CITY COUNCIL AGENDA

May 01, 2023 at 7:00 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/81536056468*

TO PARTICIPATE REMOTELY OR PROVIDE PUBLIC COMMENT:
Register with the City Recorder:
CityRecorder@ci.wilsonville.or.us or 503-570-1506
Individuals may submit comments online at: *https://www.ci.wilsonville.or.us/SpeakerCard*,
via email to the address above, or may mail written comments to:
City Recorder - Wilsonville City Hall
29799 SW Town Center Loop East, Wilsonville, OR 97070

CITY COUNCIL MISSION STATEMENT

To protect and enhance Wilsonville's livability by providing quality service to ensure a safe, attractive, economically vital community while preserving our natural environment and heritage.

REVIEW OF AGENDA AND ITEMS ON CONSENT [5:00 PM]

COUNCILORS' CONCERNS [5:05 PM]

PRE-COUNCIL WORK SESSION [5:10 PM]

A. Community Cultural Events & Program Grant Review (*Valentine*) [20 min.]

B. City Charter - Term Limits Discussion *(Guile-Hinman/Cosgrove)* [30 min.]

C. Prohibited Camping Code Update Project - Administrative Rules *(Guile-Hinman)* [30 min.]

ADJOURN [6:30 PM]

CITY COUNCIL MEETING

The following is a summary of the legislative and other matters to come before the Wilsonville City Council a regular session to be held, May 1, 2023 at City Hall. Legislative matters must have been filed in the office of the City Recorder by 10:00 a.m. on April 18, 2023. Remonstrances and other documents pertaining to any matters listed in said summary filed at or prior to the time of the meeting may be considered there with except where a time limit for filing has been fixed.

CALL TO ORDER [7:00 PM]

1. Roll Call
2. Pledge of Allegiance
3. Motion to approve the following order of the agenda.

MAYOR'S BUSINESS [7:05 PM]

4. Upcoming Meetings
5. I-205 Toll Project EA Comment Letter

COMMUNICATIONS [7:20 PM]

6. Metro Report *(Metro Councilor Gerritt Rosenthal)*
7. Oregon Tech Report *(OIT President Nagi Naganathan, Ph.D)*

CITIZEN INPUT AND COMMUNITY ANNOUNCEMENTS [7:50 PM]

This is an opportunity for visitors to address the City Council on items not on the agenda. It is also the time to address items that are on the agenda but not scheduled for a public hearing. Staff and the City Council will make every effort to respond to questions raised during citizen input before tonight's meeting ends or as quickly as possible thereafter. Please limit your comments to three minutes.

8.

COUNCILOR COMMENTS, LIAISON REPORTS AND MEETING ANNOUNCEMENTS [8:00 PM]

9. Council President Akervall
10. Councilor Linville
11. Councilor Berry
12. Councilor Dunwell

CONSENT AGENDA [8:20 PM]

13. **Resolution No. 3032**

    A Resolution to Allocate Community Cultural Events and Programs Grant Funds for Fiscal Year 2022/2023 (*Valentine*)

14. **Resolution No. 3056**

A Resolution Of The City Of Wilsonville Authorizing The City Manager To Enter Into And Execute The Intergovernmental Agreement With Clackamas County For Jurisdiction Transfer Of A Portion Of SW Frog Pond Lane And SW Stafford Road. (*Weigel*)

NEW BUSINESS [8:25 PM]

CONTINUING BUSINESS [8:25 PM]

15. **Ordinance No. 877** - *2nd Reading*
    An Ordinance Of The City Of Wilsonville Adopting Transportation System Plan Amendments To Integrate Transportation Projects From The Frog Pond East And South Master Plan. *(Pauly/Weigel)*

16. **Ordinance No. 878** - 2nd *Reading*

    An Ordinance Of The City Of Wilsonville Approving A Street Name Change Of SW Columbine Avenue To SW Ponderosa Avenue In The Frog Pond Ridge Subdivision. *(McAlister)*

PUBLIC HEARING [8:35 PM]

17. **Ordinance No. 879** - *1st Reading (Legislative Hearing)*

    An Ordinance of the City of Wilsonville Regarding Regulation of Camping on Public Property by Adding Sections 10.700 through 10.780 to the Wilsonville Code; Amending Wilsonville Code Sections 3.000, 5.200, 5.210, and 10.540; and Repealing Wilsonville Code Sections 6.400 and 10.425. *(Guile-Hinman)*

CITY MANAGER'S BUSINESS [8:35 PM]

LEGAL BUSINESS [8:40 PM]

ADJOURN [8:45 PM]

INFORMATIONAL ITEMS – No Council Action Necessary

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 the City Recorder at 503-570-1506 or CityRecorder@ci.wilsonville.or.us: 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 503-570-1506.

CITY COUNCIL MEETING
STAFF REPORT

Meeting Date: May 1, 2023	**Subject:** City Charter – Term Limits **Staff Member:** Amanda Guile-Hinman, City Attorney Bryan Cosgrove, City Manager **Department:** Legal/Administration
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:** N/A
Staff Recommendation: N/A	
Recommended Language for Motion: N/A	
Project / Issue Relates To:	
☐Council Goals/Priorities	☐Adopted Master Plan(s) ☒Not Applicable

ISSUE BEFORE COUNCIL:
Review process for advancing a charter amendment to the Wilsonville electorate and direct staff regarding next steps.

EXECUTIVE SUMMARY:

Staff seeks Council's direction whether to consider referring a ballot measure to amend the City Charter to separate the mayoral term(s) from the councilor term(s). If that is Council's direction, the next policy question is what type of terms is Council interested in exploring to refer to the voters? Currently, all members of Council are limited to 12 years in a 20 year period, regardless of position (mayor or councilor). The Council could consider separating the mayoral position from councilor position, so each has 12 years in a 20 year period. The Council could also consider an allowance of a specific number of additional terms or years beyond the 12 years for the mayoral position or entirely excluding the mayoral position from the 12 year calculation. There are many iterations of options available for calculating the mayoral terms if the Council is interested in treating mayoral terms separate from councilor terms. Upon Council's direction, staff can prepare appropriate authorizing legislation for Council consideration.

This staff report explores the steps necessary to pursue a charter amendment to the City Council term limits in light of recent public comment requesting the City consider proposing such charter amendment. Particularly, this staff report first provides background information regarding the current charter provision concerning term limits, then outlines the steps for Council to refer a ballot measure to the voters, and finally summarizes the steps that the City of Tualatin took to refer to its voters a revision to its term limits provision of its city charter.

I. Background

In 2019, the City received an initiative petition from voters in Wilsonville to amend the Wilsonville City Charter to impose term limits on all members of the City Council. A similar term limit charter amendment had recently passed in the City of Tualatin in 2016. In the May 2020 primary election, a majority of voters voted in favor of term limits, which provision is now codified in Section 29 of the Wilsonville City Charter. This Section limits terms to 12 years in any 20 year period, regardless of position held (Councilor, Mayor, pro tem member, or any combination thereof). Section 29 states:

> No person shall be eligible to serve on the City Council more than twelve (12) years in any twenty (20) year period, whether serving as Councilor, Mayor, a pro tem member, or a combination thereof. No person may be elected or appointed to an office on the City Council if completing that term of office would cause a violation of these term limits. The calculation of "years" shall include those preceding the enactment of this Section, but shall not prevent any member of the City Council from completing a term of office. To be eligible for election or appointment to an office on the City Council, prior years of service on the City Council shall be calculated by first determining the aggregate number of days a person has previously served as a member of the City Council within the period of twenty calendar years prior to the commencement of the proposed term, and then attributing a year of service for every 365.25 days of service within that period.

During the March 20, 2023 City Council meeting, members of the community requested that the Council consider a charter amendment to treat the mayoral term(s) separately from councilor term(s). Staff offered to review the requests and provide information to Council regarding term limits and referring a charter amendment at a future work session.

II. Steps to Refer a Ballot Measure to the Voters

The requirements to refer a ballot measure are found in both the Wilsonville Code (WC) and state law. Attached hereto as **Attachment 1** is an excerpt of the State's Referral Manual concerning city referrals. While state law provides options with some of the steps, this staff report explains the steps staff recommends to follow to ensure sufficient time for completing the necessary processes.

Pursuant to WC 2.410, to begin the referral process, Council must approve a resolution calling for the referral of a ballot measure and designating either the regular election date or the special election date when the Council seeks to have the electorate vote on the ballot measure. For efficiency, such resolution should include a ballot title written by the City Attorney that complies with the requirements of ORS 250.035(1) that the Council approves as part of the resolution.

ORS 250.035(1) requires a ballot title to include a caption of not more than 10 words identifying the subject matter, a question of not more than 20 words that phrases the chief purpose of the measure so that an affirmative response corresponds to an affirmative vote on the measure, and a statement of not more than 175 words summarizing the measure and its major effect.

In addition to the ballot title, the city will also need to prepare an explanatory statement of 500 words or less describing the ballot measure, which must approved by the Council to be included in the voters' pamphlet. *See* OAR 165-022-0040. This explanatory statement can be approved by Council via the same resolution as the ballot title.

Upon approval of the resolution, the City Recorder publishes notice in a newspaper of general circulation that any voter may challenge the ballot title, with information of the deadline for filing a petition for review of the ballot title and the ballot title provider or information on how to obtain a copy of the ballot title. In addition, the notice may also be published for a minimum of seven (7) days on the City's website.

Assuming no appeal within the allowed timeframe, or upon completion of an appeal of the ballot title, the final ballot title is then certified via a state elections form that is provided to the county elections official who then assigns a measure number.

The timeline for all work is based on the anticipated election date. Assuming a November 7, 2023 election date, the above-described steps must be completed by the following dates:

- August 18, 2023 – Last day to file with City Recorder ballot title for publication of notice
- September 7, 2023 – Last day to file Notice of City Election Measure with county elections officials (can only be filed after completion of ballot title challenge process, if any)
- September 11, 2023 – Last day to file arguments for inclusion in voters' pamphlet
- November 7, 2023 – Election Day

III. Tualatin Charter Amendment

After Tualatin voters approved a term limit charter amendment in 2016, its Council referred a ballot measure to its voters to separate the terms of the mayoral position from the councilor position. For Council's reference, attached as **Attachment 2** is Tualatin's Resolution referring the amendment to the voters.

EXPECTED RESULTS:
If Council is interested in pursuing a referral to amend the City Charter, staff recommends that staff relatively quickly begin drafting a proposed resolution to refer the matter, a ballot title, and an explanatory statement. While August 18, 2023 is the last day to file the ballot title with the City Recorder, waiting until August 2023 for the Council to approve a resolution referring the matter the voters could lead to failing to meet additional deadlines if there are any appeals to the ballot title.

Should Council direct staff to work on drafting the necessary documents, staff anticipates referring a City Charter amendment in the November 7, 2023 election.

TIMELINE:
As noted above, the next crucial deadline is August 18, 2023, but, if Council wishes to move forward with a referral, staff plans to bring back draft documents in July 2023.

CURRENT YEAR BUDGET IMPACTS:
N/A

COMMUNITY INVOLVEMENT PROCESS:
Once a ballot measure is referred, the City may only answer factual questions but cannot advocate any position on the measure. Factual information can be provided on the City's website and in the Boones Ferry Messenger.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:
The separation of or additional term for the mayoral position may allow a mayor to serve additional time as mayor if they also served as city councilor. This can provide additional experience, consistency, and leadership to the mayoral role. Currently, if a councilor has served two terms (8 years) and then is elected mayor, that person can only serve as mayor for one term (four (4) years). Additionally, if a councilor who is in the middle of a first term (2 years) is elected mayor, as mayor, that person can only serve 2.5 terms (10 years) as mayor, essentially limiting them to only 2 terms. If a councilor who is in the middle of a second term (6 years) is elected mayor, as mayor, that person can only serve 1.5 terms (6 years) as mayor, essentially limiting them to only 1 term.

When the City of Tualatin referred its ballot measure to the voters, only arguments in favor were submitted for the voters' pamphlet. Those statements are provided here as **Attachment 3** explaining the reasons community members in Tualatin believed that revising the term limits for the mayoral position was in the best interest of that community.

ALTERNATIVES:
Determine not to move forward with a referral.

CITY MANAGER COMMENT:
N/A

ATTACHMENTS:
1. Excerpt of State Referral Manual
2. City of Tualatin Resolution No. 5582-21
3. Excerpt of May 17, 2022 Washington County Voters Pamphlet

County, City, and District Referral Manual

Published by

Elections Division
255 Capitol St NE, Suite 501
Salem, OR 97310-0722

☎ 503 986 1518
fax 503 373 7414
tty 1 800 735 2900
www.oregonvotes.gov

Adopted by

Oregon Administrative Rule No. 165-014-0005

Secretary of State

Elections Division Rev. 02/2022

2022 Local Elections Calendar

District Measures	March 8	May 17	August 23	November 8
Last Day for County Elections Official to Publish				
→ notice of district measure election		See ORS 255.085		
Last Day for County, City, or District Governing Body to File with Local Elections Official				
→ ballot title for publication of notice	December 17	February 25	June 3	August 19
or				
→ referral text so a ballot title can be written				
Last Day for Local Governing Body to File with County Elections Official				
→ Form SEL 801 Notice of Measure Election - County	January 6	March 17	June 23	September 8
❗ Form may only be filed upon completion of the ballot title challenge process.				
→ Form SEL 802 Notice of Measure Election - City	January 6	March 17	June 23	September 8
❗ Form may only be filed upon completion of the ballot title challenge process.				
→ Form SEL 803 Notice of Measure Election – District	January 6	March 17	June 23	September 8
❗ Form may not be filed until after the deadline for the immediately preceding election has passed and only upon completion of the ballot title challenge process.				
Last Day to File with County Elections Official				
→ arguments for inclusion in county voters' pamphlet	January 10	March 21	June 27	September 12

2023 Local Elections Calendar

District Measures	March 14	May 16	August 22	November 7
Last Day for County Elections Official to Publish				
→ notice of district measure election		See ORS 255.085		
Last Day for County or City Governing Body to File with Local Elections Official				
→ ballot title for publication of notice	December 23	February 24	June 2	August 18
or				
→ referral text so a ballot title can be written				
Last Day for Local Governing Body to File with County Elections Official				
→ Form SEL 801 Notice of Measure Election - County	January 12	March 16	June 22	September 7
❗ Form may only be filed upon completion of the ballot title challenge process.				
→ Form SEL 802 Notice of Measure Election - City	January 12	March 16	June 22	September 7
❗ Form may only be filed upon completion of the ballot title challenge process.				
→ Form SEL 803 Notice of Measure Election – District	January 12	March 16	June 22	September 7
❗ Form may not be filed until after the deadline for the immediately preceding election has passed and only upon completion of the ballot title challenge process.				
Last Day to File with County Elections Official				
→ arguments for inclusion in county voters' pamphlet	January 17	March 20	June 26	September 11

Notice of Local Option Tax Measure or General Obligation Bond

County elections officials must file with the Secretary of State a copy of the Notice of Measure Election for each local option tax measure or general obligation bond measure placed on the ballot by a municipal corporation.

City Referral Steps

City Governing Body

1 Begin process by filing with city elections official the:

→ ballot title (skip to step 4)

or

→ referral text (continue to step 2).

81st day before the election

City Elections Official

2 Forward a copy of the referral text to the city attorney for preparation of a ballot title.

next business day after receipt of referral

City Attorney

3 Prepare and files ballot title that impartially summarizes the referral and its major effect.

5th business day after receipt

4 Publish receipt of ballot title.

next available edition of a newspaper of general circulation in the city

In addition, the notice may also be published on the city's web site for a minimum of seven days.

Registered Voter (steps not required)

5 Voter who is dissatisfied with ballot title can petition circuit court for review.

7th business day after ballot title filed

6 Voter notifies city elections official of petition filing.

5:00:00 pm 1st business day after the petition is filed with circuit court

7 File with the county elections official form SEL 802 containing the final ballot title and an explanatory statement, if required.

61st day before the election

County Elections Official

8 Assign measure number.

any time after deadline to file notice of measure election

Competing Measure

If a qualified initiative is filed by the city elections official at a city governing body meeting that occurs on the 90th day before the election and the governing body refers a competing measure, the ballot title process including the challenge period must be completed no later than the 61st day before the election.

City Referral Process

Local charter or ordinance requirements do not supersede ORS 250.035 relating to ballot title format or the statement of measures filed under ORS 254.095.

Once a city governing body refers a measure for the voters to decide, a ballot title must be written. All ballot titles must comply with the requirements in ORS 250.035.

Ballot Title Process

ORS 250.035, 250.275, 250.285, and 250.296

A ballot title is a concise and impartial statement prepared by the city governing body or the city attorney that will be printed on the ballot summarizing the referral and its major effect. Any voter may challenge the ballot title in circuit court and the referral may only appear on the ballot once this process is complete.

1 Preparation

For any referral, the city governing body may:

→ prepare and file a ballot title with the city elections official

or

→ file referral text with the city elections official.

Form SEL 805 Request for Ballot Title – Preparation or Publication of Notice may be used to file:

→ the text of the referral so a ballot title can be written

or

→ the ballot title written by the governing body or city attorney for publication of notice.

The city elections official will forward a copy of the referral text to the city attorney for preparation of a ballot title. After receiving the referral, the city attorney writes and files a ballot title with the city elections official.

2 Format

Each ballot title must contain all of the following elements:

→ a caption that does not exceed 10 words describing the subject of the referral;

→ a question that does not exceed 20 words plainly phrasing the main purpose of the referral so that an affirmative response to the question corresponds to a yes vote on the referral; and

→ a summary that does not exceed 175 words describing the major effect of the referral.

Additional ballot title requirements apply to referrals requesting a general obligation bond, a local option tax, or a permanent rate limit.

For further information you may contact the Elections Division, your bond counsel, or the Oregon Department of Revenue, Property Tax Division 800 356 4222.

3 Notice

After receiving a ballot title from the city governing body or the city attorney, the city elections official publishes notice in the next available edition of a newspaper of general circulation that any voter may challenge the ballot title. It is advisable to also publish the notice on the city website for a minimum of seven days. The notice must include all of the following:

- → a statement that a ballot title has been received and that any voter may file a petition for review of the ballot title;
- → the deadline for filing a petition for review of the ballot title with the circuit court; and
- → the ballot title provided by the city governing body or city attorney or information on how to obtain a copy.

Notice must be published prior to the deadline to file a petition to review the ballot title.

4 Ballot Title Appeal

Any registered voter who is dissatisfied with the ballot title may petition the circuit court to review the ballot title. If a registered voter files a petition to review a ballot title with the circuit court, the voter must:

- → name the city governing body or city attorney as respondent, depending who prepared the ballot title;
- → state the reasons why the ballot title is insufficient, not concise or unfair; and
- → notify the city elections official in writing that a petition has been filed.

If the notification of the city elections official is not timely filed, the petition to the circuit court may be dismissed.

5 Circuit Court Review

When a petition is filed, the circuit court conducts its review and renders its decision certifying a ballot title meeting the requirements of ORS 250.035. The review of the ballot title by the circuit court shall be the first and final review.

If the Circuit Court certifies a different ballot title, the city elections official forwards the final ballot title to the city official authorized to submit notice of measure election for preparation of form SEL 802.

Explanatory Statement

ORS 251.067, 251.285, 251.345, and OAR 165-022-0040

An explanatory statement is an impartial, simple and understandable statement explaining the measure. The city governing body must prepare and file an explanatory statement of no more than 500 words for a referral **only** if:

- → the county is producing a voters' pamphlet

  or

- → the referral will appear in the state voters' pamphlet.

Cities are encouraged to adopt and comply with an ordinance that provides a judicial review procedure for an explanatory statement which is contested. If a city measure is to appear in the state voters' pamphlet, a judicial review procedure is required.

See the State Voters' Pamphlet Manual available at **www.oregonvotes.gov** for additional requirements for referrals appearing in the state voters' pamphlet.

Certification of Referral to Ballot

ORS 254.095

The city governing body must certify that the challenge process is complete and file the final ballot title on:

Form SEL 802 Notice of Measure Election – City.

If the county is producing a voters' pamphlet, the county elections official will reject any SEL 802 that is not accompanied by an explanatory statement.

After receiving a city referral, the county elections official assigns a measure number.

Ballot measure numbers will not be repeated. If the measure is later removed from the ballot, the measure number will not be re-used.

Withdrawal of Referral

To withdraw a referral, the city governing body must complete and file with the county elections official:

Form SEL 804 Withdrawal - Notice of Measure Election.

The SEL 804 must be submitted no later than the 61st day before the election.

ATTACHMENT 2

RESOLUTION NO. 5582-21

A RESOLUTION REFERRING TO THE ELECTORS OF THE CITY OF TUALATIN THE QUESTION OF AMENDING THE CITY CHARTER TO MODIFY MAYORAL TERM LIMITS IN CERTAIN CIRCUMSTANCES.

WHEREAS, under Article XI, section 2 of the Oregon Constitution, the City of Tualatin has "home rule" authority over the civil affairs of its City;

WHEREAS, Article XI of the Oregon Constitution, and ORS Chapters 250 and 251, authorize the City to refer a matter to voters to amend the City's Charter;

WHEREAS, pursuant to Chapter II, section 4, Chapter III, section 6, Chapter VI, section 23, and other relevant provisions of the Charter and State law, the Council has the power to refer a matter to voters; and

WHEREAS, the Council wishes to refer a matter to the voters to consider amending the Charter, as set forth in this resolution.

NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF TUALATIN, OREGON, that:

Section 1. Measure. A measure election is hereby called for the purpose of submitting to the electors of the City of Tualatin a measure amending the City Charter to modify Mayoral term limits in certain circumstances, a copy of which is attached as "Exhibit 1," and incorporated herein by reference.

Section 2. Election Conducted by Mail. The measure election shall be held in the City of Tualatin on May 17, 2022, at the next statewide primary election. As required by ORS 254.465, the measure election shall be conducted by mail by the County Clerks of Washington & Clackamas Counties, according to the procedures adopted by the Oregon Secretary of State.

Section 3. Delegation. The City of Tualatin authorizes the City Manager, or the City Manager's designee, to act on behalf of the City and to take such further action as necessary to carry out the intent and purposes set forth herein, in compliance with the applicable provisions of law.

Section 4. Preparation of Ballot Title. The City Attorney has prepared the ballot title for the measure, which is attached as "Exhibit 2," and incorporated by reference. The ballot measure approved and the City Attorney is hereby directed to deposit the ballot title with the city elections officer within the time established by law.

Section 5. Notice of Ballot Title and Right to Appeal. Upon receiving the ballot title for this measure, the city elections officer must publish in the next available edition of a newspaper of general circulation in the city a notice of receipt of the ballot title, including notice that an elector may file a petition for review of the ballot title.

Section 6. Explanatory Statement. The explanatory statement for the measure, is attached as "Exhibit 3," and incorporated herein by reference, is hereby approved.

Section 7. Filing with County Elections Office. The city elections officer shall deliver the Notice of Measure Election to the County Clerks for Washington & Clackamas County for inclusion on the ballot for the May 17, 2022, election.

Section 8. Effective Date. This resolution is effective upon adoption.

INTRODUCED AND ADOPTED this 8th day of November, 2021.

CITY OF TUALATIN OREGON

BY Frank Bubenik
Mayor

APPROVED AS TO LEGAL FORM

BY Sean Brady
City Attorney

ATTEST

BY Sherilyn Lombos
City Recorder

EXHIBIT 1
RESOLUTION NO. 5582-21

MEASURE LANGUAGE

Section 12(a) of the City of Tualatin Charter is amended as follows:

No person shall be eligible to serve on the City Council more than twelve (12) years in any twenty (20) year period, whether serving as Councilor, Mayor, a pro tem member, or a combination thereof, except if a person has served only two terms as a City Councilor, then that person shall be eligible to serve another two consecutive terms as Mayor. No person may be elected or appointed to an office on the City Council if completing that term of office would cause a violation of these term limits. The calculation of "years" shall include those preceding the passage of this Section, but shall not prevent any member of the City Council from completing a term of office that commenced prior to its passage. For the purposes of this Section, years of service on the City Council shall be calculated by first determining the aggregate number of days a person has served as a member of the City Council within an applicable window of twenty calendar years, and then attributing a year of service for every 365.25 days of service. This Section becomes effective immediately upon passage.

EXHIBIT 2
RESOLUTION NO. 5582-21

BALLOT TITLE

Amends Charter to Modify Mayoral Term Limits in Certain Circumstances.

QUESTION

Should the Charter be amended to allow a two-term City Councilor the opportunity to serve two consecutive terms as Mayor?

SUMMARY

The Measure would amend the City of Tualatin Charter to modify the term limits for the Office of Mayor. If passed, the Measure would allow a person to serve two terms (8 years) as a City Councilor followed by two consecutive terms (8 years) as Mayor, in a 20-year period.

The existing City Charter imposes term limits on a person serving on City Council as Mayor, a Councilor, or a combination of the two offices, to no more than 12 years in a 20-year period. Under the current Charter language, if a person previously served two terms (8 years) as a City Councilor, the person is limited to serving one term (4 years) as Mayor, in a 20-year period. The measure would modify the Charter such that a person who previously served two terms (8 years) as a City Councilor could serve two consecutive terms (8 years) as Mayor, for a total of 16 years on City Council in a 20-year period. In all other circumstances, the 12-year term limit in a 20-year period applies.

EXHIBIT 3
RESOLUTION NO. 5582-21

EXPLANATORY STATEMENT

This Measure, if approved, would amend Section 12(a) of the City of Tualatin Charter ("Charter") to create a new term limits provision applicable to the Office of Mayor. If passed, the Measure would allow a person who has previously served two terms (8 years) as a City Councilor to be eligible to serve two consecutive terms (8 years) as Mayor, if elected, in a 20-year period.

The City Council consists of the Mayor and six City Councilors. The Charter provides that the Mayor is elected to a four-year term and each City Councilor is elected to a four-year term. The existing Charter language imposes term limits to prohibit a person from serving on City Council to no more than 12 years in any 20-year period. The 12-year limit in the Charter applies to the total amount of time a person serves on the City Council, whether the person is serving as a Mayor, a Councilor, or any combination of the two offices.

This Measure would amend the Charter to modify the term limits applicable to the Office of Mayor in the circumstance where the person has previously served two terms (8 years) as a City Councilor. Under the existing Charter language, if a person has previously served two terms (8 years) as a City Councilor, the person can only serve one term (4 years) as Mayor, in a 20-year period. If approved, this Measure would allow a person to serve as Mayor for two consecutive terms (8 years), instead of only one term (4 years).

The effect of the Measure would allow a person to possibly serve a total of 16 years on City Council in a 20-year period. In all other circumstances, the general term limits of 12 years in any 20-year period would apply to the Office of Mayor. The Measure does not change the term limits for City Councilors.

This Measure would become effective immediately upon passage.

Signature: Frank Bubenik

Email: fbubenik@tualatin.gov

Signature: Sherilyn Lombos
Sherilyn Lombos (Nov 9, 2021 13:14 PST)

Email: slombos@tualatin.gov

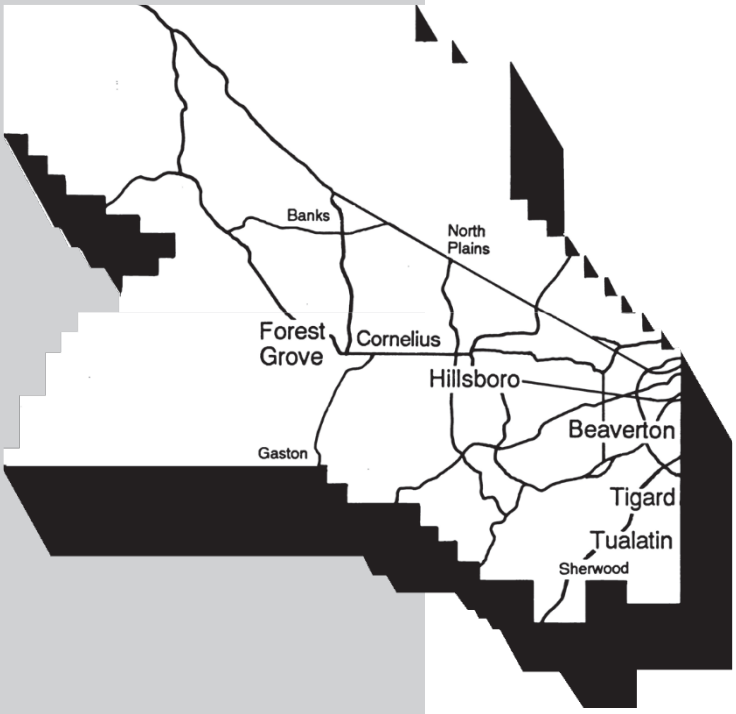
Signature: Sarah Brady

Email: sbrady@tualatin.gov

Elections Division
2925 NE Aloclek Dr, Ste 170
Hillsboro, OR 97124-7523

www.co.washington.or.us

Washington County Voters' Pamphlet



VOTE-BY-MAIL SPECIAL ELECTION May 17, 2022

Washington County Board of County Commissioners

Kathryn Harrington, Chair
Nafisa Fai, District 1
Pam Treece, District 2
Roy Rogers, District 3
Jerry Willey, District 4

ATTENTION

This is your county voters' pamphlet. Washington County Elections prints information as submitted. We do not correct spelling, punctuation, grammar, syntax, errors or inaccurate information. All information contained in this county pamphlet has been assembled and printed by Joe Nelson, Director Washington County Assessment & Taxation.

Dear Voter:
This pamphlet contains information for several districts and there may be candidates/measures that are not included on your ballot. If you have any questions, call 503-846-5800.

City of Tualatin

Measure No. 34-309

Ballot Title

Amends Charter to Modify Mayoral Term Limits in Certain Circumstances.

Question: Should the Charter be amended to allow a two-term City Councilor the opportunity to serve two consecutive terms as Mayor?

Summary: The Measure would amend the City of Tualatin Charter to modify the term limits for the Office of Mayor. If passed, the Measure would allow a person to serve two terms (8 years) as a City Councilor followed by two consecutive terms (8 years) as Mayor, in a 20-year period. The existing City Charter imposes term limits on a person serving on City Council as Mayor, a Councilor, or a combination of the two offices, to no more than 12 years in a 20-year period. Under the current Charter language, if a person previously served two terms (8 years) as a City Councilor, the person is limited to serving one term (4 years) as Mayor, in a 20-year period. The measure would modify the Charter such that a person who previously served two terms (8 years) as a City Councilor could serve two consecutive terms (8 years) as Mayor, for a total of 16 years on City Council in a 20-year period. In all other circumstances, the 12-year term limit in a 20-year period applies.

Explanatory Statement

This Measure, if approved, would amend Section 12(a) of the City of Tualatin Charter ("Charter") to create a new term limits provision applicable to the Office of Mayor. If passed, the Measure would allow a person who has previously served two terms (8 years) as a City Councilor to be eligible to serve two consecutive terms (8 years) as Mayor, if elected, in a 20-year period.

The City Council consists of the Mayor and six City Councilors. The Charter provides that the Mayor is elected to a four-year term and each City Councilor is elected to a four-year term. The existing Charter language imposes term limits to prohibit a person from serving on City Council to no more than 12 years in any 20-year period. The 12-year limit in the Charter applies to the total amount of time a person serves on the City Council, whether the person is serving as a Mayor, a Councilor, or any combination of the two offices.

This Measure would amend the Charter to modify the term limits applicable to the Office of Mayor in the circumstance where the person has previously served two terms (8 years) as a City Councilor. Under the existing Charter language, if a person has previously served two terms (8 years) as a City Councilor, the person can only serve one term (4 years) as Mayor, in a 20-year period. If approved, this Measure would allow a person to serve as Mayor for two consecutive terms (8 years), instead of only one term (4 years).

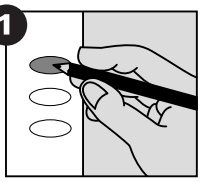
The effect of the Measure would allow a person to possibly serve a total of 16 years on City Council in a 20-year period. In all other circumstances, the general term limits of 12 years in any 20-year period would apply to the Office of Mayor. The Measure does not change the term limits for City Councilors.

This Measure would become effective immediately upon passage.

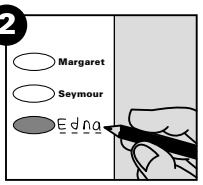
Submitted by:
Sherilyn Lombos, City Manager

Complete your ballot

Carefully read and follow all instructions printed on your ballot.



To vote, completely fill in the oval next to your choice.



To write-in a candidate:

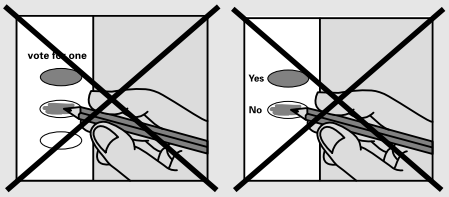
→ Clearly print his or her name on the blank line provided on the ballot

-and-

→ Fill in the oval next to the name you wrote-in

Check for errors

You do not have to vote on all contests. Those you do vote on will still count.



If you vote for more than one option, your vote **will not count** for that candidate or measure.

Check your ballot carefully
You can not change your vote after you have returned your ballot

Contact your County Elections Office or call **1 866 673 VOTE** to request a replacement ballot if:

→ you make a mistake
→ your ballot is damaged or spoiled
→ you lose your ballot
→ or for any other reason.

No Arguments in Opposition of this measure were filed.

City of Tualatin

Measure No. 34-309 Arguments

Argument in Favor

VOTE YES ON 34-309

Measure 34-309 does not overturn term limits in Tualatin, but instead proposes a narrow and significant improvement to the existing term limits. Since term limits were implemented in 2016, voters have elected a new mayor and the membership of the Council has seen a nearly complete turnover. The results have been intensely positive, but there soon could be one significant negative: the loss of experienced and effective leadership.

The premise behind 34-309 is that a councilor needs two terms (eight years) to get fully educated on the issues and to develop meaningful relationships with other elected officials. After that time, the councilor is able to effectively function as Mayor - the leader of our community. Under Tualatin's current term limits, that experienced and effective mayor is limited to a single term, essentially stopping the engine when it is running at its greatest efficiency, which is clearly not a good policy.

I do not believe that 34-309 represents a radical departure from the spirit of the existing term limits, which allow individuals to serve twelve years in any twenty-year period as a means of preventing any individual to become entrenched in power.

There are significant advantages to adopting 34-309, which will allow a seasoned mayor to be eligible to serve a second, consecutive term. After that second term and a total of sixteen years of service, the former mayor could not run for local office again for a period of eight years. The additional four-year term as mayor would not, therefore, allow the mayor to become entrenched in power. Moreover, if a first term mayor did not perform well, then that mayor would be eligible for another term, but unlikely to be re-elected, which is a form of de facto term limits.

Please join me in voting YES on Measure 34-309 and adopting a better policy for the long-term governance of Tualatin.

This information furnished by:
Robert E. Kellogg

Argument in Favor

Vote YES on Measure 34-309

I encourage you to support amending the City Charter regarding term limits to allow a mayor to serve two terms even if that person has already served two terms as a council member.

As others have pointed out, it takes time for a new councilor to learn what is required to be an effective council member. Beyond having to learn about and address the myriad of issues cities face every day, the cities in the Portland Metro area must work collaboratively on regional issues. That means a councilor must cultivate professional relationships with their counterparts in other cities, counties, Metro, Tri-Met, and special districts. That is even more true for the mayor. Mayors interact with other mayors in Oregon and nationally on a regular basis. The Mayor is the City's liaison not only regionally but at the State and Federal levels. It takes time for a mayor to establish the position of trust, ability, and knowledge necessary to be listened to on matters that affect Tualatin and other cities. A one-term mayor from a small city, such as Tualatin, will rarely have the time to have achieved the level of respect necessary to have others in power to address our concerns, proposed solutions, requests for legislation or Federal, State, or County funding.

This proposed amendment still serves the purpose of encouraging new residents to serve on the Council while assuring some turnover on the Council. The two-term limit is consistent with what other cities in our area have adopted. Please vote to amend the Charter to allow a person who has previously served two terms as a city councilor to serve two terms as mayor.

Respectfully submitted,

Brenda L. Braden
former Tualatin City Attorney (1994-2012)

This information furnished by:
Brenda Braden

Argument in Favor

YES ON 34-309

Cities with term limits rely on employees to run them. We are fortunate in Tualatin that these employees competently perform their jobs and avoid the bureaucracy that plagues other small towns. Still, we did not elect them. We did elect our councilors and Mayor for the purpose of providing leadership on local topics like transportation and housing which are important to Tualatin residents.

Tualatin has hundreds of city employees and we need a mayor to grow into their job so they can be as effective at cutting red tape as ceremonial ribbons. The new term limits being proposed will at least allow dedicated citizens to serve as Mayor for 8 years if they have served on city council for at least 8 years.

It's not perfect but it's a chance to give dedicated citizens—who we have selected—adequate time to design, develop, and deploy impactful changes for our community.

Please join me in voting YES on Measure 34-309.

Ross Baker

This information furnished by:
Ross Baker

Argument in Favor

VOTE YES ON TUALATIN CHARTER AMENDMENT 34-309

As a leader on the Tigard-Tualatin School Board since 2019 and the current Chair, I have seen how critical relationships are for local government leaders when it comes to accessing information and resources in a timely fashion–particularly in moments of crisis. Being able to pick up the phone to call key federal officials, state leaders, and colleagues in other jurisdictions is an important part of the job of locally elected officials.

While this function is especially valuable during crises, it is also true in more "normal" circumstances; having a mayor that is deeply engaged and well-connected to other officials, nearby jurisdictions, and relevant organizations benefits Tualatin's residents and small businesses tremendously–and these relationships are not built overnight.

In today's policy-making environment, cities cannot simply "go it alone." Most of the major issues affecting residents' quality of life require collaboration with public partners: housing and homelessness, transportation, environmental protection,

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City of Tualatin

Measure No. 34-309 Arguments

education, and more require collaboration and consultation with the state and federal government, the counties, neighboring cities, Metro, Trimet, the school district, and more. There are also nonprofits and membership associations that are critical for municipal leaders to be engaged with: the League of Cities, the Westside Economic Alliance, the Metropolitan Mayors' Consortium, chambers of commerce, and more.

That is a lot of ground to cover and people/processes to get to know in just four years as mayor.

This proposed charter change would give Tualatin a competitive advantage in regional affairs by providing more time for the mayor to:

1) Build working relationships with federal, state, and local leaders
2) Understand the overlapping jurisdictions and complex decision-making processes in the metro region
3) Gain status and experience in local and regional groups and committees to advance Tualatin's interests

I encourage voters to vote YES on 34-309 for a more effective and responsive local government.

Sincerely,

Ben Bowman
Chair, Tigard-Tualatin School Board

This information furnished by:
Ben Bowman

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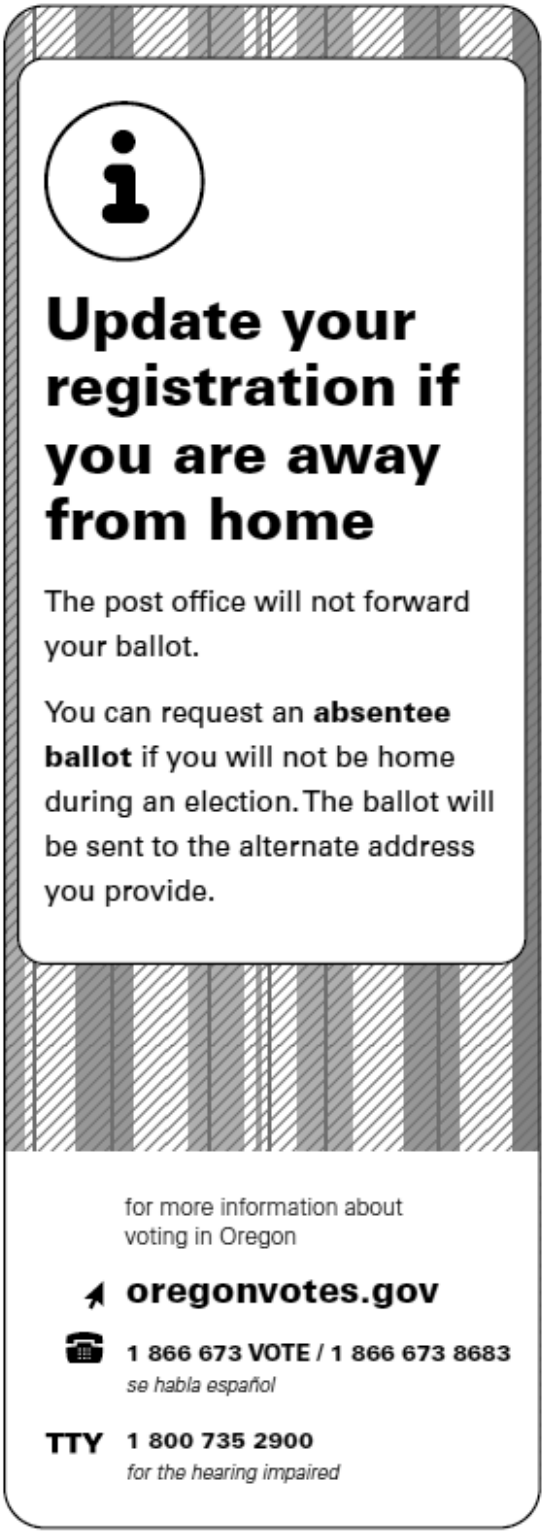

CITY COUNCIL MEETING
STAFF REPORT

Meeting Date: May 1, 2023	**Subject:** Prohibited Camping Code Update Project – Administrative Rules **Staff Members:** Amanda Guile-Hinman, City Attorney **Department:** Legal
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:** N/A
Staff Recommendation: N/A	
Recommended Language for Motion: N/A	
Project / Issue Relates To:	
☒Council Goals/Priorities: Housing Strategy 14 – adopt ordinances to bring the city into compliance with state and circuit court rules	☐Adopted Master Plan(s): ☐Not Applicable

ISSUE BEFORE COUNCIL:

Review further draft of Administrative Rules (**Attachment 1**) and aerial map of proposed designated non-vehicle camping site (**Attachment 2**) for potential approval at the May 15, 2023 Council meeting.

EXECUTIVE SUMMARY:
This is the seventh work session wherein the City Council has considered provisions regarding camping on city property in response to new state laws and federal court cases. This is state-mandated work that every city in Oregon is, or will be in the process of, doing. The goal of the City's camping code update project is to do so in a way that is humane, and complies with state and federal law, by establishing clear rules about where, when, and how camping is allowed or not allowed on City property and rights-of-way.

Based on the state laws and federal case law, community members' and stakeholders' feedback, Council's policy direction from its February 23, March 6, March 20, April 3, and April 17, 2023 work sessions, staff has prepared an updated draft of Administrative Rules and aerial map regarding prohibited camping. Staff seeks feedback from the Council on the Administrative Rules and aerial map and, assuming consensus from Council, will bring back a proposed Resolution for consideration at the May 15, 2023 Council meeting.

For a comprehensive discussion of federal case law and state statutes that require the City to undertake this prohibited camping code update, *see* the Staff Report for Ordinance No. 879, which is being considered at the May 1, 2023 City Council meeting.

I. DRAFT ADMINISTRATIVE RULES

Attached as **Attachment 1** is a draft of Resolution No. 3058 approving administrative rules governing camping on public property. To accommodate the non-vehicle campsites in a relatively small area on the property to the north of the City Hall parking lot, staff recommends reducing the distance between non-vehicle campsites to 25 feet. *See* Section 3.2 in Administrative Rules (Exhibit A to Attachment 1). This will allow the current proposed area to accommodate eight (8) non-vehicle campsites, while also preserving an area for service vehicles (e.g., sanitation, maintenance, and emergency vehicles) to access the area.

II. AERIAL MAP OF NORTH PROPERTY

At the April 17, 2023 work session, Council agreed that siting non-vehicle camping on the property to the north of the City Hall parking lot was comparatively advantageous to siting non-vehicle camping on the City Hall parking lot.

Council expressed a desire to designate a smaller area of the property to the north for non-vehicle camping than the alternative map 3 shown at the April 17, 2023 work session. Council could not come to a consensus regarding an orientation at the western edge of the property, or a more easterly orientation from the point of the barrier near the crosswalk crossing SW Courtside Drive. Council directed staff to review the options and return with a recommendation for discussion at Council's May 1, 2023 work session.

The City team met and discussed the alternatives and recommends a more easterly orientation, approximately 56 feet across and 90 feet deep (approximately 5,040 square feet), with a recommended distance between campsites of 25 feet, which will allow for 8 overnight campsites. *See* **Attachment 2**. The City team identified several reasons for this orientation, summarized below:

- With the vegetative screening along the eastern edge of the proposed designated area, the closer the camping is to that screening, the better the screening will serve to minimize the view of the camping from residents to the east.

- If there is an emergency, the ideal location for emergency vehicle access is the driveway next to the crosswalk. The team identified a service access area as well (*see* Attachment 2), which the westerly portion would not be able to accommodate.

- Similarly, the ideal access for any sanitation servicing (cleaning port-a-potties, collecting trash receptacles) is the driveway next to the crosswalk. The service access area will similarly be accessible to such service providers.

- Since the easterly orientation allows for a rectangular area, as opposed to a triangular area, it balances confining the footprint of the non-vehicle camping area and congregation.

- With the easterly orientation, staff can be more intentional about the vegetative screening and the types of plantings that will best serve the area (*see* discussion below regarding proposed plantings).

- The easterly orientation will allow employees to continue to rough mow the areas outside of the designated area, further delineating where individuals can and cannot camp for survival at night.

- If a western orientation is implemented, the vegetative screening will need to be along the western edge near Town Center Park. Eastern vegetation will not screen the appearance of the campsites from the residents unless moved closer to the designated area, which will limit the ability to expand without either planting additional screening or removing and replanting new screening. Such implementation would be time consuming and costly.

With regard to implementation, an easterly orientation decreases the type of fencing that will be required. Along with the vegetative screening, the team proposes a fence along the northern property boundary and T-posts (demonstrative photo below) running along the northern and western perimeters with signs stating that camping is not allowed beyond those points. These T-posts can easily be moved if the area needs to be expanded.

Example of T-Post:

For vegetative screening, the City team proposes three different types of plants densely planted that will fill in quickly, provide beautiful blooms, and emit a pleasant scent in the area. They will also partially screen the sanitation area. Attached as **Attachment 3** is a demonstrative map of the plantings and photos of the proposed plants.

Based on the staff review and consideration of the proposed alternatives, a more easterly orientation for non-vehicle camping on the property to the north is staff's recommendation for inclusion in the proposed Administrative Rules.

EXPECTED RESULTS:
Council to consider approval of administrative rules planned for May 2023, with an effective date of July 1, 2023. If Council is supportive of the staff's recommendation, the City team has begun identifying vendors for the necessary fencing and vegetative screening.

TIMELINE:
Approximate timeline of expected upcoming events:

1. May 15, 2023 – Adopt Administrative Rules via Resolution
2. July 1, 2023 – New regulations become effective

CURRENT YEAR BUDGET IMPACTS:
Assuming Council directs staff to move forward with the recommended plan, a supplemental budget request of approximately $100,000 is planned in June 2023 for one-time capital costs to contract for sanitation services, purchase and install fencing, and plant the needed vegetative screening. Ongoing operational and maintenance costs will be proposed in the next fiscal year budget.

COMMUNITY INVOLVEMENT PROCESS:
Public involvement is a focal point of the city camping code revision process to ensure a diverse group of community members and stakeholders can provide their priorities, interests, and concerns related to the potential code revisions. The City provided a community survey through Let's Talk, Wilsonville! and staff have met and are meeting with stakeholders, including City advisory boards, private service providers, business and community groups, Clackamas County, the School District, TVF&R, and other government agencies. Attached to the companion staff report on Ordinance No. 879 is a memorandum explaining the community outreach process.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:
While community members may feel uncertain about the implementation and impact of these new camping regulations, the Council and City project team have diligently worked over several months to ensure that new regulations and siting for camping for survival reflect the current need for overnight campsites for individuals experiencing homelessness, while ensuring that the regulations are not so complicated or onerous that they are difficult to understand or enforce. The City is committed, as reflected in the value statements accompanying Ordinance No. 879, to collaborating with its partners to connect individuals experiencing homelessness with available resources so that the City can one day achieve functional zero homelessness in the community.

ATTACHMENTS:
1. Attachment 1 – Draft Resolution No. 3058 with Exhibit
    a. Exhibit A – Administrative Rules
2. Attachment 2 – Proposed Aerial Map for Property North of City Hall
3. Attachment 3 – Demonstrative Map and Photos of Proposed Plantings for Vegetative Screening

ATTACHMENT 1

RESOLUTION NO. 3058

A RESOLUTION OF THE CITY OF WILSONVILLE ADOPTING ADMINISTRATIVE RULES RELATED TO REGULATION OF CAMPING FOR SURVIVAL ON PUBLIC PROPERTY.

WHEREAS, the purpose of these administrative rules is to ensure the humane treatment and appropriate response by the City to individuals experiencing homelessness when applying provisions within Sections 10.700 through 10.780 of Wilsonville Code, and other applicable provisions of Wilsonville Code, including but not limited to, Sections 3.000 and 5.200 through 5.210; and

WHEREAS, the City of Wilsonville seeks to create rules and procedures that provide flexibility and allow the City to nimbly, efficiently, and effectively comply with requirements of Oregon House Bill (HB) 3115 (2021) and HB 3124 (2021), as well as current federal court decisions *Martin v.* Boise, 920 F.3d 584 (9th Cir., 2019) and *Johnson v. City of Grants Pass*, 50 F.4th 787 (9th Cir., 2022; and

WHEREAS, the City has engaged in extensive community outreach, including a community questionnaire with 437 responses, anonymous surveys from individuals experiencing homelessness, additional outreach to public and private service providers, and discussions with other local stakeholders to create a comprehensive and adaptable response strategy for individuals experiencing homelessness; and

WHEREAS, the City Council conducted 7 work sessions on public camping regulations, and the City has received additional input from the City's DEI Committee, Library Board, and Parks and Recreation Advisory Board on creating and implementing nimble public camping regulations; and

WHEREAS, the City seeks to create versatile policies and systems to access and obtain services provided by the Counties of Clackamas and Washington, which receive state and federal funding for housing and homelessness services for those within their respective jurisdictions; and

WHEREAS, in undertaking a review of City provisions related to public camping for survival, creating administrative rules related to the implementation of time, place, and manner restrictions on public camping became necessary to provide guidance and direction to City

employees regarding compliance with state laws and current federal case law in the enforcement of the provisions of Wilsonville Code related to public camping.

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

Section 1. Findings. The City Council hereby adopts the above-stated recitals and the Staff Report accompanying this Resolution as the City Council's findings demonstrating that the regulations adopted herein are in the public interest and promote the health, safety, and welfare of the City of Wilsonville community.

Section 2. The City Council hereby adopts the Administrative Rules regarding the City's regulation of camping on public property attached hereto and incorporated by reference herein at **Exhibit A**.

Section 3. Effective Date. This Resolution is effective beginning July 1, 2023.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 15th day of May, 2023, and filed with the Wilsonville City Recorder this date.

_____

JULIE FITZGERALD, MAYOR

ATTEST:

_____

Kimberly Veliz, City Recorder

SUMMARY OF VOTES:

Mayor Fitzgerald

Council President Akervall

Councilor Linville

Councilor Berry

Councilor Dunwell

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EXHIBITS:

A. Administrative Rules

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CITY OF WILSONVILLE ADMINISTRATIVE RULES IMPLEMENTING ORDINANCE NO. 879

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1. Purpose.

1.1. The purpose of these Administrative Rules is to: (1) refine and provide specificity to the regulations in WC 10.700 through 10.780; (2) provide City personnel direction on implementing WC 10.700 through 10.780; and (3) identify area(s) where individuals who are involuntarily homeless may camp in accordance with the time, place, and manner regulations stated in WC 10.720 through 10.740.

1.2. These Administrative Rules are intended to provide guidance and direction for implementing WC 10.700 through 10.780 to ensure citation and removal of individuals and clean-up of campsites comply with Oregon law.

1.3. The regulations in WC 10.700 through 10.780 are objectively reasonable with regard to individuals who are involuntarily homeless, as required by HB 3115 (2021), and will be implemented as described in these Administrative Rules in an objectively reasonable manner, based on the totality of circumstances, including the impact of these Administrative Rules on the person experiencing homelessness.

1.4. These Administrative Rules are authorized under WC 10.760(3) and may be amended from time to time via resolution adopted by the City Council.

2. Definitions.

2.1. *To camp* or *camping* means to set up, or remain in or at, a campsite for the purpose of establishing or maintaining a temporary place to shelter for survival from the elements.

2.2. *Camp materials* means tents, huts, awnings, lean-tos, chairs, tarps or tarpaulins, cots, beds, sleeping bags, blankets, mattresses, sleeping or bedding materials, food or food storage items, and/or similar items that are or appear to be used as sheltering and/or sleeping accommodations, or to assist with sheltering for survival and/or sleeping activities.

2.3. *Campsite* means any place where any camp materials, bedding, sleeping bag, or other sleeping matter, or any stove or fire is placed, established, or maintained, whether or not such place incorporates the use of any tent, lean-to, shack, or any other structure or any vehicle or part thereof.

2.4. *City* or *Wilsonville* means the City of Wilsonville, Oregon.

2.5. *City Manager* means the City of Wilsonville City Manager or designee.

2.6. *City-owned property* means public real property, land, and premises owned by the City of Wilsonville.

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2.7. *City right-of-way* means the space in, upon, along, across, over or under the City-owned streets, roads, highways, lanes, courts, ways, alleys, boulevards, sidewalks, bicycle lanes, and places used or intended to be used by the general public for travel as the same now or may hereafter exist, that the City has the right to allow the public to use.

2.8. *Designated Area(s)* means the area(s) the City has identified where individuals who are involuntarily homeless may shelter for survival, as further identified in Section 3 herein.

2.9. *Individuals who are involuntarily homeless* means the circumstance when there is no available emergency or transitional housing for an individual experiencing homelessness and/or no transportation for such individual to available emergency or transitional housing within the county where the person is located.

2.10. *Personal property* means any item that is reasonably recognizable as belonging to a person and has apparent value or utility.

2.11. *Rest* means to pause from exertion by stopping, sitting, lying, or sleeping.

2.12. *SROZ* means the City's Significant Resource Overlay Zone.

2.13. *Store* means to put aside or accumulate for use when needed, to put for safekeeping, to place or leave in a location.

2.14. *Vehicle* means every device in, upon, or by which any person or property is, or may be, transported or drawn upon any street or highway, and includes any hulk or component thereof, including, but not limited to cars, campers, recreational vehicles, motor homes, pickup trucks, pickup truck canopies, and trailers, except devices:

2.14.1. Designed to be moved exclusively by human power; or

2.14.2. Designed to be used exclusively upon stationary rails or tracks.

3. Designated Area(s). It is prohibited at all times for any person to use City property or City rights-of-way to camp for survival, except at the following location(s). The City designates the following specific locations on the Wilsonville City Hall property located at 29799 SW Town Center Loop East, Wilsonville, Oregon for individuals who are involuntarily homeless to camp, pursuant to the time and manner regulations outlined in WC 10.720 and WC 10.740:

3.1. Vehicle Camping Locations. An individual who is involuntarily homeless may camp in their vehicle in one of the primary parking spaces shown in **Illustration 1** below. The vehicle must be fully confined within the parking space and the individual may not place any camping materials or other materials outside of their

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vehicle. If all primary parking spaces are full, an individual who is involuntarily homeless may camp in their vehicle in one of the designated overflow parking spaces. The parking spaces in between each designated parking space may not be used for camping or storage of personal property. Vehicle camping may not occupy designated non-vehicle camping locations.

3.1.1. If an individual who is involuntarily homeless is utilizing a recreational vehicle, the recreational vehicle may park diagonally in the primary parking spaces, but may not occupy more than three (3) spaces.

3.2. Non-Vehicle Camping Locations. An individual who is involuntarily homeless may camp in the spaces shown in **Illustration 1** below. The size of the campsite may not exceed 10 feet x 10 feet or 100 square feet. Each individual non-vehicle campsite must be at least 25 feet away from another non-vehicle campsite and at least 20 feet setback from property lines, as shown in Illustration 1. Individuals may not place any camping materials or other materials outside of their campsite. Campsites may not be located in the service area identified in **Illustration 1**.

Illustration 1

[Insert Aerial Map]

3.3. Other Temporary Circumstances. In the event that the areas and spaces identified in Illustration 1 above are at capacity and an individual who is involuntarily homeless needs a location to shelter for survival, the City Manager may designate additional location(s) as may be necessary pursuant to WC 10.770(2). Such temporary action by the City Manager must be considered for ratification by the City Council at its next regularly scheduled meeting.

3.3.1. In the event the City Manager must exercise authority pursuant to Section 3.3, the City Manager will consider areas and spaces that are in the best interest of the community and that best meet the purpose and intent of WC 10.700 through 10.780, including considering the following:

3.3.1.1. Whether circumstances indicate that such need is temporary or longer-term;

3.3.1.2. The feasibility of additional space in the City Hall parking lot;

3.3.1.3. The compatibility with surrounding uses and zoning of any other locations; and

3.3.1.4. Feasibility of obtaining regulatory approval for temporary use on vacant city properties.

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4. Outreach and Education

4.1. Resource Materials. The City will develop resource material(s), including, but not limited to, Washington County and Clackamas County resources for individuals who are involuntarily homeless and information of the City's camping for survival regulations. The City will have these educational materials printed in English and Spanish and available to employees, individuals who are involuntarily homeless, service providers, and community members at City facilities commonly utilized by the public. The information will also be provided on the City's website.

4.2. County Coordination. The City will coordinate with Clackamas County and Washington County regarding each County's response to and resources for individuals who are involuntarily homeless. City personnel will provide regular updates to the City Council and community of each County's resources and projects to address homelessness.

5. Clean-Up Procedures

5.1. Procedure for Removing Campsites and Personal Property.

5.1.1. If people are present when City personnel or contractors return following a posted notice to remove the personal property or campsite that was subject to the notice, people apparently in charge of the campsite, personal property, or vehicle should be given another verbal and/or written warning to move their own campsite, property, or vehicle.

5.1.2. When removing individuals from an established campsite, the City will make reasonable efforts to remove individuals without the use of force, arrest, or citation.

5.1.3. Following removal of a campsite or personal property, the City must post a notice stating the location where removed personal property is being stored, and how individuals can contact the City to retrieve their personal property. When practicable and when the person or people responsible for the personal property are present, the notice should also be personally delivered to the individual(s).

5.1.4. When removing personal property, the City will make reasonable efforts to determine if property belongs to an individual and has any apparent utility. The City will make reasonable efforts to identify which campsite property was removed from, to aid in connecting people with their property removed by the City. Items that are of no apparent use or are in an unsanitary condition due to saturation or contamination from bodily fluids, whether human or animal, or other contamination, will be considered garbage, and discarded as part of any cleanup efforts by the City.

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5.1.5. Weapons, controlled substances other than prescription medication, and items that appear to be either stolen or evidence of a crime shall be given to law enforcement officials.

5.2. Removal of Vehicles. The provisions of this Subsection are in addition to existing processes for towing of hazardous vehicles or vehicles eligible for towing under state law.

5.2.1. A vehicle may be towed from City right-of-way as an abandoned vehicle under ORS 819.110 and WC 5.400 through 5.460, if it has been parked or left standing in a location or for a duration that is in violation of the Wilsonville Code and is not being used for shelter. ("Abandoned" for purposes of this Subsection means that the vehicle has been parked or left standing in excess of allowed time, even if people are using the vehicle in its parked location without moving it.) State and local regulations regarding notice and hearing for towed vehicles must be followed.

5.2.2. Vehicles that are disabled or left standing in a location as to constitute a hazard or obstruction on City rights-of-way may be immediately towed in accordance with the provisions of ORS 819.120 and WC 5.415. Notice shall be given as described under ORS 819.180 and WC 5.420, and, if requested, a hearing described under ORS 819.190 and WC 5.430.

5.3. Storage of Personal Property.

5.3.1. Personal property removed from campsites and unclaimed at the time of removal will be stored by the City, or its contractor(s), within the City limits, as identified on the notice posted at the time of removal, where people can reasonably access to retrieve belongings. Stored personal property will be reasonably available for any individual claiming ownership.

5.3.2. The City will not store, and will discard, items that have no apparent use or are in an unsanitary condition due to saturation or contamination from bodily fluids, whether human or animal, or other contamination. The City will not store perishable food items or other items that, if left in storage for up to 30 days, could contaminate other stored property.

5.3.3. The City, or its contractor(s), will keep records of the date property was received, a general description of the location the property was recovered from, the date the property must be stored until, and if known, a description or identification of the presumed owner of the property.

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5.3.4. The City, or its contractor(s), will make reasonable efforts to provide a range of times the storage location will be available for people to collect property.

5.3.5. The City, or its contractor(s), will take reasonable precautions to secure stored property, including vehicles, but will not be responsible for loss or damage to stored property.

5.3.6. The City may dispose of any personal property that remains unclaimed after thirty (30) days, or such duration as required by statute.

5.3.7. Property held by the Clackamas County Sheriff's Office shall be disposed of in accordance with its policies and all applicable state laws.

5.4. Storage of Vehicles.

5.4.1. Towed or removed vehicles in which people are camping or sheltering should be stored as personal property removed from an established campsite in accordance with this Policy.

5.4.2. The City, or its contractor(s), will store vehicles in a reasonably secure location, consistent with practices for storing other removed personal property. Other than as required to facilitate tow or removal of a vehicle, or as may be required for other valid or law enforcement purpose in extraordinary circumstances, City personnel will not enter vehicles or perform any search, including an inventory search, of vehicle contents.

5.4.3. The City will release vehicles to a person entitled to lawful possession with proof of valid license for the person driving the vehicle away. A person must provide proof of ownership or other indicia of ownership, or written authorization from registered owner.

5.4.4. If not retrieved after thirty (30) days, the vehicle will be considered unlawfully parked or abandoned pursuant to ORS 98.810 or other applicable statutes, and can be towed and impounded to a towing lot subject to storage and other lawful fees, liens, and disposal.

6. Enforcement

6.1. Violation of Administrative Rules. Any violation of these Administrative Rules may be enforced in accordance with WC 10.750 and 10.760.

6.2. Humane Implementation and Enforcement. In accordance with state law, the regulations in WC 10.700 through 10.780 and these Administrative Rules should be implemented and enforced in ways to ensure humane treatment of individuals

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who are involuntarily homeless when citing and/or removing them from campsites when violation(s) occurs.

6.3. Methods of Enforcement. Enforcement pursuant to WC 10.750 and 10.760 may be by the following ways:

6.3.1. Notice and removal and/or clean-up of a campsite pursuant to WC 10.750;

6.3.2. When circumstances warrant, emergency removal pursuant to WC 10.750(4); or

6.3.3. Citation for violation pursuant to WC 10.760. Citations will be issued when other means of achieving compliance have been unsuccessful or are not practicable for the particular situation.

6.4. Pre-Citation Process.

6.4.1. Except in emergencies or when not practicable for the particular situation, before a citation is issued, City personnel will contact, or will cause to be contacted, the person and provide opportunity to cure or remedy the alleged violation. City personnel should consider contacting Clackamas County or Washington County homeless response services (depending on the location). Communication with the person should be done in a manner designed to help the person understand the alleged violation and how to cure the violation.

6.4.2. The City will provide to persons allegedly violating the City's camping regulations any relevant resource material(s) developed pursuant to Section 4.1 above.

6.5. Enforcement Suspension and/or Dismissal.

6.5.1. Enforcement of time restrictions may be suspended or modified in the event of a declared emergency, weather conditions, or for any other reason within the City Manager's authority, pursuant to WC 10.770(1).

6.5.2. The City may elect to dismiss a citation when an individual does not have access to shelter and is engaged in case management, housing, and/or behavioral health services, or when necessary or appropriate to respond to an individual's disability. Currently approved engagement includes:

6.5.2.1. Clackamas County, including the Clackamas County Coordinated Housing Access Program

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6.5.2.2. Washington County, including the Washington County Community Connect Program.

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ATTACHMENT 2

0 25 50 100
Feet

ATTACHMENT 3

- 16-20gal Lagerstroemia Natchez 10’ on center $55 plant/ $880total
- 16-10gal Syringa vulgaris 10’ on center $38 plant/ $608 total

Total cost $1,488

Alternative evergreen or 3rd row

- 16- 10gal Leyland cypress 10’ on center $55 a plant/$880 total

Top: Crepe-myrtle 20’x20’

Left: Leyland cypress (70'X 25'

Right: Common lilac 16’x12’

CITY COUNCIL ROLLING SCHEDULE
Board and Commission Meetings
Items known as of 04/24/23

May

5/3	Wednesday	5:00 pm	Arts, Culture & Heritage Commission	Council Chambers
5/8	Monday	6:30 pm	DRB – A	Council Chambers
5/9	Tuesday	6:00 pm	DEI & DEI Lecture Subcommittee	Council Chambers
5/10	Wednesday	6:00 pm	Planning Commission	Council Chambers
5/11	Thursday	4:00 pm	Parks & Rec Advisory Board	Parks & Rec-Mt Hood Conference Room
5/15	Monday	7:00 pm	City Council Meeting	Council Chambers
517	Wednesday	6:00 pm	Budget Committee	Council Chambers
5/18	Thursday	6:00 pm	Budget Committee & URA Budget Committee	Council Chambers
5/22	Monday	6:30 pm	Wilsonville-Metro Community Enhancement Committee	Willamette 1 & 2
5/22	Monday	6:30 pm	DRB Panel B	Council Chambers
5/23	Tuesday	6:00 pm	Budget Committee	Council Chambers
5/24	Wednesday	6:30 pm	Library Board	Library
5/30	Tuesday	6:30 pm	Wilsonville – Metro Community Enhancement Committee	Council Chambers

June

6/5	Monday	7:00 pm	City Council Meeting	Council Chambers
6/12	Monday	6:30 pm	DRB Panel A	Council Chambers
6/13	Tuesday	6:00 pm	DEI & DEI Lecture Series Subcommittee	Council Chambers
6/14	Wednesday	6:00 pm	Planning Commission	Council Chambers
6/19	Monday	7:00 pm	City Council & URA Council	Council Chambers
6/21	Wednesday	5:00 pm	Arts, Culture & Heritage Comm.	Council Chambers
6/26	Monday	6:30 pm	DRB Panel B	Council Chambers
6/28	Wednesday	6:30 pm	Library Board	Library

Community Events:

May - All Month:

Asian American and Pacific Islander Heritage Month
Jewish American Heritage Month

5/3 Walk+Roll May Challenge (all day)
Healthy Bones and Balance, 8:30 am, Wilsonville Community Center
Advanced Healthy Bones and Balance, 9:30 am, Wilsonville Community Center
Digital Photography Club, 10:00 am, Wilsonville Community Center
Family Storytime, 10:30 am, Wilsonville Library
PROFILES, 11:00 am, (online)
Sit and Be Fit, 11:00 am, Wilsonville Community Center
Walk at Lunch, noon, Academy Mortgage
Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Pinochle/Cribbage, 1:00 pm, Wilsonville Community Center
Bingo, 1:00 pm, Wilsonville Community Center
STEAM Stuff, 1:00 pm, Wilsonville Library
Teen Drop-In Activities, 3:00 pm, Wilsonville Library
Strong Women/Archetypes Writing, 6:00 pm, Wilsonville Library

5/4 Family Storytime, 10:30 am, Wilsonville Library
Ladies Afternoon Out, 1:00 pm, Wilsonville Community Center
DEI Committee Presents: The Mainstreaming of Antisemitism in America, 6:30 pm,
Charbonneau Country Club – Lewis and Clark Room

5/5 Healthy Bones and Balance, 8:30 am, Wilsonville Community Center
Advanced Healthy Bones and Balance, 9:30 am, Wilsonville Community Center
Play Group, 10:00 am, Wilsonville Library
Sit and Be Fit, 11:00 am, Wilsonville Community Center
Bridge Group, 11:30 am, Wilsonville Community Center
Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Mexican Train Dominoes, 1:00 pm, Wilsonville Community Center
First Friday Films, 3:00 pm, Wilsonville Library

5/6 WERK Day, 9:00 am, Community Center (complimentary breakfast 8:00-9:00 am)
Bulky Waste Day, 9:00 am-1:00 pm, see Wilsonville Website for details
Soccer Shots, 9:00 am, Memorial Park
Free Goat Petting, 10:00 am, Memorial Park Maintenance Barn

5/8 Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Weight Loss Support Group, 12:30 pm, Wilsonville Community Center
Bridge Group, 1:00 pm, Wilsonville Community Center

5/9 Ukulele Jam, 9:00 am, Parks & Rec Admin Building
Quilters, 9:00 am, Tauchman House
ODHS Drop-In Assistance, 10:00 am, Wilsonville Library
Toddler & Baby Time, 10:30 am, Wilsonville Library
English Class, 10:30 am, Wilsonville Library
Stand, Sit and Be Fit, 11:00 am, Wilsonville Community Center
Toddler & Baby Time, 11:15 am, Library – Oak Room
Lunch at the Community Center, 12:00 pm, Wilsonville Community Center
ODHS Drop-In Assistance, 1:00 pm, Wilsonville Library

5/10 Digital Photography Club, 10:00 am, Wilsonville Community Center
Family Storytime, 10:30 am, Wilsonville Library
Sit and Be Fit, 11:00 am, Wilsonville Community Center
Walk at Lunch, noon, Corner Coffee Shoppe
Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Pinochle/Cribbage, 1:00 pm, Wilsonville Community Center
Teen Drop-In Activities, 3:00 pm, Wilsonville Library
Strong Women/Archetypes Writing Class, 6:00 pm, Library

5/11 Family Storytime, 10:30 am, Wilsonville Library
Ladies Afternoon Out, 1:00 pm, Wilsonville Community Center

5/12 Play Group, 10:00 am, Wilsonville Library
Sit and Be Fit, 11:00 am, Wilsonville Community Center
Bridge Group, 11:30 am, Wilsonville Community Center
Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Mexican Train Dominoes, 1:00 pm, Wilsonville Community Center

5/13 Soccer Shots, 9:00 am, Memorial Park
Book Notes Concert, 2:00 pm, Wilsonville Library

5/15 Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Weight Loss Support Group, 12:30 pm, Wilsonville Community Center
Bridge Group, 1:00 pm, Wilsonville Community Center
Genealogy Club, 1:00 pm, Wilsonville Library

5/16 Ukulele Jam, 9:00 am, Parks & Rec Admin Building
Quilters, 9:00 am, Tauchman House
ODHS Drop-In Assistance, 10:00 am, Wilsonville Library
Toddler & Baby Time, 10:30 am, Wilsonville Library
English Class, 10:30 am, Wilsonville Library
Stand, Sit and Be Fit, 11:00 am, Wilsonville Community Center
Toddler & Baby Time, 11:15 am, Wilsonville Library
Lunch at the Community Center, 12:00 pm, Wilsonville Community Center
ODHS Drop-In Assistance, 1:00 pm, Wilsonville Library
Bike Clinic/Learn-to-Ride, 2:30 pm, Lowrie Primary School, bus loop area

5/17 Digital Photography Club, 10:00 am, Wilsonville Community Center
Family Storytime, 10:30 am, Wilsonville Library
Sit and Be Fit, 11:00 am, Wilsonville Community Center
Walk at Lunch, noon, Nichols Family Agency
Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Pinochle/Cribbage, 1:00 pm, Wilsonville Community Center
Bingo, 1:00 pm, Wilsonville Community Center
STEAM Stuff, 1:00 pm, Wilsonville Library

5/18 Family Storytime, 10:30 am, Wilsonville Library
Walking Book Club, 1:00 pm, Wilsonville Library
Ladies Afternoon Out, 1:00 pm, Wilsonville Community Center
Bike Clinic/Learn-to-Ride, 2:30 pm, Lowrie Primary, bus loop area

5/19 Sit and Be Fit, 11:00 am, Wilsonville Community Center
Bridge Group, 11:30 am, Community Center
Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Mexican Train Dominoes, 1:00 pm, Wilsonville Community Center
Bike Clinic/Learn-to-Ride, 2:30 pm, Lowrie Primary School, bus loop area

5/20 Soccer Shots, 9:00 am, Memorial Park
Charbonneau Coffee with Rep. Neron, 10:00 am – 11:00 am, Charbonneau Activity Center
Space Talks, 11:00 am, Library – Oak Room

5/22 Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Weight Loss Support Group, 12:30 pm, Wilsonville Community Center
Bridge Group, 1:00 pm, Wilsonville Community Center

5/23 Ukulele Jam, 9:00 am, Parks & Rec Admin Building
Quilters, 9:00 am, Tauchman House
ODHS Drop-In Assistance, 10:00 am, Wilsonville Library
English Class, 10:30 am, Wilsonville Library
Stand, Sit and Be Fit, 11:00 am, Wilsonville Community Center
Lunch as the Community Center, 12:00 pm, Wilsonville Community Center
ODHS Drop-In Assistance, 1:00 pm, Wilsonville Library
Bike Clinic/Learn-to-Ride, 2:30 pm, Lowrie Primary School, bus loop area

5/24 Digital Photography Club, 10:00 am, Wilsonville Community Center
Sit and Be Fit, 11:00 am, Wilsonville Community Center
Walk at Lunch, noon, Josh Goldston of Edward Jones
Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Pinochle/Cribbage, 1:00 pm, Wilsonville Community Center

5/25 Ladies Afternoon Out, Wilsonville Community Center
Bike Clinic/Learn-to-Ride, 2:30 pm, Lowrie Primary School, bus loop area

5/26 Sit and Be Fit, 11:00 am, Wilsonville Community Center

Bridge Group, 11:30 am, Community Center
Lunch at the Community Center, 12:00 noon, Community Center
Mexican Train Dominoes, 1:00 pm, Community Center
Bike Clinic/Learn-to-Ride, 2:30 pm, Lowrie Primary School, bus loop area

5/29 Memorial Day – Office Closed

5/30 Ukulele Jam, 9:00 am, Parks & Rec Admin Building
Quilters, 9:00 am, Tauchman House
ODHS Drop-In Assistance, 10:00 am, Wilsonville Library
English Class, 10:30 am, Wilsonville Library
Stand, Sit and Be Fit, 11:00 am, Wilsonville Community Center
Lunch at the Community Center, 12:00 pm, Wilsonville Community Center
ODHS Drop-In Assistance, 1:00 pm, Wilsonville Library

5/31 Digital Photography Club, 10:00 am, Wilsonville Community Center
Sit and Be Fit, 11:00 am, Wilsonville Community Center
Lunch at the Community Center, 12:00 noon, Wilsonville Community Center
Pinochle/Cribbage, 1:00 pm, Wilsonville Community Center
STEAM Stuff, 1:00 pm, Wilsonville Library

June – All Month
Pride Month
Immigrant Heritage Month

6/2 Bike Rodeo, 10:00 am, Wilsonville Transit Center
Bridge Group, 11:30 am, Community Center
First Friday Films, 3:00 pm, Library
Wilsonville Family Disco Dance, 7:00 pm, Stein-Boozier Barn

6/3 Bike Rodeo, 10:00 am, Location TBD

6/6 ODHS Drop-In Assistance, 10:00 am, Library
ODHS Drop-In Assistance, 1:00 pm, Library

6/7 PROFILES, 11:00 am, (online)
Walk at Lunch, 12:00 noon, Therapeutic Associates PT

6/8 DEI Committee Presents: Systemic Racism in Oregon Schools, 6:30 pm, Library – Oak Room

6/13 ODHS Drop-In Assistance, 10:00 am, Library
ODHS Drop-In Assistance, 1:00 pm, Library

6/14 Walk at Lunch, noon, Charbonneau Lux Sucre

6/17 Space Talks, 11:00 am, Library – Oak Room
DEI Committee Presents: Juneteenth, 12:00 noon, Town Center Park

6/19 Juneteenth – All Day
Genealogy Club, 1:00 pm, Library – Oak Room

6/20 ODHS Drop-In Assistance, 10:00 am – Library
ODHS Drop-In Assistance, 1:00 pm – Library

6/21 Community Bike Ride, 10:00 am, Murase Plaza
Walk at Lunch, noon, Clackamas Community College

6/25 Community Bike Ride, 10:00 am, Sophia Park

6/26 Bike Adventure Camp, 9:00 am, Tauchman House @ Boones Ferry Park

6/27 Bike Adventure Camp, 9:00 am, Tauchman House @ Boones Ferry Park
ODHS Drop-In Assistance, 10:00 am – Library
ODHS Drop-In Assistance, 1:00 pm – Library

6/28 Bike Adventure Camp, 9:00 am, Tauchman House @ Boones Ferry Park
Walk at Lunch, noon, Wild Grains GF Bakery

6/29 Bike Adventure Camp, 9:00 am, Tauchman House @ Boones Ferry Park

6/30 Bike Adventure Camp, 9:00 am, Tauchman House @ Boones Ferry Park

April 20, 2023

Submitted via email to I205TollEA@odot.oregon.gov

Brendan Finn, Director, Urban Mobility Office
Mandy Putney, Project Director, I-205
Oregon Department of Transportation
Attn: I-205 EA Comment
ODOT Urban Mobility Office
18277 SW Boones Ferry Road
Tualatin, OR 97224

RE: I-205 Toll Project EA Comment

Dear Directors Finn and Putney:

The City of Wilsonville appreciates the opportunity to provide comment on the Oregon Department of Transportation's (ODOT) I-205 Toll Project Environmental Assessment (EA).

As a participating agency in the I-205 Toll Project Draft Agency Coordination Plan, the City of Wilsonville has significant interest in this project that could carry major ramifications for both highway traffic and local-area streets congestion. The City's South Metro Area Regional Transit (SMART) Director also participates on the Equity and Mobility Advisory Committee and the Tolling–Transit Work Group.

As a city with a residential population over 27,000 that hosts over 20,000 jobs, thousands of workers commute daily to Wilsonville from every corner of the Portland metro region and North Willamette Valley. Approximately half of these jobs (10,000) are in manufacturing and wholesale distribution where both commuting workforce mobility and the timely movement of freight are crucial for Oregon's continued economic development. Of these 20,000 jobs, 90% are held by commuting workers who live outside of Wilsonville. Thus, public transit mobility options such as those offered by the City's South Metro Area Regional Transit agency are key to reducing vehicle miles traveled and associated traffic congestion.

The City shares concerns about the EA that are raised in letters of comment by:

- The Clackamas County Board of County Commissioners dated April 19, 2023, and the attached technical Comments on the I-205 Toll Project Environmental Assessment dated April 12, 2023.

- The Clackamas County Coordinating Committee (C4) dated April 10, 2023.

The EA raises additional issues of concern for the City, as noted following.

1. **EA API analysis area is too small to capture accurately the potential traffic impacts of tolling:**

Footnote 12 on page 3-1 of the EA indicates that "A relatively small portion of I-5 was included within the API because most sections of I-5 would not experience substantial differences in traffic volumes between the No Build and Build Alternatives."

The API size appears to focus on too small of an area and does not focus on interchanges or road segments, like Stafford Road south of Mountain Road, that need to be analyzed to understand full impact of diversion on local roads.

The EA shows an overall daily decrease in traffic on Stafford Road; however, the EA indicates that 2045 PM peak data shows a 40%-50% increase in volumes north and south of Mountain Road under the Build scenario, directly attributed to I-205 tolling diversion. This increase in PM peak traffic could have significant impacts to roadways and intersections south of Mountain Road, specifically the 65th/Stafford/Elligsen roads intersection, that are outside of the API and not documented in the EA. Already the 65th/Stafford/Elligsen roads intersection is failing to meet standards during the PM peak hour. The API should be extended west and south, incorporating Stafford Road, Elligsen Road, Boeckman Road and Wilsonville Road through Wilsonville, to document PM peak traffic impacts on additional routes until those impacts are negligible. EA should analyze these key routes and intersections, which handle extensive PM peak hour traffic from major employers in Tualatin and Wilsonville, as well as impacting routes through existing neighborhoods.

2. **The EA fails to address adequately mitigation measures for intersections that fail to meet standards under the Build Alternatives.**

EA page 3-21 states that in "2027, five intersections would meet standards under the No Build Alternative but would not meet them under the Build Alternative during the AM and/or PM peak hour." Table 3-7 illustrates the number of intersections that "Meets Standards with No Build, but Not with Build."

This raises the question of What is the mitigation for the intersections not meeting standards under the Build scenario? The EA indicates that mitigation measures are needed, but does not address what these measures should be. The EA should provide one or more mitigation measures for each intersection that fails to meet standards.

3. **The EA fails to analyze fully traffic diversion impacts onto I-5 from traffic that seeks to avoid the I-205 tolls.**

EA pages 3-80 to 3-81 state that "Two Tualatin intersections (I-5 northbound ramps and Nyberg Street and I-5 southbound ramps and Nyberg Street) would meet standards under the No Build Alternative and ***not meet standards under the Build Alternative*** during the

PM peak hour in 2027. The Build Alternative would have longer delays (by less than 10 seconds at the I-5 northbound ramps and about 20 seconds at the I-5 southbound ramps) than the No Build Alternative. These differences could have an impact on people and public service providers, such as emergency vehicles, traveling to nearby social resources, including medical facilities, parks, and shopping centers. The southbound ramps intersection is in a geographic area with a higher percentage of low-income populations, minority populations, and people experiencing a disability than Clackamas County as a whole." Emphasis added.

While Table 3-49, Present Actions and Reasonably Foreseeable Future Actions, indicates that Metro RTP Project ID 11304, I-5 South Operational Improvements, and Project ID 11402, I-5 Northbound: Auxiliary Lane Extension Nyberg to Lower Boones Ferry, appears to indicate that these projects are a mitigation measure, the EA does not describe how this measure would mitigate the traffic impacts.

This issue also raises concerns raised in Item 1 above, that the EA API analysis area is too small to capture accurately the potential traffic impacts of tolling. The EA appears to conclude that traffic diversion onto I-5 from drivers seeking to avoid I-205 tolls is only minimal, with increased traffic during the PM peak hour. Again, however, such a small API analysis area may be failing to capture the true, regional impact of I-205 tolls on the interstate highway system and adjacent local roads.

4. Failure to analyze the cumulative impacts of tolling all of I-205 and Metro-area I-5 as proposed in the Regional Mobility Pricing Project (RMPP) provides insufficient data to fully understand tolling impacts of the I-205 Toll Project.

The City agrees with the finding of the Clackamas County Board of County Commissioners letter of comment, pages 6-7, that indicates:

> "ODOT/FHWA anticipate completing the environmental review of the RMPP within the year and implementing the RMPP within one year of I-205. This analysis cannot be deferred to the RMPP environmental review process. Our review of initial modeling results from the RMPP indicates that there will be additional impacts to diversion onto local roads, possibly at different levels and in different locations than disclosed in the EA.
>
> "Without this cumulative assessment, the public and County have been deprived of the 'big picture' in terms of real-world implications, environmental consequences, viable alternatives, and mitigation solutions. The impacts and mitigation associated with the projects are interconnected and the full impact of both projects has not been discussed or disclosed in the I-205 Toll Project EA. The analysis of the two projects combined could completely alter the nature and severity of impacts and mitigation analyzed for I-205. As stated in our September 15, 2022 comments on the Draft Transportation Technical Report (TTR): 'Traffic diversion will be different for I-205 versus I-205 and I-5. The traffic analysis is inherently flawed without looking at the

broader tolling context as impacts may shift to other roads, worsen or make some current improvements unneeded.'

"Either the RMPP should be evaluated in the cumulative analysis of the I-205 Toll EA or, ideally, ***ODOT/FHWA should prepare an EIS that fully evaluates both components of the Portland Metro Area Value Pricing Project. Analysis of both projects together will allow for a more comprehensive review of feasible alternatives, diversion impacts, and mitigation planning."*** Emphasis added.

5. Lack of detailed study of public transit alternatives and capital improvement projects to support mobility options.

The EA acknowledges the various public transit "providers in the API include the Tri-County Metropolitan Transportation District of Oregon (TriMet), Canby Area Transit, South Clackamas Transportation District, and South Metro Area [Regional] Transit. In addition, Clackamas Community College operates a shuttle service between its Oregon City campus and Clackamas Town Center. There are three park-and-ride lots in the API." Page 3-5.

The EA also enunciates a number of worthy goals and objectives, including:

"Goal: Support safe travel regardless of mode of transportation.
-Enhance vehicle safety on I-205 by reducing congested conditions.
-Support safe multimodal travel options (e.g., pedestrians, bicycles, transit, automobiles) on roadways affected by tolling.

"Goal: Support multimodal transportation choices.
-Support shifts to higher occupancy vehicles (including carpooling) and other modes of transportation (e.g., transit, walk, bike, telework).

"Collaborate with transit providers to support availability and enhancements of transit and other transportation services along I-205, especially for historically and currently excluded and underserved communities." Page 1-7, emphasis in original.

However, the EA fails to propose sufficient public transit alternatives and capital improvement projects to support mobility options. The EA states that:

"***The Build Alternative is projected to have a relatively small effect on travel mode choice in the region***, with the trend indicating ***slightly fewer single-occupancy vehicle trips and slightly more high-occupancy vehicle***, transit, and active transportation trips, as shown in Table 3-2. These changes in mode would likely be due to the lower travel costs compared to one person in a car paying the full toll." Page 3-11, emphasis added.

The Build Alternative should be robust in design such that it has a ***significant effect on travel mode choice in the region.*** The data table on page 3-11 indicates that Transit trips

increase by only 800 trips or 0.11% — barely one percent increase in transit trips. This hardly perceptible increase in transit utilization fails to meet the objectives of the EA goals for Transit.

> "***Future transit ridership levels in the API would be similar between the No Build Alternative and the Build Alternative.***" Page 3-26, emphasis added.

Table 3-2. Comparison of Trips by Travel Mode in 2045: Build Alternative to No Build Alternative

Travel Mode	No Build Trips	Build Trips	Difference (Build minus No Build)
Single-Occupancy Vehicle	5,248,000	5,245,000	-3,000
High-Occupancy Vehicle	4,307,000	4,309,000	+2,000
Transit	696,500	697,300	+800
Active	1,276,600	1,276,800	+200
Total	**11,528,100**	**11,528,100**	**0**

Source: Appendix C, *I-205 Toll Project Transportation Technical Report* (Section 5.3.1)

+800 = 0.11% increase in Transit trips

In examining the "Mitigation Type: Transit projects" for the primary six areas of the API, the EA proposes that only 27% of all projects relate to transit improvements. **This data demonstrates that the EA has failed to advance a sufficient number and quality of transit-related mitigation measures to make a meaningful, significant impact to increase transit utilization that is a primary objective of the EA Build Alternative.**

Table No. – Proposed Mitigation Area	Total No. of Mitigation Projects	No. of Transit Mitigation Projects	Percent Transit of All Mitigation Projects
Table 3-12. Proposed Mitigation for OR 99E/Gladstone/Oregon City Area	18	8	44%
Table 3-13. Proposed Mitigation for OR 99E/Canby Area	6	1	17%
Table 3-14. Proposed Mitigation for Willamette Falls Drive/West Linn Area	3	0	0%
Table 3-15. Proposed Mitigation for SW Stafford Road and SW Borland Road Area	5	0	0%
Table 3-16. Proposed Mitigation for OR 43/Lake Oswego Area	2	1	50%
Table 3-17. Proposed Mitigation for the Tualatin Area	3	0	0%
TOTALS	**37**	**10**	**27%**

To support the EA's stated goals to "Support safe travel regardless of mode of transportation" and "Support multimodal transportation choices," considerable greater investments in

transit mitigation measures are required. Thus, the EA should be revised to place a much greater emphasis on improving public transit utilization as a realistic mobility option that reduces the impacts of tolls and vehicle miles traveled by sponsoring more and better transit mitigation projects that provide a greater effect on travel choices favoring transit use.

The City appreciates state and federal transportation officials taking into account the City's issues of concern that we share with other local jurisdictions and members of the public. Thank you for your efforts to create a more complete and resilient transportation system for the benefit of our region.

Sincerely,

Julie Fitzgerald, Mayor
City of Wilsonville

cc: Oregon Transportation Commission (OTC): *OTCAdmin@odot.state.or.us*
ODOT Region 1 Area Commission on Transportation: *Region1ACT@odot.state.or.us*
Joint Policy Advisory Committee (JPACT), Metro: *transportation@oregonmetro.gov*
Clackamas County Coordinating Committee ("C4"): *twilson2@clackamas.us*
Washington County Coordinating Committee ("WCCC"): *lutdir@co.washington.or.us*

CLACKAMAS COUNTY

BOARD OF COUNTY COMMISSIONERS
PUBLIC SERVICES BUILDING
2051 KAEN ROAD | OREGON CITY, OR 97045

Mandy Putney
Oregon Dept. of Transportation
355 Capitol Street NE
Salem, OR 97301
Via email

April 19, 2023

Dear Ms. Putney:

Thank you for the opportunity to provide comments on the I-205 Toll Project Environmental Assessment (EA). Clackamas County would like to take this opportunity to once again reiterate its **request for a 30-day extension** to the public comment period as the current 60-day period is insufficient for review of the EA, which contains over 2,000 pages of analysis that needs to be carefully reviewed.

Despite the short amount of review time available, the County has identified serious procedural concerns and deficiencies in the EA that can only be fully addressed through the **completion of a comprehensive Environmental Impact Statement (EIS)**.

An overview of our concerns with the draft EA is included below. More detailed comments can be found in the attached technical letter. The County also joins in and concurs with the substantive comments and the technical reports submitted by other governmental entities, including but not limited to the City of West Linn, the City of Oregon City, the City of Canby, the City of Lake Oswego, and the City of Tualatin.

1. This project would cause significant impacts due to diversion of traffic onto County and City roadways.

    - The proposed tolling would shift trips off I-205 onto the local system, resulting in significant safety and congestion impacts that ODOT is unable to mitigate below the level of significance.

    - The EA acknowledges that the project could cause as much as 50% of the current afternoon peak period traffic to reroute to local streets.

- Impacts caused by the proposed project are in addition to those already occurring in this area due to the existing bottleneck on the freeway.

- Additional analysis is necessary to evaluate the difference of impacts between I-205 widening with tolling and widening without tolling.

2. Increased traffic volumes on the local system would cause high levels of traffic stress for people walking and rolling along County and City roadways.

    - The EA documents that impacted roadways do not have adequate vehicular capacity, intersection control, or pedestrian or bicycle facilities to address the increases in congestion, or the impacts to safety that this project presents to people walking and rolling. Currently, the EA does not propose adequate mitigation for these impacts.

3. Tolling will not change people's travel modes.

    - Clackamas County and our cities lack viable alternatives to car travel such as transit. This means that people would not be able to consistently utilize other travel modes that reduce greenhouse gas emissions. ODOT is not proposing mitigation to address the lack of transit or the lack of a complete protected bikeway path through the tolling corridor; as a result, vehicular miles traveled would not be reduced under the Project as suggested in the EA, but rather shifted to the local roadway network. Additionally, because the diversion routes are longer and will be more congested, vehicular hours traveled would also not be reduced under the current proposal.

4. Mitigation measures proposed in the EA are inadequate and lack commitment.

    - The mitigation measures proposed are poorly defined, unenforceable, and unlikely to be constructed.

    - The proposed transportation "monitoring program" is undefined and therefore we are unable to evaluate its effectiveness.

    - In short, we have no confidence that the significant negative impacts of the project can or will be adequately mitigated or that the suggested mitigation will be constructed in time to prevent significant impacts when tolling is scheduled to begin.

5. The EA lacks analysis of the impacts of pre-completion tolling.

    - The project asserts that tolls would be initiated prior to construction of the third lane of I-205 yet provides little to no analysis of the impacts of tolling before the

third lane is added. This is an unacceptable significant impact that will be experienced by the region for years and an example of the inadequacy of the current analysis and proposal.

6. The local economy would be significantly, negatively impacted by the Proposal.

   - The proposed project would negatively impact our local economy, which is contrary to the assertion by ODOT that the additional traffic and congestion on the local system would improve business conditions. Like most of the EA, the benefits and impacts are improperly focused on I-205 while ignoring impacts to local communities. More localized analysis must be completed to understand the true impacts to our communities and local economy.

7. This project would significantly impact low-income residents, seniors, and other vulnerable populations.

   - The current proposal would force vulnerable residents either to devote needed income to tolling or travel on more congested local routes because the Low Income Toll program is too restrictive in who it serves.

   - As mentioned previously, increased traffic on local roads would significantly reduce safety for travelers on these roads, and lower-income residents may be the most likely to take transit or alternative modes. Therefore, the project would hurt the most vulnerable of our community in multiple ways – by impacting their budget, their time, and their health.

8. The cumulative impacts of I-5 and I-205 Tolling must be evaluated.

   - It is critical that an EIS be required to evaluate the cumulative impacts of the Regional Mobility Pricing Project (“RMPP”) and the I-205 Tolling project. The current EA provides an improperly narrow assessment of the I-205 project under an unlikely set of assumptions and essentially ignores the RMPP, which is anticipated to commence within a year of the I-205 project. As a result, many of the impact conclusions and mitigation requirements described in the EA could be invalid.

   - The EA does not meet NEPA’s requirement to provide the full picture of implications, environmental consequences, viable alternatives, and mitigation solutions associated with ODOT’s plan to implement tolling more broadly in the Portland Metro area, and instead only looks at a small isolated piece of the larger project. The preparation of separate staggered EAs for projects related in proximity, timing, and administration is an inefficient use of local, State, and federal resources.

As a participating agency, we firmly believe that the EA does not currently support a Finding of No Significant Impact (FONSI). Instead, the County urges the Federal Highway Administration to direct ODOT to proceed with an Environmental Impact Statement (EIS) for this project, combined with the RMPP, to address the deficiencies and issues identified above and in the attached technical letter.

Thank you for your consideration.

Sincerely,

Clackamas County Board of Commissioners

Tootie Smith, Chair

Commissioner Paul Savas

Commissioner Martha Schrader

Commissioner Mark Shull

Commissioner Ben West

CC: Kris Strickler, Oregon Department of Transportation
Keith Lynch, Federal Highway Administration
Metro Councilor Juan Carlos Gonzalez, JPACT Chair
Oregon Congressional Delegation
Oregon State Legislators
Metro
City of Canby
City of Lake Oswego
City of Oregon City
City of Tualatin
City of West Linn

Comments on the I-205 Toll Project Environmental Assessment

Prepared by Clackamas County Department of Transportation and Development

April 12, 2023

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I. Introduction

Clackamas County (County) appreciates the opportunity to offer comments and questions on the *I-205 Toll Project Environmental Assessment (EA)*, as issued by the Oregon Department of Transportation (ODOT) and the Federal Highway Administration (FHWA) in February 2023.

As indicated in the County's requests for extensions, a 15-day extension was insufficient considering the EA relies on thousands of pages of supporting appendices and other documents. While we have identified many serious issues with the EA's analysis within the constrained comment period, the County and partner agencies could have provided a more thorough review with the additional time requested. As such, this letter should not be viewed as outlining every example of the EA's deficiencies, including unmitigated impacts. Rather, we are providing a multitude of examples which support the fact that additional analysis and information is required, particularly surrounding safety, diversion, and mitigation concerns.

Safety: The County is concerned with the safety of the entire regional transportation network, including non-highway roadways. While increased safety and decreased congestion are included in the purpose and need, the Project fails to meet this need as the Project will, in fact, *decrease* safety and *increase* congestion on local roadways. Further, the County found several examples in the EA of unmitigated safety impacts for vehicles, cyclists, and pedestrians.

Diversion Impacts: Based on our review, the EA does not take a "hard look" at the environmental consequences of diversion from I-205 onto County and city roadways. The EA fails to adequately analyze the impacts to the local community that will bear the burden of increased diversion. While the definition of the study area includes the local roadways and communities that would experience diversion, in many cases there is no meaningful analysis of localized impacts. This is especially true regarding impacts associated with transportation, air quality, and noise.

Mitigation Measures: The proposed mitigation measures are problematic on many levels.

- Mitigation measures are vague with respect to timing and other logistical details, rendering them unenforceable.
- The EA does not establish that the mitigation measures offered reduce all of the significant impacts of the Project to a level that would warrant a Finding of No Significant Impact (FONSI).
- The EA fails to disclose the conditions of the roadway network with mitigation. As a result, local agencies have no idea whether the proposed mitigation measures will address the identified significant impacts within their jurisdictions. The burden of analysis of the environmental impacts of the I-205 Toll Project and the Regional Mobility Pricing Project (RMPP) is on ODOT and FHWA, not local agencies.

Pre-Completion Tolling: Pre-completion tolling should be removed from the Project or the impacts should be fully analyzed. Due to pre-completion tolling, local communities will be significantly impacted for a number of years before mitigation is implemented. To address the issues of pre-completion tolling the EA states “any mitigation proposed to address near-term impacts that is determined to help alleviate pre-completion tolling impacts could be implemented before tolling begins.” This fails to assess which measures are needed for pre-completion tolling impacts, who will decide which measures to implement and when. The EA should disclose which mitigation measures are needed to address the impacts of pre-completion tolling and when they will be implemented. The EA improperly defers this discussion.

Cumulative Effects with RMPP: In addition to the inadequacies in the analysis of the I-205 Tolling Project alone, the EA fails to analyze the cumulative effects with the RMPP. The cumulative or “combined” impacts of I-205 tolling and the RMPP need to be disclosed to allow for informed decision-making and full understanding of the scope of environmental consequences.

The County’s review has identified serious procedural concerns and deficiencies in the EA that can only be fully addressed through the completion of a comprehensive Environmental Impact Statement (EIS) for this Project. Preparation of an EIS will provide for more rigorous analysis of project alternatives, disclosure of cumulative and indirect effects, comprehensive mitigation planning, and public engagement opportunities. The EIS must analyze and disclose the full scope of environmental impacts from the I-205 Toll Project and the RMPP, which are collectively referenced within the current EA as the Portland Metro Area Value Pricing Project, or the first phase of the Oregon Toll Program (see page 1-2 of the EA).

ODOT states in the EA that they plan to issue a Revised EA (page 1-7 of the EA); however, agencies and the public are not guaranteed an opportunity to comment on a Revised EA. It would be unacceptable to release a “Finding of No Significant Impact" until ODOT and FHWA have shown that there will be no residual significant impacts from the Project.

II. Overall Issues

ODOT and FHWA should proceed with an EIS.

As outlined in subsequent sections of this comment letter, there are significant, unmitigated environmental consequences associated with the Project. If an EA determines that the environmental impacts of a proposed Federal action will be significant, an EIS must be prepared.

Pursuant to FHWA's NEPA regulations, "[a]ctions that significantly affect the environment require an EIS." 23 C.F.R. 771.115(a). Section 771.115(a) incorporates the definition of "significant" from Section 1508.27 of the pre-2020 CEQ NEPA Regulations. While the CEQ NEPA regulations were amended in 2020 to, in part, remove the definition of "significant," FHWA has not amended its regulations since the 2020 amendments were implemented, and therefore the definition is still relevant to FHWA actions and guides ODOT's analysis of the impacts of the Project. As demonstrated below, the Project significantly affects the environment and should be analyzed in an EIS.

> *§1508.27 Significantly. "Significantly" as used in NEPA requires considerations of both context and intensity:*
>
> *(a) Context. This means that the significance of an action must be analyzed in several contexts such as society as a whole (human, national), the affected region, the affected interests, and the locality. Significance varies with the setting of the proposed action. For instance, in the case of a site-specific action, significance would usually depend upon the effects in the locale rather than in the world as a whole. Both short and long-term effects are relevant.*
>
> - As discussed throughout this comment letter, there will be significant and adverse short-term effects from pre-completion tolling and long-term effects from diversion which have not been sufficiently disclosed or mitigated.
>
> *(b) Intensity. This refers to the severity of impact. Responsible officials must bear in mind that more than one agency may make decisions about partial aspects of a major action. The following should be considered in evaluating intensity:*
>
> *(1) Impacts that may be both beneficial and adverse. A significant effect may exist even if the federal agency believes that on balance the effect will be beneficial.*
>
> - While on the balance certain effects of the Project may be beneficial on I-205, there will be undeniable significant adverse local effects to communities from diversion to local roadways that have not been properly disclosed.
>
> *(2) The degree to which the proposed action affects public health or safety.*
>
> - As discussed further in this comment letter under the heading *III. Detailed Transportation Comments*, there are major public safety concerns for multiple modes of travel on local roadways. As discussed under the heading *IV. Other Topical Issues*, the localized impacts of air toxics and noise on public health have not been considered.

(3) Unique characteristics of the geographic area such as proximity to historic or cultural resources, park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas.

- The effects of the Project on historic and archaeological resources and biological resources have not been fully evaluated along roadways experiencing significant diversion, nor have the secondary impacts of mitigation been evaluated on these resources. For example, the Project increases traffic volumes across the historic Oregon City Arch Bridge by 40-50%. The Bridge is not included in the Historic Area of Potential Impact or the discussion of 4(f) resources. See further discussion under the Historical and Archaeological Resources and Biological Resources subheadings under *IV. Other Topical Issues*.

(4) The degree to which the effects on the quality of the human environment are likely to be highly controversial.

- As noted in the Public Engagement Report for the EA, the Project is highly controversial with 60% of survey respondents disagreeing with the alternatives ODOT proposed for environmental review (Alternative 3/the Project and Alternative 4). Of those that disagreed, 52% strongly disagreed (page 40 of EA Appendix R) "ODOT acknowledges that most commenters who provided input during the comment period opposed the Project and tolling in general" (page 104 of Appendix R).

(5) The degree to which the possible effects on the human environment are highly uncertain or involve unique or unknown risks.

- The project relies on highly uncertain future mitigation actions to mitigate significant impacts, most notably a long-term monitoring program. See further discussion under the subheading *The monitoring program is a prime example of unenforceable mitigation*.

(6) The degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration.

- This project is essentially the first phase of the Oregon Toll Program and Portland Metro Area Value Pricing Project. Given the interrelated diversion effects and associated mitigation, the I-205 Tolling and RMPP should be analyzed together as one project. See further discussion under the subheading *The RMPP is a reasonably foreseeable project that needs to be analyzed prior to making a decision regarding tolling on I-205*.

(7) Whether the action is related to other actions with individually insignificant but cumulatively significant impacts. Significance exists if it is reasonable to anticipate a cumulatively significant impact on the environment. Significance cannot be avoided by terming an action temporary or by breaking it down into small component parts.

- The Portland Metro Area Value Pricing Project has been improperly segmented into smaller component parts: I-205 Tolling and the RMPP. By not assessing the effects of tolling I-205 and the RMPP, the cumulative significant impacts of the larger project have not been disclosed.

ODOT should conduct a tiered environmental review of regional congestion projects.

CEQ's NEPA Implementation Regulations allow agencies to review national or regional plans using a "tiered" analysis wherein the agency (or agencies) first look at the broad impacts of large-scale programs or policies, and then use those studies to guide subsequent analyses for smaller individual projects that make up the larger program or policy. *See* 40 C.F.R. 1508.1(ff) (defining "tiering" as "coverage of general matters in broader environmental impact statements or environmental assessments … with subsequent narrower statements or environmental analyses … incorporating by reference the general discussions and concentrating solely on the issues specific to the statement subsequently prepared."); *see also* 40 C.F.R. 1501.11.

U.S. Department of Transportation guidance acknowledges the common practice of using a tiered EIS to evaluate the effects of tolling projects on a larger scale.[1] From the U.S. Department of Transportation's (DOT's) *Procedures for Considering Environmental Impacts* (DOT 5610.1C, emphasis added in bold):

> *g. Tiering. Tiering of EISs as discussed in CEO 1502.20 is encouraged when it will improve or simplify the environmental processing of proposed DOT actions. Preparation of tiered EISs should be considered* ***for complex transportation proposals (e.g. major urban transportation investments****, airport master plans, aid to navigation systems, etc.)* ***or for a number of discrete but closely related Federal actions****.*

In this instance, ODOT should prepare an EIS for the Portland Metro Area Value Pricing Project, or at a minimum evaluate both the I-205 Toll and RMPP projects cumulatively within their respective EISs, for the following reasons:

[1] U.S. Department of Transportation, February 2022; NEPA Reviews of Tolling and Road Pricing Projects Case Studies, page 6. Accessed at: https://www.environment.fhwa.dot.gov/pubs_resources_tools/publications/case_studies/Introduction-NEPA_and_Tolling_Case_Studies.pdf

1) There are significant impacts for which there are no feasible and/or enforceable mitigation measures. The I-205 Toll Project alone will result in significant and unavoidable impacts associated with diverted traffic. See further discussion under the heading *III. Detailed Transportation Comments*.

2) Since the Project is a large, complex transportation proposal and is closely related to another major federal action, namely the RMPP, it should be analyzed together with the RMPP under a single NEPA document.

3) The Portland Metro Area Value Pricing Project is controversial and affects millions of people in the region. The processing of the projects under separate EAs sets a dangerous precedent for FHWA that is counter to the purposes of NEPA.

The RMPP is a reasonably foreseeable project that needs to be analyzed prior to making a decision regarding tolling on I-205.

ODOT should have evaluated the cumulative impacts of the RMPP and the I-205 Tolling Project because the RMPP is a reasonably foreseeable action that will impact the local community.

Under CEQ regulations, an agency must evaluate the cumulative effects of a project, which are defined in the regulations as the "effects on the environment that result from the incremental effects of the action when added to the effects of other past, present, and reasonably foreseeable actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions" 40 C.F.R. 1508.1(g)(3). "Reasonably foreseeable" means "sufficiently likely to occur such that a person of ordinary prudence would take it into account in reaching a decision" 40 C.F.R. 1508.1(aa).

ODOT is incorrect to characterize the RMPP's impacts as not "reliably quantifiable or quantified at this time" when environmental review for the RMPP has already commenced. ODOT/FHWA anticipate completing the environmental review of the RMPP within the year and implementing the RMPP within one year of I-205.[2] This analysis cannot be deferred to the RMPP environmental review process. Our review of initial modeling results from the RMPP indicates that there will be additional impacts to diversion onto local roads, possibly at different levels and in different locations than disclosed in the EA.

Without this cumulative assessment, the public and County have been deprived of the "big picture" in terms of real-world implications, environmental consequences, viable alternatives, and mitigation solutions. The impacts and mitigation associated with the projects are

[2] ODOT, 2023. RMPP Project Schedule. Available online at: https://www.oregon.gov/odot/tolling/PublishingImages/I-5_I-205_Projects_TimelineNarrow_01.27.2023.jpg

interconnected and the full impact of both projects has not been discussed or disclosed in the I-205 Toll Project EA. The analysis of the two projects combined could completely alter the nature and severity of impacts and mitigation analyzed for I-205. As stated in our September 15, 2022 comments on the Draft Transportation Technical Report (TTR): “Traffic diversion will be different for I-205 versus I-205 and I-5. The traffic analysis is inherently flawed without looking at the broader tolling context as impacts may shift to other roads, worsen or make some current improvements unneeded.”

Either the RMPP should be evaluated in the cumulative analysis of the I-205 Toll EA or, ideally, ODOT/FHWA should prepare an EIS that fully evaluates both components of the Portland Metro Area Value Pricing Project. Analysis of both projects together will allow for a more comprehensive review of feasible alternatives, diversion impacts, and mitigation planning.

The Project does not meet the stated Need.

The EA does not explain how the Project meets the Needs defined in Section 1.4 of the EA. The EA makes the assumption that the Project will improve congestion, resolve unreliable travel issues, increase safety, and reduce climate change impacts. In reality, the created diversion from the highway system onto local roadways will merely displace these issues. Further, the impacts and costs on local roadways and communities are not fully assessed or defined.

One of the fundamental needs for the Project is to improve transportation safety, which is not achieved. Overall, the Project does not increase safety for the region. The Project diverts traffic to local roadways that have greater safety issues than I-205 (see heading *III. Detailed Transportation Comments* discussion below).

“Critical Projects Need Construction Funding” is included within the Project Need statement (page 1-4 of the EA). While critical projects do need infrastructure financing, there are a variety of tools to access funding for this Project that do not involve tolling.

The Purpose Statement is so narrow that it eliminates the possibility of reasonable alternatives.

The EA includes tolling on I-205 in the Project purpose statement which restricts the range of reasonable alternatives. Since many freeway projects throughout the country are funded without tolling, we do not believe that tolling is the only mechanism to fund these improvements.

The following guidance from *Linking the Transportation Planning and NEPA processes* is located in FHWA’s regulations:

> “Consistent with NEPA, the purpose and need statement should be a statement of a transportation problem, not a specific solution. However, the purpose and need

> statement should be specific enough to generate alternatives that may potentially yield real solutions to the problem at-hand. A purpose and need statement that yields only one alternative may indicate a purpose and need that is too narrowly defined." 23 CFR Appendix A to Part 450.

The purpose and need statement for the Project has been designed to yield one solution. The problem is regional congestion on both I-205 and I-5, and thus the I-205 Toll Project must be analyzed with the RMPP project.

Reasonable alternatives that should be analyzed include a tolled/managed third lane only and funding from sources other than tolling. In fact, ODOT must analyze and disclose an alternative with construction of the improvements without tolling in order for agencies and the public to understand the effects of ODOT's proposal. Alternative methods for pricing I-205 such as ramp tolling should be analyzed as one of the alternatives.

In addition, the elimination of pre-completion and nighttime tolling should be included for any toll alternatives, as discussed further under the subheading *The Project should be revised to eliminate pre-completion tolling and nighttime tolling*.

In a 2015 guidance document, FHWA cautions that even if there is a valid justification for eliminating non-tolled alternatives, it may be advisable to continue examining non-tolled alternatives if there is public opposition to tolls.[3] There is strong public opposition to the Project. As noted in the EA Public Engagement Summary, 60% of survey respondents disagreed with the alternatives ODOT proposed for environmental review (Alternative 3/the Project and Alternative 4). Of those that disagreed, 52% **strongly disagreed** (page 40 of EA Appendix R). In the Public Engagement Summary "ODOT acknowledges that most commenters who provided input during the comment period opposed the Project and tolling in general" (page 104 of Appendix R). The RMPP is similarly controversial. During public engagement on the RMPP, 70% of respondents disagreed (of which 59% **strongly disagreed**) with a minimum toll for any use of the highway (page 23 of the RMPP Spring 2022 Engagement Report).

The Project does not meet the stated Goals and Objectives.

The EA provides no explanation as to how the Project meets the goals and objectives that were established through input with agencies, the public, and other stakeholders.

Goal: Provide benefits for historically and currently excluded and underserved communities.

- How does the Project support equitable and reliable access to job centers, schools, and health care facilities? The Project is forcing Equity Framework Communities (EFC) and Environmental Justice (EJ) communities on the outskirts of the Area of Potential Impact

[3] FHWA, "Public–Private Partnership Oversight: How FHWA Reviews P3s" (Jan. 2015), p. 20.

(API) to either devote needed income to tolling or travel on more congested local routes. Due to the increases in traffic on local roads, these roads will actually be less safe for travel. EFCs and EJ communities do not have the luxury of being able to travel outside of peak hours to reach work, school, health care facilities or social services.

- How has the Project been designed to support travel options for excluded and underserved communities? The Project has been proposed in an area without reliable regional transit and bicycle facilities, and does not provide mitigation to fund development of these facilities.

Goal: Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods. Alternatives 1 and 2 were not advanced in part because they would result in higher traffic volumes near Oregon City due to diversion. It is unclear how the Project lessens or avoids this issue. How has the Project been designed to limit rerouting from tolling and to minimize impacts on quality of life for local communities? Increased traffic and congestion on local roadways will worsen air quality, increase noise, and decrease safety on non-highway facilities as discussed throughout this comment letter.

Goal: Support safe travel regardless of mode of transportation. The EA focuses too heavily on I-205 benefits and does not disclose the anticipated increase in crashes on the non-highway system. Any conclusions regarding the perceived safety benefit on I-205 from the Project and local roadways from mitigation must also consider increased traffic/crashes on local roadways.

Goal: Contribute to regional improvements in air quality and support the State's climate change efforts. While congestion on I-205 would be improved, traffic and congestion would increase on non-highway facilities throughout the local community, meaning there would be even more motor vehicle emissions near residences, schools, parks, and other sensitive receptors. Such diverted traffic would travel at slower speeds than if it was on I-205 and the diversion routes are longer than I-205. Both of these factors would result in greater air quality impacts.

Goal: Support regional economic growth. How does the Project provide reliable and efficient movement of goods and people on local roadways experiencing diversion from tolling? The EA does not provide evidence that increased pass-through trips in the form of congested peak hour traffic on local roadways will benefit local businesses. Heavy traffic on local roadways would be a deterrent to retail customers, particularly during peak hours.

The Project is a moving target.

The EA states that some of the mitigation "may" be incorporated into the project. "Chapter 3 describes potential mitigation measures that would reduce the effects of rerouting. These measures could become part of the Build Alternative" (page 2-7 of EA).

- How will this selection be made?

- Will these measures no longer be considered “mitigation measures” and instead become “project commitments”?
- Will the EA analysis be revised to incorporate these measures as part of the Project?

This seemingly innocuous statement fundamentally confuses the environmental review process -- the review of the Project itself -- and the comparison among alternatives. The EA should clearly distinguish what the Project is, what significant impacts would result, what feasible mitigation measures would be implemented for each alternative, who would implement/fund the mitigation measures, and the residual impact after mitigation.

The local community should not be forced to pay for the maintenance of a State facility.

Why would tolls pay for maintenance? It is already an extra burden on users to pay for the improvement; why also make them pay for maintenance? No other area of the State pays extra to maintain the State facility in their neighborhood. ODOT has claimed that this makes the bonding more attractive to investors so they know the highway will be in good condition and people will want to use it. But it would be just as attractive for bonding if ODOT committed Statewide funding to keep it in adequate condition like every other mile of interstate in Oregon. This would be a double hit for the local population.

Also, there is no money being set aside for future mitigation projects. ODOT should pay for more local improvements, including maintenance of local roads that will be overloaded because of diversion.

The Project should be revised to eliminate pre-completion tolling and nighttime tolling.

Pre-Completion Tolling

For the I-205 Project, tolling is proposed to begin at the end of 2024/beginning of 2025, before the construction of the third lane is completed. To fully understand the impacts of pre-completion tolling and provide clearer information on which intersections and locations need immediate mitigation, a full modeling analysis needs to be completed of the impacts of applying tolling without the third lane on I-205, both with and without the implementation of the RMPP. ODOT has not addressed these concerns, which were raised in our September 15, 2022 comments on the Draft TTR.

The Project should allow for the completion of Phase 1A in 2025 and other local construction projects -- such as the Stafford Road/Childs Road roundabout scheduled to be under construction by Clackamas County during the pre-completion tolling period -- prior to tolling, so that the supporting local road system does not create additional construction bottlenecks on primary diversion routes.

There is a large temporal delay between when impacts will occur and when mitigation will be implemented. Due to pre-completion tolling, local communities will be significantly impacted for a number of years before mitigation is implemented. Neither the EA nor the Level 2 Toll Traffic and Revenue Study sufficiently address the timing of completion of mitigation. Most mitigation measures cannot be completed prior to construction as scheduled. As noted above, there will be local projects in the areas along critical routes that will not be completed and elements of the I-205 construction project itself (*e.g.*, the required blasting) that will likely cause even greater diversion.

In the near term, pre-completion tolling will cause up to 30% of the trips that would have been on I-205 to divert onto local roadways during the years of construction. The specific roads that will be impacted the most are:

- SW Borland Road/Willamette Falls Drive
- SW Stafford Road
- OR 99E
- OR 213, and
- OR 43

Therefore, it is clear that the impacts to the local system and local communities will be experienced immediately, as soon as the tolls begin to be collected. This will be especially acute for EFCs and EJ communities since, under the pre-completion tolling scenario, none of the benefits of the third lane will be experienced. The types of impacts these communities will be faced with during pre-completion tolling (identified as Long Term Impacts in Table 3-37) include:

- Higher transportation costs for social and emergency service providers;
- The cost of tolls on low-income households, which may include older adults and people experiencing a disability;
- Language and technological barriers to using and understanding the electronic toll system, and
- Delays and longer travel times near intersections, which could affect access to social resources in Canby, Gladstone, Lake Oswego, Oregon City, Tualatin, West Linn, and unincorporated Clackamas County near Stafford Hamlet and Canby.

Pre-completion tolling should be removed from the Project or fully analyzed in the NEPA review. If pre-completion tolling remains in the Project description it is likely that an EIS will be needed to disclose the significant adverse transportation impacts during the construction period which cannot be mitigated. The NEPA document should also identify which of the two pre-completion tolling alternatives is preferred.

Nighttime Tolling

The County is opposed to nighttime tolling because, while it will raise very little revenue, at the same time it will decrease safety due to diversion of nighttime traffic onto surrounding local roads. Drivers should remain on the well-lit, safe highway after dark rather than divert to unlit,

narrow, winding rural roads. Safety, as always, should be the prime consideration. ODOT has not addressed these concerns, which were raised in our September 15, 2022 comments on the Draft TTR.

The Project EA cannot result in a FONSI because the mitigation measures are unenforceable and unlikely to be performed.

CEQ guidance approves the use of a "mitigated FONSI" when the NEPA process results in enforceable mitigation measures (76 F.R. 3843, 3848 n.21). Many of the mitigation measures identified by ODOT are unenforceable because they rely on implementation by local municipalities and agencies that are not controlled by ODOT.[4] These mitigation measures will require an intergovernmental agreement or letter of commitment between ODOT and the affected jurisdictions. What if ODOT and the local jurisdictions are unable to reach an agreement? These agreements should be executed prior to making a decision on the Project.

Additionally, CEQ guidance states that an agency should not rely on mitigation measures necessary for a mitigated FONSI if it is not reasonable to foresee the availability of sufficient resources to perform or ensure the performance of the mitigation (76 F.R. 3843, 3848). It is not reasonably foreseeable that local municipalities will have the funding to undertake the necessary mitigation measures set forth in the EA. It is still unclear what percentage of mitigation would be funded by ODOT.

The vagueness of the timing and funding of the mitigation measures render them unenforceable. As discussed previously, neither the EA nor the Level 2 Toll Traffic and Revenue Study sufficiently address the time schedule for completing mitigation.

There are also mitigation measures proposed that would require the acquisition of right-of-way and have significant construction feasibility issues that could result in unfundable projects and/or significant time delays for construction. See further discussion under the heading *III. Detailed Transportation Comments*. How will ODOT address these issues?

The monitoring program is a prime example of unenforceable mitigation.

There are no specific mitigation measures proposed for implementation after 2027. Instead, the EA relies entirely on a "transportation mitigation monitoring program." We were unable to find any details on the scope of this program, the length of the monitoring period, the transportation network that will be monitored, how it will be administered and funded, and what standards will apply. It is also unclear what measures could be implemented as a result of monitoring, how mitigation might change in response to monitoring, and how ODOT and the local jurisdictions would reach consensus on the implementation and amendments to the monitoring program.

[4] *See Preservation Coalition v. Pierce*, 667 F.2d 851, 860 (9th Cir. 1992)

This reliance on a monitoring program with no specificity, timeline or guarantee of implementation or success represents additional significant unmitigated impacts in the EA.

The indirect or secondary impacts of mitigation have not been analyzed.

The EA improperly defers the analysis of the indirect/secondary impacts from mitigation to the Revised EA. EA page 3-31 notes "[s]econdary impacts from implementing mitigation measures may require additional avoidance, minimization, or mitigation measures. An assessment of the effects associated with mitigation will be included in the Revised EA." Mitigation measures would have their own set of environmental impacts that are not disclosed. Impacts from these measures need to be evaluated and disclosed in the EA and be subject to public comment. The reviewing agencies and the public may not have an opportunity to review and comment on the indirect/secondary impacts of mitigation.

Agencies and the public did not have sufficient opportunity to review or comment on the Project.

The County has not had ample time to review the Project. The EA relies on thousands of pages of supporting appendices and other documents, which are highly technical and require the County and other municipalities to engage expert consultants to review and analyze. It is impossible to conduct a full review in such a short time frame. Moreover, the public has encountered several roadblocks that have thwarted this process.

- The County is aware that the City of West Linn spent two weeks of the comment period trying to obtain proper traffic model inputs from ODOT before they were finally provided on March 29, 2023, which has severely impacted and delayed their analysis and ability to comment.
- Further, the public was not given a sufficient opportunity to comment on the Project at public hearings. These hearings were poorly publicized: other than two overview email notices sent to a handful of public staff when the EA was published and when the 15-day extension was granted, there was no separate notification or announcement from ODOT alerting the public that hearings were being held. Details of the hearing were also difficult to find on ODOT's website.
- In person events were only noted on the calendar link, meaning that the public had to dig through several layers of the site to find that information. Moreover, the "drop in" events were held during normal business hours and thus were not accessible to anyone who works a standard schedule.

These factors all limited meaningful public participation.

III. Detailed Transportation Comments

Our primary concern is that the diverted traffic from I-205 onto County roadways and our partner City streets results in unmitigated impacts not disclosed in the EA. The lack of adequate mitigation on our facilities will result in safety impacts to people driving, moving freight, riding bikes, walking, and taking transit on non-highway facilities.

The following discussion summarizes our primary points of concern and offers examples of the unmitigated impacts not disclosed by transportation-related topic area. As discussed in *I. Introduction*, **not all areas of concern nor every example of unmitigated impacts are identified** herein. Rather, we are providing examples to demonstrate how the EA is deficient in its identification and mitigation of impacts.

Our primary points of concern relate to:

- Significant Diversion of Traffic to County and City Facilities
- Unmitigated Safety Impacts
- Unmitigated Congestion Impacts
- High Levels of Traffic Adding Stress for People Walking and Rolling
- Tolling is Not Shifting Travel Mode
- Lack of Commitment to the Mitigation Measures
- Truck Traffic on Local Roadways
- Reasonably Foreseeable Future Actions in the Project Corridor Should be Part of Mitigation

Significant Diversion of Traffic Volumes to County and City Facilities

The EA presents detailed analysis for two scenarios: a Short Term of 2027 (i.e., the year when the construction of the additional lanes on I-205 was assumed to be completed) as well as a Long Term scenario identified as 2045. The EA and the TTR (Appendix C of the EA) provide very minimal information about the impacts of “pre-completion tolling” which is defined as the period between when tolling is initiated in 2024 and completion of construction in 2027.

Our review of the EA reveals that it is difficult to separate the benefits and impacts of tolling on the transportation system from the construction of the additional lanes on I-205. This difficulty is exacerbated by the fact that I-205 is currently an inadequate facility, causing trips to reroute off the freeway onto local streets to avoid the congestion. As cited on page 3-1 of the EA, 20–30% of traffic currently using I-205 to travel to Oregon City reroutes in the PM peak period; the EA further acknowledges that this rerouting can increase to as much as 50%. If pre-completion tolling is implemented, it will exacerbate these existing conditions.

The EA needs to be modified to clearly define the differences in impacts between tolling and I-205 widening. This could be accomplished through the introduction of a new alternative that analyzes the proposed widening and seismic improvements on I-205 with an alternative, non-tolling funding source, and then comparing the impacts of that alternative against the current Project. Without this analysis, our communities cannot understand the true impacts of tolling on the local transportation system and our cities and rural areas.

