



# Oregon

Theodore R. Kubongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



## NOTICE OF ADOPTED AMENDMENT

11/27/2009

TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Wilsonville Plan Amendment  
DLCD File Number 004-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Wednesday, December 09, 2009

This amendment was submitted to DLCD for review prior to adoption. Pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE:** THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAT IT WAS MAILED TO DLCD. AS A RESULT, YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.

Cc: Sandi Young, City of Wilsonville  
Gloria Gardiner, DLCD Urban Planning Specialist  
Jennifer Donnelly, DLCD Regional Representative  
Bill Holmstrom, DLCD Transportation Planner

<paa> YA

# Notice of Adoption

THIS FORM MUST BE MAILED TO DLCD  
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION  
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18



Jurisdiction: **City of Wilsonville**

Local file number: Ord 672 (LP09-0007)

Date of Adoption: **11/2/09**

Date Mailed: **11/20/09**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? YES Date: 7/24/09

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Amendment to the Wilsonville Planning and Land Development Ordinance (Wilsonville's Development Code) to incorporate standards relating to the I-5/Wilsonville Road Interchange Area Management Plan (IAMP).

Does the Adoption differ from proposal? NO.

Plan Map Changed from: **N/A**

to: **N/A**

Zone Map Changed from: **N/A**

to: **N/A**

Location: **Area affected surrounds the I-5/Wilsonville Road Interchange**

Acres Involved:

Specify Density: Previous: **N/A**

New: **N/A**

Applicable statewide planning goals:

- |                                     |                                     |                          |                          |                          |                          |                          |                          |                                     |                                     |                                     |                                     |                          |                          |                          |                          |                          |                          |                          |
|-------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <b>1</b>                            | <b>2</b>                            | <b>3</b>                 | <b>4</b>                 | <b>5</b>                 | <b>6</b>                 | <b>7</b>                 | <b>8</b>                 | <b>9</b>                            | <b>10</b>                           | <b>11</b>                           | <b>12</b>                           | <b>13</b>                | <b>14</b>                | <b>15</b>                | <b>16</b>                | <b>17</b>                | <b>18</b>                | <b>19</b>                |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Was an Exception Adopted?  YES  NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes  No

If no, do the statewide planning goals apply?

Yes  No

If no, did Emergency Circumstances require immediate adoption?

Yes  No



**DLCD file No.** \_\_\_\_\_

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

See attached list.

---

Local Contact: **Sandi Young, Planning Director**

Phone: (503) 682-4906 Extension:

Address: **29799 SW Town Center Loop East**

Fax Number: **503-682-7025**

City: **Wilsonville**

Zip: **97070**

E-mail Address: **young@ci.wilsonville.or.us**

---

## **ADOPTION SUBMITTAL REQUIREMENTS**

This form **must be mailed** to DLCD **within 5 working days after the final decision**  
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and TWO Complete Copies (documents and maps) of the Adopted Amendment to:  
**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**
2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, or by emailing **larry.french@state.or.us**.
3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **twenty-one (21) days** of the date the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at **http://www.lcd.state.or.us/**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to **larry.french@state.or.us** - **Attention: Plan Amendment Specialist.**

**ORDINANCE NO. 672**

**AN ORDINANCE OF THE CITY OF WILSONVILLE AMENDING  
CHAPTER 4 OF THE CITY CODE TO INCLUDE THE I-5/WILSONVILLE  
ROAD INTERCHANGE AREA MANAGEMENT PLAN(IAMP) OVERLAY  
ZONING DISTRICT**

**WHEREAS**, the City and ODOT have agreed on improvements to and financing for the I-5/Wilsonville Road Interchange Area, and

**WHEREAS**, the State Transportation Planning Rule requires that the investment made in improvements to interstate interchanges be protected by joint adoption of interchange area management plans, and

**WHEREAS**, the City and consultants have prepared a draft I-5/Wilsonville Road Interchange Area Management Plan (IAMP) and a draft Overlay Zoning District which is necessary in order to implement the Goals and Objectives of the IAMP, and

**WHEREAS**, the draft I-5/Wilsonville Road IAMP, and associated Comprehensive Plan and Development Code amendments, including the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone, were presented to the public at an open house held on July 14, 2009, and

**WHEREAS**, the Planning Commission held a work session on the draft Plan and associated Plan and code amendments on August 12, 2009, and

**WHEREAS**, the Planning Commission, after providing the required notice, held a Public Hearing on September 9, 2009 to review the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone and to gather additional testimony and evidence regarding the Plan and proposed amendments; and



**WHEREAS**, the Commission has 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; and

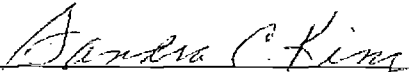
**WHEREAS**, the Wilsonville Planning Commission adopted all Planning Staff Reports along with the findings and recommendations contained therein and recommended that the Wilsonville City Council amend Chapter 4 of the City Code as shown in Exhibit "B", attached,

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

1. The City Council does hereby adopt all Staff Reports along with the findings and recommendations of the Planning Commission, as contained in Exhibit "A".
2. The Wilsonville Planning and Land Development Ordinance shall be amended as shown in Exhibit "B" attached.
3. Staff is authorized to make any formatting changes necessary to integrate this amendment into the Planning and Land Development Ordinance

SUBMITTED to the Wilsonville City Council and read for the first time at a regular meeting thereof on the 5th day of October, 2009, scheduled for second reading at a regular meeting of the City Council on the 19th day of October, 2009, and held over for

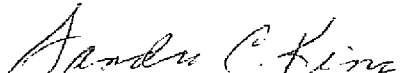
a regular meeting of the City Council on the November 16, 2009 by roll call vote, commencing at the hour of 7 p.m. at the Wilsonville City Hall.

  
Sandra C. King, MMC, City Recorder

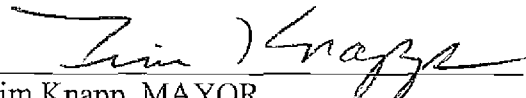
ENACTED by the City Council on the 16th day of November, 2009 by the following votes:

Yes: -4-

No: -0-

  
Sandra C. King, MMC, City Recorder

DATED and signed by the Mayor this 17<sup>TH</sup> day of November 2009.

  
Tim Knapp, MAYOR

Summary of votes:

Mayor Knapp	Yes
Councilor Kirk	Yes
Councilor Hurst	Yes
Councilor Núñez	Yes
Councilor Ripple	Excused



Attachments:

EXHIBIT "A"

Record of the Planning Commission – September 9, 2009

EXHIBIT "B"

Amend Chapter 4, the Planning and Land Development Ordinance by adding a new section as follows:

Section 4.133.00. Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone

Section 4.133.01. Purpose

The purpose of the IAMP Overlay Zone is the long-range preservation of operational efficiency and safety of the Wilsonville Road Interchange, which provides access from and to Interstate 5 for residents and businesses in south Wilsonville. The Wilsonville Road Interchange is a vital transportation link for regional travel and freight movement and provides connectivity between the east and west side of the community. Preserving capacity and ensuring safety of this interchange and the transportation system in its vicinity is essential to existing businesses and residents in the southern parts of the city and to the continued economic and community growth and development in the vicinity of Wilsonville Road and the interchange.

Section 4.133.02. Where These Regulations Apply

The provisions of this Section shall apply to land use applications subject to Section 4.004, Development Permit Required, for parcels wholly or partially within the IAMP Overlay Zone, as shown on **Figure 1**. Any conflict between the standards of the IAMP Overlay Zone and those contained within other chapters of the Development Code shall be resolved in favor of the Overlay Zone.

Section 4.133.03. Permitted Land Uses

Uses allowed in the underlying zoning districts are allowed subject to other applicable provisions in the Code and this Section.

Section 4.133.04. Access Management

In addition to the standards and requirements of Section 4.237 for land divisions and Street Improvement Standards in Section 4.177, parcels wholly or partially within the IAMP Overlay Zone are governed by the Access Management Plan in the Wilsonville Road Interchange Area Management Plan. The following applies to land use and development applications subject to Sections 4.133(.01) Applicability. The provisions of Section 4.133.04 apply to:

- A. Development or redevelopment proposals for parcels two (2) acres or less that are subject to the requirements of Section 4.004 Development Permit.
  - B. Planned Development applications, pursuant to Section 4.140, as part of Preliminary Approval (Stage One).
  - C. Final Approval (Stage Two) Planned Development applications, pursuant to Section 4.140, to the extent that subsequent phases of development differ from the approved preliminary development plan, or where one or more of the following elements are not identified for subsequent phases:
    - 1. Land uses.
    - 2. Building location.
    - 3. Building size.
    - 4. Internal circulation.
- (.02) Access Approval.
- A. Access to public streets within the IAMP Overlay Zone shall be reviewed for consistency with the IAMP Access Management Plan.
  - B. Approval of access to City streets within the IAMP Overlay Zone shall be granted only after joint review by the City and the Oregon Department of Transportation (ODOT). Coordination of this review will occur pursuant to Section 4.133.05(.02).
  - C. Access approval is a Class II decision, pursuant to Section 4.030, and is based on the standards contained in this Section, the provisions in Section 4.177 and Section 4.237 of this Code, and the Access Management Plan in the Wilsonville Road Interchange Area Management Plan.
    - 1. Where the recommendations of the Access Management Plan conflict with other access and spacing requirements in Section 4.177 of this Code, the IAMP Access Management Plan shall govern.
    - 2. Where development proposals are inconsistent with the Access Management Plan, modifications to the Access Management Plan are required pursuant to (.03) in this Section.
- (.02) Cross access easements.
- A. Prior to approving access for tax lots that are identified in the Access Management Plan (see Table 3 and Figure 5 in the Wilsonville Road Interchange Area Management Plan), the City shall require that:



1. The applicant demonstrate how cross access can be accomplished for sites contiguous to the subject property or properties, consistent with the circulation and planned local street network shown in the Interchange Area Management Plan;
2. If access across an adjacent parcel or parcels is necessary for the development of the subject site, a signed cross access agreement is submitted with the application; and,
3. For applications reviewed as part of a subdivision approval process, necessary cross access easements are shown and recorded on the final plat. Access widths shall consistent with City Public Works standards unless based on a Transportation Impact Analysis, developed pursuant to Section 4.133.05(.01) and approved by the City Engineer.

(.03) Access Management Plan Modifications.

