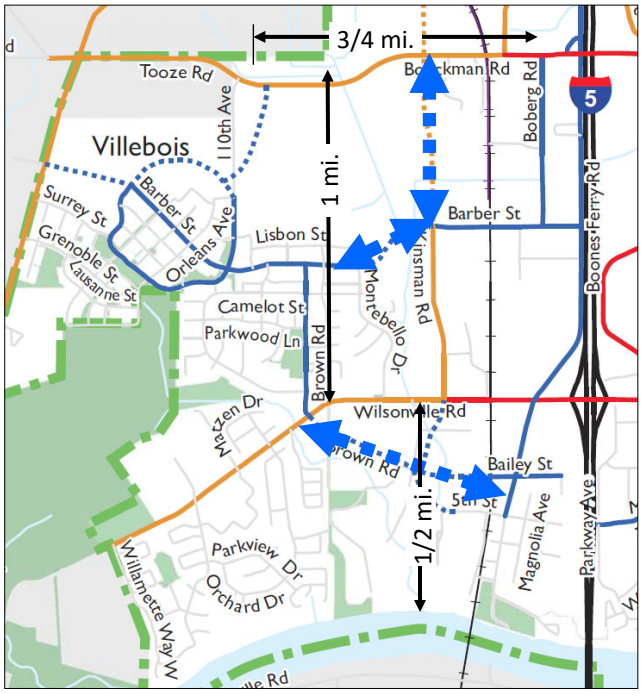
An east/west Collector from Parkway Avenue to Stafford Road would be needed to fill this gap. The City currently owns partial right-of-way along the west end of Wiedemann Road, which is a single-lane gravel road that runs east/west for a short distance east of Parkway Avenue.

The following legend applies to each of the four quadrant images.

LEGEND

Functional Classification	New Connection Needed
Major Arterial	Minor Arterial
Minor Arterial	Collector
Collector	
Local Street*	

Southwest Quadrant Connectivity



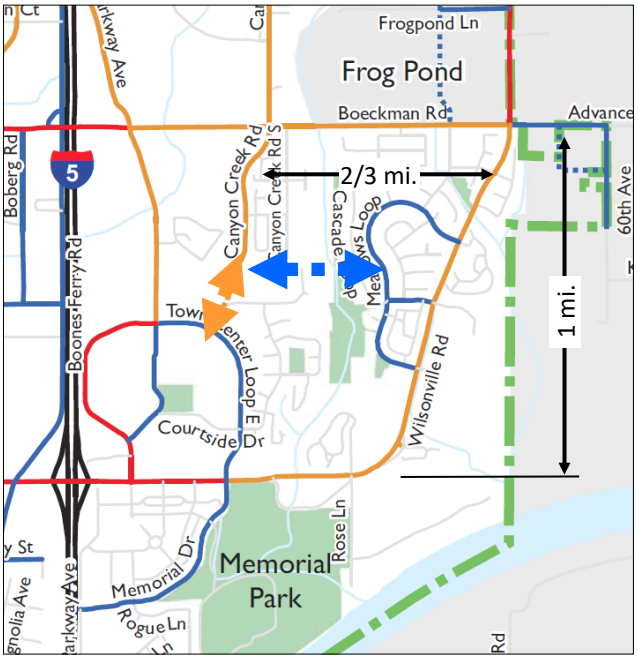
There are several gaps in east-west and north-south connectivity as follows:

- North/south and east-west gap exists between Wilsonville Road and Boeckman Road and between the Villebois development and the WES station.
- An east-west gap exists between the Willamette River and Wilsonville Road.

North/south Minor Arterial and **east/west Collector (north of Wilsonville Road)** streets are needed to fill these gaps. The Barber Street and Kinsman Road extensions are currently in the design phase that would satisfy these needs.

An east/west Collector (south of Wilsonville Road) would be needed as development occurs to provide the necessary connectivity. This roadway would also provide a secondary access option to and from Old Town (that is needed today), and the likely connection options are either 5th Street or Bailey Street.

Southeast Quadrant Connectivity



There are two existing gaps in this quadrant as follows:

- A north-south gap exists between Boeckman Road and Town Center Loop that leads to additional traffic on Parkway Avenue and Wilsonville Road.
- An east-west gap exists between Canyon Creek Road and Meadows Loop.

North/south Minor Arterial extension of Canyon Creek Road is needed as soon as funding is available and would provide the connection to Town Center Loop. A major portion of this connection has already been constructed by adjacent development.

An east/west Collector from Canyon Creek Road to Meadows Loop would provide the connectivity needed. However, there are topographical, environmental, and development constraints that make this connection difficult. An existing trail and bridge provide pedestrian and bicycle connectivity.

Cross-Section Deficiencies

To ensure Wilsonville's roadways adequately serve all modes, the City has cross-section standards that guide roadway design based on the street's functional classification with the acknowledgement that design elements shall be matched with the adjacent land use to provide safe transportation choices for users. The functional classifications and cross-section standards include number of motor vehicle travel lanes, sidewalks on both sides of the street, planter strips, and curbs (see Chapter 3: The Standards). In addition, the higher classification roadways also include bicycle facilities.

Building roads that provide facilities for all travel modes and meet applicable cross-section standards is critical to assure a safe and well connected transportation system. If bike lanes and sidewalks are missing, the users of these facilities are likely using other portions of the roadway (motor vehicle travel lanes or shoulders) that may be unsafe.

Figure 4-1 shows which City roadways do not meet their applicable cross-section standards. In some instances, all that is needed are sidewalks for improved pedestrian connectivity. In other instances, roadways may need to be widened to include center turn lanes or bike lanes. Many of these roads are adjacent to rural areas and will be brought up to meet standards as adjacent parcels develop. Others will require standalone improvement projects. Depending on the situation, these roadway sections will require urban upgrades, sidewalk infill, or bike lane infill improvements.

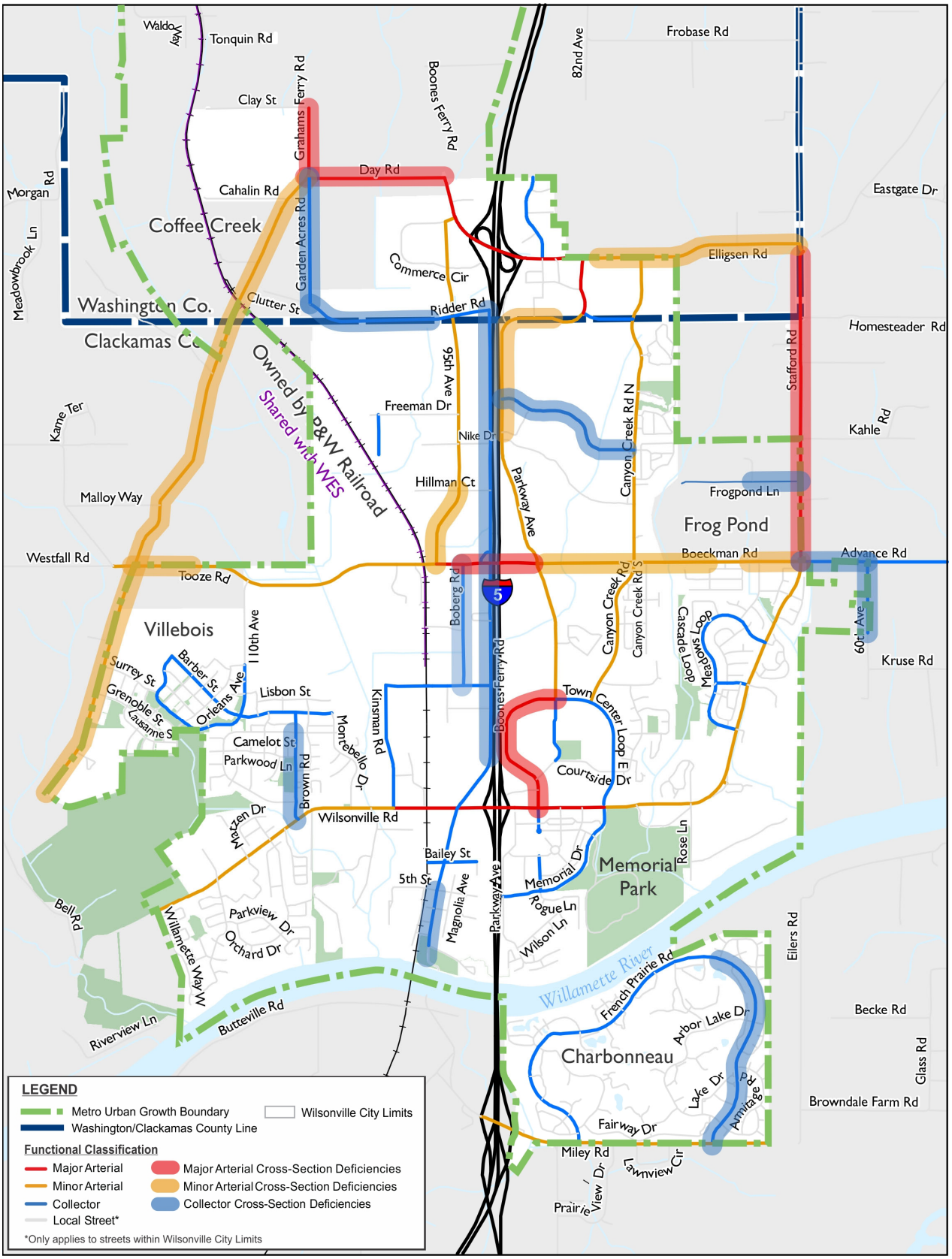
Parkway Avenue near the Xerox campus is a Minor Arterial but does not include bike lanes. There is a sidewalk on the east side, but it ends at the boundary with the vacant parcel to the north.

Freeman Drive between 95th Avenue and businesses lacks sidewalks on the south side.

"I-5 poses some challenges because it serves as a barrier in between the east and west sides of town. This puts a lot of pressure on the few existing connections that make it harder for people to walk between one place and another."

Katie Mangle
Long Range Planning Manager

FIGURE 4-1. ROADWAY CROSS-SECTION DEFICIENCIES



Capacity Deficiencies

Capacity deficiencies for motor vehicles were identified throughout Wilsonville by evaluating traffic operations for a 2035 future scenario. The traffic forecasts were performed using a travel demand model based on Metro regional land use with the transportation network refined specifically for Wilsonville.

Due to the high level of detail, the Wilsonville travel demand model was able to more accurately represent local routing choices while also forecasting traffic pattern changes resulting from varying levels of congestion and delay expected for 2035. The model also assumed the completion of seven key roadway extensions (listed in the call-out box at right), as well as land use growth based on regional population and employment forecasts for the 2035 horizon year.

Figure 4-2 shows the 20 study intersections and five roadway segments that would not meet adopted mobility standards under the 2035 baseline scenario. These roadway capacity improvements would primarily be needed when the vacant land in their vicinity is developed.

The majority of the intersection and roadway deficiencies were identified in prior planning efforts and already included associated improvement projects. Therefore, many of the City's planned projects only required minor revisions, refinements, and prioritization adjustments. Along with minor changes to existing projects, a few new projects are also needed to meet the city's long term capacity needs.

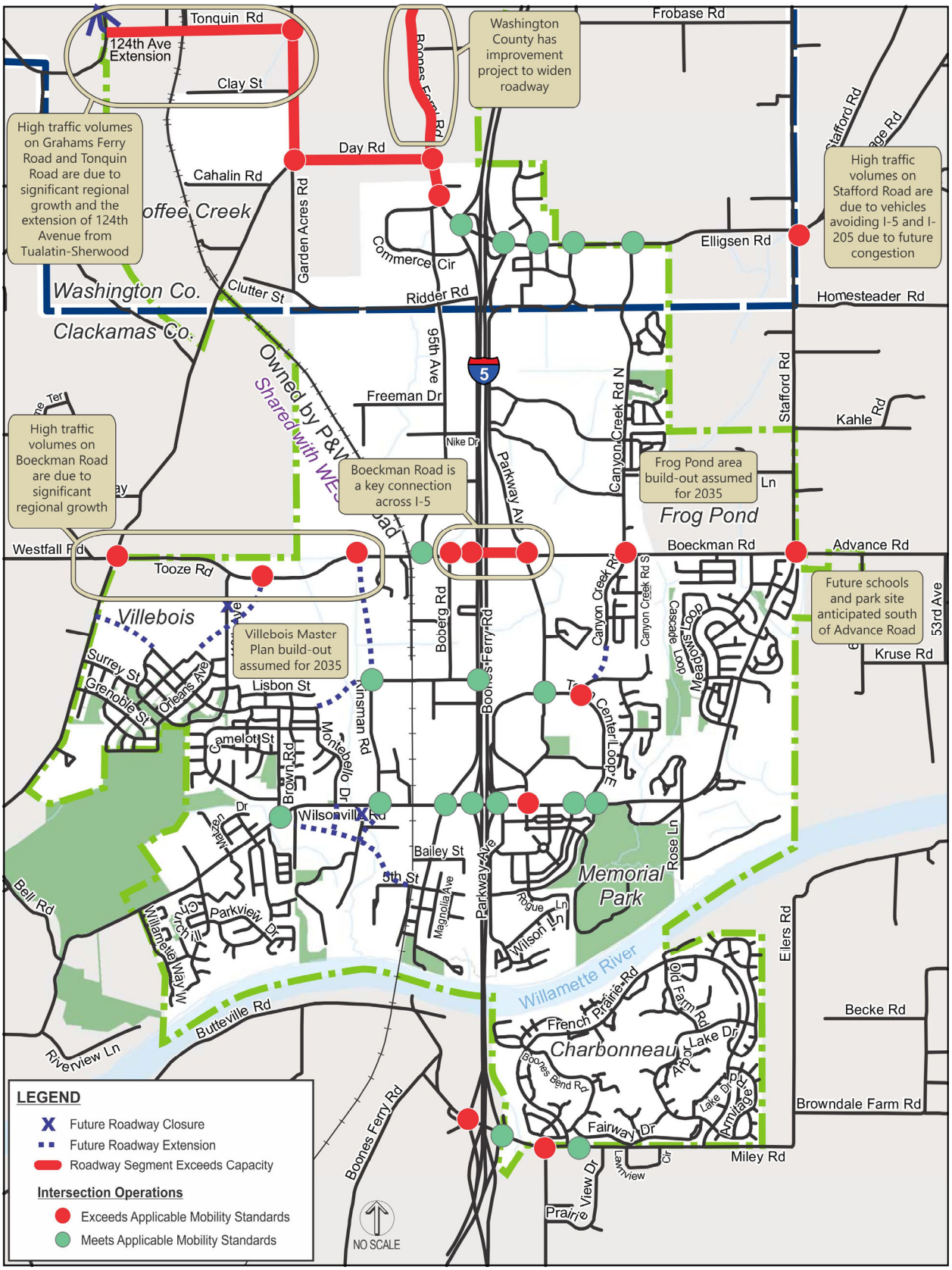
2035 Baseline Roadway Extension Assumptions

Various roadway extensions throughout the city satisfy critical connectivity needs and would be constructed as development occurs. To account for the resulting traffic patterns, the 2035 baseline capacity analysis assumed the completion of these projects:

- **Barber Street Extension** from Kinsman Road to Montebello Drive, connecting the WES Station to Villebois (Regional Transportation Plan Project 10153, design plans are currently in process)
- **Barber Street Extension** to Grahams Ferry Road (Key roadway in Villebois Master Plan Area)
- **Villebois Drive Extension** to Boeckman Road (Key roadway in Villebois Master Plan Area to replace existing 110th connection)
- **Kinsman Road Extension** from Barber Street to Boeckman Road (Regional Transportation Plan Project 10130; design plans are currently in process)
- **Kinsman Road Extension** from Ridder Road to Day Road (Regional Transportation Plan Project 10853; key roadway in Coffee Creek Master Plan Area)
- **Brown Road Extension** (Currently has partial preliminary design plans for two alternatives)
- **Canyon Creek Road Extension** to Town Center Loop East (Small segment remains to finish connection; eligible as one of final projects using East Side Urban Renewal funding)

These roadway improvements are included in Figure 4-2, which also shows with the 2035 capacity deficiencies.

FIGURE 4-2. FUTURE 2035 CAPACITY DEFICIENCIES



Freight-Related Deficiencies

In the past, Wilsonville relied on county and Metro designated freight routes. As a major employment center and industry hub along Interstate-5 (I-5), the city and its freight community will benefit from adopting a local freight plan and freight routes. Wilsonville's residential areas will also benefit from designating freight routes that avoid neighborhoods. The community would also benefit from increased marine freight traffic on the Willamette River.

The plan is a result of outreach to identify the city roadways used by freight carriers, as well as the freight-related deficiencies and problem locations on these roadways. This outreach included distribution of surveys to the city's major freight carriers, and a meeting with the Allied Waste commercial and residential drivers, who service the entire city and have a particularly extensive understanding of the city's freight needs.

Figure 4-3 identifies the key gaps and deficiencies that were identified based on the feedback received. It also identifies the streets where freight vehicles are present, though not all of these should become designated freight routes.

The following feedback, which is more general in nature, was also provided by the freight carriers:

- Flashing yellow left-turn arrows at traffic signals are the preferable design treatment for protective/permissive phasing.
- Where possible, it is important to separate trucks from pedestrians and bicycles (especially on roadways and at tight intersection corners).
- There are inconsistent speeds on similar functioning roadways (for example, Boones Ferry Road versus Parkway Avenue).
- Trucks block traffic when they must wait off-site to access busy on-site loading docks.
- Improved loading areas and site access at retail establishments would aid delivery.
- There are limited direct routes for freight that exist between north and south Wilsonville.

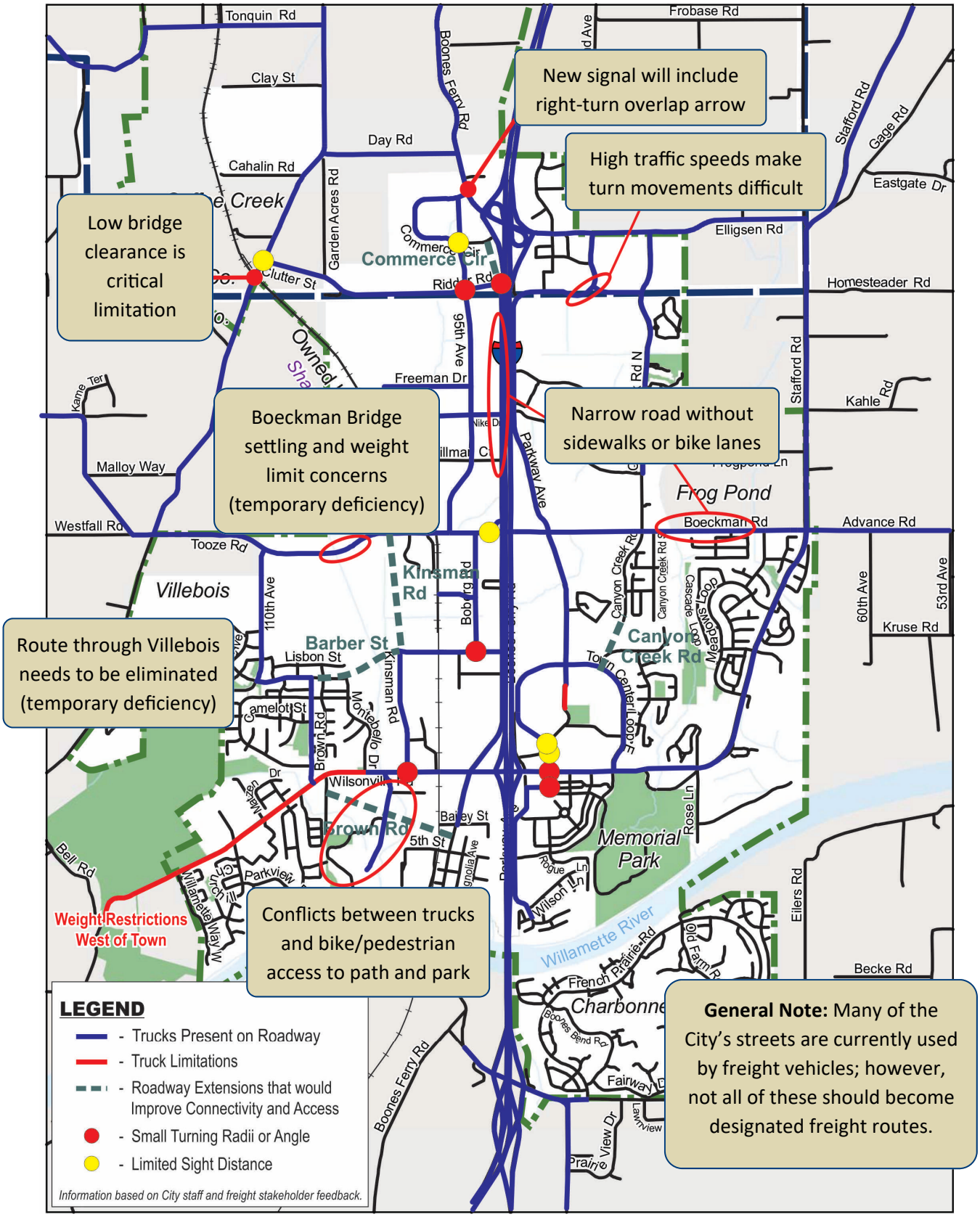
Freight Carrier Outreach

Multiple freight carriers provided feedback on freight routes and deficiencies:

- Allied Waste Services of Wilsonville
- Coca-Cola Bottling of Oregon
- Eaton Corporation
- FLIR Systems, Inc.
- Mentor Graphics Corp
- OrePac Building Products
- Owens & Minor Distribution Inc
- Parker Johnstone's Wilsonville Honda
- Rite Aid Distribution Center
- Rockwell Collins Head-Up Guidance Systems
- SYSCO Food Services of Portland
- Tyco Electronics Medical Products/Precision Interconnect Corp.
- US Crane & Hoist, Inc.
- Vision Plastics, Inc.
- Wilsonville Concrete
- Wilsonville Toyota
- Xerox Corporation

Roadway congestion and queuing on Elligsen Road leads to increased delay to freight movement.

FIGURE 4-3. FREIGHT-RELATED DEFICIENCIES



Bicycle and Pedestrian Needs

Bicycle and pedestrian facilities support complete community connectivity and opportunities for work, play, shopping, and exercise. They also help reduce traffic congestion, vehicle-miles traveled, and greenhouse gas emissions, while increasing the vibrancy and connectedness of communities and improving the health of city residents.

Figure 4-4 shows the major bicycle and pedestrian gaps and deficiencies in Wilsonville. These needs are due to the various barriers in the system relating to natural areas, topography, and existing development.

There is also a need for improved street cleaning and related maintenance to remove debris from the I-5 interchange areas on Wilsonville Road and Elligsen Road, which are under ODOT jurisdiction. These facilities serve as primary connections over the city's two most significant barriers (i.e., Interstate-5 and the Willamette River).

The lack of continuous bike lanes on Brown Road north of Wilsonville Road requires cyclists to use the travel lane.

Safe Routes to School

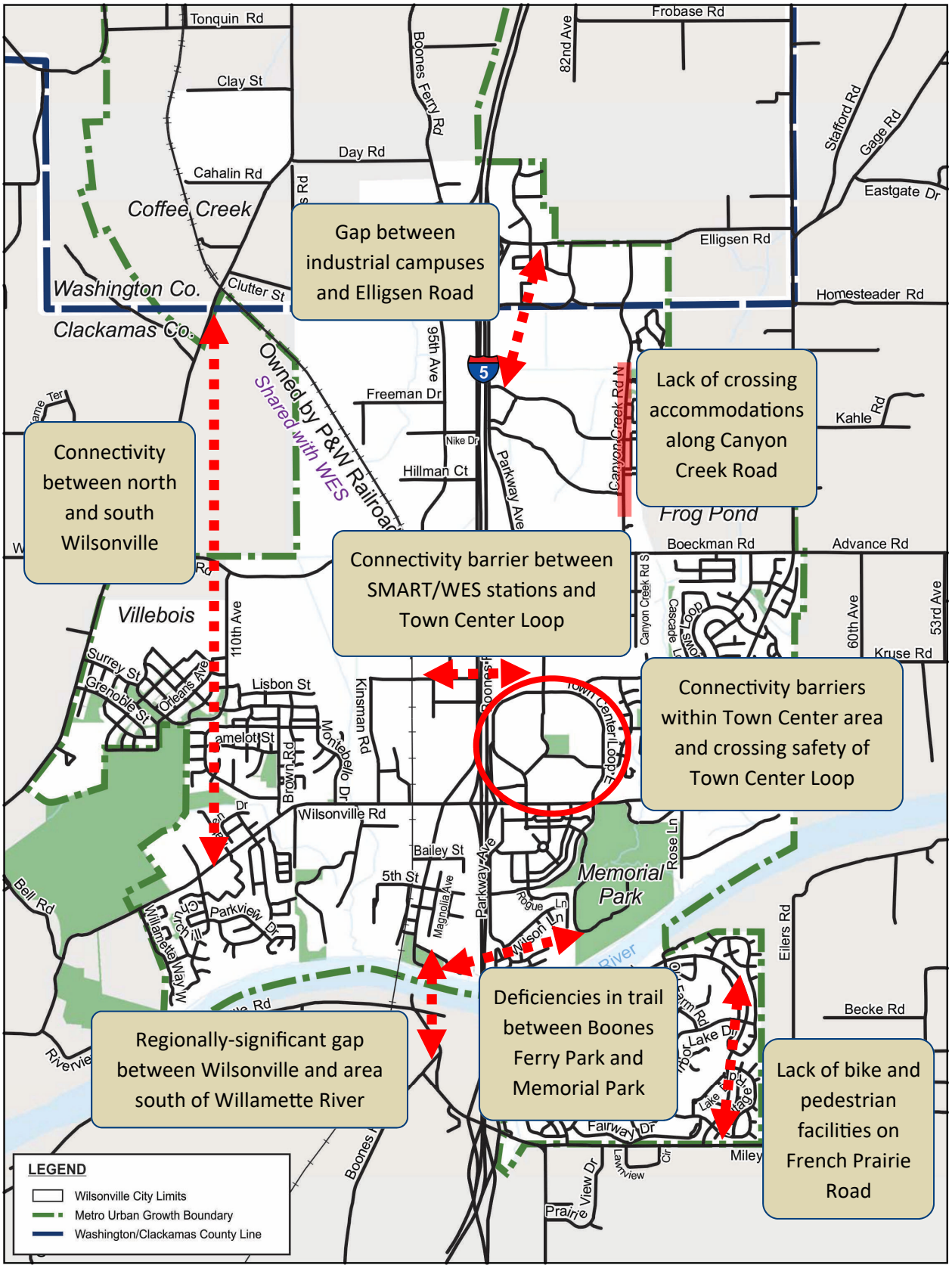
Additional bicycle and pedestrian gaps and deficiencies were identified as part of the Safe Routes to School assessment that the City performed in collaboration with the West Linn-Wilsonville School District and each of the city's primary and middle school. These needs are identified in Chapter 6: The Programs.

Another pedestrian and bicycle need that affects Wilsonville is regional access to the nearby communities. The Ice Age Tonquin Trail and Boones Ferry Road improvements north of Day Road are two examples of facilities that will provide regional connectivity. In addition, Clackamas County has identified the need to provide bicycle facilities on Stafford Road and 65th Avenue to the north and east of Wilsonville. A connection to the south over the Willamette River is also a critical need to link to Charbonneau and the Willamette River Heritage Area (including Champoeg State Park and the Willamette Valley Scenic Bikeway).

To further enhance regional connectivity, the City should continue to coordinate with Clackamas County and Washington County to ensure that bicycle and pedestrian improvements on county roadways are identified in their county TSP updates and that these facilities connect to the city's bicycle and pedestrian systems.

> *"Right now there are many gaps where sidewalks end or cross into areas where there are no receiving facilities for them. So, the transportation system plan is looking at those gaps and will be trying to fill them."*
>
> *Al Levit*
> *Planning Commission*

FIGURE 4-4. MAJOR BICYCLE AND PEDESTRIAN NEEDS



Transit Needs

Wilsonville is unique among the cities within the Portland Metro area because it has its own transit system. While the rest of Metro is served by TriMet, Wilsonville has been operating South Metro Area Regional Transit (SMART) since it withdrew from TriMet's service district in 1988.

A locally run transit system provides many benefits for Wilsonville's residents and employees. Because it is not dependent upon another agency, SMART is able to determine its own bus routes, frequencies, and fares. It currently provides fare-free service within Wilsonville and supports other programs unique to Wilsonville, such as the SMART Options program. SMART is financially supported by payroll taxes from its strong employment base.

SMART also experiences various challenges, including six key transit needs:

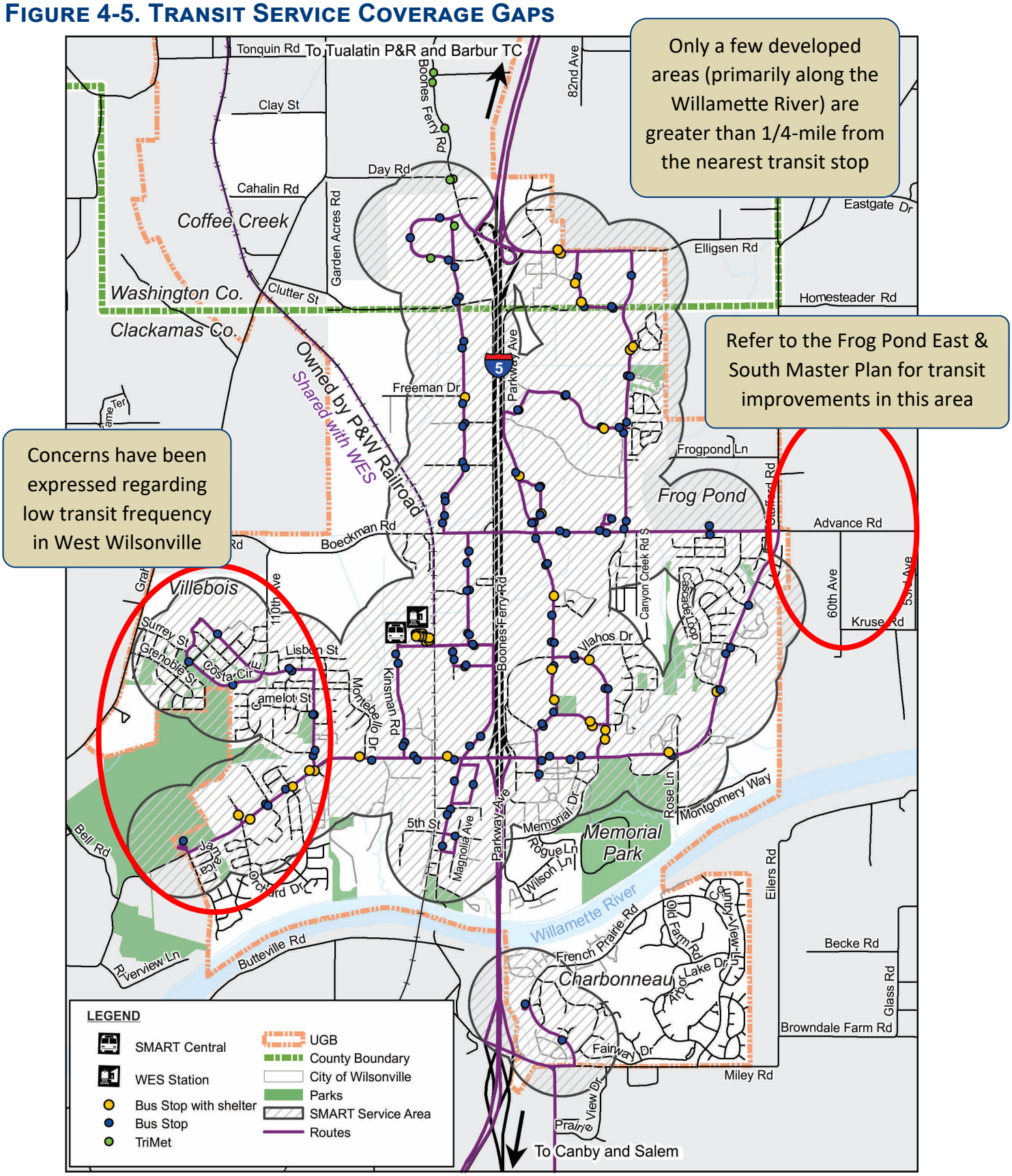
- **Regional Transit Connections** are important for SMART due to Wilsonville's central location between two metropolitan areas (Portland Metro and Salem-Keizer) and its large employment base. While it has existing connections to TriMet (Portland Metro) and Cherriots (Salem-Keizer), these connections should be improved as opportunities arise. For example, expanded service hours and express service to downtown Portland would benefit a larger population of employees and residents of Wilsonville.
- **Service Coverage and Bus Frequency** require ongoing adjustments as demand and resources change. SMART should provide transit service within 1/4-mile of land uses throughout the city. Currently, there are only a few areas that do not fall within the 1/4-mile coverage radius, including Wilson Lane on the east, Willamette Way and Orchard Drive on the west, and the majority of Charbonneau. SMART will need to be responsive to the desires of the public and all affected neighbors before providing or removing service from a given neighborhood. SMART will also need to expand its service as new development occurs in the areas of Coffee Creek, Villebois, and Frog Pond. To expand coverage and service, SMART may require additional buses.
- **Pedestrian and Bicycle Access to Transit** can help improve transit service by providing safe and convenient connections at either end of transit trips. Pedestrian and bicycle networks that provide access to transit stops and good connectivity to all destinations throughout the city are important. They encourage increased use of transit, walking, and bicycling, which are

Recent Transit Improvements

Since the prior 2008 Transit Master Plan was adopted, three major transit system improvements have been implemented that provide a backbone to the city's transit service:

- **SMART Central at Wilsonville Station** was constructed to act as SMART's main transportation hub and includes a 400 space park and ride lot, twelve bus bays, a new facility with an operator break room and public restrooms, shelters, and a clock tower with security cameras.
- **TriMet's Westside Express Service (WES) Commuter Rail** service began operating out of its new station located adjacent to the SMART Central at Wilsonville Station transit center.
- **SMART Bus Routes** changed to coordinate with WES train departures and arrivals.
- **SMART Operations Center** was built to house fleet and operations facilities, including administration offices, maintenance bays, and a bus parking area.

FIGURE 4-5. TRANSIT SERVICE COVERAGE GAPS



complementary travel modes and often used as part of the same trip. Some of the most important locations for access improvements include the Town Center Loop area and the Barber Street connection between Villebois Village and the SMART Central transit center. Other needs throughout the city should be addressed on an ongoing basis.

- **New Buses** are needed for SMART to maintain a quality transit fleet. Many of its buses are aging and require a greater amount of maintenance to keep them in operation. SMART can lower the amount of its budget that it spends on maintenance costs by replacing these buses. Additional buses will also be needed as growth occurs throughout the city. When possible, new buses should use alternative fuels, such as compressed natural gas. This will help SMART to reduce fuel costs and help meet regional and statewide goals for reducing greenhouse gas emissions.

- **Development Review** should address transit needs to ensure that transit users are accommodated as new development occurs in the city. SMART should be involved in the development review process to ensure that existing transit stops are improved and new stops, amenities or routes are provided as needed. In addition, when a new employment or commercial development occurs near a major transit stop, it should locate its building close to the transit stop.

- **Rider Education and Outreach** are ongoing needs that support and encourage transit ridership. One particular area where improvement is needed is adapting to new technology. This includes passenger access to 'real time' transit data and improved on-board amenities. Rider safety education is also an ongoing need.

Environmental Justice

As stated by the Environmental Protection Agency, "Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies" (U.S. EPA, Environmental Justice, Compliance and Enforcement, Website, 2007).

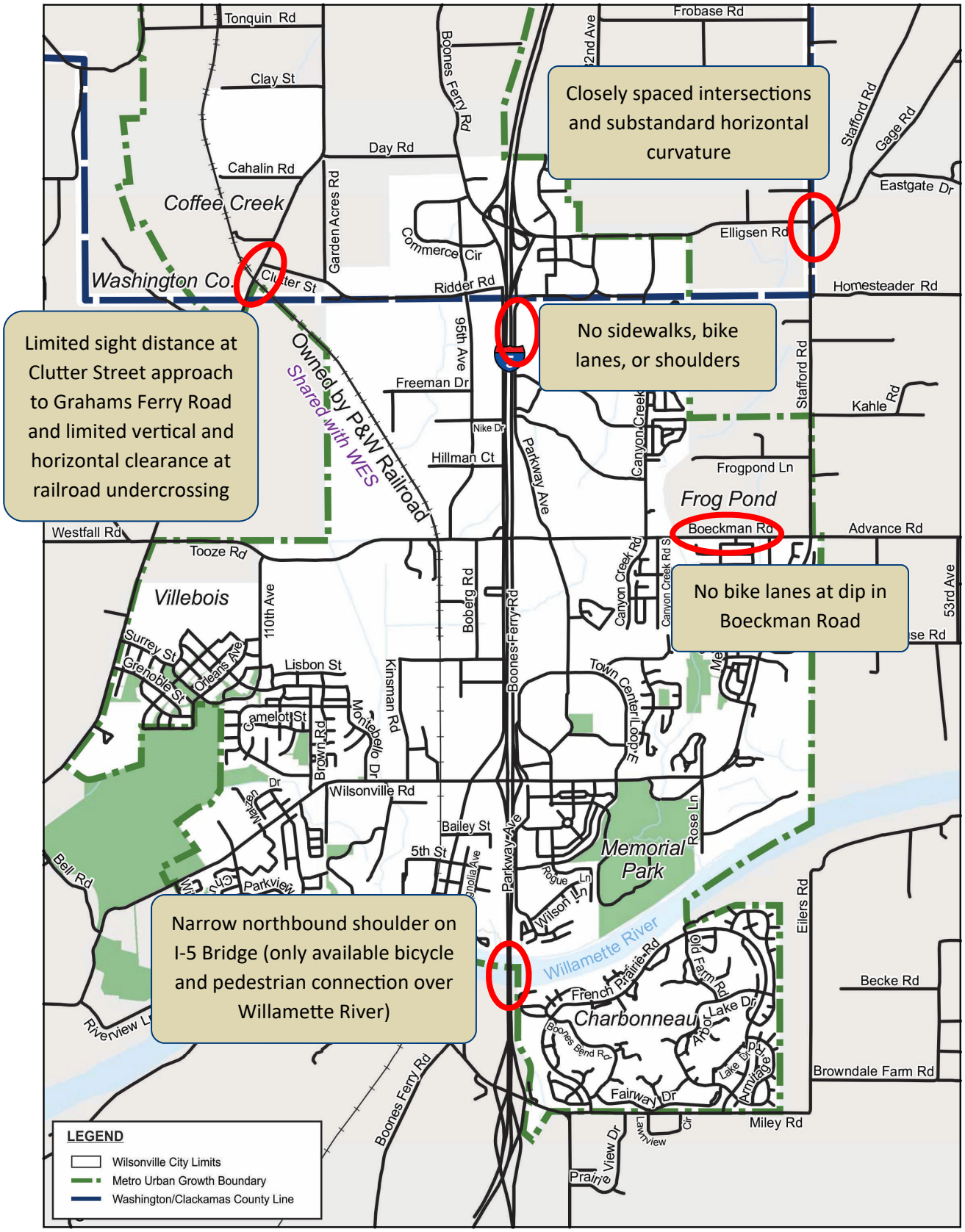
Within the context of the TSP, Environmental Justice is an effort to identify underserved and vulnerable populations so the City can improve transportation services while reduce future inequalities. Two areas of particular need are Charbonneau (due to the higher proportion of elderly residents) and a small area on the southern edge of Villebois (due to lower income housing).

Safety Needs

While there are no high-collision locations within Wilsonville, various safety-related deficiencies exist. Figure 4-6 shows five primary locations where there are existing safety concerns. Topography, roadway curvature, and nearby barriers (including I-5 and the railroad track) are key contributors.

The railroad bridge over Grahams Ferry Road has limited horizontal and vertical clearance. This creates a safety hazard, particularly for bicyclists, pedestrians, and freight traffic.

FIGURE 4-6. SAFETY DEFICIENCIES



Rail Needs

The primary rail-related deficiency in Wilsonville is the limited vertical and horizontal clearance that the railroad bridge over Grahams Ferry Road causes for trucks. This is also a safety deficiency.

ODOT Rail has a policy of not granting new at-grade crossings. Crossings may be relocated (i.e., a new one is provided but only if an old one is removed). Therefore, railroad tracks can pose a significant barrier to the transportation system due to the high cost of grade separated crossings. The primary location in Wilsonville where the railroad contributes to a roadway system gap is the potential Kinsman Road extension in the northwest quadrant (see the prior Multimodal Connectivity Gaps discussion in this chapter).

Another future item that may affect Wilsonville is that ODOT Rail is studying the feasibility of improving intercity rail service between Eugene and Portland (with the potential for developing a high-speed rail line). Portland and Western's Oregon Electric rail line, which runs through Wilsonville, is one of the existing rail alignments being studied. Depending on the outcome of this study, there may be additional passenger rail trains traveling through Wilsonville that would increase gate down time and rail related congestion for all modes of travel.

Portland and Western's Oregon Electric rail line runs north/south through Wilsonville and serves as an important freight and commuter rail corridor. However, it also creates a barrier to travel for other modes due to limited crossing locations.

Air Needs

The City of Wilsonville has no direct jurisdictional control or responsibility for managing the Aurora Airport. However, the City, concerned citizens, and local businesses have participated in the Oregon Department of Aviation's (ODA) development of an updated Master Plan for the airport. The City acknowledges the adoption of the Master Plan by ODA and will continue to monitor planned improvements at the airport and coordinate with ODA and Marion County, who have jurisdictional responsibilities.

The City also has two, potentially conflicting interests that must be balanced related to the airport. These include noise sensitivity for city residents and the reliance local businesses have on the airport for corporate travel.

Water Needs

The City of Wilsonville has no direct jurisdictional control or responsibility for managing activities on the Willamette River. However, it supports efforts by Corps of Engineers to maintain the following two activities , which are essential for the river to function over time as a viable transportation facility:

- Periodic dredging to maintain channel depth to support applicable river traffic
- Maintenance of the Locks at Oregon City

Pipeline System

A high-pressure natural gas mainline pipe exists in the vicinity of the Interstate-5 corridor. The location of this pipeline may impact a project's feasibility or limit available improvement options in its vicinity.

Transportation System Management and Operations Needs

Transportation System Management and Operations (TSMO) improvements include integrated operations solutions that incorporate advanced technologies. Due to the regional significance of TSMO improvements, Clackamas County and Metro have prepared their own plans. Some key needs include:

- **Arterial Corridor Management** for Boones Ferry Road, Elligsen Road, 65th Avenue, Wilsonville Road, and Stafford Road to improve reliability and traveler information along the corridors. Arterial Corridor Management includes installing fiber optic cable to allow communication with the ODOT/County Transportation Management and Operations Center as well as other intelligent transportation devices such as variable message signs, CCTV cameras, traveler information and adaptive traffic signal systems.
- **Transportation Demand Management (TDM)** by supporting the SMART Options Program, which works with Wilsonville area employers and residents to promote transit and other transportation options that reduce traffic congestion, such as carpool, vanpool, bike, walk, and telecommute.
- **Regional Fiber Network Connections** between Wilsonville's traffic signals and Clackamas County's fiber network (Clackamas County currently maintains and operates the City's traffic signals on its behalf).

"We have a new beautiful interchange with much more capacity, but we don't want to use up the capacity just to get from one side of town to the other."

Ben Altman, Chair
Planning Commission

- **Adaptive Signal Timing** and associated video monitoring cameras and vehicle detection equipment (to collect traffic counts and speeds) on Wilsonville Road from Brown Road to Town Center Loop East.
- **Closed Circuit Television Cameras** at the key locations along Wilsonville Road and I-5.
- **Video Monitoring Cameras and Vehicle Detection Equipment** (to collect traffic counts and speeds) on Elligsen Road from Day Road to Canyon Creek Road.
- **Railroad Crossing Alert System** at Portland and Western at-grade railroad crossings.

Recent TSMO Projects

Through a collaborative effort by Wilsonville, Clackamas County, and ODOT, the following TSMO projects have already been implemented:

- **Wilsonville Road Traffic Signal Communications** were improved as part of the Wilsonville Road Interchange Improvements to help manage traffic operations.
- **I-5 Interchange Area CCTV Cameras** were installed by ODOT and linked to the ODOT Trip Check website to provide real time information to drivers traveling within and through Wilsonville.
- **Discover Wilsonville** was a one-year program to make sure every Wilsonville resident has all the information they need to use whatever travel options interest them.
- **Sunday Streets** was a special event focusing on connecting neighborhoods, parks, and people. Bicyclists, walkers, runners, seniors, adults, and children enjoyed traffic-free streets filled with physical activities, fun and interactive entertainment, music, and food.

Alternative Fuel Needs

Within Wilsonville and throughout the Portland Metro area, there is an increasing need to provide infrastructure to support vehicles that use alternative fuels (i.e., electrical and compressed natural gas vehicles). These vehicles help to reduce greenhouse gas emissions and are becoming more popular and affordable. SMART already has a compressed natural gas fueling station that it will use for its bus fleet.

The City could consider identifying various electrical vehicle stations at strategic locations that serve both residential and business users. Level II charging stations (input voltage of 240 volts, which requires two to four hours for charging) already exist at City Hall (2 stations) and the Fred Meyer parking lot (2 stations). Additional locations that may be considered for Level II charging stations are the SMART Central transit center and Town Center Loop.

The City of Wilsonville could also take advantage of its location at the southern tip of the Portland Metropolitan area to install (or coordinate with a willing business to install) a Level III (480 volt) fast charging station, which require only 20 to 40 minutes to complete the charge. An ideal location would be near one of the I-5 interchanges.

Another option to be ready for the transition to electric transportation would be to include provisions in residential, commercial, and industrial building codes for supporting the required infrastructure. It would be less expensive to require new buildings and parking lots to have the required electrical wiring and outlets to support future electric vehicle charging stations than it would be to retrofit older buildings and parking lots. By taking this preliminary step in preparing its infrastructure, a smoother transition could be made to alternative fuels for vehicles.

Electric vehicle charging stations, such as those located at Fred Meyer (shown above) and Wilsonville City Hall (shown below), allow patrons, employees, and visitors to charge their vehicles while working, shopping, and visiting Wilsonville.

The Projects
Chapter 5

Wilsonville is responsible for managing an efficient and effective transportation system that supports the quality of life of its residents and the economic vitality of its businesses. This is no easy task, but the City can succeed by implementing programs and projects that provide three primary benefits:

- Reduce rush hour traffic
- Improve operations and safety
- Make strategic investments in new and expanded facilities to serve all modes.

Wilsonville should be engaged in these three activities simultaneously through a balanced effort of programs and projects to receive the greatest value from its infrastructure expenditures. This balanced approach can also guard against over-building roadway capacity.

The list of transportation projects that will repair or complete the transportation system through 2035 is based largely on past plans, but includes updated solutions. Constructing all of the identified transportation solutions would cost approximately $263.6 million, which exceeds $123.4 million, which is forecasted to be available through 2035 from both City and other funding sources. Therefore, Wilsonville must choose how to invest its limited resources to provide the greatest benefit to Wilsonville residents and businesses. The highest priority solutions to meet the most important transportation system needs are included in the “Higher Priority” project list , while all other projects are included in the “Planned“ project list.

Wilsonville will . . .

- ***Improve system efficiency,***
- ***Reduce congestion, and***
- ***Save money***

By implementing programs and projects that . . .

1. ***Reduce rush hour traffic,***
2. ***Improve operations and safety, and***
3. ***Make strategic investments in new and expanded facilities to serve all modes***

System Improvement Priorities

Most of the transportation system improvement projects needed to address gaps and deficiencies in the system were identified in prior City plans, including its 2003 Transportation Systems Plan, 2006 Bicycle and Pedestrian Master Plan, 2008 Transit Master Plan, and multiple development master plans (see Chapter 1: The Context). The City's prior transportation projects were reconsidered, integrated, and revised to address updated information and prepare for the 2035 planning horizon.

Because transportation funding is limited, Wilsonville recognizes the importance of being fiscally responsible in managing and improving its transportation system. The diagram at right illustrates cost-effective steps and associated solution areas to resolving transportation needs by following a multimodal, network-wide approach. These five steps were considered from top to bottom when evaluating Wilsonville's transportation projects:

- **Manage** the performance of congested locations with strategies that reduce traffic conflicts, increase safety, and encourage more efficient usage of the transportation system. Intersection operational improvements are considered to fall under this category.
- **Reduce** the driving demand at congested locations by ensuring safe and available walking, biking, and transit options.
- **Revisit** land use decisions and congestion thresholds to support shorter driving trips or modified travel decisions.
- **Extend** streets to increase connectivity and create parallel routes that reduce the driving demand on congested facilities.
- **Expand** existing streets or intersections to increase the driving capacity of congested facilities.

Figure 5-1. Improvement Priorities

"We want to create a transportation system that has multiple choices . . . That way we are not heavily reliant on the car, which will still stay a key element to the system. But we want to make sure we are providing options for bicycles, pedestrians, and transit."

Ben Altman, Chair
Planning Commission

Prioritized Solution Areas

As illustrated in Figure 5-1, the City can best manage its transportation system by having plans, programs, and/or projects that address each of the following solution areas:

1. **Transportation System Management and Operations (TSMO)** strategies that improve the safety and efficiency of the current system, including Transportation Demand Management (TDM)
2. **Bicycle, Pedestrian, and Transit** system improvements that target key system gaps and safely accommodate all transportation users
3. **Land Use and Development Strategies** that (1) provide equal accessibility and connectivity to those users who choose to travel by transit, bicycle, and pedestrian modes and (2) utilize the City's functional classification hierarchy to reduce out-of-direction travel and manage congestion on arterials
4. **Connectivity** improvements that include motor vehicle, pedestrian, bicycle, and transit facilities to provide more direct routes for all transportation users between neighborhoods, schools, parks, and retail/industrial areas
5. **Motor Vehicle Capacity** improvements upon a demonstration that the other strategies are not appropriate or cannot adequately address identified transportation needs

General preference should be given to those listed first, but only to the degree to which they are more cost-effective at supporting the City's vision and goals (i.e., a transportation system that is safe, connected and accessible, functional and reliable, cost effective, compatible, robust, and promotes livability). Many of the City's projects include elements that address multiple solutions.

Project Evaluation Process

Wilsonville's transportation improvement projects were also evaluated and prioritized to help select which projects to include in the Higher Priority project list. Many projects had been evaluated and prioritized in recently adopted mode-specific transportation plans. As a result, the TSP evaluation process varied for the different modes:

- **Motor Vehicle Projects:** The projects were ranked according to a point-based technical scoring methodology using evaluation criteria consistent with the City's transportation goals. This allowed for a consistent method to understand how well the projects would meet the City's transportation goals and policies. In addition, community input was considered when prioritizing the projects.
- **Bicycle, Pedestrian, and Transit Projects:** The project priorities in the 2006 Bicycle and Pedestrian Master Plan and 2008 Transit Master Plan were reviewed, and a few changes were made based on City staff and public input. The majority of the higher priority bicycle and pedestrian projects were included in the Higher Priority project list, even if it would require them to be constructed separately from associated motor vehicle projects.

Prioritizing the projects in this way allowed for them to be separated into two lists: the "Higher Priority" project list includes the highest priority solutions to meet the City's most important transportation system needs, while the "Additional Planned" project list includes all of the other projects.

Higher Priority Projects

The "Higher Priority" project list includes the recommended projects reasonably expected to be funded through 2035. These are the highest priority solutions to meet the City's most important needs. These projects will inform the City's yearly budget and 5-year Capital Improvement Plan (CIP). As shown in Table 5-1, the Higher Priority projects would cost a total of approximately $263.6 million.

Figures 5-2 through 5-6 show locations of the projects, and corresponding project details are included in Tables 5-1 through 5-5 (project numbering is alphabetical). Some of the City's Higher Priority projects are not associated with a specific location but instead will be applied citywide as needed. These projects are listed in Table 5-6. Additional project details are included in the appendix (where they are sorted by project type).

Table 5-1. Higher Priority Project Costs[a]

Project Type	Cost Estimate
Roadway Extensions	$89,400,000
Roadway Widening	$34,400,000
Urban Upgrades	$81,480,000
Spot Improvements	$27,053,000
Standalone Bicycle and Pedestrian Improvements	$30,803,000
Transit Improvements	$500,000
Total Higher Priority Project Costs	**$263,636,000**

[a] See Tables 5-2, 5-3, 5-4, 5-5, and 5-6 for individual project costs.

Project Types

RE – Roadway Extensions (Multimodal Connectivity): New transportation facilities in Wilsonville will connect neighborhoods to one another and to other important destinations. Many of the bicycle and pedestrian improvements related to roadway extensions will fill important system gaps so that neighborhoods have improved non-motorized connectivity, while roadway extension projects are the key motor vehicle improvements that provide increased connectivity in Wilsonville. The roadway extensions help the City to meet the one-mile arterial and half-mile collector spacing standards, consistent with City and regional policy.

RW – Roadway Widening (Capacity): The roadway widening projects increase roadway capacity.

UU – Urban Upgrades (Multimodal Connectivity and Safety): The urban upgrade projects complete existing roadways, and often improve connectivity by adding bike lanes, sidewalks, and turn lanes that accommodate access to adjacent neighborhoods. These projects improve the roadways to meet the City's cross-section standards.

SI – Spot Improvements (Transportation System Management and Operations): Spot improvements consist of isolated intersection improvements and safety improvements throughout the city.

BW, SR, LT, and RT – Standalone Bicycle and Pedestrian Improvements (Multimodal Connectivity and Safety): While many bicycle and pedestrian facilities will be constructed as elements of roadway extension and widening projects, there are a number of projects that the City should construct separately or as part of future development. These include the highest priority bikeways/walkways (**BW**), Safe Routes to School projects (**SR**), local trails (**LT**), and regional trails (**RT**).

TI – Transit Improvements: Transit projects are needed throughout the city to provide bus stop amenities and improve bicycle and pedestrian access to transit.

FIGURE 5-2. HIGHER PRIORITY PROJECTS

This figure provides an overall perspective of the Higher Priority projects throughout the city. Additional details are provided on the pages that follow for each of the City's four quadrants (Northwest, Northeast, Southwest, Southeast), which use I-5 and Boeckman Road as dividing lines.

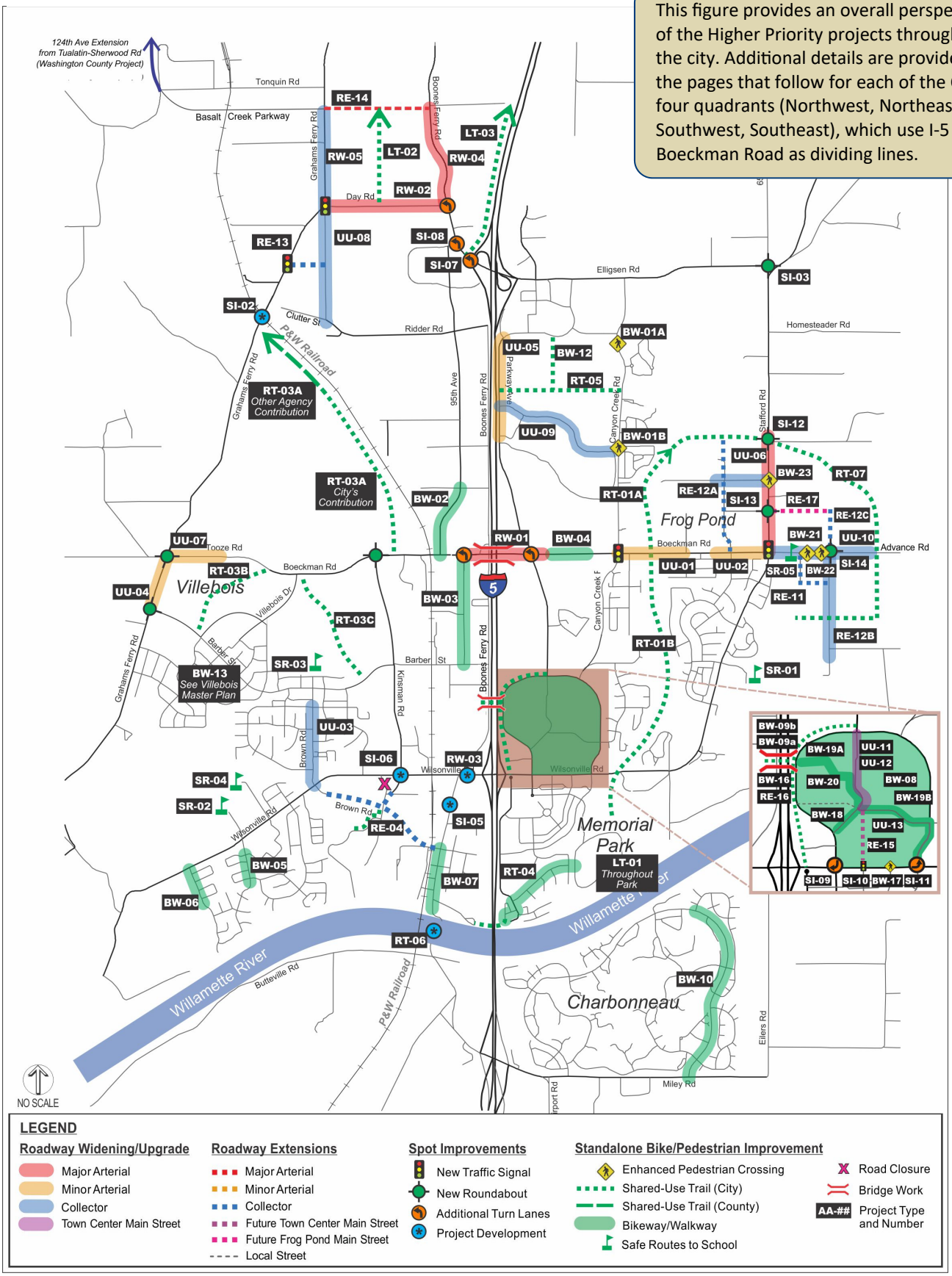


Table 5-2. Higher Priority Projects (Northwest Quadrant)

Project		Description	Cost
Roadway Extensions			
RE-13	Java Road Connection and Signal	Construct Java Road from Boones Ferry Road to Grahams Ferry Road and Garden Acres Road with a signal at the Java Road/Grahams Ferry Road intersection and disconnect Clutter Street from Grahams Ferry Road.	$1,500,000
RE-14	Basalt Creek Parkway Connection	Construct Basalt Creek Parkway as a limited access five-lane Major Arterial between Grahams Ferry Road and Boones Ferry Road. This project would be a joint Washington County, City of Wilsonville and City of Tualatin project and will work together to seek funding. RTP project #11470.	$31,700,000
Urban Upgrades			
UU-08	Garden Acres Road Urban Upgrade	Upgrade Garden Acres Road to a three-lane collector with bicycle lanes and upgrade the Garden Acres Road/Day Road intersection to either a signal or a roundabout. Realign Ridder Road to Garden Acres Road. Close the existing Clutter Road connection to Grahams Ferry Road after completion of Project RE-13. Close the existing Coffee Creek Correctional Facility driveway to Grahams Ferry Road and relocate the driveway to Cahalin Road.	$14,260,000
Roadway Widening			
RW-02	Day Road Widening	Widen Day Road from Boones Ferry Road to Grahams Ferry Road to include additional travel lanes in both directions along with bike lanes and sidewalks; project includes improvements at the Day Road/Boones Ferry Road and Day Road/Grahams Ferry Road intersections.	$5,900,000
RW-04	Boones Ferry Road Widening	Widen Boones Ferry Road from Day Road to Basalt Creek Parkway to five lanes. RTP project #11487.	$1,200,000
RW-05	Grahams Ferry Road Widening	Widen Grahams Ferry Road from Day Road to Basalt Creek Parkway to three lanes with bike lanes, sidewalks, and transit improvements. RTP project #10588.	$13,200,000
Spot Improvements			
SI-02	Grahams Ferry Railroad Undercrossing Project Development	Perform preliminary analysis to determine needs, feasibility, etc.	$500,000
SI-07	Dual Southbound Right Turn Lanes	Add a second southbound right turn lane to the I-5 Exit Ramp at the Boones Ferry Road intersection. RTP project #11489.	$1,063,000
SI-08	Boones Ferry Road/95th Avenue Access Management	Improve operations at the Boones Ferry Road/95th Avenue intersection by removing the east private access approach. Pioneer Court access onto Boones Ferry Road will be right-in /right-out. Additional access will occur via a north-south local street connection between Pioneer Court (RE-P15), passing under the Day Road I-5 overcrossing approach, and a new west-east local street (north of Day Road) with full intersection access at Boones Ferry Road.	$2,500,000
Standalone Pedestrian and Bicycle Improvements (Bikeways and Walkways)			
BW-02	95th Avenue Sidewalk Infill	Fill in gaps in the sidewalk network on the east side of 95th Avenue from Boeckman Road to Hillman Court, and construct transit stop improvements.	$85,000
Standalone Pedestrian and Bicycle Improvements (Regional Trails)			
RT-03A	Ice Age Tonquin Trail (North)	Construct sections of the Ice Age Tonquin Trail north of Boeckman Road; City to construct portion within City limits (approximately $750,000) and coordinate portion farther north with Washington County and neighboring cities.	$2,040,000 (Partial Regional funding)
Standalone Pedestrian and Bicycle Improvements (Local Trails)			
LT-02	Basalt Creek Canyon Ridge Trail	Build a north/south trail connection within Basalt Creek (west of the Canyon) to improve the pedestrian and bicycle network and make connections to east/west roads that run north and south. This trail would require a grade-separated crossing of Basalt Creek Parkway and would be connected to the regional trail network by extending Tonquin Road with bike/pedestrian facilities across Graham's Ferry to this future Basalt Creek Canyon Ridge Trail.	$450,000
LT-03	I-5 Easement Trail	Build a trail parallel to I-5 in the ODOT easement that would provide an additional north/south connection connecting to existing bike and pedestrian facilities.	$750,000

FIGURE 5-3. HIGHER PRIORITY PROJECTS (NORTHWEST QUADRANT)

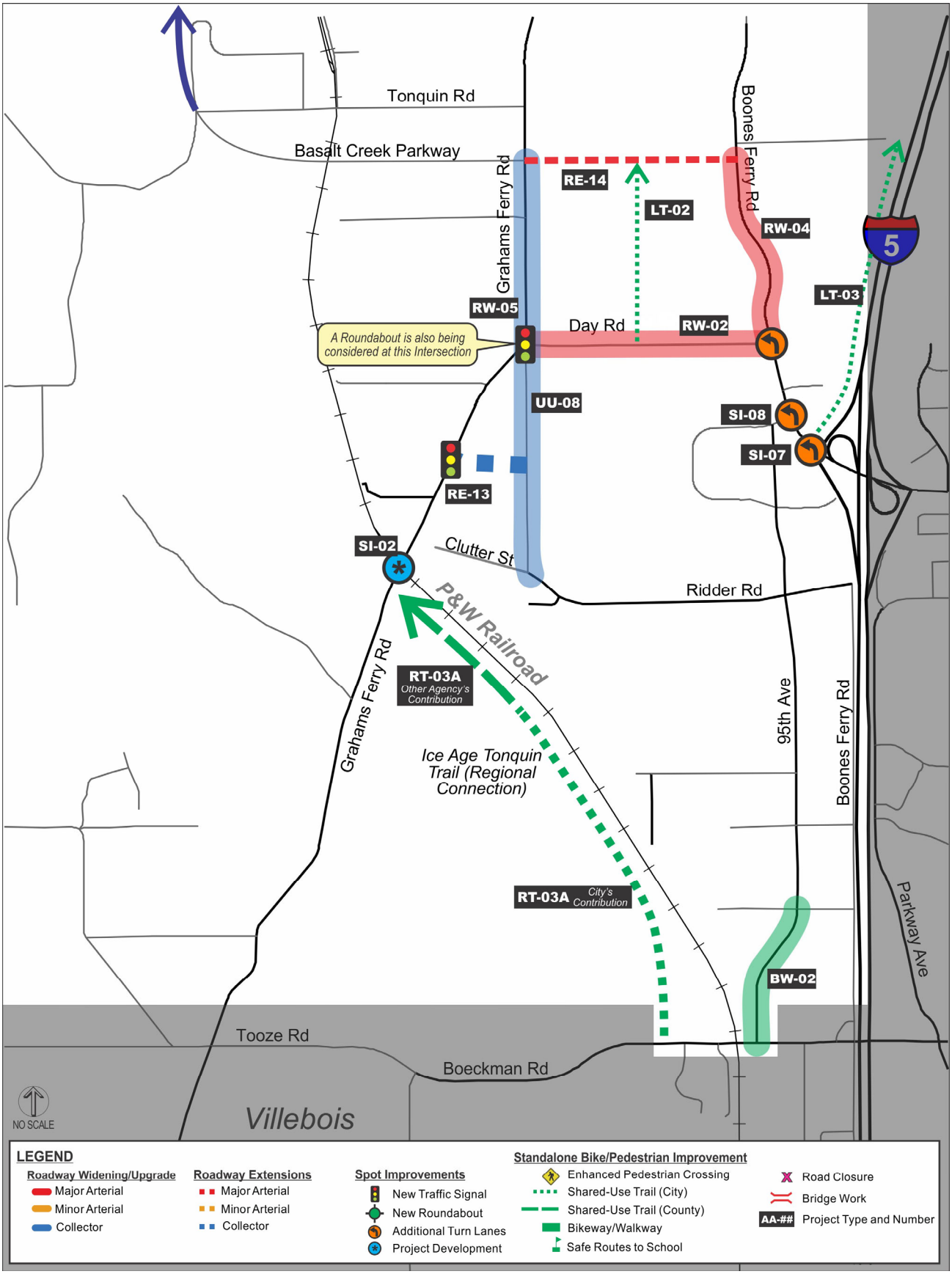


Table 5-3. Higher Priority Projects (Northeast Quadrant)

Project		Description	Cost
Roadway Extensions			
RE-11	Meridian Creek Middle School Site Improvements	Construct the collector roadways and site improvements associated with the proposed Meridian Creek Middle School site.	$1,600,000
RE-12A	Frog Pond West Neighborhood Collector Roads	Construct the collector roadways within the west neighborhood as identified in the Frog Pond Area Plan.	$9,510,000
RE-12B	Frog Pond South Neighborhood Collector Roads	Construct the collector roadways within the south neighborhood as identified in the Frog East & South Master Plan.	$6,840,000
RE-12C	Frog Pond East Neighborhood Collector Roads	Construct the collector roadways within the east neighborhood as identified in the Frog Pond East & South Master Plan.	$6,180,000
RE-17	Frog Pond Brisband Main Street Extension	Construct the Brisband Street extension east of Stafford Road under the new Frog Pond Main Street classification.	$3,950,000
Roadway Widening			
RW-01	Boeckman Road Bridge and Corridor Improvements	Widen Boeckman Road from Boberg Road to 500 feet east of Parkway Avenue to include additional travel lanes in both directions along with bike lanes and sidewalks; project includes reconstruction of the bridge over I-5 and improvements at Boeckman Road/Boberg Road and Boeckman Road/Parkway Avenue intersections and adjacent transit stops.	$13,600,000
Urban Upgrades			
UU-01	Boeckman Road Dip Improvements	Upgrade at vertical curve east of Canyon Creek Road to meet applicable cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements); options should also be considered to make connections to the regional trail system and to remove the culvert and install a bridge.	$12,220,000
UU-02	Boeckman Road Urban Upgrade	Upgrade to meet applicable cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements); project includes a traffic signal or roundabout at the Boeckman Road-Advance Road/Stafford Road-Wilsonville Road Intersection.	$2,100,000
UU-05	Parkway Avenue Urban Upgrade	Upgrade to meet applicable cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements).	$5,000,000
UU-06	Stafford Road Urban Upgrade	Widen Stafford Road from Boeckman Road to City limits to three travel lanes and include multimodal improvements. Prohibit through and left turn movements from Frog Pond Lane onto Stafford Road with a median, but provide median breaks to allow for northbound and southbound left turns off Stafford Road. Install a crosswalk with median across Stafford Road.	$6,840,000
UU-09	Printer Parkway Urban Upgrade	Upgrade Printer Parkway to a three-lane collector with bicycle lanes and multiuse path.	$3,600,000
UU-10	Advance Road Urban Upgrade	Widen Advance Road from Stafford Road to City limits to three travel lanes and include multimodal improvements. Multimodal improvements on Advance Road should match the identified improvements on Boeckman Road to the west of Stafford Road.	$7,660,000
Spot Improvements			
SI-03	Stafford Road/65th Avenue Intersection Improvements	Improve turn radii, sight distance and grade differential by combining intersections as either a roundabout or traffic signal.	$2,000,000 (Partial County funding)
SI-12	Stafford Road/Kahle Road Roundabout	Install a single-lane roundabout at the intersection of Stafford Road/Kahle Road.	$6,170,000
SI-13	Stafford Road/Brisband Street Roundabout	Install a single-lane roundabout at the intersection of Stafford Road/Brisband Street.	$6,170,000
SI-14	Advance Road/60th Avenue Roundabout	Install a single-lane roundabout at the intersection of Advance Road/60th Avenue.	$3,950,000

Table 5-3. Higher Priority Projects (Northeast Quadrant) - Cont.

Project		Description	Cost
Standalone Pedestrian and Bicycle Improvements (Bikeways and Walkways)			
BW-01 A/B	Canyon Creek Road Enhanced Pedestrian Crossings	Install two new pedestrian crossings of Canyon Creek Road that include rectangular rapid flashing beacons (RRFBs), center pedestrian median island, signage, etc. (final locations to be determined).	$130,000
BW-04	Boeckman Road Bike Lanes and Sidewalk Infill	Construct bike lanes (both sides of street) and sidewalks (south side of street) from Parkway Avenue to Canyon Creek Road.	$515,000
BW-12	Parkway Center Trail Connector	Construct shared-use path as development occurs; with connection to proposed regional trail (Wiedemann Road Trail) on the south.	$120,000
BW-21	Advance Road Mid-block Pedestrian Crossing	Install a mid-block crosswalk with median between 60th Avenue and 63rd Avenue.	$125,000
BW-22	Advance Road Enhanced Crossing	Install an RRFB along Advance Road at one of three potential locations: 60th Avenue, 63rd Avenue, or mid-block between 60th Avenue and 63rd Avenue.	$60,000
BW-23	Stafford Road Enhanced Crossing	Install an RRFB along Stafford Road at Frog Pond Lane. Includes signage and median refuge island.	$60,000
Standalone Pedestrian and Bicycle Improvements (Safe Routes to School)			
SR-05	Meridian Creek Middle School Safe Routes to School Improvements	Install a school crosswalk across Advance Road at 63rd Avenue with advance school crosswalk signs on Advance Road.	$125,000
Standalone Pedestrian and Bicycle Improvements (Regional Trails)			
RT-01A	Boeckman Creek Trail (North)	Construct north-south trail through east Wilsonville following Boeckman Creek, with connections to neighborhoods, parks, and intersecting roads (may need a boardwalk for various sections and would require a comprehensive public process).	$850,000
RT-05	Wiedemann Road Trail	Construct east-west trail in north Wilsonville near the Xerox campus with City responsible for portion through developed land and future developer responsible for portion on future development site.	$340,000
RT-07	Frog Pond Regional Trail	Construct the regional trail identified in the Frog Pond Area Plan and other applicable master plans.	$6,940,000

FIGURE 5-4. HIGHER PRIORITY PROJECTS (NORTHEAST QUADRANT)

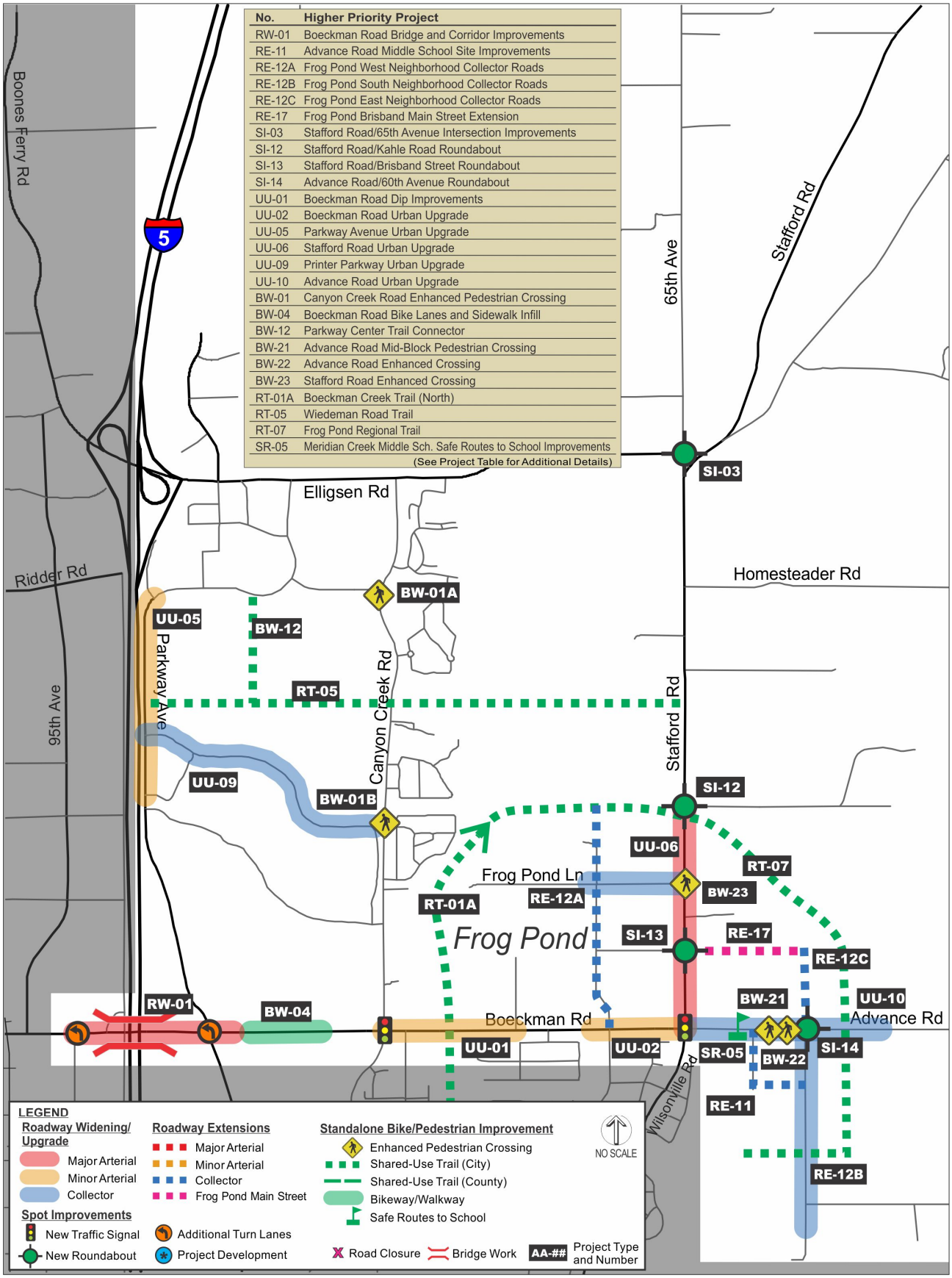
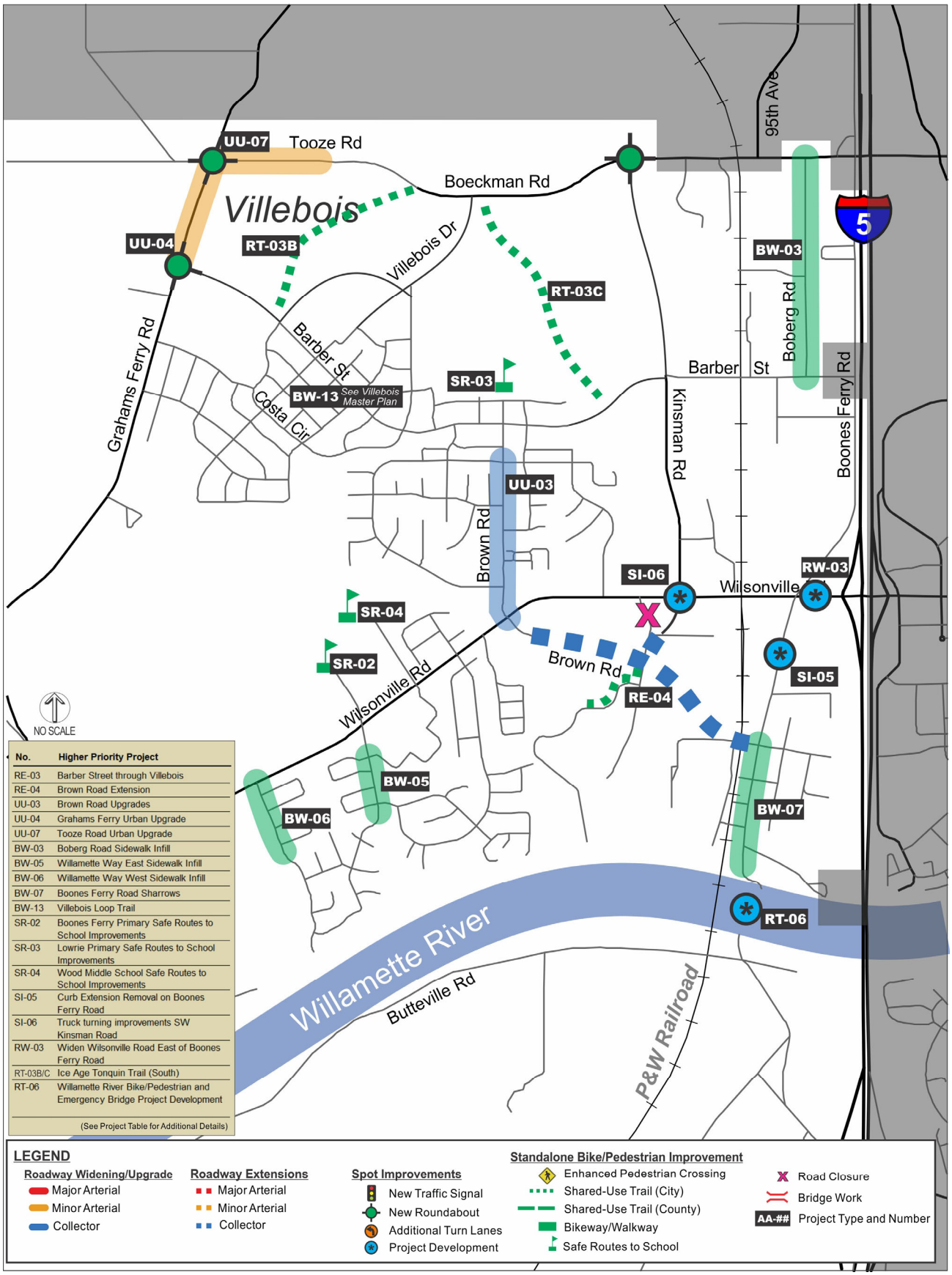


Table 5-4. Higher Priority Projects (Southwest Quadrant)

Project		Description	Cost
Roadway Extensions			
RE-04A	Corridor Study for Brown Road Extension	Perform a corridor study to determine the recommended Brown Road extension alignment	$20,000
RE-04B	Brown Road Extension	Construct remaining 2-lane roadway with bike lanes, sidewalks, and transit stop improvements from Wilsonville Road to Boones Ferry Road (connect at 5th Street); includes roadway connection to Kinsman Road (with bike lanes and sidewalks), portion of Ice Age Tonquin Trail connecting to trial terminus on Arrowhead Creek Lane, and Brown Road/Kinsman Road intersection.	$15,200,000
Urban Upgrades			
UU-03	Brown Road Upgrades	Upgrade to meet cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stops)	$3,500,000
UU-04	Grahams Ferry Urban Upgrade	Upgrade to meet cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements); includes roundabout at Grahams Ferry Road/Barber Street intersection	$2,400,000
UU-07	Tooze Road Urban Upgrade	Upgrade to meet cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements); includes roundabout at Grahams Ferry Road/Tooze Road intersection	$7,900,000
Spot Improvements			
SI-05	Curb Extension Removal on Boones Ferry Road	Remove curb extension and add an additional northbound through lane on SW Boones Ferry Road starting at the southern SW Boones Ferry Road/Fred Meyer access and ending at the SW Boones Ferry Road/SW Wilsonville Road intersection where the curbside through lane will terminate into the existing right turn lane.	$200,000
SI-06	Truck Turning Improvements SW Kinsman Road	Rebuild the northwest corner of the Wilsonville Road/Kinsman Road intersection to accommodate truck turning movements and improve pedestrian safety. Requires right-of-way acquisition, widening, pedestrian ramp replacement, and traffic signal pole relocation.	$750,000
Roadway Widening			
RW-03	Widen Wilsonville Road East of Boones Ferry Road	Widen eastbound SW Wilsonville Road east of SW Boones Ferry Road by removing the center median. This project involves lane configuration analysis to best address congestion.	$500,000
Standalone Pedestrian and Bicycle Improvements (Bikeways and Walkways)			
BW-03	Boberg Road Sidewalk Infill	Fill in gaps in the sidewalk network on the east side of the roadway from Boeckman Road to Barber Street, and construct transit stop improvements.	$375,000
BW-05	Willamette Way East Sidewalk Infill	Fill in gaps in the sidewalk network on the west side of the roadway from Chantilly to south of Churchill (part of Ice Age Tonquin Trail).	$50,000
BW-06	Willamette Way West Sidewalk Infill	Construct a new sidewalk on west side of the roadway from Wilsonville Road to Paulina Drive.	$50,000
BW-07	Boones Ferry Road Sharrows	Stripe sharrows (shared travel lanes) from 5th Street to Boones Ferry Park; this will connect Ice Age Tonquin Trail (once the portion along the Brown Road Extension is completed) to Waterfront Trail.	$5,000
BW-13	Villebois Loop Trail	Construct shared-use path as part of Villebois development; include connections to Villebois Greenway, the Ice Age Tonquin Trail, and the Village Center.	$180,000
Standalone Pedestrian and Bicycle Improvements (Safe Routes to School)			
SR-02	Boones Ferry Primary Safe Routes to School Improvements	Construct shared-use path between Boones Ferry Primary and Wood Middle School, a bicycle parking shelter near the school, and a shared-use path connecting the bicycle shelter to the sidewalks along Wilsonville Road.	$200,000
SR-03	Lowrie Primary Safe Routes to School Improvements	Construct shared-use path from existing connection of Lowrie Primary School to Barber Street as part of Villebois development; include connections to new school, Ice Age Tonquin Trail, and Barber Street to future connections.	$150,000
SR-04	Wood Middle School Safe Routes to School Improvements	Construct a bicycle parking shelter near the school and a shared-use path connecting the bicycle shelter to the sidewalks along Wilsonville Road; also widen and stripe the Park at Merryfield Trail, which connects Wood Middle School to Camelot Street to the north.	$150,000
Standalone Pedestrian and Bicycle Improvements (Regional Trails)			
RT-03B/C	Ice Age Tonquin Trail (Villebois)	Construct the remaining sections of the Ice Age Tonquin Trail within Villebois Village in conjunction with development and adjacent roadway improvements.	$560,000
RT-06	Willamette River Bike/ Pedestrian and Emergency Bridge Project Development	Perform feasibility study and project development for bike/pedestrian/emergency bridge over the Willamette River to provide a non-motorized alternative to the I-5 freeway deck.	$1,380,000 (Partial Regional funding)

FIGURE 5-5. HIGHER PRIORITY PROJECTS (SOUTHWEST QUADRANT)



No.	Higher Priority Project
RE-03	Barber Street through Villebois
RE-04	Brown Road Extension
UU-03	Brown Road Upgrades
UU-04	Grahams Ferry Urban Upgrade
UU-07	Tooze Road Urban Upgrade
BW-03	Boberg Road Sidewalk Infill
BW-05	Willamette Way East Sidewalk Infill
BW-06	Willamette Way West Sidewalk Infill
BW-07	Boones Ferry Road Sharrows
BW-13	Villebois Loop Trail
SR-02	Boones Ferry Primary Safe Routes to School Improvements
SR-03	Lowrie Primary Safe Routes to School Improvements
SR-04	Wood Middle School Safe Routes to School Improvements
SI-05	Curb Extension Removal on Boones Ferry Road
SI-06	Truck turning improvements SW Kinsman Road
RW-03	Widen Wilsonville Road East of Boones Ferry Road
RT-03B/C	Ice Age Tonquin Trail (South)
RT-06	Willamette River Bike/Pedestrian and Emergency Bridge Project Development

(See Project Table for Additional Details)

LEGEND

Roadway Widening/Upgrade
- Major Arterial
- Minor Arterial
- Collector

Roadway Extensions
- Major Arterial
- Minor Arterial
- Collector

Spot Improvements
- New Traffic Signal
- New Roundabout
- Additional Turn Lanes
- Project Development

Standalone Bike/Pedestrian Improvement
- Enhanced Pedestrian Crossing
- Shared-Use Trail (City)
- Shared-Use Trail (County)
- Bikeway/Walkway
- Safe Routes to School

- Road Closure
- Bridge Work
- AA-## Project Type and Number

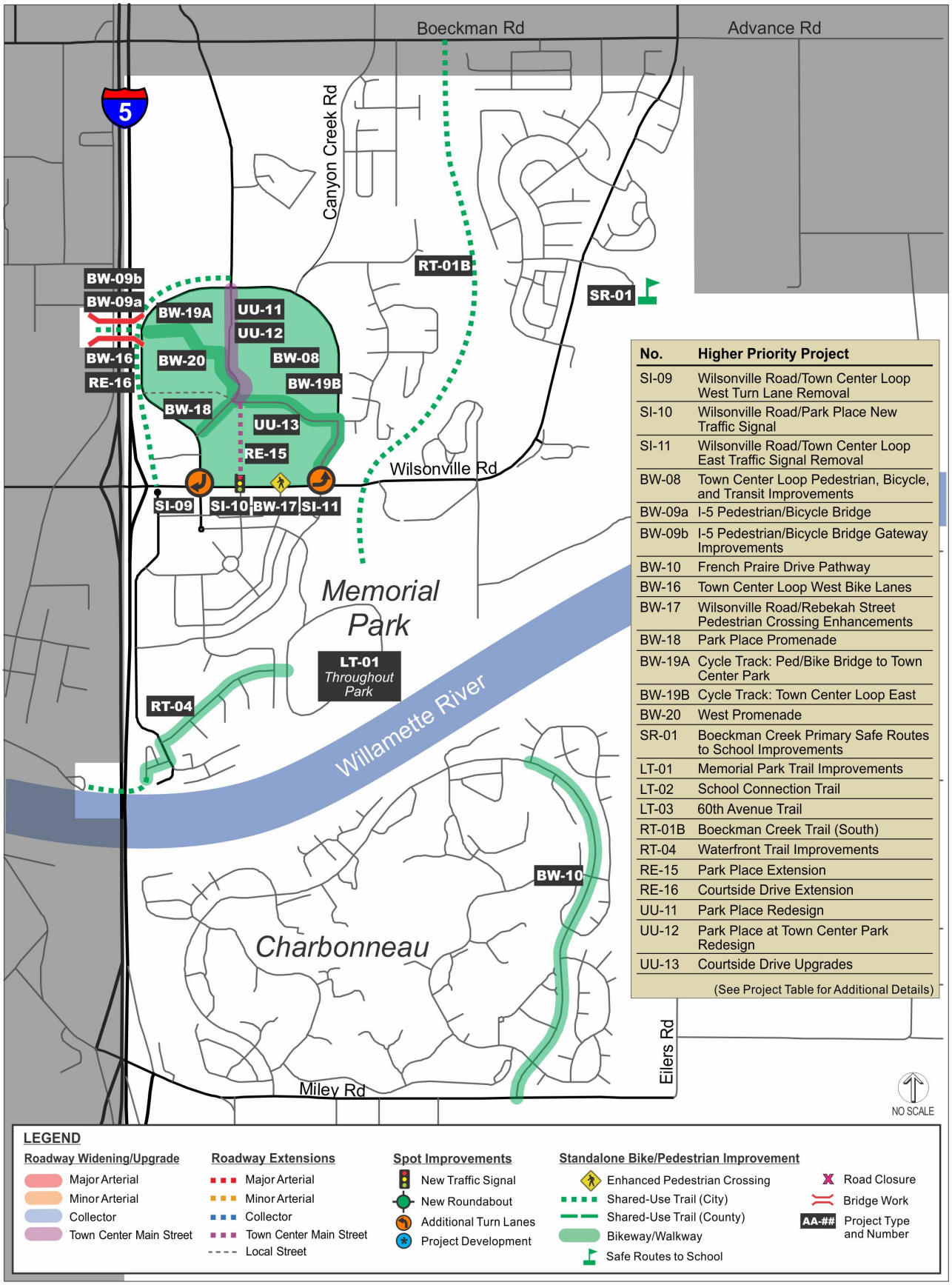
Table 5-5. Higher Priority Projects (Southeast Quadrant)

Project		Description	Cost
Roadway Extensions			
RE-15	Park Place Extension	Construct an extension of Park Place from Courtside Drive to Wilsonville Road as a new main street with two travel lanes, parking, and sidewalks on both sides (see Figure 3-13). This extension will create a new signalized intersection at Wilsonville Road (SI-10).	$6,300,000
RE-16	Courtside Drive Extension	Construct an extension of Courtside Drive from Park Place to Town Center Loop West as a new main street with two travel lanes, buffered bike lanes, and sidewalks (see Figure 3-13).	$6,600,000
Urban Upgrades			
UU-11	Park Place Redesign	Upgrade Park Place between Town Center Loop and northern edge of Town Center Park to meet the cross-section standard in Figure 3-13, which includes two-travel lanes with buffered bike lanes and sidewalks.	$4,400,000
UU-12	Park Place at Town Center Park Redesign	Upgrade Park Place between the northern edge of Town Center Park to Courtside Drive to meet the cross-section standard in Figure 3-13, which includes the installation of two-lane curb-less street with on street parking, a two-way buffered cycle track, and sidewalks.	$3,700,000
UU-13	Courtside Drive Upgrades	Upgrade Courtside Drive between Town Center Loop East and Park Place to meet the cross-section standard in Figure 3-13, which includes the addition of a buffered two-way cycle track and parking on the south side of Courtside Drive.	$7,900,000
Spot Improvements			
SI-09	Wilsonville Road/ Town Center Loop West Turn Lane Removal	Modify the existing signal to eliminate eastbound and westbound left turns, add a landscaped median to the west leg, and add a crosswalk to the west side of the intersection with a median refuge island. This project should include a “trap lane” to mitigate queuing into the ramp terminal intersection unless at the time of construction a 20-year analysis demonstrates that it is not needed or if alternative mitigation is identified that that has similar or better results.	$750,000
SI-10	Wilsonville Road/Park Place New Traffic Signal	Modify the intersection to add left turn lanes on Wilsonville Road and install a traffic signal that allows all turning movements. To be installed in conjunction with SI-09 and RE-15. The project should include signal coordination with dump loop sensors unless at the time of construction a 20-year analysis demonstrates that the sensors and signal coordination in the corridor is not needed or if alternative mitigation is identified that that has similar or better results. Both projects SI-09 and SI-10 should be implemented simultaneously.	$1,500,000
SI-11	Wilsonville Road/ Town Center Loop East Dual Left Turn Lanes	Modify the existing traffic signal to include dual eastbound left turn lanes and modify the north leg to have dual receiving lanes. Removed eastbound and southbound dedicated right turn lanes to accommodate added lanes. Coordinate the signal modifications to accommodate project BW-19b (see next page).	$1,500,000
Standalone Pedestrian and Bicycle Improvements (Bikeways and Walkways)			
BW-08	Town Center Loop Pedestrian, Bicycle, and Transit Improvements	Create more direct connections between destinations within Town Center area, improve accessibility to civic uses and transit stops, retrofit sidewalks with curb ramps, highlight crosswalks with colored pavement, and construct other similar treatments that support pedestrian, bicycle, and transit access and circulation; also construct shared-use path along Town Center Loop West from Wilsonville Road to Parkway Avenue.	$500,000

Table 5-5. Higher Priority Projects (Southeast Quadrant) - Cont.