As documented in the EA, but not adequately mitigated, our impacted streets and roadways do not have adequate vehicular capacity, intersection control, or pedestrian or bicycle facilities to address the increases in congestion, the impacts to safety, and the high level of stress that this Project presents to people walking and rolling in either 2027 or 2045.

The EA also documents (as evidenced in Figures 5-8 through 5-12 of the TTR) that our impacted facilities are inadequate to serve 2045 traffic. As discussed in the EA, the 2045 Build scenario results in an increase in traffic volumes by more than 50% at several locations as compared to the No Build. Some examples of unmitigated facilities shown in the comparison of 2045 Build versus No Build include:

- A 40-50% traffic increase on the Arch Bridge, which is a 2-lane historic bridge with a narrow sidewalk and a “sharrow” where cyclists share the lane with the automobiles. Due to the grade and existing traffic, cyclists often choose to use the sidewalk instead of the travel lane. ODOT, in collaboration with Oregon City and West Linn prepared the “Pedestrian-Bicycle Bridge Concept Plan” in 2021 that documents the existing needs of this bridge.
- A 50-60% traffic increase on Borland Road east of Stafford Road. The County has spent substantial resources in planning for future (non-tolled) needs at the Borland Road/Stafford Road intersection, including significant capital and maintenance dollars on constructing a roundabout to increase the capacity and safety of the intersection. Borland Road to the east of this intersection is abutted by rural industrial, commercial, residential, and recreational uses. This roadway is narrow and lacks shoulders of sufficient width for people walking or riding bikes. The significant volume of traffic that will be diverted to this roadway is not sufficiently mitigated. This is also discussed in the safety section below.
- A 50–60% traffic increase on Borland Road between Ek Road and Fields Bridge. This section of Borland Road is also narrow without any usable shoulders. The significant volume of traffic that will be diverted to this roadway is also not sufficiently mitigated.

Table 5.3 of TTR identifies streets that are expected to more than double in traffic volume in 2027 as compared to the 2027 No Build, such as:

- Traffic on Borland Road, east of Stafford, is anticipated to increase by 112%.
- Traffic on Lone Elder east of OR 99E is anticipated to increase by 104%.

Several other roadways will experience a traffic increase of over 25% when tolling is initiated.

For the pre-completion tolling scenario, the EA only includes information about increased volume on selected API arterials and intersections but does not undertake the other analysis that was conducted for year 2027 or year 2045. This lack of information on impacted facilities limits our ability to understand how tolling truly affects our rural and city facilities. The EA needs to be amended to fully document the impacts on our communities.

Further, the impacts to Ek Road are not accounted for in the EA. In fact, during the EA scoping it was Clackamas County staff who identified the need to include Ek Road in the modeling analyses as it parallels I-205 through the corridor. The published EA and TTR does not provide adequate information on the increase in volume along Ek Road, but rather assumes that traffic will use Mountain Road. Since some of the near-term mitigation could be influenced by the usage of Ek Road, it needs to be incorporated into the analyses and appropriately mitigated.

Lastly, it should be noted that with modern navigation apps, many motorists will adjust their routes of travel to “avoid tolls” resulting in instant changes to traffic patterns. The real-time rerouting of traffic onto County and city roadways can result in an abrupt increase in through traffic on our roadways, limiting the ability of people using intersecting streets along these routes, and presenting further difficulties (beyond that documented in the EA) for people to travel within the County. Without proper mitigation, these abrupt traffic volume changes result in the rapid degradation of safety performance and shift the burdens of safety mitigation and crash response to local law enforcement and public works teams to provide traffic control. On the whole, injuries and lost quality of life will increase, and in many cases, in already equity-challenged communities.

Unmitigated Safety Impacts

As demonstrated in the EA, many of the diversion routes have intersections and roadway segments that exceed ODOT’s critical crash rate today and/or are listed as Top 5% or 10% Safety Priority Index System (SPIS) sites. We are unclear how adding more traffic to these locations is not considered a significant impact.

Any diversion of traffic from a freeway facility results in an overall decrease in safety as shown in ODOT’s crash rate Table V below.[5] Fatal and serious injury rates on freeways are less than 1.5 per million miles of vehicle travel (MMVT), whereas rural arterials have rates in excess of 11 MMVT and collector crash rates can be over 40 MMVT. Diverting traffic to roadways with higher safety risks is contrary to both ODOT’s and Clackamas County’s Transportation Safety Action Plans (TSAPs), both of which have a goal to eliminate fatal and serious injury crashes by 2035.

[5] https://www.oregon.gov/odot/Data/Documents/Crash_Rate_Tables_2020.pdf

TABLE V: 2020 Fatal & Serious Injury Highway Crash Rates and Casualty Rates

Table V tabulates data for mainline state highway crashes that resulted in death or a suspected serious injury (INJ-A). ODOT's fatality and injury definitions are adopted from the Model Minimum Uniform Crash Criteria (MMUCC), Fourth Edition.

JURISDICTION AND FUNCTIONAL CLASSIFICATION	MILES*	ANNUAL VEHICLE MILES*	FATAL & SERIOUS INJURY (INJ-A) CRASHES*	DEATHS AND SERIOUS INJURIES*	FATAL & INJ-A CRASH RATE**	FATAL & INJ-A CASUALTY RATE**
TOTAL STATE HWY SYSTEM	**7,377.44**	**19,388,425,028**	**825**	**967**	**4.26**	**4.99**
Interstate Freeways	729.57	8,466,908,094	95	107	1.12	1.26
Other Fwys/Expressways	66.88	1,289,794,763	16	17	1.24	1.32
Non-Freeways (combined)	6,580.99	9,631,722,171	714	843	7.41	8.75
Other Principal Arterials	3,256.45	7,433,739,009	509	597	6.85	8.03
Minor Arterials	1,968.43	1,843,069,966	148	180	8.03	9.77
Urban Collectors	47.31	55,830,059	7	8	12.54	14.33
Rural Major Collectors	1,272.62	296,635,232	49	57	16.52	19.22
Rural Minor Collectors	34.03	2,348,898	1	1	42.57	42.57
Rural Local	2.15	99,007	0	0	0.00	0.00
URBAN HWY SYSTEM	**1,141.30**	**10,341,826,489**	**376**	**418**	**3.64**	**4.04**

To help further emphasize the EA's deficiency in addressing safety impacts, Clackamas County staff reviewed the effects of the diversion to four primary corridors identified in the EA -- Stafford Road, Borland Road, Rosemont Road, and the Canby/I-5 corridor. These rural corridors serve as vital connections between urban communities. The impacted roadways along these corridors are typically two-lane, carrying between 7,000 and 14,000 vehicles per day under current conditions. These roadways are often characterized by only having 11-foot travel lanes and, in most cases, 0- to 4-foot shoulders. Further details on each corridor are presented below.

Borland Road Corridor

As documented in the EA, Borland Road between Ek Road and Fields Bridge is expected to have increases of up to 8,000 ADT in 2027, resulting in a total expected 2027 ADT of more than 16,000 vehicles. Under today's conditions, Borland Road carries 5,500 ADT. Our detailed analysis of the current conditions indicates that the crash experience in this corridor is very close to the expected crashes/mile/year for similar facilities, but that the rear-end crashes are overrepresented. This over-representation of rear-end crashes is indicative of the frequency and density of intersections along this corridor and the high percentage of through traffic currently using the facility. With the significant increase in through traffic anticipated in 2027 attributable to the tolling, the total crash rates in this corridor are expected to at least double to 2.7 crashes / mile / year for total crashes and to 1.5 Fatal-Injury C crashes/mile/year in 2027. Without appropriate mitigation to address rear-end crashes, our analysis suggests the crash rates would likely be even higher.

The anticipated volumes and crash patterns identify that Borland Road meets the thresholds for needing mitigation improvements, including a center turn lane at intersections and driveways

along with paved shoulders and rumble strips. These mitigation measures are not included in the EA.

Stafford Road Corridor

Stafford Road between Ek Road and Mountain Road is predicted to have an increase of 2,800 ADT going from approximately 13,000 ADT to nearly 16,000 ADT on a two-lane road with 11-foot travel lanes with little or no shoulders. People on Trail Road, a local road serving over 50 lots, currently see times of the day when accessing Stafford Road is challenging and residents have expressed concerns regarding access and safety.

Under current conditions, there are 4.6 crashes/mile/year, nearly double the expected rate; and severe crashes are 2.33 crashes/mile/year, again nearly double the expected amount. Adding 2,800 vehicles per day to this route would elevate the crash rates to about 5.5 crashes/mile/year and 2.75 severe crashes/mile/year. In addition, roadway departure and wet condition crashes are overrepresented.

The volumes and crash patterns show that Stafford Road meets the thresholds for needing mitigation impacts, including paved shoulders with rumble strips and either an overlay or high friction surface treatment to increase friction during wet weather. In addition, installing a left turn lane should be considered for Trail Road or connecting Trail Road to the proposed roundabout at the Stafford Road/Mountain Road intersection or traffic signal at Ek Road. These mitigation measures are not included in the EA.

Rosemont Road Corridor

Rosemont Road provides a critical link to the Salamo area of West Linn and is a route that allows toll avoidance of the Tualatin River bridges for people traveling to and from the west and south. This facility was not analyzed in the EA despite having a predicted ADT increase of 1,500 in 2027 and 500 in 2045. Safety performance is already poor for this facility, with total and severe crash rates more than 22% and 30% higher than the expected values (i.e., 1.92 and 1.06 crashes/mile/year, respectively).

Rear-end and roadway departure crashes are over-represented for this road, reflecting the challenges of a two-lane rural road with no shoulders currently carrying 10,000 vehicles per day. Adding 1,500 more vehicles with no mitigation further degrades the safety performance. The volumes and crash patterns identify that Rosemont Road needs to be improved to include turn lanes and shoulders with rumble strips.

The EA documents that the Stafford Road/Rosemont Road roundabout will be impacted by the traffic volume increases. This roundabout is already over capacity under current volumes and no mitigation for the increase in traffic volumes is proposed.

None of these clearly needed mitigation measures within the Rosemont Road corridor are included in the EA.

Canby/I-5 Corridor

The EA documents increases in traffic volumes along OR 99E associated with drivers exiting I-5 near Canby at either Miley Road or Ehlen Road to avoid tolling, but does not analyze the impacts to the Arndt Road-Knights Bridge Road intersection nor to Barlow Road between Arndt Road and OR 99E.

Per the EA, tolling is anticipated to increase traffic volumes on Arndt Road between Airport Road and Knights Bridge Road by 3,000 ADT in 2027 and by 2,000 ADT in 2045. The EA makes no mention of the fact that this corridor has daily truck volumes in excess of 20%. These high truck volumes have significant impacts on the capacity and safety of the roadway to handle the increase in tolling-related diversion traffic. This corridor provides access to an active quarry and to freight moving to and from Canby's vibrant and growing industrial area. With this vehicle mix and these unique industrial/quarry uses, the EA needs to document both the operational and safety impacts of tolling on this corridor and of the businesses along it.

Our analysis of Arndt Road suggests that existing safety performance is affected by queue spill-back associated with the signalized Arndt Road/Knights Bridge Road intersection. Rear-end crashes are over-represented; the County is planning to add a queue warning system for eastbound Arndt Road to address this issue. Adding 3,000 more vehicles per day will increase overall volumes from 18,000 ADT to 21,000 in 2027. This added traffic will result in higher levels of congestion, necessitating an additional turning lane at the traffic signal to address queue storage and capacity needs. Based on historical trends on this roadway, the impact of 3,000 vehicles per day in the 2027 tolling scenario would be the equivalent of 10 years' worth of traffic growth in this corridor if tolling did not occur.

Further, safety performance is currently poor on Arndt Road east of Knights Bridge Road with crashes double the expected rate (4.3 crashes/mile/year) and nearly triple the expected rate for severe crashes (3 severe crashes/mile/year). Rear-end crashes are over-represented as are injury crashes and are associated with the existing queue spillbacks on each end of the corridor. A westbound queue warning system for the Arndt Road/Knights Bridge Road intersection would help, and reconfiguration of the Barlow Road/Arndt Road intersection is needed.

As with other parts of this corridor, the Barlow Road/Arndt Road intersection also has poor safety performance with crashes more than double the expected rate at 2.3 crashes/year and 0.97 severe crashes per year versus an expected rate of 0.64. With nearly 11,000 vehicles per day on Barlow Road south of the intersection and less than 700 vehicles per day north of Arndt, the intersection needs to be realigned to reflect existing travel patterns.

The last portion of this corridor includes Barlow Road between Arndt Road and OR 99E, including the portion that is aligned through the City of Barlow. Analysis shows that safety

performance is poor with both total and severe crashes triple the expected rates at 6.6 and 3.3 crashes/mile/year, respectively. Rear-end crashes influenced by Arndt Road and OR 99E are over-represented. Although the County has proposed a speed zone reduction from 35 MPH to 30 MPH in this corridor, including funding for radar feedback signs, the increases in traffic may require additional improvements to maintain adequate safety. With rear-end crashes being overrepresented, mitigation of a center turn lane would address the safety issues.

None of these needed safety mitigation measures are included in the EA.

Unmitigated Congestion Impacts

We are unclear how ODOT can make the conclusion that “of the 50 study intersections, most would not experience new impacts under the Build condition.” Per Table 5-49 of the TTR, more than 20% of intersections would not meet applicable mobility standards under the Build Condition in both 2027 and 2045.

For the limited number of congestion mitigation measures identified for 2027, the results of the mitigation measures on congestion, i.e., the resultant level of service and volume-to-capacity ratio, was not documented in the EA. (In fact, no congestion mitigation measures are identified for 2045; rather the EA refers to a “monitoring program” for future mitigation.) How can the conclusion be drawn that the mitigation measures are effective in addressing the significant impacts created by the Project?

A primary example of an unmitigated impact and lack of enforceable mitigation is at the Ek Road/Borland Road intersection. Table 6-4 and Figure 6-5 of the TTR identify the need for an all-way stop-control or a roundabout by the year 2045, “pending future analyses.” These two traffic control devices have very different vehicular capacities, right-of-way impacts and significant costs of construction. How and when will the “future analyses” be conducted and what assurance does the community have that the mitigation measures will be in place by the time tolling begins? Also, how can an improvement to this intersection not be needed in 2027?

High Levels of Traffic Add Stress for People Walking and Rolling

As documented in the EA and the TTR, many of the roadways that will need to shoulder the burden of the diverted traffic do not have any facilities or have only very limited facilities for people walking and rolling. As documented in Table 4-8 of the TTR, the majority of the impacted facilities are rated as having the highest level of traffic stress for cyclists without any diverted traffic. Table 4-9 also documents the lack of pedestrian facilities in the rural area.

The County is very concerned about the safety of cyclists and pedestrians with the significant increase in traffic volume on these roadways that are already rated as having the highest levels

of traffic stress. How can significant increases in traffic not result in definable and mitigatable impacts? It is also unclear whether ODOT's rural Level of Traffic Stress (LTS) methodology was used for these facilities. Per ODOT's Analysis Procedures Manual, there are different methodologies employed for rural contexts versus urban contexts. Many of the impacted County roadways would be considered rural, not urban, facilities. With the implementation of tolling, the rural facilities will be impacted by urban levels of traffic.

Examples of unmitigated impacts on cyclists and pedestrians include volume increases on parallel routes to I-205 and the Oregon City Arch Bridge:

- The EA identifies that parallel routes to I-205 such as SW Borland Road and Willamette Falls Drive could experience 30–100% increases in ADT (page 3-12) under the Build Alternative. Mitigation measures for these increases in daily traffic volumes have not been identified.
- The EA discloses that the daily volumes will increase up to 50% in downtown Oregon City and across the Oregon City Arch Bridge. As was previously noted, this is already a sub-standard facility, and is the only location for pedestrians and bicyclists to cross the Willamette River. The cumulatively significant increase in volume will have negative impacts on the pedestrian and bikeway environment at this location.

Given the lack of clear mitigation measures for these high stress facilities, the County concludes that there are impacts to cyclists and pedestrians that are not sufficiently mitigated in the EA. We also are concerned that the LTS assessment for both pedestrians and cyclists in the future year does not sufficiently acknowledge the near-term impacts to pedestrians and cyclists that will occur due to increases in traffic volume as soon as tolling begins. Many of the pedestrian facilities and bikeway facilities are already substandard. Since the rating scale for LTS is not very granular, it does not recognize the potential impacts, especially on facilities already rated as LTS 4 (the highest LTS). How can there be no significant impacts to facilities already rated as having the highest LTS?

The EA specifically notes on page 1-2, paragraph 1.2: Governor's Transportation Vision Panel that "Community livability" is a key issue. It also recommends bike and pedestrian investments to reduce fatalities and injuries. Tolling impacts are not mitigated, will degrade the safety on local roads, and will reduce community livability by increasing traffic on neighborhood streets.

Tolling is Not Shifting Travel Mode

There is insufficient investment in the pedestrian, bikeway, and transit systems to affect mode shift. ODOT has not addressed these concerns, which were raised in our September 15, 2022 comments on the Draft TTR. The Project does nothing to contribute to an improved environment for transit riders through the I-205 Corridor. The EA identifies on pages 3-5 through 3-6 that limited transit service exists. While the report claims "slightly higher" transit ridership, the mode share figured in Table 5-5 indicates there would only be 800 additional transit trips throughout

the entire Metro Region, which is a marginal increase at best. “The need for improved transit and other transportation choices” is one of the three priority issues that ODOT was directed to address by the Oregon Transportation Commission (page 1-2 of EA).

A map of the transit in the area should be included in the TTR and the EA. In the EA, ODOT acknowledges (on pages 3-5 and 3-6) that there is limited transit service, insufficient pedestrian systems and a lack of quality bikeways in the area. So how did ODOT determine that there will be a shorter transit travel time through the corridor (as shown on page 3-25 of the EA) when there is currently no transit service on Borland Road, Stafford Road, or I-205? More clarity is needed on how the shorter transit time is achieved.

With insufficient travel mode choice in the region (Table 3-2), it is unclear how the desired greenhouse gas reduction aspirations can be met, especially in light of the fact that the cumulative impacts related to climate change identify a need to shift mode away from single-occupancy vehicles. Investment in non-auto facilities is essential if tolling can truly be expected to provide options for people to shift to a different mode of travel, rather than simply shifting traffic to local streets, as appears to be the case under the current Project. The Project should be modified to incorporate improvements to transit and pedestrian infrastructure as part of the solution to the stated Need to reduce traffic congestion and improve safety or, at the very least, analyze such an alternative.

The EA does not provide adequate mitigation to sufficiently address the lack of travel choices in the corridor. Additional mitigation must be added, including but not limited to, collaborating with transit service providers to support availability and enhancements of transit and other transportation services along I-205, especially for historically and currently excluded and underserved communities traveling through the area.

Lack of Commitment to the Mitigation Measures

Tables 6-1 through 6-6 of the TTR identify mitigation measures for implementation by 2027, many of which are on County or city facilities. Implementation of the mitigation measures by ODOT will require an intergovernmental agreement between the affected jurisdictions. The EA does not specify whether the County and cities are being asked to help fund the mitigation.

For example, the mitigation for SW Borland Road between SW Stafford Road and the Tualatin River Bridge (Table 3-15 of the EA) states “Contribute to…” The EA does not state what the contribution amount will be or how the other portion of this mitigation measure will be funded.

There will be a long period of time between when impacts will begin to occur (i.e., 2024 when tolling begins) and when identified mitigation measures can be feasibly funded, designed and constructed. As a result, the local communities will experience significant impacts for several years before mitigation measures, if they are even feasible, are fully constructed.

Many of the proposed mitigation measures would require the acquisition of right-of-way, have topographical and/or adjacent land impacts that lead to significant questions of construction feasibility, and could be extremely costly to actually construct. How will ODOT address these issues and assure our communities that the impacts will be sufficiently mitigated?

The EA also proposes mitigation measures that are technically infeasible. A good example of this is the widening and signalization mitigation proposed at the OR 99E/South End Road intersection. OR 99E parallels the rail tracks and the Willamette River, so no widening of this intersection can occur to the west, and there are significant topographic constraints to the east in the form of a solid rock bluff adjacent to OR 99E. To add lanes to the intersection, OR 99E would need to shift eastward well in advance of the intersection. Between the costs of widening and the impacted embankment areas, it would not be feasible to complete this mitigation project prior to 2027, if at all.

Finally, there is a lack of clarity on the mitigation measures proposed, how they will be shaped by local officials and the impacted communities, and a realistic timeline for implementation. The EA states that “any mitigation proposed to address near-term impacts that is determined to also help alleviate pre-completion tolling impacts could be implemented before tolling begins.” This statement defers the analysis of pre-completion tolling impacts. The EA needs to analyze the impacts from pre-completion tolling, identify which mitigation measures will be required to address the significant impacts of pre-completion tolling, and condition tolling to start no sooner than completion of these mitigation measures.

Truck Traffic on Local Roadways

Traffic and air quality modeling assumes that truck traffic on local roadways will *decrease* with the Project, while passenger car traffic will increase as a result of diversion. This assumption, which is used to justify the lack of local modeling and consideration of air toxics and noise, is not supported by evidence. In particular, the County is concerned that ODOT has not properly accounted for the movement of aggregate materials from the rock quarries near Canby and Vancouver or access to the developing warehouse/industrial district in Canby.

Reasonably Foreseeable Future Actions in the Project Corridor Should be Part of Mitigation

If a project is identified as a Reasonably Foreseeable Future Action (RFFA) in Section 4.4 of the Cumulative Impact Technical report, and is within the Project corridor, it should be considered eligible for mitigation funding. Examples include 2018 Regional Transportation Plan (RTP) projects 10127, 10128, 11242, and 12089. While these projects are on the 2018 RTP, they are not guaranteed to be funded. In order to achieve the benefits that are described as a part of the Project, the RFFAs need to be constructed.

IV. Other Topical Issues

In general, the County is concerned that the analysis of other topical areas in the EA focuses on impacts to the highway system while ignoring local impacts in areas that will experience increased traffic from diversion. The geographic boundary associated with the API for the following resources (identified in Table 4-1 of Appendix Q) should be modified to extend onto the roadways that experience diversion and where there are identified mitigation projects: Land Use, Geology and Soils, Hazardous Materials, Vegetation and Wildlife, Wetland and Water Resources, and Historical and Archeological Resources. This is necessary to address the full extent of direct and indirect impacts of the Project. In other areas, including air quality and noise, where the API has been defined to include certain local roadways and communities that would experience diversion, there is no meaningful or quantitative analysis of impacts. Our detailed comments are outlined below.

Air Quality

MSAT Analysis

Under the Build Alternative, the projected addition of diverted traffic to non-highway roadways will increase the generation of mobile source air toxics (MSATs) along those roadways, which will increase the concentration of MSATs at specific locations. However, the EA does not adequately address the potential increase of MSATs at affected locations and the associated potential health hazards. The following factors raise concerns without providing adequate analysis to understand the potential health hazards.

- Table 6-3 of the Air Quality Technical Report identifies an 11% increase of non-highway vehicle miles traveled (VMT) under the Build Alternative.
- Table 6-5 of the Air Quality Technical Report identifies a 12% increase in annual benzene emissions along non-highway roadways under the Build Alternative.
- Figure 3-4 of the EA shows average daily traffic on specific non-highway roadways could increase by up to 31% under the Build Alternative.
- Sensitive receptors (e.g., residences, Willamette Primary School) are in close proximity to affected non-highway roadways and would be exposed to increased MSAT concentrations.
- The quantitative analysis of MSAT provided in the Air Quality Technical Report is limited to aggregate emissions and does not address concentrations at affected non-highway locations.
- As identified in Table 5-2 of the Air Quality Technical Report, concentrations of MSATs at one intersection near the project location exceed Oregon Department of Environmental Quality Benchmarks.[6]

[6] The benchmarks "are based on concentration levels that would result in a cancer risk of one-in-a-million additional cancers based on a lifetime of exposure. For non-carcinogens, the benchmarks are levels you

- Section 3.2.2 of the EA states the following: “The localized changes in MSAT concentrations would likely be most pronounced on roadways where traffic volumes would be higher under the Build Alternative relative to the No Build Alternative due to rerouted trips. However, the magnitude and the duration of these potential increases compared to the No Build Alternative cannot be reliably quantified due to incomplete or unavailable information in forecasting project-specific MSAT concentrations and related health impacts.”
- Section 6.2.2 of the Air Quality Technical Report provides approximately two pages of justification for the decision to not characterize the magnitude of the changes in MSAT concentrations at affected locations. The discussion in Section 6.2.2 raises significant human health concerns without resolving them.

The sum of limitations raised within Section 6.2.2 of the Air Quality Technical Analysis does not absolve ODOT from a good-faith effort to characterize the increase in MSAT concentrations along affected non-highway roadways. ODOT should model MSAT concentrations at two or more locations and compare these to established health risk levels, such as the Oregon Air Toxics Benchmarks. Analysis would be limited to two alternatives (No Build, Build) and could be corroborated with existing air quality monitoring data. If the benchmarks are exceeded, then a more detailed health risk assessment should be conducted. While the analysis would entail some level of uncertainty, understanding the magnitude of potential MSAT concentrations is critical for understanding potential health impact on residents. This information is necessary for the decision-makers as well as the affected communities.

Additionally, the assumption that truck traffic and associated MSAT emissions will decrease on local roadways should be revisited. As noted above, the County is concerned that ODOT has not properly accounted for the movement of aggregate materials from the rock quarries near Canby and Vancouver and access to the developing warehouse/industrial district in Canby. Further, Borland Road, which parallels a significant segment of I-205 and is one of the primary roads that would experience an increase in traffic from diversion, currently does not allow truck traffic; therefore, there would effectively be no change in truck traffic on this roadway, but the volume of passenger cars would increase dramatically, along with associated emissions of MSAT. A health risk assessment should be conducted to evaluate impacts from the increase in MSAT along Borland Road and other affected roadways.

Appendix D2, Truck Toll Sensitivity Analysis- Air Quality, only addresses the potential for criteria air pollutant and GHG emissions, stating that even with variable rate tolling for trucks, VMT would be reduced, and therefore “air quality” impacts would be less than significant. But this logic completely ignores MSAT concentrations on local roadways from increased truck diversion from variable rate tolling. The air quality analysis of variable rate truck tolling (Appendix D2) should be revised to consider MSAT health impacts on local streets.

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could breathe for a lifetime without any non-cancer health effects” (https://www.oregon.gov/deq/aq/air-toxics/Pages/Benchmarks.aspx).

Cumulative MSAT Analysis

The cumulative air quality analysis does not appear to address potential for cumulative projects (including the RMPP) to increase traffic and therefore increase MSAT concentrations along affected non-highway roadways. The cumulative air quality analysis in the EA references FHWA expectations of declining MSAT emissions to conclude that the Build Alternative would not have negative cumulative effects on air quality. While overall emissions are expected to decline, the Build Alternative in conjunction with the cumulative projects has the potential to significantly increase traffic on non-highway roadways. The MSAT analysis of the I-205 Toll Project should take into account the impacts of the RMPP and other cumulative projects on the specific non-highway roadways that will be impacted by the Build Alternative.

The cumulative MSAT analysis should address affected non-highway roadways that will experience increased traffic and intersections where the level of service will decline. ODOT should model cumulative MSAT concentrations at two or more locations and compare these to established health risk levels, such as the Oregon Air Toxics Benchmarks. If the benchmarks are exceeded, then a more detailed health risk assessment should be conducted.

Geographic Boundary of MSAT Emissions Analysis

The project elements are located entirely within Clackamas County and most of the air quality API is located within Clackamas County; however, the geographic boundary of Multnomah County was used for the MOVES modeling of MSAT emissions. The County is concerned that the geographic boundary used in the analysis does not accurately reflect actual conditions. ODOT should disclose how the geographic boundary was determined and whether emission estimates using Clackamas County as the geographic boundary would differ from those presented.

Other

The project area is located within an EPA-designated carbon monoxide maintenance area. This should be clarified in the EA.

While air pollutant emissions in the API are projected to be much lower in the future compared to current conditions due to improvements in vehicle technology and implementation of stricter emissions standards, Appendix Q of the EA cites that several of the RFFAs identify “reduced emissions” as a project objective, including the OR 43 Multimodal Improvement (RTP 10127) and Willamette Falls Drive Multimodal Improvements (RTP 10128). These projects should be identified as mitigation and funded through the Project if they are being listed as contributing to improved air quality.

The air toxics monitoring data presented in the Air Quality Technical Report is from a former monitoring station about 7 miles from the Abernethy Bridge. Closer and more recent monitoring data should be used to characterize existing air quality in the region. The Tualatin monitoring station air toxics data is closer to the project area (approximately 3.6 miles from the Tualatin

River Bridges), is more recent and more representative of a near-highway environment. The Tualatin monitoring data shows higher levels of air toxics, which should be taken into account for the analysis of the I-205 Toll Project. This data is available from the Oregon Department of Environmental Quality.

Climate Change

The TTR (page 65) in Table 5-4 identifies that the Regional VMT will increase on non-highway roads and will decrease on the highway. The people who are choosing to shift their trips off of the highway do not have choices in travel options, and will therefore put additional strain on the local roadway system.

EA Appendix Q, page 25, identifies that “Tolling can encourage shifts away from single occupant-vehicle and a shift in travel time, which can reduce emissions associated with vehicle idling.” While the report notes that the Build Alternative is expected to have a relatively “small effect” on choice on travel mode in the region, it should be more clear that it is a “negligible” impact with only a shift of 800 trips regionally to transit (of the 5,245,000 trips) and an increase of only 200 Active Transportation trips of the total 1,276,800 trips across the region.

One significant reason that trips are not shifting to another mode is because other modes of transportation are not available in this area. To take a trip using transit would require two to four times as much time for most travelers.

In addition, there are insufficient bikeway facilities in the area.

- As the analysis of the bikeway facilities demonstrates, the majority have a Bicycle Level of Traffic Stress (BLTS) rating of R3 and R4, and are not expected to improve.
- As noted on page 47 of the TTR, “Most study corridors are already at the highest or worst level (BLTS 4) when considering the overall corridor as a whole.”
- The report goes on to say, “In rural areas (denoted with an “R”), shoulders are more important to the BLTS results because safety concerns tend to be higher (ODOT 2020a). All of Stafford Road, most of SW Borland and parts of 99E are considered rural.”
- Even though a significant additional volume of traffic is anticipated in these corridors with the Build Alternative, the granularity of the BLTS rating system does not demonstrate any difference with the score, with the corridor going from a BLTS 4 to a BLTS 4, which means that no mitigation for the impacts to bikeway travel were proposed through the corridor.

If tolling is expected to be a tool to reduce GHG emissions, there must be reasonable mode choices. To achieve congestion management, as identified in the Project purpose, investments in bikeway and transit infrastructure are necessary as a part of the mitigation so that people have reasonable travel alternatives. For example:

- Investments need to be made in a complete protected bikeway path throughout the corridor, including along Stafford Road, SW Borland, and parts of OR 99E.
- Bikeway improvements as well as the RFFA OR 43 Multimodal Improvement (RTP 10127) and RFFA Willamette Falls Drive Multimodal Improvements (RTP 10128) are needed to help achieve the proposed GHG emissions reductions.
- There needs to be regular, reliable transit service throughout the corridor, addressing both through and local trips, to provide a viable mode option.

The pedestrian and bicycle level of stress analysis presented in the EA does not recognize the rural nature of many of the County roadways where diversion would occur. ODOT's Analysis Procedures Manual outlines procedures for assessing rural roadways and identifying potential risks and mitigation measures.

Emissions may be reduced on I-205, but due to diversion air quality will become worse within the communities when congestion shifts. This puts more families at greater risk and may create additional hardships due to healthcare costs, missed work and permanent illness.
As with other analyses in the EA, the benefits and impacts are focused on I-205 and ignore impacts to local communities.

Additional information is needed on the economic impact to downtown Oregon City and Canby. The EA states that businesses in Oregon City and Canby would benefit from pass-through traffic, but no documentation is provided beyond that statement. What other considerations were there when making the assumption that the increase in volume would improve business? Parking is limited in some areas and thus would not support someone trying to stop on a pass-through trip. There should be a mitigation program for the businesses that may be negatively impacted in Oregon City, Canby and West Linn. More traffic volume may not be better if it is in the form of congested traffic.

On page 3-60, Table 3-30: Under the Build Alternative, the EA claims there would be higher levels of opportunity (traffic exposure-oriented) consumer spending in three commercial districts because of the projected higher traffic volumes compared to the No Build Alternative. This is questionable at best considering conditions will be gridlocked. It seems more likely that people will avoid the area due to congested conditions. Logic would imply that individuals who elect to travel longer distances to avoid the costs of tolling are less likely to be the "opportunity shoppers" referred to in Appendix F, Economic Technical Report.

Estimated toll rates are expensive; with no real rates it is impossible to say what the true economic impact will be to individuals and families. Our rough estimate given the financial data provided is that it would cost a household at least $2,000 to $2,400 per year ($166 to $200 per month).

It is not clear whether commercial use will be tolled at a higher rate. Will these costs be passed through to consumers and further exacerbate the economic hardships families and businesses experience?

On page 3-77 of the EA it states that the Project would result in the “same or improved access to jobs.” However, if a person has problems traveling to a new job now, how will tolling improve access? This is not a positive impact as stated as it is based on representative scenarios which have many technical errors (see comments under the subheading of *Social Resources and Communities/Environmental Justice*). Additionally, some representative scenarios show that EJCs and EJ communities will be forced to choose between paying a toll or traveling on a non-toll path which is more congested as a direct result of the Project (increased non-toll path travel times under the Build Alternative in comparison to the No Build Alternative). The Project creates an even larger divide between socioeconomic households at different levels and creates more disadvantages for those who already have trouble accessing jobs.

On pages 19 & 23 of the Economics Technical Report (EA Appendix F) there are contradictions: on page 19 it states that “detailed household spending is not available at the state, regional, and API levels, household income is assumed”; yet on page 23 it states “based on analysis of spending by households in the API, the existing spending by cost category can be estimated”. This contradiction needs to be explained and resolved.

Noise

Some noise level increases on local roadways are disclosed, in some places up to 6 dBA, but there is no discussion of sensitive receptors located along these segments, and whether impacts would be significant. There is also no discussion of noise thresholds for significance or local policies related to noise. Mitigation is identified for I-205 segments only. The increases in local roadway noise appear to be a significant, unmitigated impact.

While EA Appendix Q states that the Build Alternative would not have negative cumulative effects related to noise, the EA states on pages 3-66 and 3-67:

> “Along non-highway roads in the API, changes in traffic noise levels under the Build Alternative would range from 6 dBA lower to 6 dBA higher than existing noise levels because of changes in traffic volumes. The largest reduction in noise levels would occur along the segment of Willamette Falls Drive east of 19th Street, where traffic volumes would be lower than under the No Build Alternative, and the largest increase would occur along the segment of SW Borland Road east of SW Stafford Road, where traffic volumes would be higher than under the No Build Alternative. Figure 3-14 shows the estimated increases in traffic noise levels on non-highway roads under the Build Alternative as compared to existing conditions. Most locations would experience 0 to 3 dB higher noise levels under the Build Alternative compared to the No Build Alternative, which would be barely perceptible to the human ear.”

The analysis does not appear to address the potential for cumulative projects (including the RMPP) to increase traffic and therefore increase noise levels along affected non-highway roadways. The noise analysis of the Project should take into account the impacts of the RMPP

and other cumulative projects on the specific non-highway roadways that will be impacted by the Build Alternative. Mitigation needs to be identified for significant cumulative impacts.

Figure 3-13 of the EA, which depicts the noise API, does not include all of the non-highway roads that will have significantly increased traffic. This figure should be revised to address all non-highway roads that will experience notable diversion as a result of the Project. For instance, Figure 3-4 of the EA shows an 11% increase in traffic on OR 99E near Canby, which is not shown in Figure 3-13.

Some noise walls were not included as mitigation as they were not feasible from a cost perspective; because there is no feasible mitigation, the EA should disclose that a residual significant noise impact will occur which is not mitigated, thereby triggering the need for an EIS.

Social Resources and Communities / Environmental Justice

Overall, the EA does not adequately address impacts to EFCs and EJ communities. This should be a prime focus as “Impacts of tolling on communities experiencing low income” is one of the three priority issues that ODOT was directed to address by the Oregon Transportation Commission (page 1-2 of EA).

The EFCs and the EJ communities will experience the impact of diversion during pre-completion tolling, and this is not addressed in the EA. There are high concentrations of these communities in several of the areas where impacts to the transportation system have been clearly identified in the EA, especially near OR 99E, from Jennings Avenue south through Oregon City, as well as in Canby and the surrounding areas. The EA must document how these areas will be impacted in the pre-completion tolling scenario.

The base map used in almost all of the figures inaccurately displays the “urban area” in this section, and throughout the document. For example, the industrial areas east of I-205 along OR 212 and the Clackamas Town Center area north of OR 224 and west of I-205 are both fully developed and highly urbanized. The EA maps appear to be displaying incorporated areas and census designated places, but this does not properly identify what is “urban” according to US Census data. The maps should be revised to utilize the 2010 or 2020 Urban Area as defined by the US Census Bureau. This revision would accurately show additional urban areas within Canby, Oregon City, West Linn, and other jurisdictions.[7]

While it is noted on page 35 of EA Appendix Q that, “In the short-term it is possible that the construction of the Build Alternative and the RFFAs could overlap leading to detours and travel time delay for people accessing social resources,” it is much more likely that the implementation of pre-completion tolling will create delay for people to access social resources, and that some

[7] For reference, the US Census 2010 Urban Areas map for this area is available online at: https://www2.census.gov/geo/maps/dc10map/UAUC_RefMap/ua/ua71317_portland_or--wa/DC10UA71317.pdf

of the critical active transportation RFFAs will not be constructed due to lack of funding, further negatively impacting EFCs and EJ communities.

There is a need for active transportation investments throughout the corridor -- not just spot improvements at very minimal locations -- so that persons with low income and other EFC/EJ communities have choices of different modes. Page 27 of EA Appendix Q identifies that a "historic lack of transportation improvements and investment in these communities has led to increased safety risks, including risk of traffic fatality and limited access to transit and active transportation networks (Oregon Walks 2021; Cohen and Hoffman 2019)". As a part of this Project, this needs to change. Unfortunately, the proposed mitigation does not sufficiently address these issues faced by EFCs or EJ populations.

Page 28 of EA Appendix Q states that the "Build Alternative would have beneficial or neutral effects on environmental justice populations related to access to social resources and travel times, air quality, roadway safety, and travel mode shift" and goes on to say "with the implementation of mitigation measures, no disproportionately high or adverse effect on environmental justice populations would occur under the Build Alternative. **The RFFAs would also be required to mitigate any disproportionately high and adverse effects on environmental justice populations** (emphasis added in bold)."

Overall, it appears that the RFFAs are needed to address the impacts to EFCs/EJ communities and should be included in the mitigation measures that are constructed with the Project.

The analysis of both Social Resources and Communities and EJ (Appendices I and J) relies on Representative Scenarios, which included trips that started in areas with higher concentrations of EFCs and ended in areas with social resources. Representative Scenarios 1 and 8 describe people who will now be forced to choose between paying a toll or taking a non-toll route that is now longer and less safe due to the Project (the Build Alternative increases volumes and travel time in comparison to the No Build Alternative). This is a significant and unmitigated impact created by the Project that disproportionately affects EFC/EJ communities on the outskirts of the proposed tolling location. Further, all Representative Scenarios could be affected by the RMPP and thus do not accurately assess cumulative conditions.

Other technical issues with the representative scenarios that were used are listed below. In addition to the issues noted, all of these scenarios assume bus routes that are undefined and do not correspond to claims of travel time estimations. In giving alternative travel options (public transport, bus, etc.), far more specificity is needed as to which specific routes will yield equivalent or less travel times.

Scenario Description 2

- The map is inaccurate and shows a trip from Rivergrove to Oregon City, not Tualatin to Oak Grove.
- There is direct transit that should be added, and it would require 1 hour and 52 minutes to make the trip.

Scenario Description 3

- The scenario describes going to a farm outside of Oregon City, but the map shows traveling to the hilltop/central Oregon City.

Scenario Description 4

- This scenario does not travel through the toll corridor.
- The scenario indicates that there would be no difference in travel time between Wilsonville and Portland between Existing Conditions and the year 2045. Also, this would indicate that the tolling on I-205 has no impact to travel time on I-5. Are these conclusions accurate?
- The assumed toll-free travel route does not align with plausible navigation decisions.

Scenario Description 5

- This scenario does not travel through the toll corridor.
- The scenario describes a student living in SE Portland, but the map has the person traveling from Clackamas Town Center, which is in unincorporated Clackamas County (likely with a Happy Valley zip code).
- The travel time range of 1-2 hours is extremely large in comparison to the “minute” of travel time savings for automobiles using the freeway.
- The trip cannot be done as described. The assumed toll-free travel route does not align with plausible navigation decisions.

Scenario Description 6

- The map does not display a trip from Rivergrove to Oregon City; it shows a trip from Tualatin to Oregon City.

Scenario Description 7

- How would the No Build Alternative increase travel time by 10 minutes at 11 PM?

Scenario Description 12

- The map is incorrect and does not match the scenario description.
- McLoughlin Promenade is located in Oregon City, not Gladstone.

Scenario Description 16

- The toll path under this scenario does not provide an improved travel time.

Scenarios 9, 10, 11 and 15

- The assumed toll-free travel routes do not align with plausible navigation decisions.

The Social Resources and Communities Technical Report (EA Appendix I), Section 7 discusses short-term and long-term impacts.

- The impacts of tolling and congestion pricing happen immediately and in the near term. All of the items listed in Section 7.2 need to be incorporated into Section 7.1 Short Term Impacts.
- When describing long-term impacts in Avoidance, Minimization, and/or Mitigation Commitments in both the Social Resources and Communities Technical Report

(Appendix I of the EA, pages 57-58) and Environmental Justice Technical Report (Appendix J of the EA, pages 50-51), three different options are summarized for how the Oregon Transportation Commission (OTC) will develop the Low-Income Toll Program. Those options range from:

- (1) toll discounts and exemptions;
- (2) providing focused discounts for more specified demographics based on specific income levels, and
- (3) using a verification process that leverages existing low-income service programs or exploring self-certification to qualify for enrollment.

These options need to be exercised as early as possible in the pre-completion tolling period to allow efficient and measured pre-implementation and implementation of one or more of the OTC's Low-Income Tolling options. The report does not provide a realistic timeline of preparing for option three, in particular. We strongly recommend that the OTC give as much time and resources to existing low-income service programs to help implement a feasible verification process.

There was no discussion about the disproportionate impact on populations relying upon transit, and the lack of transit resources within and through the corridor. Also, the lack of other complete bikeways through the corridor limits the fare-free options for people who do not drive. While the low-income toll program addresses the disproportionate burden on low-income populations, the Project is not making any significant improvements to transit or bikeways which could be alternative modes for people taking trips through the corridor. In the Cumulative Impacts Technical Report (Appendix Q of the EA), there is a continued reliance upon the RFFAs to provide the benefits for cyclists and pedestrians.

Social services are offered during business hours, which are during peak travel times. The cost to get to appointments will not lessen if people receiving the services have to pay the tolls or take alternative routes. Instead the time to get to appointments and cost will increase, adversely impacting those individuals even more.

How will penalties impact those who can least afford tolling and how might those create further financial hardships?

While the EA states that "ODOT is prioritizing equity throughout the Project development process" (EA page 1-6), the Project fails to achieve equity-related goals for historically underserved and disproportionately affected communities.

- The Project does not increase access to job centers or other important community centers. In fact, it would represent a new financial burden through use of a toll path, or reduced access through a longer, more congested, and less safe non-toll path.
- The Project shifts air quality effects from I-205 to surrounding communities.
- The Project may negatively impact local businesses in underserved communities.
- The Project does not enhance or expand multimodal transportation choices.

Land Use

The Land Use API needs to be expanded to include areas of significant diversion and mitigation. For example, Willamette Park and Fields Bridge Park should be considered as they will be impacted by diversion.

We are concerned with the compliance/consistency analysis for following items:

- Oregon Highway Plan (OHP) Policy 1F and Policy 1G Action 1G 1
- Oregon City Transportation System Plan
- West Linn Comprehensive Plan Goal 12, Chapter 2 *Goal 4: Maintain, protect and improve the existing transportation system*
- Stafford Hamlet Community Vision – Goal to Minimize additional traffic and infrastructure impacts

There is no discussion of compliance or consistency with OHP Tolling and Congestion Pricing Policy Amendment, which was adopted by the OTC on January 12, 2023. Goal 6 supports investments in multimodal access and addressing impacts to neighborhood health, safety and congestion.

The Land Use review only takes into account areas within 100 feet of I-205. The land use impact of the diversion on to the local roads is not taken into account. Land use review should be conducted along all of the primary diversion routes that will have an increase in daily traffic volume due to the implementation of tolling.

Land use for the Stafford area is guided by a 3-party agreement which allows for the cities to begin concept planning the area for urban uses upon completion of the improvements along I-205. The land use discussion should analyze the indirect growth-inducing impact of urbanization of the Stafford area which will be caused by the Project.

The Oregon City Arch Bridge should also be evaluated as a 4(f) resource in the land use section. Before approving a project that uses Section 4(f) property, FHWA must determine that there is no feasible and prudent alternative that avoids the Section 4(f) properties and that the project includes all possible planning to minimize harm to the Section 4(f) properties. The Project will result in the increased use of the Arch Bridge (a 40-50% increase in daily volumes), and feasible and prudent alternatives must be further evaluated. A managed toll lane or alternative non-toll funding sources are feasible and prudent alternatives.

The EA should disclose if any County planning permits are required as a part of the Project or mitigation. County right-of-way (ROW) permits will be required for mitigation projects in County ROW.

Historic and Archaeological Resources

The historic and archaeological API should be expanded to include areas of significant traffic diversion, as well as transportation mitigation measures that would involve visual changes or ground disturbing activities. Due to the narrow nature of the API for the Historic and Archeological Resources section, the report does not address the impact to the extremely important resource of the historic Highway 43 Arch Bridge which connects Oregon City and West Linn. It will be the only toll-free crossing option between Oregon City and West Linn with the implementation of tolls and congestion management. The County requested a discussion of the issues related to the Arch Bridge and the condition of the bridge in our September 15, 2022 comment letter on the Draft TTR.

The Oregon City-West Linn Pedestrian Bridge Concept Plan report outlines the historic significance of the bridge, as well as the need for improvements to the pedestrian and bikeway access in this area.

Figure 5-11 in the TTR specifically identifies an expected increase of 40-50% in daily volume of traffic across the Arch Bridge. There needs to be greater detail provided on impacts of the increased daily volume on this resource, as well as the impact of this increased volume on the local circulation in downtown Oregon City. While there may be existing or cumulative capacity issues with the Arch Bridge, an increase of 40-50% would mean the Project contributes significantly to a cumulative impact. If there is no feasible mitigation to bring conditions to an acceptable level of service, an EIS should be prepared rather than a FONSI.

Biological Resources

The EA does not disclose the potential secondary impacts from mitigation on vegetation, wildlife, wetlands, and water resources. The EA should describe which mitigation measures would require work outside of the developed right-of-way and whether these measures would impact biological resources. Proposed mitigation includes roundabouts which could impact undeveloped areas next to the right-of-way.

Public Involvement / Agency Coordination / Consultation

The 60-day public comment period provided by ODOT was woefully insufficient for the public to review and evaluate 3,000 pages of text and several very complicated models. While shorter public comment periods may be the standard practice in other states where tolling is normalized, this will be Oregon’s first toll program in the Portland metropolitan area and the first toll program in the State applied to roadways, not just bridges. It is imperative that it is done correctly. Indeed, the public engagement report only details a 10-week period from August 3rd to October 15, 2021 and no other public engagement before and after that period. Instead, ODOT is rushing to implement a project that is based on inadequate and deficient data and analysis, significantly increasing the likelihood ODOT will make mistakes that will negatively affect the communities we are elected to represent for years to come. Thus, it would be

appropriate and prudent for ODOT to extend the public comment period, as is allowable under the NEPA regulations.

Further, governmental agencies and the public experienced several roadblocks that inhibited their ability to review and comment on the EA. For example, the EA, appendices and associated materials were initially published only in English and translated materials were not available for several days. The public engagement report notes that outreach included "[d]istributing flyers containing information about the Project and the comment period in English and Spanish to the Borland Road Free Clinic and Tualatin School House Food Pantry along I-205." ODOT should have distributed flyers to sites in West Linn, Oregon City, or other portions of Clackamas County.

The public hearings and public in-person information sessions were poorly publicized and held during typical working hours. Particularly underserved communities cannot take time off of work and risk lost income to attend these informational sessions. Additional informational sessions on the EA should be held outside of normal office hours, particularly in areas of environmental justice concern.

V. Conclusion

The full extent of environmental impacts from the Portland Metro Area Value Pricing Project (or the first phase of the Oregon Toll Program) needs to be evaluated. We must understand the combined impacts of tolling on I-205 and the RMPP to enable the development of appropriate mitigation and informed decision making. The County cannot afford to invest in mitigation projects only to find out that the RMPP makes them stranded investments, or simply the wrong investments. The County has raised this and other key issues throughout the process, yet these concerns remain ignored.

At this time, it is essential that a FONSI is NOT issued, and that ODOT/FHWA be required to complete an EIS. The EIS should include the information that has been identified as missing or needed to supplement the current analysis. Substantial new technical information and analysis is needed to truly understand the impacts of the Project and required mitigation – this includes, but is not limited to:

- Modeling the impacts of implementing the RMPP at the same time as I-205 tolling
- Modeling the impacts of pre-completion tolling (with and without the RMPP)
- Fully evaluating and modeling an alternative with a completed six-lane facility and no tolling

We look forward to receiving your response to our comments and would welcome an opportunity to discuss our concerns further with key ODOT representatives. Our goal is to partner with ODOT to provide for the safe travel of all of our residents, businesses, visitors, and the movement of freight, regardless of the facility that people use to move within and to/from the County and our local cities.

Clackamas County Coordinating Committee

April 10, 2023

Mandy Putney
Oregon Department of Transportation
Urban Mobility Office
355 Capitol Street NE, MS 11
Salem, OR 97301

Via email

Dear Ms. Putney:

Thank you for the opportunity to comment on the I-205 Toll Project Draft Environmental Analysis (EA) published by the Oregon Department of Transportation (ODOT) in February 2023. The Clackamas County Coordinating Committee (C4) hosts representatives of communities from across the county, including the proposed toll area and areas of impact. Our comments represent a unified voice on the proposed project from the County, cities, special districts, and community representatives who comprise C4.

C4 has commented on the progress of the I-205 capital and toll project since 2017. The primary reason our communities have long advocated for a solution to the bottleneck created by the last two-lane segment of I-205 in Oregon, which was that it caused highway drivers to reroute into local neighborhoods for years.

We have major concerns with ODOT's modeling, analysis, proposed mitigations, and overall process related to the development of the toll project and Draft EA. Many of our jurisdictions are providing detailed technical comments in separate letters. Our comments are intended to highlight our most significant issues in the Draft EA.

First, ODOT has not adequately demonstrated how the Build Alternative would reduce diversion from the highway onto local streets, and thereby improve traffic safety both on and off the tolled system. Currently, traffic diverts off I-205 onto the local system due to the bottleneck created by the last remaining two-lane section of I-205 in Oregon; tolling would induce additional diversion as drivers make an economic choice to avoid the toll.

The Draft EA presents multiple goals relating to diversion and safety, including "limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods."[1] However, ODOT's analysis shows alarming traffic changes at multiple arterial locations, including increases of 86.5-114.5% along routes that

[1] I-205 Toll Project Environmental Assessment, Oregon Department of Transportation, February 2023; page 1-7

are popular for diversion today.[2] The comparison of daily traffic volumes shows a 25% decrease in traffic on I-205 under the build scenario and a corresponding 31% increase on SW Borland Road east of SW Stafford Road as well as an 11% increase on OR-99E through Canby.[3] Additionally, ODOT failed to study several intersections that already see significant diversion today.

ODOT has suggested that drivers would change their mode of travel due to tolling, using transit or active transportation as an alternative. However, our communities face a severe lack of transit, both in terms of convenient access and frequency. We understand that there is a restriction in the Oregon Constitution on the use of certain funds for transit—we have not received a clear response from ODOT whether improved transit would be an allowable use of tolling revenues. Furthermore, the EA studied how tolling would affect transit times for the existing system, but did not perform a comprehensive evaluation of the needed transit system to make it a viable alternative to driving.

Amalgamating tolling (a financial mechanism new to the region that will create diversion) with a capital project (to relieve a bottleneck and reduce diversion) conceals the impacts caused solely by tolling, particularly in light of those two components being fundamentally at odds with each other in terms of diversion. **We conclude that a suite of alternatives, including construction of the capital project without tolling, would be the best mechanism for affected communities to understand both the bifurcated and comprehensive impacts of ODOT's proposal.**

Second, economic impacts on our communities have not been fully addressed. The economic analysis is fraught with assumptions, as ODOT places great emphasis on the creation of short-term construction jobs but fails to consider impacts to local small businesses on a sufficiently granular and localized scale. [4] As representatives of urban, suburban, and rural communities in Clackamas County, we are deeply concerned that the plan as proposed would economically disadvantage our communities while communities in Washington and Multnomah counties continue to prosper.

ODOT claims that "additional business revenues and employment in nearby commercial areas [will result] from projected changes in traffic volumes due to vehicles rerouting off I-205."[5] We are concerned about economic impacts spreading across the region and state as two things happen simultaneously—businesses raise prices to build the cost of tolling into their bottom lines, and toll-payers reduce spending on goods and services to balance their personal budgets.

Yet the residents and business owners we talk to have expressed deep concern about diversion resulting in gridlock on local streets. Small businesses, in particular, are concerned about financial detriment from customers choosing not to traverse the tolled corridor or gridlocked side streets. Residents are concerned

[2] I-205 Toll Project Environmental Assessment Transportation Technical Report, Oregon Department of Transportation, February 2023; page 64
[3] I-205 Transportation Technical Report; page 73
[4] I-205 Toll Project Environmental Assessment Cumulative Impacts Technical Report, Oregon Department of Transportation, February 2023; page 26
[5] Environmental Assessment; page 3-124

about safety for kids and seniors as well as the potential for property values to decrease in high diversion neighborhoods.

In fact, because modeling has only been performed at 'peak' hours, there is no way to understand how tolls would affect economic or tourism activity in the evening or on weekends. **Therefore, it is essential that the economic analysis must be more localized and potentially add further mitigations, particularly along local main streets in Oregon City, West Linn, and Canby where diversion is expected to be highest.**

Our concern extends to the broader economic impacts to individuals who need access to work, school childcare, healthcare, and other fundamental needs and cannot change their schedule to access off-peak toll rates. We also are concerned about the localized air quality and noise impacts for nearby neighborhoods and schools.

Third, there is a continued lack of financial transparency from ODOT. Local jurisdictions have asked ODOT repeatedly for comprehensive, transparent financial information. It was only after a community group submitted a public records request that ODOT shared the Level 2 Traffic and Revenue Study with impacted jurisdictions. The Level 2 Traffic and Revenue Study shows that projected tolling revenues would finance $500-800 million in construction funding.[6] That amount is insufficient to complete the capital project and construct NEPA-required and locally preferred mitigations.

We cannot accurately evaluate the adequacy of mitigation proposals without a complete revenue picture, including an understanding of how ODOT plans to pay for the complete project and share revenue with local jurisdictions to address costs associated with diversion including future mitigations, local capacity projects, and increased maintenance.

Finally, the Draft EA fails to fully consider cumulative environmental impacts, particularly in light of ODOT's parallel project, the Regional Mobility Pricing Project (RMPP), which proposes congestion pricing along the same corridor as the I-205 Toll Project.[7] We believe RMPP should be considered a Reasonably Foreseeable Future Action, as its environmental review is underway with a Scoping Comment Period held from November 18, 2022 to January 6, 2023.[8] ODOT should analyze the impacts of all proposed projects within the Urban Mobility Office to develop an implementation strategy that has the least impacts on the local system.

[6] Fact Sheet: I-205 Toll Project Level 2 Toll Traffic and Revenue Study, Oregon Department of Transportation, December 16, 2022; page 4
[7] Regional Mobility Pricing Project: Proposed Action for NEPA Analysis, Oregon Department of Transportation, November 2022; pages 1, 5
[8] Regional Mobility Pricing Project Scoping Comment Period, Oregon Department of Transportation, https://www.oregon.gov/odot/tolling/Pages/RMPP-Scoping-Comment-Period.aspx (accessed March 27, 2023)

Furthermore, ODOT staff has stated the I-205 Toll Project would fund the back office for statewide tolling projects, including RMPP and the Interstate Bridge Replacement.[9] Shifting this statewide financial burden to our local communities is unfair.

Noting the above comments, in conjunction with the additional technical comments from local jurisdictions, the C4 members request a full Environmental Impact Statement for the I-205 Toll Project alongside FHWA direction to coordinate the I-205 Toll Project alongside the Regional Mobility Pricing Project for the purposes of comprehensive environmental analysis.

As our jurisdictions and technical experts weigh in on the substance of the EA, C4 reserves the right to supplement our comments.

Thank you again for the opportunity to comment.

Sincerely,

Paul Savas, Commissioner
Clackamas County
C4 Co-Chair
R1ACT Vice Chair

Brian Hodson, Mayor
City of Canby
C4 Co-Chair
R1ACT Member

CC: Kris Strickler, ODOT Director
Keith Lynch, FHWA

C4 Membership: Clackamas County; the Clackamas Cities of Canby, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, Tualatin, West Linn, Wilsonville; Clackamas CPOs, Hamlets, and Special Districts; Ex Officio Members including Metro, MPAC Citizen, Port of Portland, Urban and Rural Transit

[9] Mandy Putney, Oregon Department of Transportation Urban Mobility Office Strategic Initiatives Director, via email to Clackamas County staff, January 5, 2023

Oregon TECH
Oregon Institute of Technology

Oregon's Polytechnic University

Industry's University in Wilsonville: Local University with Global Impact

Nagi G. Naganathan, Ph.D., ASME Fellow
President

Celebrating 75 years of Applied Learning

Wilsonville City Council

May 1, 2023

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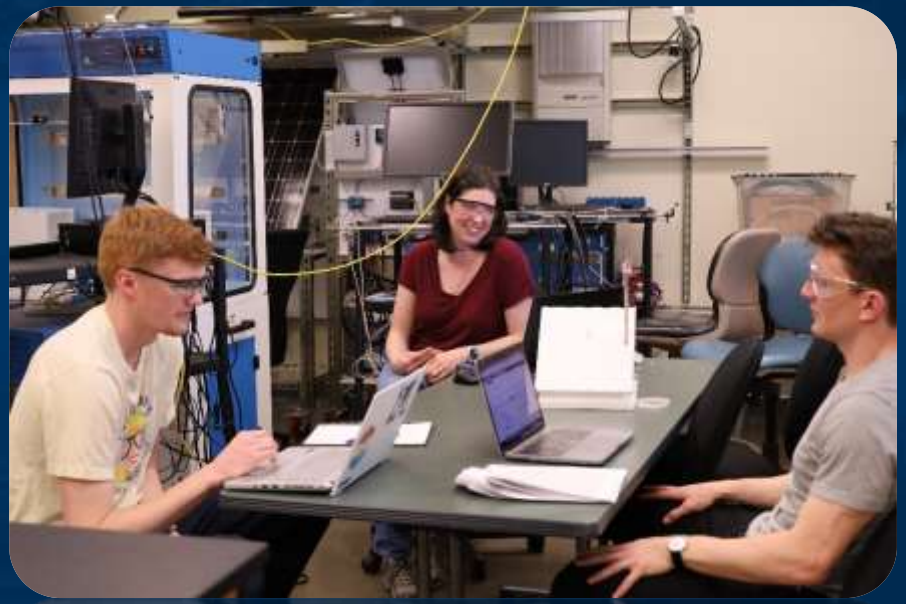
Oregon's Polytechnic University



- Oregon's only polytechnic university
- STEM-H academic focus
- Personal, hands-on learning environment: applied undergraduate & graduate programs
- Strong presence in both rural and suburban Oregon
- Meeting Oregon's workforce needs for high-demand occupations
- Graduates earn high starting salaries and jobs with real impact

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Graduate Success Rates Lead the State

RETURN ON INVESTMENT
#1
IN OREGON
PAYSCALE COLLEGE ROI

REGIONAL COLLEGES WEST*
#2
TOP
PUBLIC SCHOOLS
2023

AVERAGE STARTING SALARY
$60K
PER YEAR
FOR OREGON TECH GRADUATES

BEST UNDERGRADUATE ENGINEERING*
#29
2023

*2023 *U.S. News and World Report* "Best Colleges"

Georgetown University Ranking (2022)

#1 in Oregon

GEORGETOWN UNIVERSITY
Center on Education and the Workforce

National

- **Top 3% of 4,500 universities & colleges in the nation** for long-term return on investment

Oregon

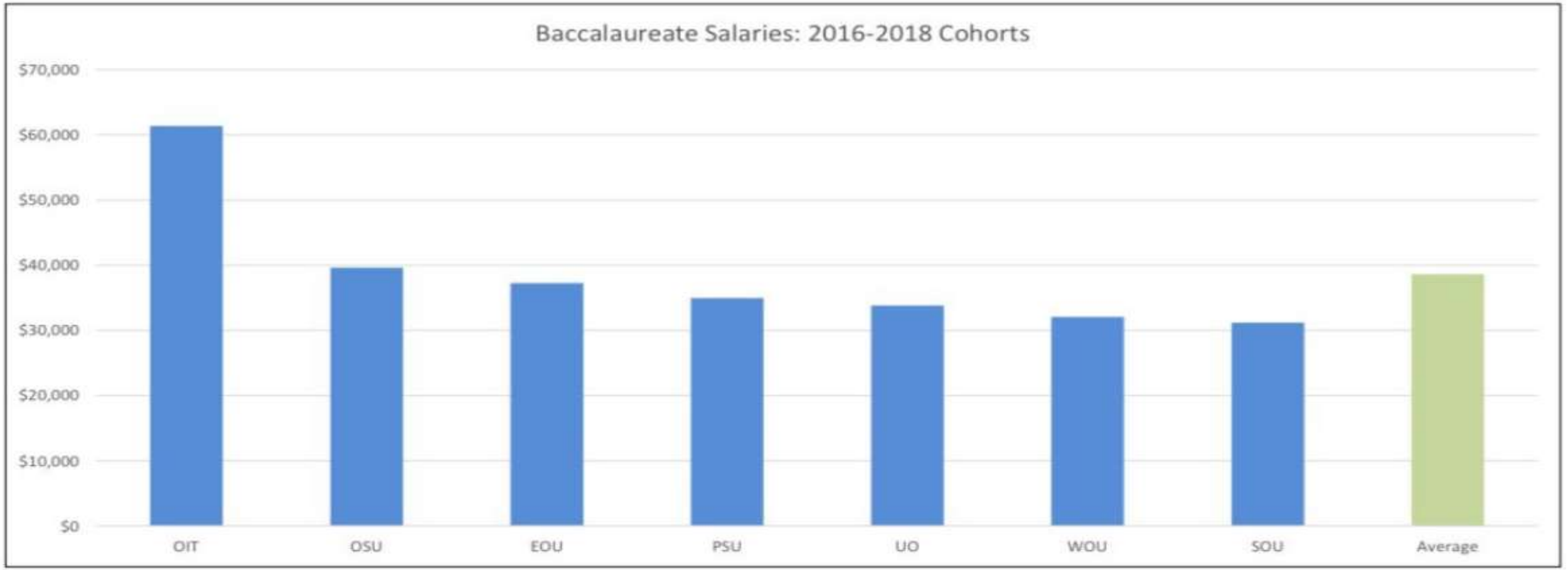
- Top university among Oregon's public & private 4-year colleges & universities in 30 Year NPV

30-Yr Net Present Value

University	Rank
Oregon Tech	160
Oregon State (Cascades)	471
Oregon State	532
Univ of Oregon	668
Portland State	715

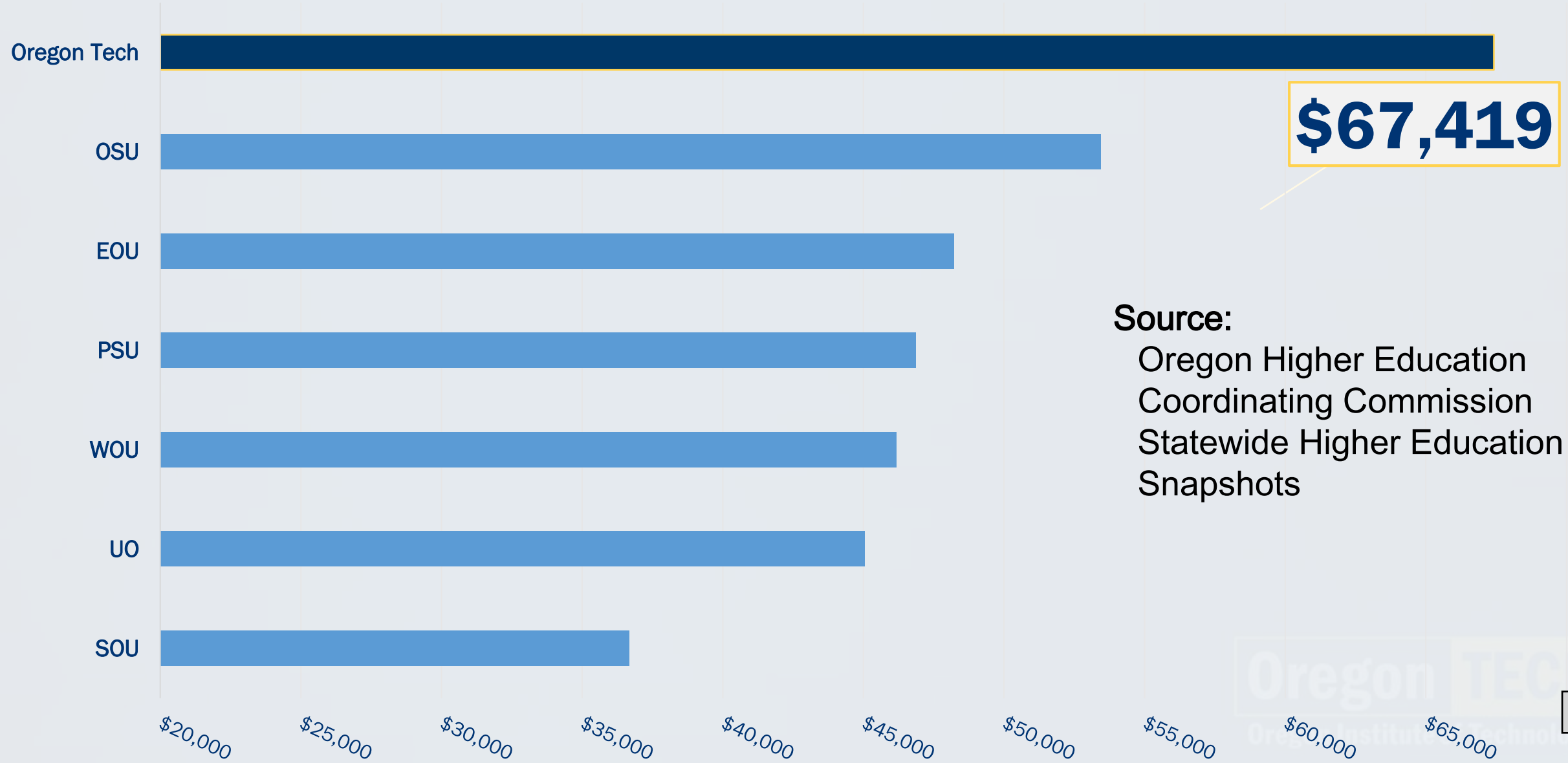
Median Annual Earning: 1 Year After Graduation

Data Source: United States Census Bureau
Post-Secondary Employment Outcomes
Criteria: 2016-18 Baccalaureate cohorts, 1 year Postgrad - 50 percentile



	OIT	OSU	EOU	PSU	UO	WOU	SOU	Ave
Baccalaureate Salaries: 2016-2018 Cohorts	$61,381	$39,620	$37,244	$34,965	$33,819	$32,064	$31,179	$38,610

Median Annual Earning: 5 Years After Graduation



Source:
Oregon Higher Education Coordinating Commission
Statewide Higher Education Snapshots

Growing Footprint in Oregon & Region

Oregon Tech offers degree programs at locations throughout Oregon (and beyond) to meet the needs of students seeking a top quality, hands-on education.

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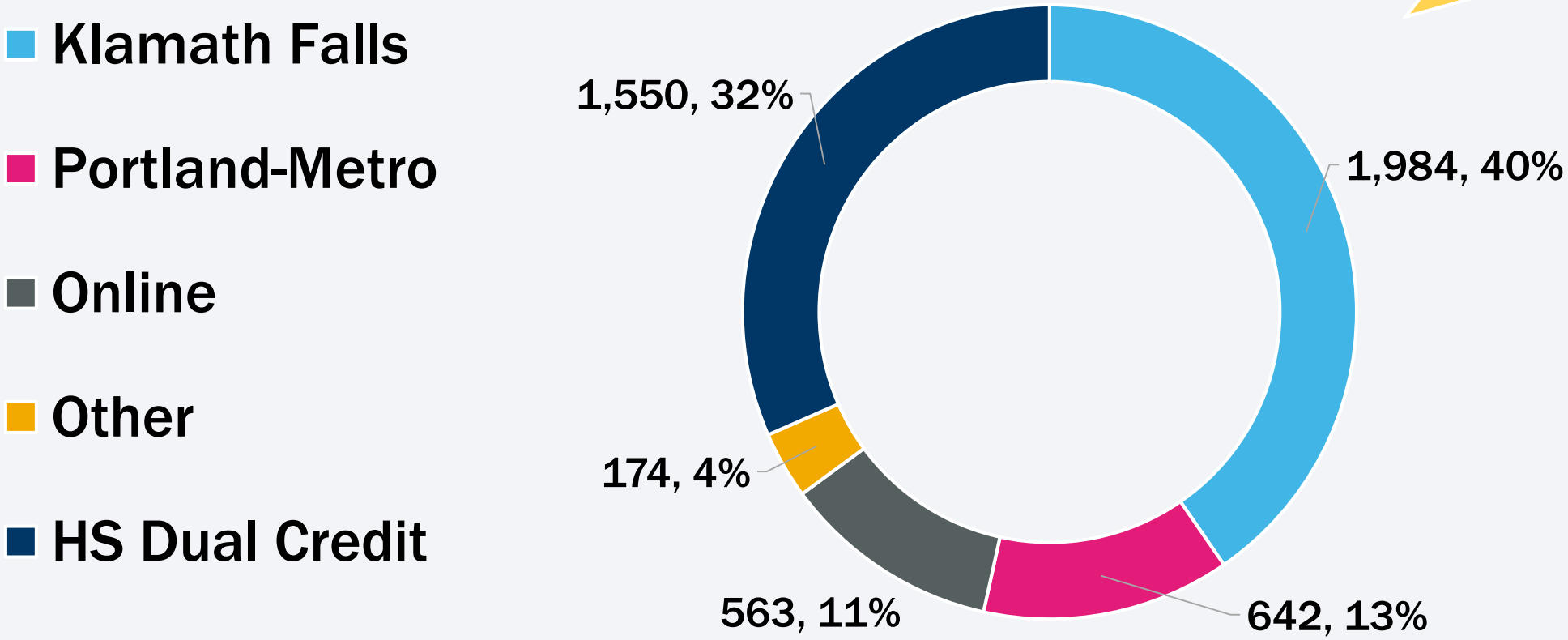
University Enrollment

Students from all 36 Oregon counties

4th Week Total Enrollment
Fall 2022



27% ↑ New First-Time Freshmen over the last 5 years

Fall 2022 Enrollment

Department	Portland-Metro	Other Campuses & Sites
Electrical & Renewable Energy Eng.	124	106
Computer Systems Eng. Technology	123	193
Business Management	117	338
Manufacturing & Mechanical Eng.	96	351
Medical Laboratory Science	90	7
Emergency Medical Services	52	-
Other Areas	40	1,726
SUBTOTAL	**642**	**2,721**
High School Dual Credit		
(Clackamas, Washington, Marion, Multnomah, Yamhill)	982	
Other Counties		568
Total	**1,624**	**3,289**

Academic Programs in Wilsonville

17 programs offered in Wilsonville and Canyon Creek

Applied Sciences and Communication

- Applied Behavior Analysis
- Applied Psychology

Business and Technology

- Business
- Cybersecurity
- Health Informatics
- Health Care Management
- Information Technology
- Operations Management
- Technology and Management

Computers, Engineering, and Technology

- Electrical Engineering
- Electronics Eng Tech
- Embedded Sys Eng Tech
- Engineering
- Manufacturing Eng Tech
- Mechanical Engineering
- Mechanical Eng Tech
- Renewable Energy Eng
- Software Eng Tech

Health and Science

- Emergency Medical Services
- Medical Laboratory Science
- Paramedic Education Program

Oregon Tech Student Achievement

- Oregon Tech-OHSU program graduated 34 students from Oregon's only Medical Lab Science baccalaureate program.
- Oregon Tech software graduate Simeon Florea finds home at DWFritz in Wilsonville.
- Oregon Tech student installs solar panels in typhoon-torn Philippines town.
- Renewable Energy Engineering students at Oregon Tech chosen as regional finalists in Department of Energy competition.

Simeon Florea at the Portland-Metro campus

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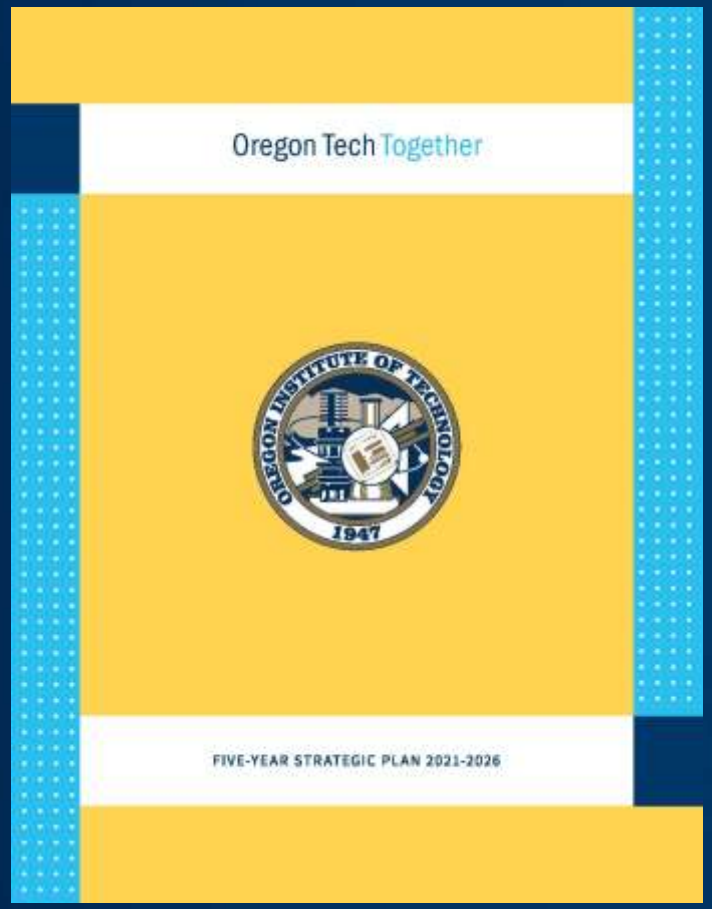
2021-26 Strategic Plan



Oregon Tech will be a student-centered, world-class polytechnic university that inspires students to become tomorrow's leaders

STUDENT SUCCESS | **INNOVATION** | **COMMUNITY** | **INSTITUTIONAL EXCELLENCE**

Industry's University

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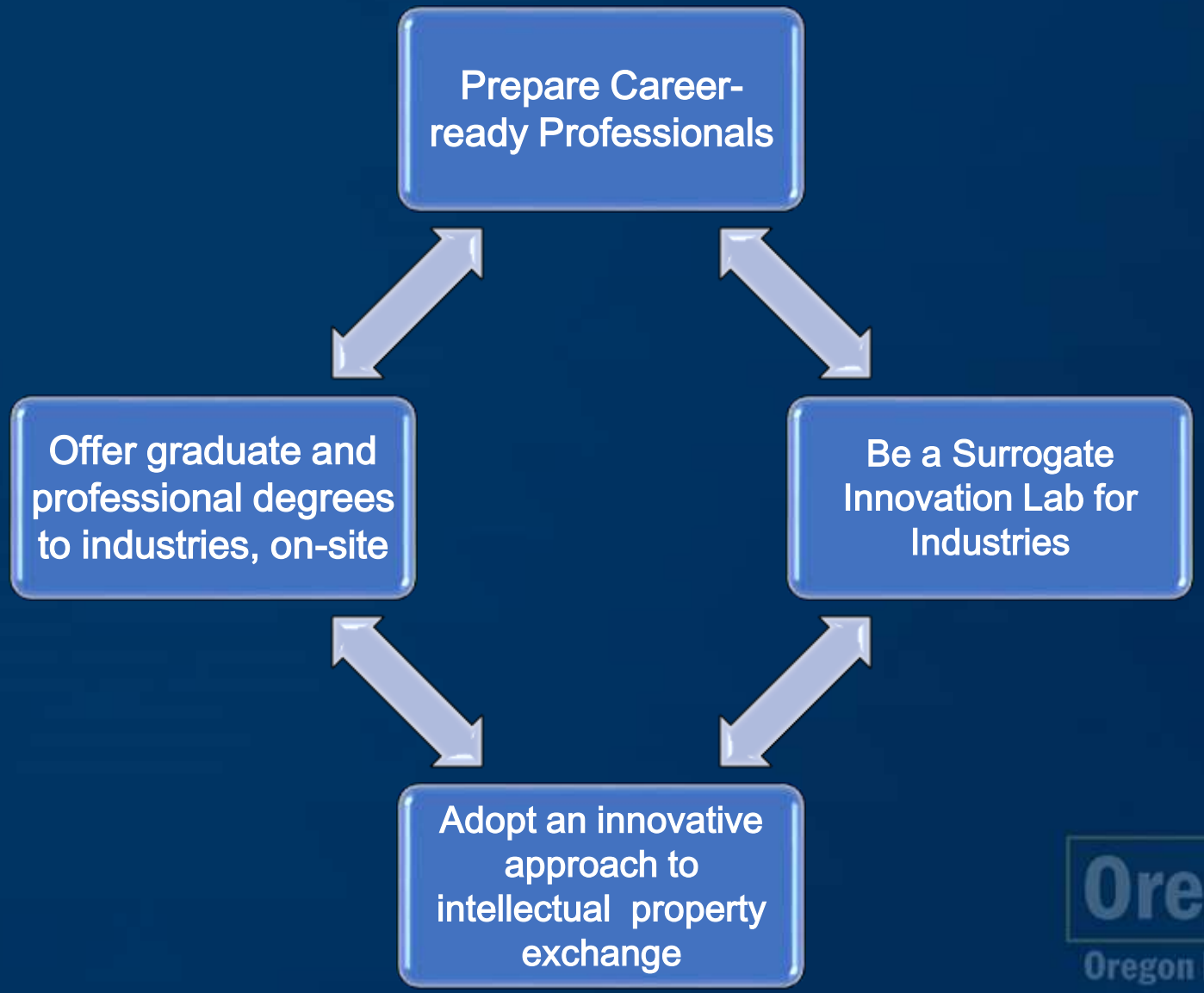
Industry's University: A destination for distinctive professionals



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Faculty Research Spotlight

Rapid Tooling with Additive Manufacturing

Applied Research Overview; M. Saber (OIT), August 2021

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Oregon Manufacturing Innovation Center R&D (OMIC R&D)

Public/private partnership

41 MEMBERS

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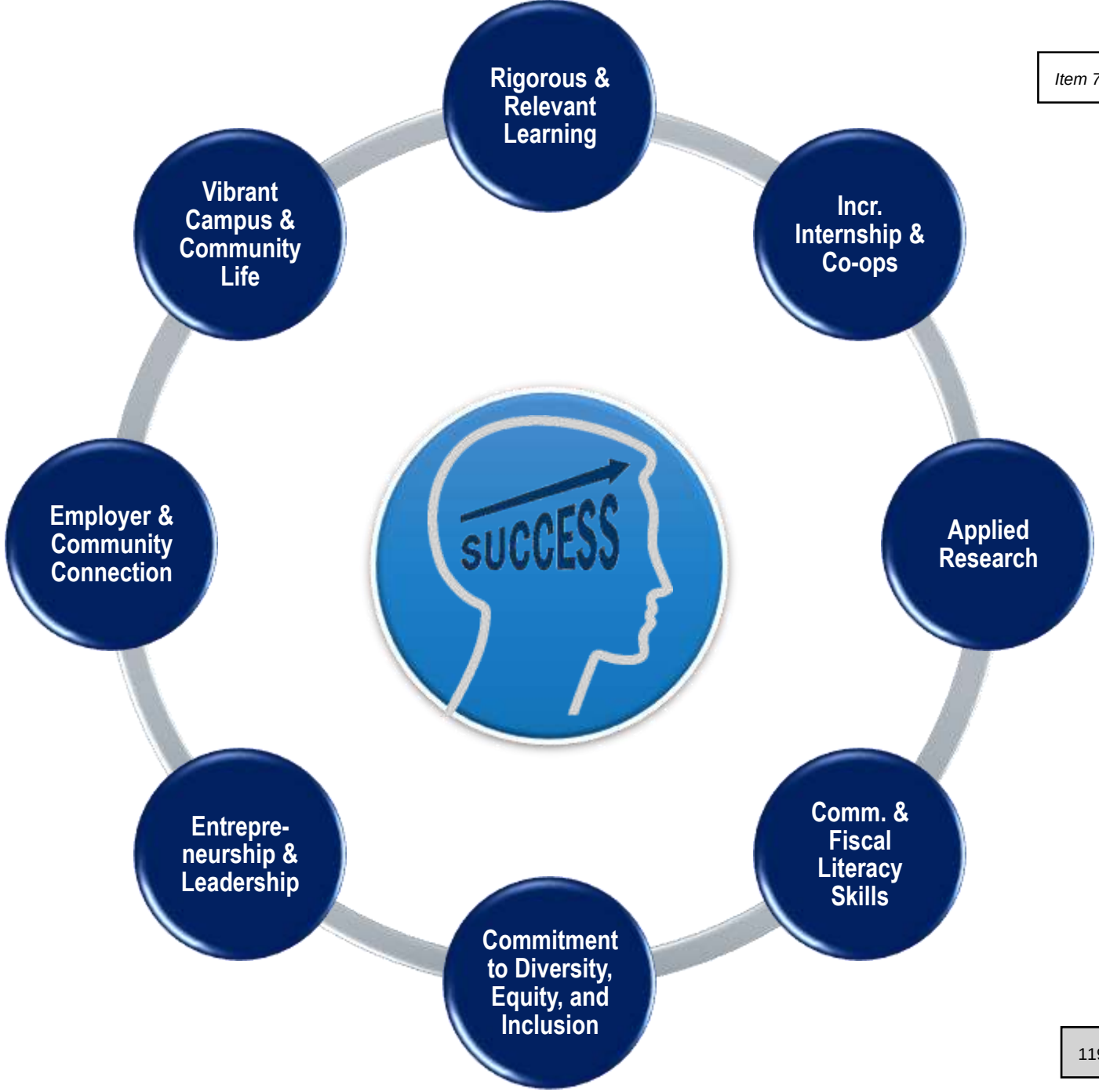
Absolent · ATI · AXILE · Capture 3D · Caron Engineering · CGTech VERICUT · Cöbot Team · DAIMLER · Doosan Machine Tools · EDGE Technologies · Ellison Technologies · GEFERTEC · HAIMER · HANGSTERFER'S · HEIDENHAIN · ph HORN ph · IEMCA · IMS · KENNAMETAL · Mahr · Mastercam · Mitsubishi Materials · Oregon Tech · Oregon State University · OREGON TOOL · OSG · PGE · Portland State · SANDVIK Coromant · Schaeffer's · SECO · SILVER EAGLE · SMW AUTOBLOK · SUGINO · SUMITOMO · TMT · TSUGAMI · VIGOR · WFL

Student Success Goes Beyond the Classroom

Preparing Students for life – not just for a career.

A visible ecosystem surrounding our students to promote a mindset of success.



Opportunities & Challenges in Wilsonville

- Preferred Majors & Industry Proximity
- Better Access & Awareness
- Student Dilemma ➔
  - employment opportunities vs. continuing education
- Capital Projects & Affordable Housing
- Community Engagement & Ambassadorship

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Kimberly Koops
Assistant Vice President, Government Relations
Email: kimberly.koops@oit.edu

WILSONVILLE
OREGON

CITY COUNCIL MEETING
STAFF REPORT

Meeting Date: May 1, 2023	**Subject: Resolution No. 3032** A Resolution to Allocate Community Cultural Events and Programs Grant Funds for Fiscal Year 2022/2023 **Staff Member:** Erika Valentine, Arts & Culture Program Coordinator **Department:** Parks and Recreation
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:** N/A
Staff Recommendation: Staff recommends Council adopt the Consent Agenda.	
Recommended Language for Motion: I move to approve the Consent Agenda.	
Project / Issue Relates To: Community Cultural Events and Program Grant	

☒Council Goals/Priorities Establishment of an Arts and Culture Commission – Fund allocation of the Community Cultural Events and Programs Grant.	☐Adopted Master Plan(s)	☐Not Applicable

ISSUE BEFORE COUNCIL:
Consider funding the Community Cultural Events and Programs Grants for FY 2022/2023.

EXECUTIVE SUMMARY:

The Community Cultural Events and Programs Grant (CCEP Grant) replaced the Community Tourism Grant which for the last 20+ years has funded ongoing community events such as the Wilsonville Arts Festival, the Wilsonville Rotary Summer Concert Series and Fun in the Park, as well as funding other arts, culture and heritage related programs such as Public Art, Wilsonville Theatre and Boones Ferry Historical Society projects. Given the prior applicant and award history of the previous grant, the intention of the CCEP Grant is to tighten the scope in order to focus funding in support of arts, culture and heritage programs while still ensuring funding access to many of the past recipients. The restructuring of this grant was a priority in this year's Arts, Culture and Heritage Commission work plan. City Resolution No. 3007 (November 2022) authorized the Arts, Culture and Heritage Commission to administer and recommend funding of the Community Cultural Events and Programs Grant.

The grant is intended to aid Wilsonville non-profit organizations to produce projects, programs, or events that promote arts, culture, history, and heritage; and for festivals and special events for the benefit of the Wilsonville community. The grant program seeks to stimulate participation in local culture.

The grant focus and types of projects to be considered was intentionally created to be wide-ranging and purposely open-ended.

Types of Projects to be considered:

- A new project or event that would further arts, culture, history, or heritage for the benefit of the Wilsonville community.
- An annual Wilsonville event with the introduction of new or expanded attractions or partners that engages Wilsonville's artists, craft persons, and creatives.
- Media advertising, public relations, or marketing campaigns/projects in support of arts, culture, history, or heritage projects, or events.
- Program improvements that increase access to arts, culture, history, and heritage for special populations including newcomers to Wilsonville, low-income residents, ethnic minorities, and others that may not feel included in community life.

Community Cultural Events and Program Grant Application materials were posted online in early January 2023. Applications were due late March 2023. Staff advertised the grant on City social media accounts, Boones Ferry Messenger, with Clackamas County Arts Alliance and Tualatin Valley Creates.

The Arts, Culture & Heritage Commission met on April 5, 2023 to receive presentations from the four applicants, ask the applicants questions and to review and discuss the applications. The Commission made a motion to fund the following projects:

Charbonneau Arts Association – More Display Opportunities for Student Art in Expanded Exhibit Space ($2,080)

- Charbonneau Arts Association requested grant funds to purchase additional display panels and hanging materials for their Student Art Gallery, which is a major component of their Festival of the Arts.

Oregon Old Time Fiddlers' Association District 7 – Oregon Fiddling: Exploring Our Oldest, Non-indigenous Music Heritage ($9,000)

- Oregon Old Time Fiddlers' Association District 7, which includes Wilsonville, seeks funding to bring a fiddle contest event to the community as well as 4 Public Jam Session performances.

Wilsonville Public Library Foundation – Wilsonville StoryWalk ($7,416)

- Wilsonville Public Library Foundation seeks funding in order to bring a StoryWalk to Wilsonville. A StoryWalk is a series of signs, each containing a page/spread of a children's book, which can be swapped out to different books throughout the year.

Wilsonville Rotary Foundation – Rotary Summer Concerts 2023 ($6,500)

- The Wilsonville Rotary Foundation seeks funding to support their 21st year of hosting the summer concert series.

TIMELINE:
For this 2022/23 grant cycle, projects that receive funding must be completed by December 31, 2024.

CURRENT YEAR BUDGET IMPACTS:
The Community Cultural Events and Program Grant will be funded from the City's General Fund in the amount of $25,000.

COMMUNITY INVOLVEMENT PROCESS:
The 9 member Arts, Culture and Heritage Commission reviewed and gave staff direction for the development of grant criteria. 7 Members of the Commission reviewed all grant applications and made a motion with their recommendation for funding. Meetings were advertised and open to the public.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:
The community will benefit from an increase of arts, culture and heritage programs and events, as well as additional opportunities for youth to get involved with cultural arts.

ALTERNATIVES:
N/A

CITY MANAGER COMMENT:
N/A

ATTACHMENTS:

1. Resolution No. 3032
2. Community Cultural Events and Program Grant Guidelines

RESOLUTION NO. 3032

A RESOLUTION OF THE CITY OF WILSONVILLE TO ALLOCATE COMMUNITY CULTURAL EVENTS AND PROGRAMS GRANT FUNDS FOR FISCAL YEAR 2022/2023.

WHEREAS, in November 2022, the Wilsonville City Council approved the creation of the Community Cultural Events and Programs (CCEP) Grant via Resolution No. 3007; and

WHEREAS, the CCEP Grant funding is used to "aid Wilsonville non-profit organizations to produce projects, programs, or events that promote arts, culture, history, and heritage; and for festivals and special events for the benefit of the Wilsonville community"; and

WHEREAS, eligible projects can stimulate participation in local culture; and

WHEREAS, organizations could submit applications for the CCEP Grant Cycle from January 2023 through March 2023; and

WHEREAS, the Arts, Culture and Heritage Commission ("Commission") is charged with reviewing CCEP grant applications and making a recommendation to the City Council to fund those programs that best align with the CCEP grant criteria; and

WHEREAS, the Arts, Culture, and Heritage Commission reviewed the applications to ensure that they comply with the goals and guidelines of the CCEP Grant, and made a recommendation to fund all community cultural events and programs for FY 22/2023.

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

Section 1: The City allocates Community Cultural Events and Programs Grant Funds to the following for Fiscal Year 2022/2023

- Charbonneau Arts Association – More Display Opportunities for Student Art in Expanded Space ($2,080)
- Oregon Old Time Fiddlers' Association District 7: Oregon Fiddling: Exploring our Oldest. Non-indigenous Music Heritage ($9,000)
- Wilsonville Public Library Foundation – Wilsonville StoryWalk ($7,416)
- Wilsonville Rotary Foundation – Rotary Summer Concerts 2023 ($6,500)

Section 2: This Resolution is effective upon adoption.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 1st day of May, 2023, and filed with the Wilsonville City Recorder this date.

_____

JULIE FITZGERALD, MAYOR

ATTEST:

_____

Kimberly Veliz, City Recorder

SUMMARY OF VOTES:

Mayor Fitzgerald

Council President Akervall

Councilor Linville

Councilor Berry

Councilor Dunwell

City of Wilsonville
2023 Community Cultural Events and Programs Grant Guidelines

Purpose

The grant is intended to aid Wilsonville non-profit organizations to produce projects, programs, or events that promote arts, culture, history, and heritage; and for festivals and special events for the benefit of the Wilsonville community. The grant program seeks to stimulate participation in local culture.

Types of Projects to be Considered

- A new project or event that would further arts, culture, history, or heritage for the benefit of the Wilsonville community.
- An annual Wilsonville event with the introduction of new or expanded attractions or partners that engages Wilsonville's artists, craft persons, and creatives.
- Media advertising, public relations, or marketing campaigns/projects in support of arts, culture, history, or heritage projects or events.
- Program improvements that increase access to arts, culture, history, and heritage for special populations including newcomers to Wilsonville, low-income residents, ethnic minorities, and others that may not feel included in community life.

Applicant Criteria

1) Applicant must be a qualified tax exempt or non-profit organization.
2) Only one City grant per fiscal year (July – June) will be awarded to any one organization.
3) Project/event must take place within the Wilsonville city limits
4) An organization that is awarded a grant will only be considered for a grant in future funding cycles if the previously awarded grant project has been completed and complied with grant procedures, including filing a final financial statement and project evaluation.

Funding

Funding for this grant program is $25,000, which is disbursed to multiple organizations. The funds are made available from the City of Wilsonville general fund.

Process

The online application for the City of Wilsonville Community Cultural Events and Programs Grant will be the primary way of communicating project funding intentions to the grant review committee. Be sure to include all important information you want the board to be aware of in this application.

- Applicants are strongly encouraged to attend the meeting of the City's Arts, Culture, and Heritage Commission to make a brief presentation. The presentation will be limited to a maximum of three minutes. The best use of this time is to emphasize the importance or impact of your project, service, or program, not to recap or review your written material.

  This meeting is scheduled on: Wednesday, April 5, 2023 at 6:00pm.
- Please be sure that your request satisfies the conditions of the grant and that you provide all the information requested. Incomplete applications will not be considered.

Evaluation Criteria

The City of Wilsonville's Arts, Culture, and Heritage Commission will review applications and m funding recommendations to City Council according to the criteria and the intent of the grant program.

Items to Address in Application

1) The project must demonstrate a clear need for financial assistance. Factors such as all other available financial resources and the organization's total budget will be considered.
2) The project must demonstrate potential to further arts, culture, history, or heritage. Consideration will be given to the uniqueness and quality of your project.
3) Projects receiving grant funds must be completed by December 31, 2024.
4) The project must provide evidence of equal matching resources other than the grant.
   - Matched resources may be in the form of in-kind donations or cash.
   - Matching funds must be documented and must be committed prior to the distribution of grant funds.
5) Annual events must show continued access to additional supporting funds other than City resources.

Important Financial Information

1) The total maximum amount to be granted is limited to $25,000. Full funding is rare due to the number of applicants competing for the available funds.
2) If an organization is awarded and accepts funds less than their request, they will be expected to fulfill the project as presented in their application or notify the City of alterations of the goals of the project. If a project is cancelled for any reason, any grant funds must be returned to the City of Wilsonville.
3) Upon receipt of grant funds, the administering organization agrees to be bound to the commitments of their application. If it is determined that grant monies are used for any item not specified within the grant application, or in the timeline specified, the funds in question must be returned to the City of Wilsonville.
4) The organization receiving grant funds and the officers named in the application are jointly and severally responsible for the final financial report required with approved applications.
5) The final report must include financial income and expense statements related to the project and a copy of any publicity or printed materials that include the statement acknowledging the source of funds. List your achievements, and accurately verify attendance and/or people served.

If you have any questions, please contact:
Brian Stevenson, Program Manager – Parks and Recreation Department
(503) 570-1523
stevenson@ci.wilsonville.or.us

CITY COUNCIL MEETING
STAFF REPORT

Meeting Date: May 1, 2023	**Subject: Resolution No. 3056** Authorize the City Manager to Enter Into and Execute an Intergovernmental Agreement with Clackamas County for Jurisdiction Transfer of a Portion of SW Frog Pond Lane and SW Stafford Road **Staff Member:** Zach Weigel, PE, 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:** N/A
Staff Recommendation: Staff recommends Council adopt the Consent Agenda.	
Recommended Language for Motion: I move to adopt the Consent Agenda.	
Project / Issue Relates To:	

☐Council Goals/Priorities:	☒Adopted Master Plan(s): Transportation System Plan Project UU-06 & RE-12A	☐Not Applicable

ISSUE BEFORE COUNCIL:

A City of Wilsonville resolution approving an Intergovernmental Agreement (IGA) between the City of Wilsonville and Clackamas County for jurisdiction transfer of a portion of SW Frog Pond Lane and SW Stafford Road.

EXECUTIVE SUMMARY:
Clackamas County has established a Community Road Fund to help increase safety, relieve congestion, and maintain local county roads through collection of a vehicle registration fee. As part of this program, a Strategic Investment Fund has been established to compensate local agencies for transfer of roadway jurisdiction and maintenance responsibilities from Clackamas County to the adjacent, local municipality.

In November 2021, Clackamas County staff contacted the City regarding transferring jurisdiction and maintenance responsibility of some Clackamas County roads to the City of Wilsonville as part of the Strategic Investment Fund program. As consideration for roadway jurisdiction transfer, the City is to be compensated a sum equivalent to the cost of a 2-inch asphalt overlay on the portions of the subject roadways where jurisdiction is to be transferred to the City.

In review of the eligible roadways, the City identified SW Frog Pond Lane (Boeckman Creek to Ponderosa Avenue) and SW Stafford Road (Frog Pond Lane to Kahle Road) as portions of roadways located within the Frog Pond West neighborhood that still need jurisdiction transferred to the City of Wilsonville. The roadway jurisdiction of the portion of SW Frog Pond Lane (Ponderosa Avenue to Stafford Road) and SW Stafford Road (Boeckman Road to Frog Pond Lane) has been previously transferred to the City of Wilsonville. Compensation for transfer of jurisdiction of the subject roadways from Clackamas County to Wilsonville totals $45,446.00. An Intergovernmental Agreement is required between Clackamas County and the City of Wilsonville that documents each jurisdiction's responsibility for the City to receive compensation for the jurisdiction transfer of the identified roadways.

EXPECTED RESULTS:
Approval of the IGA will allow Clackamas County to compensate the City of Wilsonville upon successful completion of roadway jurisdiction transfer of a portion of Frog Pond Lane and Stafford Road, located within the Frog Pond West neighborhood.

TIMELINE:
Upon approval of the IGA, the City of Wilsonville and Clackamas County will begin the process of jurisdiction transfer of the subject roads. Additional action by the Board of County Commissioners for Clackamas County and Wilsonville City Council will be needed to transfer the roadway jurisdiction. Upon successful completion of the roadway jurisdiction transfer to the City of Wilsonville, Clackamas County will compensate Wilsonville for the roadway transfer per the IGA.

CURRENT YEAR BUDGET IMPACTS:
Upon successful completion of the jurisdiction transfer of the subject roads, the City will receive compensation in the amount of $45,446.00 from Clackamas County. No other current year budgetary impacts will result from approval of the IGA or transfer of the roadway jurisdiction.

COMMUNITY INVOLVEMENT PROCESS:
The Frog Pond West Master Plan included an extensive public engagement program that resulted in the identification of existing Clackamas County roadways, Frog Pond Lane and Stafford Road, to be incorporated into the future Wilsonville transportation system as development in Frog Pond occurs over time.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:
The transfer of roadway jurisdiction to Wilsonville will allow the City to have authority over design and construction standards of the subject roadways, ensuring the roadways will comply with Wilsonville standards, the Frog Pond West Master Plan, and the Wilsonville Transportation System Plan. Jurisdiction transfer will clarify road maintenance responsibilities within the Wilsonville city limits and ensure efficient and consistent road maintenance activities within the Frog Pond West neighborhood.

ALTERNATIVES:
The IGA is necessary for the City of Wilsonville to be compensated by Clackamas County for transfer of roadway jurisdiction of a portion of Frog Pond Lane and Stafford Road. If jurisdiction of these roadways is not transferred to the City of Wilsonville, the City will not be able to apply design and construction standards consistent with the Frog Pond West Master Plan and Wilsonville Transportation System Plan and will instead be determined by Clackamas County.

CITY MANAGER COMMENT:

ATTACHMENTS:
1. Resolution No. 3056
    A. Intergovernmental Agreement Between the City of Wilsonville and Clackamas County Related to Transfer of a Portion of SW Frog Pond Lane and SW Stafford Road.

RESOLUTION NO. 3056

A RESOLUTION OF THE CITY OF WILSONVILLE AUTHORIZING THE CITY MANAGER TO ENTER INTO AND EXECUTE THE INTERGOVERNMENTAL AGREEMENT WITH CLACKAMAS COUNTY FOR JURISDICTION TRANSFER OF A PORTION OF SW FROG POND LANE AND SW STAFFORD ROAD.

WHEREAS, ORS 190.03 – 190.010 authorizes agencies to enter into intergovernmental agreements for the performance of any or all activities and functions that a Party to the agreement has the authority to perform; and

WHEREAS, portions of SW Frog Pond Lane and SW Stafford Road as described in **EXHIBIT A** attached herein (Roadways) are Clackamas County roads as defined in ORS 368.001, lying inside the boundaries of the City; and

WHEREAS, the Roadways are identified as part of the future Wilsonville transportation network as part of the Frog Pond West Master Plan and Wilsonville Transportation System Plan; and

WHEREAS, Wilsonville jurisdiction over roadways within the Frog Pond West neighborhood is desired and necessary to apply City design and construction standards in accordance with the Frog Pond West Master Plan and Wilsonville Transportation System Plan; and

WHEREAS, the Roadways are the remaining portions of Clackamas County roadways within the Frog Pond West neighborhood to have jurisdiction transferred to the City; and

WHEREAS, the cost of a 2-inch asphalt overlay of the portions of the subject roadways represents just compensation as consideration for accepting jurisdiction over the Roadways; and

WHEREAS, an Intergovernmental Agreement (IGA) is required for Clackamas County to compensate the City upon successful jurisdiction transfer of the Roadways from Clackamas County to the City.

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

Section 1. The City Council authorizes the City Manager to enter into and execute, on behalf of the City of Wilsonville, the IGA between the City of Wilsonville and Clackamas County for jurisdiction transfer of a portion of SW Frog Pond Land SW Stafford Road, substantially in the form attached as **EXHIBIT A**.

Section 2. The City Manager is authorized to sign the Intergovernmental Agreement in substantially the form attached hereto but, with latitude to make minor revisions, as determined by the City Engineer, to reflect needed variances and clarifications.

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

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 1st day of May, 2023, and filed with the Wilsonville City Recorder this date.

_____

JULIE FITZGERALD, MAYOR

ATTEST:

_____

Kimberly Veliz, City Recorder

SUMMARY OF VOTES:

Mayor Fitzgerald

Council President Akervall

Councilor Linville

Councilor Berry

Councilor Dunwell

EXHIBIT:

A. Intergovernmental Agreement Between the City of Wilsonville and Clackamas County Related to Transfer of a Portion of SW Frog Pond Lane and SW Stafford Road.

EXHIBIT A

INTERGOVERNMENTAL AGREEMENT BETWEEN THE CITY OF WILSONVILLE AND CLACKAMAS COUNTY RELATED TO THE TRANSFER OF A PORTION OF SW FROG POND LANE AND SW STAFFORD ROAD

This agreement (the "Agreement") is made on the date all required signatures have been obtained, pursuant to ORS Chapter 190 (Intergovernmental Cooperation), between the **City of Wilsonville**, a municipal corporation of the State of Oregon ("CITY"), and Clackamas County, a political subdivision of the State of Oregon ("COUNTY"), collectively referred to as the "PARTIES" and each a "PARTY."

RECITALS

WHEREAS, ORS Chapter 190 authorizes local governments to enter into intergovernmental agreements for the performance of any or all functions and activities that a local government, its officers, or agencies have the authority to perform; and

WHEREAS, portions of SW Frog Pond Lane and SW Stafford Road are County Roads, as defined in ORS 368.001, lying inside of the boundaries of the City; and

WHEREAS, the Parties agree that the City is best suited to assume jurisdiction of a portion of SW Frog Pond Lane, measuring approximately 1,427 feet in length and 47,096 square feet in area, and a portion of SW Stafford Road, measuring approximately 890 feet and 27,713 square feet in area, as more particularly described in Exhibits "A-1 and A-2" and depicted in Exhibits "B-1 and B-2," which are attached hereto and incorporated by reference herein ("SW Frog Pond Lane and SW Stafford Road"); and

WHEREAS, transfer of jurisdiction with regards to SW Frog Pond Lane and SW Stafford Road will lead to efficient and consistent road maintenance activities and reduce any confusion on the part of the public as to which Party is responsible for the condition and maintenance of SW Frog Pond Lane and SW Stafford Road, which primarily serve the residents of the City; and

WHEREAS, it is the intent of the Parties that, as consideration for accepting jurisdiction over the portion of SW Frog Pond Lane and SW Stafford Road described herein, the County transfer to the City a sum equivalent to the cost of a 2-inch asphalt overlay on the portions of the subject roadways.

AGREEMENT

NOW, THEREFORE**,** in consideration of the mutual promises set forth below and other good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, the Parties hereby agree as follows:

1. **Term.** This Agreement shall be effective upon execution. This Agreement shall expire automatically at the time the City assumes jurisdiction of the portions of SW Frog Pond Lane and SW Stafford Road described herein, pursuant to ORS 368 and ORS 373, and the County transfers the funds as described in Section 2.

2. **County Responsibilities.** If the County elects to surrender jurisdiction over SW Frog Pond Lane and SW Stafford Road and the City accepts jurisdiction over SW Frog Pond Lane and SW Stafford Road, as provided in ORS 373.270, the County shall provide to the City the sum of $45,446, which is equivalent to the cost of the following improvement: a two-inch asphalt overlay on the portion of SW Frog Pond Lane and SW Stafford Road identified in the exhibits attached to this Agreement. The sum of $45,446 identified in this paragraph shall be payable to the City within thirty (30) days of the date that the City provides written notice to the County, described in Section 3 below, that full and absolute jurisdiction over SW Frog Pond Lane and SW Stafford Road has been accepted by the City.
3. **City Responsibilities.** If the County elects to surrender jurisdiction over SW Frog Pond Lane and SW Stafford Road and the City accepts jurisdiction over SW Frog Pond Lane and SW Stafford Road as provided in ORS 373.270, the City shall provide written notice to the County after such time that the City completes the jurisdictional transfer process described in this Section 3 and has assumed full and absolute jurisdiction over the portion of SW Frog Pond Lane and SW Stafford Road identified in the exhibits attached to this Agreement.
4. **Termination.**
   A. The County and the City, by mutual written agreement, may terminate this Agreement at any time.
   B. Nothing herein shall prevent the Parties from meeting to mutually discuss the Project. Each Party shall use best efforts to coordinate with the other to minimize conflicts.
   C. Any termination of this Agreement shall not prejudice any rights or obligations accrued to the Parties prior to termination.
5. **Indemnification.**
   A. Subject to the limits of the Oregon Constitution and the Oregon Tort Claims Act or successor statute, the County agrees to indemnify, save harmless, and defend the City, its officers, elected officials, agents, and employees from and against all costs, losses, damages, claims, or actions, and all expenses incidental to the investigation and defense thereof (including legal and other professional fees), arising out of or based upon damages or injuries to persons or property caused by the negligent or willful acts of the County or its officers, elected officials, owners, employees, agents, subcontractors, or anyone over which the County has a right to control.
   B. Subject to the limits of the Oregon Constitution and the Oregon Tort Claims Act or successor statute, the City agrees to indemnify, save harmless and defend the County, its officers, elected officials, agents, and employees from and against all costs, losses, damages, claims, or actions, and all expenses incidental to the investigation and defense thereof (including legal and other professional fees), arising out of or based upon damages or injuries to persons or property caused by the negligent or willful acts of the City or its officers, elected officials, owners, employees, agents, subcontractors, or anyone over which the City has a right to control. Without limiting the foregoing, the Parties intend that the County shall incur no liability with regards to the City's actions or omissions in carrying out the Road Authority activities on SW Frog Pond Lane and SW Stafford Road, and the City agrees that its obligation to indemnify, save harmless, and

defend the County specifically applies to the Road Authority activities outlined in Section 3.

6. **General Provisions.**

A. **Oregon Law and Forum.** This Agreement shall be construed according to the laws of the State of Oregon, without giving effect to the conflict of law provisions thereof.

B. **Applicable Law.** The Parties hereto agree to comply in all ways with applicable local, state, and federal ordinances, statutes, laws, and regulations.

C. **Non-Exclusive Rights and Remedies.** Except as otherwise expressly provided herein, the rights and remedies expressly afforded under the provisions of this Agreement shall not be deemed exclusive, and shall be in addition to and cumulative with any and all rights and remedies otherwise available at law or in equity. The exercise by either Party of any one or more of such remedies shall not preclude the exercise by it, at the same or different times, of any other remedies for the same default or breach, or for any other default or breach, by the other Party.

D. **Access to Records.** The Parties acknowledge and agree that each Party, the federal government, and their duly authorized representatives shall have access to each Party's books, documents, papers, and records which are directly pertinent to this Agreement for the purpose of making audit, examination, excerpts, and transcripts for a period of three (3) years after final payment. Copies of applicable records shall be made available upon request. The cost of such inspection shall be borne by the inspecting Party.

E. **Debt Limitation.** This Agreement is expressly subject to the debt limitation of Oregon counties set forth in Article XI, Section 10, of the Oregon Constitution, and is contingent upon funds being appropriated therefor. Any provisions herein which would conflict with law are deemed inoperative to that extent.

F. **Severability.** If any provision of this Agreement is found to be unconstitutional, illegal, or unenforceable, this Agreement nevertheless shall remain in full force and effect and the offending provision shall be stricken. The Court or other authorized body finding such provision unconstitutional, illegal, or unenforceable shall construe this Agreement without such provision to give effect to the maximum extent possible the intentions of the Parties.

G. **Integration, Amendment, and Waiver.** Except as otherwise set forth herein, this Agreement constitutes the entire agreement between the Parties on the matter of the Project. There are no understandings, agreements, or representations, oral or written, not specified herein regarding this Agreement. No waiver, consent, modification or change of terms of this Agreement shall bind either Party unless in writing and signed by both Parties and all necessary approvals have been obtained. Such waiver, consent, modification or change, if made, shall be effective only in the specific instance and for the specific purpose given. The failure of either Party to enforce any provision of this Agreement shall not constitute a waiver by such Party of that or any other provision.

H. **Interpretation.** The titles of the sections of this Agreement are inserted for convenience of reference only and shall be disregarded in construing or interpreting any of its provisions.

I. **Independent Contractor.** Each of the Parties hereto shall be deemed an independent contractor for purposes of this Agreement. No representative, agent, employee, or contractor of one Party shall be deemed to be a representative, agent, employee, or contractor of the other Party for any purpose, except to the extent specifically provided herein. Nothing herein is intended, nor shall it be construed, to create between the Parties any relationship of principal and agent, partnership, joint venture, or any similar relationship, and each Party hereby specifically disclaims any such relationship.

J. **No Third-Party Beneficiary.** Neither Party intends that this Agreement benefit, or create any right or cause of action in, or on behalf of, any person or entity other than the County or the City.

K. **No Assignment.** No Party shall have the right to assign its interest in this Agreement (or any portion thereof) without the prior written consent of the other Party, which consent may be withheld for any reason. The benefits conferred by this Agreement, and the obligations assumed hereunder, shall inure to the benefit of, and bind the successors of, the Parties.

L. **Counterparts.** This Agreement may be executed in any number of counterparts (electronic, facsimile, or otherwise), all of which when taken together shall constitute one agreement binding on all Parties, notwithstanding that all Parties are not signatories to the same counterpart. Each copy of this Agreement so executed shall constitute an original.

M. **Authority.** Each Party represents that it has the authority to enter into this Agreement on its behalf and the individual signatory for a Party represents that it has been authorized by that Party to execute and deliver this Agreement.

N. **Necessary Acts.** Each Party shall execute and deliver to the others all such further instruments and documents as may be reasonably necessary to carry out this Agreement.

CLACKAMAS COUNTY	**CITY OF WILSONVILLE**
_____	_____
Chair	City Manager
_____	_____
Date	Date
_____	_____
Recording Secretary	Recording Secretary

Exhibit “A-1”

SW Frog Pond LaneTransfer of Maintenance

Clackamas County to the City of Lake Oswego

Description

A portion of SW Frog Pond Lane (C.R. No. 2362), lying in the Southeast ¼ of Section 12, and the , Township 3 South, Range 1 West Willamette Meridian, Clackamas County Oregon, and more particularly described as follows:

All of that portion of said SW Frog Pond Lane West of the northerly extension of the easterly boundary line of that property described in Document No. 99-022102 and East of the easterly boundary line of that property described in 97-018310 of Clackamas County Deed Records.

having a length of 1427 feet and an area of 47,096 square feet, more or less.

REGISTERED
PROFESSIONAL
LAND SURVEYOR

OREGON
MARCH 13, 2018
BRIAN W. PAULL
89074

EXPIRATION DATE: 12-31-2022

Exhibit “A-2”

SW Stafford Road Transfer of Maintenance

Clackamas County to the City of Lake Oswego

Description

A portion of SW Stafford Road (C.R. No. 1208/M.R. No. 12), lying in the Southeast ¼ of Section 12, and the Southwest ¼ of Section 7, Township 3 South, Range 1 West Willamette Meridian, Clackamas County Oregon, and more particularly described as follows:

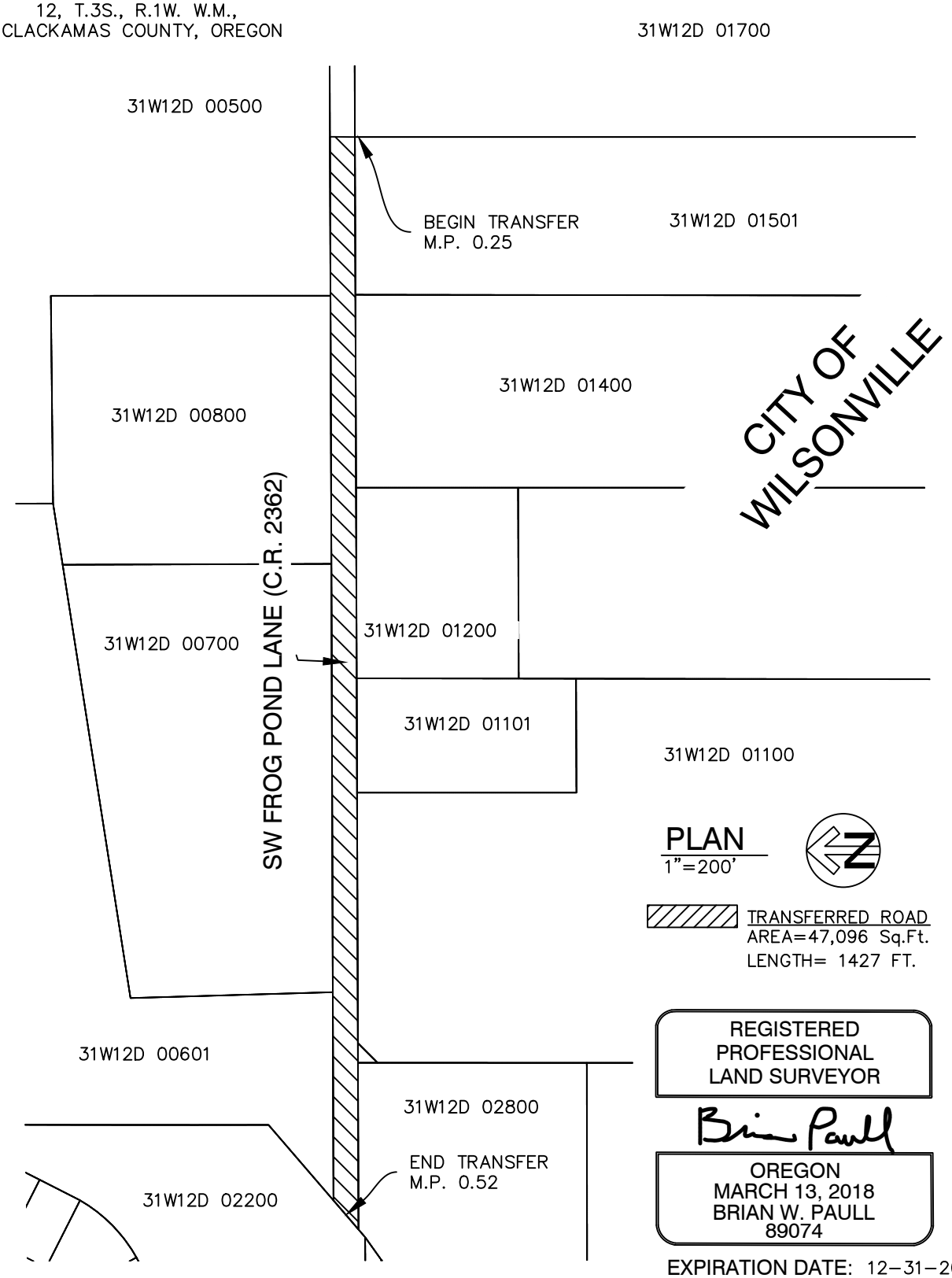
All of that portion of said SW Stafford Road bounded by the southerly boundary of the Lake Oswego City limits, located at mile marker 0.50 and mile marker 0.32, being the easterly extension of the northerly right of way line of Frog Pond Lane (C.R. No. 2362),

having a length of 890 feet and an area of 27,713 square feet, more or less.

EXPIRATION DATE: 12-31-2022

EXHIBIT "B-1"

LOCATED IN THE SE 1/4 OF SECTION
12, T.3S., R.1W. W.M.,
CLACKAMAS COUNTY, OREGON



PLAN
1"=200'

TRANSFERRED ROAD
AREA=47,096 Sq.Ft.
LENGTH= 1427 FT.

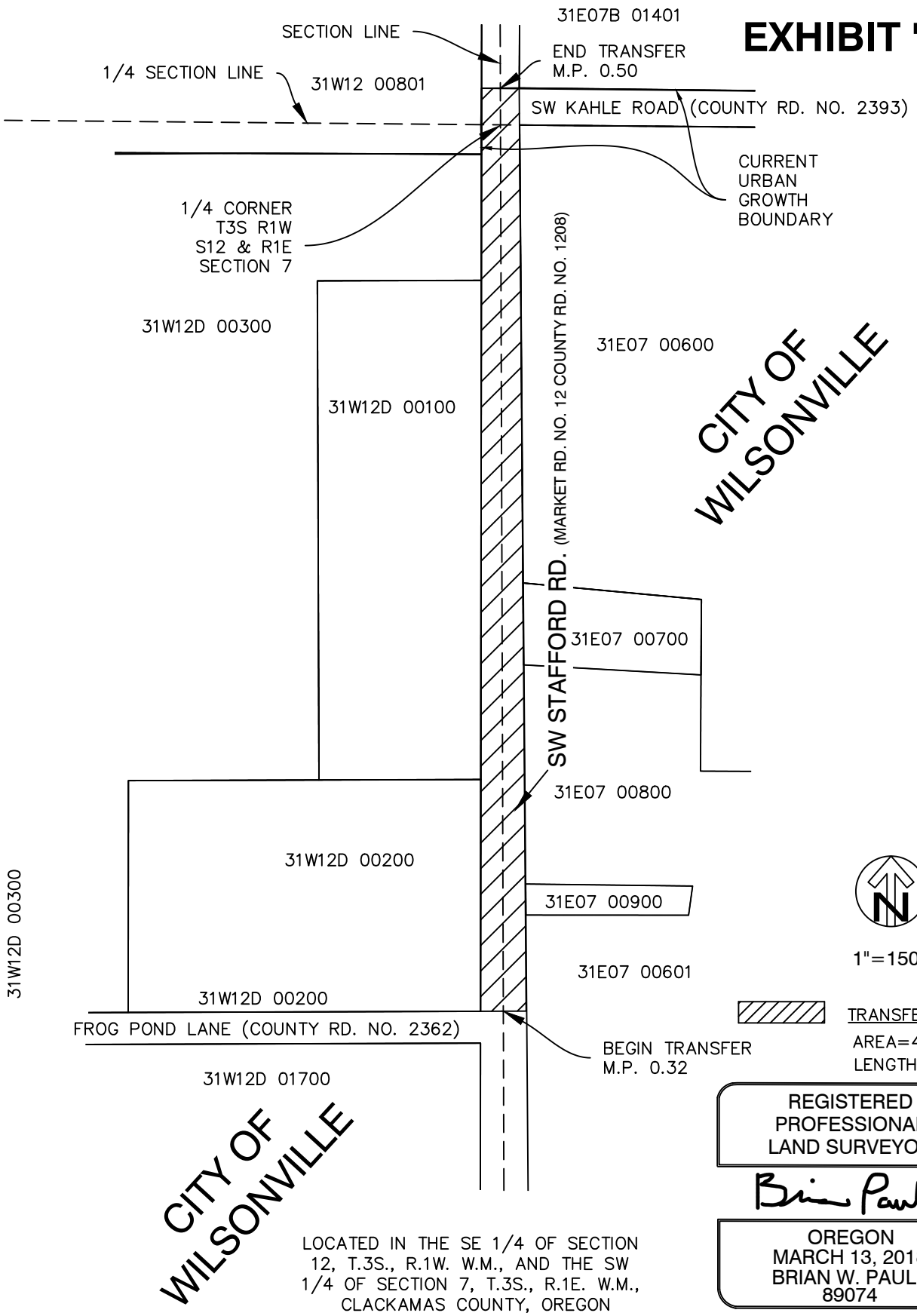
REGISTERED
PROFESSIONAL
LAND SURVEYOR

OREGON
MARCH 13, 2018
BRIAN W. PAULL
89074

EXPIRATION DATE: 12-31-2022

DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT 150 BEAVERCREEK ROAD OREGON CITY, OR 97045	CLACKAMAS COUNTY	BY: BWP DATE: 06/072022 JURISDICTIONAL TRANSFER OF A PORTION OF SW FROG POND LANE	SHEET 1 OF 1

EXHIBIT "B-2"



LOCATED IN THE SE 1/4 OF SECTION 12, T.3S., R.1W. W.M., AND THE SW 1/4 OF SECTION 7, T.3S., R.1E. W.M., CLACKAMAS COUNTY, OREGON

REGISTERED
PROFESSIONAL
LAND SURVEYOR

Brian Paull

OREGON
MARCH 13, 2018
BRIAN W. PAULL
89074

EXPIRATION DATE: 12-31-2022

DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT 150 BEAVERCREEK ROAD OREGON CITY, OR 97045	CLACKAMAS COUNTY	BY: BWP DATE: 06/7/2022 JURISDICTIONAL TRANSFER OF A PORTION OF SW STAFFORD ROAD MARKET RD. NO. 12 COUNTY RD. NO. 1208	SHEET 1 OF 1

CITY COUNCIL MEETING
STAFF REPORT

Meeting Date: May 1, 2023	**Subject: Ordinance No. 877 2nd Reading** 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: April 17, 2023 ☒ Ordinance 1st Reading Date: April 17, 2023 ☒ Ordinance 2nd Reading Date: May 1, 2023 ☐ Resolution ☐ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda	☒ Approval ☐ Denial ☐ None Forwarded ☐ Not Applicable **Comments:** Planning Commission adopted Resolution No. LP22-0004 on March 8, 2023 recommending approval to City Council.
Staff Recommendation: Adopt Ordinance No. 877 on 2nd Reading.	
Recommended Language for Motion: I move to adopt Ordinance No. 877 on 2nd Reading.	
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

The City Council will consider a recommendation from the Planning Commission to integrate the transportation projects from 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 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. Ordinance No. 877 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 System Development Charges (SDCs) as well as ensure the Master Plan projects are acknowledged as part of the broader transportation network. Exhibit A to Attachment 1 is the TSP as proposed to be amended.