A. Recommended actions in the Access Management Plan are based on property configurations development application approvals and ownership existing at the time of the Wilsonville Road Interchange Area Management Plan's adoption. Lot consolidation and other land use actions may necessitate an amendment to the Access Management Plan. Modifications to the Access Management Plan:

1. May occur through agreement by the City of Wilsonville and ODOT and require an amendment to the Wilsonville Road Interchange Area Management Plan; and
2. Will only be allowed if the proposed modifications meet, or move in the direction of meeting, the adopted access management spacing requirements in the Wilsonville Road Interchange Area Management Plan.

Section 4.133.05. Administration

Section 4.133.05 delineates the responsibilities of the City, in coordination with ODOT, to monitor and evaluate vehicle trip generation impacts on the Wilsonville Road Interchange from development approved under this Section.

(.01) Traffic Impact Analysis.

A. Purpose. The purpose of this section of the code is to implement Section 660-012-0045 (2) (e) of the State Transportation Planning Rule that requires the City to adopt a process to apply conditions to development proposals in order to minimize adverse impacts to and protect transportation facilities. This section establishes the standards for when a proposal in the IAMP Overlay Zone must be

reviewed for potential traffic impacts; when a Traffic Impact Analysis must be submitted with a development application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a Traffic Impact Study; and who is qualified to prepare the Study.

- B. Typical Average Daily Trips. The latest edition of the Trip Generation Manual, published by the Institute of Transportation Engineers (ITE) shall be used as standards by which to gauge average daily vehicle trips, unless a specific trip generation study is approved by the City Engineer. A trip generation study could be used to determine trip generation for a specific land use which is not well represented in the ITE Trip Generation Manual and for which a similar facility is available to count.
- C. When Required. A Traffic Impact Analysis shall be required to be submitted to the City with a land use application, when the following conditions apply:
  - 1. The development application involves one or more of the following actions:
    - a. A change in zoning or a plan amendment designation; or
    - b. The development requires a Development Permit pursuant to Section 4.004; or
    - c. The development may cause one or more of the following effects to access or circulation, which can be determined by site observation, traffic impact analysis or study, field measurements, and information and studies provided by the local reviewing jurisdiction and/or ODOT:
      - i. The location of the access driveway does not meet minimum intersection sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or such vehicles queue or hesitate, creating a safety hazard; or
      - ii. The location of the access driveway does not meet the access spacing standard of the roadway on which the driveway is located; or
      - iii. The location of the access driveway is inconsistent with the Wilsonville Road Interchange Area Management Plan Access Management Plan.
      - iv. A change in internal traffic patterns that may cause safety problems, such as back up onto the highway or traffic crashes in the approach area.
- D. Traffic Impact Analysis Requirements.



1. Preparation. A Traffic Impact Analysis shall be prepared by a professional engineer under retainer to the city. The traffic analysis will be paid for by the applicant.
  2. Transportation Planning Rule Compliance. The traffic impact analysis shall be sufficient in detail to determine compliance with Oregon Administrative Rule (OAR) 660-012-0060.
  3. Traffic Impact Analysis Scoping. The applicant will coordinate with the Wilsonville City Engineer prior to submitting an application that requires a Traffic Impact Analysis. The City has the discretion to determine the required elements of the TIA and the level of analysis expected. Coordination with ODOT is advisable and is at the City's discretion.
- E. Approval Criteria.
1. Criteria. When a Traffic Impact Analysis is required, approval of the development proposal requires satisfaction of the following criteria:
    - a. The Traffic Impact Analysis was prepared by a professional engineer selected by the City; and
    - b. If the proposed development meets the criteria in Section C, above, or other traffic hazard or negative impact to a transportation facility, the Traffic Impact Analysis shall include mitigation measures that meet the City's performance standards (i.e. Level-of-Service and/or Volume/Capacity ratio) and are satisfactory to the City Engineer and ODOT; and
    - c. The proposed site design and traffic and circulation design and facilities, for all transportation modes, including any mitigation measures, are designed to:
      - i. Have the least negative impact on all applicable transportation facilities; and
      - ii. Accommodate and encourage non-motor vehicular modes of transportation to the extent practicable; and
      - iii. Make the most efficient use of land and public facilities as practicable; and
      - iv. Provide the most direct, safe and convenient routes practicable between on-site destinations, and between on-site and off-site destinations; and
      - v. Otherwise comply with applicable requirements of the City of Wilsonville's Development Code.
- F. Conditions of Approval. The City may deny, approve, or approve a development proposal with appropriate conditions.
1. Where the existing transportation system will be impacted by the proposed development, dedication of

land for streets, transit facilities, sidewalks, bikeways, paths, or access ways may be required to ensure that the transportation system is adequate to handle the additional burden caused by the proposed use.

2. Where the existing transportation system is shown to be burdened by the proposed use, improvements such as paving, curbing, installation or contribution to traffic signals, construction of sidewalks, bikeways, access ways, paths, or streets that serve the proposed use may be required.
3. Where planned local street connectivity is required to improve local circulation for the betterment of interchange function, local street system improvements will be required.

(.02) Land Use Review Coordination.

- A. The City shall not deem the land use application complete unless it includes a Traffic Impact Analysis prepared in accordance with the requirements of this Section.
- B. The City shall provide written notification to ODOT when the application within ten (10) calendar days of receiving a complete Class II Permit application.
- C. ODOT shall have at least 20 calendar days, measured from the date completion notice was mailed, to provide written comments to the City. If ODOT does not provide written comments during this 20-day period, the City staff report will be issued without consideration of ODOT comments.

Section 4.133.06. Comprehensive Plan and Zoning Map Amendments

This Section applies to all Comprehensive Plan Map and Zoning Map amendments to parcels wholly or partially within the IAMP Overlay Zone.

(.01) IAMP Amendment.

If the proposed land use is inconsistent with the current Comprehensive Plan Map or Zoning Map land use designation the applicant will be required to undertake a legislative process to amend and update the Wilsonville Road Interchange Area Management Plan in order to demonstrate that the proposed amendment will be consistent with the planned improvements in the Overlay Zone.

(.02) Transportation Planning Rule Requirements.

- A. Review of Applications for Effect on Transportation Facilities. A proposed comprehensive plan amendment, zone change or land use regulation change pertaining development within the IAMP Overlay Zone, whether initiated by the City or by a private interest, shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-

012-0060 (the Transportation Planning Rule – “TPR”).  
“Significant” means the proposal would:

1. Change the functional classification of an existing or planned transportation facility (exclusive of correction of inap errors in an adopted plan);
2. Change standards implementing a functional classification system; or
3. As measured at the end of the planning period identified in the adopted transportation system plan:
  - a. Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
  - b. Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP; or
  - c. Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

B. Amendments That Affect Transportation Facilities. Amendments to the comprehensive plan and land use regulations that significantly affect a transportation facility shall ensure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the TSP. This shall be accomplished by one or a combination of the following:

1. Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
2. 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 Section -0060 of the TPR.
3. Altering land use designations, densities, or design requirements to reduce demand for vehicle travel and meet travel needs through other modes of transportation.
4. Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.

C. Traffic Impact Analysis. A Traffic Impact Analysis shall be submitted with a plan amendment or zone change application. (See Section 4.133.05 Traffic Impact Analysis).

I-5/Wilsonville Road Interchange Area Management Plan (IAMP) Applications:

- LP09-0006 – Amend the TSP relating to the IAMP
- LP09-0007 – Comprehensive Plan amendments relating to the IAMP
- LP09-0008 – Development Code amendments relating to the IAMP
- LP09-0012 – Official Zoning Map amendment relating to the IAMP

**Planning Commission Public Hearing Record**

---

**September 9, 2009 Planning Commission actions:**

- Notice of Decision
- Adopted Resolutions:
  - \* Resolution No. LP09-0006 – Amend the TSP relating to the IAMP
  - \* Resolution No. LP09-0007 – Comprehensive Plan amendments relating to the IAMP
  - \* Resolution No. LP09-0008 – Development Code amendments relating to the IAMP
  - \* Resolution No. LP09-0012 – Official Zoning Map amendment relating to the IAMP
- Motions
- Draft Meeting Minutes Excerpt

**Distributed at the September 9, 2009 Planning Commission public hearing:**

- Exhibit C: A memo dated September 8, 2009, from Sandi Young, regarding Modifications to IAMP Implementing documents.
- Exhibit B: A letter dated September 8, 2009, to Sandi Young, from Michael E. Kohlhoff

**Included with the Staff Report for the September 9, 2009 Planning Commission public hearing:**

- Draft Resolution No. LP09-0006 with attached Exhibit A: Proposed TSP amendment language.
  - Draft Resolution No. LP09-0007 with attached Exhibit A: Proposed Comprehensive Plan language relating to the IAMP.
  - Draft Resolution No. LP09-0008 with attached Exhibit A: Proposed Development Code language relating to the IAMP.
  - Draft Resolution NO. LP09-0012 with attached Exhibit A: Proposed Official Zoning Map including IAMP Overlay Zone.
- Exhibit A: Interchange Area Management Plan. Interstate 5/Wilsonville Road (Exit 283), Wilsonville Oregon. August 2009. (A large document which is located in the Planning Division.)

I-5/Wilsonville Road Interchange Area Management Plan (IAMP)  
Applications:

- LP09-0006 – Amend the TSP relating to the IAMP**
- LP09-0007 – Comprehensive Plan amendments relating to the IAMP**
- LP09-0008 – Development Code amendments relating to the IAMP**
- LP09-0012 – Official Zoning Map amendment relating to the IAMP**

**Planning Commission Public Hearing Record**

---

**September 9, 2009 Planning Commission actions:**

- Notice of Decision
- Adopted Resolutions:
  - \* Resolution No. LP09-0006 – Amend the TSP relating to the IAMP
  - \* Resolution No. LP09-0007 – Comprehensive Plan amendments relating to the IAMP
  - \* Resolution No. LP09-0008 – Development Code amendments relating to the IAMP
  - \* Resolution No. LP09-0012 – Official Zoning Map amendment relating to the IAMP
- Motions
- Draft Meeting Minutes Excerpt





29799 SW Town Center Loop E  
Wilsonville, Oregon 97070  
(503) 682-1011  
(503) 682-1015 Fax Administration  
(503) 682-7025 Fax Community Development

## NOTICE OF DECISION

### PLANNING COMMISSION

#### RECOMMENDATION OF APPROVAL TO CITY COUNCIL

**FILE NO.:** LP09-0006

**APPLICANT:** City of Wilsonville

**REQUEST:** **Amendment to the Wilsonville Transportation Systems Plan to incorporate the I-5/Wilsonville Road Interchange Area Management Plan (IAMP). The TSP is a supportive document to the Wilsonville Comprehensive Plan.**

After conducting a public hearing on September 9, 2009, the Planning Commission voted to recommend this action to the City Council by passing Resolution No. LP09-0006.