Project		Description	Cost
BW-09a	I-5 Bike/Pedestrian Bridge	Construct Bike/Pedestrian Bridge over I-5 approximately aligned with Barber Street to improve connectivity of Town Center area with businesses and neighborhoods on west side of I-5; include aesthetic design treatments.	$4,000,000
BW-09b	I-5 Bike/Pedestrian Bridge Gateway Treatments	Install architectural elements, seating, landscaping, and wayfinding/directional signage at the gateway of the I-5 Pedestrian/Bicycle bridge.	$1,500,000
BW-10	French Prairie Drive Pathway	Construct 10-foot wide shared-use path along French Prairie Drive from Country View Lane to Miley Road or reconfigure existing roadway to remove a travel lane in each direction and add bicycle and pedestrian facilities.	$1,140,000
BW-16	Town Center Loop Bike Lanes	Reduce the number of travel lanes on Town Center Loop West between Parkway Avenue and Wilsonville Road to three lanes and restripe the outside lanes for bicycle lanes.	$207,000
BW-17	Wilsonville/Rebekah Enhanced Pedestrian Crossing	Remove the existing traffic signal and restrict minor street turning movements to right-in, right-out only. Install activated flashers for pedestrian and bicycle crossings of Wilsonville Road.	$500,000
BW-18	Park Place Promenade	Convert the existing segment of Park Place between Courtside Drive and Town Center Loop West from a motor vehicle route to pedestrian/bicycle facilities only. Construct a promenade that includes a cycle track and wide walkway for pedestrians.	$2,400,000
BW-19a	Cycle Track: Ped/Bike bridge to Town Center Park	Install a two-way cycle track connecting the I-5 ped/bike bridgehead to Park Place near Town Center Park. This segment would likely require purchasing right-of-way or could be combined with future redevelopment of the Fry's site.	$75,000
BW-19b	Cycle Track: Town Center Loop East	Install a two-way cycle track on the east side of Town Center Loop East from Courtside Drive to Wilsonville Road. This project would not likely be implemented until after SI-11 has been completed.	$51,000
BW-20	Promenade Framework Improvements	Install a promenade along the proposed cycle track that connects the I-5 Pedestrian/Bicycle Bridge to Park Place.	$1,800,000
Standalone Pedestrian and Bicycle Improvements (Safe Routes to School)			
SR-01	Boeckman Creek Primary Safe Routes to School Improvements	Construct a bicycle parking shelter near the school and a new 10 to 12-foot bike path on the south side of the existing sidewalk that meanders south of the tree line and connects to the existing marked crosswalk near the school parking lot.	$65,000
Standalone Pedestrian and Bicycle Improvements (Local Trails)			
LT-01	Memorial Park Trail Improvements	Construct trails throughout Memorial Park, including the Memorial Park Center Loop Trail, the River Trail, Kolbe Homestead Trail, and Klein Homestead Trail.	$595,000
Standalone Pedestrian and Bicycle Improvements (Regional Trails)			
RT-01B	Boeckman Creek Trail (South)	Construct north-south trail through east Wilsonville following Boeckman Creek, with connections to neighborhoods, parks, and intersecting roads (may need a boardwalk for various sections and would require a comprehensive public process).	$1,150,000 (Partial Regional funding)
RT-04	Waterfront Trail Improvements	Improve the condition of the shared-use path as it passes underneath the I-5 Boone Bridge by removing the Jersey barriers, installing bollards, widening the trail, adding appropriate pedestrian features such as benches and lighting, and altering the grade of the path underneath the underpass to make it more easily accessible.	$125,000

FIGURE 5-6. HIGHER PRIORITY PROJECTS (SOUTHEAST QUADRANT)



No.	Higher Priority Project
SI-09	Wilsonville Road/Town Center Loop West Turn Lane Removal
SI-10	Wilsonville Road/Park Place New Traffic Signal
SI-11	Wilsonville Road/Town Center Loop East Traffic Signal Removal
BW-08	Town Center Loop Pedestrian, Bicycle, and Transit Improvements
BW-09a	I-5 Pedestrian/Bicycle Bridge
BW-09b	I-5 Pedestrian/Bicycle Bridge Gateway Improvements
BW-10	French Praire Drive Pathway
BW-16	Town Center Loop West Bike Lanes
BW-17	Wilsonville Road/Rebekah Street Pedestrian Crossing Enhancements
BW-18	Park Place Promenade
BW-19A	Cycle Track: Ped/Bike Bridge to Town Center Park
BW-19B	Cycle Track: Town Center Loop East
BW-20	West Promenade
SR-01	Boeckman Creek Primary Safe Routes to School Improvements
LT-01	Memorial Park Trail Improvements
LT-02	School Connection Trail
LT-03	60th Avenue Trail
RT-01B	Boeckman Creek Trail (South)
RT-04	Waterfront Trail Improvements
RE-15	Park Place Extension
RE-16	Courtside Drive Extension
UU-11	Park Place Redesign
UU-12	Park Place at Town Center Park Redesign
UU-13	Courtside Drive Upgrades

(See Project Table for Additional Details)

Table 5-6. Higher Priority Projects (Citywide)

Project		Description	Cost
Standalone Pedestrian and Bicycle Improvements (Bikeways and Walkways)			
BW-14	Wayfinding Signage	Provide bicycle, pedestrian, and transit wayfinding signage directing users to/from the Ice Age Tonquin Trail, the SMART and WES transit center, and other points of interest throughout the city.	$65,000
BW-15	Property Acquisitions for Bike/Ped Connectivity	Provide set-aside funds to allow purchase of strategically located properties that can facilitate bicycle and pedestrian connections as these properties become available.	$1,000,000
Transit Improvements			
TI-01	Pedestrian Access to Transit	Construct sidewalk and curb ramp improvements at SMART stops throughout the city to meet ADA requirements, create safe street crossings, and connect new development with transit (includes retrofits at substandard stops).	$200,000
TI-02	Transit Street Improvements	Widen roadways or construct sidewalk extensions on a case-by-case basis to improve transit on-time performance and passenger/pedestrian safety; may involve on-site bus turnarounds with property owner approval.	$300,000

Table 5-7 provides a side-by-side comparison of the estimated funding sources available and how much they would contribute to the Higher Priority projects. Additional cost information is provided in the appendix. The planning level project costs are intended to cover a moderate level of unanticipated costs that may arise at the time the projects are constructed.

Table 5-7. Higher Priority Project Funding Sources and Contributions [a]

Project Type	Capital Improvement Funding Estimates through 2035	
	Approximate Funding Available	*Contributions to Higher Priority Projects*
Street System Development Charges (SDCs) and Developer Contributions	$72 million	$68.6 million
West Side Plan – Urban Renewal District	$27 million	$26.6 million
Year 2000 Plan – Urban Renewal District	$5 million	$3.5 million
Park System Development Charges (SDCs)	$0.7 million[b]	$0.7 million
Local/Regional Partnerships	$2.9 million[b]	$2.9 million
Grants	$3.2 million[b]	$3.2 million
State and Federal Funding	$12.6 million[b]	$12.6 million
Total	**$123.4 million**[b]	**$118.1 million**

[a] Note: The funding shown in this table is reflective of funding available at the time of the initial adoption of this 2013 Transportation System Plan.

[b] The approximate funding levels estimated for various sources were considered to be equal to the contributions due to the prior experience of how the City has been able to fund transportation projects. If the City is unable to obtain local/regional partnerships, grants, and/or state and federal funding, then the associated projects that assume these funding sources may have to be put on hold until other funding becomes available.

Additional Planned Projects

The "Additional Planned" project list includes those projects that would contribute to the City's desired transportation system through 2035 but that were not included as "Higher Priority" projects due to estimated funding limitations. This list represents a coordinated transportation network and adequate facilities to serve the community through 2035.

The State stipulates that projects listed in the TSP form the legal basis for exacting developer-provided improvements. Together, the "Higher Priority" and "Additional Planned" project lists document all the City's desired projects so that it is clear what improvements are needed to ensure that the City's transportation network fully supports its continued growth.

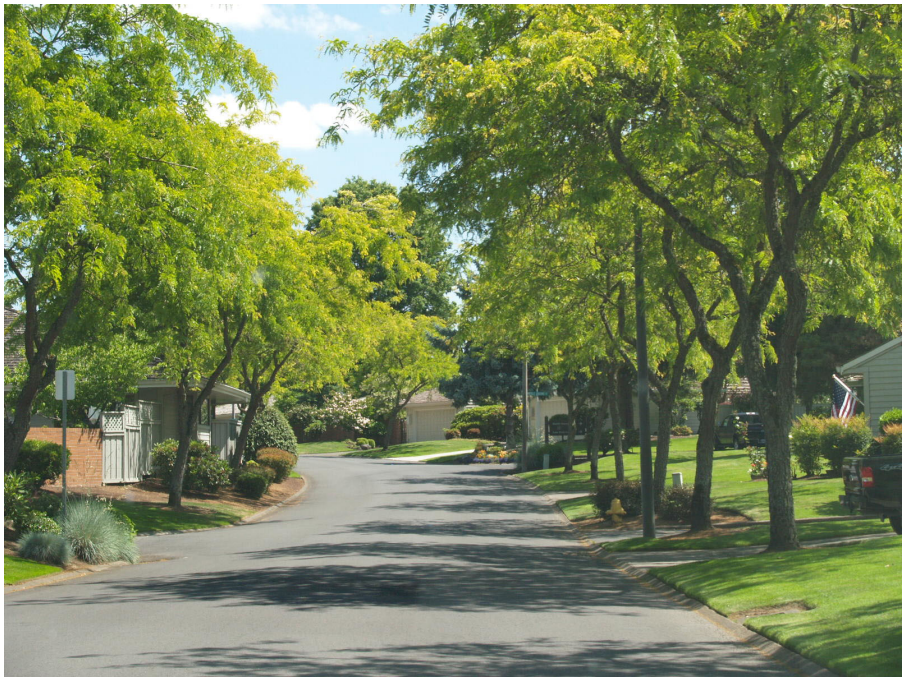
Even though the City should primarily focus on the projects included in the Higher Priority Solutions Package, it should look for opportunities to pursue these remaining projects as funding opportunities become available, including grant funding.

As shown in Table 5-8, the "Additional Planned" projects would cost a total of $100.1 million. Figures 5-7 through 5-11 show locations of the projects, and corresponding project details are included in Tables 5 -8 through 5-12. Some of the City's Additional Planned projects are not associated with a specific location but instead will be applied citywide as needed. These projects are listed in Table 5-13.

Table 5-8. Additional Planned Project Costs[a]

Project Type	2011 Cost Estimate
Roadway Extensions	$130,600,000
Roadway Widening	$1,280,000
Urban Upgrades	$19,800,000
Spot Improvements	$6,500,000
Standalone Bicycle and Pedestrian Improvements	$25,560,000
Transit Improvements	$14,450,000
Total Additional Planned Project Costs	**$198,190,000**

[a] See Tables 5-9, 5-10, 5-11, 5-12, and 5-13 for individual project costs.



Trees provide an aesthetically pleasing environment and shade along a street in Charbonneau, a private planned community in Wilsonville surrounding a 27-hole golf course. Because Charbonneau is on the southern bank of the Willamette River, it is separated from the remainder of the city and would benefit from a dedicated bicycle and pedestrian bridge.

FIGURE 5-7. ADDITIONAL PLANNED PROJECTS

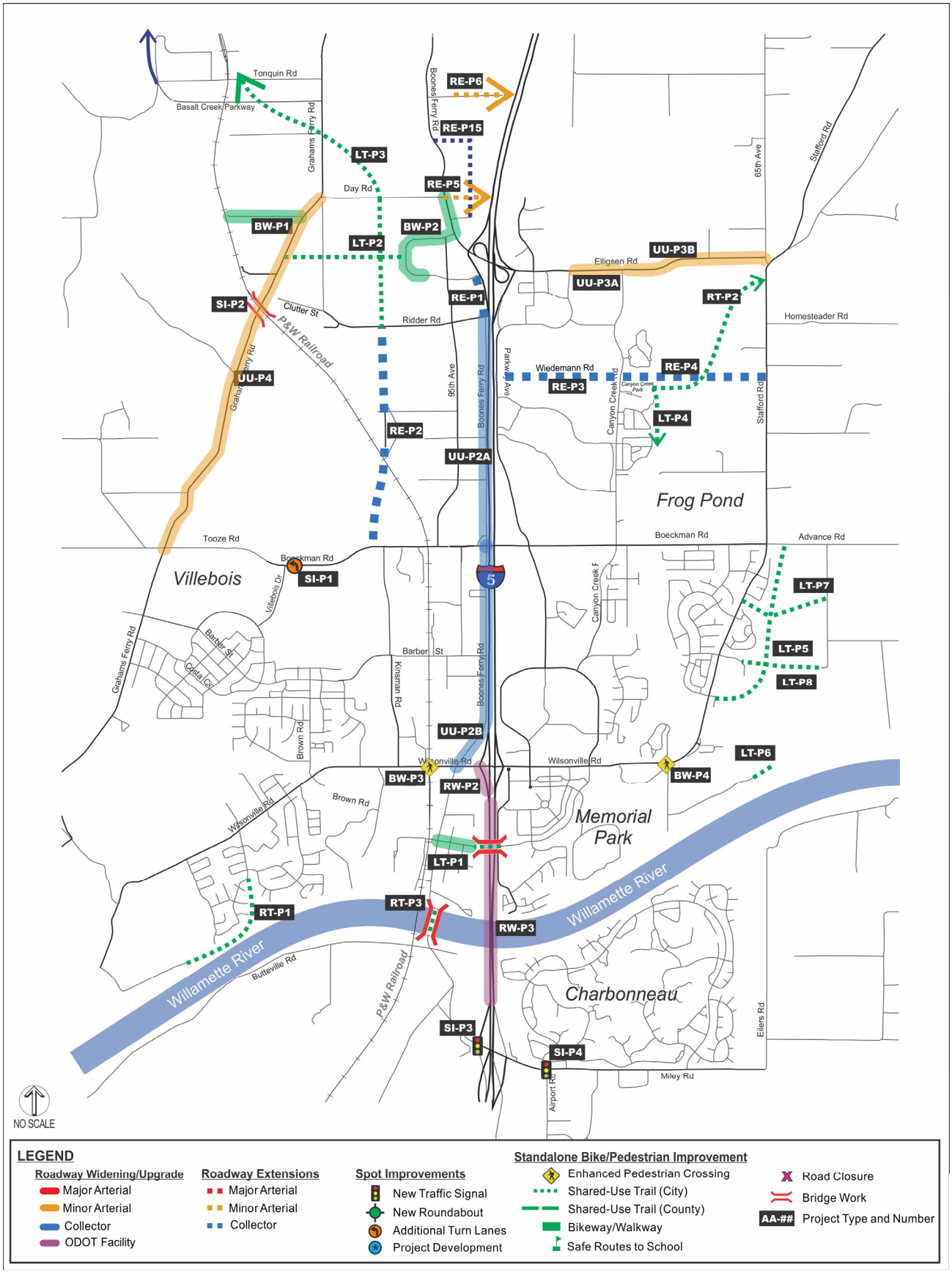


Table 5-9. Additional Planned Projects (Northwest Quadrant)

Project		Description	Why Not Higher Priority?	Cost
Roadway Extensions				
RE-P1	Boones Ferry Road Extension	Construct 2-lane roadway from Ridder Road to Commerce Circle with bike lanes, sidewalks, and transit improvements to facilitate access and circulation in the area surrounding Ridder Road and 95th Avenue.	Identified as potentially helpful freight connection, but not a critical need at this time.	$2,100,000
RE-P2	Kinsman Road Extension (Central)	Construct 2/3-lane roadway from Boeckman Road to Ridder Road with bike lanes and sidewalks.	High cost due to grade-separated RR crossing and construction across Metro lands; alternative route (95th Avenue) is available.	$12,000,000
RE-P6	Basalt Creek Overcrossing	Extend Basalt Creek across I-5 as a four-lane overcrossing. This project would be a joint Washington County, City of Wilsonville and City of Tualatin project and will work together to seek funding. RTP project #11436.	This project timeline is outside of the planning horizon of the City's current TSP.	$46,000,000
RE-P15	Pioneer Court Extension	Extend Pioneer Court to the north, approximately 1,000 feet north of Day Road, connect to Boones Ferry Road to the west.	Identified to help improve operations at the Pioneer Court /Boones Ferry Road intersection after Boones Ferry Rd/95th Ave Intersection Improvements are made (SI-08)	$4,000,000
Urban Upgrades				
UU-P2A	Boones Ferry Road Urban Upgrade	Upgrade Boones Ferry Road from Wilsonville Road to Ridder Road with bike lanes on both sides and sidewalks on west side only.	High cost with limited connectivity benefit alternative parallel routes exist	$5,900,000
UU-P4	Grahams Ferry Road Urban Upgrade	Upgrade Grahams Ferry Road from Day Road to Tooze Road to meet applicable cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit improvements).	Grahams Ferry Road will be a key urban connection to serve Coffee Creek Industrial Area. It is assumed that the roadway segment between Day Road and Clutter Road will be constructed as the Coffee Creek industrial lands develop	$2,000,000
Spot Improvements				
SI-P2	Grahams Ferry Road Undercrossing Improvements at Railroad Bridge	Reconstruct existing railroad under-crossing to City of Wilsonville Minor Arterial standards; Higher Priority project list includes project development portion of this project (costs are separate).	Located within Washington County jurisdiction, and it is an important safety-related project with particular benefits for freight travel; however, it comes with high cost and freight traffic has alternate travel routes	$4,500,000
Standalone Pedestrian and Bicycle Improvements (Bikeways and Walkways)				
BW-P1	Cahalin Road Bike Lanes and Sidewalks	Construct bike lanes and sidewalks from Kinsman Road extension to Ice Age Tonquin Trail.	High cost due to railroad crossing barrier	$700,000
BW-P2	Commerce Circle Loop Sidewalk Infill	Fill in gaps in the sidewalk network on Commerce Circle Loop.	Industrial area with no connectivity to other facilities	$100,000
Standalone Pedestrian and Bicycle Improvements (Local Trails)				
LT-P2	Area 42 Trail	Shared Use Path from Kinsman Road to Day Road	To be constructed as Coffee Lake Creek Master Plan Area Redevelops	$220,000
LT-P3	BPA Power Line Trail	Shared Use Path from Day Road to Ice Age Tonquin Trail providing trail users to City's northern industrial area	Ice Age Tonquin Trail provides key connection to north (more critical when Coffee Lake Creek develops)	$500,000

FIGURE 5-8. ADDITIONAL PLANNED PROJECTS (NORTHWEST QUADRANT)

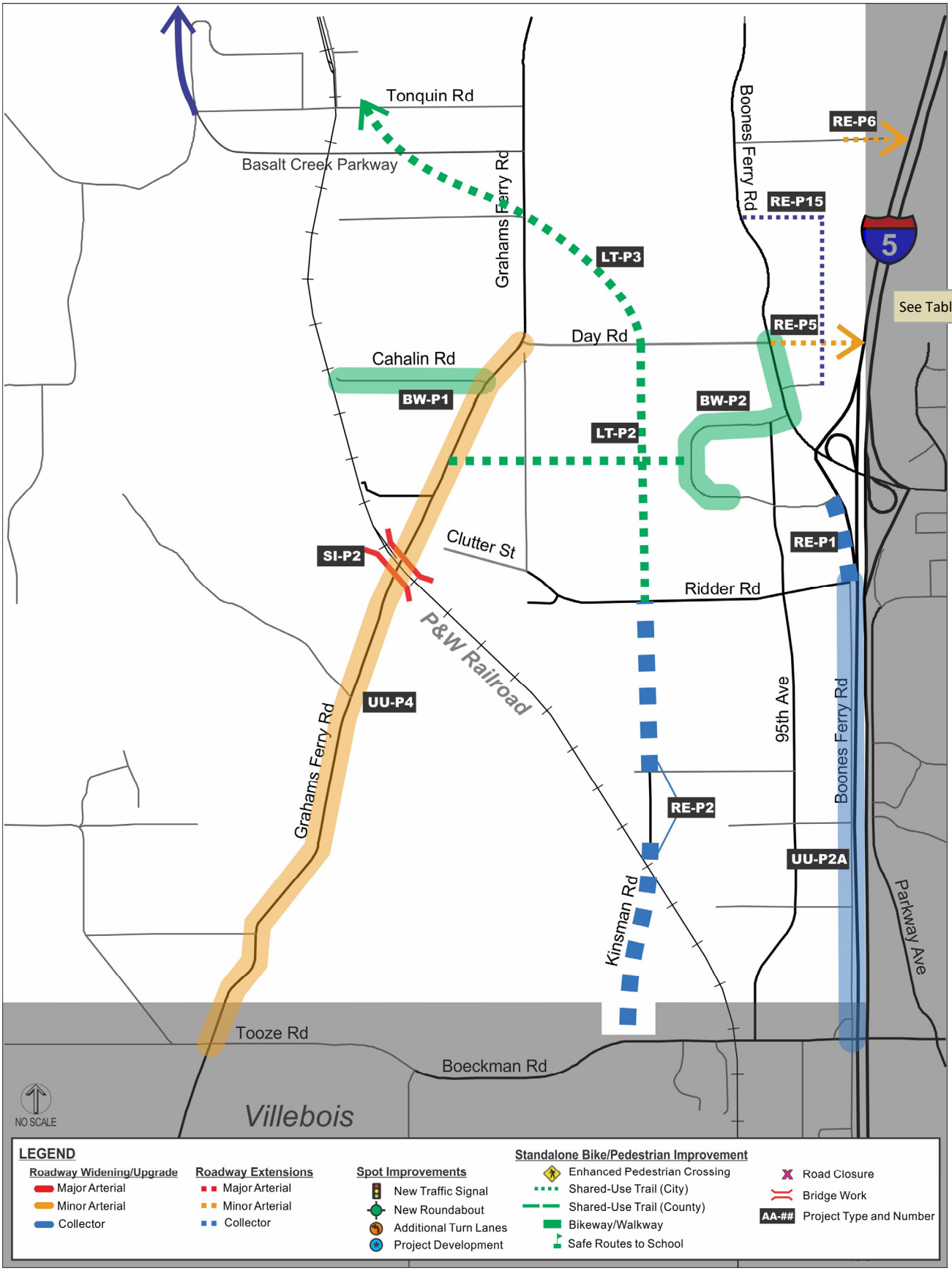


Table 5-10. Additional Planned Projects (Northeast Quadrant)

Project		Description	Why Not Higher Priority?	Cost
Roadway Extensions				
RE-P3	Wiedemann Road Extension (West)	Construct 2/3-lane roadway from Parkway Avenue to Canyon Creek Road with bike lanes and sidewalks.	Limited impact on system capacity; money better spent upgrading Boeckman Road and Elligsen Road.	$4,300,000
RE-P4	Wiedemann Road Extension (East)	Construct 2/3-lane roadway from Canyon Creek Road to Stafford Road with bike lanes and sidewalks; would require construction over Boeckman Creek.	Only needed with future development on land east of Canyon Creek Road; costly (especially over wetlands) and has limited impact on system capacity; and money better spent upgrading Boeckman Road and Elligsen Road.	$8,800,000
RE-P5	Day Road Overcrossing	Extend Day Road from Boones Ferry Road to Elligsen Road as a four-lane overcrossing of I-5. This project would be a joint Washington County, City of Wilsonville and City of Tualatin project and will work together to seek funding. RTP project #11490.	This project timeline is outside of the planning horizon of the City's current TSP.	$40,800,000 to $53,400,000
Urban Upgrades				
UU-P3 A/B	Elligsen Road Urban Upgrade	Upgrade Elligsen Road from Parkway Center to Stafford Road to meet applicable cross-section standards including bike lanes, sidewalks, and transit improvements.	Much of the land is in Clackamas County; significant slopes from Parkway Center Drive to Canyon Creek Road would likely require retaining walls (higher costs) and large oak trees would be impacted.	$6,000,000 (Partial Federal funding)
Standalone Pedestrian and Bicycle Improvements (Local Trails)				
LT-P4	Canyon Creek Trail	Shared Use Path from Canyon Creek Park to Boeckman Creek Trail providing connectivity to neighborhoods to the south	Low priority as it needed after the Boeckman Creek Trail is constructed	$200,000
Standalone Pedestrian and Bicycle Improvements (Regional Trails)				
RT-P2	Stafford Spur Trail	Shared-Use Path from Canyon Creek Park to Stafford Road	High cost project that provides limited connectivity to land uses in Clackamas County	$1,640,000

FIGURE 5-9. ADDITIONAL PLANNED PROJECTS (NORTHEAST QUADRANT)

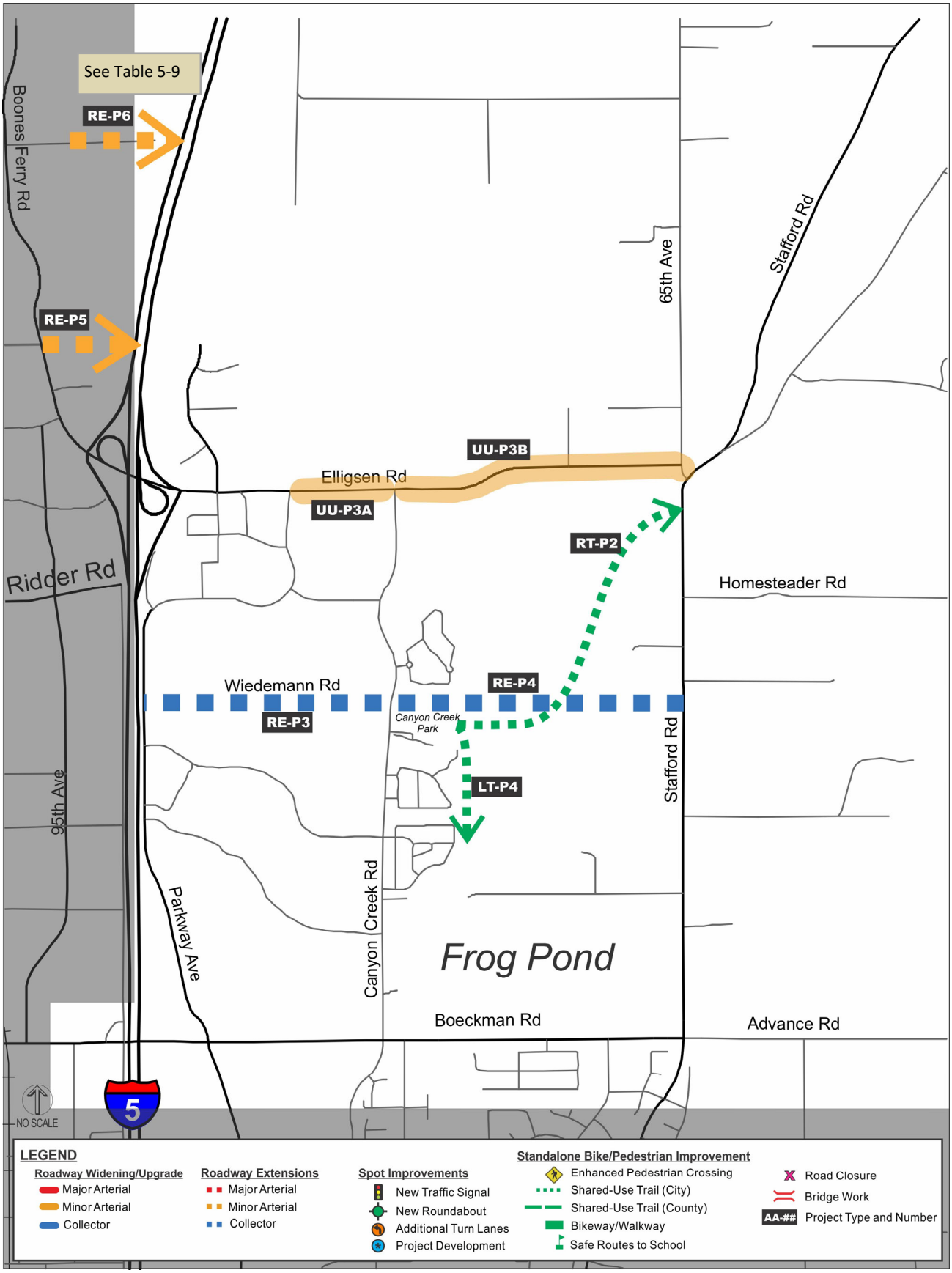


Table 5-11. Additional Planned Projects (Southwest Quadrant)

Project		Description	Why Not Higher Priority?	Cost
Urban Upgrades				
UU-P2B	Boones Ferry Road Urban Upgrade	Upgrade Boones Ferry Road from Wilsonville Road to Ridder Road with bike lanes on both sides and sidewalks on west side only.	High cost with limited additional connectivity benefits due to alternative parallel routes (i.e., Kinsman Road extension); project would become more beneficial once bike and pedestrian bridge is built over I-5 connecting Barber Street to Town Center Loop West.	$5,900,000
Spot Improvements				
SI-P1	Boeckman Road/ Villebois Drive Roundabout Widening	Expand roundabout by adding a westbound slip lane to accommodate two westbound travel lanes on Boeckman Road.	Potential improvement need expected to be triggered by future regional traffic traveling east-west through Wilsonville.	$500,000
Standalone Pedestrian and Bicycle Improvements (Bikeways and Walkways)				
BW-P3	Wilsonville Road Enhanced Pedestrian Crossing at Railroad Track	Install new pedestrian crossing adjacent to the railroad tracks that includes rectangular rapid flashing beacons (RRFBs), center pedestrian median island, signage, etc.	Not critical until land south of Wilsonville Road Develops	$70,000
Standalone Pedestrian and Bicycle Improvements (Local Trails)				
LT-P1	5th Street Bike/ Pedestrian Bridge and Connections	Construct bike/pedestrian bridge over I-5 approximately aligned with 5th Street; also construct bike lanes and sidewalks on 5th Street connecting the new bridge to Boones Ferry Road.	High cost and recent improvements to Wilsonville Road Interchange have improved East/West pedestrian connectivity.	$6,400,000
Standalone Pedestrian and Bicycle Improvements (Regional Trails)				
RT-P1	Rivergreen Trail	Natural Trail from Ice Age Tonquin Trail/SW Willamette Way to Waterfront Trail	Low priority as it is needed after other critical trail and pathway connections are completed (i.e. Ice Age Tonquin Trail)	$260,000
RT-P3	Willamette River Bike/Pedestrian and Emergency Bridge	Construct bridge over Willamette River for bike, pedestrian, and emergency access to provide an alternative to the I-5 freeway deck; Higher Priority project list includes project development portion of this project (costs are separate).	High cost; next step is to determine feasibility within planning horizon.	$14,000,000
Roadway Widening				
RW-P2	Additional Queuing Lane on Southbound I-5 Ramp	Construct a third queuing lane on the southbound I-5 ramp at the I-5/Wilsonville Road interchange.	I-5 is an ODOT facility and therefore high priority has not been identified.	$1,280,000
RW-P3	Auxiliary Lane Across Boone Bridge	Construct a northbound auxiliary lane on I-5 beginning at the Charbonneau northbound entrance ramp and terminating just north of the Wilsonville Road Interchange.	I-5 is an ODOT facility and therefore high priority has not been identified.	N/A

FIGURE 5-10. ADDITIONAL PLANNED PROJECTS (SOUTHWEST QUADRANT)

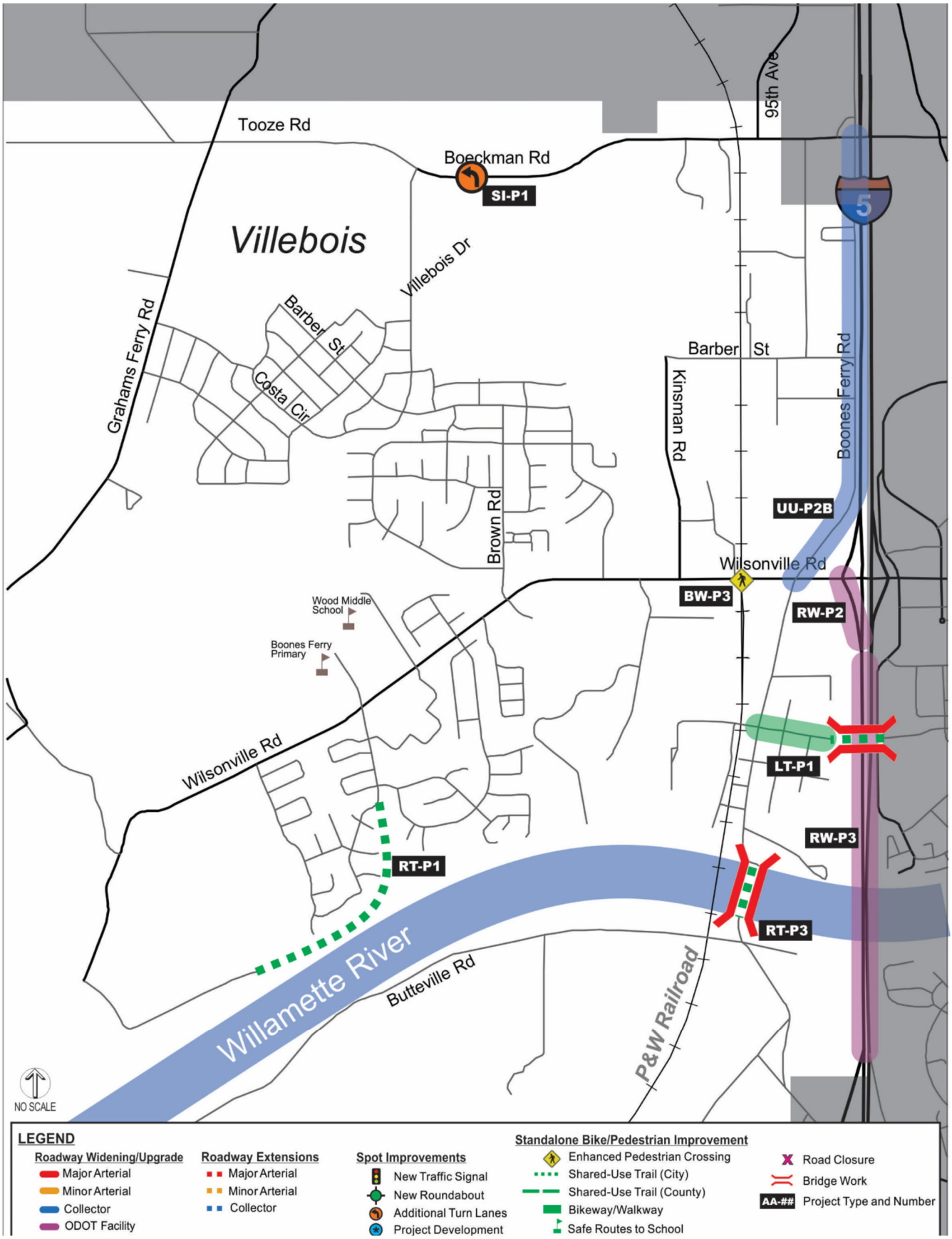


Table 5-12. Additional Planned Projects (Southeast Quadrant)

Project		Description	Why Not Higher Priority?	Cost
Spot Improvements				
SI-P3	Miley Road/I-5 Southbound Ramp Improvements	Install traffic signal and southbound left-turn lane.	Outside City's jurisdiction (ODOT facility) and no future Wilsonville growth expected; improvement needs would be triggered primarily by regional traffic	$750,000
SI-P4	Miley Road/Airport Road Intersection Improvements	Install traffic signal and northbound left-turn lane.	Outside City's jurisdiction (Clackamas County facility) and no future Wilsonville growth expected; improvement needs would be triggered primarily by regional traffic	$750,000
Standalone Pedestrian and Bicycle Improvements (Bikeways and Walkways)				
BW-P4	Wilsonville Road Enhanced Pedestrian Crossing at Rose Lane	Install new pedestrian crossing adjacent to Rose Lane and nearby transit stops; potential crossing treatments include, but are not limited to, rectangular rapid flashing beacons (RRFBs), signage, etc.	Crossing need at this location is considered low at this time, and there is an existing pedestrian crossing and flasher to the west at Kolbe Lane that provides more direct access to Memorial Park and the Boeckman Creek Trail.	$50,000
Standalone Pedestrian and Bicycle Improvements (Local Trails)				
LT-P5	New School Site Trail	Shared Use Path from Boeckman Creek Elementary School to planned school and park site, with possible connections to adjacent neighborhoods.	Medium priority due to existing connections; will become important when school and park are constructed.	$700,000
LT-P6	Park Access Trail	Low Volume Roadway accessed from Montgomery Way; would require extensive public process.	Lower priority until after other critical trail and pathway connections are completed	$20,000
LT-P7	School Connection Trail	Construct the School Connection Trail identified in the Frog Pond Area Plan.	Medium priority due to existing connections; will become important when school and park are constructed	$460,000
LT-P8	60th Avenue Trail	Construct the 60th Avenue Trail identified in the Frog Pond Area Plan.	Medium priority due to existing connections; will become important when school and park are constructed	$240,000

FIGURE 5-11. ADDITIONAL PLANNED PROJECTS (SOUTHEAST QUADRANT)

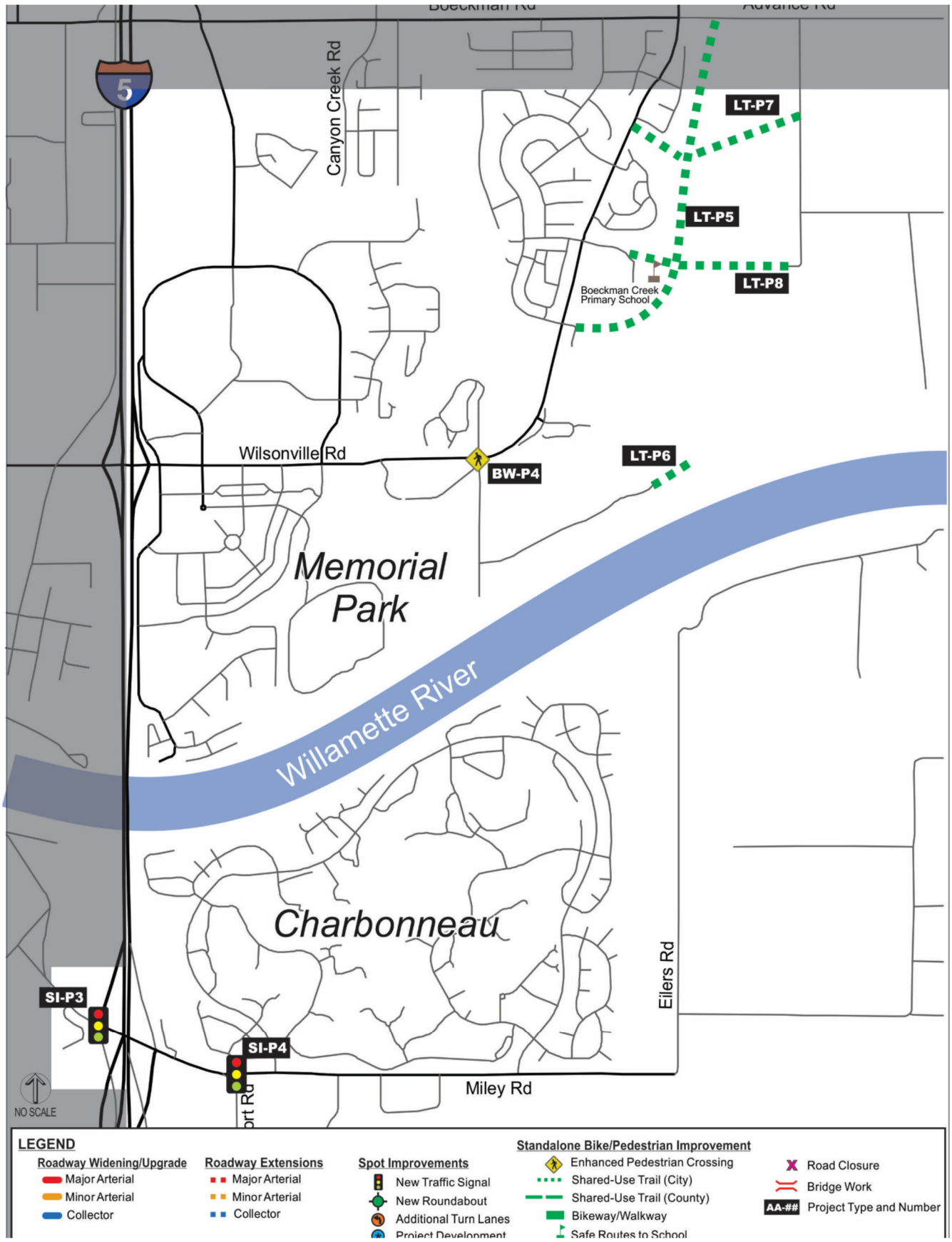


Table 5-13. Additional Planned Projects (Citywide)

Project		Description	Why Not Higher Priority?	Cost
Spot Improvements				
TI-P1	Bus Stop Amenities	Install bus shelters, benches, and bus seat poles on a case-by-case basis as needs are identified and funds are available.	Funding has not been identified.	$450,000
TI-P2	SMART Buses	Replace old buses; also outfit each bus with a tracking system and provide real-time display boards at the SMART Central station and other key routes.	Funding has not been identified.	$14,000,000

"It is very important we prepare now so that we don't have congestion in the future—or can at least manage the congestion. We can also prepare for connectivity so we can get places conveniently."

Nancy Kraushaar
Community Development Director

The Programs
Chapter 6

Wilsonville's transportation programs play an important role in the City's ongoing efforts to provide a coordinated, cost-effective, multimodal transportation system. Well-run programs help extend the service life of infrastructure improvements and increase the value of transportation investments. The City's Community Development and SMART Transit departments are responsible for managing the majority of its transportation programs.

Transportation Programs

Wilsonville has various transportation programs that support ongoing operations and services:

- Capital Improvement Program (CIP)
- Safety (Proposed)
- Safe Routes to School
- ADA Comprehensive Access (Proposed)
- SMART Transit
- SMART Options and Transportation Demand Management (TDM)
- Intelligent Transportation System (ITS)
- Bike Smart and Walk Smart

Instead of trying to . . .

- ***Build its way out of congestion***

Wilsonville's programs help the City . . .

- ***Extend the service life of infrastructure improvements and***
- ***Increase the value of transportation investments.***

Capital Improvement Program

Wilsonville's Capital Improvement Program (CIP) is a short-range 5-year plan that identifies upcoming capital projects and equipment purchases, provides a planning schedule, and identifies financing options. It provides an important link between the projects identified in the City's master plans and its annual budget, which enables the City to manage and use public dollars in the most efficient and productive manner possible.

Through its annual CIP efforts, the City considers which capital investments enable it to manage growth to boost the economy, protect the environment and public health, and enhance community vitality while working to preserve the special qualities of life in Wilsonville.

Wilsonville uses its Capital Improvement Program (CIP) to plan and prioritize its infrastructure investments in eight categories:

- Water
- Sewer
- Streets
- Streetscape/Bicycle
- Stormwater
- Transit
- Buildings
- Parks

The CIP program includes a 5-year project list, which provides a short-range plan of upcoming infrastructure improvement needs. These projects include new facilities, major repairs, replacement and improvements of roads, buildings, water systems (sanitary, drinking, storm), and parks. The City regularly packages multiple capital projects together (such as roads, sewer, and water) to maximize the cost effectiveness of City funds.

Public Investment Benefits

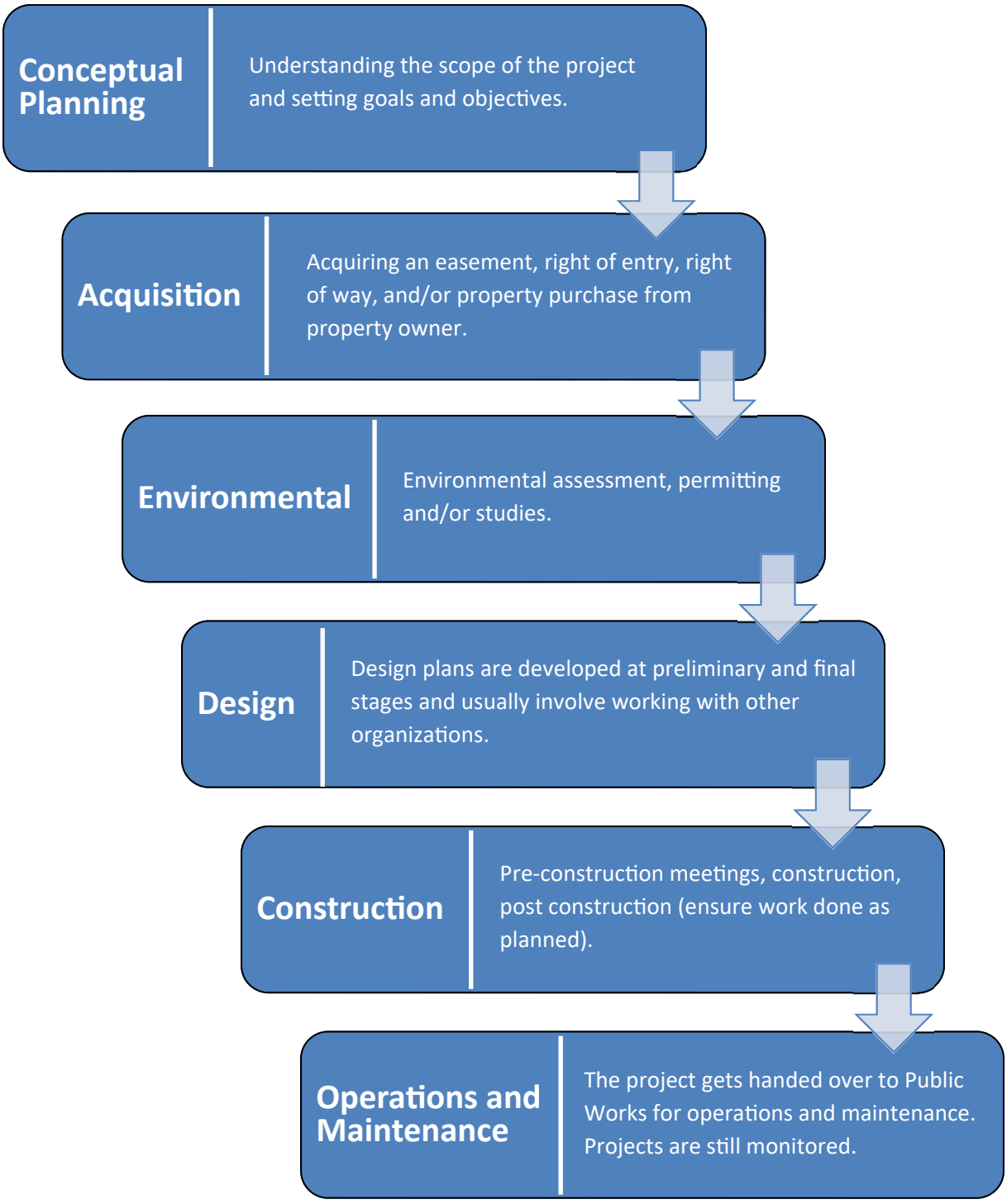
From clean, safe drinking water to convenient transportation options, the City's public investment funds an improved quality of life. Benefits of investment into the City's Capital improvement Program include:

- Transportation facilities that provide capacity to support economic development
- Streets that are maintained and constructed to ensure safety and comfort for all users
- A multimodal transportation system that provides options to commuters and travelers
- Trails and green spaces that are maintained and enhanced, providing both wildlife habitat and a place for outdoor recreation
- Water and sewer maintenance and expansion for increased water quality, convenience and sanitation
- Stormwater improvements for safety and efficiency

"A city thrives when the vision for the community includes designing attractive, safe neighborhoods, protecting natural resources, stimulating economic growth, and maintaining existing infrastructure."

Tim Knapp
Mayor

Figure 6-1. Multiple Stages of Capital Improvement Project Process



Notes:

- Stages of the project often occur simultaneously and include engagement of surrounding property owners.
- Projects are reviewed by other City departments, regional partners (such as ODOT and Metro) ,and consultants.
- Staff is held accountable to City Council throughout the life of the project.
- The City's website is a helpful tool for sharing project information with the public.

Safety

Transportation safety is an important goal of Wilsonville's transportation system. To ensure the well being of residents, employees, and visitors, the City follows the most current safety practices for the design, construction, operation, and maintenance of its transportation facilities.

Many of the City's transportation standards and improvement projects provide safety benefits. Access management, multimodal connectivity, cross-section and other design standards, and capacity improvements all contribute to improve safety.

Wilsonville will also benefit from a safety program founded on the five E's, listed at right. Specific actions of the safety program would include the following:

- **Construct Safety-Related Infrastructure Improvements** as identified in Chapter 4: The Projects, including Safe Routes to School projects.
- **Prepare and Distribute Education Materials** that effectively convey the best safety practices for all travel modes.
- **Coordinate Education Efforts with Local Partners** including West Linn-Wilsonville School District (Safe Routes to School programs for each school), local businesses, and neighborhood groups. Particular benefits will be realized from educating youth, new users, and those who express interest.
- **Collaborate with Regional and State Partners** by (1) developing relationships with the ODOT, Clackamas County, Washington County, and Metro staff members who oversee their agencies' safety efforts; (2) communicating the City's needs and limitations to these agencies as applicable; and (3) seeking ways to benefit from regional and state resources, information, training, and publicity campaigns.
- **Coordinate with Law Enforcement Officers** regarding the enforcement and reporting of traffic safety issues.

Five E's (Safety Program)

Wilsonville's Safety Program will be most effective by addressing the five E's identified by the Metro Regional Transportation Safety Plan:

- **Educate** transportation users of all ages about bicycle, pedestrian, transit, and traffic safety skills and laws
- **Emergency Medical Service (EMS)** providers are supported by a highly organized transportation and information system that ensures prompt notification of the location and severity of a crash, timely dispatch of trained emergency care providers, use of evidence-based treatment protocols, and triage to an appropriate health care facility
- **Engineer** a safe and efficient multimodal transportation system that meets the needs of all users
- **Enforce** traffic laws, particularly those relating to safety, such as speeding and cell phone use while driving
- **Evaluate** program periodically to measure performance and adjust efforts as needed

These five E's encompass a broad group of solutions administered by a wide variety of stakeholders responsible for making the transportation system safe for all users. There is a similar set of five E's for Safe Routes to School programs, but "EMS" is replaced with "Encouragement."

Regional, State, and National Safety Plans

Regional, state, and national safety plans serve as a helpful resource for Wilsonville's safety program:

- **Toward Zero Deaths: A National Strategy on Highway Safety** is a data-driven effort by the Federal Highway Administration (FHWA) to enhance national, state, and local safety planning and implementation efforts in identifying and creating opportunities for changing American culture as it relates to highway safety
- **ODOT's 2011 Transportation Safety Action Plan (TSAP)** is the safety element of the Oregon Transportation Plan (OTP) and provides guidance for safety-related investment decisions, including helpful information for local agencies, such as Wilsonville
- **Metro's 2012 Regional Transportation Safety Plan (RTSP)** is a data-driven framework and urban-focused safety plan intended to help the region reduce fatalities and serious injury crashes by 50 percent by 2035 (as compared to 2005)
- **Clackamas County Transportation Safety Action Plan (TSAP)** outlines a strategy for the county to build and implement a county-wide safety culture with the goal of reducing transportation-related fatalities and serious injuries by 50 percent over the next ten years

These plans are helpful resources that support the City's efforts to improve transportation safety.

Wilsonville residents take to the streets during the City's Sunday Streets event in August 2012.

This special event focused on connecting neighborhoods, parks, and people. Bicyclists, walkers, runners, seniors, adults, and children enjoyed traffic-free streets filled with fun and interactive educational demonstrations, entertainment, music, physical activities, and food.

Safe Routes to School

Wilsonville is helping to facilitate Safe Routes to School (SRTS) programs to improve the transportation system in the neighborhoods around its each of its public schools, whose locations are shown in Figure 6-2. These programs also incorporate five E's (shown at right), which include a combination of ongoing educational and outreach efforts as well as pedestrian and bicycle infrastructure improvements along routes used by school children. Federal funding is available for these programs and is administered by the Oregon Department of Transportation (ODOT).

The SRTS programs are intended to reduce school-related traffic congestion and provide numerous additional benefits, including improved safety, increased physical activity and related health benefits, increased sense of community, and reductions in transportation-related air pollution. To be successful, these programs require the coordinated effort and support of school officials, parents, residents, City planning and engineering staff, and law enforcement agencies.

Five E's (Safe Routes to School)

The most successful Safe Routes to School programs incorporate five E's (which are similar to the five E's identified for Wilsonville's Safety Program but the "EMS" is replaced by "Encourage"):

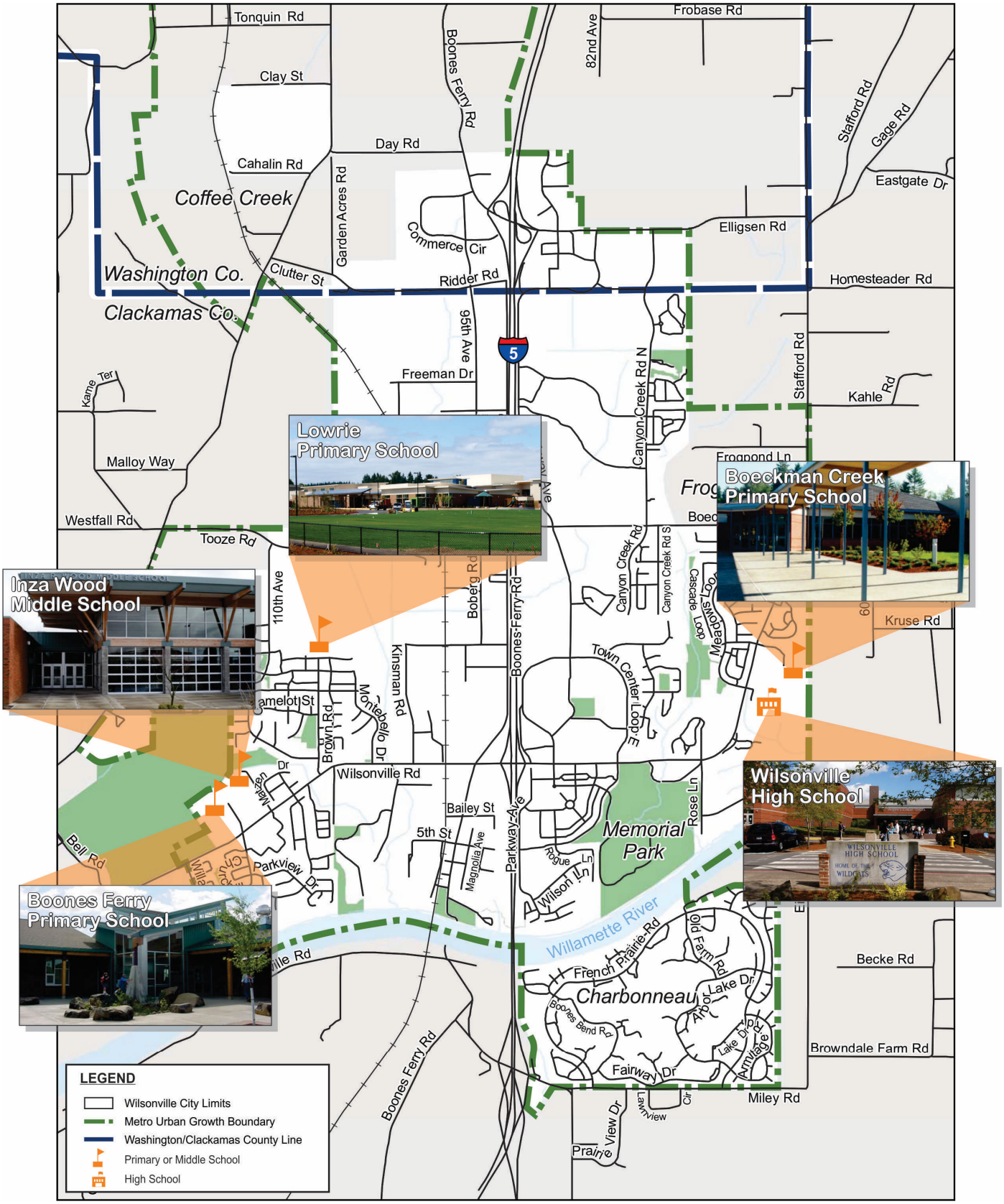
- **Educate** students, parents, and drivers about bicycle, pedestrian, and traffic safety skills, laws, and educational programs
- **Encourage** participation through fun events and contests such as walk-to-school days
- **Engineer** walking and biking infrastructure improvements along school routes
- **Enforce** traffic laws, particularly relating to speeding and pedestrian safety
- **Evaluate** program periodically to measure performance and adjust efforts as needed

Each of the five E's has a range of possible interventions and must be tailored to suit each school's unique needs and challenges.

Students use the crosswalk on Wilsonville Road at the Willamette Way East traffic signal to walk and bike to Boones Ferry Primary School.

Students use the bike lanes on Wilsonville Road to bike to Inza Wood Middle School.

FIGURE 6-2. WILSONVILLE SCHOOLS



ADA Comprehensive Access

Wilsonville has a goal to provide all users with access to integrated facilities and services that connect Wilsonville's neighborhoods, parks, schools, employment centers, and retail areas to each other and to the surrounding region. The City can achieve this goal by addressing the needs of those with limited mobility, consistent with the federal Americans with Disabilities Act (ADA).

Identifying and improving existing ADA-related deficiencies will be an ongoing effort to ensure that new facilities account for the needs of all users. There are four specific areas of focus:

- Providing ADA-compliant curb ramps and pedestrian push buttons at intersection and roadway crossings.
- Maintaining sidewalks and curb ramps to meet ADA accessibility guidelines, including slopes and accessible area.
- Providing sidewalk connectivity between neighborhoods, businesses, transit stops, and other destinations.
- Providing sufficient on-street and off-street disabled parking stalls.

Curb ramps with gradual slopes and large transit pads at the SMART Central transit center can accommodate users in wheel chairs or with other special needs.

SMART Transit

The City's transit service plays an important role in providing mobility for residents, employees, and students who travel to, from, and within Wilsonville. It provides an important connection to the region, particularly due to Wilsonville's strong employment base and central location between Portland and Salem.

South Metro Area Regional Transit (SMART) is a City department and operates several fixed bus routes that serve Wilsonville and make connections to TriMet in Portland, Cherriots in Salem, and Canby Area Transit. SMART also manages various programs, including Dial-a-Ride (door-to-door service for elderly and disabled residents) and SMART Options (programs that support, educate, and encourage the use of active transportation modes and rideshare). SMART also provides Spanish language assistance regarding its services and on its website.

The primary transit hub in Wilsonville is the SMART Central at Wilsonville Station transit center, which provides connections to all SMART bus routes and TriMet's Westside Express Service (WES) commuter rail station. Wilsonville Station includes a 400-space park-and-ride lot and 48 bicycle lockers.

In the immediate future, SMART will benefit from focusing its efforts in five key improvement areas:

- **Transit Hubs** are key multimodal activity centers within the community that can most effectively provide efficient access and connections for transit users. Hubs include SMART Central/WES Commuter Rail station, Town Center Loop, Villebois Village Center, and other community and employment centers. By ensuring a high level of transit service is provided at these hubs, SMART can serve a greater number of transit riders most efficiently.

A bus for Route 1X (servicing the Salem Transit Center) waits at its designated space in the SMART Central at Wilsonville Station transit center.

- **Information Technology** is an important way for SMART to enhance transit efficiency and enhance customer service. Key investments in innovative technology will provide new venues to communicate with passengers, coordinate service in real-time with regional providers, and provide an enhanced understanding of operational metrics and measures.

- **Service Innovation** is an important way for Wilsonville to explore new transit service options or adjustments that can better meet the needs of its growing community. Possibilities include express service to downtown Portland and earlier peak commuter services for industrial and office uses that operate with an early morning shift. In addition, other service models can be considered, particularly relating to the integration of its various programs and services.

Other Transit References

Wilsonville's transit system is also addressed in the following chapters:

- **Transit-Related Policies** (see Chapter 2: The Vision) are provided for land development coordination, transit services and facilities, pedestrian and bicycle access, and funding.

- **Transit Needs** (see Chapter 4: The Needs) include regional transit connections, service coverage and bus frequency, pedestrian and bike access, new buses, developer coordination, and rider education and outreach.

- **Transit Projects** (see Chapter 5: The Projects) include pedestrian access to transit, transit street improvements, bus stop amenities, and new buses.

- **Public Feedback Process** refinement would help SMART improve its efforts to respond to residents and employees regarding transit services, including bus routing and transit stop amenity decisions. This process should address both complaints and additional service requests while allowing an equal opportunity for input from those with opposing viewpoints. It should also give consideration to the needs of youth, seniors, people with disabilities, and environmental justice populations (including minorities and low-income families) due to the greater dependence that these citizens have on transit services for basic mobility.

SMART
SOUTH METRO AREA REGIONAL TRANSIT

SMART Options and Transportation Demand Management (TDM)

SMART Options is a program administered by SMART to help residents and employees in Wilsonville find the best way to get to work. By using other options besides traveling alone in personal automobiles during peak congestion times, Wilsonville will extend the service life of its infrastructure improvements. These efforts are referred to as Transportation Demand Management (TDM) and are an important component of a well-managed transportation system.

SMART Options can help individuals determine whether to take transit (bus, train, or commuter rail), carpool/vanpool, walk, or bike. SMART Options also can provide information about car sharing, park and rides, close-to-home commuting, teleworking, and creative work schedules to help individuals make informed decisions regarding their travel needs.

SMART Options also provides free assistance to Wilsonville businesses that set up transportation programs. They can organize vanpools, write articles for employee newsletters, and hold transportation fairs. In addition, they are able to help with commuter surveys, trip reduction plan creation, and monitoring and compliance of the DEQ Employee Commute Options Rules, which apply to businesses with more than 100 employees.

SMART Options staff participate in an information fair in the Town Center parking lot with education materials and a bus bike rack display.

DEQ Employee Commute Options Rules

The Oregon Department of Environmental Quality (DEQ) Employee Commute Options Rules apply to all businesses within the Portland-metro area having more than 100 employees reporting to one work site. These businesses are required to:

- Receive approval from DEQ for a site specific trip reduction plan to reduce motor vehicle trips to their work site
- Survey and monitor progress at least every two years

SMART Options helps business comply with these rules.

The following additional TDM efforts will benefit the SMART Options program:

- **Mode Choice Surveys** performed on a consistent basis for residents and employees in each of the city's neighborhoods and commercial/industrial areas would allow the City to better understand what transportation choices are being made. This information would also allow the City to determine the impacts that its bicycle, pedestrian, and transit infrastructure improvements are having on the use of these facilities so that it can make improved decisions in the future.
- **Car Sharing Demand Monitoring** will be helpful for determining when sufficient interest is shown by residents and businesses to support a car sharing system.

Other Transportation Demand Management (TDM)

Transportation Demand Management (TDM) is the general term for implementing strategies that either reduce or shift the number of vehicles on the roadway (i.e., the "demand"). By managing transportation demand, Wilsonville will ensure more efficient use of the system's available capacity and also support members of the community who may otherwise be increasingly burdened by the rising fuel prices.

The two primary methods for managing demand are to (1) reduce the overall number of vehicles on the roadway and (2) shift demand to less congested (i.e., off-peak) periods. These methods are best achieved by a combination of educational and outreach programs as well as supporting infrastructure and services (i.e., bicycle and pedestrian facilities and transit services).

In the past, the City has coordinated with large employers to schedule off-peak shift changes. This coordination was beneficial to both the City and the employers because it allowed development to occur even though there were capacity limitations at the Wilsonville Road interchange and the 95th Avenue/ Boones Ferry Road intersection. Traffic counts and observations suggest that the majority of these large employers still operate with off-peak shifts, but the City can improve its tracking and management.

There are three TDM improvements (in addition to the SMART Options program) that will benefit Wilsonville:

- **Off-Peak Shift Change Policies and Practices:** Develop consistent policies and practices to encourage, document, track, and manage off-peak shift changes, starting with employers who have already agreed to operate off-peak shifts. These efforts could be performed in conjunction with the SMART Options program. Because businesses that enact TDM measures may have lower traffic volumes (and associated system impacts) during peak congestion periods, these businesses may be eligible for reduced Transportation System Development Charges (SDCs). Efforts should be made to provide these employers with public transit options that accommodate their schedules.
- **Town Center Parking Management Plan:** Prepare and adopt a parking management plan that includes an inventory of parking supply and usage, an evaluation of bicycle parking needs, the identification of desired improvement strategies and policies, and car sharing considerations (additional explanation provided in the call-out box above). This parking management plan will be an important component of an overall concept plan, which would benefit the Town Center area by ensuring the highest and best uses are provided to support the nearby businesses and residents and to formulize the City's vision for this area.
- **WES Station Parking Management Plan:** Prepare and adopt a parking management plan that includes an inventory of parking supply and usage, an evaluation of bicycle parking needs, and the identification of desired strategies and policies (additional explanation provided in the call-out box above). These considerations should support future park-and-ride demand increases to avoid impacts resulting from inadequate capacity.

Parking Management Plans

Parking management plans are a helpful way to inventory bicycle and motor vehicle parking supply in high demand locations (for example, park-and-ride lots, transit stations, and commercial areas). They do not require parking limitations but instead ensure that deliberate decisions are being made regarding parking provision and management.

There are two key locations that would benefit from parking management plans:

- Town Center
- WES Station

Transportation System Management and Operations

Transportation System Management and Operations (TSMO) is the general term for implementing various solutions that enhance the performance of existing and programmed transportation infrastructure. The focus of TSMO is to reduce congestion and save money by improving the transportation system's efficiency before expanding infrastructure. Improving efficiency requires a collaborative effort by system managers, operators, and users both prior to and during travel.

Four of the primary TSMO strategies include:

- **Access Management** strategies reduce traffic conflicts at intersections and driveways in order to improve traffic flow and safety (Addressed in Chapter 5: The Standards).
- **Safety Improvements** support the efficient use of existing infrastructure by reducing safety-related incidents.
- **Transportation Demand Management (TDM)** strategies encourage users to choose other transportation modes besides traveling alone in their vehicles or to travel at off-peak periods of the day.
- **Intelligent Transportation System (ITS)** strategies involve the deployment and management of advanced technologies that collect and distribute information to both users and operator staff so they can most effectively use and manage the transportation system.

Intelligent Transportation System

The development and management of intelligent transportation system (ITS) solutions is one of the most important areas of recent transportation-related technological advancement. ITS strategies are a type of Transportation System Management and Operation (TSMO) strategy (additional explanation provided in the call-out box at left).

ODOT currently manages and operates the ITS infrastructure along the I-5 corridor. In addition, Clackamas County manages and operates the ITS infrastructure in and around Wilsonville. One of the basic ITS strategies is to effectively operate the City's traffic signals. Two of the signalized roadway corridors currently have coordinated signals that allow improved traffic flow:

- Wilsonville Road from Kinsman Road to Town Center Loop East
- Boones Ferry Road/Elligsen Road from Day Road to Parkway Center Drive

Additional ITS solutions will benefit Wilsonville:

- **Coordinate with Clackamas County** to ensure that projects include improvements consistent with those identified in the Clackamas County Intelligent Transportation System (ITS) Plan, particularly on Wilsonville Road and Elligsen Road near the two I-5 interchanges. Clackamas County is one of the agencies that is part of the Transport ITS working group made up of ITS professionals within the Metro boundary.
- **Install 3-Inch Conduit** as part of all Arterial and Collector roadway improvement projects to prepare the City for future fiber communications. This conduit can be used for fiber, traffic counters, and other ITS equipment. By connecting Clackamas County's fiber network to the City's traffic signals and traffic control cameras,

Clackamas County will be able to transfer information back to their operations center in order to more effectively monitor and operate the City's traffic signal system. This infrastructure will also support emergency responders in performing rapid incident detection and response. SMART would also benefit from improved integration with traffic operations by connecting its new service and operations center to Clackamas County's fiber.

- **Deploy Adaptive Signal Timing on Wilsonville Road** from Brown Road to Town Center Loop East consistent with Clackamas County's ITS Plan, including the installation of video monitoring cameras and vehicle detection equipment to collect traffic counts and speeds.
- **Collect and Manage Transportation Data** to help the City evaluate the performance of its transportation system and to help travelers make more informed decisions regarding their choice of mode, departure time, and routing. The City will first need to evaluate ways to collect and distribute information in coordination with Clackamas County.

The Clackamas County Traffic Management Center is located in Oregon City and is connected to Wilsonville via State, County, and City communication links. These links allow County staff to remotely manage and operate Wilsonville's traffic signals and ITS infrastructure.

"Transportation is important for all of us whether you ride your bike around town, whether you walk, or whether you drive a car, take transit, or for that matter, drive a truck through town. It is very important for you to be able to get where you want to go and not have a lot of trouble doing so."

Nancy Kraushaar
Community Development Director

Bike Smart and Walk Smart

Wilsonville benefits from focusing staff resources on coordinating bicycle and pedestrian outreach and infrastructure planning, which it does primarily through its Bike Smart and Walk Smart programs. SMART and Community Development staff collaborate to lead the City's efforts.

Four ongoing efforts will help improve walking and biking in Wilsonville:

- Maintain an updated **bike and pedestrian map** that provides the current bicycle and pedestrians faculties that are available to Wilsonville residents for these mode choices.
- Expand **bike and pedestrian safety education and outreach** to the general public, focusing on clinics and workshops that communicate safety messages to particular audiences like children, motorists, and older pedestrians.
- Coordinate **group rides and walking tours** to identify street, trail, art and natural amenities that are available to residents.
- Staff an **Active Transportation Planner** that works for both Community Development and SMART and is tasked with development review, plan implementation and updates, safety education and outreach, and program support (Bike SMART, Walk SMART, and Safe Routes to Schools). This planner could also continue **regional coordination** efforts with other agency Active Transportation Plans and Metro.

National Recognition Available as Walk Friendly and Bike Friendly Community

Two national recognition programs have been developed in recent years to encourage towns and cities across the U.S. to establish or recommit to a high priority for supporting safer walking and bicycling environments. These programs evaluate current efforts and provide recommendations for improvement:

- **Walk Friendly Communities** designation is awarded at one of five levels (from lowest to highest): honorable mention, bronze, silver, gold, and platinum. Wilsonville was awarded a bronze designation in 2011. As additional pedestrian improvements are made throughout the city, Wilsonville may consider reapplying for a higher designation.
- **Bicycle Friendly Community (BFC) Campaign** is administered by the League of American Bicyclists and awards one of four designations (from lowest to highest): bronze, silver, gold, and platinum. Wilsonville has not yet applied for a BFC designation, but doing so will provide the City with recognition while also providing helpful recommendations for how it can continue to improve its bicycle network.

In 2011, Wilsonville was awarded the designation of being a Walk Friendly Community due to its commitment to improving walkability and pedestrian safety through comprehensive programs, plans, and policies. The Bronze Level designation indicates the City is "on the right track" but has several areas where it can continue to improve.

The Performance
Chapter 7

Wilsonville's transportation system plan (TSP) provides standards, projects, and programs that, when put into action, will improve the City's transportation system. By tracking specific performance measures with each successive TSP update, the City will learn if its planning efforts are leading to the desired outcomes and if additional improvements are needed. In this way, Wilsonville will make continued progress towards its transportation system vision and goals.

To be most effective, the City's transportation performance measures should provide its decision-makers with metrics that reflect what progress is being made towards Wilsonville's goals and policies. They should also include a combination of system-wide and facility-level performance measures so that incremental progress can be determined for the entire system as well as on a project-by-project basis.

Performance measurement is an approach to transportation planning that has been receiving increased national and regional attention. The new federal transportation legislation, Moving Ahead for Progress in the 21st Century (MAP-21), transitions the nation towards performance-based, outcome-driven planning processes. In doing so, this law is not prescriptive regarding what the standards should be, but instead requires that states and metropolitan planning organizations (MPOs) establish their own targets and measures. This encourages the framework of performance measurement throughout the nation without requiring a one-size-fits-all approach.

Performance measures allow Wilsonville to . . .

- ***Track the benefits of its efforts and***
- ***Identify areas where additional improvements are needed***

So that it can . . .

- ***Make more informed investment decisions and***
- ***Best achieve its vision and goals.***

Performance Measures

Though it preceded MAP-21, Metro's Regional Transportation Plan (RTP) also focuses on performance targets and standards. While there are some performance targets specified by Metro, Metro requires each city to identify its own performance measures for five areas and then to evaluate them with each successive transportation system plan (TSP) update to check its progress.

Table 7-1 lists Wilsonville's performance measures, including the 2035 targets and how they will be measured. The majority of these performance measures were selected because they are recommended by Metro and can be relatively easily measured using Metro's travel demand model, which is also the basis for Wilsonville's future travel demand forecasting. The one performance target that differs is safety. Because the City has such a low number of collisions, its target is to keep the collision rate below the statewide average.

Table 7-1. Wilsonville Performance Measures

Performance Area	2035 Performance Target[a]	How Measured
Safety	Maintain collision rates below the statewide average and zero fatalities	Analysis of ODOT, Washington County, and Clackamas County collision data
Vehicle Miles Traveled (VMT) Per Capita	Reduce VMT/capita by 10% compared to 2005[b]	Estimate using travel demand model
Freight Reliability	Reduce vehicle hours of delay[c] for truck trips by 10% from 2005	Estimate using travel demand model for roadways on City's freight network
Congestion	Reduce vehicle hours of delay[c] (VHD) per person by 10% from 2005	Estimate using travel demand model
Walking, Biking, and Transit Mode Shares	Triple walking, biking and transit mode share from 2005	Use Metro mode split forecasts and provide qualitative assessment; supplement with SMART data

[a] Performance targets are for the 2035 horizon year. Performance tracking during intermediate years should be compared against interpolated values.
[b] Oregon House Bill 3543 codifies greenhouse gas emission reductions, and the Portland Metro area has set this regional target.
[c] Delay is defined in the 2035 RTP as the amount of time spent in congestion > than .9 V/C (see p.5-7 of RTP)

"The TSP is doing an excellent job addressing bicycle and pedestrian issues. Once the TSP is adopted, it is going to be a matter of following through to make these things happen."

Al Levit
Planning Commission

FROG POND EAST AND SOUTH TRANSPORTATION SYSTEM PLAN AMENDMENT – FINDINGS REPORT

FINDINGS

This Findings Report provides findings supporting the City of Wilsonville's adoption of amendments related to the Frog Pond East and South Master Plan – Case File LP22-0004 (the proposal) to amend the City's Transportation System Plan to integrate transportation components for the Frog Pond East and South Master Plan.

The proposed amendments are consistent with the transportation elements proposed with the Frog Pond East and South Master Plan "Master Plan" which were found to be consistent with applicable criteria by Ordinance No. 870 adopted by the City Council on December 19, 2022. As such, the findings presented for the Master Plan and attached hereto as Exhibit 1 and incorporated as the findings for this proposed action. For convenience transportation related findings are highlighted in yellow.

Exhibits:

Exhibit 1: Ordinance No. 870 Exhibit C Frog Pond East and South Master Plan Findings Report, including TPR findings (November 7 and 9, 2022)

FROG POND EAST AND SOUTH MASTER PLAN – FINDINGS REPORT

INTRODUCTION

This Findings Report provides findings supporting the City of Wilsonville's adoption of amendments related to the Frog Pond East and South Master Plan – Case File LP22-0002 (the proposal). The proposal includes the following:

a. Amendments to the Wilsonville Comprehensive Plan Text;
b. Amendment of the Wilsonville Comprehensive Plan Map; and
c. Adoption of the Frog Pond East and South Master Plan as a supporting document of the Comprehensive Plan that is as part of the Comprehensive Plan.

The Frog Pond East & South Master Plan proposal is described in the staff report and attached to the report as Attachment 1 with the Technical Appendices as Attachment 2. It is referred to in these findings as "Master Plan" and "the proposal". Metro Ordinance No 18-1427 is also referenced and available on Metro's website at https://oregonmetro.legistar.com/LegislationDetail.aspx?ID=3766121&GUID=0FE42331-E9A4-4B7F-9E78-9BC68C6CB688&Options=&Search=

The findings of compliance with Metro Code 3.07.1110, Planning For Areas Designated Urban Reserve, were adopted by the City when the Area Plan was approved and are in the record for City of Wilsonville Resolution No. 2553 adopted November 16, 2015.

COMPLIANCE WITH STATEWIDE PLANNING GOALS

ORS 197.175(2)(a) requires that cities and counties amend and revise comprehensive plans in compliance with the goals approved by the Commission. The following findings address the proposal's compliance with the applicable statewide planning goals. The City Council finds that the following Statewide Planning Goals are not applicable because the proposal is entirely within the Urban Growth Boundary or outside of the boundaries of the referenced goal (e.g., Willamette River Greenway):

- Goal 3 – Agricultural Lands;
- Goal 4 – Forest Lands;
- Goal 15: Willamette River Greenway;
- Goals 16-18, the coastal goals.

GOAL 1, CITIZEN INVOLVEMENT

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

FINDINGS: The proposal meets Goal 1 because the City followed its Citizen Involvement Program, adopted as Section A of the Wilsonville Comprehensive Plan. The Comprehensive Plan states that the City will use the following methods to involve citizens in land use decisions:

- Providing opportunity for citizens to see draft materials
- Conduct regular, open, public meetings of the Planning Commission
- Use task forces as needed for special projects
- Publicize opportunities to engage in land use decisions
- Coordinate with other agencies involved with Wilsonville's planning programs and policies

The Frog Pond Area Plan (Area Plan), which established the land use, transportation, park and open space, and infrastructure frameworks for the Frog Pond East and South Master Plan (Master Plan), began in May 2014. The process included a community kick-off meeting, an 18-member Task Force (four meetings), a 13-member Technical Advisory Committee (three meetings), two open houses, and two online surveys. In January 2015, the Planning Commission and City Council held a joint work session. Two additional work sessions with the Planning Commission and two work sessions with the City Council were also held prior to hearings. The project team conducted stakeholder interviews and meetings with groups and individuals. Project information was provided via the project website, periodic updates in the Boones Ferry Messenger, email updates, and mailed notices for events.

Building from the community involvement process used for the Area Plan, the Frog Pond West Master also underwent an extensive outreach and engagement process. It included work sessions with the Planning Commission and City Council, open houses, web site materials, an email interested parties list, articles in the media, stakeholder meetings, and intergovernmental coordination.

The Frog Pond East and South Master Plan began its public involvement in 2021 with the following principles for outreach and engagement:

- **Many voices** - The voices of those who will be affected by the Master Plan will have opportunities for meaningful input into the decision-making process
- **Equity lens -** An equity and inclusion lens will be applied at each step
- **Responsiveness -** The engagement process will include "feedback loops" that demonstrate how community input has been addressed
- **Many ways to participate** – Across the full spectrum in information and engagement, there will be multiple ways to learn about the project, provide input, and participate
- **Clarity-** The process will provide clear and accurate information to ensure all participants understand the process
- **Welcoming process** – The process will provide a safe and welcoming space for participants to share their opinions and ideas regarding the project

Phase 1 of the planning process included:

- Creation of the *Let's Talk, Wilsonville!* page to serve as the central hub for project information and online engagement.
- An introductory meeting for property owners on September 28, 2021
- An introductory meeting for adjacent neighborhoods and the community held on October 7, 2021
- A community forum held on January 18, 2022

Wilsonville's Planning Commission guided the process through check-ins at key milestones, meeting a total of 11 times, and heard public comment about the plan. The Wilsonville City Council had 11 meetings that addressed Frog Pond East and South.

The City took steps to involve a broad range of the Wilsonville Community, including those who have been historically underrepresented in planning processes. The City partnered with Centro Cultural to conduct bilingual (English and Spanish) focus groups to learn more about the community's housing, parks, and neighborhood design preferences.

Phase 2 of the process included the following events that addressed the Frog Pond East and South Master Plan. Project information and meeting notices were provided through a variety of ways including *Let's Talk Wilsonville!*, the Boones Ferry Messenger, the project Interested Parties email list, and social media postings.