EXPECTED RESULTS:
Adoption of Ordinance No. 877 and integration of the transportation projects from the Frog Pond East and South Master Plan into the citywide Transportation System Plan (TSP).

TIMELINE:
This is an important milestone for implementation of the Frog Pond East and South Master Plan. However, the implementation portion of the project will continue into fall 2023 with review of development code amendments and infrastructure financing.

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. The Council may suggest alternatives for how best to incorporate this prior work into the TSP document.

CITY MANAGER COMMENT:
N/A

ATTACHMENTS:
1. Ordinance No. 877:
   Exhibit A: Proposed amended Wilsonville Transportation System Plan (March 3, 2023)
   Exhibit B: Summary of Changes (February 28, 2023)
   Exhibit C: Findings Report (March 1, 2023 with Exhibit from November 7 and 9, 2022)
   Exhibit D: Frog Pond East and South TSP Update Record (electronic only)

ORDINANCE NO. 877

AN ORDINANCE OF THE CITY OF WILSONVILLE ADOPTING 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 Ordinance No. 870, establishing 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 add the transportation planning projects from the Frog Pond East and South Master to ensure the city's goals and performance standards for the transportation system are met; 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 City Council, on March 6, 2023, and Planning Commission, on February 8, 2023, each held a public work session 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, afforded all interested parties an opportunity to be heard, duly considered the subject, including the staff recommendations and all the exhibits and testimony introduced and offered by all interested parties and adopted Planning Commission Resolution No. LP22-0004, recommending adoption of the proposed TSP amendments to City Council; and

WHEREAS, the City Council, during a April 17, 2023 public hearing, duly considered the Planning Commission's recommendation and other available information, including the staff recommendation and all the exhibits and testimony introduced and offered by all interested parties.

NOW, THEREFORE, THE CITY OF WILSONVILLE ORDAINS AS FOLLOWS:

Section 1. The City Council does hereby adopt the Planning Staff Report and Exhibits to this Ordinance, as presented at the April 17, 2023, public hearing, including the findings and recommendations contained therein.

Section 2. The City of Wilsonville Transportation System Plan is hereby amended as shown in Exhibit A.

Section 3. Effective Date. This Ordinance shall be declared to be in full force and effect thirty (30) days from the date of final passage and approval.

SUBMITTED by the Wilsonville City Council at a regular meeting thereof this 17th day of April, 2023, and scheduled the second reading on May 1, 2023 commencing at the hour of 7:00 p.m. at the Wilsonville City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon.

_____

Kimberly Veliz, City Recorder

ENACTED by the City Council on the ___ day of May, 2023, by the following votes:

Yes: _____ No: _____

_____

Kimberly Veliz, City Recorder

DATED and signed by the Mayor this _____ day of May, 2023

_____

JULIE FITZGERALD MAYOR

SUMMARY OF VOTES:

Mayor Fitzgerald

Council President Akervall

Councilor Berry

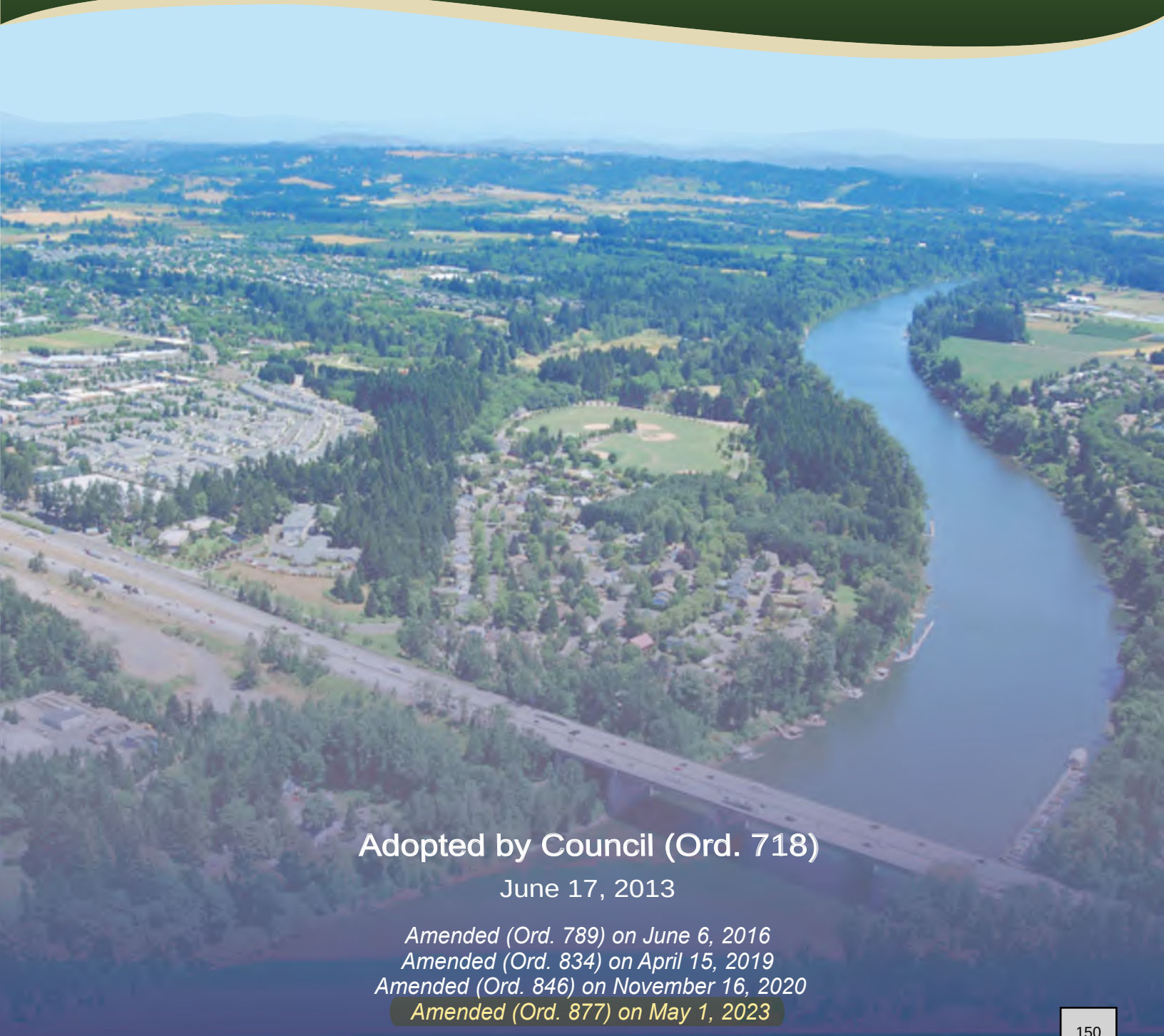
Councilor Dunwell

Councilor Linville

EXHIBITS:

A. Proposed amended Wilsonville Transportation System Plan (March 3, 2023)
B. Summary of Changes (February 28, 2023)
C. Findings Report (March 1, 2023 with Exhibit from November 7 and 9, 2022)
D. Frog Pond East and South TSP Update Record (electronic only)

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. 877) on May 1, 2023

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Acknowledgements

This project was partially funded by a grant from the Transportation Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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

City of Wilsonville

Chris Neamtzu
Katie Mangle
Nancy Kraushaar
Steve Adams
Mike Ward
Linda Straessle
Mark Ottenad
Dan Knoll
Dan Stark

SMART

Stephan Lashbrook
Steve Allen
Jen Massa Smith
Jeff Owen*

ODOT

Gail Curtis
Doug Baumgartner

DKS Associates

Scott Mansur
Brad Coy
Carl Springer
Mat Dolata

Angelo Planning Group

Darci Rudzinski
Shayna Rehberg

Technical Advisory Committee

Caleb Winter, Metro
Clark Berry, Washington County
Larry Conrad, Clackamas County
Aquilla Hurd-Ravich, City of Tualatin
Julia Hajduk, City of Sherwood

Planning Commission

Ben Altman, Chair
Eric Postma, Vice Chair
Al Levit, CCI Chair
Marta McGuire, CCI Vice Chair
Amy Dvorak
Peter Hurley
Ray Phelps

City Council

Tim Knapp, Mayor
Scott Starr, Council President
Richard Goddard
Julie Fitzgerald
Susie Stevens
Celia Núñez**
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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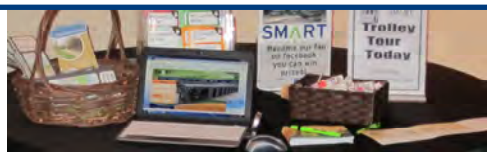

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Glossary of Terms

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:

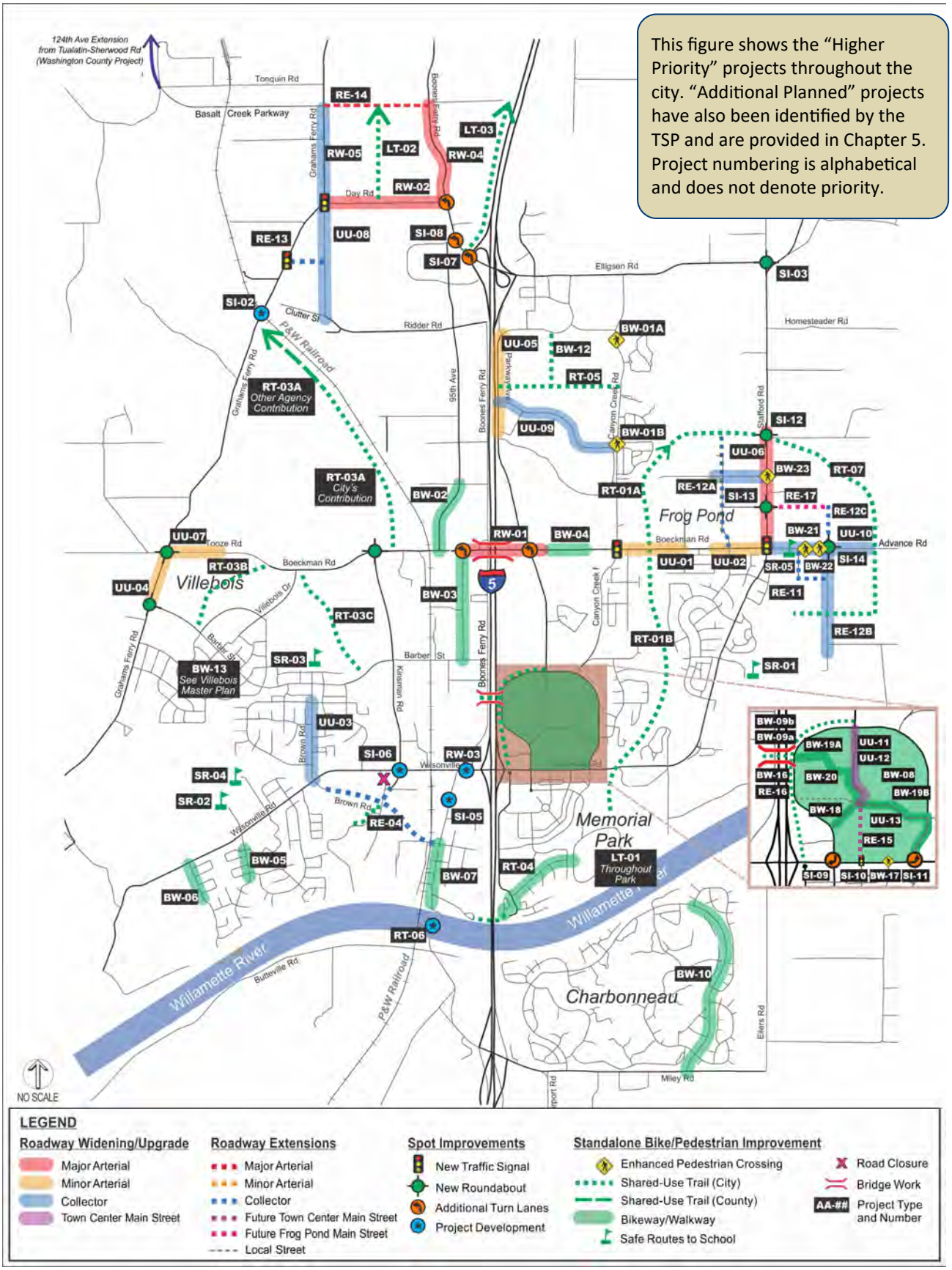
- The "Higher Priority" project list includes the recommended projects reasonably expected to be funded through 2035. These are the highest priority projects and will inform the City's yearly budget and 5-year Capital Improvement Plan (CIP). These projects are identified in the following figure (page 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



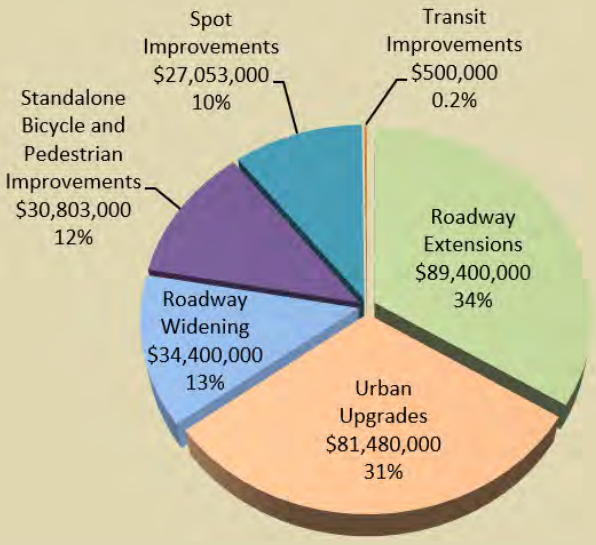
Higher Priority Projects
(Listed Alphabetically By Improvement Type)

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.***

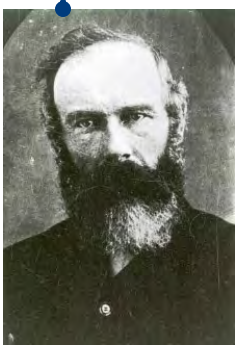
Transportation Planning History in Wilsonville

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.

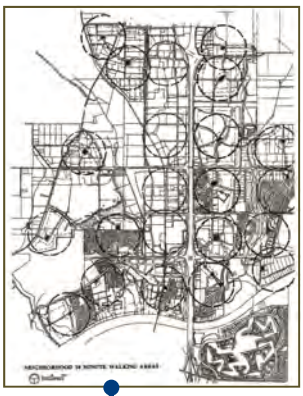
1908
Railroad comes to the area.

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

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.

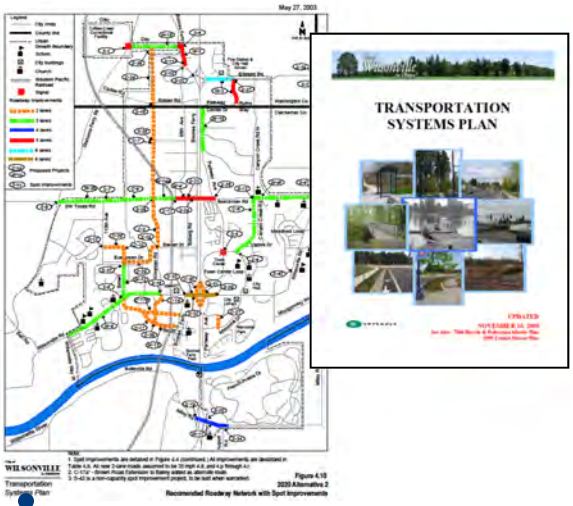
November 1992
Metro Charter approved by two-thirds of region's voters, establishes growth management as Metro's primary task and gives Metro's elected Council broad powers, affecting city and county planning programs throughout the region.

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.

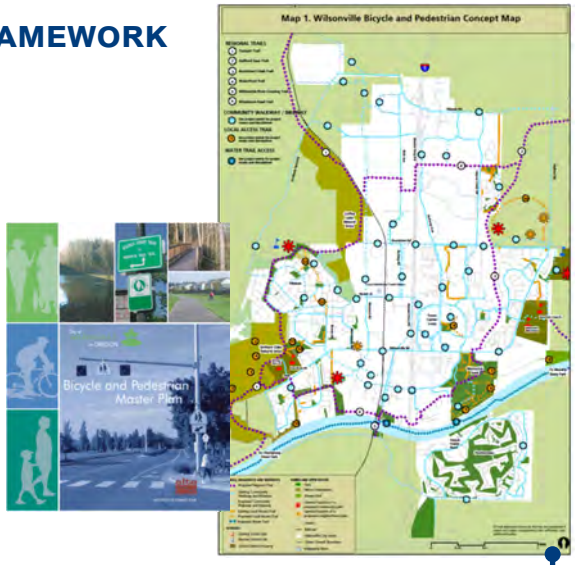
1999 and 2000
The State of Oregon adopts its 1999 Highway Plan and Metro adopts its first Regional Transportation Plan (RTP). Population 13,991.

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

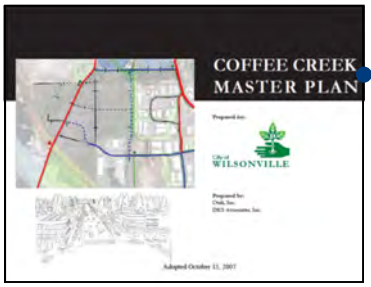
A Master Plan was prepared to guide the development of a 480-acre area on the west side of the city into an urban village based on the guiding principles of connectivity, diversity, and sustainability.

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.

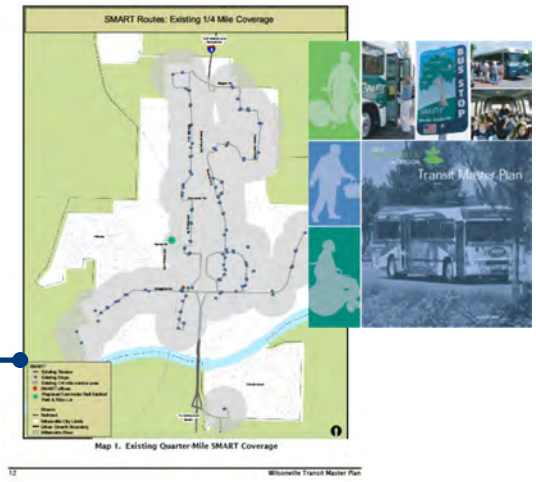


2007 Parks and Recreation Master Plan

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

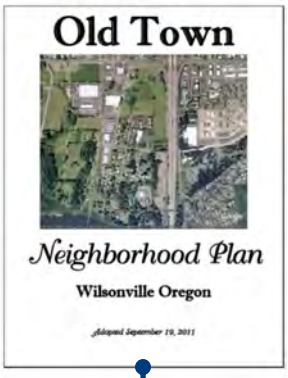
TriMet begins operating its Westside Express Service (WES) commuter rail line, which has its southern terminus at Wilsonville's transit center.

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

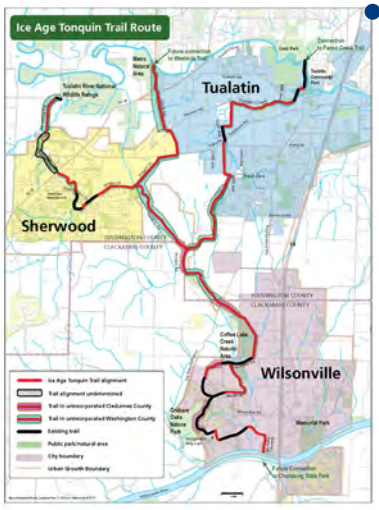
A plan was prepared to ensure Old Town's unique character is maintained and enhanced.



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

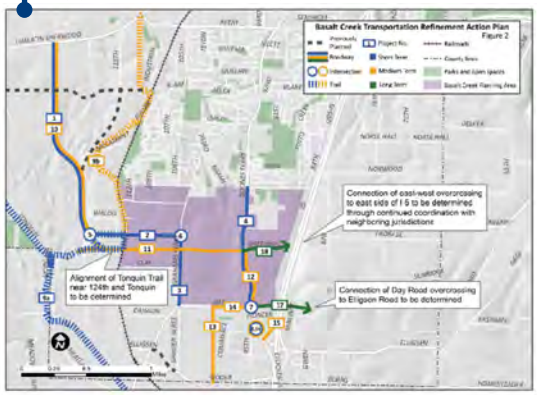
A plan was prepared to provide information needed to complete and connect 22 miles of trails within and between the cities of Wilsonville, Tualatin, and Sherwood. Approximately half of the 5 miles within Wilsonville City limits have already been completed.

2012 Stormwater Master Plan

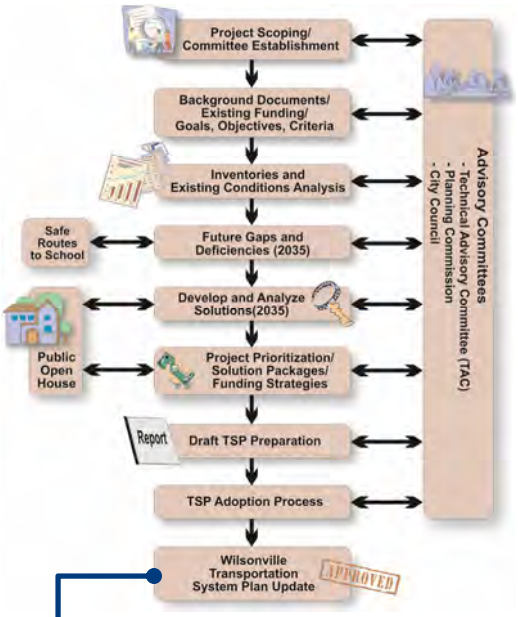
The City prepares a stormwater program that supports quality of life and meets regulatory requirements. The plan also includes resources for improved street cross-sections.

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

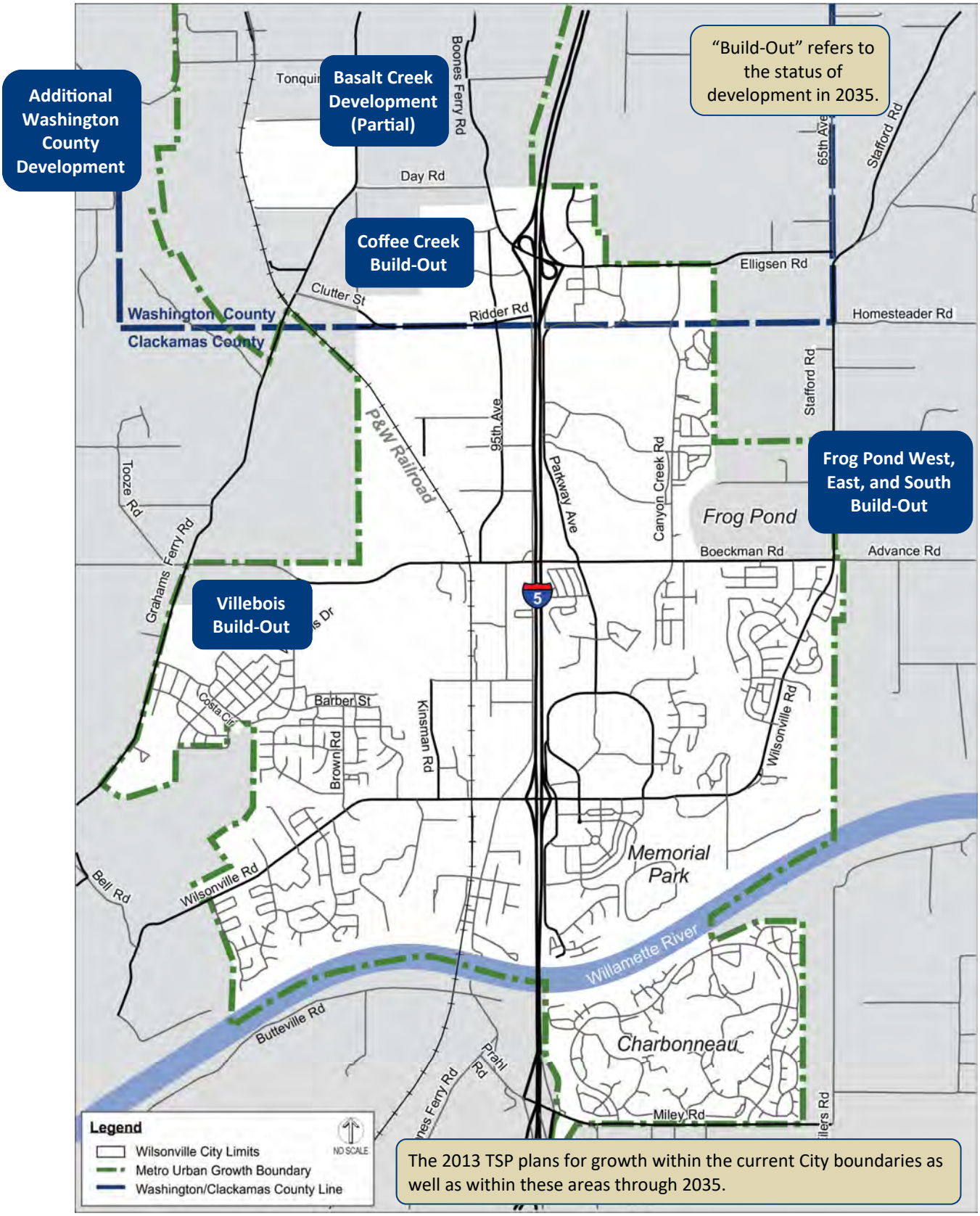
Land Use	Existing 2010 Land Use	Projected 2035 Land Use*
Total Households	**8,250**	**12,750**
Employees		
Retail Employees	2,500	3,600
Service Employees	4,900	9,200
Other Employees	11,000	19,050
Total Employees	**18,400**	**31,850**

*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.***

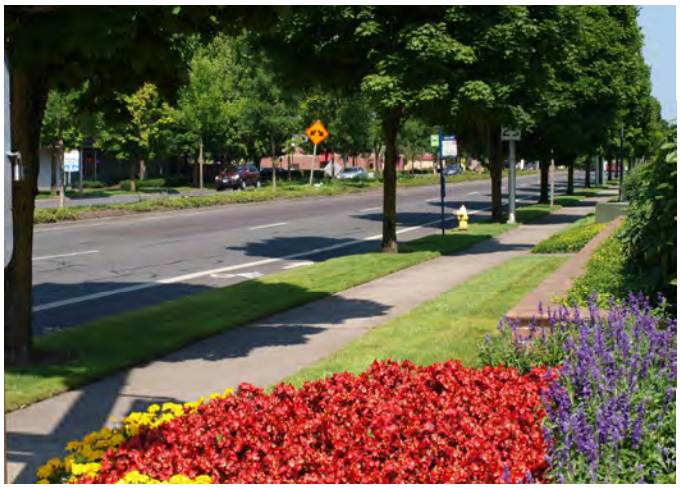
The result will be . . .

- ***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.

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

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.

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

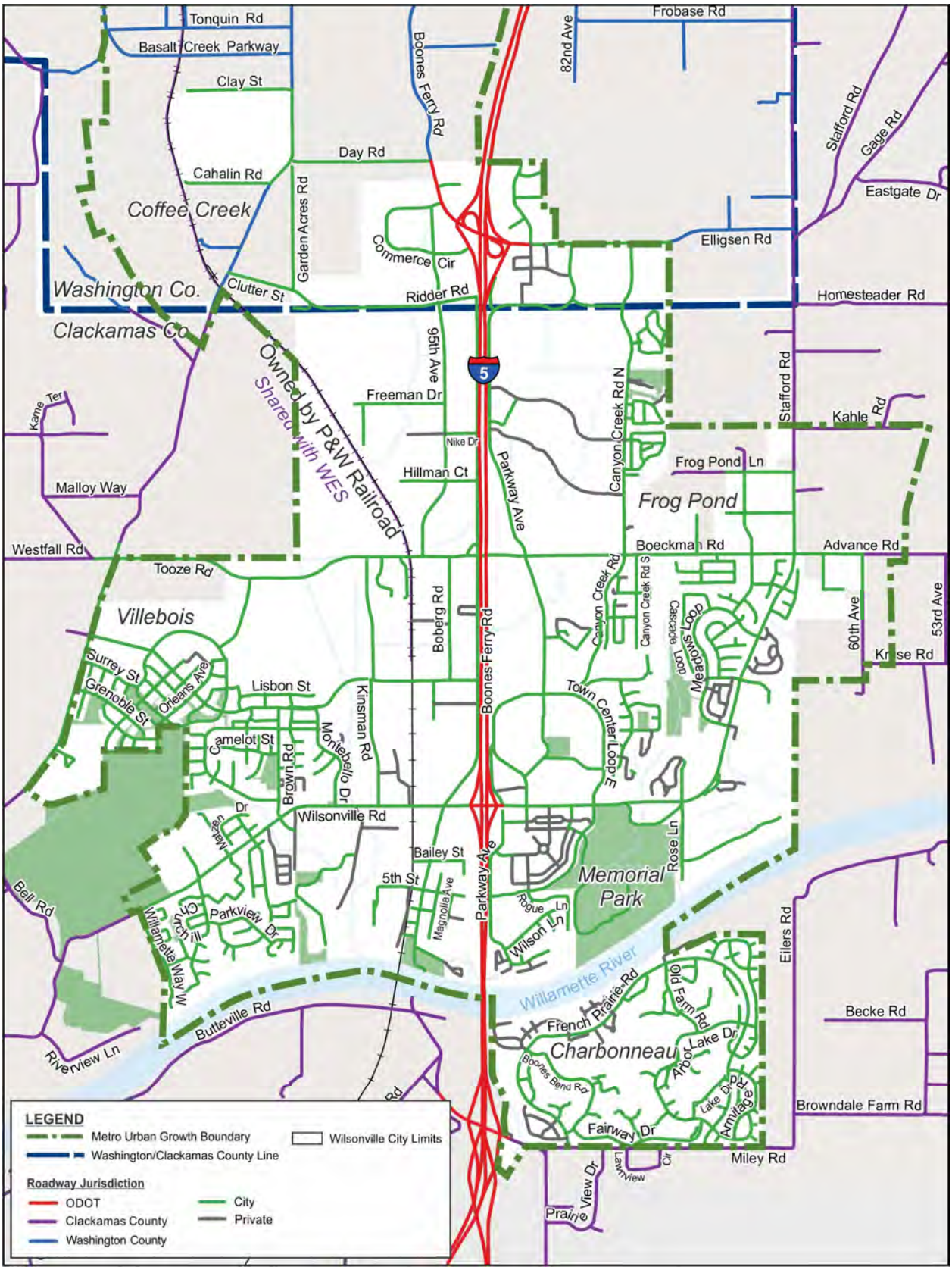
A roadway's jurisdiction affects who will have the ultimate authority over improvements and what standards apply. In the Wilsonville vicinity, there are four agencies with jurisdiction:

- **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.

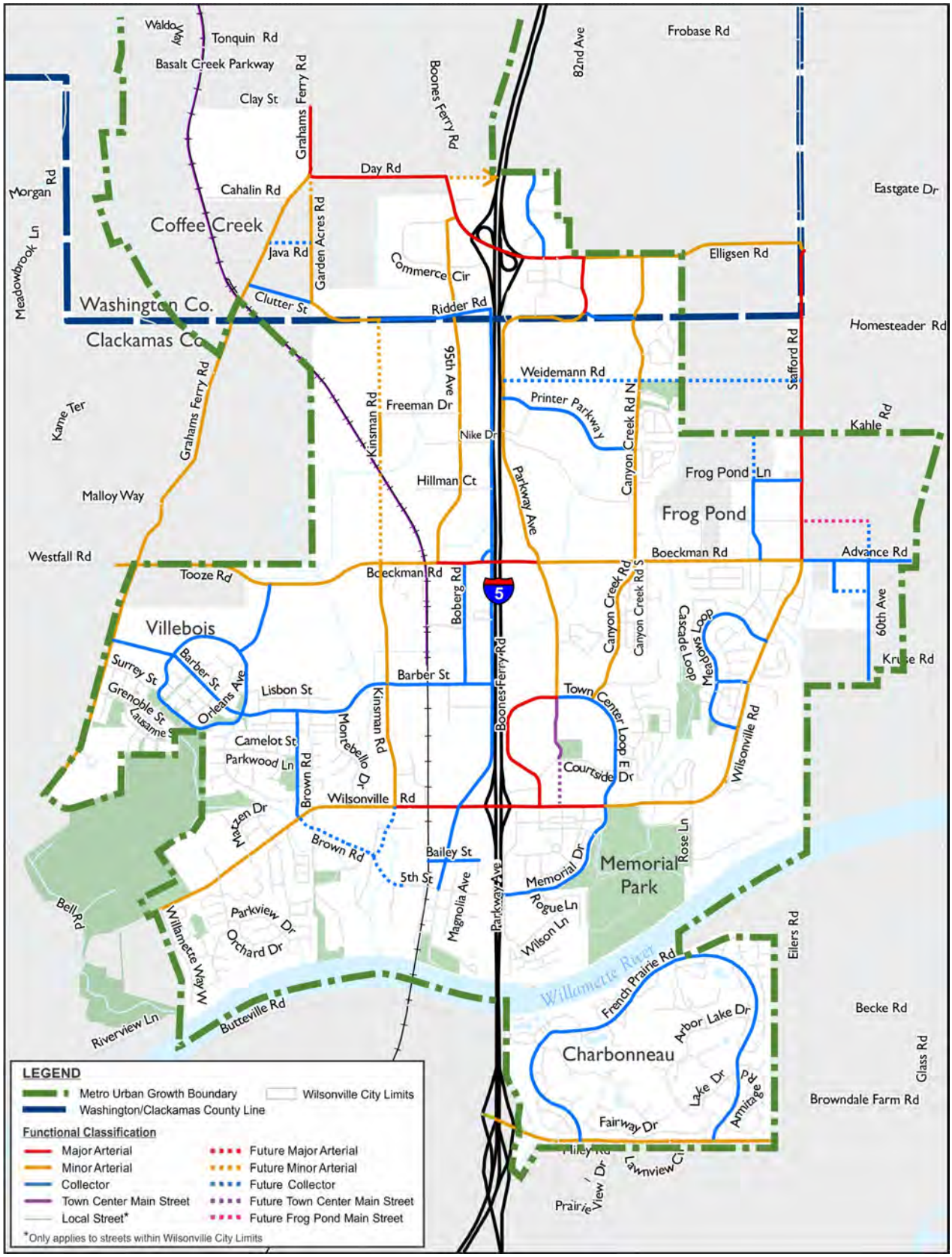
Functional Class Hierarchy

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.

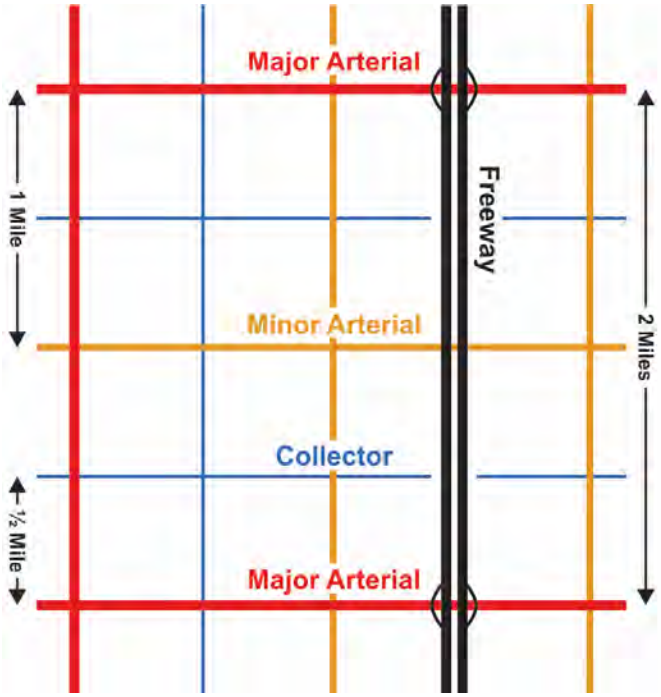
Bicyclists and pedestrians benefit the most from closely spaced facilities because they are the most affected by distance. By providing walking and biking facilities spaced less than 300 feet apart, Wilsonville will support walking and biking use within and between its neighborhoods. In addition, these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

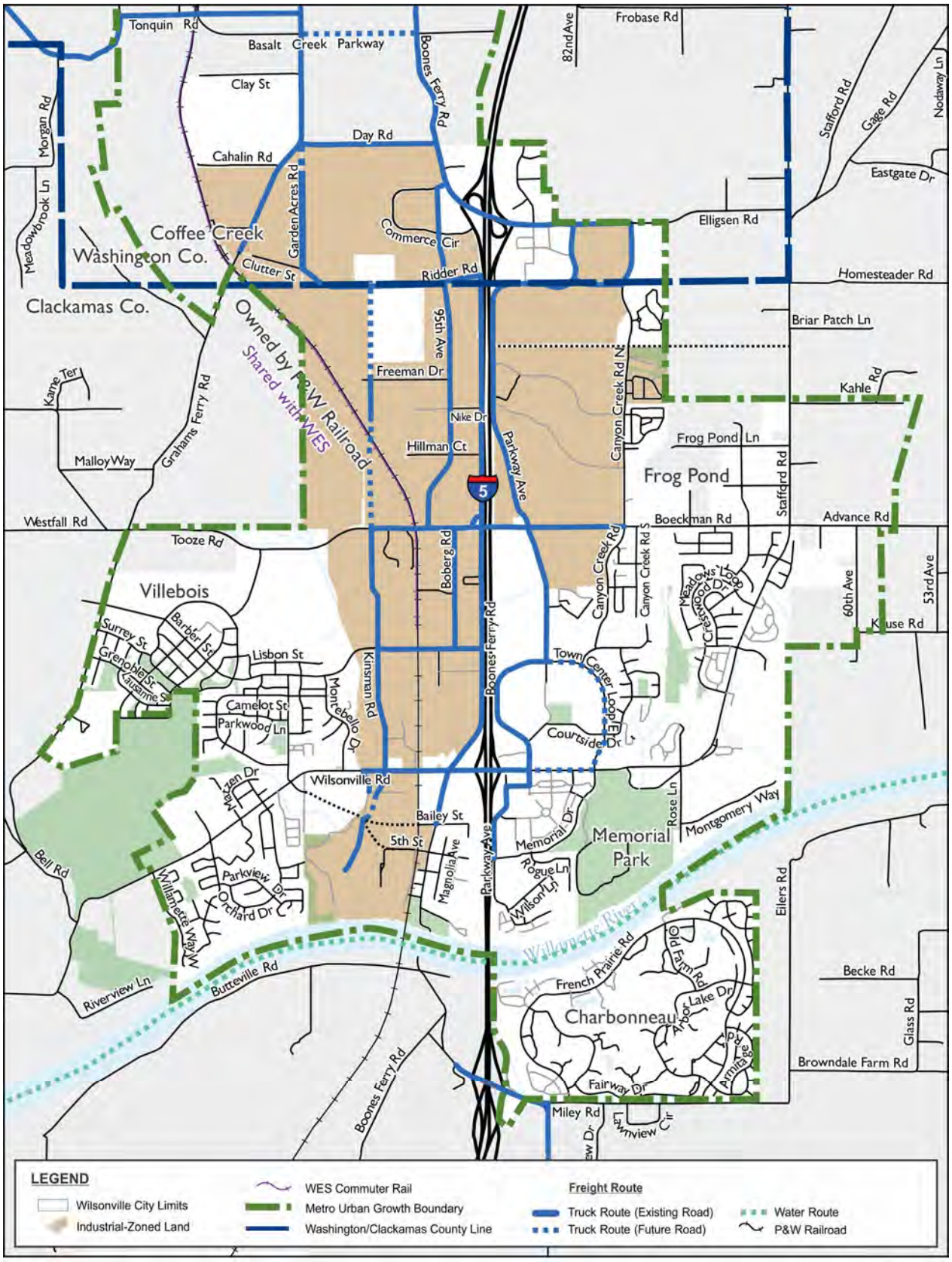
By having designated freight routes, various City efforts regarding freight and non-freight users will be improved:

- **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

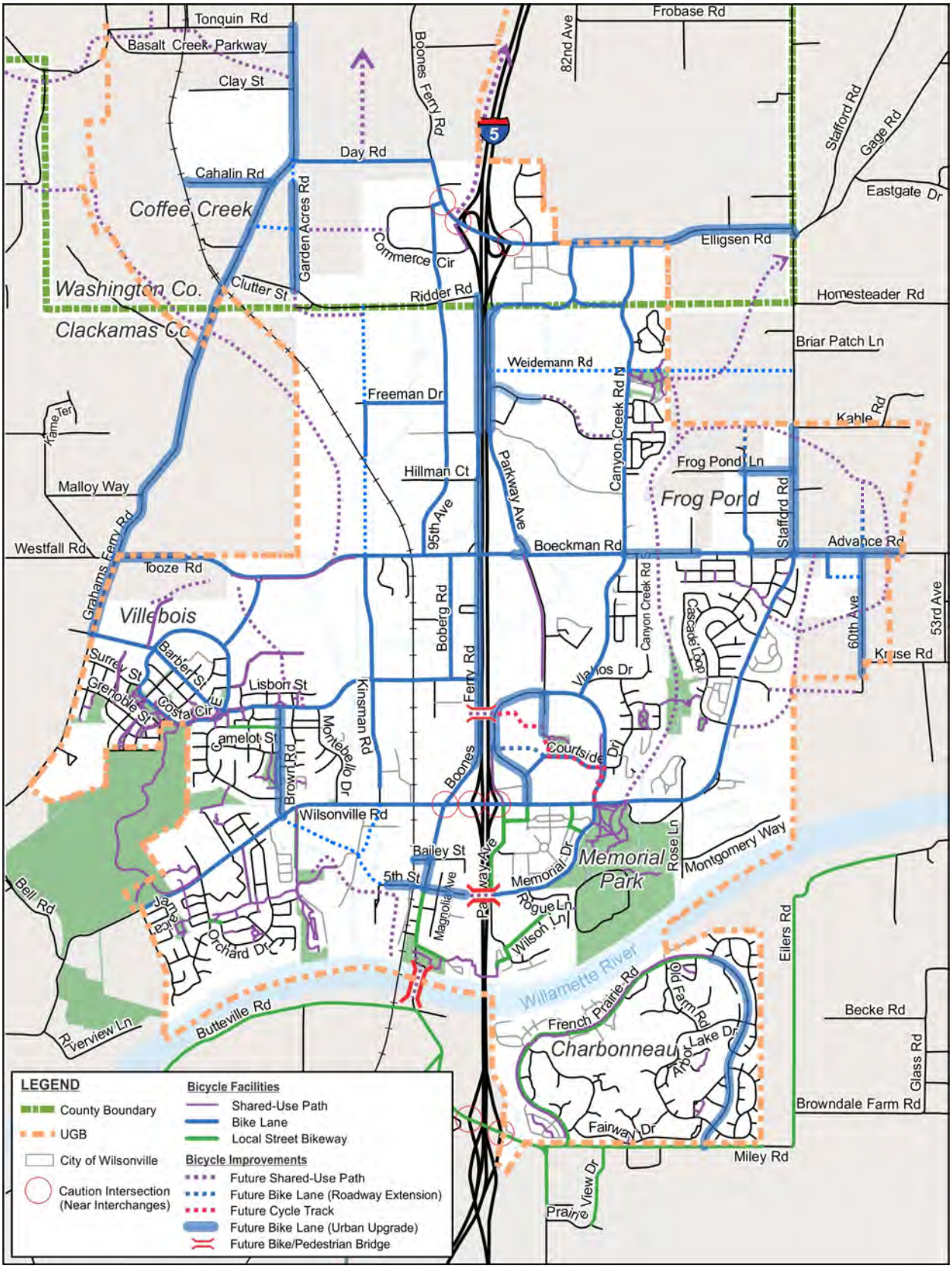
Bike Lanes

- 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.

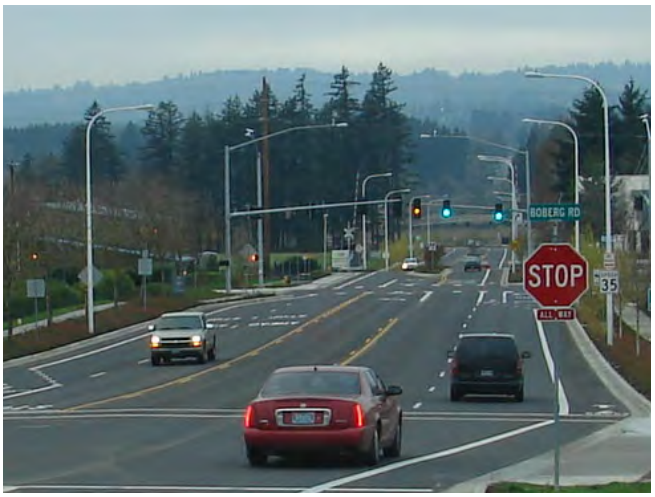
While a street's functional classification does not dictate which street elements to include, it does facilitate the selection of multimodal facilities and widths that will help ensure the roadway can meet its intended multimodal function. Adjacent land uses and available right-of-way width also influence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

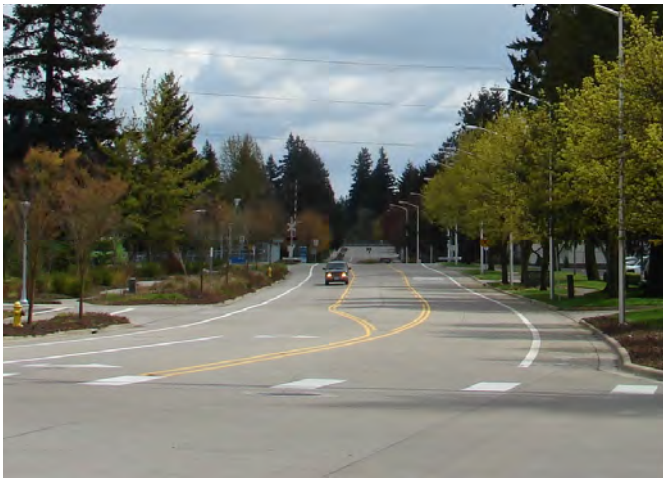
Facility Types

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



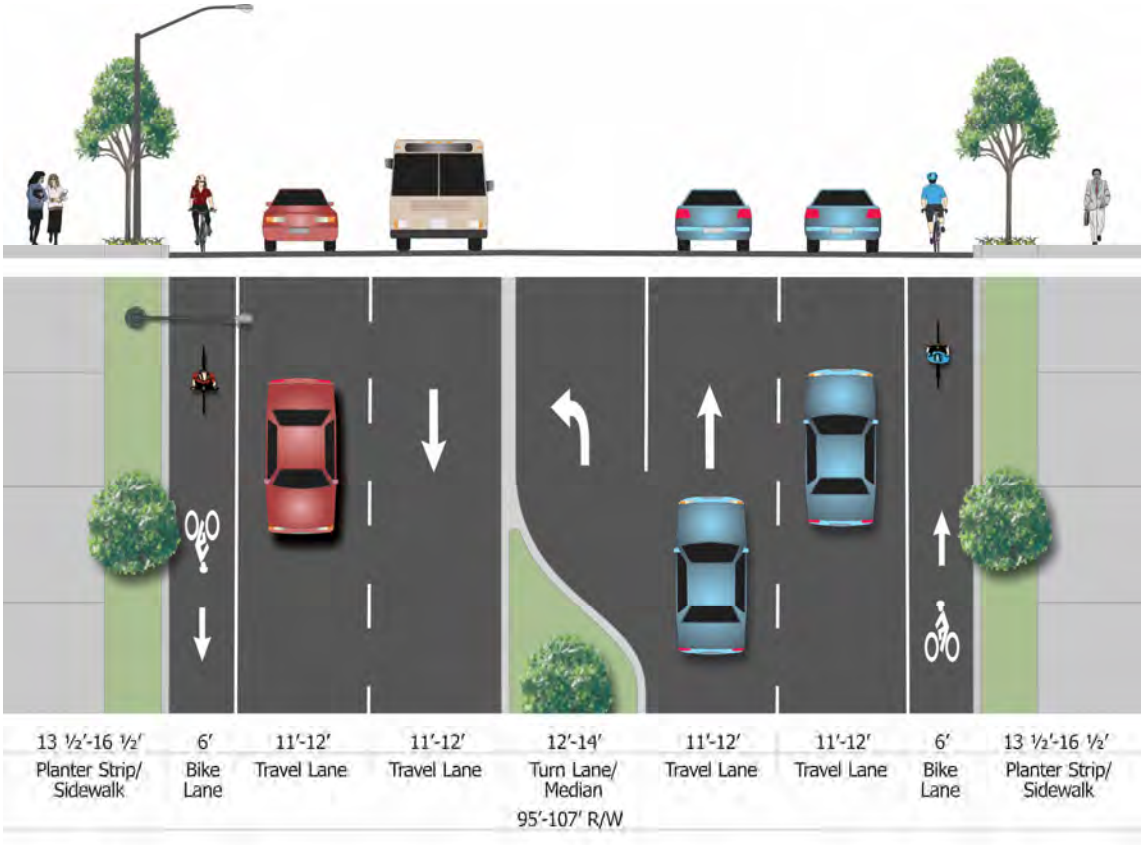
Example of a Major Arterial - Boeckman Road looking west towards Boberg Road and 95th Avenue



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

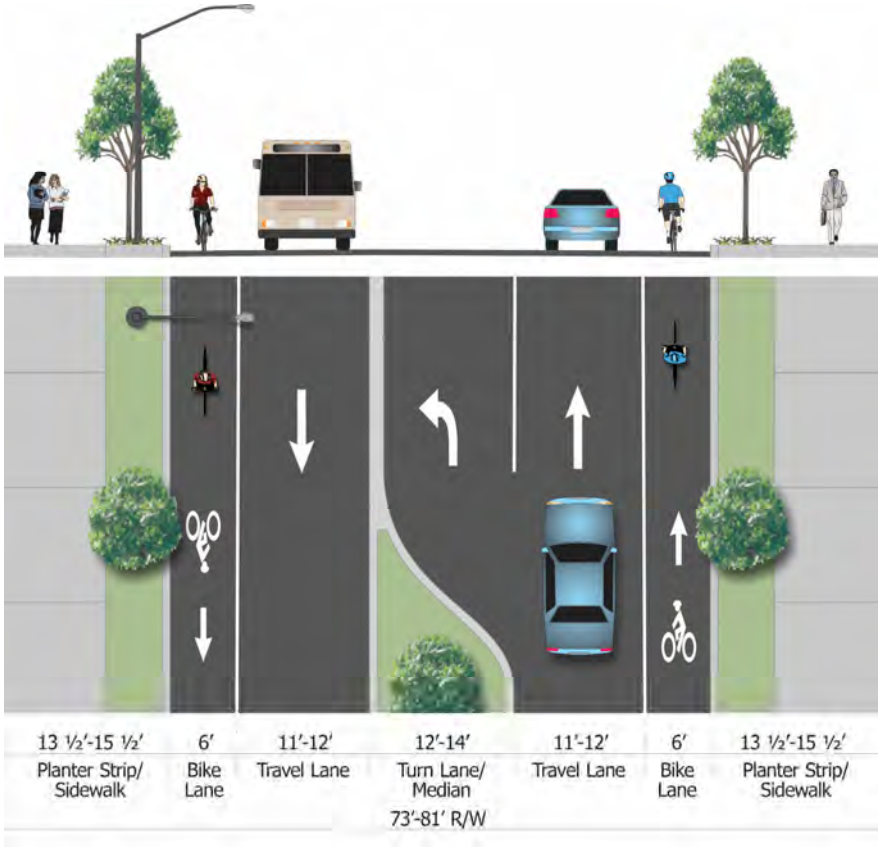
FIGURE 3-6. MAJOR ARTERIAL CROSS-SECTION



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).

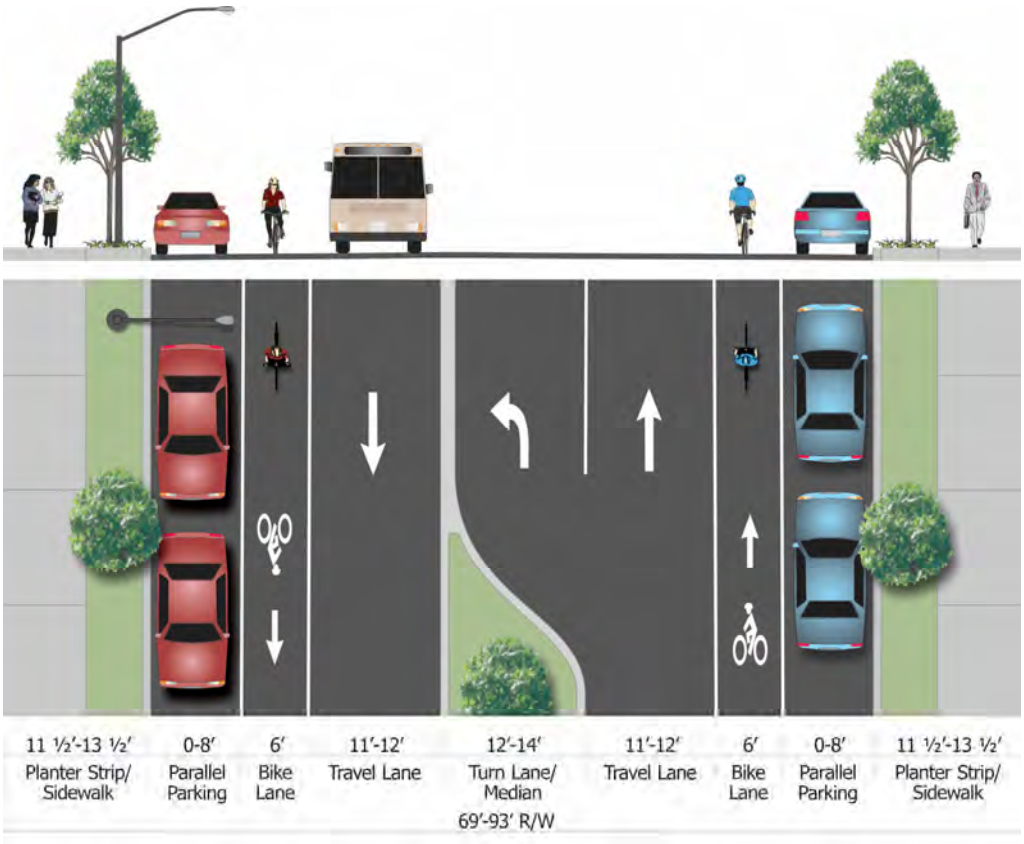
FIGURE 3-7. MINOR ARTERIAL CROSS-SECTION



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).

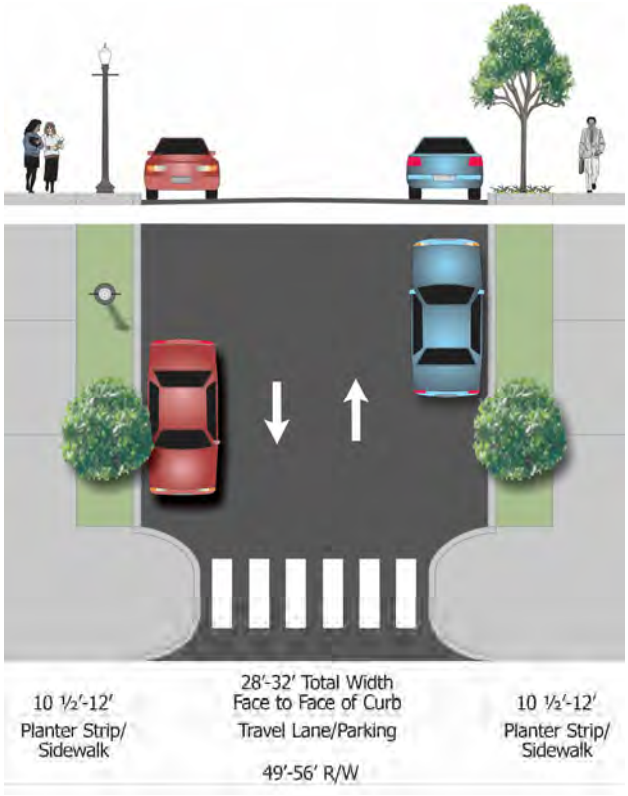
FIGURE 3-8. COLLECTOR CROSS-SECTION



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.

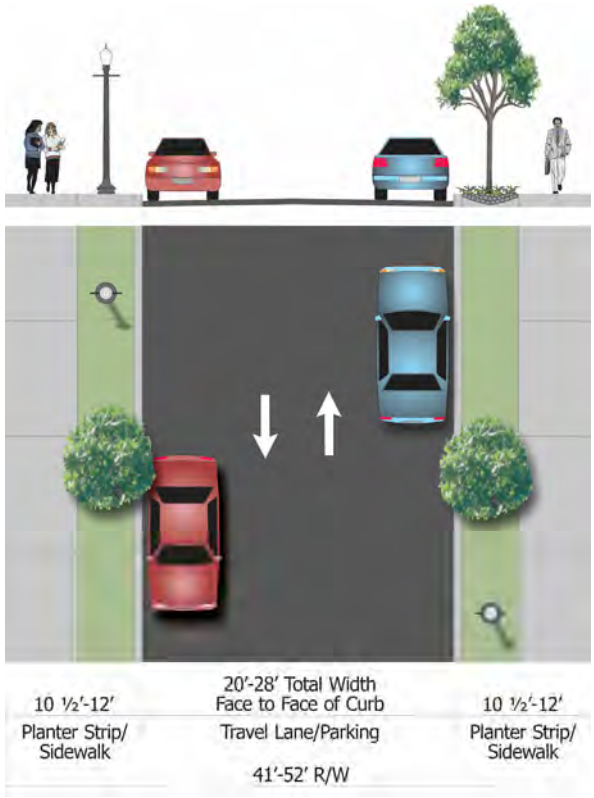
FIGURE 3-9. LOCAL STREET CROSS-SECTION



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-



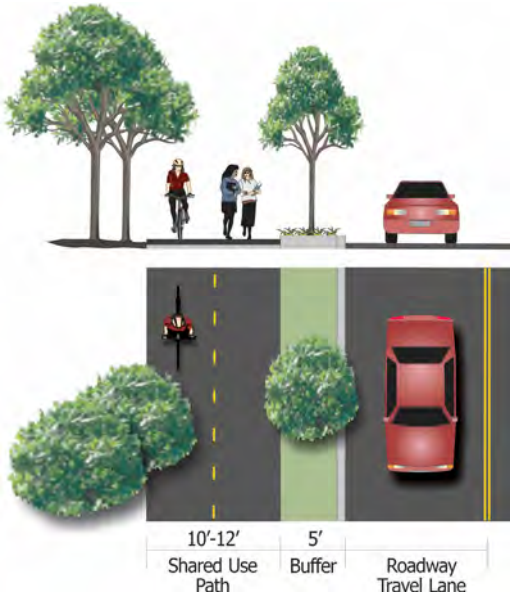
Notes:

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

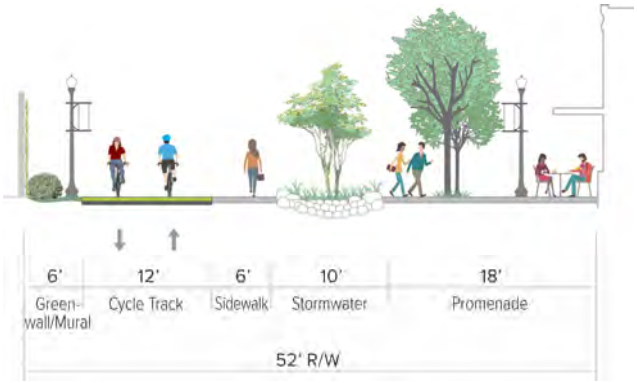
SHARED-USE PATH

SHARED-USE PATH ADJACENT TO ROADWAY

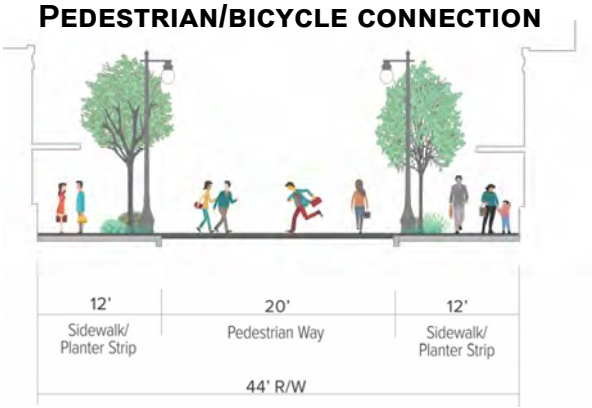


NATURE TRAIL

PROMENADE



PEDESTRIAN/BICYCLE CONNECTION



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

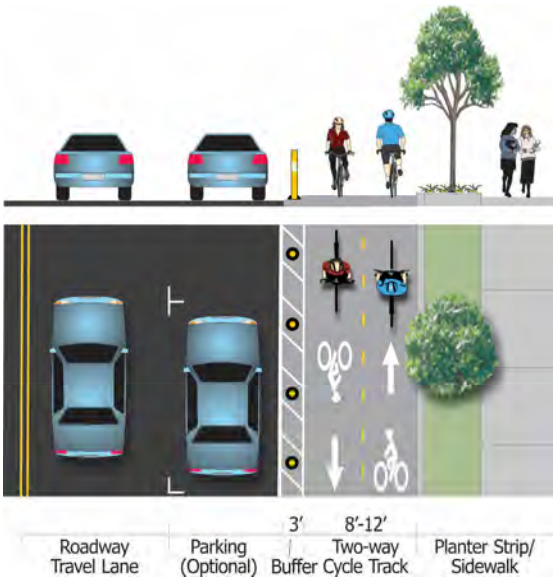
Buffered Bike Lanes and Cycle Tracks

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

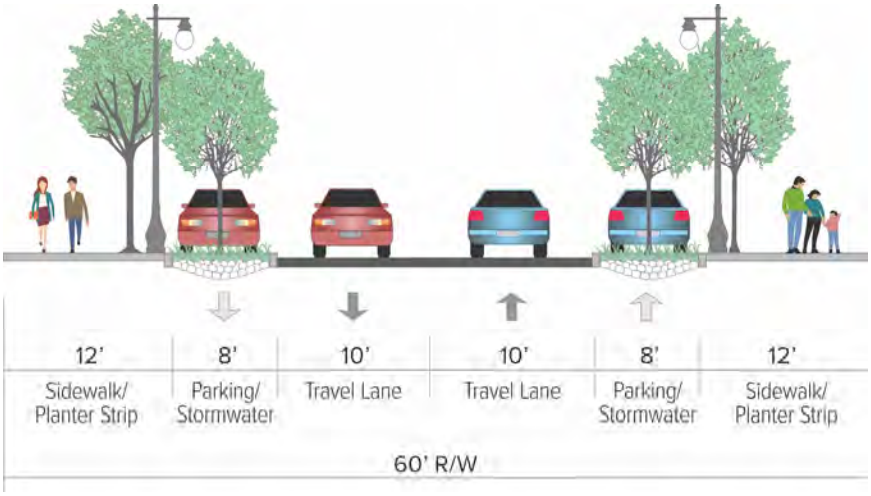
The following pages include cross sections for specific master plans. In 2020, the City changed its approach to inclusion of these special cross sections in the TSP. While this document includes a number of special cross sections, including for Town Center and Frog Pond East and South, other area-specific cross sections adopted in legislative master plans prior to 2020 are not included. However, these cross sections, found in the relevant Master Plans, have equal weight as those included in this document, as such Master Plans are adopted as sub-elements of the Comprehensive Plan, the same as the Transportation System Plan.

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, refer to 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)

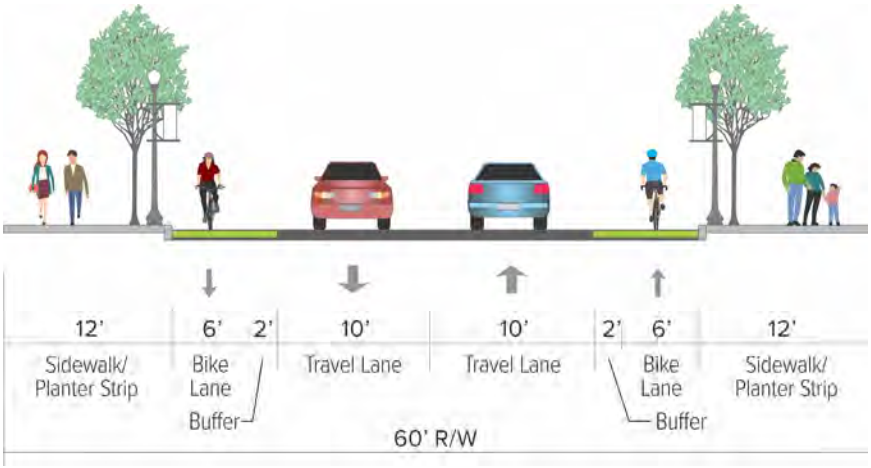
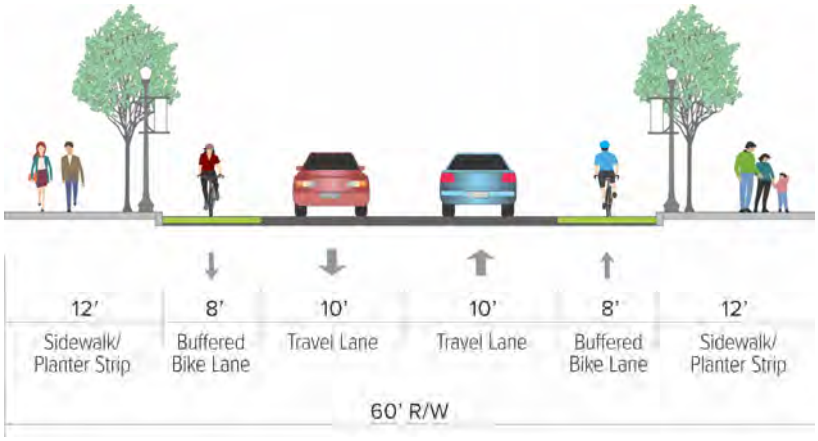
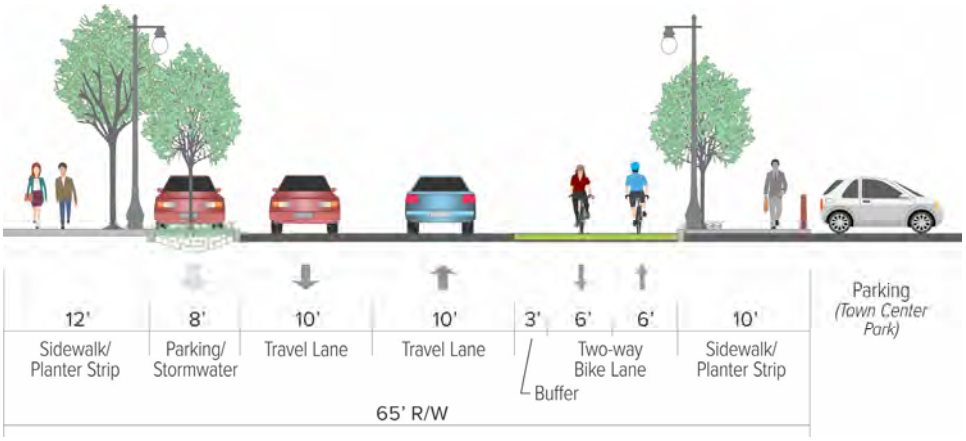


FIGURE 3-13. TOWN CENTER PLAN CROSS-SECTIONS (CONT.)

PARK PLACE REDESIGN (UU-11)



PARK PLACE AT TOWN CENTER REDESIGN (UU-12)



COURTSIDE DRIVE UPGRADE (UU-13)

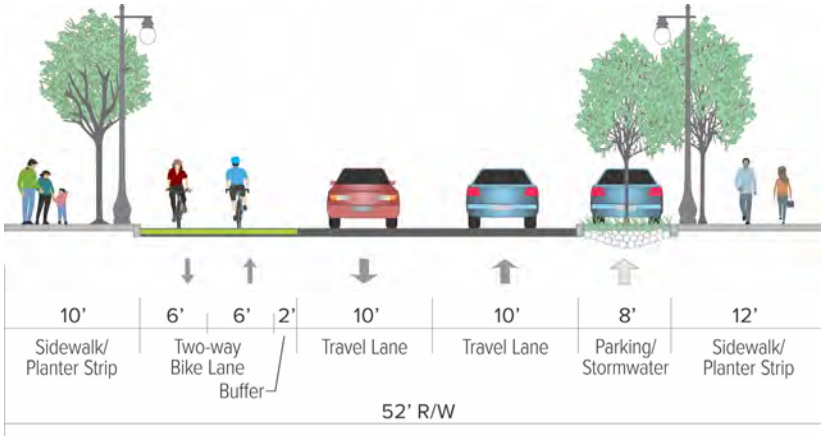


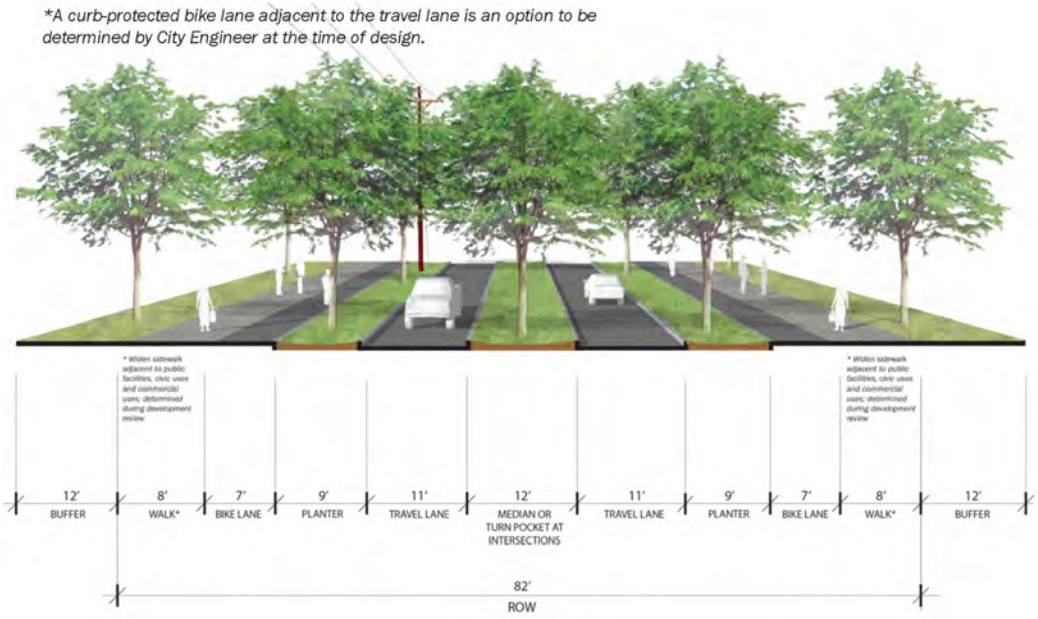
FIGURE 3-14. FROG POND EAST AND SOUTH MASTER PLAN CROSS-SECTIONS

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.

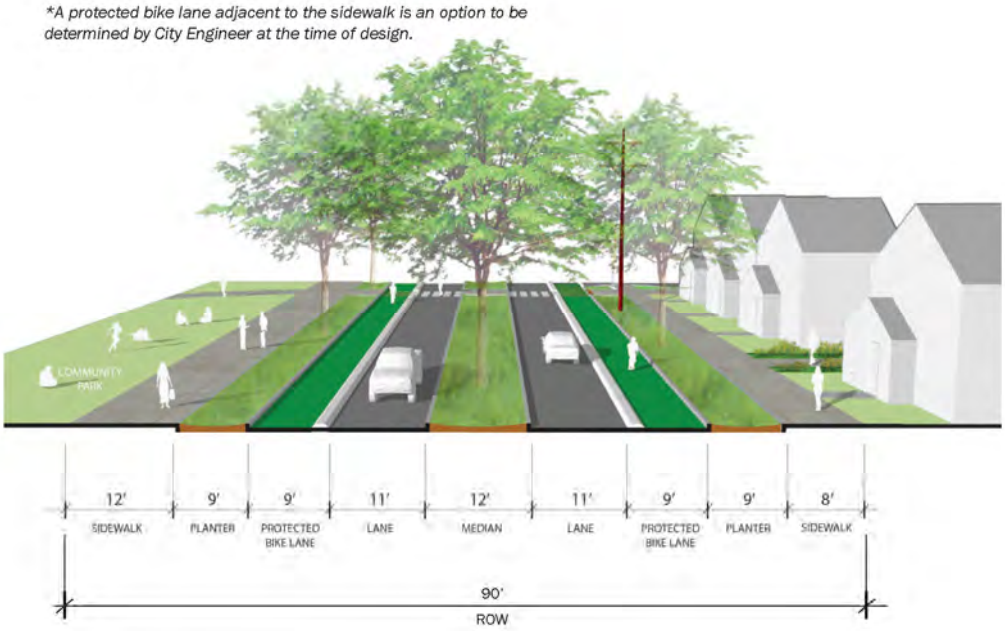
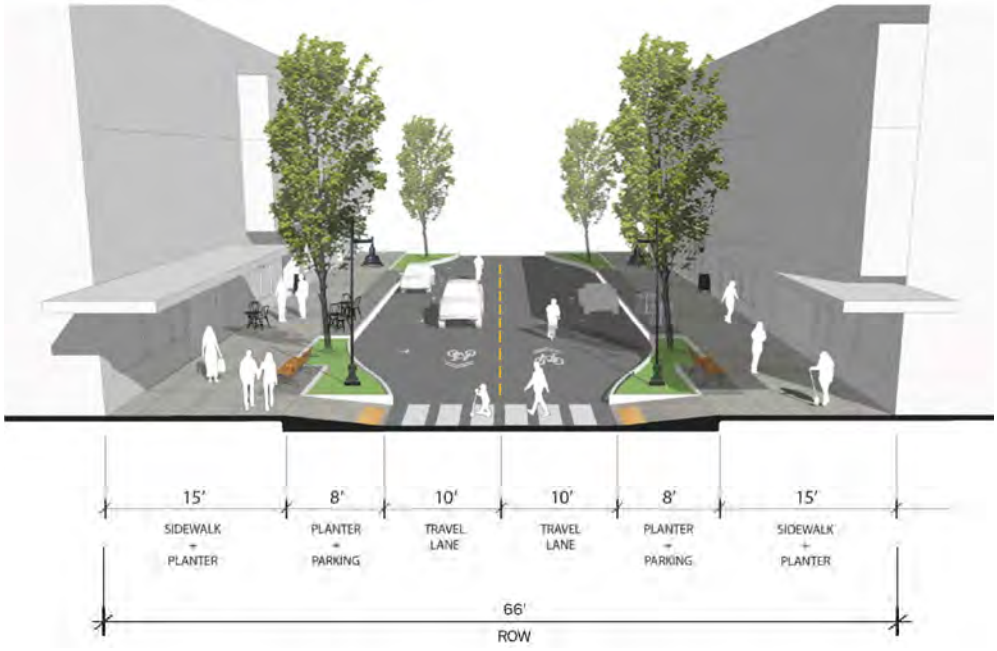


FIGURE 3-14. FROG POND EAST AND SOUTH MASTER PLAN CROSS-SECTIONS (CONT.)

FROG POND BRISBAND MAIN STREET EXTENSION (RE-17)



LOCAL STREET (SOUTH OF MERIDIAN CREEK MIDDLE SCHOOL)

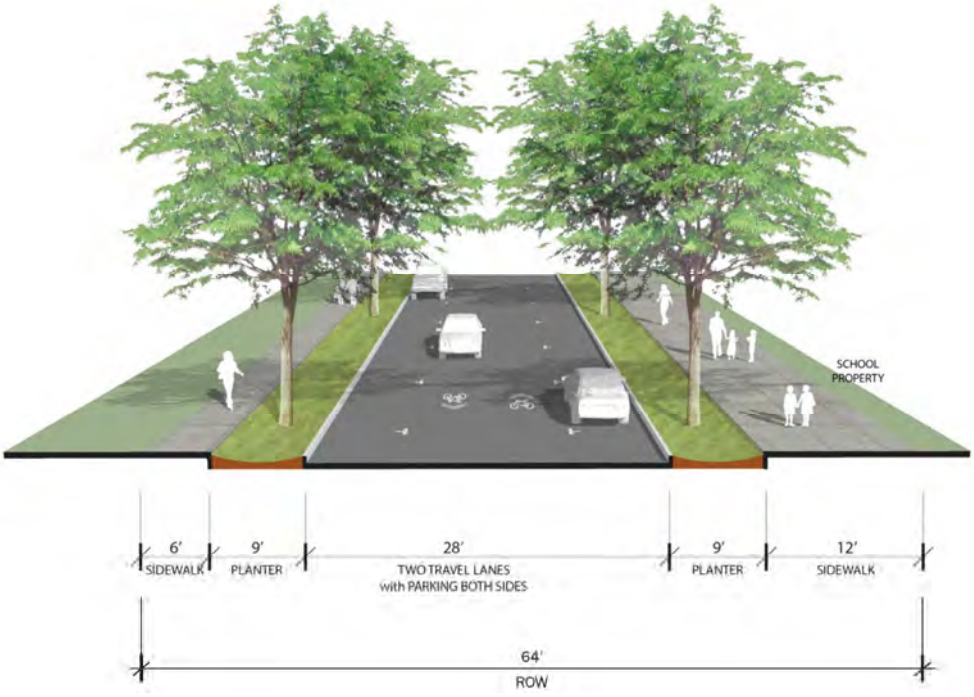
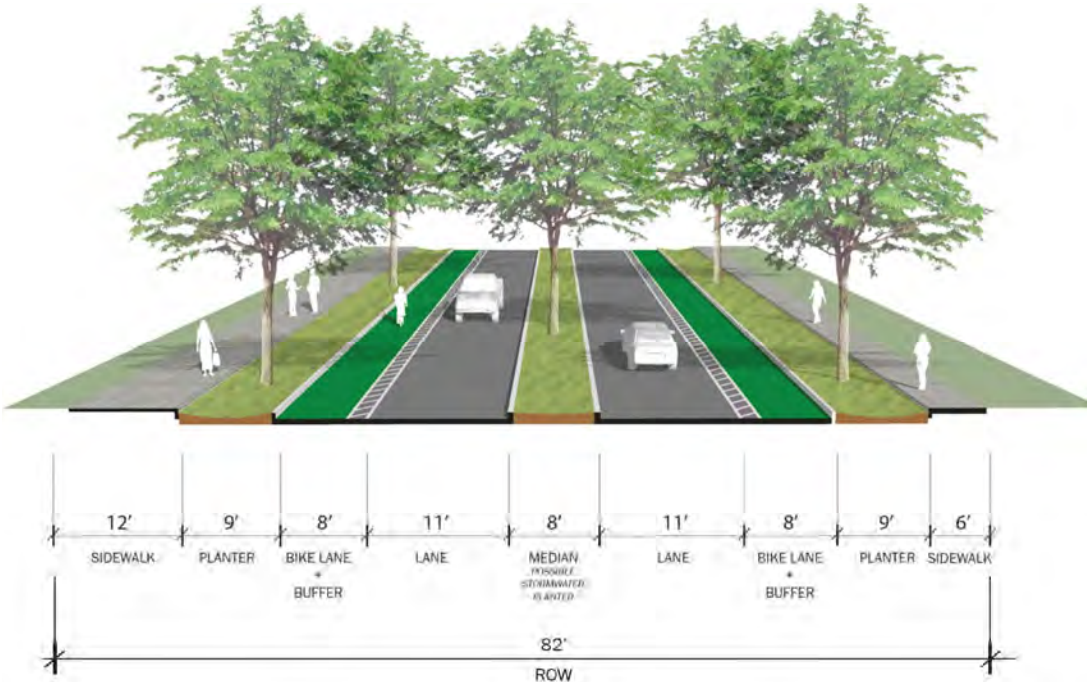
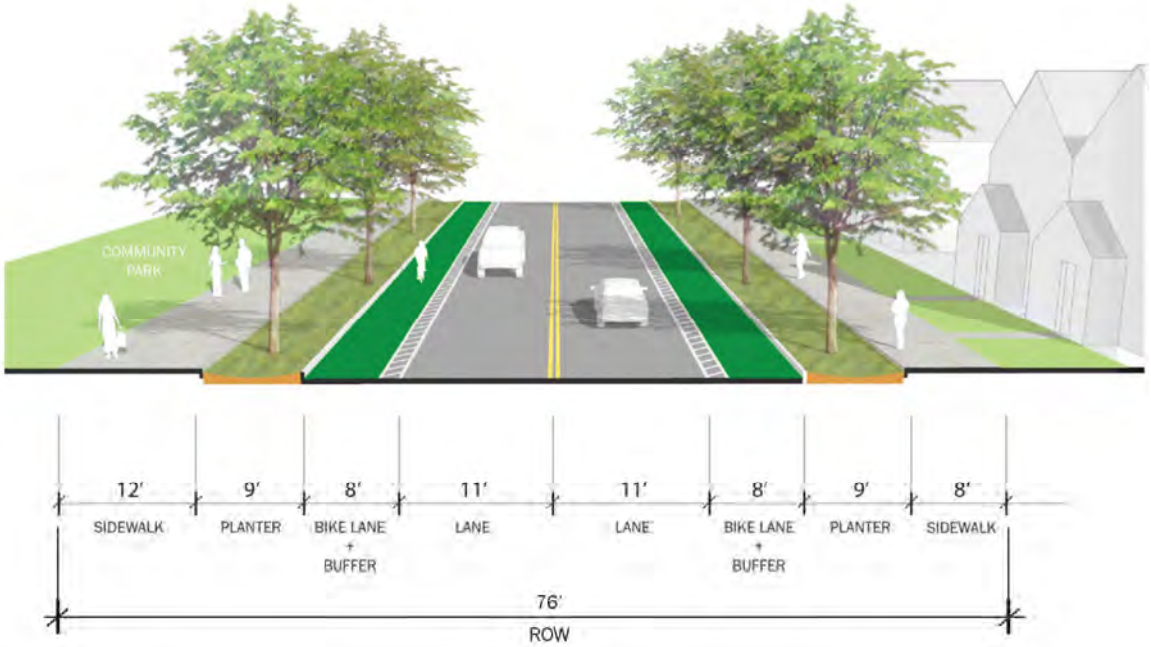


FIGURE 3-14. FROG POND EAST AND SOUTH MASTER PLAN CROSS-SECTIONS (CONT.)

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 . . .

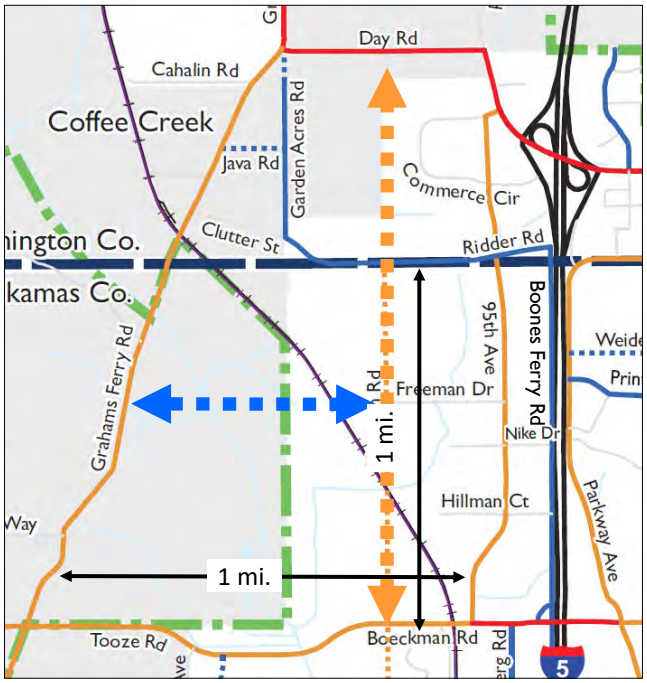
- ***Improvement projects (Chapter 5)***
- ***Programs (Chapter 6)***

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

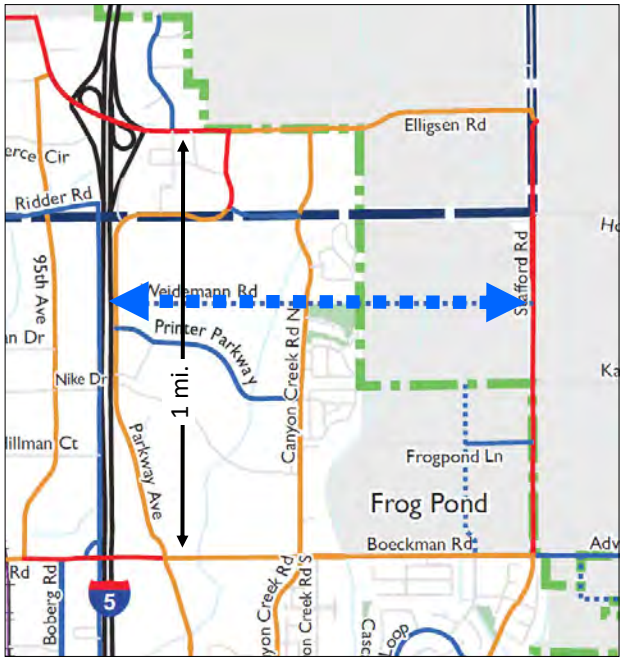


Two connectivity gaps exist in this quadrant:

- 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.

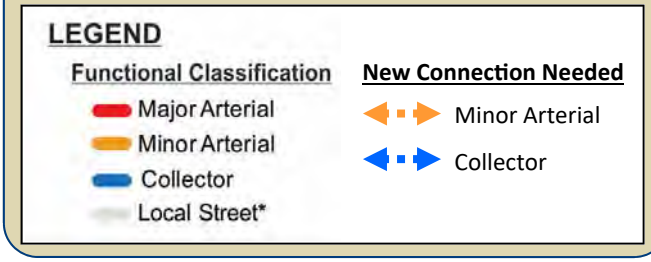
Northeast Quadrant Connectivity



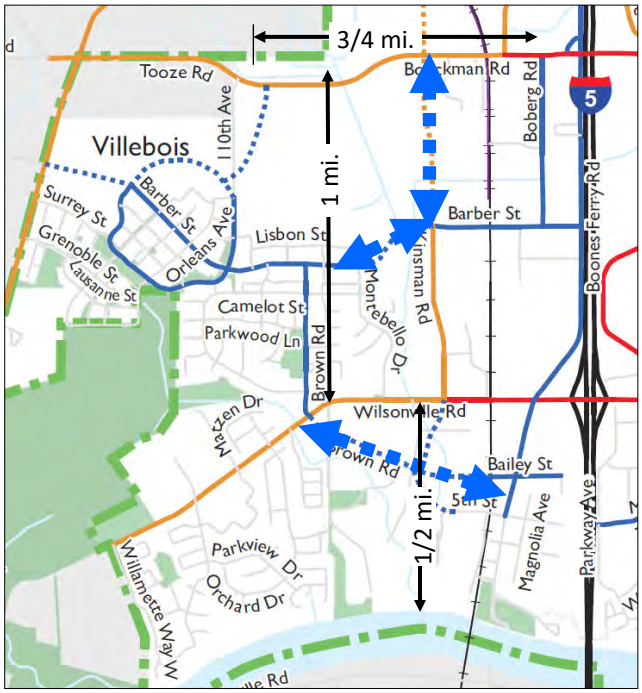
There is a gap in the east west connectivity between Elligsen Road and Boeckman Road.

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.



Southwest Quadrant Connectivity



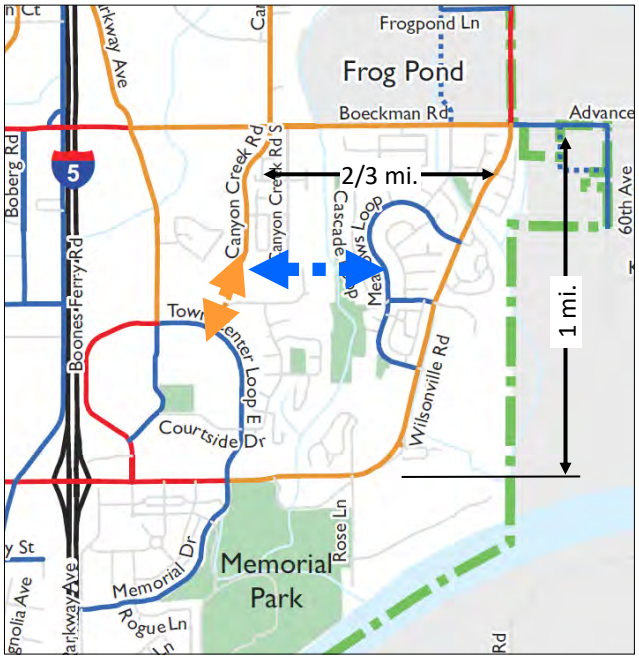
There are several gaps in east-west and north-south connectivity as follows:

- 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.

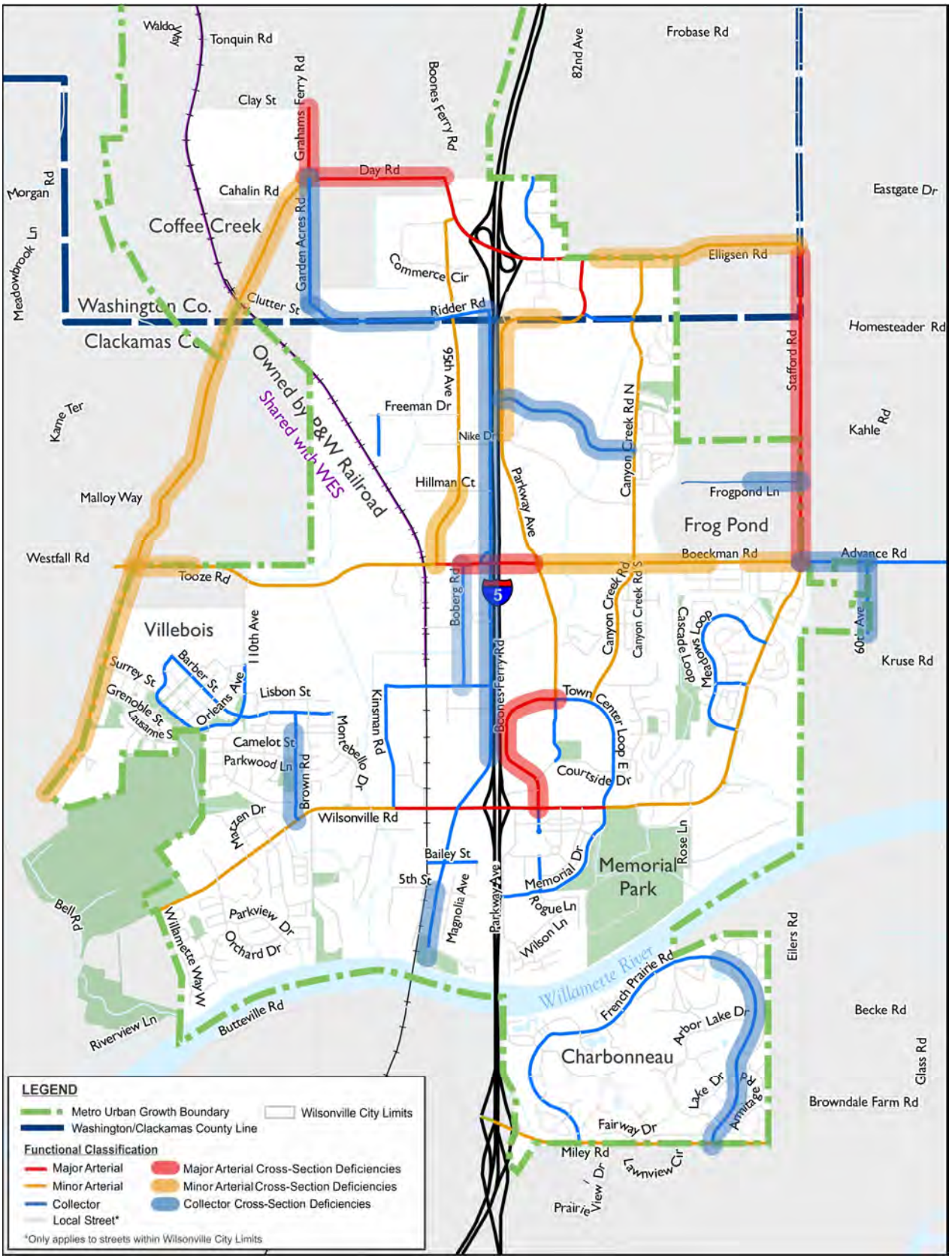
Parkway Avenue near the Xerox campus is a Minor Arterial but does not include bike lanes. There is a sidewalk on the east side, but it ends at the boundary with the vacant parcel to the north.

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.

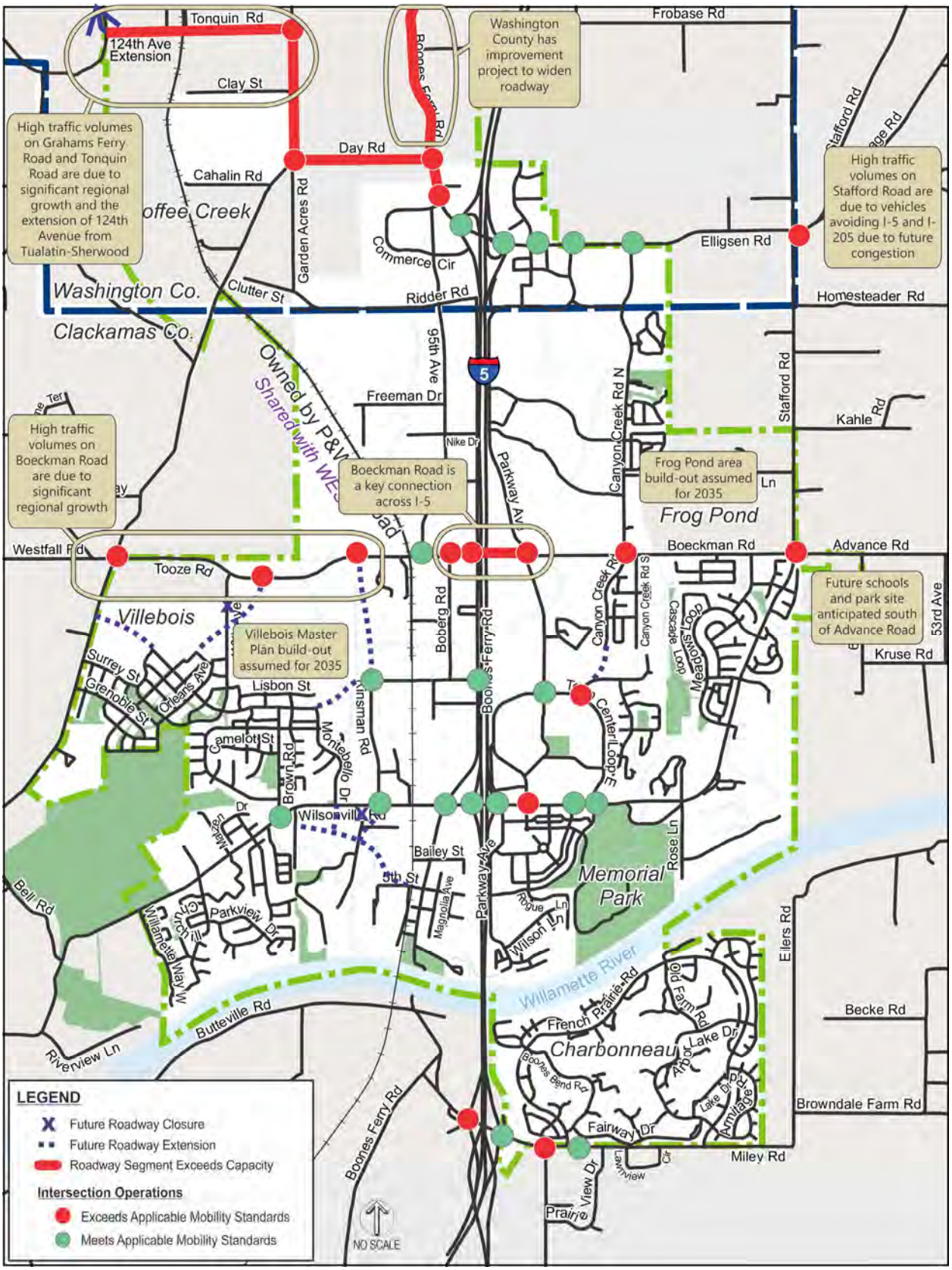
2035 Baseline Roadway Extension Assumptions

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.

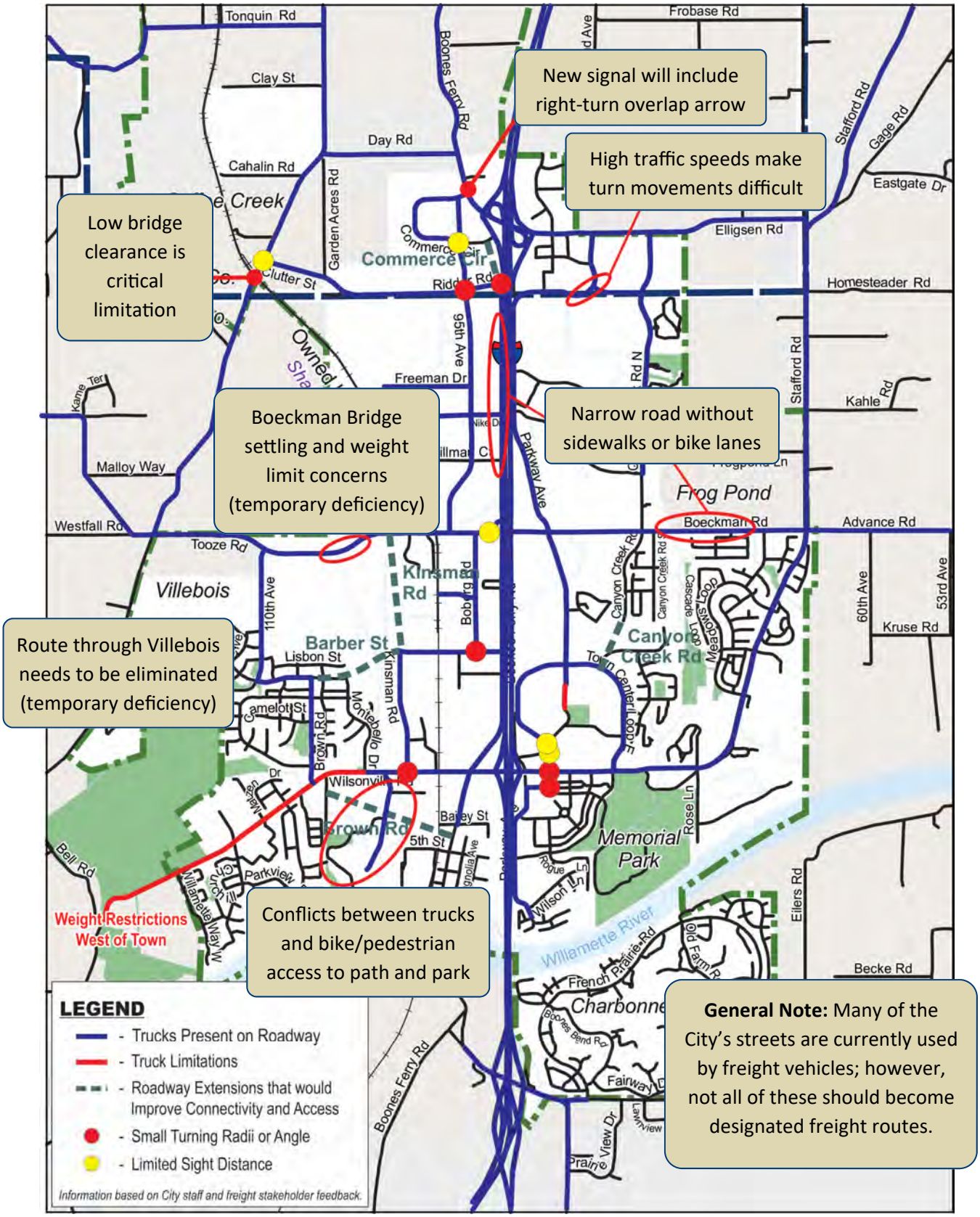
Freight Carrier Outreach

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

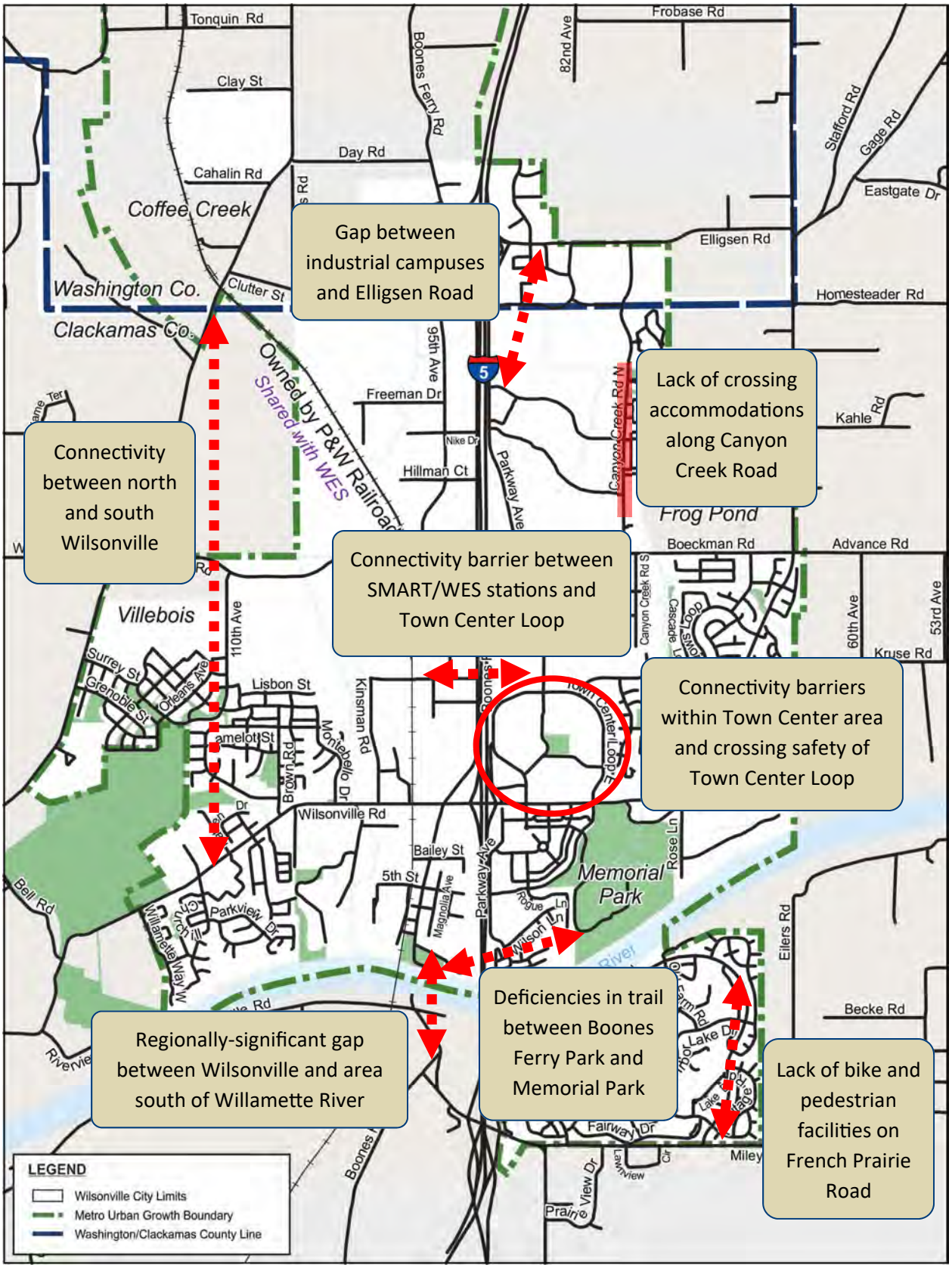
Additional bicycle and pedestrian gaps and deficiencies were identified as part of the Safe Routes to School assessment that the City performed in collaboration with the West Linn-Wilsonville School District and each of the city's primary and middle school. These needs are identified in Chapter 6: The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

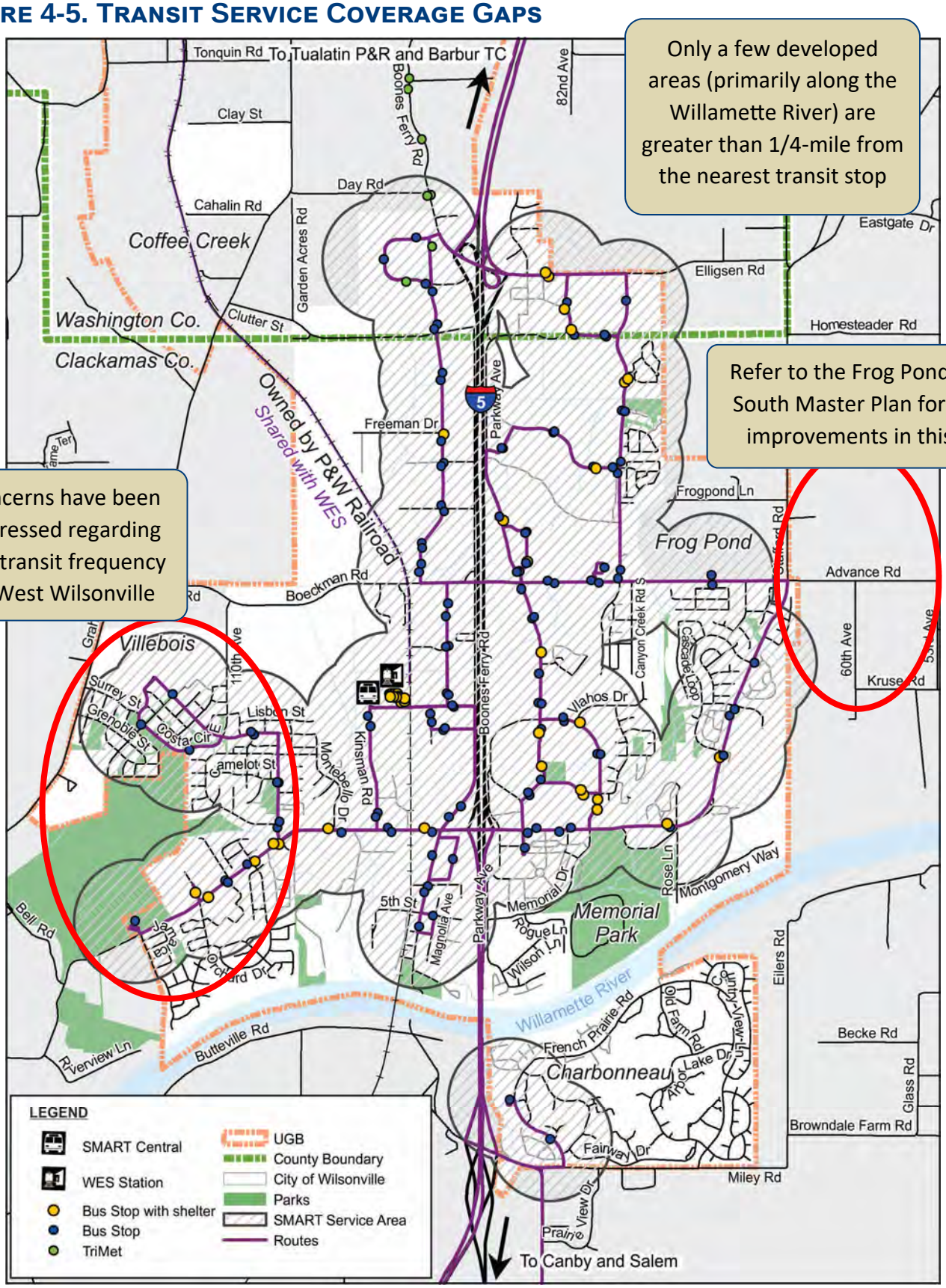
- **Regional Transit Connections** are important for SMART due to Wilsonville's central location between two metropolitan areas (Portland Metro and Salem-Keizer) and its large employment base. While it has existing connections to TriMet (Portland Metro) and Cherriots (Salem-Keizer), these connections 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).

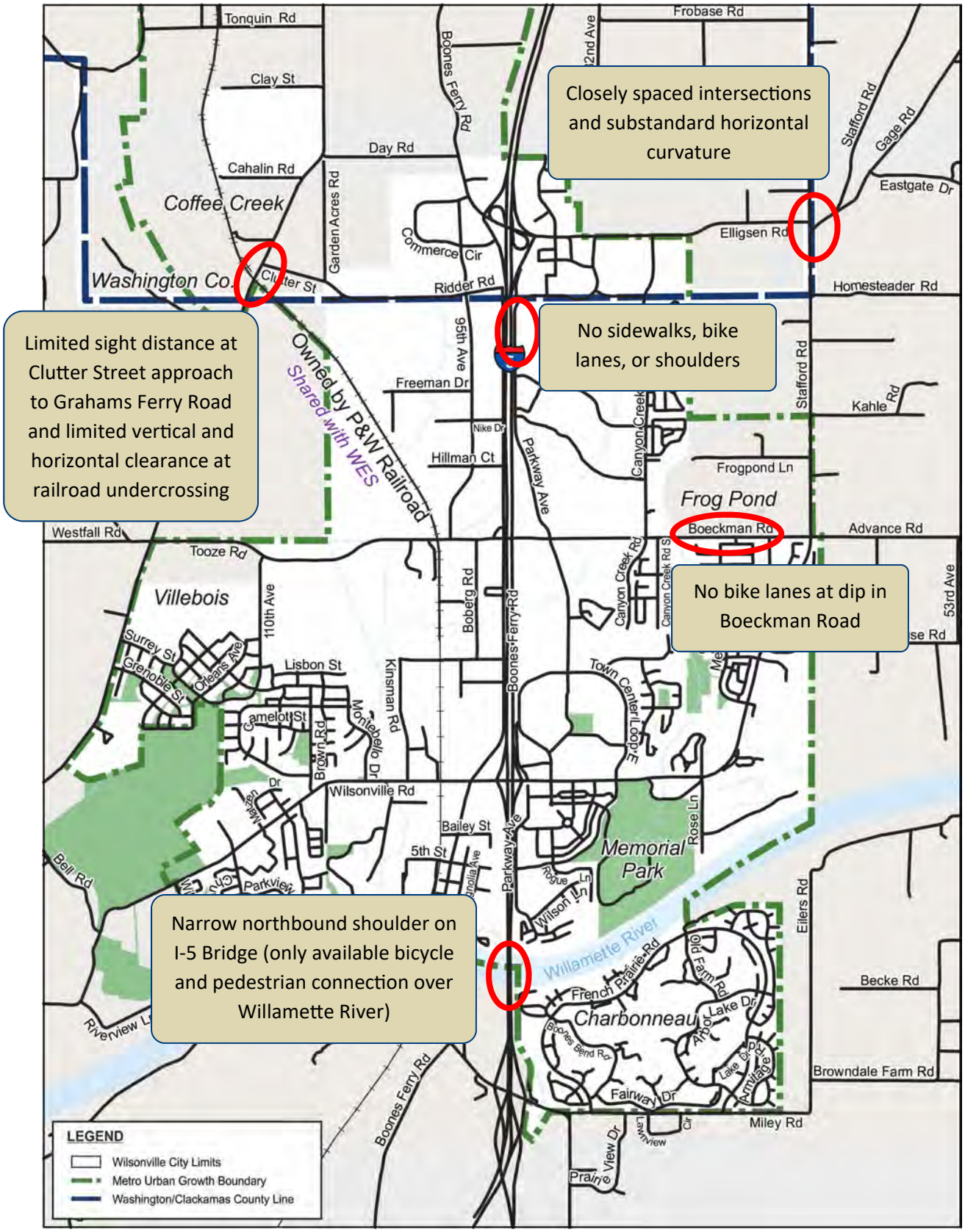
Within the context of the TSP, Environmental Justice is an effort to identify underserved and vulnerable populations so the City can improve transportation services while reduce future inequalities. Two areas of particular need are Charbonneau (due to the higher proportion of elderly residents) and a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

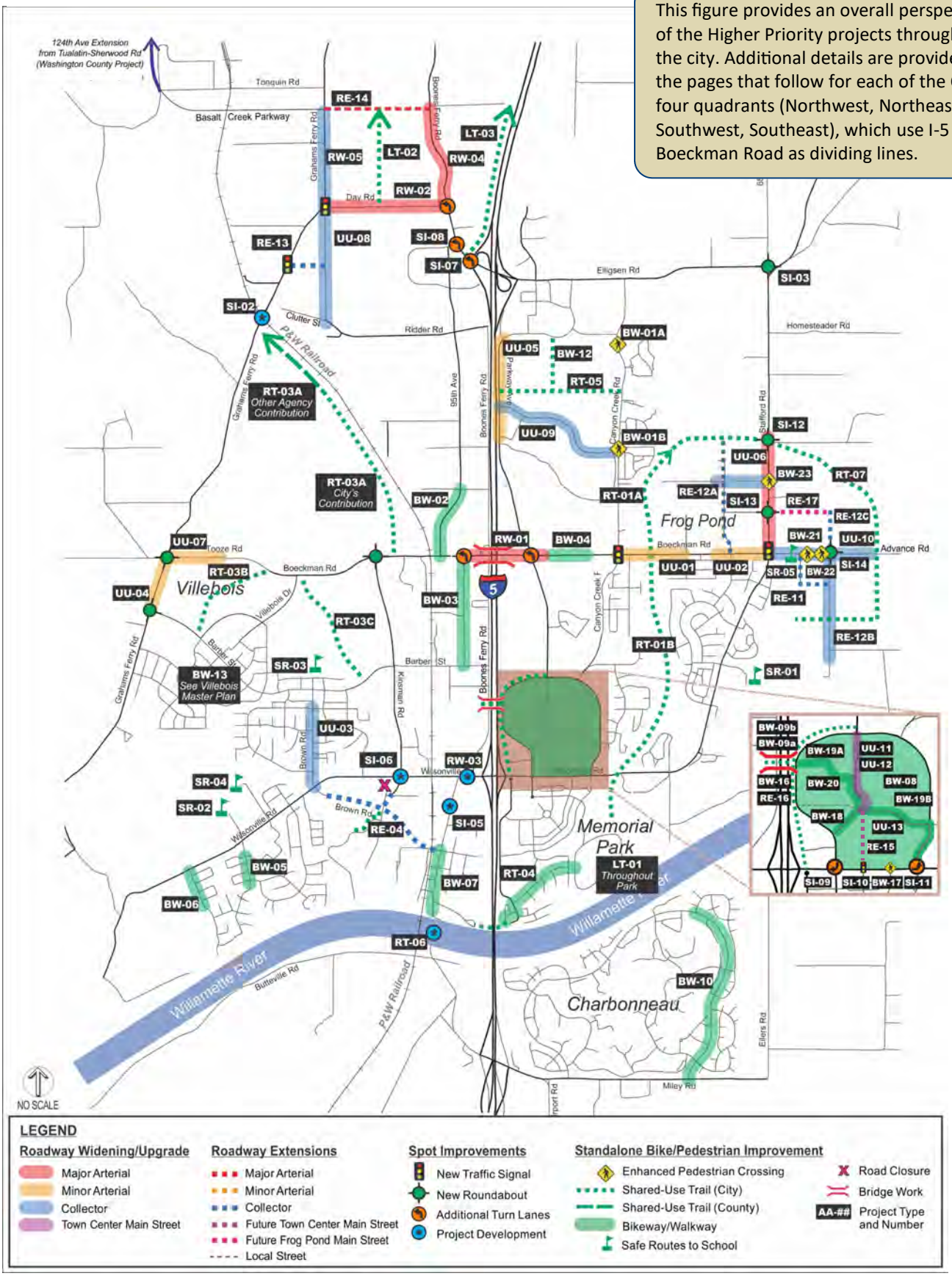


Table 5-2. Higher Priority Projects (Northwest Quadrant)

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)

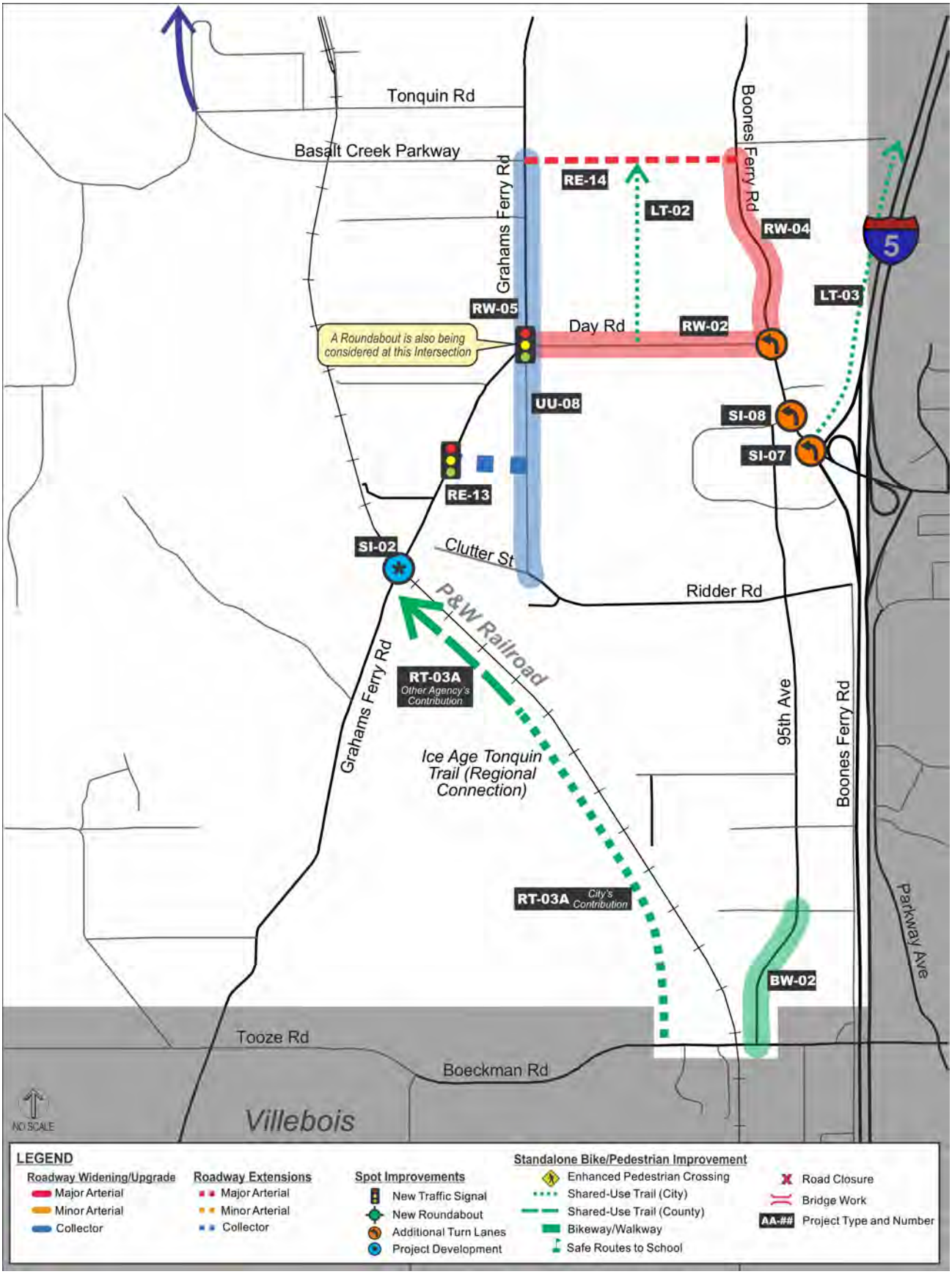


Table 5-3. Higher Priority Projects (Northeast Quadrant)

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)

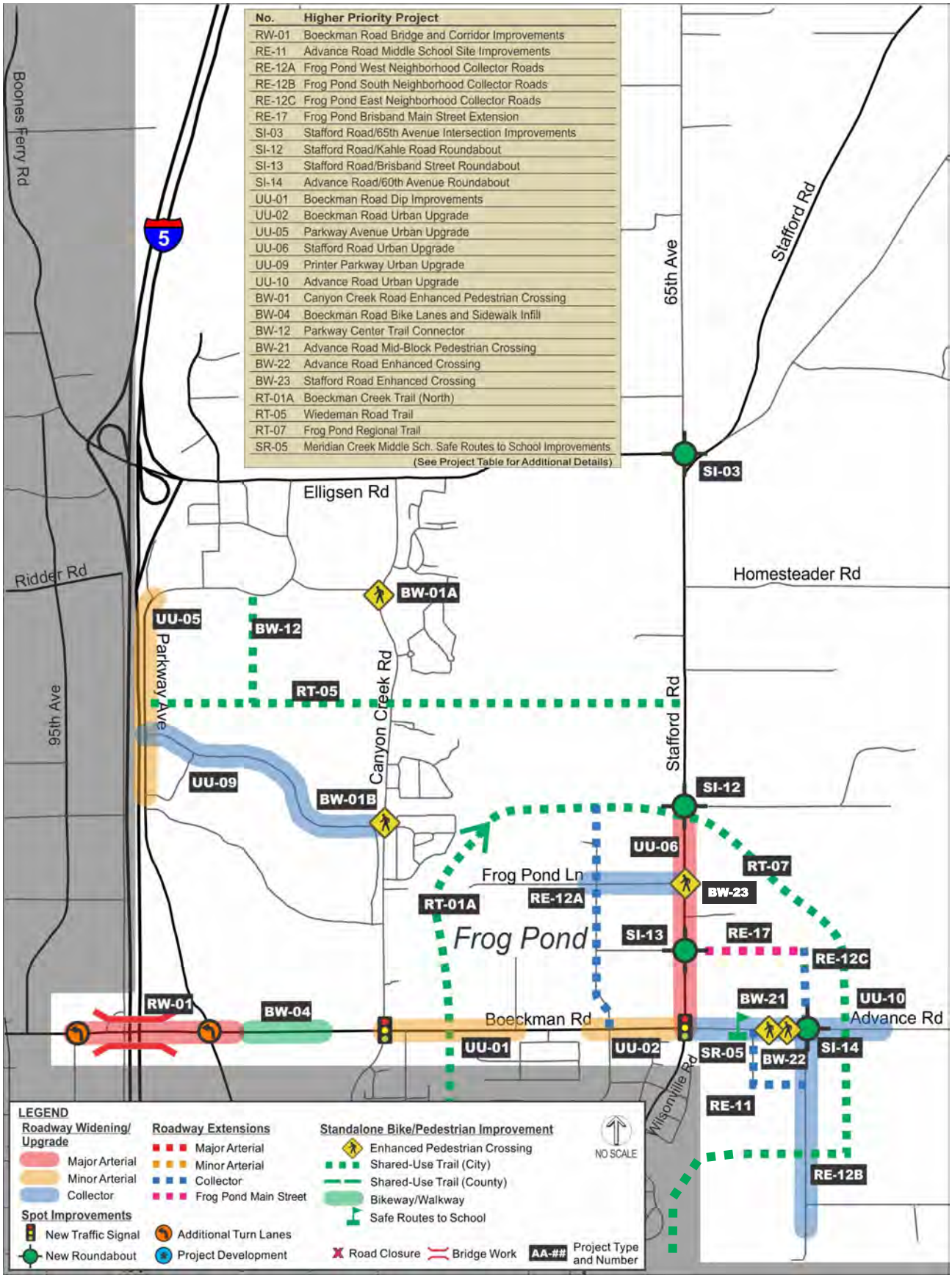


Table 5-4. Higher Priority Projects (Southwest Quadrant)

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)

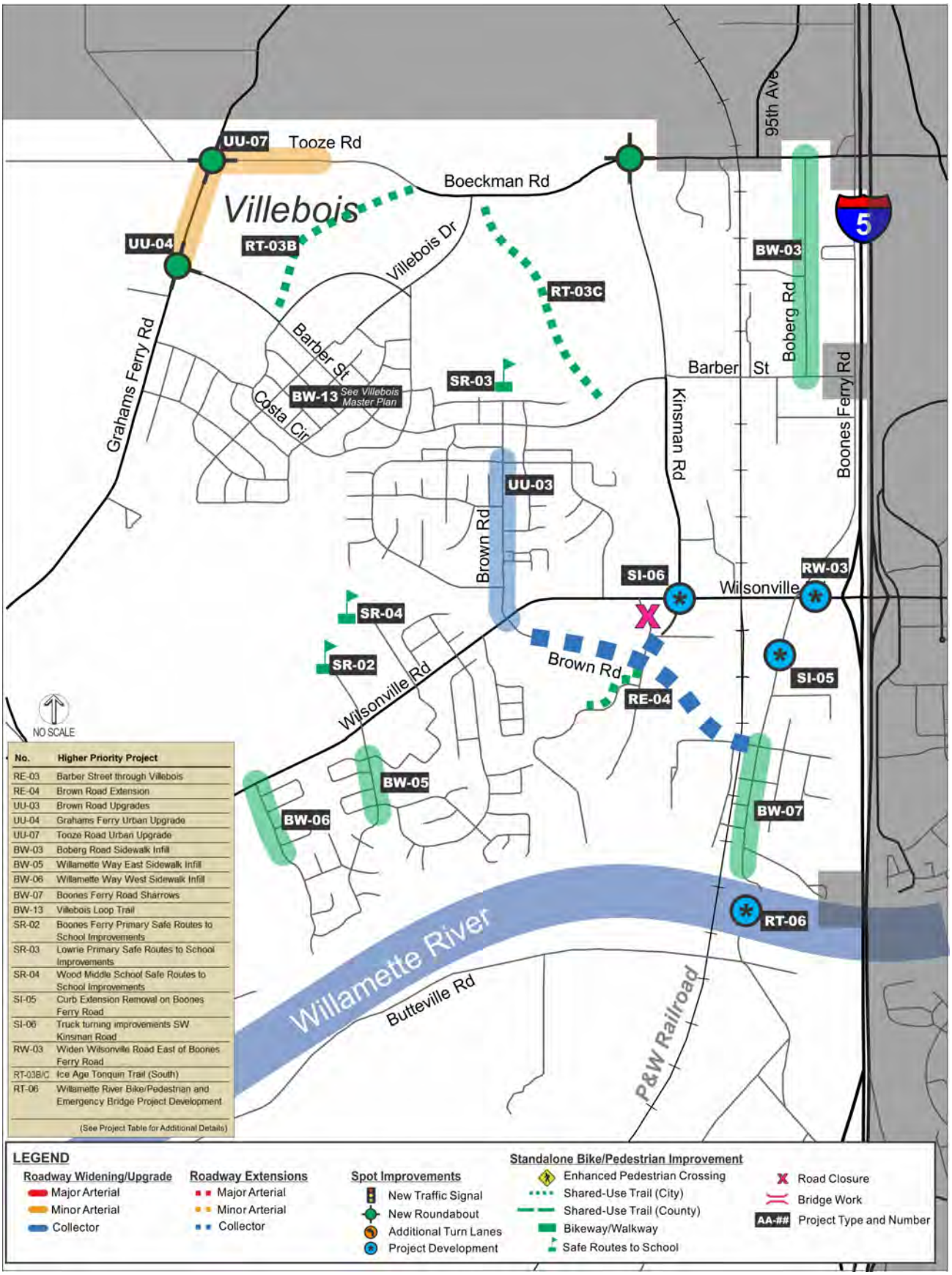


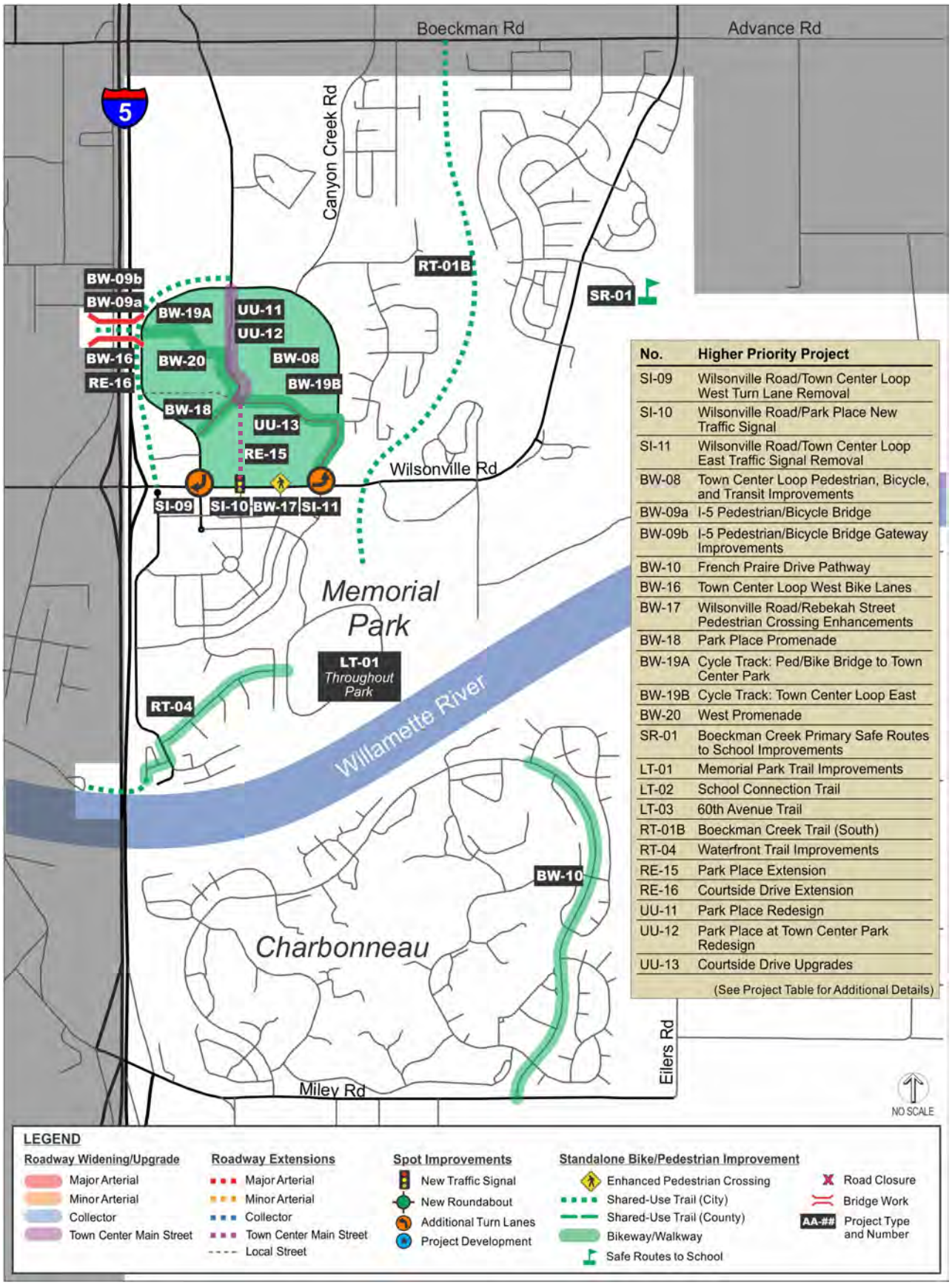
Table 5-5. Higher Priority Projects (Southeast Quadrant)

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.