The City Council is scheduled to conduct a Public Hearing on this matter on October 5, 2009, at 7:00 p.m., at the Wilsonville City Hall, 29799 SW Town Center Loop East.

For further information, please contact the Wilsonville Planning Division, 29799 SW Town Center Loop East, or telephone (503) 682-4960.



**PLANNING COMMISSION  
RESOLUTION NO. LP09-0006**

**A WILSONVILLE PLANNING COMMISSION RESOLUTION  
RECOMMENDING THAT THE CITY COUNCIL AMEND THE CITY'S  
TRANSPORTATION SYSTEMS PLAN TO INCLUDE THE I-5/WILSONVILLE  
ROAD INTERCHANGE AREA MANAGEMENT PLAN (IAMP)**

**WHEREAS**, the city adopted a Transportation systems Plan in 2003, and

**WHEREAS**, the city and ODOT have agreed on improvements to and financing for the I-5/Wilsonville Road Interchange Area, and

**WHEREAS**, the State Transportation Planning Rule requires that the investment made in improvements to interstate interchanges be protected by joint adoption of interchange area management plans, and

**WHEREAS**, the has worked with consultants and the public to develop a draft IAMP for adoption by the city into the TSP, and by the Oregon Transportation Commission into the Oregon Highway Plan, and

**WHEREAS**, the draft IAMP was presented to the public at an open house held on July 14, 2009, and

**WHEREAS**, the Planning Commission held a worksessions on the draft Plan on August 12, 2009, and

**WHEREAS**, the Planning Commission, after providing the required notice, held a Public Hearings on September 9, 2009 to review the I-5/Wilsonville road Interchange Area Management Plan and to gather additional testimony and evidence regarding the Plan; and

**WHEREAS**, the Commission has 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; and

**NOW, THEREFORE, BE IT RESOLVED** that the Wilsonville Planning Commission does hereby adopt all Planning Staff Reports along with the findings and recommendations contained therein and, further, recommends that the Wilsonville City Council amend the city's Transportation Systems Plan as shown in Exhibit "A", attached, as reviewed by the Planning Commission; and

**BE IT RESOLVED** that this Resolution shall be effective upon adoption.

**ADOPTED** by the Planning Commission of the City of Wilsonville at a regular meeting thereof this 9<sup>th</sup> day of September 2009, and filed with the Planning Administrative Assistant on September 10, 2009.

  
Robert Meyer, Chair  
Wilsonville Planning Commission

Attest:

  
Linda Straessle, Administrative Assistant II

Exhibit A: Proposed TSP amendment language

**SUMMARY** of Votes:

Chair Meyer:	<u>Aye</u>
Commissioner McGuire:	<u>Aye</u>
Commissioner Kohls:	<u>Aye</u>
Commissioner Montclair:	<u>Aye</u>
Commissioner Peck:	<u>Aye</u>
Commissioner Phelps:	<u>Absent</u>
Commissioner Dvorak	<u>Aye</u>

**EXHIBIT A to Resolution No. LP09-0006:**

Amend the Transportation Systems Plan (TSP) by:

1. Adding the August 2009 Interchange Area Management Plan, Interstate 5/Wilsonville road (Exit 283) as Appendix C of the TSP.
2. Re-numbering Section 4.4.7 of the 2003 TSP to 4.4.8.
3. Adding a new Section 4.4.7 to read as follows:

**Section 4.4.7 Interchange Area Management Plan, I-5/Wilsonville Road**

The Interchange Area Management Plan (IAMP) found in Appendix C of this document presents how the City of Wilsonville and ODOT will collaborate to improve the Wilsonville Road Exit (#283) from Interstate 5 to serve planned growth. The IAMP document describes the extent of operational and access management solutions that are required, and the steps needed to implement the various improvements.

In 1994, the City of Wilsonville and ODOT entered into an agreement to build Phase 1 of a planned multiphase Wilsonville Road interchange improvement project. All improvements have been completed that were part of the first construction phase. In 2003, the City of Wilsonville adopted an eight-lane cross-section on Wilsonville Road at the freeway interchange as part of its Transportation System Plan.

More recently, the City of Wilsonville and ODOT signed a Cooperative Improvement Agreement (CIA #23581) to construct Phase 2 improvements to the Interstate 5/Wilsonville Road (Exit 283) Interchange, in the City of Wilsonville. An engineering design project is underway to construct the Phase 2 improvements. The project will add traffic lanes on Wilsonville Road near the interchange, and it will extend and widen the freeway entrance/exit ramps. One public roadway access will be closed (Parkway Avenue) as part of this project due to its proximity to the interchange.

The Cooperative Improvement Agreement further states that the Oregon Department of Transportation Region 1 and the City of Wilsonville are required to prepare an IAMP for the proposed I-5/Wilsonville Road Interchange project. The IAMP requirements were not in effect in 1994, when Phase 1 improvements were constructed, but were added in 2000.

The major objectives and outcomes of an IAMP include:

- The IAMP must be adopted by the City of Wilsonville and the Oregon Transportation Commission before construction of the interchange area improvements can begin.

**The IAMP must identify opportunities to improve operations and safety and adopt strategies and development standards to capture those opportunities.**

**Short, medium and long-range actions must be developed to improve operations and safety in the interchange area.**

- **There must be assurance of the safe operation of the facility through the 20-year design period.**
- **The City's Comprehensive Plan land use assumptions must be considered in the IAMP, and**
- **The IAMP must be consistent with any locally adopted plan, especially the City's Comprehensive Plan and Transportation Systems Plan as well as ODOT's 1999 Oregon Highway Plan.**

#### **Demonstrated Safety and Operational Needs**

**Recent traffic studies have shown that the Wilsonville Road interchange is approaching capacity. With the City of Wilsonville concurrency ordinance being enforced, the City has only allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS "D" or better. Recurring safety issues at the northbound exit ramp at Exit 283 have been observed during morning peak hours, as vehicle queues have consistently backed up onto the mainline freeway during this period. This condition is caused by a substandard exit ramp length and a lack of capacity and storage at the I-5 / Wilsonville Road Northbound exit ramp terminal. This is a pre-existing safety issue that has been identified by ODOT. Furthermore, lack of left turn capacity on Wilsonville Road during the peak periods also contributes to long queues and congestion.**

#### **IAMP Plan Development**

**The IAMP was developed based on the City of Wilsonville's Comprehensive Plan land use assumptions. Much of the land within the IAMP Management Area (illustrated in Figure 1) is already fully developed. Of the undeveloped lands within the Management Area, the areas that have the most potential to significantly impact the interchange are the undeveloped industrial land south of Wilsonville Road opposite Kinsman Road and the Fred Meyer site, located in the southeast quadrant of the Boones Ferry Road/Wilsonville Road intersection. Both sites were fully accounted for in the trip generation assumed in developing the 2030 traffic volumes in the IAMP.**

**Interchange capacity is protected by several means. The primary tool that has been applied for years is the City's concurrency program. This requires essentially every**



proposed development in the city to demonstrate that it will not have adverse impacts to the city's transportation system without mitigation, with a special emphasis on freeway interchange mobility. No development is allowed in Wilsonville that will cause the interchange, or any intersection, to operate unacceptably according to both ODOT and City mobility standards. The other tools that are available to protect capacity are the access management and local circulations plans that were developed in the City's TSP and carried forward with this IAMP.

The I-5 / Wilsonville Road IAMP document consists of two major sections: the IAMP itself and the supporting technical appendices. The plan includes the IAMP purpose and objectives, physical improvements, access management and local circulation plans and the process used to implement, monitor and update the IAMP. The appendices include the technical analysis performed to develop the IAMP, a summary of the public involvement process, and implementation language to incorporate the plan into the City of Wilsonville's Comprehensive Plan, Transportation System Plan (TSP) and Development Code.

### **Plan Actions**

The IAMP calls for actions in three key areas: physical improvements, access management and implementation.

#### **Physical Improvements**

This action includes construction of the physical improvements required for the interchange to operate under acceptable standards through the year 2030. These improvements include the planned reconstruction of the interchange, including its entrance and exit ramps, along with associated improvements along Wilsonville Road and Interstate 5 to provide for a functioning interchange into the future.

#### **Access Management and Local Circulation**

Two plan elements were developed to help protect capacity in the interchange once the physical improvements are constructed. An access management plan identifies key short term (with reconstruction of the interchange) and long-term (upon development or redevelopment) actions for improving access control in the vicinity of the interchange. The local circulation plan provides for a local street system that allows alternate circulation within the interchange area, removing some trips from congested Wilsonville Road and interchange intersections. These plans, working together, will help protect capacity in the interchange.

#### **Implementation**

An implementation strategy is summarized in the appendix. Implementation measures are necessary to ensure that the plans developed as part of this IAMP are incorporated into the City's Comprehensive Plan, Transportation System Plan (TSP) and Development Code.

Purpose and Intent

An IAMP is required for any new or significantly reconstructed interchange by OAR 734-051-0155(6). More importantly, the purpose of an IAMP is to protect the function of the interchange and, consequently, the state's and local agency's investment in the facility. New interchanges and improvements to existing interchanges are very costly. State and local government and their citizens have an interest in ensuring that their interchanges function efficiently. Engineering design work is underway for the next phase of improvements to the I-5 / Wilsonville Road interchange and this IAMP is being conducted to ensure that the ultimate design will effectively reflect the needs of the interchange for at least the next 20 years.

#### **Problem Statement**

In 1994, in the attempt to address capacity issues existing at that time, the City of Wilsonville and ODOT entered into an agreement to fund and build Phase 1 of a planned multi-phase Wilsonville Road interchange improvement project. All improvements associated with this \$7 million project have been completed that were part of the first construction phase.

Once again, recent traffic studies have shown that the Wilsonville Road interchange is approaching capacity. With the City of Wilsonville concurrency ordinance being enforced, the City has only allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS "D" or better. Recurring safety issues at the northbound exit ramp at Exit 283 has been observed during morning peak hours, as vehicle queues consistently back up onto the mainline freeway. This condition is caused by a substandard exit ramp length and a lack of capacity and storage at the I-5 / Wilsonville Road Northbound exit ramp terminal. This is a pre-existing safety issue that has been identified by ODOT. Furthermore, lack of left turn capacity on Wilsonville Road at both interchange ramps during the peak periods also contributes to long queues and congestion.