- Community Focus Group #1 (April 30, 2022)
- Affordable Housing Focus Group #1 (May 11, 2022)
- Community Design Workshop (May 12, 2022)
- Affordable Housing Focus Group #2 (May 13, 2022)
- Community Focus Group #2 (May 14, 2022)
- First round of online surveys on Let's Talk Wilsonville! (May 12 – May 30, 2022)
- Popsicles in the Park. (August 9, 2022) A pop-up event on a warm day at Murase Park to interact with residents and ask questions related to parks and other desired neighborhood features.
- Back to School Resource Event (August 17, 2022)
- Wilsonville Block Party. (August 25, 2022) A long-standing annual event with representation from many City of Wilsonville departments and committees. Planning staff asked questions about active transportation and the public realm of the many community members present enjoying the festivities.
- Meridian Creek Middle School Event. (August 23, 2022) Information was shared about three significant projects taking place along Boeckman Road, including the Frog Pond East and South Master Plan
- Open House for Frog Pond Projects (August 23, 2022)
- A second round of online surveys on *Let's Talk Wilsonville!* (entire month of August, 2022)
- Grupo de Enfoque en Espanol (Focus Group in Spanish, September 17, 2022)

The community engagement process is described further in Master Plan, pages 5-8 and the Technical Appendix, Appendix A.

Based on the foregoing, the City Council finds that the proposal satisfies Goal 1 with respect to citizen involvement.

GOAL 2, LAND USE PLANNING

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

FINDINGS: The proposal satisfies Goal 2 because it is supported by an adequate factual base and its development was coordinated with all affected governmental units.

Adequate Factual Base

The City has established a record that includes technical memoranda, studies, and analyses supporting each element of the Master Plan. The key documents that were relied upon and that form the adequate factual base for our findings are listed below:

1. Frog Pond Area Plan and Technical Appendix
2. The Frog Pond East and South Master Plan
3. Frog Pond East and South Master Plan Technical Appendix:
    a. Appendix A: Community Engagement Summaries
    b. Appendix B: Affordable Housing Analysis
    c. Appendix C: Buildable Lands Inventory
    d. Appendix D: Market Analysis
    e. Appendix E: Arborist Report
    f. Appendix F: Infrastructure Plan
    g. Appendix G: Development Code Updates
    h. Appendix H: Infrastructure Funding Plan
    i. Appendix I: Transportation Analysis
    j. Appendix J: Buildable Lands Inventory
    k. Appendix K: Accessory Dwelling Unit Assessment
    l. Appendix L: Residential Capacity Calculations
4. Updated Comprehensive Plan Text (Master Plan, pages 104-112)

Coordination with the Plans of Affected Governmental Units

During the Master Planning process, the following affected governmental units participated or had the opportunity to participate via notices and project information provided to them:

- ODOT
- Metro
- Clackamas County

- West Linn-Wilsonville School District
- TVF&R
- SMART Transit
- The Bonneville Power Administration

Based on the foregoing, the City Council finds that the proposal satisfies Goal 2 with respect to having an adequate factual base and being coordinated with all affected governmental units.

GOAL 5, NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

To protect natural resources and conserve scenic and historic areas and open spaces.

FINDINGS: The following findings address consistency between the Frog Pond East & South Master Plan and Statewide Planning Goal 5. Wilsonville's Goal 5 policies in the Comprehensive Plan are implemented by the Development Code, specifically Section 4.139.00, the Significant Resource Overlay Zone (SROZ). The City will amend the code, including the SROZ Map, subsequent to the adoption of the Master Plan.

In preparing the Master Plan, the City: inventoried natural resources; incorporated inventoried information into a buildable lands analysis; identified which resources are considered significant natural resources; and identified potential resource conflicts and programs to reduce those conflicts. The City did this work in anticipation of future implementation with its SROZ regulations, which are consistent with Goal 5. The following findings provide additional detail about each of the steps of noted above.

a. Natural resource inventories – The project team prepared base maps of natural resources in the project area using Metro Title 13 data. Additionally, a tree inventory was prepared (Master Plan, Figure 5, and Appendix E). The tree inventory mapped and described: (1) Individual trees or groups identified as highest priority for preservation; (2) Individual trees or groups identified as secondary priorities for preservation; and (3) Individual trees identified as lowest priority for preservation.
b. Buildable land inventory - Title 13 lands were designated as "constraints", meaning they were excluded from acreage considered as net buildable. (Master Plan, Appendix C.)
c. Consideration of significant resources – The Master Plan illustrates, at a conceptual level, where future SROZ areas will be mapped in the future (Master Plan, including Figures 15 and 17). The Title 13/future SROZ mapping indicates those resource lands that the City considered as significant natural resources in the Master Plan process.
d. Identification of potential resource conflicts and programs to reduce conflicts – Beginning with the buildable land inventory, the City excluded significant natural resources from its mapping of buildable lands. As illustrated on Master Plan Figure 15, Land Use and Urban Form Map, Meridian Creek and the other tributaries within the project area are in "edge" areas, that is, located outside of lands considered buildable for residential development. When the SROZ is applied in the future, that overlay zoning will implement the City's regulations for buffers,

fencing, lighting and other standards that avoid, reduce and mitigate conflicts within the SROZ and adjacent impact areas.

The Master Plan identifies where development may, and may not, occur in the future within SROZ areas. As noted above, the plan is designed to focus residential development outside of SROZ-designated lands. There are several potential transportation and utility uses within future SROZ areas, including:

- A local street connecting the Frog Pond Lane extension to the Kahle Road area across the BPA easement. (Master Plan, Figure 19)
- Potential trails that would cross the existing tributaries, subject to further study of the feasibility and type of crossing (bridge or path). (Master Plan, Figure 19).
- Water and sewer lines that would cross the existing tributaries, subject to further analysis during development review. (Master Plan, Figures 33 and 34).

The above-listed potential infrastructure projects are exempt from the City's SROZ regulations, per Section 4.139.04 of the Development Code. The specific exemptions are:

> *(.08) The construction of new roads, pedestrian or bike paths into the SROZ in order to provide access to the sensitive area or across the sensitive area, provided the location of the crossing is consistent with the intent of the Wilsonville Comprehensive Plan. Roads and paths shall be constructed so as to minimize and repair disturbance to existing vegetation and slope stability.*
>
> *(.20) The installation of public streets and utilities specifically mapped within a municipal utility master plan, the Transportation Systems Plan or a capital improvement plan*.

For historic resources, the City reviewed existing inventories and found nothing noted on them. However, the Master Plan includes a list of older homes and acknowledges the opportunity to preserve them. In addition, the Master Plan includes the provision for the potential preservation of the historic grange building on Stafford Road if property owners choose.

Based on the findings above, the City concludes that the proposed Master Plan: (a) has established an adequate factual base to identify significant natural resources and potential impacts to those resources; (b) used the factual base to plan future development such that it will not conflict with significant natural resources because of its location or the application of SROZ regulations; and (c) identified limited infrastructure improvements that may be placed in resource areas but are permitted uses exempt from the City's SROZ regulations.

Based on the foregoing, the City finds that the proposed amendments satisfy Goal 5.

GOAL 6, AIR, WATER, AND LAND RESOURCES QUALITY

To maintain and improve the quality of the air, water and land resources of the state.

FINDINGS: The proposal satisfies Goal 6 because it will maintain and improve the quality of the air, water, and land resources of the state as noted below.

The proposal maintains and improves **air quality** by:

- Creating a highly-connected transportation network that minimizes out-of-direction automobile travel through the neighborhood. (Master Plan, Figure 19, Street and Block Demonstration Plan)
- Encouraging bicycling by providing cross-sections including buffered bike lanes and travel lanes with "sharrows". (Master Plan, Figure 20, Active Transportation Plan)
- Prioritizing bicycle and pedestrian travel through the use of short block lengths and frequent pedestrian connections throughout the neighborhood (see street demonstration plan in the Master Plan).

The proposal maintains and improves **water quality** by:

- Planning future development outside of the water quality resources of the Meridian Creek and Newland Creek tributaries, and future application of the City's SROZ regulations.
- Integrating land use and transportation with a storm water management plan that sets "low impact" stormwater treatment, such as bioswales, as the "first priority" management tool.

The proposal maintains and improves **land resources** by:

- Providing for, and requiring, a broad range of housing types within the UGB.
- Including a neighborhood commercial center to provide commercial services at the neighborhood level
- Mapping of significant trees to be preserved, in combination with the City's tree regulations in the Development Code

Based on the foregoing, the City finds that the proposal satisfies Goal 6.

GOAL 7, AREAS SUBJECT TO NATURAL HAZARDS

To protect people and property from natural hazards.

FINDINGS: The proposal satisfies Goal 7 because the City has considered the risks of natural hazards during the planning process. There are no identified floodplains within the planning area. Potential erosion hazards have been addressed through the planned use of the SROZ along the steep slopes of the

Meridian Creek and Newland Creek corridors. The City coordinated with Tualatin Valley Fire & Rescue to ensure land uses and transportation facilities provide for adequate emergency response.

Based on the above, the City finds that the proposal satisfies Goal 7.

GOAL 8, RECREATIONAL NEEDS

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

FINDINGS: The proposal satisfies Goal 8 because the Frog Pond East and South neighborhoods will provide ample open space to meet recreational needs. The Master Plan includes Figure 19, Park and Open Space Plan, which provides for the siting of recreational facilities in the following ways:

- The proposed East Neighborhood Park
- Designation of the Future Community Park as a key destination, and siting of walking, biking, and vehicular routes to connect it to the surrounding neighborhoods
- Planning the BPA power line easement for a variety of open space uses, including trails and potential recreational uses
- Planning for the area northeast of the BPA powerline easement as open space
- Planning for the Frog Pond Grange as a civic and community amenity
- Providing a network of trails that will serve both recreational and transportation needs
- Planning Green Focal Points that will establish small open spaces in the subdistricts and opportunities for informal community gathering and play
- Planning for active transportation (bike lanes, buffered bike lanes, sharrows, and trails) as shown on Figure 21, Active Transportation Plan

Based on the foregoing, the City finds that the proposal satisfies Goal 8.

GOAL 9, ECONOMIC DEVELOPMENT

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

FINDINGS: The proposal satisfies Goal 9 because it is consistent with the City's adopted Economic Opportunities Analysis.

Wilsonville's Economic Opportunities Analysis (EOA) was adopted in 2012. It addresses the requirements of Goal 9 by reviewing and updating the local urban growth requirements and land needs to accommodate 20-year employment growth forecasts. In 2012, The EOA found that the existing Wilsonville service area contains an adequate amount of employment land to accommodate the forecasted level of employment growth in the short-term (to 2035), and that long-term employment

growth was best addressed in the Coffee Creek and Basalt Creek areas, as well as in a redeveloped Wilsonville Town Center.

The Frog Pond planning process has included two market studies to assess commercial needs at the local level in the Frog Pond Area. The most recent study established the factual base for the recommended neighborhood center and is included as Appendix D in the Master Plan. The study included the following findings and recommendations for the neighborhood commercial center that is included in the Master Plan (Master Plan, page 31):

- **Building square feet:** Up to 44,000 square feet.
- **Site acreage:** Up to 4.0 acres
- **Likely tenant mix:** Commercial development today is flexible and accommodates a wide range of activities, including food and beverage, retail, general commercial, professional services/office, healthcare, fitness, daycare, banks, and more. Development should likewise be flexible to accommodate a range of potential tenants.
- **Development type: "**Main Street", with buildings on both sides of the planned Brisband Street extension on the east side of Stafford Road. Buildings can be split up to address parking challenges. The main street approach can create an authentic experience that promotes placemaking, creates a community amenity, and can have a positive impact on the surrounding residential uses and other commercial spaces. Vertical mixed use (residential above commercial uses) can also add vibrancy and a clientele base to the area.
- **Urban design:** For a main street development, pedestrian-oriented design that invites nearby residents and visitors to enjoy the area on foot is key. This can be achieved through the location of parking (behind buildings rather than in front), ample sidewalks and sidewalk furnishings, open space features such as plazas, and a visually engaging building façade.

The above recommendations have been included in the Master Plan.

Based on the foregoing, the City finds that the proposal satisfies Goal 9.

GOAL 10, HOUSING

To provide for the housing needs of citizens of the state.

FINDINGS: The proposal satisfies Goal 10 because it provides needed housing for the City of Wilsonville consistent with the goal and the City's adopted Residential Land Study.

The City of Wilsonville's Residential Land Study was adopted in May 2014 and states the following:

"Under current comprehensive plan policies, Wilsonville can achieve a development mix of 50% single-family detached and 50% single family attached and multifamily housing. This assumes that Frog Pond [West] is planned exclusively for single-family housing."

The Frog Pond West Master Plan provides for 571 single family detached homes in the West Neighborhood, implementing the Residential Land Study. The City updated its Comprehensive Plan and Development Code in May 2020 to implement HB 2001, which increased the potential housing capacity and variety in Frog Pond West. Housing plans and implementation in Frog Pond West provides context for the strategies and implementation included in the Frog Pond East and South Master Plan.

The Frog Pond East and South areas are important for the City of Wilsonville's efforts to meet future housing needs and provide equitable housing options for residents. The City's 2020 Equitable Housing Strategic Plan (EHSP) recognized this, and called for the Frog Pond East and South Master Plan to establish targets for affordability, specifically:

"As part of the master planning requirements for Frog Pond East and South, the City will establish goals or targets for accessibility to services/amenities, unit types, and unit affordability levels. The targets for affordability levels (number of units and depth of affordability for those units) should be reasonably achievable, allowing for sufficient market-rate development to support key infrastructure investments. This approach will provide a methodology and framework that can be applied in other growth areas beyond Frog Pond."

Accordingly, the City prepared an Affordable Housing Analysis as part of the Master Plan process. (Technical Appendix, Appendix B)

Building on the above-cited housing planning for Wilsonville, the Frog Pond East and South Master Plan provides for additional needs as summarized below.

Housing Capacity

Table 4 in the Master Plan shows an estimated housing capacity of 1587 dwelling units in Frog Pond East and South, which is an average density of 13.3 dwelling units per net buildable acre. This is 265 more dwellings (a 20% increase) as compared to the Frog Pond Area Plan estimates in 2015. The Master Plan recommends this capacity be coded as the minimum required in the Development Code, which will allow for additional capacity provided by middle housing. Infrastructure analysis has demonstrated that the planned transportation system can accommodate at least 1800 dwelling units and that the water and sewer systems can accommodate at least 2300 dwelling units.

Housing Variety

Providing a variety of housing choices is one of the key outcomes described in the Land Use and Urban Form section of the plan. Housing variety is intended to increase housing choice and potential affordability, consistent with Goal 10. The variety outcome is implemented by:

- The proposed housing typology and map that focuses on urban form: the bulk, height and spacing of buildings. Each of the three urban form types allows for the full array of housing choices. (Master Plan, Figure 15 and the topology descriptions on pages 56-60)

- Strategies to guide development standards that will require variety. The strategies are described in the Implementation Section of the Master Plan. In summary, they are: (1) Permit a wide variety of housing types; (2) Define "categories" of housing units to be used for implementing housing variety standards; (3) Establish a minimum of housing units in each subdistrict or property; (4) Create development standards to regulate building form; (5) Establish minimum housing variety standards by subdistrict and development area; (6) Encourage variety at the block level. (Master Plan, pages 109-112)

Affordable Housing Integration

The Master Plan provides for the integration of affordable housing choices as described in the following excerpt:

> *The Master Plan sets the stage for affordable housing choices in the East and South neighborhoods. Two strategies are included. First, the variety of housing is intended to provide opportunities for home buyers and renters with incomes of 80-150% area median income (AMI). This is the market-based and zoning-based strategy of the Plan.*
>
> *To help ensure integration of market-rate affordable housing within Frog Pond East and South the City will use the following strategies in the implementing Development Code:*
>
> - *To prevent the oversupply of higher-cost housing, limit each development to a percentage of housing categories that typically would only be affordable to households making more than 150% of median family income.*
> - *To ensure provision of market-rate housing that meets a variety of housing need require each development provide a minimum percentage of attached middle housing and a minimum percentage of a combination of cottages, ADUs, and other similar units that provide both relatively affordable housing choices and housing choices adaptable for accessible living.*
>
> *The second strategy addresses households earning below 80% of area median income. The City may choose to proactively facilitate and/or support the development of affordable housing targeted at these households. As described in the Affordable Housing Recommendations section of this report, housing development that serves households with these incomes requires public subsidy; those initiatives for the City may include:*
>
> - *Acquire Land for Affordable Housing*
> - *Partner with a Community Land Trust*
> - *To the extent feasible, minimize fees paid by developers while still paying for infrastructure*

- *Incentivize Smaller and Lower-Cost Middle Housing*

The above-listed measures are options available to the City Council and subject to their direction and funding. The role of the Master Plan is to provide the land base and zoning allowances that would support such initiatives. In addition, development standards will avoid barriers for subsidized affordable housing developments, providing exemptions from variety and similar requirements if needed. Minimum design and siting standards shall continue to apply.

(Master Plan, pages 29-30)

Based on the foregoing, the City finds that the proposal satisfies Goal 10.

GOAL 11, PUBLIC FACILITIES AND SERVICES

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

FINDINGS: The proposal satisfies Goal 11 because it includes plans and implementation measures to develop a timely, orderly, and efficient arrangement of public facilities and services. These plans supplement and are consistent with the City of Wilsonville Public Facilities Plan, Transportation System Plan, Transit Master Plan, Stormwater Master Plan, Sewer and Water Infrastructure Master Plans and the Parks & Recreation Comprehensive Master Plan. The Frog Pond East and South Master Plan includes infrastructure planning on the topics of transportation, sanitary sewer, water, and storm water. Schools and parks are also addressed. The City is preparing an infrastructure funding plan that will be completed as an implementation effort subsequent to the adoption of the Master Plan.

- **Transportation.** The Master Plan includes plans for all modes of travel that were integrated with the land use planning during the process. The Master Plan includes the following plans which collectively provide transportation options and reduced reliance on automobile travel:
  - Street and Block Demonstration Plan (Master Plan, Figure 19)
  - Active Transportation Plan (Master Plan, Figure 20)
  - Conceptual Transit Plan (Master Plan, shown on Figures 15 and 20)
  - Street Cross-sections (Master Plan, Figures 21-25)

  The draft Master Plan was evaluated with a Transportation Impact Analysis. That analysis modeled the system, tested impacts on key intersections in Wilsonville, and identified transportation improvement needs. (Technical Appendix, Appendix I)

- **Sanitary Sewer, Water, and Storm Water.** The Master Plan includes an analysis of the three base utility systems needed to support development: water, sanitary sewer and storm water. (Technical Appendix, Appendix F) Each utility system was designed to accommodate planned land uses and potential additional development. The analysis includes a Water System Plan that will provide looped water system improvements to all properties and needed connections to

the existing water system. The Sanitary Sewer System plan identifies sewer basins that can be served by gravity and basins that require pump stations, lays out and sizes gravity main lines and force main lines, and shows connection points to the existing sewer system. The Storm Water Plan evaluates the drainage basins and needs of the Master Plan area, describes regulatory requirements and the City's best management plan practices, and lays out a hierarchy of storm water strategies. The hierarchy is described in this excerpt from the analysis:

> *The analysis recommends that development implement LID [Low Impact Development approaches] and, where needed, the City would consider additional LID alternatives. In these cases, the strategy for meeting water quality and flow control requirements should follow the stormwater management hierarchy below, with the order of preference being from Category 1 as the most preferred to Category 3 as the least preferred:*
>
> ***Category 1.*** *LID facilities are used to meet all water quality treatment and flow control requirements.*
>
> ***Category 2.*** *LID facility areas are used in combination with impervious area reduction methods and/or detention ponds to meet all water quality and flow control requirements. The implementation of LID at less than the maximum extent practicable is at the discretion of the City.*
>
> ***Category 3.*** *Regional facilities are used to meet all water quality treatment and flow control requirements.*

The Storm Water Plan includes a schematic map illustrating major storm water basins, existing and proposed storm water lines, potential outlets, and potential regional facilities. The map is a visual representation of storm water facility coverage and not an indication of where facilities are required to be placed, which is dependent on individual development proposals.

- **Schools.** The West Linn-Wilsonville School District and the City have coordinated on school planning in the Frog Pond area. No new schools are proposed within the East and South neighborhoods. The existing Meridian Creek Middle School is adjacent to the Master Plan. It is identified as a neighborhood destination. Transportation improvements are identified along SW Advance Road and other streets in the Master Plan to provide direct, convenient, and safe connections to Meridian Creek Middle School. An elementary school is planned for Frog Pond West.
- **Parks.** A new neighborhood park is planned for the East Neighborhood. The Master Plan has been highly coordinated with the future Community Park and other open space opportunities. See findings for Goal 8, Recreational Needs, and Master Plan, Figure 19, Park and Open Space Plan.

Based on the foregoing, the City finds that the proposal satisfies Goal 11.

GOAL 12, TRANSPORTATION

To provide and encourage a safe, convenient and economic transportation system.

FINDINGS: The proposal satisfies Goal 12 because it has been designed to:

- Meet the transportation needs of the proposed land uses within the East and South Neighborhoods, provide safe and convenient access, and reduce reliance on automobile travel;
- Integrate land use and transportation planning, as demonstrated through the high coordination of the following components of the Master Plan:
  - Land Use and Urban Form Plan (Master Plan, Figure 15)
  - Street and Block Demonstration Plan (Master Plan, Figure 19)
  - Active Transportation Plan (Master Plan, Figure 20)
  - Conceptual Transit Plan (Master Plan, shown on Figures 15 and 20)
  - Street Cross-sections (Master Plan, Figures 21-25)

  The draft Master Plan was evaluated with a Transportation Impact Analysis. That analysis modeled the system, tested impacts on key intersections in Wilsonville, and identified transportation improvement needs. (Technical Appendix, Appendix I)

- Avoid significant effects to the existing transportation system, as detailed in the Transportation Planning Rule findings, dated November 7 2022 and attached at the end of this findings report.

Based on the foregoing FINDINGS, the City finds that the proposal satisfies Goal 12.

GOAL 13, ENERGY CONSERVATION

To conserve energy.

FINDINGS: The proposal satisfies Goal 13 because it has been designed to maximize the conservation of energy through the integration of land use and transportation planning. The Master Plan provides for excellent connectivity between the Frog Pond East and South neighborhoods and the rest of Wilsonville for pedestrians, bicyclists, and transit users. The highly-connected street grid of the neighborhood is designed to help students reach nearby schools and help all residents reach nearby commercial areas and recreational uses without needing to rely on automobile travel. The street demonstration plan, active transportation plan, cross-sections, street tree plan, and standards within the zoning code work will together create a pleasant walking environment. The many tree-lined streets will create shade for the homes in the warm summer months also assisting to reduce energy consumption.

Frog Pond East and South are planned for a variety of housing types that will include multi-family, townhomes, quadplexes, triplexes, duplexes and cottage clusters. Compared to detached dwellings,

these higher density and middle housing choices will use land and infrastructure more efficiently and consume less energy per capita.

Based on the foregoing FINDINGS, the City finds that the proposal satisfies Goal 13.

GOAL 14, URBANIZATION

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

FINDINGS: The proposal satisfies Goal 14 because the Master Plan meets the requirement of the Metro Urban Growth Management Functional Plan, which implements Goal 14 for the Metro region.

The Frog Pond East and South neighborhoods were added to the Urban Growth Boundary in 2018. Metro required the City to complete a Title 11-compliant plan for the East and South Neighborhoods in 2022. Detailed findings for how this was accomplished are provided in the Metro Title 11 findings in this report.

Based on the foregoing FINDINGS, the City finds that the proposal satisfies Goal 14.

COMPLIANCE WITH METRO TITLE 11: PLANNING FOR NEW URBAN AREAS

INTRODUCTION

The Frog Pond East and South Neighborhoods were added to the Metro UGB in 2018 in Metro Ordinance No 18-1427. Metro Code 3.07.1120, Planning for Areas Added to the UGB, establishes the requirements for UGB expansion areas such as Frog Pond East and South. Each criterion within 3.07.1120 is stated below in bold italics type, followed by findings of compliance.

The proposed amendments related to the Frog Pond East and South Master Plan implement the City's concept plan for the larger area, known as the Frog Pond Area Plan. Findings of compliance with Metro Code 3.07.1110, Planning For Areas Designated Urban Reserve, were adopted by the City when the Area Plan was approved. They are referenced below.

COMPLIANCE WITH METRO CODE 3.07.1120 PLANNING FOR AREAS ADDED TO THE UGB

A. The county or city responsible for comprehensive planning of an area, as specified by the intergovernmental agreement adopted pursuant to section 3.07.1110(c)(7) or the ordinance that added the area to the UGB, shall adopt comprehensive plan provisions and land use

regulations for the area to address the requirements of subsection (c) by the date specified by the ordinance or by section 3.07.1455(b)(4) of this chapter.

FINDINGS:

The Frog Pond East and South area was added to the regional UGB through Metro's adoption of Ordinance 18-1427. The ordinance refers to the East and South neighborhoods as the "Advance Road Expansion Area." The general conditions in state that Title 11 planning should be completed within four years from adoption of the ordinance (December 13, 2018). (Metro Ordinance, The City is currently planning for the Frog Pond East and South Master Plan area with the assistance of a grant from Metro, which is described in Intergovernmental Agreement and grant contract 936861. The planning process for the Frog Pond East and South Master began in May 2021. Adoption of the Master Plan and Comprehensive Plan amendments is scheduled for December 2022. Follow up implementation actions, including adoption of the Development Code amendments is scheduled for the first half of 2023.

B. If the concept plan developed for the area pursuant to section 3.07.1110 assigns planning responsibility to more than one city or county, the responsible local governments shall provide for concurrent consideration and adoption of proposed comprehensive plan provisions unless the ordinance adding the area to the UGB provides otherwise.

FINDINGS: The adopted Area Plan assigns planning responsibility solely to the City of Wilsonville; therefore, this section does not apply.

C. Comprehensive plan provisions for the area shall include:

1. Specific plan designation boundaries derived from and generally consistent with the boundaries of design type designations assigned by the Metro Council in the ordinance adding the area to the UGB;

FINDINGS: The Metro 2040 Growth Concept Map designates the area as Neighborhood. Metro defines two types of Neighborhoods (Inner and Outer) in the Regional Framework Plan. Frog Pond East and South fits the definition of an Outer Neighborhood:

"Outer Neighborhood. Areas in outlying cities that are primarily residential, farther from employment and shopping areas, and have larger lot sizes and lower population densities than inner neighborhoods."[1]

[1] Regional Framework Plan, page 369, Glossary.
http://www.oregonmetro.gov/sites/default/files/12282005_regional_framework_plan_appendix_G-J_glossary.pdf

The Frog Pond East and South Master Plan is implemented primarily through the Wilsonville Comprehensive Plan designation called Residential Neighborhood (RN). The purpose statement for RN is:

"Policy 4.1.7 The purpose of the Residential - Neighborhood designation is to:

A. Implement area plans and master plans for new neighborhoods in Wilsonville.
B. Create attractive and connected residential neighborhoods.
C. Regulate and coordinate development to result in: walkable and active streets; a variety of housing appropriate to each neighborhood; connected paths and open spaces; parks and other non-residential uses that are focal points for the community; and, connections to and integration with the larger Wilsonville community.
D. Encourage and require high quality architectural and community design.
E. Provide transportation choices, including active transportation options.
F. Preserve and enhance natural resources so that they are an asset to the neighborhoods, and there is appropriate visual and physical access to nature."

The East and South Master Plan area is 305 total acres (including existing right-of-way) and 289 acres (not including existing right-of-way). All lands will be designated Residential Neighborhood except for the small acreages for the Main Street Commercial and Frog Pond Grange (designated Public Facilities), per the policy cited above.[2] The RN designation is consistent with Metro's Outer Neighborhood design type.

An approximately 4-acre within the East neighborhood will be designated as Commercial and intended for development as a future "Main Street Commercial Area." The commercial area is planned to include shops, restaurants, local services, community gathering spaces, as well as residential uses within a mixed-use setting. The small-scale commercial area will serve (and be walkable to) residents of all three Frog Pond neighborhoods—therefore, it is consistent with Metro's Outer Neighborhood design type.

The Frog Pond Grange will be designated as Public Facilities within the East Neighborhood. The Grange is a historic gathering place that is envisioned as a location for future civic or community use, and may include space for a park and/or community gathering area. Neighborhood parks and community gathering spaces are part of the array of uses envisioned by Metro within the Outer Neighborhood design type, therefore the Public Facilities-designated land is also consistent with the Outer Neighborhood design type.

This criterion is met.

[2] Natural resource lands RN area will also have a Significant Resource Overlay Zone designation and will not be further developed for residential uses.

2. Provision for annexation to a city and to any necessary service districts prior to, or simultaneously with, application of city land use regulations intended to comply with this subsection;

Frog Pond East and South will be annexed to the City of Wilsonville. Wilsonville is a full-service city and will provide urban services including water, sewer, storm water, transportation, transit, parks, library, and general governance services. The area is already within the Tualatin Valley Fire & Rescue district and West Linn-Wilsonville School District; no other service districts have jurisdiction in the area.

3. Provisions that ensure zoned capacity for the number and types of housing units, if any, specified by the Metro Council pursuant to section 3.07.1455(b)(2) of this chapter;

FINDINGS: The general conditions of Metro Ordinance 18-1427 require the City to "allow, at a minimum, single family attached housing, including townhomes, duplexes, triplexes, and fourplexes, in all zones that permit single family housing in the expansion areas." The requirements specific to Wilsonville also require that the City "plan for at least 1,325 homes in the Advance Road expansion area."

As indicated in the Implementation chapter of the Master Plan, the zoning strategy includes amending the RN Zone to allow the following housing types in Frog Pond East and South (Master Plan, pages 109-112):

- Single-Family Dwelling Units
- Townhouses
- Duplex, Triplex, and Quadplex
- Cluster Housing
- Multiple-Family Dwelling Units
- Cohousing
- Manufactured Homes
- Accessory dwelling units

The zoning strategy for these neighborhoods also identifies potential tools to:

- Ensure that a variety of housing options are developed within each "subdistrict" of Frog Pond East and South;
- Encourage development of housing choices not traditionally provided by the market—such as attached middle housing and other more affordable and accessible housing types; and
- Prevent the oversupply of higher-cost housing (such as large-lot single family homes).

The zoning strategy also includes requirements for a minimum number of dwelling units in each subdistrict (or on each pre-existing tax lot). Table 4 in the Master Plan shows an estimated housing capacity of 1,587 dwelling units in Frog Pond East and South . The Master Plan recommends this capacity be coded as the minimum required in the Development Code, which will allow for additional

capacity provided by middle housing. This will ensure that the planned capacity of Frog Pond East and South will be implemented.

These provisions meet the minimum housing types and housing unit counts required by Metro Ordinance 18-1427; therefore, this criterion is met.

4. Provision for affordable housing consistent with Title 7 of this chapter if the comprehensive plan authorizes housing in any part of the area.

FINDINGS: Metro's Title 7 requires that cities "ensure that their comprehensive plans and implementing ordinances:

"A. Include strategies to ensure a diverse range of housing types within their jurisdictional boundaries.

"B. Include in their plans actions and implementation measures designed to maintain the existing supply of affordable housing as well as increase the opportunities for new dispersed affordable housing within their boundaries.

"C. Include plan policies, actions, and implementation measures aimed at increasing opportunities for households of all income levels to live within their individual jurisdictions in affordable housing."[3]

On a city-wide basis, the City of Wilsonville complies with the above-cited provisions of Metro Title 7 through the policies and implementation measures of the Comprehensive Plan and the housing analysis and recommendations contained in the City's 2014 Residential Lands Study. In addition, the City's 2020 Equitable Housing Strategic Plan (EHSP) provides policy guidance for affordable housing in Wilsonville and calls for the Frog Pond East and South Master Plan to establish achievable goals/targets for affordable housing in the area and integrate affordable housing into the master plan.

The City studied issues and opportunities for affordable housing development in Frog Pond East and South in an Affordable Housing Analysis (Technical Appendix, Appendix B). This analysis recommended a range of strategies (building off the recommendations in the EHSP) to that are likely to have the greatest impact in supporting development of affordable and mixed-income housing in Frog Pond East and South. Several of these strategies are carried forward in the Master Plan (page 60-61). The Master Plan identifies the following potential strategies to proactively facilitate and/or support the development of affordable housing in the East and South Neighborhoods for households earning below 80% of area median income:

- Acquire Land for Affordable Housing
- Partner with a Community Land Trust
- To the extent feasible, minimize fees paid by developers while still paying for infrastructure

[3] Metro Code 3.07.730.

- Incentivize Smaller and Lower-Cost Middle Housing

These strategies complement the housing variety strategies described in the above findings in response to Metro Code Section 3.07.1120.C.3. Those housing variety strategies will help ensure integration of market-rate affordable housing within Frog Pond East and South by:

- Preventing the oversupply of higher-cost housing that would typically would only be affordable to households making more than 150% of median family income.
- Ensuring provision of market-rate housing that meets a variety of housing needs by requiring a certain amount of attached middle housing, cottages, ADUs, and other similar units that provide relatively affordable housing choices.

These implementation measures will increase opportunities for dispersed affordable housing that is integrated into all neighborhoods in the Master Plan area.

Based on the foregoing, this criterion is met.

5. Provision for the amount of land and improvements needed, if any, for public school facilities sufficient to serve the area added to the UGB in coordination with affected school districts. This requirement includes consideration of any school facility plan prepared in accordance with ORS 195.110;

FINDINGS: The City of Wilsonville has coordinated with the West Linn-Wilsonville School District throughout the planning processes for the Frog Pond area, including in the East and South Master Plan area. The Meridian Creek Middle School property was the first Frog Pond land to annex and develop after inclusion in the Urban Growth Boundary in 2013, and opened its doors in 2017. The School District is currently planning a new school in the Frog Pond West neighborhood. The School District also has land capacity for another school adjacent to the middle school in the South neighborhood, should additional school capacity be needed in the future. At this time, there are no additional schools being planned by the District in the Frog Pond area; the school needs of future Frog Pond residents will be met by the above-cited facilities and land holdings, in addition to existing schools in Wilsonville. This criterion is met.

6. Provision for the amount of land and improvements needed, if any, for public park facilities sufficient to serve the area added to the UGB in coordination with affected park providers.

FINDINGS: The City of Wilsonville is the parks provider for the Master Plan area. The Master Plan includes a series of parks and open spaces of different sizes to be located centrally and distributed

equitably throughout the East and South neighborhoods. Figure 19 in the Master Plan illustrates the Park and Open Space Plan, which provides for the siting of recreational facilities in the following ways:

- The proposed 3-acre East Neighborhood Park, which is centrally located to the East Neighborhood.
- Designation of the 10-acre Future Community Park as a key destination, and siting of walking, biking, and vehicular routes to connect it to the surrounding neighborhoods.
- Planning for the BPA power line easement for a variety of open space uses, including trails and potential recreational uses.
- Planning for the area northeast of the BPA powerline easement as open space.
- Planning for the Frog Pond Grange as a civic and community amenity.
- Proving a network of trails that will serve both recreational and transportation needs.
- Planning Green Focal Points that will establish small open spaces in the subdistricts and opportunities for informal community gathering and play.
- Planning for active transportation (bike lanes, buffered bike lanes, sharrows, and trails) as shown on Master Plan Figure 21, Active Transportation Plan.

Based on the foregoing, this criterion is met.

7. A conceptual street plan that identifies internal street connections and connections to adjacent urban areas to improve local access and improve the integrity of the regional street system. For areas that allow residential or mixed-use development, the plan shall meet the standards for street connections in the Regional Transportation Functional Plan;

FINDINGS: The Street and Block Demonstration Plan (Master Plan, Figure 20) illustrates a potential layout of streets, blocks, and multi-use paths that would achieve the intent of providing connected, convenient, safe, and low-stress transportation options for Frog Pond East and South. The location of framework streets either exists today or will be direct continuation of existing streets in adjacent urban areas, as shown on the Street and Block Demonstration Plan. The remaining street locations are shown in Figure 19 for demonstration purposes and actual street layout beyond the framework streets will be determined at the time of development review, based on standards contained in the Development Code and Public Works Standards.

A clear hierarchy of street connections is established with SW Stafford Road as a major arterial, SW Advance Road and SW 60th Avenue acting as collector streets, SW Brisband Street as a Main Street, and all other streets as local streets. The spacing standards for street connections in the Regional

Transportation Functional Plan (major arterial streets at a one-mile spacing and minor arterial streets or collector streets at a half-mile spacing[4]) are met by the plan.

The Demonstration Plan's network of local streets provides a local street at a spacing of approximately 200-450 feet, depending on the presence of pedestrian connections, alleys, etc. These metrics comply with Metro's local street spacing standard of 10 streets per mile or one street every 530 feet. The Demonstration Plan's local street network also provides direct public right-of-way routes and limits closed-end street designs, which is consistent with Metro's connectivity requirements.

This criterion is met.

8. Provision for the financing of local and state public facilities and services; and

FINDINGS: An Infrastructure Funding Plan is underway for the East and South Master Plan is underway as of the adoption proceeding for the Master Plan. It is expected to be finished in 2023 as an implementation action and will be completed and adopted prior to annexation and development reviews for properties in Frog Pond East and South. The Infrastructure Funding Plan will ensure that there are sufficient funds and explicit, actionable plans for how growth will be paid for and infrastructure will be delivered.

As described on page 125 of the Master Plan, "The Infrastructure Funding Plan will evaluate costs and revenues for transportation, water, sanitary sewer, storm water, and park improvements. The Funding Plan will identify potential funding gaps and strategies for filling the gaps. Multiple funding options will be evaluated, including a scaled system development charge approach and application of the City's infrastructure fee approach that is in use in Frog Pond West. The City's priority is to ensure adequate funding available at the time the improvement is needed."

This criterion is met.

9. A strategy for protection of the capacity and function of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.

FINDINGS: There are no existing or planned state highway interchanges in the Frog Pond East and South Area. Operations at the nearest highway interchanges at Wilsonville Road and Elligsen Road were evaluated as part of the transportation analysis for the Master Plan. (Technical Appendix, Appendix I). This analysis concluded that the interchange ramps will continue to function acceptably through the planning horizon after accounting for the full build-out of the Frog Pond East and South Neighborhoods, which includes up to 1,800 housing units and up to 44,000 square feet of commercial space.

This criterion is met.

[4] Metro Regional Transportation Functional Plan, Metro Code 3.08.110.C.

D. The county or city responsible for comprehensive planning of an area shall submit to Metro a determination of the residential capacity of any area zoned to allow dwelling units, using a method consistent with a Goal 14 analysis, within 30 days after adoption of new land use regulations for the area.

FINDINGS: The City calculated a residential capacity of 1,587 total dwelling units in Frog Pond East and South. Documentation of the capacity calculation method is in the Technical Appendix, Appendix L.

This criterion is met.

SUMMARY OF COMPLIANCE WITH METRO ORDINANCE 18-1427

The following findings summarize the City's compliance with Metro Ordinance 18-1427 as of the adoption of the Frog Pond East & South Master Plan.

FINDINGS:

A.1 – The City will amend its Comprehensive Plan to adopt the Master Plan in 2022, approximately within four years of the Ordinance adoption date of December 13, 2018. Work will continue on plan implementation (development code amendments and a funding plan), with completion of those elements scheduled for the first half of 2023.

A.2 – The City has completed its compliance with and implementation of HB 2001 for Middle Housing. The City allows townhomes, duplexes, triplexes, and fourplexes in all zones that permit single family housing in its base zones and in the planned application of the Residential Neighborhood zone in Frog Pond East and South. The Master Plan describes how those uses and other housing options (multi-family, housing above retail on Main Street, single family dwellings, ADUs, etc) will a be allowed (and required through variety standards) in Frog Pond East and South. (Master Plan, Chapter 8)

A.3 – The Master Plan includes an analysis of ways to encourage the construction of ADUs in Frog Pond East and South. (Technical Appendix, Appendix K)

A.4 – The Master Plan incorporates recommendations consistent with Metro's Climate Smart Strategy in the following ways:

- The Master Plan includes a mixed-use Main Street.
- The Master Plan includes about 24% of its housing in the Type 1 urban form, estimated at a minimum density of 25 du/ac. The Master Plan includes about 56% of its housing in the Type 2 urban form, estimated at a minimum density of 15 du/ac. It the Wilsonville context, these are higher density housing types and a significant proportion of attached and middle housing choices.
- The Master Plan recommends a transit loop for the local SMART bus that will connect key destinations (Meridian Creek Middle School, the future Community Park, the central Type 1

housing area of Frog Pond East, and Main Street) and provide local bus service a few blocks for most homes in the two neighborhoods.
- The Master Plan includes an extensive Active Transportation Plan.

A.5 - The City has coordinated with Metro Planning and Development staff during the planning process for the Master Plan

A-6 – The Master Plan process began with the preparation of a public engagement plan. The plan prioritized efforts to engage historically marginalized populations, including people of color, people with limited English proficiency and people with low income, as well as people with disabilities, older adults and youth. The project team included Centro Cultural as an engagement advisor and lead for outreach to the Latinx community. Two focus groups for Spanish speakers were held. Affordable Housing focus groups were also held with renters and other community members who do not typically engage in planning project regarding affordable housing. For further descriptions of this outreach and its impact on the Master Plan, please see Chapter 1 of the Master Plan and Technical Appendix, Appendix A.

B.5 – The City has initiated an Infrastructure Funding Plan that includes a specific task to evaluate variable system development charges designed to reduce the costs of building smaller, more affordable homes. That work is ongoing and will be completed in the first half of 2023.

F.1 – The Ordinance requires planning for at least 1325 homes. The proposed Master Plan includes capacity for 1587 homes. The city will implement this number as part of its standards for minimum housing capacities – the actual buildout could be higher. Infrastructure planning has been conducted to size the transportation, water, sewer and storm systems for 1800 homes.

F.2 - The expansion area is designated Neighborhood on the 2040 Growth Concept Map. It is also designated Residential Neighborhood (RN) on the Wilsonville Comprehensive Plan Map. The RN designation has been the implementing plan designation for all of the Frog Pond area planning – it is consistent with Metro's Neighborhood designation.

F.3 - Wilsonville is not proposing the addition of the Corridor designation for Stafford Road.

COMPLIANCE WITH OREGON REVISED STATUTES AND ADMINISTRATIVE RULES

DEVELOPMENT OF MIDDLE HOUSING

ORS 197.758 and OAR 660-046

FINDINGS:

ORS 197.758(2) is the implementing statute for House Bill 2001 (HB 2001). The statute requires Oregon cities with populations over 25,000 and those within the Portland Metro boundary (collectively referred to as "Large Cities") to adopt development code regulations and comprehensive plan amendments to allow for the development of: (1) all Middle Housing types (duplexes, triplexes, quadplexes, townhouses, and cottage clusters) in areas zoned for residential use that allow for the development of detached single-family dwellings; and (2) a duplex on each lot or parcel zoned for residential use that allows for the development of detached single-family dwellings. The City of Wilsonville came into compliance with these regulations in 2021 through adoption of Ordinance No. 851, which amended the Comprehensive Plan and Development Code to allow all Middle Housing types in all residential zones, in compliance with the statute. This included amendments to the RN zone, which will be the implementing zone for the Frog Pond East and South Master Plan. Development Code updates to implement the land use recommendations of the Master Plan will be adopted following adoption of the Master Plan itself. However, the Master Plan indicates that all forms of Middle Housing will be allowed in all portions of the East and South Neighborhoods (Master Plan, page 110). No further amendments to the Comprehensive Plan are necessary for compliance with the statute and OARs regarding Frog Pond East and South.

ORS 197.758(5) states that local governments may regulate siting and design of Middle Housing provided that the regulations do not, individually or cumulatively, discourage the development of all Middle Housing types permitted in the area through unreasonable costs or delay. OAR 660-046-0220 provides specific standards limiting which siting standards comply with this ORS requirement. The OAR's limitations on siting standards were incorporated into the Development Code text amendments for the RN zone by ensuring that either: (1) the same standards apply to Middle Housing as do to single family detached housing, or (2) where unique standards apply to Middle Housing types, they are consistent with the OAR requirements (e.g., minimum lot sizes for townhouses). Amendments to the RN zone following adoption of the Master Plan will likely extend many these OAR-compliant standards to the East and South Neighborhoods. Any new or modified standards will also be consistent with the OAR limitations. As required by OAR 660-046, Middle Housing will not be subject to maximum density requirements in the RN zone.

OAR 660-046-0225 specifies what design standards local governments may apply to Middle Housing. These include: design standards in the Model Code for Large Cities; design standards that are less restrictive than those in the Model Code for Large Cities; the same clear and objective design standards that the Large City applies to detached single-family structures in the same zone; or alternative design standards as provided in OAR 660-046-0235. All design standards for Middle Housing that were adopted as part of Ordinance No. 851 are either the same as (or less restrictive than) the Model Code for Large Cities or are the same as those applied to single-family detached dwellings in the same zone. Any new or modified standards will also be consistent with the OAR limitations.

OAR 660-046-0205(2)(b)(A) identifies options for regulating Middle Housing within in Master Planned Communities (MPC) adopted after January 1, 2021. Frog Pond East and South will qualify as an MPC

under these provisions. The OAR identifies three regulatory options within MPCs: (i) plan to provide infrastructure that accommodates at least 20 dwelling units per net acre; (ii) plan to provide infrastructure based on the implementation of a variable rate infrastructure fee or system development charge or impact fee; or (iii) require applications for residential development within an MPC to develop a mix of residential types, including at least two Middle Housing types other than Duplexes.

The City is selecting to implement action (iii), require a mix of housing types. The City is may also choose to implement action (ii), variable rate infrastructure fees and/or SDCs, however at the time of this compliance finding the analysis and writing of a funding plan is still under development. In addition, the proposed Master Plan meets the intent and in most cases the letter of the generic rule for middle housing is large cities in 660-046-0205 through 660-046-0235. The only scenario where it would not meet this generic rule is that in implementing the required mix of housing types for action (iii), there is potential for a limited number of lots to require detached single-family as part of the variety where an area is majority middle housing or multi-family. Whether this exception to the generic rule will actually occur will be verified during drafting of further development standards and running scenarios.

The City is selecting to implement action (iii), require a mix of housing types. The Frog Pond East and South Master Plan calls for a wide variety of housing choices, including by "requirement for a mix of housing choices in each subdistrict." Specific development code strategies to accomplish this include:

- Creating housing categories that reflect Wilsonville's housing needs: the categories allow developer flexibility while meeting similar housing needs
- Limit each subdistrict and development to a maximum percentage of any one housing category;
- Require a minimum amount of specific housing types, including middle housing besides duplexes, at a subdistrict and development level.
- Establish standards that ensure a variety of housing categories.

Senate Bill 458 (SB 458), which is added to ORS 92.010 to 92.192, requires local governments subject to HB 2001 to allow land divisions for any middle housing type permitted in accordance with code provisions adopted under ORS 197.758. The City incorporated the middle housing land division requirements of SB 458 into the Development Code as part of Ordinance No. 851. This included revisions to definitions, review procedures, and land division regulations, among others. No changes to those provisions will be proposed as part of the Frog Pond East and South implementation.

TRANSPORTATION PLANNING RULE

Please see the Transportation Planning Rule findings dated November 7 2022 and attached at the end of this Findings Report.

COMPLIANCE WITH WILSONVILLE COMPREHENSIVE PLAN AND DEVELOPMENT CODE AMENDMENT STANDARDS

INTRODUCTION

The Wilsonville Comprehensive Plan and Development Code established how Plan amendments may be initiated and reviewed by the City. The guiding text is in the Introduction section, pages Intro 7-8. The standards for amendments are listed below in bold, italic type, followed by FINDINGS.

WILSONVILLE COMPREHENSIVE PLAN-PUBLIC INVOLVEMENT

Public Involvement-In General
Goal 1.1, Policy 1.1.1,

By following the applicable implementation measures, see findings below, the City provided opportunities for public involvement encouraging, and providing means for, involvement of interested parties. Specific information on public involvement can be found in Chapter 1 of the Master Plan document and Appendix A.

Early Involvement
Implementation Measure 1.1.1.a.

The City reached out early in the process to stakeholders and community members in Wilsonville through various engagement avenues to provide information about the project and to solicit early input. The Planning Commission and City Council and community members have opportunity to comment on the proposed Master Plan in public work sessions and other public events while still in draft form. The City held 10 Planning Commission work sessions and 10 City Council work sessions between October 2021 and November 2022. For all these meetings the opportunity was available to the public to view remotely or in-person. The meeting recordings were made available for viewing afterwards on the City's YouTube channel.

Encourage Participation of Certain Individuals, Including Residents and Property Owners
Implementation Measure 1.1.1.e.

The City encouraged residents, property owners, and other interested parties impacted by the proposed Plan and Code amendments to participate as described in detail in Appendix A of the Master Plan document.

Procedures to Allow Interested Parties to Supply Information
Implementation Measure 1.1.1.f.

The City afforded interested parties the opportunity to provide oral input and testimony during the public hearings. In addition, the City afforded them the opportunity to provide written input and testimony. Throughout the work sessions and extended period of work, the City also encouraged and afforded opportunity for comments either in writing or in-person or virtually at Planning Commission meetings. The City also took comments on the variety of events and online surveys described in Appendix A to the Master Plan document.

Types of Planning Commission Meetings, Gathering Input Prior to Public Hearings
Implementation Measure 1.1.1.g.

Prior to the scheduled public hearing on the proposed Plan and Code amendments, the Planning Commission held a series of 10 work sessions open to the public on October 13 and December 8, 2021 and on February 9, April 13, June 8, July 13, August 10, September 14, September 28, and October 19, 2022, during which the Planning Commission considered public input and provided feedback, which was incorporated into the current draft.

Public Notices for Planning Commission Meetings
Implementation Measure 1.1.1.h.

The notice regarding the public hearing clearly indicated the type of meeting.

User Friendly Information for Public
Policy 1.2.1, Implementation Measures 1.2.1.a., b., c.

The published notecard mailings and notices provided user- friendly information about the purpose, location, and nature of the meetings as has been standardized by the City. The mailings widely publicized different ways for impacted parties to participate, access additional information about the proposal, and staff contact information for questions they may have. The notice to impacted parties provided the necessary information for them to access to the draft Master Plan and staff report on which the Planning Commission will base their decision. Staff provided contact information and links to these files via the Let's Talk, Wilsonville! webpage and interested parties email list.

Coordinate Planning Activities with Affected Agencies
Implementation Measure 1.3.1.b.

The proposed Master Plan has been coordinated with other agencies including with the West Linn-Wilsonville School district on both future school needs and property they own in the area, TFV&R, on right-of-way design, and Clackamas County on road jurisdiction and impact on intersections that will remain county responsibility.

WILSONVILLE COMPREHENSIVE PLAN-HOUSING AND RESIDENTIAL AREAS

Variety and Diversity of Housing
Policy 4.1.4, Implementation Measures 4.1.4.b.,d.,j.,o.

The proposed Master Plan strongly supports Wilsonville's policies and implementation measures related to providing a variety of housing options to meet diverse housing preferences and needs. The Master Plan first allows a variety by zoning not by housing type or density but by urban form. It adds to this a plan to actually require a variety be built and be that variety be integrated together.

Public Services and Facilities
Implementation Measure 4.1.4.b.,h.,i.,o.,r.

The proposed Master Plan includes components to provide the necessary infrastructure and services. Future development proposals will need to follow the plans to ensure provision of adequate public services and facilities.

Safe, Convenient, Healthful, Attractive Residential Areas; Compatibility with Adjacent Areas
Implementation Measure 4.1.4.c.,t.

The proposed Master Plan carries forward the vision of the Frog Pond Area Plan to "create great neighborhoods that are a connected part of Wilsonville" and create "cohesive design where individual private development and public realm improvements fit seamlessly together into a coordinated whole". Examples of how this is done include carrying forward a number of the public realm design elements from Frog Pond West and being thoughtful about how the urban form interacts with adjacent development.

Housing Needs
Implementation Measure 4.1.4.f.-g.,k.-m.,p.

Wilsonville's current Housing Needs Analysis (HNA), adopted in 2014, found that the city is projected to grow by 3,749 households over the 2014 to 2034 period (based on Metro forecasts). The analysis also found that Wilsonville has capacity to accommodate between 3,390 and 4,229 new dwelling units—based on "low capacity" and "high capacity" scenarios. Under the "low capacity scenario," and based on current land use regulations, the City does not have enough land to accommodate needed housing over the 20-year period. The proposed Master Plan will accommodate an additional 1,587 or more units to help accommodate Wilsonville's housing needs. The Master Plan is also written to provide flexibility, by not being overly prescriptive of types of housing and allowed number of units, as the City completes its next Housing Needs Analysis in the coming year followed by looking at additional strategies to produce housing.

WILSONVILLE DEVELOPMENT CODE COMPREHENSIVE PLAN AMENDMENT STANDARDS

Follow Procedures and Criteria in Comprehensive Plan
Subsection 4.198 (.01)

Findings in this document confirm that the process to amend the Comprehensive Plan text followed applicable procedures established in the Comprehensive Plan. Findings below establish that the proposed Comprehensive Plan text amendments meet the criteria contained in the Comprehensive Plan. The development and adoption of the proposed Master Plan as a subcomponent of the Comprehensive Plan and related text and map amendments followed applicable procedures in the Comprehensive Plan as follows: the Planning Commission initiated the legislative Plan amendments; the City Council will consider the amendments after receiving findings and recommendations from the Planning Commission and public testimony; and amendments were provided sufficiently in advance of the first evidentiary Planning Commission hearing to allow adequate time for providing public notice and preparing a staff report on the proposal. As detailed in findings above, concepts and incremental drafts were available for public review between October 2021 and November 2022.

Meet a Public Need/In the Public Interest
Subsection 4.198 (.01) A.-B. and Comprehensive Plan Introduction: Plan Amendments 4. b.-c.

The public need for the proposed Master Plan and related Comprehensive Plan text and map amendments is to provide for housing options that meet the needs of all Wilsonville residents – present and future, as previously expressed in the Frog Pond Area Plan and acknowledged with the Metro approval of the UGB expansion and related conditions of approval.

Support Statewide Planning Goals
Subsection 4.198 (.01) C.

Findings above establish that the proposed text amendments support Statewide Planning Goals.

Conflict with Other Portions of Comprehensive Plan
Subsection 4.198 (.01) D. and Comprehensive Plan Introduction: Plan Amendments 4. a.

The City has carefully reviewed the proposed Master Plan and related Comprehensive Plan text and map amendments and finds that there are no conflicts between the proposal and other language or other components existing in the Comprehensive Plan.

Submission and Review Process, Noticing
Subsection 4.198 (.02)-(.03) Comprehensive Plan Introduction: Plan Amendments 1.-3., 5.

The City initiated the proposed Comprehensive Plan proposal. The Planning Commission and City Council will review the proposal. The Planning Commission will adopt a resolution making a recommendation to City Council. City Council will consider the proposal after receiving findings and recommendations from the Planning Commission and public testimony and will adopt the proposal by Ordinance. As detailed above, concepts and incremental drafts were available for public review between October 2021 and November 2022. All noticing requirements, as described under public involvement findings for the Comprehensive Plan above, have been followed. Notice has been provided as follows:

- Mailed to all property owners within the Master Plan area
- Mailed to all property owners with 250 feet of the Master Plan area
- Emailed to affected agencies and other parties requesting notices
- Published in the Wilsonville Spokesman newspaper on November 2, 2022
- Posted at City Hall, Community City, and Wilsonville Library
- Posted on the City's website and social media accounts

Factors to Address in Proposed Amendments
Comprehensive Plan Introduction: Plan Amendments 4. d.

Each applicable factor listed, including density of development and public need for healthful, safe and aesthetic surroundings and conditions, has one or more corresponding implementation measures in the Master Plan. Compliance with the applicable Comprehensive Plan implementation measures is demonstrated in Findings above. By demonstrating compliance with applicable corresponding implementation measures, the proposed amendments address these factors.

Conflict with Metro Requirements
Comprehensive Plan Introduction: Plan Amendments 4. e.

Findings above establish that the proposed text amendments are consistent with applicable requirements of the Metro Urban Growth Management Functional Plan (UGMFP or "Functional Plan").

TRANSPORTATION PLANNING RULE FINDINGS

TO: City of Wilsonville

FROM: Project Team

DATE: November 7, 2022

INTRODUCTION

The purpose of this memorandum is to summarize the Wilsonville Frog Pond East & South Master Plan's compliance with the Transportation Planning Rule (TPR). References to "proposed plan" and "Master Plan" refer to the Master Plan and its Technical Appendix. References below to the "transportation analysis" refer to transportation memorandum prepared by DKS Associates: *Frog Pond East and South Master Plan - Transportation Analysis: Existing and Future Conditions* (DKS Associates, November 2022).

CRITERIA AND FINDINGS

TPR Requirement	Findings
660-012-0060 Plan and Land Use Amendments	
(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:	The analysis evaluated 15 intersections in Wilsonville. Outside of the Frog Pond Master Plan boundary, the analysis found: "All intersections except the Stafford Road/65th Avenue intersection currently meet operating standards and targets. Additional coordination between Clackamas County and City of Wilsonville is recommended regarding the necessary improvements to that intersection to accommodate future Frog Pond development." The City is currently collecting Transportation SDCs to help fund a portion of this Clackamas County project. In the 2017 SDC methodology report, the City TSDC cost share assumption for this project is $528,668. Within the Frog Pond Master Plan boundary, the analysis found: "In the future 2040 scenarios, all but three of the study intersections are expected to continue to meet standards and targets in the

TPR Requirement	Findings
	future assuming the completion of the High Priority Projects identified in the TSP. Those three intersections are located along Stafford Road and are the gateway intersections to the Frog Pond East neighborhood and were analyzed as stop controlled intersections." The analysis recommends improvements for those intersections, listed below and included as part of the Frog Pond East & South Master Plan: • Stafford Road/Kahle Road: install a single-lane roundabout • Stafford Road/Frog Pond: install a raised median to prohibit minor street through and left turns and install an enhanced pedestrian crossing with a center refuge median. • Stafford Road/Brisband Street: install a single-lane roundabout
(a) Change the functional classification of an existing or planned transportation facility;	The proposed plan does not recommend changing the functional classification categories of any roadways. The proposed plan refines the Collector classification to create a "Gateway Collector" and applies it to SW Advance Road. The proposed plan also classifies new, proposed roadways identified in the Master Plan.
(b) Change standards implementing a functional classification system; or	The proposed plan does not recommend changing the standards implementing functional classification of any roadways. It includes proposed cross-sections to describe and illustrate standards for particular roads.
(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.	The land use assumed for the Frog Pond East and South Neighborhoods transportation analysis was higher than previously analyzed in the TSP. The proposed transportation improvements will be adequate to serve the proposed amount of land use. No enforceable, ongoing requirements that would demonstrably limit traffic generation are required.

TPR Requirement	Findings
(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;	The types and levels of travel and access expected on existing and planned transportation facilities are consistent with their functional classifications.
(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or	Projected conditions measured at the end of the TSP planning period (2040) meet City operating standards and ODOT mobility targets, assuming implementation of the proposed transportation improvements stated in the analysis. The proposed plan amendments do not degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan. The traffic control improvements have been identified and will be required on the development when warrants are met.
(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.	The proposed plan does not degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.
(2) If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(e), section (3), section (10) or section (11) to approve an amendment recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.	The proposed improvements to the three intersections noted in (1) are included in the Master Plan. The analysis demonstrates that they, together with other improvements already adopted in the TSP, will result in all roadways and intersections to operate at acceptable levels.
(a) Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.	N/A
(b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such	The City is adopting the Master Plan, which identifies all of the recommended transportation improvements. By that action, those improvements will be required by the City's

TPR Requirement	Findings
amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.	Comprehensive Plan. Subsequently, the City will formally amend/update the TSP to integrate the recommended transportation improvements. The City will also adopt a funding plan (aka financing plan) so that the proposed improvements will be provided.
(c) Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.	No function, capacity or performance standards are identified.
(d) Providing other measures as a condition of development or through a development agreement or similar funding method, including, but not limited to, transportation system management measures or minor transportation improvements. Local governments shall, as part of the amendment, specify when measures or improvements provided pursuant to this subsection will be provided.	N/A
(e) Providing improvements that would benefit modes other than the significantly affected mode, improvements to facilities other than the significantly affected facility, or improvements at other locations, if the provider of the significantly affected facility provides a written statement that the system-wide benefits are sufficient to balance the significant effect, even though the improvements would not result in consistency for all performance standards.	N/A
(3) Notwithstanding sections (1) and (2) of this rule, a local government may approve an amendment that would significantly affect an existing transportation facility without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility where:	N/A
(a) In the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the identified function, capacity or performance standard for that facility by the end of the planning period identified in the adopted TSP.	N/A
(b) Development resulting from the amendment will, at a minimum, mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures.	N/A
(c) The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C)	The Master Plan does not involve property located in an Interchange Area Management Plan.

TPR Requirement	Findings
(d) For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local government may proceed with applying subsections (a) through (c) of this section.	N/A
(4) Determinations under sections (1)–(3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments.	Notice, opportunity to comment, and/or direct coordination of the analysis and proposed Master Plan has occurred with Metro, ODOT, Clackamas County, the West Linn-Wilsonville School District, and the Tualatin Valley Fire and Rescue District.
(a) In determining whether an amendment has a significant effect on an existing or planned transportation facility under subsection (1)(c) of this rule, local governments shall rely on existing transportation facilities and services and on the planned transportation facilities, improvements and services set forth in subsections (b) and (c) below.	As described further below, the analysis relies on existing transportation facilities and services and planned transportation facilities that meet the criteria in subsections (b) and (c).
(b) Outside of interstate interchange areas, the following are considered planned facilities, improvements and services:	The analysis assumes implementation of the Wilsonville TSP's High Priority projects. The recommended improvements to the three intersections on SW Stafford Road are proposed as additional High Priority projects.
(A) Transportation facilities, improvements or services that are funded for construction or implementation in the Statewide Transportation Improvement Program or a locally or regionally adopted transportation improvement program or capital improvement plan or program of transportation service provider.	
(B) Transportation facilities, improvements or services that are authorized in a local transportation system plan and for which a funding plan or mechanism is in place or approved. These include, but are not limited to, transportation facilities, improvements or services for which: transportation systems development charge revenues are being collected; a local improvement district or reimbursement district has been established or will be established prior to development; a development agreement has been adopted; or conditions of approval to fund the improvement have been adopted.	
(C) Transportation facilities, improvements or services in a metropolitan planning organization (MPO) area	

TPR Requirement	Findings
that are part of the area's federally-approved, financially constrained regional transportation system plan.	
(D) Improvements to state highways that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when ODOT provides a written statement that the improvements are reasonably likely to be provided by the end of the planning period.	
(E) Improvements to regional and local roads, streets or other transportation facilities or services that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when the local government(s) or transportation service provider(s) responsible for the facility, improvement or service provides a written statement that the facility, improvement or service is reasonably likely to be provided by the end of the planning period.	
(c) Within interstate interchange areas, the improvements included in (b)(A)–(C) are considered planned facilities, improvements and services, except where:	The analysis evaluated both the Wilsonville Road and Elligsen Road and Wilsonville Road and found they will meet operating targets and standards.
(A) ODOT provides a written statement that the proposed funding and timing of mitigation measures are sufficient to avoid a significant adverse impact on the Interstate Highway system, then local governments may also rely on the improvements identified in paragraphs (b)(D) and (E) of this section; or	
(B) There is an adopted interchange area management plan, then local governments may also rely on the improvements identified in that plan and which are also identified in paragraphs (b) (D) and (E) of this section.	
(d) As used in this section and section (3): (5) The presence of a transportation facility or improvement shall not be a basis for an exception to allow residential, commercial, institutional or industrial development on rural lands under this division or OAR 660-004-0022 and 660-004-0028.	The proposed plan does not include an exception to allow development on rural lands; therefore, this section is not applicable.
(6) In determining whether proposed land uses would affect or be consistent with planned transportation facilities as provided in sections (1) and (2), local governments shall give full credit for potential reduction in vehicle trips for uses located in mixed-use, pedestrian-friendly centers, and neighborhoods as provided in subsections (a)–(d) below;	No reductions in motor vehicle trips were assumed for the attached transportation analysis; therefore, this section is not applicable. This assumption was for analysis purposes only – the proposed plan will include mixed-use and pedestrian-friendly development.

TPR Requirement	Findings
(7) Amendments to acknowledged comprehensive plans and land use regulations which meet all of the criteria listed in subsections (a)–(c) below shall include an amendment to the comprehensive plan, transportation system plan the adoption of a local street plan, access management plan, future street plan or other binding local transportation plan to provide for on-site alignment of streets or accessways with existing and planned arterial, collector, and local streets surrounding the site as necessary to implement the requirements in OAR 660-012-0020(2)(b) and 660-012- 0045(3):	This section is not applicable because not all the referenced subsections are met, as noted below. Further, the proposal complies with the planned streets and regulations of the Wilsonville TSP.
(a) The plan or land use regulation amendment results in designation of two or more acres of land for commercial use;	Approximately four acres of commercial land is proposed.
(b) The local government has not adopted a TSP or local street plan which complies with OAR 660-012-0020(2)(b) or, in the Portland Metropolitan Area, has not complied with Metro's requirement for street connectivity as contained in Title 6, Section 3 of the Urban Growth Management Functional Plan; and	The Wilsonville TSP implements Metro's street connectivity requirements. The proposal's streets comply with the block spacing standards in the TSP, therefore, this subsection is not applicable.
(c) The proposed amendment would significantly affect a transportation facility as provided in section (1).	The significant affect described in section (1) along Stafford Road will be addressed with the proposed transportation facility improvements. The transportation projects identified in the City's adopted Transportation System Plan and traffic control improvements in the analysis and proposal will allow all roadways and intersections to operate at acceptable levels.
(8) A "mixed-use, pedestrian-friendly center or neighborhood" for the purposes of this rule, means: …	Frog Pond East and South is not a "mixed-use, pedestrian-friendly center or neighborhood" as the phrase is specifically used and legally applied in 660-012-0060 (8).
(9) Notwithstanding section (1) of this rule, a local government may find that an amendment to a zoning map does not significantly affect an existing or planned transportation facility if all of the following requirements are met.	The proposed plan does not meet the requirements identified in subsections (a) through (c) because the proposal include changes to the comprehensive plan map; therefore, this section is not applicable.
(a) The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map;	No zoning amendments are proposed at this time. The proposed plan includes changes to the comprehensive plan map.
(b) The local government has an acknowledged TSP and the proposed zoning is consistent with the TSP; and	No zoning amendments are proposed at this time.
(c) The area subject to the zoning map amendment was not exempted from this rule at the time of an urban growth boundary amendment as permitted in	No zoning amendments are proposed at this time.

TPR Requirement	Findings
OAR 660-024-0020(1)(d), or the area was exempted from this rule but the local government has a subsequently acknowledged TSP amendment that accounted for urbanization of the area.	
(10) Notwithstanding sections (1) and (2) of this rule, a local government may amend a functional plan, a comprehensive plan or a land use regulation without applying performance standards related to motor vehicle traffic congestion (e.g. volume to capacity ratio or V/C), delay or travel time if the amendment meets the requirements of subsection (a) of this section. This section does not exempt a proposed amendment from other transportation performance standards or policies that may apply including, but not limited to, safety for all modes, network connectivity for all modes (e.g. sidewalks, bicycle lanes) and accessibility for freight vehicles of a size and frequency required by the development.	The proposed plan does not meet the requirements of subsection (a) of this section; therefore, this section is not applicable.
(a) A proposed amendment qualifies for this section if it: (A) is a map or text amendment affecting only land entirely within a multimodal mixed-use area (MMA); and (B) is consistent with the definition of an MMA and consistent with the function of the MMA as described in the findings designating the MMA.	The proposed plan is not within a multimodal mixed- use area (MMA), therefore, this section is not applicable.
(11) A local government may approve an amendment with partial mitigation as provided in section (2) of this rule if the amendment complies with subsection (a) of this section, the amendment meets the balancing test in subsection (b) of this section, and the local government coordinates as provided in subsection (c) of this section.	The proposed plan is not proposed to have partial mitigation and does not comply with subsection (a) of this section; therefore, this section is not applicable.

LP22-0004
Frog Pond East and South Implementation-Transportation System Plan
Planning Commission Public Hearing Record Index
DRAFT (March 8, 2023)

PLANNING COMMISSION AND CITY COUNCIL MEETINGS

March 8, 2023 - Planning Commission Public Hearing
- Resolution LP22-0004 *(included above, adoption pending)*
- Staff Report and Attachments *(included above, adoption pending)*
- Presentation *(not included at this time)*
- Affidavit of Notice of Hearing

March 6, 2023 - City Council Work Session
- Staff Report and Attachments
- Presentation *(included in attachments)*
- Action Minutes *(not included at this time)*

February 8, 2023 - Planning Commission Work Session
- Staff Report and Attachments
- Presentation
- Minutes Excerpt

FROG POND EAST AND SOUTH MASTER PLAN RECORD LINK

https://www.ci.wilsonville.or.us/FrogPondPlanRecordFinal

AFFIDAVIT OF MAILING AND POSTING NOTICE OF PUBLIC HEARING IN THE CITY OF WILSONVILLE

STATE OF OREGON)

COUNTIES OF CLACKAMAS AND WASHINGTON)

CITY OF WILSONVILLE)

I, Mandi Simmons, do hereby certify that I am Administrative Assistant for the City of Wilsonville, Counties of Clackamas and Washington, State of Oregon, that the attached copy of Notice of Public Hearing is a true copy of the originals of the following that I did cause to be mailed/displayed copies of said public hearing in the exact form hereto attached:

- Single-paged notice was mailed on February 10, 2023 to the attached list of property owners and affected agencies
- Single-paged notice was sent to the Wilsonville Spokesman for publication in the February 23, 2023 newspaper issue
- The content of the notice was posted on February 15, 2023 on the City's website
- Single-paged notice was posted at physical locations listed below on February 15, 2023
  - City Hall, 29799 SW Town Center Loop, East, Wilsonville OR 97070
  - Wilsonville Community Center, 7965 SW Wilsonville Road, Wilsonville, OR 97070
  - Library, 8200 SW Wilsonville Road, Wilsonville OR 97070

Witness my hand this 24th **day of February 2023**

Mandi Simmons, Administrative Assistant

Acknowledged before me this 24th **day of February 2023, in Clackamas County, Oregon**

Signature of Oregon Notary

Tamara E. Callaway

Printed Notary Name

OFFICIAL STAMP
TAMARA ELAINE CALLAWAY
NOTARY PUBLIC - OREGON
COMMISSION NO. 1013393
MY COMMISSION EXPIRES JUNE 07, 2025

NOTARY PUBLIC

My Commission Expires 6/7/25

NOTICE OF LEGISLATIVE PUBLIC HEARING BEFORE THE PLANNING COMMISSION AND CITY COUNCIL: TRANSPORTATION SYSTEM PLAN UPDATE TO REFLECT THE FROG POND EAST AND SOUTH MASTER PLAN, CASE FILE LP22-0004

PLANNING COMMISSION

On **Wednesday, Mar. 8, 2023, beginning at 6 pm,** the Planning Commission will hold a public hearing on the **Transportation System Plan Updates to reflect the Frog Pond East and South Master Plan,** and will consider whether to recommend adoption of the updates to City Council.

You will not receive another mailed notice unless you: submit a request in writing or by phone, or submit testimony or sign-in at the hearing.

CITY COUNCIL

On **Monday, April 17, 2023 beginning at 7 pm,** the City Council will hold a public hearing regarding the **Transportation System Plan Updates to reflect the Frog Pond East and South Master Plan** after which it may make the final decision.

The hearings will take place at **Wilsonville City Hall**, 29799 SW Town Center Loop East. A complete copy of the project record, including staff report, findings, and recommendations, will be available online and at City Hall for viewing seven (7) days prior to each public hearing.

SUMMARY OF PROPOSAL

The Frog Pond East and South Master Plan sets the stage for Wilsonville's next great neighborhoods. The City adopted the Master Plan in December 2022. Part of the implementation of the plan is to update the citywide Transportation System Plan to reflect transportation projects adopted in the Frog Pond East and South Master Plan.

For more detail visit: **https://www.letstalkwilsonville.com/frogpond**

HOW TO COMMENT: Oral or written testimony may be presented at the public hearings. Written comment on the proposal is also welcome prior to the public hearings. To have your written comments or testimony distributed to the Planning Commission before the meeting, it must be received by 2 pm on Feb. 24, 2023. **Direct written comments to** Mandi Simmons, Administrative Assistant, 29799 SW Town Center Loop East, Wilsonville, Oregon, 97070 or msimmons@ci.wilsonville.or.us

Note: Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting. ***The City will endeavor to provide qualified sign language interpreters and/or bilingual interpreters, without cost, if requested at least 48 hours prior to the meeting.*** *To obtain such services, please call Mandi Simmons, Administrative*

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AUBE BRYAN T & CHRISTINE Q
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AZAR PROPERTIES LLC
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BROCK TIMOTHY & JULIANNE
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BROWN ARNOLD J & KRISTIN W
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CITY OF WILSONVILLE
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DAYTON, OR 97114

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POSTAL CUSTOMER
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POSTAL CUSTOMER
28153 SW WAGNER ST
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POSTAL CUSTOMER
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POSTAL CUSTOMER
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POSTAL CUSTOMER
28355 SW 60TH AVE
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POSTAL CUSTOMER
28356 SW WAGNER ST
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POSTAL CUSTOMER
28359 SW WAGNER ST
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POSTAL CUSTOMER
28416 SW WAGNER ST
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POSTAL CUSTOMER
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POSTAL CUSTOMER
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POSTAL CUSTOMER
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POSTAL CUSTOMER
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NOTICE OF LEGISLATIVE PUBLIC HEARING BEFORE THE PLANNING COMMISSION AND C COUNCIL:
TRANSPORTATION SYSTEM PLAN UPDATE TO REFLECT THE FROG POND EAST AND SOUTH MASTER PLAN, CASE FILE LP22-0004

PLANNING COMMISSION:

On **Wednesday, Mar. 8, 2023, beginning at 6 pm,** the Planning Commission will hold a public hearing on the **Transportation System Plan Updates to reflect the Frog Pond East and South Master Plan**, and will consider whether to recommend adoption of the updates to City Council.

You will not receive another mailed notice unless you: submit a request in writing or by phone, or submit testimony or sign-in at the hearing.

CITY COUNCIL:

On **Monday, April 17, 2023 beginning at 7 pm**, the City Council will hold a public hearing regarding the **Transportation System Plan Updates to reflect the Frog Pond East and South Master Plan** after which it may make the final decision.

The hearings will take place at **Wilsonville City Hall**, 29799 SW Town Center Loop East. A complete copy of the project record, including staff report, findings, and recommendations, will be available online and at City Hall for viewing seven (7) days prior to each public hearing.

SUMMARY OF PROPOSAL:

The Frog Pond East and South Master Plan sets the stage for Wilsonville's next great neighborhoods. The City adopted the Master Plan in December 2022. Part of the implementation of the plan is to update the citywide Transportation System Plan to reflect transportation projects adopted in the Frog Pond East and South Master Plan.

For more detail visit **https://www.letstalkwilsonville.com/frogpond**

HOW TO COMMENT:

Oral or written testimony may be presented at the public hearings. Written comment on the proposal is also welcome prior to the public hearings. To have your written comments or testimony distributed to the Planning Commission before the meeting, it must be received by 2 pm on Feb. 24, 2023. **Direct written comments to** Mandi Simmons, Administrative Assistant, 29799 SW Town Center Loop East, Wilsonville, Oregon, 97070 or msimmons@ci.wilsonville.or.us

Note: Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting. The City will endeavor to provide qualified sign language interpreters and/or bilingual interpreters, without cost, if requested at least 48 hours prior to the meeting. To obtain such services, please call Mandi Simmons, Administrative Assistant at (503) 682-4960.

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Reference #: CASE FILE LP22-0004	***Stop:*** 02/23/23
Company Name: WILSONVILLE, CITY OF	***Total Cost:*** $141.79
Contact:	***Ad Size:*** 8.292
Address: 29799 SW TOWN CENTER LOOP E WILSONVILLE	***Column Width:*** 1
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Wilsonville Spokesman 02/23/23

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Publish February 23, 2023 WS274365

CITY COUNCIL

MONDAY, MARCH 6, 2023

WORK SESSION

Frog Pond East and South Implementation-Transportation System Plan (Pauly)

CITY COUNCIL MEETING
STAFF REPORT

Meeting Date: March 6, 2023	**Subject:** Frog Pond East and South Master Plan Transportation System Plan Amendments **Staff Members:** Daniel Pauly, Planning Manager and Zach Weigel, City Engineer **Department:** Community Development
Action Required	**Advisory Board/Commission Recommendation**
☐ Motion ☐ Public Hearing Date: ☐ Ordinance 1st Reading Date: ☐ Ordinance 2nd Reading Date: ☐ Resolution ☒ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda	☒ Approval ☐ Denial ☐ None Forwarded ☐ Not Applicable **Comments:** During a February 8, 2023 work session Planning Commission reviewed the transportation information from the Master Plan and was supportive of integrating the projects into the Citywide Transportation System Plan.
Staff Recommendation: Review and provide feedback on the draft amendments to the City's Transportation System Plan (TSP) to integrate the Frog Pond East and South Master Plan transportation projects.	
Recommended Language for Motion: N/A	
Project / Issue Relates To:	

☒Council Goals/Priorities: Expand home ownership	☒Adopted Master Plan(s): Frog Pond East and South Master Plan	☐Not Applicable

ISSUE BEFORE COUNCIL

An implementation step for the Frog Pond East and South Master Plan is to integrate the transportation projects for the area into the citywide Transportation System Plan (TSP). This work session will give the City Council an opportunity to review the adopted list of projects for inclusion into the TSP and ask any clarifying questions prior to holding a public hearing on the matter. The Planning Commission held a work session on February 8, 2023, and is supportive of integrating the projects identified in the Frog Pond East and South Master Plan into the citywide TSP.

EXECUTIVE SUMMARY:
In late 2022, the City Council, on recommendation from the Planning Commission, adopted the Frog Pond East and South Master Plan. The Master Plan identifies the types and locations of the homes, commercial development, parks, open spaces, streets, trails, and infrastructure to be built over the next 10-20 years in an area on the east side of Wilsonville added to the Metro Urban Growth Boundary in 2018. The Master Plan focuses on providing diverse housing opportunities to meet the community's future housing needs.

The Master Plan outlines clear policy direction and guidance for future development in Frog Pond East and South. Specific to transportation, the Master Plan identifies a transportation network enabling connectivity both throughout the neighborhood and to the rest of Wilsonville and beyond. The transportation network focuses on all modes of travel while particularly focusing on active transportation.

There are a number of important implementation steps to make the Master Plan a reality. The project team, along with City Council and Planning Commission, have been working on Development Code standards as one of these steps. The City is also working on an infrastructure funding plan. This work session is focused on the step of integrating the transportation improvements from the Master Plan into the citywide Transportation System Plan (TSP). The integration will allow transportation projects to be eligible for funding using City Service Development Charges (SDCs) as well as ensure the Master Plan-identified projects are acknowledged as part of the broader transportation network.

In this work session, the team will review the list of projects from the Master Plan that are proposed for inclusion into the TSP and answer any questions. The proposed amendments are outlined in Attachment 1. For the Council's reference, Attachment 2 provides relevant excerpts from the Master Plan and Attachment 3 provides relevant excerpts from the Master Plan Technical Appendices.

EXPECTED RESULTS:
This meeting will direct the final draft of TSP amendments for the upcoming public hearings on the matter.

TIMELINE:
Following this work session, the Planning Commission will hold a public hearing on March 8. If Council feedback requires substantial modifications, the hearing will be rescheduled to a later date. The City Council is currently scheduled to consider the Planning Commission's formal recommendation on the proposed TSP amendments during an April 3 public hearing.

CURRENT YEAR BUDGET IMPACTS:
Consultant services preparing the TSP amendments is funded by the Planning Division's FY22-23 budget for professional services in the amount of $14,630.

COMMUNITY INVOLVEMENT PROCESS:
During this implementation phase the primary focus is on honoring past input. Public notice will be provided for the hearing enabling public input and awareness.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:
Realization of the policy objectives set out in the Frog Pond East and South Master Plan to create Wilsonville's next great neighborhoods.

ALTERNATIVES:
Limited alternatives exist as the proposed TSP amendments are a direct reflection of the adopted Frog Pond East and South Master Plan. The Council may suggest alternatives for how best to incorporate this prior work into the TSP document.

ATTACHMENTS:
1. Presentation from DKS Associates Regarding Amendments (February 8, 2023)
2. Excerpts from Frog Pond East and South Master Plan related to transportation
3. Frog Pond East and South Master Plan Technical Appendix I: Transportation Analysis: Existing and Future Conditions (without data appendix)

WILSONVILLE TRANSPORTATION SYSTEM PLAN (TSP) AMENDMENT

AGENDA

1 / WHY IS A TSP AMENDMENT NEEDED?

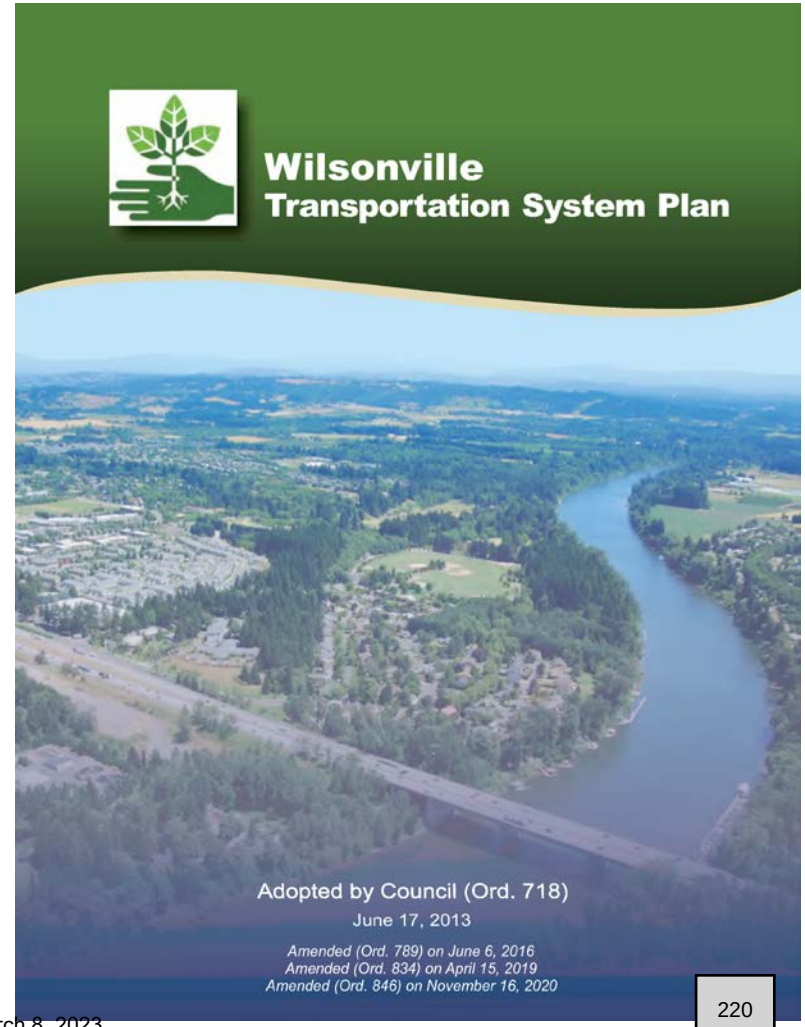
2 / CHAPTER 3: STANDARDS

3 / CHAPTER 5: PROJECTS

4 / QUESTIONS

WHAT IS A TSP AND WHY DOES IT NEED AN AMENDMENT?

- The Transportation System Plan (TSP) is the City's long-term policy and planning document for transportation improvements
- Having a TSP in place is essential for the City to compete for federal, state, and regional funding for transportation projects
- This TSP amendment is required as part of the Frog Pond East & South Master Plan.
- This amendment will only include changes related to the Frog Pond East & South Master Plan. No other change or updates were made, including the removal of completed projects.