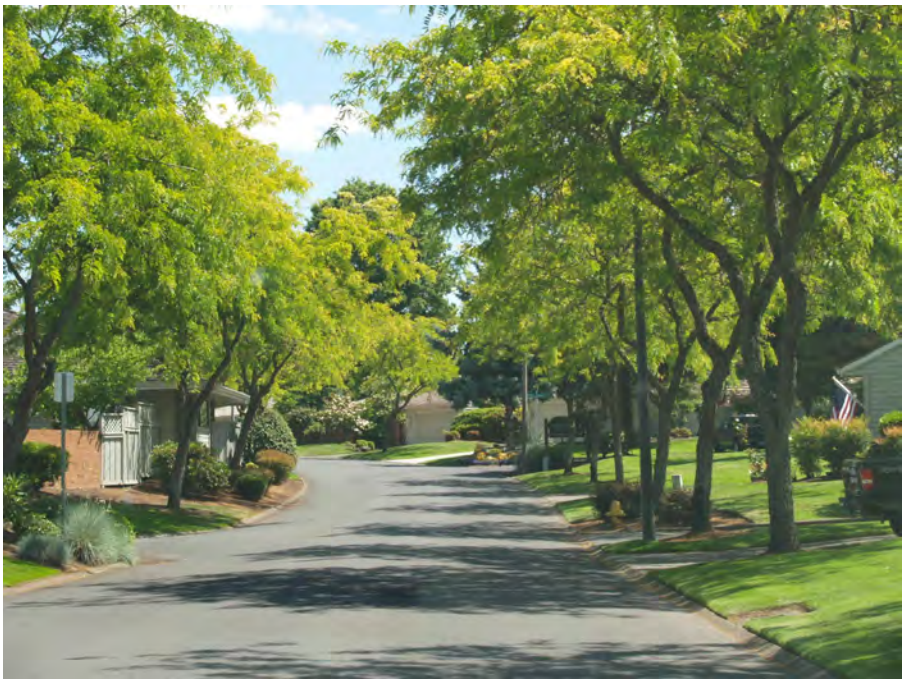
Even though the City should primarily focus on the projects included in the Higher Priority Solutions Package, it should look for opportunities to pursue these remaining projects as funding opportunities become available, including grant funding.

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

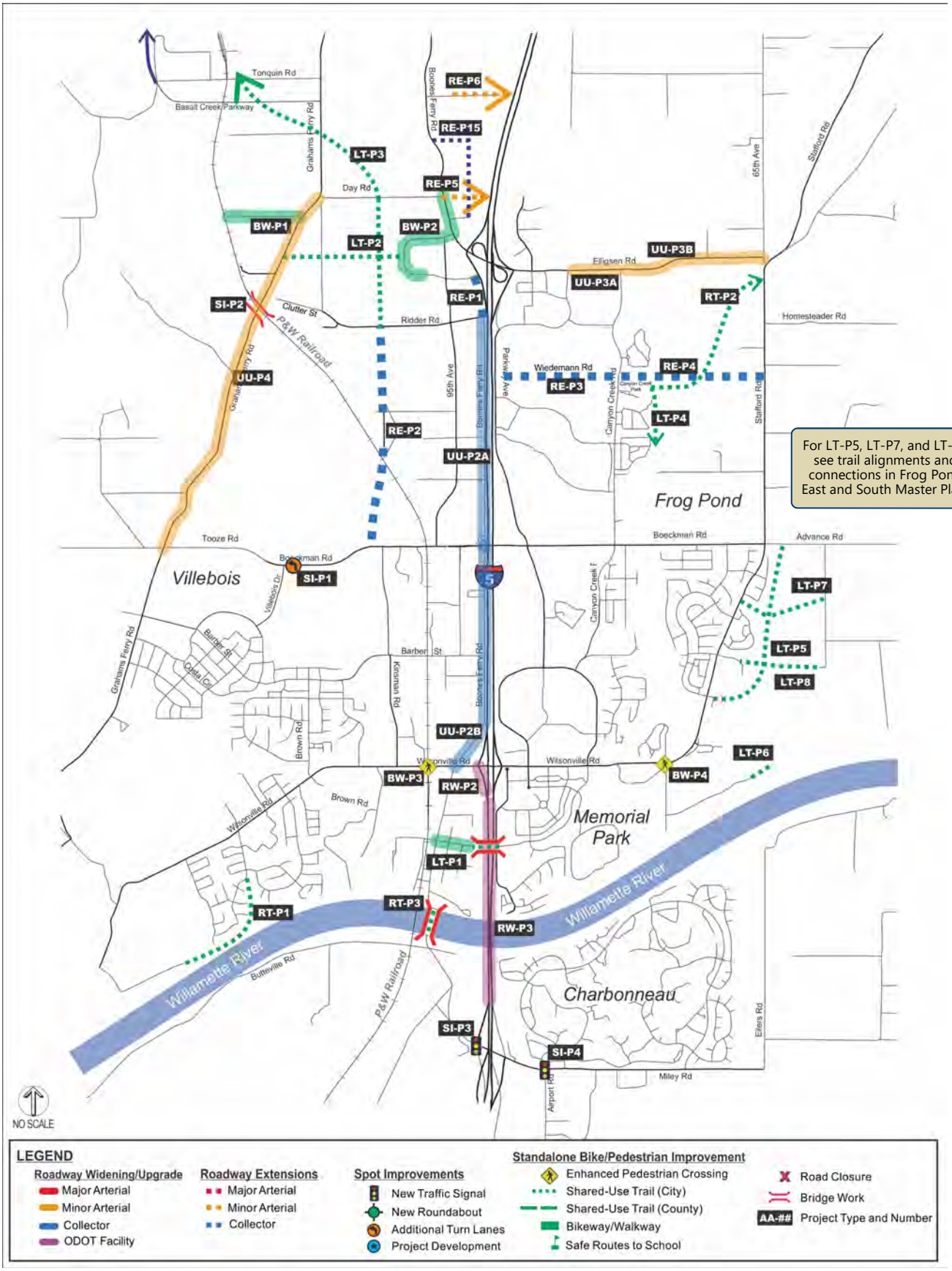


Table 5-9. Additional Planned Projects (Northwest Quadrant)

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)

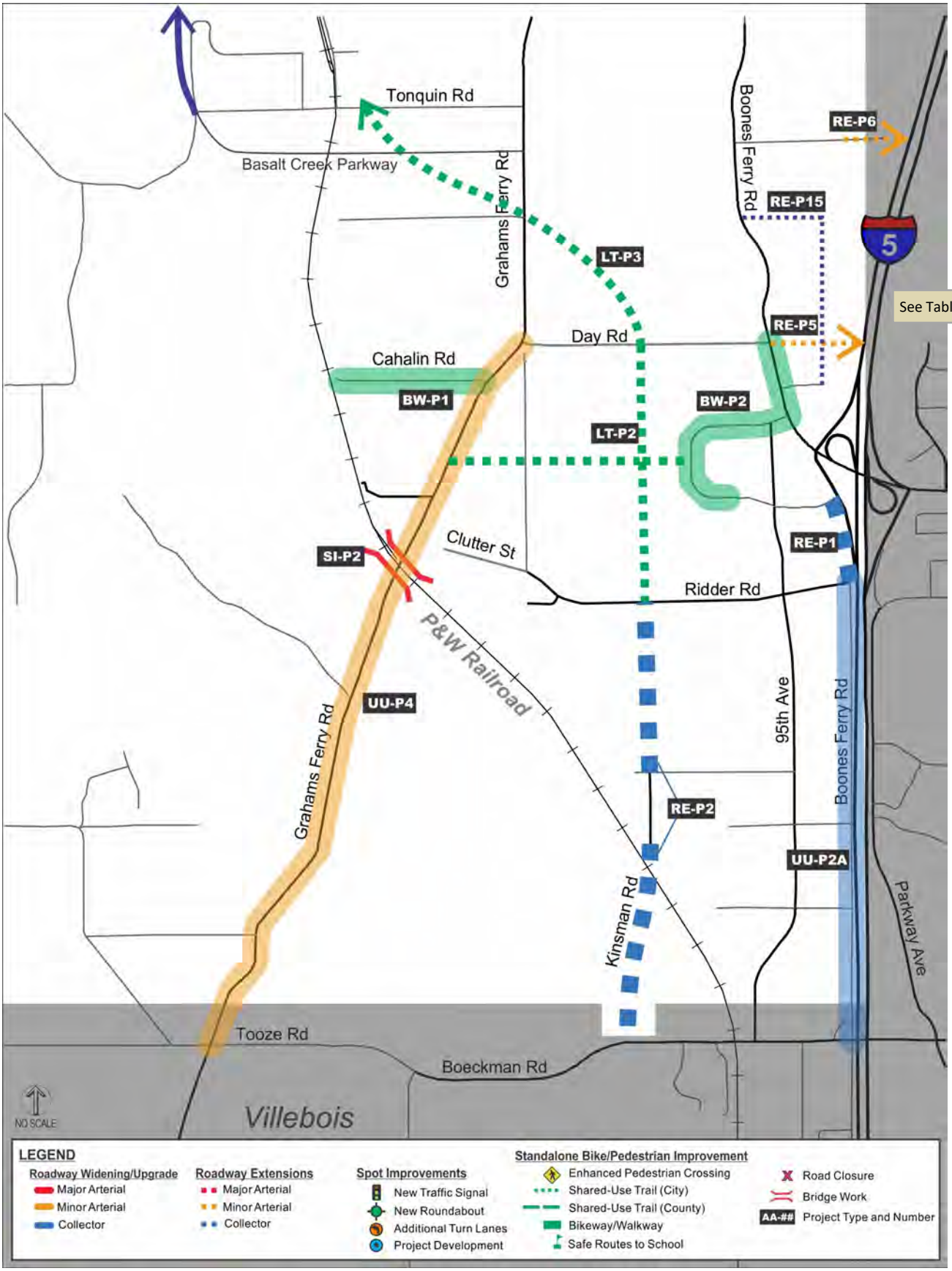


Table 5-10. Additional Planned Projects (Northeast Quadrant)

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)

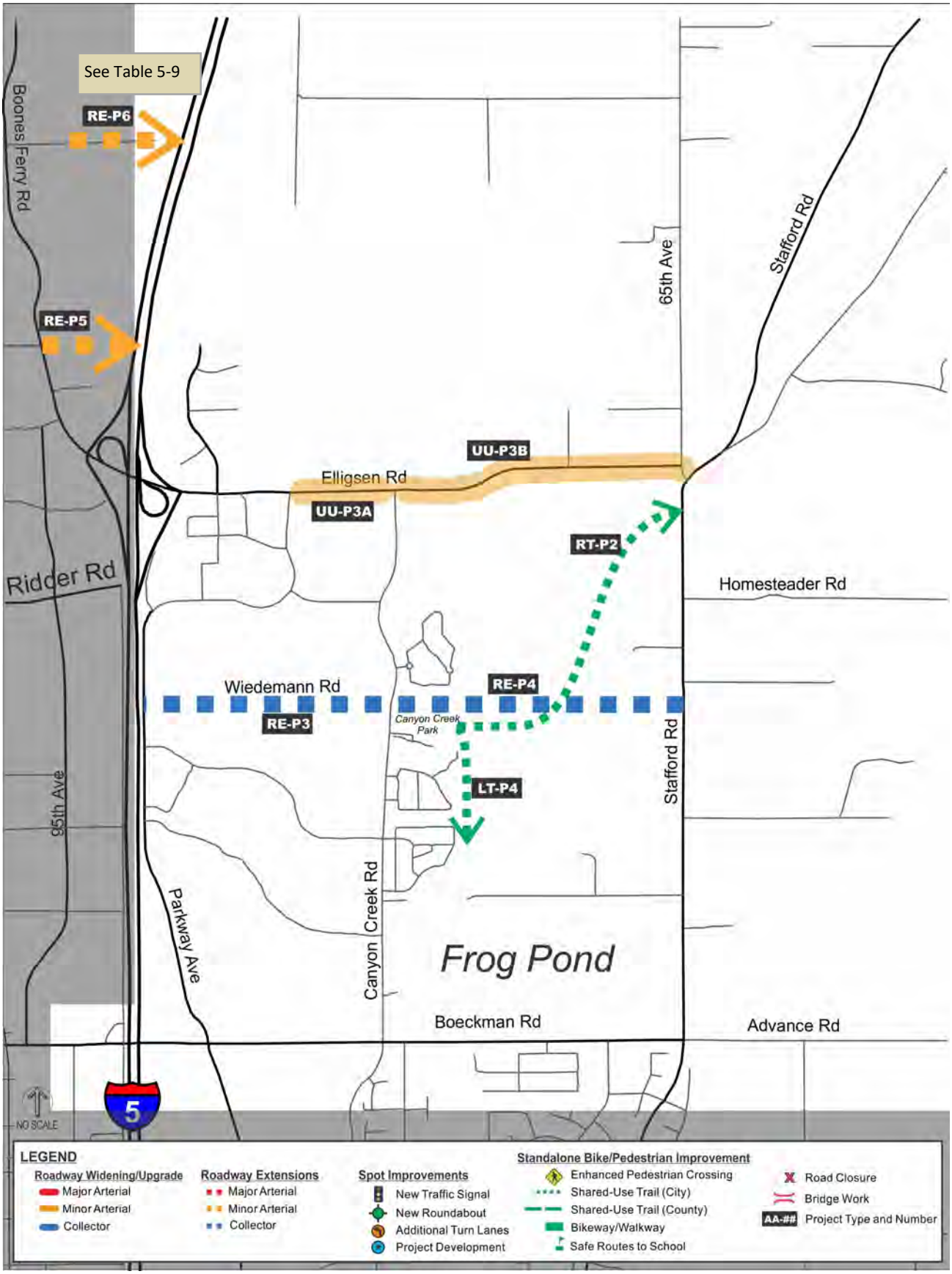


Table 5-11. Additional Planned Projects (Southwest Quadrant)

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)

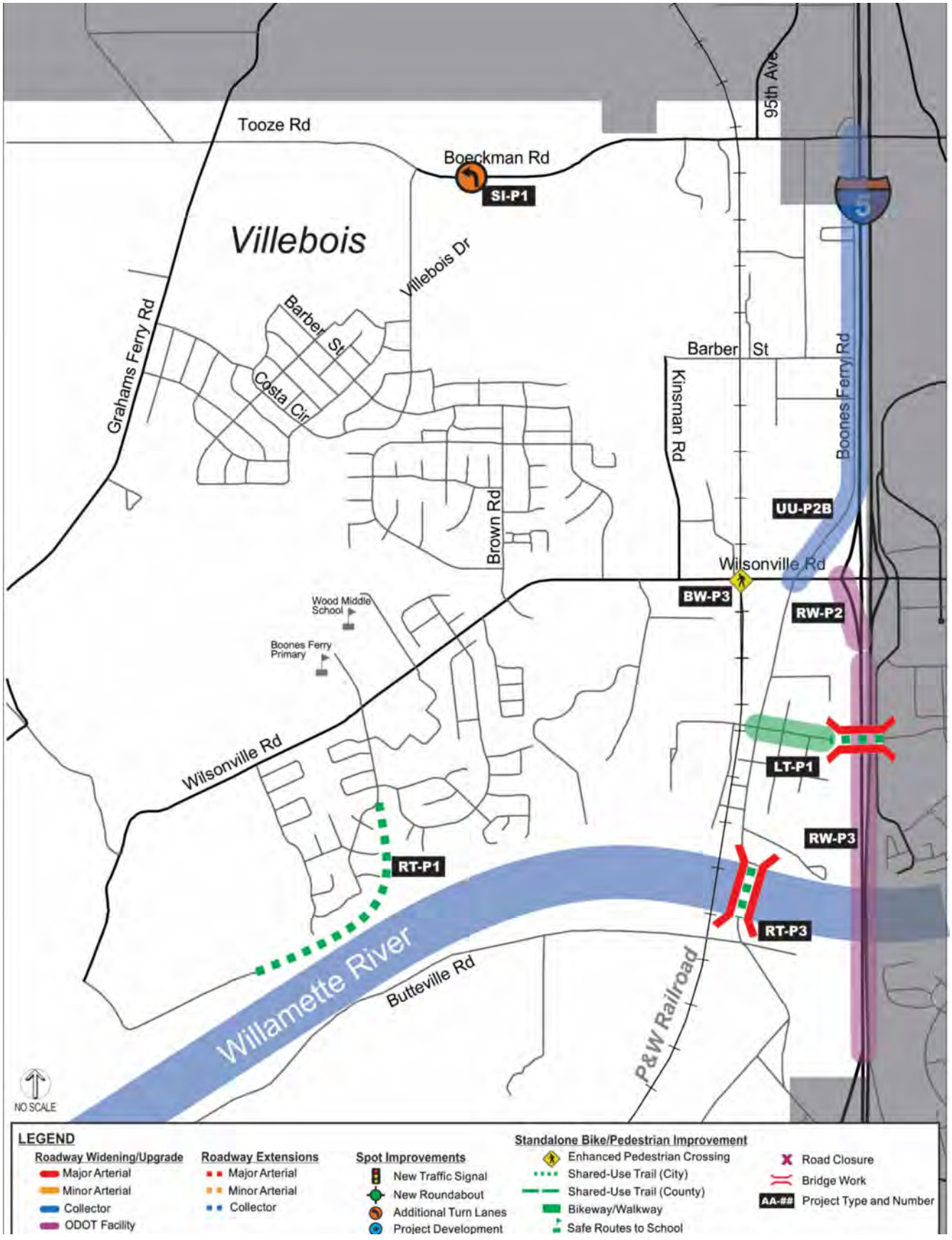


Table 5-12. Additional Planned Projects (Southeast Quadrant)

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	$240,000

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

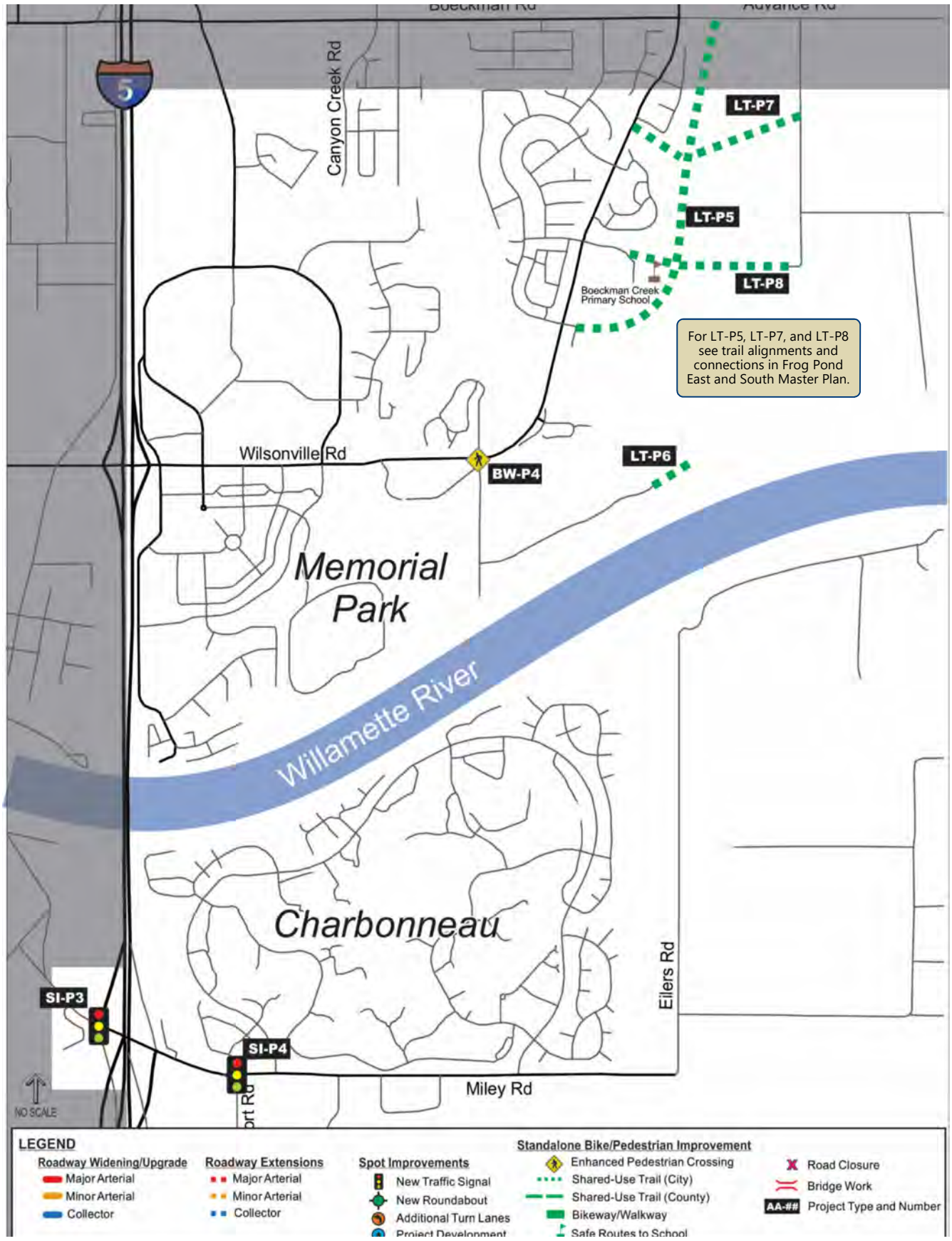


Table 5-13. Additional Planned Projects (Citywide)

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

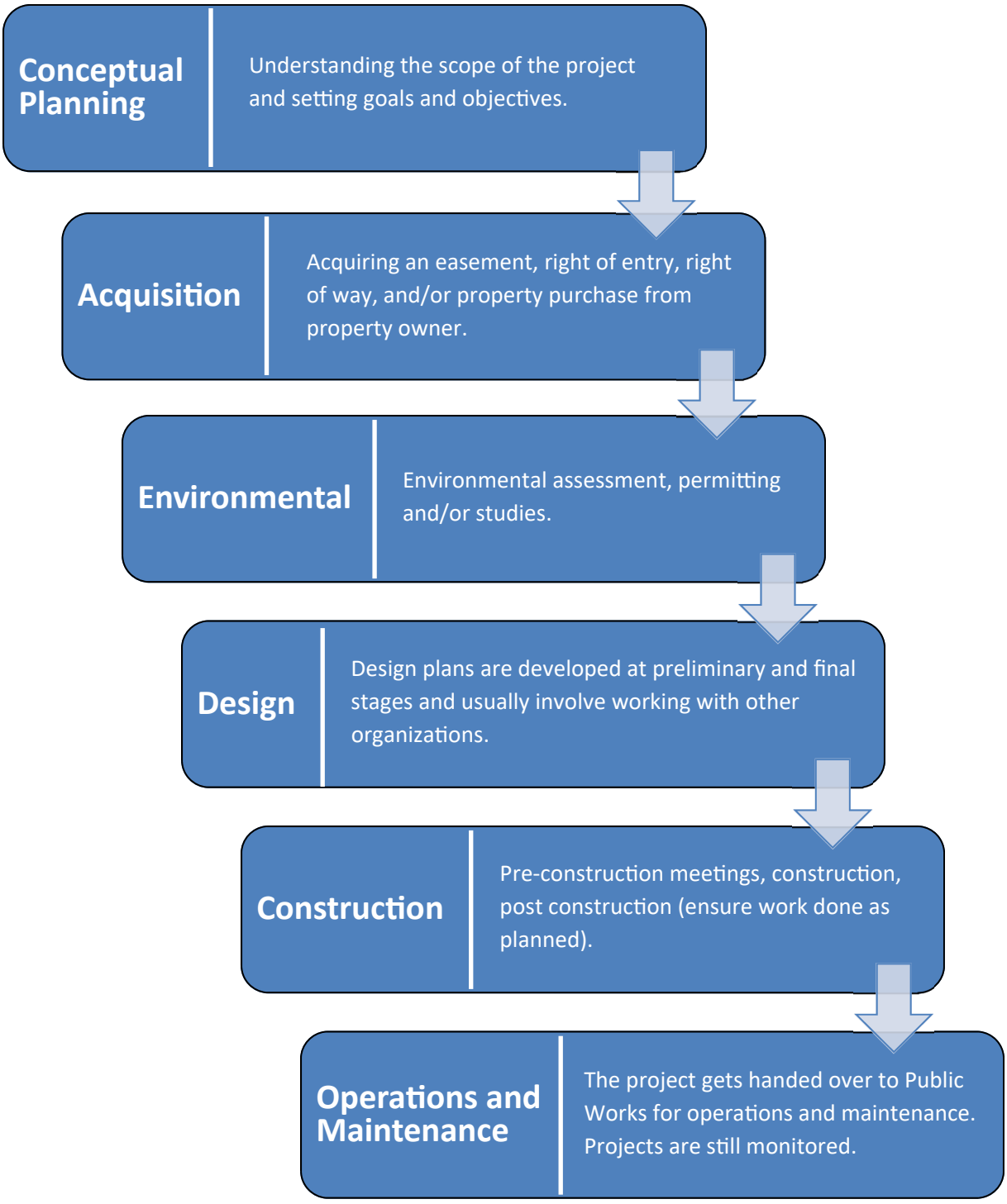
From clean, safe drinking water to convenient transportation options, the City's public investment funds an improved quality of life. Benefits of investment into the City's Capital improvement Program include:

- 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"):

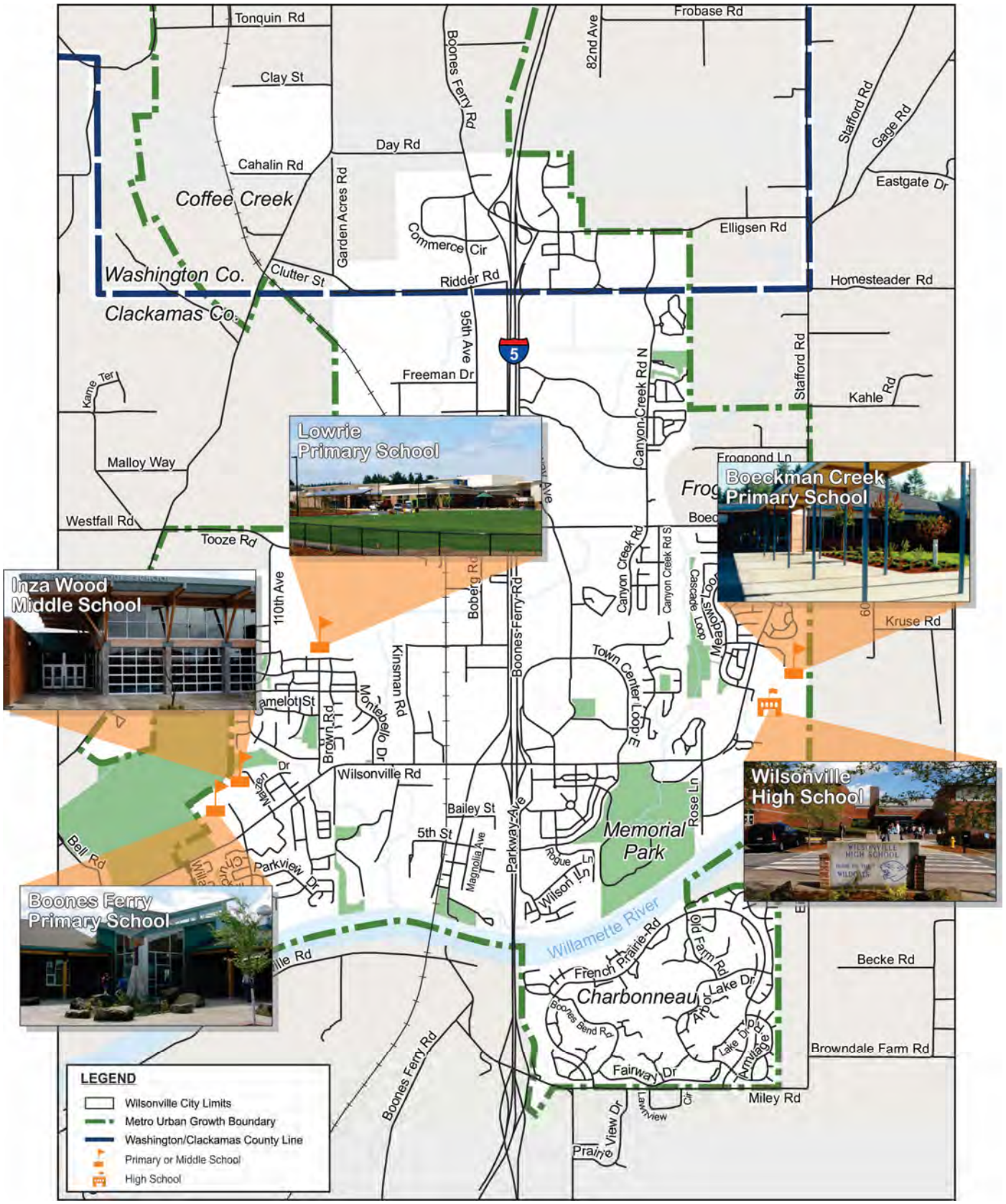
- **Educate** students, parents, and drivers about bicycle, pedestrian, and traffic safety skills, laws, and educational programs
- **Encourage** participation through fun events and contests such as walk-to-school days
- **Engineer** walking and biking infrastructure improvements along school routes
- **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.

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.

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.

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

TSP AMENDMENT MEMORANDUM – SUMMARY OF CHANGES

DATE: February 28, 2023

TO: Dan Pauly, AICP | 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
    - 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'.

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
FINAL (March 8, 2023)

PLANNING COMMISSION AND CITY COUNCIL MEETINGS

March 8, 2023 - Planning Commission Public Hearing
- Resolution LP22-0004
- Staff Report and Attachments
- March 7 Memo RE: Additional Edits
- Presentation
- Affidavit of Notice of Hearing

March 6, 2023 - City Council Work Session
- Staff Report and Attachments
- Presentation *(included in attachments)*
- Action Minutes

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

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 Absent
Jennifer Willard, Vice-Chair Yes
Olive Gallagher Yes
Nicole Hendrix Yes
Andrew Karr Yes
Kamran Mesbah Absent
Kathryn Neil Yes

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
117 COMMERCIAL STREET NE, SUITE 310, SALEM, OR 97301 • 503.391.8773 • DKSASSOCIATES.COM

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.

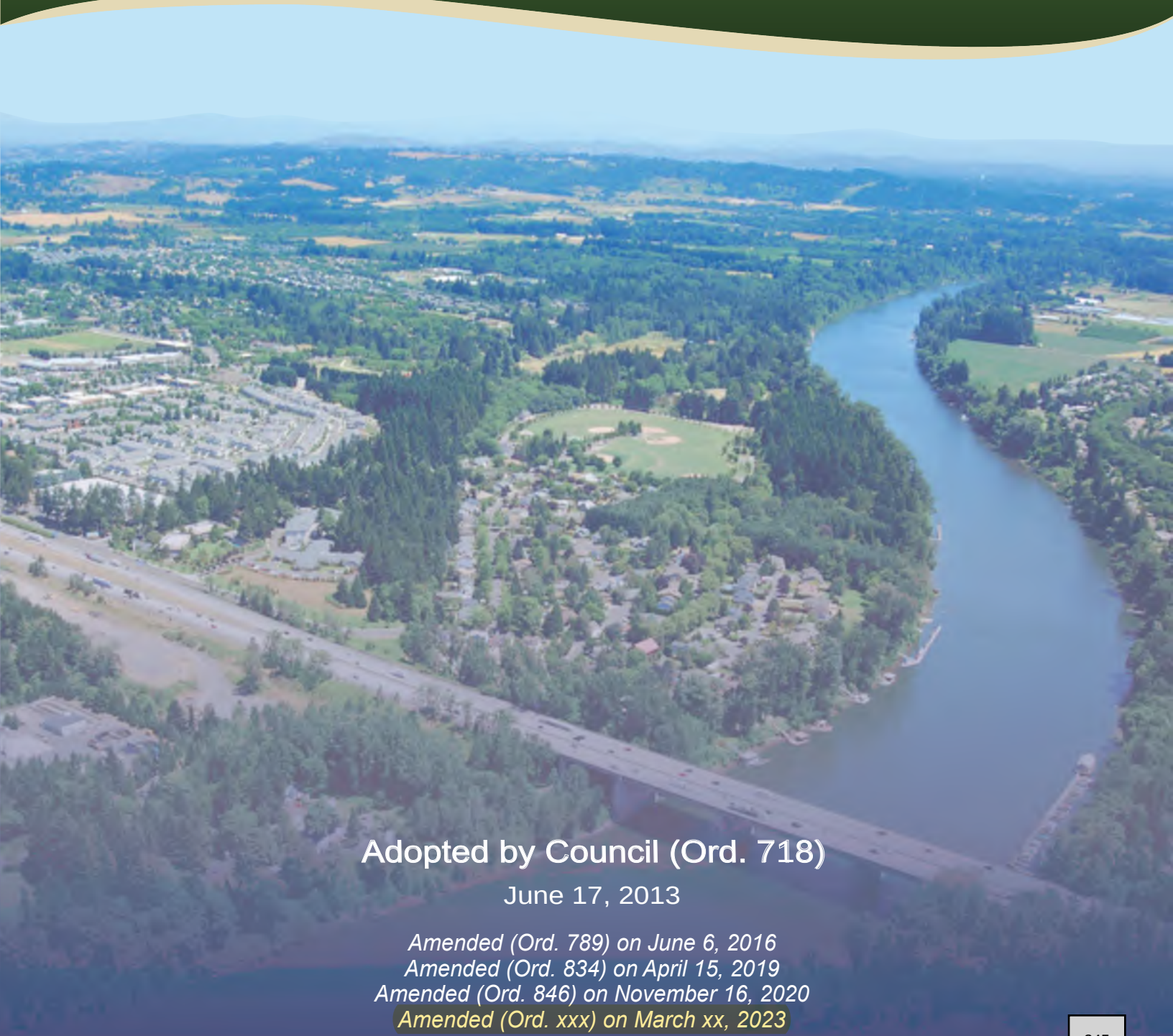
- BW-21: Advance Road Mid-block Pedestrian Crossing (*Addition*) – Add a yellow pedestrian sign to Advance Road between 60th Avenue and 63rd Avenue (in addition to the sign for BW-22).
- BW-22: Advance Road Enhanced Crossing (*Addition*) – Add a yellow pedestrian sign to Advance Road between 60th Avenue 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



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

City of Wilsonville

Chris Neamtzu
Katie Mangle
Nancy Kraushaar
Steve Adams
Mike Ward
Linda Straessle
Mark Ottenad
Dan Knoll
Dan Stark

SMART

Stephan Lashbrook
Steve Allen
Jen Massa Smith
Jeff Owen*

ODOT

Gail Curtis
Doug Baumgartner

DKS Associates

Scott Mansur
Brad Coy
Carl Springer
Mat Dolata

Angelo Planning Group

Darci Rudzinski
Shayna Rehberg

Technical Advisory Committee

Caleb Winter, Metro
Clark Berry, Washington County
Larry Conrad, Clackamas County
Aquilla Hurd-Ravich, City of Tualatin
Julia Hajduk, City of Sherwood

Planning Commission

Ben Altman, Chair
Eric Postma, Vice Chair
Al Levit, CCI Chair
Marta McGuire, CCI Vice Chair
Amy Dvorak
Peter Hurley
Ray Phelps

City Council

Tim Knapp, Mayor
Scott Starr, Council President
Richard Goddard
Julie Fitzgerald
Susie Stevens
Celia Núñez**
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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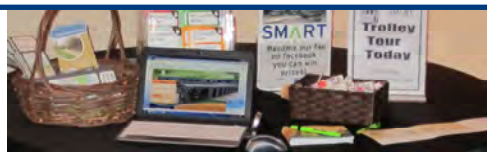

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Glossary of Terms

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:

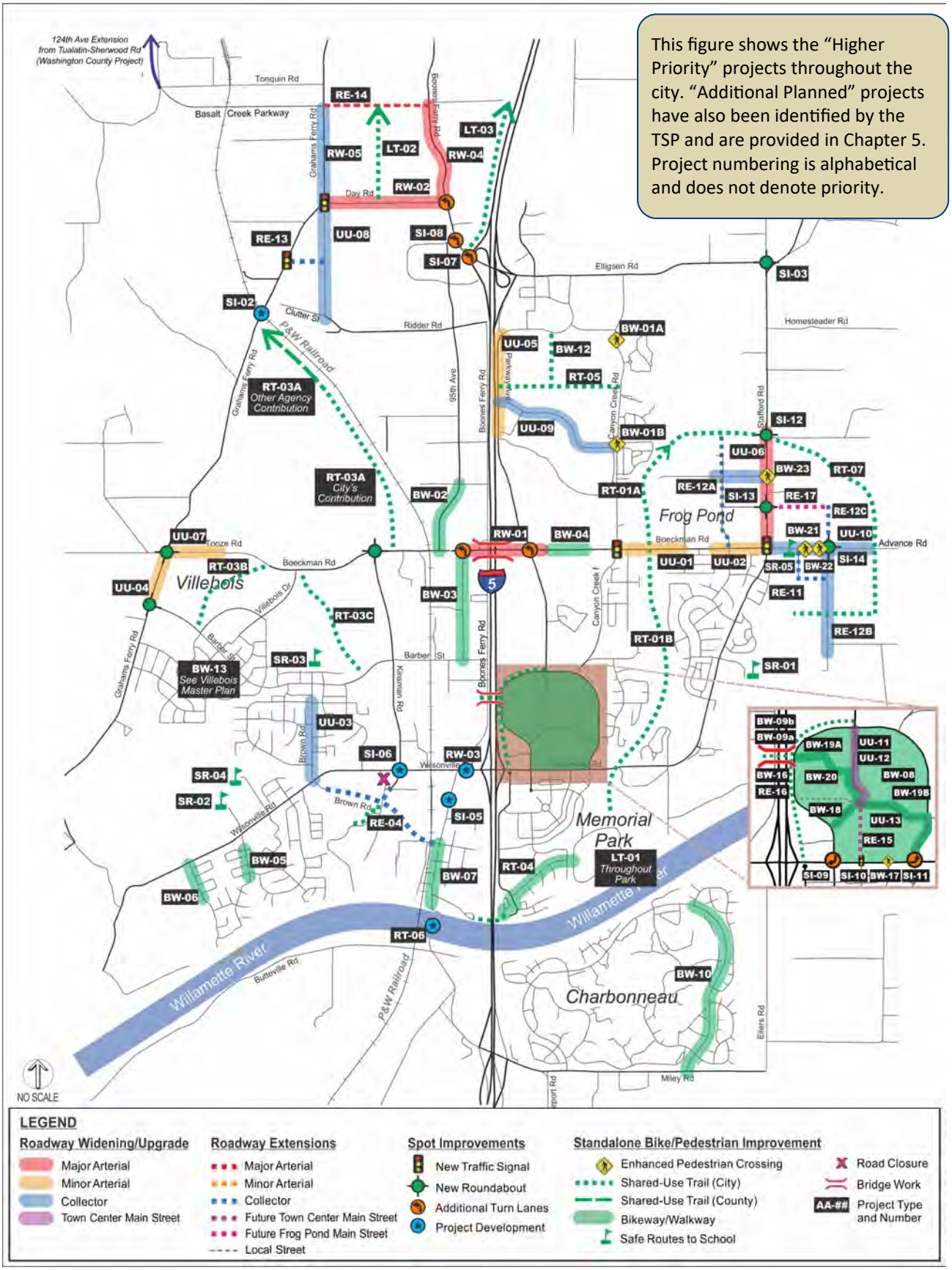
- The "Higher Priority" project list includes the recommended projects reasonably expected to be funded through 2035. These are the highest priority projects and will inform the City's yearly budget and 5-year Capital Improvement Plan (CIP). These projects are identified in the following figure (page 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



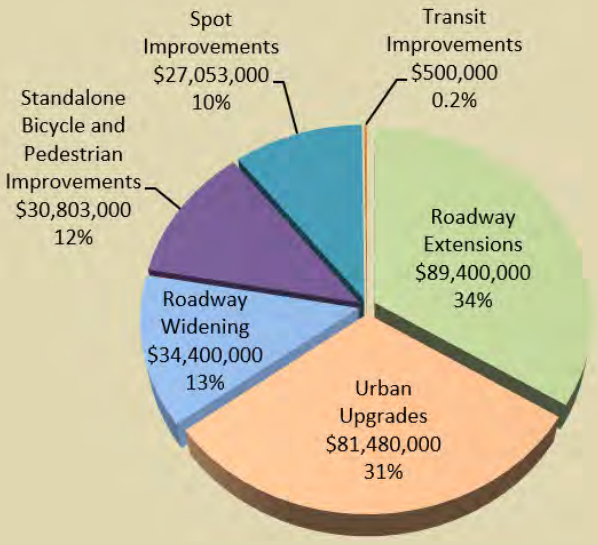
Higher Priority Projects
(Listed Alphabetically By Improvement Type)

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.***

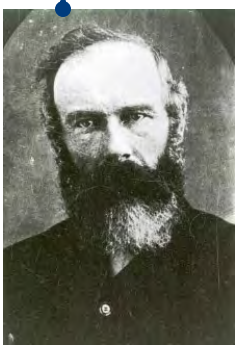
Transportation Planning History in Wilsonville

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.

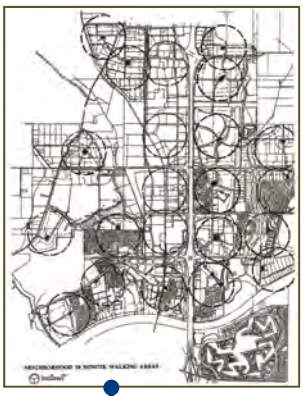
1908
Railroad comes to the area.

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

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.

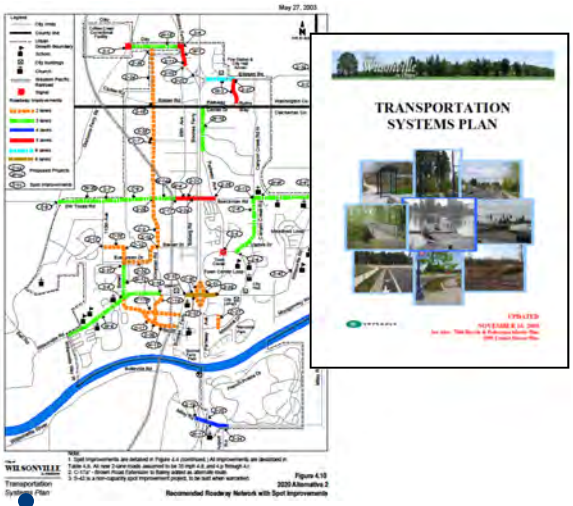
November 1992
Metro Charter approved by two-thirds of region's voters, establishes growth management as Metro's primary task and gives Metro's elected Council broad powers, affecting city and county planning programs throughout the region.

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.

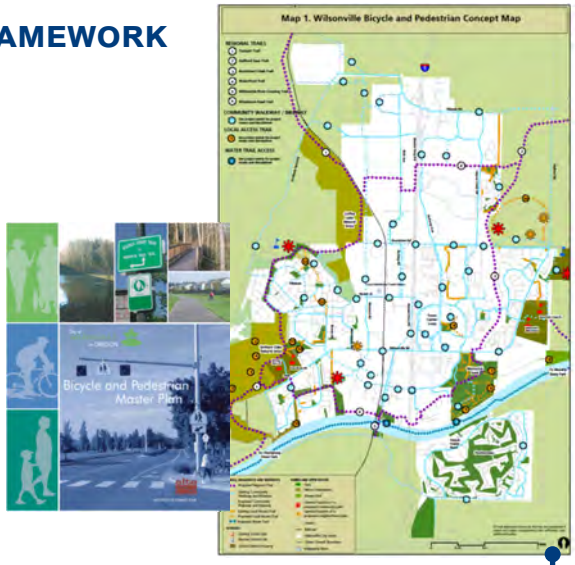
1999 and 2000
The State of Oregon adopts its 1999 Highway Plan and Metro adopts its first Regional Transportation Plan (RTP). Population 13,991.

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

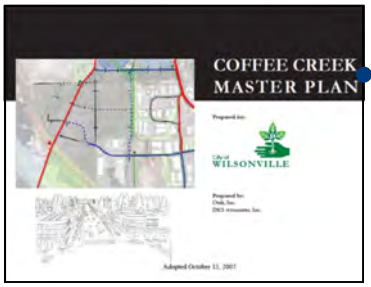
A Master Plan was prepared to guide the development of a 480-acre area on the west side of the city into an urban village based on the guiding principles of connectivity, diversity, and sustainability.

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.

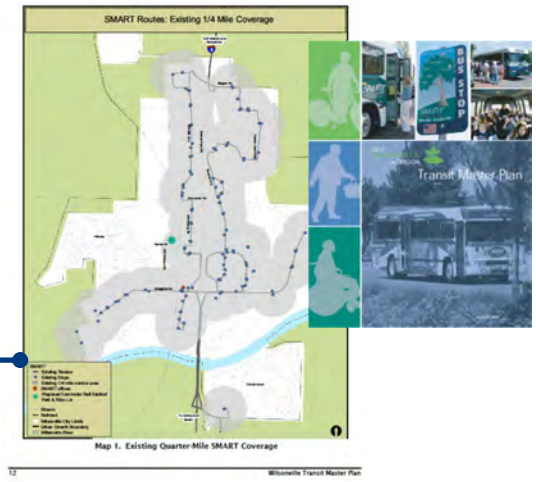


2007 Parks and Recreation Master Plan

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

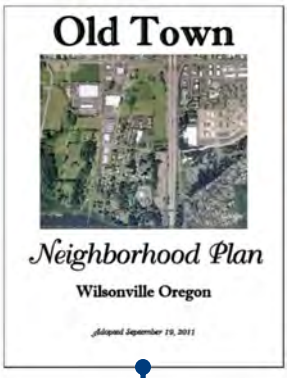
TriMet begins operating its Westside Express Service (WES) commuter rail line, which has its southern terminus at Wilsonville's transit center.

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

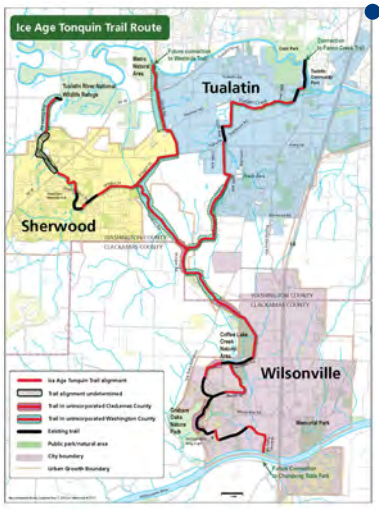
A plan was prepared to ensure Old Town's unique character is maintained and enhanced.



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

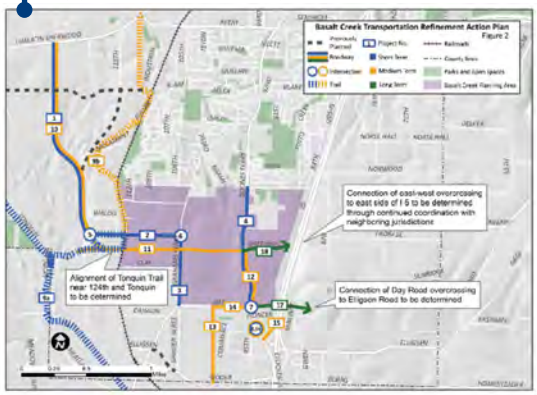
A plan was prepared to provide information needed to complete and connect 22 miles of trails within and between the cities of Wilsonville, Tualatin, and Sherwood. Approximately half of the 5 miles within Wilsonville City limits have already been completed.

2012 Stormwater Master Plan

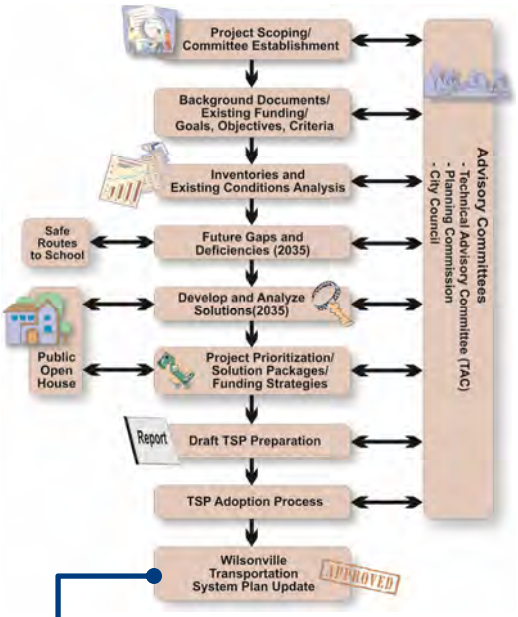
The City prepares a stormwater program that supports quality of life and meets regulatory requirements. The plan also includes resources for improved street cross-sections.

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

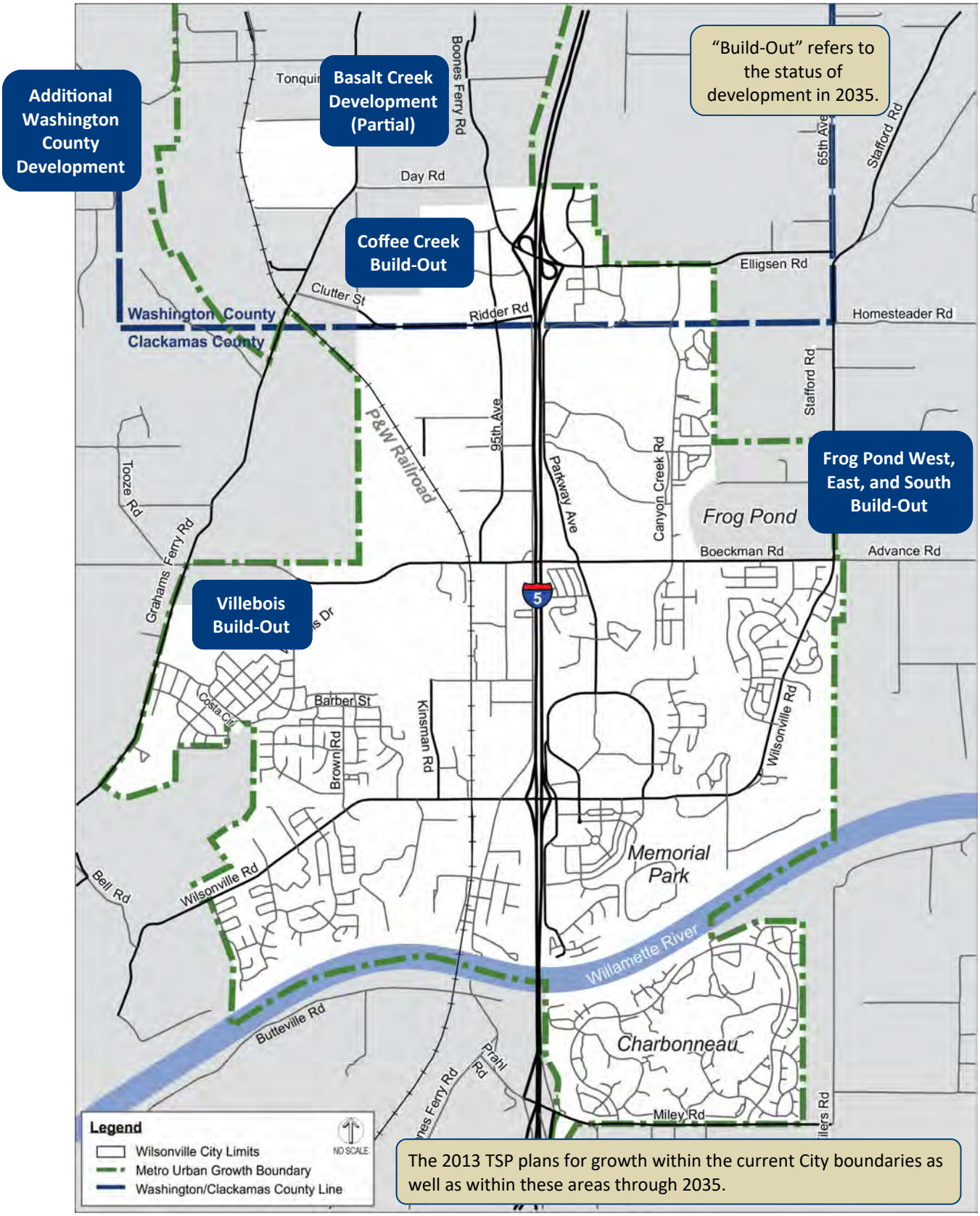
Land Use	Existing 2010 Land Use	Projected 2035 Land Use*
Total Households	**8,250**	**12,750**
Employees		
Retail Employees	2,500	3,600
Service Employees	4,900	9,200
Other Employees	11,000	19,050
Total Employees	**18,400**	**31,850**

*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.***

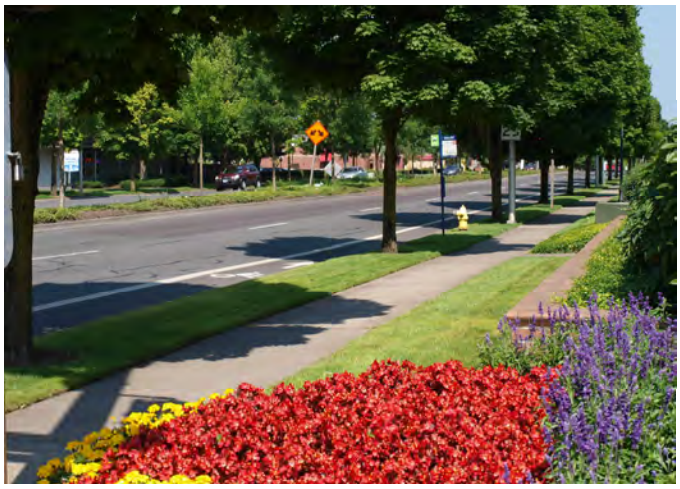
The result will be . . .

- ***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

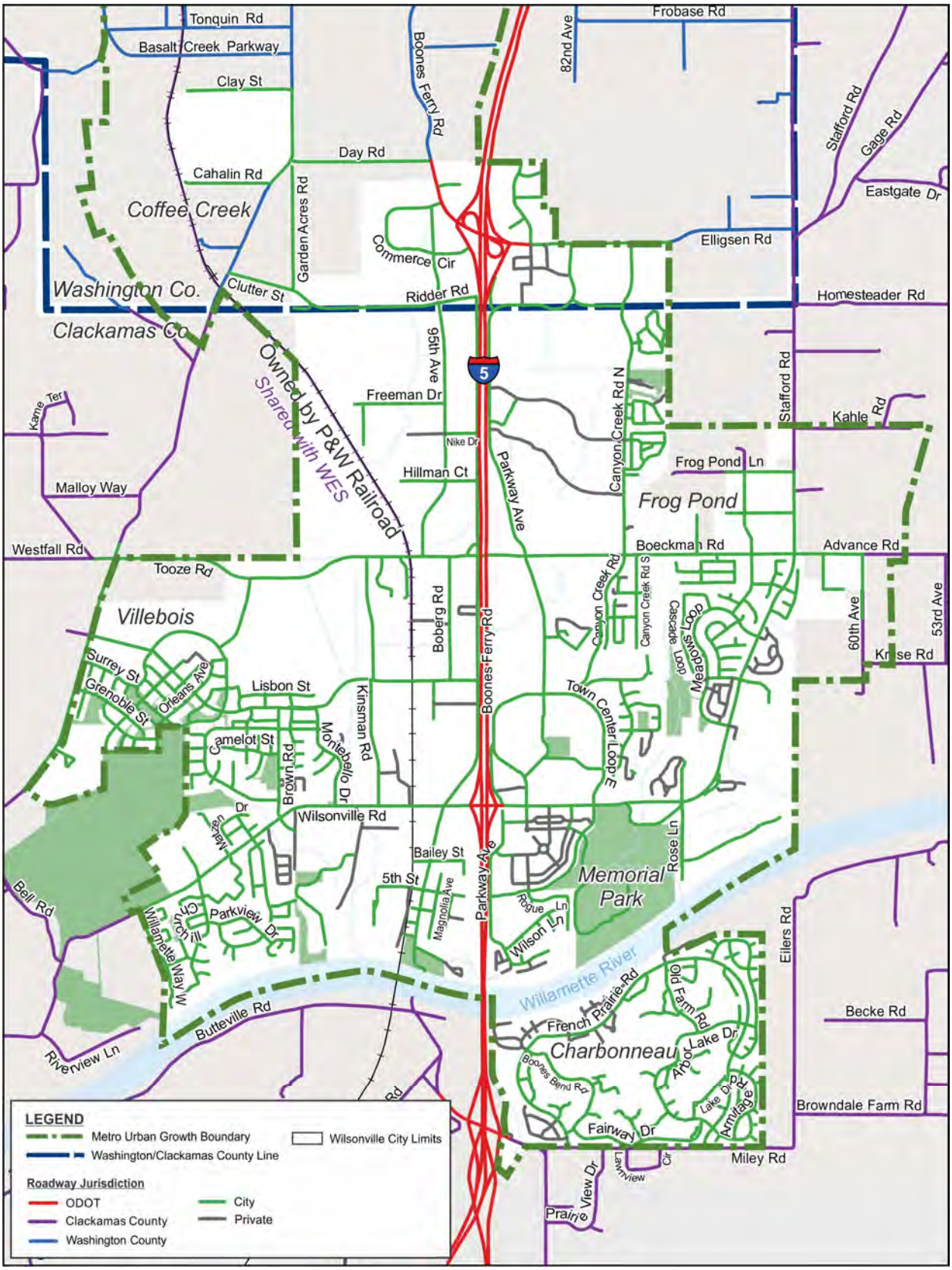
A roadway's jurisdiction affects who will have the ultimate authority over improvements and what standards apply. In the Wilsonville vicinity, there are four agencies with jurisdiction:

- **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.

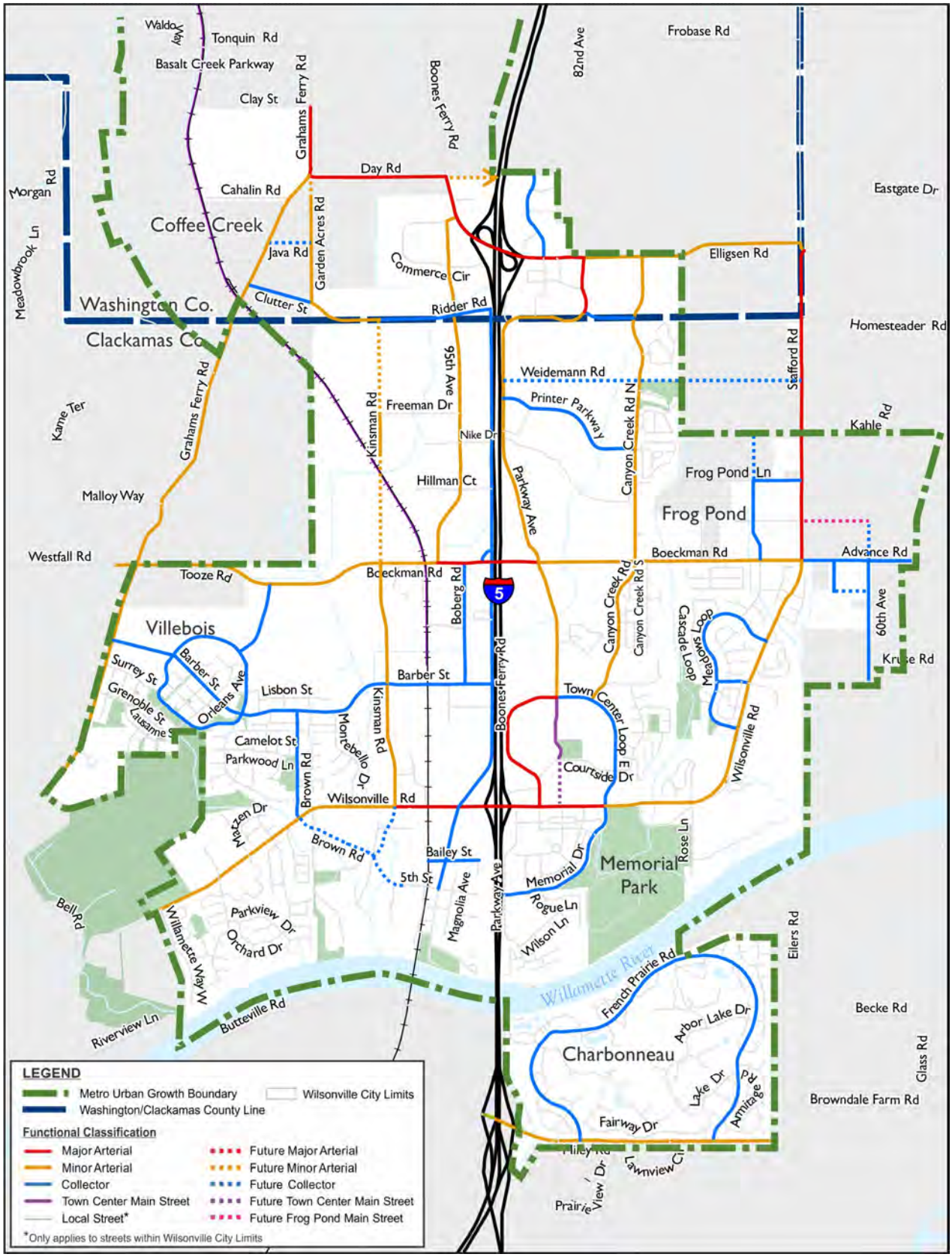
Functional Class Hierarchy

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.

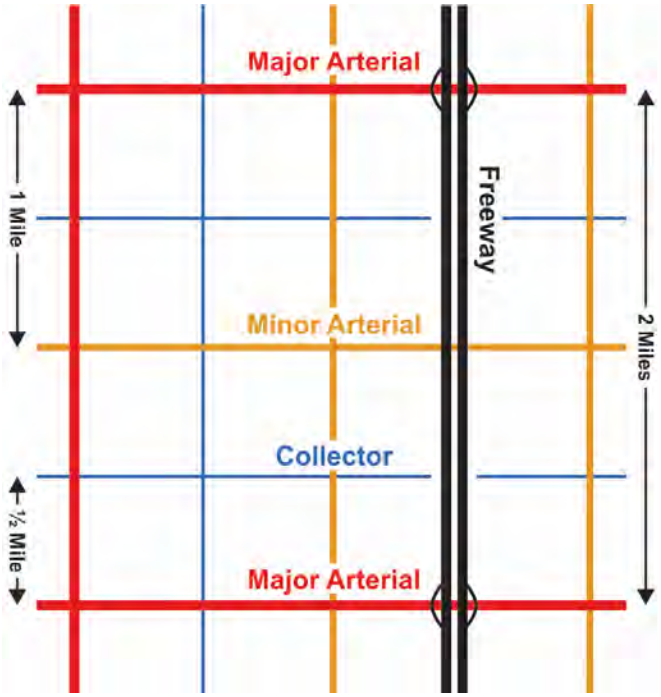
Bicyclists and pedestrians benefit the most from closely spaced facilities because they are the most affected by distance. By providing walking and biking facilities spaced less than 300 feet apart, Wilsonville will support walking and biking use within and between its neighborhoods. In addition, these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

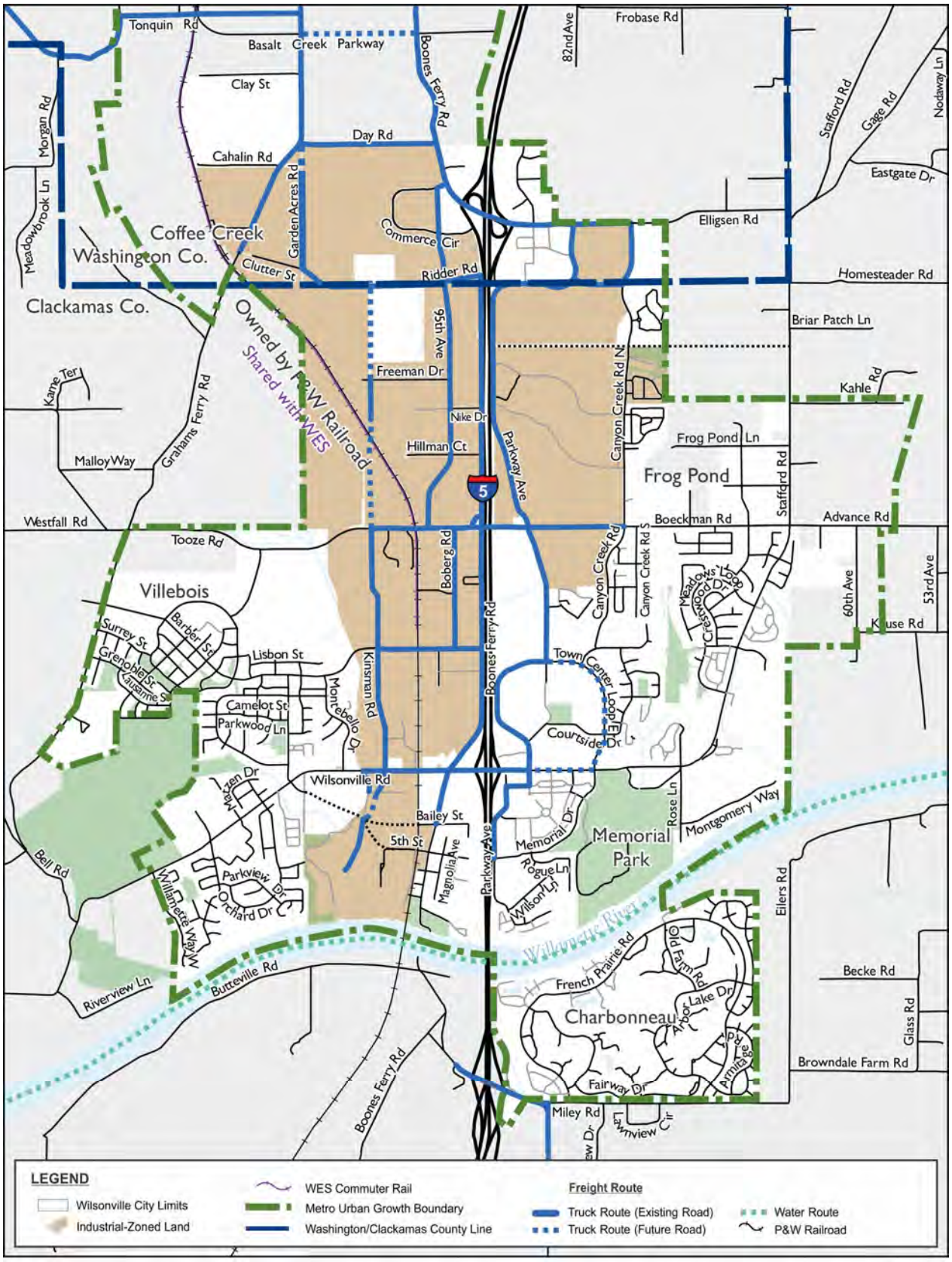
By having designated freight routes, various City efforts regarding freight and non-freight users will be improved:

- **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

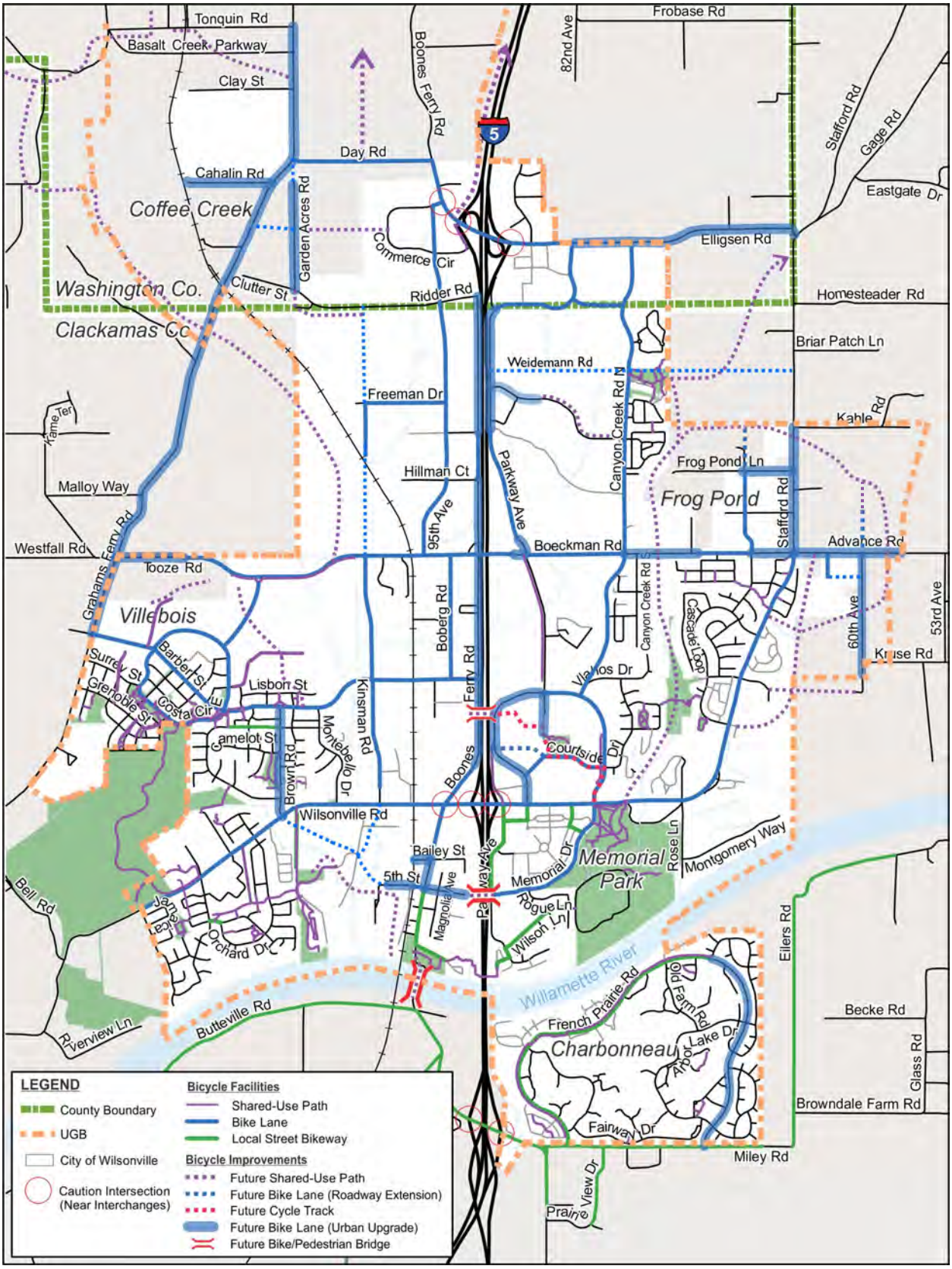
Bike Lanes

- 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.

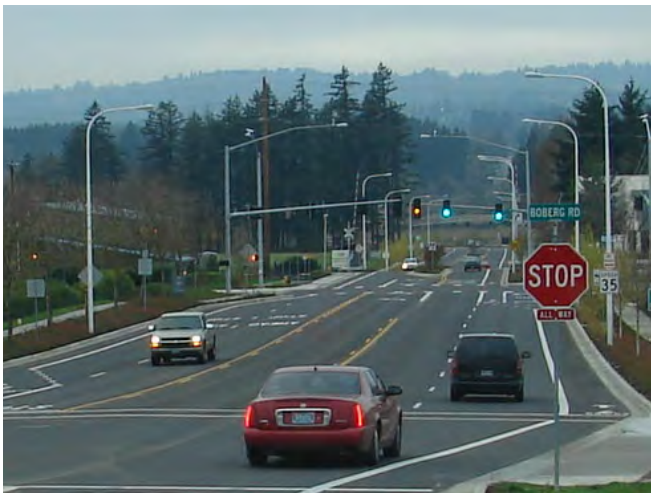
While a street's functional classification does not dictate which street elements to include, it does facilitate the selection of multimodal facilities and widths that will help ensure the roadway can meet its intended multimodal function. Adjacent land uses and available right-of-way width also influence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

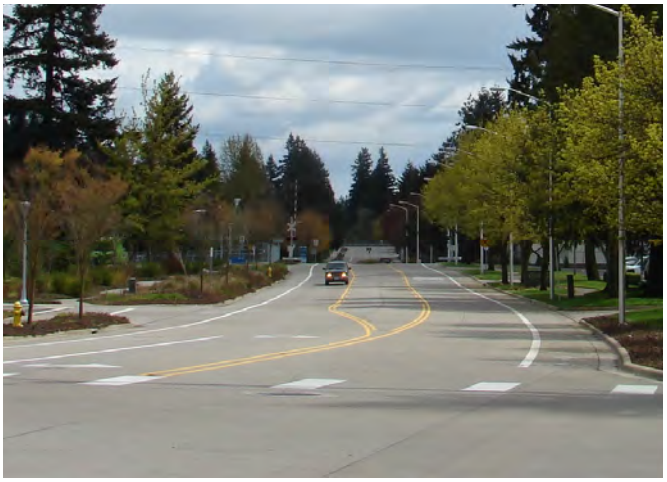
Facility Types

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



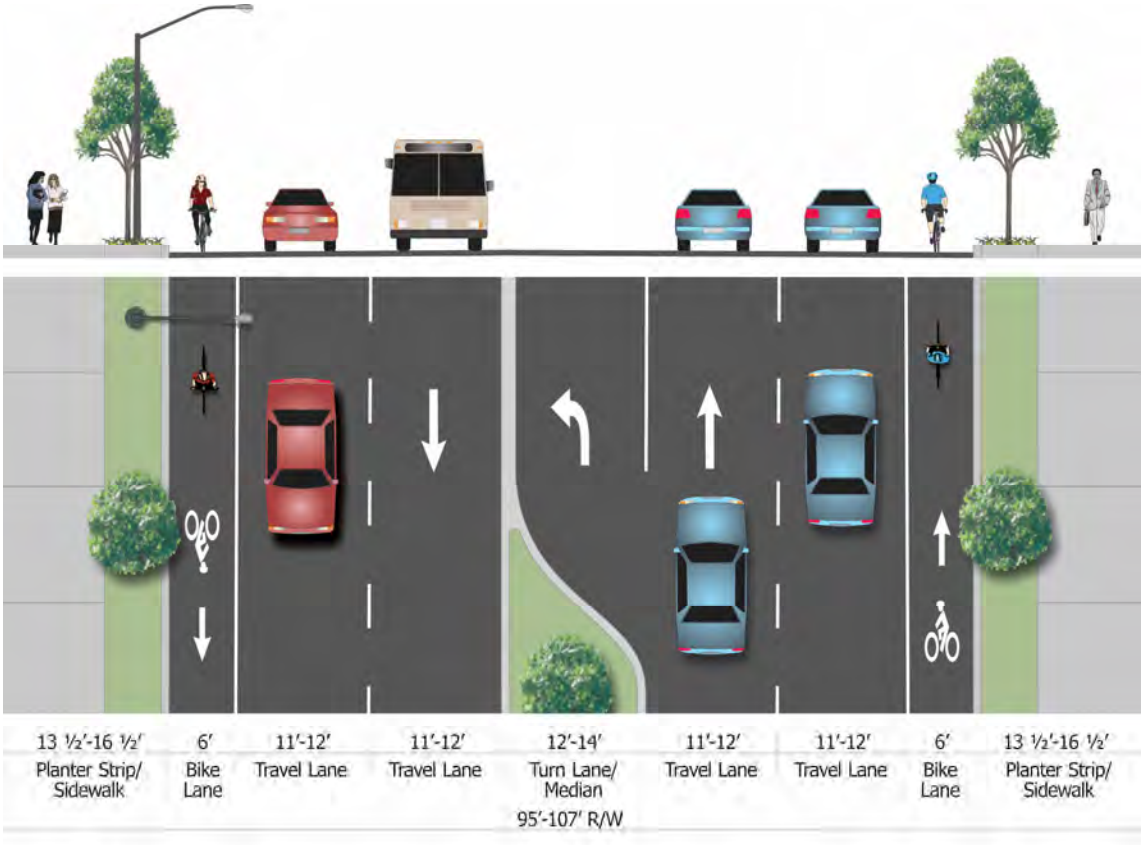
Example of a Major Arterial - Boeckman Road looking west towards Boberg Road and 95th Avenue



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

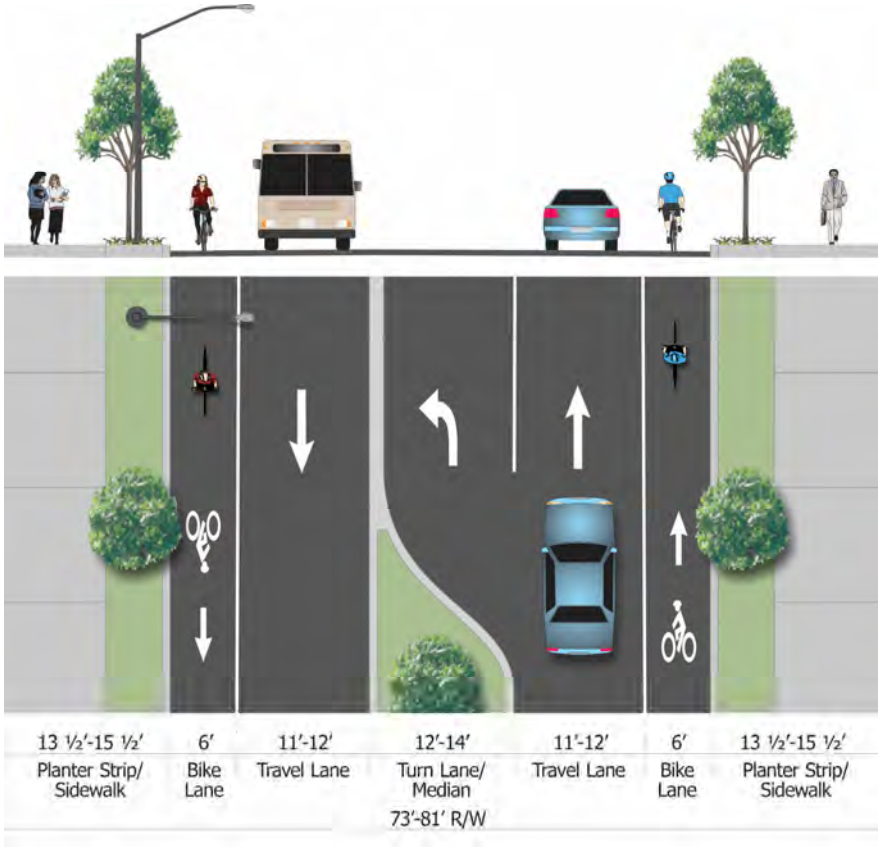
FIGURE 3-6. MAJOR ARTERIAL CROSS-SECTION



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).

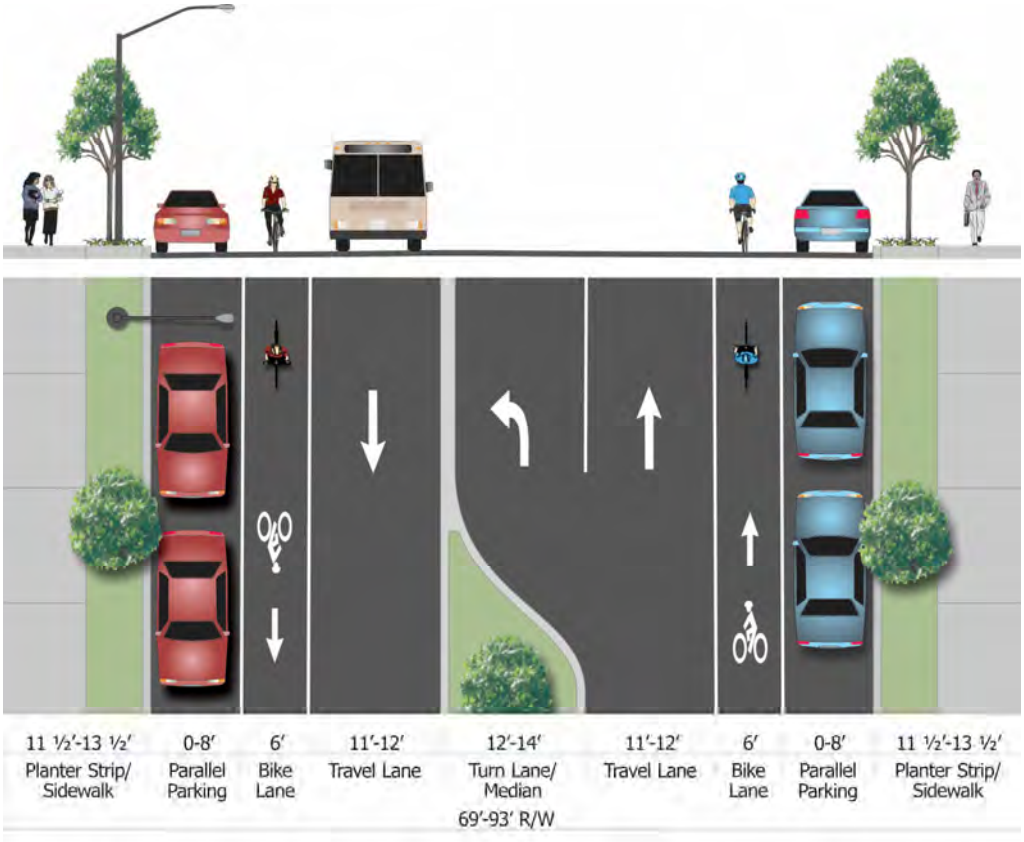
FIGURE 3-7. MINOR ARTERIAL CROSS-SECTION



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).

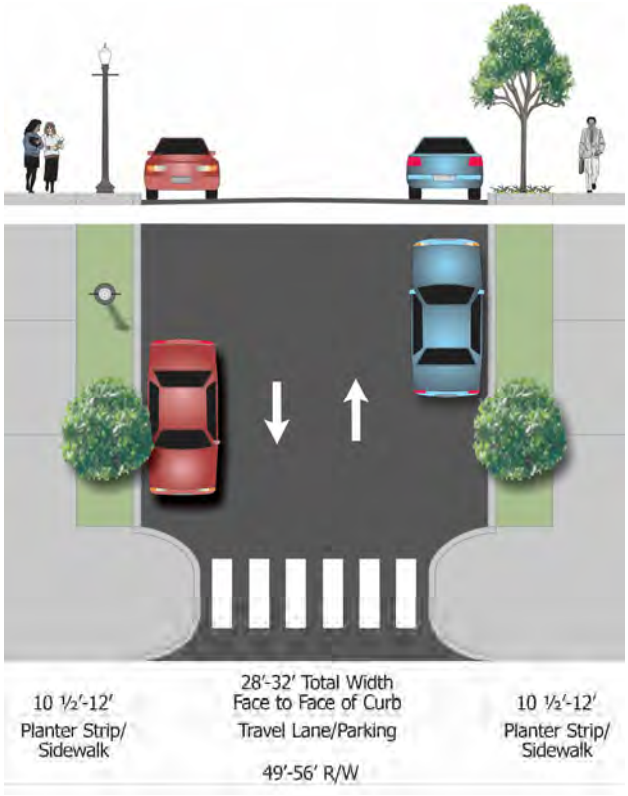
FIGURE 3-8. COLLECTOR CROSS-SECTION



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.

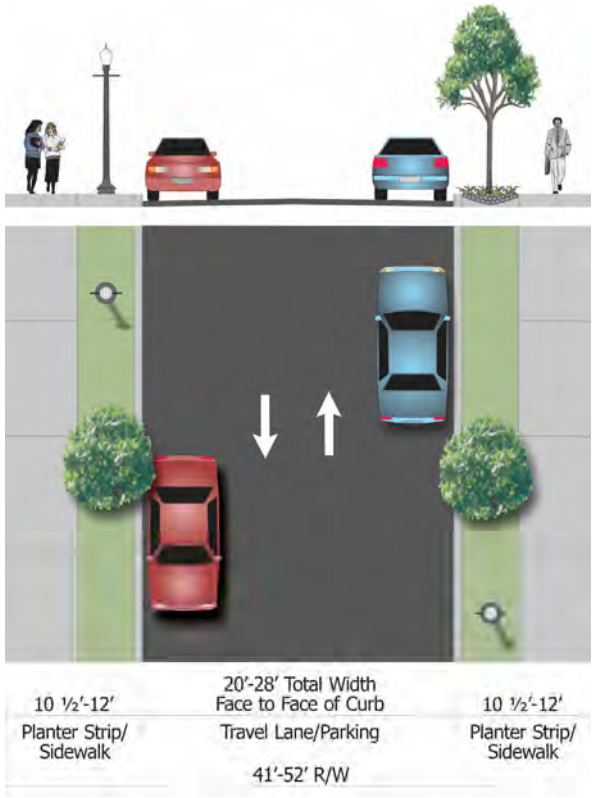
FIGURE 3-9. LOCAL STREET CROSS-SECTION



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-

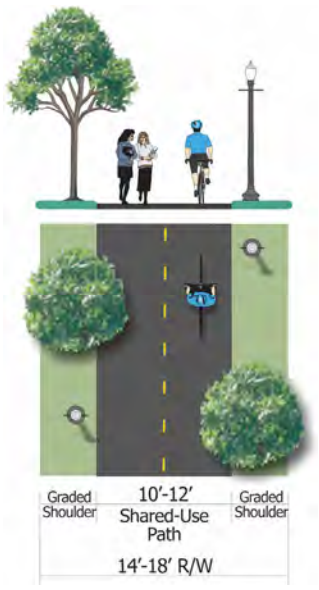


Notes:

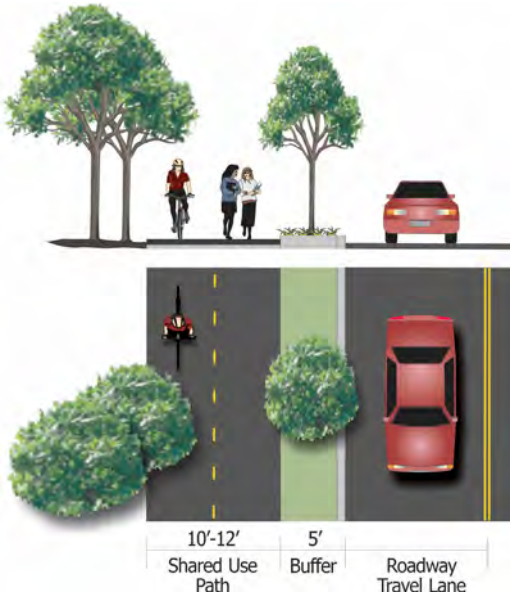
1. LID streets located as approved by Community Development Director.
2. Minimum sidewalk width is 5 feet; actual sidewalk width as determined by Community Development Director.
3. Minimum landscape width of 6½ feet where a water quality swale is proposed.
4. Curb width of ½ foot is included in the planter 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

SHARED-USE PATH

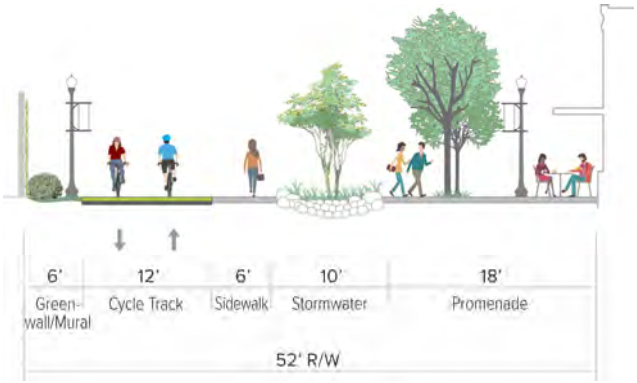


SHARED-USE PATH ADJACENT TO ROADWAY

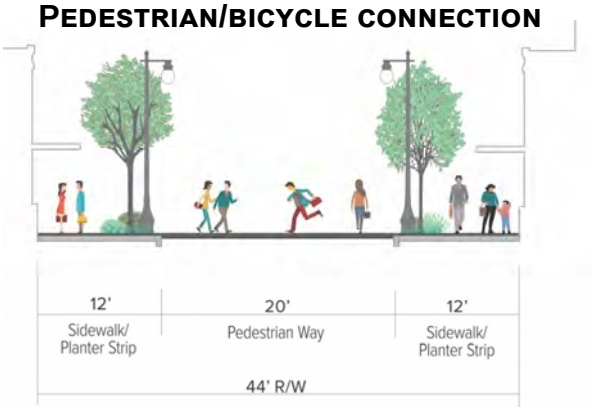


NATURE TRAIL

PROMENADE



PEDESTRIAN/BICYCLE CONNECTION



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

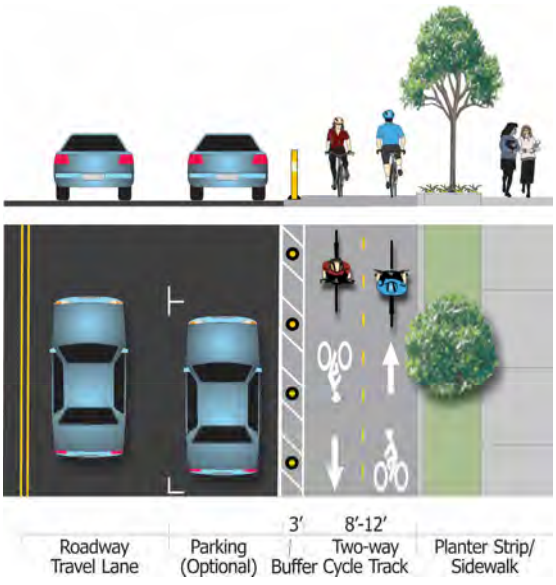
Buffered Bike Lanes and Cycle Tracks

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

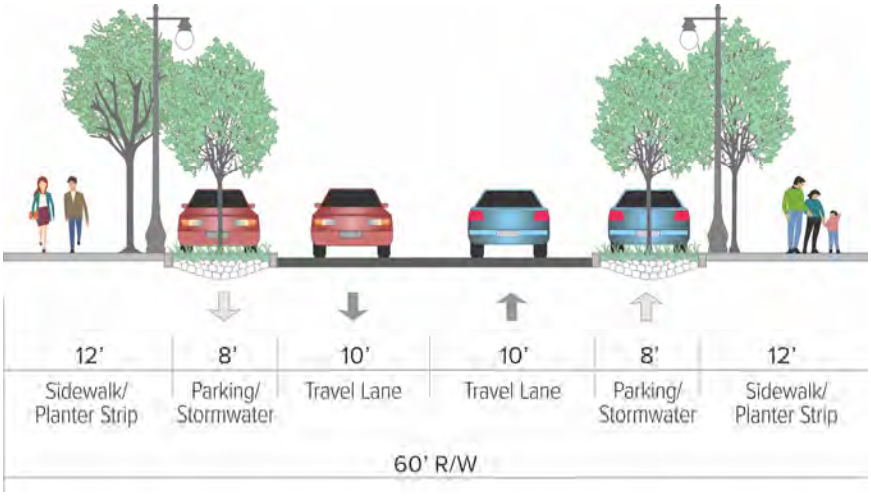
The following pages include cross sections for specific master plans. In 2020, the City changed its approach to inclusion of these special cross sections in the TSP. While this document includes a number of special cross sections, including for Town Center and Frog Pond East and South, other area-specific cross sections adopted in legislative master plans prior to 2020 are not included. However, these cross sections, found in the relevant Master Plans, have equal weight as those included in this document, as such Master Plans are adopted as sub-elements of the Comprehensive Plan, the same as the Transportation System Plan.

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, refer to 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)

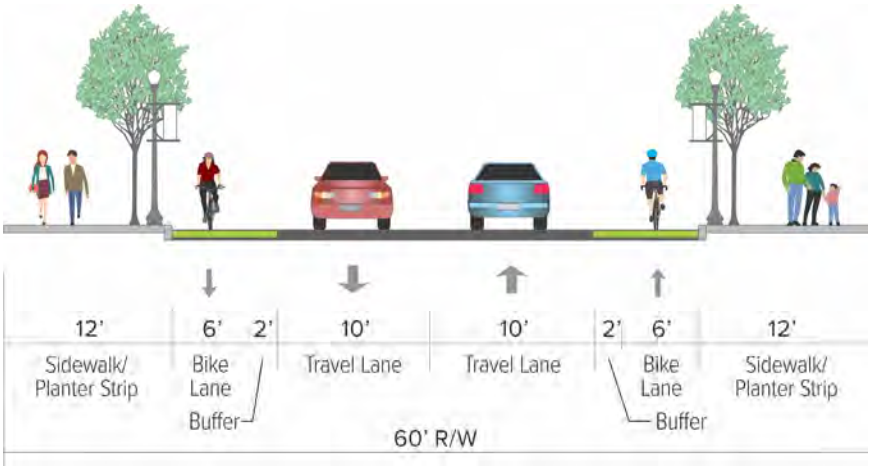
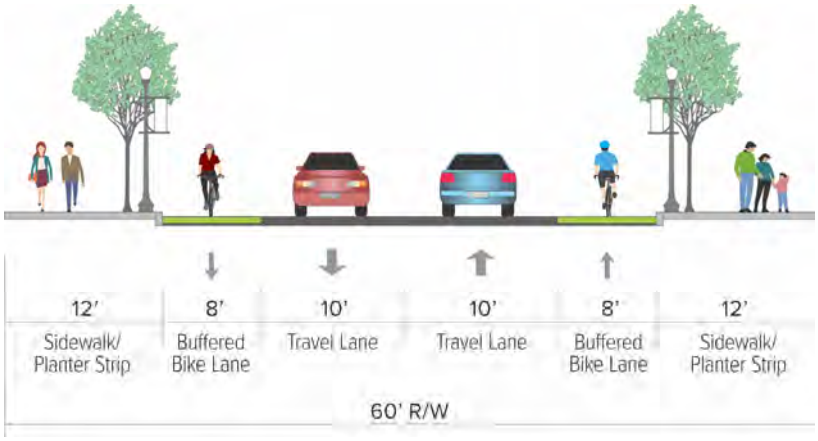
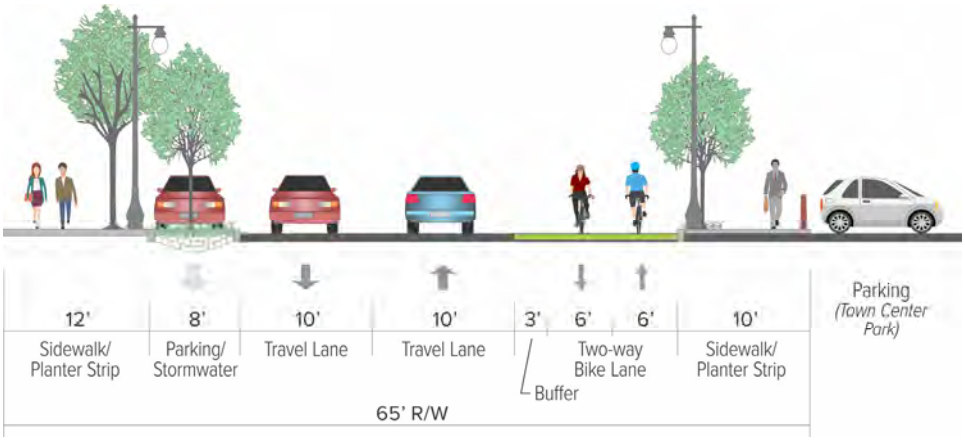


FIGURE 3-13. TOWN CENTER PLAN CROSS-SECTIONS (CONT.)

PARK PLACE REDESIGN (UU-11)



PARK PLACE AT TOWN CENTER REDESIGN (UU-12)



COURTSIDE DRIVE UPGRADE (UU-13)

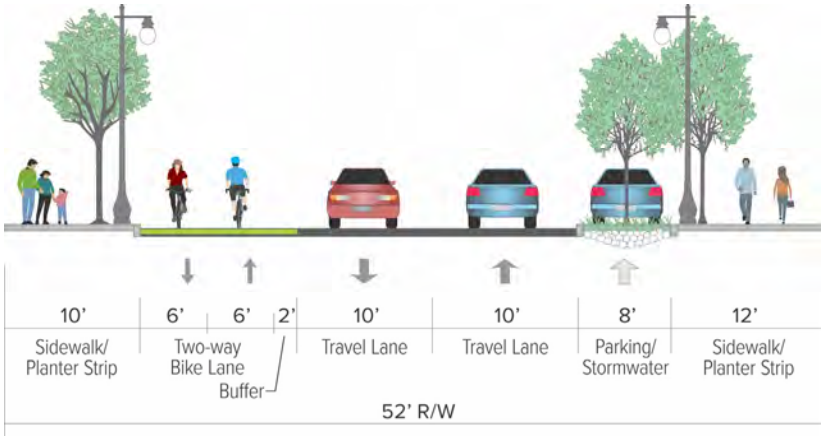


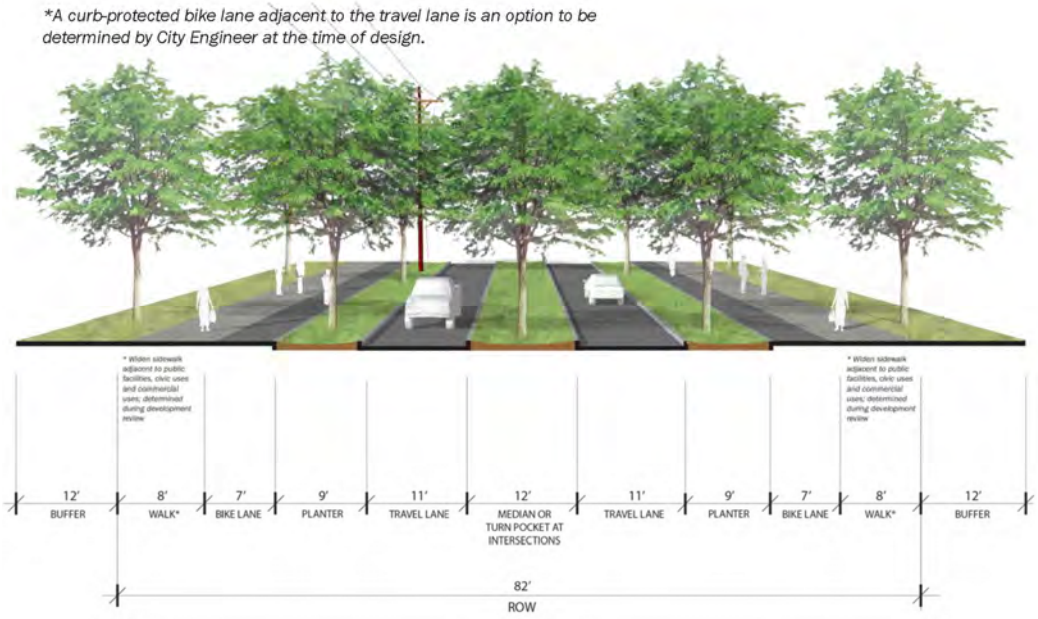
Figure 3-14. Frog Pond East and South Master Plan Cross-Sections

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.

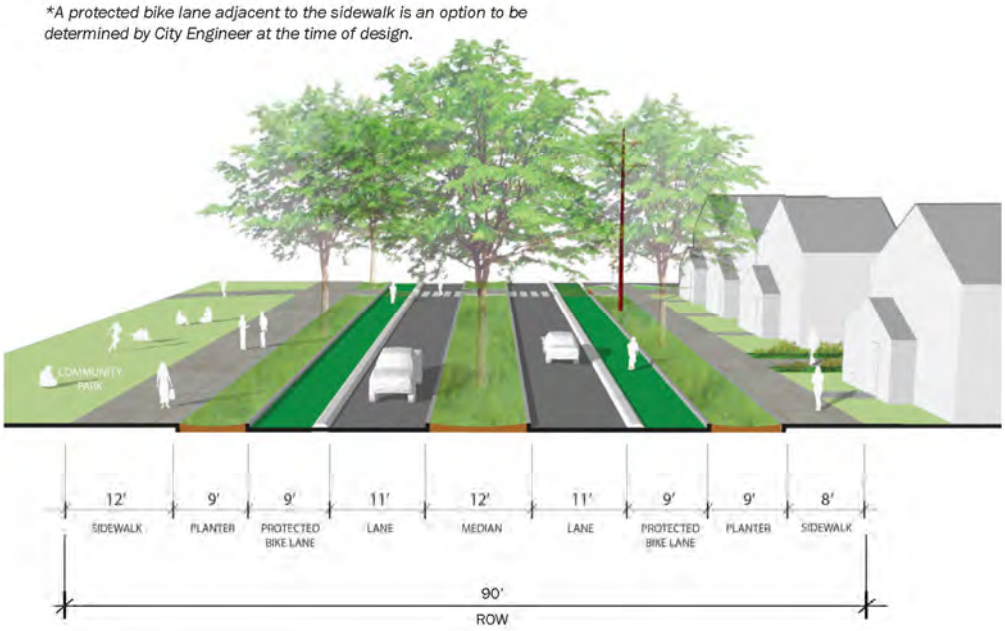
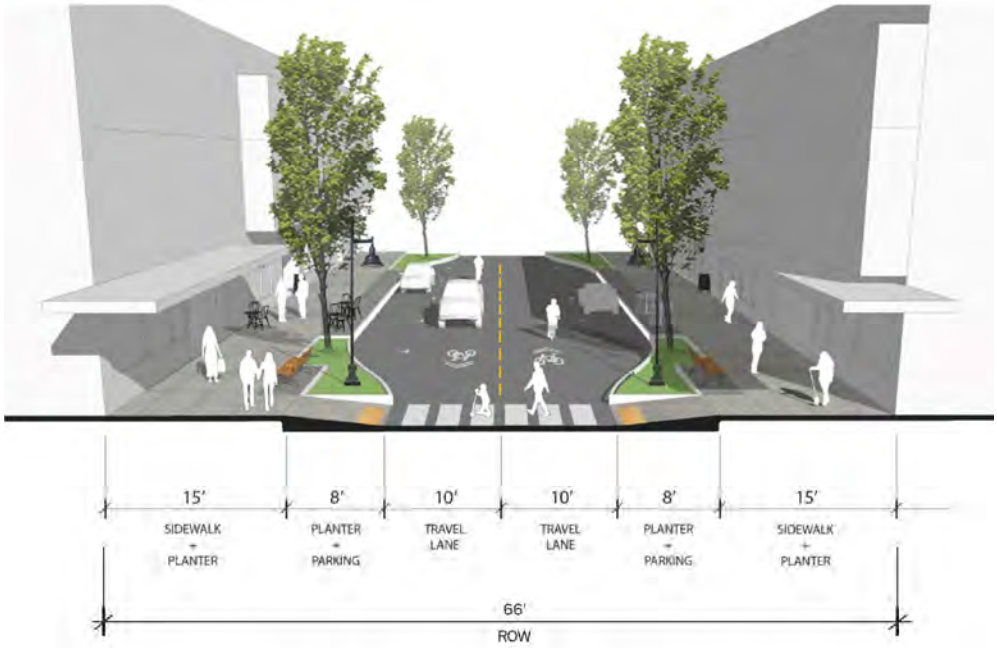


Figure 3-14. Frog Pond East and South Master Plan Cross-Sections (Cont.)

Frog Pond Brisband Main Street Extension (RE-17)



Local Street (South of Meridian Creek Middle School)

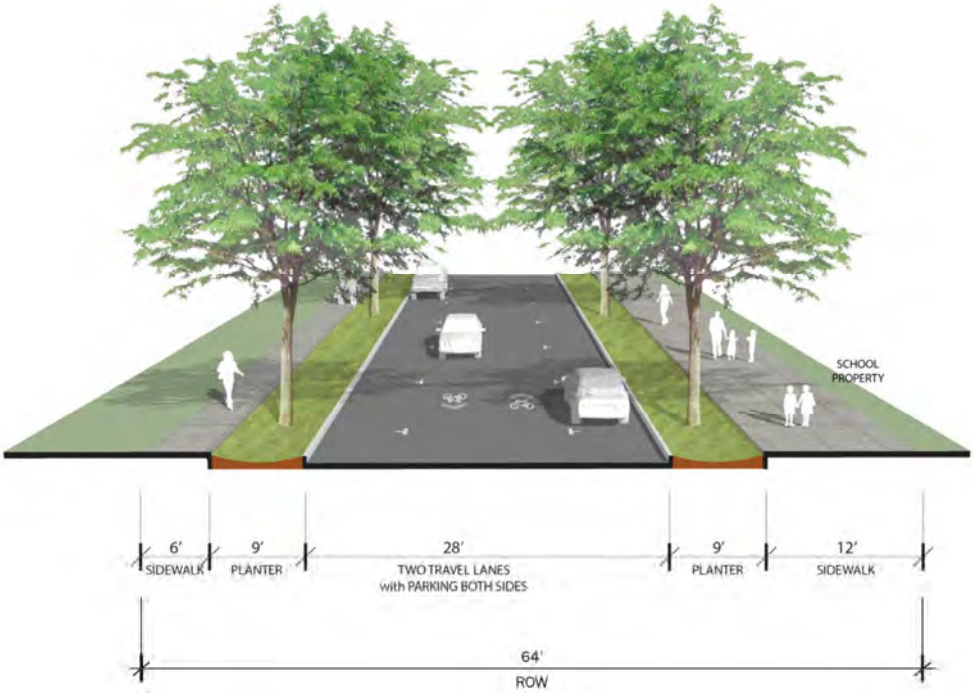
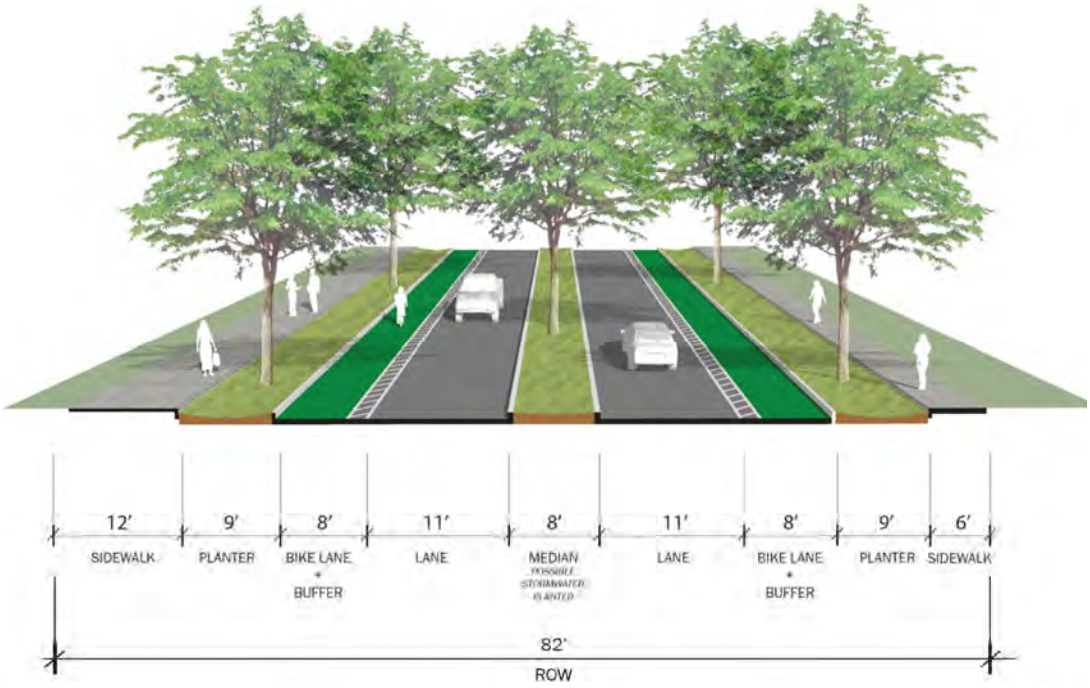
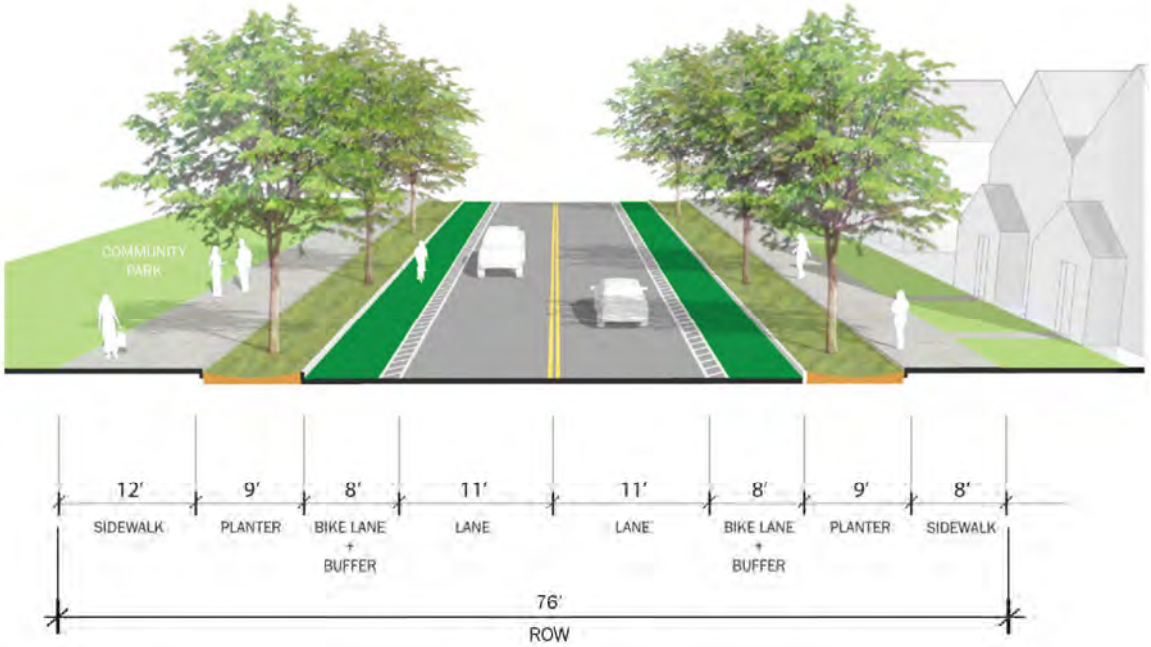


FIGURE 3-14. FROG POND EAST AND SOUTH MASTER PLAN CROSS-SECTIONS (CONT.)

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 . . .

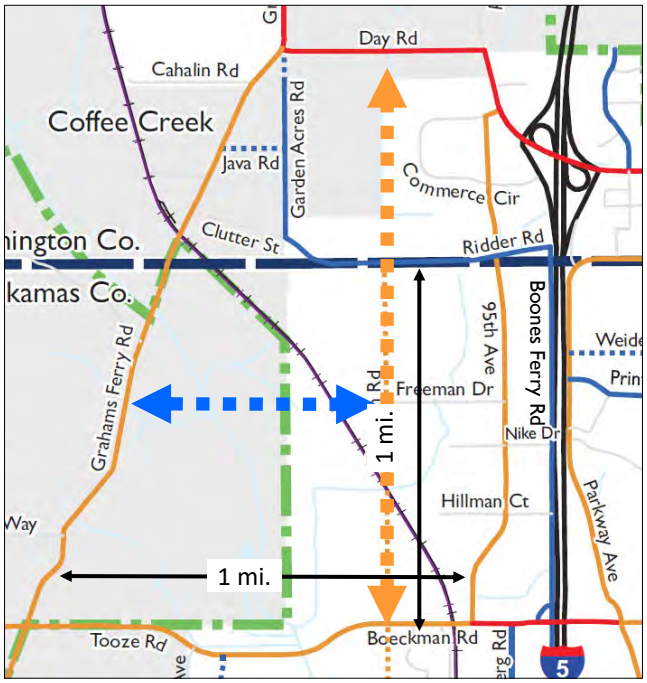
- ***Improvement projects (Chapter 5)***
- ***Programs (Chapter 6)***

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

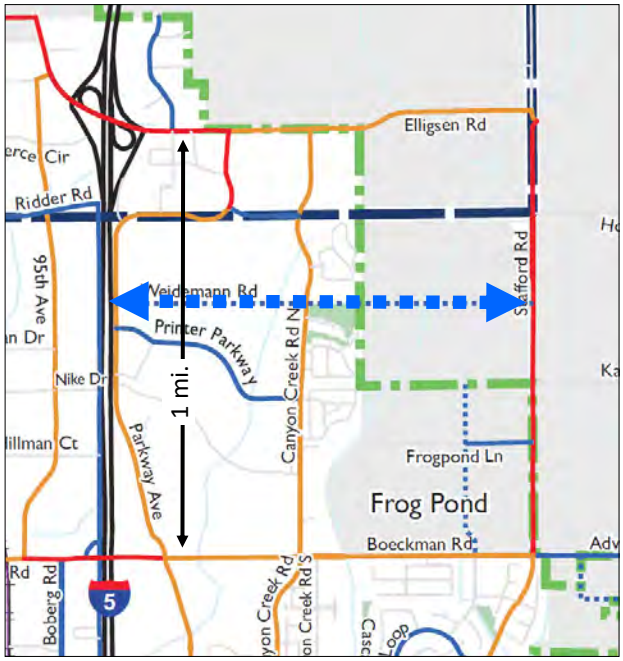


Two connectivity gaps exist in this quadrant:

- 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.