#### **Interchange Function, Mode and General Location**

Generally, an interchange is defined as a system of interconnecting roadways in conjunction with one or more grade separations that provides for the movement of traffic between two or more roadways or highways on different levels<sup>1</sup>. The functions of the interchange are established by the functions of the connecting roads. The I-5 / Wilsonville Road interchange is a component of Interstate 5, an Interstate Highway and freight route. As a component, the interchange's primary function is to provide connections to major cities, regions of the state, and other states. The Interstate Highways are major freight routes and their objective is to provide mobility. The interchange provides for this primary function by minimizing the conflicts between through traffic on the freeway and the movement of vehicles entering, exiting, or crossing the freeway. The interchange's secondary function is to provide connections for regional trips within the metropolitan area in a manner that does not conflict with the primary purpose. Provided that the primary and secondary functions are not adversely affected, the interchange also serves the function to provide for safe travel between the land uses within Wilsonville on both the east and west sides of I-5.

The Oregon Highway Plan (OHP) classifies I-5 as an interstate highway. According to OHP, the primary function of an interstate freeway is to “provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area.”

Wilsonville Road is owned and maintained by the City of Wilsonville. The Wilsonville Transportation System Plan (TSP) classifies Wilsonville Road as a major arterial within the Management Area. Wilsonville Road provides both a connection to the interstate freeway system and access to local services in town. Much of the land surrounding the I-5 / Wilsonville Road interchange is already developed. The interchange provides access to Wilsonville’s Town Center area (Village at Main Street and Town Center Loop) as well as industrial and residential areas in the City. Access along Wilsonville Road is relatively limited, although not in compliance with OHP standards within a ¼ mile (1,320 feet) of the interchange. The majority of the intersections along Wilsonville Road (within ¼ mile) are private driveways, however, there are three public roadways (Boones Ferry Road, Parkway Avenue and Town Center Loop West) as well.

Future alternatives in this IAMP assume that undeveloped lands within the Study Area will be developed in a manner consistent with what is allowed under the City of Wilsonville Comprehensive Plan and existing zoning. The chapter in Appendix C on Future Travel Forecasts and Needs Analysis details the assumptions for this development.

#### Goals and Objectives

The goals and objectives of this IAMP reflect the intentions and interests of ODOT and the City of Wilsonville for the interchange and transportation operations in the area. The goals and objectives are guided by, but not re-statements of, OHP and TSP policies and OAR language. The objectives need to be concrete statements that relate what the plan is trying to accomplish and should be achievable and measurable. The objectives serve as the basis for data collection and research and as alternative evaluation criteria to guide alternatives analysis and selection of the preferred alternative, and to guide management decisions.

**Goal 1: Protect the function and operation of the interchange and the state highway as follows:**

**I-5 is classified as an Interstate Highway. It is part of the National Highway System and is a designated freight route between Portland and points south and north. The operational objective for Interstate Highways is to provide safe and efficient high-speed travel in urban and rural areas.**

**Objective 1a: The preferred interchange project alternative will meet FHWA Interchange requirements and will accommodate design-year (2030) traffic demands as a threshold.**

**Objective 1b:** The project alternatives developed for consideration as part of the IAMP planning process are consistent with the OHP requirement that the maximum volume-to-capacity (V/C) ratio for the ramp terminals of interchange ramps be either 0.85 or 0.90 (as defined in the OHP). For “build” scenarios, the 2003 Highway Design Manual standard of 0.75 is desired or a design exception would be needed.

**Objective 1c:** The preferred alternative will meet or move in the direction of ODOT access management spacing standards for access along interchange crossroads.

**Goal 2:** Provide for an adequate system of local roads and streets for access and circulation within the interchange area that minimizes local traffic through the interchange and on the interchange cross road (Wilsonville Road).

**Objective 2a:** The preferred alternative will include necessary supporting improvements to the surface street system in the vicinity of the interchange. Improvements to the local street network will be adopted into the local comprehensive plan, including identified funding sources, as part of the City of Wilsonville’s actions to implement the IAMP.

**Objective 2b:** The project alternatives will propose surface street improvements that either meet the ODOT established access management standards or improve on the current conditions.

**Objective 2c:** The project alternatives will propose surface street improvements that will operate in conformance with applicable standards over the 20-year planning horizon.

**Goal 3:** Provide safe and efficient multi-modal travel between the connecting roadways (and the surface street network, if applicable).

**Objective 3a:** While recognizing existing capacity constraints, the project alternatives will improve safety by adding capacity to reduce congestion and/or correcting geometric conditions that do not meet current applicable standards.

**Objective 3b:** The project alternatives will improve bicycle and pedestrian facilities that meet current applicable standards and include facility infill and extensions where needed to provide a continuous network.

**Goal 4:** Ensure future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system and the integration of future transportation projects and land use changes.

**Objective 4a:** The project alternatives will be developed in partnership with affected property owners in the interchange area, the City of Wilsonville, Clackamas County, and the Oregon Department of Transportation (ODOT), as well as other stakeholders, including interchange users.

**Objective 4b:** The City and County Comprehensive Plans and/or Transportation System Plans will be found consistent, or amendments will be

proposed to ensure consistency, with the preferred project interchange alternative.

**Objective 4c:** The City and County will adopt land use policies that ensure future land use actions in the IAMP Management Area, including requests for comprehensive plan amendments and/or zoning amendments, and promote land development that is compatible with the planned interchange capacity for the IAMP planning horizon.

**Goal 5:** Recognize the importance of the interchange function to support local and regional economic development goals and plans.

**Objective 5a:** The project alternatives would reduce delay for vehicles, including commercial vehicles, accessing the freeway and to increase safety.

**Objective 5b:** The project alternatives will facilitate access to, through, and businesses in Wilsonville.

**Goal 6:** Ensure that the needs of regional through trips and the timeliness of freight movements are considered when developing and implementing the IAMP, in particular when planning for improvements that directly impact freight routes.

**Objective 6a:** The project alternatives will facilitate freight access to and from the many industrial freight destinations in the interchange study area.

### **Management Area**

Figure 1 illustrates the proposed Interchange Management Area. The management area delineates the area around I-5 / Wilsonville Road in which specific IAMP access and land use management regulations apply to land use decisions. It includes those properties that currently have or are expected to have the greatest impact on operations at the interchange.

The management area is defined by tax lot parcel boundaries extending from the Willamette River to the south, just north of Town Center Loop to the north, approximately ½ mile to the west and approximately ½ mile to the east.

Figure 1 also illustrates the project Study Area. The Study Area extends from Boeckman Road to the north, the Willamette River to the south and the urban growth boundary (UGB) to the east and west. The traffic analysis for the IAMP assumed development of much of the undeveloped land within the Study Area.





## Plan Decisions

This section presents access and land use decisions for maximizing the operational life of the I-5 /Wilsonville Road interchange while ensuring that the planned local land use can be supported. It describes the transportation improvements for the interchange and the associated improvements on Wilsonville Road, identifies access management and policy actions, and reviews the process for state and local authorities to adopt the I-5 / Wilsonville Road IAMP. The decisions presented in this section serve as the basis for an agreement between ODOT and the City of Wilsonville on the direction and principles that will guide the approval and implementation of the IAMP.

This section provides language for the City of Wilsonville to use in the amendment of the City's TSP. The City of Wilsonville will adopt the IAMP prior to adoption by the Oregon Transportation Commission (OTC).

The I-5 / Wilsonville Road IAMP includes the following components:

- Physical improvements to the interchange area and to Wilsonville Road in the vicinity of the interchange.
- Access management/local connectivity plans
- Implementation

Each of these components and an outline of adoption steps are described in the IAMP in Appendix C of this document. The IAMP actions apply to the study area shown in Figure 1. Project stakeholders and other members of the public have provided input on each of the project elements through two public open houses. A full description of public involvement activities is included in the appendix.



29799 SW Town Center Loop E  
Wilsonville, Oregon 97070  
(503) 682-1011  
(503) 682-1015 Fax Administration  
(503) 682-7025 Fax Community Development

## NOTICE OF DECISION

### PLANNING COMMISSION

#### RECOMMENDATION OF APPROVAL TO CITY COUNCIL

**FILE NO.:** LP09-0007

**APPLICANT:** City of Wilsonville

**REQUEST:** **Amendment to the Wilsonville Comprehensive Plan, Public Facilities; Road and Transportation Section to include text, goals, policies and Implementation Measures relating to the I-5/Wilsonville Road Interchange Area Management Plan (IAMP) and to update this section incorporating recently adopted transportation elements of the Comprehensive Plan..**

After conducting a public hearing on September 9, 2009, the Planning Commission voted to recommend this action to the City Council by passing Resolution No. LP09-0007.

The City Council is scheduled to conduct a Public Hearing on this matter on October 5, 2009, at 7:00 p.m., at the Wilsonville City Hall, 29799 SW Town Center Loop East.

For further information, please contact the Wilsonville Planning Division, 29799 SW Town Center Loop East, or telephone (503) 682-4960.



**PLANNING COMMISSION  
RESOLUTION NO. LP09-0007**

**A WILSONVILLE PLANNING COMMISSION RESOLUTION RECOMMENDING THAT THE CITY COUNCIL AMEND THE CITY'S COMPREHENSIVE PLAN BY DELETING THE SECTION TITLED ROADS AND TRANSPORTATION PLAN (pp C-7 – C-14) AND ADOPTING A NEW SECTION TITLED TRANSPORTATION.**

**WHEREAS**, the Comprehensive Plan Section, Roads and Transportation contains a text note that, "This section will be redrafted with completion of the Transportation Systems Plan" and

**WHEREAS**, the City's Transportation Systems Plan (TSP) was adopted in 2003, as an amendment to the Comprehensive Plan, and

**WHEREAS**, the City has also adopted a Bicycle and Pedestrian Master Plan in 2006, and a Transit Master Plan in 2008, and

**WHEREAS**, this amendment of the TSP to include the Interchange Area Management Plan (IAMP) for the I-5/Wilsonville Road Interchange and implementing Comprehensive Plan and Development code amendments offers an opportunity to redraft and bring current the Roads and Transportation Section of the Comprehensive Plan, and

**WHEREAS**, the Planning Commission held a work session on the draft IAMP and implementing Comprehensive Plan and Development Code amendments on August 12, 2009, and

**WHEREAS**, the Planning Commission, after providing the required notice, held a Public Hearings on September 9, 2009 and

**WHEREAS**, adoption of the IAMP and implementing Comprehensive Plan and Development Code amendments is a requirement associated with the planned improvements to the I-5/Wilsonville road Interchange Area, and

**WHEREAS**, the Commission has 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; and

**NOW, THEREFORE, BE IT RESOLVED** that the Wilsonville Planning Commission does hereby adopt all Planning Staff Reports along with the findings and recommendations contained therein and, further, recommends that the Wilsonville City Council adopt amendments

to the City's Comprehensive Plan deleting the section titled, Roads and Transportation Plan (pp C-7 - C-14) and adopting a new section titled Transportation, as shown in Exhibit A of this resolution, as reviewed and amended by the Planning Commission; and

**BE IT RESOLVED** that this Resolution shall be effective upon adoption.

**ADOPTED** by the Planning Commission of the City of Wilsonville at a regular meeting thereof this 9<sup>th</sup> day of September 2009, and filed with the Planning Administrative Assistant on September 10, 2009.