CHAPTER 3: THE STANDARDS

Figure 3-1: Roadway Jurisdiction
Figure 3-2: Functional Classification
Figure 3-5: Bicycle Routes

- Extend the Wilsonville City Limit
- Extend the UGB Boundary
- Add the Collector Street network to Frog Pond East and South
- Add the planned bicycle facilities to the Frog Pond East and South

CHAPTER 3: THE STANDARDS

Figure 3-14: Frog Pond East & South Master Plan Cross Sections

Stafford Road Arterial

- Stafford Road Arterial
- Advance Road Collector
- 60th Avenue Collector Gateway (North of Advance Road)
- 60th Avenue Collector (South of Advance Road)
- Brisband Main Street
- School Local Street

Advance Road Collector

CHAPTER 3: THE STANDARDS

Figure 3-14: Frog Pond East & South Master Plan Cross Sections

60th Avenue Collector
(South of Advance Road)

60th Avenue Collector Gateway
(North of Advance Road)

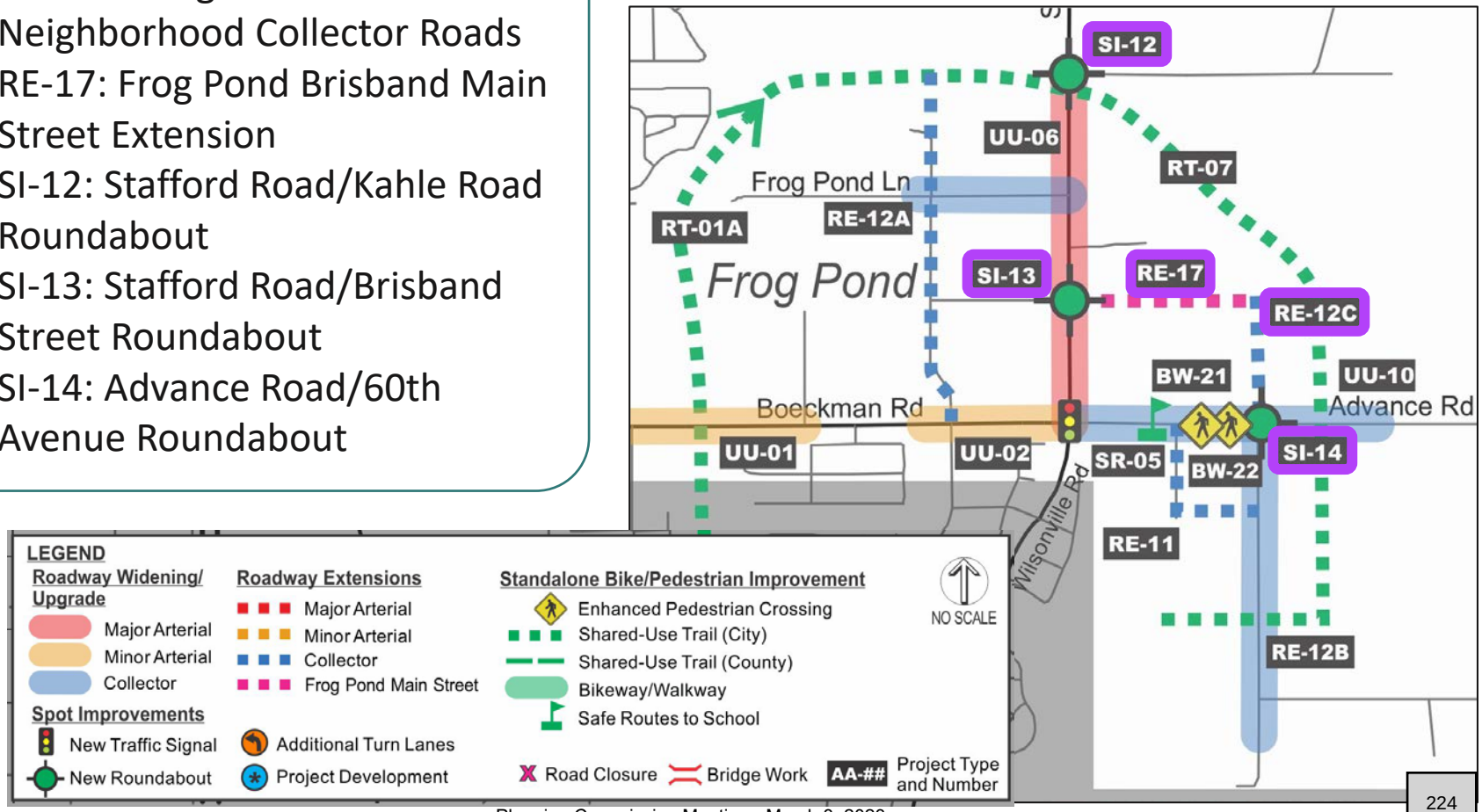
School Local Street

Brisband Main Street

CHAPTER 5: PROJECTS

High Priority Projects

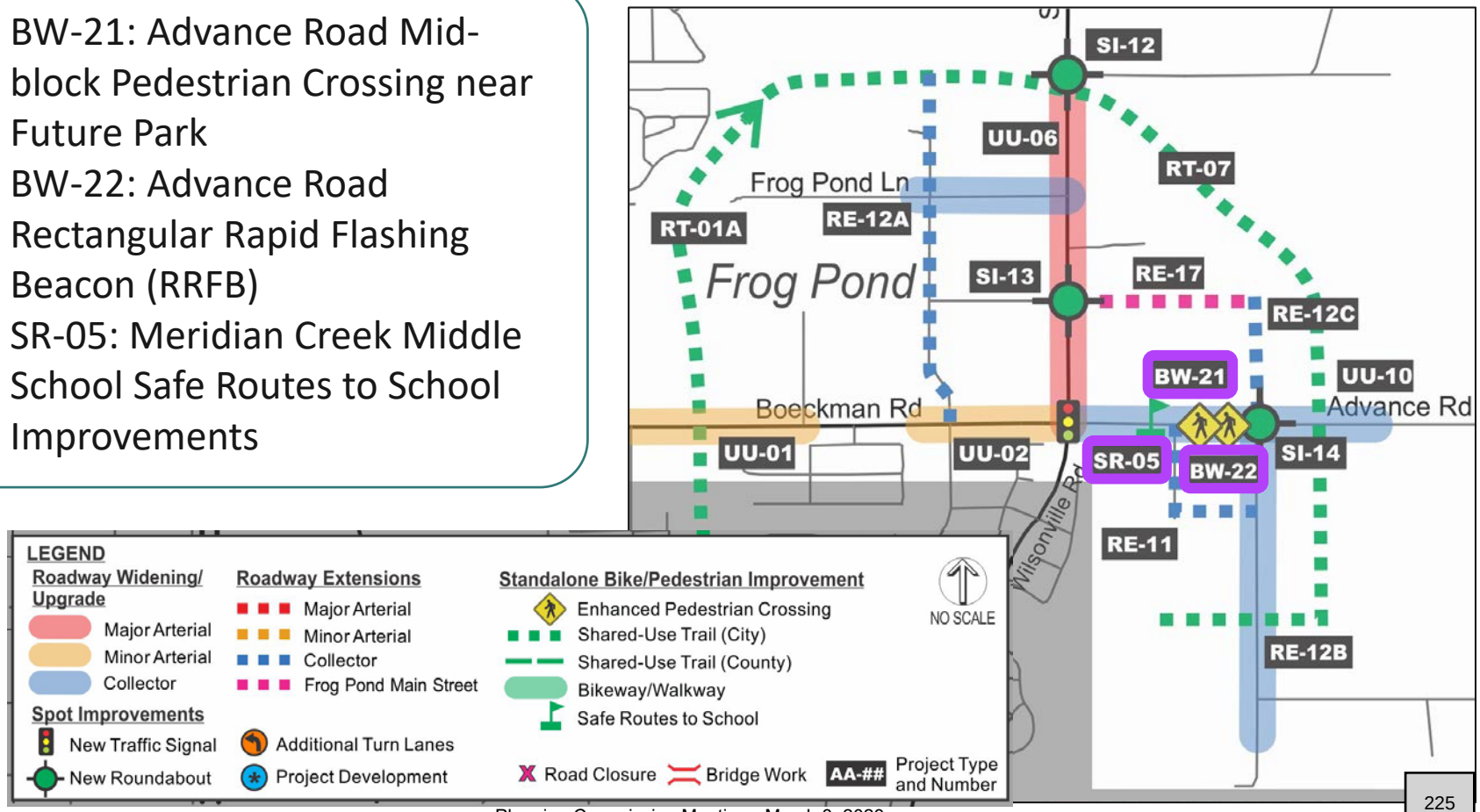
- RE-12C: Frog Pond East Neighborhood Collector Roads
- RE-17: Frog Pond Brisband Main Street Extension
- SI-12: Stafford Road/Kahle Road Roundabout
- SI-13: Stafford Road/Brisband Street Roundabout
- SI-14: Advance Road/60th Avenue Roundabout



CHAPTER 5: PROJECTS (CONTINUED)

High Priority Projects

- BW-21: Advance Road Mid-block Pedestrian Crossing near Future Park
- BW-22: Advance Road Rectangular Rapid Flashing Beacon (RRFB)
- SR-05: Meridian Creek Middle School Safe Routes to School Improvements



FROG POND EAST & SOUTH MASTER PLAN

A VISION AND IMPLEMENTATION PLAN FOR TWO NEW NEIGHBORHOODS IN EAST WILSONVILLE

WILSONVILLE OREGON

ADOPTED BY WILSONVILLE CITY COUNCIL
ORDINANCE NO. 870

DECEMBER 19 202

ACKNOWLEDGEMENTS

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A VISION FOR FROG POND IN 2035

The Frog Pond Area in 2035 is an integral part of the Wilsonville community, with attractive and connected neighborhoods. The community's hallmarks are the variety of quality homes; open spaces for gathering; nearby services, shops and restaurants; excellent schools; and vibrant parks and trails. The Frog Pond Area is a convenient bike, walk, drive, or bus trip to all parts of Wilsonville.

FROG POND AREA PLAN VISION STATEMENT

ADOPTED BY THE WILSONVILLE CITY COUNCIL NOVEMBER 16, 2015

5 COMMUNITY DESIGN CONCEPTS

FROM DESIGN CONCEPTS TO A COMMUNITY

As described previously in this report, the Master Plan process began with community outreach, mapping of Frog Pond's context and existing conditions, and research regarding affordable housing and neighborhood commercial opportunities. With that information in hand, the process then explored the following design-related questions for the plan:

- What are the **current and future neighborhood destinations** that will serve as special places and neighborhood gathering places?
- What are the **opportunities to connect** those neighborhood destinations?
- What is the **transportation framework** of streets, trails, bikeways, walking routes and transit that will create a connected community?
- Where should a **neighborhood commercial center** be located?
- What are the opportunities for **subdistricts** – smaller areas of cohesive building form – within each of the neighborhoods?

After design sketches and precedent imagery were prepared, concepts were reviewed in work sessions with the Planning Commission and City Council, shared online, and discussed with the community in outreach meetings during the Spring of 2022. There was strong support for each of the key design concepts – neighborhood destinations, strong connections, a connected transportation framework, a neighborhood commercial center, and subdistricts – that became the basis for the Plan[1]. Common themes in the feedback from the community included:

- The neighborhood commercial center and future East Neighborhood Park have especially good potential for community gathering and neighborhood destinations.
- There was broad support for the neighborhood commercial center being located at the SW Brisband option, with a walkable Main Street design (pedestrian friendly streetscape, buildings close to the street and parking behind, sidewalk cafes, etc.).
- Participants had many ideas for desirable uses in the commercial center and its role in the community: e.g. ethnic food, family-owned small businesses, a setting that will draw families.
- Streets, trails, bikeways and walking routes should emphasize safety, especially for the routes to and from Meridian Creek Middle School.
- People saw the value of a plan for the BPA Corridor (e.g. including trails, potential use for parking), but were cautious about safety and noise.

1 See Technical Appendix A: Community Engagement Summary

COMMUNITY DESIGN CONCEPTS

The diagrams and images on the following pages illustrate the Master Plan's design concepts that emerged from this process. The community's feedback was used to create the Master Plan recommendations described later in this report.

NEIGHBORHOOD DESTINATIONS

Figure 10 illustrates existing and future locations in all three Frog Pond Neighborhoods, which have the potential to be community gathering destinations or key visual amenities, or both. They include:

- The Frog Pond Grange
- Newland Creek and Meridian Creek natural areas
- Significant tree groves
- A future neighborhood park in the East Neighborhood
- Meridian Creek Middle School and the future community park
- Primary School and Neighborhood Park in Frog Pond West
- Boeckman Creek Primary School and Wilsonville High School (just off the map to the southwest)
- Boeckman Creek Natural Area and Corridor Trail
- Future Main Street Commercial Area

The future Frog Pond East Neighborhood Park will be a neighborhood destination.

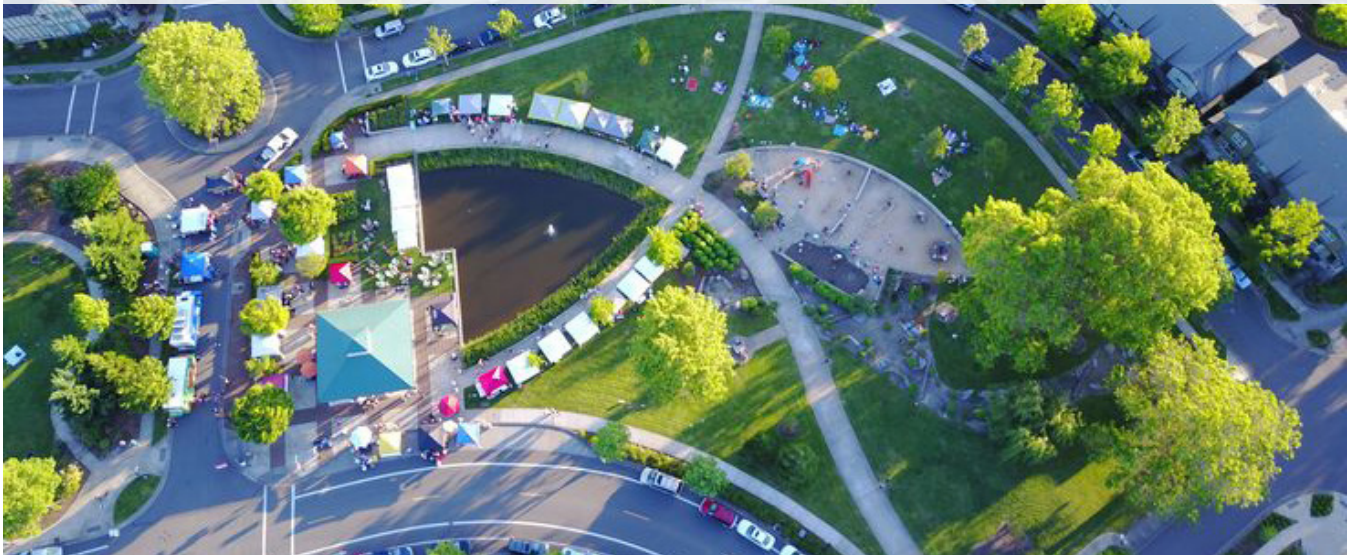
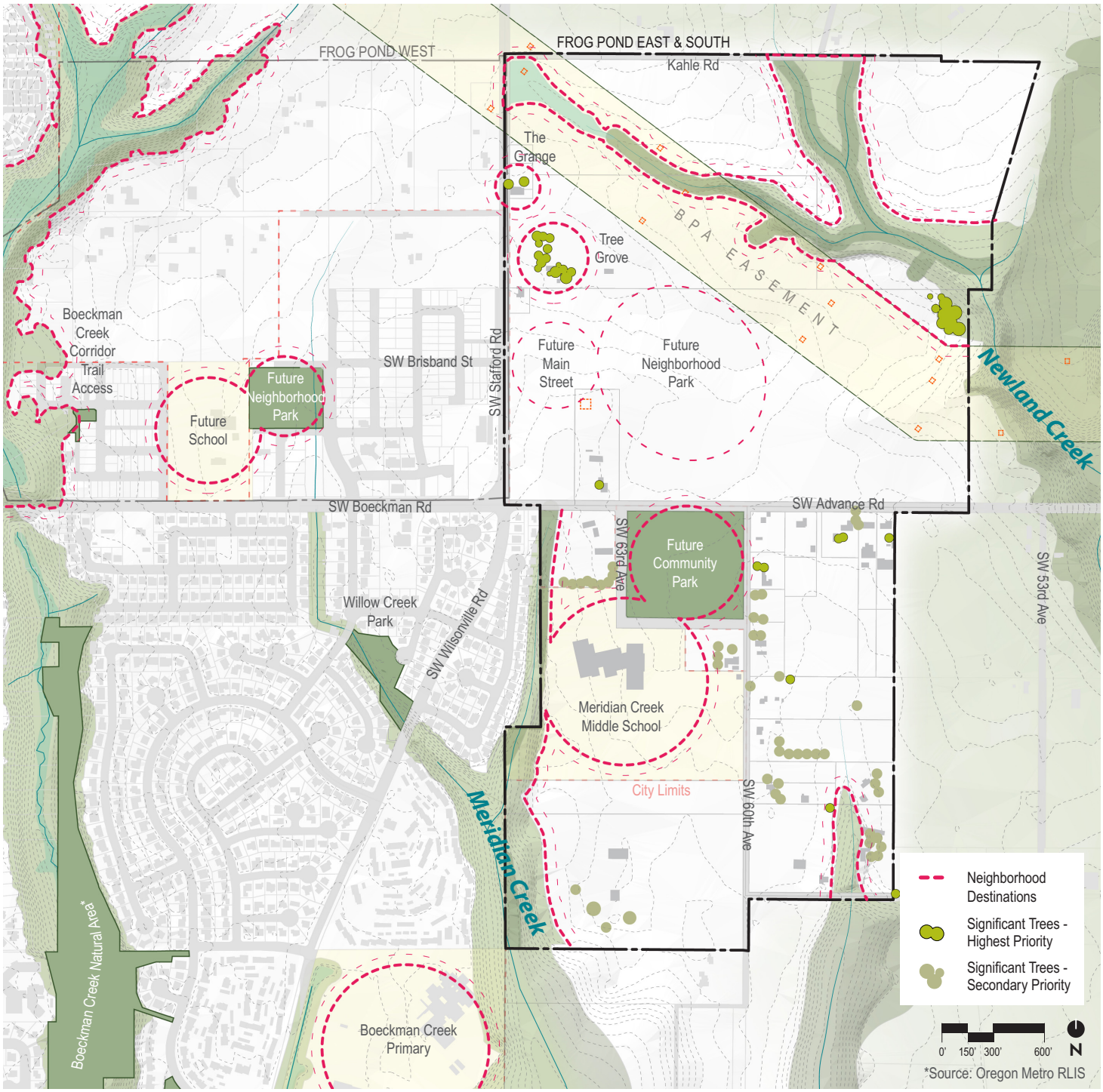


Figure 10. Neighborhood Destinations



Notes: Additional "Green Focal Points" not shown on this figure - see Figure 18 for more detail.
The Future Neighborhood Park circle indicates a general area for a 3-acre park.

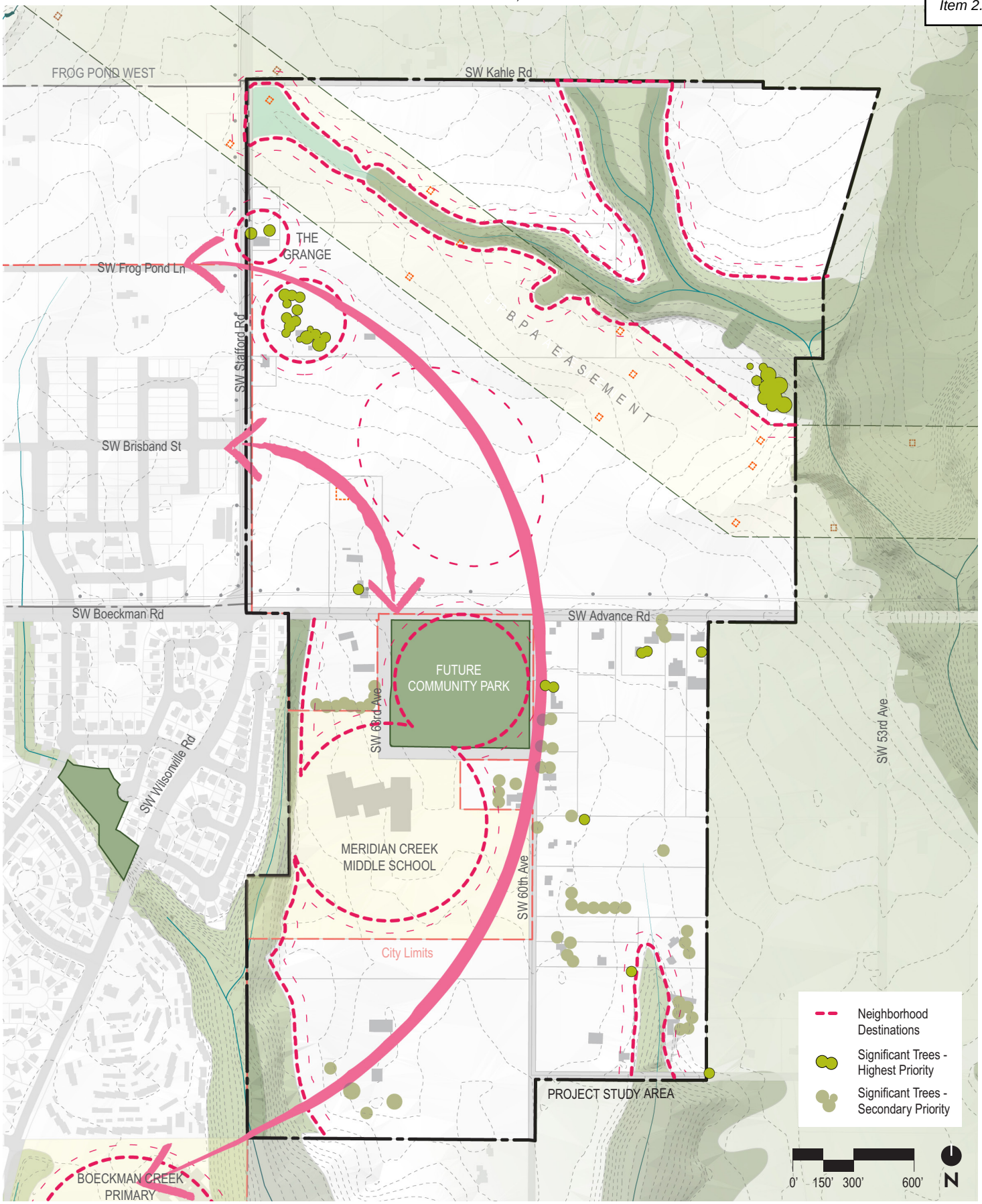
CONNECTIONS BETWEEN DESTINATIONS

This conceptual diagram (Figure 11) illustrates the area's potential for connections between neighborhood destinations. The Master Plan is an opportunity to organize and coordinate land use, transportation, and open space to support these connections.

This Plan aims to enable direct and convenient trips between these destinations by all modes of travel, focusing on walking and rolling. This conceptual diagram is guiding to the Master Plan regarding street alignments, pedestrian routes, trials, and street crossings. As such it is fundamental to the vision to creat a walkable and connected community.

The streets and trails of Frog Pond East and South will connect many neighborhood destinations.

Figure 11. Connections Between Neighborhood Destinations

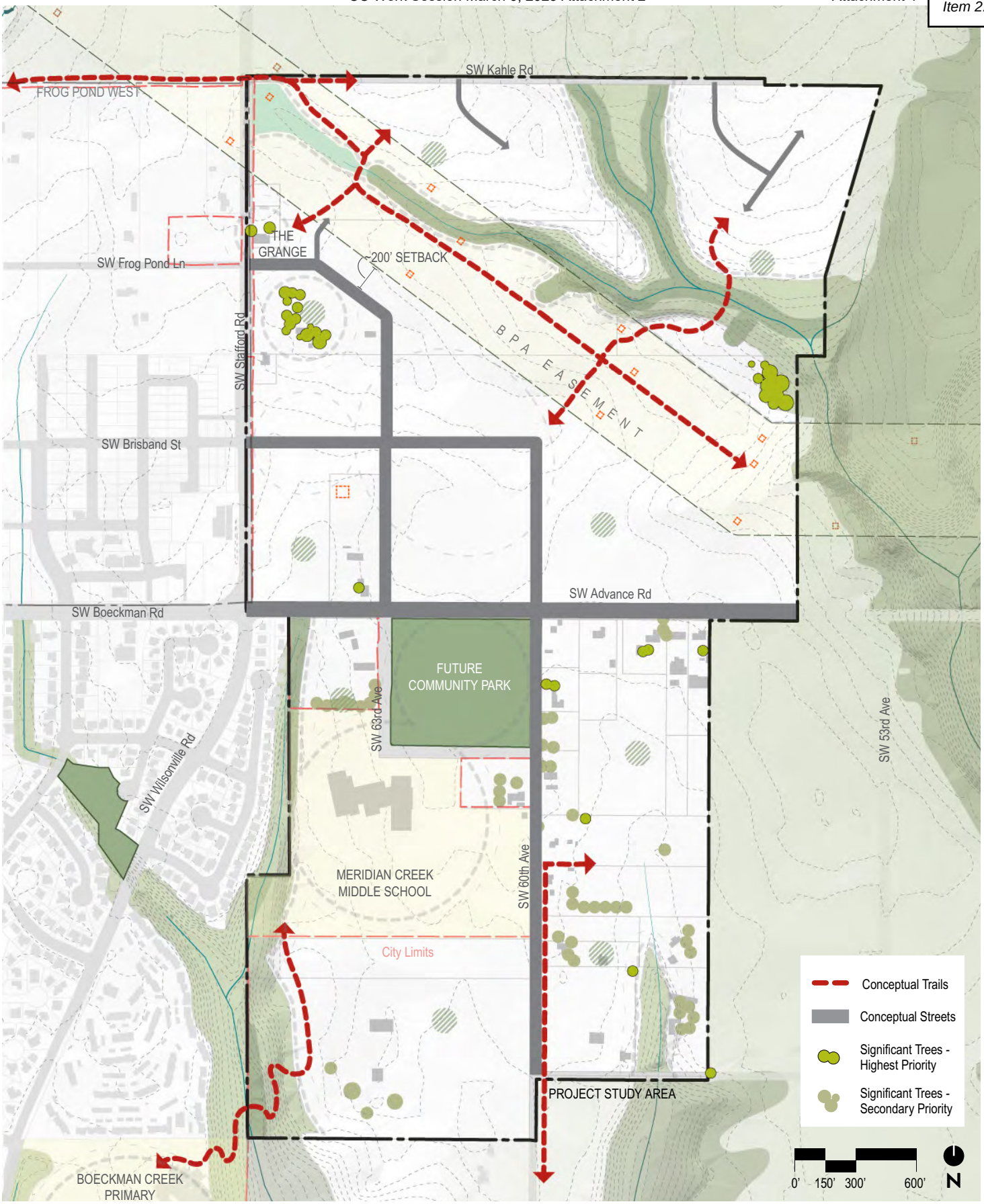


COMMUNITY DESIGN CONCEPTS

STREETS AND TRAILS TO CONNECT THE COMMUNITY

Figure 12 illustrates an initial concept for how the area's streets and trails are planned to create a connected Frog Pond Community. It was one of several options that were explored and ultimately led to the street and trail recommendations of the Master Plan. The streets and trails shown are the minimum "framework" of connections, with developers building additional local-level streets and trails that will connect key destinations and build out the neighborhood transportation network. See Figure 15, Land Use and Urban Form Plan" for the Master Plan's recommended framework streets and trail network.

Figure 12. Street and Trail Connections



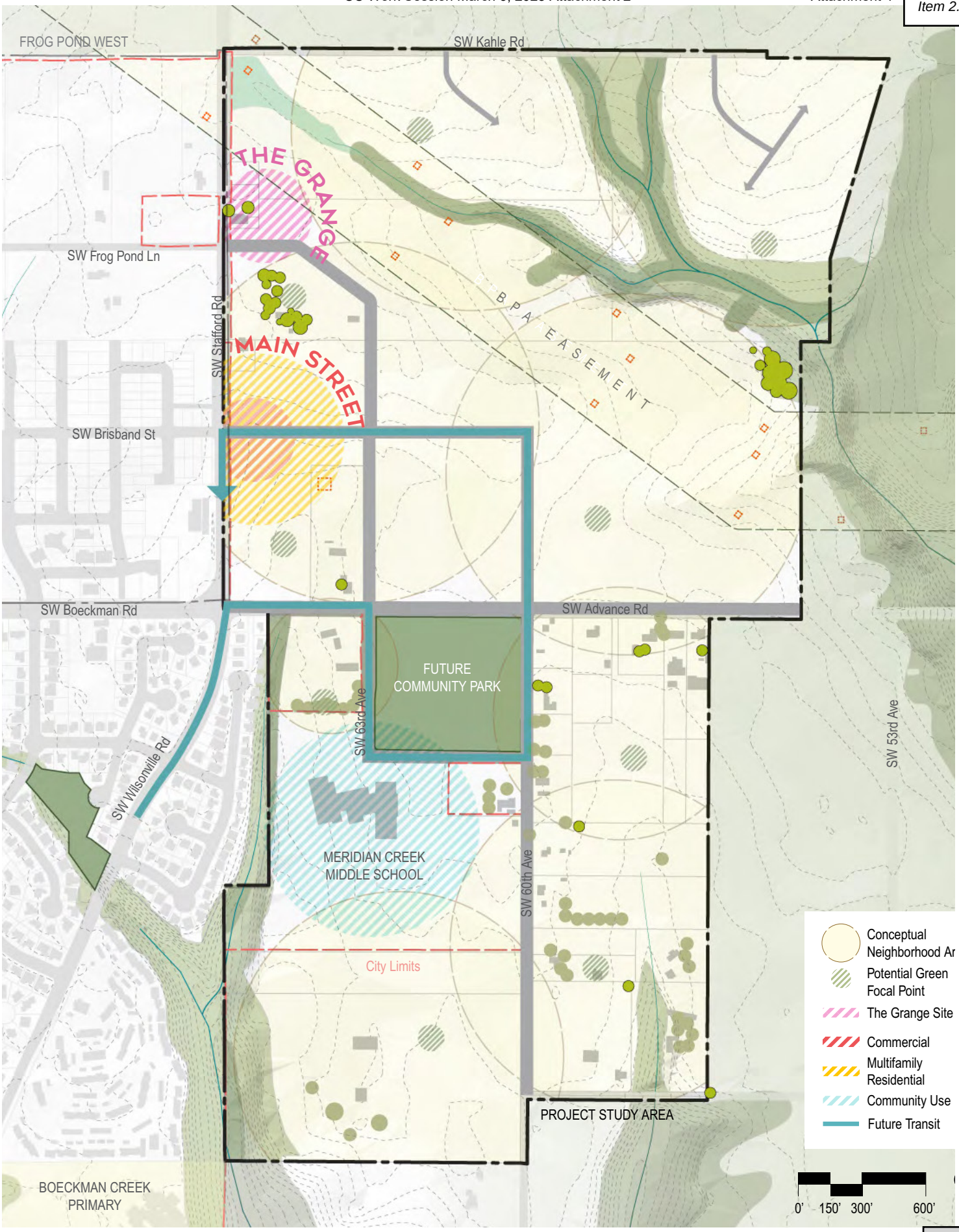
NEIGHBORHOOD CENTERS

Figure 13 illustrates the idea of neighborhood centers within the planning area. There are three types of centers shown, each with their unique scale and role in creating the vibrant, connected community envisioned for Frog Pond East and South:

- **Main Street** – A potential 3-acre Main Street commercial center with shops, restaurants, local services and community gathering spaces. Residential uses would be allowed within mixed–use buildings.
- **Frog Pond Grange** – A historic gathering place that is envisioned as a location for future civic or community use.
- **Green Focal Points** – The green focal points are small open spaces between neighborhood destinations. They might be a signature tree, a viewpoint, a storm water facility, or a small open space that is part of a development. These points are represented by green dots in the center of neighborhood bubbles, and are further defined in later diagrams.

Neighborhood Food Hall in Northwest Crossing, Bend

Figure 13. Diagram of Conceptual Neighborhood Centers



COMMUNITY DESIGN CONCEPTS

TRANSPORTATION CHOICES AND CONNECTIONS

- Framework streets – the existing and future streets that will form the backbone of a connected community
- A street demonstration plan – the illustrated vision for a fully connected and walkable block pattern. The framework streets are generally existing or extensions of existing streets and will be in the location shown. Other streets demonstrate the intent of block layout and connectivity, but refinements in the layout may occur during the development review process
- Tailored street cross sections for Stafford, Brisband Main Street, Advance Road, and the extension of 60th Avenue
- A plan for the SMART Transit service to circulate through the neighborhoods and connect key destinations
- Trails and pedestrian paths that connect the Frog Pond East and South neighborhood destinations and other Wilsonville trails and destinations
- A bicycle network comprised of protected and/or dedicated bike lanes on larger streets and "sharrows" on selected local streets
- Accessibility for all community members and users of the transportation connections

SUBDISTRICTS

- The Master Plan includes subdistricts that were selected based on their context and potential for placemaking
- The plan illustrates 6 subdistricts in the East Neighborhood and 4 subdistricts in the South Neighborhood
- The subdistricts are intended as "neighborhoods within the neighborhoods", each with a planned number and variety of housing and a cohesive look and feel
- Each subdistrict includes a green focal point that is central in the subdistrict and/or aligned with a key feature such as a tree grove to serve as an important placemaking tool, creating a strong public realm and opportunity for community gathering.

7 PUBLIC REALM

PUBLIC REALM

The public realm is the combination of all public spaces, including streets, alleys, parks, plazas, and other publicly accessible areas, that define the experience of living in or visiting a city or neighborhood. A well-designed and cohesive public realm will be an essential part of the success and livability of this new area of Wilsonville. The Master Plan provides guidance about how the public realm can be designed to work together with existing site qualities and future development to create healthy, connected, sustainable, and beautiful neighborhoods for diverse families to thrive.

PRINCIPLES

The design of the public realm in Frog Pond East and South will achieve several key principles.

PRESERVED AND RESTORED NATURAL RESOURCES. Existing natural resources, including trees, wetlands and creek corridors, will be preserved and restored within and around new development. Streets, parks, and public spaces provide opportunities to protect existing trees. Additionally, incorporating stormwater planters and green infrastructure supports watershed health by cleaning and slowing runoff.

INTEGRATED PARKS AND GREEN SPACES. Parks and green spaces are a vital part of creating healthy, active, and livable neighborhoods. Parks and smaller open spaces within neighborhoods will be centrally located and visible and accessible to all. In addition to a 10-acre community park and a 3-acre neighborhood park, each walkable subdistrict includes its own "green focal point", which could be a pocket park, playground, community garden, plaza, or other gathering place.

COMMUNITY DESIGN THAT CELEBRATES AND ENHANCES NEIGHBORHOOD CHARACTER. Streets and trails will be laid out to emphasize views of natural features like forested creek corridors, parks, and destinations. Unique and historical elements like the Frog Pond Grange will be integrated thoughtfully into overall neighborhood design. For example, the Grange site will provide co-located gathering space, green space, and direct access to the trails and open space of the BPA corridor. Detailed elements of the public realm like lighting, street trees, and signage will be cohesive with the existing fabric of Wilsonville, particularly the adjacent Frog Pond West area.

PUBLIC REALM

PLACES FOR GATHERING AND CIVIC LIFE FOR A DIVERSE COMMUNITY. The public realm will support a broad range of social activities, including opportunities to gather formally and informally. Meeting places like neighborhood commercial areas, parks, schools, and even sidewalks will be designed to provide space for varied social and cultural activities.

CONVENIENT, SAFE, AND LOW-STRESS TRANSPORTATION OPTIONS. A connected network of streets and trails prioritizes the safety and comfort of the most vulnerable road users. Streets will be designed to encourage and prioritize walking, biking, rolling, transit, and other low-carbon modes of travel. Street and block layout make it easy for residents to access schools, parks, and neighborhood services without a car.

STREET AND BLOCK LAYOUT

The Street and Block Demonstration Plan (Figure 19) illustrates a potential layout of streets, blocks, and multi-use paths that would achieve the intent of providing connected, convenient, safe, and low-stress transportation options for Frog Pond East and South. The plan illustrates "Framework Streets", which are the existing and future streets that are the required base network for the East and South neighborhoods. The remaining street locations are shown for demonstration purposes. Actual street layout beyond the framework streets will be determined at the time of development review, based on standards contained in the Development Code and Public Works Standards.

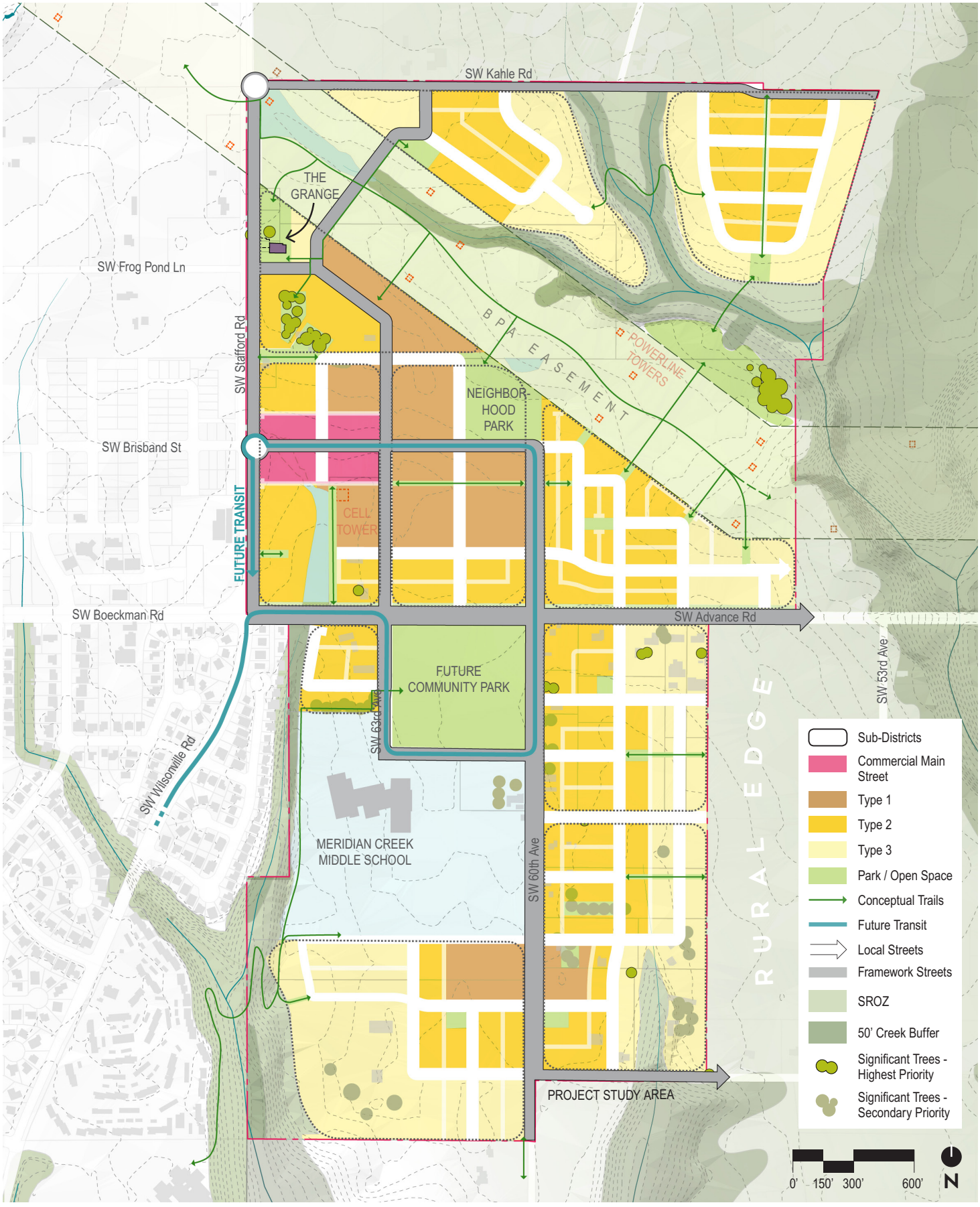
A clear hierarchy of street connections is established with SW Stafford as a major arterial, SW Advance Road and SW 60th Avenue as collector streets, SW Brisband Street as a Main Street, and all other streets as local streets. Roundabouts are planned at three key intersections: SW Kahle/Stafford, SW Brisband/Stafford, and SW Advance/60th. SW Brisband Street extends directly to the east from SW Stafford Road to intersect with SW 60th Avenue, creating a simple block layout along the planned "Main Street" corridor. SW Frog Pond Lane extends into the study area as a local street and provides connections into the local street network of the East Neighborhood, including a street that crosses the BPA easement toward SW Kahle Road to the north.

Street and block layout will be designed to maximize walkability with short blocks and alley-loaded development that reduces vehicular crossings of sidewalks. Street and block design will also protect natural resources, trees, and public view corridors. For example, a cluster of significant trees just south of the Grange can be preserved within a block of development that is clustered around its edges. The demonstration plan shows public streets intentionally connecting to public trailheads along the length of the BPA easement.

A future transit route is planned to enter the study area from SW Wilsonville Road onto SW Advance Road, head south between the future community park and the middle school, turn north on SW 60th Avenue, and exit the study area from SW Brisband Street (the Main Street) back onto SW Stafford Road. Transit service will be important to residents of this area, helping them meet their daily needs and obligations without relying on a car.

In some areas where vehicular access constraints create long blocks, such as along SW Stafford Road, green pedestrian connections are required at regular intervals to allow people to move into and through the neighborhood more easily.

Figure 19. Street and Block Demonstration Plan



ACTIVE TRANSPORTATION

The Master Plan is intended to provide a complete and connected network of routes that prioritize non-car users, including cyclists, pedestrians, and those with wheelchairs or other mobility devices. Within public rights-of-way, facilities will include bike lanes, shared street markings, and wide sidewalks. A series of off-street multi-use path connections are planned to extend from the public street network into open spaces and natural areas. This combination of on-street and off-street facilities will provide multiple options for non-car users to access destinations like schools, parks, and the neighborhood commercial area. Figure 20 shows the Active Transportation Plan.

Results from surveys and in-person outreach show a strong preference for separate off-street or physically buffered bicycle infrastructure. While this aims to maximize opportunities for separate off-street or physically buffered bicycle infrastructure shared streets and on-street facilities are still present where separated facilities are not feasible or to provide additional travel options beyond separated bicycle infrastructure.

Off-street multi use paths connect bicycles and pedestrians to destinations without relying on street connections

Sharrow marking on local street indicates a priority for cyclists and slows car traffic

PUBLIC REALM

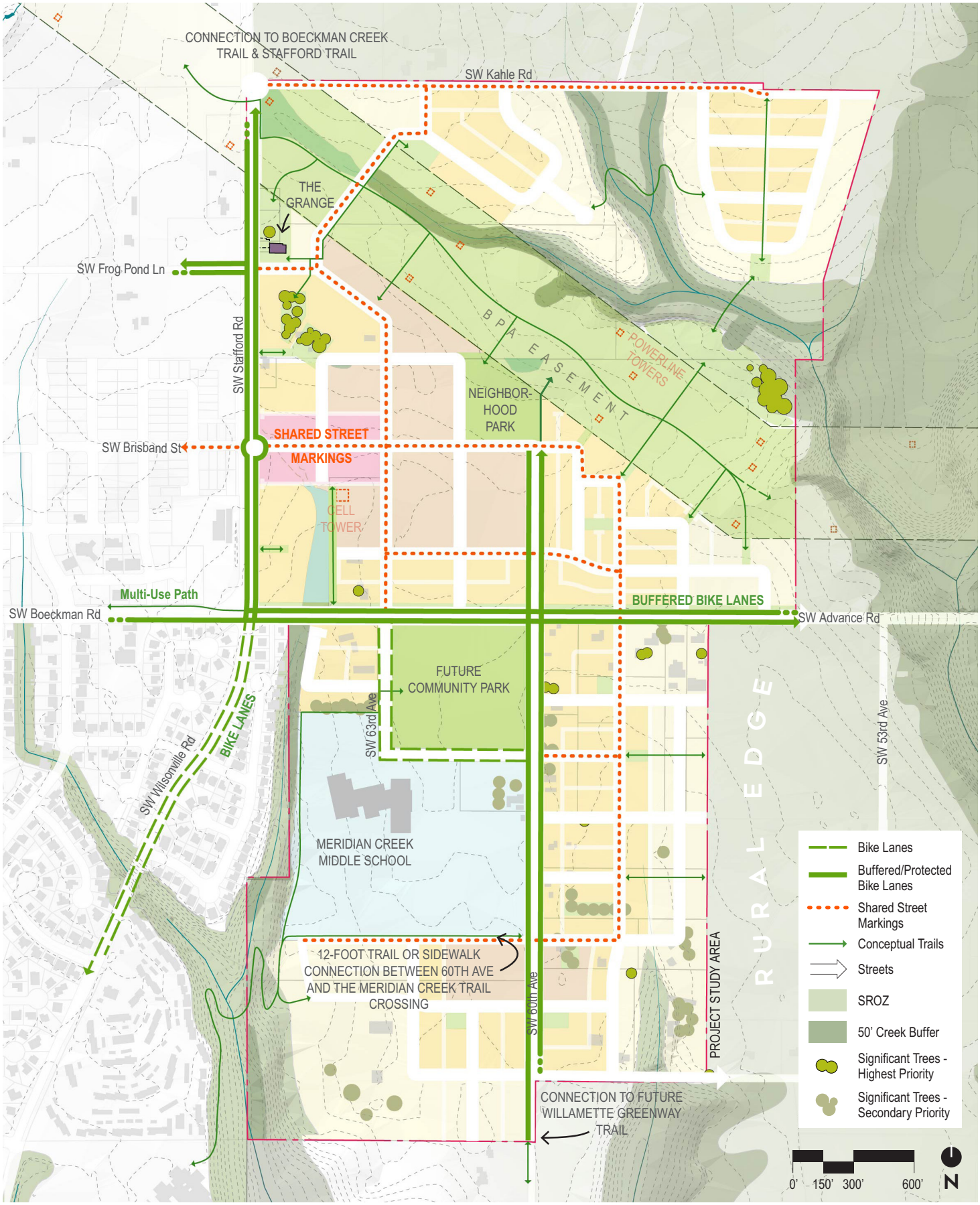
The Active Transportation Plan map indicates an intended hierarchy of on-street facilities for cyclists that connects to an off-street system of paths. Primary connections are shown along SW Advance Road and SW 60th Avenue, transitioning to shared street markings along the SW Brisband Main Street and key local streets in the study area that connect to destinations.

All local streets, with or without shared street markings, will be designed to focus on pedestrians and cyclists, with low speeds, street trees and planters, and alley-loaded development to minimize pedestrian-vehicle conflicts.

Crossings of SW Stafford Road and SW Advance Road will be carefully designed to prioritize safe routes to schools, parks, and other destinations within the larger Frog Pond area. Providing marked and signaled crossings as frequently as possible will mitigate out-of-direction travel for pedestrians and avoid pedestrians crossing at unmarked locations where they are more vulnerable to injury by vehicles.

Buffered or protected bike lanes provide safe and comfortable on-street cycling facilities

Figure 20. Active Transportation Plan



PUBLIC REALM

STREET DESIGN

All streets and off-street active transportation connections will be designed with the goal of creating convenient, safe, and low-stress transportation options, particularly for the most vulnerable road users. Design of streets should focus on safety, comfort, and ease for non-car users of roads, with a focus on providing multiple low-stress routes and street designs that are tailored to the multimodal circulation network within the study area.

Stafford Road is an arterial street serving multiple roles: through-traffic, local circulation, transit and neighborhood walking and rolling. The round-abouts at SW Kahle Road and SW Brisband Street are intended to help slow vehicular traffic along Stafford Road. The proposed cross-section includes a center median, 11-foot travel lanes, buffered bike lanes, and landscaped swales with street trees on both sides of the sidewalks. The overall goal is to provide for all users, with emphasis on safe and attractive walking, biking and rolling.

Gateway collector streets (SW Advance Road and SW 60th Avenue north of SW Advance Road) are key entry points to the neighborhoods and important connections for cyclists and pedestrians. These streets will include buffered or protected bike lanes and wide sidewalks and will be up to three lanes wide, with a planted median where a center turn lane is not needed. On-street parking may also be included in some locations

Collector street design will be implemented for SW 60th Avenue south of SW Advance Road. This cross-section will include bike lanes, wide, ADA-accessible sidewalks, and traffic calming treatments.

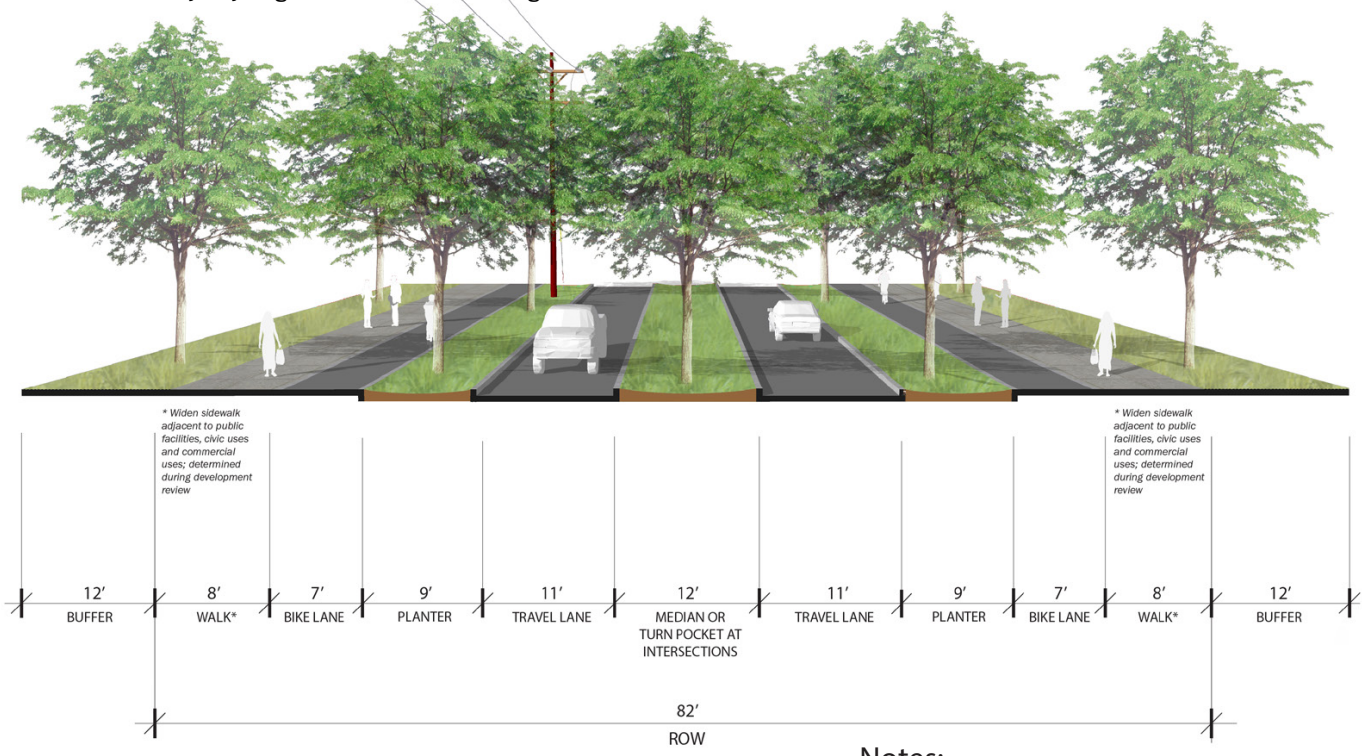
Local streets will be designed to focus on pedestrians and cyclists, with low speeds, street trees and planters, and alley-loaded development where possible to minimize pedestrian-vehicle conflicts and provide an appealing streetscape without garages. Key local streets that connect to destinations will include shared street markings to emphasize a priority for cyclists on the road. Local street design will continue the established pattern in Frog Pond West.

In addition to streets, mid-block public pedestrian connections will enhance neighborhood accessibility and permeability. Typical off-street pedestrian connections between blocks of development will be at least 10 feet wide and will include 8-foot planted areas on either side for a total width of 26 feet.

The following pages describe design intent for several important streets that will pass through the study area: SW Stafford Road, SW Advance Road, SW 60th Avenue (north and south of SW Advance), and SW Brisband Street, which will serve as a neighborhood Main Street in the East Neighborhood.

Figure 21. Cross Section of SW Stafford Road

**A curb-protected bike lane adjacent to the travel lane is an option to be determined by City Engineer at the time of design.*



SW STAFFORD ROAD

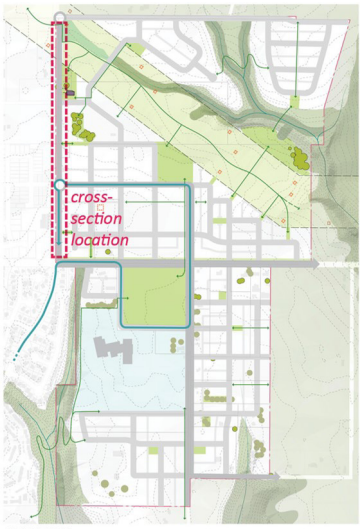
This cross-section shows a concept for SW Stafford Road, a major arterial street. It includes 8' sidewalks and bike lanes separated from vehicle travel lanes by a generous planter strip that supports tree health.

The Stafford Road and Advance Road cross sections are interchangeable for either road to be decided by the City Engineer based on available right-of-way and other considerations.

Notes:

1. The median curb shall be set back from the travel lane striping to provide a travel lane minimum clear width of 12 feet curb face to curb face. Travel lanes will be striped at 11 feet in width as shown on the street cross sections.

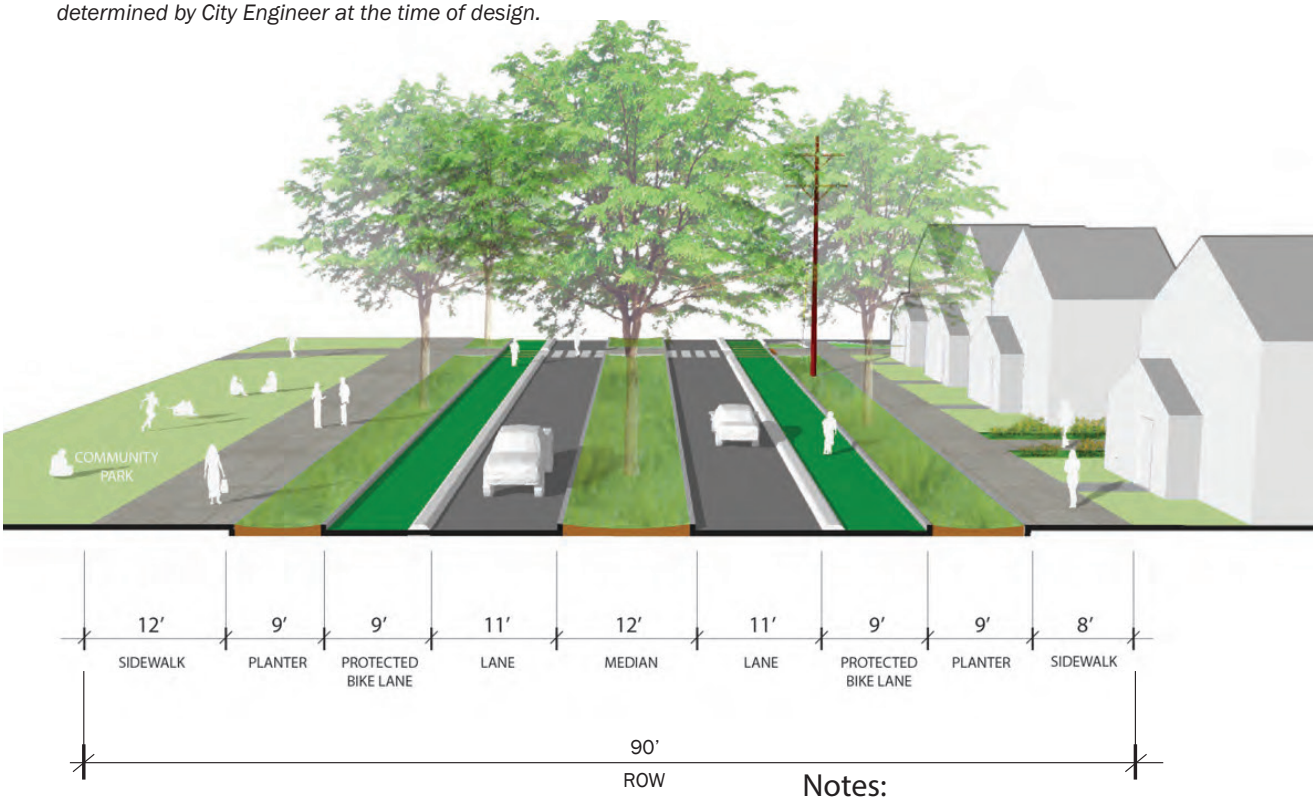
2. A clear space of no less than 19 feet shall be provided for at least 50% of the length of the roadway to provide space for motor vehicles to pull to the side and allow emergency vehicles to pass. This will likely result in center landscape medians being limited to 50% the length of a roadway.



KEY MAP

Figure 22. Cross Section of SW Advance Road

**A protected bike lane adjacent to the sidewalk is an option to be determined by City Engineer at the time of design.*



SW ADVANCE ROAD

This cross-section shows a concept for SW Advance Road, a collector street, where it passes the future community park. It includes generous sidewalks, protected bike lanes, wide planter strips that support tree health, and a planted median to create a comfortable and inviting environment for pedestrians. On-street parking, while not shown in the image above, may also be added on either side of the street but will need to be designed carefully to avoid conflicts with cyclists. Planted areas in the right-of-way also offer opportunities for capturing and infiltrating stormwater.

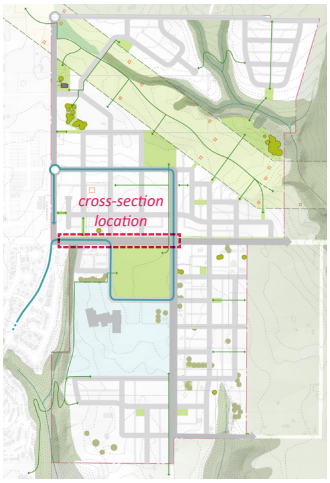
Future development on the north side of the street, across from the future community park, is planned so that front doors face the park. This, combined with homes fronting the park on its east and west sides, will create a sense of community, enclosure, and integration of the park within the neighborhood.

This concept for SW Advance Road will create a continuous streetscape with SW Boeckman Road where it continues west of SW Stafford Road. Existing high-voltage power poles on the north side of the street can be incorporated within a wide planter strip, while all others will be underground.

Notes:

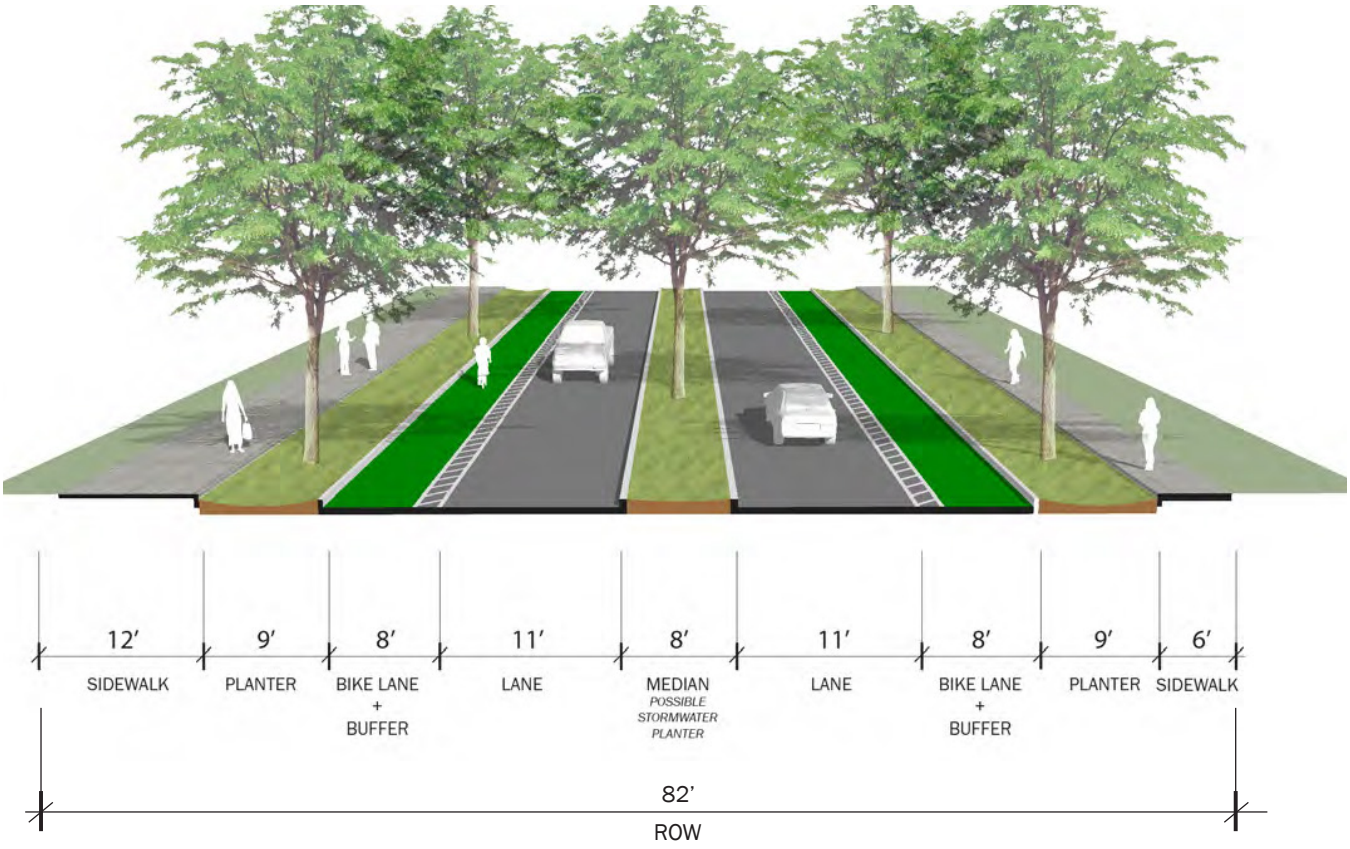
1. The median curb shall be set back from the travel lane striping to provide a travel lane minimum clear width of 12 feet curb face to curb face. Travel lanes will be striped at 11 feet in width as shown on the street cross sections.

2. A clear space of no less than 19 feet shall be provided for at least 50% of the length of the roadway to provide space for motor vehicles to pull to the side and allow emergency vehicles to pass. This will likely result in center landscape medians being limited to 50% the length of a roadway.



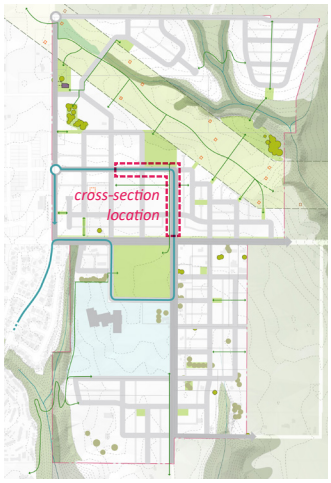
KEY MAP

Figure 23. Cross Section of SW 60th Avenue North of SW Advance Road



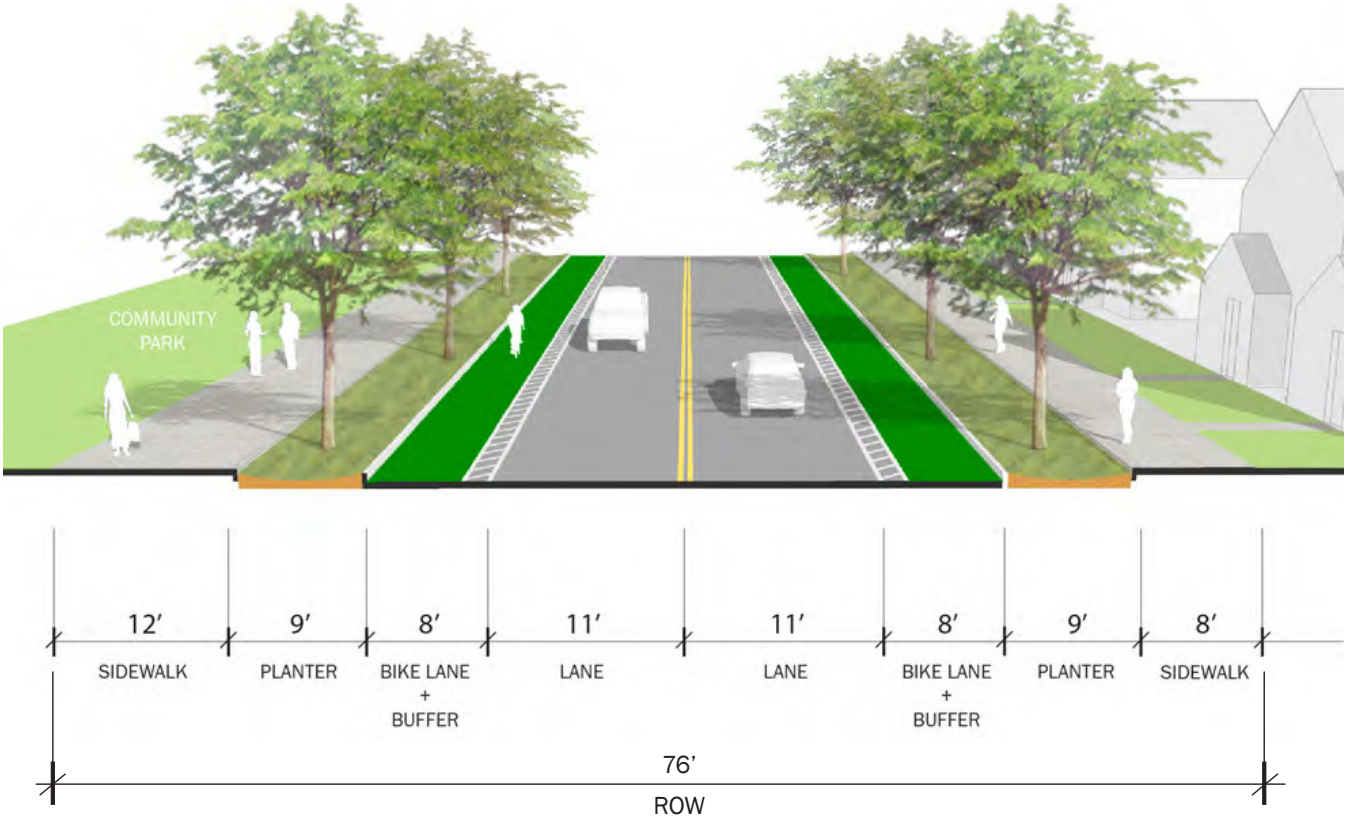
SW 60TH AVENUE

This cross-section shows a concept for SW 60th Avenue north of SW Advance Road. This street will function as a key entry point to the East Neighborhood and will connect to the SW Brisband Main Street. A planted median allows for turn lanes at intersections may also include stormwater. A 12-foot sidewalk on the west side of the street provides a comfortable pedestrian connection between the Community Park to the south and Neighborhood Park to the north.



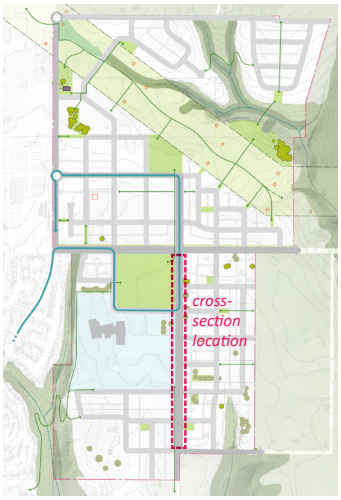
KEY MAP

Figure 24. Cross Section of SW 60th Avenue Collector



SW 60TH AVENUE COLLECTOR

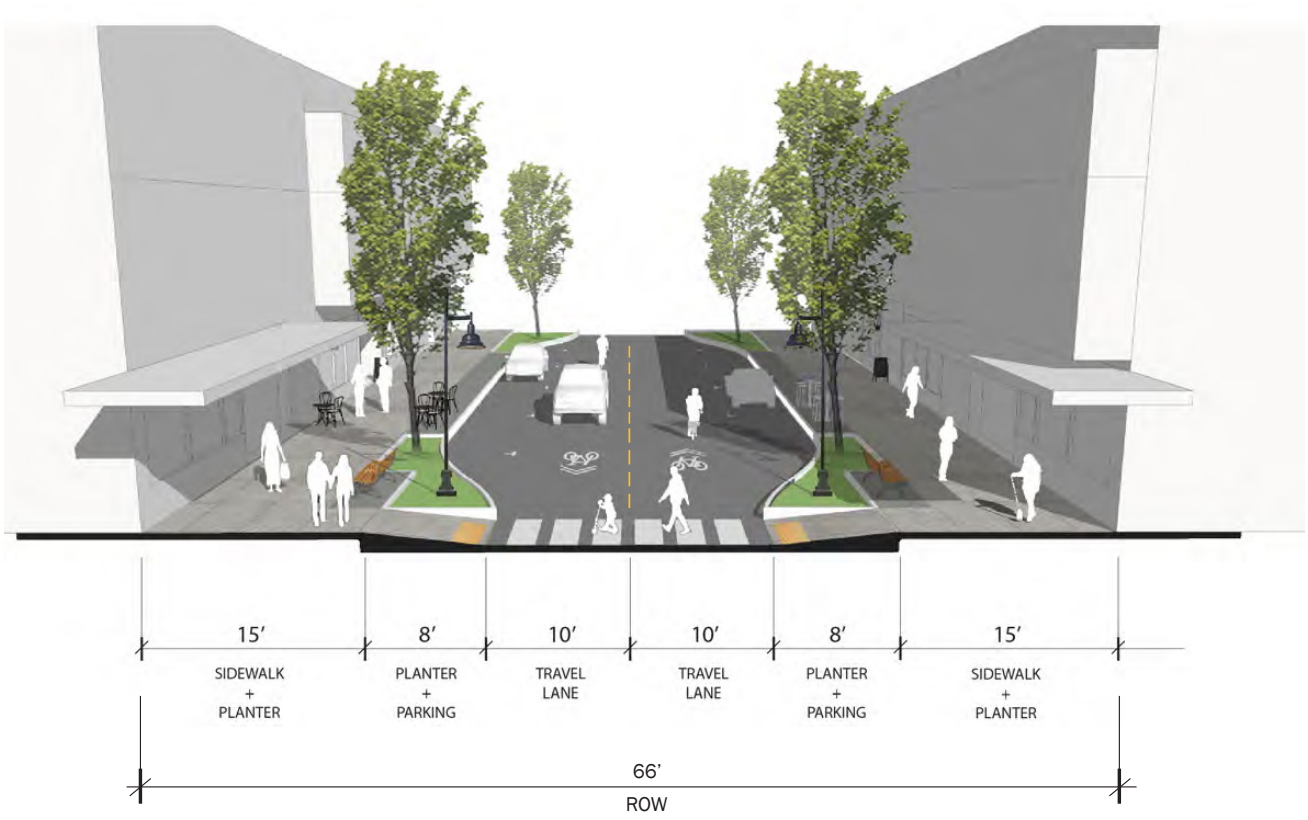
This cross-section shows a concept for SW 60th Avenue, a collector street, south of SW Advance Road. A 12-foot sidewalk is shown on the west side to complement the Community Park and school frontages, and extend south to the Type 1 building forms south of the school property. The wider sidewalk will ensure a pleasant and spacious walking environment for pedestrians and lessen the visual presence of any larger buildings. Traffic calming is recommended for SW 60th Avenue, and may include: center medians at mid-block locations and at intersections, speed feedback signs, and school speed zones (20 mph) adjacent to the middle school.



KEY MAP

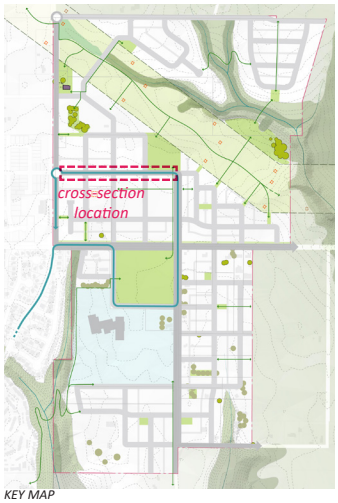
PUBLIC REALM

Figure 25. Cross Section SW Brisband Main Street



SW BRISBAND MAIN STREET

This cross-section shows a concept for SW Brisband Street, which will function as a neighborhood commercial "Main Street" within the Frog Pond East Neighborhood. The cross-section is based on the Wilsonville Town Center Plan and Transportation System Plan cross-section for a Main Street, with two travel lanes shared by cyclists and cars. On-street parking is provided interspersed with stormwater planters in curb extensions, and generous sidewalks allow for a furnishing zone with public and private seating. Buildings, whether commercial or vertical mixed-use, are intended to line the sidewalk and create a pleasant environment to stroll, visit local businesses, and socialize.



KEY MAP

8 IMPLEMENTATION

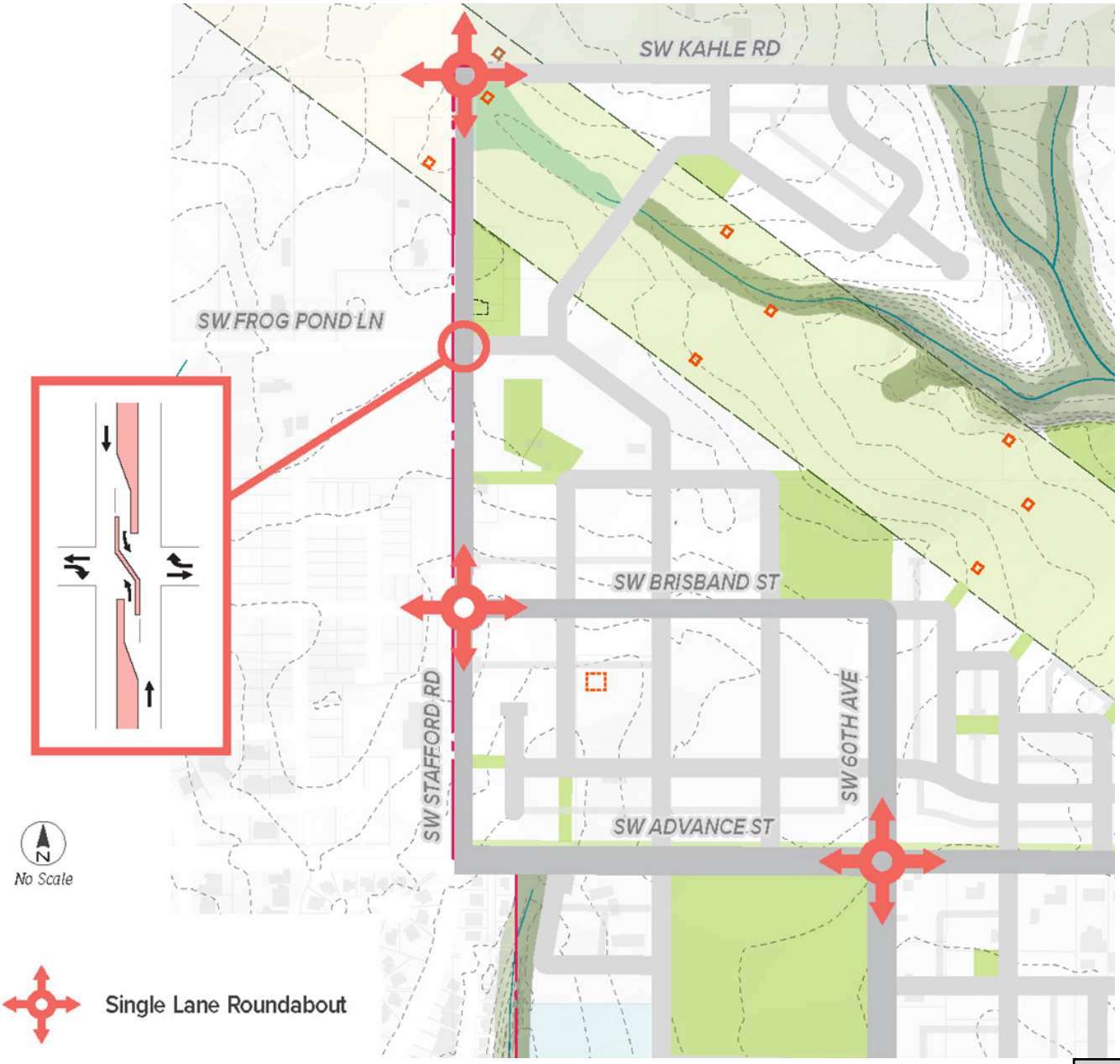
INFRASTRUCTURE PLANS

TRANSPORTATION

TRANSPORTATION ANALYSIS AND IMPROVEMENTS

A comprehensive traffic analysis was performed to determine existing and future transportation conditions for the Frog Pond East and South neighborhoods and to identify needed transportation facility improvements. The analysis focused on

Figure 30. Traffic Control Recommendations

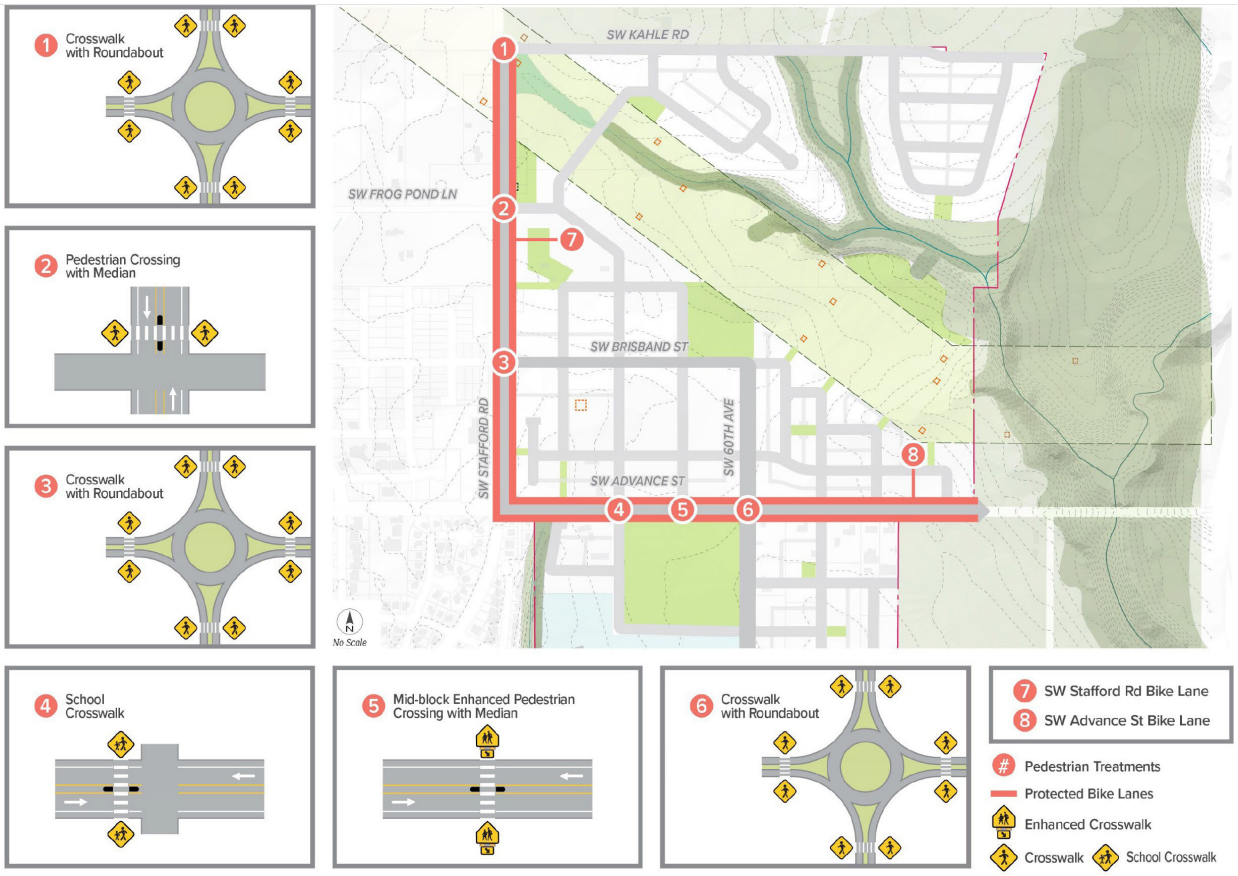


the major intersections both within the project vicinity and within Wilsonville at large, including the two I-5 interchange areas (i.e., Wilsonville Road and Elligsen Road). The study area includes 15 total intersections, including 4 key gateway intersections to the Frog Pond neighborhoods.[6]

The analysis found that, in 2040, all but three of the study intersections are expected to continue to meet standards and targets assuming the completion of the High Priority Projects stated in Wilsonville's Transportation System Plan. Those three intersections are located along Stafford Road and are the gateway intersections to the Frog Pond East neighborhood. The following transportation improvements are recommended for these intersections (see Figure 30).

- SW Stafford Road/SW Kahle Road: Install a single-lane roundabout
- SW Stafford Road/SW Frog Pond Lane: Install a raised median to prohibit minor street through movements and left turns and install an enhanced pedestrian crossing with a center refuge median.
- SW Stafford Road/SW Brisband Street: Install a single-lane roundabout

Figure 31. Pedestrian Improvements on SW Stafford Rd and SW Advance Road



6 See Appendix I: Transportation Analysis

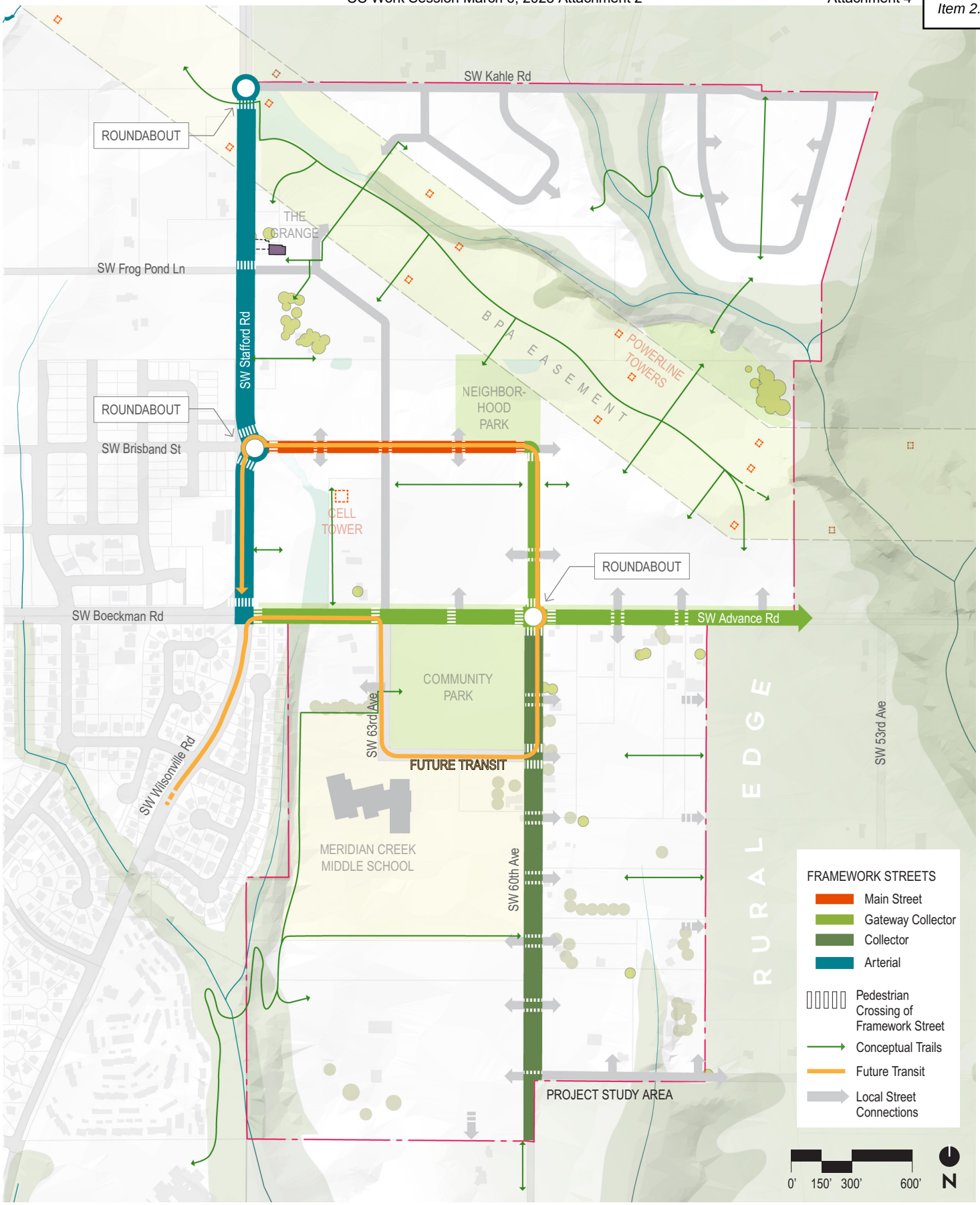
Additional transportation projects were identified for the East and South neighborhood to enhance safety. They include:

- Install a roundabout at Advance Road/60th Avenue, as shown in Figure 30. The installation of a roundabout at this location will create a gateway between the high-speed rural traffic and the new desired slower urban speeds. The roundabout will provide for slower speeds and improved neighborhood access and visibility.
- Install various pedestrian and bicycle improvements on Stafford Road and Advance Road, as shown in Figure 31.

STREET CLASSIFICATIONS

Figure 32 illustrates the recommended functional classifications for streets in Frog Pond East and South. The classifications for SW Stafford Road (Major Arterial), and SW 60th Avenue south of SW Advance Road (Collector) are consistent with the Frog Pond Area Plan's transportation network and classifications. SW Advance Road and the northerly extension of SW 60th avenue into the East Neighborhood are recommended to be Gateway Collectors. SW Brisband Street is recommended to be a Main Street. Please see the Street Design section of this report for recommended cross-sections.

Figure 32. Street Classifications



FROG POND EAST & SOUTH MASTER PLAN

TECHNICAL APPENDIX

WILSONVILLE OREGON

APPROVED BY WILSONVILLE CITY COUNCIL
DECEMBER 19 202

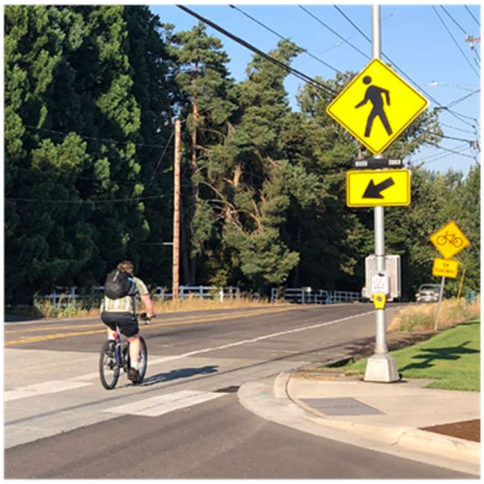
APPENDIX I: TRANSPORTATION ANALYSIS: EXISTING AND FUTURE CONDITIONS

FROG POND EAST & SOUTH MASTER PLAN

TRANSPORTATION ANALYSIS: EXISTING AND FUTURE CONDITIONS

FINAL REPORT

DECEMBER 2022



EAST & SOUTH MASTER PLAN

PREPARED FOR THE CITY OF WILSONVILLE

WILSONVILLE
OREGON

PREPARED BY DKS ASSOCIATES

DKS

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This report documents the traffic analysis performed in association with the Frog Pond East & South Master Plan in Wilsonville, Oregon. This report provides a more refined evaluation of the East and South land use as compared to the Frog Pond Area Plan,[1] which was adopted in 2015, and builds on the work of the Frog Pond West Master Plan,[2] which was adopted in 2017.

An executive summary of this transportation analysis is provided below. The following sections of this memorandum document the existing traffic conditions (2022), future baseline and build traffic conditions (2040), and a list of resulting transportation projects. The year 2040 was selected for future analysis to be consistent with the Metro Regional Transportation Plan (RTP) and Wilsonville Travel Demand Model's horizon year.

EXECUTIVE SUMMARY

To determine existing and future transportation conditions for the Frog Pond East and South neighborhoods, a comprehensive traffic analysis was performed. The analysis focused on the major intersections both within the project vicinity and within Wilsonville at large, including the two I-5 interchange areas (i.e., Wilsonville Road and Elligsen Road). The study area includes 15 total intersections, including 4 key gateway intersections to the neighborhoods.