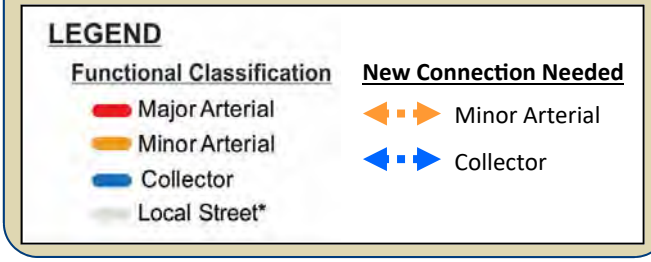
Northeast Quadrant Connectivity



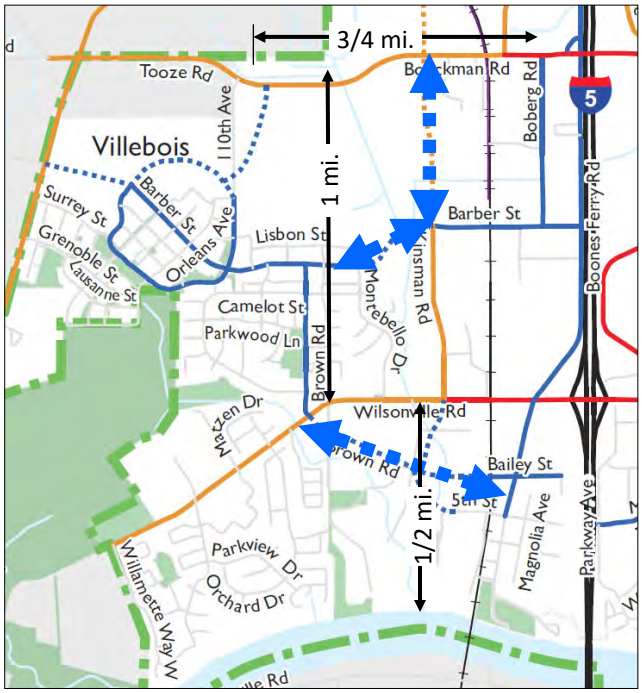
There is a gap in the east west connectivity between Elligsen Road and Boeckman Road.

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.



Southwest Quadrant Connectivity



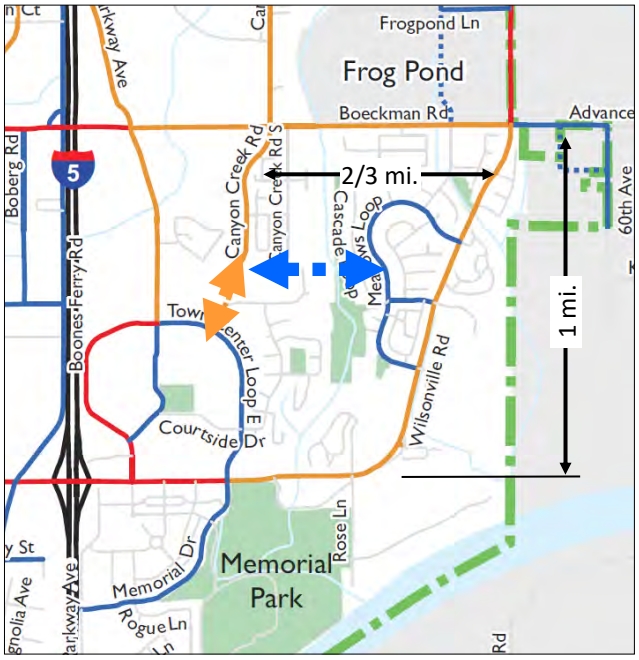
There are several gaps in east-west and north-south connectivity as follows:

- 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.

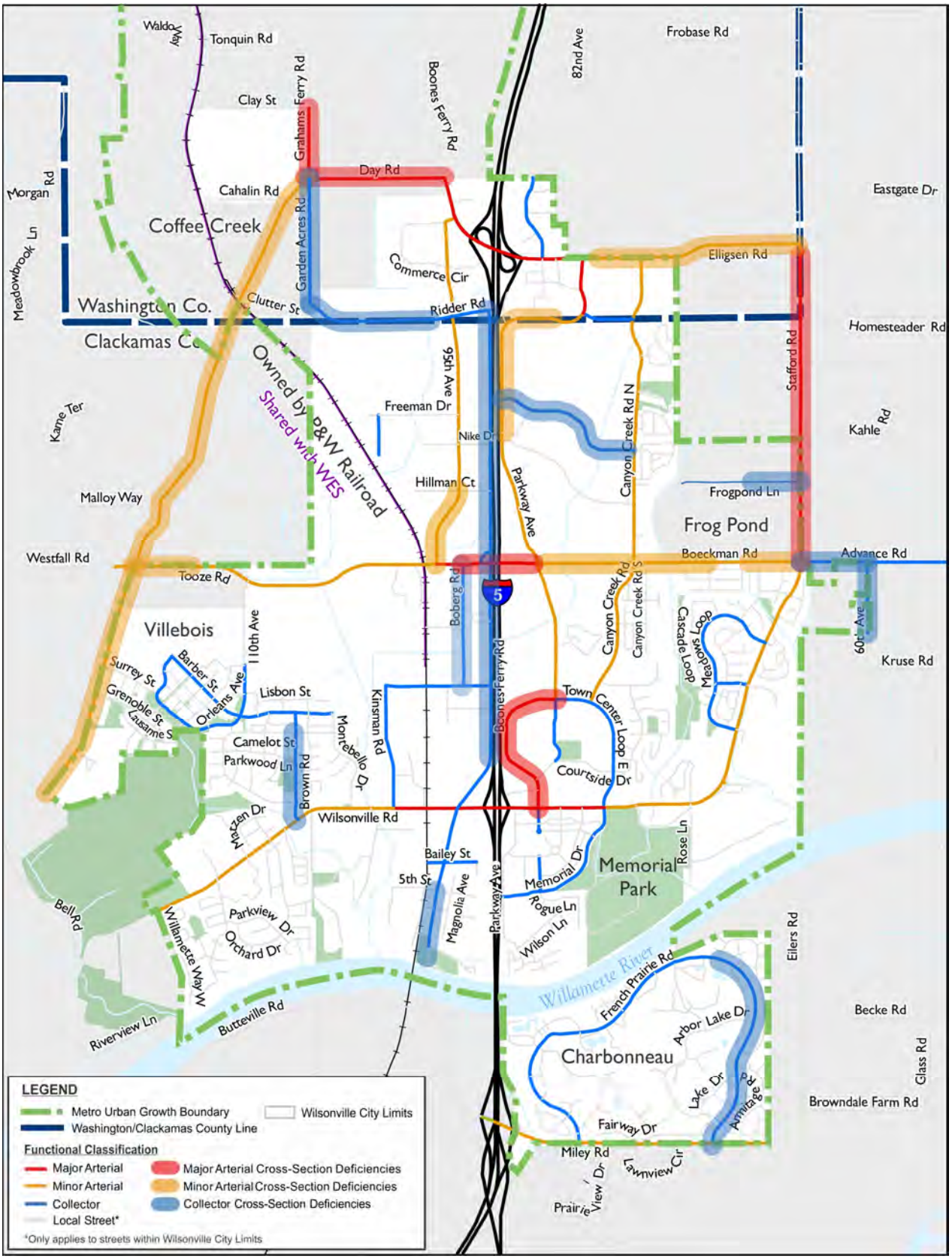
Parkway Avenue near the Xerox campus is a Minor Arterial but does not include bike lanes. There is a sidewalk on the east side, but it ends at the boundary with the vacant parcel to the north.

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.

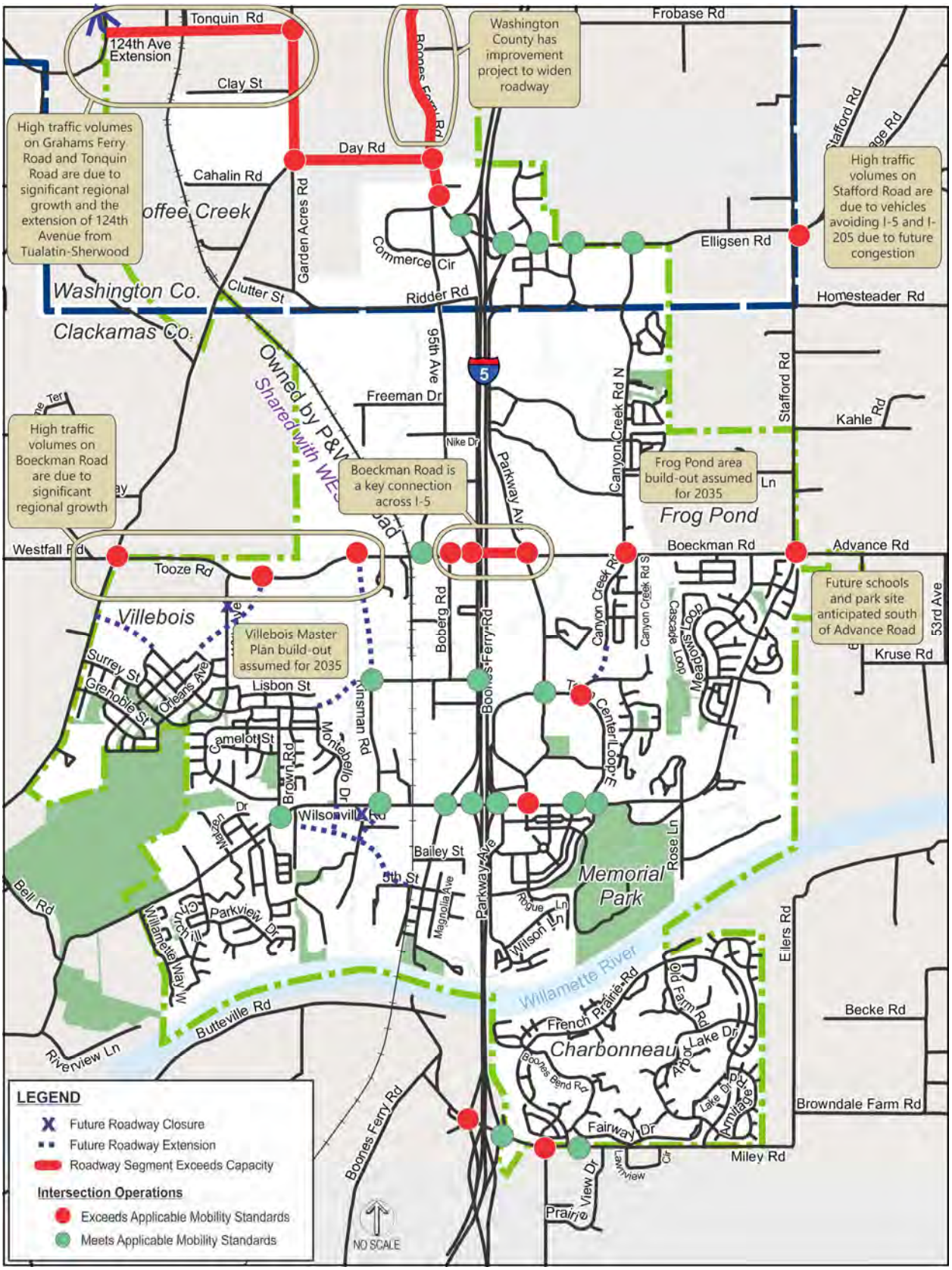
2035 Baseline Roadway Extension Assumptions

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.

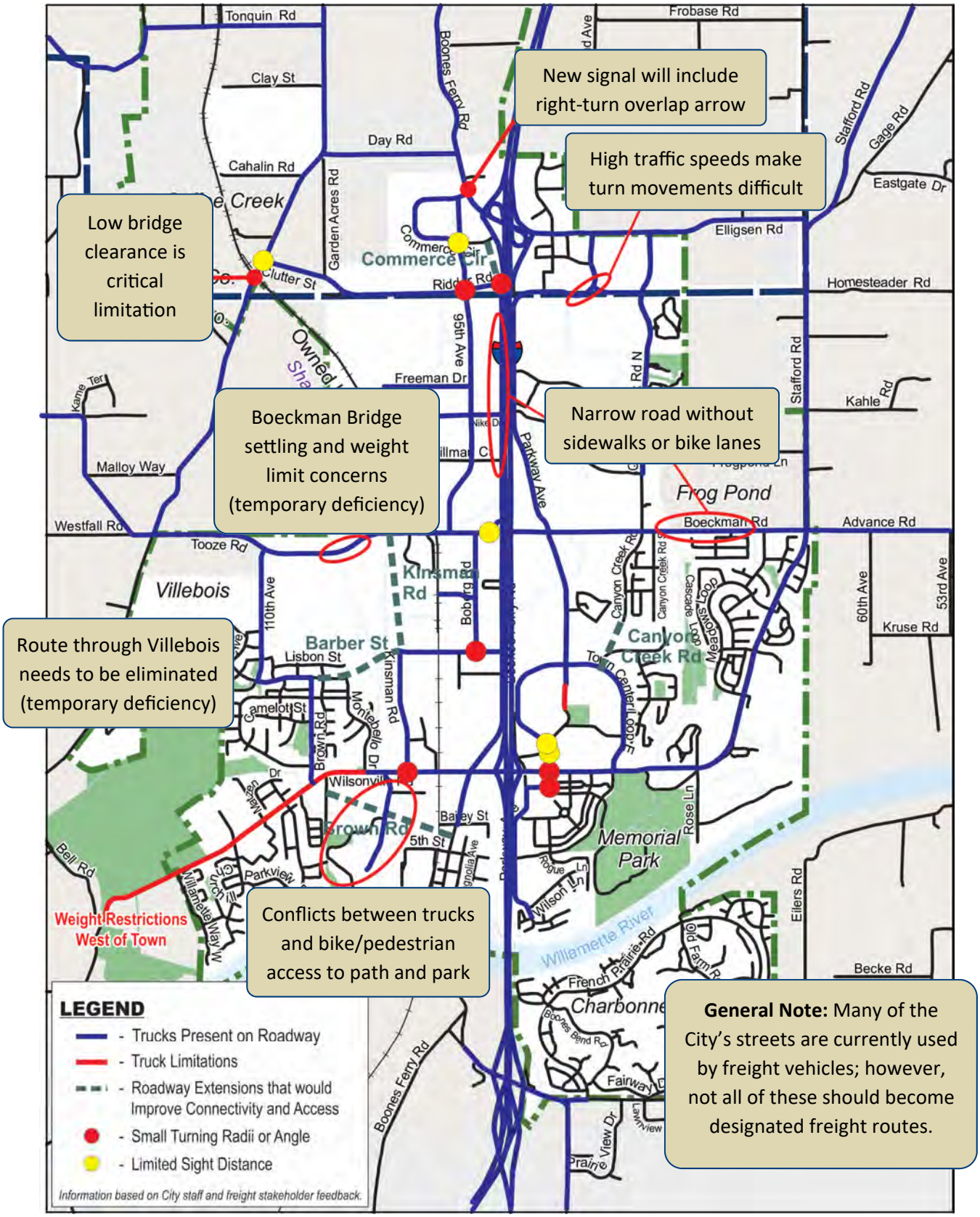
Freight Carrier Outreach

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.

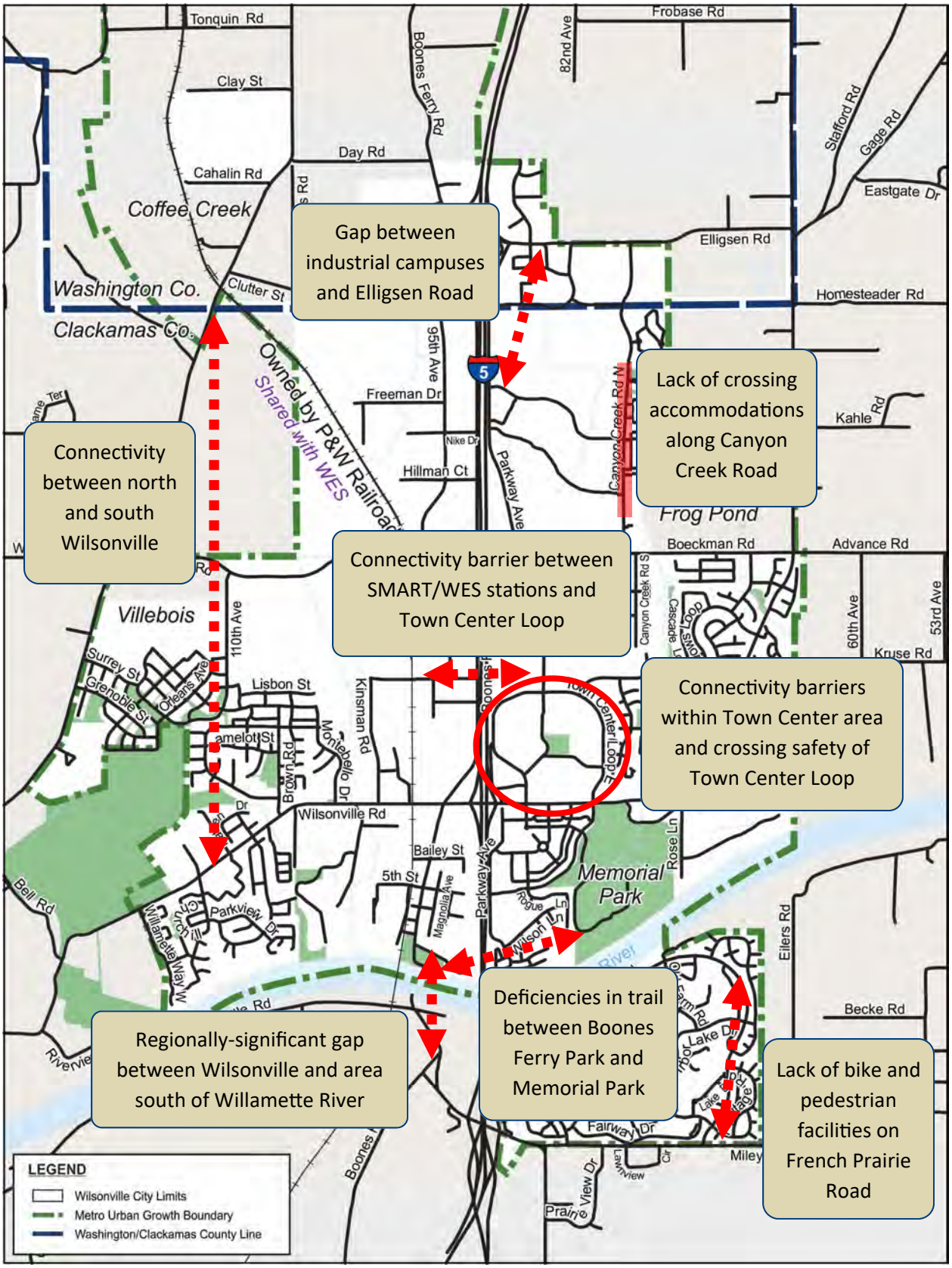
Another pedestrian and bicycle need that affects Wilsonville is regional access to the nearby communities. The Ice Age Tonquin Trail and Boones Ferry Road improvements north of Day Road are two examples of facilities that will provide regional connectivity. In addition, Clackamas County has identified 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:

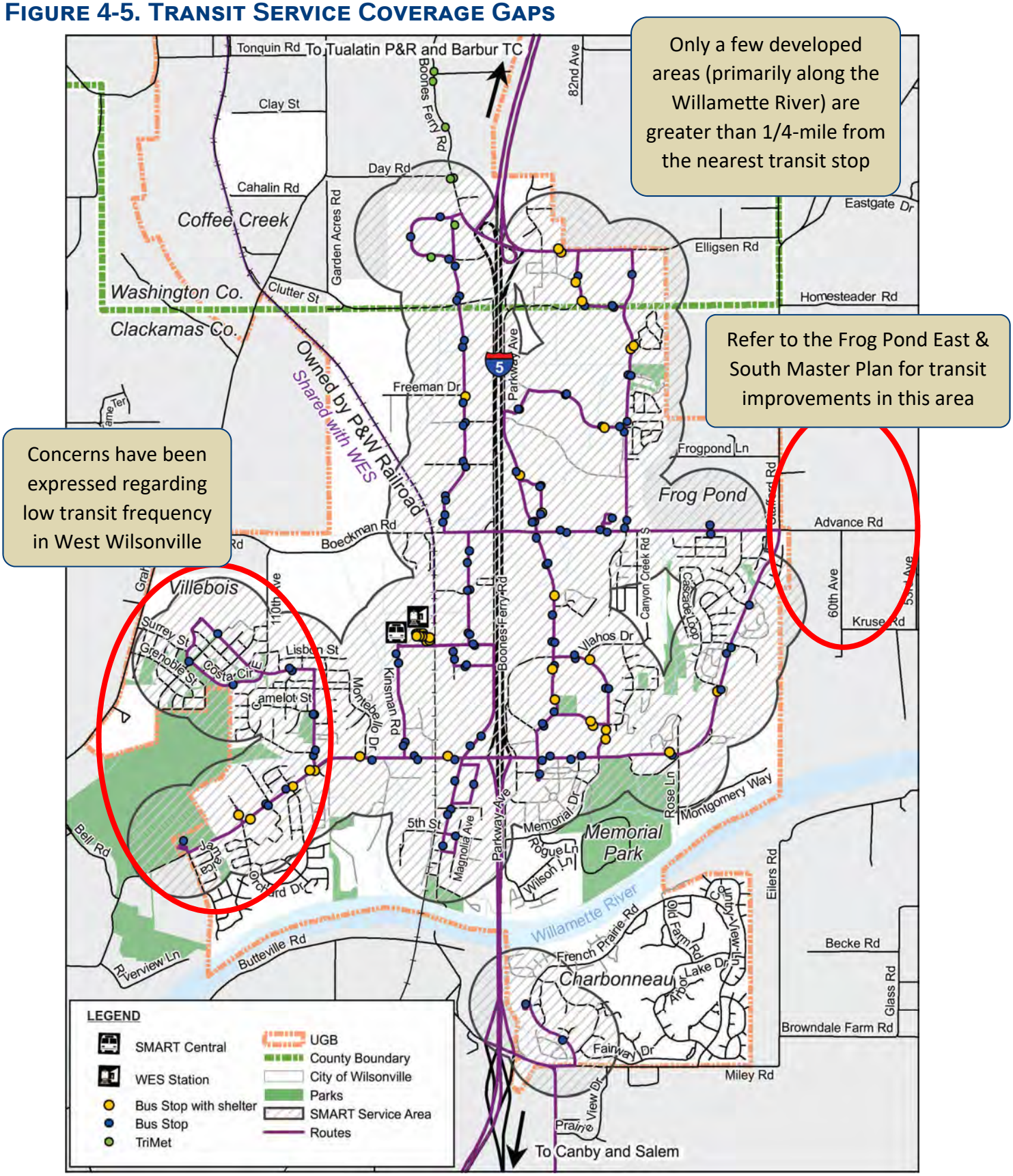
- **Regional Transit Connections** are important for SMART due to Wilsonville's central location between two metropolitan areas (Portland Metro and Salem-Keizer) and its large employment base. While it has existing connections to TriMet (Portland Metro) and Cherriots (Salem-Keizer), these connections 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).

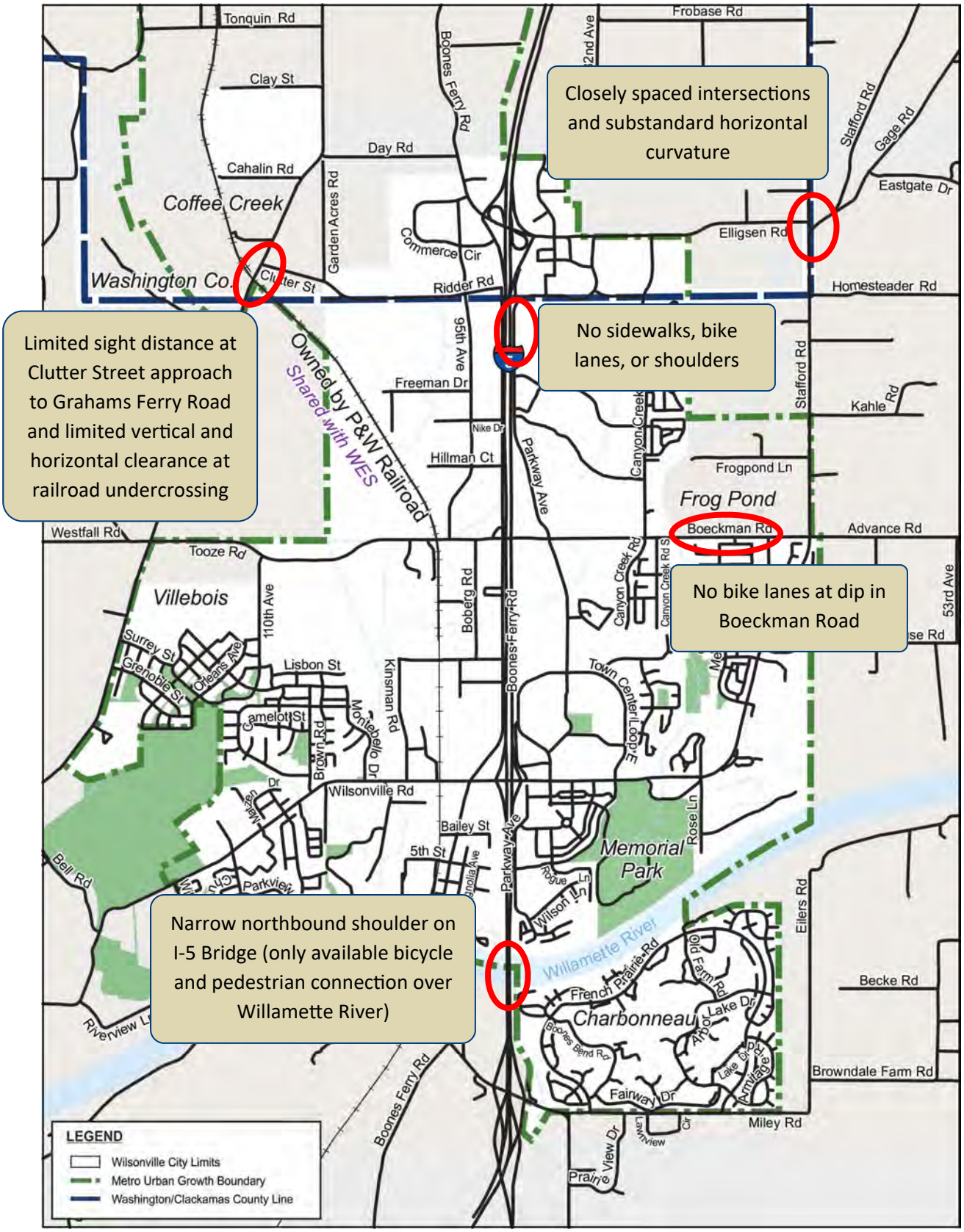
Within the context of the TSP, Environmental Justice is an effort to identify underserved and vulnerable populations so the City can improve transportation services while reduce future inequalities. Two areas of particular need are Charbonneau (due to the higher proportion of elderly residents) and a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

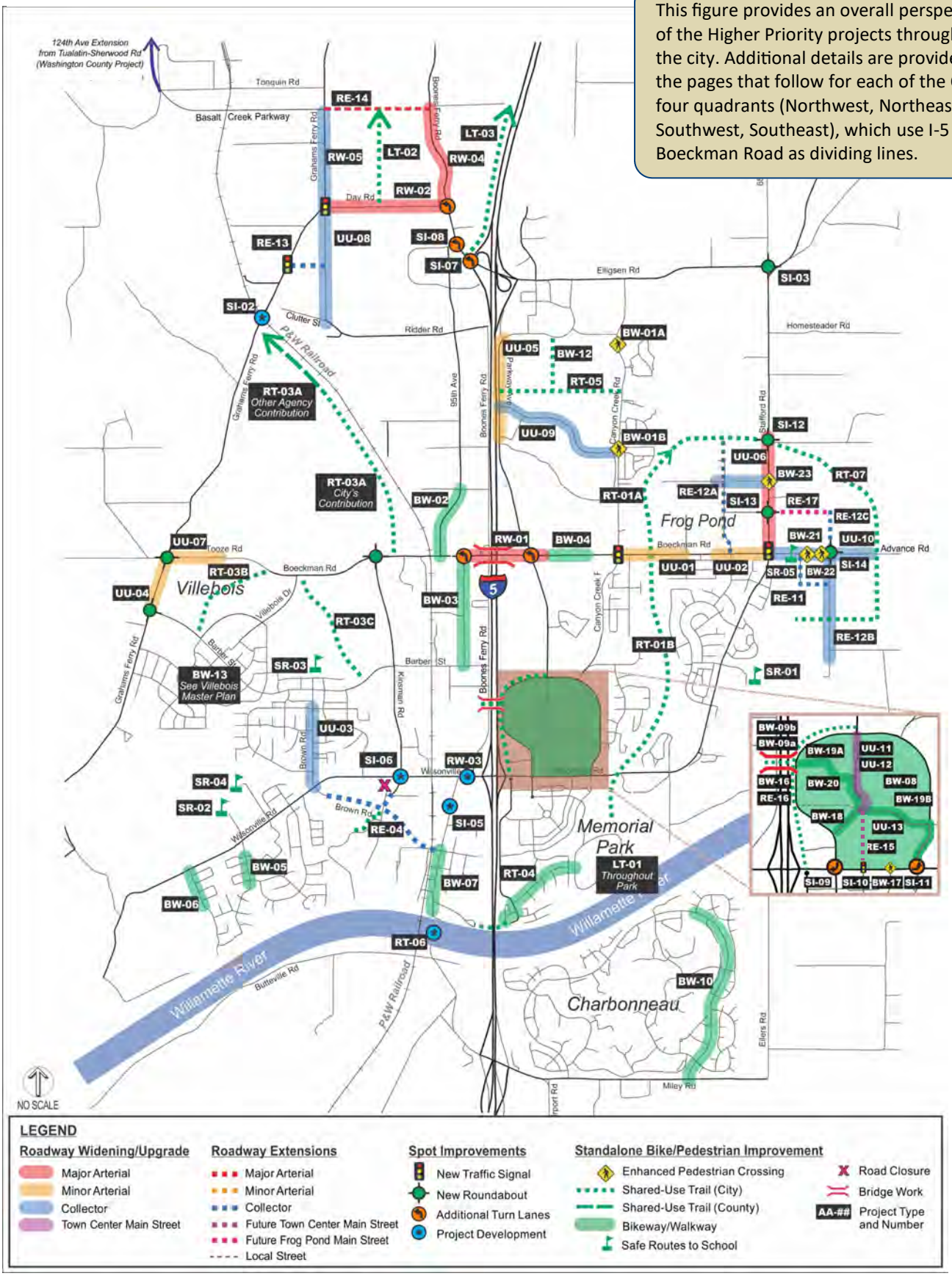


Table 5-2. Higher Priority Projects (Northwest Quadrant)

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)

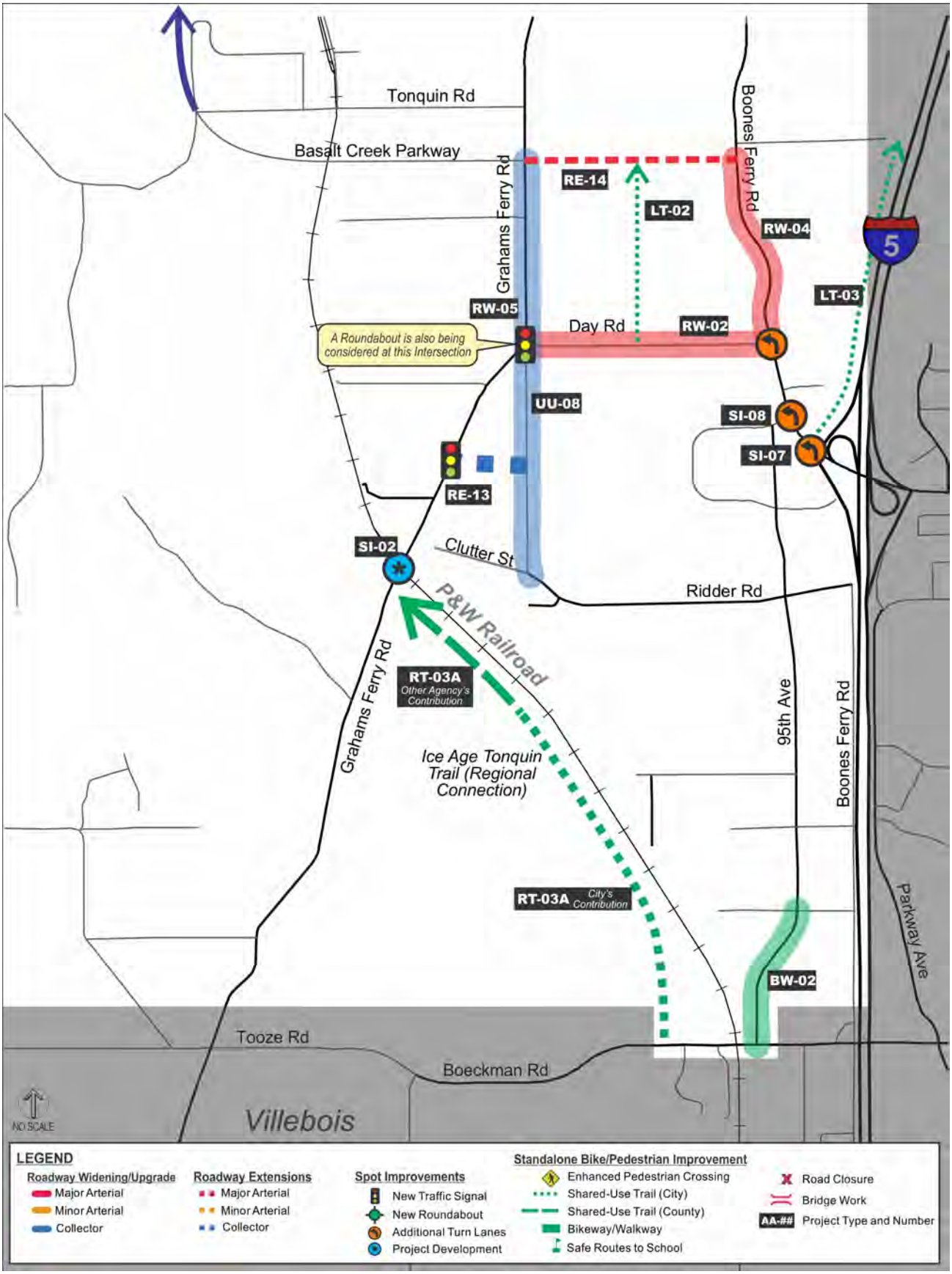


Table 5-3. Higher Priority Projects (Northeast Quadrant)

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)

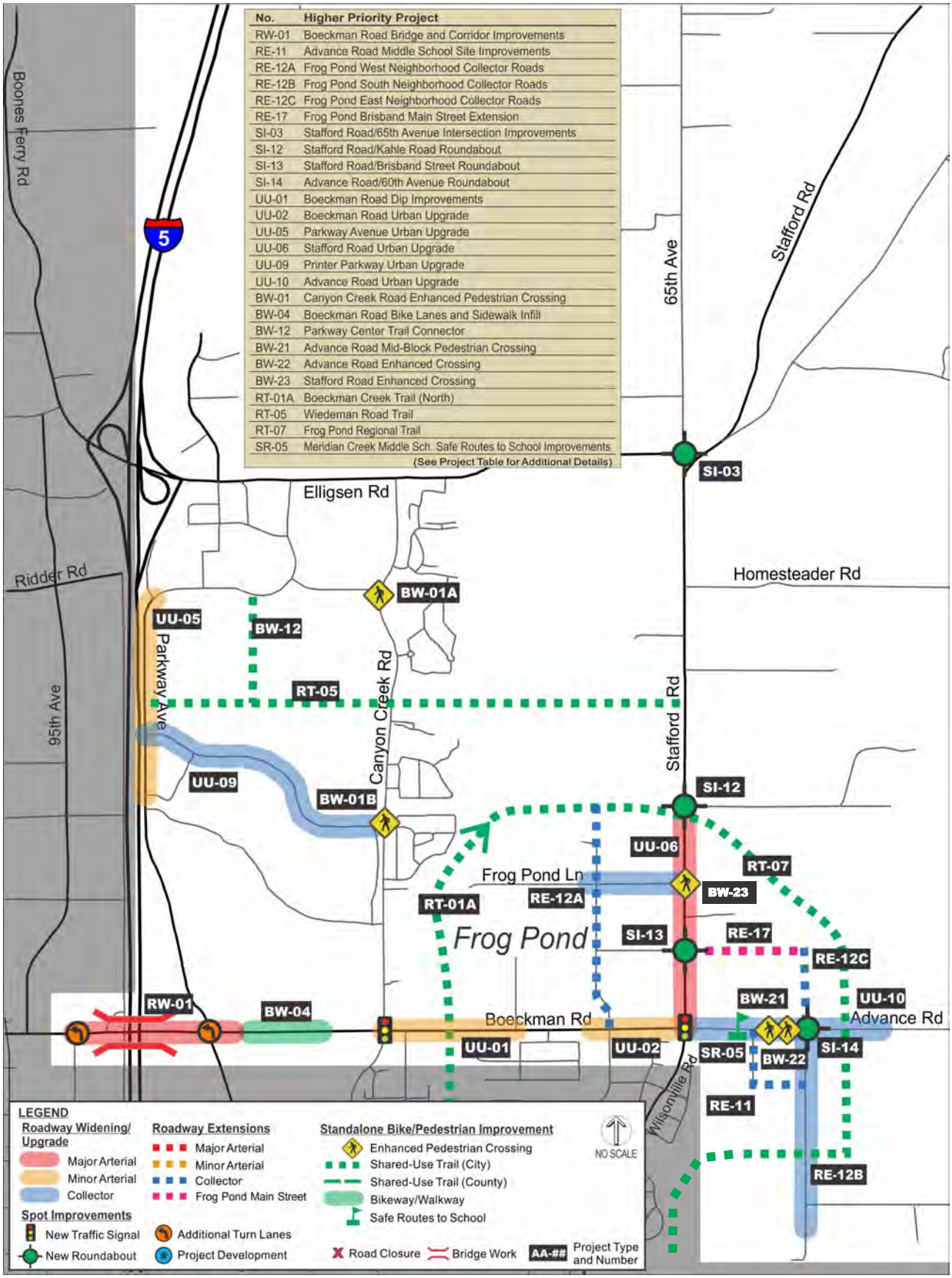


Table 5-4. Higher Priority Projects (Southwest Quadrant)

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)

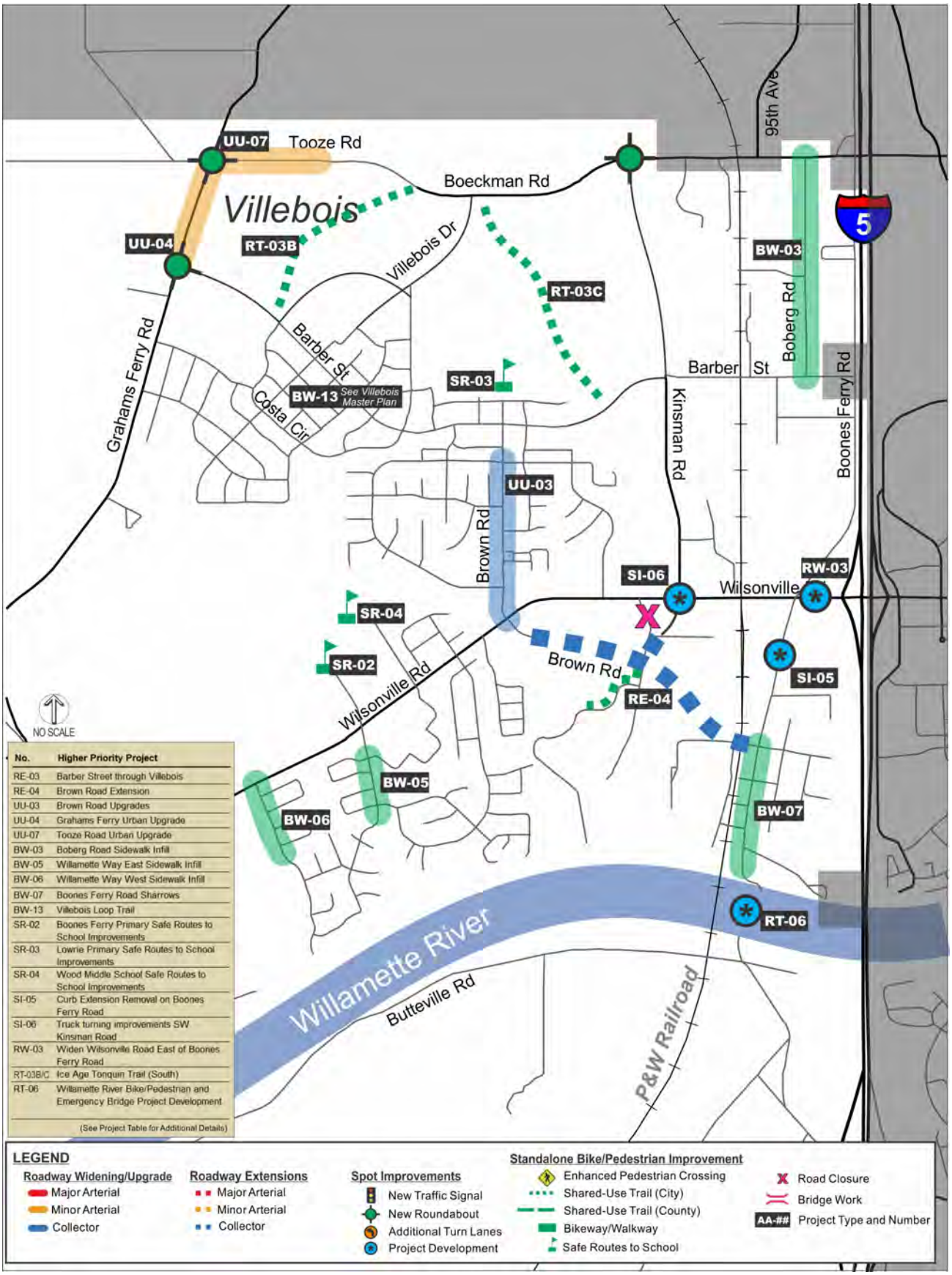


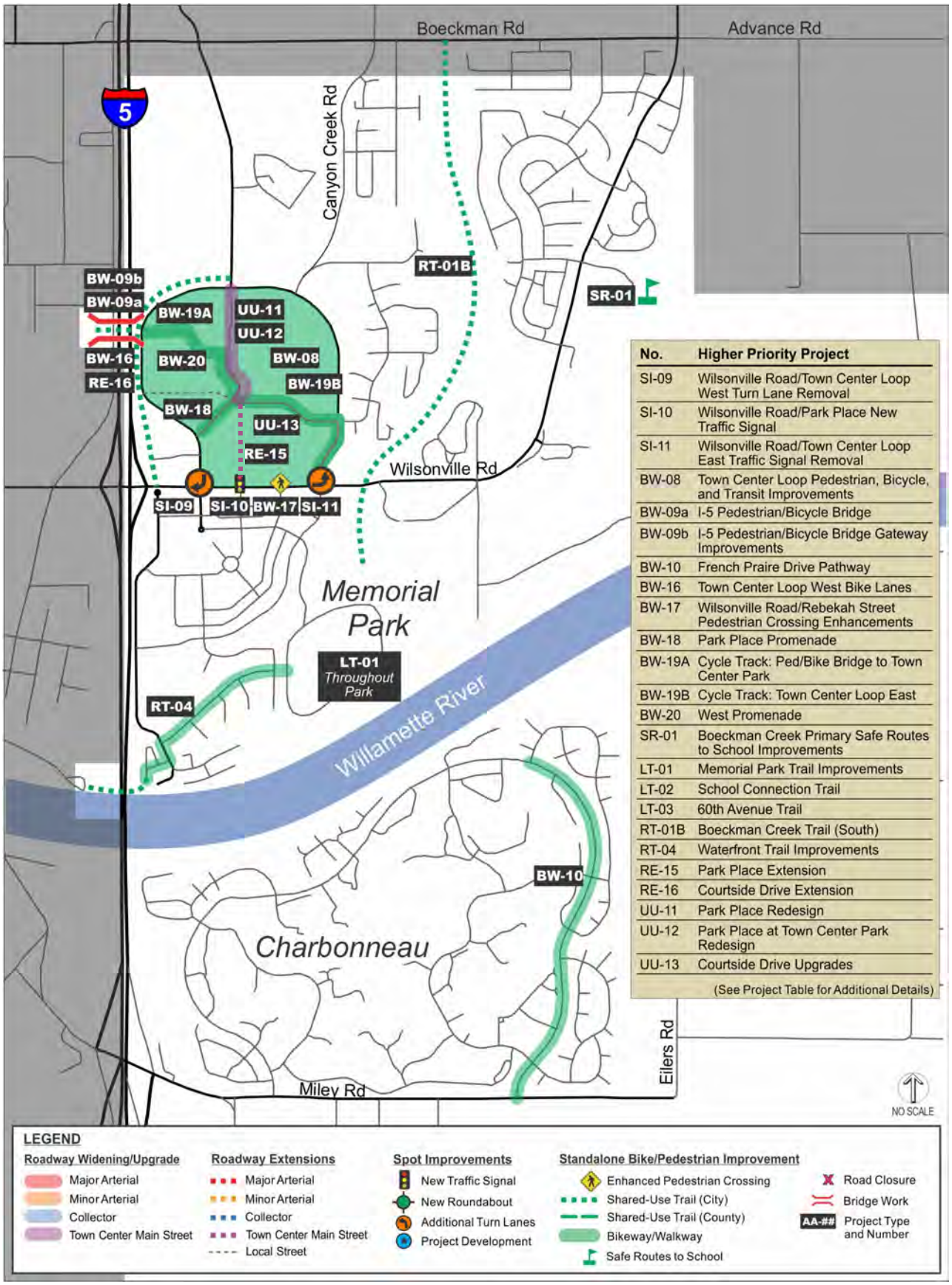
Table 5-5. Higher Priority Projects (Southeast Quadrant)

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.

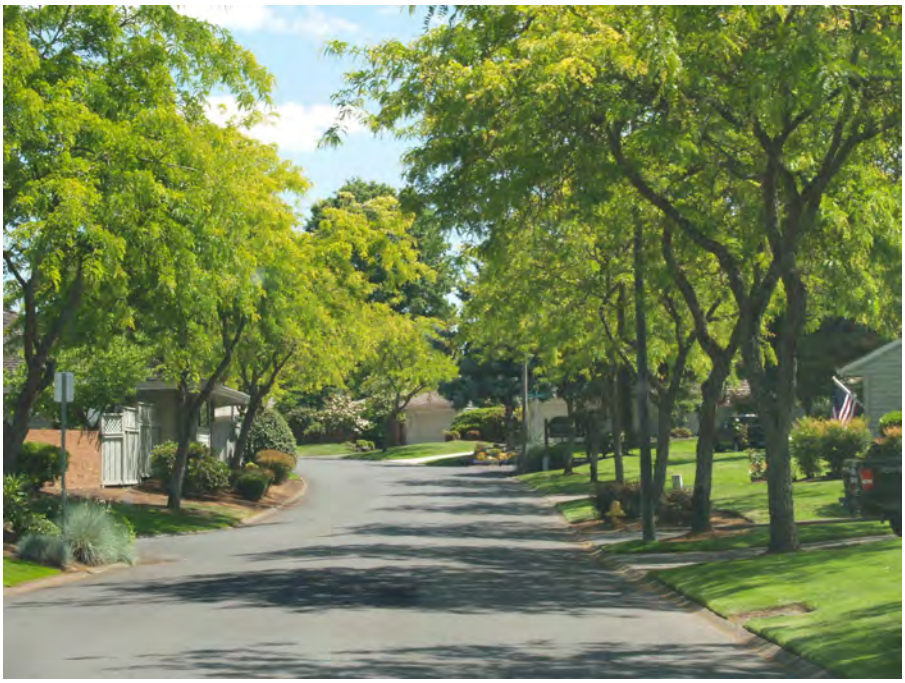
Even though the City should primarily focus on the projects included in the Higher Priority Solutions Package, it should look for opportunities to pursue these remaining projects as funding opportunities become available, including grant funding.

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

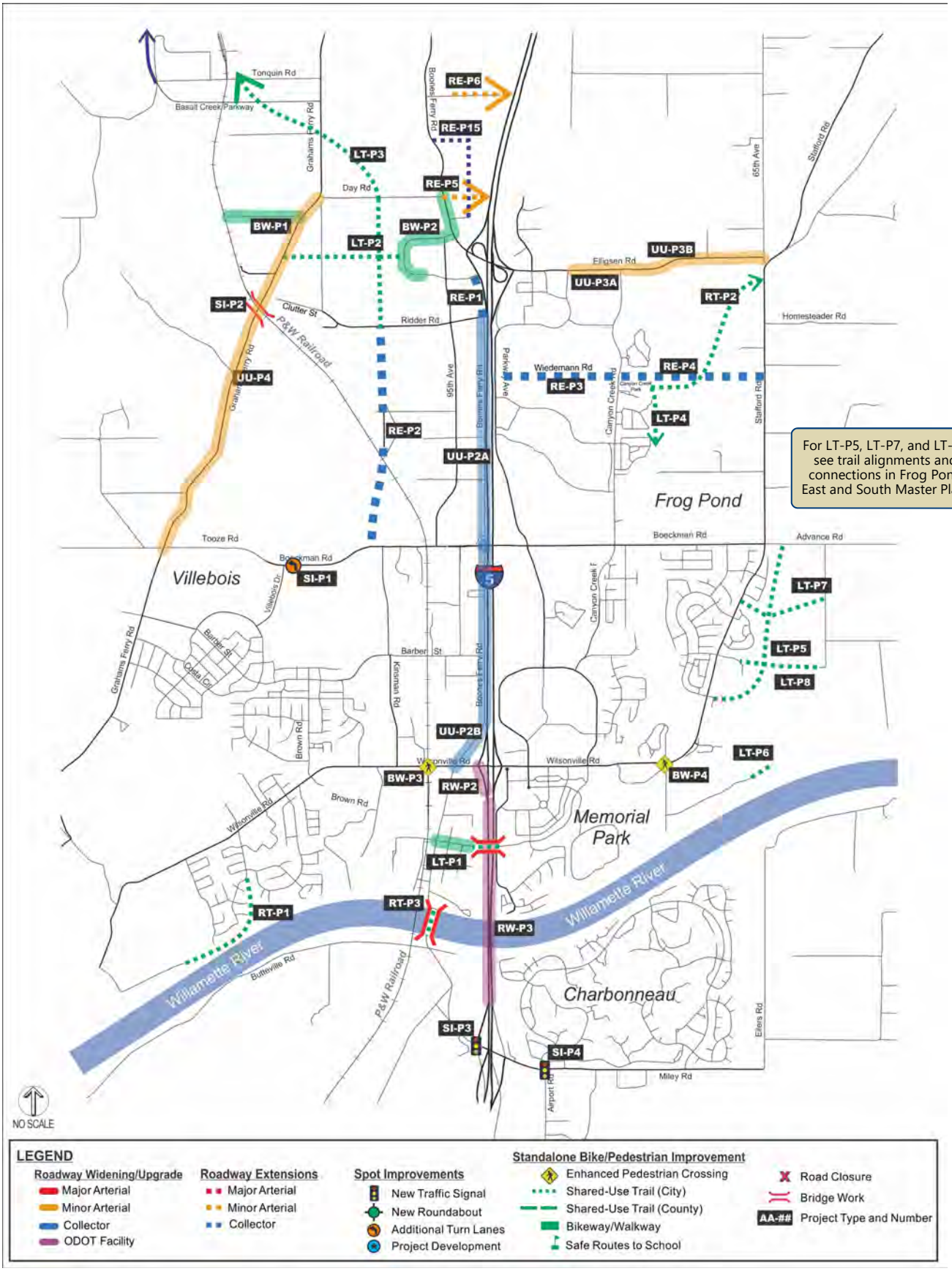


Table 5-9. Additional Planned Projects (Northwest Quadrant)

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)

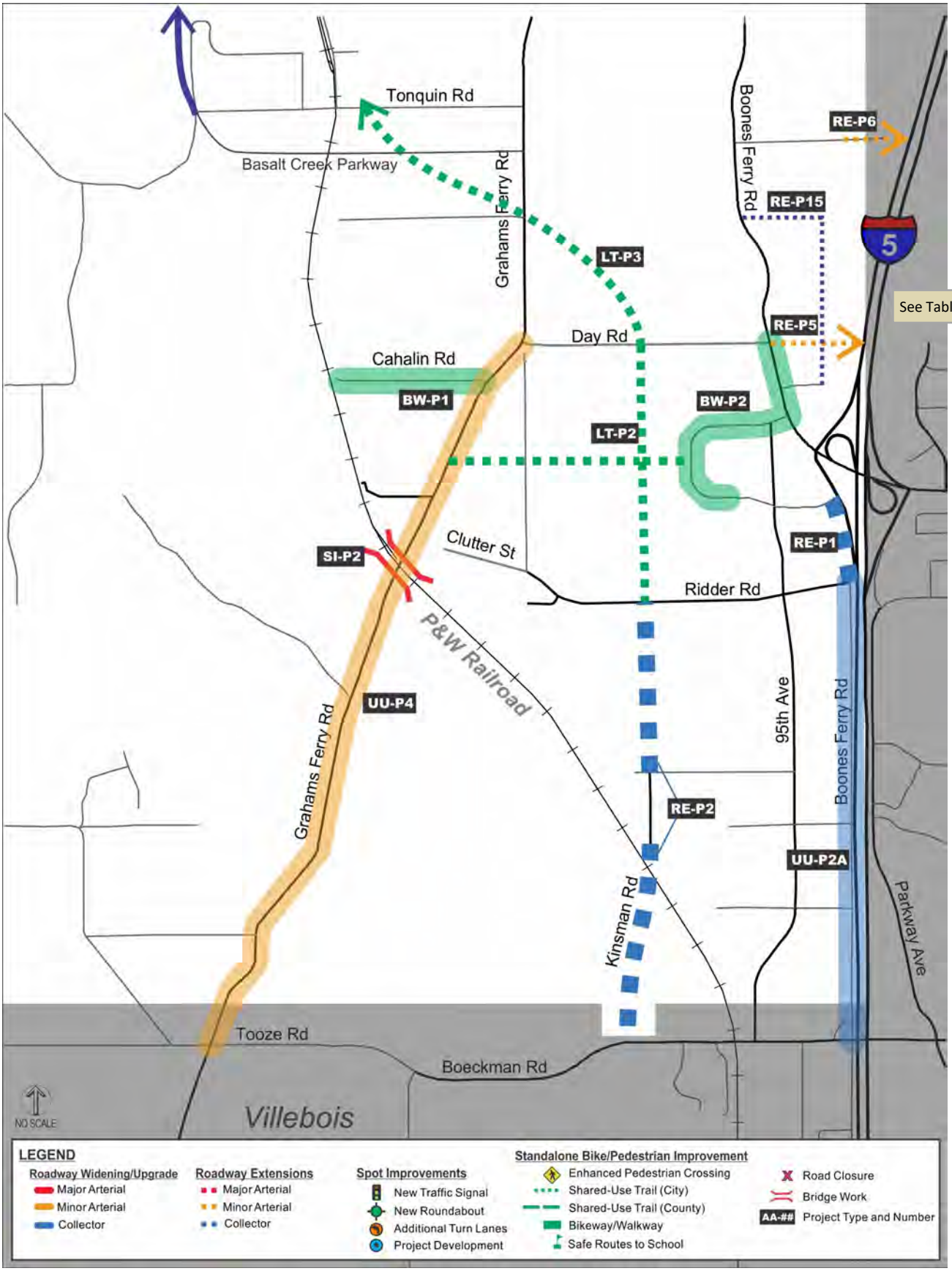


Table 5-10. Additional Planned Projects (Northeast Quadrant)

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)

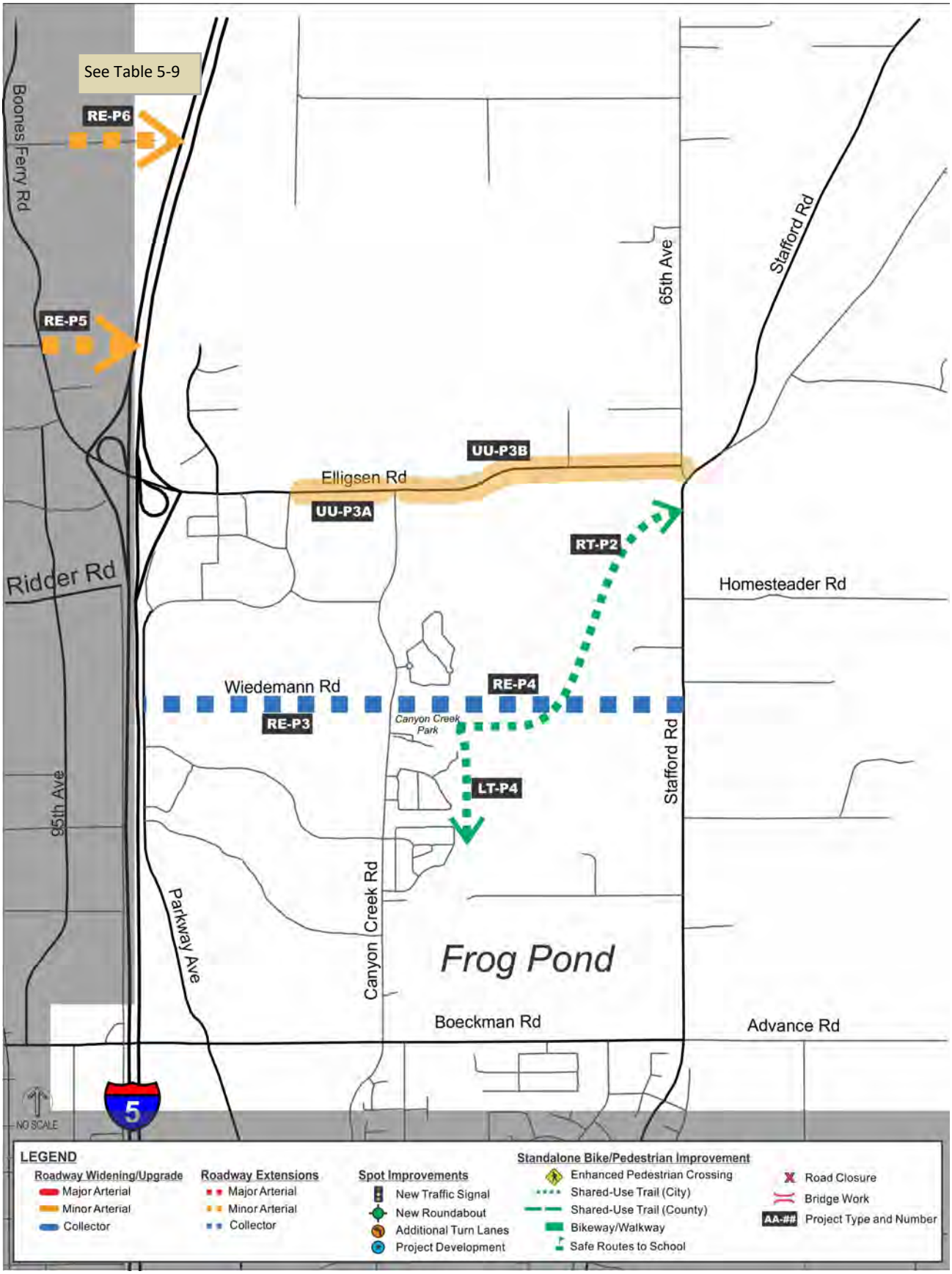


Table 5-11. Additional Planned Projects (Southwest Quadrant)

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)

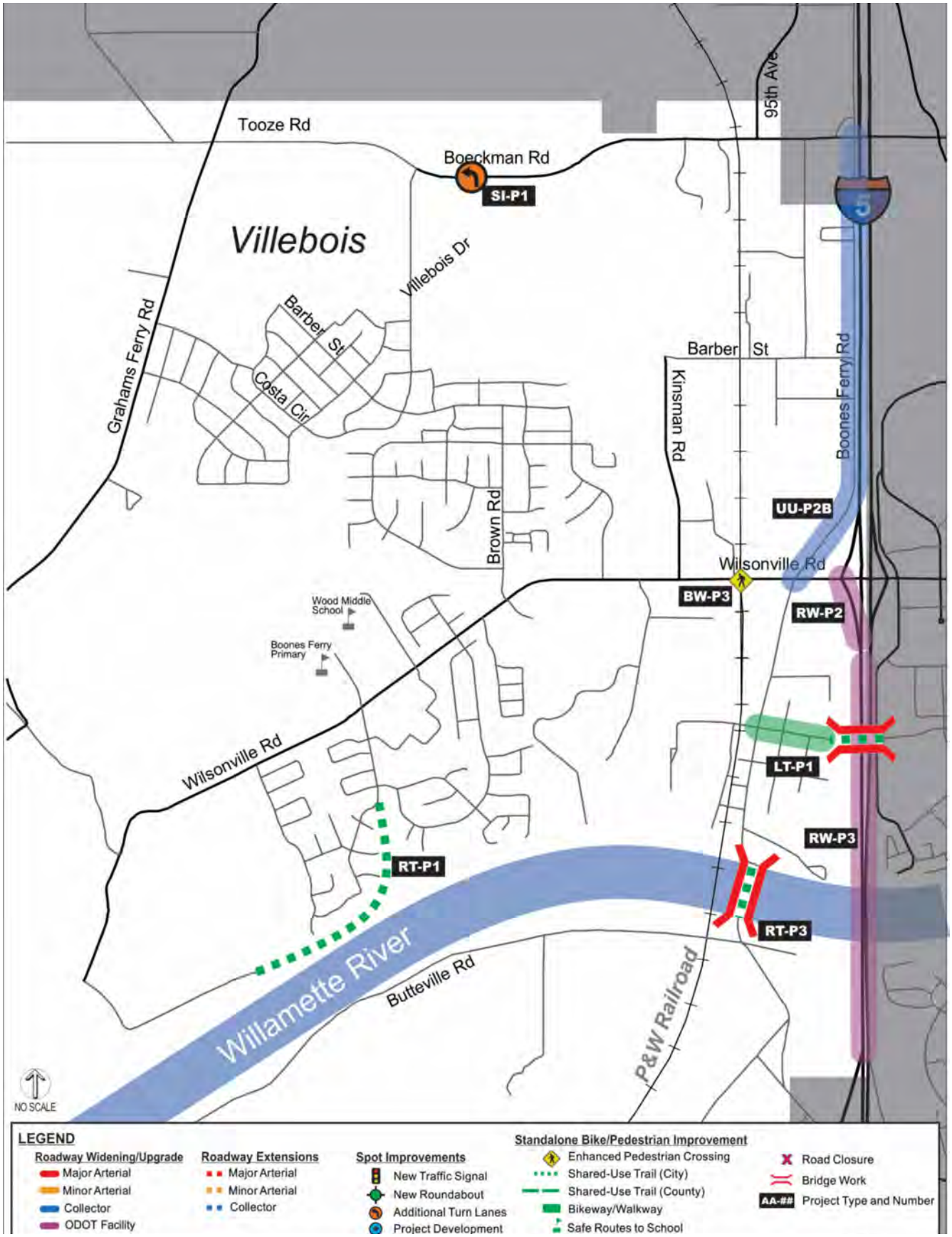


Table 5-12. Additional Planned Projects (Southeast Quadrant)

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	$240,000

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

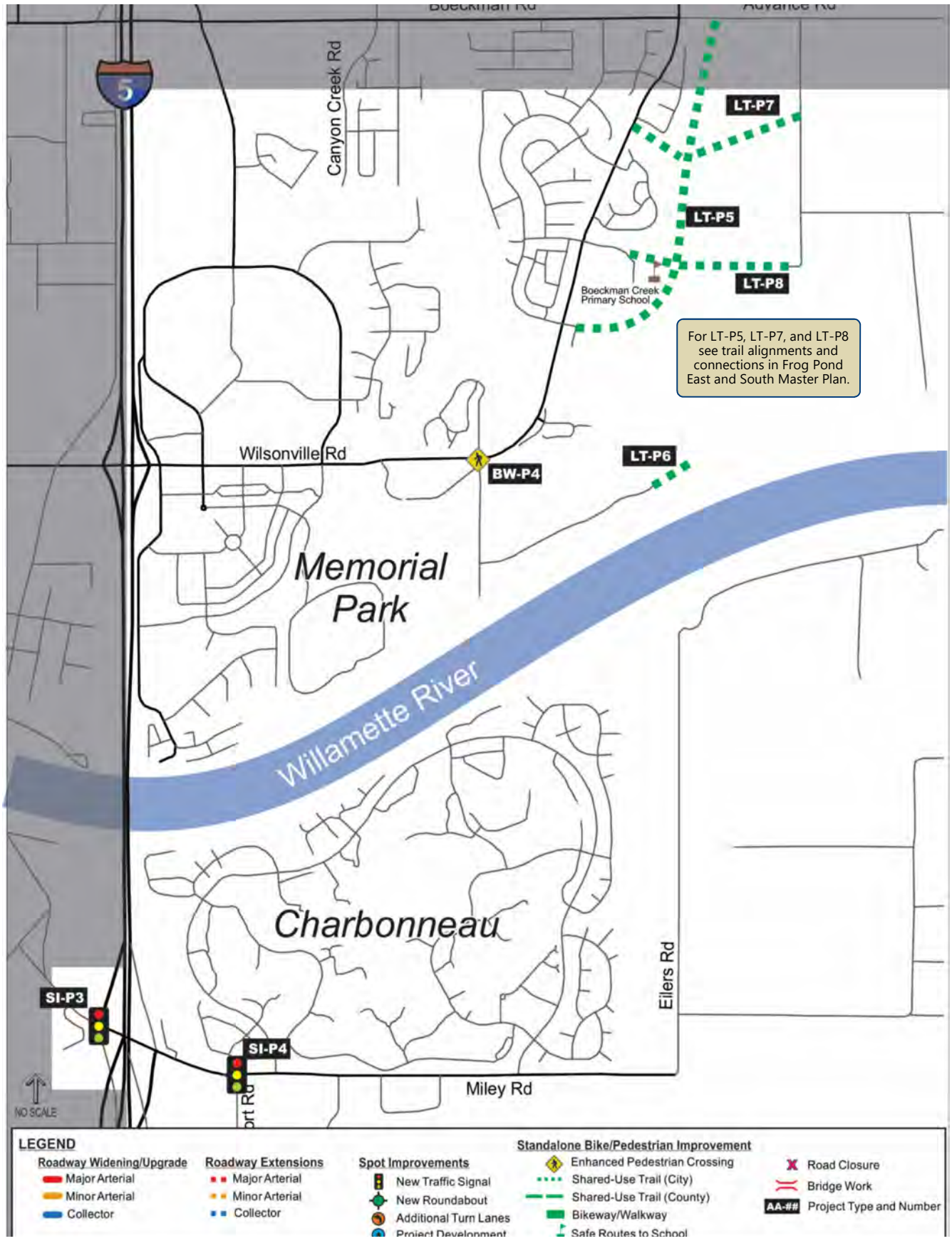


Table 5-13. Additional Planned Projects (Citywide)

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

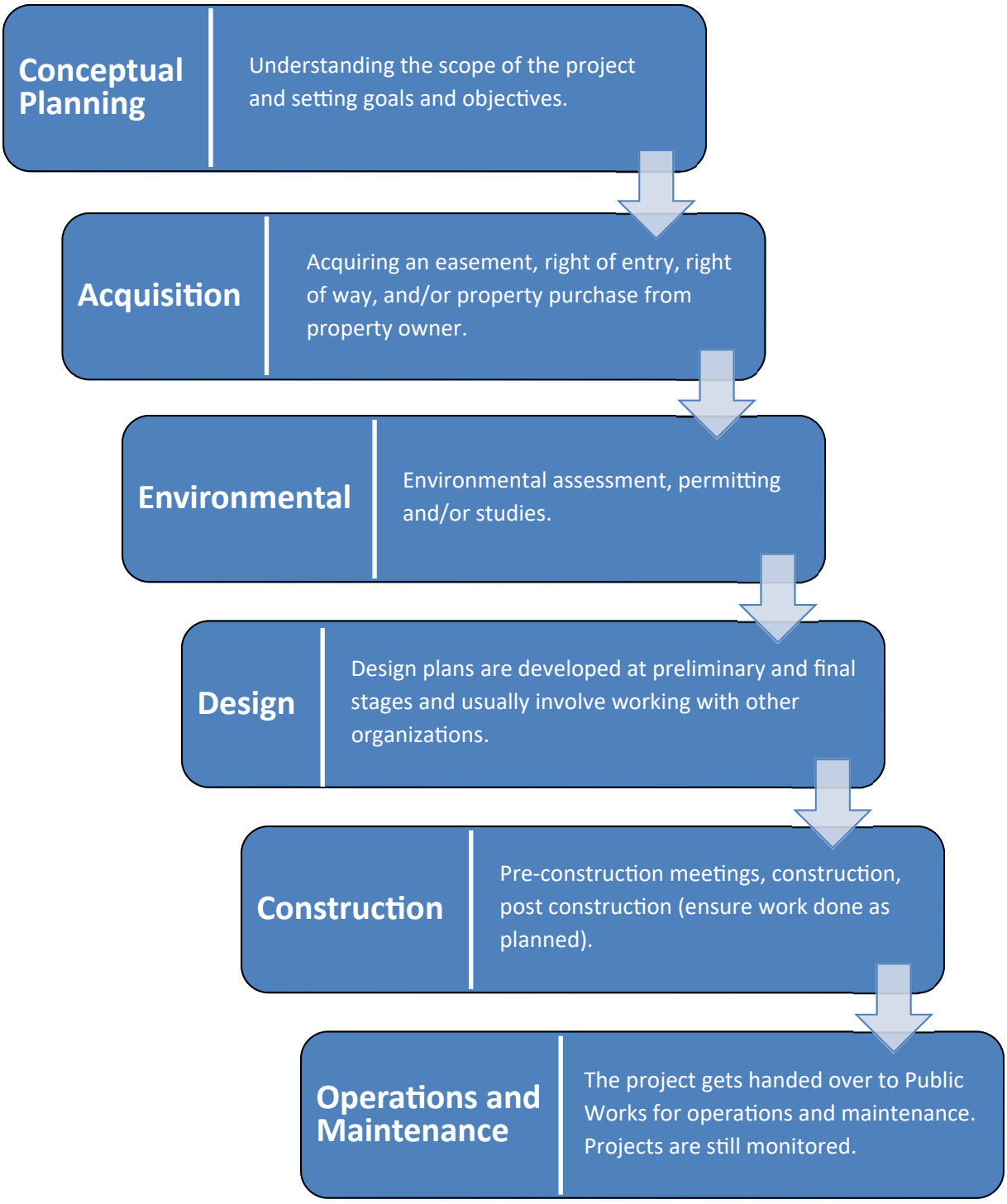
From clean, safe drinking water to convenient transportation options, the City's public investment funds an improved quality of life. Benefits of investment into the City's Capital improvement Program include:

- 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"):

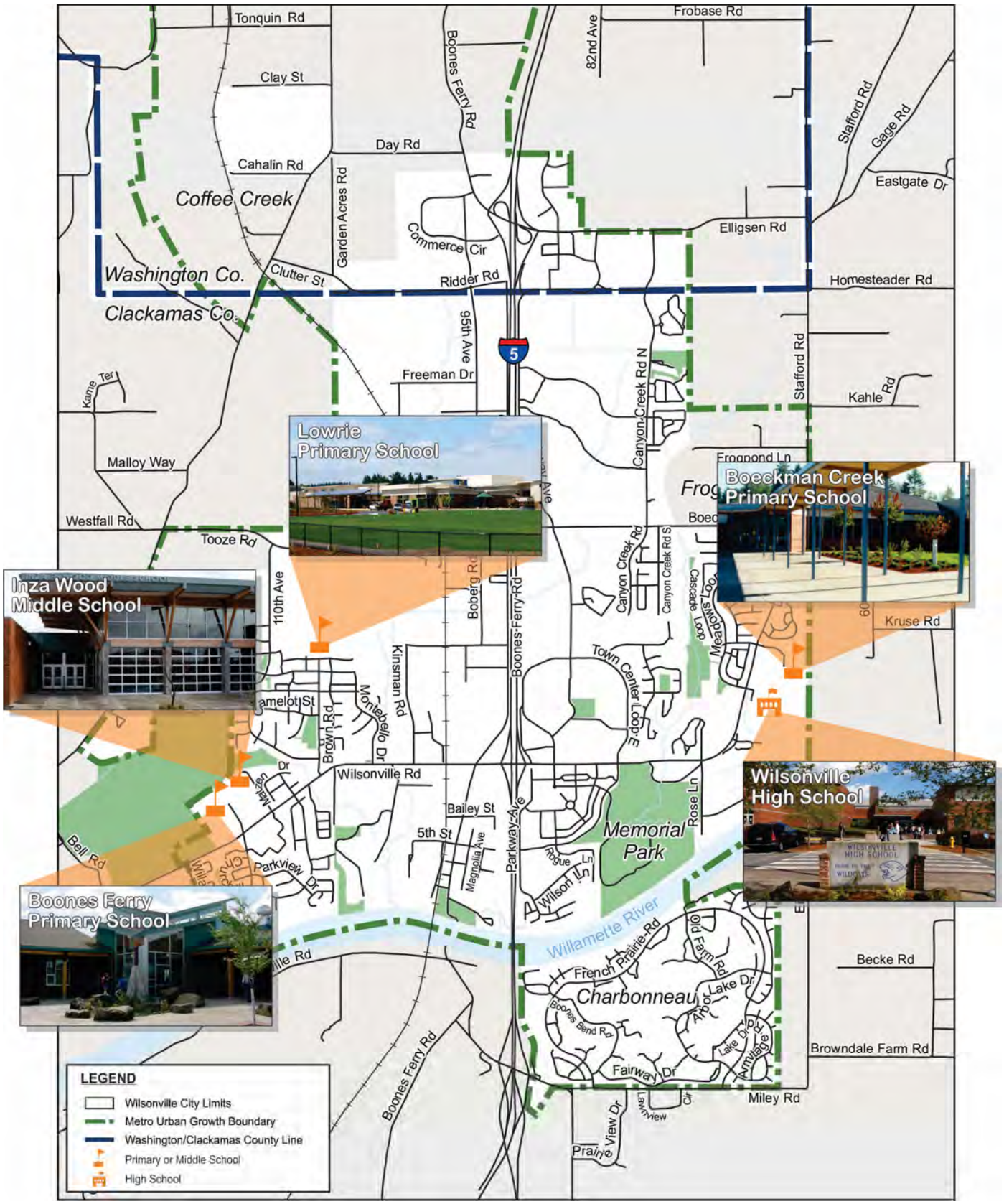
- **Educate** students, parents, and drivers about bicycle, pedestrian, and traffic safety skills, laws, and educational programs
- **Encourage** participation through fun events and contests such as walk-to-school days
- **Engineer** walking and biking infrastructure improvements along school routes
- **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

The Frog Pond East and South Transportation System Plan Update (LP22-0004) Record can be found on the March 8, 2023 Planning Commission meeting page, in the "Agenda Packet" (https://www.ci.wilsonville.or.us/bc-pc/page/planning-commission-64)

WILSONVILLE
OREGON

Memorandum

From: Daniel Pauly AICP, Planning Manager
To: Planning Commission
Date March 7, 2023
RE: Additional Edits to Frog Pond East and South TSP Updates, Resolution No. LP22-0004

The following are additional typographical and clarifying edits recommended by staff after additional review of the draft Frog Pond East and South TSP updates. These edits, if recommended by the Planning Commission, will be part of their recommendation to City Council and have been incorporated into an updated version of the TSP updates attached.

Page 7

Table of Contents under "List of Figures" add text disclaimer reading "The tables below generally reflect City limits, UGB boundaries, and similar information as it existed in 2013. Images have generally not been updated with subsequent edits. Please see wilsonvillemaps.com for most up to date City limits, UGB boundaries, and other information."

Page 51

Add mixed use path connecting the on-street facility at Brisband and 60th to the mixed use path in the BPA easement

Page 60

Add text box reading "The following pages include cross sections for specific master plans. In 2019 the City changed its approach to inclusion of these special cross sections in the TSP. While this document includes a number of special cross sections, including for Town Center and Frog Pond East and South, other area-specific cross sections adopted in legislative master plans prior to 2019 are not included. However, these cross sections, found in the relevant Master Plans, have equal weight as those included in this document, as such Master Plans are adopted as sub-elements of the Comprehensive Plan, the same as the Transportation System Plan."

Page 95

Extend RE-12B Mixed use trail to the east so it is evident the plan is to extend to across the creek to Boeckman Creek Primary.

Pages 103 and 111

Add text call out to map in area of Frog Pond South reading “For LT-P5, LT-P7, and LT-P8, see trail alignments and connections in Frog Pond East and South Master Plan, to ensure creek crossings meet future connectivity goals.”

WILSONVILLE TRANSPORTATION SYSTEM PLAN (TSP) AMENDMENT

PLANNING COMMISSION HEARING

MARCH 8, 2023

DKS

AGENDA

1 / WHY IS A TSP AMENDMENT NEEDED?

2 / CHAPTER 3: STANDARDS

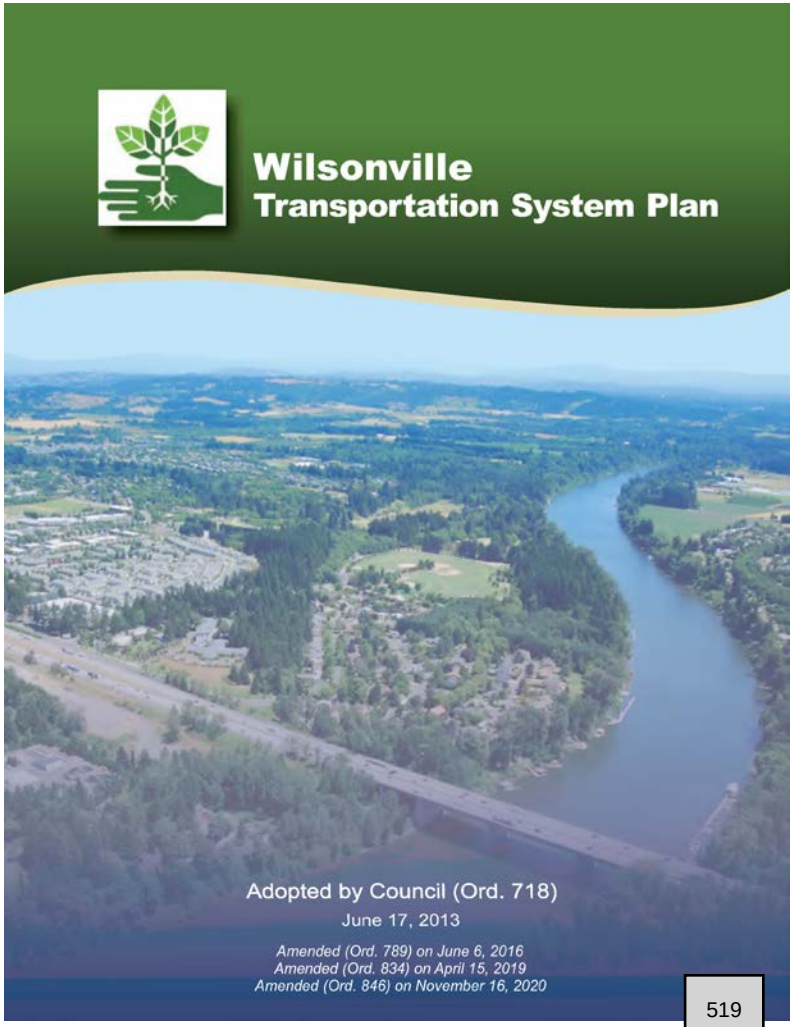
3 / CHAPTER 5: PROJECTS

4 / QUESTIONS

DKS

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.



DKS

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

DKS

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)

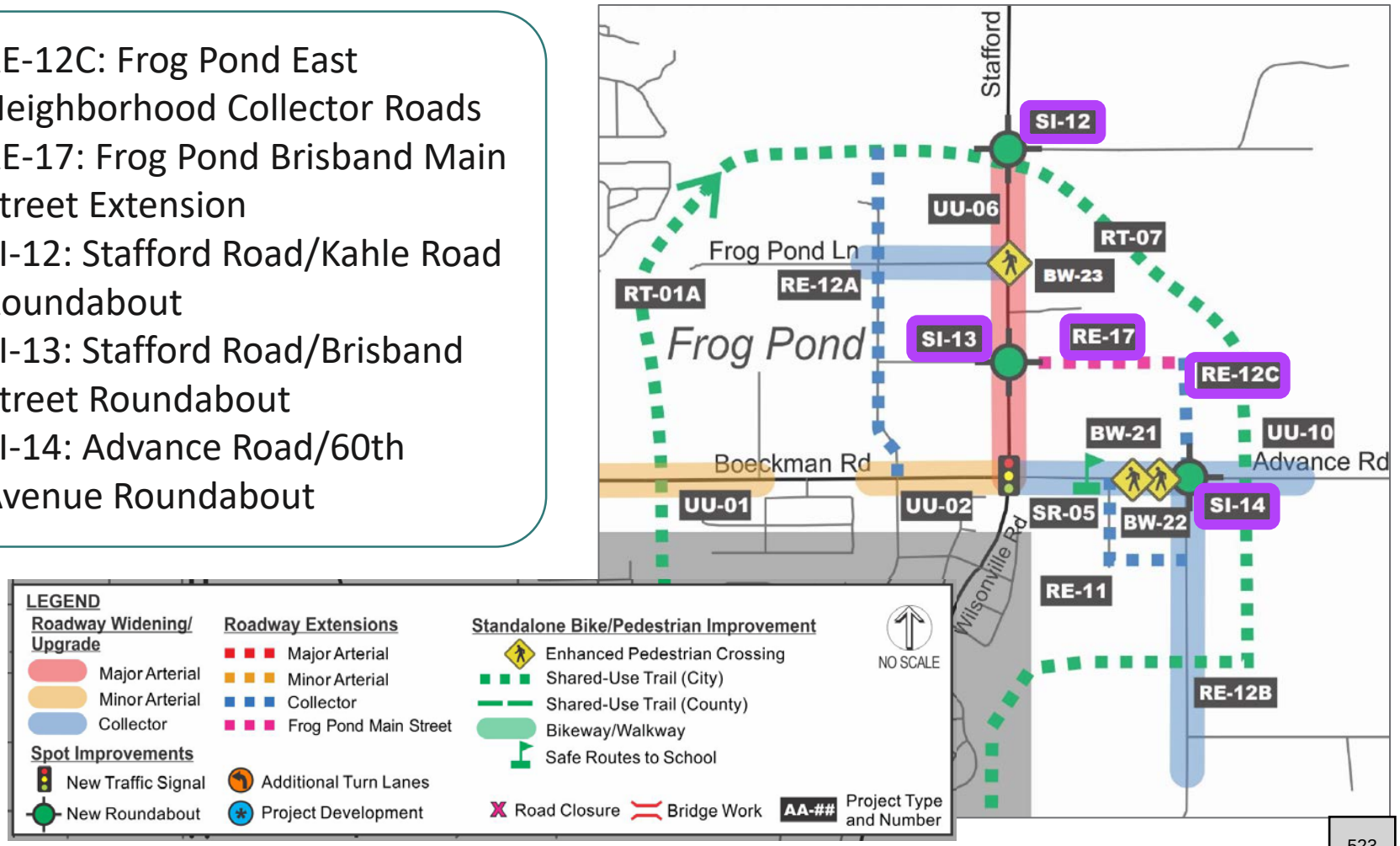
School Local Street

Brisband Main Street

CHAPTER 5: PROJECTS

High Priority Projects

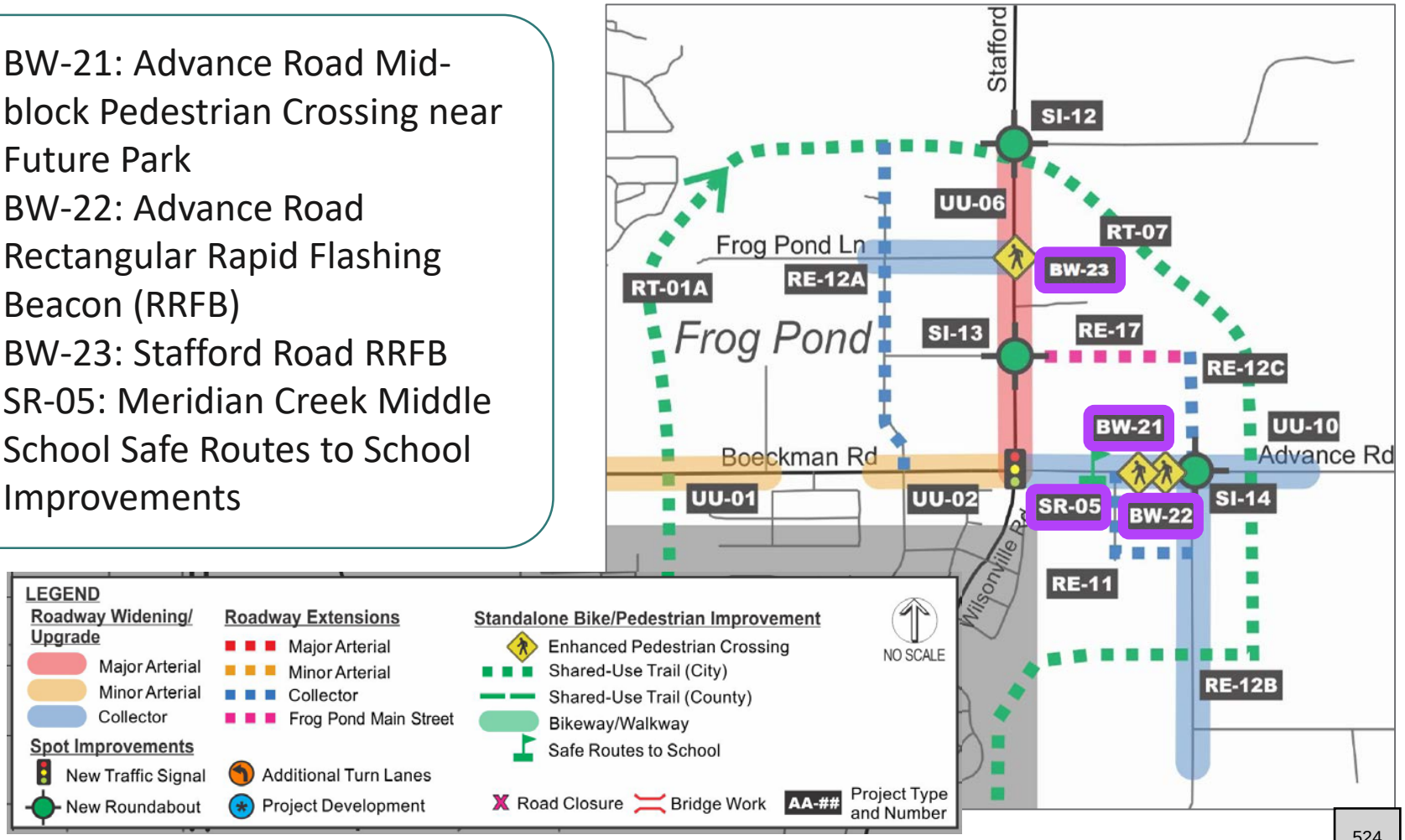
- RE-12C: Frog Pond East Neighborhood Collector Roads
- RE-17: Frog Pond Brisband Main Street Extension
- SI-12: Stafford Road/Kahle Road Roundabout
- SI-13: Stafford Road/Brisband Street Roundabout
- SI-14: Advance Road/60th Avenue Roundabout



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)
- BW-23: Stafford Road RRFB
- SR-05: Meridian Creek Middle School Safe Routes to School Improvements



QUESTIONS?

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*

AJAMI HUSSEIN
PO BOX 451
TUALATIN, OR 97062

AKSAY EVIN H & CYRUS KHEMALAAP
6675 SW BRISBAND ST
WILSONVILLE, OR 97070

ANDERSON SPARKLE FULLER TRUSTEE
27480 SW STAFFORD RD
WILSONVILLE, OR 97070

ARROYO JUAN C & ERIKA M PEREZ DE
27778 SW ALDER LN
WILSONVILLE, OR 97070

AUBE BRYAN T & CHRISTINE Q
28263 SW WAGNER ST
WILSONVILLE, OR 97070

AZAR PROPERTIES LLC
2233 NW HOOD DR
CAMAS, WA 98607

BERG MICHELLE & MARK TIPPIN
28498 SW WAGNER ST
WILSONVILLE, OR 97070

BROCK TIMOTHY & JULIANNE
28208 SW WAGNER ST
WILSONVILLE, OR 97070

BROWN ARNOLD J & KRISTIN W
5780 SW ADVANCE RD
WILSONVILLE, OR 97070

CHRISTENSEN KARI M & ERIC A
28069 SW WAGNER ST
WILSONVILLE, OR 97070

CITY OF WILSONVILLE
29799 SW TOWN CENTER LOOP E
WILSONVILLE, OR 97070

CIZ WILLIAM P & ELIZABETH
28300 SW 60TH AVE
WILSONVILLE, OR 97070

CLANCY JOHN WILLIAM III
28043 SW WAGNER ST
WILSONVILLE, OR 97070

CLARK CAMERON WAYNE & HOPE CAMILLE
28378 SW WAGNER ST
WILSONVILLE, OR 97070

COLEMAN SPENSER
11483 SE AMITY DAYTON HWY
DAYTON, OR 97114

COMMUNITY OF HOPE E L C A
27817 SW STAFFORD RD
WILSONVILLE, OR 97070

COMMUNITY OF HOPE E L C A
PO BOX 98
WILSONVILLE, OR 97070

CONDON ROBERT J
7250 SW MEADOWS CT
WILSONVILLE, OR 97070

CONNOLLY JOSEPH A JR & JEAN C
37811 SE WILDCAT MOUNTAIN DR
EAGLE CREEK, OR 97022

COOPER ERIC J
28299 SW WAGNER ST
WILSONVILLE, OR 97070

COREY GLENN M & MARGUERITE
5691 SW KRUSE RD
WILSONVILLE, OR 97070

DAY JOHN ALAN & CATHERINE M
28028 SW WAGNER ST
WILSONVILLE, OR 97070

DECOSTER MARC TRUSTEE
5899 SW KRUSE RD
WILSONVILLE, OR 97070

DEGRUCHY DANIEL L
1226 ARROYO SECO DR
CAMPBELL, CA 95008

DORSEY KEVIN L & JENNIFER M
28373 SW WAGNER ST
WILSONVILLE, OR 97070

DSOUZA JAYANT
28087 SW WAGNER ST
WILSONVILLE, OR 97070

ENGER GRANT A & KERI M
28067 SW MORGAN ST
WILSONVILLE, OR 97070

FEE CADENCE H & SEAN W
28367 SW WAGNER ST
WILSONVILLE, OR 97070

FRIGAARD KENT M TRUSTEE
28500 SW 60TH AVE
WILSONVILLE, OR 97070

FROGPOND GRANGE #111
28750 SW ASHLAND LOOP APT 155
WILSONVILLE, OR 97070

FROLOV ANDREY & TATIANA
28438 SW WAGNER ST
WILSONVILLE, OR 97070

GEE MICHAEL WILLIAM
28146 SW WAGNER ST
WILSONVILLE, OR 97070

GREENE JAMES MICHAEL
28480 SW WAGNER ST
WILSONVILLE, OR 97070

GRILL DAVID GLENN CO-TRUSTEE
26801 SW STAFFORD RD
WILSONVILLE, OR 97070

GUNTER MARK G & CARI L
28348 SW WAGNER ST
WILSONVILLE, OR 97070

GYAPONG FAY A
6360 SW ADVANCE RD
WILSONVILLE, OR 97070

HANEGAN JOAN
5565 SW KRUSE RD
WILSONVILLE, OR 97070

HARMS STEPHEN D & THEREASA A
28034 SW MORGAN ST
WILSONVILLE, OR 97070

HARRIS MICHAEL & GINA M
28390 SW WAGNER ST
WILSONVILLE, OR 97070

HAUSSERMAN ROBERT & CARI
28050 SW 60TH AVE
WILSONVILLE, OR 97070

HOLMAN MICHAEL & LACEY
28386 SW WAGNER ST
WILSONVILLE, OR 97070

HUGHES JOHN D & JOYCE E
28668 SW 60TH AVE
WILSONVILLE, OR 97070

JABS SANDRA K
PO BOX 80352
PORTLAND, OR 97280

JACKSON LAURA D
28170 SW WAGNER ST
WILSONVILLE, OR 97070

JEON SEONGIUN & KENAN ALDZIC
6455 SW NYBERG LN APT B208
TUALATIN, OR 97062

JOHNSON MICHELLE
6691 SW BRISBAND ST
WILSONVILLE, OR 97070

JUSTICE TARA & ERIC HAGEMEISTER
5947 SW KAHLE RD
WILSONVILLE, OR 97070

KOCH NATHAN
28408 SW WAGNER ST
WILSONVILLE, OR 97070

KOTLER DIANA & BEN-AMI
27598 SW ALDER LN
WILSONVILLE, OR 97070

KRUSE RICHARD D & SANDRA S
29051 SW 60TH AVE
WILSONVILLE, OR 97070

KRUSE ROGER A TRUSTEE
4839 SE CARUTHERS ST
PORTLAND, OR 97215

KWDS LLC
PO BOX 145
WILSONVILLE, OR 97070

LAM ANTHONY
28056 SW WAGNER ST
WILSONVILLE, OR 97070

LAM DAVID
3918 SE 187TH LOOP
VANCOUVER, WA 98683

LANDOVER HOMEOWNERS ASSN
PO BOX 1933
WILSONVILLE, OR 97070

LANDOVER HOMEOWNERS ASSOC INC
16325 SW BOONES FRY RD #203
LAKE OSWEGO, OR 97034

LOEN LORI M
28237 SW WAGNER ST
WILSONVILLE, OR 97070

LOPEZ MIRA & JAIME COBA
27774 SW ALDER LN
WILSONVILLE, OR 97070

MARELICH MARC C & ELISA
28330 SW WAGNER ST
WILSONVILLE, OR 97070

MARTINEZ MATTHEW & RACHAEL
28027 SW WAGNER ST
WILSONVILLE, OR 97070

MARTOS ANTONIO III & LINNEA
28446 SW WAGNER ST
WILSONVILLE, OR 97070

MCANDREW EUGENE & JESSICA
28468 SW WAGNER ST
WILSONVILLE, OR 97070

MCDONALD JOHN T & ALICE L
28333 SW WAGNER ST
WILSONVILLE, OR 97070

MCKINNEY BETTY B TRUSTEE
27480 SW STAFFORD RD
WILSONVILLE, OR 97070

MEYERS KERRI L
28360 SW WAGNER ST
WILSONVILLE, OR 97070

MITCHELL ABIGAIL & ROBERT
6699 SW BRISBAND ST
WILSONVILLE, OR 97070

MONROE KAAGEN & AMBER
27776 SW ALDER LN
WILSONVILLE, OR 97070

MORGAN ADEL
6698 SW BRISBAND ST
WILSONVILLE, OR 97070

MORGAN JANICE ELLEN TRUSTEE
4500 SW ADVANCE RD
WILSONVILLE, OR 97070

MORGAN WILLIAM RAY TRUSTEE
4500 SW ADVANCE RD
WILSONVILLE, OR 97070

NEWMAN KENNETH TRUSTEE
PO BOX 55
HOOD RIVER, OR 97031

NGUYEN HENRY HOANG NAM & LIEN K THI
28317 SW WAGNER ST
WILSONVILLE, OR 97070

OCANDO ANDRES ALBURJAS & E L SPRENGER
27630 SW ALDER LN
WILSONVILLE, OR 97070

OLSON TERRANCE EARL & JEAN ELISE
27606 SW ALDER LN
WILSONVILLE, OR 97070

OWENS DAVID W & MICHELE J
5738 SW ADVANCE RD
WILSONVILLE, OR 97070

PENNINGTON TRECIE M
27614 SW ALDER LN
WILSONVILLE, OR 97070

PERELLI-MINETTI JULIE TRUSTEE
5801 SW KAHLE RD
WILSONVILLE, OR 97070

PEREZ TIM TRUSTEE
28424 SW 60TH AVE
WILSONVILLE, OR 97070

PETRAS ADRIAN & ANA CAMPEAN
3673 SW HOMESTEADER RD
WEST LINN, OR 97068

PICKLES PLACE LLC
32480 SW JULIETTE DR
WILSONVILLE, OR 97070

POSTAL CUSTOMER
27227 SW STAFFORD RD
WILSONVILLE, OR 97070

POSTAL CUSTOMER
27350 SW STAFFORD RD
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28012 SW MORGAN ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28153 SW WAGNER ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28236 SW WAGNER ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28316 SW WAGNER ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28355 SW 60TH AVE
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28356 SW WAGNER ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28359 SW WAGNER ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28416 SW WAGNER ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28428 SW 53RD AVE
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28433 SW WAGNER ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28450 SW WAGNER ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28519 SW WAGNER ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
28901 SW 60TH AVE
WILSONVILLE, OR 97070

POSTAL CUSTOMER
4795 SW ADVANCE RD
WILSONVILLE, OR 97070

POSTAL CUSTOMER
5696 SW ADVANCE RD
WILSONVILLE, OR 97070

POSTAL CUSTOMER
5821 SW KAHLE RD
WILSONVILLE, OR 97070

POSTAL CUSTOMER
6235 SW KAHLE RD
WILSONVILLE, OR 97070

POSTAL CUSTOMER
6300 SW HAZEL ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
6351 SW ADVANCE RD
WILSONVILLE, OR 97070

POSTAL CUSTOMER
6550 SW STRATFORD CT
WILSONVILLE, OR 97070

POSTAL CUSTOMER
6600 SW WILSONVILLE RD
WILSONVILLE, OR 97070

POSTAL CUSTOMER
6674 SW BRISBAND ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
6682 SW BRISBAND ST
WILSONVILLE, OR 97070

POSTAL CUSTOMER
6700 SW WILSONVILLE RD
WILSONVILLE, OR 97070

POSTAL CUSTOMER
6720 SW FROG POND LN
WILSONVILLE, OR 97070

PULTE HOMES OF OREGON INC
3535 FACTORIA BLVD SE STE 600
BELLEVUE, WA 98006

RE THOMAS JOHN TRUSTEE
19035 SW CHESAPEAKE DR
TUALATIN, OR 97062

REITER JOSH A & ALISA D
28011 SW MORGAN ST
WILSONVILLE, OR 97070

RICHMOND AMERICAN HOMES OF OR INC
402 W 8TH ST
VANCOUVER, WA 98660

RICHMOND JEFFREY J & ROBYN M REBERS
28260 SW WAGNER ST
WILSONVILLE, OR 97070

RODRIGUEZ MANUEL & DONNA
3750 WESTWOOD DR
TILLAMOOK, OR 97141

SARDAM VINCENT ROSS & KAITLYNN RAE
27590 SW ALDER LN
WILSONVILLE, OR 97070

SATTER STANLEY P & JULIA A
28476 SW WAGNER ST
WILSONVILLE, OR 97070

SHAHEEN MOHAMED YOUSSEF
28298 SW WAGNER ST
WILSONVILLE, OR 97070

SHI JUE TRUSTEE
5618 NW SKYCREST PKWY
PORTLAND, OR 97229

SMITH REX ORAN & GLENDA FOSSUM-SMITH
6538 SW STRATFORD CT
WILSONVILLE, OR 97070

SNELL BRUCE PAUL & WENDY VERONICA
28152 SW 60TH AVE
WILSONVILLE, OR 97070

SORBETS JOAN CO-TRUSTEE
68-3708 KA UHIWAI ST
WAIKOLOA, HI 96738

SPRECHER TRACI L & DEAN A
PO BOX 502
WILSONVILLE, OR 97070

STAFFORD MEADOWS HOA
3330 NW YEON AVE STE 200
PORTLAND, OR 97210

SUH LIGIA & SUNGWON
28209 SW WAGNER ST
WILSONVILLE, OR 97070

SWOFFORD DANIEL L & TAMMY M
28420 SW WAGNER ST
WILSONVILLE, OR 97070

TERLECKI SARA JEAN
27520 SW STAFFORD RD
WILSONVILLE, OR 97070

TGA BOULDER CREEK LLC
4675 MACARTHUR CT STE 1100
NEWPORT BEACH, CA 92660

VAUGHN KAREN M & MICHAEL R
28580 SW 60TH AVE
WILSONVILLE, OR 97070

VENTURE PROPERTIES INC
4230 GALEWOOD ST STE 100
LAKE OSWEGO, OR 97035

VIKE VALERIE DEANNA TRUSTEE
62 SW CONDOLEA
LAKE OSWEGO, OR 97035

VILA PEDRO & HAYDEE J
6683 SW BRISBAND ST
WILSONVILLE, OR 97070

WAIBLE AIRIKA L
5890 SW ADVANCE RD
WILSONVILLE, OR 97070

WCF LLC
9740 SW HILLMAN CT STE 200
WILSONVILLE, OR 97070

WENZ KENT L
28055 SW MORGAN ST
WILSONVILLE, OR 97070

WEST LINN-WILS SCH DIST #3
22210 SW STAFFORD RD
TUALATIN, OR 97062

WIKLE KEVIN LEIGH & VICKI LYNN
5851 SW KAHLE RD
WILSONVILLE, OR 97070

WILLIS SAUNDRA F TRUSTEE
27622 SW ALDER LN
WILSONVILLE, OR 97070

WOLFF RHODA L TRUSTEE
28118 SW WAGNER ST
WILSONVILLE, OR 97070

YAMAMOTO ALLAN TRUSTEE
6690 SW BRISBAND ST
WILSONVILLE, OR 97070

YOSHIDA MASANORI & NOBUKO
28080 SW WAGNER ST
WILSONVILLE, OR 97070

ZHANG ZHONG
5012 GREENSBOROUGH CT
LAKE OSWEGO, OR 97035

Pat McGough
West Linn/Wilsonville School District 3J
2755 SW Borland Road
Tualatin, OR 97062

Andy Back
Wash. County Long Range Planning
155 N. First Avenue
Hillsboro, OR 97124

Aquilla Hurd-Ravich
City of Tualatin
18880 SW Martinazzi Avenue
Tualatin, OR 97062

Attn: Development Review
ODOT Region 1
123 NW Flanders Street
Portland, OR 97209

Ben Baldwin
Tri-Met Project Planning Dept
4012 SE 17th Avenue
Portland, OR 97202

Bill Ferber, Region Manager
Oregon Water Resources Department
725 Summer Street, NE
Salem, OR 97301

Dr. Kathy Ludwig
West Linn/Wilsonville School District 3J
22210 SW Stafford Road
Tualatin, OR 97062

Tracy Wilder, Department of Corrections
Facilities Services
3601 State Street
Salem, Oregon 97301

Steve Hursh, Service & Design Supervisor
Portland General Electric
2213 SW 153rd Drive
Beaverton, OR 97006

Brian Harper
Metro
600 NE Grand Avenue
Portland, OR 97232

Nina Carlson
NW Natural Gas
250 SW Taylor St.
Portland, OR 97204

John Olivares, Operations Manager
Republic Services of Clackamas &
Washington Counties
10295 SW Ridder Road
Wilsonville, OR 97070

City Planner
City of Canby
P.O. Box 930
Canby, OR 97013

Diane Taniguchi-Dennis
Clean Water Services
2550 SW Hillsboro Hwy.
Hillsboro, OR 97123

Department of Corrections
2575 Center Street NE
Salem, OR 97310

John Lilly
Department of State Lands
775 Summer Street, NE
Salem, OR 97301

Roseann Johnson, Assistant Director of
Government Affairs
Home Builders Associations
15555 SW Bangy Road, Suite 301
Lake Oswego, OR 97035

Metro
600 NE Grand Avenue
Portland, OR 97232

Clackamas County Planning Director
150 Beavercreek Road
Oregon City, OR 97045

Oregon Dept of Environ Quality
700 NE Multnomah Street, Suite 600
Portland, OR 97232

Land Use Contact, Planning Department
Metro
600 NE Grand Ave
Portland, OR 97232

Planning Director
City of Sherwood
22560 SW Pine Street
Sherwood, OR 97140

James Clark
BPA, Realty Department
2715 Tepper Lane
Keizer, OR 97013

Sherwood School Dist Admin Office
23295 SW Main Street
Sherwood, OR 97140

Tualatin Valley Fire and Rescue
South Division
8445 SW Elligsen Road
Wilsonville, OR 97070

Tualatin Valley Fire and Rescue
29875 SW Kinsman Road
Wilsonville, OR 97070

Tualatin Valley Water District
1850 SW 170th Ave.
Beaverton, OR 97005

Robert Ziel
10920 SW Matzen Dr
Wilsonville, OR 97070

NOTICE OF LEGISLATIVE PUBLIC HEARING BEFORE THE PLANNING COMMISSION AND 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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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

DKS

AGENDA

1 / WHY IS A TSP AMENDMENT NEEDED?

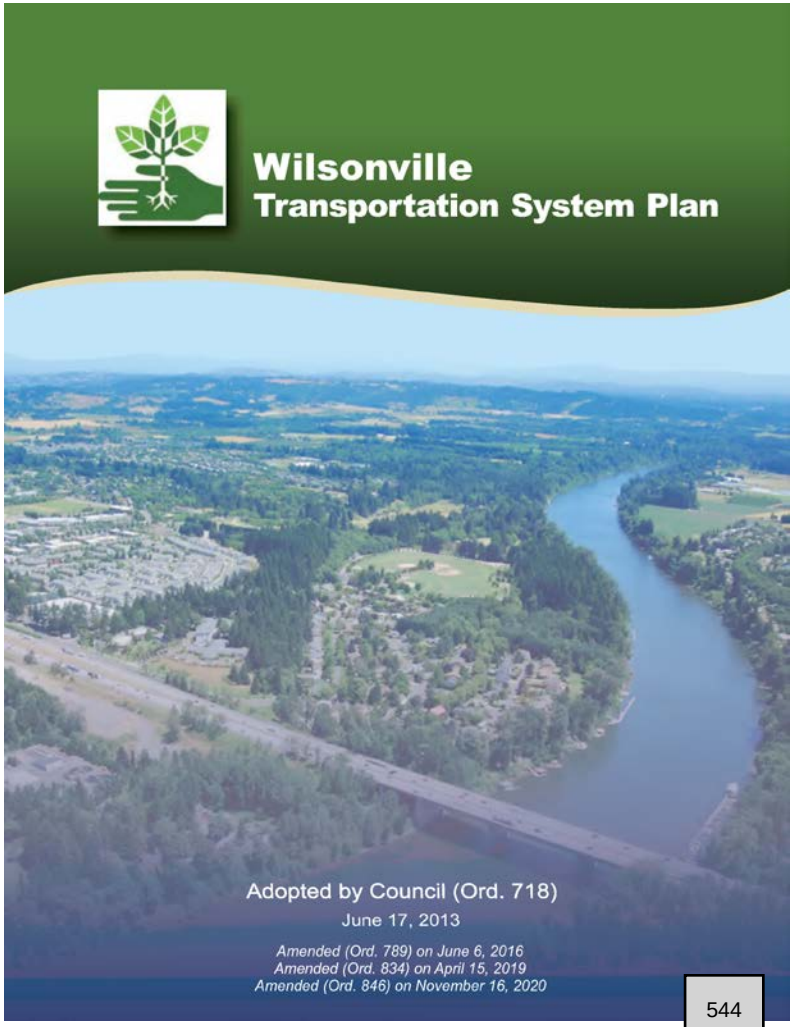
2 / CHAPTER 3: STANDARDS

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.



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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

DKS

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)

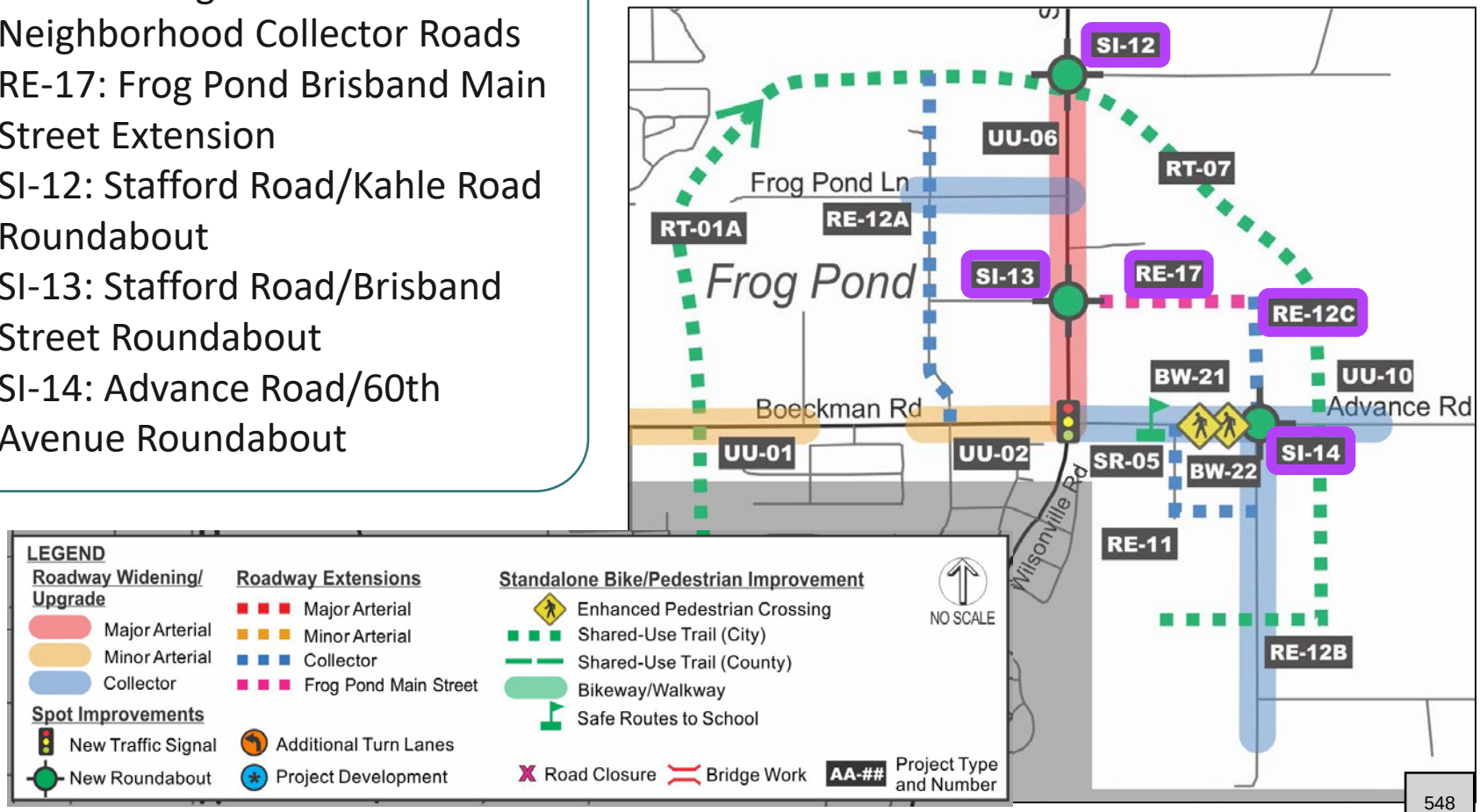
School Local Street

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

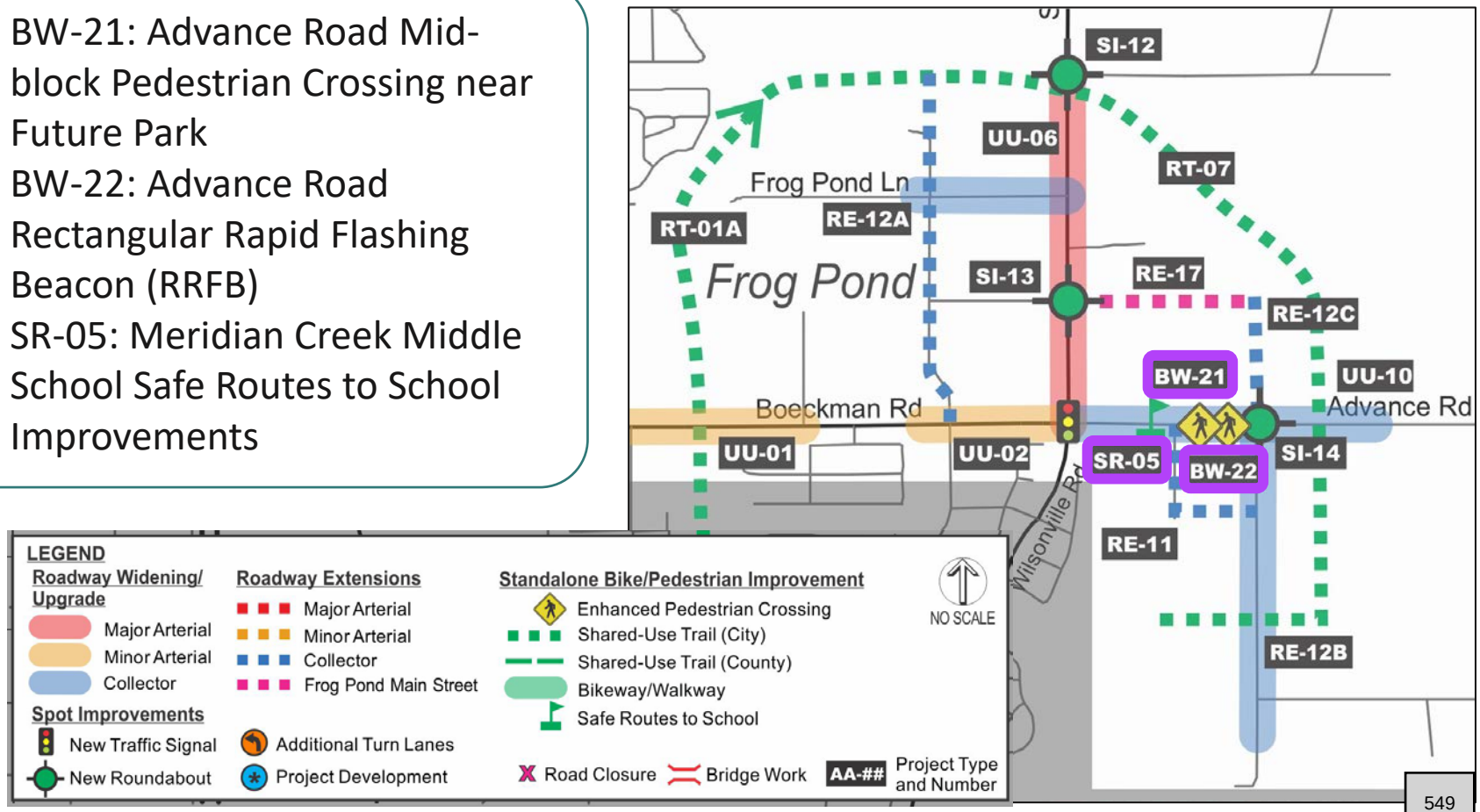


DKS

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

PLANNING COMMISSION:

Ronald Heberlein, Chair 2022
Kamran Mesbah, Chair 2021
Jennifer Willard, Vice-Chair 2021-2022
Olive Gallagher
Andrew Karr
Breanne Tusinski
Aaron Woods
Jerry Greenfield, former Commissioner

CITY COUNCIL:

Mayor Julie Fitzgerald
Kristin Akervall, Council President
Charlotte Lehan, Councilor
Dr. Joann Linville, Councilor
Ben West, Councilor

METRO STAFF

Tim O'Brien, Principal Regional Planner

OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT STAFF:

Laura Kelly, Regional Representative
Kelly Reid, Regional Representative

WEST-LINN WILSONVILLE SCHOOL DISTRICT STAFF:

Pat McCough, Chief Operations Manager
Remo Douglas, Bond Program Manager

TUTALATIN VALLEY FIRE & RESCUE

Alex McGladrey, Deputy Fire Marshall

CITY OF WILSONVILLE STAFF:

Miranda Bateschell, Planning Director
Dan Pauly, Planning Manager
Kim Rybold, Senior Planner
Cindy Luxhoj, Associate Planner
Georgia McAlister, Associate Planner
Philip Bradford, former Associate Planner
Mandi Simmons, Administrative Assistant
Zach Weigel, City Engineer
Amy Pepper, Development Engineering Manager
Andrew Barrett, Capital Projects Engineering Manager
Chris Neamtzu, Community Development Director
Kerry Rappold, Natural Resources Manager
Kris Ammerman, Parks and Recreation Director
Dustin Schull, Parks Supervisor
Amanda Guile-Hinman, City Attorney
Ryan Adams, Assistant City Attorney
Barbara Jacobson, former City Attorney
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.

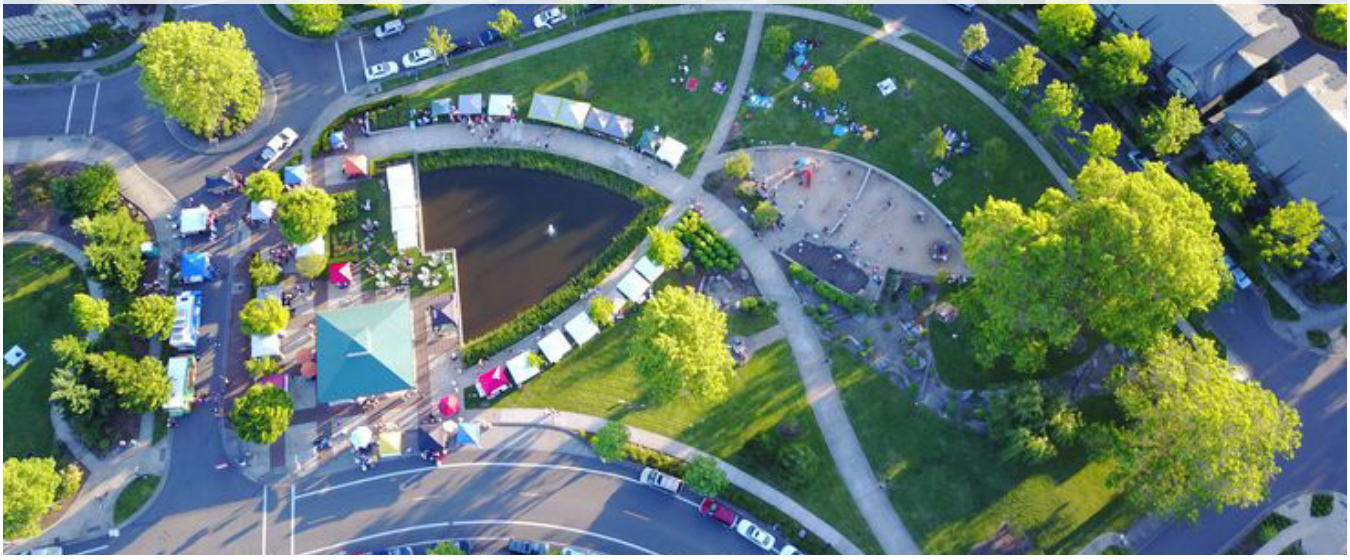
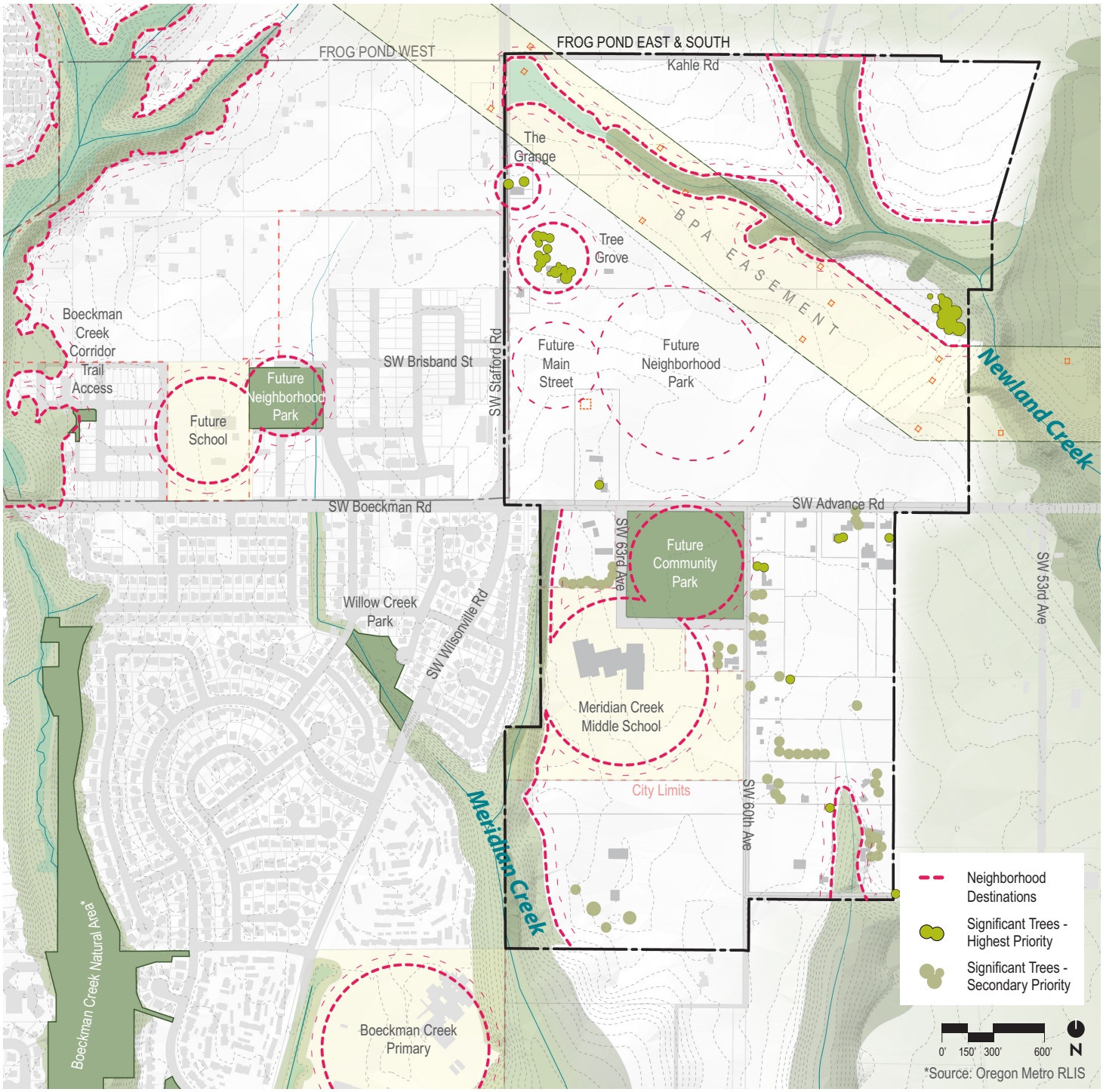


Figure 10. Neighborhood Destinations



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.