  
Robert Meyer, Chair  
Wilsonville Planning Commission

Attest:

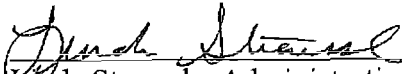
  
Linda Straessle, Administrative Assistant II

Exhibit A: Proposed Comprehensive Plan relating to the IAMP

**SUMMARY** of Votes:

Chair Meyer:	<u>Aye</u>
Commissioner McGuire:	<u>Aye</u>
Commissioner Kohls:	<u>Aye</u>
Commissioner Montclair:	<u>Aye</u>
Commissioner Peck:	<u>Aye</u>
Commissioner Phelps:	<u>Absent</u>
Commissioner Dvorak:	<u>Aye</u>



## EXHIBIT "A" to LP09-0007

Delete:

### Roads and Transportation Plan

*Note: This section will be redrafted with completion of the Transportation Systems Plan.*

Wilsonville is bisected by the I-5 freeway, just south of its intersection with I-205. The freeway provides excellent north-south transportation linkages to Portland and the southern Willamette Valley. In fact, I-5 remains one of the most important transportation links between Canada and Mexico. The combination of large amounts of developable land, with both rail and freeway transportation access, present Wilsonville with continued growth potential for residential, commercial, and industrial development.

While the freeway is a major growth impetus, it also creates certain limitations on the growth and development of the City. The freeway is a barrier between the east and west sides of the community and makes it both difficult and expensive to add streets connecting the east and west sides of town. Also, heavy traffic at freeway interchanges during rush-hour times can result in traffic backups into other nearby intersections.

In the late 1990s, substantial public investments were made to up-grade both the Wilsonville Road and Elligsen Road interchanges (exits 283 and 286, respectively). In spite of those improvements, capacity limitations can be seen in both of those interchanges, as the existing freeway on-off ramps at Wilsonville Road are inadequate to handle projected traffic volumes. The City recognizes these problems and notes that if travel patterns continue as they are today and appropriate street improvements, including an additional freeway interchange, are not made, substantial growth limitations will result. It also, however, recognizes the potentials for proper planning and land development to generate certain transportation efficiencies. Therefore, the following policies have been established to promote sound economic growth while providing for an efficient and economical transportation system.

The Plan identifies three areas of responsibility in transportation planning.

1. What the City expects to do in providing for efficient transportation.
2. What the City will expect developers and businesses to do in support of efficient transportation.
3. What the City will expect from Federal, State and regional agencies in support of the City's planning efforts.

The State's Transportation Planning Rule calls for reductions in vehicle miles traveled (VMTs) per capita and restrictions on the construction of new parking spaces in order to encourage planning that responds to the transportation and land-use impacts of growth. Metro's 2040 Growth Concept Plan calls for more compact development as a means of encouraging more efficient use of land, promoting non-auto trips, and protecting air quality. In addition, the federally mandated air quality plan adopted by the State of Oregon relies on Metro fully achieving the 2040 Growth Concept transportation objectives. Notably, the air quality plan relies upon reducing vehicle trips per capita through limitations on the maximum parking ratios allowed for different land uses.

A compact urban form requires that each use of land is carefully considered and that more efficient forms are favored over less efficient ones. Parking, especially that provided in new developments, can result in less efficient land usage and lower floor-area ratios. Parking also has implications for transportation. In areas where transit is provided, or other non-auto modes (e.g., walking, biking) are convenient, less parking can be provided and still allow accessibility and mobility for all modes, including autos. Reductions in auto trips when substituted by non-auto modes can alleviate congestion and improve air quality.

The City is required by State and regional plans to address these needs through adopting, implementing, and regular updating of a Transportation Systems Plan. The City is also required to adopt minimum and maximum parking ratios in accordance with Title 2 of the Metro Urban Growth Management Functional Plan, or may use categories or measurement standards other than those in the Regional Parking Ratios Table (of that Functional Plan), as long as findings are provided that show such regulations will be substantially the same as the application of the Regional Parking Ratios. As part of the regional effort, the City is required to monitor and provide the following data to Metro on an annual basis:

- a. the number and location of newly developed parking spaces, and
- b. demonstration of compliance with the minimum and maximum parking standards, including the application of any variances to the regional standards in this Title. Coordination with Metro through the collection of other building data will also continue.

Implementation Measure 3.1.6.a The Transportation Master Plan shall be used to establish the design standards for each arterial and major collector street. The conceptual location of proposed new major streets will also be identified. However, actual alignments may vary from the conceptual alignments based on detailed engineering specifications, design considerations, and consideration of the impacts of the road alignments on neighborhoods and natural resources, provided that the intended function of the street is not altered. While local residential streets are considered a part of the Transportation Master Plan, they are not typically shown in detail in the Plan. The alignment of local streets shall be evaluated on a project-by-project basis, but must function in coordination with the overall purposes of the Transportation Master Plan. Other streets not shown on the Plan may also be considered, if determined necessary for safe and convenient traffic circulation or increased connectivity.

Implementation Measure 3.1.6.b. The Transportation Master Plan shall be used to establish the Functional Street Classification System and the physical design characteristics (right-of-way and pavement width, curbs, sidewalks, etc.) of the various street classifications.

Implementation Measure 3.1.6.c. All streets shall be designed and developed in accordance with the Master Plan and street standards, except that the Development Review Board or City Council may approve specific 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. At a minimum, all streets must be developed with sufficient pavement width to provide two lanes of traffic, unless designated for one-way traffic flow. However, adequate emergency vehicle access and circulation must be provided.

~~Implementation Measure 3.1.6.d. Where the City Council officially designates truck routes, these streets shall be developed to arterial street construction standards and be posted as truck routes.~~

~~Implementation Measure 3.1.6.e. All arterial and collector streets shall be dedicated public streets. To insure adequate protection of potential future right-of-way needs, minimum setbacks shall be retained adjacent to arterial streets. In addition, to maintain efficient traffic flows, intersections with arterial streets shall be minimized, and property owners shall be encouraged and, where feasible, may be required to consolidate driveways.~~

~~Implementation Measure 3.1.6.f. Through the Planned Development process, local streets may be approved as private streets, provided that adequate emergency access is available and that appropriate deed restrictions, homeowners' association requirements, etc. are established to insure proper maintenance.~~

~~Implementation Measure 3.1.6.g. Minimum street service levels shall continue to be established. Dedication of adequate right-of-way, as established by the Street System Master Plan, or as otherwise approved by the Development Review Board or City Council shall be required prior to actual site development~~

~~Implementation Measure 3.1.6.h. The City shall periodically review and update its street lighting standards in the interest of public safety. Energy conservation shall also be considered in setting these standards.~~

~~Implementation Measure 3.1.6.i. The City is responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.~~

~~Implementation Measure 3.1.6.j. The City shall encourage the State (ODOT) and the Counties to acknowledge or adopt the City's street standards to insure consistent application of street improvement requirements regardless of the jurisdictional control of the road in question.~~

~~Implementation Measure 3.1.6.k. Individual developments shall be responsible for providing all collector and local streets. However, there may be cases where collector streets are found to benefit the entire community to a degree that warrants public participation in funding those collector streets. Developers and property owners of developing property shall also collectively assume the responsibility for providing "extra capacity" to the existing street system. To insure development of an adequate street system, the City shall collect a Systems Development Charge as development occurs. Funds collected shall be allocated through the Capital Improvements Plan as needed to provide extra capacity service.~~

~~Implementation Measure 3.1.6.l. Maintenance of the developed City Street System is a public obligation. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.~~

~~Implementation Measure 3.1.6.m The City shall continue to work with the State, Metro, Clackamas and Washington Counties and adjacent jurisdictions 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 3.1.6.n The City shall actively encourage the State to provide improvements to regional transportation facilities which, due to inadequate carrying capacities, frustrate implementation of the City's Transportation Plan.~~

~~Implementation Measure 3.1.6.o The City shall take the following steps to reduce VMTs and overall reliance on single occupancy vehicles:~~

- ~~1. Review all land use/development proposals with regard to transportation impacts. All development proposals shall be required to pay for a transportation impact analysis, unless specifically waived by the City's Community Development Director because the information is not needed.~~
- ~~2. Seek to minimize traffic congestion at the freeway interchanges as well as on local arterial and collector streets.~~
- ~~3. Seek to reduce the number and length of home-to-work trips.~~
- ~~4. Seek a balanced mix of activities which encourage consolidation of automobile oriented trips and encourage design and location of complementary activities that support public transit, ride-share programs, and use of other alternative modes of transportation.~~
- ~~5. Require large developments and high employment and/or traffic generators to design for mass transit and to submit programs to the City indicating how they will reduce transportation impacts. All such proposals shall be subject to review by SMART and, if applicable, ODOT. Maximum parking limits shall be used in conformity with Metro standards.~~
- ~~6. Seek location of a permanent park and ride station as well as a commitment from Tri-Met to upgrade transit service to the greatest extent possible, in coordination with SMART. Note the potential need for a commuter rail station in conjunction with the park and ride lot.~~
- ~~7. Accommodate the expected growth in population and employment and the resulting transportation needs, the City by expanding local bus service in the residential and employment areas, continue to improve arterial and collector street networks, a bikeway system, ride-sharing programs including carpools and van pools and encourage staggered or flex-time, work-hour programs.~~
- ~~8. Take steps to improve connectivity between existing neighborhoods and between residential areas and traffic-generator locations. Also, work to provide more and better options for travel from one side of the freeway, the railroad, and major drainage courses to the other. It is recognized that alignment decisions for streets may cause concerns for adjacent property owners or residents, whose suggestions may help to improve plans or designs. The testimony of neighboring property owners shall not be the sole justification to postpone the construction of planned streets.~~