Analysis Scenarios

The existing conditions analysis was based on recent 2021 and 2022 traffic counts and existing intersection geometries, while the future analysis was based on traffic forecasts for the 2040 horizon year and improved intersection geometries associated with all High Priority Projects included in Wilsonville's Transportation System Plan (TSP). The future analysis consisted of two scenarios: 2040 Baseline and 2040 Build. The future land use assumptions are consistent with the Metro model, which was used to update the travel demand model for the Build scenario. The 2040 Baseline scenario assumes no additional growth beyond what is currently assumed in the 2040 model and the 2040 Build scenario represents the likely build-out of the study area, which includes up to 1,800 housing units and up to 44,000 square feet of commercial space within the East and South neighborhoods.

The City has also identified a hypothetical higher-density alternative which calls for approximately 2,400 total units in the combined East and South neighborhoods. This higher dwelling unit amount reflects 20 units per net acre, which is a density prescribed in one of the compliance options in State administrative rules for new urban areas to comply with House Bill 2001 middle housing law. A separate report has been provided on the findings of the analysis of the higher-density alternative.

[1] Frog Pond West Master Plan, City of Wilsonville, July 17, 2017.
[2] Frog Pond Area Plan, City of Wilsonville, November 16, 2015.

Analysis Findings & Recommended Improvement Projects

Intersection traffic operations were analyzed for the weekday PM peak hour under the existing and both future scenarios to evaluate if the study intersections meet desired performance levels as required by the City of Wilsonville, Clackamas County, and Oregon Department of Transportation (ODOT). All intersections except the Stafford Road/65th Avenue intersection currently meet operating standards and targets. Additional coordination between Clackamas County and City of Wilsonville is recommended regarding the necessary improvements to that intersection to accommodate future Frog Pond development.

In the future 2040 scenarios, all but three of the study intersections are expected to continue to meet standards and targets in the future assuming the completion of the High Priority Projects identified in the TSP. Those three intersections are located along Stafford Road and are the gateway intersections to the Frog Pond East neighborhood and were analyzed as stop controlled intersections. The following transportation improvements are recommended for these intersections.

- **Stafford Road/Kahle Road:** Install a single-lane roundabout
- **Stafford Road/Frog Pond Lane:** Install a raised median to prohibit minor street through and left turns and install an enhanced pedestrian crossing with a center refuge median.
- **Stafford Road/Brisband Street:** Install a single-lane roundabout

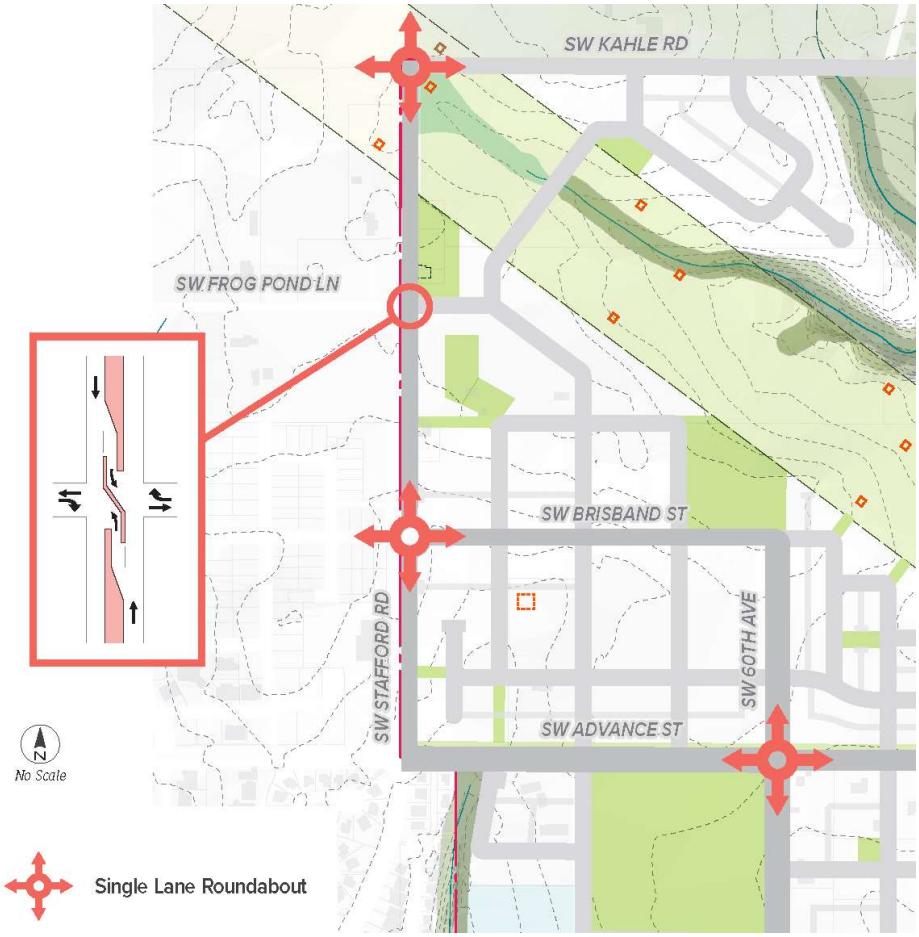

FIGURE 1: RECOMMENDED INTERSECTION IMPROVEMENTS

Additional transportation projects were identified for the East and South neighborhood to enhance safety, which are listed below and shown in Figure 2.

- **Advance Road/60th Avenue:** Install a single-lane roundabout. The installation of a roundabout at this location will create a gateway between the high-speed rural traffic and the new desired slower urban speeds. The roundabout will also provide for slower speeds and improved access to the Frog Pond neighborhoods.
- **Frog Pond Lane/Stafford Road**: Install a crosswalk with median at this intersection. A Rectangular Rapid Flashing Beacon (RRFB) should be considered at this location.
- **Advance Road at 63rd Avenue:** Install a marked school crosswalk. An RRFB should be considered at this location.
- **Advance Road Between 60th Avenue and 63rd Avenue:** Install a mid-block crossing to facilitate safe crossings between the future park and East neighborhood. An RRFB should be considered at this location.

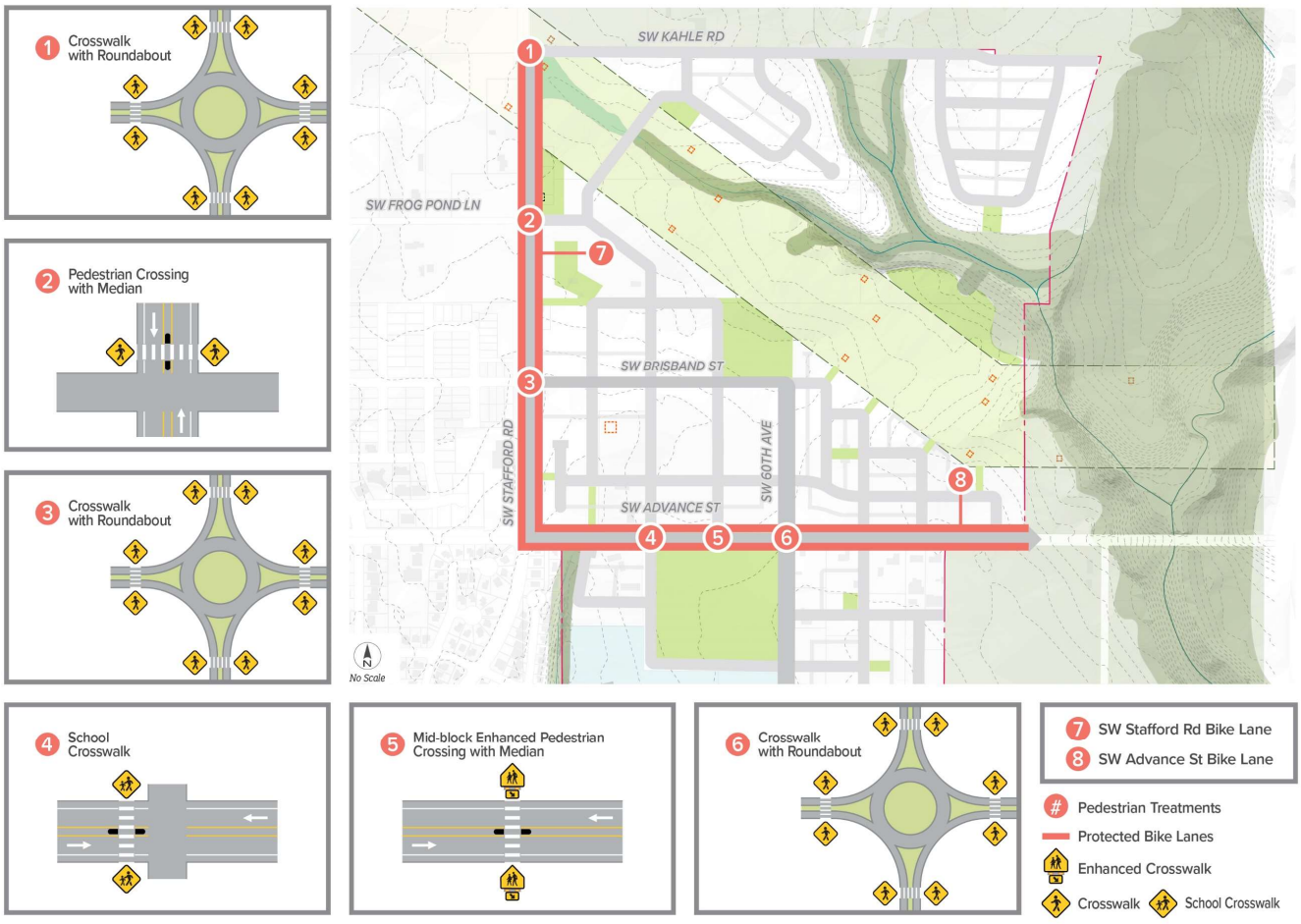

FIGURE 2: RECOMMENDED PEDESTRIAN, BICYCLE, AND TRAIL IMPROVEMENTS

EXISTING TRAFFIC CONDITIONS (2022)

Existing traffic conditions were evaluated for the study area and include traffic volumes; intersection operations; and bike, pedestrian, and trail conditions.

EXISTING TRAFFIC VOLUMES

Traffic counts were collected for the PM peak period (4:00 to 6:00 p.m.) at the following study intersections.[3] The PM peak hour traffic volumes (i.e., the highest hourly volumes during the peak period) are shown in Figure **3** and the traffic counts are provided in the appendix.

- Elligsen Road/I-5 Southbound Ramp
- Elligsen Road/I-5 Northbound Ramp
- Elligsen Road/Parkway Avenue
- Elligsen Road/Parkway Center Drive
- Stafford Road/65th Avenue
- Boeckman Road/Parkway Avenue
- Boeckman Road/Canyon Creek Road
- Boeckman Road-Advance Road/Stafford Road-Wilsonville Road
- Advance Road/60th Avenue
- Stafford Road/Brisband Street
- Stafford Road/Frog Pond Lane
- Stafford Road/Kahle Road
- Wilsonville Road/I-5 Southbound Ramp
- Wilsonville Road/I-5 Northbound Ramp
- Wilsonville Road/Town Center Loop West

INTERSECTION PERFORMANCE MEASURES

Agency mobility standards often require intersections to meet level of service (LOS) or volume-to-capacity (v/c) intersection operation thresholds. Additional operational details are provided in the appendix.

- The intersection LOS is similar to a "report card" rating based upon average vehicle delay. Level of service A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. Level of service D and E are progressively worse operating conditions. Level of service F represents conditions where average vehicle delay has become excessive and demand has exceeded capacity. This condition is typically evident in long queues and delays.

- The volume-to-capacity (v/c) ratio represents the level of saturation of the intersection or individual movement. It is determined by dividing the peak hour traffic volume by the maximum hourly capacity of an intersection or turn movement. When the V/C ratio

[3] The counts were collected on September 22, 2021; September 30, 2021; March 30, 2022; May 18, 2022; and June 7, 2022.

approaches 0.95, operations become unstable and small disruptions can cause the traffic flow to break down, resulting in the formation of excessive queues.

The City of Wilsonville requires all intersections to meet its minimum acceptable level of service (LOS) standard of LOS D for the PM peak period.[4]

Clackamas County requires that, for intersections outside of city limits, signalized and roundabout intersections must meet the volume-to-capacity ratio (v/c) of 0.90 or less and unsignalized intersections must meet the minimum LOS standard of LOS E during the PM peak period.[5]

ODOT specifies a typical mobility target for interchange ramps of a volume-to-capacity ratio (v/c) of 0.85. However, when the interchange vicinity is fully developed and adequate storage is available on the interchange ramp to prevent queues from backing up on the main line, then the target can be increased to a 0.90 v/c ratio.[6] This is the case for both of the I-5 interchange areas in Wilsonville.

EXISTING INTERSECTION OPERATIONS

Intersection operations were analyzed for the PM peak hour to evaluate whether the transportation network currently operates within desired performance levels as required by the City of Wilsonville, Clackamas County, and ODOT. Intersections are the focus of the analysis because they are the controlling bottlenecks of traffic flow and the ability of a roadway system to carry traffic efficiently is nearly always diminished in their vicinity.

The existing PM peak hour intersection operations at the study intersection were determined based on the 6th Edition Highway Capacity Manual methodology.[7] Table 1 lists the estimated average delay (in seconds), level of service (LOS), and volume to capacity (v/c) ratio for each study intersection. As shown, all intersections currently meet operating standards and targets with exception of Stafford Road/65th Avenue, which is within Clackamas County's jurisdiction. Additional coordination between Clackamas County and City of Wilsonville is recommended regarding the necessary improvements at this intersection to accommodate future Frog Pond development.

[4] Policy 5, Wilsonville Transportation System Plan, Amended November 16, 2020.

[5] System Performance Policies, Chapter 5: Transportation System Plan, Clackamas County Comprehensive Plan, Amended January 1, 2022.

[6] Oregon Highway Plan, Action 1F.1, Oregon Department Of Transportation, Amended May 2015.

[7] Highway Capacity Manual, 6th Edition, Transportation Research Board, 2017.

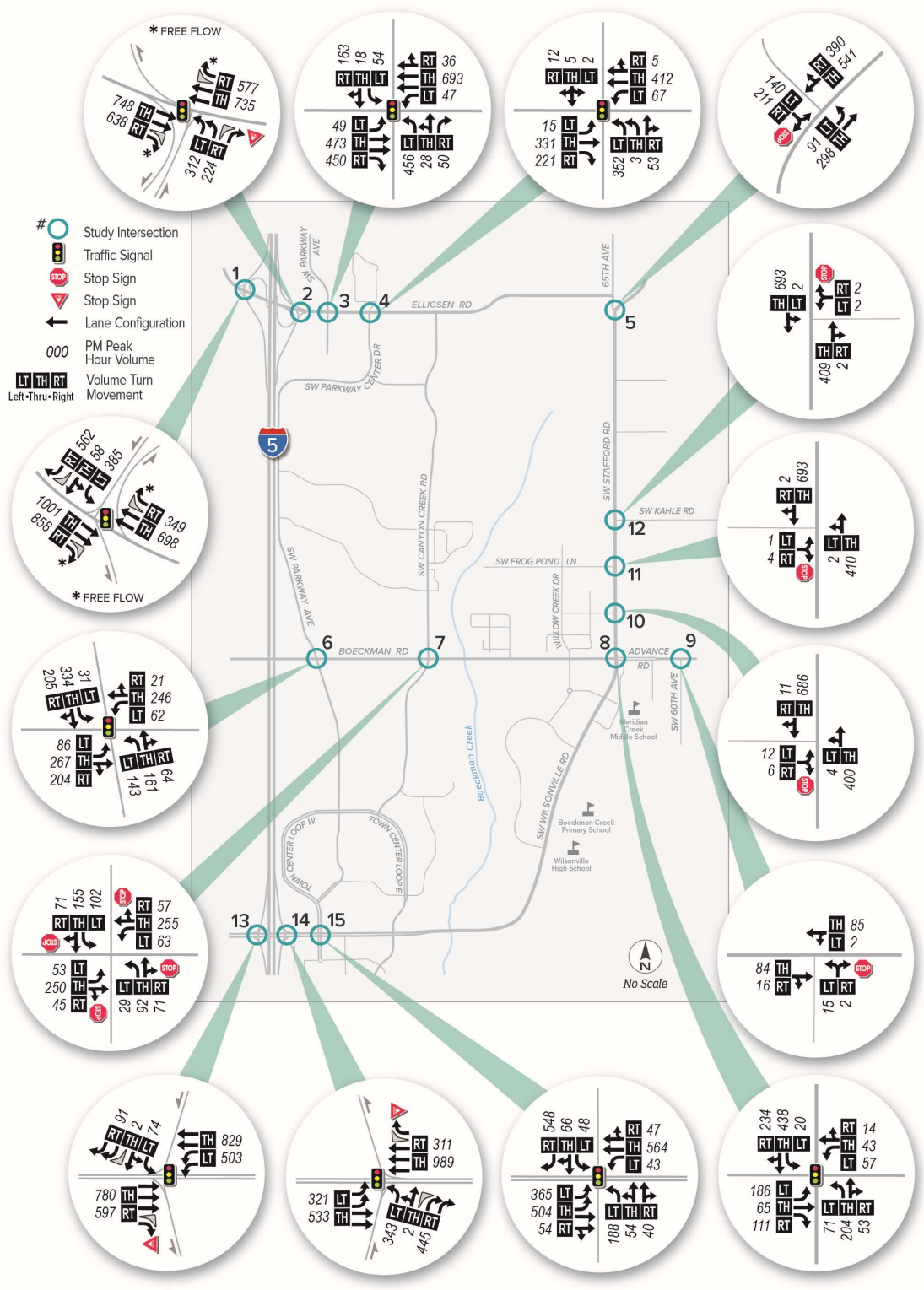

FIGURE 3: EXISTING 2022 TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

TABLE 1: EXISTING (2022) INTERSECTION OPERATIONS

INTERSECTION	OPERATING STANDARD	PM PEAK HOUR		
		V/C	DELAY	LOS
SIGNALIZED				
ELLIGSEN RD/I-5 SB RAMPS	v/c ≤ 0.90	0.74	19.5	B
ELLIGSEN RD/I-5 NB RAMPS	v/c ≤ 0.90	0.34	8.4	A
ELLIGSEN RD/PARKWAY AVE	LOS D	0.32	15.9	B
ELLIGSEN RD/PARKWAY CENTER DR	LOS D	0.40	14.9	B
BOECKMAN RD/PARKWAY AVE	LOS D	0.84	25.6	C
STAFFORD RD-WILSONVILLE RD /BOECKMAN RD-ADVANCE RD	LOS D	0.65	17.0	B
WILSONVILLE RD/I-5 SB RAMPS	v/c ≤ 0.90	0.38	19.3	B
WILSONVILLE RD/I-5 NB RAMPS	v/c ≤ 0.90	0.44	16.2	B
WILSONVILLE RD/TOWN CENTER LP WEST	LOS D	0.38	28.1	C
TWO-WAY STOP-CONTROLLED				
STAFFORD RD/65TH AVE	LOS E	>1.20	**>120**	**B/F**
ADVANCE RD/60TH AVE	LOS D	0.03	9.8	A/A
STAFFORD RD/BRISBAND ST	LOS D	0.08	20.9	A/C
STAFFORD RD/FROG POND LN	LOS D	0.02	15.7	A/C
STAFFORD RD/KAHLE RD	LOS D	0.01	16.9	A/C
ALL-WAY STOP-CONTROLLED				
BOECKMAN RD/CANYON CREEK RD	LOS D	0.71	20.3	C

SIGNALIZED INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Total Volume-to-Capacity Ratio
LOS = Total Level of Service

TWO-WAY STOP-CONTROLLED INTERSECTION:
Delay = Critical Movement Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Critical Levels of Service (Major/Minor Road)

ALL-WAY STOP CONTROLLED INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Total Level of Service

BICYCLE, PEDESTRIAN, AND TRAIL NEEDS

Bicycle, pedestrian, transit, and trail conditions and needs were considered for the study area, with particular emphasis on connectivity to the rest of Wilsonville's neighborhoods, trails, parks, and schools.

The Wilsonville TSP identifies various multimodal improvement projects that are intended to address the deficiencies. Projects within the vicinity of the Frog Pond Area include urban upgrades to Boeckman Road and Stafford Road, which include bike lanes, sidewalks, and transit stop improvements/additions. The TSP also includes a project for new trails through the Frog Pond East and South neighborhoods.

ADVANCE ROAD NEEDS

Additional school safety improvements should be considered on Advance Road near Meridian Creek Middle School. An increase in pedestrian and bicycle traffic to and from the school can be expected with the buildout of the East and South neighborhoods, necessitating pedestrian crossing enhancements on Advance Road.

The urban upgrade improvements on Boeckman Road are currently in the design phase and a separated multi-use path, cycle track, or protected bike lanes are being considered along Boeckman Road. It is desired by the City to extend the identified multimodal improvements on Boeckman Road to the west of Stafford Road along Advance Road fronting the Frog Pond development.

STAFFORD ROAD NEEDS

Pedestrian crossing enhancements on Stafford Road will be needed as the East neighborhood is built out. A significant increase in pedestrian and bicycle trips are expected across Stafford Road between the existing Frog Pond West neighborhood and the planned primary school (in Frog Pond West) to housing and commercial uses in the East neighborhood. Key locations for crossing enhancements would be at Frog Pond Lane and Brisband Street. A signalized crossing already exists at the Stafford Road-Wilsonville Road/Boeckman Road-Advance Road intersection.

Separated pedestrian and bicycle facilities are also desired along Stafford Road since it is a higher speed, higher volume facility. A separated multi-use path, cycle track, or protected bike lanes should be considered along Stafford Road fronting the Frog Pond development on either the west or east side. Given that the majority of the west side of Stafford Road has already gone through development review, the east side of Stafford Road would be the preferred location for a separated pedestrian and bicycle facility.

Recommendations for bicycle and pedestrian projects are listed on page 18 of this memo.

FUTURE BASELINE CONDITIONS (2040)

Future baseline (2040) traffic conditions were evaluated for the study area and include the forecasted baseline traffic volumes and intersection operations. For analysis purposes, the East and South neighborhoods are assumed to experience full build-out by the year 2040.

FUTURE BASELINE TRAFFIC VOLUMES

Future traffic volumes were forecasted for the study intersections using the recently updated travel forecast models developed specifically for Wilsonville. The models apply trip generation and trip distribution data directly taken from the Metro regional travel demand forecast models but add additional detail to better represent local travel conditions and routing within Wilsonville.

Figure 4 shows the PM peak hour traffic volumes for the study intersections based on the Metro model assumptions. As the forecasts are consistent with the current Metro land use assumptions, this scenario is referred to as the 2040 Baseline scenario. This scenario already accounts for some existing homes in the West neighborhood and contains land use assumptions (housing and some employment) in the East and South neighborhoods in 2040.

It should be noted that the Metro model was used for this study because it represents the latest regionally approved land use for Wilsonville and the Region. This model was completed by Metro, in collaboration with the City, after the City's TSP was approved and includes additional land use and transportation network assumptions adopted by Metro after the TSP was adopted.

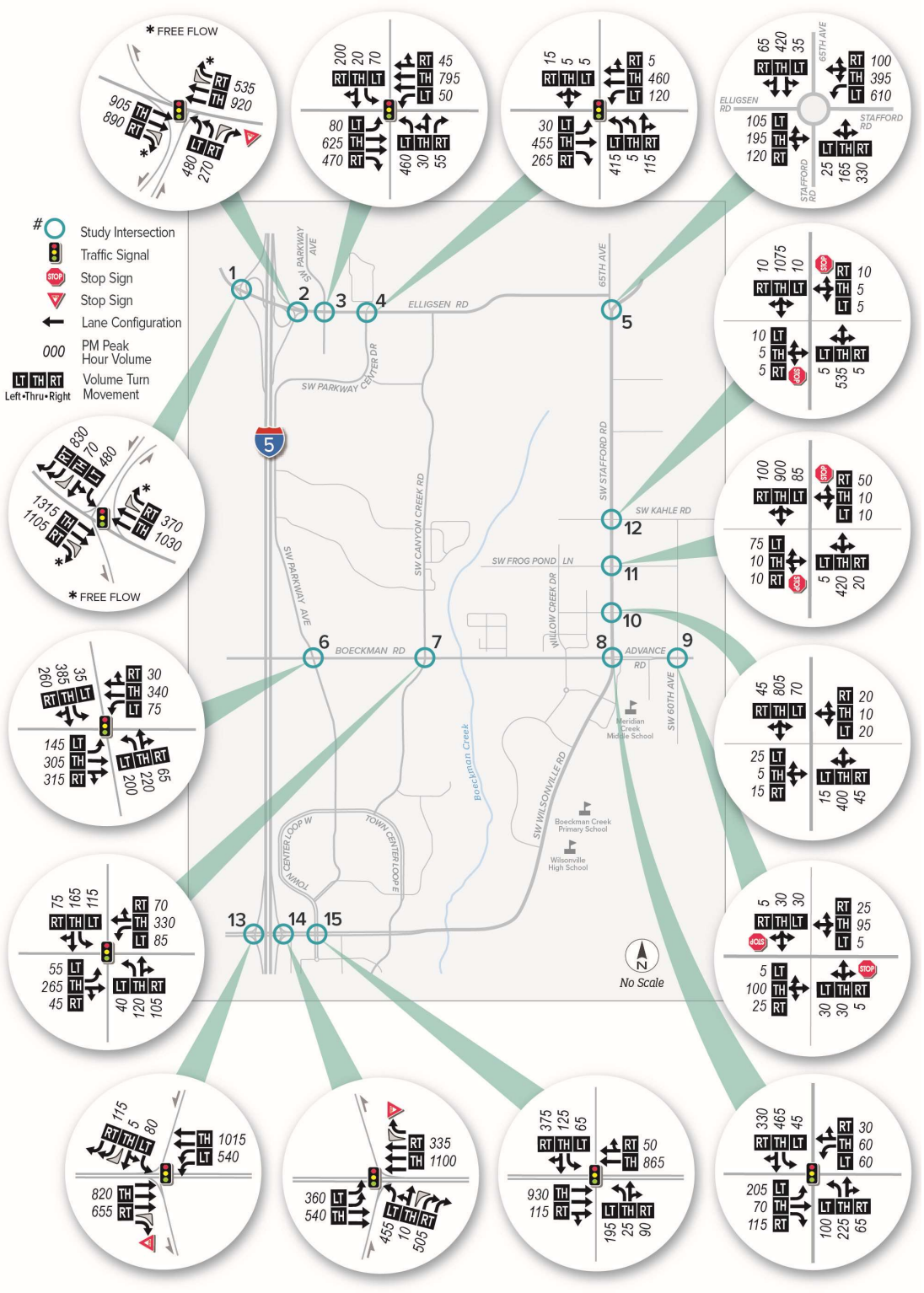

FIGURE 4: BASELINE (2040) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

FUTURE HIGH-PRIORITY TSP PROJECTS

The future baseline scenario assumed improved intersection geometries associated with all High Priority Projects included in Wilsonville's TSP. The High Priority Projects applicable to the Frog Pond study area include the following:

- Addition of a second southbound right turn lane on the I-5 Southbound Off-Ramp at Elligsen Road (SI-07).
- Addition of dual eastbound and westbound through lanes at Boeckman Road/Parkway Avenue intersection (RW-01).
- Installation of traffic signal at Boeckman Road/Canyon Creek Road (UU-01). The City of Wilsonville is currently in the conceptual design phase for this intersection and a roundabout is also under consideration.
- Intersection modifications at Wilsonville Road/Town Center Loop West which including eliminating westbound and eastbound left turns, addition of an eastbound through "trap" lane, and reduction of the northbound and southbound approaches to a left turn lane and shared through-right turn lane (SI-09).
- Installation of a roundabout and combination of the existing intersections of Elligsen Road/65th Avenue and Stafford Road/65th Avenue (SI-03). This intersection is located within Clackamas County and is identified in their TSP but is also referenced in the Wilsonville TSP. For this analysis, the roundabout was evaluated as a partial dual-lane roundabout.

FUTURE BASELINE INTERSECTION OPERATIONS

Intersection traffic operations under the future 2040 Baseline scenario were analyzed for the PM peak hour to evaluate whether the transportation network is expected to remain within desired performance levels as required by the City of Wilsonville, Clackamas County, and ODOT.

Table 2 lists the estimated average delay (in seconds), level of service (LOS), and volume to capacity (v/c) ratio that each study intersection and future access is expected to experience.

As shown, all intersections are expected to meet operating standards and targets under Baseline conditions with exception of the Stafford Road/Kahle Road, Stafford Road/Frog Pond Lane, and Stafford Road/Brisband Street intersections, which were analyzed as key gateways to the Frog Pond East neighborhood.

TABLE 2: FUTURE BASELINE (2040) INTERSECTION OPERATIONS

INTERSECTION	OPERATING STANDARD	PM PEAK HOUR		
		V/C	DELAY	LOS
SIGNALIZED				
ELLIGSEN RD/I-5 SB RAMPS	v/c ≤ 0.90	0.73	18.1	B
ELLIGSEN RD/I-5 NB RAMPS	v/c ≤ 0.90	0.45	9.3	A
ELLIGSEN RD/PARKWAY AVE	LOS D	0.52	24.4	C
ELLIGSEN RD/PARKWAY CENTER DR	LOS D	0.55	16.9	B
BOECKMAN RD/PARKWAY AVE	LOS D	0.82	23.5	C
BOECKMAN RD/CANYON CREEK RD	LOS D	0.57	15.2	B
STAFFORD RD-WILSONVILLE RD /BOECKMAN RD-ADVANCE RD	LOS D	0.79	22.5	C
WILSONVILLE RD/I-5 SB RAMPS	v/c ≤ 0.90	0.40	14.0	B
WILSONVILLE RD/I-5 NB RAMPS	v/c ≤ 0.90	0.52	22.2	C
WILSONVILLE RD/TOWN CENTER LP WEST	LOS D	0.82	44.3	D
TWO-WAY STOP-CONTROLLED				
ADVANCE RD/60TH AVE	LOS D	0.11	11.4	A/B
STAFFORD RD/BRISBAND ST	LOS D	0.49	**72.6**	**A/F**
STAFFORD RD/FROG POND LN	LOS D	>1.20	**>120**	**B/F**
STAFFORD RD/KAHLE RD	LOS D	0.29	**70.3**	**B/F**
ROUNDABOUT				
STAFFORD RD/65TH AVE/ELLIGSEN RD	v/c ≤ 0.90	0.84	17.9	B

SIGNALIZED INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Total Volume-to-Capacity Ratio
LOS = Total Level of Service

TWO-WAY STOP-CONTROLLED INTERSECTION:
Delay = Critical Movement Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Critical Levels of Service (Major/Minor Road)

ROUNDABOUT INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Total Level of Service

ANTICIPATED BUILD CONDITIONS (2040)

Anticipated build (2040) traffic conditions were evaluated for the study area and include the land use assumptions, anticipated build traffic volumes and intersection operations, and identified transportation improvements.

LAND USE ASSUMPTIONS AND ADJUSTMENTS

As mentioned previously, the 2040 Wilsonville Travel Demand model currently contains housing and job land use assumptions for the Frog Pond East and South neighborhoods. Now that the East and South neighborhood layouts have been further refined, the assumed quantity of housing units and commercial space have been estimated. To best analyze the impact of the estimated full buildout of the East and South neighborhoods, DKS adjusted the Wilsonville Travel Demand Model assumptions for the transportation analysis zones (TAZs) that comprise the Frog Pond East and South neighborhoods to account for a higher number of housing units than what is currently assumed.

Table 3 lists the land use adjustments that were applied to the 2040 Travel Demand Model to emulate the anticipated land use generation for Frog Pond (Build scenario). As shown below, the number of household units for both neighborhoods was increased by 136% and 0 jobs were increased.

TABLE 3: TRAVEL DEMAND MODEL ADJUSTMENTS

	HOUSEHOLDS	JOBS
EAST NEIGHBORHOOD	Increase by 103%	No Change 0%
SOUTH NEIGHBORHOOD	Increase by 225%	No Change 0%
TOTAL	**Increase by 130%**	**No Change 0%**

ANTICIPATED BUILD TRAFFIC VOLUMES

The future 2040 Build traffic volumes were forecasted for the study area using the Wilsonville travel forecast model with the adjustments as previously discussed. Intersection operations were then evaluated to determine how sufficiently the City's future transportation system would support the long-term estimated build-out of the Frog Pond East and South neighborhoods, therefore determining what improvements might be needed. The PM peak hour traffic volumes, lane geometries, and intersection operating conditions are shown in Figure 5.

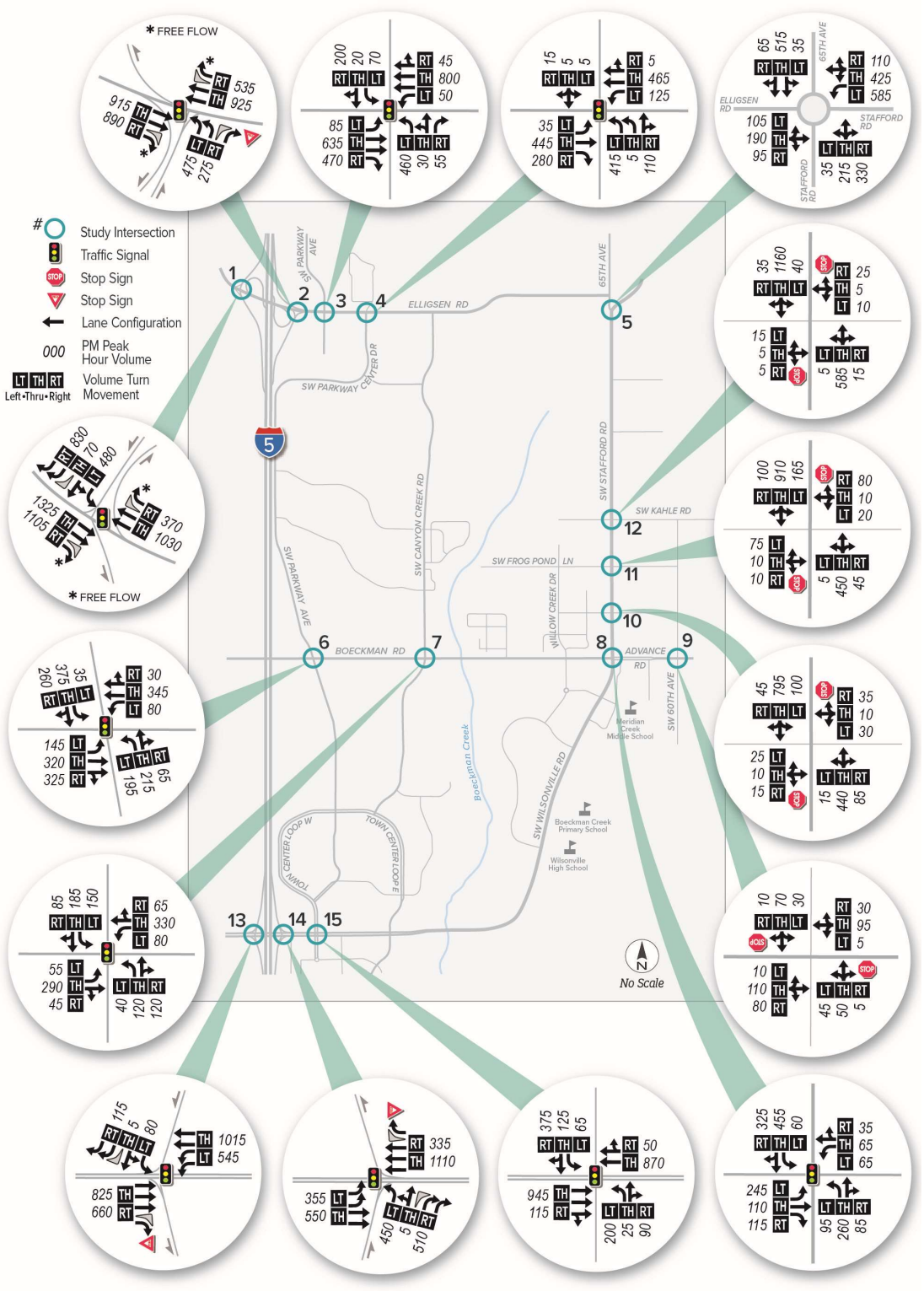

FIGURE 5: BUILD (2040) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

ANTICIPATED BUILD INTERSECTION OPERATIONS

Intersection traffic operations under the future 2040 Build scenario were analyzed for the PM peak hour with the same intersection geometries that were assumed in the Baseline scenario. Table 4 the estimated average delay (in seconds), level of service (LOS), and volume to capacity (v/c) ratio for each study intersection.

TABLE 4: ANTICIPATED BUILD (2040) INTERSECTION OPERATIONS

INTERSECTION	OPERATING STANDARD	PM PEAK HOUR		
		V/C	DELAY	LOS
SIGNALIZED				
ELLIGSEN RD/I-5 SB RAMPS	v/c ≤ 0.90	0.73	18.2	B
ELLIGSEN RD/I-5 NB RAMPS	v/c ≤ 0.90	0.45	9.2	A
ELLIGSEN RD/PARKWAY AVE	LOS D	0.53	24.5	C
ELLIGSEN RD/PARKWAY CENTER DR	LOS D	0.54	16.8	B
BOECKMAN RD/PARKWAY AVE	LOS D	0.81	23.3	C
BOECKMAN RD/CANYON CREEK RD	LOS D	0.60	15.9	B
BOECKMAN RD-ADVANCE RD/ STAFFORD RD-WILSONVILLE RD	LOS D	0.81	22.6	C
WILSONVILLE RD/I-5 SB RAMPS	v/c ≤ 0.90	0.40	14.0	B
WILSONVILLE RD/I-5 NB RAMPS	v/c ≤ 0.90	0.52	22.1	C
WILSONVILLE RD/TOWN CENTER LP WEST	LOS D	0.82	44.1	D
TWO-WAY STOP-CONTROLLED				
ADVANCE RD/60TH AVE	LOS D	0.20	13.2	A/B
STAFFORD RD/BRISBAND ST	LOS D	0.85	**>120**	**A/F**
STAFFORD RD/FROG POND LN	LOS D	>1.20	**>120**	**B/F**
STAFFORD RD/KAHLE RD	LOS D	0.65	**>120**	**B/F**
ROUNDABOUT				
STAFFORD RD/65TH AVE/ ELLIGSEN RD	v/c ≤ 0.90	0.85	21.0	C

SIGNALIZED INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Total Volume-to-Capacity Ratio
LOS = Total Level of Service

TWO-WAY STOP-CONTROLLED INTERSECTION:
Delay = Critical Movement Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Critical Levels of Service (Major/Minor Road)

ROUNDABOUT INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Total Level of Service

As shown, the unsignalized intersections/accesses along Stafford Road (Kahle Road, Frog Pond Lane, and Brisband Street) are expected to exceed the City's LOS D performance standard. The primary reason is the high through volumes that influence delay experienced by side street vehicles attempting to turn left.

RECOMMENDED TRANSPORTATION IMPROVEMENTS

The three intersections along Stafford Road are located approximately within 800–900 feet from one another. Therefore, the interaction of all improvements at these intersections must be carefully considered due to their proximity. The following projects have therefore been identified to improve the three gateway intersections along Stafford Road to meet the City's level of service D performance standard.

Due to the planned location of the commercial uses off Brisband Street, it is desirable to allow all vehicle turning movements at the Brisband Street intersection to provide full access and connectivity to those land uses. It is also desirable to have a full-access gateway intersection at the far north end of the housing development to function as a gateway between the rural higher speed traffic and urban slower speed traffic and provide safe access to the Frog Pond development. There is a strong desire to preserve the historic Grange building on the northeast corner of Stafford Road/Frog Pond Lane intersection. Turn restrictions could be implemented at the Stafford Road/Frog Pond Lane intersection (restrict minor street through and left turns) to allow access to safe movements (left in, right in and right out). A full access roundabout at Frog Pond Lane would likely require the removal or relocation of the historic Grange building due to the required footprint of the improvement.

If two intersections are improved with roundabouts with a limited access between the two full-access locations, it is likely that many of the residents and drivers familiar with the area would choose to turn left or go through at those improved intersections during the peak periods, particularly with good Collector/Local Street connectivity. Local street connections in both the East and West neighborhoods are planned that would allow sufficient connectivity for vehicles to access the proposed roundabouts Kahle Road or Brisband Street to cross Stafford Road or turn left onto Stafford Road. A discussion on the advantages and disadvantages of roundabouts are provided in a subsequent section.

The recommended improvements are highlighted below.

KAHLE ROAD/STAFFORD ROAD

At this intersection, install a single-lane roundabout with pedestrian island. In addition to meeting capacity needs, the proposed roundabout would improve safety and provide a distinct transition between the rural and urban land use and traffic speeds in the area. The roundabout should include pedestrian medians for enhanced pedestrian crossings.

FROG POND LANE/STAFFORD ROAD

At this intersection, install a raised center median and traffic separator that allows northbound and southbound right and left turns from Stafford Road and minor street

right turns but restricts minor street eastbound and westbound through and left turn movements to and from Frog Pond West and East. The restriction is needed to facilitate safe vehicle and pedestrian/bicycle movements at the intersection and to meet the City's LOS standard. This intersection should include enhanced pedestrian crossings with median breaks for safe and improved pedestrian connectivity.

BRISBAND STREET/STAFFORD ROAD

At this intersection, install a single-lane roundabout. This will require a slight shift of Stafford Road to the east to accommodate the necessary right-of-way. The roundabout should include pedestrian medians for enhanced pedestrian crossings.

60TH AVENUE/ADVANCE ROAD

At this intersection, install a single-lane roundabout. While not a necessary improvement for traffic operating conditions, the proposed roundabout would improve safety and provide a distinct transition between the rural land use with high-speed traffic and urban land use with slower vehicle speeds and the need for multimodal safety in the area.

IMPROVED OPERATING CONDITIONS

The table below shows the intersection operations for the four intersections with the identified transportation improvements in place. As shown, all four intersections will meet the City LOS standard while providing safe multimodal improvements for pedestrian and bicycles.

TABLE 5: ANTICIPATED BUILD (2040) INTERSECTION OPERATIONS - IMPROVEMENTS

INTERSECTION	IMPROVEMENT	OPERATING STANDARD	PM PEAK HOUR		
			V/C	DELAY	LOS
ADVANCE RD/ 60TH AVE	Roundabout	LOS D	0.19	4.3	A
STAFFORD RD/ BRISBAND ST	Roundabout	LOS D	0.78	12.7	B
STAFFORD RD/ FROG POND LN	Two-Way Stop-Controlled with Minor Street Turn Restrictions	LOS D	0.04	18.5	B/C
STAFFORD RD/ KAHLE RD	Roundabout	LOS D	0.99	29.6	D

TWO-WAY STOP-CONTROLLED INTERSECTION:
Delay = Critical Movement Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Critical Levels of Service (Major/Minor Road)

ROUNDABOUT INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Total Level of Service

Advantages of Installing a Roundabout

- Roundabouts can reduce delay for side street traffic because no approach is given more priority than another. Therefore, the Kahle Road and Brisband Street intersections would no longer be anticipated to operate at LOS F in the future scenarios.
- Roundabouts can help to slow traffic speeds on the roadway. Typical circulating speeds for a roundabout are 15 – 20 miles per hour (mph), which would help to calm traffic in the vicinity of the Frog Pond development area.
- Converting a stop-controlled intersection to a single-lane roundabout can reduce fatal and injury crashes by 82%.
- Roundabouts reduce the number of conflict points between vehicles and between vehicles and pedestrians/bicycles.
- Roundabouts at Stafford Road/Kahle Road and Advance Road/60th Avenue would provide clear gateways between the rural and urban environments. The Stafford Road/Kahle Road location is under the BPA power line easement and would have underutilized land available to accommodate the larger footprint that roundabouts require.

Disadvantages of Installing a Roundabout

- Because all approaches are treated the same and must yield to traffic within the roundabout, this would introduce delay for traffic on the major approaches (Stafford Road).
- Roundabouts are more difficult for large trucks and agricultural vehicles to navigate and may result in complaints from the freight community and farmers.
- Roundabouts can be difficult for school aged pedestrians and bicyclists to cross because there is no exclusive stop phase (as is provided with a traffic signal). The lack of straight paths and clear turns can also be difficult for the vision impaired.
- Roundabouts require a larger footprint, which would require additional right-of-way dedication or acquisition.

IDENTIFIED PROJECTS

The following lists of transportation projects have been identified through the evaluation of the proposed Frog Pond East and South neighborhoods.

ROADWAY PROJECTS

- Widen Stafford Road to a three-lane cross section (two travel lanes with a center turn lane). Include curb, gutter, sidewalks, landscape strips, and bicycle facilities on both sides. The final cross-section will be determined by the City Engineer. Additionally, plan setbacks to accommodate potential future road widening.
- Widen Advance Road to a three-lane cross section (two travel lanes with a center turn lane). Include curb, gutter, sidewalks, landscape strips, and bicycle facilities on both sides. The final cross-section will be determined by the City Engineer.
- Construct Local And Neighborhood Collector streets through the East and South neighborhoods consistent with the draft master plan to provide connections to the internal land uses.
- Consider potential traffic calming treatments along 60th Avenue south of Advance Road to control travel speeds, calm traffic, and improve pedestrian safety. Treatments could include center medians at mid-block locations and at intersections as well as speed feedback signs and school speed zones (20 mph) adjacent to the middle school.

INTERSECTION PROJECTS

- Install a single-lane roundabout at Stafford Road/Kahle Road.
- Install a median that restricts minor street left turn and through movements at Stafford Road/Frog Pond Lane.
- Install a single-lane roundabout at Stafford Road/Brisband Street.
- Install a single-lane roundabout at Advance Road/60th Avenue. Because of its proximity to a school, the crosswalk ramps at this location should be clear of vegetation to allow sufficient visibility of pedestrians.

PEDESTRIAN, BICYCLE, AND TRAIL PROJECTS

- Install a mid-block crossing on Advance Road between 60th Avenue and 63rd Avenue to facilitate safe crossings between the future park and East neighborhood. A Rectangular Rapid Flashing Beacon (RRFB) should be considered at this location once Safe Routes to School are identified.
- Install a marked school crosswalk at the intersection of Advance Road/63rd Avenue. A Rectangular Rapid Flashing Beacon (RRFB) should be considered at this location once Safe Routes to School are identified.

- Install a crosswalk with median at the Frog Pond Lane/Stafford Road. Additional safe and accessible bicycle and pedestrian crossings will be provided via the identified roundabouts at Kahle Road/Stafford Road and Brisband Street/Stafford Road as well.
- Extend the planned pedestrian and bicycle facility improvements on Boeckman Road to Advance Road east of Stafford Road. The desired cross section for Boeckman Road includes protected bike lanes on both sides of the road.
- Construct protected bike lanes along the both sides of Stafford Road.
- Construct pedestrian and bicycle trails through the East and South neighborhoods consistent with the master plan to provide connections to existing local and regional trails in Wilsonville

PLANNING COMMISSION

WEDNESDAY, FEBRUARY 8, 2023

WORK SESSION

2. Frog Pond East and South Implementation-Transportation System Plan (Pauly) (30 minutes)

PLANNING COMMISSION MEETING
STAFF REPORT

Meeting Date: February 8, 2023	**Subject: Frog Pond East and South Master Plan Transportation System Plan Amendments** **Staff Member:** Daniel Pauly, Planning Manager **Department:** Community Development
Action Required	**Advisory Board/Commission Recommendation**
☐ Motion ☐ Public Hearing Date: ☐ Ordinance 1st Reading Date: ☐ Ordinance 2nd Reading Date: ☐ Resolution ☒ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda	☐ Approval ☐ Denial ☐ None Forwarded ☒ Not Applicable **Comments:**
Staff Recommendation: Review and provide feedback on the amendments to the City's Transportation System Plan (TSP) to integrate the Frog Pond East and West Master Plan transportation projects.	
Recommended Language for Motion: N/A	
Project / Issue Relates To:	
☒Council Goals/Priorities: Expand home ownership	☒Adopted Master Plan(s): Frog Pond East and South Master Plan
☐Not Applicable	

ISSUE BEFORE COMMISSION

An implementation step for the Frog Pond East and South Master Plan is to integrate the transportation projects for the area into the citywide Transportation System Plan (TSP). This work session will give the Planning Commission an opportunity to review the adopted list of

projects for inclusion into the TSP and ask any clarifying questions prior to holding a public hearing on the proposed TSP amendments in March.

EXECUTIVE SUMMARY:
In late 2022, the City Council, on recommendation from the Planning Commission, adopted the Frog Pond East and South Master Plan. The Master Plan identifies the types and locations of the homes, commercial development, parks, open spaces, streets, trails, and infrastructure to be built over the next 10-20 years in an area on the east side of Wilsonville added to the Metro Urban Growth Boundary in 2018. The Master Plan focuses on providing for the community's future housing needs, including providing diverse housing opportunities.

The Master Plan provides clear policy direction and guidance for future development in Frog Pond East and South. Specific to transportation, the Master Plan identifies a transportation network enabling connectivity both throughout the neighborhood and to rest of Wilsonville and beyond. The transportation network focuses on all modes of travel while particularly focusing on active transportation.

There are a number of important implementation steps to make the Master Plan a reality. The Commission has been working on Development Code standards as one of these steps. The City is also working on an infrastructure funding plan. This work session, however, is focused on the step of integrating the transportation improvements from the Master Plan into the citywide Transportation System Plan (TSP). The integration will allow transportation projects to be eligible for funding using City Service Development Charges (SDCs) as well as ensure the Master Plan-identified projects are acknowledged as part of the broader transportation network.

The City's transportation consultant, DKS, is preparing TSP amendments for a Planning Commission Public Hearing in March. In this work session, DKS will review the list of projects from the Master Plan that are proposed for inclusion into the TSP and answer any questions. For the Commission's reference, Attachment 1 provides relevant excerpts from the Master Plan and Attachment 2 provides relevant excerpts from the Master Plan Technical Appendices.

EXPECTED RESULTS:
This meeting will direct the final draft of TSP amendments and prepare the Planning Commission for the public hearing.

TIMELINE:
During February, City staff will do a technical review of the TSP amendments, integrating feedback from the Commission to bring them to Planning Commission for a public hearing on March 8.

CURRENT YEAR BUDGET IMPACTS:
Consultant services preparing the TSP amendments is funded by the Planning Division's FY22-23 budget for professional services in the amount of $14,630.

COMMUNITY INVOLVEMENT PROCESS:
During this implementation phase the primary focus is on honoring past input. Public notice will be provided for the hearing enabling adding public input and awareness.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:
Realization of the policy objectives set out in the Frog Pond East and South Master Plan to create Wilsonville's next great neighborhoods.

ALTERNATIVES:
Limited alternatives exist as the proposed TSP amendments are a direct reflection of the adopted Frog Pond East and South Master Plan. Commission may suggest alternatives for how best to incorporate this prior work into the TSP document.

ATTACHMENTS:
1. Excerpts from Frog Pond East and South Master Plan related to transportation
2. Frog Pond East and South Master Plan Technical Appendix I: Transportation Analysis: Existing and Future Conditions (without data appendix)
3. Wilsonville Transportation System Plan as currently adopted (link only)

FROG POND EAST & SOUTH MASTER PLAN

A VISION AND IMPLEMENTATION PLAN FOR TWO NEW NEIGHBORHOODS IN EAST WILSONVILLE

WILSONVILLE OREGON

ADOPTED BY WILSONVILLE CITY COUNCIL
ORDINANCE NO. 870

DECEMBER 19 2022

ACKNOWLEDGEMENTS

PLANNING COMMISSION:

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Kamran Mesbah, Chair 2021
Jennifer Willard, Vice-Chair 2021-2022
Olive Gallagher
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Eric Loomis, Transit Operations Manager
Kelsey Lewis, Transit Grants and Program Manager
Delora Kerber, Public Works Director
Martin Montalvo, Public Works Operations Manager
Brad Painter, Roads and Stormwater Supervisor
Ian Eglitis, Utilities Supervisor
Andy Stone, IT Director

CONSULTANT TEAM

MIG | APG

Centro Cultural
DKS Associates
ECONorthwest
Leland Consulting Group
Murraysmith | Consor
Walker Macy

A VISION FOR FROG POND IN 2035

The Frog Pond Area in 2035 is an integral part of the Wilsonville community, with attractive and connected neighborhoods. The community's hallmarks are the variety of quality homes; open spaces for gathering; nearby services, shops and restaurants; excellent schools; and vibrant parks and trails. The Frog Pond Area is a convenient bike, walk, drive, or bus trip to all parts of Wilsonville.

FROG POND AREA PLAN VISION STATEMENT

ADOPTED BY THE WILSONVILLE CITY COUNCIL NOVEMBER 16, 2015

5 COMMUNITY DESIGN CONCEPTS

FROM DESIGN CONCEPTS TO A COMMUNITY

As described previously in this report, the Master Plan process began with community outreach, mapping of Frog Pond's context and existing conditions, and research regarding affordable housing and neighborhood commercial opportunities. With that information in hand, the process then explored the following design-related questions for the plan:

- What are the **current and future neighborhood destinations** that will serve as special places and neighborhood gathering places?
- What are the **opportunities to connect** those neighborhood destinations?
- What is the **transportation framework** of streets, trails, bikeways, walking routes and transit that will create a connected community?
- Where should a **neighborhood commercial center** be located?
- What are the opportunities for **subdistricts** – smaller areas of cohesive building form – within each of the neighborhoods?

After design sketches and precedent imagery were prepared, concepts were reviewed in work sessions with the Planning Commission and City Council, shared online, and discussed with the community in outreach meetings during the Spring of 2022. There was strong support for each of the key design concepts – neighborhood destinations, strong connections, a connected transportation framework, a neighborhood commercial center, and subdistricts – that became the basis for the Plan[1]. Common themes in the feedback from the community included:

- The neighborhood commercial center and future East Neighborhood Park have especially good potential for community gathering and neighborhood destinations.
- There was broad support for the neighborhood commercial center being located at the SW Brisband option, with a walkable Main Street design (pedestrian friendly streetscape, buildings close to the street and parking behind, sidewalk cafes, etc.).
- Participants had many ideas for desirable uses in the commercial center and its role in the community: e.g. ethnic food, family-owned small businesses, a setting that will draw families.
- Streets, trails, bikeways and walking routes should emphasize safety, especially for the routes to and from Meridian Creek Middle School.
- People saw the value of a plan for the BPA Corridor (e.g. including trails, potential use for parking), but were cautious about safety and noise.

1 See Technical Appendix A: Community Engagement Summary

COMMUNITY DESIGN CONCEPTS

The diagrams and images on the following pages illustrate the Master Plan's design concepts that emerged from this process. The community's feedback was used to create the Master Plan recommendations described later in this report.

NEIGHBORHOOD DESTINATIONS

Figure 10 illustrates existing and future locations in all three Frog Pond Neighborhoods, which have the potential to be community gathering destinations or key visual amenities, or both. They include:

- The Frog Pond Grange
- Newland Creek and Meridian Creek natural areas
- Significant tree groves
- A future neighborhood park in the East Neighborhood
- Meridian Creek Middle School and the future community park
- Primary School and Neighborhood Park in Frog Pond West
- Boeckman Creek Primary School and Wilsonville High School (just off the map to the southwest)
- Boeckman Creek Natural Area and Corridor Trail
- Future Main Street Commercial Area

The future Frog Pond East Neighborhood Park will be a neighborhood destination.

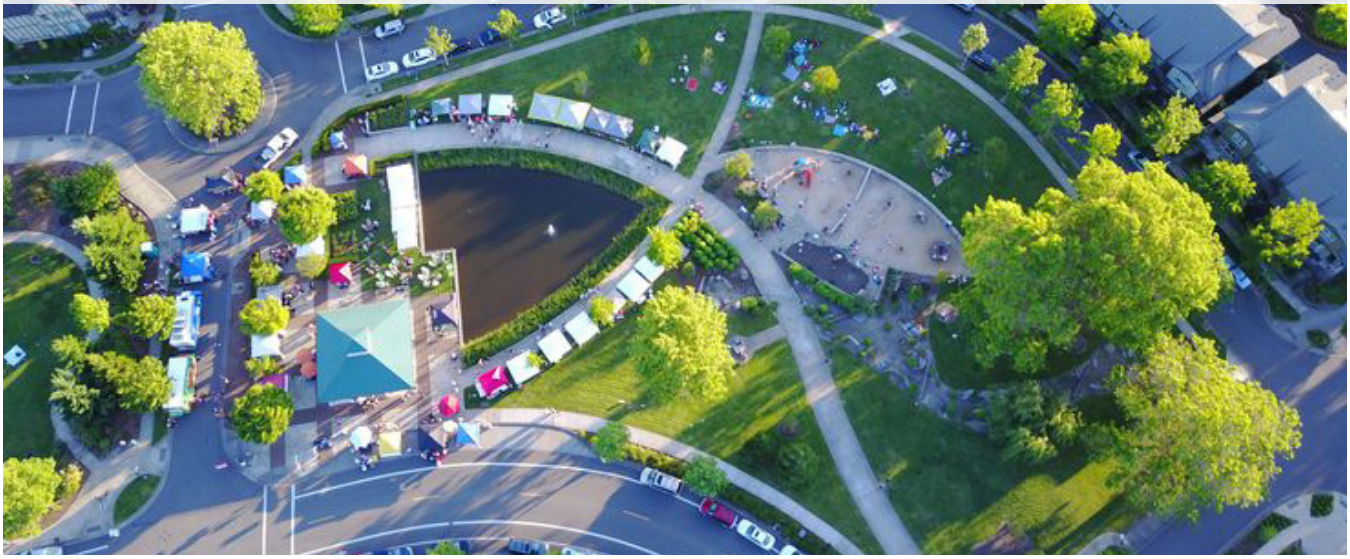
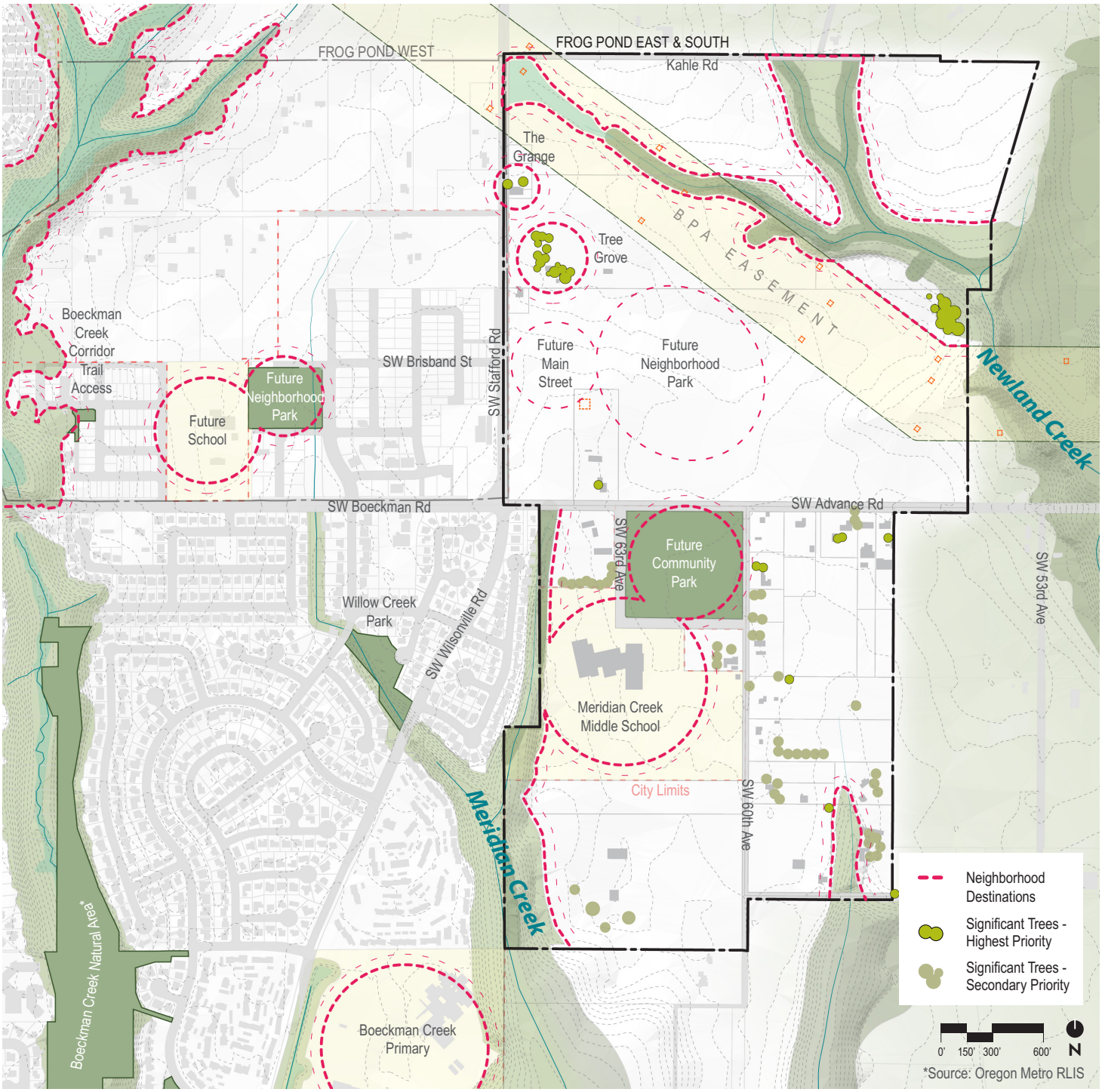


Figure 10. Neighborhood Destinations



Notes: Additional "Green Focal Points" not shown on this figure - see Figure 18 for more detail.
The Future Neighborhood Park circle indicates a general area for a 3-acre park.

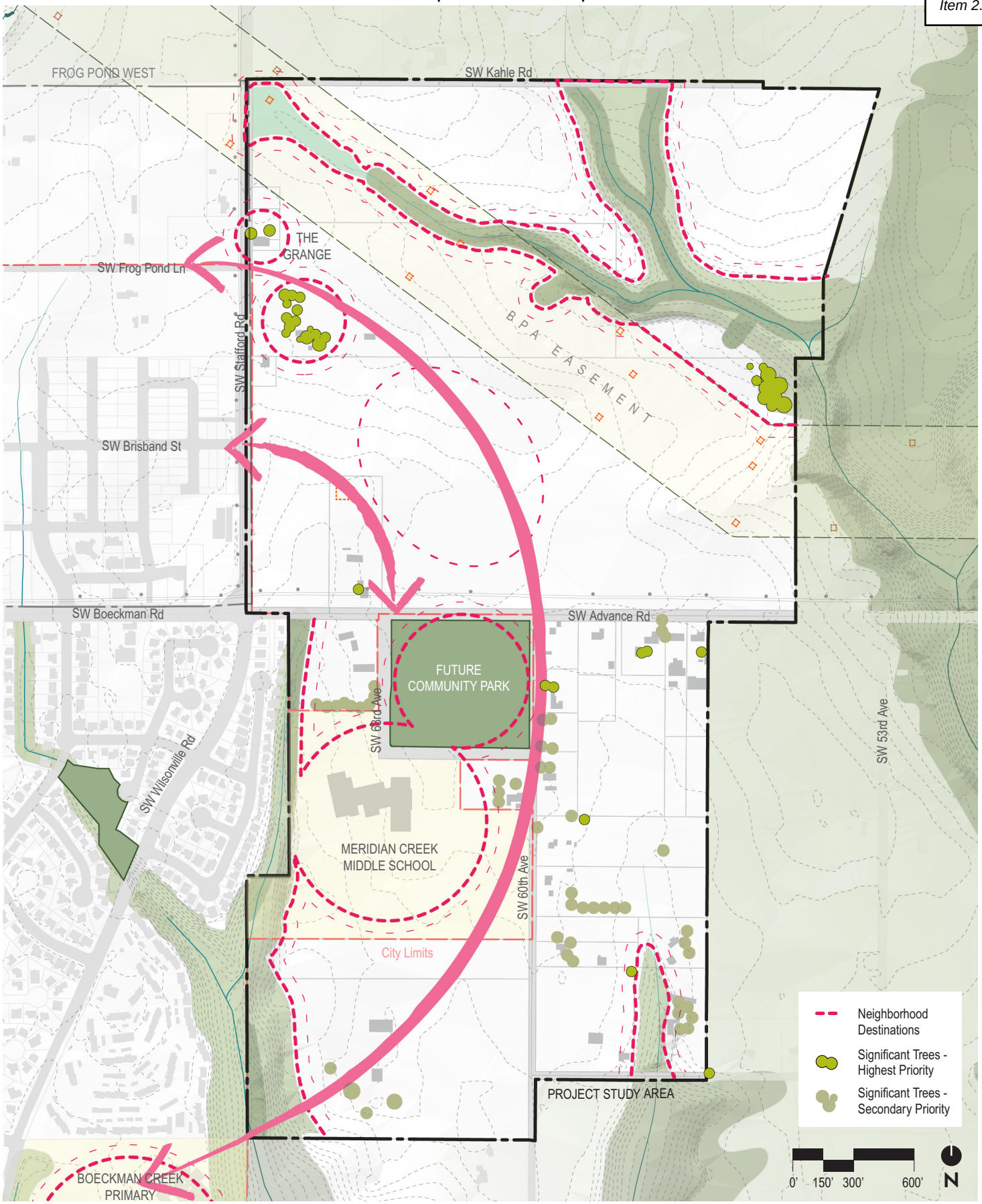
CONNECTIONS BETWEEN DESTINATIONS

This conceptual diagram (Figure 11) illustrates the area's potential for connections between neighborhood destinations. The Master Plan is an opportunity to organize and coordinate land use, transportation, and open space to support these connections.

This Plan aims to enable direct and convenient trips between these destinations by all modes of travel, focusing on walking and rolling. This conceptual diagram is guiding to the Master Plan regarding street alignments, pedestrian routes, trials, and street crossings. As such it is fundamental to the vision to creat a walkable and connected community.

The streets and trails of Frog Pond East and South will connect many neighborhood destinations.

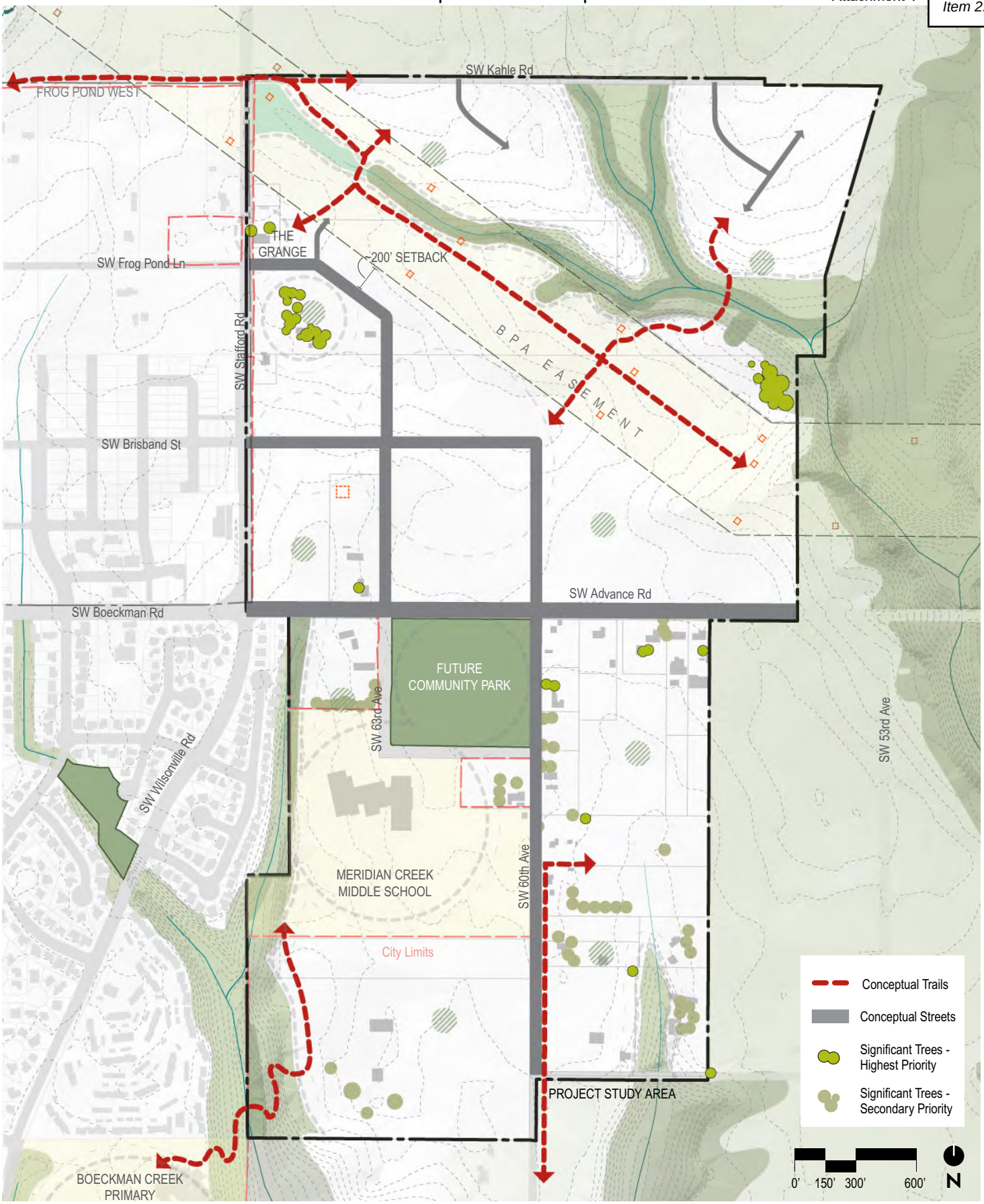
Figure 11. Connections Between Neighborhood Destinations



STREETS AND TRAILS TO CONNECT THE COMMUNITY

Figure 12 illustrates an initial concept for how the area's streets and trails are planned to create a connected Frog Pond Community. It was one of several options that were explored and ultimately led to the street and trail recommendations of the Master Plan. The streets and trails shown are the minimum "framework" of connections, with developers building additional local-level streets and trails that will connect key destinations and build out the neighborhood transportation network. See Figure 15, Land Use and Urban Form Plan" for the Master Plan's recommended framework streets and trail network.

Figure 12. Street and Trail Connections



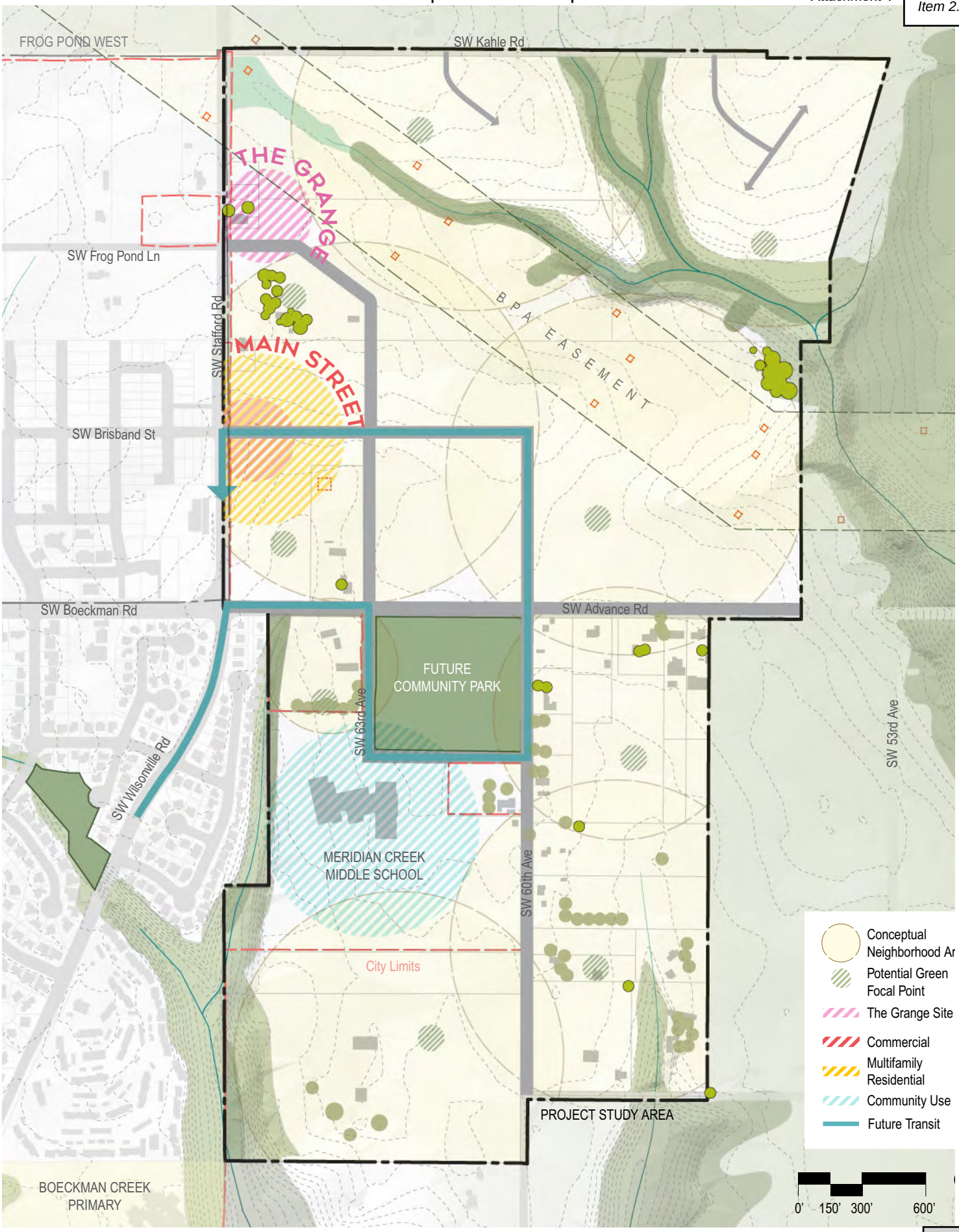
NEIGHBORHOOD CENTERS

Figure 13 illustrates the idea of neighborhood centers within the planning area. There are three types of centers shown, each with their unique scale and role in creating the vibrant, connected community envisioned for Frog Pond East and South:

- **Main Street** – A potential 3-acre Main Street commercial center with shops, restaurants, local services and community gathering spaces. Residential uses would be allowed within mixed–use buildings.
- **Frog Pond Grange** – A historic gathering place that is envisioned as a location for future civic or community use.
- **Green Focal Points** – The green focal points are small open spaces between neighborhood destinations. They might be a signature tree, a viewpoint, a storm water facility, or a small open space that is part of a development. These points are represented by green dots in the center of neighborhood bubbles, and are further defined in later diagrams.

Neighborhood Food Hall in Northwest Crossing, Bend

Figure 13. Diagram of Conceptual Neighborhood Centers



TRANSPORTATION CHOICES AND CONNECTIONS

- Framework streets – the existing and future streets that will form the backbone of a connected community
- A street demonstration plan – the illustrated vision for a fully connected and walkable block pattern. The framework streets are generally existing or extensions of existing streets and will be in the location shown. Other streets demonstrate the intent of block layout and connectivity, but refinements in the layout may occur during the development review process
- Tailored street cross sections for Stafford, Brisband Main Street, Advance Road, and the extension of 60th Avenue
- A plan for the SMART Transit service to circulate through the neighborhoods and connect key destinations
- Trails and pedestrian paths that connect the Frog Pond East and South neighborhood destinations and other Wilsonville trails and destinations
- A bicycle network comprised of protected and/or dedicated bike lanes on larger streets and "sharrows" on selected local streets
- Accessibility for all community members and users of the transportation connections

SUBDISTRICTS

- The Master Plan includes subdistricts that were selected based on their context and potential for placemaking
- The plan illustrates 6 subdistricts in the East Neighborhood and 4 subdistricts in the South Neighborhood
- The subdistricts are intended as "neighborhoods within the neighborhoods", each with a planned number and variety of housing and a cohesive look and feel
- Each subdistrict includes a green focal point that is central in the subdistrict and/or aligned with a key feature such as a tree grove to serve as an important placemaking tool, creating a strong public realm and opportunity for community gathering.

7

PUBLIC REALM

PUBLIC REALM

The public realm is the combination of all public spaces, including streets, alleys, parks, plazas, and other publicly accessible areas, that define the experience of living in or visiting a city or neighborhood. A well-designed and cohesive public realm will be an essential part of the success and livability of this new area of Wilsonville. The Master Plan provides guidance about how the public realm can be designed to work together with existing site qualities and future development to create healthy, connected, sustainable, and beautiful neighborhoods for diverse families to thrive.

PRINCIPLES

The design of the public realm in Frog Pond East and South will achieve several key principles.

PRESERVED AND RESTORED NATURAL RESOURCES. Existing natural resources, including trees, wetlands and creek corridors, will be preserved and restored within and around new development. Streets, parks, and public spaces provide opportunities to protect existing trees. Additionally, incorporating stormwater planters and green infrastructure supports watershed health by cleaning and slowing runoff.

INTEGRATED PARKS AND GREEN SPACES. Parks and green spaces are a vital part of creating healthy, active, and livable neighborhoods. Parks and smaller open spaces within neighborhoods will be centrally located and visible and accessible to all. In addition to a 10-acre community park and a 3-acre neighborhood park, each walkable subdistrict includes its own "green focal point", which could be a pocket park, playground, community garden, plaza, or other gathering place.

COMMUNITY DESIGN THAT CELEBRATES AND ENHANCES NEIGHBORHOOD CHARACTER. Streets and trails will be laid out to emphasize views of natural features like forested creek corridors, parks, and destinations. Unique and historical elements like the Frog Pond Grange will be integrated thoughtfully into overall neighborhood design. For example, the Grange site will provide co-located gathering space, green space, and direct access to the trails and open space of the BPA corridor. Detailed elements of the public realm like lighting, street trees, and signage will be cohesive with the existing fabric of Wilsonville, particularly the adjacent Frog Pond West area.

PUBLIC REALM

PLACES FOR GATHERING AND CIVIC LIFE FOR A DIVERSE COMMUNITY. The public realm will support a broad range of social activities, including opportunities to gather formally and informally. Meeting places like neighborhood commercial areas, parks, schools, and even sidewalks will be designed to provide space for varied social and cultural activities.

CONVENIENT, SAFE, AND LOW-STRESS TRANSPORTATION OPTIONS. A connected network of streets and trails prioritizes the safety and comfort of the most vulnerable road users. Streets will be designed to encourage and prioritize walking, biking, rolling, transit, and other low-carbon modes of travel. Street and block layout make it easy for residents to access schools, parks, and neighborhood services without a car.

STREET AND BLOCK LAYOUT

The Street and Block Demonstration Plan (Figure 19) illustrates a potential layout of streets, blocks, and multi-use paths that would achieve the intent of providing connected, convenient, safe, and low-stress transportation options for Frog Pond East and South. The plan illustrates "Framework Streets", which are the existing and future streets that are the required base network for the East and South neighborhoods. The remaining street locations are shown for demonstration purposes. Actual street layout beyond the framework streets will be determined at the time of development review, based on standards contained in the Development Code and Public Works Standards.

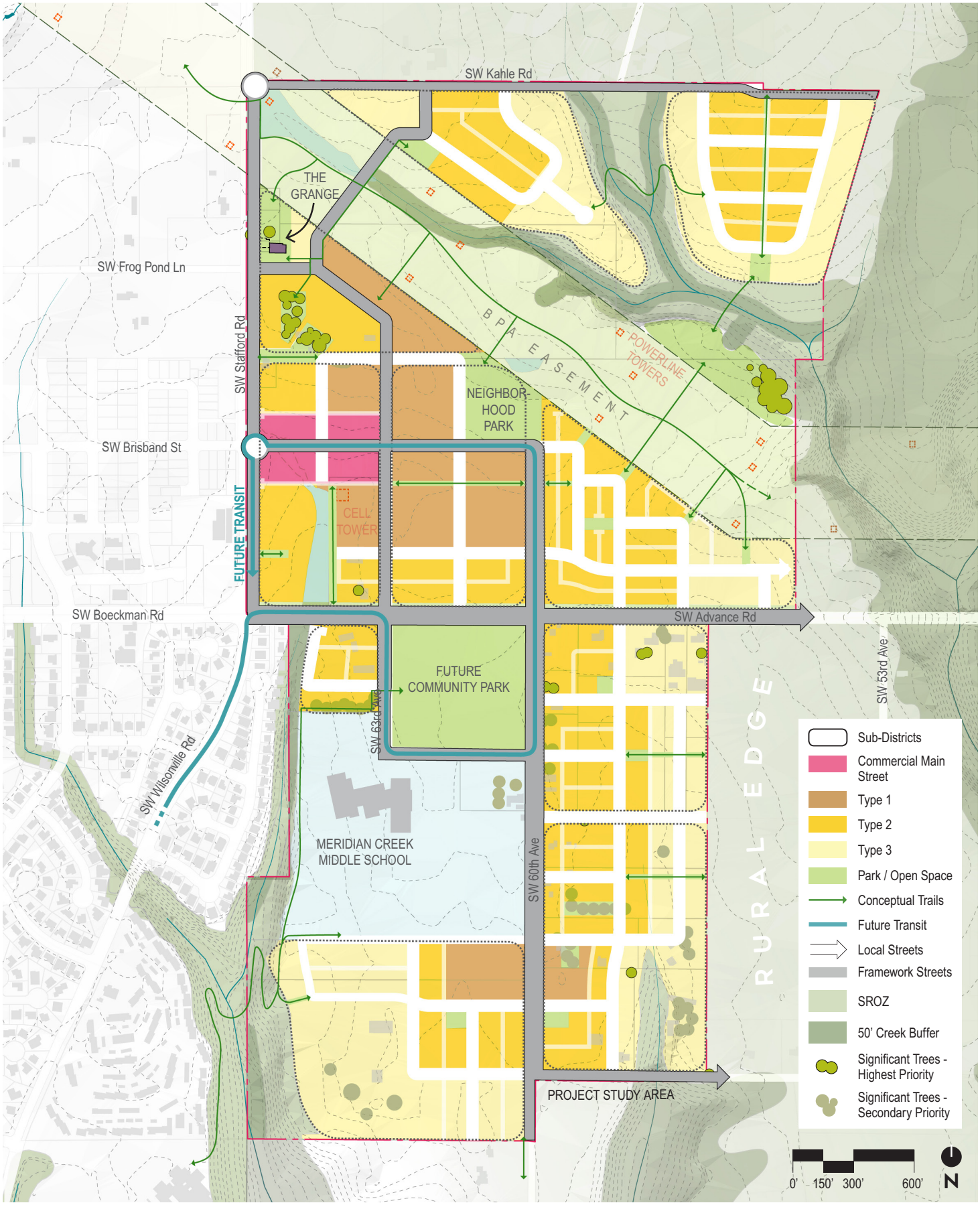
A clear hierarchy of street connections is established with SW Stafford as a major arterial, SW Advance Road and SW 60th Avenue as collector streets, SW Brisband Street as a Main Street, and all other streets as local streets. Roundabouts are planned at three key intersections: SW Kahle/Stafford, SW Brisband/Stafford, and SW Advance/60th. SW Brisband Street extends directly to the east from SW Stafford Road to intersect with SW 60th Avenue, creating a simple block layout along the planned "Main Street" corridor. SW Frog Pond Lane extends into the study area as a local street and provides connections into the local street network of the East Neighborhood, including a street that crosses the BPA easement toward SW Kahle Road to the north.

Street and block layout will be designed to maximize walkability with short blocks and alley-loaded development that reduces vehicular crossings of sidewalks. Street and block design will also protect natural resources, trees, and public view corridors. For example, a cluster of significant trees just south of the Grange can be preserved within a block of development that is clustered around its edges. The demonstration plan shows public streets intentionally connecting to public trailheads along the length of the BPA easement.

A future transit route is planned to enter the study area from SW Wilsonville Road onto SW Advance Road, head south between the future community park and the middle school, turn north on SW 60th Avenue, and exit the study area from SW Brisband Street (the Main Street) back onto SW Stafford Road. Transit service will be important to residents of this area, helping them meet their daily needs and obligations without relying on a car.

In some areas where vehicular access constraints create long blocks, such as along SW Stafford Road, green pedestrian connections are required at regular intervals to allow people to move into and through the neighborhood more easily.

Figure 19. Street and Block Demonstration Plan



ACTIVE TRANSPORTATION

The Master Plan is intended to provide a complete and connected network of routes that prioritize non-car users, including cyclists, pedestrians, and those with wheelchairs or other mobility devices. Within public rights-of-way, facilities will include bike lanes, shared street markings, and wide sidewalks. A series of off-street multi-use path connections are planned to extend from the public street network into open spaces and natural areas. This combination of on-street and off-street facilities will provide multiple options for non-car users to access destinations like schools, parks, and the neighborhood commercial area. Figure 20 shows the Active Transportation Plan.

Results from surveys and in-person outreach show a strong preference for separate off-street or physically buffered bicycle infrastructure. While this aims to maximize opportunities for separate off-street or physically buffered bicycle infrastructure shared streets and on-street facilities are still present where separated facilities are not feasible or to provide additional travel options beyond separated bicycle infrastructure.