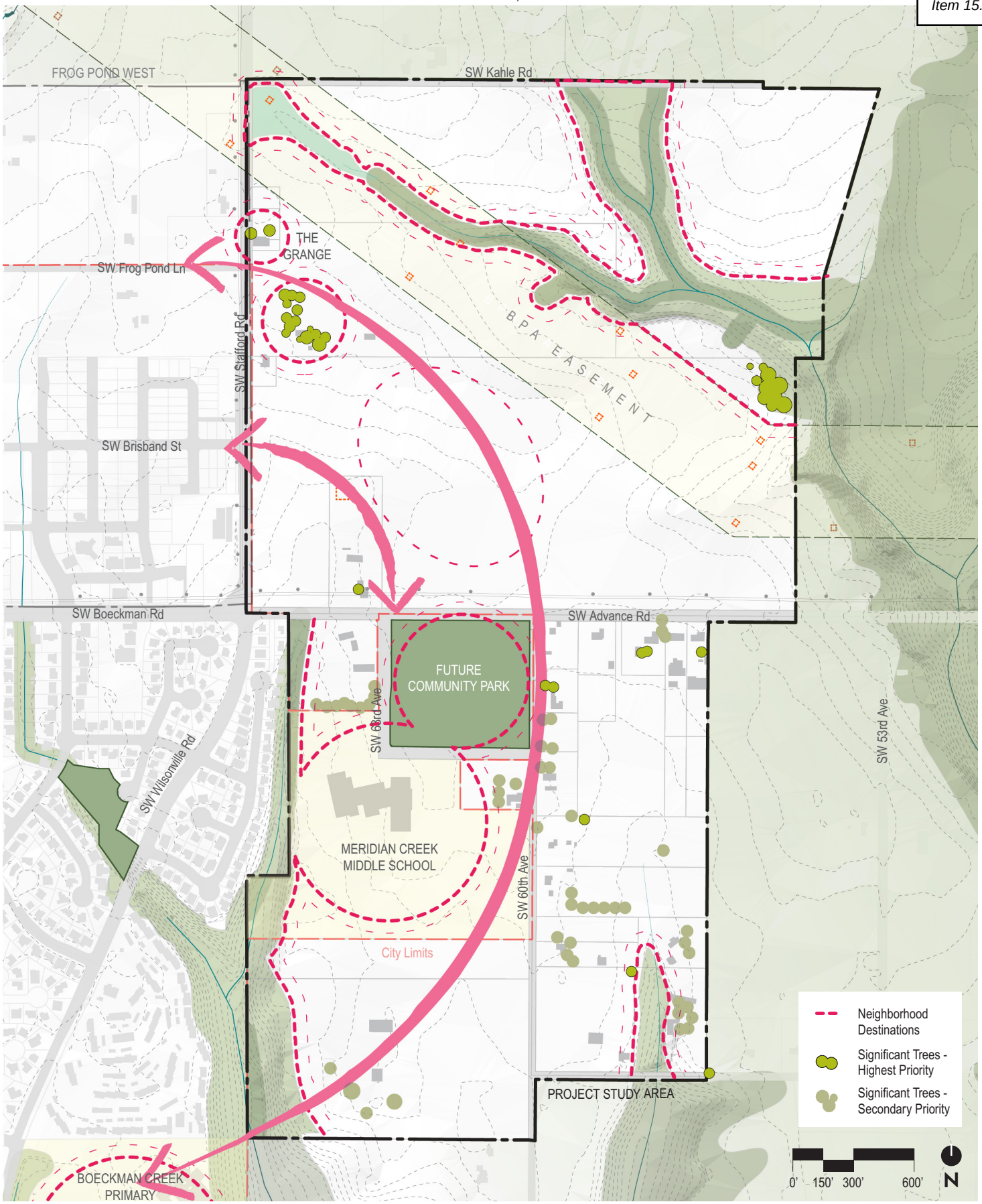
CONNECTIONS BETWEEN DESTINATIONS

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

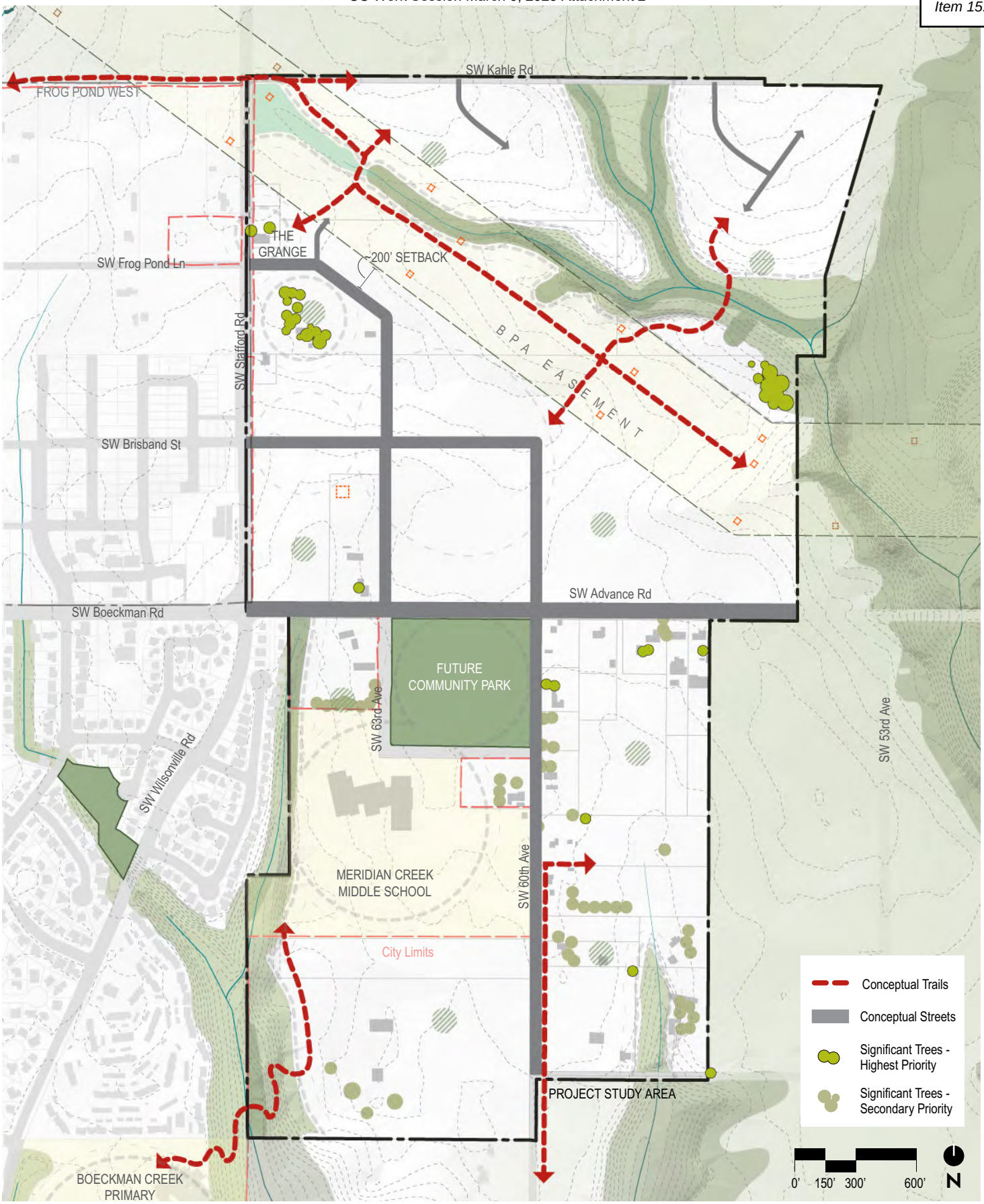


COMMUNITY DESIGN CONCEPTS

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



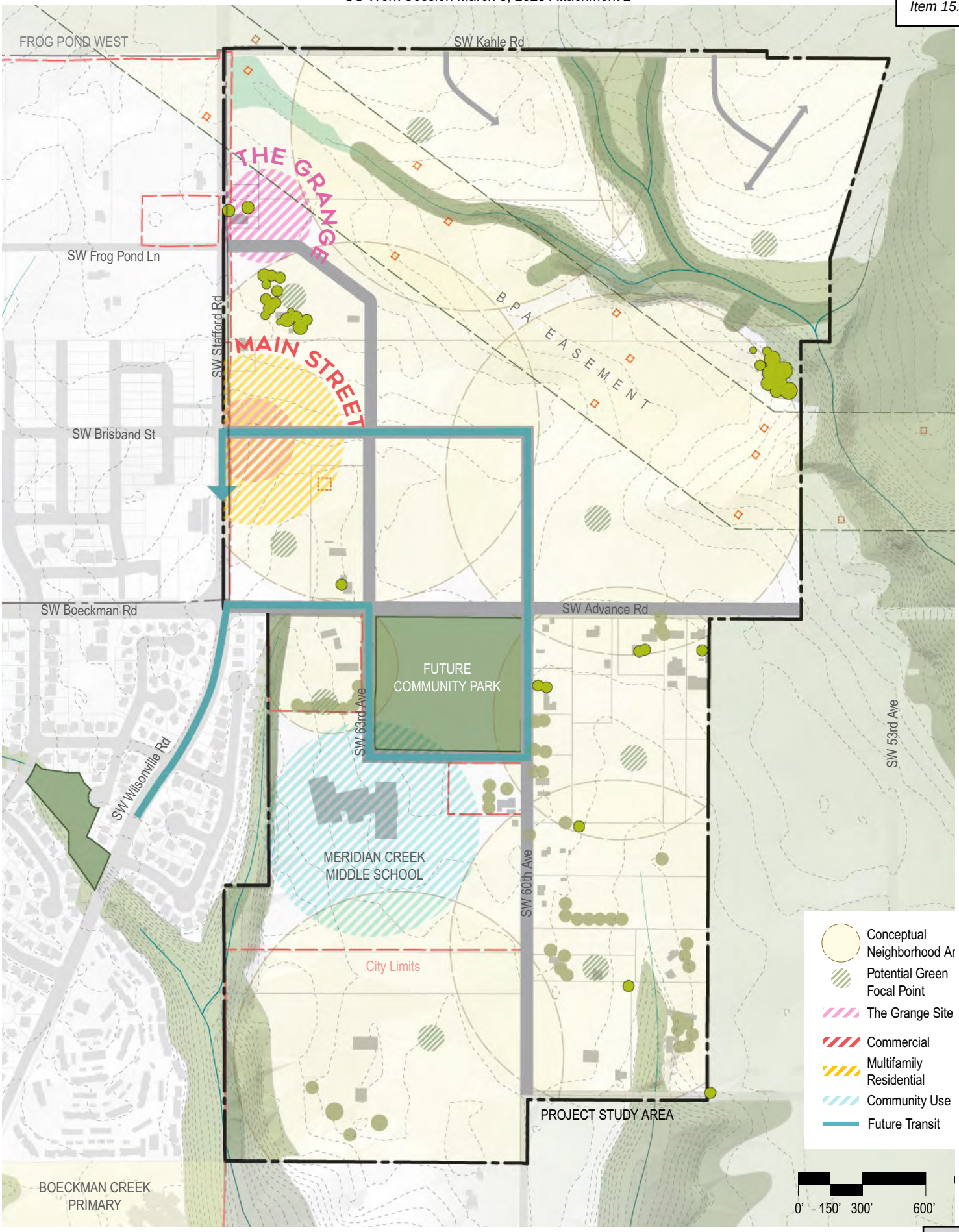
NEIGHBORHOOD CENTERS

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.

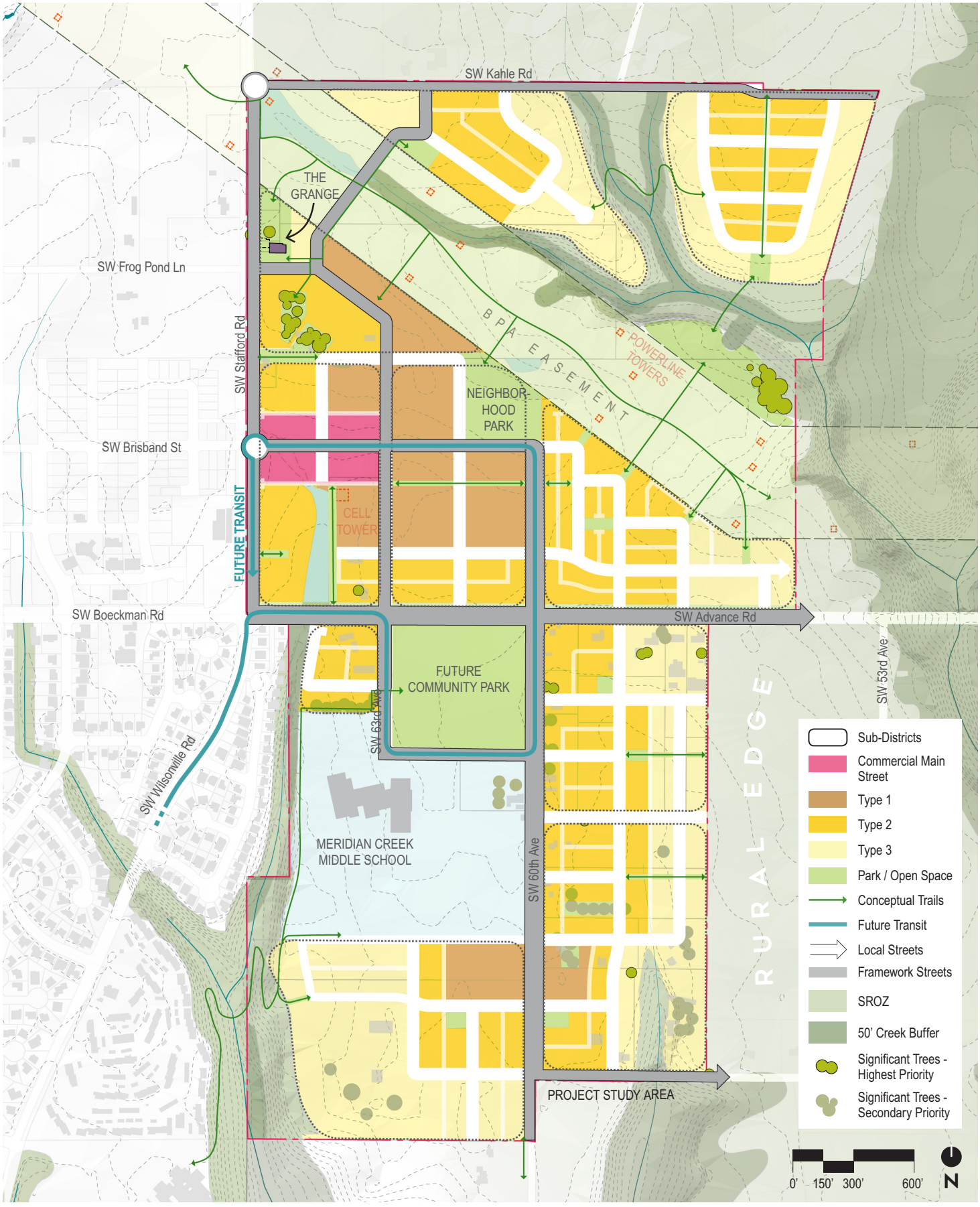
A clear hierarchy of street connections is established with SW Stafford as a major arterial, SW Advance Road and SW 60th Avenue as collector streets, SW Brisband Street as a Main Street, and all other streets as local streets. Roundabouts are planned at three key intersections: SW Kahle/Stafford, SW 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

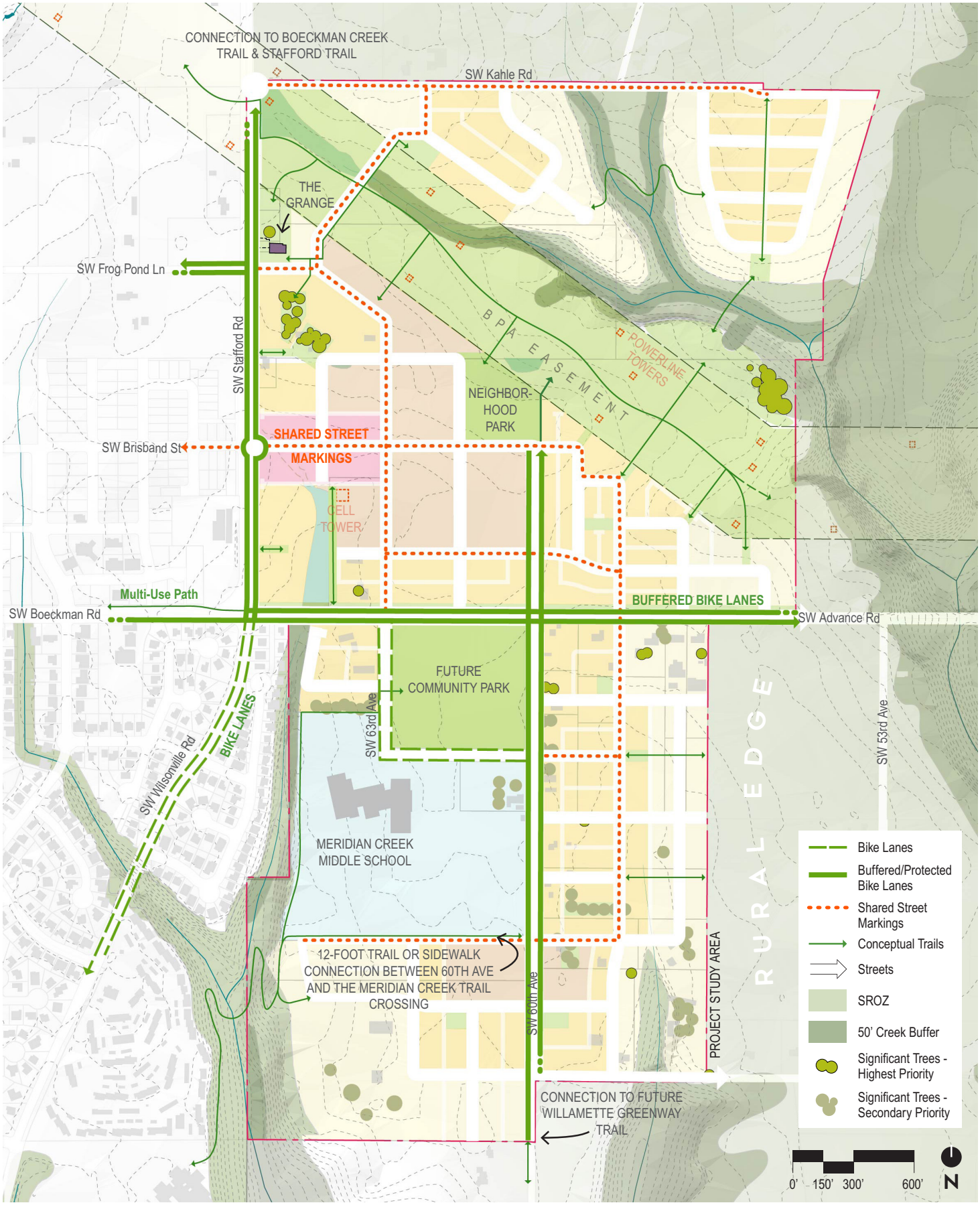
The Active Transportation Plan map indicates an intended hierarchy of on-street facilities for cyclists that connects to an off-street system of paths. Primary connections are shown along SW Advance Road and SW 60th Avenue, transitioning to shared street markings along the SW Brisband Main Street and 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.

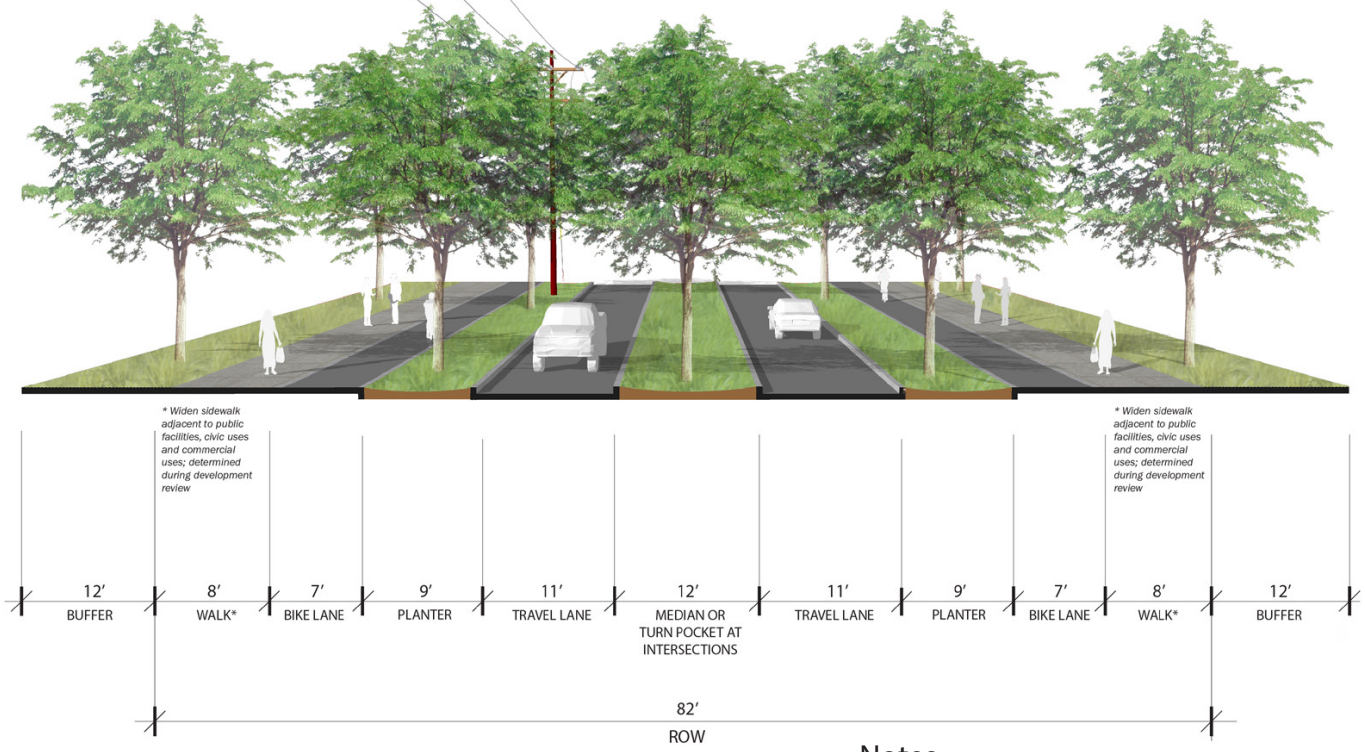
Local streets will be designed to focus on pedestrians and cyclists, with low speeds, street trees and planters, and alley-loaded development where possible to minimize pedestrian-vehicle conflicts and provide an appealing streetscape without garages. Key local streets that connect to destinations will 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

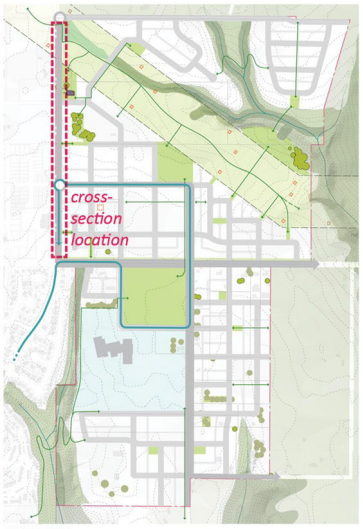
This cross-section shows a concept for SW Stafford Road, a major arterial street. It includes 8' sidewalks and bike lanes separated from vehicle travel lanes by a generous planter strip that supports tree health.

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.

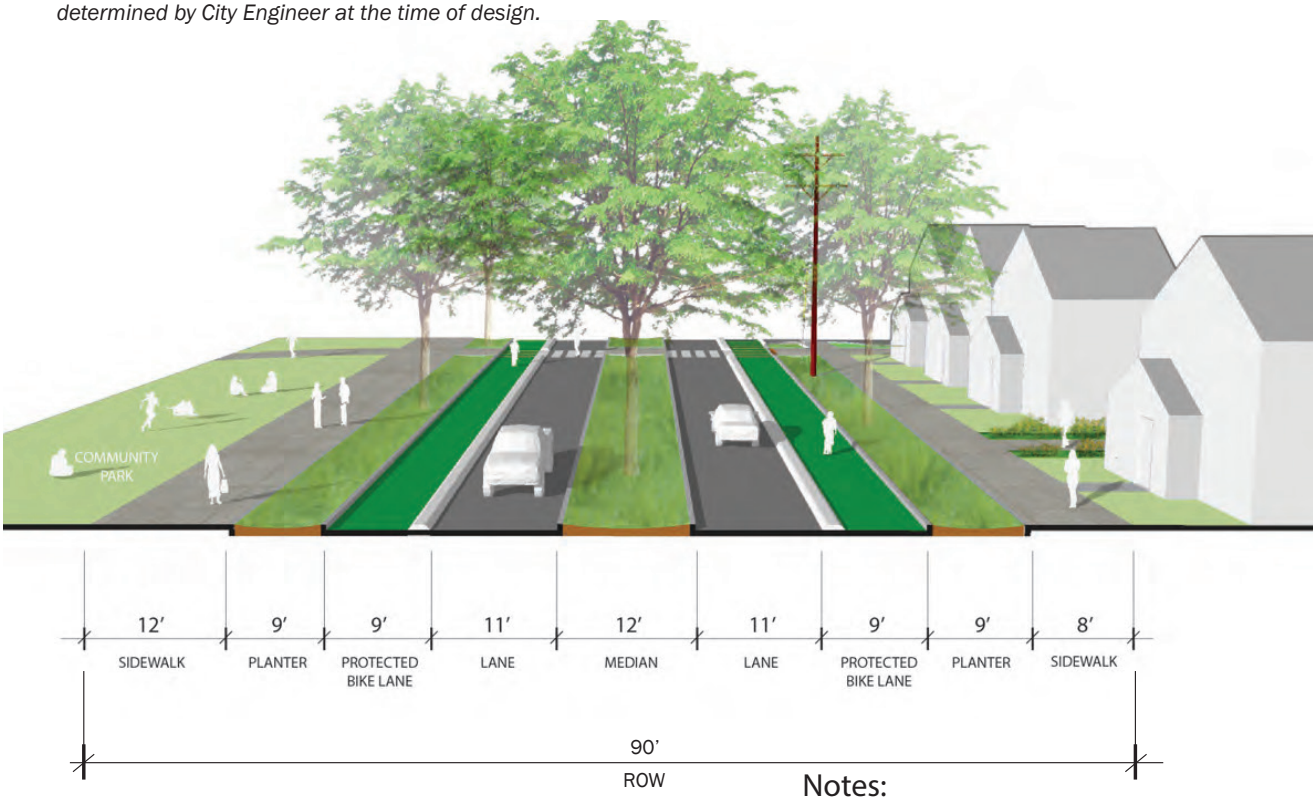
2. A clear space of no less than 19 feet shall be provided for at least 50% of the length of the roadway to provide space for motor vehicles to pull to the side and allow emergency vehicles to pass. This will likely result in center landscape medians being limited to 50% the length of a roadway.



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.

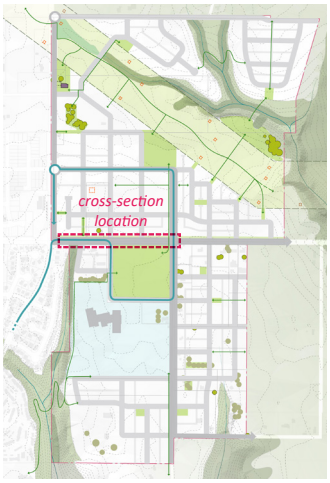
Future development on the north side of the street, across from the future community park, is planned so that front doors face the park. This, combined with homes fronting the park on its east and west sides, will create a sense of community, enclosure, and integration of the park within the neighborhood.

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:

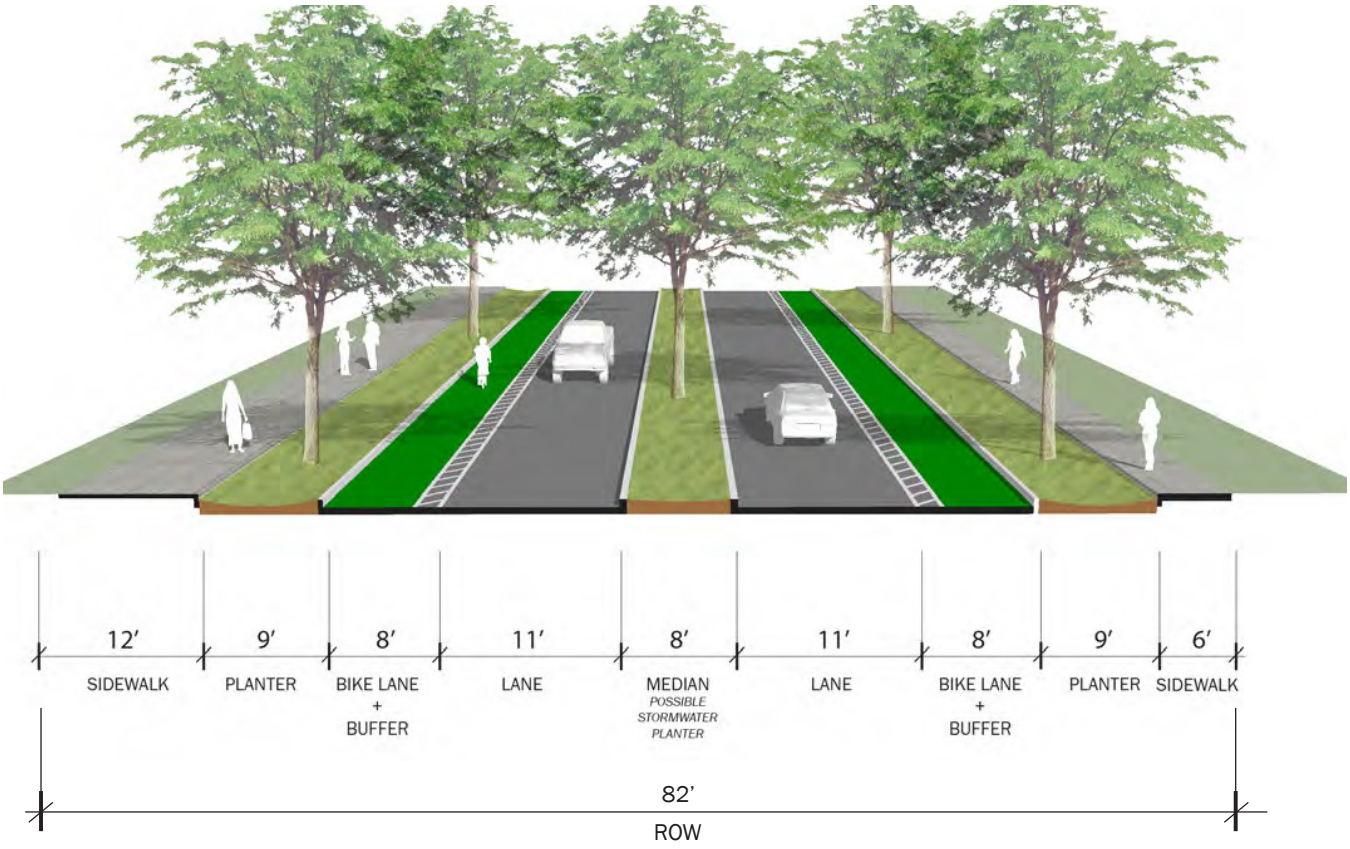
1. The median curb shall be set back from the travel lane striping to provide a travel lane minimum clear width of 12 feet curb face to curb face. Travel lanes will be striped at 11 feet in width as shown on the street cross sections.

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.



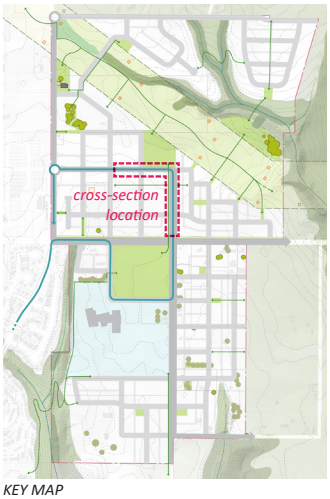
KEY MAP

Figure 23. Cross Section of SW 60th Avenue North of SW Advance Road



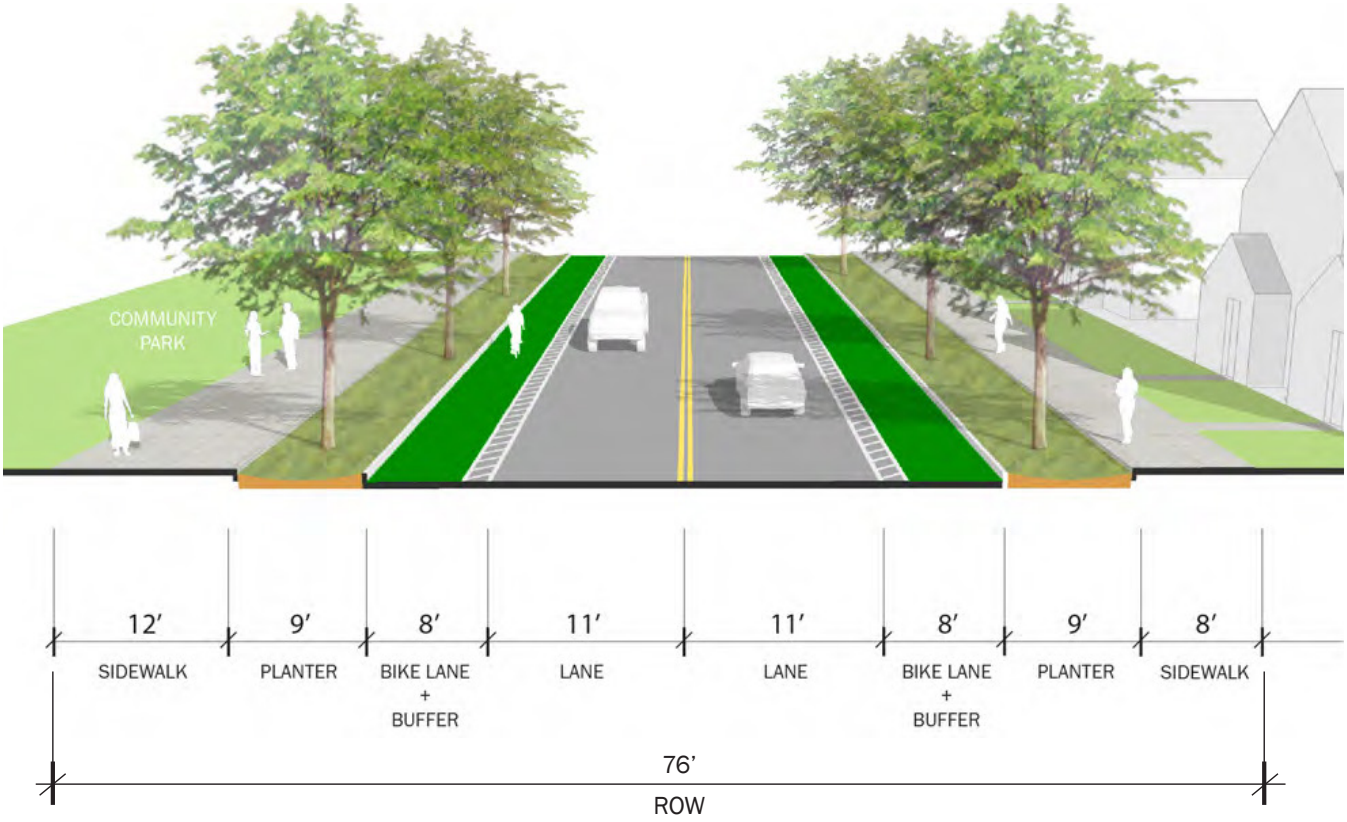
SW 60TH AVENUE

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.



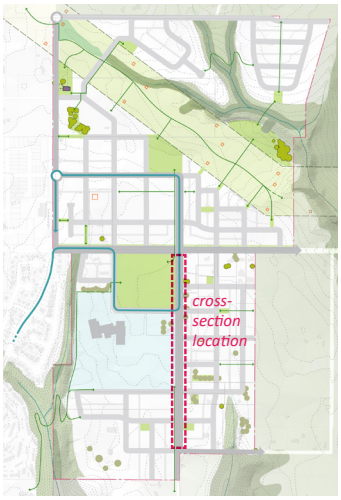
KEY MAP

Figure 24. Cross Section of SW 60th Avenue Collector



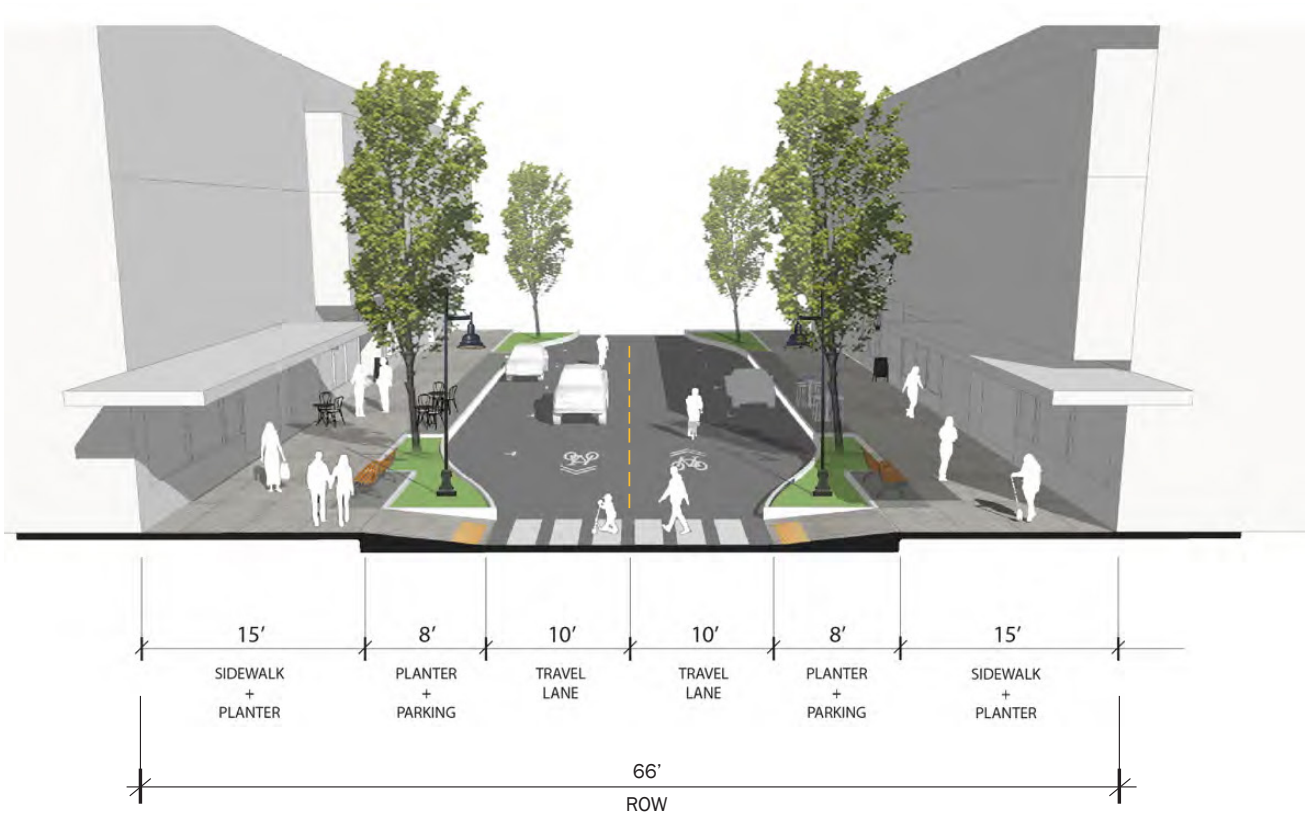
SW 60TH AVENUE COLLECTOR

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.



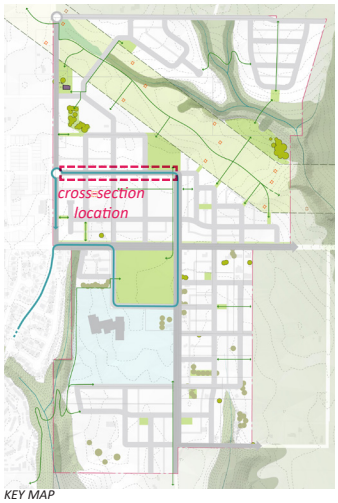
KEY MAP

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

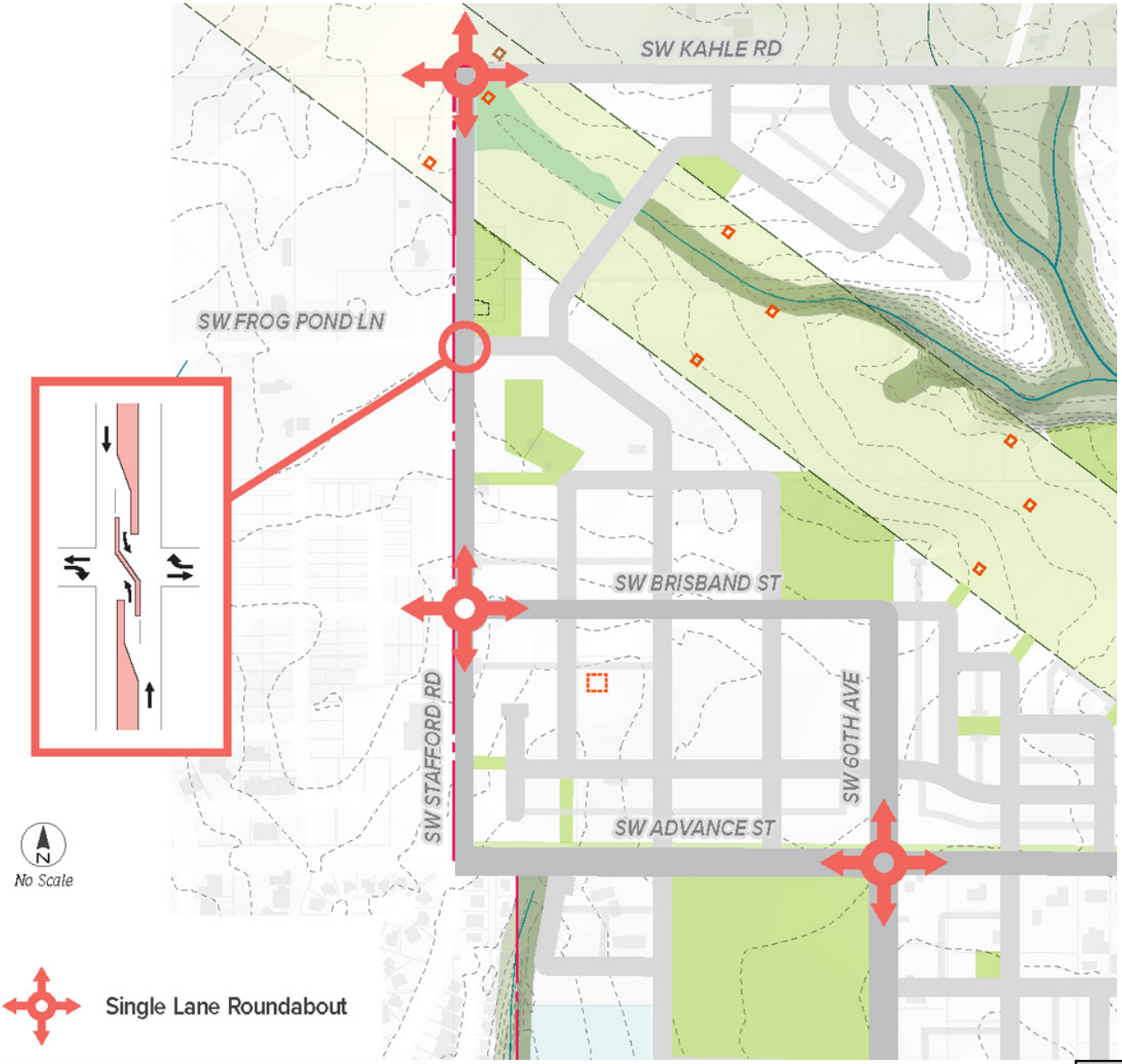
INFRASTRUCTURE PLANS

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

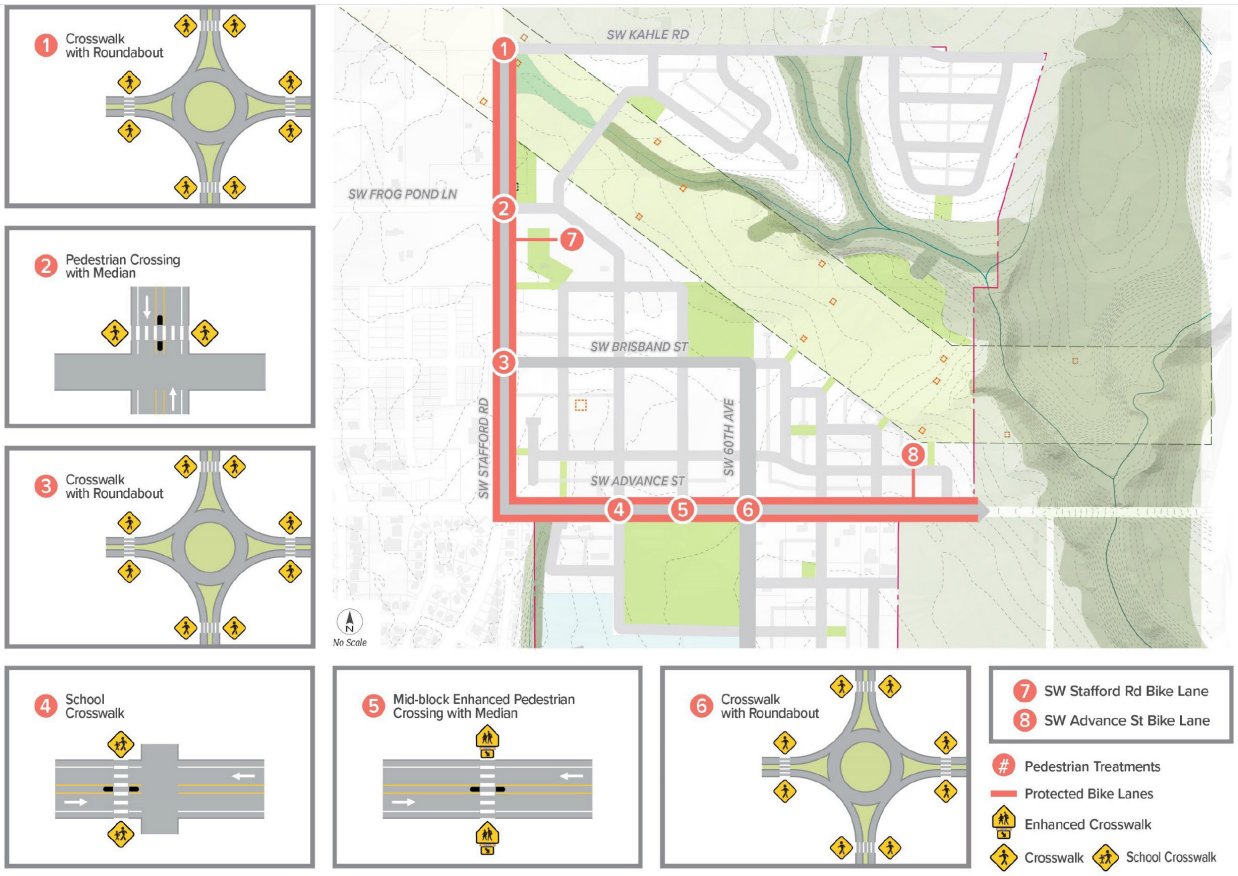


the major intersections both within the project vicinity and within Wilsonville at large, including the two I-5 interchange areas (i.e., Wilsonville Road and Elligsen Road). The study area includes 15 total intersections, including 4 key gateway intersections to the Frog Pond neighborhoods.[6]

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

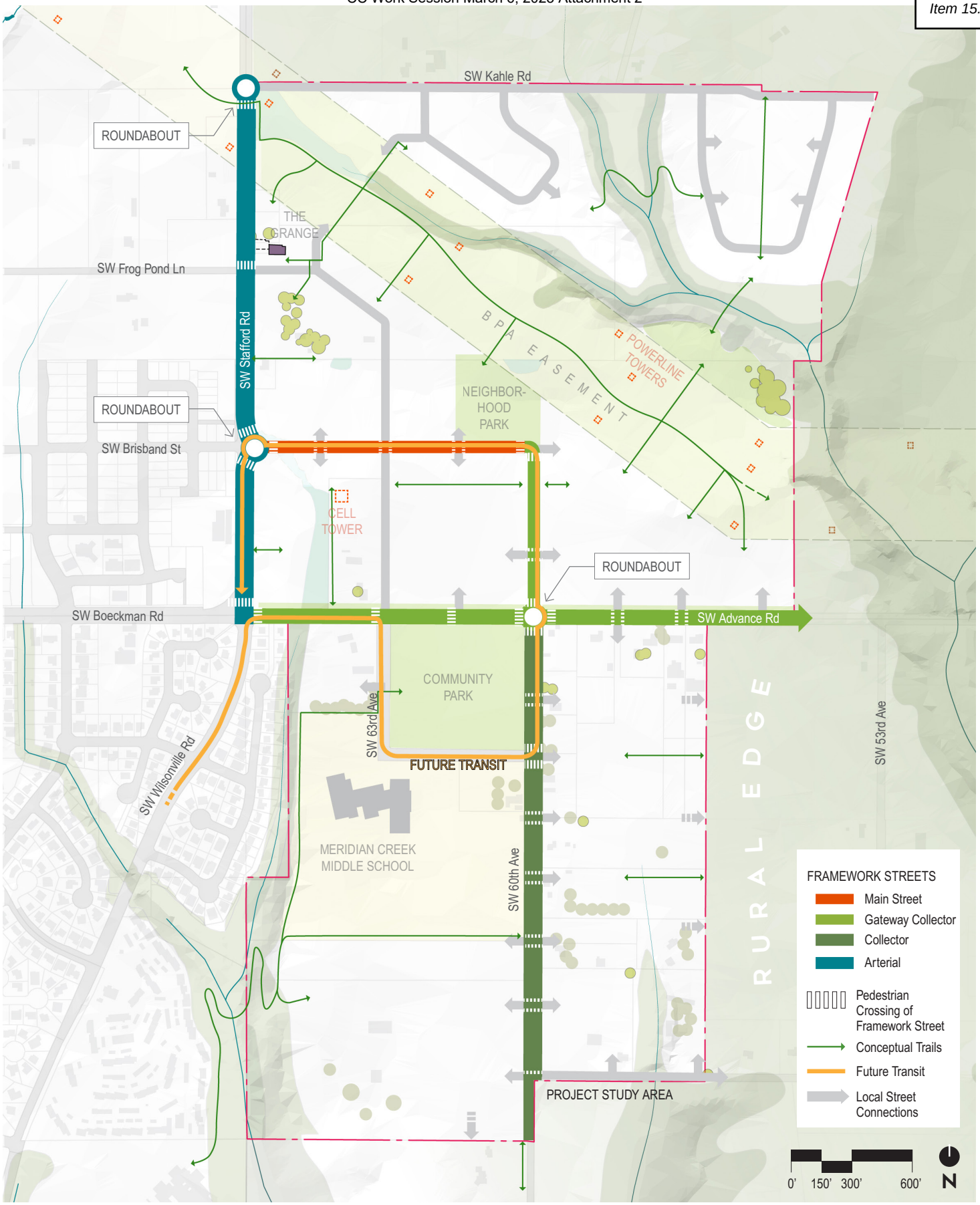
Additional transportation projects were identified for the East and South neighborhood to enhance safety. They include:

- 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 19 202

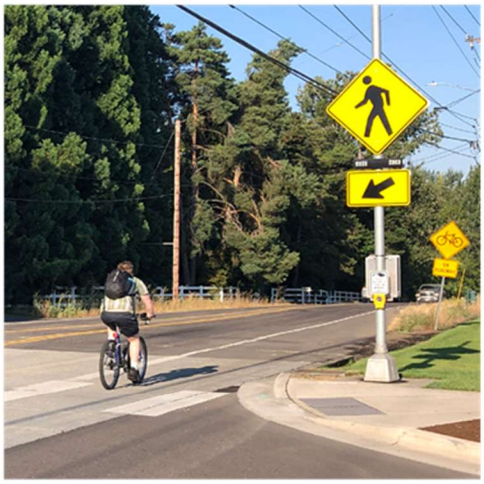
APPENDIX I: TRANSPORTATION ANALYSIS: EXISTING AND FUTURE CONDITIONS

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

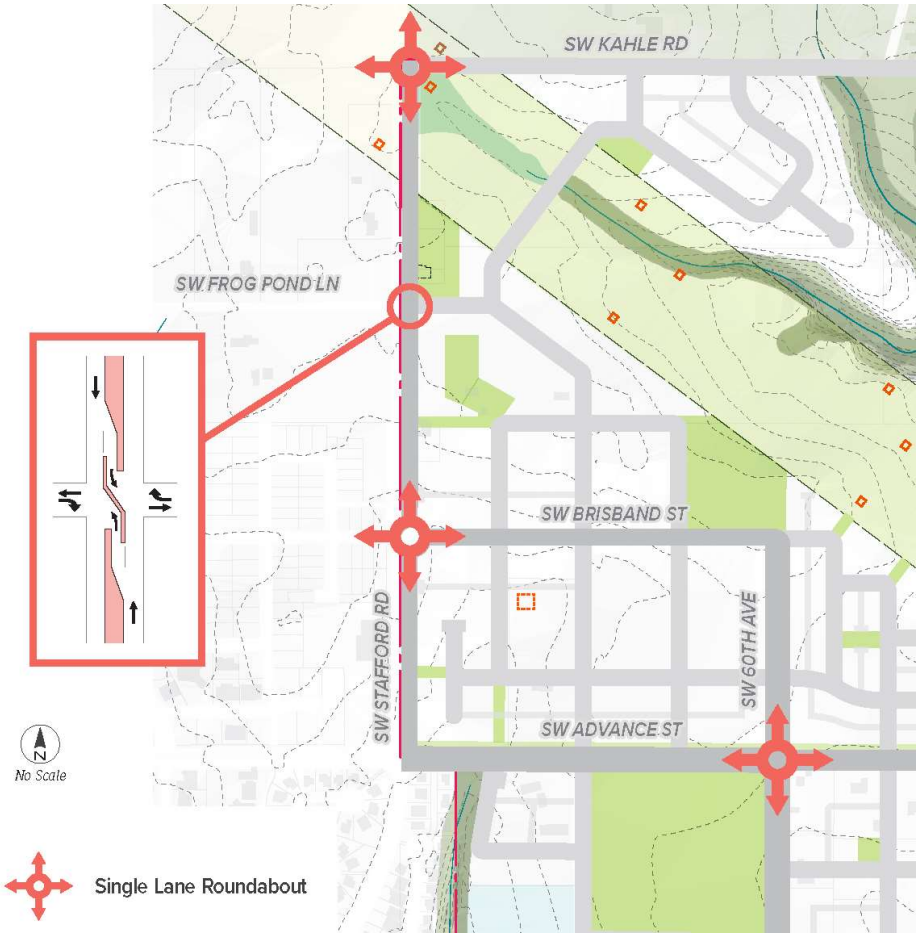

FIGURE 1: RECOMMENDED INTERSECTION IMPROVEMENTS

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.

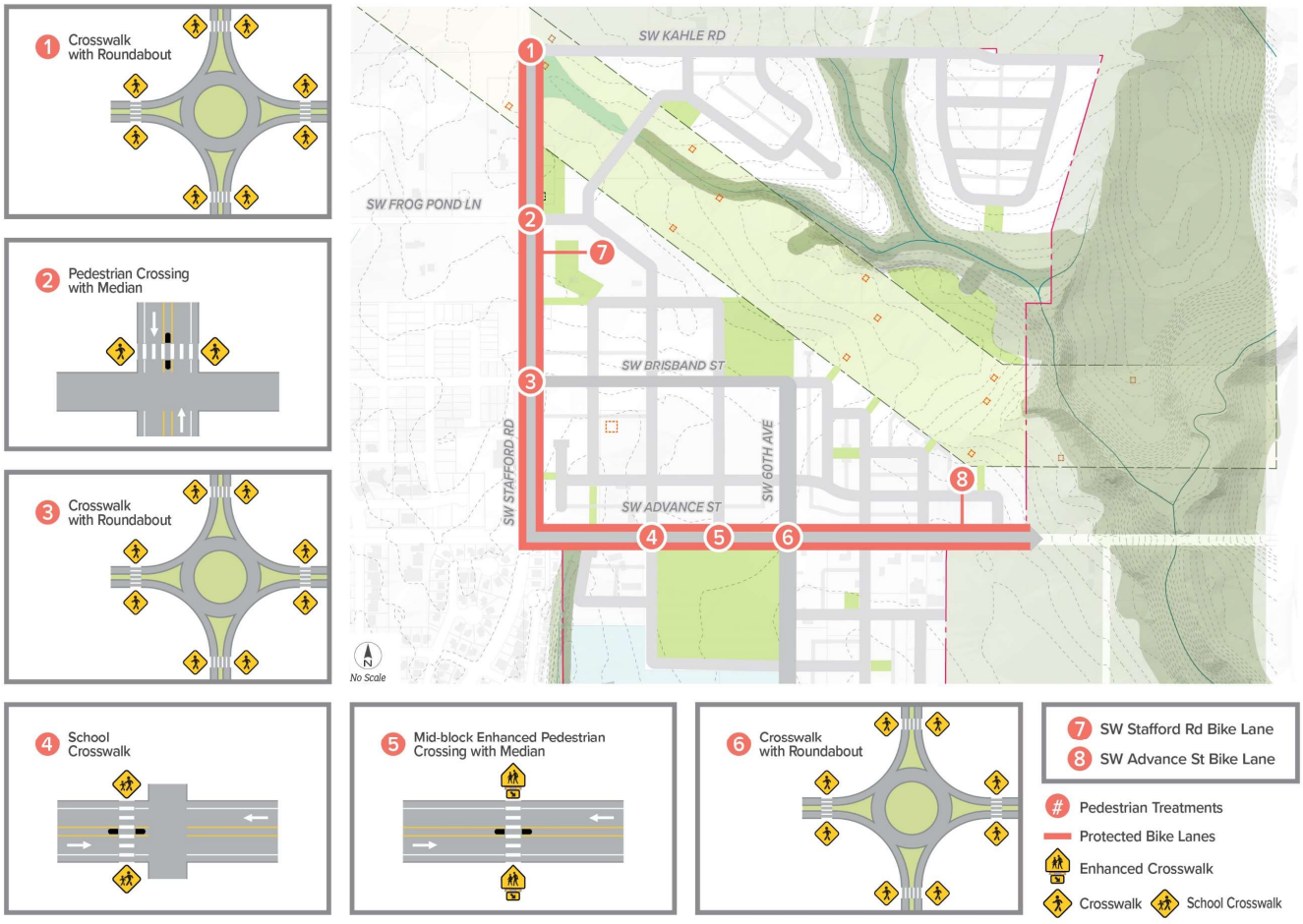

FIGURE 2: RECOMMENDED PEDESTRIAN, BICYCLE, AND TRAIL IMPROVEMENTS

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.

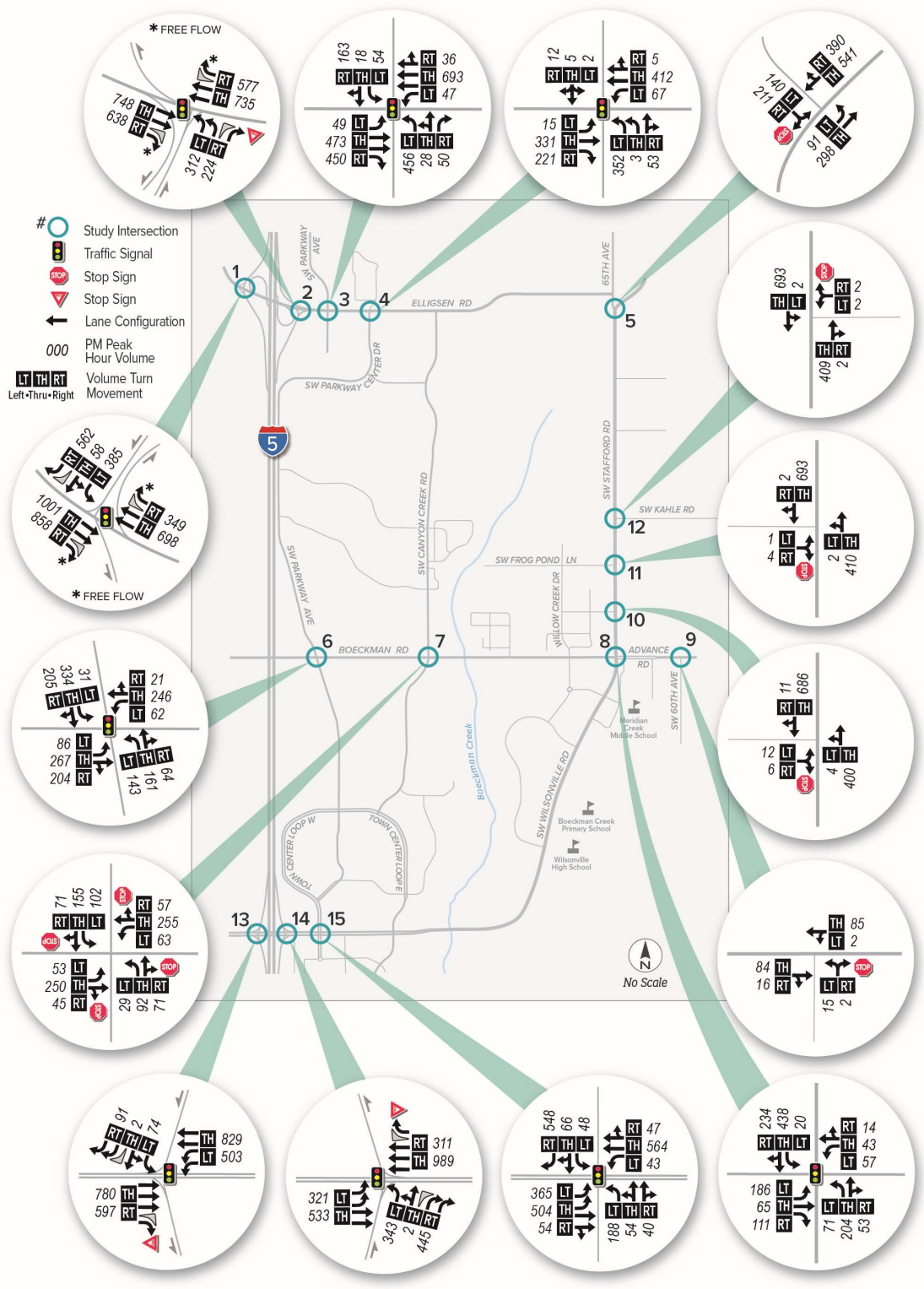

FIGURE 3: EXISTING 2022 TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

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.

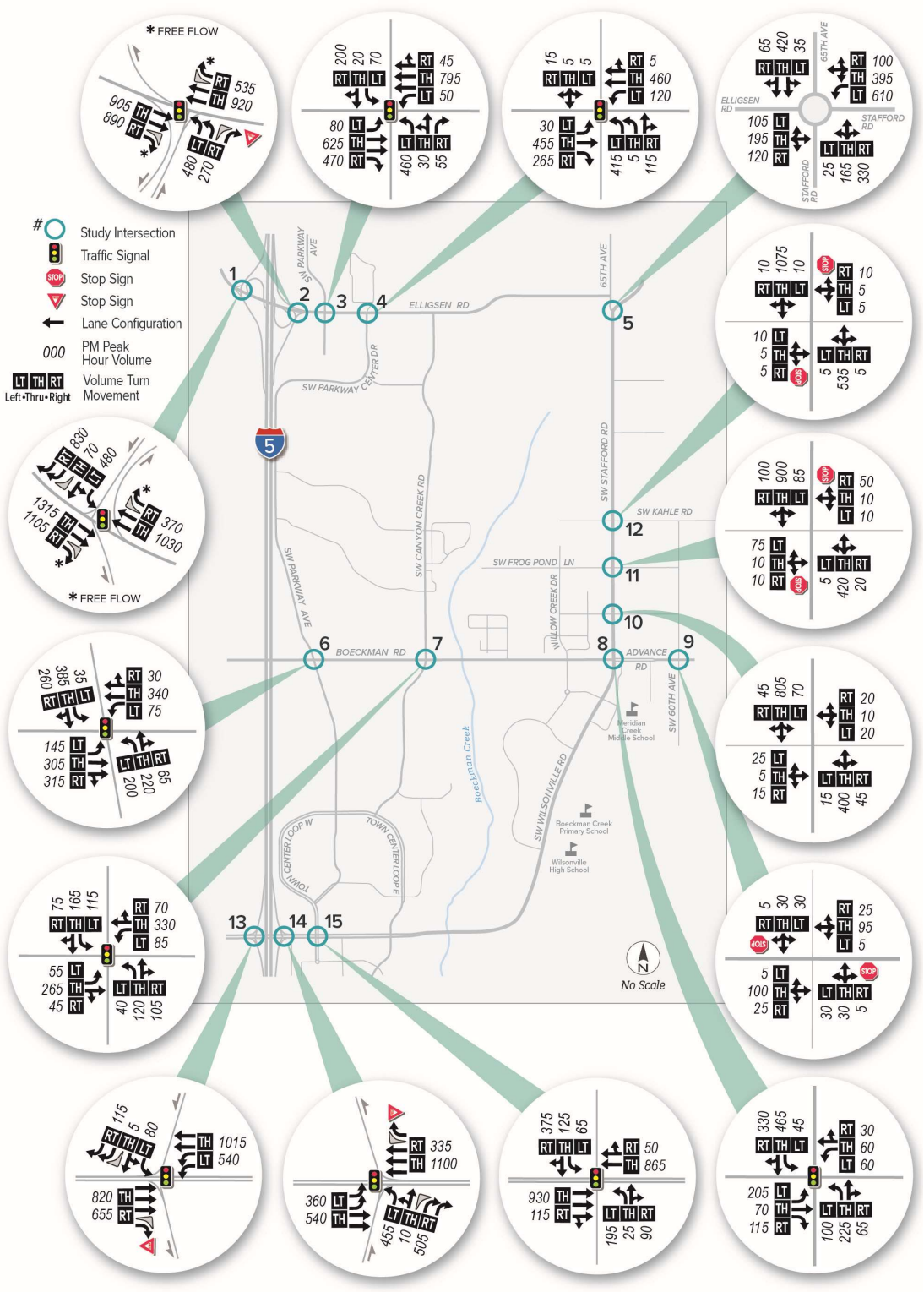

FIGURE 4: BASELINE (2040) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

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.

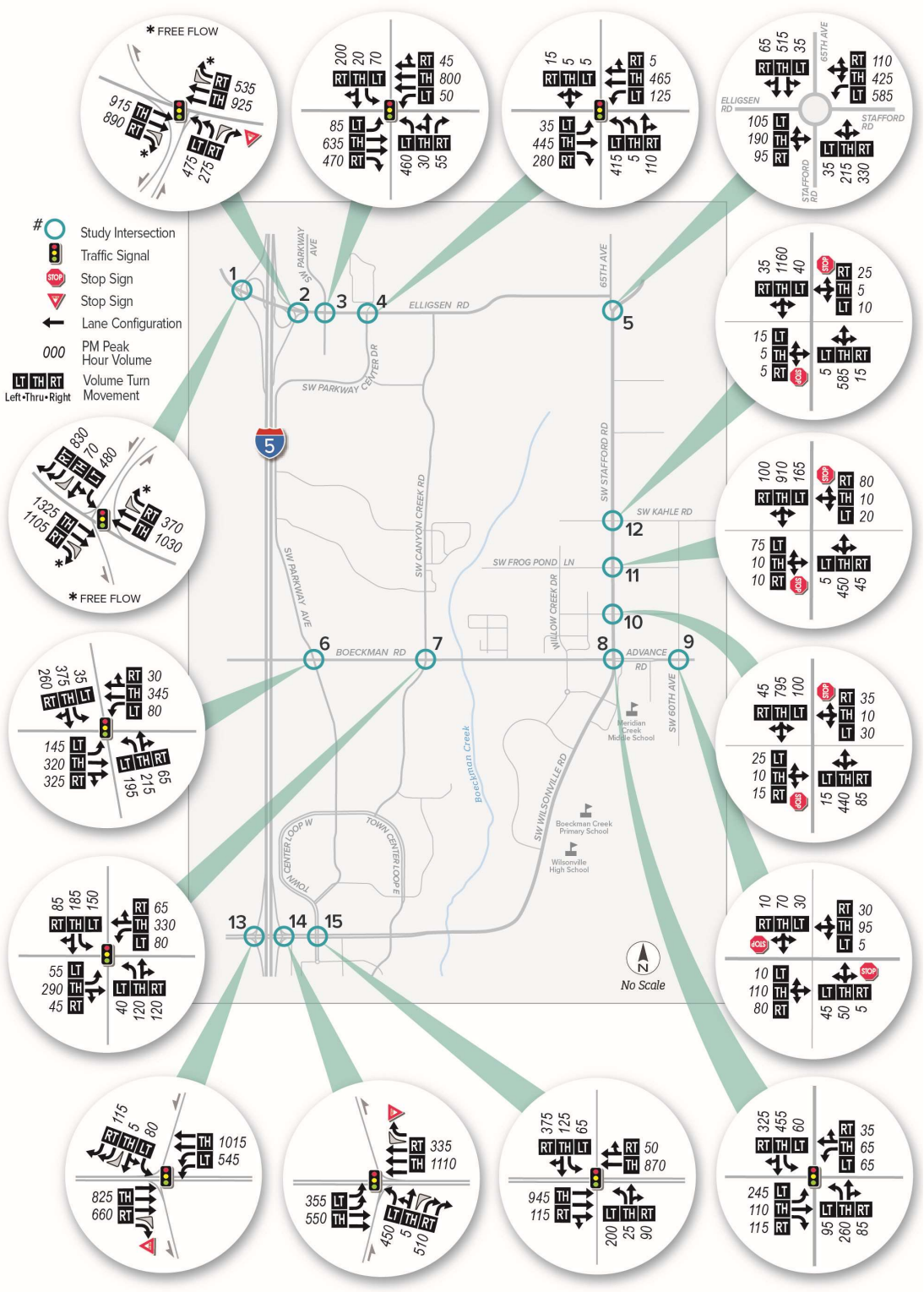

FIGURE 5: BUILD (2040) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

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 19 202

ACKNOWLEDGEMENTS

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Kamran Mesbah, Chair 2021
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Tim O'Brien, Principal Regional Planner

OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT STAFF:

Laura Kelly, Regional Representative
Kelly Reid, Regional Representative

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Pat McCough, Chief Operations Manager
Remo Douglas, Bond Program Manager

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Alex McGladrey, Deputy Fire Marshall

CITY OF WILSONVILLE STAFF:

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Dan Pauly, Planning Manager
Kim Rybold, Senior Planner
Cindy Luxhoj, Associate Planner
Georgia McAlister, Associate Planner
Philip Bradford, former Associate Planner
Mandi Simmons, Administrative Assistant
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Amy Pepper, Development Engineering Manager
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Brad Painter, Roads and Stormwater Supervisor
Ian Eglitis, Utilities Supervisor
Andy Stone, IT Director

CONSULTANT TEAM

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DKS Associates
ECONorthwest
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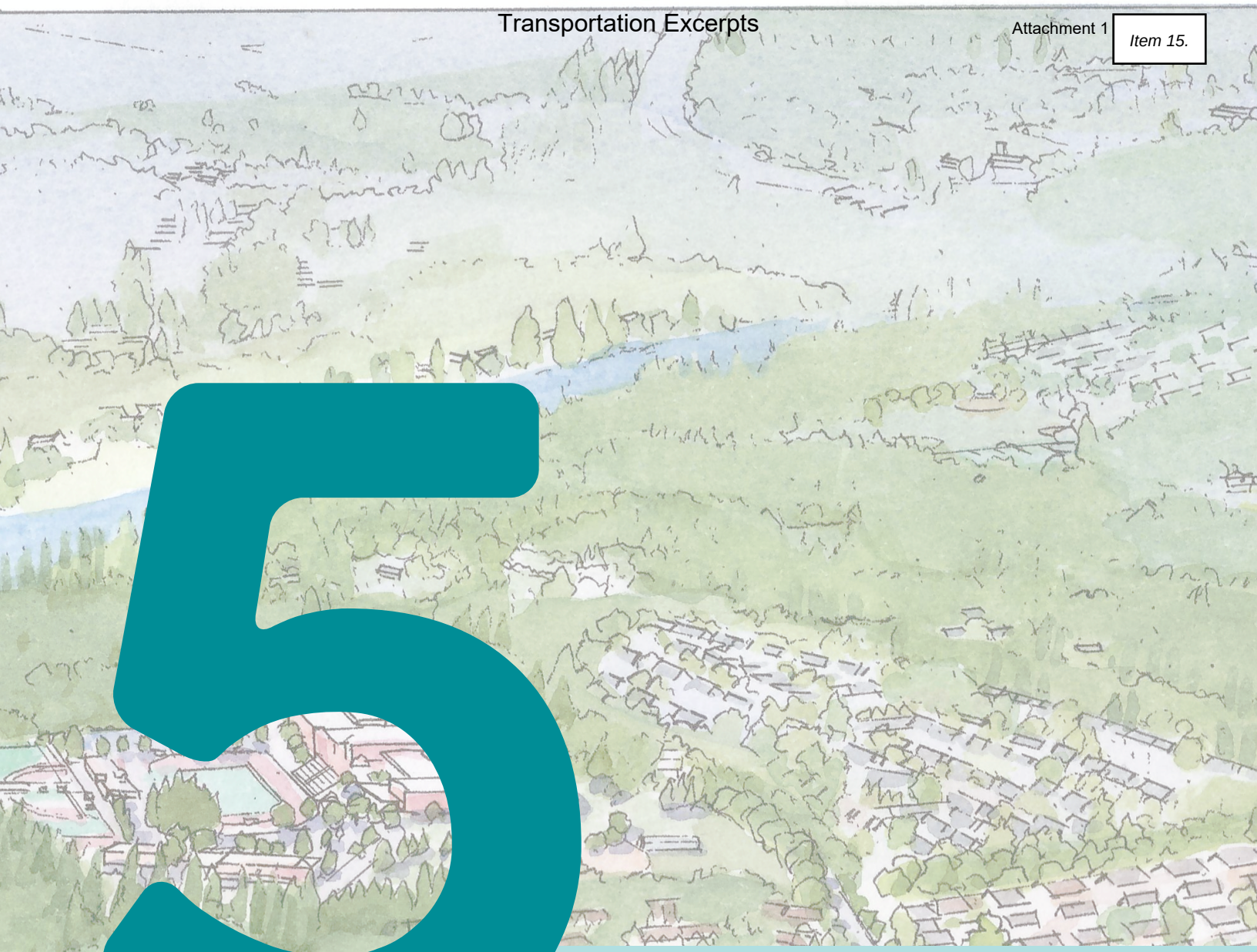
A VISION FOR FROG POND IN 2035

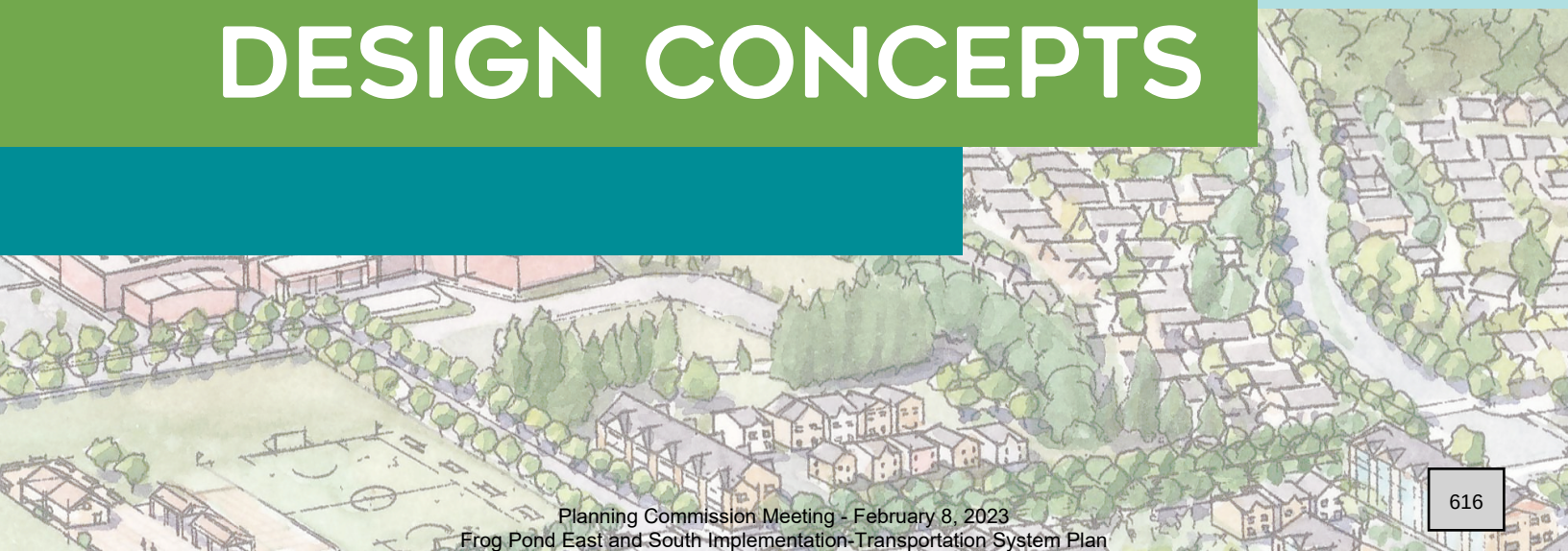
The Frog Pond Area in 2035 is an integral part of the Wilsonville community, with attractive and connected neighborhoods. The community's hallmarks are the variety of quality homes; open spaces for gathering; nearby services, shops and restaurants; excellent schools; and vibrant parks and trails. The 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.

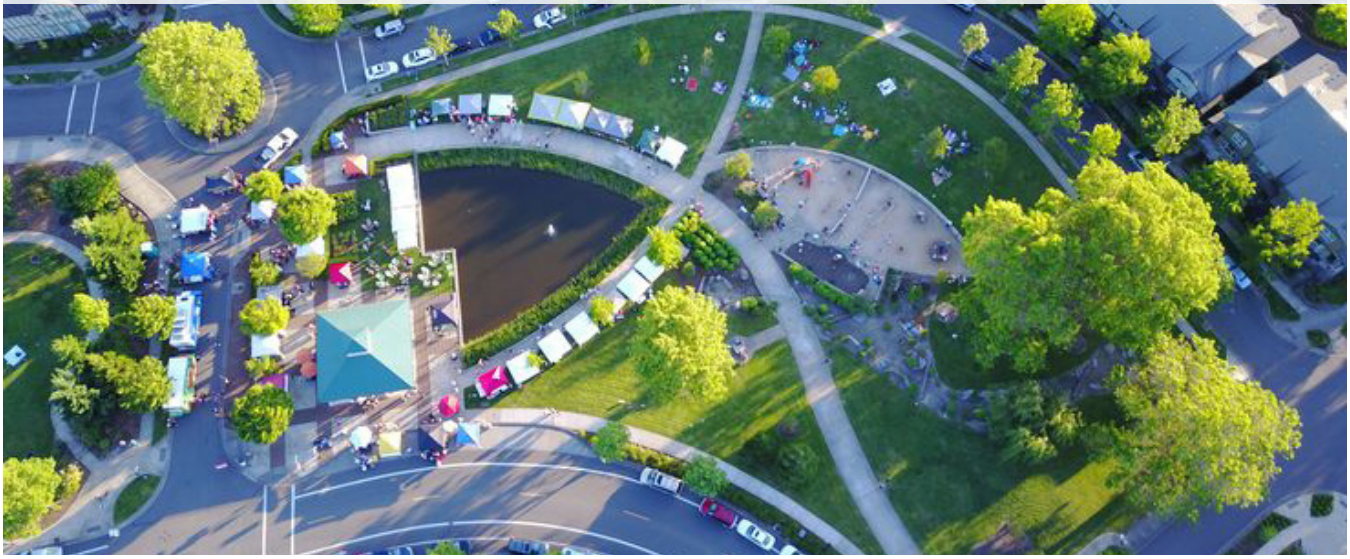
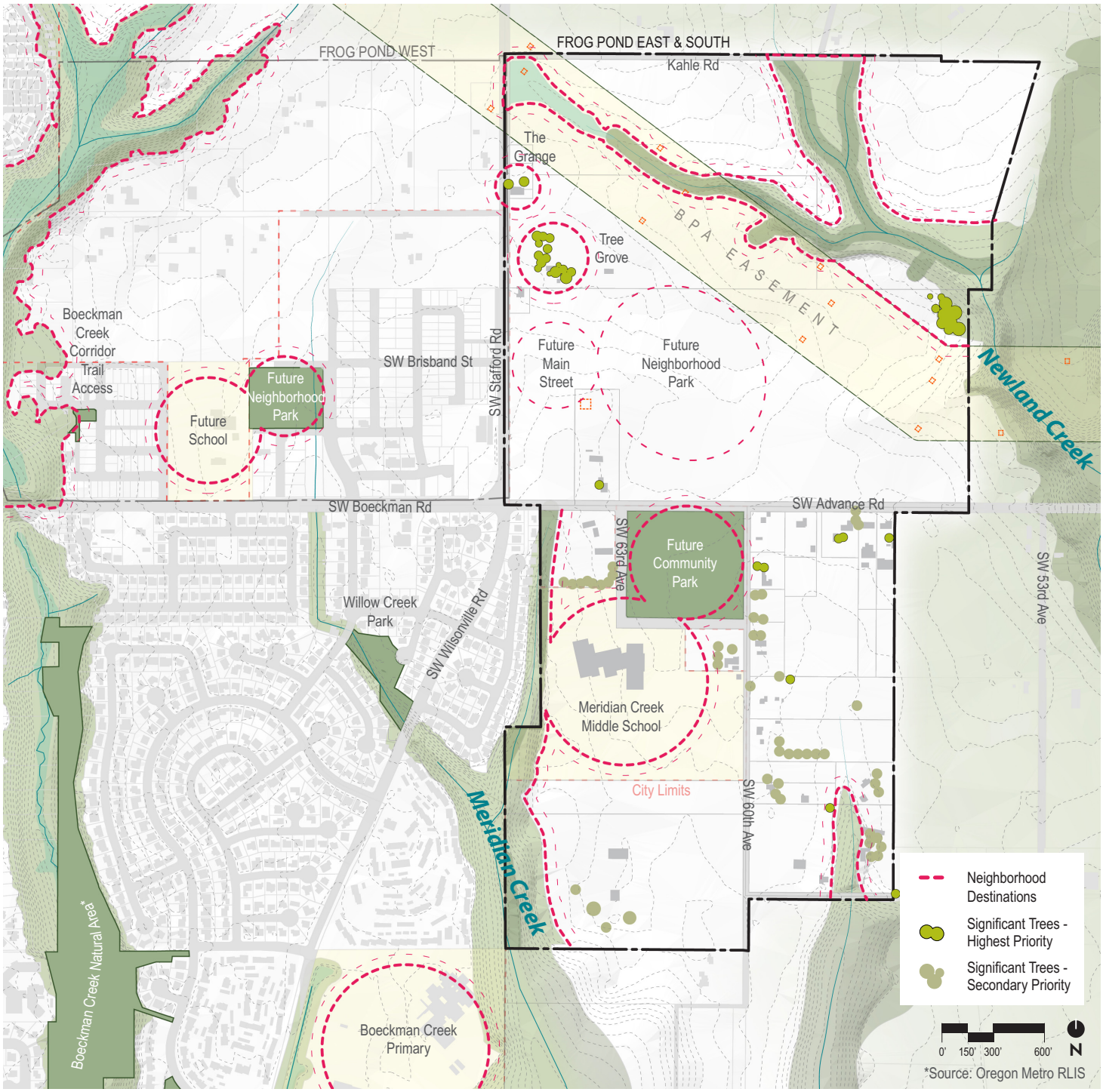


Figure 10. Neighborhood Destinations



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.

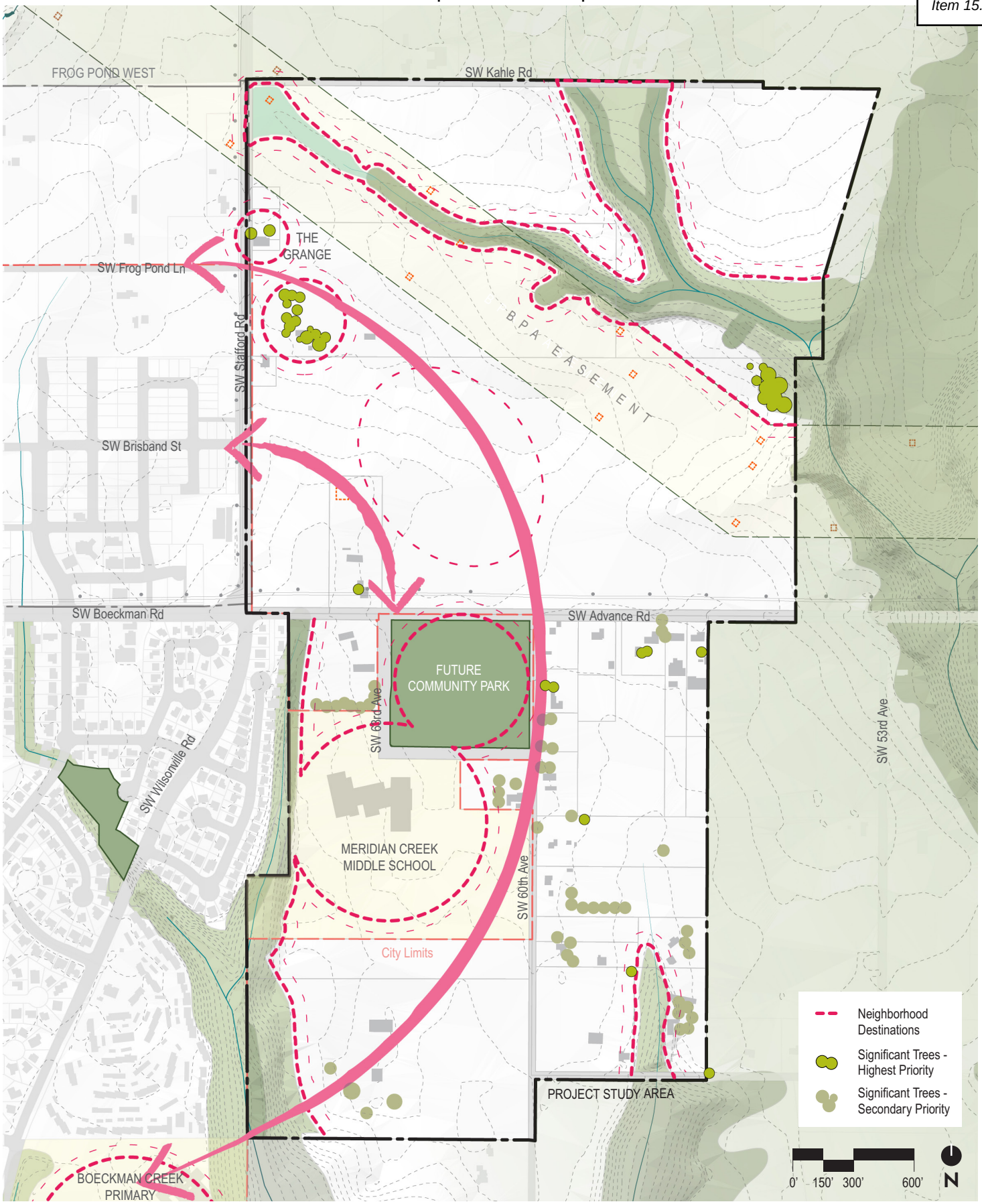
CONNECTIONS BETWEEN DESTINATIONS

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.

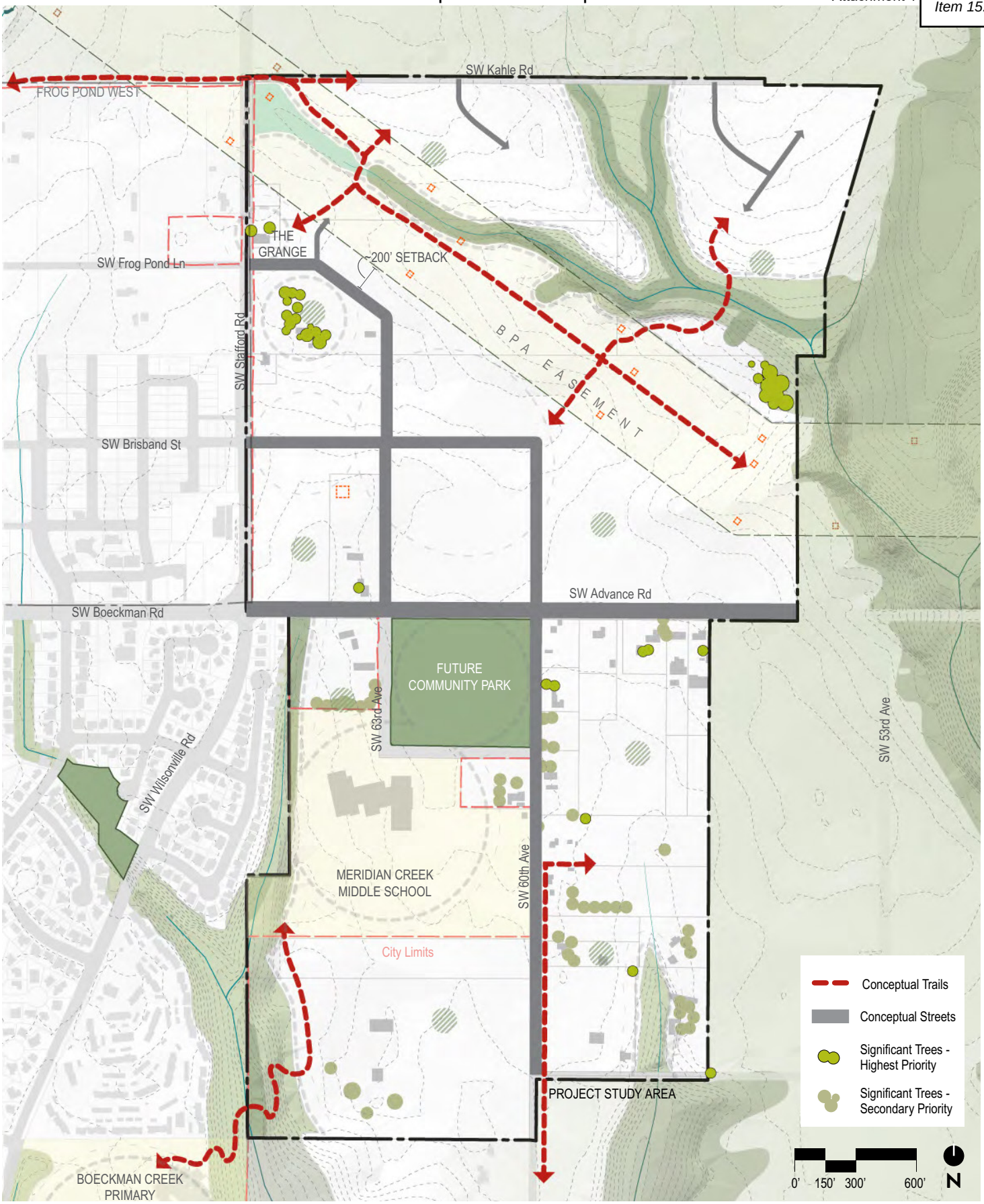
Figure 11. Connections Between Neighborhood Destinations



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



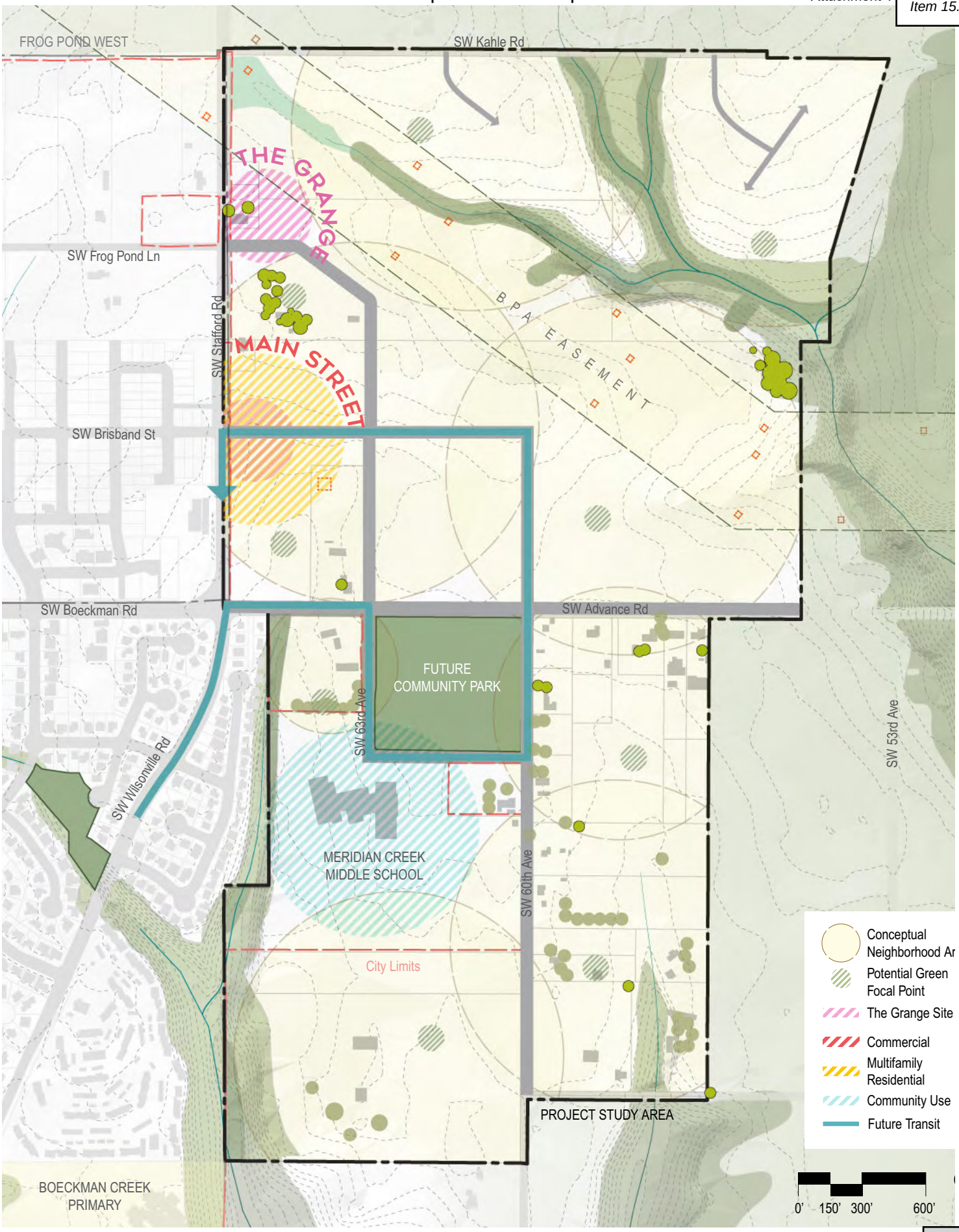
NEIGHBORHOOD CENTERS

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.

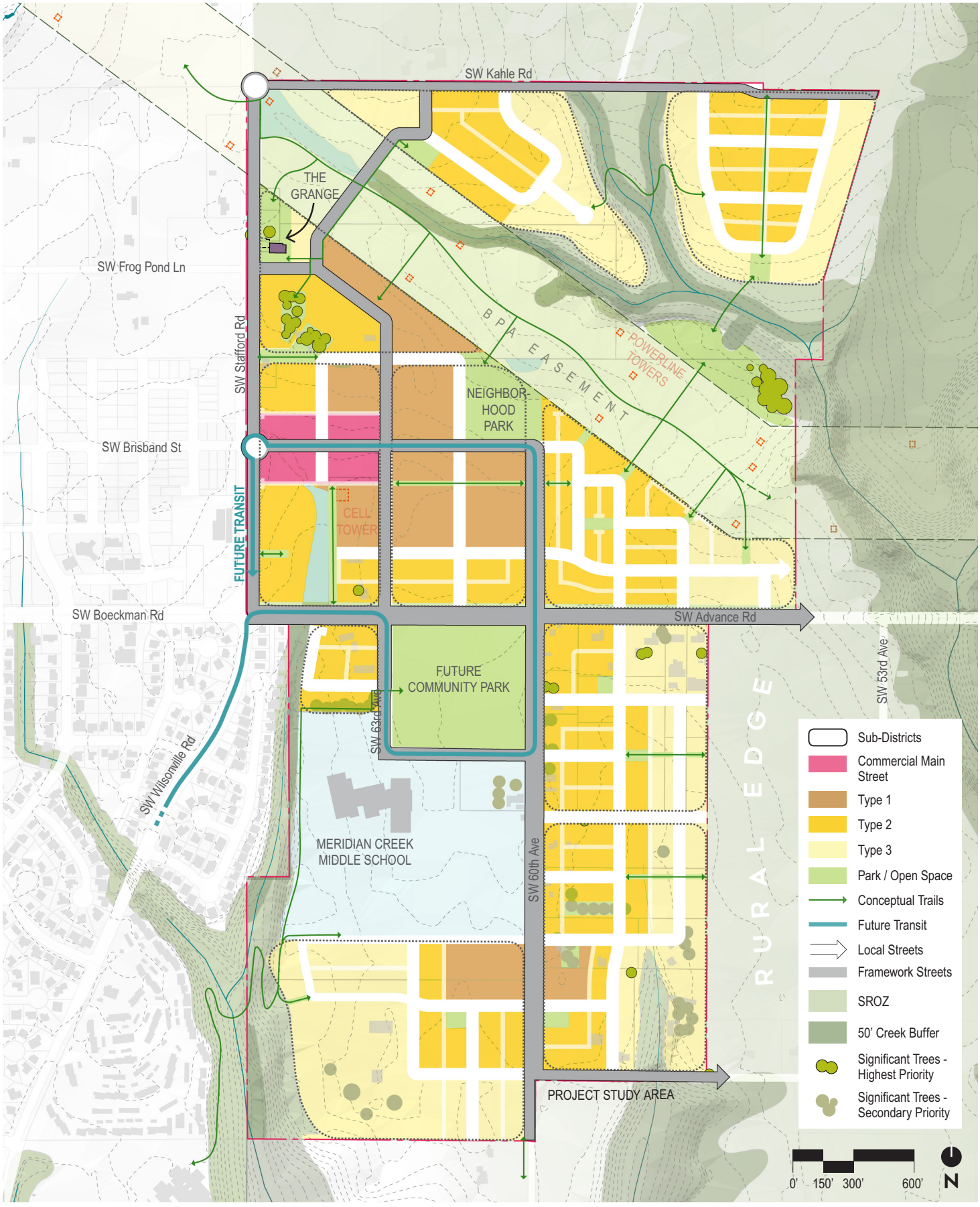
A clear hierarchy of street connections is established with SW Stafford as a major arterial, SW Advance Road and SW 60th Avenue as collector streets, SW Brisband Street as a Main Street, and all other streets as local streets. Roundabouts are planned at three key intersections: SW Kahle/Stafford, SW 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

PUBLIC REALM

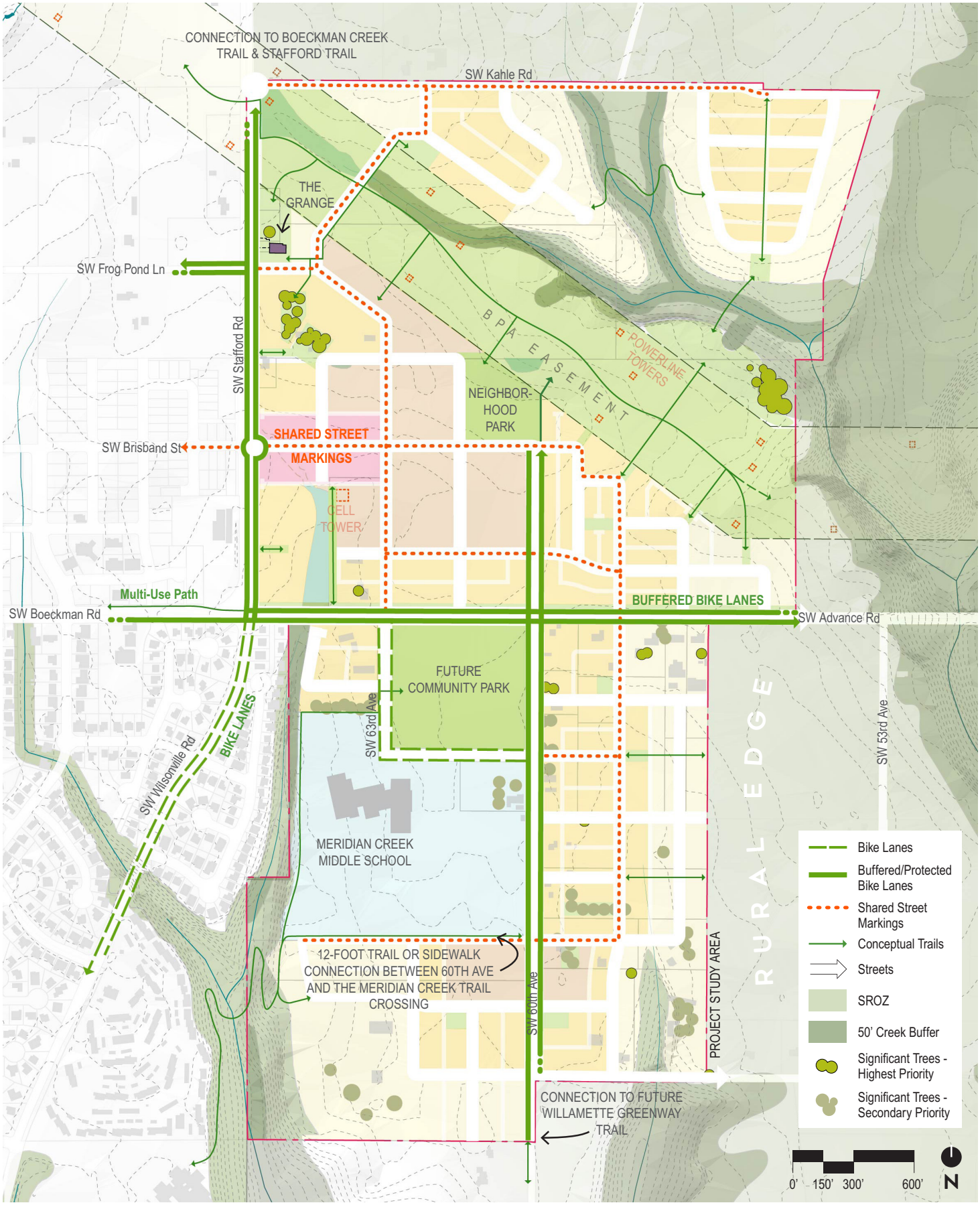
The Active Transportation Plan map indicates an intended hierarchy of on-street facilities for cyclists that connects to an off-street system of paths. Primary connections are shown along SW Advance Road and SW 60th Avenue, transitioning to shared street markings along the SW Brisband Main Street and 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



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.

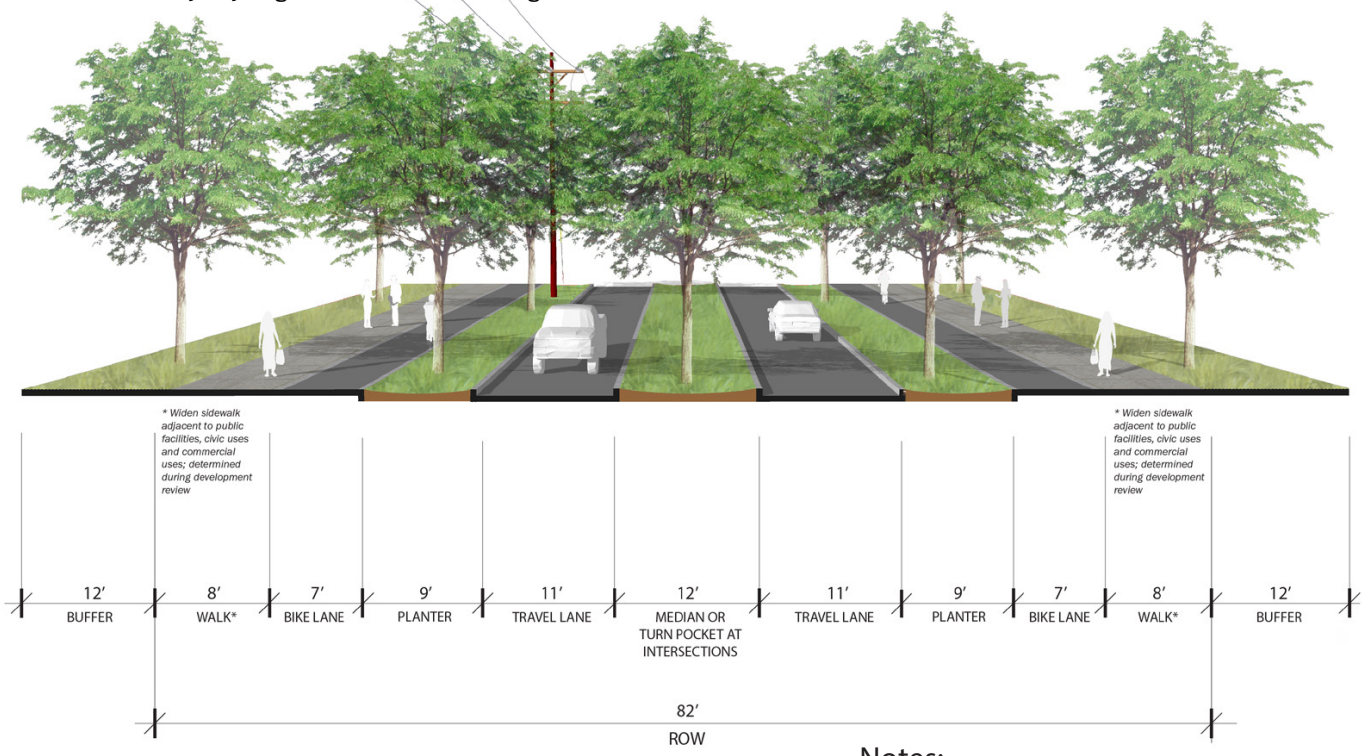
In addition to streets, mid-block public pedestrian connections will enhance neighborhood accessibility and permeability. Typical off-street pedestrian connections between blocks of development will be at least 10 feet wide and will include 8-foot planted areas on either side for a total width of 26 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.

PUBLIC REALM

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

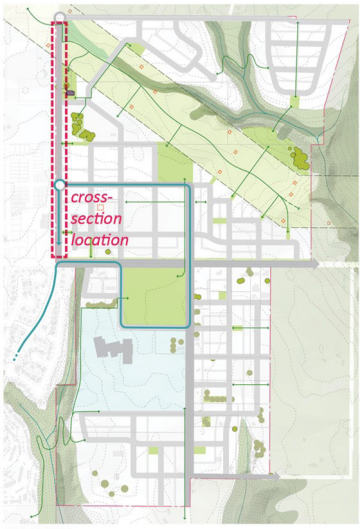
This cross-section shows a concept for SW Stafford Road, a major arterial street. It includes 8' sidewalks and bike lanes separated from vehicle travel lanes by a generous planter strip that supports tree health.

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.

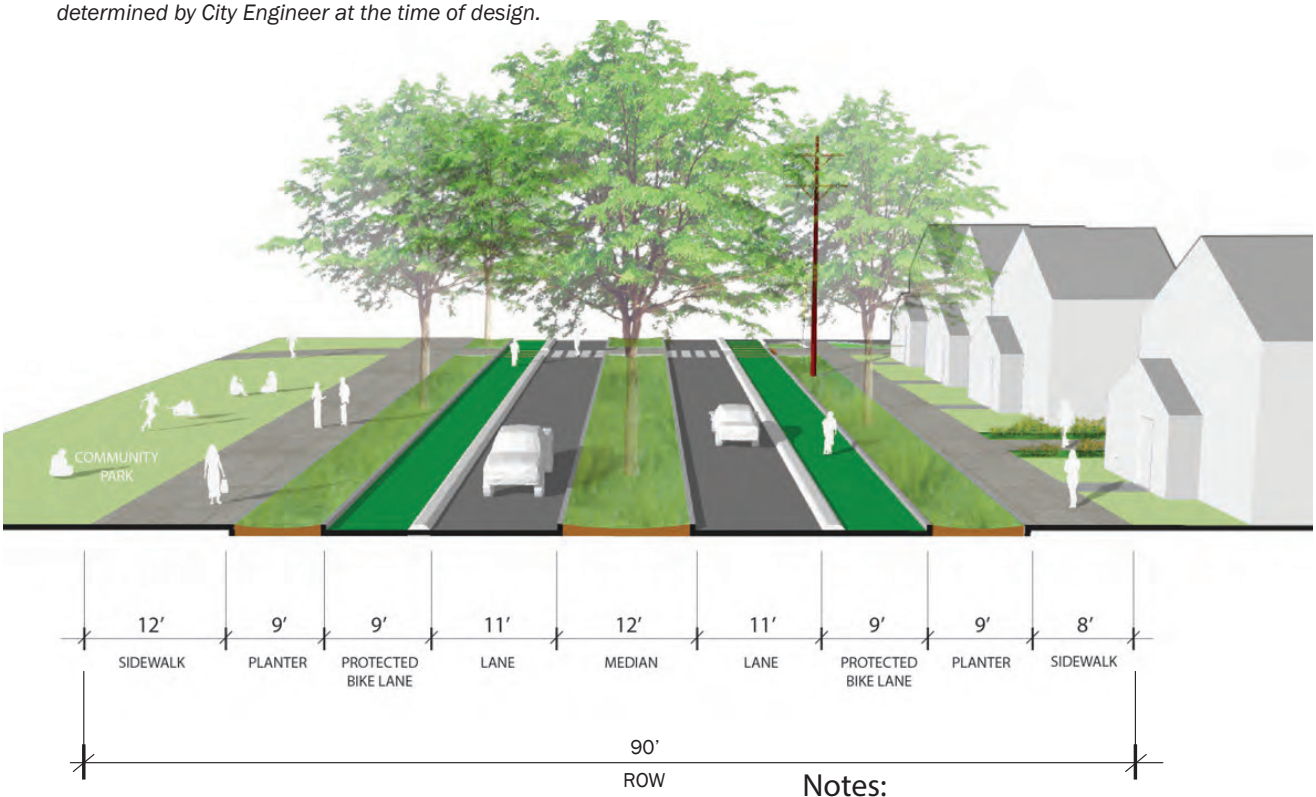
2. A clear space of no less than 19 feet shall be provided for at least 50% of the length of the roadway to provide space for motor vehicles to pull to the side and allow emergency vehicles to pass. This will likely result in center landscape medians being limited to 50% the length of a roadway.



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.

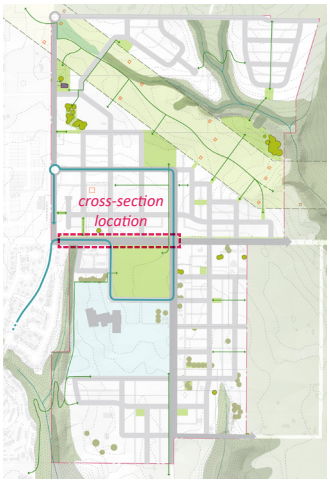
Future development on the north side of the street, across from the future community park, is planned so that front doors face the park. This, combined with homes fronting the park on its east and west sides, will create a sense of community, enclosure, and integration of the park within the neighborhood.

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:

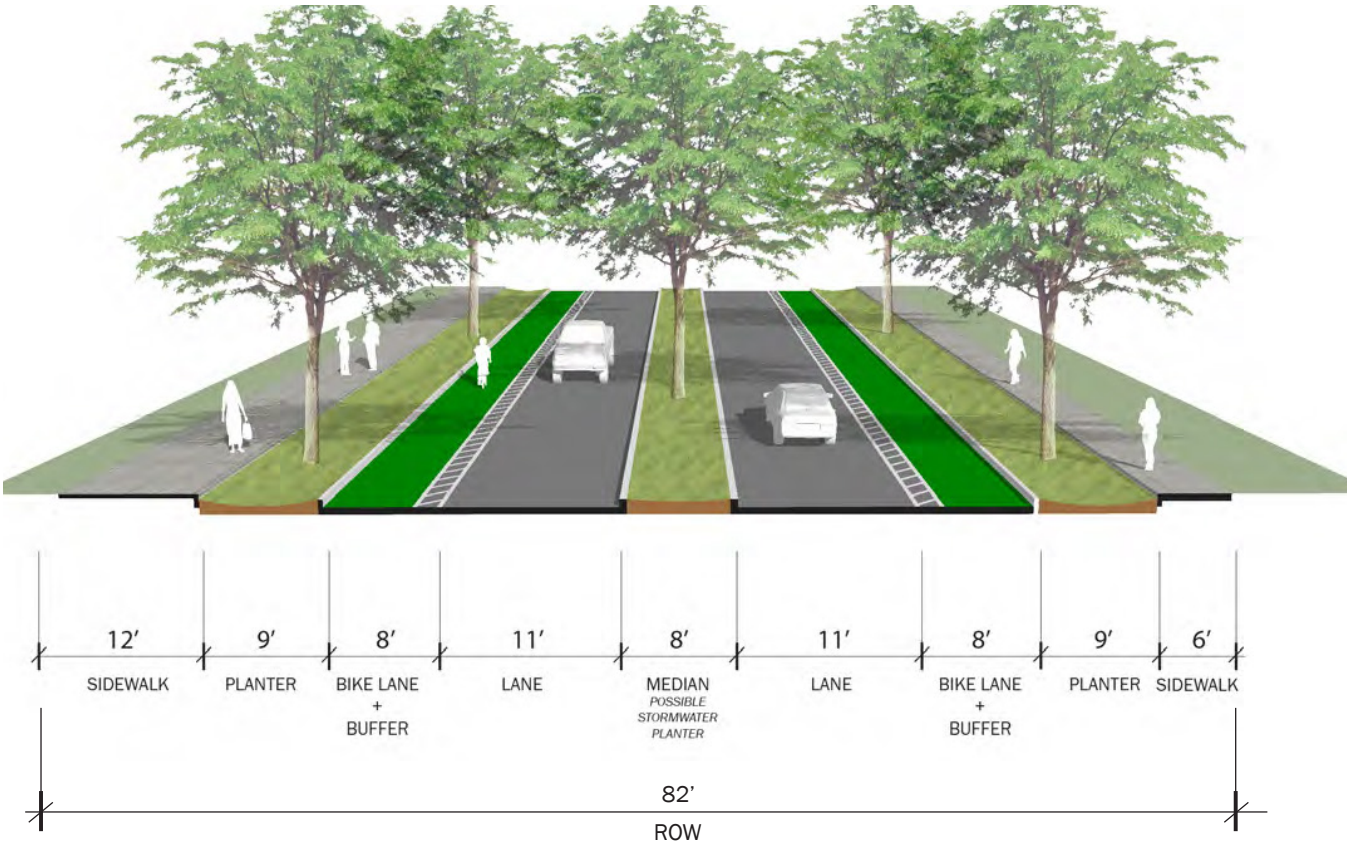
1. The median curb shall be set back from the travel lane striping to provide a travel lane minimum clear width of 12 feet curb face to curb face. Travel lanes will be striped at 11 feet in width as shown on the street cross sections.

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.



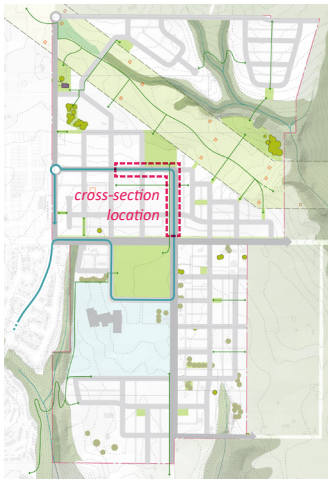
KEY MAP

Figure 23. Cross Section of SW 60th Avenue North of SW Advance Road



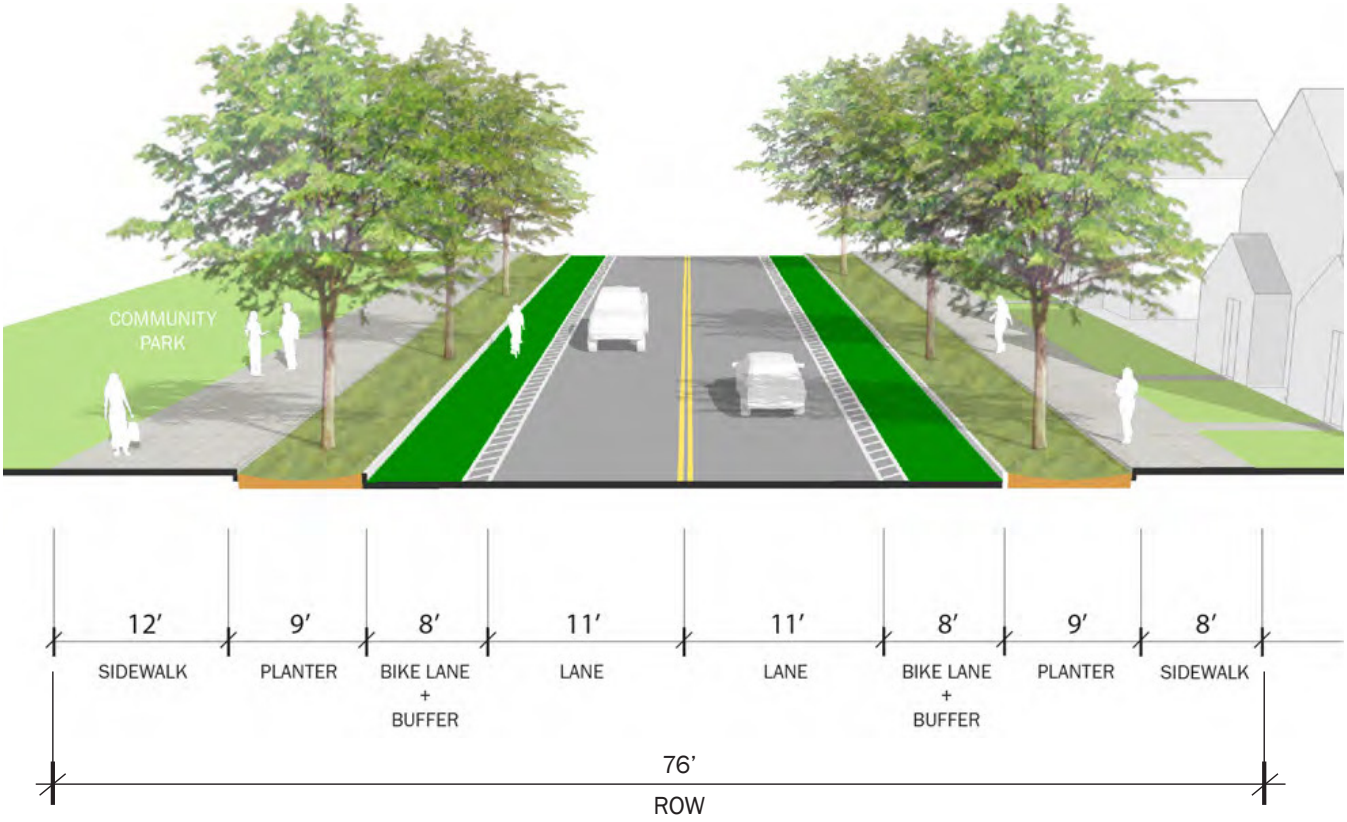
SW 60TH AVENUE

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.



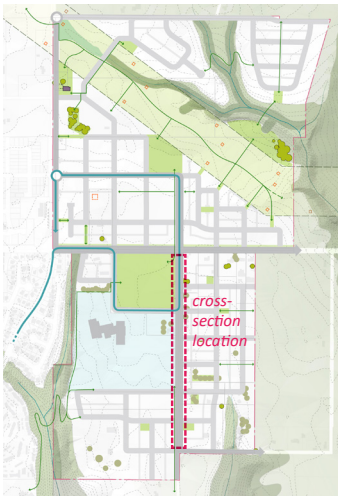
KEY MAP

Figure 24. Cross Section of SW 60th Avenue Collector



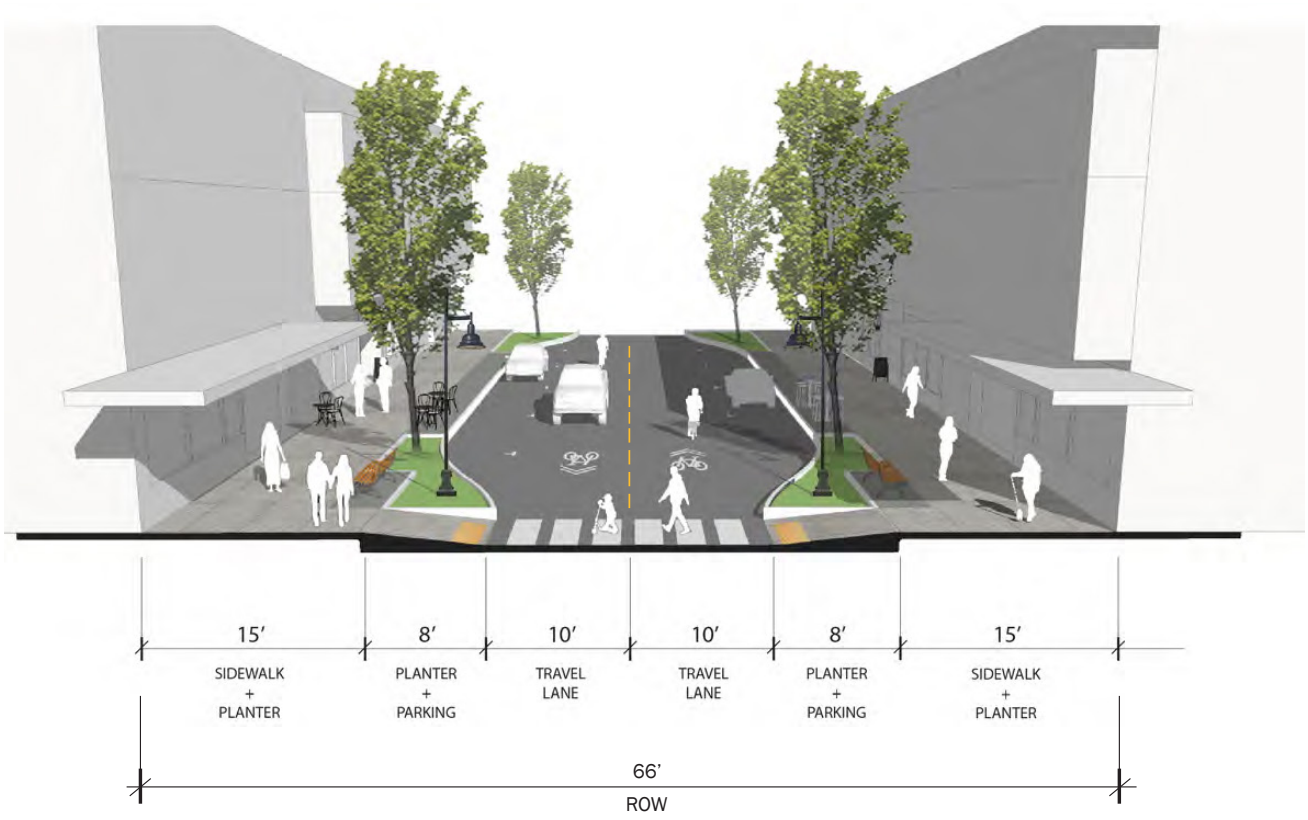
SW 60TH AVENUE COLLECTOR

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.