~~9. Increase densities and intensities of development in or near the Town Center area and in other locations where transportation systems can meet those needs.~~

~~10. Improve the balance between housing, employment, and commercial activities within the City in order to reduce commuting.~~

~~Implementation Measure 3.1.6.p The City recognizes the value of the railroad to industrial growth in Wilsonville, and will encourage the railroad and the State of Oregon to maintain quality service and provide needed improvements, rail crossings and signalization, etc. System expansion to accommodate commuter rail service shall be strongly encouraged.~~

~~Implementation Measure 3.1.6.q In addition to Willamette River Greenway policies, the City recognizes the use of the Willamette River for both commercial and private recreational travel. The City also recognizes the potential conflict between these uses as well as the safety problems created by heavy usage of the river, particularly during the summer months.~~

~~Implementation Measure 3.1.6.r The City shall work with the appropriate authorities to establish regulations for activities conducted on the Willamette River to insure protection of the public health, safety, and general welfare.~~

~~Implementation Measure 3.1.6.s Pedestrian, bicycle, and equestrian travel is often considered a recreational activity. However, people commonly bike and walk throughout the City, and with increasing gasoline prices and traffic congestion, these forms of travel are likely to increase in popularity. For this reason, provisions for pedestrian and bicycle travel will be considered as a basic transportation element as well as a recreational element.~~

~~Implementation Measure 3.1.6.t The Bicycle and Pedestrian Master Plan identifies the general alignment of primary routes for pedestrian and bicycle travel. It has been designed to provide connections between residential neighborhoods and major commercial, industrial and recreational activity centers throughout the City. The system has been coordinated with pathways planned in adjacent jurisdictions to allow for regional travel.~~

~~Implementation Measure 3.1.6.u Safety, convenience, and security for both path users and adjacent property owners shall be a primary consideration in determining the actual location and routing of pathways. It is recognized that alignment decisions for pathways and trails may cause concerns for adjacent property owners or residents, whose suggestions may help to improve plans or designs. The testimony of neighboring property owners shall not be the sole justification to postpone the construction of planned pathways.~~

~~Implementation Measure 3.1.6.v The City shall continue to use pathway construction standards in the Public Works Standards.~~

~~Implementation Measure 3.1.6.w All primary pathways shall be constructed in accordance with the Master Plan, with specific alignments to be approved by the Planning Commission, Development Review Board, or City Council. All major street construction or improvements shall be coordinated with the Pathway Master Plan.~~

~~Implementation Measure 3.1.6.x The City shall schedule and coordinate all pathway improvements. A priority will be given to completing specific links of the system, thereby avoiding dead-end pathways. When land is developed which includes a designated pathway, appropriate dedication of right-of-way or easements shall be required. In cases where the proposed development will substantially increase the need for the path, construction may also be required prior to occupancy.~~

~~Implementation Measure 3.1.6.y The City shall encourage development of secondary pathways that are internal to individual developments. Secondary paths shall be designed and provided by private development as new construction occurs and shall be coordinated with the primary pathway system.~~

~~Implementation Measure 3.1.6.z City street standards require concrete sidewalks on both sides of all streets. This standard can be waived only in cases where alternative provisions are found to adequately address pedestrian needs.~~

~~Implementation Measure 3.1.6.aa All bikeways are to be developed in conformity with the City's adopted Bicycle and Pedestrian Master Plan.~~

~~Implementation Measure 3.1.6.bb Complete the major street system improvements shown in the Transportation Master Plan. The City may not be able to finance all of these improvements and some may be financed by other entities.~~

~~Implementation Measure 3.1.6.cc If adequate regional transportation services, including I-5 interchange modification or additions, and high-capacity public transportation, cannot be provided, then the City shall reevaluate and reduce the level of development and/or timing of development anticipated by other elements of this Plan. Such reductions shall be consistent with the capacity of the transportation system at the time of re-evaluation.~~

#### ~~Street Improvements~~

~~*Note: This section will be redrafted with completion of the Transportation Systems Plan.*~~

~~The general concept of the Transportation Master Plan is to provide an arterial system which surrounds the City and passes through it in the east-west direction and north-south direction on each side of I-5. Improved access to I-5 is also proposed in this Plan.~~

~~Collector streets would provide for internal circulation within the arterial streets.~~

~~A detailed description of the recommended street improvements to the existing network is included in the Transportation Master Plan. These improvements are listed for I-5, the arterials and the collector streets.~~

~~*Note: This section will be redrafted with completion of the Transportation Systems Plan.*~~

**TABLE I  
ROADWAY STANDARDS**

Capacity	Pavement	Right-of-way	Design
Section Classification	Width in feet	width in feet	Vehicles/day
A. Cul-de-sac street	28	50	200
B. Local resident	32	52	1,200
C. Resident collector	36	60	7,000
D. Collector, industrial & Arterial	40	60	10,000 to 18,000
E. Arterial	48	60	15,000 to 20,000
F. Arterial	62*	72	33,000
G. Arterial	70	94	34,000 to 37,000

\* Includes left turn lane

NOTE: Design capacities based on level of service "D", 5 percent commercial vehicles, 10 percent right turns, 10 percent left turns, peak-hour factor 85-90 percent, peak hour directional distribution 55 to 60 percent, peak hour 9-12 percent of daily volume and average signal timing for collector and arterial streets.

New language

### Transportation

**Under the State’s Transportation Planning Rule (TPR), planning for transportation must “encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation”.**

**In MPO areas, (i.e. Metro), “regional and local Transportation Systems Plans (TSP) shall be designed to achieve adopted standards for increasing transportation choices and reducing reliance on the automobile”. It is anticipated that metropolitan areas will accomplish reduced reliance by changing land use patterns and transportation systems so that walking, cycling and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today”.**

**Both the Transportation Planning Rule and the federally mandated State Air Quality Plan call for reductions in vehicle miles travelled (VMTs) per capita. The goal is to adopt plans and measures that are likely to achieve a five percent reduction in VMT per capita over the 20-year planning period. The Metro Regional Transportation Plan (2035 Federal component) states that, “Improvement in non-single occupancy vehicle (non-SOV) mode share will be used to demonstrate compliance with per capita travel reductions” [VMT reductions] “required by the TPR.”**

**Transportation plans must also “facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation”.**

**Communities must “protect existing and planned transportation facilities, corridors and sites for their identified functions’ and also “provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans”.**

**Transportation plans must include a transportation financing program.**

**The Wilsonville Comprehensive Plan includes, as sub-elements of the Plan, the City’s Transportation Systems Plan (2003), the Bicycle and Pedestrian Master Plan (2006) and the Transit Master Plan (2008). There are no airports or marine transportation facilities within the city. The City has adopted 1 Year and 5-Year Capital Improvement Plans which provide for the construction of transportation facilities, improvements and services necessary to support the City’s Transportation Systems Plan, the Bicycle and Pedestrian Master Plan and the Transit Master Plan.**

### **The Transportation Network**

**Wilsonville is bisected by I-5, just south of its intersection with I-205. I-5 is classified as an Interstate Highway. It is part of the National Highway system and is a designated freight route between Portland and points south. The operational objective for Interstate Highways is to provide safe and efficient high-speed travel in urban and rural areas.**

**Two I-5 interchanges are located within Wilsonville, Interchange 283, I-5 @ Wilsonville Road, and 286, I-5 @ Elligsen Road. Both interchanges provide a vital function in supporting local and regional economic development goals and plans. Local traffic, including commercial and industrial vehicles, must have safe and efficient access to and from the freeway.**

**In the late 1990s, substantial public improvements were made to up-grade both interchanges. Now, ten years later, both interchanges again have capacity limitations. A major modernization project is planned to begin construction at I-5/Wilsonville Road in 2010, following the City’s completion of improvements on Boones Ferry Road which connects to Wilsonville Road within the interchange management area. The I-5/Wilsonville Road project includes elevated bike/pedestrian pathways on both sides of the street, expansion of the travel way to 8 lanes under the I-5 Bridge, and wider and longer on and off ramps.**

**Capacity limitations also exist at the 95<sup>th</sup>/ Commerce Circle /Boones Ferry Road intersections. The planned improvements there will add an additional right turn lane**



southbound off I-5 to Boones Ferry Road and an additional left turn lane from Boones Ferry Road to 95<sup>th</sup>.

The City has a network of streets which serve the east side or the west side, with only three connection points east–west across I-5. These are Wilsonville Road, Boeckman Road and Elligsen Road. The recent extension of Boeckman Road to Grahams Ferry Road has provided an alternative east-west route resulting in a reduction of the trip levels on both Wilsonville and Elligsen Roads.

City street standards require provision of bike lanes and sidewalks on all new streets. Developments in areas without bike lanes and sidewalks are required to provide them as part of the development of their site. The city also maintains a sidewalk infill fund for construction of missing sidewalk segments in older neighborhoods. The Bicycle and Pedestrian Master Plan provides greater detail about the existing system and its deficiencies and identifies planned improvements and financial resources.

The City operates a transit system, SMART, which provides local service, and connects with WES, Cherriots in Salem and Tri-Met in the Portland area. WES, the Westside Express Service Commuter Rail, operates during weekday commuter hours in the morning and evening, connecting Wilsonville with the Beaverton Transit Station and the MAX system. The Transit Master Plan provides greater detail about the existing system and its deficiencies and identifies planned improvements and financial resources.