Off-street multi use paths connect bicycles and pedestrians to destinations without relying on street connections

Sharrow marking on local street indicates a priority for cyclists and slows car traffic

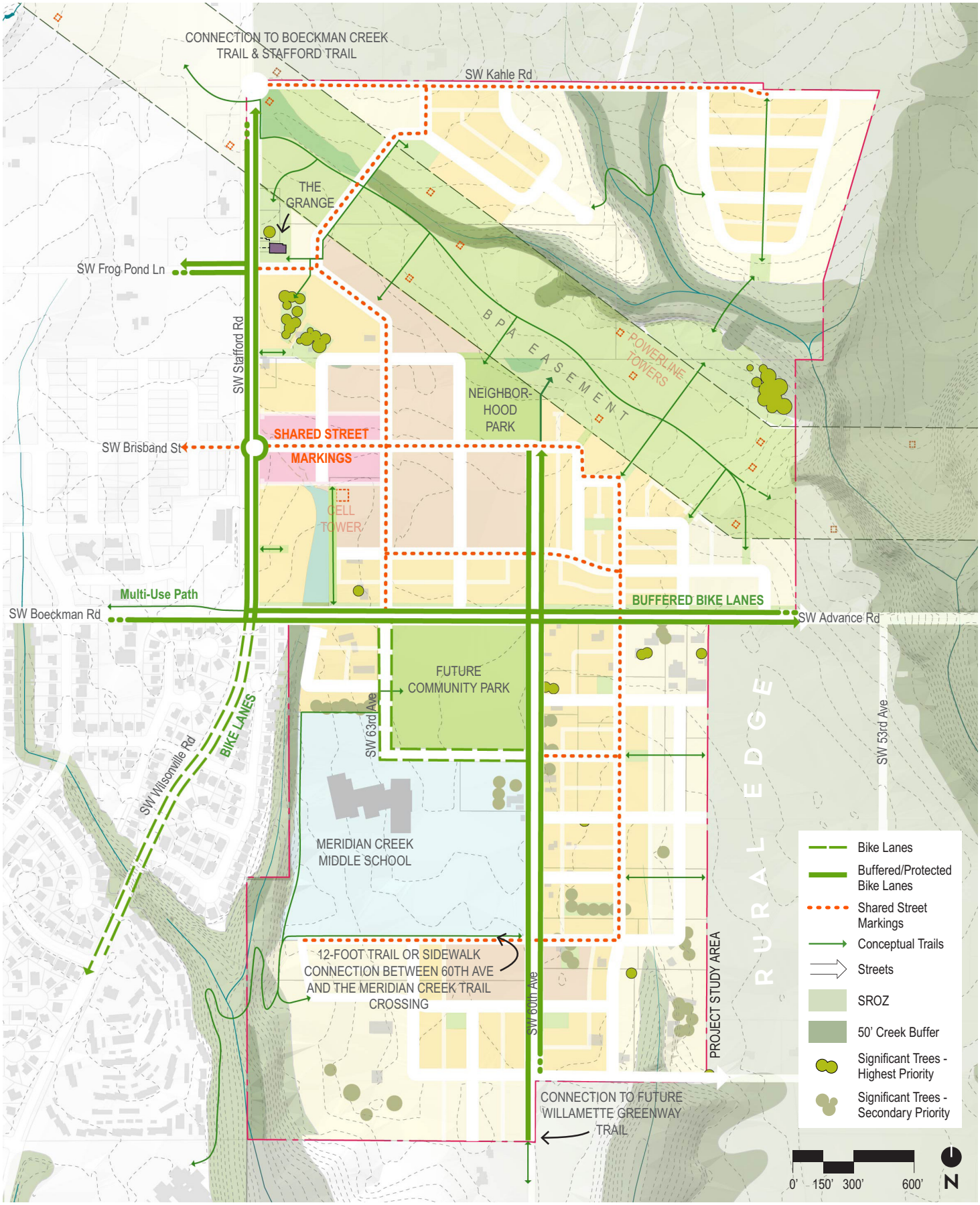
The Active Transportation Plan map indicates an intended hierarchy of on-street facilities for cyclists that connects to an off-street system of paths. Primary connections are shown along SW Advance Road and SW 60th Avenue, transitioning to shared street markings along the SW Brisband Main Street and key local streets in the study area that connect to destinations.

All local streets, with or without shared street markings, will be designed to focus on pedestrians and cyclists, with low speeds, street trees and planters, and alley-loaded development to minimize pedestrian-vehicle conflicts.

Crossings of SW Stafford Road and SW Advance Road will be carefully designed to prioritize safe routes to schools, parks, and other destinations within the larger Frog Pond area. Providing marked and signaled crossings as frequently as possible will mitigate out-of-direction travel for pedestrians and avoid pedestrians crossing at unmarked locations where they are more vulnerable to injury by vehicles.

Buffered or protected bike lanes provide safe and comfortable on-street cycling facilities

Figure 20. Active Transportation Plan



STREET DESIGN

All streets and off-street active transportation connections will be designed with the goal of creating convenient, safe, and low-stress transportation options, particularly for the most vulnerable road users. Design of streets should focus on safety, comfort, and ease for non-car users of roads, with a focus on providing multiple low-stress routes and street designs that are tailored to the multimodal circulation network within the study area.

Stafford Road is an arterial street serving multiple roles: through-traffic, local circulation, transit and neighborhood walking and rolling. The round-abouts at SW Kahle Road and SW Brisband Street are intended to help slow vehicular traffic along Stafford Road. The proposed cross-section includes a center median, 11-foot travel lanes, buffered bike lanes, and landscaped swales with street trees on both sides of the sidewalks. The overall goal is to provide for all users, with emphasis on safe and attractive walking, biking and rolling.

Gateway collector streets (SW Advance Road and SW 60th Avenue north of SW Advance Road) are key entry points to the neighborhoods and important connections for cyclists and pedestrians. These streets will include buffered or protected bike lanes and wide sidewalks and will be up to three lanes wide, with a planted median where a center turn lane is not needed. On-street parking may also be included in some locations

Collector street design will be implemented for SW 60th Avenue south of SW Advance Road. This cross-section will include bike lanes, wide, ADA-accessible sidewalks, and traffic calming treatments.

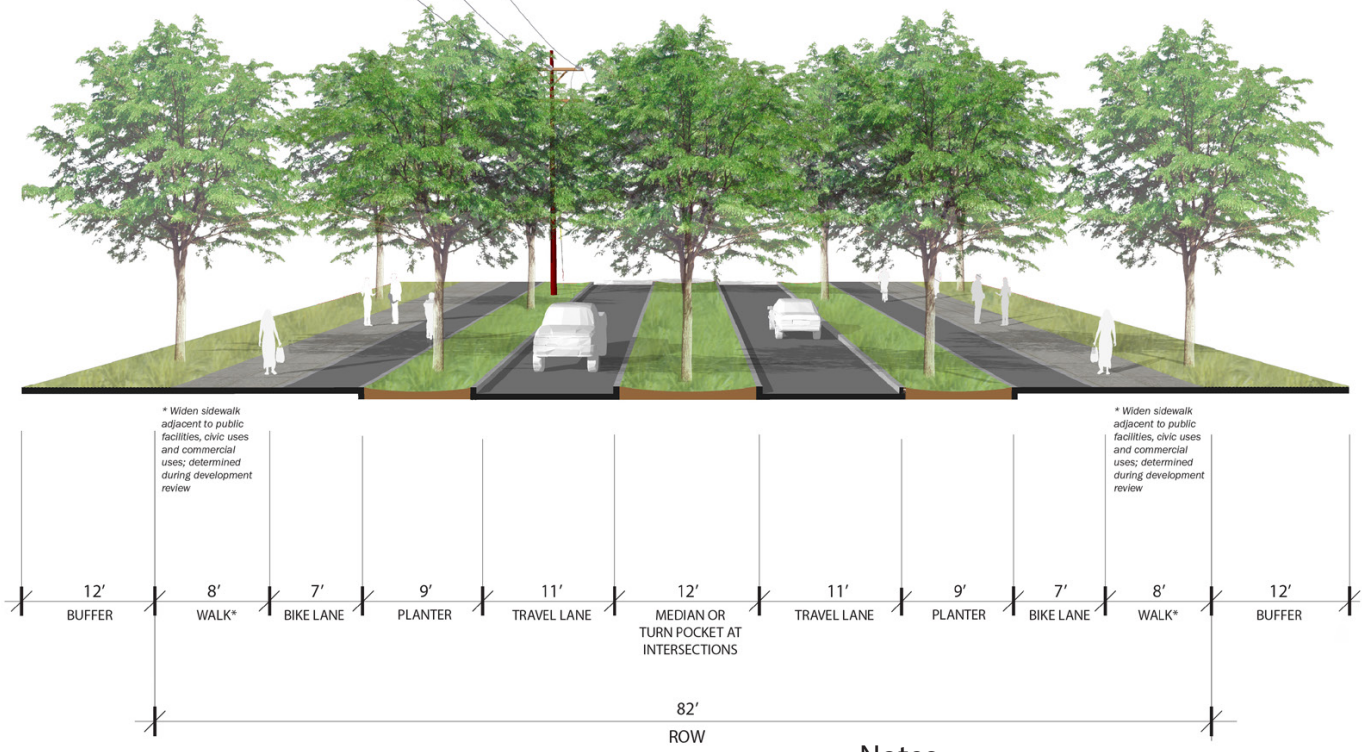
Local streets will be designed to focus on pedestrians and cyclists, with low speeds, street trees and planters, and alley-loaded development where possible to minimize pedestrian-vehicle conflicts and provide an appealing streetscape without garages. Key local streets that connect to destinations will include shared street markings to emphasize a priority for cyclists on the road. Local street design will continue the established pattern in Frog Pond West.

In addition to streets, mid-block public pedestrian connections will enhance neighborhood accessibility and permeability. Typical off-street pedestrian connections between blocks of development will be at least 10 feet wide and will include 8-foot planted areas on either side for a total width of 26 feet.

The following pages describe design intent for several important streets that will pass through the study area: SW Stafford Road, SW Advance Road, SW 60th Avenue (north and south of SW Advance), and SW Brisband Street, which will serve as a neighborhood Main Street in the East Neighborhood.

Figure 21. Cross Section of SW Stafford Road

**A curb-protected bike lane adjacent to the travel lane is an option to be determined by City Engineer at the time of design.*



SW STAFFORD ROAD

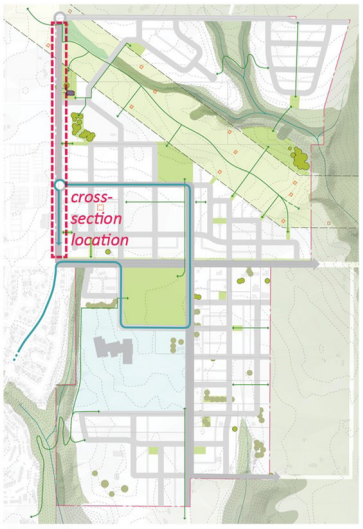
This cross-section shows a concept for SW Stafford Road, a major arterial street. It includes 8' sidewalks and bike lanes separated from vehicle travel lanes by a generous planter strip that supports tree health.

The Stafford Road and Advance Road cross sections are interchangeable for either road to be decided by the City Engineer based on available right-of-way and other considerations.

Notes:

1. The median curb shall be set back from the travel lane striping to provide a travel lane minimum clear width of 12 feet curb face to curb face. Travel lanes will be striped at 11 feet in width as shown on the street cross sections.

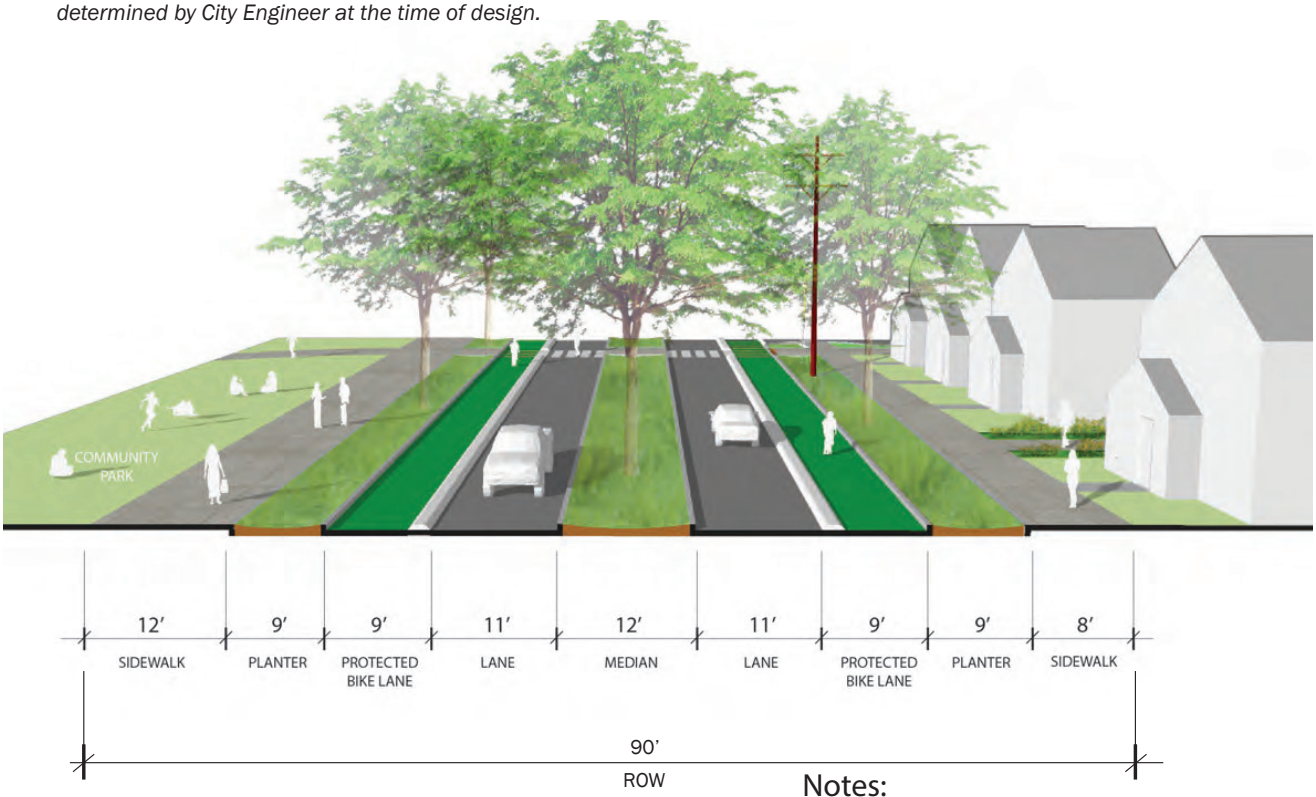
2. A clear space of no less than 19 feet shall be provided for at least 50% of the length of the roadway to provide space for motor vehicles to pull to the side and allow emergency vehicles to pass. This will likely result in center landscape medians being limited to 50% the length of a roadway.



KEY MAP

Figure 22. Cross Section of SW Advance Road

**A protected bike lane adjacent to the sidewalk is an option to be determined by City Engineer at the time of design.*



SW ADVANCE ROAD

This cross-section shows a concept for SW Advance Road, a collector street, where it passes the future community park. It includes generous sidewalks, protected bike lanes, wide planter strips that support tree health, and a planted median to create a comfortable and inviting environment for pedestrians. On-street parking, while not shown in the image above, may also be added on either side of the street but will need to be designed carefully to avoid conflicts with cyclists. Planted areas in the right-of-way also offer opportunities for capturing and infiltrating stormwater.

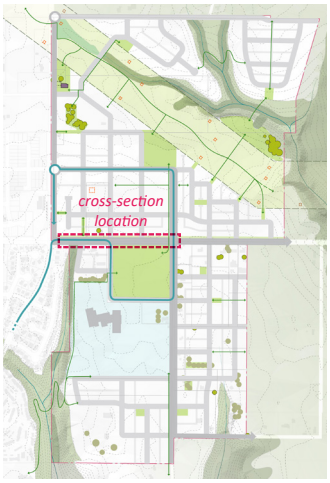
Future development on the north side of the street, across from the future community park, is planned so that front doors face the park. This, combined with homes fronting the park on its east and west sides, will create a sense of community, enclosure, and integration of the park within the neighborhood.

This concept for SW Advance Road will create a continuous streetscape with SW Boeckman Road where it continues west of SW Stafford Road. Existing high-voltage power poles on the north side of the street can be incorporated within a wide planter strip, while all others will be underground.

Notes:

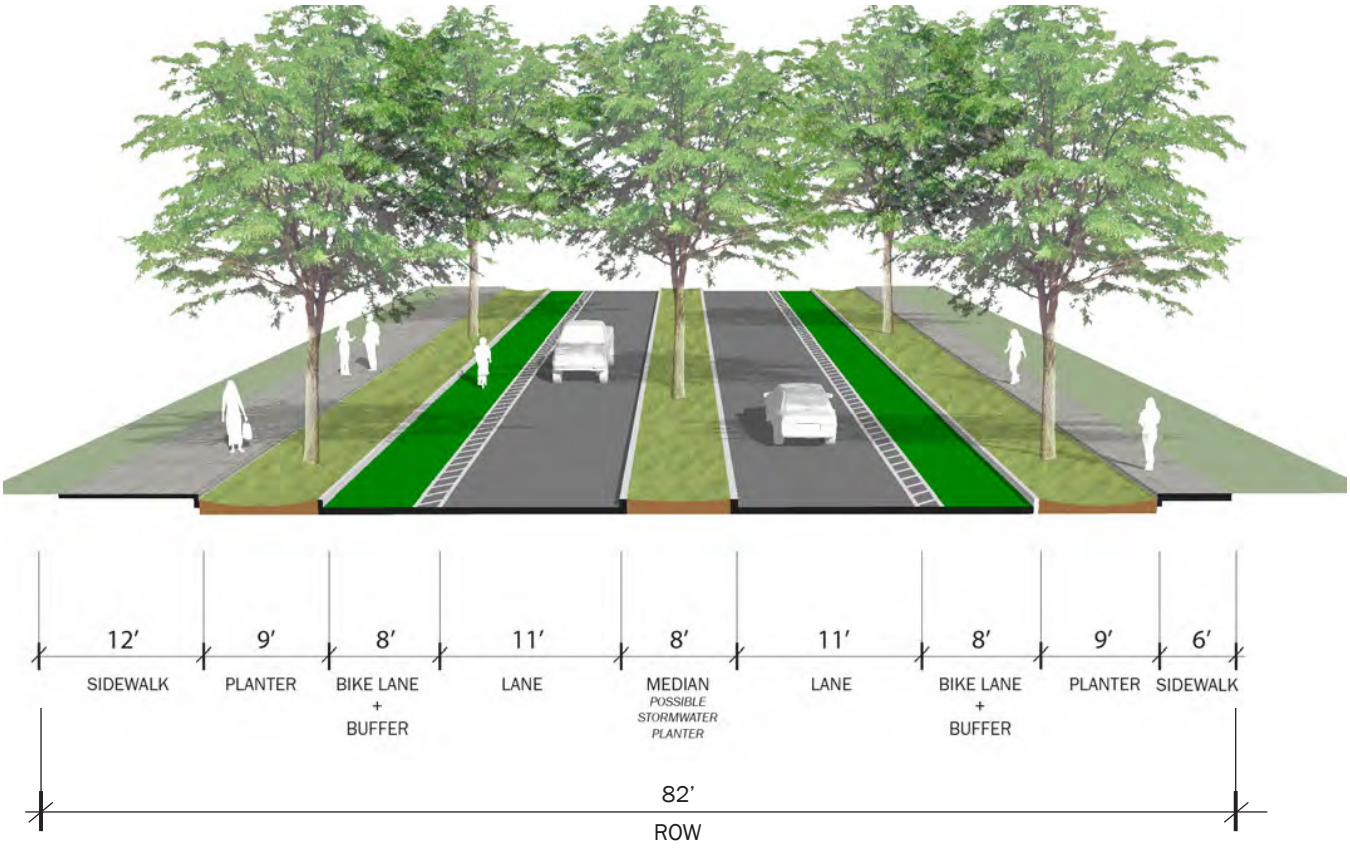
1. The median curb shall be set back from the travel lane striping to provide a travel lane minimum clear width of 12 feet curb face to curb face. Travel lanes will be striped at 11 feet in width as shown on the street cross sections.

2. A clear space of no less than 19 feet shall be provided for at least 50% of the length of the roadway to provide space for motor vehicles to pull to the side and allow emergency vehicles to pass. This will likely result in center landscape medians being limited to 50% the length of a roadway.



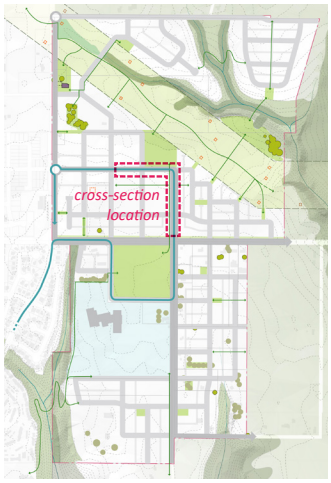
KEY MAP

Figure 23. Cross Section of SW 60th Avenue North of SW Advance Road



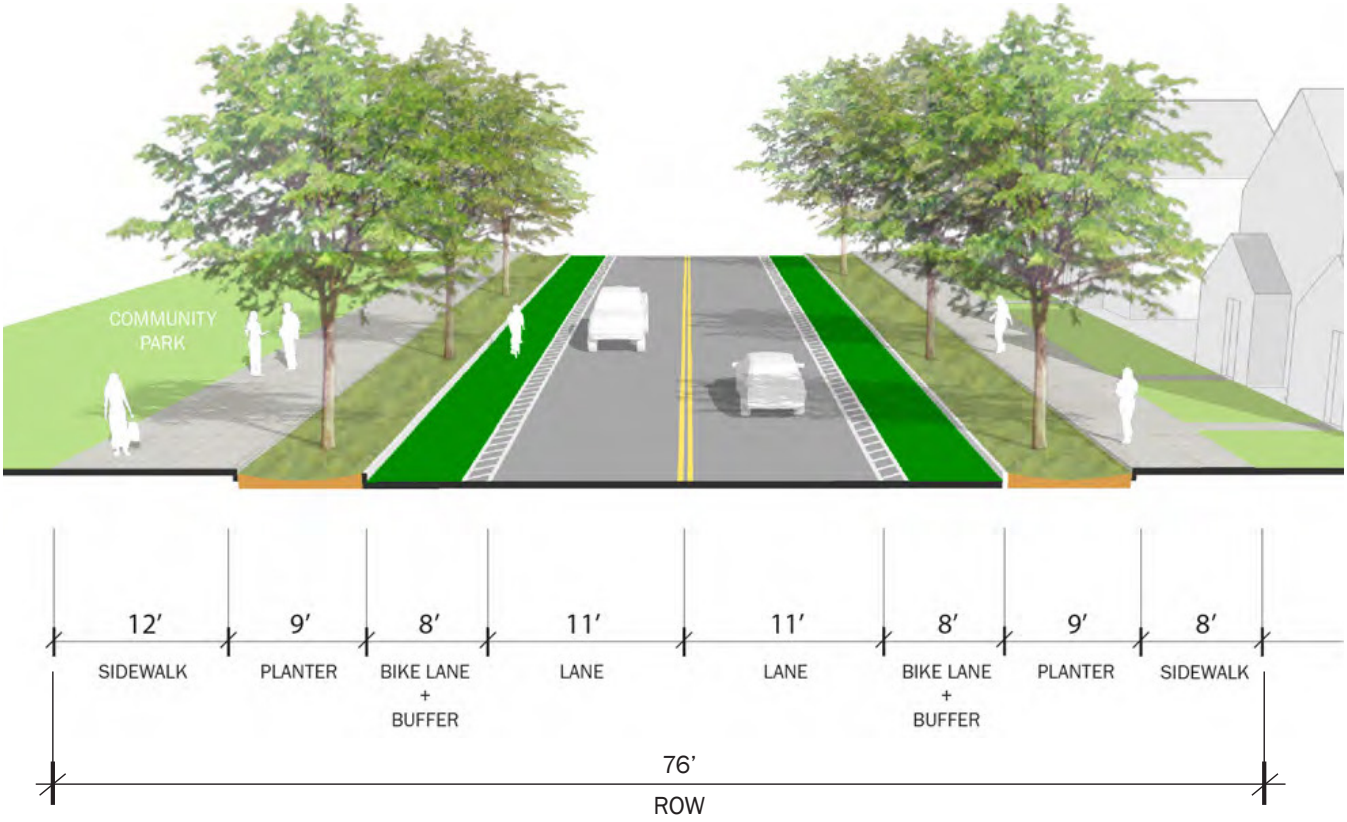
SW 60TH AVENUE

This cross-section shows a concept for SW 60th Avenue north of SW Advance Road. This street will function as a key entry point to the East Neighborhood and will connect to the SW Brisband Main Street. A planted median allows for turn lanes at intersections may also include stormwater. A 12-foot sidewalk on the west side of the street provides a comfortable pedestrian connection between the Community Park to the south and Neighborhood Park to the north.



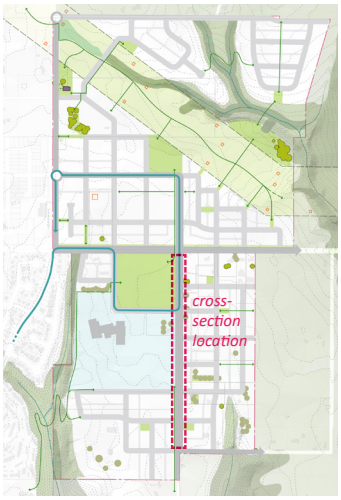
KEY MAP

Figure 24. Cross Section of SW 60th Avenue Collector



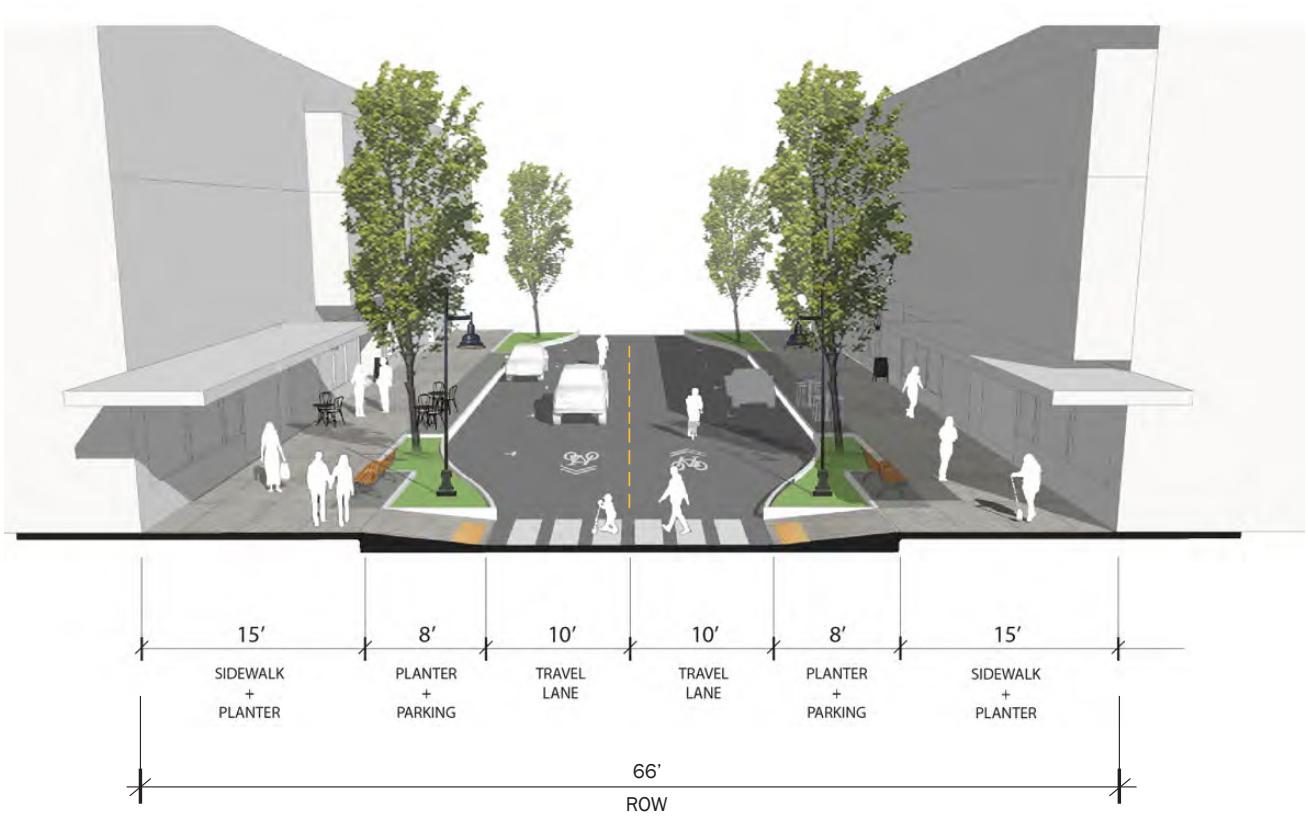
SW 60TH AVENUE COLLECTOR

This cross-section shows a concept for SW 60th Avenue, a collector street, south of SW Advance Road. A 12-foot sidewalk is shown on the west side to complement the Community Park and school frontages, and extend south to the Type 1 building forms south of the school property. The wider sidewalk will ensure a pleasant and spacious walking environment for pedestrians and lessen the visual presence of any larger buildings. Traffic calming is recommended for SW 60th Avenue, and may include: center medians at mid-block locations and at intersections, speed feedback signs, and school speed zones (20 mph) adjacent to the middle school.



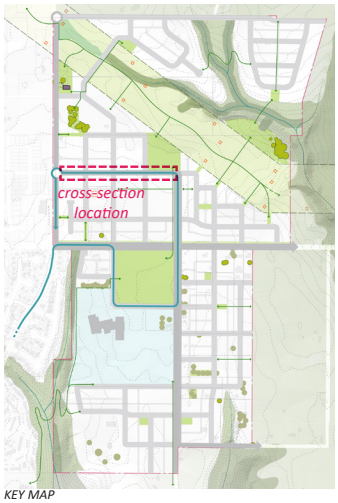
KEY MAP

Figure 25. Cross Section SW Brisband Main Street



SW BRISBAND MAIN STREET

This cross-section shows a concept for SW Brisband Street, which will function as a neighborhood commercial "Main Street" within the Frog Pond East Neighborhood. The cross-section is based on the Wilsonville Town Center Plan and Transportation System Plan cross-section for a Main Street, with two travel lanes shared by cyclists and cars. On-street parking is provided interspersed with stormwater planters in curb extensions, and generous sidewalks allow for a furnishing zone with public and private seating. Buildings, whether commercial or vertical mixed-use, are intended to line the sidewalk and create a pleasant environment to stroll, visit local businesses, and socialize.



KEY MAP

8 IMPLEMENTATION

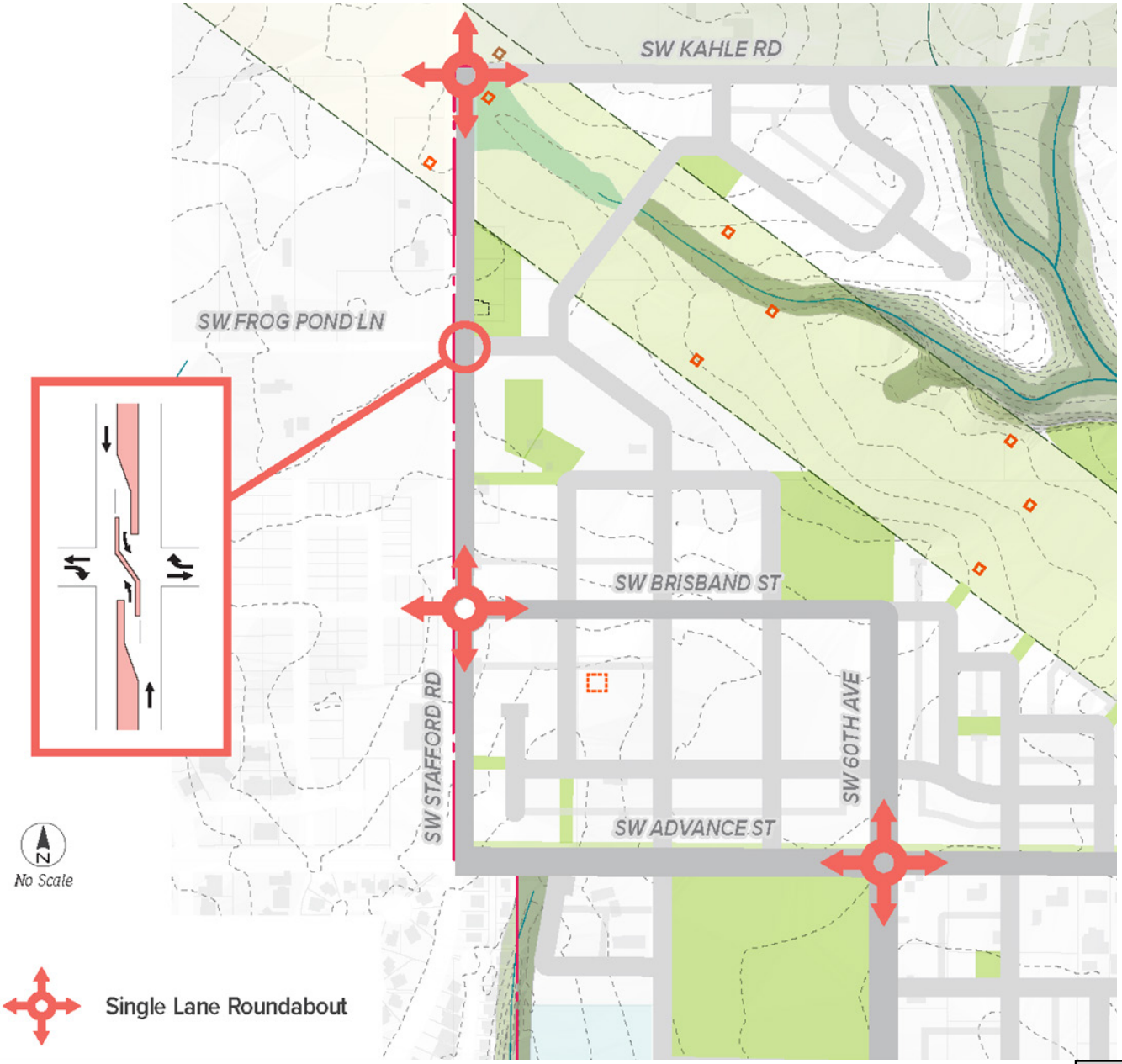
INFRASTRUCTURE PLANS

TRANSPORTATION

TRANSPORTATION ANALYSIS AND IMPROVEMENTS

A comprehensive traffic analysis was performed to determine existing and future transportation conditions for the Frog Pond East and South neighborhoods and to identify needed transportation facility improvements. The analysis focused on

Figure 30. Traffic Control Recommendations

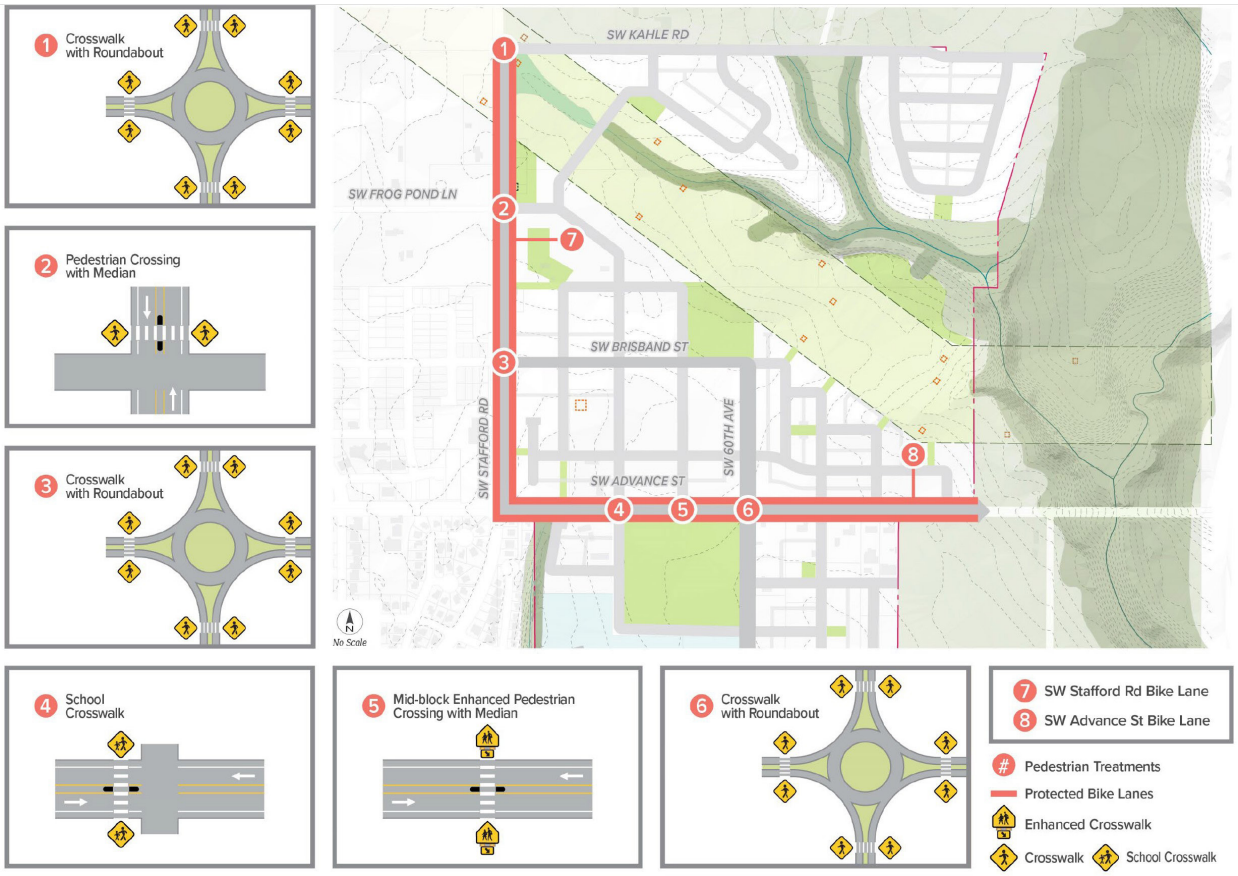


the major intersections both within the project vicinity and within Wilsonville at large, including the two I-5 interchange areas (i.e., Wilsonville Road and Elligsen Road). The study area includes 15 total intersections, including 4 key gateway intersections to the Frog Pond neighborhoods.[6]

The analysis found that, in 2040, all but three of the study intersections are expected to continue to meet standards and targets assuming the completion of the High Priority Projects stated in Wilsonville's Transportation System Plan. Those three intersections are located along Stafford Road and are the gateway intersections to the Frog Pond East neighborhood. The following transportation improvements are recommended for these intersections (see Figure 30).

- SW Stafford Road/SW Kahle Road: Install a single-lane roundabout
- SW Stafford Road/SW Frog Pond Lane: Install a raised median to prohibit minor street through movements and left turns and install an enhanced pedestrian crossing with a center refuge median.
- SW Stafford Road/SW Brisband Street: Install a single-lane roundabout

Figure 31. Pedestrian Improvements on SW Stafford Rd and SW Advance Road



6 See Appendix I: Transportation Analysis

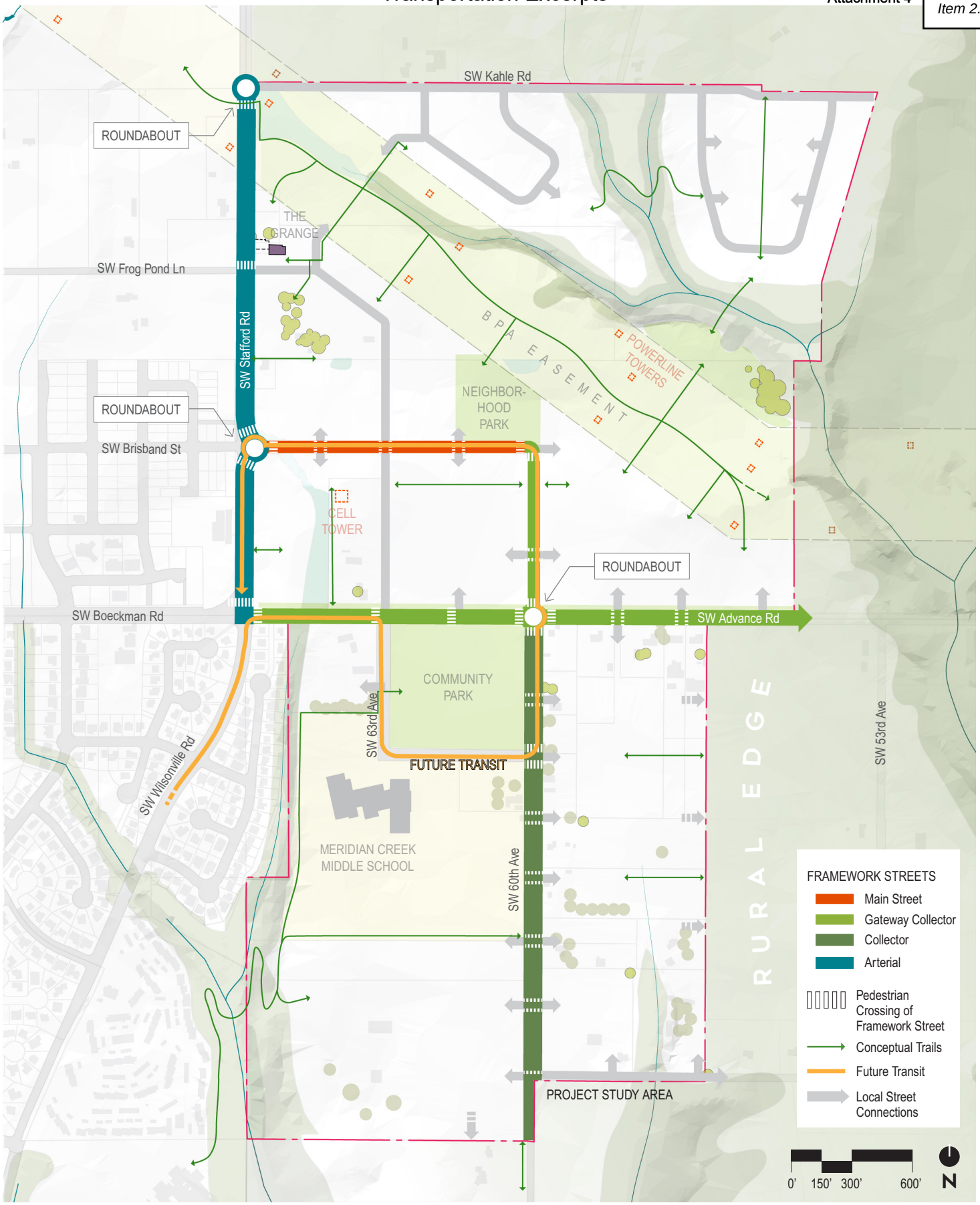
Additional transportation projects were identified for the East and South neighborhood to enhance safety. They include:

- Install a roundabout at Advance Road/60th Avenue, as shown in Figure 30. The installation of a roundabout at this location will create a gateway between the high-speed rural traffic and the new desired slower urban speeds. The roundabout will provide for slower speeds and improved neighborhood access and visibility.
- Install various pedestrian and bicycle improvements on Stafford Road and Advance Road, as shown in Figure 31.

STREET CLASSIFICATIONS

Figure 32 illustrates the recommended functional classifications for streets in Frog Pond East and South. The classifications for SW Stafford Road (Major Arterial), and SW 60th Avenue south of SW Advance Road (Collector) are consistent with the Frog Pond Area Plan's transportation network and classifications. SW Advance Road and the northerly extension of SW 60th avenue into the East Neighborhood are recommended to be Gateway Collectors. SW Brisband Street is recommended to be a Main Street. Please see the Street Design section of this report for recommended cross-sections.

Figure 32. Street Classifications



FROG POND EAST & SOUTH MASTER PLAN

TECHNICAL APPENDIX

WILSONVILLE OREGON

APPROVED BY WILSONVILLE CITY COUNCIL
DECEMBER 19 2022

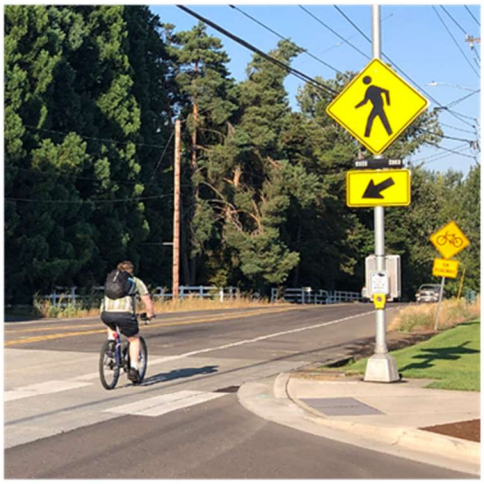
APPENDIX I: TRANSPORTATION ANALYSIS: EXISTING AND FUTURE CONDITIONS

FROG POND EAST & SOUTH MASTER PLAN

TRANSPORTATION ANALYSIS: EXISTING AND FUTURE CONDITIONS

FINAL REPORT

DECEMBER 2022



EAST & SOUTH MASTER PLAN

PREPARED FOR THE CITY OF WILSONVILLE

WILSONVILLE
OREGON

PREPARED BY DKS ASSOCIATES

DKS

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This report documents the traffic analysis performed in association with the Frog Pond East & South Master Plan in Wilsonville, Oregon. This report provides a more refined evaluation of the East and South land use as compared to the Frog Pond Area Plan,[1] which was adopted in 2015, and builds on the work of the Frog Pond West Master Plan,[2] which was adopted in 2017.

An executive summary of this transportation analysis is provided below. The following sections of this memorandum document the existing traffic conditions (2022), future baseline and build traffic conditions (2040), and a list of resulting transportation projects. The year 2040 was selected for future analysis to be consistent with the Metro Regional Transportation Plan (RTP) and Wilsonville Travel Demand Model's horizon year.

EXECUTIVE SUMMARY

To determine existing and future transportation conditions for the Frog Pond East and South neighborhoods, a comprehensive traffic analysis was performed. The analysis focused on the major intersections both within the project vicinity and within Wilsonville at large, including the two I-5 interchange areas (i.e., Wilsonville Road and Elligsen Road). The study area includes 15 total intersections, including 4 key gateway intersections to the neighborhoods.

Analysis Scenarios

The existing conditions analysis was based on recent 2021 and 2022 traffic counts and existing intersection geometries, while the future analysis was based on traffic forecasts for the 2040 horizon year and improved intersection geometries associated with all High Priority Projects included in Wilsonville's Transportation System Plan (TSP). The future analysis consisted of two scenarios: 2040 Baseline and 2040 Build. The future land use assumptions are consistent with the Metro model, which was used to update the travel demand model for the Build scenario. The 2040 Baseline scenario assumes no additional growth beyond what is currently assumed in the 2040 model and the 2040 Build scenario represents the likely build-out of the study area, which includes up to 1,800 housing units and up to 44,000 square feet of commercial space within the East and South neighborhoods.

The City has also identified a hypothetical higher-density alternative which calls for approximately 2,400 total units in the combined East and South neighborhoods. This higher dwelling unit amount reflects 20 units per net acre, which is a density prescribed in one of the compliance options in State administrative rules for new urban areas to comply with House Bill 2001 middle housing law. A separate report has been provided on the findings of the analysis of the higher-density alternative.

[1] Frog Pond West Master Plan, City of Wilsonville, July 17, 2017.
[2] Frog Pond Area Plan, City of Wilsonville, November 16, 2015.

Analysis Findings & Recommended Improvement Projects

Intersection traffic operations were analyzed for the weekday PM peak hour under the existing and both future scenarios to evaluate if the study intersections meet desired performance levels as required by the City of Wilsonville, Clackamas County, and Oregon Department of Transportation (ODOT). All intersections except the Stafford Road/65th Avenue intersection currently meet operating standards and targets. Additional coordination between Clackamas County and City of Wilsonville is recommended regarding the necessary improvements to that intersection to accommodate future Frog Pond development.

In the future 2040 scenarios, all but three of the study intersections are expected to continue to meet standards and targets in the future assuming the completion of the High Priority Projects identified in the TSP. Those three intersections are located along Stafford Road and are the gateway intersections to the Frog Pond East neighborhood and were analyzed as stop controlled intersections. The following transportation improvements are recommended for these intersections.

- **Stafford Road/Kahle Road:** Install a single-lane roundabout
- **Stafford Road/Frog Pond Lane:** Install a raised median to prohibit minor street through and left turns and install an enhanced pedestrian crossing with a center refuge median.
- **Stafford Road/Brisband Street:** Install a single-lane roundabout

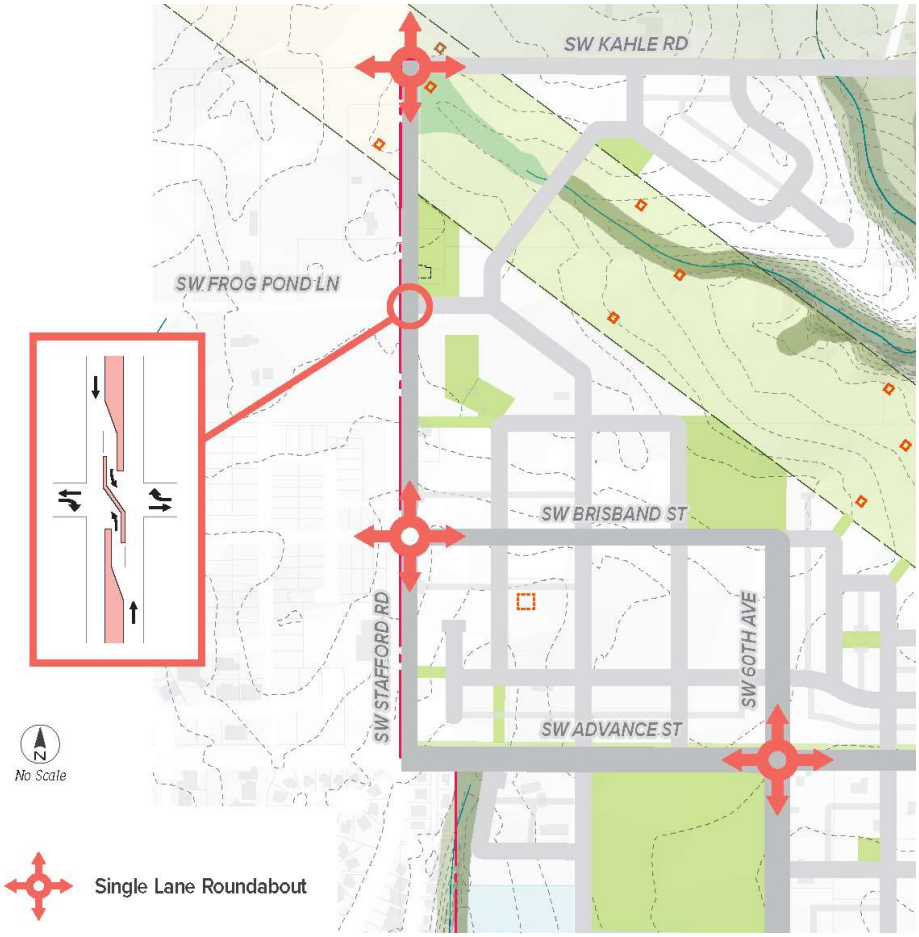


FIGURE 1: RECOMMENDED INTERSECTION IMPROVEMENTS

Additional transportation projects were identified for the East and South neighborhood to enhance safety, which are listed below and shown in Figure 2.

- **Advance Road/60th Avenue:** Install a single-lane roundabout. The installation of a roundabout at this location will create a gateway between the high-speed rural traffic and the new desired slower urban speeds. The roundabout will also provide for slower speeds and improved access to the Frog Pond neighborhoods.
- **Frog Pond Lane/Stafford Road**: Install a crosswalk with median at this intersection. A Rectangular Rapid Flashing Beacon (RRFB) should be considered at this location.
- **Advance Road at 63rd Avenue:** Install a marked school crosswalk. An RRFB should be considered at this location.
- **Advance Road Between 60th Avenue and 63rd Avenue:** Install a mid-block crossing to facilitate safe crossings between the future park and East neighborhood. An RRFB should be considered at this location.

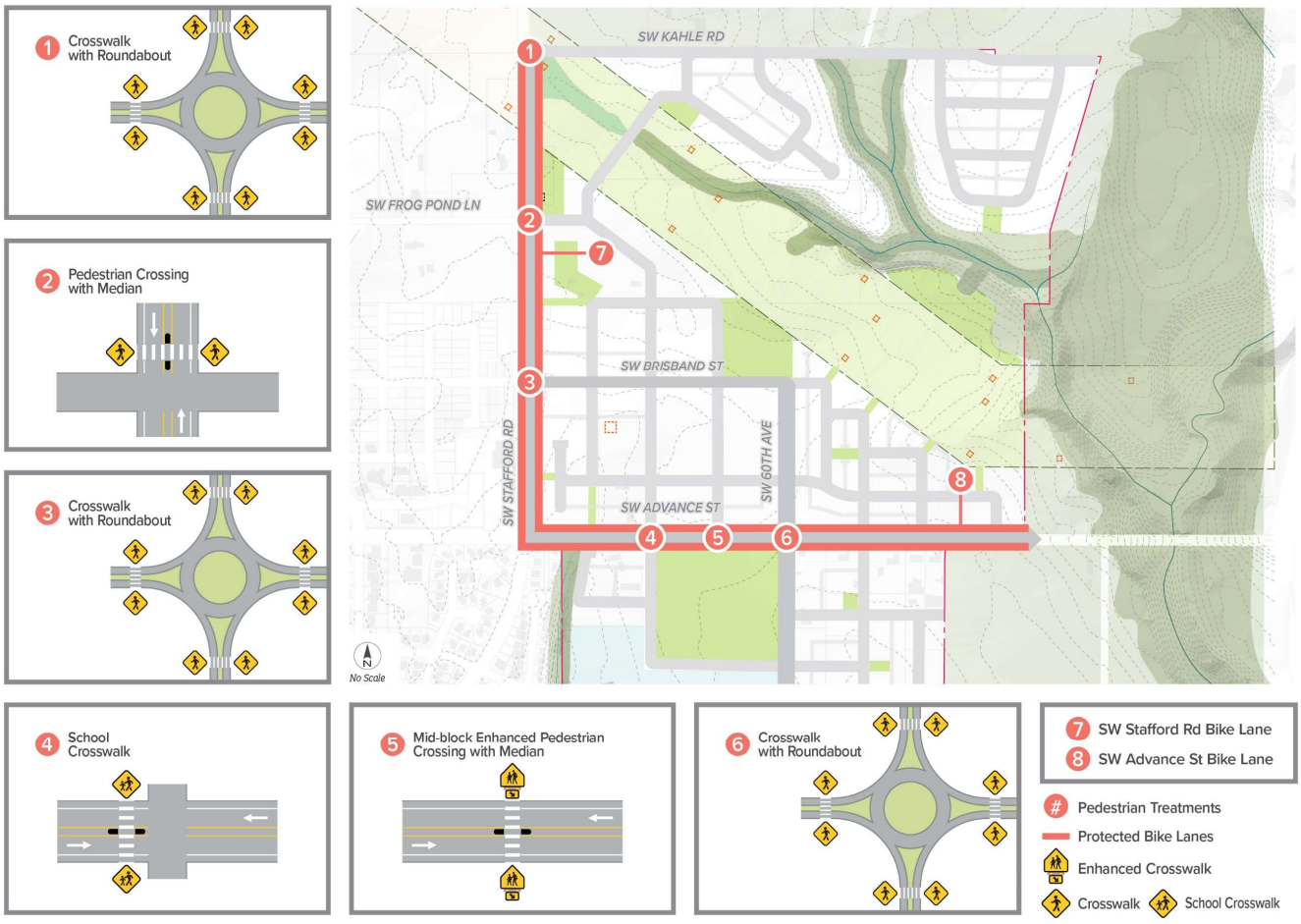


FIGURE 2: RECOMMENDED PEDESTRIAN, BICYCLE, AND TRAIL IMPROVEMENTS

EXISTING TRAFFIC CONDITIONS (2022)

Existing traffic conditions were evaluated for the study area and include traffic volumes; intersection operations; and bike, pedestrian, and trail conditions.

EXISTING TRAFFIC VOLUMES

Traffic counts were collected for the PM peak period (4:00 to 6:00 p.m.) at the following study intersections.[3] The PM peak hour traffic volumes (i.e., the highest hourly volumes during the peak period) are shown in Figure **3** and the traffic counts are provided in the appendix.

- Elligsen Road/I-5 Southbound Ramp
- Elligsen Road/I-5 Northbound Ramp
- Elligsen Road/Parkway Avenue
- Elligsen Road/Parkway Center Drive
- Stafford Road/65th Avenue
- Boeckman Road/Parkway Avenue
- Boeckman Road/Canyon Creek Road
- Boeckman Road-Advance Road/Stafford Road-Wilsonville Road
- Advance Road/60th Avenue
- Stafford Road/Brisband Street
- Stafford Road/Frog Pond Lane
- Stafford Road/Kahle Road
- Wilsonville Road/I-5 Southbound Ramp
- Wilsonville Road/I-5 Northbound Ramp
- Wilsonville Road/Town Center Loop West

INTERSECTION PERFORMANCE MEASURES

Agency mobility standards often require intersections to meet level of service (LOS) or volume-to-capacity (v/c) intersection operation thresholds. Additional operational details are provided in the appendix.

- The intersection LOS is similar to a "report card" rating based upon average vehicle delay. Level of service A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. Level of service D and E are progressively worse operating conditions. Level of service F represents conditions where average vehicle delay has become excessive and demand has exceeded capacity. This condition is typically evident in long queues and delays.

- The volume-to-capacity (v/c) ratio represents the level of saturation of the intersection or individual movement. It is determined by dividing the peak hour traffic volume by the maximum hourly capacity of an intersection or turn movement. When the V/C ratio

[3] The counts were collected on September 22, 2021; September 30, 2021; March 30, 2022; May 18, 2022; and June 7, 2022.

approaches 0.95, operations become unstable and small disruptions can cause the traffic flow to break down, resulting in the formation of excessive queues.

The City of Wilsonville requires all intersections to meet its minimum acceptable level of service (LOS) standard of LOS D for the PM peak period.[4]

Clackamas County requires that, for intersections outside of city limits, signalized and roundabout intersections must meet the volume-to-capacity ratio (v/c) of 0.90 or less and unsignalized intersections must meet the minimum LOS standard of LOS E during the PM peak period.[5]

ODOT specifies a typical mobility target for interchange ramps of a volume-to-capacity ratio (v/c) of 0.85. However, when the interchange vicinity is fully developed and adequate storage is available on the interchange ramp to prevent queues from backing up on the main line, then the target can be increased to a 0.90 v/c ratio.[6] This is the case for both of the I-5 interchange areas in Wilsonville.

EXISTING INTERSECTION OPERATIONS

Intersection operations were analyzed for the PM peak hour to evaluate whether the transportation network currently operates within desired performance levels as required by the City of Wilsonville, Clackamas County, and ODOT. Intersections are the focus of the analysis because they are the controlling bottlenecks of traffic flow and the ability of a roadway system to carry traffic efficiently is nearly always diminished in their vicinity.

The existing PM peak hour intersection operations at the study intersection were determined based on the 6th Edition Highway Capacity Manual methodology.[7] Table 1 lists the estimated average delay (in seconds), level of service (LOS), and volume to capacity (v/c) ratio for each study intersection. As shown, all intersections currently meet operating standards and targets with exception of Stafford Road/65th Avenue, which is within Clackamas County's jurisdiction. Additional coordination between Clackamas County and City of Wilsonville is recommended regarding the necessary improvements at this intersection to accommodate future Frog Pond development.

[4] Policy 5, Wilsonville Transportation System Plan, Amended November 16, 2020.

[5] System Performance Policies, Chapter 5: Transportation System Plan, Clackamas County Comprehensive Plan, Amended January 1, 2022.

[6] Oregon Highway Plan, Action 1F.1, Oregon Department Of Transportation, Amended May 2015.

[7] Highway Capacity Manual, 6th Edition, Transportation Research Board, 2017.

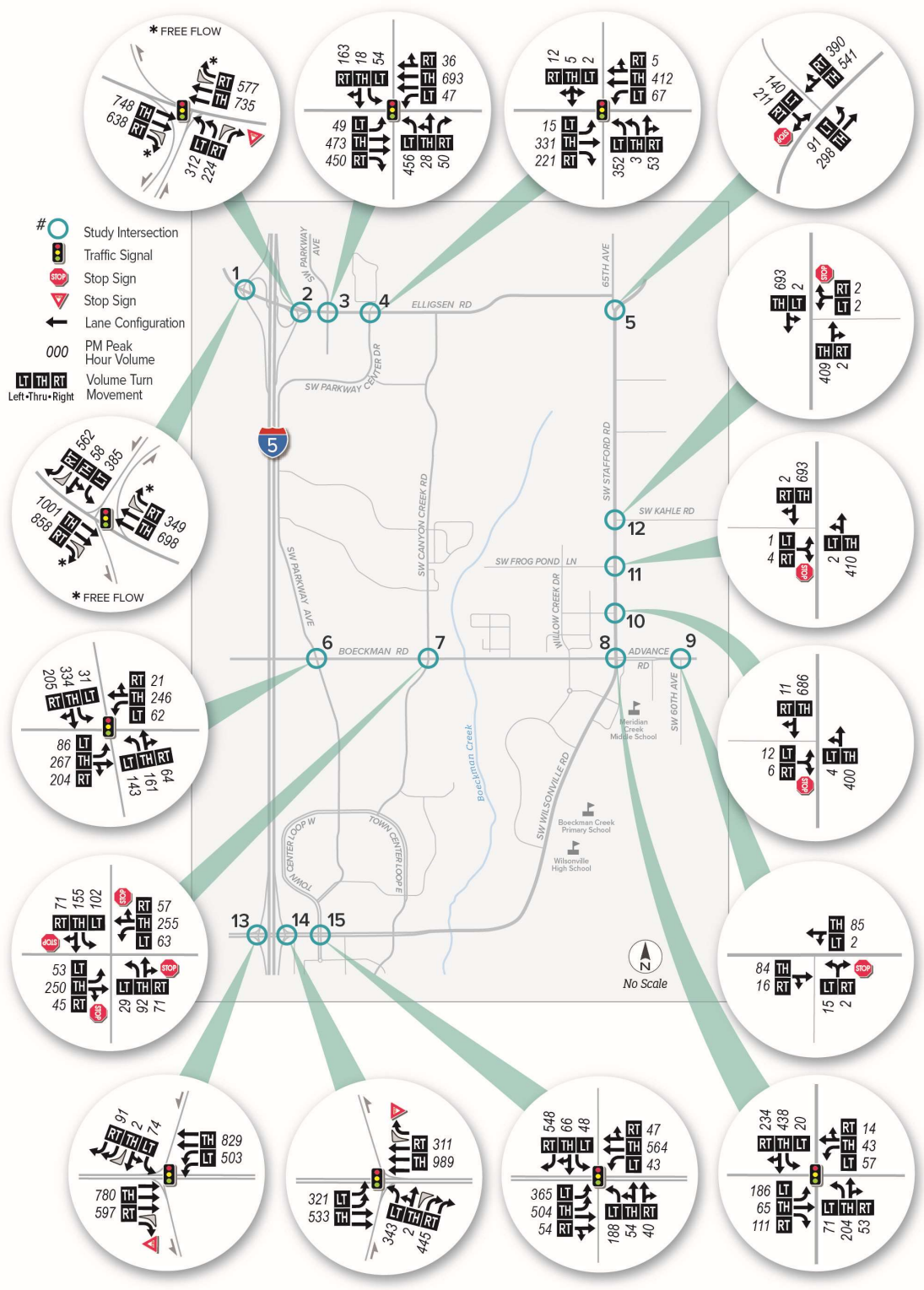


FIGURE 3: EXISTING 2022 TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

TABLE 1: EXISTING (2022) INTERSECTION OPERATIONS

INTERSECTION	OPERATING STANDARD	PM PEAK HOUR		
		V/C	DELAY	LOS
SIGNALIZED				
ELLIGSEN RD/I-5 SB RAMPS	v/c ≤ 0.90	0.74	19.5	B
ELLIGSEN RD/I-5 NB RAMPS	v/c ≤ 0.90	0.34	8.4	A
ELLIGSEN RD/PARKWAY AVE	LOS D	0.32	15.9	B
ELLIGSEN RD/PARKWAY CENTER DR	LOS D	0.40	14.9	B
BOECKMAN RD/PARKWAY AVE	LOS D	0.84	25.6	C
STAFFORD RD-WILSONVILLE RD /BOECKMAN RD-ADVANCE RD	LOS D	0.65	17.0	B
WILSONVILLE RD/I-5 SB RAMPS	v/c ≤ 0.90	0.38	19.3	B
WILSONVILLE RD/I-5 NB RAMPS	v/c ≤ 0.90	0.44	16.2	B
WILSONVILLE RD/TOWN CENTER LP WEST	LOS D	0.38	28.1	C
TWO-WAY STOP-CONTROLLED				
STAFFORD RD/65TH AVE	LOS E	>1.20	**>120**	**B/F**
ADVANCE RD/60TH AVE	LOS D	0.03	9.8	A/A
STAFFORD RD/BRISBAND ST	LOS D	0.08	20.9	A/C
STAFFORD RD/FROG POND LN	LOS D	0.02	15.7	A/C
STAFFORD RD/KAHLE RD	LOS D	0.01	16.9	A/C
ALL-WAY STOP-CONTROLLED				
BOECKMAN RD/CANYON CREEK RD	LOS D	0.71	20.3	C

SIGNALIZED INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Total Volume-to-Capacity Ratio
LOS = Total Level of Service

TWO-WAY STOP-CONTROLLED INTERSECTION:
Delay = Critical Movement Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Critical Levels of Service (Major/Minor Road)

ALL-WAY STOP CONTROLLED INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Total Level of Service

BICYCLE, PEDESTRIAN, AND TRAIL NEEDS

Bicycle, pedestrian, transit, and trail conditions and needs were considered for the study area, with particular emphasis on connectivity to the rest of Wilsonville's neighborhoods, trails, parks, and schools.

The Wilsonville TSP identifies various multimodal improvement projects that are intended to address the deficiencies. Projects within the vicinity of the Frog Pond Area include urban upgrades to Boeckman Road and Stafford Road, which include bike lanes, sidewalks, and transit stop improvements/additions. The TSP also includes a project for new trails through the Frog Pond East and South neighborhoods.

ADVANCE ROAD NEEDS

Additional school safety improvements should be considered on Advance Road near Meridian Creek Middle School. An increase in pedestrian and bicycle traffic to and from the school can be expected with the buildout of the East and South neighborhoods, necessitating pedestrian crossing enhancements on Advance Road.

The urban upgrade improvements on Boeckman Road are currently in the design phase and a separated multi-use path, cycle track, or protected bike lanes are being considered along Boeckman Road. It is desired by the City to extend the identified multimodal improvements on Boeckman Road to the west of Stafford Road along Advance Road fronting the Frog Pond development.

STAFFORD ROAD NEEDS

Pedestrian crossing enhancements on Stafford Road will be needed as the East neighborhood is built out. A significant increase in pedestrian and bicycle trips are expected across Stafford Road between the existing Frog Pond West neighborhood and the planned primary school (in Frog Pond West) to housing and commercial uses in the East neighborhood. Key locations for crossing enhancements would be at Frog Pond Lane and Brisband Street. A signalized crossing already exists at the Stafford Road-Wilsonville Road/Boeckman Road-Advance Road intersection.

Separated pedestrian and bicycle facilities are also desired along Stafford Road since it is a higher speed, higher volume facility. A separated multi-use path, cycle track, or protected bike lanes should be considered along Stafford Road fronting the Frog Pond development on either the west or east side. Given that the majority of the west side of Stafford Road has already gone through development review, the east side of Stafford Road would be the preferred location for a separated pedestrian and bicycle facility.

Recommendations for bicycle and pedestrian projects are listed on page 18 of this memo.

FUTURE BASELINE CONDITIONS (2040)

Future baseline (2040) traffic conditions were evaluated for the study area and include the forecasted baseline traffic volumes and intersection operations. For analysis purposes, the East and South neighborhoods are assumed to experience full build-out by the year 2040.

FUTURE BASELINE TRAFFIC VOLUMES

Future traffic volumes were forecasted for the study intersections using the recently updated travel forecast models developed specifically for Wilsonville. The models apply trip generation and trip distribution data directly taken from the Metro regional travel demand forecast models but add additional detail to better represent local travel conditions and routing within Wilsonville.

Figure 4 shows the PM peak hour traffic volumes for the study intersections based on the Metro model assumptions. As the forecasts are consistent with the current Metro land use assumptions, this scenario is referred to as the 2040 Baseline scenario. This scenario already accounts for some existing homes in the West neighborhood and contains land use assumptions (housing and some employment) in the East and South neighborhoods in 2040.

It should be noted that the Metro model was used for this study because it represents the latest regionally approved land use for Wilsonville and the Region. This model was completed by Metro, in collaboration with the City, after the City's TSP was approved and includes additional land use and transportation network assumptions adopted by Metro after the TSP was adopted.

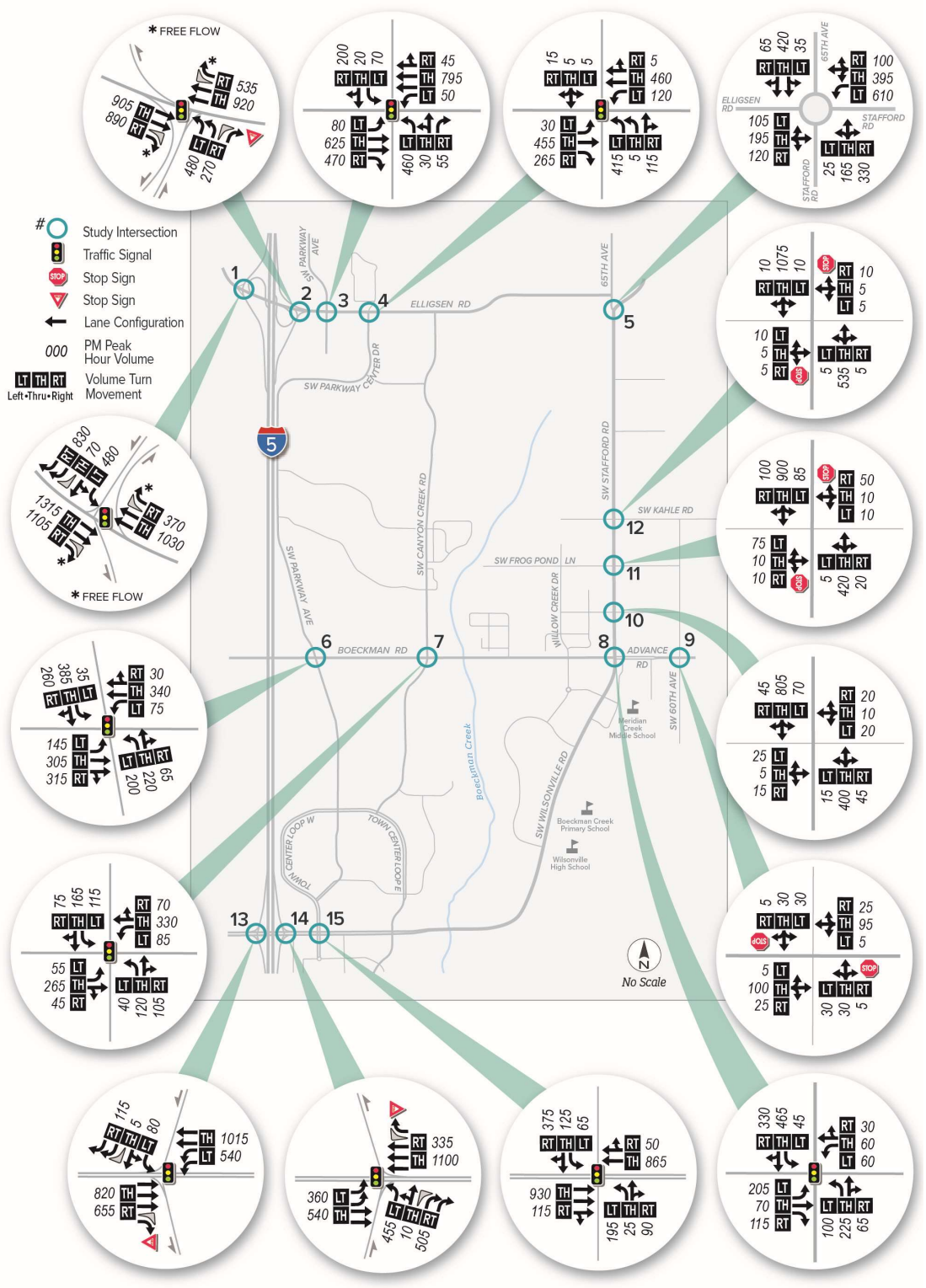


FIGURE 4: BASELINE (2040) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

FUTURE HIGH-PRIORITY TSP PROJECTS

The future baseline scenario assumed improved intersection geometries associated with all High Priority Projects included in Wilsonville's TSP. The High Priority Projects applicable to the Frog Pond study area include the following:

- Addition of a second southbound right turn lane on the I-5 Southbound Off-Ramp at Elligsen Road (SI-07).
- Addition of dual eastbound and westbound through lanes at Boeckman Road/Parkway Avenue intersection (RW-01).
- Installation of traffic signal at Boeckman Road/Canyon Creek Road (UU-01). The City of Wilsonville is currently in the conceptual design phase for this intersection and a roundabout is also under consideration.
- Intersection modifications at Wilsonville Road/Town Center Loop West which including eliminating westbound and eastbound left turns, addition of an eastbound through "trap" lane, and reduction of the northbound and southbound approaches to a left turn lane and shared through-right turn lane (SI-09).
- Installation of a roundabout and combination of the existing intersections of Elligsen Road/65th Avenue and Stafford Road/65th Avenue (SI-03). This intersection is located within Clackamas County and is identified in their TSP but is also referenced in the Wilsonville TSP. For this analysis, the roundabout was evaluated as a partial dual-lane roundabout.

FUTURE BASELINE INTERSECTION OPERATIONS

Intersection traffic operations under the future 2040 Baseline scenario were analyzed for the PM peak hour to evaluate whether the transportation network is expected to remain within desired performance levels as required by the City of Wilsonville, Clackamas County, and ODOT.

Table 2 lists the estimated average delay (in seconds), level of service (LOS), and volume to capacity (v/c) ratio that each study intersection and future access is expected to experience.

As shown, all intersections are expected to meet operating standards and targets under Baseline conditions with exception of the Stafford Road/Kahle Road, Stafford Road/Frog Pond Lane, and Stafford Road/Brisband Street intersections, which were analyzed as key gateways to the Frog Pond East neighborhood.

TABLE 2: FUTURE BASELINE (2040) INTERSECTION OPERATIONS

INTERSECTION	OPERATING STANDARD	PM PEAK HOUR		
		V/C	DELAY	LOS
SIGNALIZED				
ELLIGSEN RD/I-5 SB RAMPS	v/c ≤ 0.90	0.73	18.1	B
ELLIGSEN RD/I-5 NB RAMPS	v/c ≤ 0.90	0.45	9.3	A
ELLIGSEN RD/PARKWAY AVE	LOS D	0.52	24.4	C
ELLIGSEN RD/PARKWAY CENTER DR	LOS D	0.55	16.9	B
BOECKMAN RD/PARKWAY AVE	LOS D	0.82	23.5	C
BOECKMAN RD/CANYON CREEK RD	LOS D	0.57	15.2	B
STAFFORD RD-WILSONVILLE RD /BOECKMAN RD-ADVANCE RD	LOS D	0.79	22.5	C
WILSONVILLE RD/I-5 SB RAMPS	v/c ≤ 0.90	0.40	14.0	B
WILSONVILLE RD/I-5 NB RAMPS	v/c ≤ 0.90	0.52	22.2	C
WILSONVILLE RD/TOWN CENTER LP WEST	LOS D	0.82	44.3	D
TWO-WAY STOP-CONTROLLED				
ADVANCE RD/60TH AVE	LOS D	0.11	11.4	A/B
STAFFORD RD/BRISBAND ST	LOS D	0.49	**72.6**	**A/F**
STAFFORD RD/FROG POND LN	LOS D	>1.20	**>120**	**B/F**
STAFFORD RD/KAHLE RD	LOS D	0.29	**70.3**	**B/F**
ROUNDABOUT				
STAFFORD RD/65TH AVE/ELLIGSEN RD	v/c ≤ 0.90	0.84	17.9	B

SIGNALIZED INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Total Volume-to-Capacity Ratio
LOS = Total Level of Service

TWO-WAY STOP-CONTROLLED INTERSECTION:
Delay = Critical Movement Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Critical Levels of Service (Major/Minor Road)

ROUNDABOUT INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Total Level of Service

ANTICIPATED BUILD CONDITIONS (2040)

Anticipated build (2040) traffic conditions were evaluated for the study area and include the land use assumptions, anticipated build traffic volumes and intersection operations, and identified transportation improvements.

LAND USE ASSUMPTIONS AND ADJUSTMENTS

As mentioned previously, the 2040 Wilsonville Travel Demand model currently contains housing and job land use assumptions for the Frog Pond East and South neighborhoods. Now that the East and South neighborhood layouts have been further refined, the assumed quantity of housing units and commercial space have been estimated. To best analyze the impact of the estimated full buildout of the East and South neighborhoods, DKS adjusted the Wilsonville Travel Demand Model assumptions for the transportation analysis zones (TAZs) that comprise the Frog Pond East and South neighborhoods to account for a higher number of housing units than what is currently assumed.

Table 3 lists the land use adjustments that were applied to the 2040 Travel Demand Model to emulate the anticipated land use generation for Frog Pond (Build scenario). As shown below, the number of household units for both neighborhoods was increased by 136% and 0 jobs were increased.

TABLE 3: TRAVEL DEMAND MODEL ADJUSTMENTS

	HOUSEHOLDS	JOBS
EAST NEIGHBORHOOD	Increase by 103%	No Change 0%
SOUTH NEIGHBORHOOD	Increase by 225%	No Change 0%
TOTAL	**Increase by 130%**	**No Change 0%**

ANTICIPATED BUILD TRAFFIC VOLUMES

The future 2040 Build traffic volumes were forecasted for the study area using the Wilsonville travel forecast model with the adjustments as previously discussed. Intersection operations were then evaluated to determine how sufficiently the City's future transportation system would support the long-term estimated build-out of the Frog Pond East and South neighborhoods, therefore determining what improvements might be needed. The PM peak hour traffic volumes, lane geometries, and intersection operating conditions are shown in Figure 5.

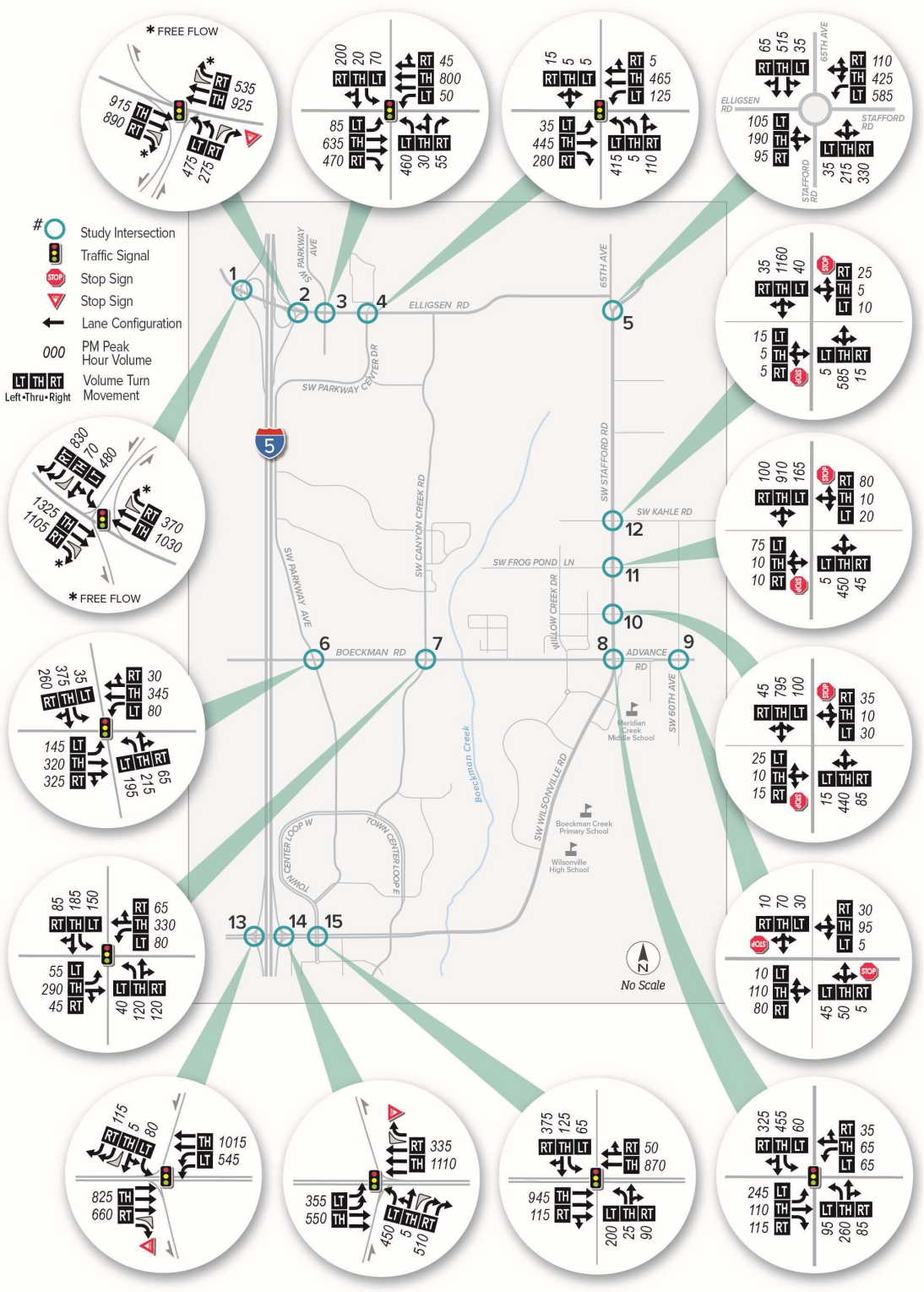


FIGURE 5: BUILD (2040) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

ANTICIPATED BUILD INTERSECTION OPERATIONS

Intersection traffic operations under the future 2040 Build scenario were analyzed for the PM peak hour with the same intersection geometries that were assumed in the Baseline scenario. Table 4 the estimated average delay (in seconds), level of service (LOS), and volume to capacity (v/c) ratio for each study intersection.

TABLE 4: ANTICIPATED BUILD (2040) INTERSECTION OPERATIONS

INTERSECTION	OPERATING STANDARD	PM PEAK HOUR		
		V/C	DELAY	LOS
SIGNALIZED				
ELLIGSEN RD/I-5 SB RAMPS	v/c ≤ 0.90	0.73	18.2	B
ELLIGSEN RD/I-5 NB RAMPS	v/c ≤ 0.90	0.45	9.2	A
ELLIGSEN RD/PARKWAY AVE	LOS D	0.53	24.5	C
ELLIGSEN RD/PARKWAY CENTER DR	LOS D	0.54	16.8	B
BOECKMAN RD/PARKWAY AVE	LOS D	0.81	23.3	C
BOECKMAN RD/CANYON CREEK RD	LOS D	0.60	15.9	B
BOECKMAN RD-ADVANCE RD/ STAFFORD RD-WILSONVILLE RD	LOS D	0.81	22.6	C
WILSONVILLE RD/I-5 SB RAMPS	v/c ≤ 0.90	0.40	14.0	B
WILSONVILLE RD/I-5 NB RAMPS	v/c ≤ 0.90	0.52	22.1	C
WILSONVILLE RD/TOWN CENTER LP WEST	LOS D	0.82	44.1	D
TWO-WAY STOP-CONTROLLED				
ADVANCE RD/60TH AVE	LOS D	0.20	13.2	A/B
STAFFORD RD/BRISBAND ST	LOS D	0.85	**>120**	**A/F**
STAFFORD RD/FROG POND LN	LOS D	>1.20	**>120**	**B/F**
STAFFORD RD/KAHLE RD	LOS D	0.65	**>120**	**B/F**
ROUNDABOUT				
STAFFORD RD/65TH AVE/ ELLIGSEN RD	v/c ≤ 0.90	0.85	21.0	C

SIGNALIZED INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Total Volume-to-Capacity Ratio
LOS = Total Level of Service

TWO-WAY STOP-CONTROLLED INTERSECTION:
Delay = Critical Movement Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Critical Levels of Service (Major/Minor Road)

ROUNDABOUT INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Total Level of Service

As shown, the unsignalized intersections/accesses along Stafford Road (Kahle Road, Frog Pond Lane, and Brisband Street) are expected to exceed the City's LOS D performance standard. The primary reason is the high through volumes that influence delay experienced by side street vehicles attempting to turn left.

RECOMMENDED TRANSPORTATION IMPROVEMENTS

The three intersections along Stafford Road are located approximately within 800–900 feet from one another. Therefore, the interaction of all improvements at these intersections must be carefully considered due to their proximity. The following projects have therefore been identified to improve the three gateway intersections along Stafford Road to meet the City's level of service D performance standard.

Due to the planned location of the commercial uses off Brisband Street, it is desirable to allow all vehicle turning movements at the Brisband Street intersection to provide full access and connectivity to those land uses. It is also desirable to have a full-access gateway intersection at the far north end of the housing development to function as a gateway between the rural higher speed traffic and urban slower speed traffic and provide safe access to the Frog Pond development. There is a strong desire to preserve the historic Grange building on the northeast corner of Stafford Road/Frog Pond Lane intersection. Turn restrictions could be implemented at the Stafford Road/Frog Pond Lane intersection (restrict minor street through and left turns) to allow access to safe movements (left in, right in and right out). A full access roundabout at Frog Pond Lane would likely require the removal or relocation of the historic Grange building due to the required footprint of the improvement.

If two intersections are improved with roundabouts with a limited access between the two full-access locations, it is likely that many of the residents and drivers familiar with the area would choose to turn left or go through at those improved intersections during the peak periods, particularly with good Collector/Local Street connectivity. Local street connections in both the East and West neighborhoods are planned that would allow sufficient connectivity for vehicles to access the proposed roundabouts Kahle Road or Brisband Street to cross Stafford Road or turn left onto Stafford Road. A discussion on the advantages and disadvantages of roundabouts are provided in a subsequent section.

The recommended improvements are highlighted below.

KAHLE ROAD/STAFFORD ROAD

At this intersection, install a single-lane roundabout with pedestrian island. In addition to meeting capacity needs, the proposed roundabout would improve safety and provide a distinct transition between the rural and urban land use and traffic speeds in the area. The roundabout should include pedestrian medians for enhanced pedestrian crossings.

FROG POND LANE/STAFFORD ROAD

At this intersection, install a raised center median and traffic separator that allows northbound and southbound right and left turns from Stafford Road and minor street

right turns but restricts minor street eastbound and westbound through and left turn movements to and from Frog Pond West and East. The restriction is needed to facilitate safe vehicle and pedestrian/bicycle movements at the intersection and to meet the City's LOS standard. This intersection should include enhanced pedestrian crossings with median breaks for safe and improved pedestrian connectivity.