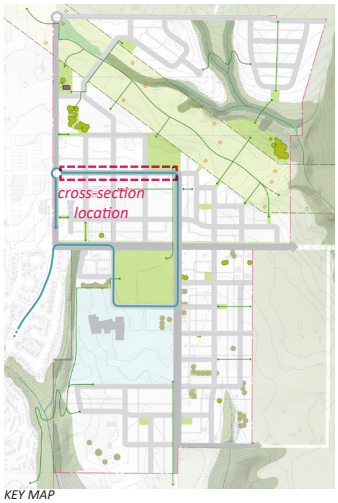
KEY MAP

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

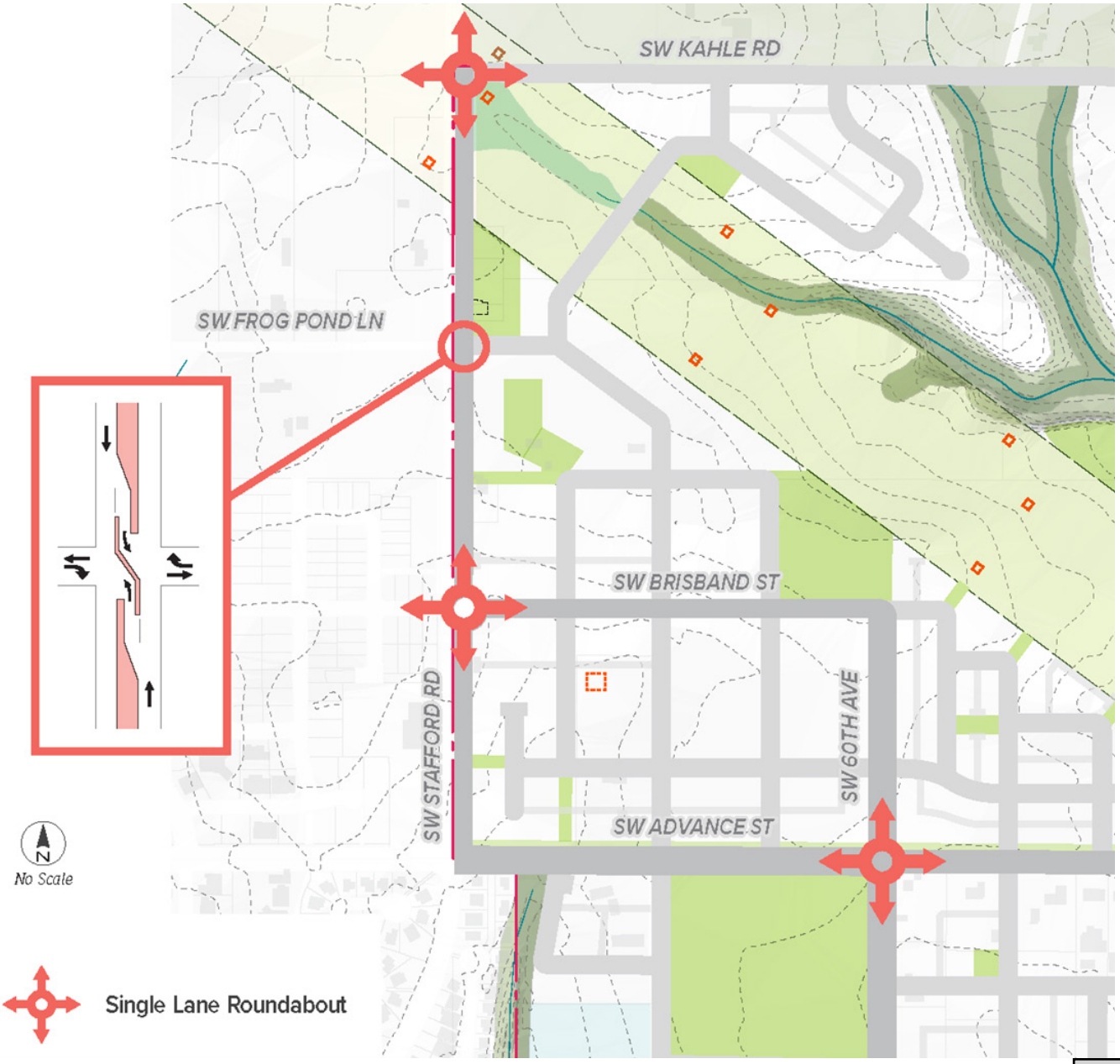
INFRASTRUCTURE PLANS

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

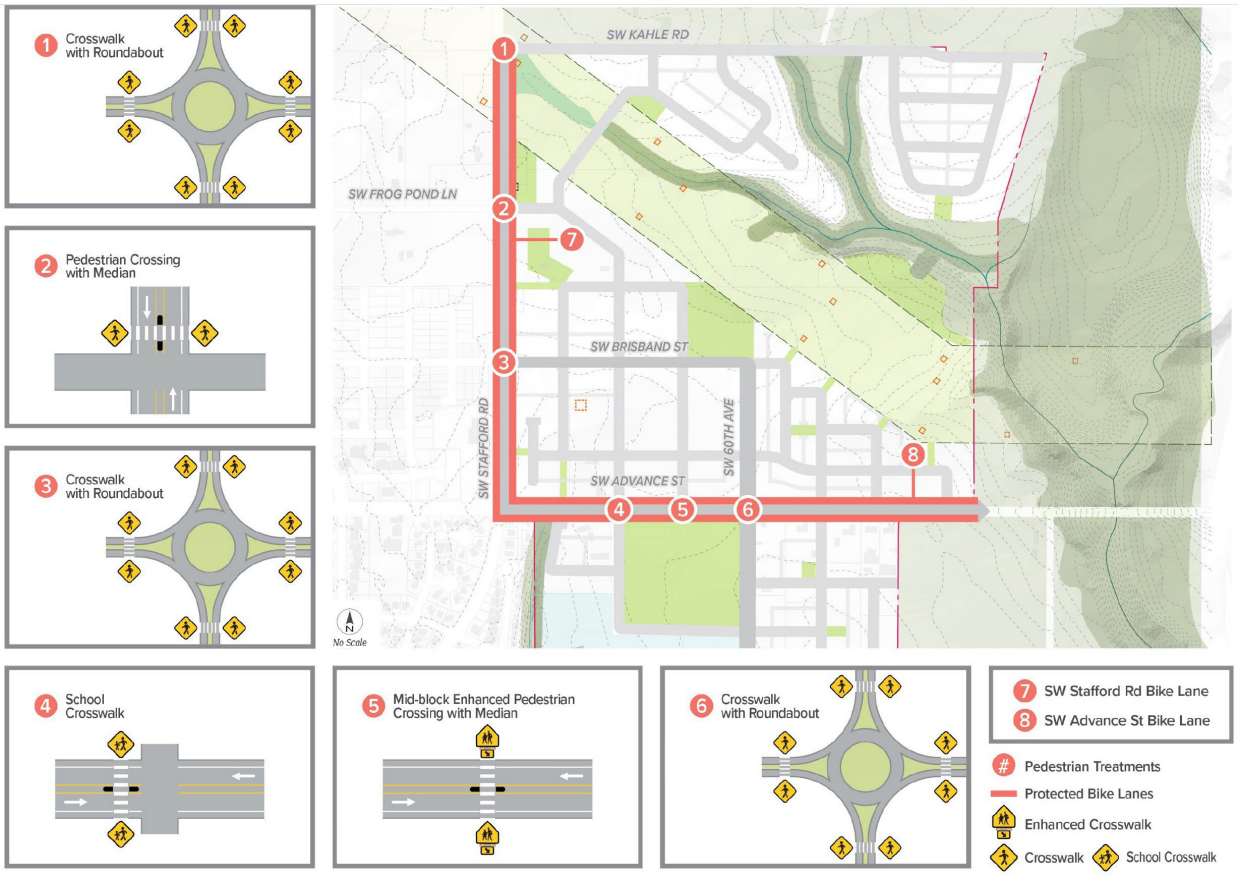


the major intersections both within the project vicinity and within Wilsonville at large, including the two I-5 interchange areas (i.e., Wilsonville Road and Elligsen Road). The study area includes 15 total intersections, including 4 key gateway intersections to the Frog Pond neighborhoods.[6]

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

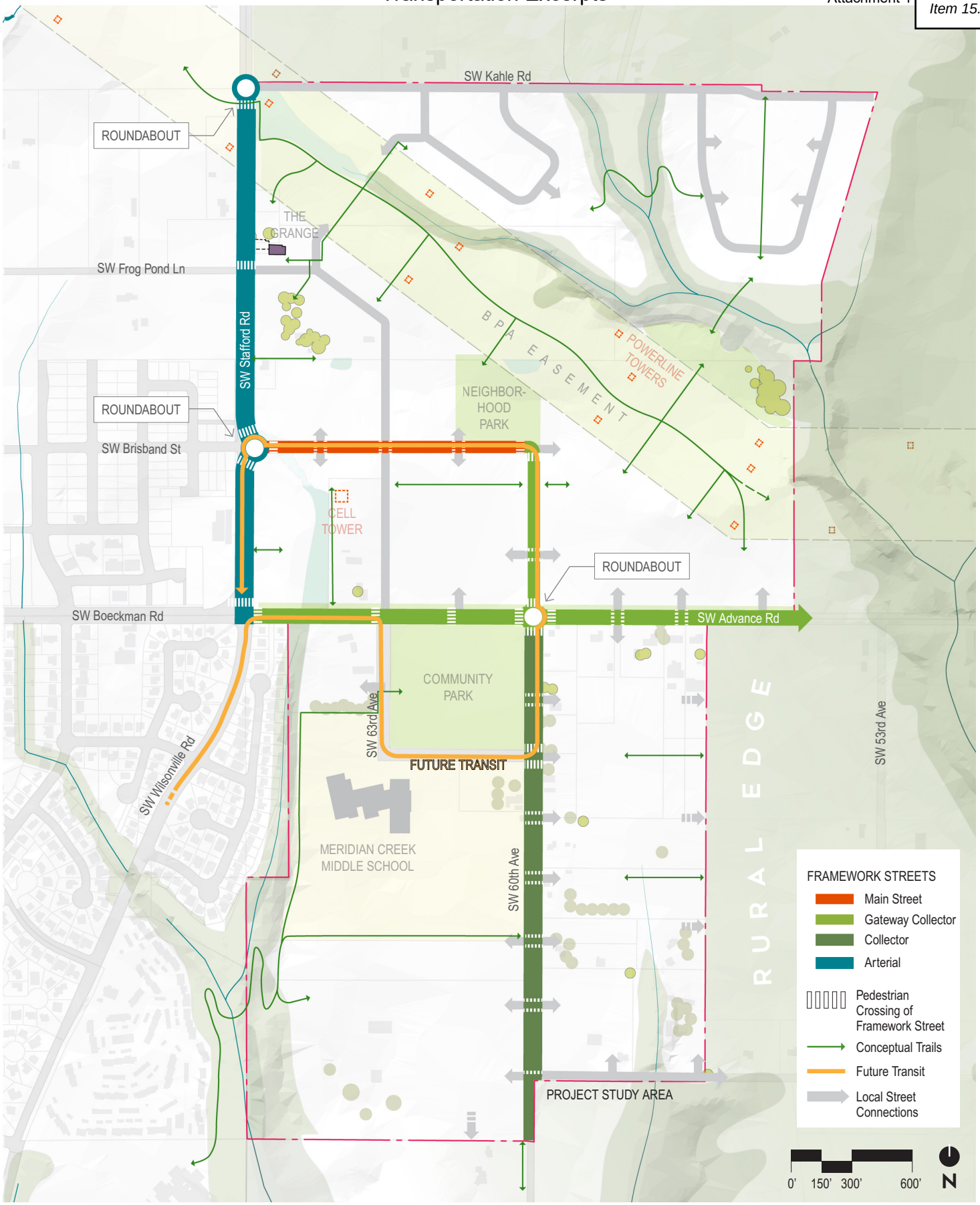
Additional transportation projects were identified for the East and South neighborhood to enhance safety. They include:

- 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 19 202[illegible]

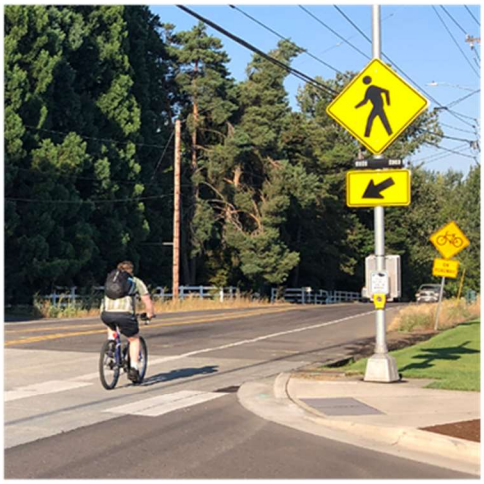
APPENDIX I: TRANSPORTATION ANALYSIS: EXISTING AND FUTURE CONDITIONS

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

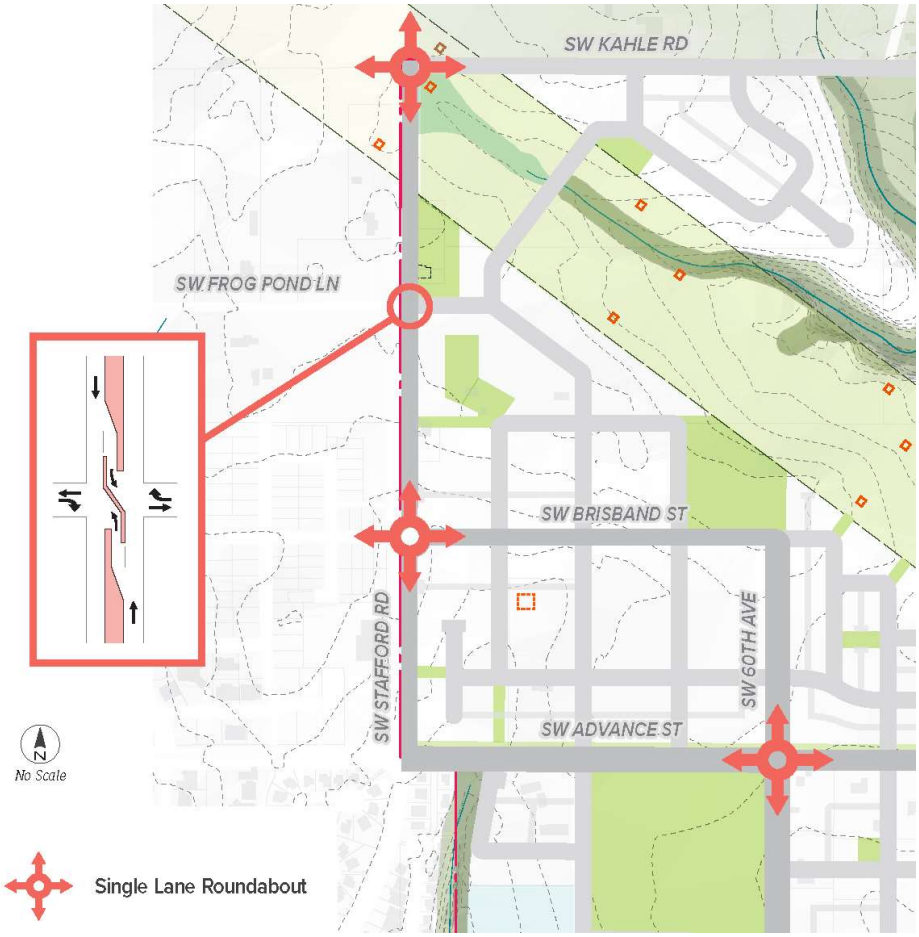


FIGURE 1: RECOMMENDED INTERSECTION IMPROVEMENTS

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.

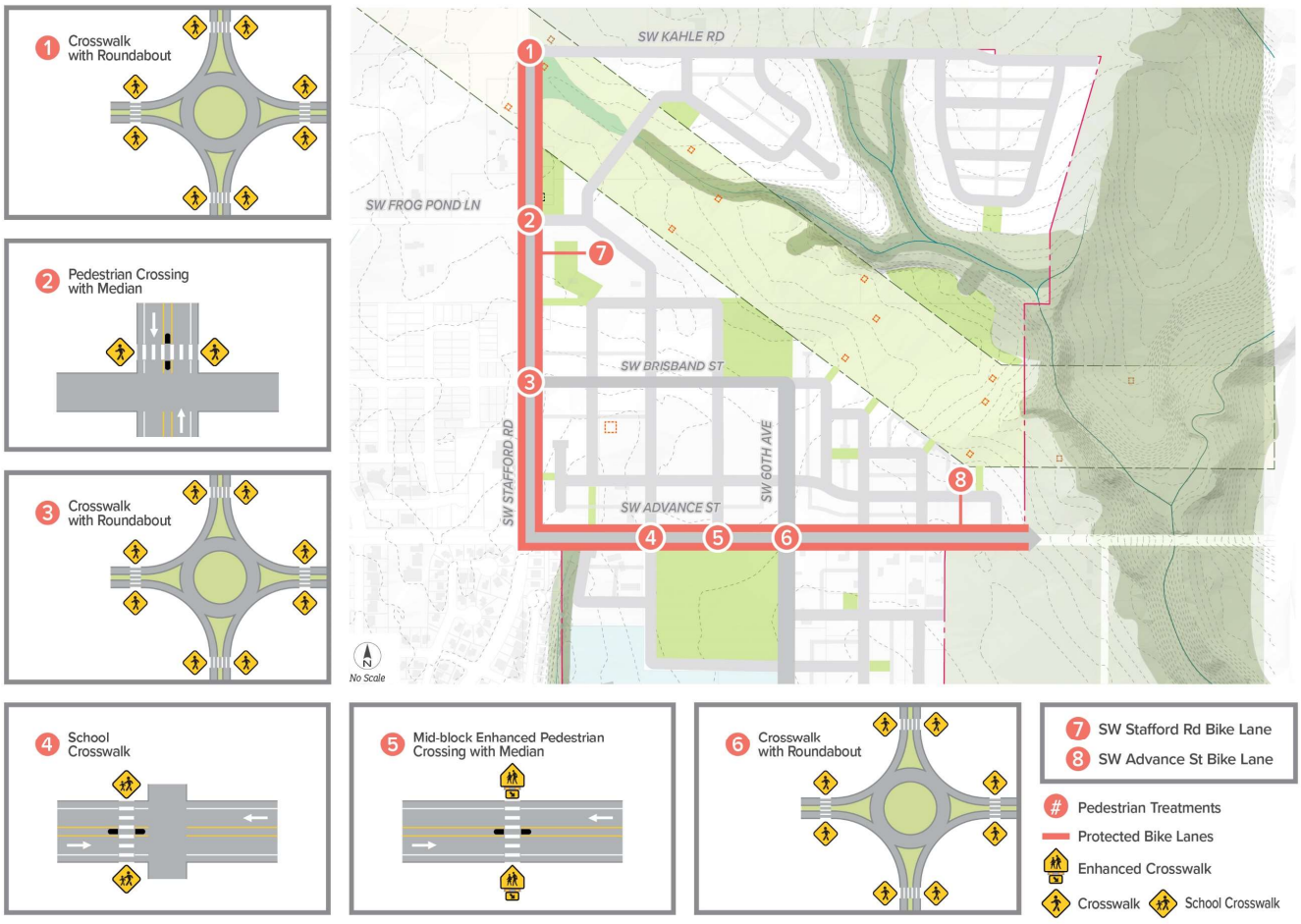


FIGURE 2: RECOMMENDED PEDESTRIAN, BICYCLE, AND TRAIL IMPROVEMENTS

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.

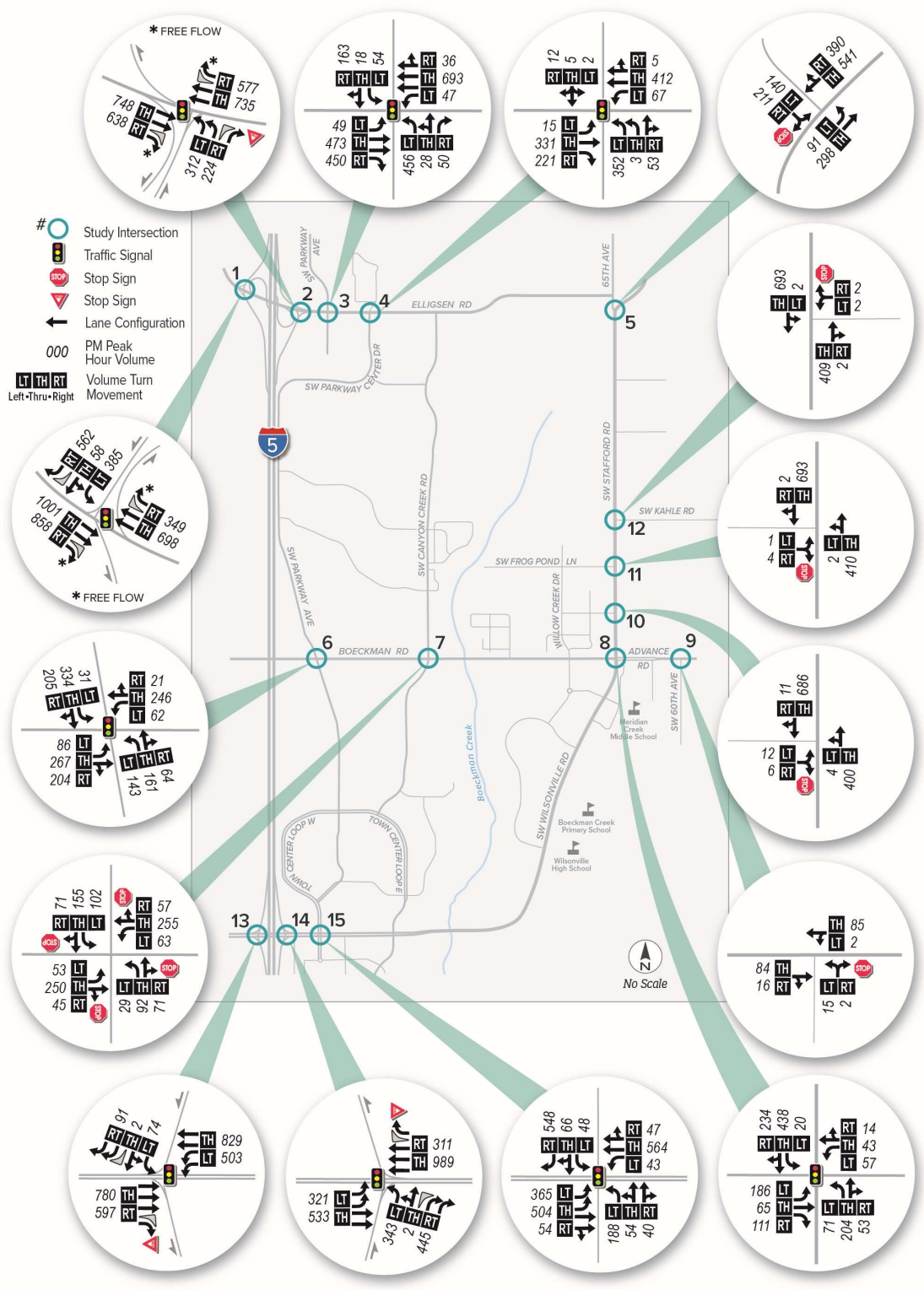


FIGURE 3: EXISTING 2022 TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

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.

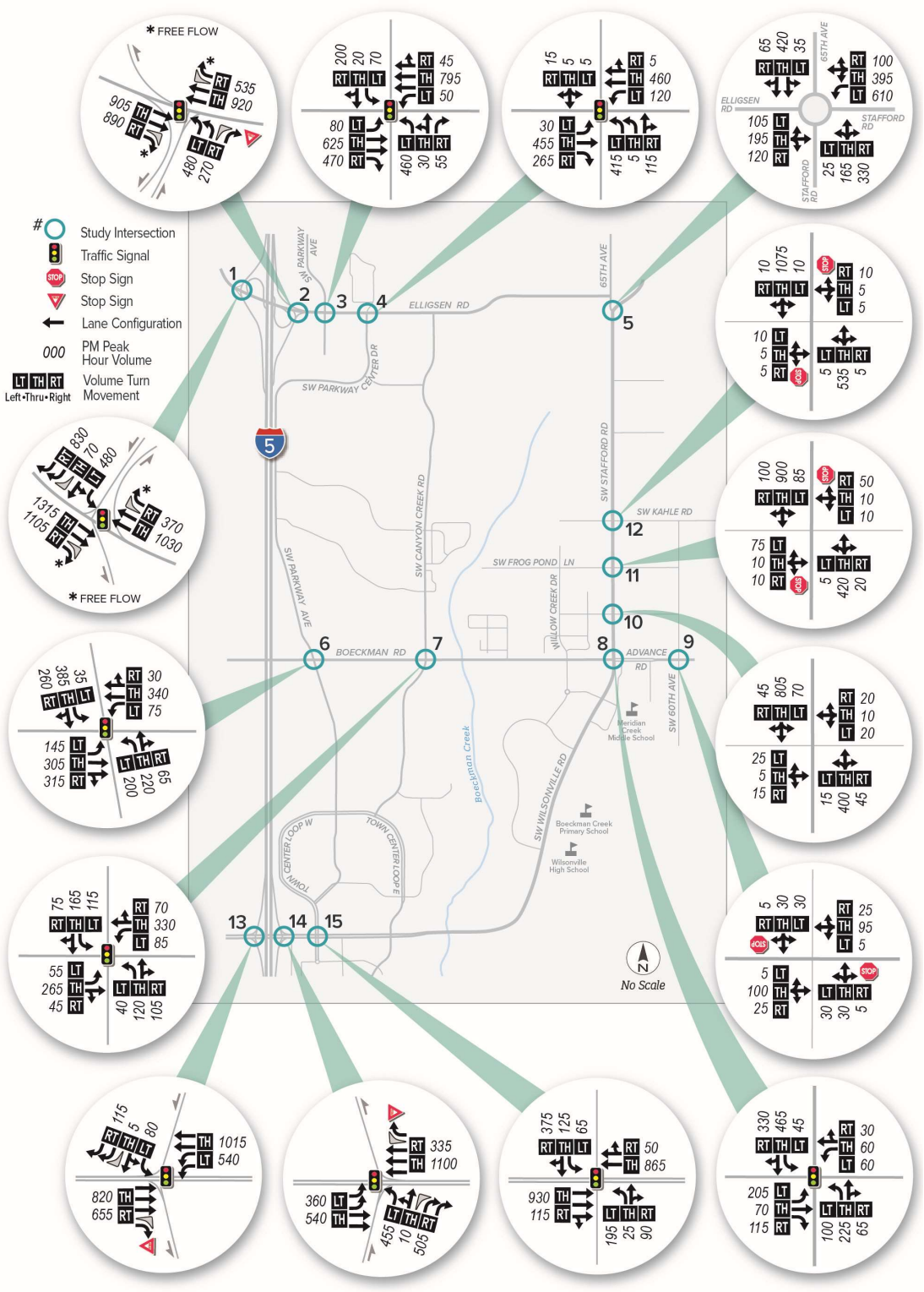


FIGURE 4: BASELINE (2040) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

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.

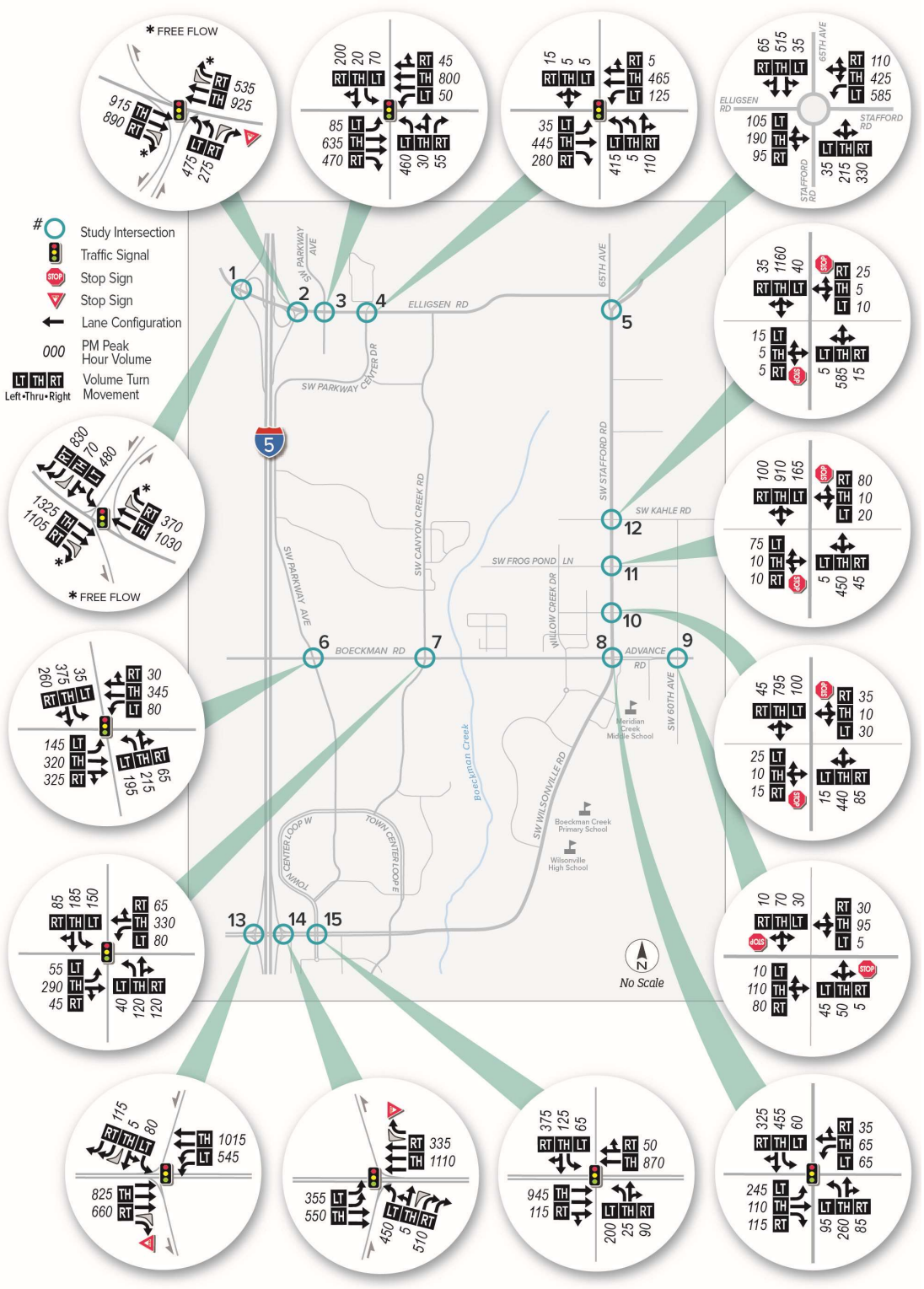


FIGURE 5: BUILD (2040) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

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

DKS

AGENDA

1 / WHY IS A TSP AMENDMENT NEEDED?

2 / CHAPTER 3: STANDARDS

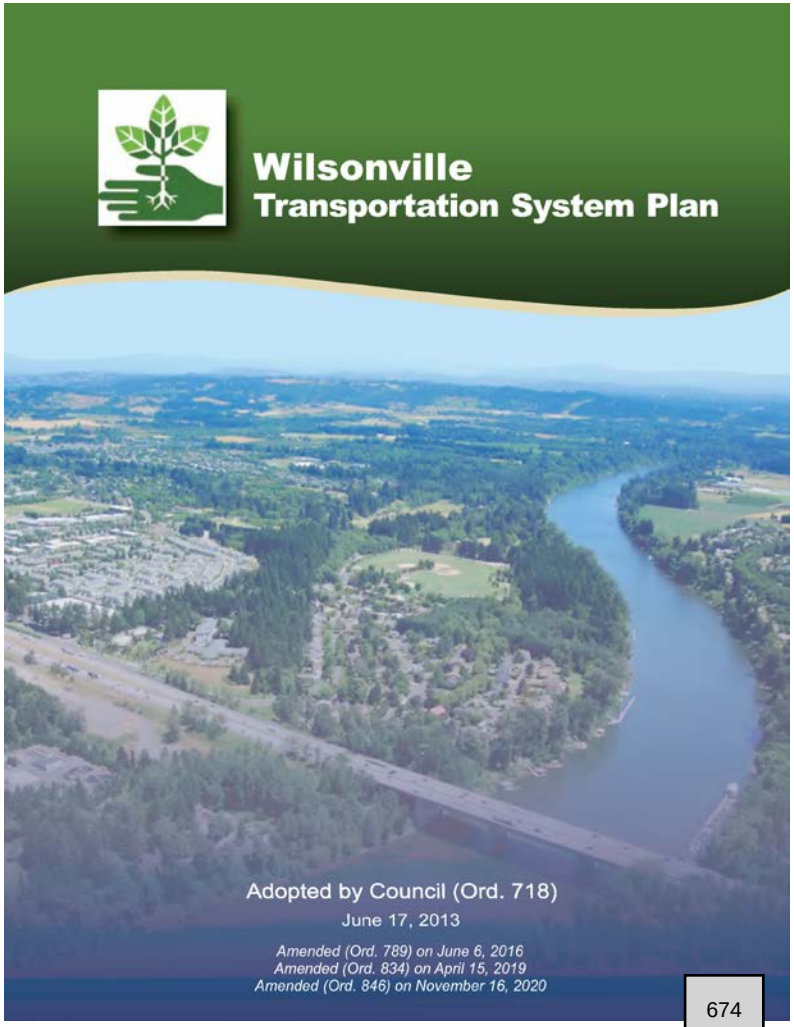
3 / CHAPTER 5: PROJECTS

4 / QUESTIONS

DKS

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

DKS

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)

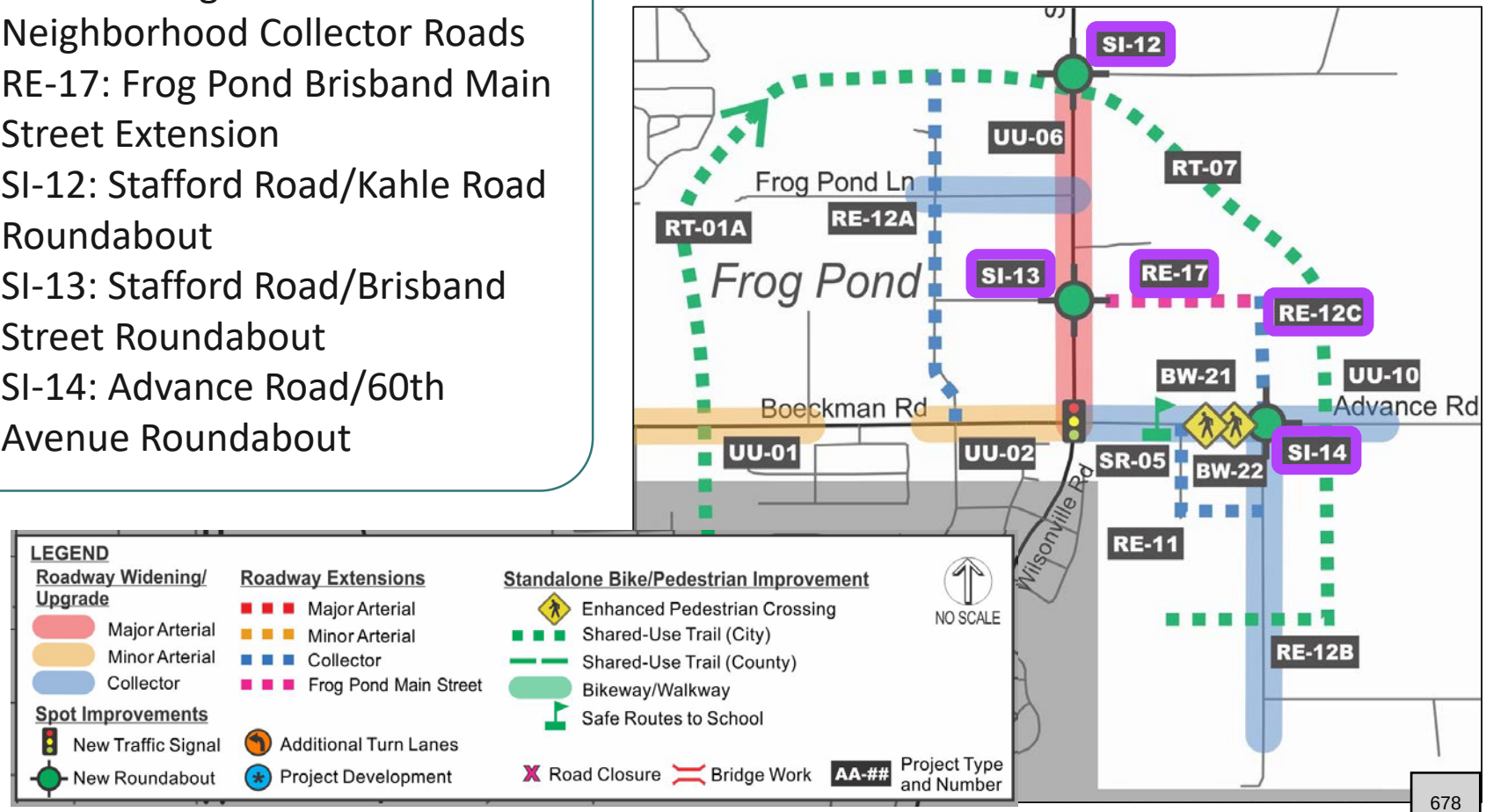
School Local Street

Brisband Main Street

CHAPTER 5: PROJECTS

High Priority Projects

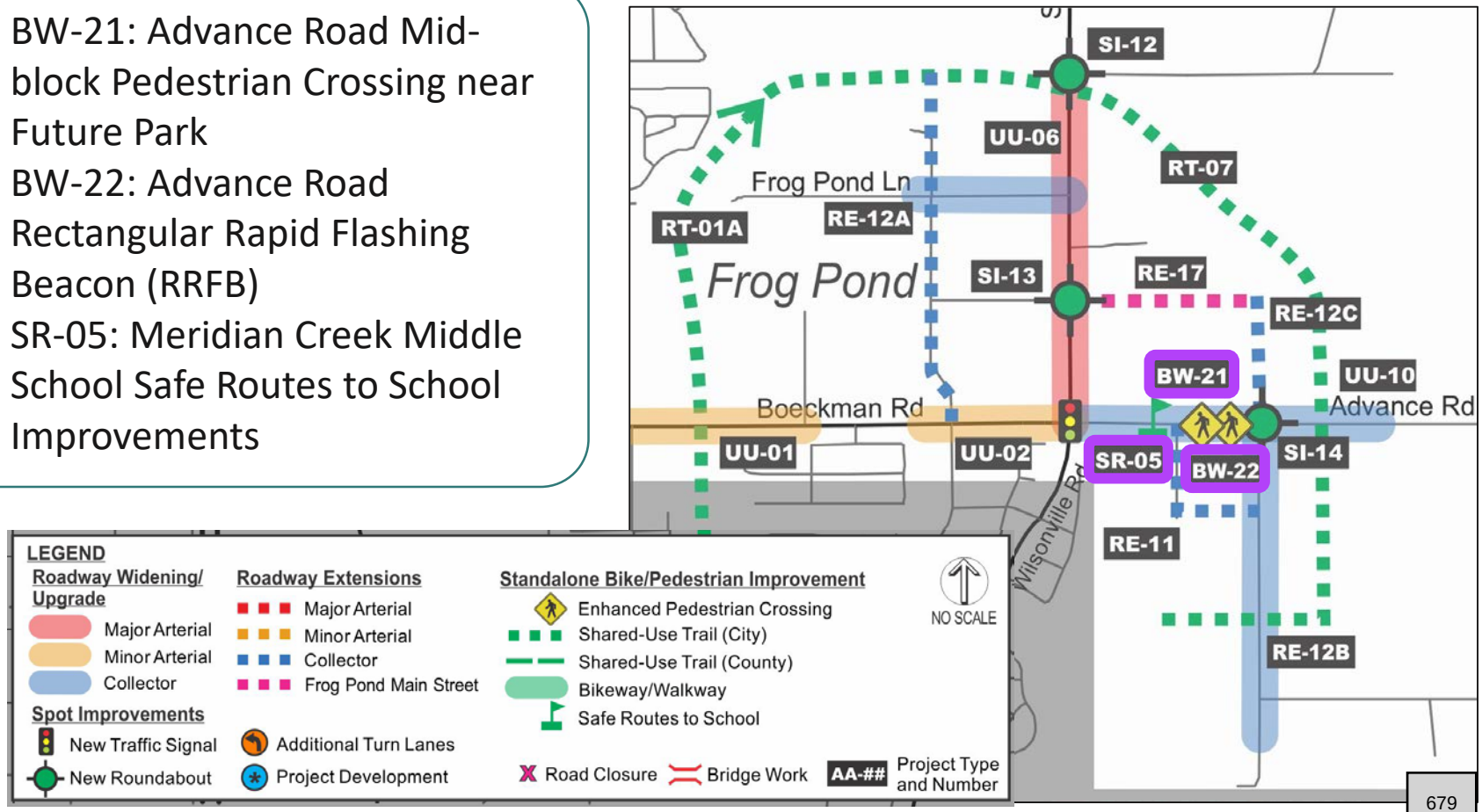
- RE-12C: Frog Pond East Neighborhood Collector Roads
- RE-17: Frog Pond Brisband Main Street Extension
- SI-12: Stafford Road/Kahle Road Roundabout
- SI-13: Stafford Road/Brisband Street Roundabout
- SI-14: Advance Road/60th Avenue Roundabout



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.

CITY COUNCIL MEETING
STAFF REPORT

Meeting Date: May 1, 2023	**Subject: Ordinance No. 878 2nd Reading** Approving A Street Name Change Of SW Columbine Avenue To SW Ponderosa Avenue In The Frog Pond Ridge Subdivision **Staff Member:** Georgia McAlister, Associate Planner **Department:** Community Development
Action Required	**Advisory Board/Commission Recommendation**
☒ Motion ☒ Public Hearing Date: April 17, 2023 ☒ Ordinance 1st Reading Date: April 17, 2023 ☒ Ordinance 2nd Reading Date: May 1, 2023 ☐ Resolution ☐ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda	☒ Approval ☐ Denial ☐ None Forwarded ☐ Not Applicable **Comments:** During a public hearing on March 27, 2023, Development Review Board Panel 'B' reviewed and unanimously recommended approval of the street name change.
Staff Recommendation: Staff recommends Council adopt Ordinance No. 878 on 2nd reading.	
Recommended Language for Motion: I move to adopt Ordinance No. 878 on 2nd reading.	
Project / Issue Relates To:	

☐Council Goals/Priorities:	☒Adopted Master Plan(s): Frog Pond West	☐Not Applicable

ISSUE BEFORE COUNCIL:
Approval of a resident-initiated street name change of SW Columbine Avenue in Frog Pond West to SW Ponderosa Avenue.

EXECUTIVE SUMMARY:

The Development Review Board (DRB) approved the 71-lot Frog Pond Ridge subdivision, and subsequently City Council approved the annexation and zone change, in the summer of 2020. The approval included a preliminary subdivision plat, including a number of new streets to be dedicated to the City. The subject street was included and labeled on the preliminary plat as "Street I". Subsequently, the developer submitted a final plat to the City for staff review to ensure conformity with the DRB and City Council approvals and other technical considerations. As part of this final plat administrative process, the developer proposed a name for each street, which was checked by City staff to ensure conformance with the City Street Naming Policy adopted in Resolution No. 1924. The proposed name of SW Columbine Avenue for "Street I" was approved as it met the City's adopted policy of using names of native trees and other native plants. No error was made and the correct process and all policies were followed. The applicant, who has purchased a home on the street, has requested the name be changed from SW Columbine Avenue to SW Ponderosa Avenue. The criteria and process for renaming a street within the City of Wilsonville is outlined in and regulated by the City Street Naming Policy as well as ORS 227.120.

State Statute ORS 227.120 requires approval of a street name change by the Development Review Board, adopted by Ordinance, with public hearings held by both DRB and the City Council. Ordinance No. 878, if approved, will change the street name by modifying Condition of Approval PFD 2 from the Frog Pond Ridge Subdivision approval, DB20-0007. This condition of approval required the proper review and procedure for the naming of the streets in Frog Pond Ridge during the Final Subdivision Plat review. Modifying the condition will trigger the plat modification necessary for the official recording of the street name change and reapplication of the condition of approval, allowing staff to apply the criteria and process of the City Street Naming Policy as well as the requirements of State Statute ORS 227.120.

The request was referred to the Development Review Board for review as required by State Statute. Resolution 414 was heard by the City's Development Review Board on March 27, 2023, and referred to City Council with the recommendation for approval of the street name change. In accordance with ORS 227.120, the City Council must take action based on the recommendation and can either approve, deny, or modify the name change request. If the request is approved, conditions of approval outlined under Resolution 414 will require the applicant to record the name change on the plat, pay for replacement signs, and coordinate the timely installation within 60-days of approval.

EXPECTED RESULTS:

Adoption of Ordinance No. 878 will result in a street name change from SW Columbine Avenue to SW Ponderosa Avenue.

TIMELINE:
The Ordinance will be in effect 30-days after adoption on second reading and upon filing the Ordinance with the county recorder, county assessor, and county surveyor as provided by ORS 227.120. The applicant will have 60-days after the approval to purchase the street signs and coordinate their installation to ensure installation is completed in a timely manner in order to reduce the impact of the change to neighboring property owners.

CURRENT YEAR BUDGET IMPACTS:
The project is not expected to have budget impacts.

COMMUNITY INVOLVEMENT PROCESS:
Staff sent the required public hearing notices.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:
The street name change will impact surrounding residents as well as the property owners along SW Columbine. All required property owners consented to the change.

ALTERNATIVES:
The alternatives are to modify, approve, or deny the request related to modifying the street name.

CITY MANAGER COMMENT:

ATTACHMENTS:
1. Ordinance No. 878
    A. Compliance Findings
    B. Development Review Board Panel B Resolution No. 414

ORDINANCE NO. 878

AN ORDINANCE OF THE CITY OF WILSONVILLE APPROVING A STREET NAME CHANGE OF SW COLUMBINE AVENUE TO SW PONDEROSA AVENUE IN THE FROG POND RIDGE SUBDIVISION.

WHEREAS, in the summer of 2020 the Development Review Board (DRB) approved the 71-lot Frog Pond Ridge subdivision (the approval), and subsequently City Council approved the annexation and zone change; and

WHEREAS, the approval included a number of new streets to be dedicated to the City including the subject street labeled as "Street I"; and

WHEREAS, the name of SW Columbine Avenue for "Street I" was approved during approval of the final plat, consistent with Condition of Approval PFD 2 (Condition PFD 2) which designated the street naming process to be followed, as it met the City's adopted Street Naming Policy, Resolution No. 1924, adopted on March 7, 2005, which includes the use of native tree and other plant names for streets; and

WHEREAS, no error was made and the correct process and all policies where followed in naming the street SW Columbine Avenue; and

WHEREAS, a request was submitted by Shawn Leahy, who is purchasing a home addressed on the subject street, to change the street name from SW Columbine Avenue to SW Ponderosa Avenue (the request); and

WHEREAS, ORS 227.120 requires a street name change approved by the Development Review Board and adopted by Ordinance after public hearings held by City Council; and

WHEREAS, DRB Panel B duly considered the request, and after a public hearing on March 27, 2023, adopted DRB Resolution No. 414, recommending approval of the request to City Council; and,

WHEREAS, the formal action of DRB was to modify Condition PFD 2, which formal action is the application type identified by the City to facilitate the hearings process identified by ORS 227.120; and

WHEREAS, the City Council, during an April 17, 2023 public hearing, duly considered the DRB's recommendation and other available information, including the staff recommendation and all the exhibits and testimony introduced and offered by all interested parties.

NOW, THEREFORE, THE CITY OF WILSONVILLE ORDAINS AS FOLLOWS:

Section 1. Findings. The City hereby adopts the findings contained in Exhibit A.

Section 2. Determination. The City modifies Condition of Approval PFD 2 from the Frog Pond Ridge Subdivision approval, DB20-0007, enabling City staff to process a name change of SW Columbine Avenue and ensure the selected new name, SW Ponderosa Avenue, meets the City's street naming policy and is appropriately recorded as directed by State statute. The City approves the street name change of SW Columbine Avenue to SW Ponderosa Avenue. The City shall further ensure notice of the name change is made to parties notified of address changes in the City and all signage is changed reflecting the new name.

Section 3. Effective Date. This Ordinance shall be declared to be in full force and effect thirty (30) days from the date of final passage and approval.

SUBMITTED by the Wilsonville City Council at a regular meeting thereof this 17th day of April, 2023, and scheduled the second reading on May 1, 2023 commencing at the hour of 7:00 p.m. at the Wilsonville City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon.

_____

Kimberly Veliz, City Recorder

ENACTED by the City Council on the ___ day of May, 2023, by the following votes:

Yes: _____ No: _____

_____

Kimberly Veliz, City Recorder

DATED and signed by the Mayor this _____ day of May, 2023

_____

JULIE FITZGERALD MAYOR

SUMMARY OF VOTES:

Mayor Fitzgerald

Council President Akervall

Councilor Berry

Councilor Dunwell

Councilor Linville

EXHIBITS:

A. Compliance findings for the proposed modification to the Condition of Approval
B. Development Review Board Panel A Resolution No. 414

WILSONVILLE
OREGON

Ordinance No. 878 Compliance Findings

Date of Report:	March 20, 2023
Application Nos.:	DB23-0002 Modification to Condition of Approval
Request/Summary:	Class 3 Modification to Condition of Approval for the Renaming of SW Columbine Avenue to SW Ponderosa Avenue in the Frog Pond Ridge Subdivision
Location:	Public right-of-way (currently named SW Columbine Avenue), Section 12DD, Township 3 South, Range 1 West, Willamette Meridian, City of Wilsonville, Clackamas County, Oregon
Owner:	City of Wilsonville
Applicant:	Sean Leahy

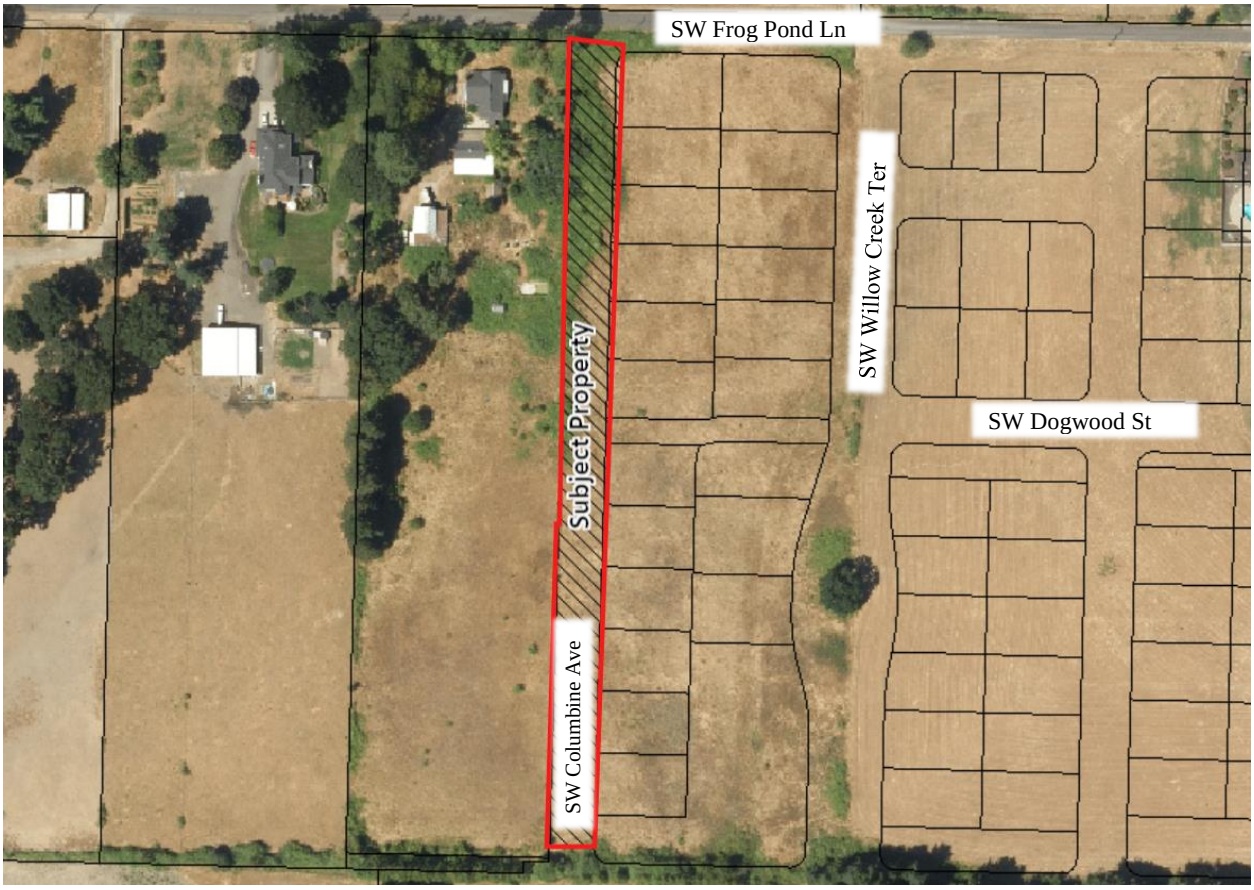
Comprehensive Plan Designation: Residential Neighborhood

Zone Map Classification:	Residential Neighborhood (RN)
Staff Reviewers:	Georgia McAlister, Associate Planner

Applicable Review Criteria:

Development Code:	
Section 4.008	Application Procedures-In General
Section 4.009	Who May Initiate Application
Section 4.010	How to Apply
Section 4.011	How Applications are Processed
Section 4.014	Burden of Proof
Section 4.031	Authority of the Development Review Board
Section 4.236	Land Division
Resolution:	
Resolution 1924	City of Wilsonville Street Naming Policy
Other Planning Documents:	
Wilsonville Comprehensive Plan	
Oregon Statutes:	
ORS 227.120	Procedure and approval for renaming streets
Prior Land Use Approvals:	
DB20-0002- DB20-0014	Frog Pond Ridge Subdivision
AR21-0040 and AR21-0041	Frog Pond Ridge Phase One and Two Final Plat

Vicinity Map



Background:

The Development Review Board (DRB) and Subsequently City Council approved the 71-lot Frog Pond Ridge Subdivision in the Summer of 2020. The approval included approval of a preliminary subdivision plat, including a number of new streets to be dedicated to the City. The subject street was included labeled on the preliminary plat as "Street I". Subsequently, the developer submitted a final plat to the City for Staff review to ensure conformity with the DRB and City Council approval and other technical considerations. As part of this final plat administrative process the developer proposed a name for each street which was checked by City staff to conform with the City Street Naming Policy adopted in Resolution No. 1924. The proposed name of SW Columbine Avenue for "Street I" was approved as it met the City's adopted policy of using names of native trees and other plants (*see* Resolution No. 1924). No error was made and the correct process and all policies where followed. The applicant, who has purchased a home on the street, has requested the name be changed from SW Columbine Avenue to SW Ponderosa Avenue.

Summary:

Modification to Condition of Approval (DB23-0002)

This application is a request to modify Condition of Approval PFD 2 from the Frog Pond Ridge Subdivision approval, DB20-0007. This condition of approval required the proper review and procedure for the naming of the streets in Frog Pond Ridge during the Final Subdivision Plat review. Staff conducted this review accordingly, prior to the recording of the final plat. The modification of a condition is the application type identified by the City to facilitate the hearings process identified by Oregon Statute related to changing street names. The street name change will trigger City staff to apply Condition of Approval PFD 2 again, ensuring the new street name also follows the City Street Naming Policy and the new street name is recorded on the final plat with Clackamas County. Going through this process will allow for the subject street name to be changed from SW Columbine Avenue to SW Ponderosa Avenue.

Conclusion and Conditions of Approval:

Staff has reviewed the Applicant's analysis of compliance with the applicable criteria. The Staff report adopts the applicant's responses as Findings of Fact except as noted in the Findings. Based on the Findings of Fact and information included in this Staff Report, and information received from a duly advertised public hearing, the request is approved with the following conditions:

Conditions:

PF 1.	All new street signs shall be installed 60 days after approval of this application by the City Council unless an extension is granted by the City in writing. Applicant is responsible for paying for and coordinating timely installation of the new signs.
PF 2.	All street signs shall utilize the City-approved sign cap on street name signs throughout the entirety of the subdivision, matching the design used in the Frog Pond Meadows, Stafford Meadows, and Morgan Farm subdivisions. The sign caps shall be purchased from the City.

Master Exhibit List:

The following exhibits are hereby entered into the public record by as confirmation of consideration of the application as submitted. This is the exhibit list that includes exhibits for Planning Case File DB23-0002.

Procedural Statements and Background Information:

1. The statutory 120-day time limit applies to this application. The application was received on March 3, 2023. On March 7, 2023, the application was deemed complete. The City must render a final decision for the request, including any appeals, by July 5, 2023.

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2. Surrounding land uses are as follows:

Compass Direction	Zone:	Existing Use:
North:	N/A	Farmland
East:	RN	Single-Family Housing
South:	RN	Single-Family Housing
West:	RN	Single-Family Housing

3. Previous Planning Approvals:
DB20-0007 Annexation
DB20-0008 Zone Map Amendment
DB20-0009 State I Preliminary Plan
DB20-0010 Stage II Final Plan
DB20-0012 Tentative Subdivision Plat
DB20-0013 Type C Tree Removal Plan
DB20-0014 Waiver – Front Setback
SI20-0001 Abbreviated SRIR Review
AR21-0040 Phase One Final Plat
AR21-0041 Phase Two Final Plat

4. The applicant has complied with Sections 4.013-4.031 of the Wilsonville Code, said sections pertaining to review procedures and submittal requirements. The required public notices have been sent and all proper notification procedures have been satisfied.

Findings:

NOTE: Pursuant to Section 4.014 the burden of proving that the necessary findings of fact can be made for approval of any land use or development application rests with the applicant in the case.

General Information

Application Procedures-In General
Section 4.008

Criteria: This section lists general application procedures applicable to a number of types of land use applications and also lists unique features of Wilsonville's development review process.
Response: The application is being processed in accordance with the applicable general procedures of this Section.

Initiating Application
Section 4.009

Criterion: "Except for a Specific Area Plan (SAP), applications involving specific sites may be filed only by the owner of the subject property, by a unit of government that is in the process of acquiring the property, or by an agent who has been authorized by the owner, in writing, to apply."
Response: The application has been submitted by Sean Leahy, City resident, who has purchased a home on the street. The street has already been dedicated by the developer to the City. The City allows street name changes in accordance with the City Street Naming Policy, and thus, authorizes the application.

Pre-Application Conference
Subsection 4.010 (.02)

Criteria: This section lists the pre-application process
Response: A Pre-application conference was determined to be unnecessary for this review.

Lien Payment before Approval
Subsection 4.011 (.02) B.

Criterion: "City Council Resolution No. 796 precludes the approval of any development application without the prior payment of all applicable City liens for the subject property. Applicants shall be encouraged to contact the City Finance Department to verify that there are no outstanding liens. If the Planning Director is advised of outstanding liens while an application is under consideration, the Director shall advise the applicant that payments must be made current or the existence of liens will necessitate denial of the application."
Response: No applicable liens exist for the subject property. The application can thus move forward.

General Submission Requirements
Subsection 4.035 (.04) A.

Criteria: "An application for a Site Development Permit shall consist of the materials specified as follows, plus any other materials required by this Code." Listed 1. through 6. j.
Response: The applicant has provided all of the applicable general submission requirements contained in this subsection.

Zoning-Generally
Section 4.110

Criteria: "The use of any building or premises or the construction of any development shall be in conformity with the regulations set forth in this Code for each Zoning District in which it is located, except as provided in Sections 4.189 through 4.192." "The General Regulations listed in Sections 4.150 through 4.199 shall apply to all zones unless the text indicates otherwise."
Response: This proposed development is in conformity with the applicable zoning district and general development regulations listed in Sections 4.150 through 4.199 have been applied in accordance with this Section.

Request: DB23-0002 Modification to Condition of Approval for Street Name Change

As described in the Findings below, the applicable criteria for this request are met or will be met by Conditions of Approval.

Street Rename Regulations and Process

Condition of Approval Modification
Planning Division Condition PFD 2. (DB22-0002)

A1. **Criterion:** "Prior to final approval: The Final Subdivision Plat shall indicate dimensions of all lots, lot area, minimum lot size, easements, proposed lot and block number, parks/open space by name and/or type, and any other information that may be required as a result of the hearing process for the Stage II Final Plan of the Tentative Plat"
Response: Street names are reviewed as part of Final Subdivision Plat permitting process by the City Engineer. The correct review was conducted according to the City Street Naming Policy and the Planning Division Condition of Approval PFD 2. This application is a request to modify Condition of Approval PFD 2 to allow for the street on the eastern side of Frog Pond Ridge, currently named SW Columbine Avenue, to be renamed SW Ponderosa Avenue and appear as such on the Final Plat. The applicable criteria for review for PFD 2, as it relates to street naming, will need to be reapplied as part of this application to rename the street.

Procedure and Approval for Renaming Streets
ORS 227.120

A2. **Criterion:** This State Statute regulates the approval procedure for street name changes in the State of Oregon.
"Within six miles of the limits of any city, the commission, if there is one, or if no such commission legally exists, then the city engineer, shall recommend to the city council the renaming of any existing street, highway or road, other than a county road or state highway, if in the judgment of the commission, or if no such commission legally exists, then in the judgment of the city engineer, such renaming is in the best interest of the city and the six mile area. Upon receiving such recommendation the council shall afford persons particularly interested, and the general public, an opportunity to be heard, at a time and place to be specified in a notice of hearing published in a newspaper of general circulation within the municipality and the six mile area not less than once within the week prior to the week within which the hearing is to be held. After such opportunity for hearing has been afforded, the city council by ordinance shall rename the street or highway in accordance with the recommendation or by resolution shall reject the recommendation. A certified copy of each such ordinance shall be filed for record with the county clerk or recorder, and a like copy shall be filed with the county assessor and county surveyor. The county surveyor shall enter the new names of such streets and roads in red ink on the county surveyor's copy of any filed plat and tracing thereof which may be affected, together with appropriate notations concerning the same. The original plat may not be corrected or changed after it is recorded with the county clerk."
Response: The Development Review Board is considered "the commission" and "such commission" as referenced in this Statute. Holding a hearing before the Development Review Board and having the Board forward a recommendation to City Council fulfills the requirements of the Statute. The City Council hearing is scheduled for April 17, 2023, as is required. All required noticing procedures for the hearing, including notification of residents within 6 miles via the newspaper have been followed.

Street Naming
Section 4.236(.09)

A3. **Criterion:** Street Names. No street names will be used which will duplicate or be confused with the names of existing streets, except for extensions of existing streets. Street names and numbers shall conform to the established name system in the City, and shall be subject to the approval of the City Engineer.
Response: The proper procedure and criteria were followed for the naming of SW Columbine Avenue. The Frog Pond Ridge subdivision conforms to the City's established name system. The streets were proposed by the developer and approved by the City Engineer according to the City Street Naming Policy, at the time of final plat review, as all naming standards were met.

The proposed street name change and name, SW Ponderosa Avenue, is also subject to

approval by the City Engineer according to the City Street Naming Policy. The proposed name is not duplicative of existing streets within the City of Wilsonville and conforms to the City Street Naming Policy. See Findings A4-A8.

Avoiding Duplicity
Resolution No. 1924 (City Street Naming Policy)

A4. **Criterion:** "No street names shall be used which will duplicate, sound like or closely resemble the names of existing streets, except for extensions of existing streets or when eventual connection cannot be anticipated."
Response: The proposed name is not duplicative of any existing streets within the City.

Street Designation
Resolution No. 1924 (City Street Naming Policy)

A5. **Criterion:** "All other streets that generally run north-south shall be designated "Avenues". All other streets that generally run east-west shall be designated "Streets"."
Response: The subject street runs north-south therefore, the renamed street will continue to be designated as Avenue.

Name Selection
Resolution No. 1924 (City Street Naming Policy)

A6. **Criterion:** When practical, streets shall be named using historic surnames or names reflecting Oregon geography, natural features or native plants and animals. Utilization of first names is discouraged. Names to be considered may include, but are not limited to the following:
a. Early homesteaders or settlers in the Wilsonville area.
b. Original holders of Donation Land Claims in the Wilsonville area.
c. Heirs of original settlers or long-time residents of the Wilsonville area.
d. Early community leaders and pioneers of eminence.
e. Native American tribes indigenous to Oregon.
f. Pioneers of the Champoeg I Butteville area.
g. Native animal and bird names
h. Native tree and plant names
i. Agrarian and cultural themes
Response: The proposed name, SW Ponderosa Avenue, fits the naming criteria in the City street naming policy. Ponderosa trees are native trees that grow throughout the Willamette Valley.

Street Suffix
Resolution No. 1924 (City Street Naming Policy)

A7. **Criterion:** "All streets shall have a suffix name. Only street suffix names from the USPS Postal Addressing Standards are permitted."
Response: The proposed street name SW Ponderosa Avenue meets this standard.

Renaming Naming Policy
Resolution No. 1924 (City Street Naming Policy)

A8. **Criterion:** "Individuals wishing to rename a street must provide written approval from the major of property owners along said street and are subject to approval by the City Council. Applicant must pay cost associate with replacing signage."
Response: The applicant submitted documentation showing written consent of all property owners. See Exhibit B2. The City Council hearing date is scheduled for April 17, 2023. A condition of approval will ensure that the applicant pays the cost associated with replacing the street signs.

DEVELOPMENT REVIEW BOARD
RESOLUTION NO. 414

A RESOLUTION ADOPTING FINDINGS RECOMMENDING APPROVAL TO CITY COUNCIL OF A CLASS 3 MODIFICATION TO CONDITION OF APPROVAL FOR THE RENAMING OF SW COLUMBINE AVENUE TO SW PONDEROSA AVENUE IN THE FROG POND RIDGE SUBDIVISION LOCATED AT PUBLIC RIGHT-OF-WAY (CURRENTLY NAMED SW COLUMBINE AVENUE) SECTION 12DD, TOWNSHIP 3 SOUTH, RANGE 1 WEST, WILLAMETTE MERIDIAN, CITY OF WILSONVILLE, CLACKAMAS COUNTY, OREGON.

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted by Sean Leahy, Applicant, in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code, and

WHEREAS, the subject site is located at Public right-of-way (currently named SW Columbine Avenue), Section 12DD, Township 3 South, Range 1 West, Willamette Meridian, Clackamas County, Oregon, and

WHEREAS, the Planning Staff has prepared the staff report on the above-captioned subject dated March 20, 2023, and

WHEREAS, said planning exhibits and staff report were duly considered by the Development Review Board Panel B at a scheduled meeting conducted on March 27, 2023, at which time exhibits, together with findings and public testimony were entered into the public record, and

WHEREAS, the Development Review Board considered the subject and the recommendations contained in the staff report, and

WHEREAS, interested parties, if any, have had an opportunity to be heard on the subject.

NOW, THEREFORE, BE IT RESOLVED that the Development Review Board of the City of Wilsonville does hereby adopt the staff report dated March 20, 2023, attached hereto as Exhibit A1, with findings and recommendations contained therein, pertaining to the Modification to Condition of Approval (DB23-0002), forwards the recommendation for approval City Council for their consideration.

ADOPTED by the Development Review Board of the City of Wilsonville at a regular meeting thereof this 20th day of March, 2023, and filed with the Planning Administrative Assistant on March 28, 2023. This resolution is final on the 15th calendar day after the postmarked date of the written notice of decision per *WC Sec 4.022(.09)* unless appealed per *WC Sec 4.022(.02)* or called up for review by the Council in accordance with *WC Sec 4.022(.03)*.

Rachelle Barrett, Chair - Panel B
Wilsonville Development Review Board

Attest:

Shelley White, Planning Administrative Assistant

WILSONVILLE
OREGON

CITY COUNCIL MEETING
STAFF REPORT

Meeting Date: May 1, 2023	**Subject: Ordinance No. 879** An Ordinance of the City of Wilsonville Regarding Regulation of Camping on Public Property by Adding Sections 10.700 through 10.780 to the Wilsonville Code; Amending Wilsonville Code Sections 3.000, 5.200, 5.210, and 10.540; and Repealing Wilsonville Code Sections 6.400 and 10.425 **Staff Members:** Amanda Guile-Hinman, City Attorney **Department:** Legal
Action Required	**Advisory Board/Commission Recommendation**
☒ Motion ☒ Public Hearing Date: ☒ Ordinance 1st Reading Date: May 1, 2023 ☐ Ordinance 2nd Reading Date: May 15, 2023 ☐ Resolution ☐ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda	☐ Approval ☐ Denial ☐ None Forwarded ☒ Not Applicable **Comments:** N/A
Staff Recommendation: Adopt, on first reading, Ordinance No. 879.	
Recommended Language for Motion: I move to adopt Ordinance No. 879 on first reading.	
Project / Issue Relates To:	

☒Council Goals/Priorities: Housing Strategy 14 – adopt ordinances to bring the city into compliance with state and circuit court rules	☐Adopted Master Plan(s):	☐Not Applicable

ISSUE BEFORE COUNCIL:

Consider for adoption Ordinance No. 879 (Attachment 1) to bring Wilsonville Code regulations into compliance with state and federal law regarding camping on public property. The work session regarding the administrative rules and siting/aerial maps is provided in a separate staff report.

EXECUTIVE SUMMARY:
The proposed Ordinance No. 879 represents the culmination of almost one-year's work by the Council and City employees to consider regulations regarding camping on public property in Wilsonville that: (1) comply with House Bill (HB) 3115 (2021) and HB 3124 (2021); (2) are informed by the input of community members, individuals with lived experience, public and private service providers, and other stakeholders; and (3) emphasize continued outreach, communication, and education of the regulations to individuals experiencing homelessness and the community.

Since the project that has resulted in the proposed Ordinance No. 879 for Council consideration spanned almost one year and involved several work sessions between the Council and City staff, this staff report will: (1) detail the legal framework that led to this project; (2) review the outreach conducted and resulting information; (3) explain the policies, based on staff recommendations, Council direction, and community feedback received, described in proposed Ordinance No. 879; and (4) summarize the continued steps that will follow passage of Ordinance No. 879, if adopted.

I. LEGAL FRAMEWORK

The drivers for this project come from two main sources: (1) federal case law regarding outright bans of camping on public property; and (2) state legislation that codified the outcomes of the federal case law and also mandated local compliance with the legislation by July 1, 2023.

A. Federal Cases on Camping Ban Enforcement

1. Martin v. Boise – Ninth Circuit Court of Appeals (2019)

In 2019, the United States Ninth Circuit Court of Appeals ("9th Circuit"), in *Martin v. Boise*, examined the constitutionality of two Boise ordinances: one that made it a misdemeanor to use "any streets, sidewalks, parks, or public places as a camping place at any time," and one that banned occupying or otherwise using a public or private structure without permission. The facts of the case are important to understand the nuance of the resulting limitations imposed on local governments – at the time, Boise had a "significant and increasing homeless population" and point-in-time counts of unhoused individuals in the county in which Boise is located, Ada County, ranged between approximately 750 to 870 individuals with 46 to 125 identified as unsheltered. The court noted that Boise had three homeless shelters at the time, all of which were run by nonprofits. These shelters were the only identified shelters in the county. One of the shelters had 96 beds for individuals and several additional beds for families, and it did not impose any religious requirements on its residents. The two other shelters were run by a religious nonprofit that offered Christian religious services and displayed religious messages and iconography on the walls – one shelter was exclusively for men and the other was exclusively for women and children. There were also time limits for how long individuals could stay at the two shelters. All told, Boise's three homeless shelters contained 354 beds and 92 overflow mats for unhoused individuals.

The 9th Circuit ruled that these two ordinances generally violated individuals' rights under the 8th Amendment, which prohibits government from imposing cruel and unusual punishment. What came out of *Martin* was the general understanding that a city cannot criminalize being involuntarily homeless – as the court explained, "[T]he Eighth Amendment prohibits the imposition of criminal penalties for sitting, sleeping, or lying outside on public property for homeless individuals who cannot obtain shelter." 920 F.3d 584, 617. In other words, if a city does not have enough beds for individuals experiencing homelessness, it cannot punish those individuals for sleeping outside because they have nowhere else to go. The court focused on the following facts by determining that Boise's prohibited camping ordinances violated the 8th Amendment: (1) there were not enough shelter beds in Boise for the unhoused population; and (2) some of the shelters had gender, time, and religious limitations that were additional barriers to unhoused individuals. In an effort to narrow the scope of the court's decision, the court caveated its prohibition by holding that cities do not have to provide shelter and do not have to allow sitting, lying, and sleeping on public property at any time or at any place. Rather, cities can still have reasonable time, place, and manner restrictions for camping.

2. *Blake v. City of Grants Pass* – US Federal District Court for the District of Oregon (2020)

After *Martin*, many jurisdictions began revising their state and local statues to comply with the recent decision – namely, developing time, place, and manner restrictions for camping on public property. In 2020, a class of individuals experiencing homelessness challenged various Grants Pass regulations that were similar to those in *Martin* before the U.S. Federal District Court of Oregon in *Blake v. Grants Pass*. Grants Pass had attempted a limited revision to its regulations in light of *Martin* to allow "sleeping" in certain circumstances, but retained all other prohibitions of camping on public property. Among the regulations were bans on camping in parks, camping on public property, and sleeping in public places when any bedding is used, as well as exclusions from parks for violating more than one regulation in one year's time. A particular focus by both the Federal District Court and later the Ninth Circuit Court of Appeals was that Grants Pass's ordinances, while allowing sleeping, did not allow individuals to use any items to facilitate sleep, such as a pillow, blanket, cardboard, or tent. The fact scenario in the *Blake* case was similar to *Martin* – the point in time count for Grants Pass in 2019 identified 602 unhoused individuals. Grants Pass had no "shelters" as defined by the criteria established by the US Department of Housing and Urban Development ("HUD")[1]. The one shelter in Grants Pass was run by Gospel Rescue Mission ("GRM") and had very stringent rules and religious requirements. Thus, not only were there insufficient beds in Grants Pass even counting the GRM shelter, the Federal District Court indicated a reticence to even counting those shelter beds given the barriers imposed on unhoused individuals to accessing GRM's shelter and the fact that GRM was not a HUD certified emergency shelter.

[1] Interestingly, the *Martin* decision did not focus on whether the shelters in Boise met the HUD criteria. Rather, even with the shelter beds at the three shelters in Boise, there were not enough to meet the point-in-time count of unhoused individuals. This question of whether a shelter needs to meet the HUD criteria to be considered in the comparison of unhoused individuals to available beds remains unanswered. The implication is that jurisdictions do not know whether "available beds" must be in shelters that meet HUD criteria or other alternative sheltering that is becoming commonplace as temporary sheltering for unhoused individuals within the 9th Circuit.

The District Court ultimately held that Grants Pass's regulations violated *Martin*, and provided further clarification regarding when cities can or cannot enforce camping prohibitions. The Court held that the 8th Amendment prohibits a jurisdiction from punishing people for taking necessary steps to keep themselves warm and dry while sleeping (such as using bedding or a barrier between themselves and the ground). The court explained, "[I]t is not enough under the Eight Amendment to simply allow sleeping in public spaces; the Eight Amendment also prohibits a City from punishing homeless people for taking necessary minimal measures to keep themselves warm and dry while sleeping when there are no alternative forms of shelter available." 2020 WL 4209227, *6. The Court also held that enforcement through imposition of a civil penalty as opposed to a criminal charge did not relieve Grants Pass from the 8th Amendment analysis in *Martin*.

The Federal District Court did reiterate the *Martin* caveat that local jurisdictions do not have to provide shelters or to allow camping at all times on all public property. It also suggested that some regulations, such as prohibiting the use of tents, may be permissible under the Eighth Amendment analysis. The court stated:

> "The City may implement time and place restrictions for when homeless individuals may use their belongings to keep warm and dry and when they must have their belonging packed up. The City may also implement an anti-camping ordinance that is more specific than the one in place now. For example, the City may ban the use of tents in public parks without going so far as to ban people from using any bedding type materials to keep warm and dry while they sleep. The City may also consider limiting the amount of bedding type materials allowed per individual in public places." *Id*. at *15.

3. *Johnson v. City of Grants Pass* – Ninth Circuit Court of Appeals (2022)

Grants Pass appealed the *Blake* decision[2] to the Ninth Circuit Court of Appeals, the same court that issued the *Martin* decision. The 9th Circuit did not focus on the type of shelter (whether HUD certified or not), but rather agreed with the District Court's analysis that the allowance to sleep necessarily includes materials needed to keep warm and dry. The 9th Circuit held that Grants Pass's ordinances violated the Eighth Amendment to the extent the ordinances prohibited individuals from taking minimal measures to keep warm and dry while sleeping. The court explained that the only plausible reading of its Martin decision is that "it applies to the act of 'sleeping' in public, including articles necessary to facilitate sleep." 50 F.4th 787, 808.

The 9th Circuit, like the Federal District Court, also reiterated that certain prohibitions may be permissible, such as restricting construction of structures or use of tents, though it does suggest that such prohibitions need to be justified:

[2] The named plaintiff in the matter was substituted because Debra Blake died after the federal district court decision.

> "Our holding that the City's interpretation of the anti-camping ordinances is counter to *Martin* is not to be interpreted to hold that the anti-camping ordinances were properly enjoined in their entirety. Beyond prohibiting bedding, the ordinances also prohibit the use of stoves or fires, as well as the erection of any structures. The record has not established the fire, stove, and structure prohibitions deprive homeless persons of sleep or 'the most rudimentary precautions' against the elements. Moreover, the record does not explain the City's interest in these prohibitions. Consistent with *Martin*, these prohibitions may or may not be permissible." *Id*. at 812.

The 9th Circuit jurisprudence has established the following rules regarding prohibited camping: (1) outright bans on camping on public property are impermissible when there are not enough beds available for individuals experiencing homelessness; (2) time, place, and manner regulations to limit when, where, and how people camp are permissible, but the regulations cannot have the effect of essentially banning camping or prohibiting individuals the ability to use materials necessary to facilitate sleep and to keep warm and dry; and (3) whether a jurisdiction imposes civil or criminal penalties does not change the applicability of the Eighth Amendment on camping bans.

B. New Oregon Laws Regulating Local Camping Bans

1. HB 3115 (2021)

With the guidance of both *Martin* and *Blake* (2020), the Oregon legislature passed HB 3115 in 2021 (codified as ORS 195.530), which set up specific requirements and limitations for city and county camping ordinances.

Among the requirements is a provision stating that any regulation of use of public property by individuals experiencing homelessness must be "objectively reasonable." Whether or not a regulation is objectively reasonable depends on an analysis of all the circumstances, including the impact of the law on the person, as well as other relevant considerations related to the specific conditions involved.

The law also provides for both an affirmative defense to any crime that is objectively unreasonable, as well as a private right of action for declaratory and injunctive relief (not money damages), which means that individuals can sue the City alleging the City Code is unreasonable on its face (no enforcement action by the City is required prior to suing the City for violating the new state law). The private right of action allows for the collection of attorney's fees at the judge's discretion. The law goes into effect on July 1, 2023. HB 3115 is the key legislation that requires local jurisdictions to bring their codes into compliance by July 1, 2023.

2. HB 3124 (2021)

Additionally, passed as HB 3124 (2021) and effective on June 23, 2021, ORS 195.505 added provisions requiring reasonable prior written notice to individuals of an intent to close an established campsite within 72 hours at each campsite entrance before closure, increased from 24-hours' prior notice. This policy does not apply if the site is housing illicit activities, in case of emergencies, or sites near a funeral service.

The law also added provisions regarding the receipt and storage of persons' belongings left after a valid site closure. Any unclaimed property is to be stored at a designated facility located in that community. The city must leave reasonable notice as to where and how the person may find and retrieve their belongings. A city is not required to store goods that are deemed to have no value or utility, or are unsanitary. A city will give all weapons, illicit substances, and stolen property to law enforcement. The city will store the items for 30 days after reasonable notice is given.

C. Other Considerations Regarding Camping Bans

Other concerns related to the regulation of camping on public property include the 1989 U.S. Supreme Court decision of *Deshaney v. Winnebago County Department of Social Services*, which viewed the 14th Amendment as imposing a duty on government actors when they have created dangerous conditions for others. This has been further refined by the 9th Circuit to apply a duty to government actors where an affirmative act puts a person in danger with a deliberate indifference to a known or obvious danger. *LA Alliance for Human Rights v. City of Los Angeles*, 2021 WL 1546235.

This is an important policy consideration for cities in deciding where to prohibit camping and where to allow it. The city must ensure that regulations for camping and related prohibitions do not expose individuals to a greater danger than under current circumstances. This will sometimes require a case-by-case analysis of current environmental conditions and potential harms that may occur after site removal. It is still unclear as to how far the duty stretches under the State Created Danger principle.

II. CITY PROJECT AND OUTREACH

With the state-mandated deadline approaching to come into compliance with HB 3115, in the summer of 2022, the City formed an inter-departmental team of employees to work on updating the City's camping code. While the Legal Department served as project manager, members of the Public Works, Parks and Recreation, Library, Code Compliance, Police, and Administration Departments met regularly with the Legal team to review Wilsonville Code provisions that regulate camping, and other related provisions, to discuss outreach, and to identify other issues that would need to be addressed outside of the likely code amendments.

A. Initial Considerations – What Can and Can't We Do?

An initial issue the project team reviewed was simply, what can we do and not do under the state and federal laws? Below is a summary of the actions the City can and cannot take when regulating camping:

- **We cannot ban camping outright** – in the 9th Circuit's jurisdiction (Alaska, Arizona, California, Hawaii, Idaho, Montana, Nevada, Oregon, Washington), only cities with sufficient shelter beds for unhoused individuals can ban camping outright. Whether such shelter beds must be traditional shelters, pallet shelters, tent sites, or other city-sanctioned sheltering is not clear from the case law and state statutes. Regardless, Wilsonville does not have any such sheltering and currently there is no evidence that there is enough sheltering opportunities within Clackamas County more generally[3]. Currently, staff is not aware of any city that is able to meet this threshold of having enough beds available for its unhoused residents. Portland's mayor recently stated a policy goal to reach this threshold, but otherwise, no city is able to ban camping outright. Moreover, with the passage of HB 3115, even if 9th Circuit decisions are later overturned, the City will still be required to comply with HB 3115.

- **We are only covering regulations on City-owned property and rights-of-way** – the requirements from the case law and state statutes only require cities to either provide shelter beds or allow camping on City-owned property and rights-of-way, not privately owned property or property owned by other public entities. Thus, any regulations regarding camping that may be ultimately adopted by Council are not applicable to business complexes, HOA-owned parks, school district property, or residences. However, we can consider a program that allows private property owners to apply to provide some camping on their property – several Oregon jurisdictions have implemented such programs. Again, this type of program is beyond the scope of the prohibited camping code revisions.

- **We can regulate the timing when camping may/may not occur**, such as only allowing camping between certain hours (e.g., from 9 pm to 7 am).

- **We can regulate where camping occurs on City-owned property** (e.g., parking lots, vacant City-owned lots).

- **We can regulate how camping occurs**, such as to prohibit open flames/fire, certain structures, size of structures, and size of overall space occupied. However, we must allow for individuals to be warm and dry while they sleep. This likely means, at a minimum, allowing individuals to utilize barriers between themselves and the ground, using sleeping bags or blankets to stay warm, and some protection from the rain.

[3] The case law is not clear on whether shelters within a county but outside a city may count toward availability of shelter beds for a city to prohibit camping, but the cases do generally look at resources within larger metro/county areas when conducting its analysis.

- **We cannot have regulations that are objectively unreasonable**. Reasonableness is determined by examining the totality of the circumstances, including the impact of the regulations on persons experiencing homelessness. Thus, if our time, place, and manner regulations have the impact of essentially prohibiting all camping or extremely limited camping (*see Blake v. City of Grants Pass*), then the regulations are not objectively reasonable.

B. Outreach, Engagement, and Education

While the project team understood the broad strokes of what the state and federal laws allow and do not allow when regulating camping on public property, the more nuanced policy questions must be determined by the Council, with input from subject-matter experts, community members, advisory boards, and individuals with lived experience. Thus, the City Attorney, aided by the City's Communication and Marketing Manager, engaged in a multi-faceted outreach plan, understanding that outreach needed to occur within a relatively short time due to the impending state-mandated compliance deadline.

Attached hereto as **Attachment 2** is an updated[4] memorandum of the outreach, engagement, and education conducted by the City. Below is a summary of the key highlights from the effort:

- The City provided a short questionnaire through Let's Talk, Wilsonville! and created a dedicated project page on the Let's Talk, Wilsonville! site. Over 400 community members responded to the questionnaire, the largest response received since the City implemented Let's Talk, Wilsonville!

    - Within the questionnaire, respondents had to force-rank factors to consider when developing a camping policy. The highest-ranked factors were: duration of stay, hours during which camping is allowed, and compatibility with nearby uses.

    - The questionnaire also required forced-ranking of locations' suitability to allow camping. City-owned property was the best alternative and the lowest alternatives were residential neighborhoods, near school grounds, and in parks and on trails.

    - Respondents also provided feedback on factors the City should consider when reviewing potential locations at which to allow overnight camping. The factors that received the highest response were sanitary considerations, public safety, proximity to schools, and proximity to residential areas.

- Staff presented on the project at two Diversity, Equity, and Inclusion Committee meetings, one Library Board meeting, and one Parks and Recreation Advisory Board meeting.

[4] The memorandum is an update to the prior memorandum provided to Council on February 23, 2023.

- Staff met with employees from Clackamas County, the West Linn-Wilsonville School District, Wilsonville Community Sharing, and Heart of the City.

- Additional meetings between staff and other community organizations also occurred during the outreach.

- Wilsonville Community Sharing worked with the City to provide an anonymous survey to individuals experiencing homelessness who utilize its services to get additional perspective from persons with lived experience.

- The Boones Ferry Messenger included information about the project in its January, February, April, and May 2023 publications.

- The Wilsonville Spokesman also reported on the project over the course of the last several months.

In addition to these efforts, and understanding that Clackamas County is the government entity that receives significant regional, state, and federal funding to address housing and homelessness issues, Clackamas County employees presented to the City Council on February 23, 2023 about the various programs, resources, and future plans that Clackamas County has to reduce the number of individuals experiencing homelessness in the county. As explained in Section IV below, the City will continue to engage and coordinate with Clackamas County regarding housing and homelessness response.

III. PROPOSED ORDINANCE NO. 879

To develop the proposed Ordinance No. 879, Council had many discussions over the last few months about the policy questions that are reflected in Ordinance No. 879. Below is a summary of some of the key policy direction from Council during these discussions:

- Time Regulations: Council debated between allowing camping only for specific hours (e.g., 9 pm to 7 am) or for a period of time (e.g., 12 hours or 24 hours). Council determined that the specific hour approach was the preferred alternative because it is easier to understand, implement, and enforce.

- Manner Regulations: Council determined to prohibit open flames because of the risk of fire and that Wilsonville Community Sharing's food pantry provides food that does not require heat to consume. Council further determined to restrict the use of alcohol or drugs since they are already prohibited on City facilities' properties. Council also indicated that animals need to be leased or otherwise physically contained, as is required on all city property that is not a designated off-leash dog park.

- Place Regulations: Given that the City only has anecdotal evidence of the number of residents who are experiencing homelessness, the Council wanted the place regulations to be reflective of the number of individuals experiencing homelessness in the community, but also to have flexibility to adjust where camping is allowed if the actual number is more or less than what is anecdotally known. Thus, Council directed for the new code provisions to reference administrative rules that can be amended more quickly to be responsive to the existent needs.

    - The administrative rules, that will be considered for approval separately from this Ordinance, currently identify two places for camping – a western portion of the City Hall parking lot for vehicle camping and a portion of the City property to the north adjacent to the City Hall parking lot for non-vehicle camping. The locations are centrally located, which allow individuals to know where to go, provide access to service providers to make contact with individuals, and simplify enforcement when individuals are not in the appropriate location at the allowed time. Council's direction came after examining public rights-of-way and city-owned property throughout the City, considering adjacent uses, and evaluating the feasibility of implementation, connecting to service providers, and enforcing the regulations. Council indicated a preference toward designating specific site(s) to allow camping, as opposed to only identifying where individuals cannot camp. This approach simplifies understanding where individuals can go to camp for survival, allows for service providers to better connect with individuals, and provides clear direction for enforcement.

Attached as **Attachment 1** is proposed Ordinance No. 879 with all anticipated Exhibits A-G, namely, new WC Sections 10.700-10.780 (Exhibit A), revisions to WC Section 3.000 (Exhibit B), revisions to WC 5.200 and 5.210 (Exhibit C), revisions to WC 10.540 (Exhibit D), deletion of WC Section 6.400 (Exhibit E), deletion of WC Section 10.425 (Exhibit F), the City Value Statements (Exhibit G), and the Findings for Ordinance No. 879 (Exhibit H).

Below is a discussion of the revisions made to certain Exhibits since the April 17, 2023 Council work session.

A. WC 10.700 through 10.780 – Camping Regulations

The following revisions were made to WC 10.700 through 10.780:

- Added reference to shopping carts regarding prohibition against certain obstructions in WC 10.740(1) and added reference to shopping carts regarding prohibition against storage of certain personal property in WC 10.740(9), based on direction from Council.

- Fixed a typo in WC 10.740(15) to reference subsections (1) through (14) above instead of (1) through (13) above.

- In WC 10.750(1)(b), changed "may" to "will," based on direction from Council.

B. WC 10.540 – Civil Exclusion Policy

While working on refining a civil exclusion policy, as a tangential work product to this project, staff realized that the current civil exclusion policy found in WC 10.540 references camping on public property and public rights-of-way as a basis to execute a civil exclusion order. Since camping will be allowed (subject to time, place, and manner regulations), the civil exclusion policy needs to be revised to remove camping. Additionally, the proposed updated code separately addresses enforcement for camping and so all camping enforcement should follow those regulations that are designed to comply with state and federal law. Thus, Ordinance No. 879 includes an additional reference to amend WC 10.540 and provides an additional exhibit to that effect.

C. Findings

The following revisions were made to the Findings:

- Revised Finding 1.5 to better reflect that, while the Council is adopting regulations to comply with state and federal law, camping for survival is not an alternative to housing that is necessary for the health of the individual.

- Corrected a typo in Finding 3.2, changing "The City Council find" to "The City Council finds…."

D. Ordinance

A final WHEREAS clause was added to note the public hearing to be held on May 1, 2023.

IV. IMPLEMENTATION STEPS AND ADDITIONAL ACTION ITEMS

While the project team and Council have devoted significant time to develop Ordinance No. 879 and its exhibits, as well as the Administrative Rules and maps, the next steps to implement the regulations, designate individuals' roles, develop protocols and forms, and continue coordination with Clackamas County and other service providers means that much work is left to be done. Below is a summary of implementation steps the City intends to take over the next two months to prepare for a July 1 effective date:

- An inter-departmental team will work through the questions and also develop protocols or standard operating procedures for City employees.

    - Hold a listening session with City employees to learn about the day-to-day issues or concerns that may not be reflected in the list described above. This meeting is scheduled for May 8, 2023.

  - Refine the list of questions previously raised by City employees concerning implementation to ensure questions are considered and addressed to the best of the City's ability.

  - Establish regular meetings with team members to brainstorm solutions to unanticipated issues that arise.

- Develop easily disseminated educational and reference materials for City employees, community members, and individuals experiencing homelessness.

- Contract with vendors to prepare the designated area(s) for potential overnight camping.

- Develop a more refined exclusion policy for Council consideration in June 2023.

- Continue coordination with Clackamas County and private service providers.

EXPECTED RESULTS:
Council consideration for adopting code revisions planned for May 2023.

TIMELINE:
Approximate timeline of expected upcoming events:

1. May 1, 2023 – First Reading of Ordinance
2. May 15, 2023 – Second Reading of Ordinance
3. May 15, 2023 – Adopt Administrative Rules via Resolution
4. July 1, 2023 – New regulations become effective

CURRENT YEAR BUDGET IMPACTS:
Assuming Council directs staff to move forward with the recommended plan for siting camping for survival, as discussed in a companion staff report regarding administrative rules, a supplemental budget request of approximately $100,000 is planned in June 2023 for one-time capital costs to contract for sanitation services, purchase and install fencing, and plant the needed vegetative screening. Ongoing operational and maintenance costs will be proposed in the next fiscal year budget.

COMMUNITY INVOLVEMENT PROCESS:
Public involvement is a focal point of the city camping code revision process to ensure a diverse group of community members and stakeholders can provide their priorities, interests, and concerns related to the potential code revisions. The City provided a community survey through Let's Talk, Wilsonville! and staff have met and are meeting with stakeholders, including City advisory boards, private service providers, business and community groups, Clackamas County, the School District, TVF&R, and other government agencies. Attached to this staff report as Attachment 2 is an updated memorandum regarding the outreach to and input from various stakeholders on this project.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

While community members may feel uncertain about the implementation and impact of these new camping regulations, the Council and City project team have diligently worked over several months to ensure that new regulations and siting for camping for survival reflect the current need for overnight campsites for individuals experiencing homelessness, while ensuring that the regulations are not so complicated or onerous that they are difficult to understand or enforce. The City is committed, as reflected in the value statements accompanying Ordinance No. 879, to collaborating with its partners to connect individuals experiencing homelessness with available resources so that the City can one day achieve functional zero homelessness in the community.

ATTACHMENTS:

1. Attachment 1 – Draft Ordinance No. 879 with Exhibits
    a. Exhibit A – WC 10.700-10.780
    b. Exhibit B – Revisions to WC 3.000
    c. Exhibit C – Revisions to WC Sections 5.200 and 5.210
    d. Exhibit D – Deletion of WC Section 6.400
    e. Exhibit E – Deletion of WC 10.425
    f. Exhibit F – Value Statements
    g. Exhibit G – Findings for Ordinance No. 879
2. Attachment 2 – Revised Outreach Memorandum

ORDINANCE NO. 879

AN ORDINANCE OF THE CITY OF WILSONVILLE REGARDING REGULATION OF CAMPING ON PUBLIC PROPERTY BY ADDING SECTIONS 10.700 THROUGH 10.780 TO THE WILSONVILLE CODE; AMENDING WILSONVILLE CODE SECTIONS 3.000, 5.200, 5.210, AND 10.540; AND REPEALING WILSONVILLE CODE SECTIONS 6.400 AND 10.425.

WHEREAS, in 2019, the United States Ninth Circuit Court of Appeals (Ninth Circuit) issued its decision in *Martin v.* Boise, 920 F.3d 584 (9th Cir., 2019), holding that the Cruel and Unusual Punishments Clause of the Eighth Amendment "prohibits the imposition of criminal penalties for sitting, sleeping, or lying outside on public property for homeless individuals who cannot obtain shelter;" and

WHEREAS, in 2022, the Ninth Circuit issued its decision in *Johnson v. City of Grants Pass*, 50 F.4th 787 (9th Cir., 2022), further holding that certain local regulations violated the Eighth Amendment to the extent the ordinances prohibited individuals from taking minimal measures to keep warm and dry while sleeping, affirming, in part, the 2020 decision by the Oregon Federal District Court in *Blake v. Grants Pass*, No. 1:18-CV-01823-CL, 2020 WL 4209227 (D. Or. July 22, 2020); and

WHEREAS, while the Grants Pass litigation was pending, the State of Oregon enacted House Bill (HB) 3115 (2021) and HB 3124 (2021) regarding local jurisdictions' regulation of camping on public property by individuals experiencing homelessness; and

WHEREAS, HB 3115 requires all jurisdictions that regulate acts of sitting, lying, sleeping, or keeping warm and dry outdoors on public property to have objectively reasonable time, place, and manner regulations with regards to persons experiencing homelessness; and

WHEREAS, HB 3115 becomes operative on July 1, 2023; and

WHEREAS, HB 3115 provides a private right of action for persons experiencing homelessness to seek injunctive or declaratory relief to challenge the objective reasonableness of any jurisdiction's regulations regarding camping on public property; and

WHEREAS, HB 3124 requires jurisdictions to provide 72-hour notice, instead of 24-hour notice, before removing individuals experiencing homelessness from an established campsite and before confiscating any personal property left behind; and

WHEREAS, HB 3124 includes further requirements regarding the retention of personal property collected during clean-up of a campsite; and

WHEREAS, HB 3124 became operative on June 23, 2021; and

WHEREAS, the City of Wilsonville seeks to comply with HB 3115 and HB 3124, as well as current federal court decisions *Martin v.* Boise, 920 F.3d 584 (9th Cir., 2019) and *Johnson v. City of Grants Pass*, 50 F.4th 787 (9th Cir., 2022), which required the City to create objectively reasonable regulations related to public camping for survival by individuals experiencing homelessness; and

WHEREAS, the City engaged in extensive community outreach, including a community questionnaire with 437 responses, the largest in Let's Talk, Wilsonville! history, provided project information both via the Let's Talk, Wilsonville! project page and the Boones Ferry Messenger, and engaged in additional outreach with numerous other stakeholders within the community regarding the management of public camping, including public and private service providers; and

WHEREAS, the City Council has conducted 6 work sessions on public camping regulations, and the City has received additional input from the City's DEI Committee, Library Board, and Parks and Recreation Advisory Board; and

WHEREAS, the City coordinated distribution of and received several anonymous surveys from individuals experiencing homelessness; and

WHEREAS, the City resides in the Counties of Clackamas and Washington, which receive state and federal funding for housing and homelessness services, and currently have programs to provide such services to individuals within the counties who are experiencing homelessness; and

WHEREAS, in undertaking a review of City provisions related to camping for survival, adding and revising provisions related to the time, place, and manner of public camping became necessary to comply with state laws and current federal case law, which revisions are attached hereto and incorporated by reference herein as **Exhibits A-F**; and

WHEREAS, in undertaking a review of City provisions related to public camping, it became necessary to provide a safe place for individuals experiencing homelessness to rest and connect to service providers; and

WHEREAS, the City has created value statements, attached hereto and incorporated by reference herein as **Exhibit G**, regarding public camping regulations reaffirming the goal of providing equitable support and protection for the health, safety, and welfare of all members of the community, including residents, businesses, individuals experiencing homelessness, and other interests affected by these regulations; and

WHEREAS, the City has provided notice of public hearing, held a public hearing on May 1, 2023 regarding the proposed revisions to the Wilsonville Code, afforded all interested parties an opportunity to be heard, and 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 ORDAINS AS FOLLOWS:

Section 1. Value Statements. The City Council hereby adopts the statements attached hereto and incorporated by reference herein as **Exhibit G** as the City Council's Value Statements Regarding Housing and Homelessness.

Section 2. Findings. The City Council hereby adopts the above-stated recitals, the Staff Report accompanying this Ordinance, and the Findings attached hereto and incorporated by reference herein as **Exhibit H** as the City Council's findings demonstrating that the regulations adopted herein are in the public interest and promote the health, safety, and welfare of the City of Wilsonville community.

Section 3. Sections 10.700 through 10.780, as provided in **Exhibit A** attached hereto and incorporated by reference herein, are hereby added to the Wilsonville Code. Wilsonville Code Section 3.000 is hereby amended as provided in **Exhibit B** attached hereto and incorporated by reference herein. Wilsonville Code Sections 5.200 and 5.210 are hereby amended as provided in **Exhibit C** attached hereto and incorporated by reference herein. Wilsonville Code Section 10.540 is hereby amended as provided in **Exhibit D** attached hereto and incorporated by reference herein. Wilsonville Code section 6.400 is hereby repealed as provided in **Exhibit E** attached hereto and incorporated by reference herein. Wilsonville Code section 10.425 is hereby repealed as provided in **Exhibit F** attached hereto and incorporated by reference herein.

Section 4. The City Recorder is hereby authorized to correct any scrivener's errors and to conform the revisions to the Wilsonville Code with appropriate numbering.

Section 5. Effective Date. This Ordinance shall be declared to be in full force and effect beginning July 1, 2023.

SUBMITTED by the Wilsonville City Council at a regular meeting thereof this 1st day of May, 2023, and scheduled the second reading on May 15, 2023 commencing at the hour of 7:00 p.m. at the Wilsonville City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon.

_____

Kimberly Veliz, City Recorder

ENACTED by the City Council on the ___ day of ____, 2023, by the following votes:

Yes: _____ No: _____

_____

Kimberly Veliz, City Recorder

DATED and signed by the Mayor this _____ day of ___, 2023

_____

JULIE FITZGERALD MAYOR

SUMMARY OF VOTES:

Mayor Fitzgerald

Council President Akervall

Councilor Linville

Councilor Berry

Councilor Dunwell

EXHIBITS:

A. New WC Sections 10.700 through 10.780
B. Revisions to WC Section 3.000
C. Revisions to WC Sections 5.200 and 5.210
D. Revisions to WC Section 10.540
E. Deletion of WC Section 6.400
F. Deletion of WC Section 10.425
G. Value Statements
H. Findings for Ordinance No. 879

CAMPING ON CITY PROPERTY AND RIGHTS-OF-WAY

10.700 Purpose
10.710 Definitions
10.720 Time Regulations
10.730 Place Regulations
10.740 Manner Regulations
10.750 Notice and Removal
10.760 Enforcement
10.770 Exceptions
10.780 Severability

10.700 Purpose.

The purpose of WC 10.700 through 10.780 is to regulate the time, place, and manner in which individuals may camp on City of Wilsonville property and rights-of-way. Furthermore, the purpose of WC 10.700 through 10.780 is to comply with Oregon House Bill 3115 (2021) and House Bill 3124 (2021), as well as current federal court decisions *Martin v. Boise*, 920 F.3d 584 (9th Cir., 2019) and *Johnson v. City of Grants Pass*, 50 F.4th 787 (9th Cir., 2022).

10.710 Definitions.

(1) *Administrative Rules* means the regulations the City adopts pursuant to WC 10.770(3).

(2) *To camp* or *camping* means to set up, or remain in or at, a campsite for the purpose of establishing or maintaining a temporary place to shelter for survival from the elements.

(3) *Camp materials* means tents, huts, awnings, lean-tos, chairs, tarps or tarpaulins, cots, beds, sleeping bags, blankets, mattresses, sleeping or bedding materials, food or food storage items, and/or similar items that are or appear to be used as sheltering and/or sleeping accommodations, or to assist with sheltering for survival and/or sleeping activities.

(4) *Campsite* means any place where any camp materials, bedding, sleeping bag, or other sleeping matter, or any stove or fire is placed, established, or maintained, whether or not such place incorporates the use of any tent, lean-to, shack, or any other structure or any vehicle or part thereof.

(5) *City* or *Wilsonville* means the City of Wilsonville, Oregon.

(6) *City Manager* means the City of Wilsonville City Manager or designee.

(7) *City-owned property* means public real property, land, and premises owned by the City of Wilsonville.

(8) *City right-of-way* means the space in, upon, along, across, over or under the City-owned streets, roads, highways, lanes, courts, ways, alleys, boulevards, sidewalks, bicycle lanes,

and places used or intended to be used by the general public for travel as the same now or may hereafter exist, that the City has the right to allow the public to use.

(9) *Designated Area(s)* means the area(s) the City has identified where individuals who are involuntarily homeless may shelter for survival, as further identified in WC 10.730(2) herein.

(10) *Individuals who are involuntarily homeless* means the circumstance when there is no available emergency or transitional housing for an individual experiencing homelessness and/or no transportation for such individual to available emergency or transitional housing within the county where the person is located.

(11) *Personal property* means any item that is reasonably recognizable as belonging to a person and has apparent value or utility.

(12) *Rest* means to pause from exertion by stopping, sitting, lying, or sleeping.

(13) *SROZ* means the City's Significant Resource Overlay Zone.

(14) *Store* means to put aside or accumulate for use when needed, to put for safekeeping, to place or leave in a location.

(15) *Vehicle* means every device in, upon, or by which any person or property is, or may be, transported or drawn upon any street or highway, and includes any hulk or component thereof, including, but not limited to cars, campers, recreational vehicles, motor homes, pickup trucks, pickup truck canopies, and trailers, except devices:

(a) Designed to be moved exclusively by human power; or

(b) Designed to be used exclusively upon stationary rails or tracks.

10.720 Time Regulations.

(1) Except as authorized pursuant to WC 10.770, individuals who are involuntarily homeless may camp in Designated Area(s) only during the hours of 9:00 pm to 7:00 am.

(2) Except as authorized pursuant to WC 10.770, individuals who are involuntarily homeless may store personal property, pursuant to the regulations in WC 10.740, in Designated Area(s) only during the hours of 9:00 pm to 7:00 am.

10.730 Place Regulations.

(1) Except as authorized pursuant to WC 10.770, at all times it is unlawful for any persons to camp or to establish, maintain, or occupy a campsite on City-owned property not identified as a Designated Area, including, but not limited to:

(a) All City parks and City parking lots within City parks.

(b) All City parking lots, City structures, or other City property not designated for camping in the Administrative Rules, as provided in subsection 2 below.

(c) All City rights-of-way, including rights-of-way within and adjacent to areas zoned for residential uses and rights-of-way adjacent to public and private schools and child care facilities.

(d) All City sidewalks.

(e) All public transit shelters.

(f) All City property located in the SROZ.

(g) All City property located within 20 feet of a tree designated as a heritage tree in the City's Heritage Tree program.

(h) The City property at the northeast corner of SW Barber Street and SW Kinsman Road (taxlot number 31W14B 00700).

(i) Stormwater treatment facilities, including, but not limited to swales, detention ponds, and drainage ways.

(j) On areas underneath City-owned rights-of-way or bridges that are not open to the public.

(k) On railroad tracks or within 15 feet of railroad tracks.

(l) On any City property or City right-of-way that the City has closed to the public due to construction, heavy vehicle or machinery use, or other City or City-sanctioned work that is incompatible with camping in the City right-of-way.

(2) Designated Area(s). Individuals who are involuntarily homeless may occupy a campsite within the time regulations provided in WC 10.720 and pursuant to the manner regulations in WC 10.740 in the Designated Area(s) identified in the Administrative Rules. For avoidance of doubt, camping is prohibited on all City-owned property and City rights-of-way not designated for camping in the Administrative Rules.

10.740 Manner Regulations.

Camping by individuals who are involuntarily homeless, when and where allowed (*see* WC 10.720 and 10.730), is subject to all of the following:

(1) Individuals, camp materials, camps, or personal property, including shopping carts, may not obstruct sidewalk accessibility or passage, clear vision, fire hydrants, City or other public utility infrastructure, or otherwise interfere with the use of the right-of-way for vehicular, pedestrian, bicycle, or other passage.

(2) For campsites other than those contained within a vehicle, the campsite must be limited within a spatial footprint of 10 feet by 10 feet, or 100 square feet. For campsites including a vehicle, the campsite and camp materials must be self-contained within the vehicle. The intent of this section is to allow a person to sleep protected from the elements and maintain the essentials for sheltering, while still allowing others to use public spaces as designed and intended.

(3) For campsites located in Designated Area(s), the campsite locations must comply with the spacing requirements identified in the Administrative Rules.

(4) Open flames, recreational fires, burning of garbage, bonfires, or other fires, flames, or heating are prohibited.

(5) Individuals may not accumulate, discard, or leave behind garbage, debris, unsanitary or hazardous materials, human or animal waste, or other items of no apparent utility in public rights-of-way, on City property, or on any adjacent public or private property.

(6) Dumping of gray water (i.e., wastewater from baths, sinks, and the like) or black water (i.e., sewage) into any facilities or places not intended for gray water or black water disposal is prohibited. This includes but is not limited to storm drains, which are not intended for disposal of gray water or black water.

(7) Unauthorized connections or taps to electrical or other utilities, or violations of building, fire, or other relevant codes or standards, are prohibited.

(8) Obstruction or attachment of camp materials or personal property to fire hydrants, utility poles or other utility or public infrastructure, fences, trees, vegetation, vehicles, buildings, or structures is prohibited.

(9) Storage of personal property such as vehicle tires, bicycles or associated components (except as needed for an individual's personal use), gasoline, generators, lumber, household furniture, extra propane tanks, combustible material, shopping carts, or other items or materials is prohibited, other than what is related to camping, sleeping, or keeping warm and dry.

(10) Digging, excavation, terracing of soil, alteration of ground or infrastructure, or damage to vegetation or trees is prohibited.

(11) All animals must be leashed, crated, or otherwise physically contained at all times.

(12) Smoking, vaping, and/or the use or distribution of tobacco or cannabis products is prohibited in Designated Area(s). "Tobacco or cannabis products" includes, but is not limited to, any tobacco cigarette, cigar, pipe tobacco, smokeless tobacco, chewing tobacco, any part of the plant Cannabis family Cannabaceae, or any other form of tobacco or cannabis which may be used for smoking, chewing, inhalation, or other means of ingestion.

This regulation does not prohibit the use of prescribed medication when used in accordance with the prescription instructions and when used in location(s) allowed under Oregon law.

(13) Alcohol may not be consumed, used, or distributed in Designated Area(s).

(14) Controlled substances, as defined in ORS 475.005, may not be consumed, used, manufactured, or distributed in Designated Area(s).

(15) Vehicle Camping. Individuals who are involuntarily homeless may use vehicles for shelter and/or sleeping in Designated Area(s) under the following circumstances and subject to the conditions and restrictions provided in subsections (1) through (14) above:

(a) The vehicle is legally parked in compliance with the Wilsonville Code.

(b) Storage of material outside vehicles is prohibited, other than what is incidental to activities such as short-term (maximum 30 minutes) loading or unloading a vehicle.

(c) Vehicles must be operational, i.e., capable of being started and driven under their own power, or ready to be towed if designed to be towed and may not be discarded or left inoperable in public rights-of-way or on City property.

(d) Vehicles must be registered and insured, as required by the Oregon Vehicle Code.

(e) No building or erecting of any structures connecting or attaching to vehicles is permitted, including tents that are not designed and manufactured to be attached to a vehicle.

(f) Connections from vehicles to public or private stormwater, sewer, water, and electrical systems or to vehicles from public or private stormwater, sewer, water, and electrical systems are prohibited.

10.750 Notice and Removal.

(1) Except as provided in subsection (4) below, at least 72 hours before removing individuals from an established campsite, law enforcement officials must post a written notice in English and Spanish at all entrances to the campsite to the extent that entrances can reasonably be identified.

(a) When a 72-hour notice is posted, law enforcement officials must inform local agencies that deliver social services to unhoused individuals as to where the notice has been posted.

(b) The local agencies will arrange for outreach workers to visit the campsite that is subject to the notice to assess the need for social service assistance in arranging shelter and other assistance.

(2) Personal Property Collection and Storage.

(a) All personal property at the campsite that remains unclaimed after removal will be given to law enforcement official(s), a local agency that delivers social services to unhoused individuals, an outreach worker, a local agency official, or a person authorized to issue a citation described in WC 10.760, whether notice under subsection (1) is required or not.

(b) The unclaimed personal property must be stored in a facility located in the City of Wilsonville.

(c) The unclaimed personal property will be stored in an orderly fashion, keeping items that belong to an individual together, to the extent that ownership can reasonably be determined.

(d) The personal property must be stored for a minimum of 30 days during which it must be reasonably available to any individual claiming ownership. Any personal property that remains unclaimed after 30 days may be disposed of or donated to an Internal Revenue Code Section 501(c)(3) non-profit corporation.

(e) Items that have no apparent value or utility or are in an unsanitary condition may be immediately discarded upon removal of the individuals from the campsite.

(f) Weapons, controlled substances other than prescription medication, and items that appear to be either stolen or evidence of a crime will be given to or retained by law enforcement officials.

(3) The written notice required in subsection (1) must state, at a minimum:

(a) Where unclaimed personal property will be stored;

(b) A phone number that individuals may call to find out where the personal property will be stored; or

(c) If a permanent storage location has not yet been determined, the address and phone number of an agency that will have the information when available.

(4) The 72-hour notice requirement under subsection (1) does not apply:

(a) When there are grounds for law enforcement officials to believe that illegal activities other than camping are occurring at a campsite; or

(b) In the event of an emergency at a campsite, including, but not limited to, possible site contamination by hazardous materials, a public health emergency, substantial and immediate risk or harm to public infrastructure, or other immediate danger to human life or safety.

10.760 Enforcement.

(1) Violation of any regulations stated in WC 10.720, 10.730, or 10.740 constitutes a violation of the Wilsonville Code and is subject to fine(s) as contemplated in WC Chapter 1. Every day in which such violations occur constitutes a separate violation.

(2) A person authorized to issue a citation for unlawful camping may not issue the citation if the citation would be issued within 200 feet of a notice required under WC 10.750 and within two hours before or after the notice was posted.

(3) The City may adopt administrative rules via resolution to support and guide the implementation of and compliance with WC 10.700 through 10.780.

10.770 Exceptions.

(1) Emergencies. In the event of emergency circumstances, the City Manager may authorize camping or storage of personal property on City-owned property and City rights-of-way by written order that specifies the period of time and location.

(2) Other Temporary Circumstances. The City Manager may temporarily authorize camping or storage of personal property on City-owned property and City rights-of-way by written order that specifies the period of time and location upon finding it to be in the public interest and consistent with Council goals and policies. Such temporary action by the City Manager must be considered for ratification by the City Council at its next regularly scheduled meeting.

10.780 Severability.

If any section, paragraph, subdivision, clause, sentence, or provision of this title shall be adjudged by any court of competent jurisdiction to be unconstitutional or invalid, such judgment shall not affect, impair, invalidate, or nullify the validity of the remaining portions of the title.

PARKS AND PLAYGROUNDS

3.000. Rules and Regulations.

(1) The following rules and regulations are hereby adopted for the regulation and use of municipal parks in and for the City, and shall be observed at all times by all persons using any City park or park facilities. A summary of these rules are authorized to be posted at Parks and park facilities as determined by the City Manager or designee.

(2) No fires and camp stoves so shall be allowed except when allowed pursuant to an approved parks and facilities rental application.~~in the following designated areas:~~

~~(a) Park camp stoves or fireplaces provided for such purposes.~~

~~(b) Portions of beaches designated as permitting fires, if any.~~

~~(c) Portable stoves in established campsites, picnic areas, and designated beaches where fires are permitted.~~

~~(d) No fire shall be left unattended and every fire shall be extinguished before user leaves the park area.~~

(3) No person shall in any park area except under agreement or special regulations of the Council:

(a) Hunt, pursue, trap, kill, injure, molest, or disturb the habitat of any bird or animal.

(b) Discharge any firearm, pellet gun, bow and arrow, slingshot, or other weapon capable of injuring any person, bird or animal; or

(c) Possess any loaded firearm.

(4) Flowers, shrubs, foliage, trees or plant life or products of any type shall not be picked, cut, mutilated or removed, from any park area without written permission from the Council.

(5) No person shall mutilate, deface, damage or remove any table, bench, building, sign, marker, monument, fence, barrier, fountain, faucet, traffic recorder, or other structure or facility of any kind in a parked area.

(6) No person shall, except under special regulations of the Council, dig up, deface, or remove any dirt, stones, rock, or other substance whatever, make any excavation, quarry any stone, or lay or set off any blast or roll any barrier stones or move any barriers, or cause or assist in doing any of the said things within a parked area.

(7) No person shall, except in a designated area, erect signs, markers, or inscriptions of any type within a park without permission from the Council.

(8) No person in a park may without written permission of the Council:

(a) Operate a concession, either fixed or mobile;

(b) Solicit, sell or offer for sale, peddle, hock, or vend any goods, wares, merchandise, food, liquids, or services;

(c) Advertise any goods or services by any means whatsoever; or

(d) Distribute any circulars, notices, leaflets, pamphlets, or written or printed information of any kind.

(9) Motor vehicles shall be operated only on roads and in parking area constructed or designated for motor vehicle use. No motor vehicle shall be operated on any trail or in any part of a park area not constructed or

designated for motor vehicle use, or on any road or trail posted as closed to the public, or on any road or trail where signs have been placed or erected by authority of the Council prohibiting the driving of motor vehicles. Automobiles, trailers, or other vehicles shall be parked only in designated areas.

(10) No animal of any kind shall be brought into or kept in a park area unless confined, or in a vehicle. Except that dogs must be kept on a leash at all times in all City parks and playgrounds. The leash shall be no more than eight feet in length, except that a retractable reel leash may extend up to 15 feet in length. The authority of the City park employee includes the authority to undertake any lawful measures (including removal of the animal from the park area) deemed by the park employee necessary to prevent the interference by the animal with the safety, comfort and well-being of the park users, or the appearance or sanitary condition of the park area. No animals other than seeing-eye dogs shall be allowed in any building."

(11) No bottles, cans, ashes, waste, paper, garbage, sewage, or other rubbish or refuse shall be left in a park area, except in the receptacles designated for that purpose.

(12) No person shall set up or use a public address system in a park without the written permission of the Council.

(13) No person shall ride, drive, lead, or keep a saddle horse or riding animal in any park area, except on such roads, trails, or areas designated for that purpose. No horse or other animal shall be hitched to any tree or shrub in such a manner that may cause damage to such tree or shrub.

(14) No person shall wash any clothing or other materials or clean any fish in a pond, stream or river in a park area.

(15) No person shall use abusive, threatening, boisterous, vile, obscene or indecent language or gestures in a park area which interferes with another's peaceful enjoyment of the park and its facilities. Public demonstrations, public disturbances, or riotous behavior or indecent exposure will not be allowed in any City park area.

(16) No ~~overnight~~ camping, as defined in WC 10.710, will be permitted unless authorized ~~in writing by the Council~~pursuant to WC 10.770.

(a) Individuals may rest, as defined in WC 10.710, during open park hours so long as the individual is not in, on, across, over, or under a play structure or playground area, water feature, trail, pathway, restroom, or sports field, is not violating any of the prohibitions described in WC 10.700 through 10.780, and is not violating any other subsection of this Section 3.000 through 3.030.

(17) No person shall operate any motor vehicle within a park area at a speed in excess of posted limits.

(18) No person shall operate or use any noise producing machine, vehicle, device, or instrument in such a manner that is disturbing to other park area visitors or neighboring houses.

(19) Except for authorized overnight camping in accordance with the City rules and regulations, no person, other than law enforcement officers or authorized City personnel, shall enter or remain in any park area except during ~~posted hours as established by the Council~~the hours of 6:00 am to 10:00 pm.

(20) A fenced and signed area on the east side of Memorial Park is hereby designated as dog off leash area in which dogs may be allowed to run off leash provided:

(a) The dog is properly licensed and has received required vaccinations (rabies);

(b) The dog's owner, or owner's designee:

1. Removes any and all feces excreted by the dog;

2. Keeps the dog within the designated area during all times it is off leash;

3. Secures the dog by adequate leash when entering or leaving the designated area;

4. Does not take a female dog in estrus into a designated area when other dogs are present, or, if already within a designated area, removes such female dog in estrus when other dogs enter the area; and

5. Is present in the designated area and has voice control of his or her dog.

(c) No dog shall be permitted to fight, bite, or bark excessively while in a designated dog off leash area, and the owner of a dog fighting, biting, or barking excessively may be cited therefore and/or required to remove his or her dog from the area.

(21) A dog owner or owner's designee is required to remove and properly dispose of any and all feces excreted by said dog or dogs in all City parks.

(22) Smoking or the use of tobacco products is prohibited on all City park property, park facilities and buildings. "Tobacco products" includes any tobacco cigarette, cigar, pipe tobacco, smokeless tobacco, chewing tobacco, or any other form of tobacco which may be used for smoking, chewing, inhalation, or other means of ingestion.

(Ord. No. 425, 4-4-1994; Ord. No. 712, 1-7-2013)

3.010. Facility Reservation.

(1) In order to provide for the convenience of advance reservation of park facilities the following procedures are hereby adopted:

(a) Formal application must be made at City Hall to reserve any public park and recreation facility for the exclusive use of any particular group.

(b) All applications must be made at least two weeks in advance of the date of facility use and shall include the name of the organization/group, the facility requested, date and time and requested, name, address and phone number of person in charge, type of activity and any special requests.

(c) Reservation fee shall be paid in advance to assure reservation.

(d) The person in charge must sign the application.

(e) All applicant for park reservations shall be aware of the fact that reservations for park facilities are on a first-come, first-serve basis.

3.020. Use and Consumption of Alcoholic Beverages.

(1) Alcohol may not be consumed or used in Wilsonville City parks under the following conditions:

(a) Alcoholic beverages or their consumption shall be limited to wines or beer only.

(b) In those areas designated by the City for which a reservation has been permitted and the applicant indicated on the application form that alcoholic beverages would be served. This does not in any way eliminate the reservation applicant from those rules and regulations administered under the Oregon Liquor Control Commission (OLCC).

(Ord. No. 425, 4-4-1994)

3.022. Water Safety Regulations.

(1) No person shall swim, dive, or fish ,on or from the Memorial Park dock.

(2) The ordinance will sunset on the date of the conclusion of the described grant agreement.

(Ord. No. 752, 12-1-2014)

3.030. Enforcement and Penalty.

(1) In addition to City Police, all City park employees or Council persons in charge of City parks or any park area are authorized and directed to enforce by all lawful means full compliance by the public with the foregoing rules and regulations.

(2) Any person violating any park rule or regulation as delineated by Sections 3.000 and 3.020 of this Code, except those involving theft or damage over $50.00, shall be punished upon a first conviction for a violation pursuant to Section l.012, and upon a subsequent conviction for a Class C misdemeanor pursuant to Wilsonville Code, Section l.012. Provided, however, a violation of a park rule which involves theft or damage to property [greater] than $50.00 shall be treated as a crime under state criminal laws. Provided further a conviction for violation of Section 3.000(31) shall only be punished as a violation pursuant to Section 1.012.