**Goal 1: To encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation**

*Policy 1.1 To provide for safe and efficient vehicular, transit, pedestrian and bicycle access and circulation.*

**Implementation Measure 1.1.1 Plan and implement a well-connected network of streets and supporting improvements for all applicable travel modes.**

**Implementation Measure 1.1.2 Provide safe and efficient multi-modal travel between the connecting roadways (and the surface street network, if applicable).**

*Policy 1.2 To provide for a mix of planned transportation facilities and services that are sufficient to ensure economic, sustainable and environmentally sound mobility and accessibility for all residents and employees in the city.*

*Policy 1.3 If adequate regional transportation services, including I-5 interchange modification or additions, and high capacity public transportation, cannot be provided, then the City shall reevaluate and reduce the level of development and/or timing of development*

*anticipated by other elements of this Plan. Such reductions shall be consistent with the capacity of the transportation system at the time of re-evaluation.*

**Goal 2: To achieve adopted standards for increasing transportation choices and reducing reliance on the automobile by changing land use patterns and transportation systems so that walking, cycling and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today.**

*Policy 2.1 The City shall adopt standards for reducing reliance on single occupant automobile use, particularly during peak periods.*

**Implementation Measure 2.1.1 Improve the balance between housing, employment, and commercial activities within the City in order to reduce commuting.**

**Implementation Measure 2.1.2 Increase densities and intensities of development in or near the Town Center area and in other locations where transportation systems can meet those needs.**

**Implementation Measure 2.1.3 Plan for increased access to alternative modes of transportation, such as bicycling, transit and walking.**

**Implementation Measure 2.1.4 Continue use of the Planned Development process to encourage developments that make it more convenient for people to use transit, to walk, to bicycle, and to drive less to meet daily needs.**

**Implementation Measure 2.1.5 Take steps to improve connectivity between existing neighborhoods and between residential areas and traffic generator locations. Work to provide more and better options for travel from one side of the freeway, the railroad, and major drainage courses to the other.**

~~**Implementation Measure 2.1.6 Strongly encourage full day and Saturday service for WES.**~~—*Struck by Planning Commission 9/9/09*

~~**Implementation Measure 2.1.7 Continue to support the extension of WES to Salem.**~~ *Struck by Planning Commission 9/9/09.*

**Implementation Measure 2.1.8 Continue to comply with Metro parking standards. Consider reducing parking requirements where it can be shown that transit and/or bicycle pedestrian access will reduce vehicular trips.**

*Policy 2.2 The City shall work to improve accessibility for all citizens to all modes of transportation.*

**Implementation Measure 2.2.1 The City's Bicycle and Pedestrian Master Plan identifies the general alignment of primary routes for pedestrian and bicycle travel. It has been**

designed to provide connections between residential neighborhoods and major commercial, industrial and recreational activity centers throughout the City. The system has been coordinated with pathways planned in adjacent jurisdictions to allow for regional travel.

**Implementation Measure 2.2.2** City street standards require concrete sidewalks on both sides of all streets. This standard can be waived only in cases where alternative provisions are found to adequately address pedestrian needs.

**Implementation Measure 2.2.3** Transportation facilities shall be ADA-compliant.

**Implementation Measure 2.2.4** The City will prepare an implementation schedule and continue to provide funding for infilling gaps in the sidewalk system.

**Goal 3:** To facilitate the safe, efficient and economic flow of freight and other goods and services within the city and the region.

*Policy 3.1: The City will continue to upgrade and/or complete the street network on the west side of I-5, including the Coffee Creek area, to serve the warehousing, distribution, and other industrial uses located there.*

**Implementation Measure 3.1.1** Where the City Council officially designates truck routes, these streets shall be developed to arterial street construction standards and be posted as truck routes.

*Policy 3.2 The City will work with ODOT, Metro and neighboring communities to maintain the capacity of I-5 through a variety of techniques, including requirements for concurrency, 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.*

**Implementation Measure 3.2.1** 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 IMA shall be consistent with planned future transportation projects.

**Goal 4:** To protect existing and planned transportation facilities, corridors and sites for their identified functions, including protection of the function and operation of the I-5/Wilsonville Road Interchange and the I-5/Elligsen Road Interchange, together with the local street network within the Interchange Areas.

*Policy 4.1 The Transportation Systems Plan(TSP) shall establish policies and implementation measures to fulfill the City's transportation needs through the Year 2020, provides details to guide transportation investment for the future and*

*determine how land use and transportation needs can be balanced to bring the most benefit to the city.*

**Implementation Measure 4.1.1** The Transportation Systems Plan shall be used to establish the design standards for each arterial and major collector street. The conceptual location of proposed new major streets will also be identified. However, actual alignments may vary from the conceptual alignments based on detailed engineering specifications, design considerations, and consideration of the impacts of the road alignments on neighborhoods and natural resources, provided that the intended function of the street is not altered.

**Implementation Measure 4.1.2** While local residential streets are considered a part of the Transportation Systems Plan, they are not typically shown in detail in the Plan. The alignment of local streets shall be evaluated on a project-by-project basis, but must function in coordination with the overall purposes of the Transportation Systems Plan. Other streets not shown on the Plan may also be considered, if determined necessary for safe and convenient traffic circulation or increased connectivity.

**Implementation Measure 4.1.3.** The Transportation Systems Plan shall be used to establish the Functional Street Classification System and the physical design characteristics (right-of way and pavement width, curbs, sidewalks, etc.) of the various street classifications.

**Implementation Measure 4.1.4** All streets shall be designed and developed in accordance with the Transportation Systems Plan and street standards, except that the Development Review Board or City Council may approve specific 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. At a minimum, all streets must be developed with sufficient pavement width to provide two lanes of traffic, unless designated for one-way traffic flow. However, adequate emergency vehicle access and circulation must be provided.

**Implementation Measure 4.1.5** All arterial and collector streets shall be dedicated public streets. To insure adequate protection of potential future right-of-way needs, minimum setbacks shall be retained adjacent to arterial streets. In addition, to maintain efficient traffic flows, intersections with arterial streets shall be minimized, and property owners shall be encouraged and, where feasible, may be required to consolidate driveways.

*Policy 4.2 Review all land use/development proposals with regards to consistency with the TSP transportation impacts.*

**Implementation Measure 4.2.1** All development proposals shall be required to provide for a transportation impact analysis by payment to the City for completion of such study by the city's traffic consultant unless specifically waived by the City's Community Development Director because the scale of the proposed development will have very limited impacts.

**Implementation Measure 4.2.2.** Through the Planned Development process, local streets may be approved as private streets, provided that adequate emergency access is available and that appropriate deed restrictions, homeowners' association requirements, etc. are established to insure proper maintenance.

**Implementation Measure 4.2.3** Any proposed change to the Comprehensive Plan Map or existing zoning that would result in additional trips above that allowed under the city's concurrency policies may be denied unless mitigation measures are identified and ~~constructed~~ provided. (Amended by Planning Commission 9/9/09.)

*Policy 4.3 Provide for an adequate system of local roads and streets for access and circulation within I-5 Interchange Management Areas that minimize local traffic through the interchanges and on the interchange cross roads.*

**I-5/Wilsonville Road IMA: (4.3a)**

**Implementation Measure 4.3a.1** The City will 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.

**Implementation Measure 4.3a.2** Bicycle and pedestrian connections within the IMA will be required for new development consistent with the City's Bicycle and Pedestrian Plan.

**Implementation Measure 4.3a.3** 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.

**Implementation Measure 4.3a.4** 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.

**Implementation Measure 4.3a.5** The City will approve development proposals in the I-5/Wilsonville Road Interchange Management Area (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.

**Implementation Measure 4.3a.6** 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.

**Implementation Measure 4.3a.7** 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.

**Implementation Measure 4.3a.8** The City will provide notice to ODOT for any land use actions proposed within the I-5/Wilsonville Road IAMP Overlay Zone.

**I-5/Elligsen Road Interchange (4.3b)**

**Implementation Measure 4.3b.1** 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.

**Implementation Measure 4.3b.2** 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.

**Implementation Measure 4.3b.3** Bicycle and pedestrian connections within the Interchange Area will be required for new development consistent with the City's Bicycle and Pedestrian Plan.

**Implementation Measure 4.3b.4** 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.

**Goal 5:** To provide 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 Master Plan.

*Policy 5.1 The City is responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.*

**Implementation Measure 5.1.1** Complete the major street system improvements shown in the Transportation Systems Plan. The City may not be able to finance all of these improvements. Some may be financed by other entities, or a combination of public and private funds.

**Implementation Measure 5.1.2** Maintenance of the developed City Street System is a public obligation responsibility. (Amended by Planning Commission 9/9/09). The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.

*Policy 5.2 Individual developments shall be responsible for providing all collector and local streets. However, there may be cases where collector streets are found to benefit the entire community to a degree that warrants public participation in funding those collector streets. Developers and property owners of developing property shall also collectively assume the responsibility for providing "extra capacity" to the existing street system.*

**Goal 6: To 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 Master Plan.**

*Policy 6.1 The City is responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.*

*Policy 6.2 To insure development of an adequate street system, the City shall collect a Systems Development Charge as development occurs. Funds collected shall be allocated through the Capital Improvements Plan as needed to provide extra capacity service.*

**Goal 7: To maintain coordination with neighboring cities, counties, Metro, ODOT local businesses, residents and transportation service providers regarding transportation planning and implementation.**

*Policy 7.1 The City shall continue to work with the State, Metro, Clackamas and Washington Counties and adjacent jurisdictions 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 7.1.1 The City shall actively encourage the State to provide improvements to regional transportation facilities which, due to inadequate carrying capacities, frustrate implementation of the City's Transportation Plan.**



29799 SW Town Center Loop E  
Wilsonville, Oregon 97070  
(503) 682-1011  
(503) 682-1015 Fax Administration  
(503) 682-7025 Fax Community Development

## NOTICE OF DECISION

### PLANNING COMMISSION

### RECOMMENDATION OF APPROVAL TO CITY COUNCIL

**FILE NO.:** LP09-0008

**APPLICANT:** City of Wilsonville

**REQUEST:** **Amendment to the Wilsonville Planning and Land Development Ordinance (Wilsonville's Development Code) to incorporate an I-5/Wilsonville Road Interchange Area Management Overlay Zone.**

After conducting a public hearing on September 9, 2009, the Planning Commission voted to recommend this action to the City Council by passing Resolution No. LP09-0008.

The City Council is scheduled to conduct a Public Hearing on this matter on October 5, 2009, at 7:00 p.m., at the Wilsonville City Hall, 29799 SW Town Center Loop East.

For further information, please contact the Wilsonville Planning Division, 29799 SW Town Center Loop East, or telephone (503) 682-4960.