BRISBAND STREET/STAFFORD ROAD

At this intersection, install a single-lane roundabout. This will require a slight shift of Stafford Road to the east to accommodate the necessary right-of-way. The roundabout should include pedestrian medians for enhanced pedestrian crossings.

60TH AVENUE/ADVANCE ROAD

At this intersection, install a single-lane roundabout. While not a necessary improvement for traffic operating conditions, the proposed roundabout would improve safety and provide a distinct transition between the rural land use with high-speed traffic and urban land use with slower vehicle speeds and the need for multimodal safety in the area.

IMPROVED OPERATING CONDITIONS

The table below shows the intersection operations for the four intersections with the identified transportation improvements in place. As shown, all four intersections will meet the City LOS standard while providing safe multimodal improvements for pedestrian and bicycles.

TABLE 5: ANTICIPATED BUILD (2040) INTERSECTION OPERATIONS - IMPROVEMENTS

INTERSECTION	IMPROVEMENT	OPERATING STANDARD	PM PEAK HOUR		
			V/C	DELAY	LOS
ADVANCE RD/ 60TH AVE	Roundabout	LOS D	0.19	4.3	A
STAFFORD RD/ BRISBAND ST	Roundabout	LOS D	0.78	12.7	B
STAFFORD RD/ FROG POND LN	Two-Way Stop-Controlled with Minor Street Turn Restrictions	LOS D	0.04	18.5	B/C
STAFFORD RD/ KAHLE RD	Roundabout	LOS D	0.99	29.6	D

TWO-WAY STOP-CONTROLLED INTERSECTION:
Delay = Critical Movement Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Critical Levels of Service (Major/Minor Road)

ROUNDABOUT INTERSECTION:
Delay = Average Intersection Delay (secs)
v/c = Critical Movement Volume-to-Capacity Ratio
LOS = Total Level of Service

Advantages of Installing a Roundabout

- Roundabouts can reduce delay for side street traffic because no approach is given more priority than another. Therefore, the Kahle Road and Brisband Street intersections would no longer be anticipated to operate at LOS F in the future scenarios.

- Roundabouts can help to slow traffic speeds on the roadway. Typical circulating speeds for a roundabout are 15 – 20 miles per hour (mph), which would help to calm traffic in the vicinity of the Frog Pond development area.

- Converting a stop-controlled intersection to a single-lane roundabout can reduce fatal and injury crashes by 82%.

- Roundabouts reduce the number of conflict points between vehicles and between vehicles and pedestrians/bicycles.

- Roundabouts at Stafford Road/Kahle Road and Advance Road/60th Avenue would provide clear gateways between the rural and urban environments. The Stafford Road/Kahle Road location is under the BPA power line easement and would have underutilized land available to accommodate the larger footprint that roundabouts require.

Disadvantages of Installing a Roundabout

- Because all approaches are treated the same and must yield to traffic within the roundabout, this would introduce delay for traffic on the major approaches (Stafford Road).

- Roundabouts are more difficult for large trucks and agricultural vehicles to navigate and may result in complaints from the freight community and farmers.

- Roundabouts can be difficult for school aged pedestrians and bicyclists to cross because there is no exclusive stop phase (as is provided with a traffic signal). The lack of straight paths and clear turns can also be difficult for the vision impaired.

- Roundabouts require a larger footprint, which would require additional right-of-way dedication or acquisition.

IDENTIFIED PROJECTS

The following lists of transportation projects have been identified through the evaluation of the proposed Frog Pond East and South neighborhoods.

ROADWAY PROJECTS

- Widen Stafford Road to a three-lane cross section (two travel lanes with a center turn lane). Include curb, gutter, sidewalks, landscape strips, and bicycle facilities on both sides. The final cross-section will be determined by the City Engineer. Additionally, plan setbacks to accommodate potential future road widening.
- Widen Advance Road to a three-lane cross section (two travel lanes with a center turn lane). Include curb, gutter, sidewalks, landscape strips, and bicycle facilities on both sides. The final cross-section will be determined by the City Engineer.
- Construct Local And Neighborhood Collector streets through the East and South neighborhoods consistent with the draft master plan to provide connections to the internal land uses.
- Consider potential traffic calming treatments along 60th Avenue south of Advance Road to control travel speeds, calm traffic, and improve pedestrian safety. Treatments could include center medians at mid-block locations and at intersections as well as speed feedback signs and school speed zones (20 mph) adjacent to the middle school.

INTERSECTION PROJECTS

- Install a single-lane roundabout at Stafford Road/Kahle Road.
- Install a median that restricts minor street left turn and through movements at Stafford Road/Frog Pond Lane.
- Install a single-lane roundabout at Stafford Road/Brisband Street.
- Install a single-lane roundabout at Advance Road/60th Avenue. Because of its proximity to a school, the crosswalk ramps at this location should be clear of vegetation to allow sufficient visibility of pedestrians.

PEDESTRIAN, BICYCLE, AND TRAIL PROJECTS

- Install a mid-block crossing on Advance Road between 60th Avenue and 63rd Avenue to facilitate safe crossings between the future park and East neighborhood. A Rectangular Rapid Flashing Beacon (RRFB) should be considered at this location once Safe Routes to School are identified.
- Install a marked school crosswalk at the intersection of Advance Road/63rd Avenue. A Rectangular Rapid Flashing Beacon (RRFB) should be considered at this location once Safe Routes to School are identified.

- Install a crosswalk with median at the Frog Pond Lane/Stafford Road. Additional safe and accessible bicycle and pedestrian crossings will be provided via the identified roundabouts at Kahle Road/Stafford Road and Brisband Street/Stafford Road as well.
- Extend the planned pedestrian and bicycle facility improvements on Boeckman Road to Advance Road east of Stafford Road. The desired cross section for Boeckman Road includes protected bike lanes on both sides of the road.
- Construct protected bike lanes along the both sides of Stafford Road.
- Construct pedestrian and bicycle trails through the East and South neighborhoods consistent with the master plan to provide connections to existing local and regional trails in Wilsonville

WILSONVILLE TRANSPORTATION SYSTEM PLAN (TSP) AMENDMENT

PLANNING COMMISSION MEETING

FEBRUARY 8, 2023

AGENDA

1 / WHY IS A TSP AMENDMENT NEEDED?

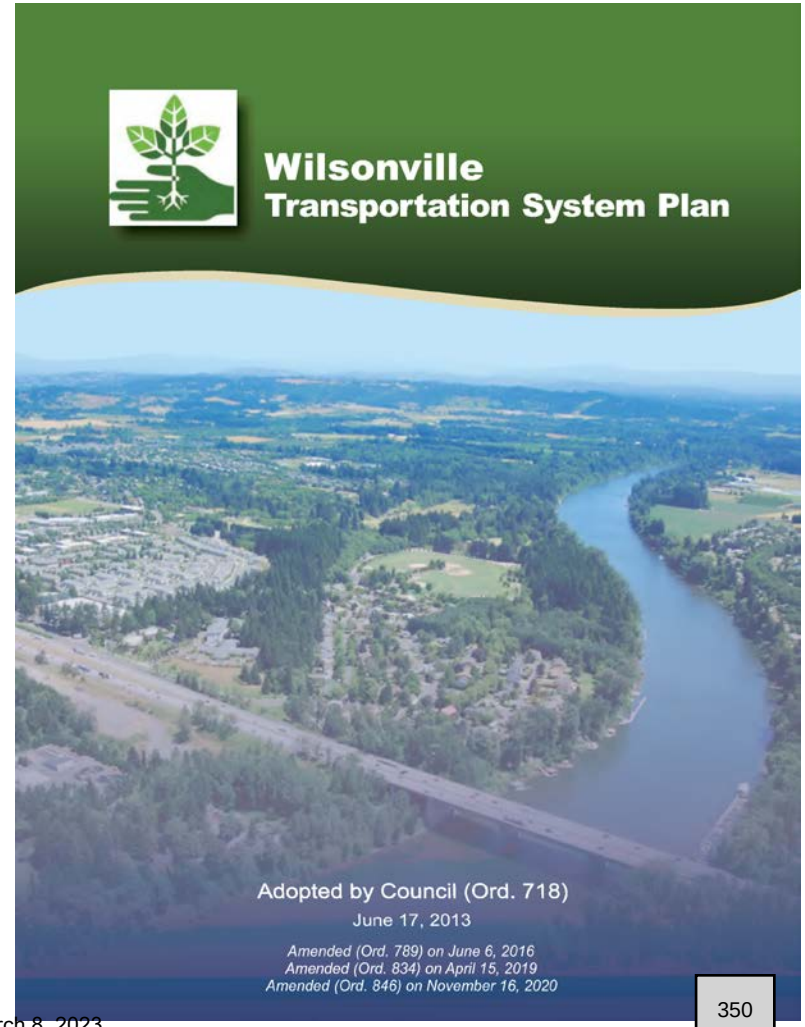
2 / CHAPTER 3: STANDARDS

3 / CHAPTER 5: PROJECTS

4 / QUESTIONS

WHAT IS A TSP AND WHY DOES IT NEED AN AMENDMENT?

- The Transportation System Plan (TSP) is the City's long-term policy and planning document for transportation improvements
- Having a TSP in place is essential for the City to compete for federal, state, and regional funding for transportation projects
- This TSP amendment is required as part of the Frog Pond East & South Master Plan.
- This amendment will only include changes related to the Frog Pond East & South Master Plan. No other change or updates were made, including the removal of completed projects.



CHAPTER 3: THE STANDARDS

Figure 3-1: Roadway Jurisdiction
Figure 3-2: Functional Classification
Figure 3-5: Bicycle Routes

- Extend the Wilsonville City Limit
- Extend the UGB Boundary
- Add the Collector Street network to Frog Pond East and South
- Add the planned bicycle facilities to the Frog Pond East and South

CHAPTER 3: THE STANDARDS

Figure 3-14: Frog Pond East & South Master Plan Cross Sections

Stafford Road Arterial

- Stafford Road Arterial
- Advance Road Collector
- 60th Avenue Collector Gateway (North of Advance Road)
- 60th Avenue Collector (South of Advance Road)
- Brisband Main Street
- School Local Street

Advance Road Collector

CHAPTER 3: THE STANDARDS

Figure 3-14: Frog Pond East & South Master Plan Cross Sections

60th Avenue Collector
(South of Advance Road)

60th Avenue Collector Gateway
(North of Advance Road)

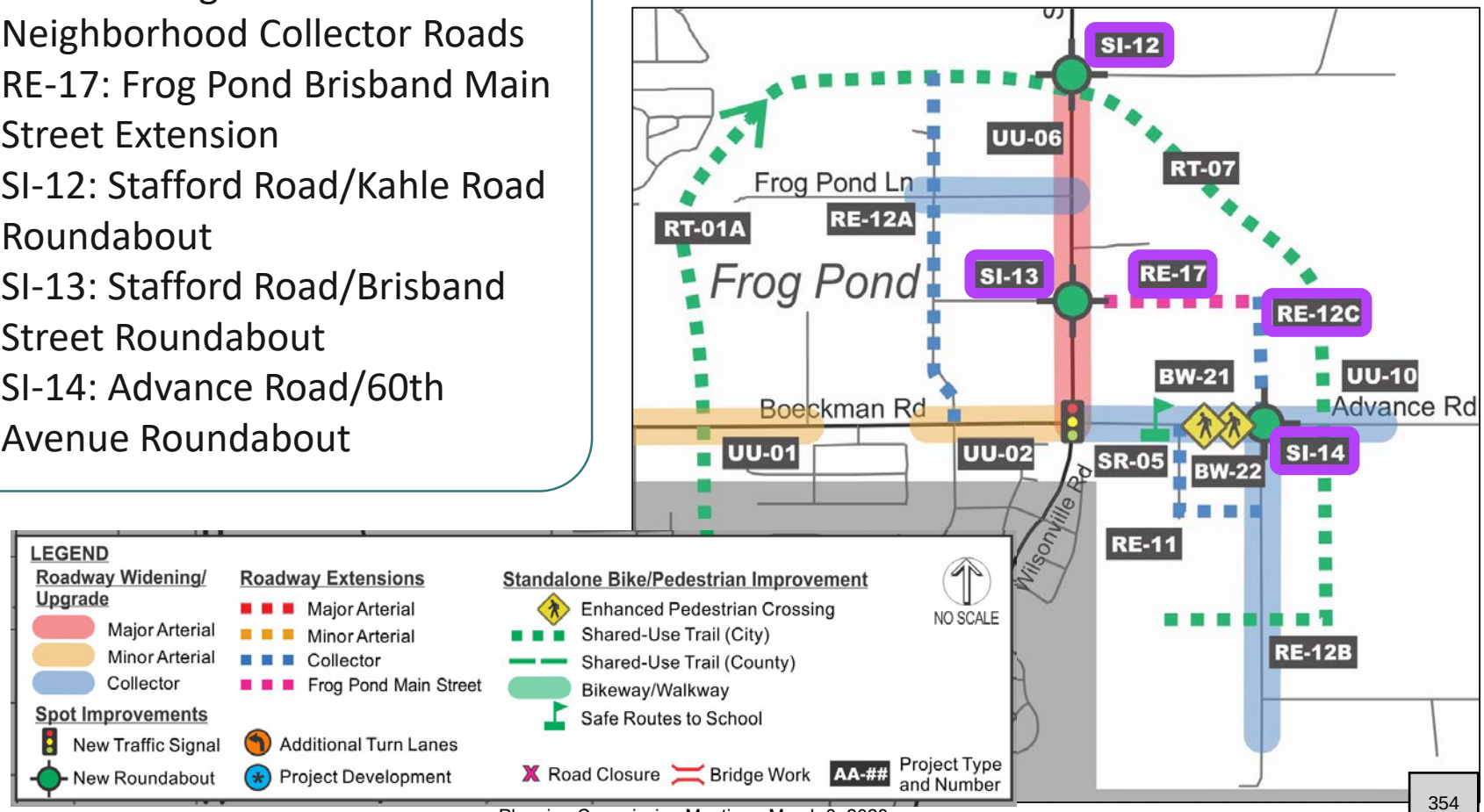
School Local Street

Brisband Main Street

CHAPTER 5: PROJECTS

High Priority Projects

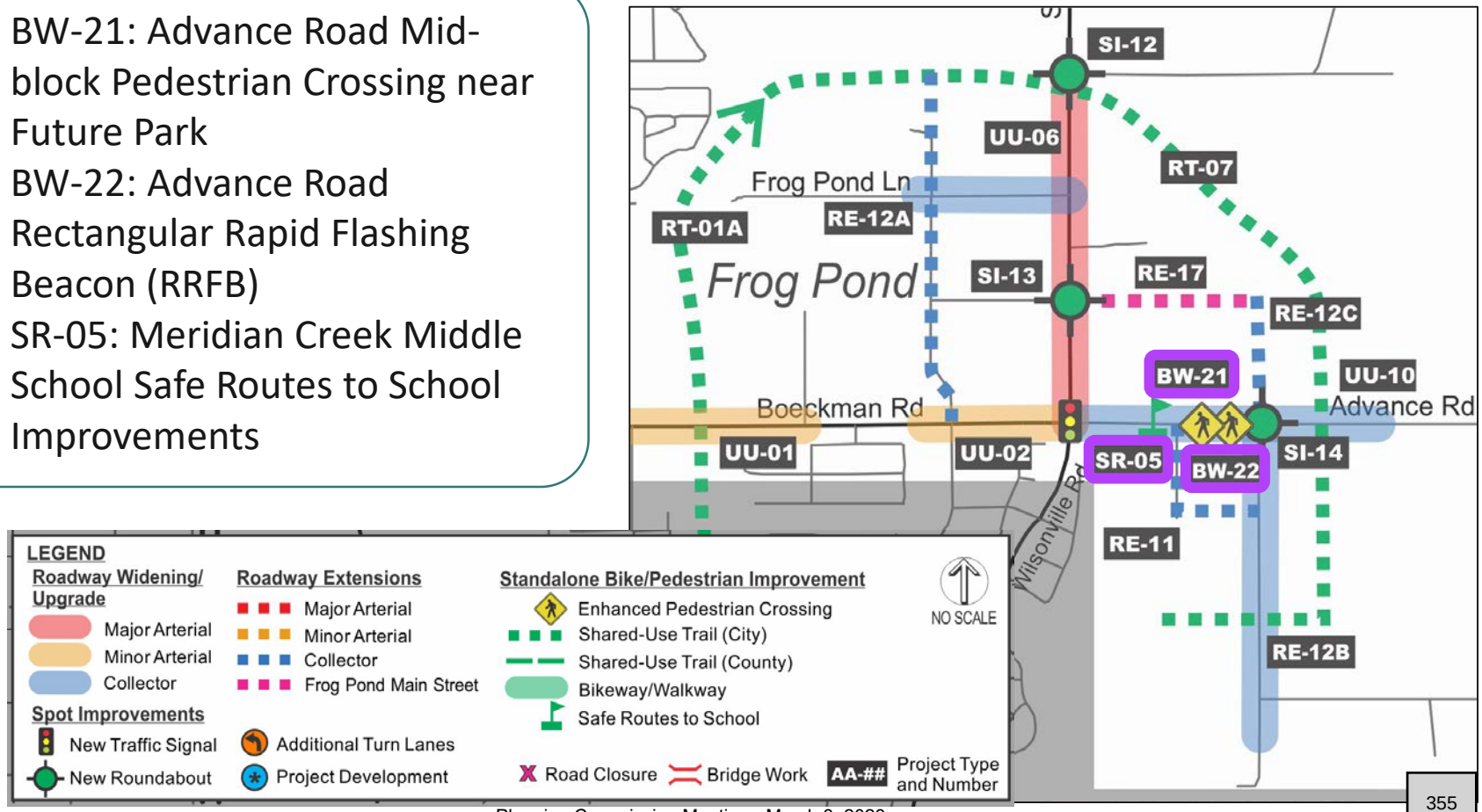
- RE-12C: Frog Pond East Neighborhood Collector Roads
- RE-17: Frog Pond Brisband Main Street Extension
- SI-12: Stafford Road/Kahle Road Roundabout
- SI-13: Stafford Road/Brisband Street Roundabout
- SI-14: Advance Road/60th Avenue Roundabout



CHAPTER 5: PROJECTS (CONTINUED)

High Priority Projects

- BW-21: Advance Road Mid-block Pedestrian Crossing near Future Park
- BW-22: Advance Road Rectangular Rapid Flashing Beacon (RRFB)
- SR-05: Meridian Creek Middle School Safe Routes to School Improvements



QUESTIONS?

PLANNING COMMISSION MEETING MINUTES

Draft PC Minutes are to be reviewed and approved at the March 8, 2023 PC Meeting.

February 8, 2023, at 6:00 PM

City Hall Council Chambers & Remote Video Conferencing

CALL TO ORDER - ROLL CALL

A regular meeting of the Wilsonville Planning Commission was held at City Hall beginning at 6:00 p.m. on Wednesday, February 8, 2023. Chair Heberlein called the meeting to order at 6:02 p.m., followed by roll call. Those present:

Planning Commission:	Ron Heberlein, Jennifer Willard, Andrew Karr, Kamran Mesbah, Kathryn Neil, Olive Gallagher, and Nicole Hendrix
City Staff:	Miranda Bateschell, Daniel Pauly, Zach Weigel, and Mandi Simmons

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

CITIZEN INPUT

This is an opportunity for visitors to address the Planning Commission on items not on the agenda.

Daniel Pauly, Planning Manager, suggested asking for citizen input again, later in the meeting.

There was no citizen input at this time.

ADMINISTRATIVE MATTERS

1. Consideration of the January 11, 2023, Planning Commission Minutes

Commissioner Mesbah amended the minutes, noting Planning Director Miranda Bateschell was not present at the January 11, 2023, meeting.

Commissioner Hendrix moved to approve the January 11, 2023, Planning Commission Minutes as amended. Commissioner Gallagher seconded the motion, which passed unanimously.

WORK SESSION

2. Frog Pond East and South Implementation-Transportation System Plan Master Plan (Pauly)

Dan Pauly, Planning Manager, stated the Transportation System Plan (TSP) Amendment was one of several implementation steps for the Frog Pond East and South Master Plan adopted at the end of 2022. The TSP was fairly straightforward and took the projects from the Master Plan into the TSP. He

introduced Jenna Bogert and Scott Mansur from DKS and Associates who would do most of the presenting.

Jenna Bogert, DKS, presented the TSP Amendment via PowerPoint, reviewing the definition of a TSP, why the amendments were needed, and highlighting the proposed revisions to the TSP Standards as well as the transportation projects to be added, noting all eight Frog Pond East and South projects in the Master Plan were identified as high priority projects in the TSP in order to be prioritized for funding and improvements. (Slides 7 & 8) She clarified the proposed amendment only related to the Frog Pond East and South Master Plan; no other changes or updates were being made to the TSP.

Scott Mansur, DKS, confirmed a pedestrian symbol should be shown with Urban Upgrade Project 6 (UU-06) on Stafford Road because there would be a protected pedestrian crossing at Frog Pond Lane and Stafford Rd. (Slides 7 & 8)

Feedback from the Commission was as follows with responses to Commissioner questions as noted:

- The maps seem inconsistent on whether the Advance Rd cross section extends east of 60th Ave. The road transition could act as an additional traffic calming feature so people would start slowing down as they reached that neighborhood area.
  - Zach Weigel, City Engineer, explained one discussion the Commission/Staff had about the Advance Rd cross section was to see how development occurred and whether those bike lanes needed to be extended east of 60th Ave because the urban reserve ends there, so there would be no future expansion to the east.
  - Mr. Pauly added bikes would go up onto the shared path from there to connect to the regional trail system because there was no bike destination to the east.
- Mr. Mansur clarified Boeckman and Wilsonville Roads were shown as minor arterials due to the amount of residential along the streets, which should be slower and narrower with medians. Typically, the classification of streets as major arterial versus minor arterial or collector had a lot to do with the road design and what the City was trying to provide in terms of services and function to the traveling public. Major arterials were typically wider and faster streets.
- Was the street layout on Boeckman Rd significantly different than Advance Rd? The layouts cross sections looked similar, but the roads were classified differently.
  - Mr. Mansur replied, similar to Advance Road, the cross section provided access to the street and was not a major east/west through street from a volume standpoint, which was why there was a collector option on Advance Rd east of Stafford Road.
- Regarding considerations made for how the street standards would support public transit, Mr. Mansur noted the routing for Frog Pond Lane in Frog Pond West showed a loop for transit as the neighborhood developed, and he believed there would be a loop buses could circulate the north and south portions of Frog Pond.
  - Ms. Bogert added a transit figure in the Master Plan showed the planned transit loop through the East neighborhood that went down the Main Street into the South neighborhood with a stop near the school. The cross sections were sized to accommodate transit and school buses, and the pedestrian multi-modal facilities were comfortable for pedestrians to get to those bus stops.
  - Mr. Pauly noted the transit routing had been coordinated with SMART, especially the facilities in South by the middle school which would be used by city buses and school buses.

- Miranda Bateschell, Planning Director, added that during the Town Center planning, Staff had spent a lot of time working with SMART on the designs and cross sections for different streets, including the Main Street, to accommodate bus traffic and bus stops where needed. The Main Street design in Frog Pond East and South borrows the cross section and modifies it slightly to provide some on street parking which also provides the spacing needs if a pull-out bus stop is located in that area.

- Mr. Mansur confirmed traffic would increase once Boeckman Road was redesigned and the dip was removed, especially as the new houses in Frog Pond were occupied.
  - Ms. Bogert added the projects identified in the TSP would be able to manage the level of traffic and buses and transit routes would be able to use that area of Boeckman, which was not possible today.
  - Mr. Mansur noted the Frog Pond Plan used the City's travel demand model which evaluated the 20-year expected growth within the city. The future-year model assumed the improvements on Boeckman and the future traffic volumes. Some of the recommendations for transportation improvements in the Frog Pond Plan came from those future projections within the City's travel demand model.

3. Frog Pond East and South Implementation-Development Code (Pauly)

Dan Pauly, Planning Manager presented, via PowerPoint, the second package of draft Development Code Amendments for Frog Pond East and South, reviewing Housing Variety requirements on both a development-wide and block-wide scale and how to ensure compliance of those requirements over the lifetime of the project. Also highlighted were the Code amendments to integrate and encourage ADUs, as well as the integration of "mobility-friendly units." He noted a specific memorandum was included in the Appendix about encouraging ADUs, and that Kate Rogers from MIG was available to answer questions.

Comments and feedback from the Commissioners were as follows with questions addressed by Staff as noted:

Housing Variety (Development Level)

- Mr. Pauly clarified households below 80 percent median family income would qualify for affordable housing, which would be required to maintain affordability status for 10 years.
  - In talking to Council and as indicated in the Master Plan, the goal when setting the Zoning standards was to avoid creating any barriers to affordable housing. While the City did not have funding for affordable housing yet, it did not want to have zoning barriers should funding be obtained.
- Did maintaining affordability status for 10 years apply to the entire complex or individual leases?
  - Mr. Pauly replied that was a good question. For mixed-income projects, there was no threshold for affordable housing, though one could be added. The draft as written anticipated affordability would apply to 100 percent of the project, to the building or series of buildings.
- Mr. Pauly clarified a cottage cluster would be a collection of ADU-sized buildings, but typically an ADU was a single cottage that was accessory next to a larger home on a lot.
- Commissioners Karr and Hendrix liked that 4.5-acre gross development areas were treated slightly differently than smaller development areas to allow for more variety and housing types.

PLANNING COMMISSION

WEDNESDAY, MARCH 8, 2023

WORK SESSION

3. Frog Pond East and South Implementation-Development Code (Pauly) (60 minutes)

PLANNING COMMISSION MEETING
STAFF REPORT

Meeting Date: March 8, 2023	**Subject: Frog Pond East and South Master Plan Development Code** **Staff Member:** Daniel Pauly, Planning Manager **Department:** Community Development
Action Required	**Advisory Board/Commission Recommendation**
☐ Motion ☐ Public Hearing Date: ☐ Ordinance 1st Reading Date: ☐ Ordinance 2nd Reading Date: ☐ Resolution ☒ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda	☐ Approval ☐ Denial ☐ None Forwarded ☒ Not Applicable **Comments:**
Staff Recommendation: Provide requested input on draft Development Code amendments for Frog Pond East and South Implementation.	
Recommended Language for Motion: N/A	

Project / Issue Relates To:		
☒Council Goals/Priorities: Expand home ownership	☒Adopted Master Plan(s): Frog Pond East and South Master Plan	☐Not Applicable

ISSUE BEFORE COMMISSION

An important next step in realizing the vision of the Frog Pond East and South Master Plan is to write implementing Development Code amendments. This work session is the third in a series of work sessions for the Commission to work through the details of these Development Code amendments.

EXECUTIVE SUMMARY:
In late 2022, the City Council, on recommendation from the Planning Commission, adopted the Frog Pond East and South Master Plan. The Master Plan identifies the types and locations of the homes, commercial development, parks, open spaces, streets, trails, and infrastructure to be built over the next 10-20 years in an area on the east side of Wilsonville added to the Metro Urban Growth Boundary in 2018. The Master Plan focuses on providing for the community's future housing needs, including providing diverse housing opportunities.

The Master Plan provides clear policy direction and guidance for future development in Frog Pond East and South. However, an important implementation step is to develop a detailed set of Development Code standards consistent with the Master Plan. These standards will be relied on by developers to plan and design development. These standards will also be relied on by City reviewers to ensure development meets City expectations.

This work session is the third in the series of work sessions for the Planning Commission to review and guide the drafting of these Development Code amendments. The first four work sessions will focus on specific portions or sets of the draft amendments with subsequent work sessions providing an opportunity to review the draft amendments all together. This work session will focus on different design standards.

Attachment 1 includes, for easy reference, excerpts from the Frog Pond East and South Master Plan that give specific direction for implementing Development Code. This directive language can be summarized and grouped as follows:

- Ensuring a variety of housing and encouraging specific housing types to be built;
- Creating design standards to implement the Type 1, Type 2, and Type 3 Urban Design Types mapped in the Master Plan and otherwise guide quality, cohesive development;
- Setting the design standards for sub-districts within the neighborhoods; and
- Establishing standards for the Brisband Main Street.

Attachment 2 contains the design-focused Development Code amendments, arranged by topic. For each draft code amendment, the document also contains the following supporting information:

- **Intent**: A description of <u>what</u> the draft code amendment is trying to accomplish, including any reference to related Master Plan implementation language.
- **Explanation**: An explanation of <u>how</u> the draft code amendment was developed. As applicable, this includes reference to background and reference information in the packet.
- **Code Reference**: This includes where the draft code amendment would go in the Development Code. It specifies if it is a new Section or Subsection or amendment to an existing section.

For the Planning Commission's reference, Attachment 3 is a copy of the current Wilsonville Code Section 4.127, Residential Neighborhood Zone, where a majority of the code amendments

are proposed. Also included, as Attachment 4, are excerpts from Section 4.113 Residential Development in Any Zone.

The project team invites the Planning Commission to review the draft code amendments and supporting information, ask any clarifying questions, and provide feedback. At the work session the project team requests the Planning Commission provide one of the following for each presented draft code amendment.

1. Confirmation that the draft code amendment is ready for finalization before being brought forward for a public hearing; or
2. Direction on next steps to further develop or refine the presented draft code amendment.

EXPECTED RESULTS:
Feedback from the meeting will guide completion of a package of Development Code amendments for adoption in the coming months.

TIMELINE:
Five work sessions are currently planned for the Planning Commission to draft Wilsonville Development Code amendments to implement the Frog Pond East & South Master Plan. A public hearing will follow this summer. City Council action on the Planning Commission's recommendation is planned for summer or early fall.

CURRENT YEAR BUDGET IMPACTS:
The Development Code implementation work is funded by remaining funds from the $350,000 Metro grant for the Frog Pond East and South Master Plan and matching City funds in the form of staff time. $311,000 total is budgeted in FY 22/23 including the adoption of the Master Plan and follow up implementation, including this Development Code work and the infrastructure funding implementation work.

COMMUNITY INVOLVEMENT PROCESS:
During this implementation phase the primary focus is on honoring past input. However, the project team will engage key stakeholders for input on draft Development Code amendments.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:
Realization of the policy objectives set out in the Frog Pond East and South Master Plan to create Wilsonville's next great neighborhoods. This includes furthering of the City's Equitable Housing Strategic Plan and Council's goal of affordable home ownership.

ALTERNATIVES:
The project team prepared draft amendments to help implement the Frog Pond East and South Master Plan. A number of alternative amendments can be considered to meet the same intent.

ATTACHMENTS:

1. Excerpts from Frog Pond East and South Master Plan related to Development Code Implementation
2. Draft Development Code Amendments with Supporting Information (March 2023)
3. Wilsonville Development Code Section 4.127 Residential Neighborhood Zone
4. Excerpts of Wilsonville Development Code Section 4.113 Residential Development in Any Zone

FROG POND EAST & SOUTH MASTER PLAN

A VISION AND IMPLEMENTATION PLAN FOR TWO NEW NEIGHBORHOODS IN EAST WILSONVILLE

WILSONVILLE
OREGON

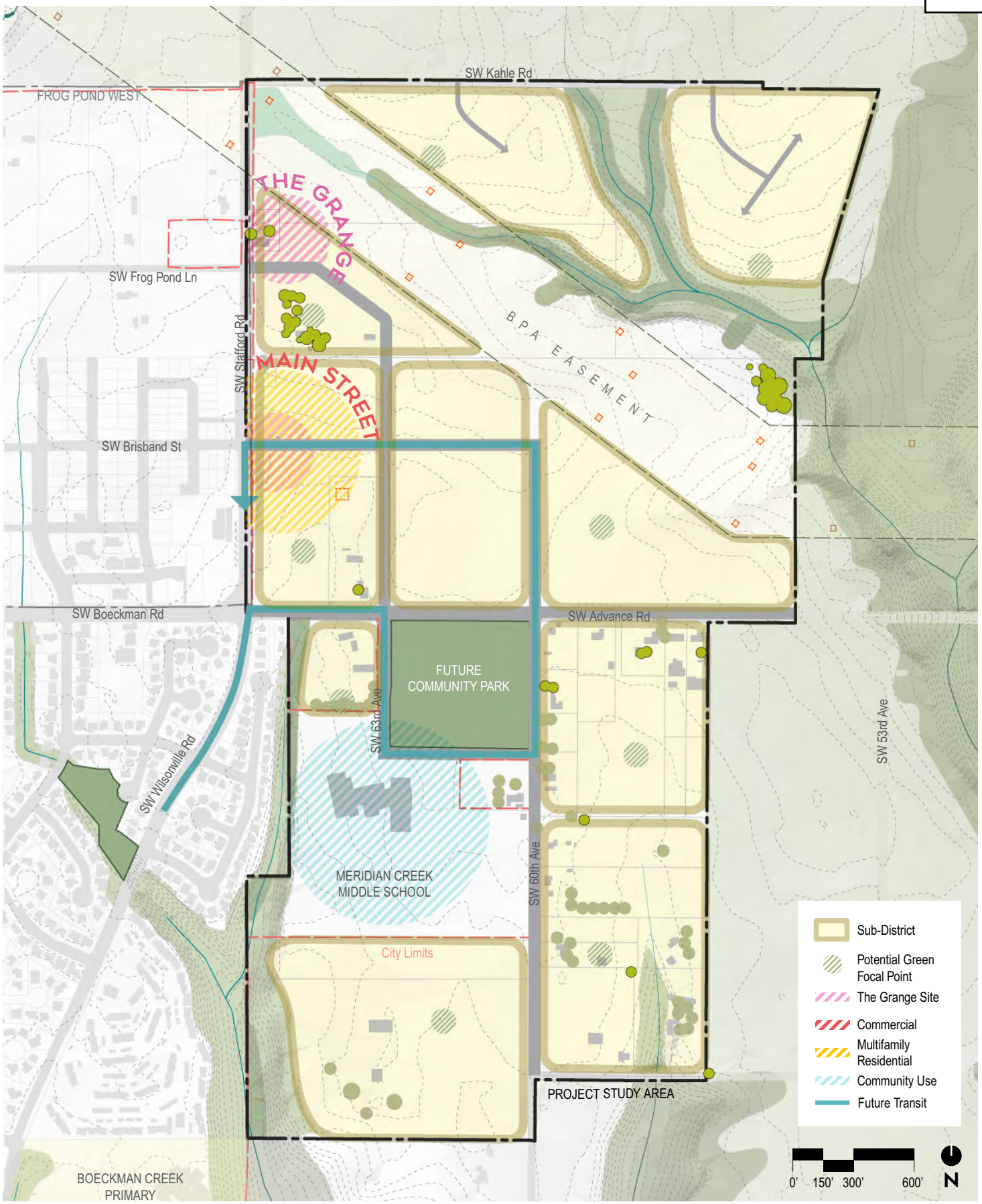
ADOPTED BY WILSONVILLE CITY COUNCIL
ORDINANCE NO. 870

DECEMBER 19 202

SUBDISTRICTS

Figure 14 shows the concept of "subdistricts" within Frog Pond East and South. The subdistricts are intended as "neighborhoods within neighborhoods" – areas with cohesive building form, public realm features, and other characteristics that give them identity. There are ten subdistricts planned for Frog Pond East and South. Each will have a "green focal point" that is central in the subdistrict and/or aligned with a key feature such as a tree grove. The focal points, together with the neighborhood destinations, will provide many community gathering places in Frog Pond East and South.

Figure 14. Diagram of Conceptual Subdistricts



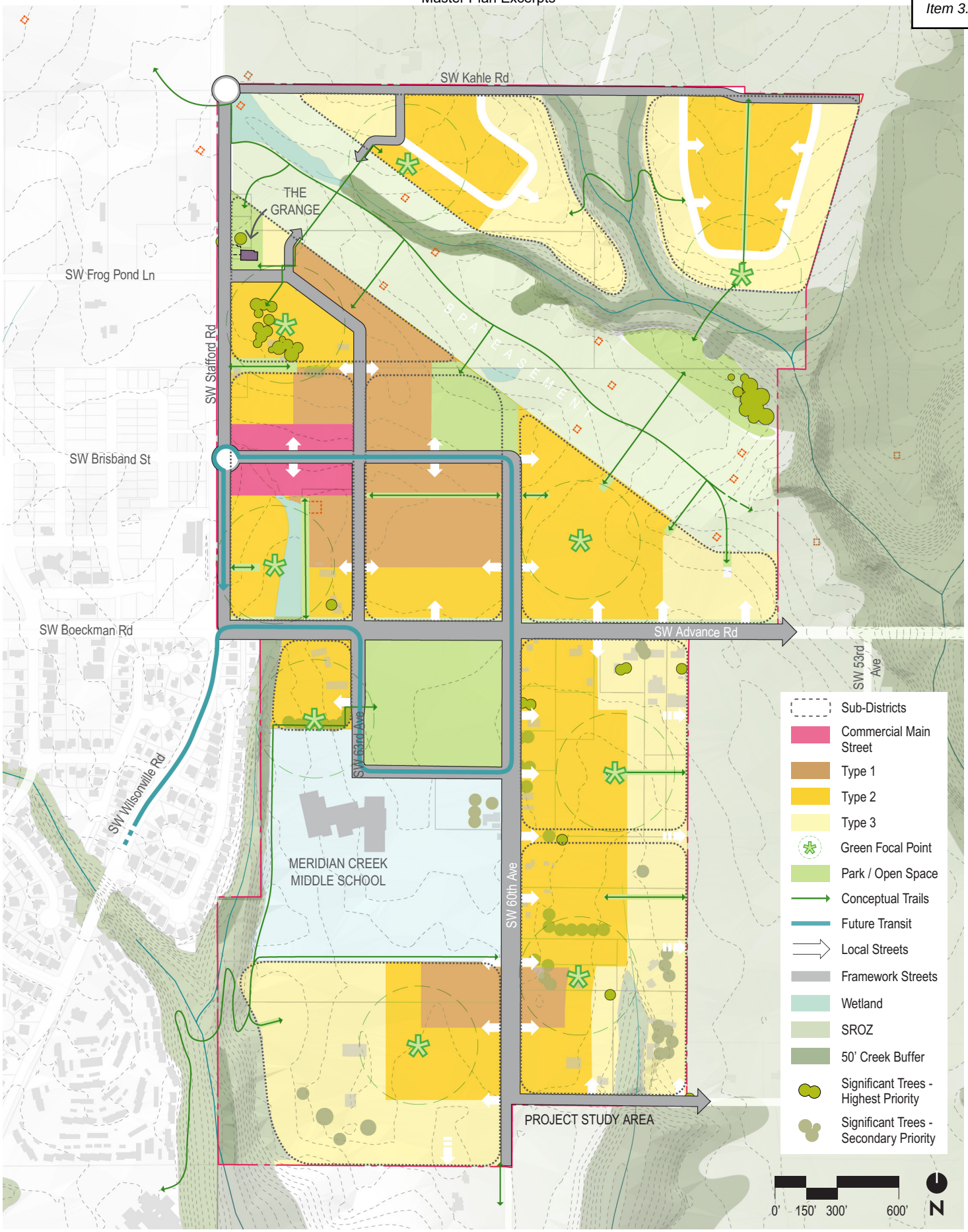
IMPLEMENTING THE DESIGN CONCEPTS

The design concepts discussed above are the foundation of the Master Plan's intent to create a strong sense of place and identity in Frog Pond East and South. The Master Plan's Land Use and Urban Form Plan is shown on Figure 15. The following section summarizes how the Master Plan's key features and intended outcomes implement the design concepts. Additional descriptions are provided in the Land Use and Public Realm chapters of this report.

NEIGHBORHOOD DESTINATIONS WITHIN FROG POND EAST AND SOUTH

- Park/gathering space at the Frog Pond Grange
- A Future Frog Pond East Neighborhood Park
- The SW Brisband Main Street as a neighborhood-scale commercial and mixed-use center
- The Frog Pond South Community Park
- Meridian Creek Middle School
- "Green focal points" within each subdistrict
- Meridian Creek and Newland Creek natural areas
- Significant tree groves

Figure 15. Land Use and Urban Form Plan



COMMUNITY DESIGN CONCEPTS

FORM BASED DESIGN AND TRANSECT

- More compact housing is in "Type 1" urban form areas (see Chapter 6 for more description of the urban form types)
- Adjacent areas are less compact and result in a transect or transition to even less compact housing form
- The East Neighborhood has its Type 1 housing in the central area adjacent to the Brisband Main Street, future Frog Pond East Neighborhood Park and BPA Easement
- The South Neighborhood has a small node of Type 1 housing located south of the Meridian Middle School property.
- In both neighborhoods, Type 2 and 3 housing form "feathers out" from the Type 1 areas.

A WIDE VARIETY OF HOUSING CHOICES

- Opportunities for a wide spectrum of housing choices: townhomes, quad-plexes, tri-plexes, duplexes, cottage clusters, cottage developments, small-lot detached homes, medium and larger lot detached homes, accessory dwelling units, apartments/condos, tiny homes and co-housing
- Requirements for a mix of housing choices in each subdistrict
- Housing capacity for an estimated minimum of 1587 dwellings (See Chapter 6 for housing and land use metrics)

RESIDENTIAL LAND USE AND URBAN FORM

KEY OUTCOMES

The Land Use and Urban Form Plan includes residential areas intended to create three key outcomes:

- **A variety of housing choices** throughout the East and South Neighborhoods
- **Opportunities for affordable housing choices** integrated into the neighborhoods
- A planned **"transect"** of housing form in order to create a cohesive neighborhood that maximizes the amenities availble to residents while creating an urban form sensitive to the local context.

VARIETY THROUGHOUT

The Master Plan creates opportunities for a wide variety of housing choices in each neighborhood and subdistrict. This concept focuses on mixing and integrating different housing choices throughout each subdistrict and block rather than having separate areas for separate types of housing units.

The plan defines and maps three types of urban form for housing – Types 1, 2, and 3 – that define the look and feel of the different subdistricts within the neighborhoods. The focus of this typology is urban form: the bulk, height and spacing of buildings. Each urban form type allows for a full array of housing choices.

For example, a detached home may exist in any of the urban form types, but for Type 1 it would have a smaller footprint and, be closer to adjoining homes, and for Type 3 it would have a larger footprint and be farther apart from adjoining homes. Building height will also tend to be taller where Type 1 is designated with height trending down in areas with Type 2 and Type 3 building form. A multi-family building also may exist in any of the urban forms, but for Type 1 the building would be taller and wider with more units per building and closer to adjoining buildings. For Type 3, a multi-family building would be shorter and smaller (similar to the size of a larger single-family home) with fewer units per building, and buildings would be further apart, likely interspersed with single-family homes.

TYPE 1 RESIDENTIAL URBAN FORM

Type 1 residential urban form is the most compact and urban of the three forms:

- Buildings 2-4 stories tall close to the street
- Buildings are closely spaced from each other
- Townhouse, condo/apartment buildings, and similar are not limited in width allowing larger buildings that may even occupy an entire block face
- Lot area per building for detached homes will be small with less yard space than in Type 2 and Type 3
- Townhouses, closely spaced detached homes, and multi-family buildings are expected to be common housing choices provided; cottages or similar small-unit housing is also likely to be built

TYPE 2 RESIDENTIAL URBAN FORM

Type 2 residential urban form is less compact than Type 1 but more compact than Type 3:

- Buildings are intended to be 2 stories, with 3 stories allowed under applicable State law for certain housing categories
- Moderate setbacks from the street
- Building separation is generally 10 feet,
- Building width is moderately limited, to maintain a building bulk consistent among multi-family, middle housing, and single-family detached housing choices
- Detached home lot size is approximately double that of Type 1 allowing for larger home footprints and larger yards than Type 1
- Small to medium sized single-family detached homes and townhouses are expected to be common housing choices, with duplexes, triplexes, quadplexes, cottage clusters, and smaller multi-family buildings also likely to be built.

TYPE 3 RESIDENTIAL URBAN FORM

Type 3 is the least compact residential urban form, characteristics include:

- Buildings primarily 1-2 stories in height, with 3 stories allowed for certain housing categories consistent with applicable State law
- Buildings are set back from the street
- Width of buildings is limited to create smaller buildings, which limits the number of units in multifamily or middle housing structures
- Building separation generally more than 10 feet
- Lot size for detached single-family homes generally 1.5 times that of Type 2 and 3 times that of Type 1, allowing for larger homes and yards
- Medium to large single-family detached homes along with smaller townhouse and duplex buildings are expected to be common housing choices, cottage clusters would be well-suited to this Type, and triplexes, quadplexes, and small multi-family buildings may also be built

GREEN FOCAL POINTS

In addition to the planned Community Park in Frog Pond South and the Neighborhood Park in Frog Pond East, several "green focal points" are identified in central locations within each walkable subdistrict of the planning area. These are flexible in location and size but are intended to serve as central neighborhood destinations or gathering places that contribute to neighborhood character and identity. In addition to being centrally located, these focal points will be integrated into the neighborhood with front doors facing them, where possible, and provide clear and inviting access for public use.

Many different kinds of uses and activities are envisioned for the green focal points. Examples include community garden plots, small playgrounds or splash pads, nature play areas, pocket parks or plazas, and central green courtyards within housing developments. These smaller open spaces also provide opportunities to preserve mature and significant trees and provide visible stormwater treatment.

IMPLEMENTATION MEASURE 4.1.7.D

Implementation of the Frog Pond East & South Master Plan will include the following:

1. Designation and mapping of subdistricts. Subdistricts are smaller geographic areas within each neighborhood where specific regulations may be applied to implement the Master Plan.
2. Clear and objective Development Code standards that:
   a. Set minimum number of units at the subdistrict or tax lot level.
   b. Establish height, setback and other development standards for the Type 1, Type 2, and Type 3 Urban Forms described and mapped in the Frog Pond East & South Master Plan.
   c. Require a variety of housing and include minimum and maximum amounts of specific housing types at the subdistrict or tax lot level.
   d. Require middle housing.
3. Zoning provisions that provide an alternative path of discretionary review to provide flexibility for development while still achieving the intent of the Master Plan and Development Code.
   a. The alternative path will include criteria to guide flexibility from the clear and objective height, setback, and other similar development standards for buildings in specific urban design contexts.
4. Define categories of housing for use in implementing housing variety standards.
5. Coordination with the owners of the Frog Pond Grange to coordinate and support continued use and development of the Grange as a community destination. Any future public ownership or use of the Grange building is dependent on future funding not yet identified.
6. Coordination with the Bonneville Power Administration (BPA) on land use and development within their easement in the East Neighborhood.
7. A future study of design options for the creek crossings shown on the Park and Open Space plan in this Master Plan. This work will address potential structured crossings.
8. The City may initiate a Main Street study to evaluate specific designs and implementation for the SW Brisband Main Street.
9. Special provisions will be in place for design of both the public realm and private development along the east side of SW Stafford Road and SW Advance Road and surrounding the East Neighborhood Park.

a. On the east side of SW Stafford Road provisions will combine blending the brick wall design used in Frog Pond West and the desire to have structures have a presence fronting SW Stafford Road with access to the protected sidewalk and bicycle path. These provisions will include:

i. Requiring structures, besides those fronting the SW Brisband Main Street, to have pedestrian access and entrances facing SW Stafford Road;

ii. Requiring courtyard-style brick fences matching the materials used along the edges of Frog Pond West, except being approximately half the height, with buildings setback to create usable courtyard areas;

iii. Requiring three-story structures, or two-story equivalent to three story-height, along Stafford Road between SW Advance Road and the SW Brisband Main Street and for one block north of the SW Brisband Main Street. This will ensure structures have a visual presence on SW Stafford Road while not dominating the streetscape and provide a gradual design transition from the four-story structures on SW Brisband.

b. SW Advance Road provisions will be added to require residential structure orientation, including main entrance, to SW Advance Road. This provision intends to ensure SW Advance is integrated into the design of the development like other collectors in the area such as SW Willow Creek Drive in Frog Pond West. The provisions also ensure homes on the north side of SW Advance across from the community park face the community park.

c. Provisions will require development around the East Neighborhood Park to orient as to have an active side of the development facing the park.

10. The Master Plan shows the entire area between streams just below where SW Kahle Road forks as SROZ based on existing tree canopy. According to the property owner a portion of this area may have been planted as agricultural trees and may not meet criteria to be SROZ. The City will coordinate with the property owner to further evaluate if a portion of this area is developable or if it should remain in the SROZ. If it is found to be developable, code provisions will allow it to be developed consistent with Type 3 Urban Design standards.

11. Standards that ensure private yard spaces, particularly for closely spaced detached homes, are of a size and design that are usable, accessible, and practical to maintain.

ZONING IMPLEMENTATION

ZONING MAP AMENDMENTS AND IMPLEMENTATION

Table 7 lists the zone districts that will implement each of the Comprehensive Plan designations identified within the planning area.

Table 7. Implementing Zoning Designations

COMPREHENSIVE PLAN DESIGNATION	IMPLEMENTING ZONE
Residential Neighborhood	Residential Neighborhood (RN)
Commercial	Planned Development Commercial (PDC)
Public	Public Facilities (PF)
All, where applicable	Significant Resource Overlay Zone (SROZ)

Zoning will be applied concurrent with the annexation and development review process for individual properties.

CODING FOR VARIETY AND PRIORITY HOUSING TYPES

Providing a variety of housing types, and particular housing types, throughout the East and South neighborhoods are important intended outcomes for the Master Plan. There are many examples of how variety and specific housing is designed and delivered in master planned communities such as Northwest Crossing in Bend and like Villebois here in Wilsonville. In those communities, a master developer defines and maps the planned housing types at a very site-specific level such as individual lots or blocks. Master planned communities can also implement specific and strategic phasing of infrastructure and housing types.

The Frog Pond East & South Master Plan aspires to have the detailed variety of a master planned community like Villebois even though it does not have the oversight of a single master developer. There is an opportunity to require and encourage housing that is a priority for the City. Examples include: home ownership opportunities for households of modest income (80-120% of AMI), middle housing units, dwellings that provide for ground floor living (full kitchen, bath and master bedroom on the main floor), and dwellings that provide for ADA[3] accessibility.

The standards for Frog Pond's housing variety will also recognize and accommodate several development realties:

3 Americans with Disabilities Act (1990).

- The neighborhoods will develop incrementally. There may be several larger projects where a developer prepares a coordinated plan for relatively large areas (e.g. 20+ acres). However, there will also be many smaller developments that will occur by different developers, on varied parcel sizes, and at different points of time. The code's variety standards must work for the likely range of differently scaled projects.
- Flexibility will be needed for evolving market and housing needs over time, including to reflect the City's future Housing Needs Analyses and Housing Production Strategies..
- All standards that address housing must be clear and objective. A discretionary review path can be provided as an alternative to provide additional flexibility.

Below is a list of potential strategies for requiring variety throughout Frog Pond East and South. These show the intent of the implementing standards and are subject to refinement or change as the development code is prepared.

Strategy 1: Permit a wide variety of housing types.

Amend the RN Zone to allow the following types in Frog Pond East and South:

- Single-Family Dwelling Units[4]
- Townhouses
- Duplex, Triplex, and Quadplex
- Cluster Housing
- Multiple-Family Dwelling Units
- Cohousing
- Manufactured Dwellings[5]
- Accessory Dwelling Units

Strategy 2: Define "categories" of housing units to be used for implementing variety standards.

Each category would provide a range of housing units to choose from when meeting the variety standards. The categories will be based on the policy objectives of the Council for equitable housing opportunities. They will also include specific housing types desired by the City (e.g. accessory dwelling units). The categories will be defined as part of the development code.

4 Tiny homes are included in this use type
5 Manufactured dwellings are subject to the definitions and requirements of ORS 443.

Strategy 3: Establish minimum dwelling unit requirements

Establish the minimum number of dwelling units required in each subdistrict (or on each pre-existing tax lot). The minimum number of required dwellings will help ensure the provision of attached housing forms.

Minimum number of dwelling unit requirements helps ensure variety by preventing a lower production of units than anticipated by the Master Plan. The unit count anticipated in the Master Plan assumes a variety of housing and meeting the minimum is not anticipated to be met without provision of a variety of housing.

Note: The housing capacity estimates prepared for the Master Plan could be used as the basis for the minimums.

Strategy 4: Create development standards for lots and structures that regulate built form according to the mapped Type 1, Type 2, and Type 3 urban form typologies.

This strategy uses form-based standards to create the transect of most compact urban form in Type 1 areas to least compact urban form in Type 3 areas. For each of the Urban form types, define standards for:

- Minimum lot size
- Minimum lot width/street frontage
- Maximum height setbacks for front, side, and rear yards, and garages
- Minimum building spacing
- Maximum lot coverage
- Maximum building width

Strategy 5: Establish minimum housing variety standards by subdistrict and development area.

For each subdistrict (or existing tax lots within subdistricts), define:

- The minimum number of categories required. This standard ensures variety at the subdistrict or tax lot level.
- The maximum percent of net development area for a category. This standard ensures no single category dominates a subdistrict.
- The minimum percent of net development area for categories that represent more affordable and/or accessible housing choices not traditionally provided by the private market and meeting City housing objectives..

Strategy 6: Encourage variety at the block level

Housing variety on the block level prevents segregation of housing types that often subsequently segregates populations by economic status. Code provisions, likely incentives but potentially requirements, related to the percent of net area of blocks by housing category will help ensure a fine grained variety of housing type and integration of lower cost housing.

CODING FOR MAIN STREET

The Brisband Main Street received very strong support in open houses, focus groups, tabling events and surveys for the Master Plan. Community members were excited that Main Street could become a walkable and attractive destination with restaurants, shops and services.

Wilsonville has existing and future models of the type of pedestrian-oriented commercial center envisioned for the Frog Pond's Main Street. The village center in Villebois is an anchor point for that community with its well-designed public realm, higher density housing, mixed-use, and strong connections to the adjacent neighborhoods. Wilsonville's Town Center Main Street is a central element of the Town Center Plan and will include attractive streetscapes, mixed-use buildings, and three-to-four story building form.

To achieve the vision for the Brisband Main Street, the following design and development strategies for the Brisband Main Street will be implemented:

- Permit neighborhood-scale retail, services, mixed-use, multi-family residential
- Prohibit drive-through uses and facilities
- Adopt development standards such as:
  - Shallow setbacks to bring buildings close to Main Street's sidewalks
  - Up to 4-story building height

"The overall vision for the neighborhood commercial center is that it is a place that provides local goods and services within easy access of the local neighborhoods, has a high quality and pedestrian-oriented design, and serves as a gathering place for the community. Due to its small scale and local orientation, it will not compete with other commercial areas in Wilsonville."

— Frog Pond Area Plan

  - Tall ground floors to emphasize storefront character
  - Building frontages that occupy a high percentage of the block faces along Main Street
- Adopt design standards such as:
  - Primary entrances oriented to Brisband or its intersections
  - Front setback areas designed for pedestrian use
  - Parking to the sides or rears of buildings
  - Small plazas designed as an accessible amenity
  - Weather protection (awnings and/or canopies) along sidewalks
  - Building articulation, fenestration, and materials that make Main Street an attractive place and contribute to the vitality of the street environment

The City may initiate a design study for Main Street to evaluate detailed public realm improvements and coordinate them with private development.

Frog Pond East and South Implementation

Draft Development Code Amendments for March 2023 Work Session

1. Design criteria for Brisband Main Street

- **Intent:** Provide detailed standards for the Main Street
- **Explanation:** Incorporate appropriate standards from TC zone
- **Code Reference:** Subsection 4.127 (.03) *Residential Neighborhood Zone-Permitted and Prohibited Uses* and new Subsection 4.127 (.24) *Residential Neighborhood Zone-Commercial Main Street Development Standards*
- **Draft Code Amendment:**

(.03) *Permitted and prohibited uses in the Frog Pond East and South Neighborhoods:*

[…]

C. *Uses permitted in the Commercial Main Street Area*:

1. Retail sales and service of retail products, under a footprint of 30,000 square feet per use.
2. Office, including medical facilities.
3. Personal and professional services.
4. Child and/or day care.
5. Food service (e.g., restaurants, food carts, food cart pods).
6. Beverage service (e.g., cafes, brewpubs, bars).
7. Community services and community centers.
8. Residential dwellings, except that no more than XX% of the ground floor of any building may be residential dwellings.

D. *Uses prohibited in the Commercial Main Street Area:*

1. Uses with drive-through facilities (e.g., fast food, banks, car wash) are prohibited.

(.XX) Development Standards. The following development standards apply to all development within the Commercial Main Street area of Frog Pond East.

Table XX. Commercial Main Street Development Standards	
STANDARD	
Front setback	
Minimum	0 ft.
Maximum	20 ft.
Side facing street on corner	
Minimum	0 ft.
Maximum	10 ft.

Side yard	
Minimum	0 ft.
Maximum	10 ft.
Rear setback	
Minimum	0 ft.
Building height (stories) [A]	
Minimum	two
Maximum	four
Ground floor height minimum	12 ft.
Building site coverage maximum	90%
Minimum landscaping	10%
Minimum building frontage [B]	
On SW Brisband Street	70%
On SW Stafford Road	50%
On other streets	None

[A] Second stories or higher in buildings must be useable. No false front buildings are permitted.
[B] To meet the minimum building frontage requirement, the ground level street-facing façade must meet the maximum setback standard for a minimum of 70% of the lot length on SW Brisband Street and a minimum of 50% of the lot length on SW Stafford Road.

(.20) *Design Standards for the Commercial Main Street Designation in Frog Pond East and South:*

A. *Purpose and Intent.* The purpose of the design standards is to provide high quality design within the Commercial Main Street area that creates a place of distinct character. The design of buildings and other site features shall functionally relate to adjacent streets and open spaces; shall include architectural diversity and variety in their built form; shall contribute to the vitality of the street environment through incorporation of storefronts, windows, and entrances facing the sidewalk; and shall minimize the visual impact of off-street parking from streets.

B. *Building and Entry Placement.* Buildings shall meet the following standards:

1. Development shall meet the minimum building frontage standards in Table XX.
2. At least one entrance door is required for each business, including live-work units, with a ground floor frontage.
3. All primary ground-floor common entrances shall be oriented to the street or a public space directly facing the street, or placed at an angle up to 45 degrees from an adjacent street. Primary ground-

floor common entrances shall not be oriented to the interior or to a parking lot.

4. If a parcel has frontage on more than one street, the primary building entrance is encouraged to orient to the street intersection. If the parcel has frontage on Brisband Street, the primary entrance shall orient to Brisband Street or to the intersection.
5. Courtyards, plazas and similar entrance features may be utilized to satisfy the building entrance requirement when these features are designed to connect the adjacent street edge to the primary building entrance. A direct pedestrian walkway not exceeding 20 feet in length shall be provided between the building entrance and the street property line.
6. Each entrance shall be covered, recessed, or treated with a permanent architectural feature in such a way that weather protection is provided.

C. *Building Setbacks.* Development shall meet the minimum and maximum setback standards in subsection 4.127(.XX). No off-street vehicle parking or loading is permitted within the setback. Bicycle parking is permitted within the setback.

D. *Front Yard Setback Design.* If front yard setbacks are provided, they shall be designed to encourage pedestrian activity and active ground floor uses. Landscaping, water quality treatment, seating areas, an arcade, or a hard-surfaced expansion of the pedestrian path must be provided between a structure and a public street or accessway. If a building abuts more than one street, the required improvements shall be provided on all streets. Hard-surfaced areas shall be constructed with scored concrete or modular paving materials. Benches and other street furnishings are encouraged.

E. *Walkway Connection to Building Entrances.* A walkway connection is required between a building's primary entrance and a public street or accessway. This walkway must be at least six feet wide and be paved with concrete or modular paving materials.

F. *Parking Location and Landscape Design:*

1. Parking for buildings adjacent to public street rights-of-way must be located to the side or rear of buildings, except for buildings fronting Brisband Street or Stafford Road, where parking must be located behind the building, either surface, tuck under or structured (above or below grade).
2. For locations where parking may be located to the side of the building, parking is limited to 50 percent of the street frontage (provided minimum building frontage standards are also met), and must be behind a landscaped area per Section 4.176.
2. Within off-street parking lots, all parking spaces, except for those designated for ADA accessible space or deliveries, shall be shared spaces. Designation for individual uses is not permitted.

3. Within off-street parking lots, time limitations may be placed on parking spaces to encourage parking turnover. This includes time limitations to pick up and drop off of goods from area businesses (e.g. drycleaner, bank ATM etc.).

G. *Building Design Standards:*

1. *General Provisions:*
   a. The first-floor façade of all buildings shall be designed to encourage and complement pedestrian-scale interest and activity through the use of elements such as windows, awnings, and other similar features.
   b. Building entrances shall be clearly marked, provide weather covering, and incorporate architectural features of the building.
   c. Architectural features and treatments shall not be limited to a single façade. All public-facing facades shall display a similar level of quality and architectural interest, with elements such as windows, awnings, murals, a variety of exterior materials, reveals, and other similar features.
2. *Design Standards.* All buildings shall comply with the following design standards:
   a. *Windows:*
      i. Building facade windows are required on all facades facing SW Brisband Street or SW Stafford Road (see Figure 1), as follows:

Ground Story facing SW Brisband Street	60% of ground floor wall area
Ground Story facing SW Stafford Road	40% of ground floor wall area
Upper Stories facing SW Brisband Street or SW Stafford Road	20% of facade
Other facades	No minimum

      ii. Window area is the aggregate area of the glass within each window, including any interior grids, mullions, or transoms. Facade area is the aggregate area of each street-facing vertical wall plane.
      iii. Required windows shall be clear glass and not mirrored or frosted, except for bathrooms. Clear glass within doors may be counted toward meeting the window coverage standard.
      iv. *Ground floor windows.* For facades facing SW Brisband Street and SW Stafford Road, elevations within the building setback shall include a minimum percentage of the ground floor wall area with windows, display areas or doorway openings, as required in subsection i. The ground floor wall area shall be measured from two feet above grade to ten feet above grade for the entire width of the street-facing elevation. The ground floor

window requirement shall be met within the ground floor wall area; glass doorway openings to ground level may be counted toward meeting the requirement. Up to 50 percent of the ground floor window requirement may be met on an adjoining elevation within 20 feet of the building corner. (Note: Figure to be added to illustrate this requirement)

b. *Building Facades:*

i. Public-facing facades shall extend no more than 50 feet without providing at least one of the following features: (a) a variation in building materials; (b) a building off-set of at least one foot; (c) a wall area that is entirely separated from other wall areas by a projection, such as an arcade; or (d) by other design features that reflect the building's structural system (See Figure 2). No building façade shall extend for more than 250 feet without a pedestrian connection between or through the building.

Figure 1. Window Placement and Percentage of Facade

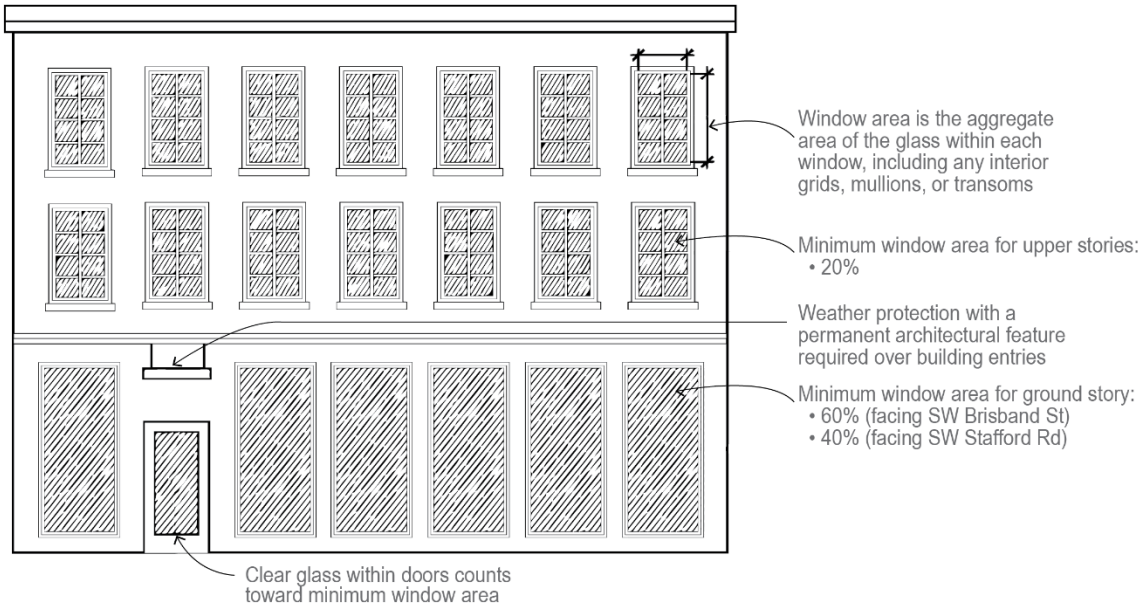
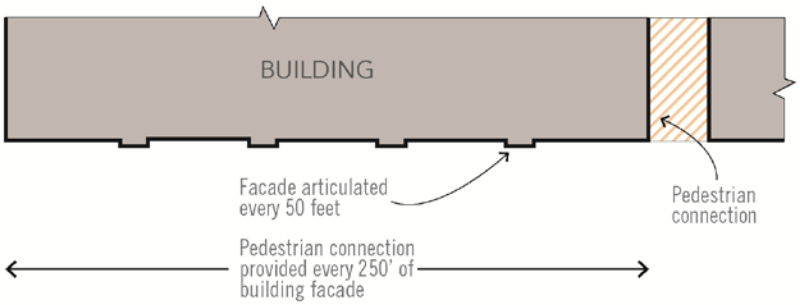


Figure 2. Building Facade Articulation



c. *Weather Protection:* Building facades facing SW Brisband Street shall provide weather protection as follows:
    i. A projecting facade element (awning, canopy, arcade, or marquee) must be provided along at least 75 percent of the façade.
    ii. All weather protection must comply with the Oregon Structural Specialty Code in effect at the time of application for projections or encroachments into the public right-of-way.
    iii. Weather protection shall be maintained and in good condition.
    iv. Weather protection features shall project at least five feet from the building façade.
    v. Marquees shall have a minimum ten-foot clearance from the bottom of the marquee to the sidewalk. Canopies and awnings shall have a minimum eight-foot clearance from the bottom of the awning or canopy to the sidewalk. (See Figure 3.)
    vi. The projecting façade element shall not conflict with street lights. If the projecting façade element blocks light shed from adjacent street lights, exterior lighting shall be located on the building.
    vii. Awnings shall match the width of storefronts or window openings.
    viii. Internally lit awnings are not permitted.
    ix. Awnings shall be made of glass, metal, or a combination of these materials. Fabric awnings are not permitted.

d. *Building Materials.* Plain concrete block, plain concrete, T-111 or similar sheet materials, corrugated metal, plywood, sheet press board or vinyl siding may not be used as exterior finish materials. Foundation material may be plain concrete or plain concrete block where the foundation material is not revealed for more than two feet. Use of brick and natural materials (wood) is encouraged.

e. *Roofs and roof lines.* Except in the case of a building entrance feature, roofs shall be designed as an extension of the primary materials used for the building and should respect the building's structural system and architectural style. False fronts and false roofs are not permitted.

f. *Rooftop features/equipment screening:*

    i. The following rooftop equipment does not require screening:

        - Solar panels, wind generators, and green roof features;
        - Equipment under two feet in height.

    ii. Elevator mechanical equipment may extend above the height limit a maximum of 16 feet provided that the mechanical shaft is incorporated into the architecture of the building.

    iii. Satellite dishes and other communications equipment shall be limited to ten feet in height from the roof, shall be set back a minimum of five feet from the roof edge and screened from public view to the extent possible.

    iv. All other roof-mounted mechanical equipment shall be limited to ten feet in height, shall be set back a minimum of five feet from the roof edge and screened from public view and from views from adjacent buildings.

    v. On all structures exceeding 35 feet in height, roofs shall have drainage systems that are architecturally integrated into the building design.

    vi. Any external stairwells, corridors and circulation components of a building shall be architecturally compatible with the overall structure, through the use of similar materials, colors, and other building elements.

    vii. Required screening shall not be included in the building's maximum height calculation.

g. *General Screening.* Utility meters shall be located on the back or side of a building, screened from view from a public street to the greatest extent possible, and shall be painted a color to blend with the building façade.

h. *Building projections.* Building projections are allowed as follows (see Figure 3):

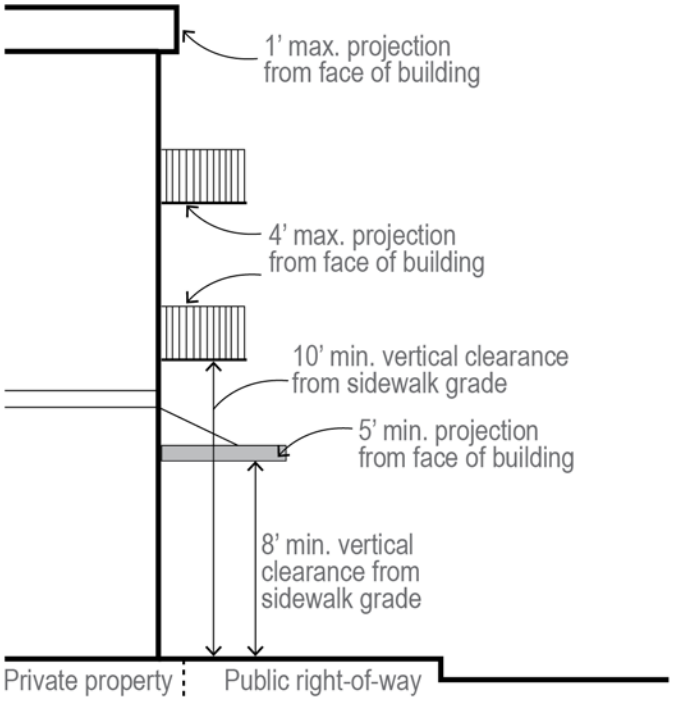
    i. Architectural elements such as eaves, cornices and cornices may project up to one foot from the face of the building.

    ii. Bay windows and balconies may project up to four feet from the face of the building. Balconies that project into the right-of-way shall have a minimum vertical

clearance of 12 feet from sidewalk grade or be mounted at the floor elevation, whichever is greater.

iii. See also Subsection 4.127(.20)XX. for standards related to weather protection.

Figure 3. Building Projections



2. Clear and objective standards for multi-family

- **Intent:** Provide clear and objective standards for multi-family similar to single-family and middle housing. Note, proposed multi-family buildings/uses that are not part of an approved subdivision or Master Plan, still need to go through the Stage I/Stage II Master Plan development review process. The intent of the proposed standards is to change the review criteria and process that applies to architectural review and basic site planning review such as setback and lot coverage for multi-family buildings where the use has already received a master plan approval.
- **Explanation:** Adapt and modify current standards for townhouses to apply to multi-family.
- **Code Reference:** Subsection 4.113 (.14) *Residential Design Standards*, new subsection for multi-family)
- **Draft Code Amendment:**

(.15) *Design Standards for Multi-Family Housing:*

A. *Purpose and Intent.* The purpose of the multi-family design standards is to create and maintain street frontages that are varied and attractive, create an environment that is conducive to walking, and provide natural surveillance of public spaces. The standards will also promote building details in multi-family development that provide visual interest, contribute to a high-quality living environment for residents, give a sense of quality and permanence, and enhance compatibility with the surrounding community. The design standards also aim to create consistency with design standards for other residential unit types that multi-family housing may be built adjacent to.

B. *Entrance Orientation*.

1. At least one main entrance for each multi-family structure must either meet the standards in subsections a. and b. below, or must meet the alternative standard in subsection B.2.
   a. The entrance must be within eight feet of the longest street-facing exterior wall of the structure; and
   b. The entrance must either:
      i. Face the street;
      ii. Be at an angle of up to 45 degrees from the street; or
      iii. Open onto a porch. The porch must:
         a. Be at least 25 square feet in area; and
         b. Have at least one entrance facing the street or have a roof.
2. Alternative standard. As an alternative to subsection 1., a main entrance to a multi-family structure may face a courtyard if the courtyard-facing entrance is located within 60 feet of a street and the courtyard meets the following standards:
   a. The courtyard must be at least 15 feet in width;

b. The courtyard must abut a street; and
c. The courtyard must be landscaped or hard-surfaced for use by pedestrians.

C. *Windows*. A minimum of 15 percent of the area of all public-facing façades must include windows or entrance doors. Façades separated from the street or public space by a dwelling are exempt from meeting this standard. Required windows shall be clear glass and not mirrored or frosted, except for bathrooms.

D. *Articulation.*

1. *Minimum Articulation.* All public-facing façades shall incorporate the following design elements at a minimum interval of every 30 feet. The minimum number of design elements is determined by dividing the façade length (in feet) by 30 and rounding up to the nearest whole number.
   a. Varying rooflines.
   b. Offsets of at least 12 inches.
   c. Balconies.
   d. Projections of at least 12 inches and width of at least three feet.
   e. Porches.
   f. Entrances that are recessed at least 24 inches or covered.
   g. Dormers at least three feet wide.
2. *Articulation Element Variety.* Different articulation elements shall be used as provided below, based on the length of the facade. For the purpose of this standard, a "different element" is defined as one of the following: a completely different element from the list in subsection D.1. above; the same type of element but at least 50 percent larger; or for varying rooflines, vertically offset by at least three feet.
   a. Where two to four elements are required on a façade, at least two different elements shall be used.
   b. Where more than four elements are required on a façade, at least three different elements shall be used.

F. *Pedestrian Access and Circulation*. The following standards are intended to ensure safe and efficient circulation for pedestrians within multi-family development.

1. Each multi-family development shall contain an internal pedestrian circulation system that makes connections between individual units and parking areas, green focal points and other common open space areas, children's play areas, and public rights-of-way. All pedestrian connections (walkways) shall meet the following standards:
   a. Except as required for crosswalks, per subsection 3., where a walkway abuts a vehicle circulation area, it shall be physically separated by a curb that is raised at least six inches or by bollards.

b. Walkways shall be constructed of concrete, asphalt, brick or masonry pavers, or other hard surface, and not less than five feet wide.

2. All walkways shall comply with the requirements of the Americans with Disabilities Act.
3. In order to provide safe crossings of driveways and parking areas, crossings shall be clearly marked with either contrasting paving materials (such as pavers, light-color concrete inlay between asphalt, or similar contrasting material) or reflective striping that emphasizes the crossing under low light and inclement weather conditions.
4. Pedestrian connections shall be provided between buildings within the development, and between the development and adjacent rights-of-way, transit stops, parks, schools, and commercial developments. At least one connection shall be made to each adjacent street and sidewalk for every 200 linear feet of street frontage. Sites with less than 200 linear feet of street frontage shall provide at least one connection to the street and/or sidewalk.

F. *Off-Street Parking Location and Design.* The following standards are intended to support a pedestrian-friendly street environment and to minimizing the visual impacts of parking areas and garages.

1. Off-street parking spaces and vehicle maneuvering areas shall not be located between the front building plane and a street property line (except alleys).
2. Off-street parking areas shall not occupy more than 50% of the total length of each street frontage as measured 20 feet from the street property line. Drive aisles without adjacent parking spaces do not count as parking areas for the purposes of this standard.
3. Off-street parking spaces shall not be located within ten feet of any property line, except alley property lines. Driveways and drive aisles are permitted within ten feet of property lines.
4. Landscaping, fencing, or walls at least three feet tall shall separate parking areas from useable open space, green focal points, and public streets (except alleys).
5. If garages are attached to a street-facing facade, they may not be located closer to the street property line than the building facade.
6. Driveways associated with attached garages that take direct individual access from a public or private street must meet the townhouse driveway and access standards in Subsection 4.113 (.14) 5. For the purpose of those standards, each individual multi-family garage shall meet the standards applicable to a townhouse or townhouse lot.

3. Process Updates for Multi-family Housing

- **Intent:** Improve language throughout code to clarify and update review process for multi-family housing in residential zones.
- **Explanation:** Review and update language throughout Development Code to make process to review multi-family housing in residential zones substantially similar to the process for single-family and middle housing. Additional section-specific explanations are provided below.
- **Code Reference:** various
- **Draft Code Amendments:**

Modified language (changes ~~struckthrough~~ or **<u>bold underlined</u>**)

Section 4.030 Jurisdiction and Powers of Planning Director and Community Development Director

Explanation: Add clarity for the review process for architecture review of middle housing. Draft reflects Planning Commission discussion in January about DRB not being the appropriate place for review, but larger buildings should still provide public notice. Current draft has smaller apartment buildings (6 or fewer units) follow the same process as middle housing (Class I Review, staff decision with no public notice) and larger buildings being subject to Class II Review (staff decision with public notice and notice to DRB).

(.01) *Authority of Planning Director.* The Planning Director shall have authority over the daily administration and enforcement of the provisions of this Chapter, including dealing with non-discretionary matters, and shall have specific authority as follows:

A. A Class I application shall be processed as a ministerial action without public hearing, shall not require public notice, and shall not be subject to appeal or call-up, except as noted below. Pursuant to Class I procedures set forth in Section 4.035, and upon finding that a proposal is consistent with the provisions of this Code and any applicable Conditions of Approval, shall approve the following, with or without conditions:

4. Building permits for **<u>residential structures in residential zones not subject to Site Design Review, except for multi-family structures with seven or more units,</u>** ~~single family dwellings, middle housing, and in the Village zone, row houses or apartments~~, meeting clear and objective zoning, siting, and design ~~requirements~~ standards and located on lots that have been legally created. The Planning Director's approval of such plans shall apply only to Development Code requirements and shall not alter the authority of the Building Official or City Engineer on these matters.

B. A Class II application shall be processed as an administrative action, with or without a public hearing, shall require public notice, and shall be subject to appeal or call-up, as noted below. Pursuant to Class II procedures set forth in Section 4.035, the Director shall approve, approve with conditions, deny, or refer the application to the Development Review Board for a hearing:

12. **Architectural and site plans, including modifications and remodels, for multi-family residential structures in residential zones with seven or more units not subject to Site Design Review and meeting clear and objective zoning, siting, and design standards and located on lots that have been legally created. This does not include review of Stage I and Stage II Planned Development Master Plans and Site Design Review of open space and other common improvements, which is subject to review by the Development Review Board.**

Subsection 4.176 (.04) Buffering and Screening

Explanation: Remove requirement for screening and buffering between single-family and multi-family as new standards and allow and encourage them to be integrated.

B. Activity areas on commercial and industrial sites shall be buffered and screened from adjacent residential areas. ~~Multi-family developments shall be screened and buffered from single-family areas.~~

Section 4.113 (.01) Residential Open Space Standards

Explanation: Clarify that a multi-family development does not need to provide additional open space when it is part of a larger development. Makes the requirement consistent with those for single-family and middle housing.

B. *Applicability.*

1. The open space standards of this subsection shall apply to the following:
   a. Subdivisions.
   b. Planned Developments.
   c. Multi-family Development**, except as noted in 2. c. below.**
2. These standards do not apply to the following:
   a. Partitions for non-Multi-family development. However, serial or adjacent partitions shall not be used to avoid the requirements.
   b. Middle Housing Land Divisions.
   c. Development of a multi-family building(s) on a lot within a subdivision where the open space requirements are

otherwise met in the subdivision, as acknowledged in a prior land use approval.

4. Discretionary alternative path standards

- **Intent:** Provide guidance to both applicants and decision-makers for waivers that are sought through the discretionary review process.
- **Explanation:** Provide factors for DRB to consider during discretionary review.
- **Code Reference:** Subsection 4.118 (.03) A List of Development Standards Typically Subject to Waivers. Add new subsection 4.127 (.23).
- **Draft Code Amendment:**

Modified language (changes ~~struckthrough~~ or **bold underlined**)

4.118 Standards Applying to all Planned Development Zones

(.03) Notwithstanding the provisions of Section 4.140 to the contrary, the Development Review Board, in order to implement the purposes and objectives of Section 4.140, and based on findings of fact supported by the record may:

A. Waive the following typical development standards:

. . .

13. Architectural design standards**, including residential design standards**;

Note: More extensive proposed amendments to Section 4.420 are shown below for context, with the portion specifically related to alternative review process highlighted.

Section 4.420. ~~Jurisdiction and Powers of the Board~~ **Review Authority for Site Design Review**

(.01) *Application of Section.* ~~Except for single-family and middle housing dwellings in any residential zoning district, and apartments in the Village zone,~~

A. **Unless exempt as noted in 1.-2. below,** no building permit shall be issued for a new building or major exterior remodeling of an existing building **unless the building architecture and siting is approved by the Development Review Board (Board) through Site Design Review**.

1. **Residential structures in residential zones are exempt from Site Design Review as long as they meet established clear and objective design and**

siting standards. This exemption does not apply to mixed-use residential structures. However, an applicant may elect to have residential structures approved by the Board through Site Design Review in association with waivers from specific standards.

2. **Minor building modifications to non-residential structures are reviewed under the authority of the Planning Director as established is Section 4.030.**

B. **Unless exempt as noted in 1.-2. below, no building permit within an area covered by a Stage II Planned Development, or PDP in the Village Zone, shall be granted unless landscaping plans are reviewed and approved by the Board through Site Design review, or FDP in the Village Zone.**

1. **Landscaping on residential lots in residential zones is exempt from Site Design Review unless it is part of the open space required under Subsection 4.113 (.01).**

2. **Minor modifications to landscape plans subject to Site Design Review can be reviewed by the Planning Director as established in Section 4.030.**

C. No Sign Permit, except as permitted in Sections 4.156.02 and 4.156.05, shall be issued for the erection or construction of a sign relating to such new building or major remodeling, until the plans, drawings, sketches and other documents required for a Sign Permit application have been reviewed and approved by the Board.

The following is proposed new language:

Section 4.127 Residential Neighborhood Zone

(.23) *Consideration of Waivers in the Frog Pond East and South Neighborhoods*.

A. Applicants for development in the Frog Pond East and South neighborhoods may request waivers to applicable development and design standards in Section 4.127, provided the criteria in subsection B. are met.

B. In addition to the waiver criteria in Sections 4.118 and 4.140 and applicable Site Design Review standards, when reviewing a

waiver for development within the Frog Pond East and South Neighborhoods the Development Review Board's decision shall be based on the following criteria, which reflects guidance in the Frog Pond East and South Master Plan.

1. The development enabled by the waiver is complementary and compatible with development that would typically be built within the subject Urban Form Type as described in Chapter 6 of the Frog Pond East and South Master Plan.

2. The waiver supports a wide variety of housing or at least does not reduce the level of housing variety within a Stage I Master Plan Area.

Section 4.127. Residential Neighborhood (RN) Zone.

(.01) *Purpose.* The Residential Neighborhood (RN) zone applies to lands within Residential Neighborhood Comprehensive Plan Map designation. The RN zone is a Planned Development zone, subject to applicable Planned Development regulations, except as superseded by this section or in legislative master plans. The purposes of the RN Zone are to:

A. Implement the Residential Neighborhood policies and implementation measures of the Comprehensive Plan.

B. Implement legislative master plans for areas within the Residential Neighborhood Comprehensive Plan Map designation.

C. Create attractive and connected neighborhoods in Wilsonville.

D. Regulate and coordinate development to result in cohesive neighborhoods that include: walkable and active streets; a variety of housing appropriate to each neighborhood; connected paths and open spaces; parks and other non-residential uses that are focal points for the community; and, connections to and integration with the larger Wilsonville community.

E. Encourage and require quality architectural and community design as defined by the Comprehensive Plan and applicable legislative master plans.

F. Provide transportation choices, including active transportation options.

G. Preserve and enhance natural resources so that they are an asset to the neighborhoods, and there is visual and physical access to nature.

H. Create housing opportunities for a variety of households, including housing types that implement the Wilsonville Equitable Housing Strategic Plan and housing affordability provisions of legislative master plans.

(.02) *Permitted uses:*

A. Open Space.

B. Single-Family Dwelling Unit.

C. Townhouses. During initial development in the Frog Pond West Neighborhood, a maximum of two townhouses may be attached, except on corners, a maximum of three townhouses may be attached.

D. Duplex.

E. Triplex and quadplex. During initial development in the Frog Pond West Neighborhood, triplexes are permitted only on corner lots and quadplexes are not permitted.

F. Cluster housing. During initial development in the Frog Pond West Neighborhood, only two-unit cluster housing is permitted except on corner lots where three-unit cluster housing is permitted.

G. Multiple-Family Dwelling Units, except when not permitted in a legislative master plan, subject to the density standards of the zone. Multi-family dwelling units are not permitted within the Frog Pond West Master Plan area.

H. Cohousing.

I. Cluster Housing (Frog Pond West Master Plan).

J. Public or private parks, playgrounds, recreational and community buildings and grounds, tennis courts, and similar recreational uses, all of a non-commercial nature, provided that any principal building or public swimming pool shall be located not less than 45 feet from any other lot.

K. Manufactured homes.

(.03) *Permitted accessory uses:*

A. Accessory uses, buildings and structures customarily incidental to any of the principal permitted uses listed above, and located on the same lot.

B. Living quarters without kitchen facilities for persons employed on the premises or for guests. Such facilities shall not be rented or otherwise used as a separate dwelling unless approved as an accessory dwelling unit or duplex.

C. Accessory Dwelling Units, subject to the standards of Section 4.113 (.10).

D. Home occupations.

E. A private garage or parking area.

F. Keeping of not more than two roomers or boarders by a resident household.

G. Temporary buildings for uses incidental to construction work, which buildings shall be removed upon completion or abandonment of the construction work.

H. Accessory buildings and uses shall conform to front and side yard setback requirements. If the accessory buildings and uses do not exceed 120 square feet or ten feet in height, and they are detached and located behind the rear-most line of the main buildings, the side and rear yard setbacks may be reduced to three feet.

I. Livestock and farm animals, subject to the provisions of Section 4.162.

(.04) *Uses permitted subject to Conditional Use Permit requirements:*

A. Public and semi-public buildings and/or structures essential to the physical and economic welfare of an area, such as fire stations, sub-stations and pump stations.

B. Commercial Recreation, including public or private clubs, lodges or meeting halls, golf courses, driving ranges, tennis clubs, community centers and similar commercial recreational uses. Commercial Recreation will be permitted upon a finding that it is compatible with the surrounding residential uses and promotes the creation of an attractive, healthful, efficient and stable environment for living, shopping or working. All such uses except golf courses and tennis courts shall conform to the requirements of Section 4.124(.04)(D) (Neighborhood Commercial Centers).

C. Churches; public, private and parochial schools; public libraries and public museums.

D. Neighborhood Commercial Centers limited to the provisions of goods and services primarily for the convenience of and supported by local residents. Neighborhood Commercial Centers are only permitted where designated on an approved legislative master plan.