(Ord. No. 253, 2-21-1984; Ord. No. 425, 4-4-1994; Ord. No. 712, 1-7-2013)

PARKING AND STORAGE REGULATIONS ENFORCEABLE BY CITATION AND FINE

5.200. Storage of Motor Vehicles and Other Property on the Street.

Except as further limited by WC 10.700 through 10.780, ~~N~~no person shall store or permit to be stored on a street or other public property, without permission of the Council, a motor vehicle, boat, trailer, camper, mobile home, travel trailer, or other personal property, including portable storage containers, for a period in excess of 72 hours, without moving at least three vehicle lengths away.

5.205. Method of Parking.

(1) No vehicle shall be parked upon any street in a manner other than parallel to the roadway and facing in the direction of travel of the nearest travel lane unless specifically designated by signs or markings which are authorized by the City Manager or designee.

(2) Where parking space markings are placed on a street, no person shall stand or park a vehicle other than in the indicated direction or the direction of travel if no direction is indicated, and, unless the size or shape of the vehicle makes compliance impossible, within a single marked space.

(3) The operator who first begins maneuvering a motor vehicle into a vacant parking space on a street shall have priority to park in that space, and no other vehicle operator shall attempt to interfere.

(4) Whenever the operator of a vehicle discovers the vehicle is parked close to a building to which the fire department has been summoned, the operator shall immediately remove the vehicle from the area, unless otherwise directed by police or fire officers.

5.210. Prohibited Parking or Standing.

In addition to the state motor vehicle laws, the following regulations regarding parking or standing of the below-described vehicles apply:

(1) A vehicle in an alley other than for the expeditious loading or unloading of persons or materials, and in no case for a period in excess of 30 consecutive minutes.

(2) Except as further limited by WC 10.700 through 10.780, ~~N~~no motor truck with a gross vehicle weight of more than 8,000 pounds, truck trailer, motor bus, recreational vehicle, or utility trailer shall be parked on a street between the hours of 9:00 p.m. and 7:00 a.m. of the following day in front of or adjacent to a residence, motel, apartment, hotel or other sleeping accommodation, except

(a) as may otherwise be specifically adopted by action of the City Council, or

(b) to accommodate only the loading/unloading of property belonging to the occupants of or performing a service on the adjacent residence and in such case, no sleeping is allowed at any time and the maximum period allowed to accomplish performance of the service or such loading, unloading, or a combination of both, shall not exceed 48 hours, thereafter subject to ticketing and/or towing in accordance with Code requirements for any time beyond this maximum service, loading/unloading period.

(3) No trailer as defined in ORS 801.560 shall be parked upon any City street unless it is attached to a motor vehicle by which it may be propelled or drawn, save and except such streets within Industrial

Zones that the City Engineer reasonably determines that parking of unattached trailers would not constitute a safety hazard. This subsection shall not apply to trailers which are disabled to such extent that the driver cannot avoid temporarily leaving the disabled trailer on the street, provided that the trailer must be removed within 24 hours of becoming disabled.

(4) No operator shall park and no owner shall allow a vehicle to be parked upon a street for the principal purpose of:

(a) Displaying the vehicle for sale.

(b) Repairing or servicing the vehicle, except repairs necessitated by an emergency.

(c) Displaying advertising from the vehicle. Incidental parking of a vehicle with such advertising that is permanently or semi-permanently attached to the vehicle and would normally be construed as routine self-promotion, including name, logo, slogan, or product description of the vehicle is not intended to be prohibited.

(d) Selling merchandise from the vehicle, except when authorized.

(5) No vehicle shall be parked upon any City street in a location within 12 feet of any mailbox used for pickup or delivery of the United States mail.

(6) No vehicle shall be parked upon any City street or highway in violation of "No Parking" signs or markings, where the City Manager or designee authorizes such signs or markings.

(7) No vehicle shall be parked upon any City street adjacent to any yellow curb, where the City Manager or designee authorizes such curb.

(8) No vehicle shall be parked upon any City street in a manner such that less than 18 feet of unobstructed roadway width is left available for the passage of other vehicles. Where roadways are less than 18 feet wide, such width as necessary to allow two vehicles to pass, shall remain unobstructed.

(9) Except as further limited by WC 10.700 through 10.780, ~~N~~no vehicle shall be parked on any street for more than 72 hours without moving at least three vehicle lengths away.

(10) No vehicle shall be parked where it is impeding or likely to impede the normal flow of vehicular, bicycle, or pedestrian traffic; where it is a hazard or is likely to be a hazard to vehicular, bicycle, or pedestrian traffic; or where it is obstructing the required width of a fire apparatus access road.

(11) No vehicle shall be parked or operated on a highway when the vehicle registration as indicated by registration stickers or registration card has been expired for 90 days or more, the vehicle is required to be registered when operated on a street, and the vehicle is parked or being operated on a City street.

~~(12) Unless in a designated area for camping, no person shall, for a period of more than two hours, use any vehicle or trailer to camp in, sleep in, or live in while parked upon any City property, City right-of-way, City easement, or City street.~~

~~(a) For the purposes of this Section,~~

~~1. The term "camp" has the same meaning given it in Code Section 10.425.~~

~~2. The term "sleep" means the natural periodic suspension of consciousness, during which the powers of the body are restored, or resting or meditating in a manner which leads a reasonable person to conclude that consciousness is suspended.~~

~~3. The term "live" means the use of a vehicle or trailer for a home, dwelling place, residence, or domicile. Engaging in or the presence of items used for cooking, sleeping, bathing, or other activities normally associated with home life may serve as evidence that a person is living in a vehicle.~~

~~(b) It shall be an affirmative defense to "sleep in" if the sleeping was caused by a medical condition and not induced by alcohol, controlled substances, or medication that warns of causing drowsiness or sleepiness, or warnings to that effect.~~

~~(c) It shall be an affirmative defense to "live in," if a legally permissible explanation is provided of the items present or the activity engaged in that a reasonable person could find plausible under the circumstances then and there present.~~

(~~13~~12) No vehicle shall be parked in any Residential Permit Parking Zone without a residential parking permit clearly displayed in the window for that Residential Parking Zone, as more particularly described in Chapter 5, Section 5.245.

(Ord. No. 722, 9-5-2013; Ord. No. 750, 12-1-2014; Ord. No. 804, 2-7-2017)

10.540. Civil Exclusion.

(1) *Definitions.* For purposes of this provision:

(a) *Applicable provision of law* includes any applicable provision of this Code, or any City ordinance, or of any rule or regulation promulgated by the Council under this Title, any applicable criminal or traffic law of the State of Oregon, any law regarding controlled substances or alcoholic beverages, or any applicable County ordinance or regulation.

(b) *Excluding officer* means any police officer or City employee authorized by the City Manager to issue exclusions.

(c) *City property* means any property including, but not limited to, parks, greenways, buildings, parking lots, or other land or physical structures owned or managed by the City.

(2) *Exclusion.* In addition to other remedies provided for violation of this Code, or of any laws of the State of Oregon, any excluding officer may exclude any person who violates any applicable provision of law or regulation in or on any City Property from that City Property in accordance with the provisions of this Section. Provided, further, the removal of a person for disturbing a City Council or other public meeting shall not be the basis for exclusion from future City Council or other public meetings under this ordinance; but may be used as evidence in any other civil or criminal proceeding that may result in a future exclusion.

(3) *Period of Exclusion.* An exclusion issued under the provisions of this Section shall be for 30 days. If the person to be excluded has been excluded from any City property at any time within two years before the date of the present exclusion, the exclusion shall be for 90 days. If the person to be excluded has been excluded from City property on two or more occasions within two years before the date of the present exclusion, the exclusion shall be for 180 days.

(4) *Warning Prior to Exclusion.* Before issuing an exclusion under this Section, the excluding officer shall first give the person a warning and a reasonable opportunity to desist from the violation. An exclusion shall not be issued if the person promptly complies with the direction and desists from the violation. Notwithstanding the provisions of this Subsection, no warning shall be required if the person is to be excluded for engaging in conduct that:

(a) Is classified as a felony or misdemeanor under the following Chapters of the Oregon Revised Statutes, or is an attempt, solicitation, or conspiracy to commit any such felony or misdemeanor defined in ORS.

1. Chapter 162—Offenses Against the State and Public Justice;
2. Chapter 163—Offenses Against Persons;
3. Chapter 164—Offenses Against Property, except for ORS 164.805, Offensive Littering;
4. Chapter 165—Offenses Involving Fraud or Deception;
5. Chapter 166—Offenses Against Public Order; Firearms and Other Weapons; Racketeering;
6. Chapter 177—Offenses Against Public Health, Decency and Animals;
7. Chapter 475—Controlled Substances; Illegal Drug Cleanup; Paraphernalia; Precursors; or

(b) Otherwise involves a controlled substance or alcoholic beverage; or

(c) Has resulted in injury to any person or damage to any property; or

(d) Constitutes a violation of any of the following provisions of this Code:

1. 10.130 Minor—Purchase or Possession of Liquor.
2. 10.230 Killing of Birds or Animals Prohibited.

3. 10.300 Public Intoxication and Drinking.
4. 10.310 Panhandling.
5. 10.320 Public Kept in Decency.
6. 10.350 City Property, Destruction.
7. 10.390 Posted Notices, Defacement.
8. 10.410 Diving from Public Pilings.
9. 10.410 Unlawful Operating or Riding a Skateboard in a Prohibited Area.
10. 10.420 Intentionally Causing Damage to Town Center Park Properties by or for Skateboarding.
~~11. 10.425 Camping on Public Property and Rights-of-Way.~~
~~12~~11. 10.510 Attempt to Commit Offenses.

(e) Is conduct for which the person previously has been warned or excluded for committing on any City Property.

(5) *Written Notice.* Written notice signed by the excluding officer shall be given to any person excluded from any City property under this Section. The notice shall specify:

(a) The date of the exclusion's issuance;

(b) Length of exclusion;

(c) City property from which the person is excluded;

(d) Identify the provision of law the person has violated and shall contain a brief description of the offending conduct;

(e) Inform the excluded person of the right to appeal, including the time limit and the place of delivering the appeal;

(f) Inform the excluded person of the right to petition for a waiver of all or any portion of the exclusion; and

(g) The consequences for failure to comply shall be prominently displayed on the notice.

(6) *Appeal of Exclusion.* A person receiving such notice of exclusion may appeal, in writing, to the Wilsonville Municipal Court Clerk.

(a) A hearing shall be held at the next regularly scheduled session of the Wilsonville Municipal Court.

1. The excluded individual may request, in writing, setting forth the reason therefor, that the hearing be postponed, and the Clerk shall grant such a postponement upon a showing of necessity.

(b) The municipal judge shall dissolve the exclusion upon a showing that:

1. The excluding officer lacked probable cause; or
2. The excluded individual was engaged in the lawful exercise of any right or privilege guaranteed under the United States Constitution, Constitution of the State of Oregon, or any other law.

(7) *Waiver of Exclusion.* At any time within the period of exclusion, a person receiving such notice of exclusion may apply, in writing, to the Municipal Judge for waiver of some or all of the effects of the exclusion for good reason. If the Municipal Judge grants a waiver under this Subsection, the Municipal Judge shall promptly notify the excluding officer. In exercising discretion under this Subsection, the Municipal Judge shall consider

the seriousness of the violation for which the person has been excluded, the particular need of the person to be within the area from which they are excluded during some or all of the period of exclusion, such as for work or to attend or participate in a particular event (without regard to the content of any speech associated with that event), and any other criterion the Municipal Judge determines to be relevant to the determination of whether or not to grant a waiver. The decision of the Municipal Judge to grant or deny, in whole or in part, a waiver under this Subsection is committed to the sole discretion of the Municipal Judge and is not subject to appeal or review.

(a) The Municipal Judge shall grant the waiver if the excluded individual wishes to participate in any free speech activity protected by the Constitution of the United States or the Oregon Constitution.

(8) *Stay During Appeal.* If an appeal of the exclusion is timely filed under Section 6, the effectiveness of the exclusion shall be stayed, pending the outcome of the appeal. If the exclusion is affirmed, the remaining period of exclusion from the time of the stay shall be effective immediately upon the issuance of the Municipal Judge's decision, unless the Municipal Judge specifies a later effective date.

(9) *Appropriate Length of Exclusion.* If a person is issued a subsequent exclusion while a previous exclusion is stayed pending appeal (or pending judicial review, should a court stay the exclusion), the stayed exclusion shall be counted in determining the appropriate length of the subsequent exclusion under Subsection (3). If the predicate exclusion is set aside, the term of the subsequent exclusion shall be reduced as if the predicate exclusion had not been issued. If multiple exclusions issued to a single person or a single facility are simultaneously stayed pending appeal, the effective periods of those which are affirmed shall run consecutively.

(10) *Violation of Exclusion.* No person shall enter or remain on City property at any time during which there is in effect a notice of exclusion issued under this Section excluding the person from that property.

(a) If a person who received notice of exclusion from City property subsequently remains or returns to that building or property, that person may be arrested on criminal trespass charges.

(b) A prosecution for criminal trespass is not an exclusive remedy. The person violating an exclusion order may also be liable for civil trespass and any other charge or liability under common, local, state, or federal law.

6.400. Removal of Individuals, their Property and Campsites on Public Property.

(1) Prior to the removal of any individual and/or their personal property from an established camping site on public property, law enforcement officials shall post a removal notice at the campsite, written in English and Spanish, 24hours in advance of removal, provided however, that law enforcement officials are encouraged to determine if the circumstances warrant an extension of time for removal to ensure humane treatment, in which instance the law enforcement officials may extend the notice time up to 72 hours in advance of removal;

(a) At the time the notice is posted, law enforcement officials shall inform a local agency that delivers social services to homeless individuals where the notice has been posted.

(b) This local agency may arrange for outreach workers to visit the camping site where a notice has been posted to assess the need for social service assistance in arranging shelter and other assistance.

(c) All unclaimed personal property shall be given to law enforcement officials whether 24 hour notice is required or not. Subject to approval of the City Manager, the City's Public Works Director shall develop a protocol to aid such law enforcement officials in the custody, removal, storage, and destruction of the unclaimed personal property. A notice shall be posted, written in English and Spanish, providing a phone number to call during the business hours of 8:00 a.m. to 4:00 p.m., Monday to Friday, to arrange an appointment to pick up the unclaimed personal property. This notice shall be posted in a conspicuous place in the general vicinity, but not greater than 30 feet, of the personal property to be removed, and shall be laminated or otherwise made to be weather resistant. The notice shall not be posted on or attached to personal property in the area. The property shall be stored for 30 days from the removal date and will be available to any individual claiming ownership. Property that remains unclaimed for 30 days will be disposed of and the notice removed.

(d) *Personal property* means any item that is reasonably recognizable as belonging to a person and has apparent utility. Items that have no apparent utility or are in an unsanitary condition will be immediately discarded upon removal of the homeless individuals from the camping site.

(e) City officials or law enforcement personnel shall photograph the site prior to the removal of property and provide a general description of items disposed of due to their lack of apparent utility or unsanitary condition.

(f) Weapons, drug paraphernalia and items that appear to be either stolen or evidence of a crime shall be turned over to the appropriate law enforcement officials.

(2) Following the removal of homeless individuals from a campsite on public property, the law enforcement officials, local agency officials and outreach workers may meet to assess the notice and removal policy, to discuss whether removals are occurring in a humane and just manner and to determine if any changes are needed in the policy.

(3) The 24 hour notice under subsection (1)(c) of this section shall not apply:

(a) When there are grounds for law enforcement officials to believe that illegal activities other than camping are occurring.

(b) In the event of an exceptional emergency such as possible site contamination by hazardous materials or when there is immediate danger to human life or safety.

(4) Sleeping or sleeping in a vehicle on public property in a manner that establishes a camping area or that results in personal property or trash being stored on public property shall be considered an established camp for the purposes of this Section.

~~(a) Vehicles used for camping on public property shall be impounded according to Wilsonville Code Sections 5.400—5.460. The contents of impounded vehicles will be inventoried according to Wilsonville Code Section 5.425.~~

~~(b) Sleeping in a vehicle on a public right-of-way shall still be governed by Wilsonville Code Section 5.210(12).~~

~~(c) Illegal parking, stopping or standing of vehicles are governed by Wilsonville Code Sections 5.200 et seq.~~

~~(5) A person authorized to issue a citation for unlawful camping under state law, administrative rule or city or county ordinance may not issue the citation if the citation would be issued within 200 feet of the notice described in this section and within two hours before or after the notice was posted.~~

(Ord. No. 716, 4-15-2013)

GENERAL

10.400. Diving From Public Pilings.

(1) No person shall dive or jump from, or climb or sit on, public pilings at the boat dock or at the swimming dock in Wilsonville Memorial Park or Boone's Ferry Park.

(2) Violation of this section is punishable as a violation pursuant to Section 1.012.

(Ord. No. 287, 1-21-1986)

10.410. Unlawful Operating or Riding a Skateboard in a Prohibited Area.

(1) It shall be unlawful for any person or persons to operate or ride a skateboard in any of the following prohibited areas:

(a) Town Center Park.

(b) Other property posted "No Skateboarding".

10.420. Intentionally Causing Damage to Town Center Park Properties by or for Skateboarding.

(1) It shall be unlawful for any person or persons with intent to damage Town Center Park property to damage Town Center Park property by:

(a) Operation or riding of a skateboard; or

(b) Destroying, altering, denting, breaking, impairing, mutilating, harming, or injuring Town Center property to make it usable for skateboard operation and riding.

~~10.425. Camping on Public Property and Rights-of-Way.~~

~~(1) It shall be unlawful for any person or persons to camp on public property or right-of-way without prior approval of the City, except that unauthorized overnight camping on City parks or park facilities is governed by WC 3.000(16).~~

~~(a) (2) *To camp* means to set up, or remain in or at, a campsite for the purpose of establishing or maintaining a temporary place to live.~~

~~(3) *Campsite* means any place where any bedding, sleeping bag, or other sleeping matter, or any stove or fire is placed, established, or maintained, whether or not such place incorporates the use of any tent, lean-to, shack, or any other structure or any vehicle or part thereof.~~

~~(Ord. No. 715, 4-15-2013)~~

10.430. Penalties.

Except as set forth in 10.250 and 10.400, violations of any provision of Chapter 10 shall be punished as follows:

(1) First Offence, a fine not to exceed $250.00.

(2) Second Offence within one year, shall be subject to punishment of a Class C misdemeanor (not to exceed $500.00 fine, not to exceed 30 days imprisonment).

(3) Any person who violates the provisions of WC 10.420 shall be punishable as a Class A misdemeanor (not to exceed $2,500 fine, not to exceed one year imprisonment).

(4) Upon conviction of WC 10.410 or WC 10.420, the Court may in addition to any other penalty order that the skateboard that was used be impounded until such times as may appear just and reasonable or may be ordered forfeiture of the skateboard. Provided, however, it shall be a defense to forfeiture if it is proven to the Court by the preponderance of the evidence that the defendant is not the owner of the skateboard and the owner did not know or could not have reasonably known that the skateboard would be ridden in violation of the provisions of this ordinance.

(5) Any person who is convicted of violating the provisions of WC 10.305 shall be punished as a violation pursuant to Section 1.012.

(Ord. No. 777, 11-16-2015)

CITY OF WILSONVILLE

VALUE STATEMENTS REGARDING HOUSING STATUS

The City of Wilsonville recognizes the regional and statewide homelessness crisis and understands that the City must play an active role in responding to the related humanitarian and livability concerns. The City makes the following statements to declare its commitment to coordinate with other government entities, service providers, and community members in responding to this crisis.

1. The City reaffirms its declaration as a welcoming and inclusive city, as described in Resolution No. 2626, adopted by the City Council on May 1, 2017.

2. The City reaffirms its efforts and adopted policies to continue building a thriving, vibrant community that provides a variety of employment to promote a robust workforce and housing opportunities across income levels. Such efforts and policies include, but are not limited to, the Equitable Housing Strategic Plan, the Town Center Master Plan, the Frog Pond East and South Master Plan, the transit-oriented development (TOD) affordable housing project, the Coffee Creek Master Plan, the Basalt Creek Concept Plan, the Urban Renewal Strategic Plan, the Economic Development Strategy, the Parks & Recreation Comprehensive Master Plan, and the South Metro Area Regional Transit (SMART) department that provides free in-town transit services.

3. All community members are entitled to be valued and treated with dignity regardless of their housing status. The City values community and individual wellbeing and will coordinate with state, regional, county, and local service providers to promote measures and services that are designed to increase community and individual wellbeing.

4. The City's role is to formulate policy and rules to best protect community safety, health, welfare, livability, and the environment.

5. Recognizing limited City resources, the City will utilize all existing and potential sources of funding made available from federal, state, regional, county, or other local funds specifically designated for addressing homelessness.

6. The City will coordinate with state, regional, county, and local service resources, and particularly Clackamas County housing initiatives, including Homelessness Prevention, Rapid-Rehousing, Coordinated Housing Access, and Built for Zero, with the goal that all unhoused people be afforded options for safer, stable housing.

7. The City's obligation and role is to regulate camping as survival sheltering in places not generally intended for living or habitation.

8. The City believes that camping for survival sheltering outside is not a solution for individuals experiencing homelessness.

9. The City's camping for survival regulations are designed to ensure that all community members feel that they are in a safe, orderly environment, including individuals who are sheltering for survival.

FINDINGS FOR ORDINANCE NO. 879

I. GENERAL FINDINGS

The general purpose of Ordinance No. 879 is to regulate the time, place, and manner in which individuals may camp on City of Wilsonville property and rights-of-way. Furthermore, the purpose of Ordinance No. 879 is to comply with Oregon House Bill 3115 (2021) and House Bill 3124 (2021), as well as current federal court decisions *Martin v. Boise*, 920 F.3d 584 (9th Cir., 2019) and *Johnson v. City of Grants Pass*, 50 F.4th 787 (9th Cir., 2022). The City makes the following general findings regarding the camping regulations contemplated in Ordinance No. 879.

Finding 1.1. The City Council acknowledges the lack of nightly shelter beds and housing currently available regionally and recognizes the systemic lack of state and federal investment in shelter and public health services for individuals experiencing homelessness.

Finding 1.2. The City Council acknowledges that it is currently unavoidable that some people will live or shelter for survival outdoors until they are able to access affordable or free shelter or housing. In Wilsonville, this has typically meant sheltering on City rights-of-way and City property.

Finding 1.3. Public rights-of-way are generally intended for public use and travel. The City Council is the road authority for most roads within the City; as such, the City must consider the safety of all modes of transportation travelling on roadways and sidewalks, including to and from neighboring properties, businesses, and residences.

Finding 1.4. The City owns extremely limited property where camping can or should be allowed. City utilities (stormwater, water, and sewer) are sensitive and generally closed to the public or have limited access for safety, environmental, and security reasons.

Finding 1.5. It is the intent of the City Council to provide standards for camping and survival sheltering on City property as mandated by state and federal law. However, camping for survival is not an alternative to stable, safe housing that is necessary for the sustainable health of the individual.

Finding 1.6. It is the intent of the City Council to provide standards for camping and survival sheltering on City property and City rights-of-way that will address issues such as fire risk, unsanitary conditions, trash, and public safety hazards to people camping and neighboring businesses and community members, and environmental degradation, which have occurred with longer-term camping in the City.

II. FINDINGS REGARDING TIME REGULATIONS

Finding 2.1. The City Council finds that restricting the time for camping on public property is necessary to increase public safety and ensure the equal and orderly administration of these regulations. The chosen time period for permitted camping is consistent with current City parking regulations. Additionally, the City of Wilsonville contracts with Clackamas County for

law enforcement services. Due to the limited availability of law enforcement services, the City must have firm time regulations that ensure proper administration within the designated areas for camping. The City Council also finds that the chosen ten (10) hour period is longer than similar time regulations, and provides additional time for individuals experiencing homelessness to set up and take down their camping materials, as well as obtain sufficient rest.

Finding 2.2. The City Council finds that individuals experiencing homelessness can store and use personal property in designated areas when reasonably necessary for camping, sleeping, or staying warm and dry from the elements. The time limits on the storage of personal property in designated areas ensure a lack of obstructions for City rights-of-way and on other public property, as well as protecting the health and safety of residents and other individuals experiencing homelessness from harm to persons or property. The City Council also finds that the City has an interest in ensuring the aesthetic and healthy vision for the City through effective and orderly administration of regulations.

III. FINDINGS REGARDING PLACE REGULATIONS

Finding 3.1. The City Council finds that City parks are a vital part of the Wilsonville community and represent significant City assets as real property owned by the City; public improvements and infrastructure built, controlled, maintained, and owned by the City; and sites necessary for the health and wellbeing of the community. In the 2022 biennial National Community Survey, City parks received the highest rating out of 10 characteristics at 91% of those surveyed rating the quality of City parks as excellent or good. The City has intentionally invested significant resources to the development, maintenance, and expansion of its parks system, with plans to continue to do so, as outlined by the City's 2018 Parks and Recreation Comprehensive Master Plan ("Parks Master Plan"). The City Council relies on the Parks Master Plan and supporting documents to substantiate continuing to prohibit camping in City parks. In the public outreach conducted as part of the City's project to update its public property camping regulations, community members completed a forced-ranking of suitability as space to allow overnight camping and City parks was ranked the third least suitable locations, only above residential areas and areas around schools.

Many City parks, including Memorial Park (the City's largest park), Boones Ferry Park, and Arrowhead Creek Park, have areas within the City's Significant Resource Overlay Zone (SROZ), which limits development and uses that may occur in those areas in order to protect wildlife habitat, wetlands, riparian corridors, and other environmentally sensitive areas. In order to protect the significant resources dedicated to the City's high-quality parks, the City Council finds that City parks should continue to remain closed to all community members between 10:00 pm until 5:00 am, unless appropriate authorizations are obtained. The City Council further finds that other designated City-owned property offers sufficient space for individuals who are involuntarily homeless to camp overnight.

Finding 3.2. The City Council finds that City parking lots or other City property not listed as designated areas for camping must be protected for the benefit and use of City staff and the public. City staff utilize City parking lots to safely store City vehicles, as well as for the parking of City employees' personal vehicles during the work day. The City also hosts numerous events

and activities throughout the year for the public, which often utilize City parking lots and City property for attendance. The City Council has specifically created certain designated areas where individuals experiencing homelessness may safely camp overnight and access essential sanitary facilities.

Finding 3.3. The City Council finds that the City's South Metro Area Regional Transit (SMART) system is an integral service to the Wilsonville community. SMART provides transportations services for a wide range of Wilsonville residents, employees, and visitors. These individuals access these services through the use of City bus shelters throughout the area. Many of the frequent users of SMART services are elderly or disabled residents, and often require use of the bus shelter while awaiting transportation services. The City Council further finds that other designated City-owned property offers sufficient space for individuals who are involuntarily homeless to rest and camp overnight, while also preserving the facilities necessary for residents accessing local public transportation services.

Finding 3.4. The City Council finds that the Significant Resource Overlay Zone (SROZ) serves to protect natural resources, open space, flood hazard areas, the Willamette River Greenway, and, generally, the environment. The City Council adopted the SROZ as part of the City of Wilsonville Zoning Map to achieve compliance with the requirements of the Metro Urban Growth Management Functional Plan (UGMFP), relating to Title 3 Water Quality Resource Areas and Title 13 Habitat Conservation Areas, as well as the portion of Statewide Planning Goal 5 relating to significant natural resources. The SROZ limits the types of uses and development that may occur in order to preserve the natural areas, riparian corridors, wetlands, for animal and plant life. Such preservation will be significantly damaged and undermined if individuals camp or shelter within the SROZ.

The City Council further finds that the City's Significant Resource Overlay Zone (SROZ) poses a unique fire danger during high and extreme fire conditions due to the abundance of dry brush and other fuel sources. It is difficult for emergency personnel to evacuate individuals from the SROZ during a fire event, and difficult to enforce arson laws and burning prohibitions on an incident-by-incident basis due to the rapid rate of fire spreading under such conditions. Wildfires in the SROZ, as well as other densely forested areas within the City, pose a severe threat to persons and property, including residents and property owners near those areas, as well as parks and public lands.

Finding 3.5. The City Councils finds that the City of Wilsonville takes great pride in its urban forests and recognizes the benefits that trees provide to quality of life, economic development, and livability. The City's Heritage Tree program recognizes and fosters the appreciation and awareness of trees that represent and promote the history and values of the community. Camping near these historical markers, or other sensitive tree areas, would undermine the goals of the program, as well as pose a potential threat to the health and preservation of protected trees within the community.

Finding 3.6. The City Council finds that effectively managing City stormwater facilities is imperative to ensuring enhanced water quality, preserving natural features, providing aesthetic value to the community, and protecting wildlife habitats. Pursuant to the 2012 Stormwater Master

Plan, the City is committed to achieving these goals, while also complying with local, state, and federal regulatory requirements. Camping near areas designated as stormwater facilities potentially pose a significant risk to water quality through the contribution of pollutants and toxins that are related to human activity. Additionally, the City must maintain regular access to these facilities to comply with all applicable regulations and make necessary repairs and improvements. The City must also ensure continued compliance with its National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System (MS4) Permit that is regulated through the Oregon Department of Environmental Quality by protecting its stormwater system from hazards and water pollution.

Finding 3.7. The City Council finds that camping, lying, or sleeping on or near railroad tracks, or in a manner that obstructs rights-of-way, vehicle lanes, bicycle lanes, or roundabouts prevents the public's ability to use that public property for its intended purpose and in some situations can result in imminent threats to life.

Finding 3.8. The City Council finds that as the road authority for the City, the City is responsible for ensuring the safety of any street or right-of-way undergoing construction, heavy vehicle use, or other similar uses where camping would be incompatible for purposes of avoiding imminent threats to life, or delays in necessary public improvements.

IV. FINDINGS REGARDING MANNER REGULATIONS

Finding 4.1. The City Council finds that City rights-of-way are generally to serve multi-modal transportation, including, but not limited to, vehicle, bicycle, and pedestrian traffic. Obstructing sidewalk accessibility is not only potentially a violation of the Americans with Disabilities Act (ADA), obstructions can also prevent access to and repair and maintenance of fire hydrants, mailboxes, crosswalk call buttons, and other critical public utility infrastructure.

Finding 4.2. The City Council finds that close congregation of campsites together often leads to campsites growing to a point of causing significant sanitary, health, safety, and welfare issues. The City Council also finds that allowing close congregation of campsites limits the ability to enforce other camping regulations.

Finding 4.3. The City Council finds that recreational fires and other sources of open flames pose a risk to the health and safety of the community. During dry seasons, open flames can create a fire danger that poses a severe threat to surrounding persons and property within the City. Additionally, open flames and recreational fires pose a health risk to individuals camping within the vicinity, as well as serve as a source of potential airborne pollutants and toxins. The City currently contains service providers that distribute meals to individuals experiencing homelessness that do not require heating by flame or other forms of heating that pose fire threats.

Finding 4.4. The City Council finds that it must continue to prohibit any uses that may cause violations of the City's NPDES MS4 permit and/or jeopardize the City's sanitary sewer and stormwater systems. The City Council further finds that the City takes great pride in its excellent aesthetic and healthy appearance. The storage or discarding of garbage, debris, or other various forms of unsanitary materials or substances such as black or grey water within the City may be

harmful to the health and safety of persons or property, including residents and individuals experiencing homelessness, as well as detract from the aesthetic vision for the City. Additionally, storage of certain combustible materials can pose a significant fire threat when located near structures or other individuals. The City Council further states that individuals experiencing homelessness can store and use personal property that is reasonably necessary for camping, sleeping, or staying warm and dry from the elements.

Finding 4.5. The City Council finds that unauthorized utility connections, attachments of personal property to public property or structures, or otherwise altering public property in any unauthorized manner poses a risk to the effective management, use, and enjoyment of such property by residents, public employees, or other individuals. The City and other public employees must maintain regular access to these public utility structures and additional public property to comply with all applicable local, state, and federal regulations, make necessary repairs and improvements, and provide essential services to protect persons and property during emergencies. Additionally, the City Council finds that residents and visitors regularly use and rely on public property, such as facilities, structures, and open areas for the provision of services and personal enjoyment. The City Council further finds that any unauthorized connections or attachments likely violate federal, state, and/or local laws, regulations, and policies, including, but not limited to, the Clean Water Act, the Americans with Disabilities Act, building codes, and land use regulations.

Finding 4.6. The City Council finds that unleashed animals pose a risk to the health and safety of community members, City employees, and other individuals. The City currently requires that dogs must be on leash if on public property, unless is a designated off-leash dog park. The City also currently prohibits animals of any kind from entering the park unless confined or, for dogs, if on-leash, unless in a designated off-leash dog park. Additionally, the presence of animal feces presents a public health hazard to water quality and an impediment to the enjoyment of public property. The City Council also finds that unleashed animals can stress local mammals and destroy habitats in sensitive areas such as those used for ground-nesting birds.

Finding 4.7. The City Council finds that the use, manufacture, or distribution of tobacco, alcohol, or cannabis products, or other illicit substances pose a risk to the health, safety, and welfare of residents, individuals experiencing homelessness, and other individuals impacted by the use of such substances. The use of these substances can contribute to health problems for those that use such substances, as well as surrounding residents, community members, and property where these substances are consumed, manufactured, or distributed. Additionally, the use, manufacture, or distribution of these substances is a violation of other applicable local, state, and federal regulations. The City Council further finds that exceptions should be made where an individual experiencing homeless can demonstrate a legitimate need for the use of certain substances for medical purposes.

Finding 4.8. The City Council recognizes that vehicles are often used by individuals who are involuntarily homeless for shelter and/or sleeping. The City Council also recognizes the need to protect the health and safety of persons and property in designated areas for camping. Potential harms from improper vehicle camping including environmental harm to stormwater facilities and surrounding habitats or structures, imposing barriers or impediments that can obstruct travel by

residents or public employees, and other actions that violate applicable local, state, or federal laws related to the ownership and operation of vehicles.

V. FINDINGS REGARDING NOTICE AND REMOVAL REGULATIONS

Finding 5.1. The City Council finds that when removing a camp or closing a location where people are camping on public property in a non-designated area the City will provide at least 72-hour notice to all impacted individuals. These provisions are subject to exceptions in cases of emergencies or criminal activity, as allowed by State law, or as necessary to protect the health, safety, and welfare of persons or property. The City Council further states that notice and removal efforts will be focused on working with service providers and community resources to provide reasonable support to individuals experiencing homelessness. The City will assess personal property remaining at closed campsites and determine the proper disposition of such property based on reasonable interpretations regarding the apparent nature and use of the property, and the relative impact of such property on the health and safety of the community.

Finding 5.2. The City Council finds that City officials must have the discretion to suspend notice provisions when necessary to provide essential services to protect persons and property during emergencies. Pursuant to state law and the needs of the community, designated public officials must have the authority to enforce removal regulations where there is a reasonable and legitimate threat to the health, safety, and welfare of persons or property relating to activities on public property occupied by individuals experiencing homelessness.

VI. FINDINGS REGARDING ENFORCEMENT REGULATIONS

Finding 6.1. The City Council finds that the City has an interest in enforcing local, state, and federal regulations. Pursuant to Article IV, Section 1(5), and Article XI, Section 2 of the Oregon Constitution, each municipal government has the authority to establish regulations and regulate the conduct of those within the its boundaries where not pre-empted by state or federal law for the protection of public health, safety, and welfare. The Wilsonville City Charter imposes certain duties on City officials to enforce the provisions of all City regulations. It is the intent of the City Council to promote the amicable and efficient enforcement of these regulations, while ensuring equitable compliance to protect the health and safety of City property, residents, and individuals experiencing homelessness. The City Council further finds that pursuant to state laws regarding enforcement of camping regulations, public officials will not issue citations to individuals experiencing homelessness within two hundred (200) feet of removal notice posted within two (2) hours before or after the notice was posted. These limits are subject to City authority that is necessary for public employees to provide essential services to protect persons and property during emergencies.

VII. FINDINGS RELATED TO EXCEPTIONS TO REGULATIONS

Finding 7.1. The City Council finds that the City Manager or their designee must have the discretion to authorize additional camping and storage of personal property when reasonably necessary during periods of public emergencies. This provision will ensure swift and

comprehensive measures to protect the health and safety of individuals experiencing homelessness. Additionally, the City Manager or designee can make temporary accommodations for camping and the storage of personal property where there are reasonable grounds that are approved by City Council at the next regularly scheduled meeting. These provisions provide sufficient discretion for the City Manager or designee to act within their best judgment to make temporary accommodations where necessary and consistent with the goals of the City and the community, as well as providing expeditious review of the decision for compliance with relevant goals and policies.

ATTACHMENT 2

UPDATED MEMORANDUM

TO: Wilsonville City Council

FROM: Amanda Guile-Hinman, City Attorney

DATE: April 22, 2023

RE: Public Outreach – Prohibited Camping Code Update Project

I. INTRODUCTION

This memorandum provides the public outreach undertaken by staff regarding the prohibited camping code update project. **Exhibit 1** attached hereto is the Let's Talk, Wilsonville! questionnaire results report. The questionnaire received the largest community response of a Let's Talk, Wilsonville! survey at 437 responses. This memorandum details the other outreach components already undertaken and those planned in the coming days.

II. OUTREACH EFFORTS

In addition to information collected internally from City personnel from the Parks and Recreation, Library, Public Works, Code Compliance, Police, and Administration Departments, staff has contacted, or attempted to contact, Wilsonville Community Sharing, Heart of the City, fourteen religious organizations located in the city, the Chamber of Commerce, Rotary Club, Wilsonville Alliance for Inclusive Communities, and 26 local homeowners associations. Staff also contacted the West Linn-Wilsonville School District; Tualatin Valley Fire and Rescue; Clackamas County Health, Housing, and Human Services; and several regional, state, and federal agencies that work with unhoused individuals and the housing crisis.

City representatives met with Wilsonville Community Sharing, Heart of the City, Creekside Bible Church, Clackamas County employees, Tualatin Valley Fire and Rescue representatives, West Linn-Wilsonville School District employees, the Wilsonville Alliance for Inclusive Communities, the Parks and Recreation Advisory Board, the Library Board, and the Diversity, Equity, and Inclusion Committee.

The City coordinated with Wilsonville Community Sharing for it to collect responses from individuals experiencing homelessness to provide information to the City about camping regulations.

III. INFORMATION FROM OUTREACH

This memorandum summarizes the information obtained from interviews conducted thus far.

A. Services Provided

Below is information regarding services provided to unhoused individuals[1] by those organizations staff interviewed:

- Clackamas County Housing and Community Development department discussed with City staff several important resources available to unhoused individuals.
    - Clackamas County has a program called Coordinated Housing Access, which serves as the starting point to get individuals connected to housing and support services. People can call **(503) 655-8575** and leave a message or fill out the online form at https://www.clackamas.us/communitydevelopment/cha.
    - Clackamas County also has a number people may call when an individual appears to be experiencing a mental health crisis, but does not appear dangerous or need a police response. That phone number is **(503) 655-8585**. Individuals experiencing suicidal crisis or mental health-related distress can also dial **988**, which is the National Suicide and Crisis Lifeline.
- Wilsonville Community Sharing (WCS) provides "grab and go" food for unhoused individuals on Tuesdays from 12:30 pm to 2:30 pm and 6 pm to 7:15 pm at its food pantry located in the City's Art Tech Building at 29796 SW Town Center Loop East. Community members will sometimes donate to WCS small dollar gift cards to local restaurants and grocery stores that are given out to unhoused individuals. WCS noted that they provided food to 52 unhoused individuals last year, but that number is duplicative because many people came to WCS each week for food.

[1] These organizations in many cases provide other services to individuals based on other life circumstances, but the interviews are specifically focused on services provided to unhoused individuals.

They estimate that they provided approximately 1,000 pounds of food to unhoused persons last year.

- Heart of the City provides counseling, rental and utility payment assistance, clothing, sleeping materials, and other necessities for individuals experiencing homelessness or are vulnerable to becoming unhoused. Its hours are Monday through Thursday, 10 am to 2 pm.
- The West-Linn Wilsonville School District staff explained that the school district works to remove barriers that prevent unhoused students from attending school. One way the school district does this is by providing transportation to the student's "school of origin." If a student's family is unhoused and staying in location(s) outside of the school or school district boundaries, the school district will provide transportation to ensure the student is able to attend their school of origin. Providing transportation to an unhoused student's school of origin is a requirement under federal law (42 USC §11432(g)(1)(J)(iii)). Another way the school district works to remove barriers is by offering free or reduced lunch. Applications for the program should be submitted during the summer prior to the start of the school year or at the beginning of the school year. The application can be found here: https://www.ode.state.or.us//apps/frlapp.

B. Other Notable Discussion Points

In these interviews, staff also inquired about the service providers' general experiences, barriers to providing services, and any considerations that should go into a prohibited camping code update. Below is a summary of some notable discussion points raised:

- Providers noted that many of the unhoused individuals they serve live in their vehicles and camp at the rest stop. They estimated approximately 80% of the individuals are senior citizens and mainly men. They also stated that almost all of the individuals that sought services are not addicted to drugs or drug users nor appear to have significant mental health disorders.
- Another service provider stated that the unhoused individuals they serve are generally not unsheltered, but rather living in others' homes or temporarily in vehicles.

- A service provider explained that a barrier that does occur for some unhoused individuals in the community is what to do when their vehicle breaks down. Since this provider's experience is that many unhoused residents in the community live in their vehicles, a vehicle breaking down means they cannot drive and move their car and are more likely to have their vehicle (their home) towed.
- None of the providers were overly enthusiastic about a private property camping program – though some expressed a willingness to work with the City on a City-sponsored program.
- Clackamas County is planning to launch new programs and infrastructure for supportive housing through Metro's new Supportive Housing Services tax.
    - Clackamas County staff provided a presentation to the City Council on February 23, 2023 about some of its new initiatives.
- Clackamas County provides utility payment assistance and limited water and wastewater payment assistance to low-income individuals. People can call **(503) 650-5640** or fill out an application request at https://www.clackamas.us/socialservices/energyassistance
- One provider noted that some COVID-19 emergency benefits came to an end in March 2023. February was the last month that the federal government will allow Oregon to issue pandemic emergency food benefits for eligible SNAP households. For more information about this change and regular SNAP benefits, visit https://www.oregon.gov/dhs/ASSISTANCE/FOOD-BENEFITS/Pages/Emergency-Allotments.aspx.
- One interviewee explained that many unhoused individuals in the area do not want to be visible to the community. Visibility often means that the camp will closed down, unhoused individuals could be harassed, or items might be stolen.
- One interviewee connected with unhoused individuals at the rest stop from approximately 2008 through 2010. Most people lived in their vehicles. The interviewee explained that for most of those individuals, the biggest hurdles were not drugs, alcohol, or severe mental health disorders, but rather a lack of basic life skills.

- Another interviewee similarly noted that most unhoused unsheltered individuals in Wilsonville live in their vehicles. A suggestion was to look at the regulations for vehicles differently (and more permissively) than tent camping or sleeping directly on sidewalks and City property.
- Interviewees were generally supportive of continuing to close parks at night to all people, including unhoused individuals.
- Supportive sanitation facilities was a common theme in many of the interviews, particularly focusing on garbage receptacles and restrooms. This is an item that will be discussed among the inter-departmental team as allowable places to camp are identified.

C. Survey of Individuals Experiencing Homelessness

Below is a summary of the feedback that the City received from Heart of the City through the survey Heart of the City administered to individuals experiencing homelessness on behalf of the City. This survey was conducted on a Tuesday during the times the food pantry was open.

- Many prefer lighted area, close to restrooms
- They also requested trash receptacles
- Many asked for signs/maps to know where to go and what regulations are
- They asked for nightly patrols – many expressed concerns about safety/theft
- Many preferred a 24 hour, 12 hour, or 7 pm to 7 am camping timeframe
- Some expressed interest in a sign-in or registration process
- Some expressed desire for outlets to charge devices
- Some were concerned about the presence of drugs and loud music

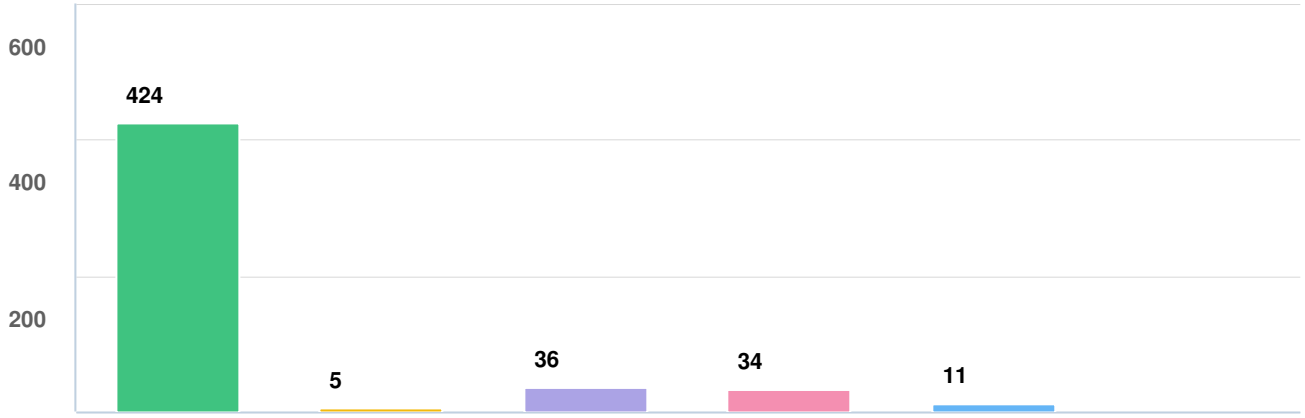
Survey

SURVEY RESPONSE REPORT
19 July 2019 - 05 February 2023

PROJECT NAME:
Legal Review of Prohibited Camping Code

SURVEY QUESTIONS

Q1 What is your relationship to the City of Wilsonville?



Question options

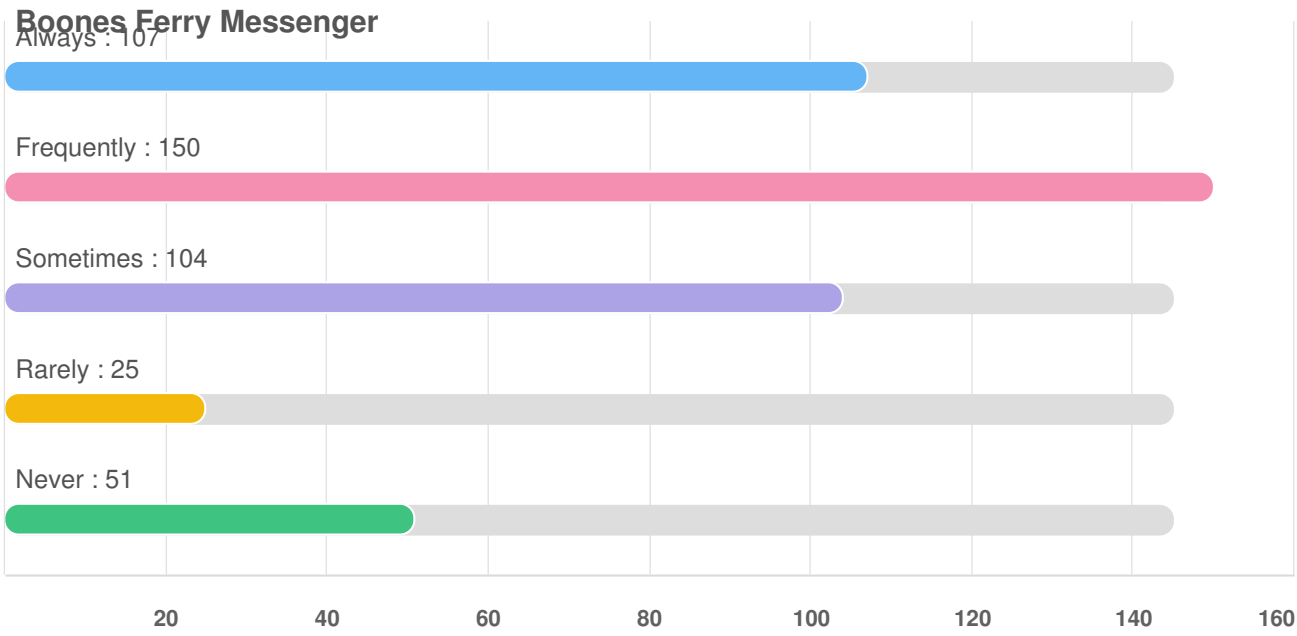
I live in Wilsonville
I go to school in Wilsonville
I am employed by a Wilsonville business
I operate a Wilsonville business
I am a frequent visitor to Wilsonville
None

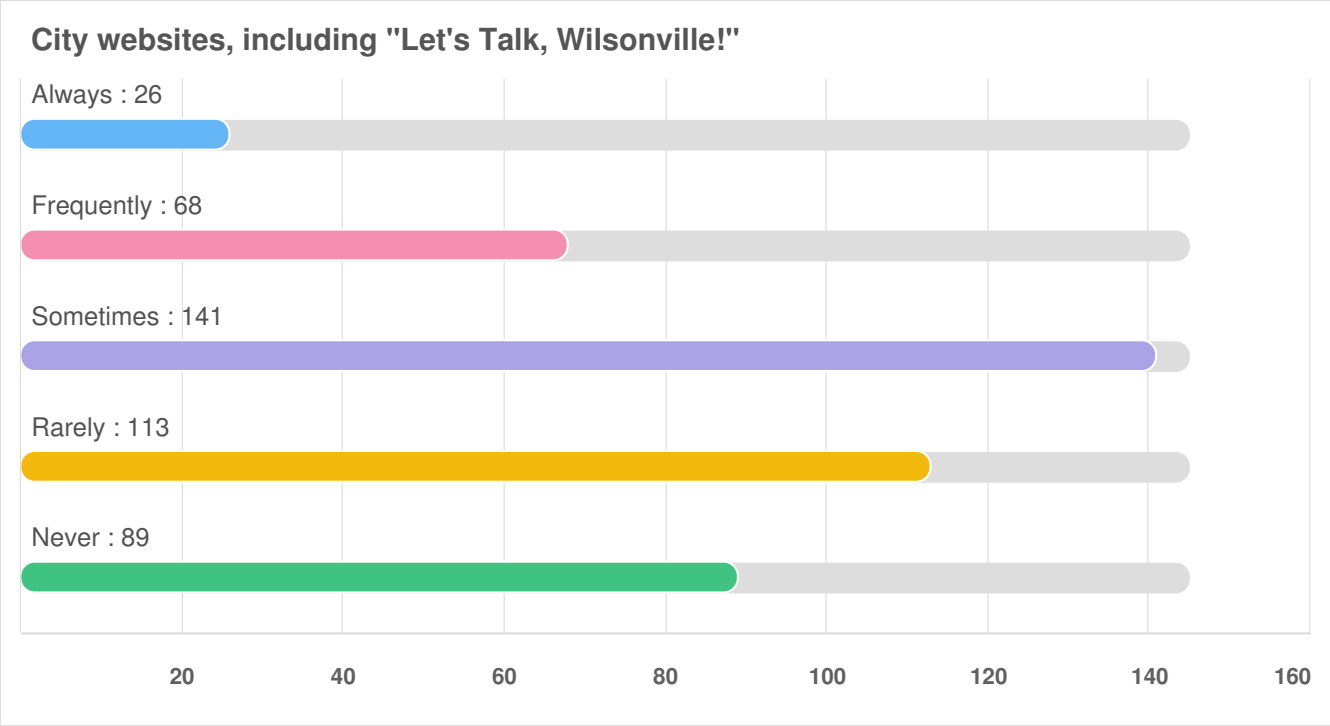
Optional question (437 response(s), 0 skipped)
Question type: Checkbox Question

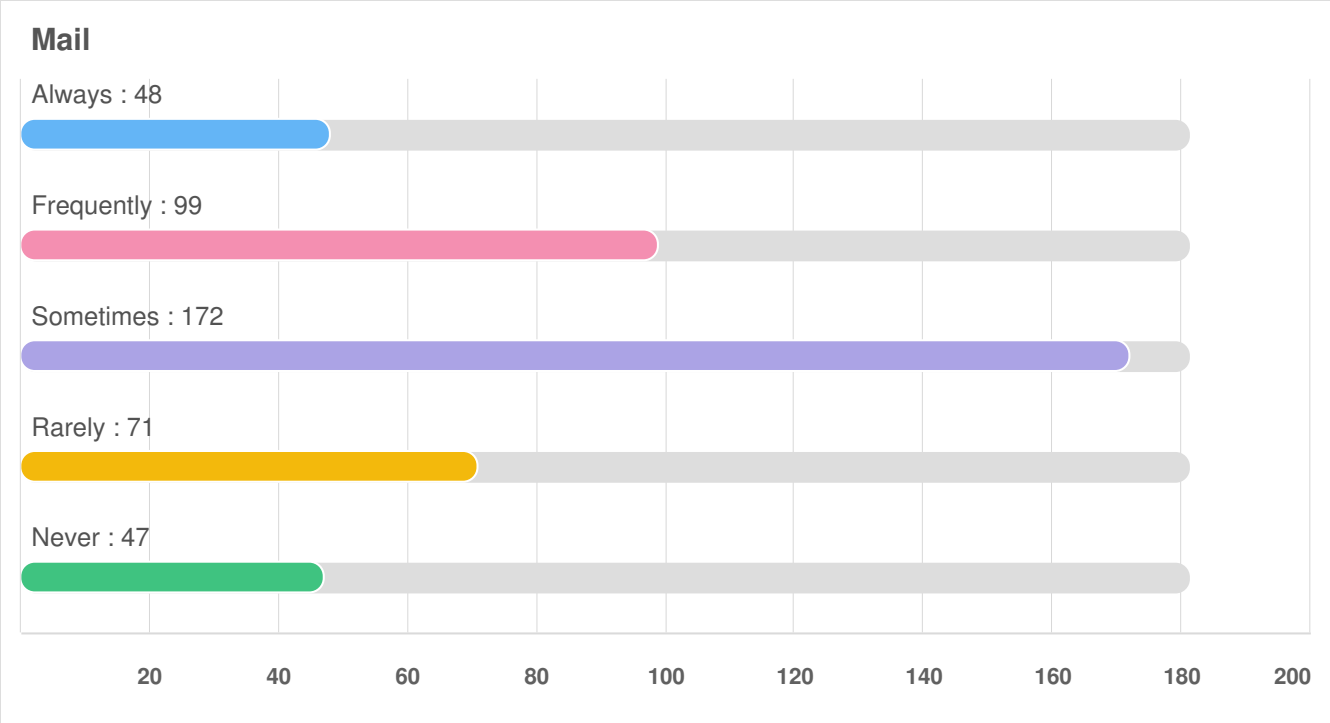
Q2 How do you typically stay informed about City projects of interest to you?

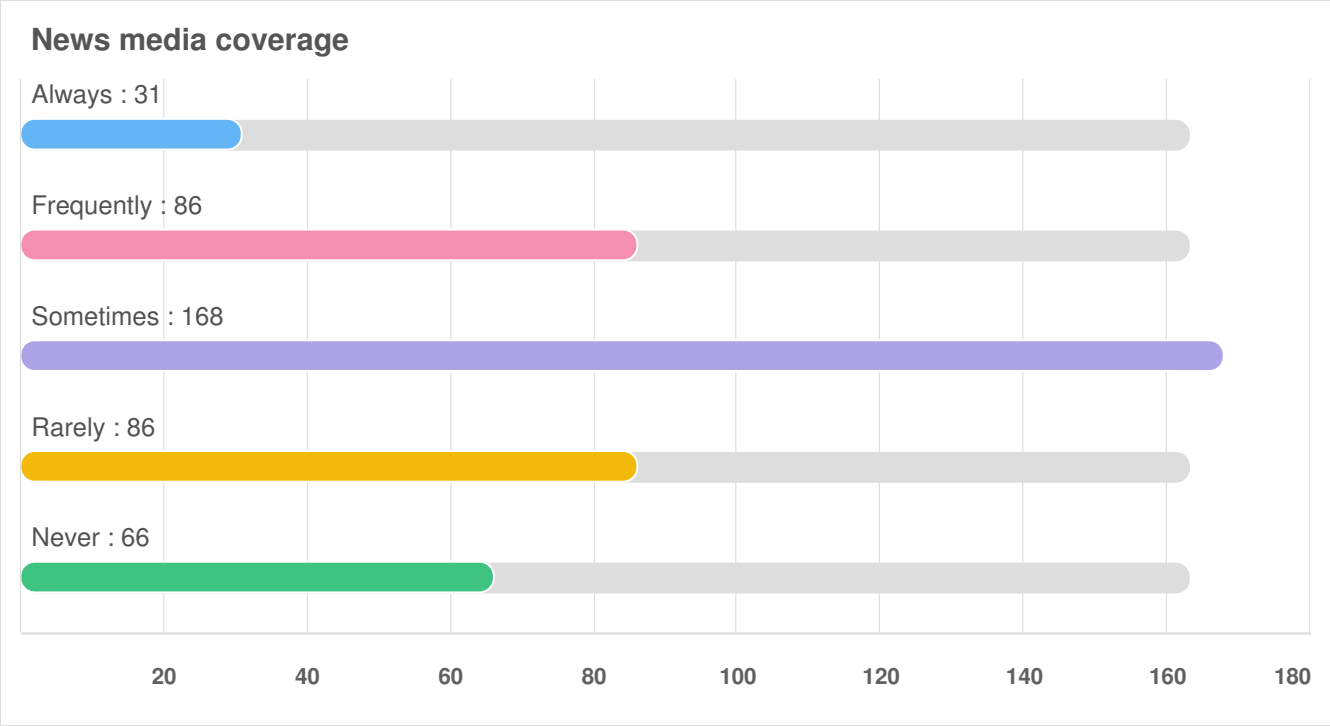
Mandatory Question (437 response(s))
Question type: Likert Question

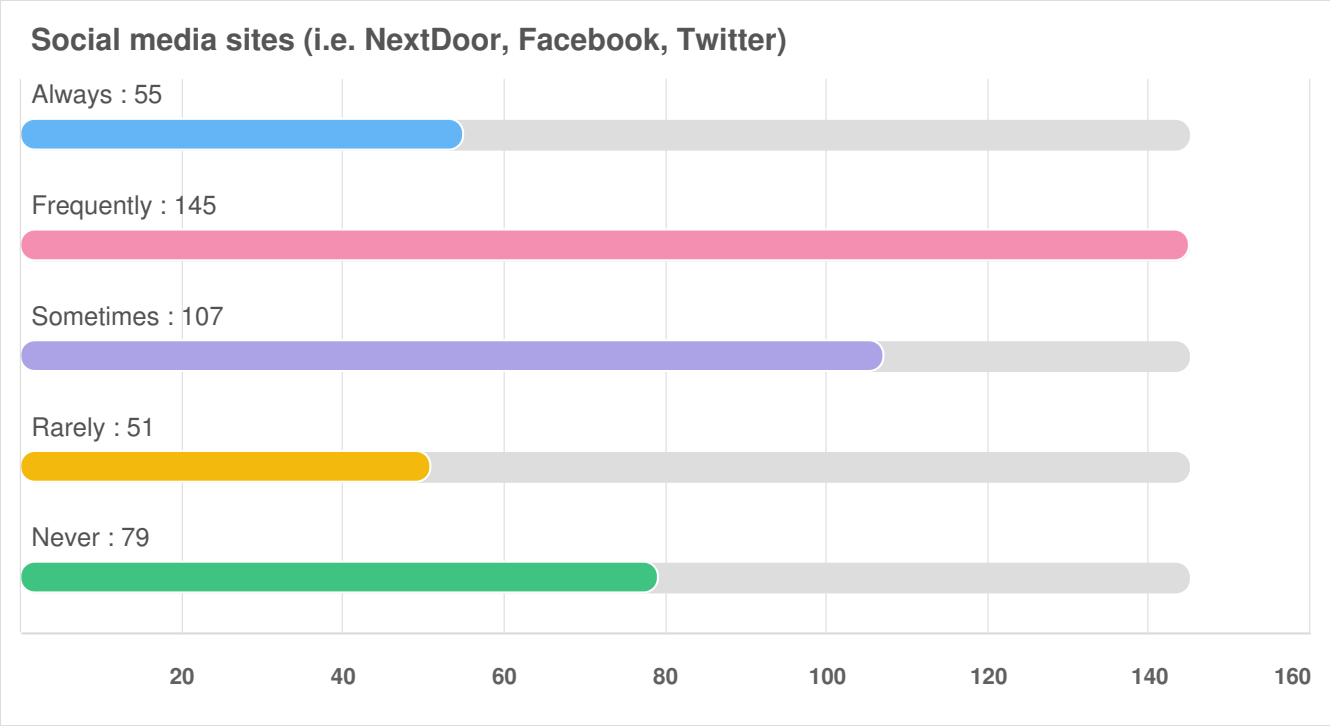
Q2 How do you typically stay informed about City projects of interest to you?

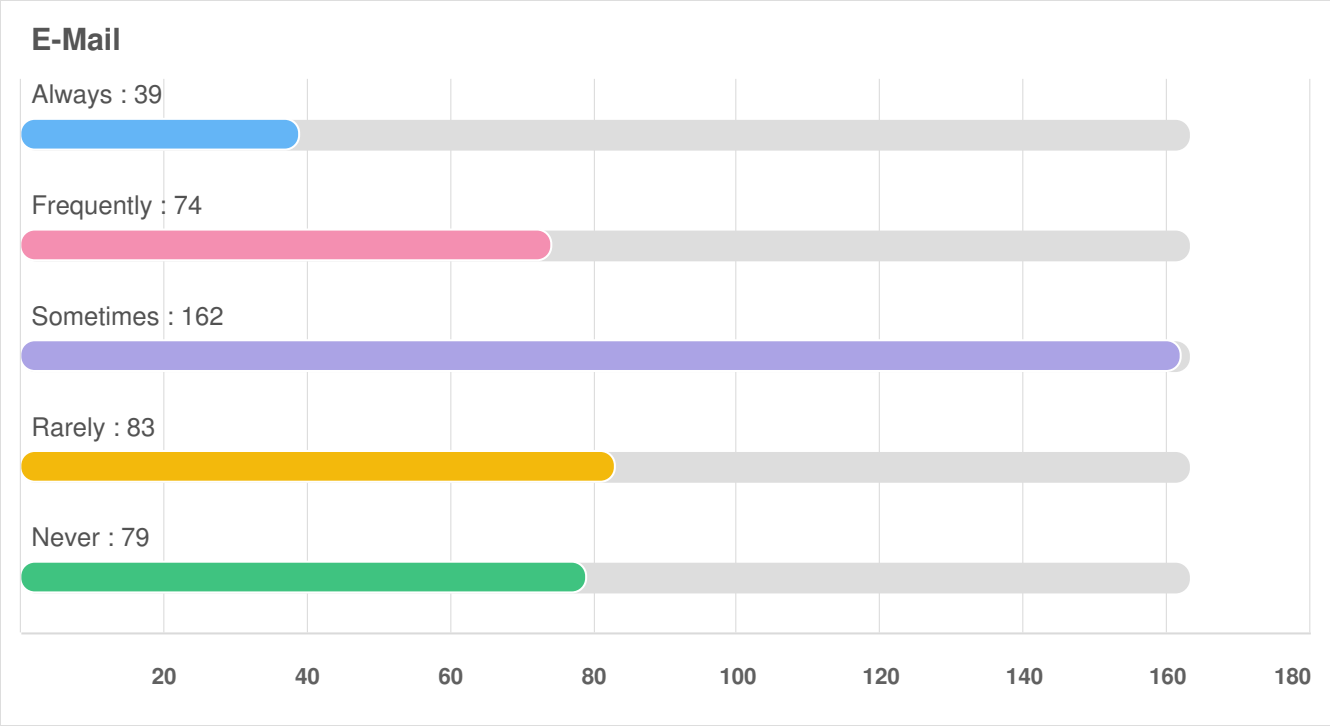



City websites, including "Let's Talk, Wilsonville!"
Always : 26
Frequently : 68
Sometimes : 141
Rarely : 113
Never : 89
20
40
60
80
100
120
140
160

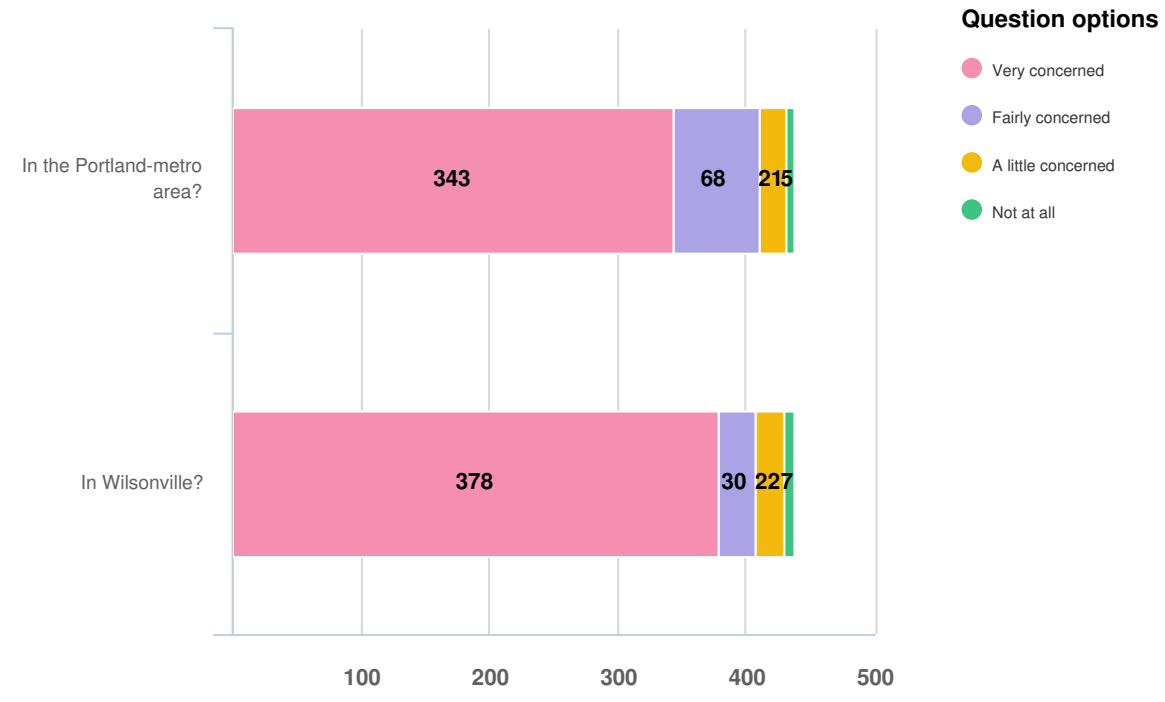

Mail
Always : 48
Frequently : 99
Sometimes : 172
Rarely : 71
Never : 47
20
40
60
80
100
120
140
160
180
200


News media coverage
Always : 31
Frequently : 86
Sometimes : 168
Rarely : 86
Never : 66
20
40
60
80
100
120
140
160
180


Social media sites (i.e. NextDoor, Facebook, Twitter)
Always : 55
Frequently : 145
Sometimes : 107
Rarely : 51
Never : 79
20
40
60
80
100
120
140
160

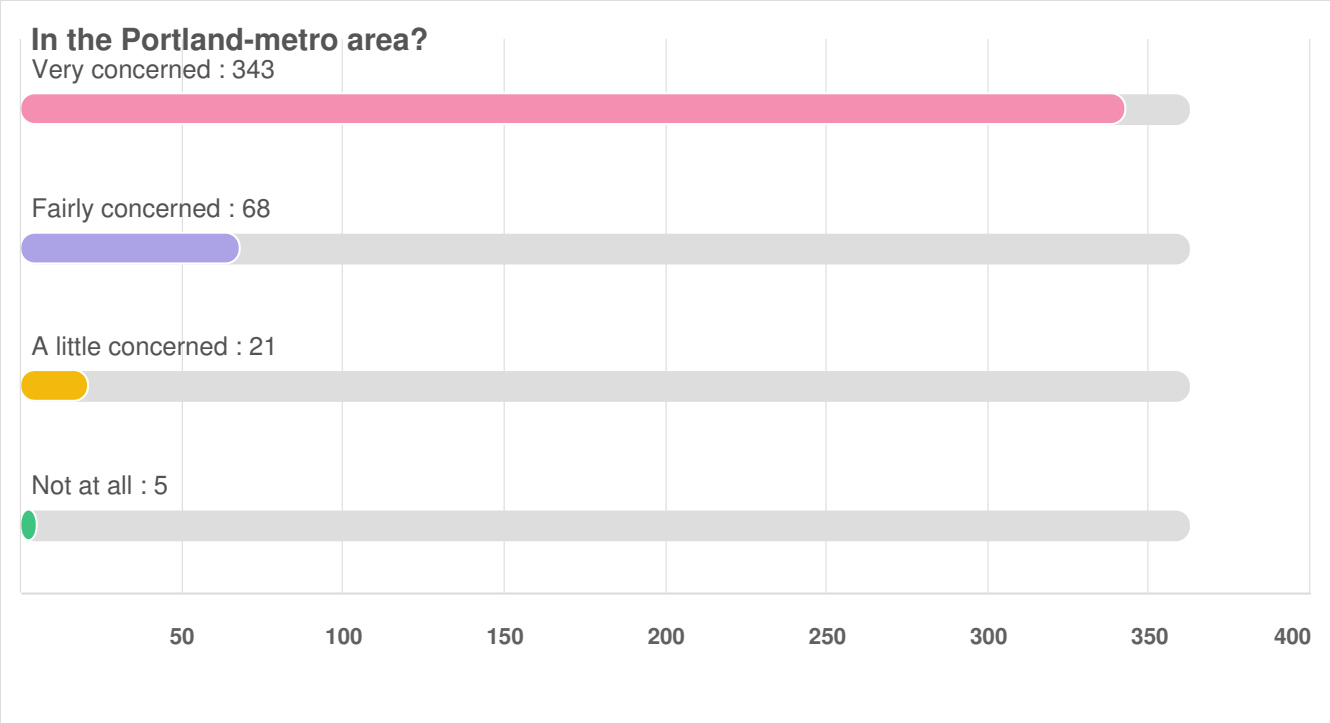


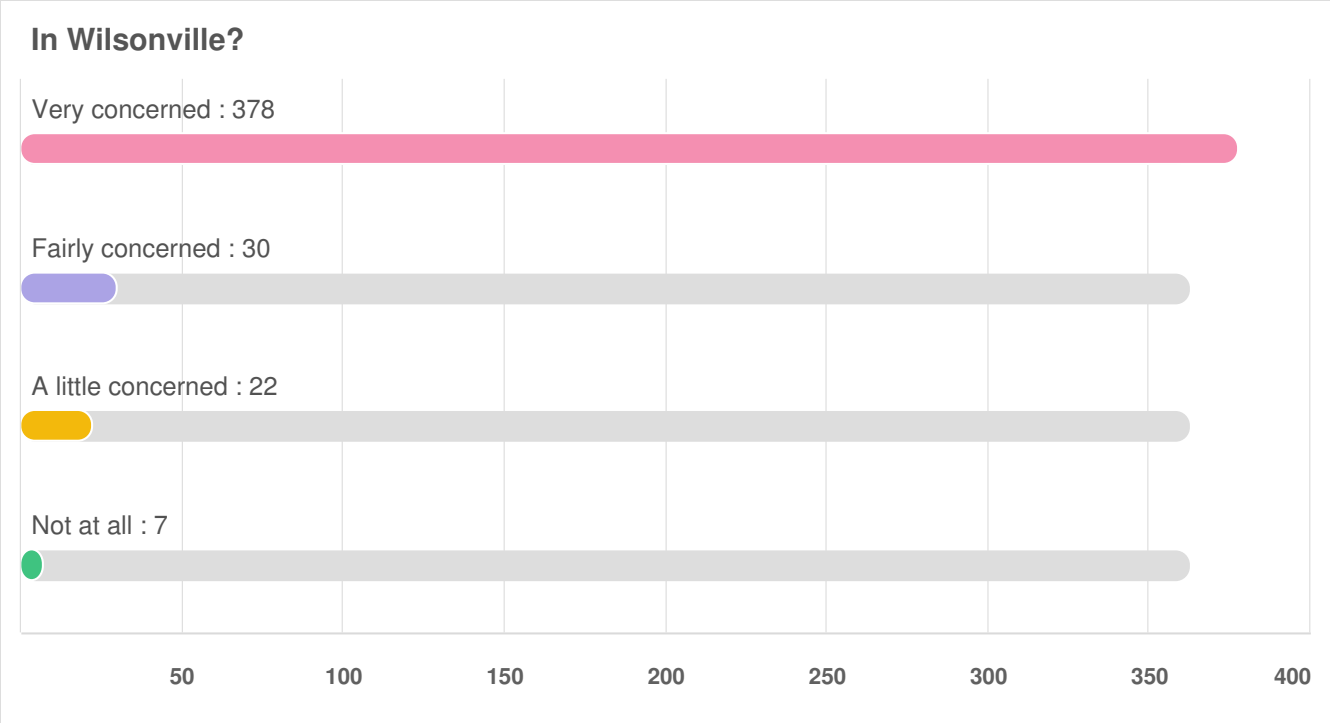
Q3 How concerned are you about people camping on public property?



Mandatory Question (437 response(s))
Question type: Likert Question

Q3 How concerned are you about people camping on public property?

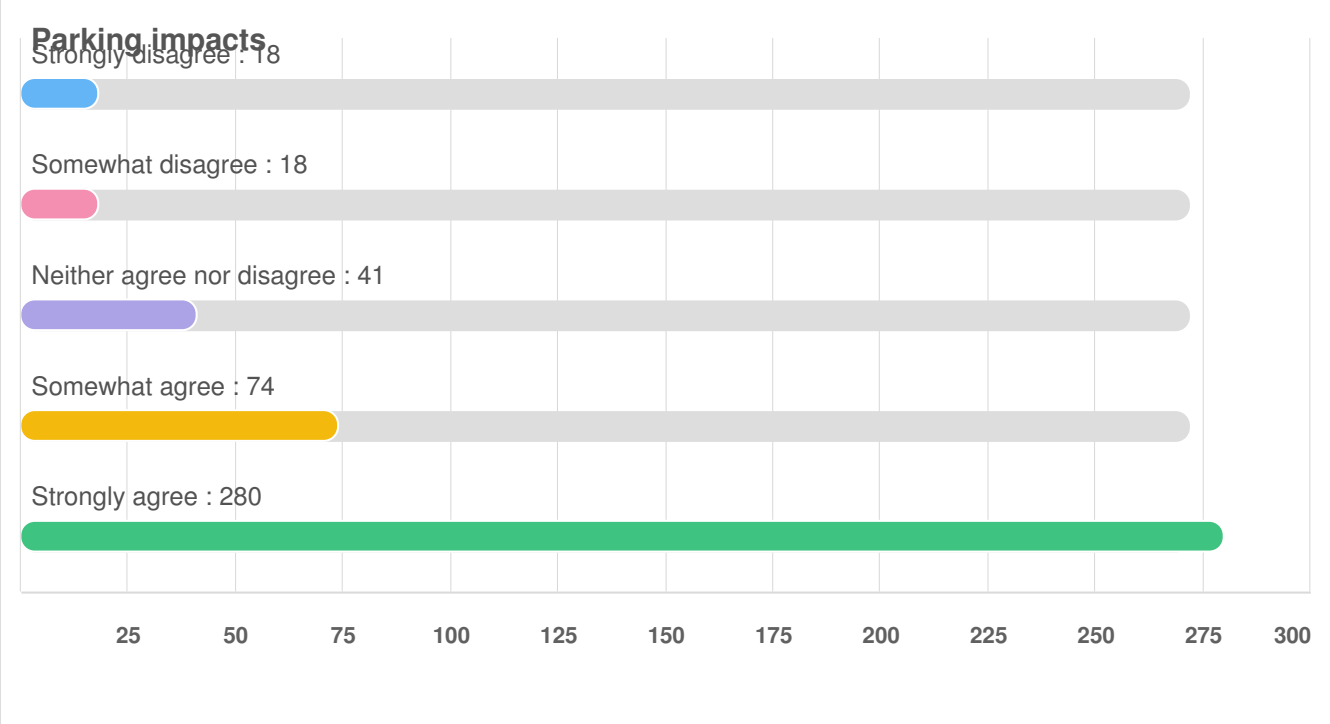


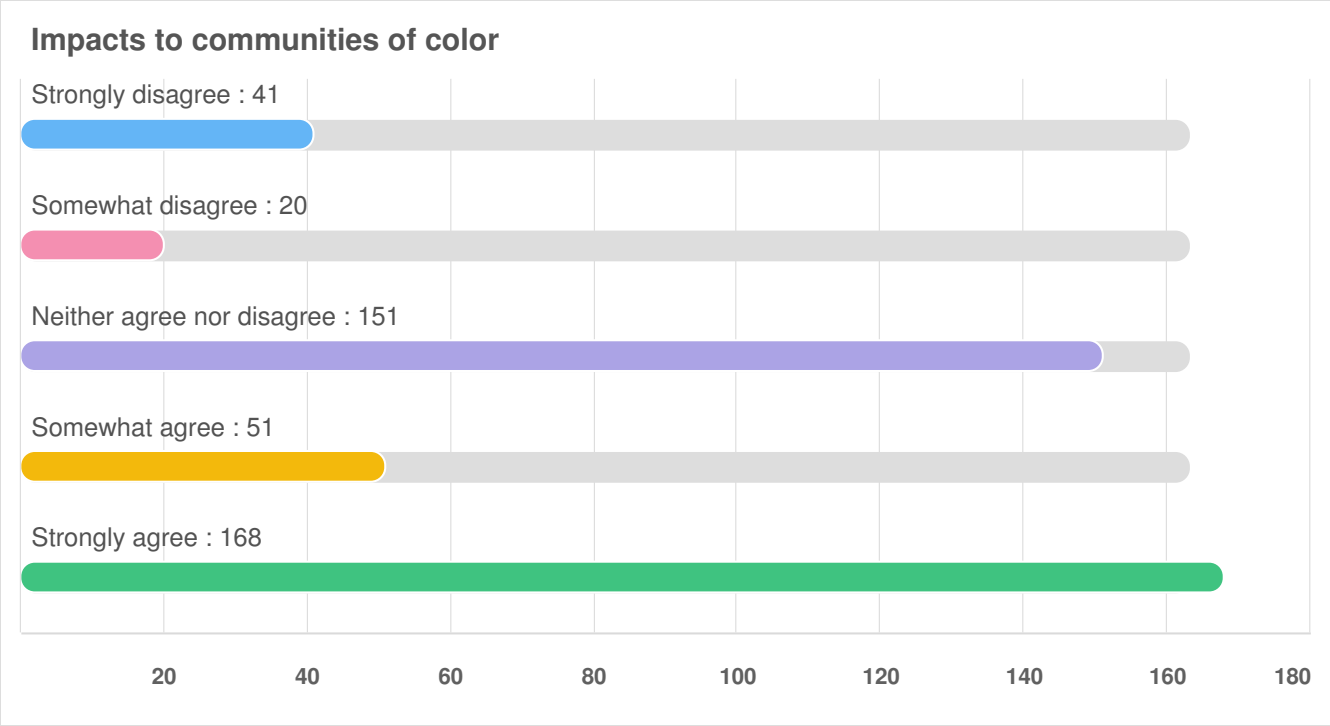

In Wilsonville?
Very concerned : 378
Fairly concerned : 30
A little concerned : 22
Not at all : 7
50
100
150
200
250
300
350
400

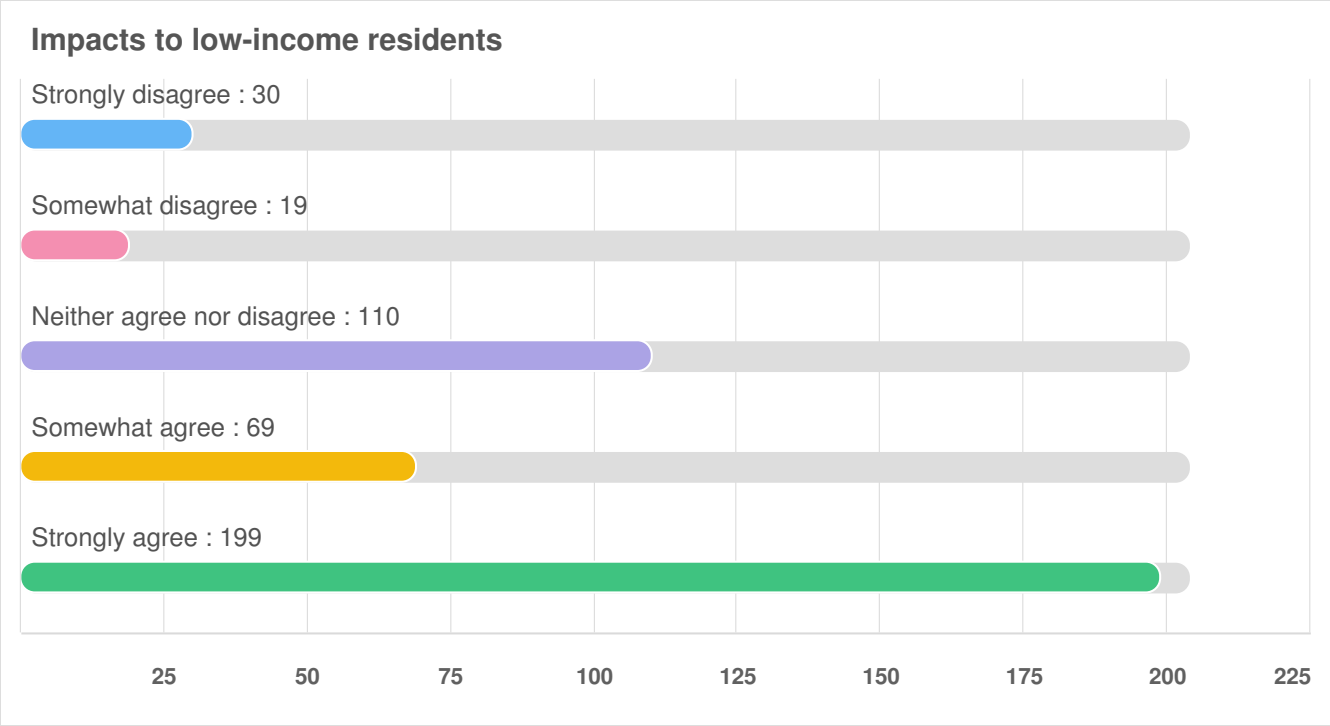
Q4 The City should consider the following factors when reviewing potential locations at which to allow overnight camping?

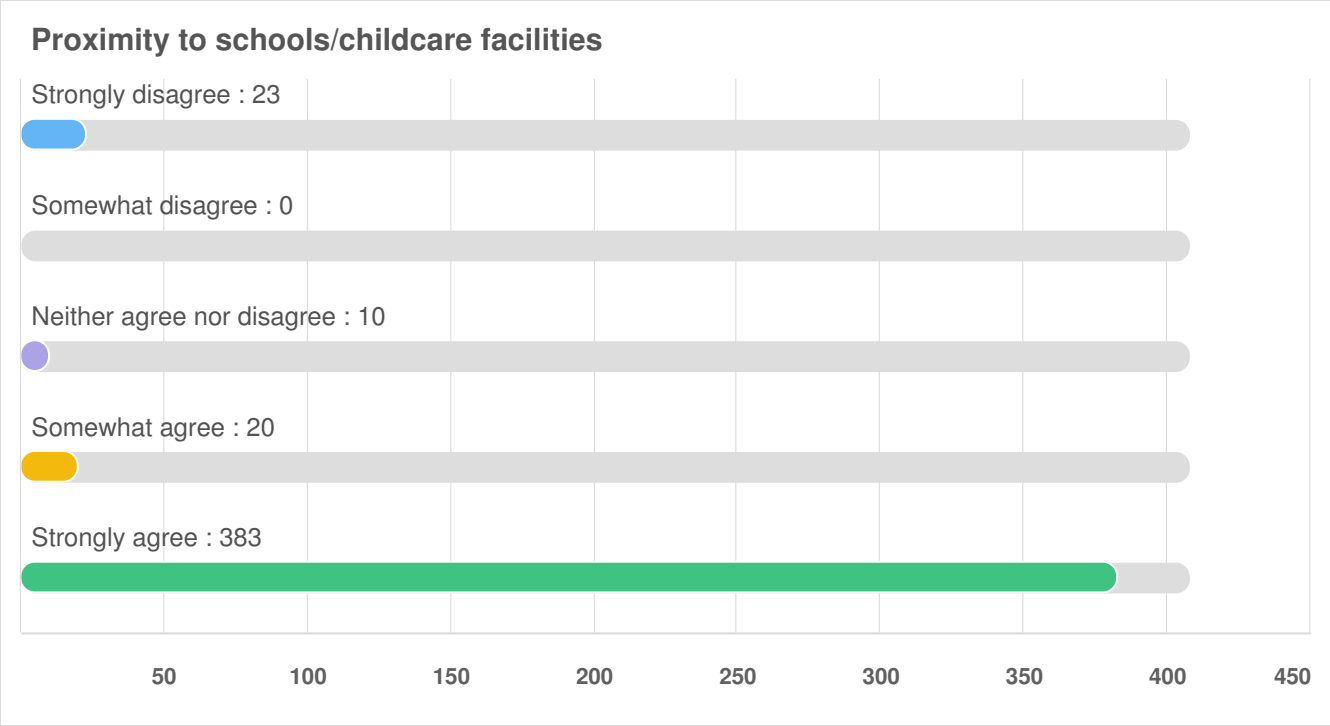
Optional question (437 response(s), 0 skipped)
Question type: Likert Question

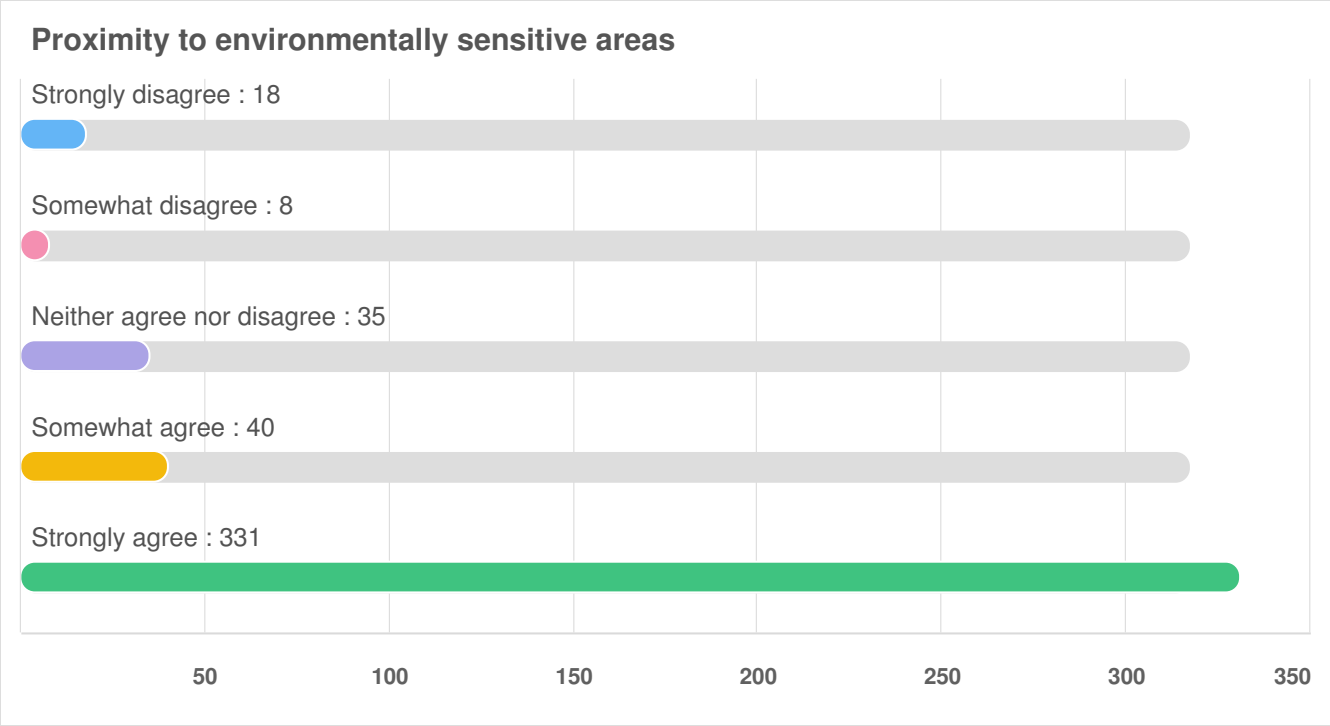
Q4 The City should consider the following factors when reviewing potential locations at which to allow overnight camping?

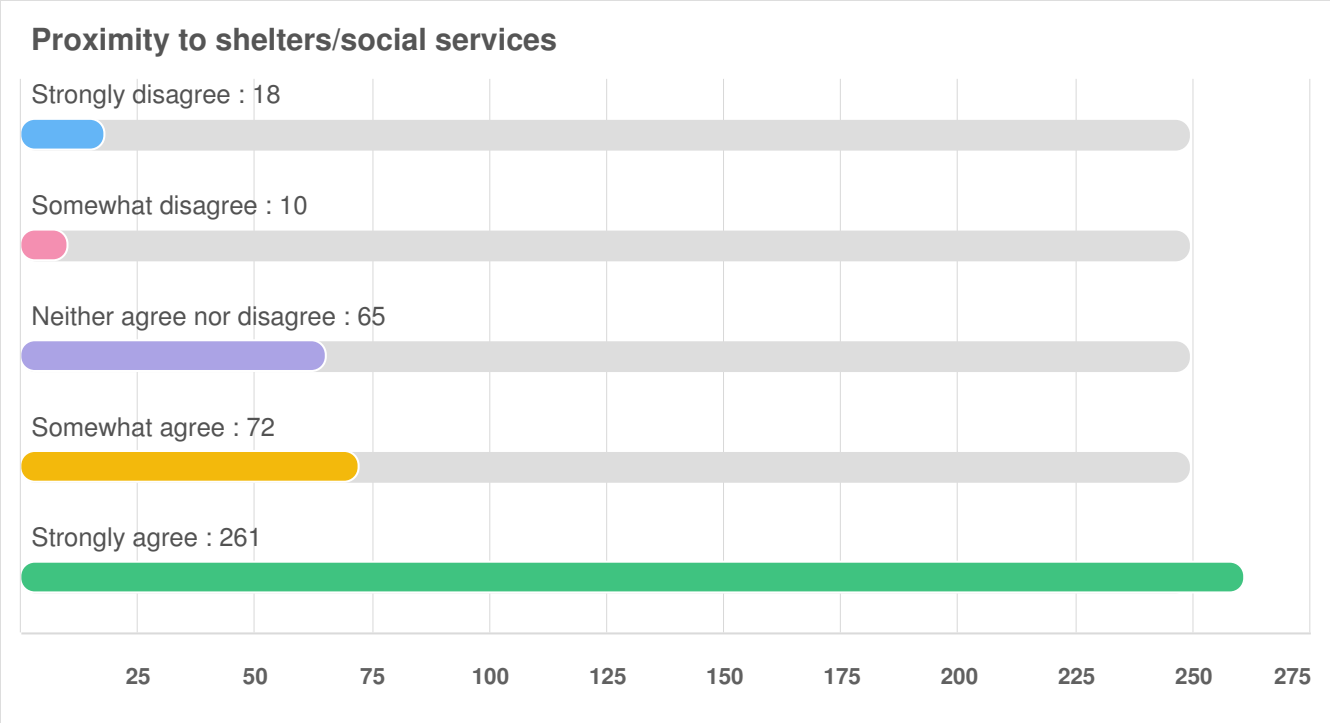


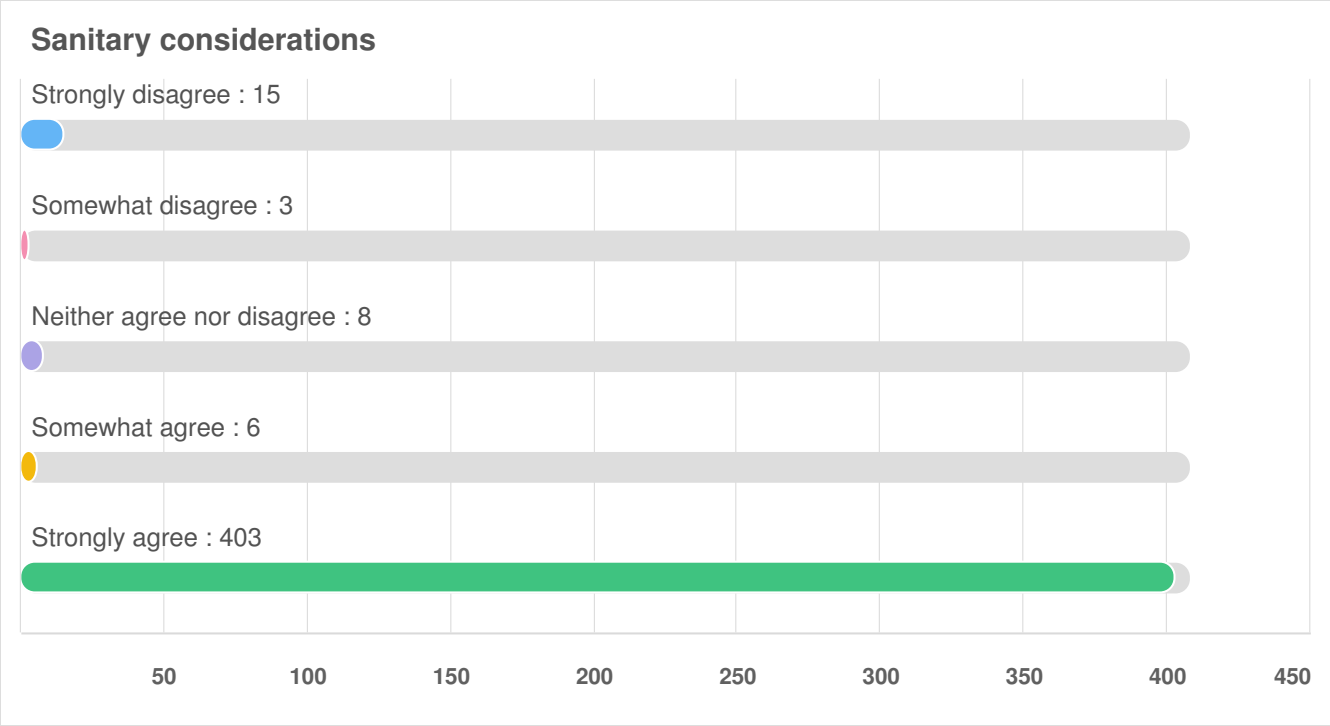

Impacts to communities of color
Strongly disagree : 41
Somewhat disagree : 20
Neither agree nor disagree : 151
Somewhat agree : 51
Strongly agree : 168
20
40
60
80
100
120
140
160
180

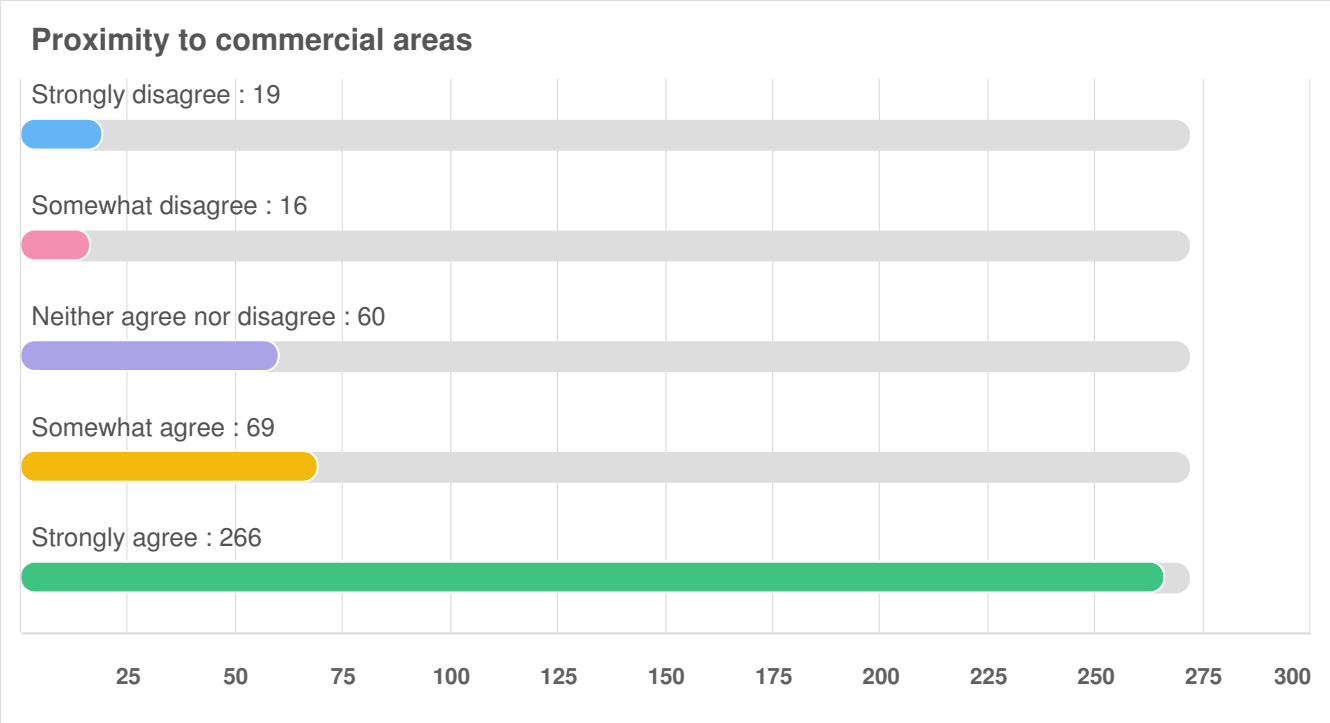

Impacts to low-income residents
Strongly disagree : 30
Somewhat disagree : 19
Neither agree nor disagree : 110
Somewhat agree : 69
Strongly agree : 199
25
50
75
100
125
150
175
200
225

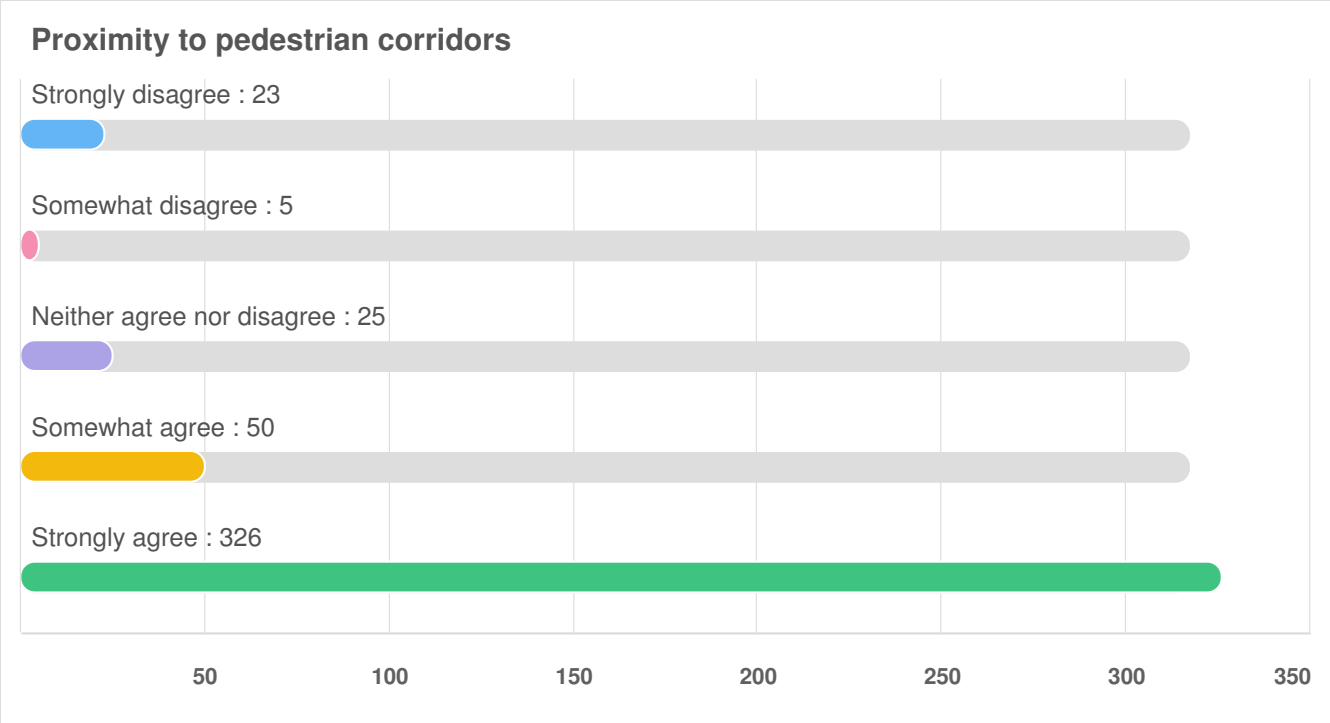

Proximity to schools/childcare facilities
Strongly disagree : 23
Somewhat disagree : 0
Neither agree nor disagree : 10
Somewhat agree : 20
Strongly agree : 383
50
100
150
200
250
300
350
400
450

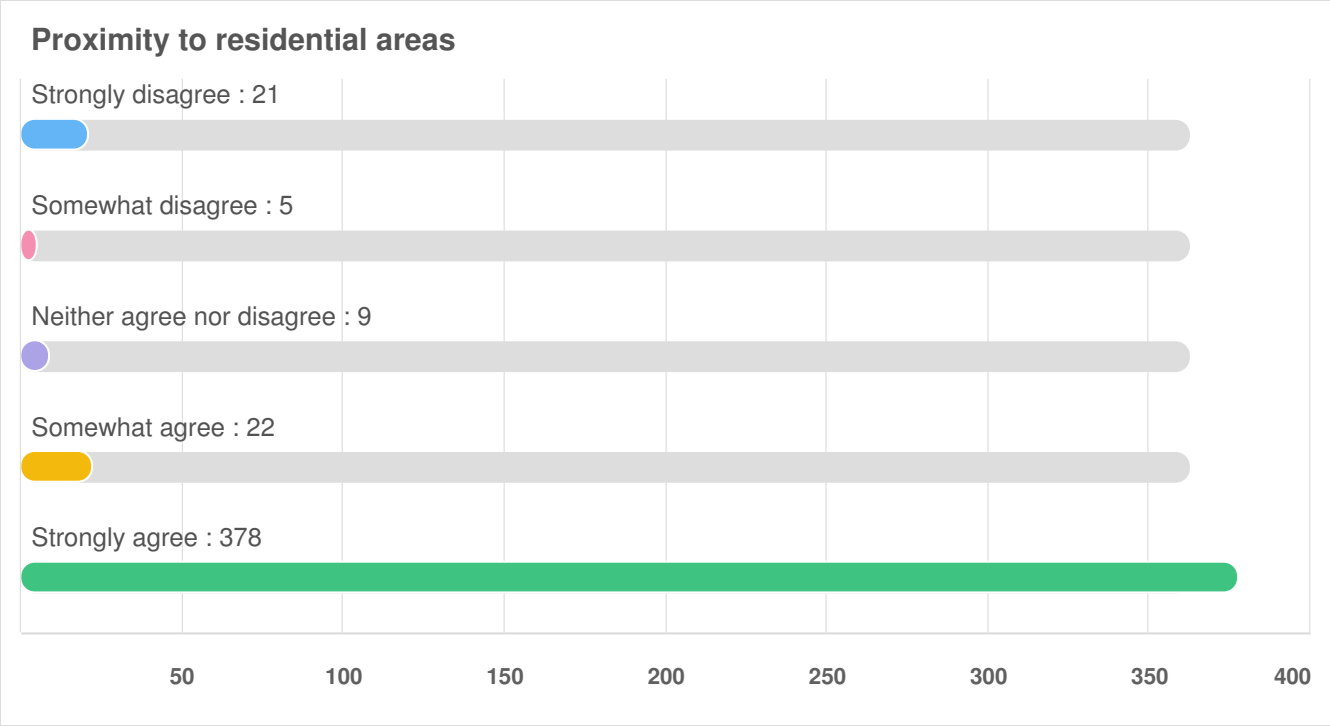

Proximity to environmentally sensitive areas
Strongly disagree : 18
Somewhat disagree : 8
Neither agree nor disagree : 35
Somewhat agree : 40
Strongly agree : 331
50
100
150
200
250
300
350

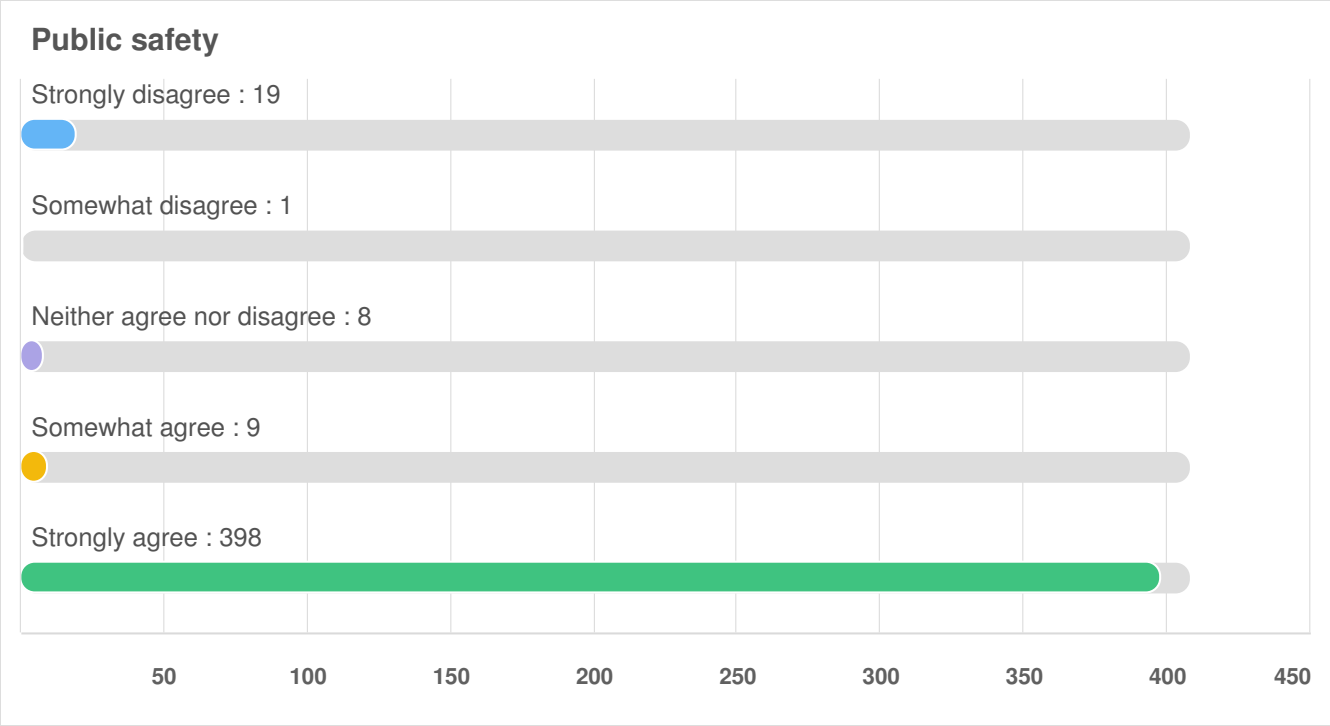

Proximity to shelters/social services
Strongly disagree : 18
Somewhat disagree : 10
Neither agree nor disagree : 65
Somewhat agree : 72
Strongly agree : 261
25
50
75
100
125
150
175
200
225
250
275


Sanitary considerations
Strongly disagree : 15
Somewhat disagree : 3
Neither agree nor disagree : 8
Somewhat agree : 6
Strongly agree : 403
50
100
150
200
250
300
350
400
450


Proximity to commercial areas
Strongly disagree : 19
Somewhat disagree : 16
Neither agree nor disagree : 60
Somewhat agree : 69
Strongly agree : 266
25
50
75
100
125
150
175
200
225
250
275
300


Proximity to pedestrian corridors
Strongly disagree : 23
Somewhat disagree : 5
Neither agree nor disagree : 25
Somewhat agree : 50
Strongly agree : 326
50
100
150
200
250
300
350


Proximity to residential areas
Strongly disagree : 21
Somewhat disagree : 5
Neither agree nor disagree : 9
Somewhat agree : 22
Strongly agree : 378
50
100
150
200
250
300
350
400


Public safety
Strongly disagree : 19
Somewhat disagree : 1
Neither agree nor disagree : 8
Somewhat agree : 9
Strongly agree : 398
50
100
150
200
250
300
350
400
450

Q5 With #1 being the best alternative, rank each location's suitability as a space to allow overnight camping (as required by ...

OPTIONS	AVG. RANK
City/Government-owned Property	2.57
Industrial Areas	3.40
Transit Areas	4.02
Parking Lots	4.41
Office/Commercial Areas	5.76
Town Center	6.82
RIghts-of-Way/Streets	7.07
Retail Areas	7.27
Forested/Environmentally Sensitive Areas	7.47
Parks & Trails	8.00
School Grounds	10.54
Residential Neighborhoods	10.68

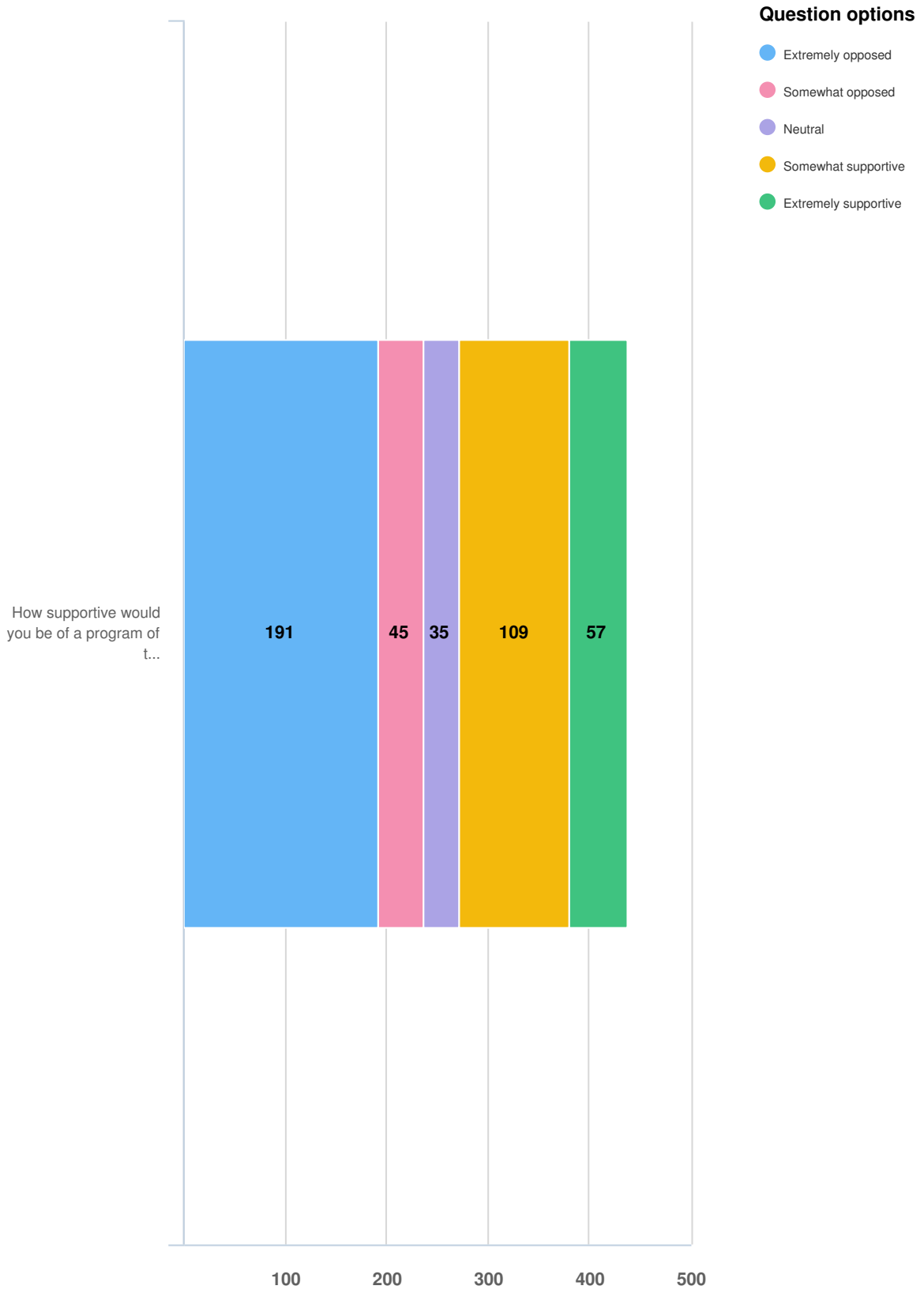
Mandatory Question (437 response(s))
Question type: Ranking Question

Q6 With #1 being most important, which factors should receive the most consideration in the development of new overnight camping policy?

OPTIONS	AVG. RANK
Duration of stay	2.64
Hours during which camping is allowed	3.16
Compatibility with nearby uses	3.32
Environmental impacts	4.13
Proximity to services	4.25
Access to buildings, sidewalks	5.08
Access to public parking lots	5.17

Optional question (432 response(s), 5 skipped)
Question type: Ranking Question

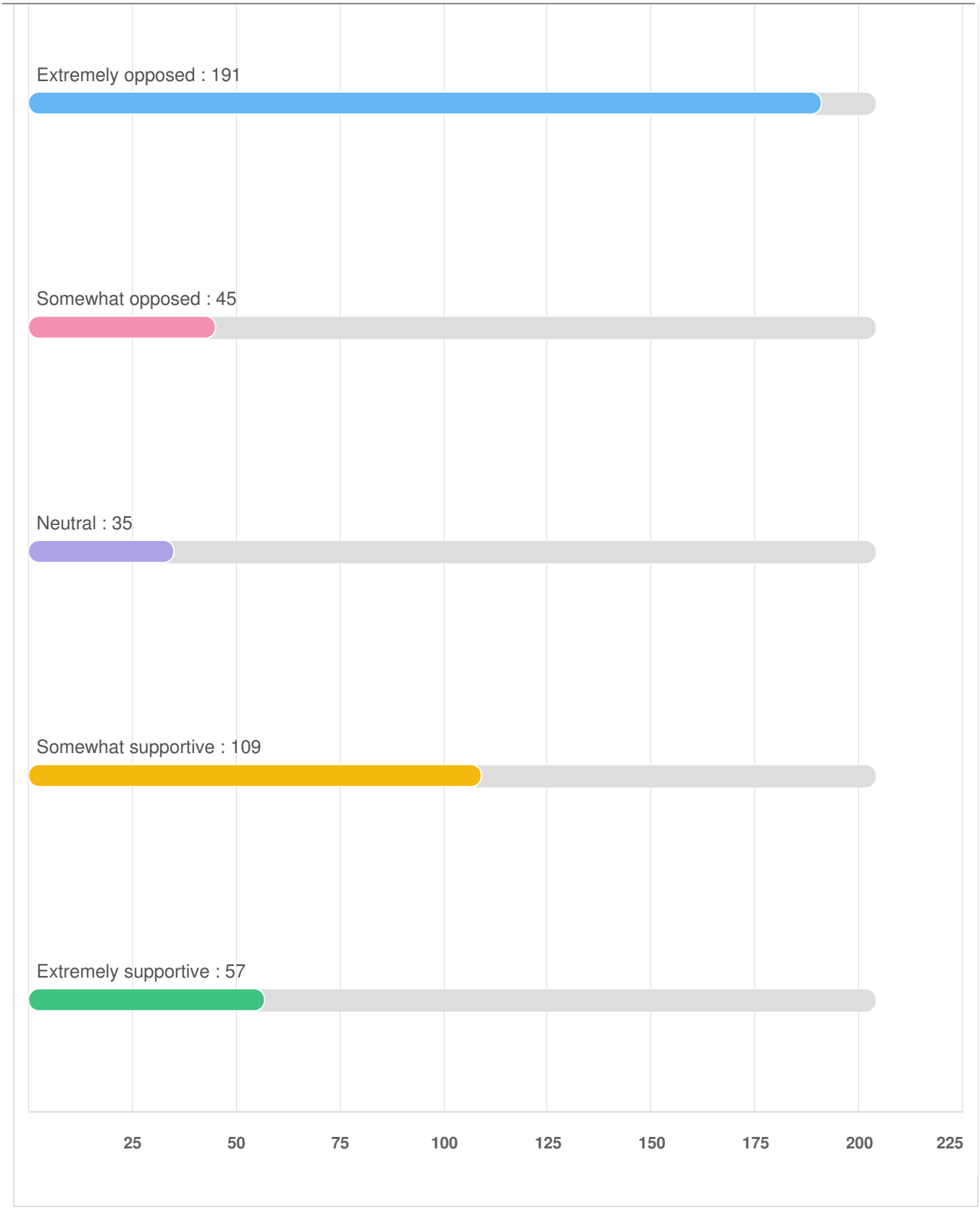
Q7 **One consideration is a program to allow camping on private property, with approval of the property owner. Typically, these programs allow temporary camping (a maximum of 90 days, 6 months, etc.), with the maximum number of camp sites dependent on t...**



Optional question (437 response(s), 0 skipped)
Question type: Likert Question

Q7 **One consideration is a program to allow camping on private property, with approval of the property owner. Typically, these programs allow temporary camping (a maximum of 90 days, 6 months, etc.), with the maximum number of camp sites dependent on t...**

How supportive would you be of a program of this nature?


Extremely opposed : 191
Somewhat opposed : 45
Neutral : 35
Somewhat supportive : 109
Extremely supportive : 57
25
50
75
100
125
150
175
200
225

Proclamation to Commemorate the 75th Anniversary of Oregon Tech

WHEREAS, after World War II, veterans returning home needed access to opportunity and vocational rehabilitation; and

WHEREAS, in 1948, in a vote by the State Board of Education, the University's name was changed to Oregon Technical Institute – also known as OTI or Oregon Tech; and

WHEREAS, in 1966, Oregon Tech received authorization to grant bachelor's degrees; and

WHEREAS, in 1973, the OTI name was changed to Oregon Institute of Technology or OIT, with "Oregon Tech" continued in use to this day; and

WHEREAS, Oregon Tech has expanded its education and innovation programs to the Portland-Metro campus in Wilsonville, a Dental Hygiene educational site and clinic in Salem, The Boeing Company in Seattle, the Oregon Manufacturing and Innovation Center R&D in Scappoose, and even further via online programs; and

WHEREAS, Oregon Tech now offers nearly 50 industry-focused undergraduate and graduate degree programs in the areas of engineering, technology, health, business, applied arts and sciences, and related fields; and

WHEREAS, Oregon Tech partners with high schools across the State of Oregon to provide opportunities for students to earn college credit while in high school; and

WHEREAS, Oregon Tech is designated by law as Oregon's Polytechnic University by the State of Oregon; and

WHEREAS, Oregon Tech is home to the Oregon Renewable Energy Center, an applied research center created by the Oregon State Legislature, which speeds the integration and optimization of renewable energy resources with current power generation systems, and accelerates clean energy technologies in collaboration with industry partners; and

WHEREAS, Oregon Tech is committed to foster student and graduate success by providing a hands-on, project-based learning environment with faculty focused on innovation, scholarship, and applied research; and

WHEREAS, Oregon Tech is committed to advancing diversity and leadership development by offering statewide educational opportunities and technical expertise to meet the current and emerging needs of Oregonians, as well as national and international constituents; and

WHEREAS, Oregon Tech recognizes emerging workforce needs and partners with business and industry to train the next generation of leaders through unique bachelors and graduate degrees in allied health and health science fields, which prepares students for the complexity of the healthcare delivery landscape; and

WHEREAS, Oregon Tech supports STEM programs through partnerships such as the South Metro-Salem STEM partnership with area high schools; and

WHEREAS, Oregon Tech actively supports and rewards innovation and entrepreneurship through university events and competitions such as IdeaFest, Catalyze Klamath, and Ready, Set, Innovate; and

WHEREAS, Oregon Tech continues to serve veterans and military-affiliated students; and

WHEREAS, Oregon Tech continues to play a vital role in the Silicon Forest, creating a pipeline of highly-skilled workers to sustain the high-tech industry;

WHEREAS, Oregon Tech has consistently ranked number one for the return-on-investment for students enrolled in four-year colleges and universities, with graduates making the highest earnings in the state relative to investment by students and families; and

WHEREAS, Oregon Tech officially celebrates 75 years of service to Oregon through applied research and hands-on learning on July 14, 2023; now, therefore,

NOW, THEREFORE, THE CITY OF WILSONVILLE CITY COUNCIL RESOLVES AS FOLLOWS:

That we commemorate the 75th anniversary of Oregon Tech, and we congratulate the University, more than 20,000 OIT alums, and all Oregonians on this significant public milestone of service, leadership, and contributions to the State of Oregon and the City of Wilsonville. Go Owls!

ADOPTED by the City of Wilsonville City Council at a regular meeting thereof the 1st day of May 2023, and filed with the Wilsonville City Recorder this date.

_____	_____
Mayor Julie Fitzgerald	Council President Kristin Akervall

_____	_____	_____
Councilor Katie Dunwell	Councilor Joann Linville	Councilor Caroline Berry

P R O C L A M A T I O N

BUILDING SAFETY MONTH
MAY 2023

WHEREAS: The community members of Wilsonville spend considerable time at home, at school, work, worship, and play in buildings; and

WHEREAS: Our city places a high value on ensuring buildings are safe for the protection of its community members from disasters such as fire, wind storms, earthquakes, landslides, floods, and other natural hazards; and

WHEREAS: "It Starts with You" the national theme for Building Safety Month, encourages community members to raise awareness of the importance of building and maintaining safe structures, fire prevention, disaster mitigation, water conservation, ADA accessibility, energy efficiency, alternative energy, and new technologies in the construction industry; and

WHEREAS: The effective administration of building safety codes affects our community and gives us confidence that our structures are safe and sound; and

WHEREAS: Our confidence is achieved through the devotion of professional building inspectors, fire prevention officers, design professionals, and licensed contractors - who work year-round to ensure the construction of safe, durable, and sustainable buildings; and

WHEREAS: In observance of Building Safety Month, Wilsonville community members are reminded about the benefits of safe and sustainable spaces whether at home, at work, or places where we gather in our communities.

NOW, THEREFORE, I, Julie Fitzgerald, Mayor of the City of Wilsonville, do hereby proclaim the month of May 2023 as:

BUILDING SAFETY MONTH

I encourage all Wilsonville residents to join communities across America with participation in Building Safety Month activities.

Dated this 1st day of May 2023.

_____

Julie Fitzgerald, Mayor