(.05) *Residential Neighborhood Zone Sub-districts:*

A. RN Zone sub-districts may be established to provide area-specific regulations that implement legislative master plans.

1. For the Frog Pond West Neighborhood, the sub-districts are listed in Table 1 of this Code and mapped on Figure 6 of the Frog Pond West Master Plan. The Frog Pond West Master Plan Sub-District Map serves as the official sub-district map for the Frog Pond West Neighborhood.

(.06) *Minimum and Maximum Residential Lots:*

A. The minimum and maximum number of residential lots approved shall be consistent with this Code and applicable provisions of an approved legislative master plan.

1. For initial development of the Frog Pond West Neighborhood, Table 1 in this Code and Frog Pond West Master Plan Table 1 establish the minimum and maximum number of residential lots for the sub-districts.

2. For areas that are a portion of a sub-district, the minimum and maximum number of residential lots are established by determining the proportional gross acreage and applying that proportion to the minimums and maximums listed in Table 1. The maximum density of the area may be increased, up to a maximum of ten percent of what would otherwise be permitted, based on an adjustment to an SROZ boundary that is consistent with 4.139.06.

B. The City may allow a reduction in the minimum density for a sub-district when it is demonstrated that the reduction is necessary due to topography, protection of trees, wetlands and other natural resources, constraints posed by existing development, infrastructure needs, provision of non-residential uses and similar physical conditions.

Table 1. Minimum and Maximum Residential Lots by Sub-District in the Frog Pond West Neighborhood

Area Plan Designation	Frog Pond West Sub-district	Minimum Lots in Sub-district[a,b]	Maximum Lots in Sub-district[a,b]
R-10 Large Lot	3	26	32
	7	24	30
	8	43	53
R-7 Medium Lot	2	20	25
	4	86	107
	5	27	33
	9	10	13
	11	46	58
R-5 Small Lot	1	66	82
	6	74	93
	10	30	38
Civic	12	0	7[a]
Public Facilities (PF)	13	0	0

[a.] Each lot must contain at least one dwelling unit but may contain additional units consistent with the allowance for ADUs and middle housing.

[b.] For townhouses, the combined lots of the townhouse project shall be considered a single lot for the purposes of the minimum and maximum of this table. In no case shall the density of a townhouse project exceed 25 dwelling units per net acre.

[c.] These metrics apply to infill housing within the Community of Hope Church property, should they choose to develop housing on the site. Housing in the Civic sub-district is subject to the R-7 Medium Lot Single Family regulations.

(.07) *Development Standards Generally:*

A. Unless otherwise specified by this the regulations in this Residential Development Zone chapter, all development must comply with Section 4.113, Standards Applying to Residential Development in Any Zone.

(.08) *Lot Development Standards:*

A. Lot development shall be consistent with this Code and applicable provisions of an approved legislative master plan.

B. Lot Standards Generally. For the Frog Pond West Neighborhood, Table 2 establishes the lot development standards unless superseded or supplemented by other provisions of the Development Code.

C. Lot Standards for Small Lot Sub-districts. The purpose of these standards is to ensure that development in the Small Lot Sub-districts includes varied design that avoids homogenous street frontages, creates active pedestrian street frontages and has open space that is integrated into the development pattern.

Standards. Planned developments in the Small Lot Sub-districts shall include one or more of the following elements on each block:

1. Alleys.
2. Residential main entries grouped around a common green or entry courtyard (e.g. cluster housing).
3. Four or more residential main entries facing a pedestrian connection allowed by an applicable legislative master plan.
4. Garages recessed at least four feet from the front façade or six feet from the front of a front porch.

Table 2: Neighborhood Zone Lot Development Standards

Neighborhood Zone Sub-District	Min. Lot Size (sq. ft.)[A,B]	Min. Lot Depth (ft.)	Max. Lot Coverage (%)	Min. Lot Width[I, J, N] (ft.)	Max. Bldg. Height[H] (ft.)	Setbacks[K, L, M]				
						Front Min. (ft.)	Rear Min. (ft.)	Side Min. (note)	Garage Min Setback from Alley (ft.)	Garage Min Setback from Street[O,P] (ft.)
R-10 Large Lot	8,000	60'	40%[E]	40	35	20[F]	20	[M]	18[G]	20
R-7 Medium Lot	6,000[C]	60'	45%[E]	35	35	15[F]	15	[M]	18[G]	20
R-5 Small Lot	4,000[C,D]	60'	60%[E]	35	35	12[F]	15	[M]	18[G]	20

Notes:

A. Minimum lot size may be reduced to 80% of minimum lot size for any of the following three reasons: (1) where necessary to preserve natural resources (e.g. trees, wetlands) and/or provide active open space, (2) lots designated for cluster housing (Frog Pond West Master Plan), (3) to increase the number of lots up to the maximum number allowed so long as for each lot reduced in size a lot meeting the minimum lot size is designated for development of a duplex or triplex.

B. For townhouses the minimum lot size in all sub-districts is 1,500 square feet.

C. In R-5 and R-7 sub-districts the minimum lot size for quadplexes and cottage clusters is 7,000 square feet.

D. In R-5 sub-districts the minimum lot size for triplexes is 5,000 square feet.

E. On lots where detached accessory buildings are built, maximum lot coverage may be increased by 10%. Cottage clusters are exempt from maximum lot coverage standards.

F. Front porches may extend 5 feet into the front setback.

G. The garage setback from alley shall be minimum of 18 feet to a garage door facing the alley in order to provide a parking apron. Otherwise, the rear or side setback shall be between 3 and 5 feet.

H. Vertical encroachments are allowed up to ten additional feet, for up to 10% of the building footprint; vertical encroachments shall not be habitable space.

I. For townhouses in all sub-districts minimum lot width is 20 feet.

J. May be reduced to 24' when the lot fronts a cul-de-sac. No street frontage is required when the lot fronts on an approved, platted private drive or a public pedestrian access in a cluster housing (Frog Pond West Master Plan) development.

K. Front Setback is measured as the offset of the front lot line or a vehicular or pedestrian access easement line. On lots with alleys, Rear Setback shall be measured from the rear lot line abutting the alley.

L. For cottage clusters all setbacks otherwise greater than 10 feet for other housing types is reduced to 10 feet

M. On lots greater than 10,000 SF with frontage 70 ft. or wider, the minimum combined side yard setbacks shall total 20 ft. with a minimum of 10 ft. On other lots, minimum side setback shall be 5 ft. On a corner lot, minimum side setbacks are 10 feet.

N. For cluster housing (Frog Pond West Master Plan) with lots arranged on a courtyard, frontage shall be measured at the front door face of the building adjacent to a public right-of-way or a public pedestrian access easement linking the courtyard with the Public Way.

O. All lots with front-loaded garages are limited to one shared standard-sized driveway/apron per street regardless of the number of units on the lot.

P. The garage shall be setback a minimum of 18 feet from any sidewalk easements that parallels the street.

D. Lot Standards Specific to the Frog Pond West Neighborhood.

1. Lots adjacent to Boeckman Road and Stafford Road shall meet the following standards:

a. Rear or side yards adjacent to Boeckman Road and Stafford Road shall provide a wall and landscaping consistent with the standards in Figure 10 of the Frog Pond West Master Plan.

2. Lots adjacent to the collector-designated portions of Willow Creek Drive and Frog Pond Lane shall not have driveways accessing lots from these streets, unless no practical alternative exists for access. Lots in Large Lot Sub-districts are exempt from this standard.

(.09) *Open Space:*

A. *Purpose.* The purposes of these standards for the Residential Neighborhood Zone are to:

1. Provide light, air, open space, and useable recreation facilities to occupants of each residential development.

2. Retain and incorporate natural resources and trees as part of developments.

3. Provide access and connections to trails and adjacent open space areas.

For Neighborhood Zones which are subject to adopted legislative master plans, the standards work in combination with, and as a supplement to, the park and open space recommendations of those legislative master plans. These standards supersede the Open Space requirements in WC Section 4.113(.01).

B. *Within the Frog Pond West Neighborhood, the following standards apply:*

1. Properties within the R-10 Large Lot sub-districts and R-7 Medium Lot sub-districts are exempt from the requirements of this section. If the Development Review Board finds, based upon substantial evidence in the record, that there is a need for open space, they may waive this exemption and require open space proportional to the need.

2. For properties within the R-5 Small Lot sub-districts, Open Space Area shall be provided in the following manner:

a. Ten percent of the net developable area shall be in open space. Net developable area does not include land for non-residential uses, SROZ-regulated lands, streets and private drives, alleys and pedestrian connections. Open space must include at least 50 percent usable open space as defined by this Code and other like space that the Development Review Board finds will meet the purpose of this section.

b. Natural resource areas such as tree groves and/or wetlands, and unfenced low impact development storm water management facilities, may be counted toward the ten percent requirement at the discretion of the Development Review Board. Fenced storm water detention facilities do not count toward the open space requirement. Pedestrian connections may also be counted toward the ten percent requirement.

c. The minimum land area for an individual open space is 2,000 square feet, unless the Development Review Board finds, based on substantial evidence in the record, that a smaller minimum area adequately fulfills the purpose of this Open Space standard.

d. The Development Review Board may reduce or waive the usable open space requirement in accordance with Section 4.118(.03). The Board shall consider substantial evidence regarding the following factors: the walking distance to usable open space adjacent to the subject property or within 500 feet of it; the amount and type of open space available adjacent or within 500 feet of the subject property, including facilities which support creative play.

e. The Development Review Board may specify the method of assuring the long-term protection and maintenance of open space and/or recreational areas. Where such protection or maintenance are the responsibility of a private party or homeowners' association, the City Attorney shall review any pertinent bylaws, covenants or agreements prior to recordation.

(.10) *Block, access and connectivity standards:*

A. *Purpose.* These standards are intended to regulate and guide development to create: a cohesive and connected pattern of streets, pedestrian connections and bicycle routes; safe, direct and convenient routes to schools and other community destinations; and, neighborhoods that support active transportation and Safe Routes to Schools.

B. *Blocks, access and connectivity shall comply with adopted legislative master plans:*

1. Within the Frog Pond West Neighborhood, streets shall be consistent with Figure 18, Street Demonstration Plan, in the Frog Pond West Master Plan. The Street Demonstration Plan is intended to be guiding, not binding. Variations from the Street Demonstration Plan may be approved by the Development Review Board, upon finding that one or more of the following justify the variation: barriers such as existing buildings and topography; designated Significant Resource Overlay Zone areas; tree groves, wetlands or other natural resources; existing or planned parks and other active open space that will serve as pedestrian connections for the public; alignment with property lines and ownerships that result in efficient use of land while providing substantially equivalent connectivity for the public; and/or site design that provides substantially equivalent connectivity for the public.

2. If a legislative master plan does not provide sufficient guidance for a specific development or situation, the Development Review Board shall use the block and access standards in Section 4.124(.06) as the applicable standards.

(.11) *Signs.* Per the requirements of Sections 4.156.01 through 4.156.11 and applicable provisions from adopted legislative master plans.

(.12) *Parking.* Per the requirements of Section 4.155 and applicable provisions from adopted legislative master plans.

(.13) *Corner Vision Clearance.* Per the requirements of Section 4.177.

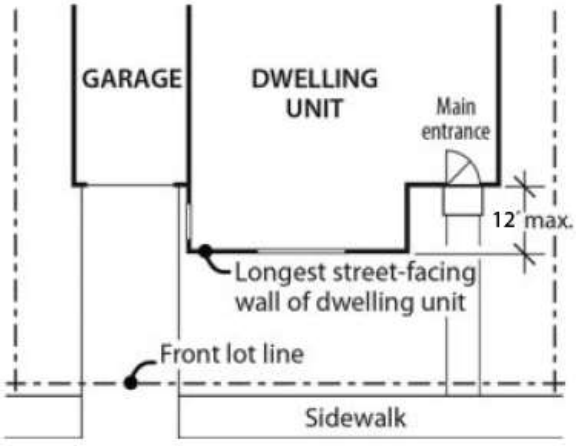
(.14) *Main Entrance Standards:*

A. *Purpose.* These standards:

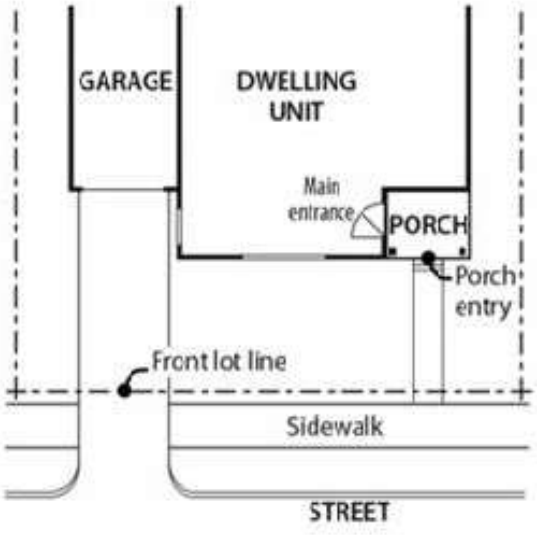
1. Support a physical and visual connection between the living area of the residence and the street;
2. Enhance public safety for residents and visitors and provide opportunities for community interaction;
3. Ensure that the pedestrian entrance is visible or clearly identifiable from the street by its orientation or articulation; and
4. Ensure a connection to the public realm for development on lots fronting both private and public streets by making the pedestrian entrance visible or clearly identifiable from the public street.

B. *Location.* At least one main entrance for each structure must:

1. Be within 12 feet of the longest street-facing front wall of the dwelling unit; and
2. Either;
   a. Face the street;
   b. Be at an angle of up to 45 degrees from the street; or
   c. Open onto a porch. The porch must:
      (i) Be at least six feet deep;
      (ii) Have at least one entrance facing the street; and
      (iii) Be covered with a roof or trellis.



Main Entrance Opening onto a Porch



C. *Distance from grade.* Main entrances meeting the standards in subsection B., above, must be within four feet of grade. For the purposes of this Subsection, grade is the average grade measured along the foundation of the longest street-facing wall of the dwelling unit.

(.15) *Garage Standards:*

A. *Purpose.* These standards:

1. Ensure that there is a physical and visual connection between the living area of the residences and the street;

2. Ensure that the location and amount of the living area of the residence, as seen from the street, is more prominent than garages;

3. Prevent garages from obscuring the main entrance from the street and ensure that the main entrance for pedestrians, rather than automobiles, is the prominent entrance;

4. Provide for a pleasant pedestrian environment by preventing garages and vehicle areas from dominating the views of the neighborhood from the sidewalk; and

5. Enhance public safety by preventing garages from blocking views of the street from inside the residence.

B. *Street-Facing Garage Walls:*

1. Where these regulations apply. Unless exempted, the regulations of this subsection apply to garages accessory to residential units.

2. *Exemptions:*

a. Garages on flag lots.

b. Development on lots which slope up or down from the street with an average slope of 20 percent or more.

3. *Standards:*

a. The length of the garage wall facing the street may be up to 50 percent of the length of the street-facing building façade. For middle housing, this standard applies to the total length of the street-facing façades. For detached single-family and accessory structures, the standards apply to the street-facing façade of each unit. For corner lots, this standard applies to only one street side of the lot. For lots less that are less than 50 feet wide at the front lot line, the standard in (b) below applies.

b. For lots less than 50 wide at the front lot line, the following standards apply:

   (i) The width of the garage door may be up to 50 percent of the length of the street-facing façade.

   (ii) The garage door must be recessed at least four feet from the front façade or six feet from the front of a front porch.

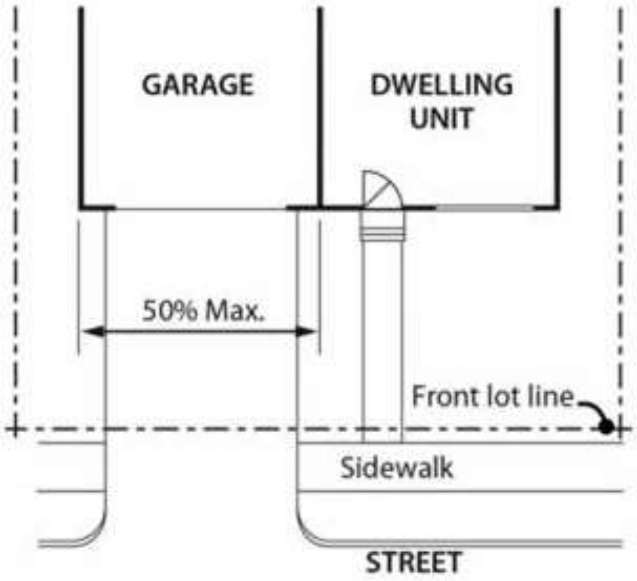
   (iii) The maximum driveway width is 18 feet.

c. Where a dwelling abuts a rear or side alley or a shared driveway, the garage shall orient to the alley or shared drive.

d. Where three or more contiguous garage parking bays are proposed facing the same street, the garage opening closest to a side property line shall be recessed at least two feet behind the adjacent opening(s) to break up the street facing elevation and diminish the appearance of the garage from the street. Side-loaded garages, i.e., where the garage openings are turned away from the street, are exempt from this requirement.

e. A garage entry that faces a street may be no closer to the street than the longest street facing wall of the dwelling unit. There must be at least 20 feet between the garage door and the sidewalk. This standard does not apply to garage entries that do not face the street.

Length of Street-Facing Garage Wall



(.16) *Residential Design Standards:*

A. *Purpose.* These standards:

1. Support consistent quality standards so that each home contributes to the quality and cohesion of the larger neighborhood and community.

2. Support the creation of architecturally varied structures, blocks and neighborhoods, whether a neighborhood develops all at once or one lot at a time, avoiding homogeneous street frontages that detract from the community's appearance.

B. *Applicability.* These standards apply to all façades facing streets, pedestrian connections, parks, open space tracts, the Boeckman Trail, or elsewhere as required by this Code or the Development Review Board. Exemptions from these standards include: (1) Additions or alterations adding less than 50 percent to the existing floor area of the structure; and, (2) Additions or alterations not facing a street, pedestrian connection, park, or open space tract.

C. *Windows.* The standards for minimum percentage of façade surface area in windows are below. These standards apply only to facades facing streets, pedestrian connections, parks, and open space tracts.

1. For two-story structures:

   a. 15 percent front facades.

   b. 12.5 percent—front facades if a minimum of six design elements are provided per Section 4.127(0.15)E., Design Menu.

   c. Ten percent—front facades facing streets if a minimum of seven design elements are provided per Section 4.127(0.15)E., Design Menu.

2. For one-story structures:

   a. 12.5 percent—front facades.

   b. Ten percent—front facades if a minimum of six design elements are provided per Section 4.127(0.15)E., Design Menu.

3. For all structures: Five percent for street-side facades.

4. Windows used to meet this standard must provide views from the building to the street. Glass block does not meet this standard. Windows in garage doors and other doors count toward this standard.

5. Street-facing facades along Boeckman Road and Stafford Road must meet the standards for front facades.

D. *Articulation.* Plans for residential buildings shall incorporate design features such as varying rooflines, offsets, balconies, projections (e.g., overhangs, porches, or similar features), recessed or covered entrances, window reveals, or similar elements that break up otherwise long, uninterrupted elevations. Such elements shall occur at a minimum interval of 30 feet on façades facing streets, pedestrian connections, parks, open space tracts, or elsewhere as required by this Code or the Development Review Board. Where a façade governed by this standard is less than 30 feet in length, at least one of the above-cited features shall be provided.

E. *Residential Design Menu.* Residential structures shall provide a minimum of five of the design elements listed below for front façades and façades facing Boeckman Road and Stafford Road, unless otherwise specified by the code. For side façades facing streets, pedestrian connections, parks, open space tracts, a minimum of three of the design elements must be provided. Where a design feature includes more than one element, it is counted as only one of the five required elements.

1. Dormers at least three feet wide.

2. Covered porch entry—minimum 48 square foot covered front porch, minimum six feet deep and minimum of a six foot deep cover. A covered front stoop with minimum 24 square foot area, four foot depth and hand rails meets this standard.
3. Front porch railing around at least two sides of the porch.
4. Front facing second story balcony - projecting from the wall of the building a minimum of four feet and enclosed by a railing or parapet wall.
5. Roof overhang of 16 inches or greater.
6. Columns, pillars or posts at least four inches wide and containing larger base materials.
7. Decorative gables - cross or diagonal bracing, shingles, trim, corbels, exposed rafter ends or brackets (does not include a garage gable if garage projects beyond dwelling unit portion of street façade).
8. Decorative molding above windows and doors.
9. Decorative pilaster or chimneys.
10. Shakes, shingles, brick, stone or other similar decorative materials occupying at least 60 square feet of the street façade.
11. Bay or bow windows - extending a minimum of 12 inches outward from the main wall of a building and forming a bay or alcove in a room within the building.
12. Sidelight and/or transom windows associated with the front door or windows in the front door.
13. Window grids on all façade windows (excluding any windows in the garage door or front door).
14. Maximum nine foot wide garage doors or a garage door designed to resemble two smaller garage doors and/or windows in the garage door (only applicable to street facing garages).
15. Decorative base materials such as natural stone, cultured stone or brick extending at least 36 inches above adjacent finished grade occupying a minimum of ten percent of the overall primary street facing façade.
16. Entry courtyards which are visible from, and connected directly to, the street. Courtyards shall have a minimum depth of ten feet and minimum width of 80 percent of the non-garage/driveway building width to be counted as a design element.

F. *House Plan Variety.* No two directly adjacent or opposite residential structures may possess the same front or street-facing elevation. A structure containing multiple middle housing units shall be considered a single residential structure for the purpose of house plan variety. This standard is met when front or street-facing elevations differ from one another due to different materials, articulation, roof type, inclusion of a porch, fenestration, and/or number of stories. Where façades repeat on the same block face, they must have at least three intervening residential structures between them that meet the above standard. Small Lot developments over ten acres shall include duplexes and/or two-unit townhouses comprising ten percent of the homes—corner locations are preferred.

G. *Prohibited Building Materials.* The following construction materials may not be used as an exterior finish:

1. Vinyl siding.
2. Wood fiber hardboard siding.
3. Oriented strand board siding.
4. Corrugated or ribbed metal.

5. Fiberglass panels.

(.17) *Fences:*

A. Within Frog Pond West, fences shall comply with standards in 4.113 (.07) except as follows:

1. Columns for the brick wall along Boeckman Road and Stafford Road shall be placed at lot corners where possible.

2. A solid fence taller than four feet in height is not permitted within eight feet of the brick wall along Boeckman Road and Stafford Road, except for fences placed on the side lot line that are perpendicular to the brick wall and end at a column of the brick wall.

3. Height transitions for fences shall occur at fence posts.

(.18) *Residential Structures Adjacent to Schools, Parks and Public Open Spaces.*

A. *Purpose.* The purpose of these standards is to ensure that development adjacent to schools and parks is designed to enhance those public spaces with quality design that emphasizes active and safe use by people and is not dominated by driveways, fences, garages, and parking.

B. *Applicability.* These standards apply to development that is adjacent to or faces schools and parks. As used here, the term adjacent includes development that is across a street or pedestrian connection from a school or park.

C. *Development must utilize one or more of the following design elements:*

1. Alley loaded garage access.

2. On corner lots, placement of the garage and driveway on the side street that does not face the school, park, or public open space.

3. Recess of the garage a minimum of four feet from the front façade of the home. A second story above the garage, with windows, is encouraged for this option.

D. Development must be oriented so that the fronts or sides of residential structures face adjacent schools or parks. Rear yards and rear fences may generally not face the schools or parks, unless approved through the waiver process of 4.118 upon a finding that there is no practicable alternative due to the size, shape or other physical constraint of the subject property.

(Ord. No. 806, 7-17-2017)

Section 4.113. Standards Applying to Residential Developments in any Zone.

(.01) *Open Space:*

A. *Purpose.* The purposes of the following standards for open space are to provide adequate light, air, open space and usable recreational facilities to occupants of each residential development.

B. *Applicability.*

1. The open space standards of this subsection shall apply to the following:

a. Subdivisions.

b. Planned Developments.

c. Multi-family Development.

2. These standards do not apply to the following:

a. Partitions for non-Multi-family development. However, serial or adjacent partitions shall not be used to avoid the requirements.

b. Middle Housing Land Divisions.

C. *Area Required.* The minimum open space area required in a development is an area equal to 25 percent of the size of the Gross Development Area except if reduced for shared parking pursuant to Subsection 4.155(.03)S.

D. *Required Open Space Characteristics:*

1. *Size of Individual Open Spaces.* For developments with ten or more lots buildable with dwelling units (or ten or more multi-family units) an open space area must be at least 2,000 square feet to be counted towards the 25 percent open space requirement. For developments with less than ten lots buildable with dwelling units (or less than ten multi-family units) an open space area must be at least 1,000 square feet to be counted towards the 25 percent open space requirement.

2. *Types of Open Space and Ownership.* The following types of areas count towards the minimum open space requirement if they are or will be owned by the City, a homeowners' association or similar joint ownership entity, or the property owner for Multi-family Development.

a. Preserved wetlands and their buffers, natural and/or treed areas, including those within the SROZ

b. New natural/wildlife habitat areas

c. Non-fenced vegetated stormwater features

d. Play areas and play structures

e. Open grass area for recreational play

f. Swimming and wading areas

g. Other areas similar to a. through f. that are [publicly] accessible

h. Walking paths besides required sidewalks in the public right-of-way or along a private drive.

3. *Usable open space requirements.* Half of the minimum open space area, an area equal to 12.5 percent of the size of the Gross Development Area, shall be located outside the SROZ and be

usable open space programmed for active recreational use. Any open space considered usable open space programmed for active recreation use shall meet the following requirements.

a. Be designed by a registered professional landscape architect with experience designing residential park areas. An affidavit of such professional's credentials shall be included in the development application material.

b. Be designed and programmed for a variety of age groups or other user groups.

4. *Enhancing Existing Wildlife Habitat through Design of Open Space:*

a. Open space designed, as wildlife habitat shall be placed adjacent to and connect to existing, preserved wildlife habitat to the extent feasible.

b. To the extent feasible, open space shall create or enhance connections between existing wildlife habitat.

E. Any dedication of land as public park land must meet City parks standards. The square footage of any open space land outside the SROZ and BPA easements, whether dedicated to the public or not, shall be considered part of the Gross Development Area.

F. Approval of open space must ensure the long-term protection and maintenance of open space and/or recreational areas. Where such protection or maintenance are the responsibility of a private party or homeowners' association, the City Attorney shall review any pertinent bylaws, covenants, or agreements prior to recordation.

G. The open space requirements of this subjection are subject to adjustments in PDR zones pursuant to Subsection 4.124(.08).

(.14) Design Standards for Detached Single-family and Middle Housing.

A. The standards in this subsection apply in all zones, except as indicated in 1.—2. below:

1. The Façade Variety standards in Subsection C.1. do not apply in the Village Zone or Residential Neighborhood Zones, as these zones have their own variety standards, except that the standards do apply within middle housing development with multiple detached units on a single lot which the standards of these zones do not address;

2. The entry orientation and window standards for triplexes, quadplexes, and townhouses in Subsections D.1-2. and E. 2-3. do not apply in the Village Zone or Residential Neighborhood Zone as these zones have their own related standards applicable to all single-family and middle housing.

B. For the purpose of this subsection the term "residential structure" is inclusive of a series of structures that are attached to one another such as a grouping of townhouses.

C. Standards applicable to all residential structures except as noted in I. below.

1. *Façade Variety:*

a. Each public-facing façade of a residential structure shall differ from the public-facing façades of directly adjacent residential structures in at least one of the three ways listed in Subsection d. below.

b. Where public-facing façades repeat on the same block, at least two residential structures with different public-facing façades shall intervene between residential structures with the same public-facing façades, with sameness defined by not differing in at least one of the three ways listed in Subsection d. below.

c. For façades of residential structures facing a public street, the façade of any residential structures directly across the street shall differ in at least one of the three ways listed in Subsection d. below. Directly across means any residential structure façade intersected by imaginary lines extending the shortest distance across the street from the mid-point of a façade and from the edges of a façade. See Figure 1 below.

d. A façade shall be considered different if it differs from another façade in at least one of the following ways:

i. Variation in type, placement, or width of architectural projections (such as porches, dormers, or gables) or other features that are used to meet the Articulation standards in Subsection (.14)C.2.b or Subsection (.14)E.4. If adjacent or opposite façades feature the same projection type, the projections on adjacent/opposite façades must differ in at least one of the following ways:

- At least 20 percent difference in width; or
- Horizontally offset by at least five feet. For the purposes of this standard, "offset" means a measurable difference of at least five feet from the left edge of the projection to the left edge of the front façade or at least five feet from the right edge of the projection to the right edge of the front façade.

ii. At least 20 percent of the façade (excluding glazing) is covered by different exterior finish materials. The use of the same material in different types of siding (e.g., cedar shingles vs. cedar lap siding) shall be considered different materials for the purpose of this standard.

iii. Variation in primary paint color as determined by a LRVR (Light Reflectance Value) difference of at least 15 percent.

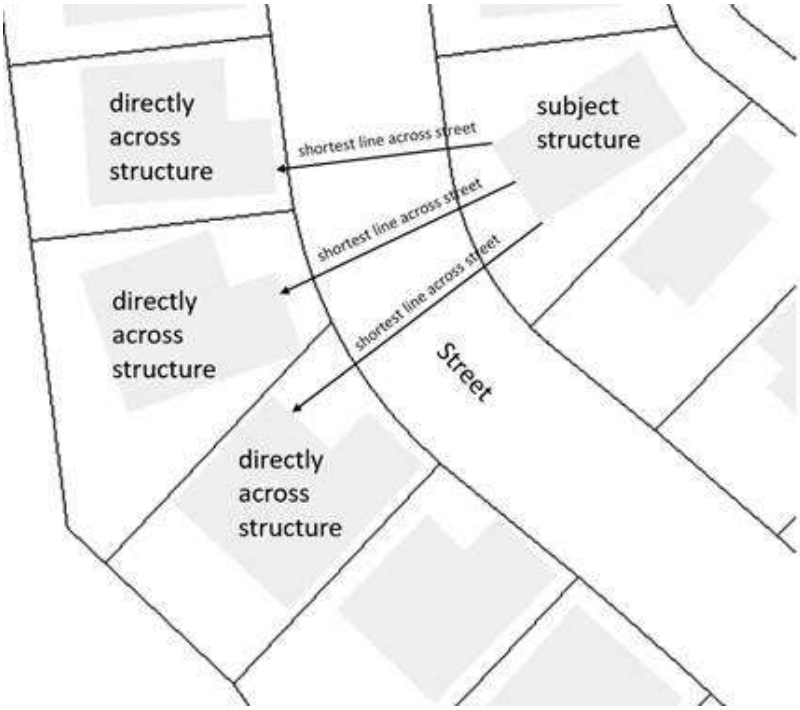


Figure 1. Determining If A Residential Structure is Directly Across the Street from Another

2. *Architectural Consistency and Interest.*

   a. Architectural styles shall not be mixed within the same residential structure (a series of attached structures is one structure for the purpose of these standards). Architectural style consistency is defined by adherence to all of the following:

      i. Use of the same primary and supporting façade materials throughout the structure.

      ii. Use of no more than two roof pitch angles.

      iii. Use of the same door size for each primary entrance in the structure.

   b. Articulation. All public-facing façades of residential structures, other than townhouses, shall incorporate the following design elements at a minimum interval of every 30 feet, except as noted in 2.c. below. The minimum number of design elements is determined by dividing the façade length by 30 and rounding up to the nearest whole number. For townhouse articulation standards, see subsection (.14)E.4.

      i. varying rooflines.

      ii. offsets of at least 12 inches.

      iii. balconies.

      iv. projections of at least 12 inches and width of at least three feet.

      v. porches.

      vi. entrances that are recessed at least 24 inches or covered.

      vii. dormers at least three feet wide.

   c. For structures with two or more dwelling units, a single design element that spans at least 50 percent of the façade of two adjacent units can count as two articulation elements to meet the standard in subsection b. and can meet the standard for 60 feet of façade width (two adjacent 30 foot intervals). Such elements may overlap horizontally with other required design elements on the façade.

   d. Articulation Element Variety: Different articulation elements shall be used as provided below. For the purpose of this standard, a "different element" is defined as one of the following: a completely different element from the list in subsection 2.b above; the same type of element but at least 50 percent larger; or for varying rooflines, vertically offset by at least three feet.

      i. Where two to four elements are required on a façade, at least two different elements shall be used.

      ii. Where more than four elements are required on a façade, at least three different elements shall be used.

   e. Reductions to required windows percentage: The required percent of façade of a residential structure in the public-facing façade covered by windows or entry doors for single-family or middle housing in any zone may be reduced to the percentages that follows:

      i. For of 1.5 or 2-story façades facing the front or rear lot line:

- 12.5 percent if six of the design features in Subsection e.v. below are used.
- Ten percent if seven or more of the design features in Subsection e.v. below are used.

ii. For 1-story façades facing the front or rear lot line;

- 12.5 percent if less than six design features in Subsection e.v. are used
- ten percent if six or more design features in Subsection e.v. are used

iii. For façades facing a side lot line:

- Five percent regardless of the number of design features

iv. Glass block does not count towards meeting window and entry percentage

v. Window reduction design features:

- Dormers at least three feet wide.
- Covered porch entry—minimum 48 square foot covered front porch, minimum six feet deep and minimum of a six foot deep cover. A covered front stoop with minimum 24 square foot area, four foot depth and hand rails meets this standard.
- Front porch railing around at least two sides of the porch.
- Second story balcony—projecting from the wall of the building a minimum of four feet and enclosed by a railing or parapet wall.
- Roof overhang of eight inches or greater.
- Columns, pillars or posts at least four inches wide and containing larger base materials.
- Decorative gables—cross or diagonal bracing, shingles, trim, corbels, exposed rafter ends or brackets (does not include a garage gable if garage projects beyond dwelling unit portion of street façade).
- Decorative molding above windows and doors.
- Decorative pilaster or chimneys.
- Bay or bow windows—extending a minimum of 12 inches outward from the main wall of a building and forming a bay or alcove in a room within the building.
- Sidelight and/or transom windows associated with the front door or windows in the front door.
- Window grids on all façade windows visible from behind fences (excluding any windows in the garage door or front door).
- Maximum nine foot wide garage doors or a garage door designed to resemble two smaller garage doors and/or windows in the garage door (only applicable to street facing garages).
- Decorative base materials such as natural stone, cultured stone or brick extending at least 36 inches above adjacent finished grade occupying a

minimum of ten percent of the overall primary street facing façade. This design element does not count if behind a site-obscuring fence.

- Entry courtyards which are visible from, and connected directly to, the street. Courtyards shall have a minimum depth of ten feet and minimum width of 80 percent of the non-garage/driveway building width to be counted as a design element.

D. Standards applicable to Triplexes and Quadplexes except as noted in I. below.

1. *Entry Orientation.*

a. At least one main entrance for each triplex or quadplex must meet the standards in subsections b. and c. below.

b. The entrance must be within eight feet of the longest street-facing exterior wall of the dwelling unit or if no exterior wall faces a street the front of the dwelling unit facing a common drive or open space as designated by the applicant; and

c. The entrance must either:

i. Face the street (see Figure 2. Main Entrance Facing the Street);

ii. Be at an angle of up to 45 degrees from the street (see Figure 3. Main Entrance at 45 degree angle from the street); or

iii. Open onto a porch (see Figure 4. Main Entrance Opening onto a Porch). The porch must:

- Be at least 25 square feet in area; and
- Have at least one entrance facing the street or have a roof.

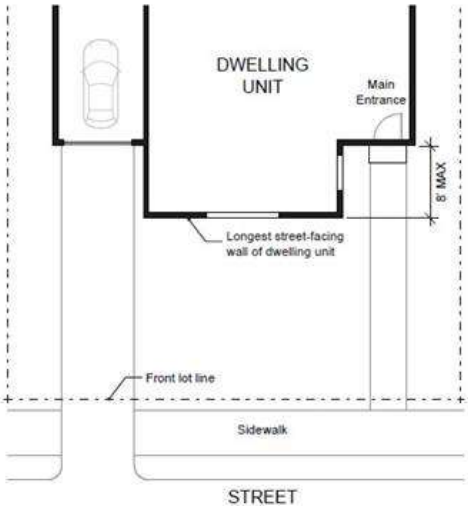


Figure 2. Main Entrance Facing the Street

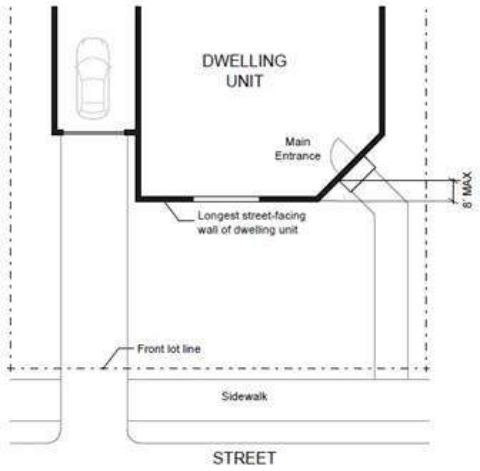


Figure 3. Main Entrance at 45° Angle from the Street

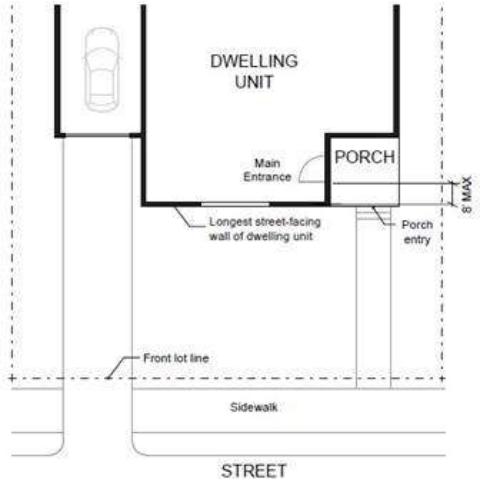


Figure 4. Main Entrance Opening onto a Porch

2. *Windows.* A minimum of 15 percent of the area of all street-facing façades must include windows or entrance doors. Façades separated from the street property line by a dwelling are exempt from meeting this standard. See Figure 5. Window Coverage.

Figure 5. Window Coverage

3. *Garages and Off-Street Parking Areas.* The combined width of all garages and outdoor on-site parking and maneuvering areas shall not exceed a total of 50 percent of any street frontage (other than an alley) (see Figure 6. Width of Garages and Parking Areas).

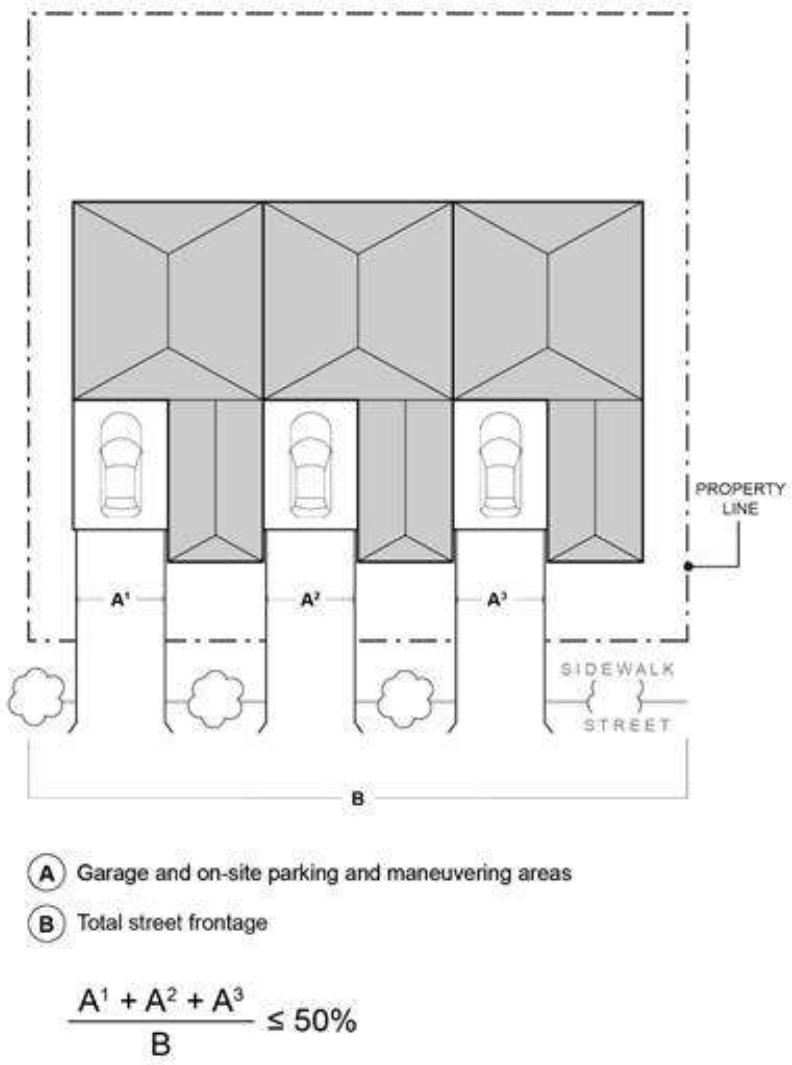


Figure 6. Width of Garages and Parking Areas

4. *Driveway Approach.* Driveway approaches must comply with all of the following:

    a. The total width of all driveway approaches must not exceed 32 feet per frontage, as measured at the property line (see Figure 7. Driveway Approach Width and Separation on Local Street). For lots or parcels with more than one frontage, see subsection c.

    b. Driveway approaches may be separated when located on a local street.

    c. In addition, lots or parcels with more than one frontage must comply with the following:

        i. Lots or parcels must access the street with the lowest transportation classification for vehicle traffic. For lots or parcels abutting an alley that is improved with a paved surface, access must be taken from the alley (see Figure 8. Alley Access).

        ii. Lots or parcels with frontages only on collectors and/or arterial streets must meet the access standards in the Wilsonville Public Works Standards.

iii. Lots or parcels with frontages only on local streets may have either:

- Two driveway approaches not exceeding 32 feet in total width on one frontage; or
- One maximum 16-foot-wide driveway approach per frontage (see Figure 9. Driveway Approach Options for Multiple Local Street Frontages).

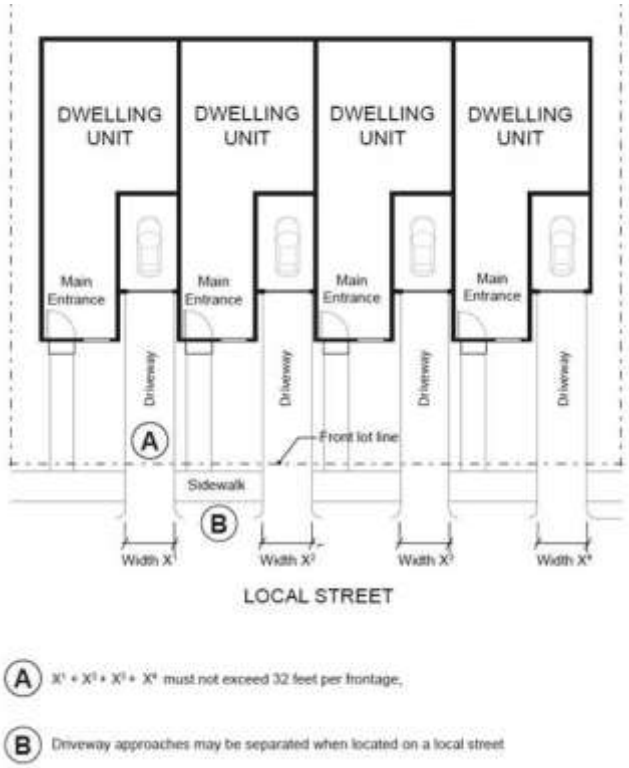


Figure 7. Driveway Approach Width and Separation on Local Street

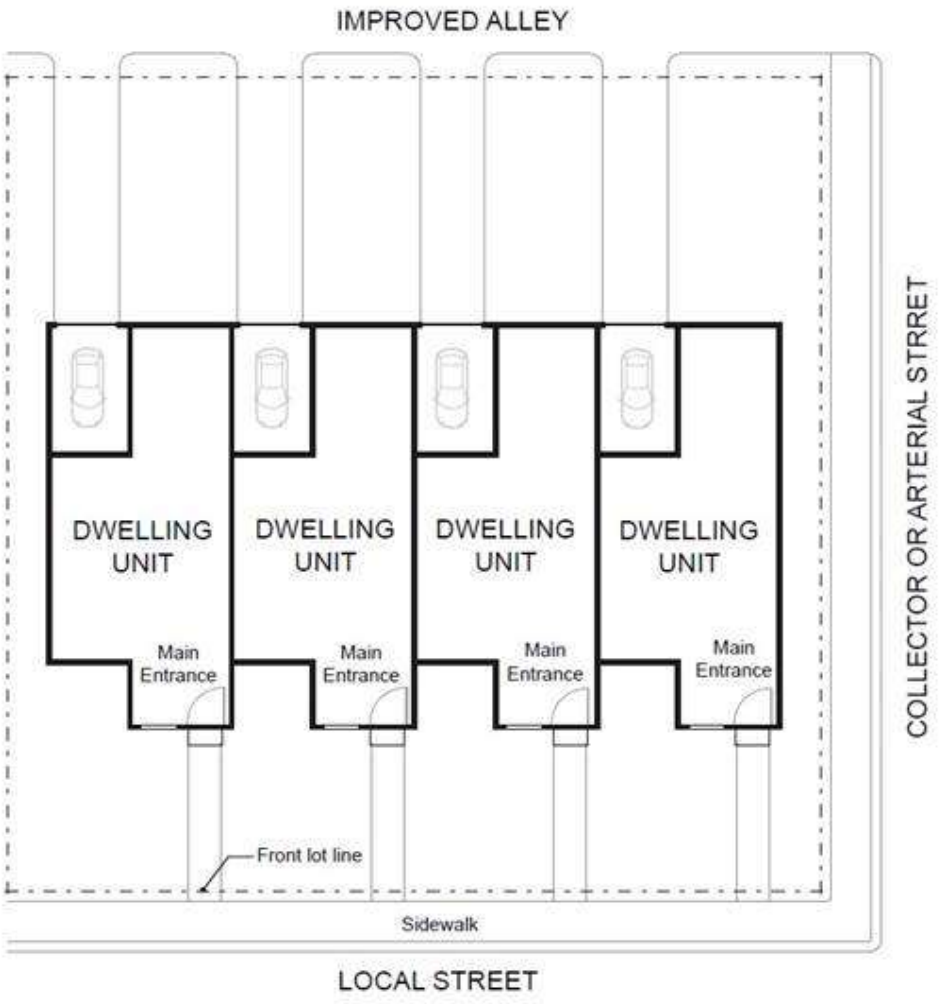
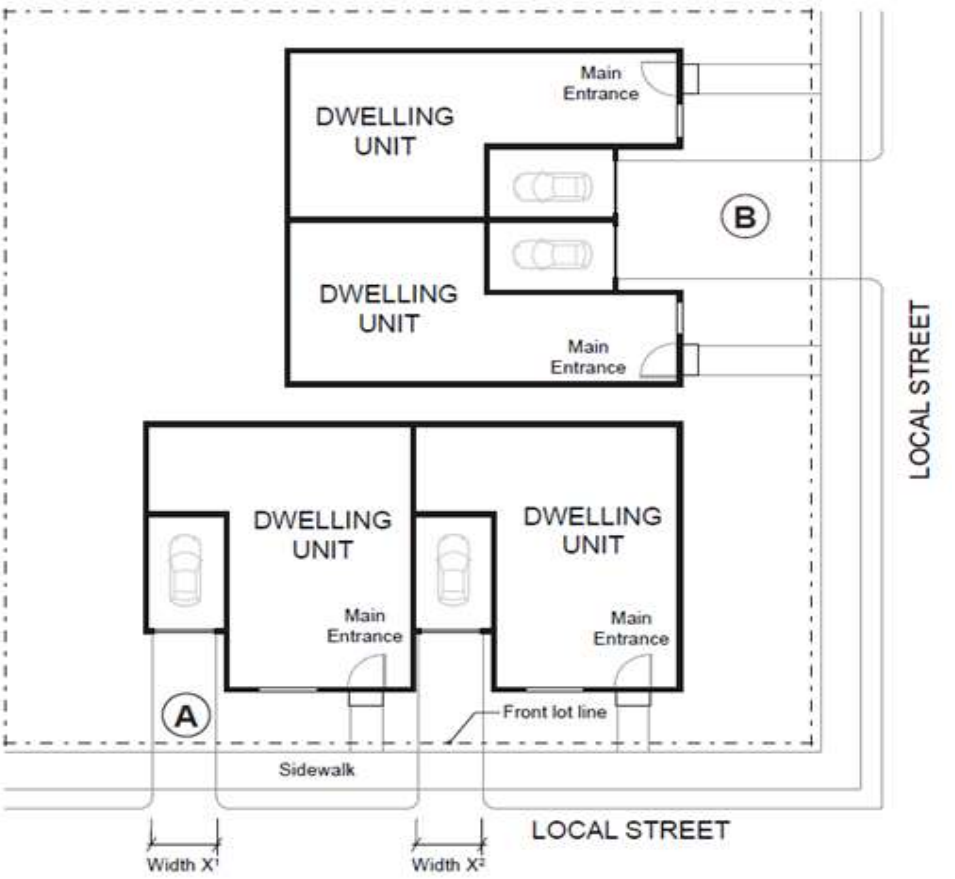


Figure 8. Alley Access



Options for site with more than one frontage on local streets:

(A) Two driveway approaches not exceeding 32 feet in total width on one frontage (as measured X1 + X2); or

(B) One maximum 16-foot-wide driveway approach per frontage.

(Note: Both options are depicted here for illustrative purposes only. The standards do not allow both Options A and B on the same site.)

Figure 9. Driveway Approach Options for Multiple Local Street Frontages

E. Standards applicable to Townhouses.

1. *Number of Attached Dwelling Units.*

a. Minimum. A townhouse project must contain at least two attached units.

b. Maximum. The maximum number of townhouse units that may be attached together to form a group is specified below.

- R, OTR, PDR-1—PDR-3 Zones: maximum four attached units per group
- RN, V, PDR-4—PDR-7 Zones: maximum eight attached units per group, except for initial development in Frog Pond West per Section 4.124.

2. *Entry Orientation.* The main entrance of each townhouse unit must:

a. Be within eight feet of the longest wall of the dwelling unit facing a street or private drive; and

b. Either:

i. Face the street or private drive (see Figure 2. Main Entrance Facing the Street);

ii. Be at an angle of up to 45 degrees from the street or private drive (see Figure 3. Main Entrance at 45° Angle from the Street);

iii. Face a common open space or private access or driveway that is abutted by dwellings on at least two sides; or

iv. Open onto a porch (see Figure 4. Main Entrance Opening onto a Porch). The porch must:

A. Be at least 25 square feet in area; and

B. Have at least one entrance facing the street or private drive or have a roof.

3. *Windows.* A minimum of 15 percent of the area of all public-facing façades on each individual unit must include windows or entrance doors. Half of the window area in the door of an attached garage may count toward meeting this standard. See Figure 5. Window Coverage.

4. *Unit definition.* Each townhouse unit must include at least one of the items listed in a. through g. below on at least one public-facing façade (see Figure 10. Townhouse Unit Definition). Alternatively, if a single item from the list below spans across at least 50 percent of two adjacent townhouse units, it can meet the standard for two units.

a. A roof dormer a minimum of four feet in width, or

b. A balcony a minimum of two feet in depth and four feet in width and accessible from an interior room, or

c. A bay window that extends from the façade a minimum of two feet, or

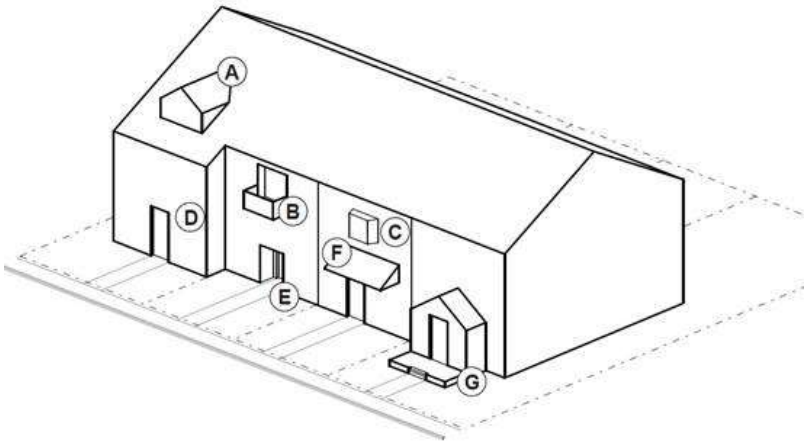
d. An offset of the façade of a minimum of two feet in depth, either from the neighboring townhouse or within the façade of a single townhouse, or

e. An entryway that is recessed a minimum of three feet, or

f. A covered entryway with a minimum depth of four feet, or

g. A porch meeting the standards of subsection (.14)E.2.b.iv.

Balconies and bay windows may encroach into a required setback area, pursuant to Section 4.180.



A Roof dormer, minumum of 4 feet wide

B Balcony, minimum 2 deet deep and 4 feet wide. Accessible from interior room.

C Bay window extending minimum of 2 feet from facade

D Facade offset, minimum of 2 feet deep

E Recessed entryway, minimum 3 feet deep

F Covered entryway, minimum of 4 feet deep

G Porch, meets standards of subsection (1)(b)(iv) of section (C)

Figure 10. Townhouse Unit Definition

5. *Driveway Access and Parking.* Townhouses with frontage on a street or private drive shall meet the following standards:

    a. *Alley Access.* Townhouse project sites abutting an alley that is improved with pavement shall take access to the rear of townhouse units from the alley rather than the public street.

    b. *Front Access.* Garages on the front façade of a townhouse, off-street parking areas in the front yard, and driveways in front of a townhouse are allowed if they meet the following standards (see Figure 11. Townhouses with Parking in Front Yard).

        i. Each townhouse lot has a street frontage of at least 20 feet on a local street.

        ii. A maximum of one driveway approach is allowed for every townhouse. Driveway approaches and/or driveways may be shared.

        iii. Outdoor on-site parking and maneuvering areas do not exceed 12 feet wide on any lot.

iv. The garage width does not exceed 12 feet, as measured from the inside of the garage door frame.

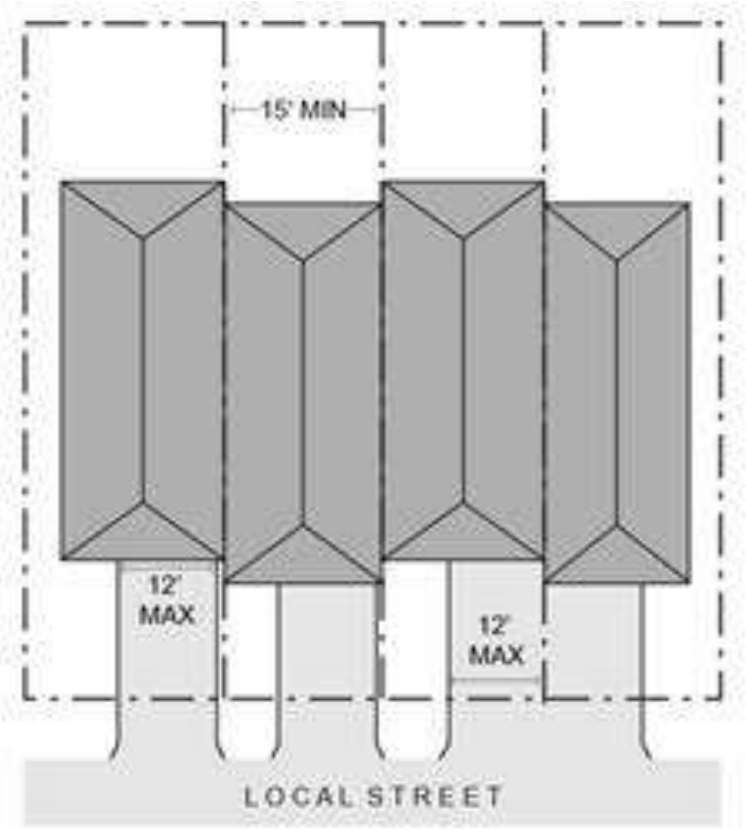


Figure 11. Townhouses with Parking in Front Yard

c. *Shared Access.* The following standards apply to driveways and parking areas for townhouse projects that do not meet all of the standards in subsections a. or b.

i. Off-street parking areas shall be accessed on the back façade or located in the rear yard. No off-street parking shall be allowed in the front yard or side yard of a townhouse.

ii. A townhouse project that includes a corner lot shall take access from a single driveway approach on the side of the corner lot. See Figure 12. Townhouses on Corner Lot with Shared Access.

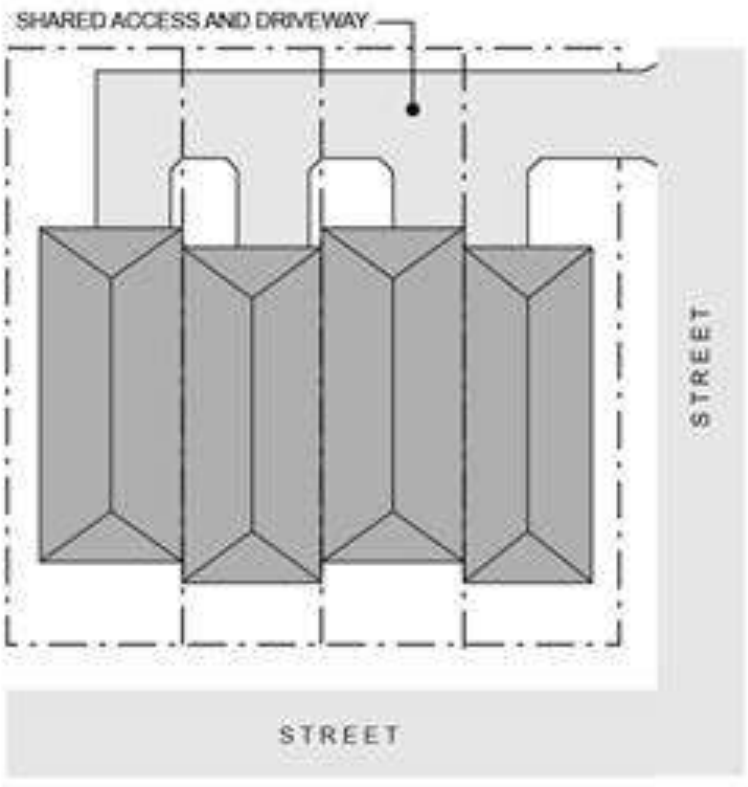


Figure 12. Townhouses on Corner Lot with Shared Access

iii. Townhouse projects that do not include a corner lot shall consolidate access for all lots into a single driveway. The driveway and approach are not allowed in the area directly between the front façade and front lot line of any of the townhouses. See Figure 13. Townhouses with Consolidated Access.

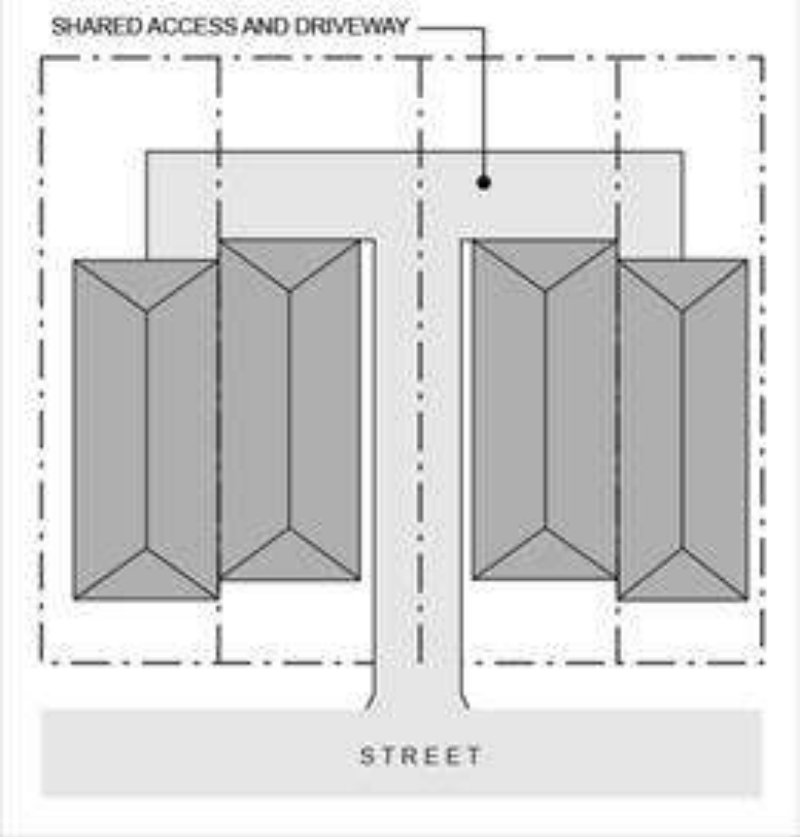


Figure 13. Townhouses with Consolidated Access

iv. A townhouse project that includes consolidated access or shared driveways shall grant access easements to allow normal vehicular access and emergency access.

F. Standards applicable to Cottage Clusters.

1. *Courtyard Required.* All cottages within a single cottage cluster must share a common courtyard. A cottage cluster project may include more than one cluster and more than one common courtyard.

2. *Number of Dwellings.*

a. A single cottage cluster shall contain a minimum of four and a maximum of eight cottages.

3. *Setbacks.*

a. Building Separation. Cottages shall be separated by a minimum distance of six feet. The minimum distance between all other structures, including accessory structures, shall be in accordance with building code requirements.

b. All other setbacks are provided in section (.02) or in the applicable base zone.

4. *Building Height.* The maximum building height for all structures is 25 feet.

5. *Footprint.* The maximum building footprint for each cottage is 900 square feet. Individual attached garages up to 200 square feet shall be exempted from the calculation of maximum building footprint.

6. *Maximum Habitable Floor Area.* The maximum habitable floor area of each cottage is 1,400 square feet.

7. *Cottage Orientation.* Cottages must be clustered around a common courtyard and must meet the following standards (see Figure 14. Cottage Cluster Orientation and Common Courtyard Standards:

    a. Each cottage within a cluster must either abut the common courtyard or must be directly connected to it by a pedestrian path.

    b. A minimum of 50 percent of cottages within a cluster must be oriented to the common courtyard and must:

        i. Have a main entrance facing the common courtyard;

        ii. Be within ten feet from the common courtyard, measured from the façade of the cottage to the nearest edge of the common courtyard; and

        iii. Be connected to the common courtyard by a pedestrian path.

    c. Cottages within 20 feet of a street property line may have their entrances facing the street.

    d. Cottages not facing the common courtyard or the street must have their main entrances facing a pedestrian path that is directly connected to the common courtyard.

8. *Common Courtyard Design Standards.* Each cottage cluster must share a common courtyard in order to provide a sense of openness and community of residents. Common courtyards must meet the following standards (see Figure 14. Cottage Cluster Orientation and Common Courtyard Standards):

    a. The common courtyard must be a single, contiguous piece.

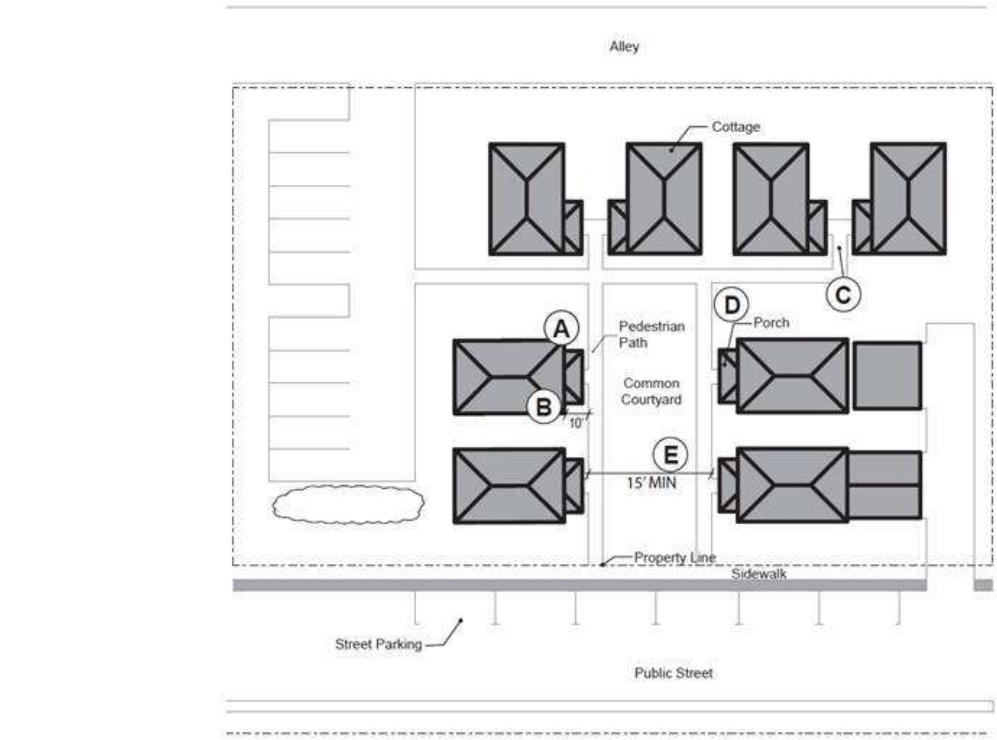
    b. Cottages must abut the common courtyard on at least two sides of the courtyard.

    c. The common courtyard must contain a minimum of 150 square feet per cottage within the associated cluster.

    d. The common courtyard must be a minimum of 15 feet wide at its narrowest dimension.

    e. The common courtyard shall be developed with a mix of landscaping, lawn area, pedestrian paths, and/or paved courtyard area, and may also include recreational amenities. Impervious elements of the common courtyard shall not exceed 75 percent of the total common courtyard area.

    f. Pedestrian paths must be included in a common courtyard. Paths that are contiguous to a courtyard shall count toward the courtyard's minimum dimension and area. Parking areas, required setbacks, and driveways do not qualify as part of a common courtyard.



A A minimum of 50% of cottages must be oriented to the common courtyard.

B Cottages oriented to the common courtyard must be within 10 feet of the courtyard.

C Cottages must be connected to the common courtyard by a pedestrian path.

D Cottages must abut the courtyard on at least two sides of the courtyard.

E The common courtyard must be at least 15 feet wide at it narrowest width.

Figure 14. Cottage Cluster Orientation and Common Courtyard Standards

9. *Community Buildings.* Cottage cluster projects may include community buildings for the shared use of residents that provide space for accessory uses such as community meeting rooms, guest housing, exercise rooms, day care, or community eating areas. Community buildings must meet the following standards:

   a. Each cottage cluster is permitted one community building.

   b. The community building shall have a maximum floor area of 1,400 sf.

   c. A community building that meets the definition of a dwelling unit must meet the maximum 900 square foot footprint limitation that applies to cottages (pursuant to subsection (.14)(F.5.), unless a covenant is recorded against the property stating that the structure is not a legal dwelling unit and will not be used as a primary dwelling.

10. *Pedestrian Access.*

a. An accessible pedestrian path must be provided that connects the main entrance of each cottage to the following:

i. The common courtyard;

ii. Shared parking areas;

iii. Community buildings; and

iv. Sidewalks in public rights-of-way abutting the site or rights-of-way if there are no sidewalks.

b. The pedestrian path must be hard-surfaced and a minimum of four feet wide.

11. *Windows.* Cottages within 20 feet of a street property line must meet any window coverage requirements of the applicable base zone.

12. *Parking Design (see Figure 15. Cottage Cluster Parking Design Standards).*

a. *Clustered parking.* Off-street parking may be arranged in clusters, subject to the following standards:

i. A parking cluster must not exceed five contiguous spaces.

ii. Parking clusters must be separated from other spaces by at least four feet of landscaping.

iii. Clustered parking areas may be covered.

iv. Parking areas must also meet the standards in Subsections 4.155(.02)—(.03), except where they conflict with these standards.

b. *Parking location and access.*

i. Off-street parking spaces and vehicle maneuvering areas shall not be located between a street property line and the front façade of cottages located closest to the street property line. This standard does not apply to alleys.

ii. Off-street parking spaces shall not be located within ten feet of any property line, except alley property lines.

iii. Driveways and drive aisles are permitted within ten feet of property lines.

c. *Screening.* Landscaping, fencing, or walls at least three feet tall shall separate clustered parking areas and parking structures from common courtyards and public streets.

d. *Garages and carports.*

i. Garages and carports (whether shared or individual) must not abut common courtyards.

ii. Individual attached garages up to 200 square feet shall be exempted from the calculation of maximum building footprint for cottages.

iii. Individual detached garages must not exceed 400 square feet in floor area.

iv. Garage doors for attached and detached individual garages must not exceed 20 feet in width.

13. *Accessory Buildings.* Accessory buildings must not exceed 400 square feet in floor area.

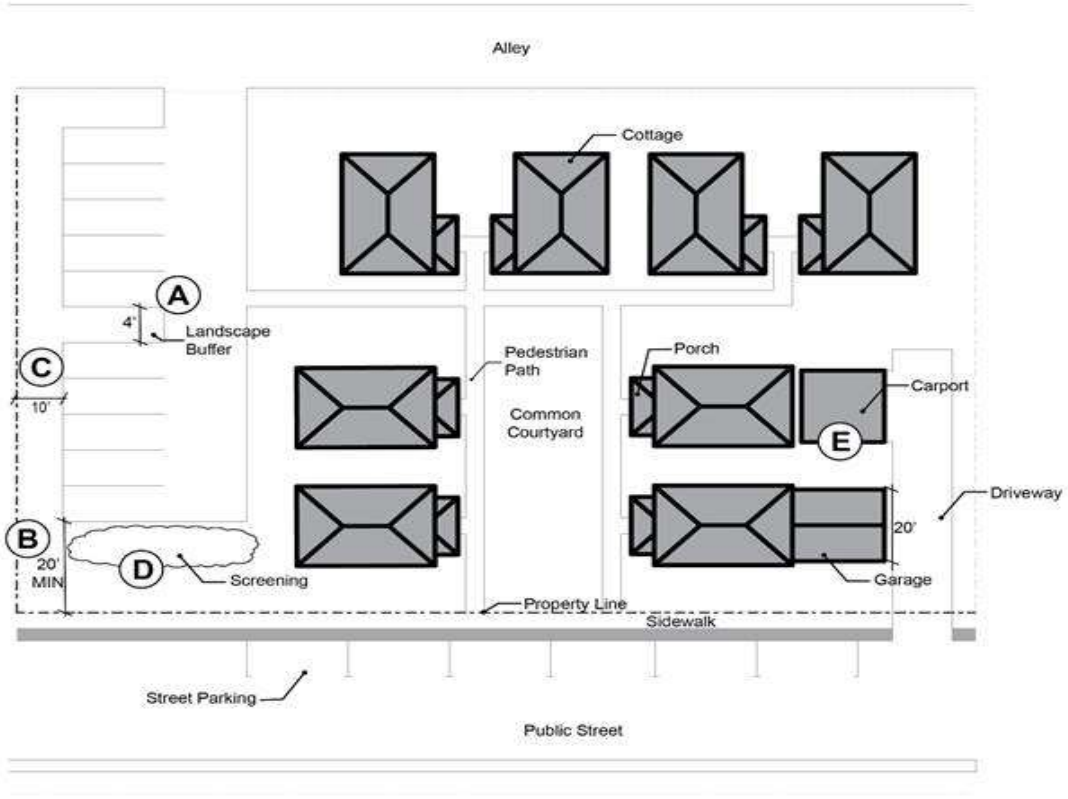
14. *Existing Structures.* On a lot or parcel to be used for a cottage cluster project, an existing detached single-family detached dwelling on the same lot at the time of proposed development

of the cottage cluster may remain within the cottage cluster project area under the following conditions:

a. The existing dwelling may be nonconforming with respect to the requirements of this subsection (.14)F.

b. The existing dwelling may be expanded up to a maximum height of 25 feet or a maximum building footprint of 900 square feet; however, existing dwellings that exceed these maximum height and/or footprint standards may not be expanded.

c. The existing dwelling shall be excluded from the calculation of orientation toward the common courtyard, per subsection (.14)F.7.b.



A Parking allowed in clusters of up to 5 spaces. Clusters separated by minimum 4 feet of landscaping.

B No parking or vehicle area within 20 feet from street property line (except alley).

C No parking within 10 feet from other property lines (except alley). Driveways and drive aisles permitted within 10 feet.

D Screening required between clustered parking areas or parking structures and public streets or common courtyards.

E Garages and carports must not abut common courtyards. Garage doors for individual garages must not exceed 20 feet in width.

Figure 15. Cottage Cluster Parking Design Standards

G. Standards applicable to Cluster Housing besides Cottage Clusters.

1. *Architectural Consistency.* Architecture shall be consistent within the same two-unit, three-unit, or four-unit cluster. However, facade variety standards in Subsection (.14)C.1. shall continue to apply. Architectural consistency is defined by adherence to all of the following:

    a. Use of the same primary and supporting façade materials throughout the cluster.

    b. Use of no more than two roof pitch angles.

    c. Use of the same door size for each primary entrance in the structures.

2. *Entry Orientation.*

    a. The entry orientation standards apply as follows:

        i. At least one main entrance for each cluster home must meet the standards in subsections b and c below.

    b. The entrance must be within eight feet of the longest street-facing exterior wall of the dwelling unit or if no exterior wall faces a street the front of the dwelling unit, facing a common drive or open space as designated by the applicant; and

    c. The entrance must either:

        i. Face the street (see Figure 2. Main Entrance Facing the Street);

        ii. Be at an angle of up to 45 degrees from the street (see Figure 3. Main Entrance at 45° Angle from the Street); or

        iii. Open onto a porch (see Figure 4. Main Entrance Opening onto a Porch). The porch must:

            • Be at least 25 square feet in area; and

            • Have at least one entrance facing the street or have a roof.

3. *Windows.* A minimum of 15 percent of the area of all street-facing facades must include windows or entrance doors. Facades separated from the street property line by a dwelling are exempt from meeting this standard. See Figure 5. Window Coverage.

4. *Garages and Off-Street Parking Areas.* The combined width of all garages and outdoor on-site parking and maneuvering areas shall not exceed a total of 50 percent of any street frontage (other than an alley). Garages and off-street parking areas that are separated from the street property line by a dwelling are not subject to this standard. (See Figure 6. Width of Garages and Parking Areas).

5. *Driveway Approach.* Driveway approaches must comply with all of the following:

    a. The total width of all driveway approaches must not exceed 32 feet per frontage, as measured at the property line (see Figure 7. Driveway Approach Width and Separation on Local Street). For lots or parcels with more than one frontage, see subsection c.

    b. Driveway approaches may be separated when located on a local street.

    c. In addition, lots or parcels with more than one frontage must comply with the following:

        i. Lots or parcels must access the street with the lowest transportation classification for vehicle traffic. For lots or parcels abutting an alley that is improved with pavement access must be taken from the alley (see Figure 8. Alley Access).

ii. Lots or parcels with frontages only on collectors and/or arterial streets must meet the access standards in the Wilsonville Public Works Standards.

iii. Lots or parcels with frontages only on local streets may have either:

- Two driveway approaches not exceeding 32 feet in total width on one frontage; or
- One maximum 16-foot-wide driveway approach per frontage (see Figure 9. Driveway Approach Options for Multiple Local Street Frontages).

6. *Setbacks.*

a. Building Separation. Cluster housing structures shall be separated by a minimum distance of six feet. The minimum distance between all other structures, including accessory structures, shall be in accordance with building code requirements.

b. All other setbacks are provided in the applicable base zone.

7. *Pedestrian Access.*

a. An accessible pedestrian path must be provided that connects the main entrance of each unit to the following:

i. Shared open space;

ii. Shared parking areas; and

iv. Sidewalks in public rights-of-way abutting the site or rights-of-way if there are no sidewalks.

b. The pedestrian path must be hard-surfaced and a minimum of four feet wide.

H. Combining Unit Types in One Development.

1. If a project proposes a mix of middle housing types which creates a conflict with various standards, the more restrictive standards shall apply.

I. Existing Structures and Conversions:

1. Where a residential structure is converted from one type of dwelling unit to another without any additions, the design standards in C.—H. do not apply.

2. Where a residential structure is added on to, the design standards in C.—H. only apply if the footprint is expanded by 25 percent or more.

J. Alternative Discretionary Review: As an alternative to meeting one or more design standards of this subsection an applicant may request Site Design Review by the Development Review Board of a proposed design. In addition to the Site Design Review Standards, affirmative findings shall be made that the following standards are met:

1. The request is compatible with existing surrounding development in terms of placement of buildings, scale of buildings, and architectural design;

2. The request is due to special conditions or circumstances that make it difficult to comply with the applicable Design Standards, or the request would achieve a design that is superior to the design that could be achieved by complying with the applicable Design Standards; and

3. The request continues to comply with and be consistent with State statute and rules related to Middle Housing, including being consistent with State definitions of different Middle Housing types.

(Ord. No. 677, 3-1-2010; Ord. No. 682, 9-9-2010; Ord. No. 704, 6-18-2012; Ord. No. 806, 7-17-2017; Ord. No. 825, 10-15-2018; Ord. No. 841, eff. 6-4-2020)

PLANNING COMMISSION

WEDNESDAY, MARCH 8, 2023

INFORMATIONAL

4. City Council Action Minutes (February 6 & 23, 2023) *(No staff presentation)*

City Council Meeting Action Minutes
February 6, 2023

COUNCILORS PRESENT
Mayor Fitzgerald
Council President Akervall
Councilor Linville
Councilor Berry
Councilor Dunwell

STAFF PRESENT
Bryan Cosgrove, City Manager
Amanda Guile-Hinman, City Attorney
Kimberly Veliz, City Recorder
Jeanna Troha, Assistant City Manager
Beth Wolf, Senior Systems Analyst
Robert Wurpes, Chief of Police
Brenda Evans, Behavioral Health Unit
Andrew Barrett, Capital Projects Eng. Manager
Dan Pauly, Planning Manager
Chris Neamtzu, Community Development Director
Matt Lorenzen, Economic Development Manager
Mike Nacrelli, Civil Engineer
Shasta Sasser, Library Director
Zach Weigel, City Engineer
Bill Evans, Communications & Marketing Manager

AGENDA ITEM	ACTIONS
WORK SESSION	**START:** 5:03 p.m.
A. Economic Development Overview	Staff shared an overview of the City's current programs to support current businesses, and attract new employers to Wilsonville.
B. Frog Pond East and South Master Plan Development	Staff sought the Council's input to inform development code updates to be drafted to facilitate implementation of the adopted Frog Pond East and South Master Plan.
REGULAR MEETING	
<u>Mayor's Business</u> A. Upcoming Meetings	Upcoming meetings were announced by the Mayor as well as the regional meetings she attended on behalf of the City.
B. Joint Semiconductor Committee	Council moved to respond to the legislature's Joint Semiconductor Committee regarding Clackamas County's proposed inclusion of French Prairie Rural Reserve and unplanned Norwood Urban Reserve. Passed 5-0.
C. Boards/Commissions Appointments	Council moved to ratify the appointment of Alice Galloway Neeley to the Development Review Board for a term beginning 2/6/2023 to 12/31/2024. Passed 5-0.

	Council moved to ratify the appointme Jenelle Reid to the Kitakata Sister City Advisory Board for a term beginning 2/6/2023 to 12/31/2025. Passed 5-0.
Communications A. Behavioral Health Unit Mental Health Clinician Introduction B. Boeckman Road Corridor Project Update	New Behavioral Health Unit Mental Health Clinician Brenda Evans was introduced to City Council. Council heard an update on the Boeckman Road Corridor Improvement Program.
Consent Agenda A. **Resolution No. 2997** A Resolution Of The City Of Wilsonville Authorizing The City Manager To Enter Into An Amendment To The Development Agreement With Taylor Morrison Northwest, LLC Regarding The Completion Of Improvements Associated With Regional Park 5. B. **Resolution No. 3008** A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute A Professional Services Agreement With Consor North America, Inc. To Provide Engineering Consulting Services For The West Side Level B Reservoir And 24-Inch Transmission Main Project (Capital Improvement Project #1149). C. **Resolution No. 3018** A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute A Professional Services Agreement With Century West Engineering For Engineering Consulting Services For The 2023 Street Maintenance Project (Capital Improvement Project No. 4014). D. **Resolution No. 3038** A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute A Goods And Services Agreement With Absco Solutions For The For Security And Access Controls For The Public Works Complex (CIP # 8113). E. Minutes of the January 19, 2023 Council Meeting.	The Consent Agenda was approved 5-0.
New Business A. None.	

Continuing Business A. None.	
Public Hearing A. None.	
City Manager's Business	The City Manager reminded Council to take the Core Strength quiz prior to the City Council Retreat. Council was encouraged to contact the Public Works Director or Public Works Ops. Manager to schedule a tour of the Public Works building construction site.
Legal Business	No report.
ADJOURN	8:21 p.m.

City Council Meeting Action Minutes
February 23, 2023

COUNCILORS PRESENT
Mayor Fitzgerald
Council President Akervall
Councilor Linville
Councilor Berry
Councilor Dunwell

STAFF PRESENT
Bryan Cosgrove, City Manager
Amanda Guile-Hinman, City Attorney
Kimberly Veliz, City Recorder
Jeanna Troha, Assistant City Manager
Beth Wolf, Senior Systems Analyst
Andy Stone, IT Director
Andrew Barrett, Capital Projects Eng. Manager
Mark Ottenad, Public/Government Affairs Director
Cricket Jones, Finance Operations Supervisor
Martin Montalvo, Public Works Ops. Manager
Zach Weigel, City Engineer
Dwight Brashear, Transit Director

AGENDA ITEM	ACTIONS
WORK SESSION	**START:** 5:00 p.m.
A. Prohibited Camping Code Update Project	Council heard a presentation on Clackamas County's supportive housing services programs, and part of staff's presentation on the update on the City's prohibited-camping code project.
B. Updated 'Explore Wilsonville' Visual Identify	Council was shown the new logo for the 'Explore Wilsonville' tourism-promotion program.
C. Kiva Building Architectural Assessment and Recommendations	Staff shared the architectural assessment and recommendations for the City of Wilsonville owned "Kiva" building.
REGULAR MEETING	
Mayor's Business A. Upcoming Meetings	Upcoming meetings were announced by the Mayor as well as the regional meetings she attended on behalf of the City.
Communications A. None.	
Consent Agenda A. **Resolution No. 3020** A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute Guaranteed Maximum Price Amendment No. 1 To The Progressive Design-Build Agreement For The Boeckman Road Corridor Project With Tapani|Sundt A Joint Venture.	The Consent Agenda was approved 5-0.

B. **Resolution No. 3027** A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute A Goods And Services Contract With Urban Solar For Smart Bus Station Electronic Display Signage.	
New Business A. Minutes of the February 6, 2023 City Council Meeting. B. **Resolution No. 3036** A Resolution Of The City Of Wilsonville Authorizing Acquisition Of Property And Property Interests Related To Construction Of The Boeckman Road Corridor Project.	The amended minutes were approved 5-0. Resolution No. 3036 was adopted 5-0.
Continuing Business A. None.	
Public Hearing A. None.	
City Manager's Business	The City Manager checked in with Council about the City Council Retreat and Goal Setting scheduled for February 24-25, 2023.
Legal Business	Continuation of staff's presentation on the update on the City's prohibited-camping code project.
URBAN RENEWAL AGENCY	
URA Consent Agenda A. **URA Resolution No. 334** A Resolution Of The Urban Renewal Agency Of The City Of Wilsonville Authorizing Acquisition Of Property And Property Interests Related To Construction Of The Boeckman Road Corridor Project. B. **URA Resolution No. 335** A Resolution Of The City Of Wilsonville Urban Renewal Agency Authorizing The City Manager To Execute Guaranteed Maximum Price Amendment No. 1 To The Progressive Design-Build Agreement For The Boeckman Road Corridor Project With Tapani|Sundt A Joint Venture.	The URA Consent Agenda was approved 5-0.

C. **URA Resolution No. 343** A Resolution Of The City Of Wilsonville Urban Renewal Agency Authorizing The Termination Of Tax Increment Collection For The Year 2000 Plan. D. Minutes of the January 5, 2023 Urban Renewal Agency Meeting.	
New Business A. None.	
URA Public Hearing A. None.	
ADJOURN	9:36 p.m.

PLANNING COMMISSION

WEDNESDAY, MARCH 8, 2023

INFORMATIONAL

5. 2023 PC Work Program *(No staff presentation)*

2023 DRAFT PC WORK PROGRAM SCHEDULE

Updated 12/14/2022

AGENDA ITEMS			
Date	**Informational**	**Work Sessions**	**Public Hearings**
JANUARY 11	•	• Frog Pond E+S Implementation	
FEBRUARY 8	•	• Frog Pond E+S TSP • Frog Pond E+S Implementation	
MARCH 8	•	• Frog Pond E+S Implementation	• Frog Pond E+S TSP
APRIL 12	• Annual Housing Report	• Transit Master Plan • Frog Pond E+S Implementation	
MAY 10			• Transit Master Plan • Wastewater Treatment Plant Master Plan
JUNE 14	•	• Housing Needs Analysis • Frog Pond E+S Implementation	
JULY 12		• Frog Pond E+S Implementation	
AUGUST 9	• Frog Pond E+S Infrastructure Financing Plan and Policy	• Stormwater System Master Plan	• Frog Pond E+S Implementation
SEPTEMBER 13		• Stormwater System Master Plan	
OCTOBER 11	•	• Housing Needs Analysis	• Stormwater System Master Plan
NOVEMBER 8			• Housing Needs Analysis
DECEMBER 13			
JAN. 10, 2024			

2023 Projects		Future (2024)/Potential Fill In Projects	
• Annual Housing Report	• Frog Pond E&S TSP Ammend.	• TC Programming Plan	• CFEC Parking Code Updates & TC Parking Study
• Housing Needs Analysis	• Frog Pond E&S Devt. Code	• TC Ec Dev/Business Retention	• CFEC Transportation Model Update
• Housing Production Strategy		• Mobile Food Vendor Standards	• CFEC TSP Update (2025)
• Transit Center TOD		• Basalt Creek Zoning	
• Transit Master Plan Update		• Basalt Creek Infrastructure	

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