**PLANNING COMMISSION  
RESOLUTION NO. LP09-0008**

**A WILSONVILLE PLANNING COMMISSION RESOLUTION  
RECOMMENDING THAT THE CITY COUNCIL AMEND CHAPER 4 OF THE  
CITY CODE INCLUDE THE I-5/WILSONVILLE ROAD INTERCHANGE AREA  
MANAGEMENT PLAN (IAMP) OVERLAY ZONING DISTRICT**

**WHEREAS**, the City and ODOT have agreed on improvements to and financing for the I-5/Wilsonville Road Interchange Area, and

**WHEREAS**, the State Transportation Planning Rule requires that the investment made in improvements to interstate interchanges be protected by joint adoption of interchange area management plans, and

**Whereas**, the City and consultants have prepared a draft I-5/Wilsonville Road Interchange Area Management Plan (IAMP) and a draft Overlay Zoning District which is necessary in order to implement the Goals and Objectives of the IAMP, and

**WHEREAS**, the draft I-5/Wilsonville Road IAMP, and associated Comprehensive Plan and Development Code amendments, including the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone, were presented to the public at an open house held on July 14, 2009, and

**WHEREAS**, the Planning Commission held a worksessions on the draft Plan and associated Plan and code amendments on August 12, 2009, and

**WHEREAS**, the Planning Commission, after providing the required notice, held a Public Hearing on September 9, 2009 to review the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone and to gather additional testimony and evidence regarding the Plan and proposed amendments; and

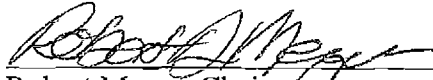
**WHEREAS**, the Commission has afforded all interested parties an opportunity to be heard on this subject and has entered all available evidence and testimony into the public record of their proceeding; and

**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; and

**NOW, THEREFORE, BE IT RESOLVED** that the Wilsonville Planning Commission does hereby adopt all Planning Staff Reports along with the findings and recommendations contained therein and, further, recommends that the Wilsonville City Council amend Chapter 4 of the city Code as shown in Exhibit "A", attached, as reviewed and amended by the Planning Commission; and

**BE IT RESOLVED** that this Resolution shall be effective upon adoption.

**ADOPTED** by the Planning Commission of the City of Wilsonville at a regular meeting thereof this 9<sup>th</sup> day of September 2009, and filed with the Planning Administrative Assistant on September 10, 2009.

  
Robert Meyer, Chair  
Wilsonville Planning Commission

Attest:

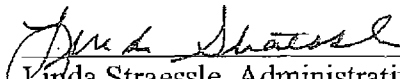
  
Linda Straessle, Administrative Assistant II

Exhibit A: Proposed Development Code language relating to the IAMP

**SUMMARY** of Votes:

Chair Meyer:	<u>Aye</u>
Commissioner McGuire:	<u>Aye</u>
Commissioner Kohls:	<u>Aye</u>
Commissioner Montclair:	<u>Aye</u>
Commissioner Peck:	<u>Aye</u>
Commissioner Phelps:	<u>Absent</u>
Commissioner Dvorak:	<u>Aye</u>

**EXHIBIT "A" to Resolution No. LP09-0008**

Amend Chapter 4, the Planning and Land Development Ordinance by adding a new section as follows:

**Section 4.133.00. Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone**

**Section 4. 133.01. Purpose**

The purpose of the IAMP Overlay Zone is the long-range preservation of operational efficiency and safety of the Wilsonville Road Interchange, which provides access from and to Interstate 5 for residents and businesses in south Wilsonville. The Wilsonville Road Interchange is a vital transportation link for regional travel and freight movement and provides connectivity between the east and west side of the community. Preserving capacity and ensuring safety of this interchange and the transportation system in its vicinity is essential to existing businesses and residents in the southern parts of the city and to the continued economic and community growth and development in the vicinity of Wilsonville Road and the interchange.

**Section 4. 133.02. Where These Regulations Apply**

The provisions of this Section shall apply to land use applications subject to Section 4.004, Development Permit Required, for parcels wholly or partially within the IAMP Overlay Zone, as shown on Figure XX. Any conflict between the standards of the IAMP Overlay Zone and those contained within other chapters of the Development Code shall be resolved in favor of the Overlay Zone.

**Section 4. 133.03. Permitted Land Uses**

Uses allowed in the underlying zoning districts are allowed subject to other applicable provisions in the Code and this Section.

**Section 4. 133.04. Access Management**

In addition to the standards and requirements of Section 4.237 for land divisions and Street Improvement Standards in Section 4.177, parcels wholly or partially within the IAMP Overlay Zone are governed by the Access Management Plan in the Wilsonville Road Interchange Area Management Plan. The following applies to land use and development applications subject to Section 4. 133.

- (.01) **Applicability.** The provisions of Section 4. 133.04 apply to:
- A. **Development or redevelopment proposals for parcels two (2) acres or less that are subject to the requirements of Section 4.004 Development Permit.**

- B. Planned Development applications, pursuant to Section 4.140, as part of Preliminary Approval (Stage One).**
- C. Final Approval (Stage Two) Planned Development applications, pursuant to Section 4.140, to the extent that subsequent phases of development differ from the approved preliminary development plan, or where one or more of the following elements are not identified for subsequent phases:**
  - 1. Land uses.**
  - 2. Building location.**
  - 3. Building size.**
  - 4. Internal circulation.**

**(.02) Access Approval.**

- A. Access to public streets within the IAMP Overlay Zone shall be reviewed for consistency with the IAMP Access Management Plan.**
- B. Approval of access to City streets within the IAMP Overlay Zone shall be granted only after joint review by the City and the Oregon Department of Transportation (ODOT). Coordination of this review will occur pursuant to Section 4. 133.05(.02).**
- C. Access approval is a Class II decision, pursuant to Section 4.030, and is based on the standards contained in this Section, the provisions in Section 4.177 and Section 4.237 of this Code, and the Access Management Plan in the Wilsonville Road Interchange Area Management Plan.**
  - 1. Where the recommendations of the Access Management Plan conflict with other access and spacing requirements in Section 4.177 of this Code, the IAMP Access Management Plan shall govern.**
  - 2. Where development proposals are inconsistent with the Access Management Plan, modifications to the Access Management Plan are required pursuant to (.03) in this Section.**

**(.02) Cross access easements.**

- A. Prior to approving access for tax lots that are identified in the Access Management Plan (see Table 3 and Figure 5 in the Wilsonville Road Interchange Area Management Plan), the City shall require that:**
  - 1. The applicant demonstrate how cross access can be accomplished for sites contiguous to the subject**

property or properties, consistent with the circulation and planned local street network shown in the Interchange Area Management Plan;

2. If access across an adjacent parcel or parcels is necessary for the development of the subject site, a signed cross access agreement is submitted with the application; and,
3. For applications reviewed as part of a subdivision approval process, necessary cross access easements are shown and recorded on the final plat. Access widths shall consistent with City Public Works standards unless based on a Transportation Impact Analysis, developed pursuant to Section 4. 133.05(.01) and approved by the City Engineer.

**(.03) Access Management Plan Modifications.**

**A. Recommended actions in the Access Management Plan are based on property configurations and ownership existing at the time of the Wilsonville Road Interchange Area Management Plan's adoption. Lot consolidation and other land use actions may necessitate an amendment to the Access Management Plan. Modifications to the Access Management Plan:**

1. May occur through agreement by the City of Wilsonville and ODOT and require an amendment to the Wilsonville Road Interchange Area Management Plan; and
2. Will only be allowed if the proposed modifications meet, or move in the direction of meeting, the adopted access management spacing requirements in the Wilsonville Road Interchange Area Management Plan.

**Section 4. 133.05. Administration**

Section 4. 133.05 delineates the responsibilities of the City, in coordination with ODOT, to monitor and evaluate vehicle trip generation impacts on the Wilsonville Road Interchange from development approved under this Section.

**(.01) Traffic Impact Analysis.**

**A. Purpose. The purpose of this section of the code is to implement Section 660-012-0045 (2) (e) of the State Transportation Planning Rule that requires the City to adopt a process to apply conditions to development proposals in order to minimize adverse impacts to and protect transportation facilities. This section establishes the standards for when a proposal in the IAMP Overlay**

**Zone must be reviewed for potential traffic impacts; when a Traffic Impact Analysis must be submitted with a development application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a Traffic Impact Study; and who is qualified to prepare the Study.**

- B. Typical Average Daily Trips. The latest edition of the Trip Generation Manual, published by the Institute of Transportation Engineers (ITE) shall be used as standards by which to gauge average daily vehicle trips, unless a specific trip generation study is approved by the City Engineer. A trip generation study could be used to determine trip generation for a specific land use which is not well represented in the ITE Trip Generation Manual and for which a similar facility is available to count.**
- C. When Required. A Traffic Impact Analysis shall be required to be submitted to the City with a land use application, when the following conditions apply:**
  - 1. The development application involves one or more of the following actions:**
    - a. A change in zoning or a plan amendment designation; or**
    - b. The development requires a Development Permit pursuant to Section 4.004; or**
    - c. The development may cause one or more of the following effects to access or circulation, which can be determined by site observation, traffic impact analysis or study, field measurements, and information and studies provided by the local reviewing jurisdiction and/or ODOT:**
      - i. The location of the access driveway does not meet minimum intersection sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or such vehicles queue or hesitate, creating a safety hazard; or**
      - ii. The location of the access driveway does not meet the access spacing standard of the roadway on which the driveway is located; or**
      - iii. The location of the access driveway is inconsistent with the Wilsonville Road Interchange Area Management Plan Access Management Plan.**
      - iv. A change in internal traffic patterns that may cause safety problems, such as back up onto the highway or traffic crashes in the approach area.**

**D. Traffic Impact Analysis Requirements.**

1. **Preparation.** A Traffic Impact Analysis shall be prepared by a professional engineer under retainer to the city. The traffic analysis will be paid for by the applicant.
2. **Transportation Planning Rule Compliance.** The traffic impact analysis shall be sufficient in detail to determine compliance with Oregon Administrative Rule (OAR) 660-012-0060. (See Section 4. 133.06.)
3. **Traffic Impact Analysis Scoping.** The applicant will coordinate with the Wilsonville City Engineer prior to submitting an application that requires a Traffic Impact Analysis. The City has the discretion to determine the required elements of the TIA and the level of analysis expected. Coordination with ODOT is advisable and is at the City's discretion.

**E. Approval Criteria.**

1. **Criteria.** When a Traffic Impact Analysis is required, approval of the development proposal requires satisfaction of the following criteria:
  - a. The Traffic Impact Analysis was prepared by a professional engineer selected by the City; and
  - b. If the proposed development meets the criteria in Section C, above, or other traffic hazard or negative impact to a transportation facility, the Traffic Impact Analysis shall include mitigation measures that meet the City's performance standards (i.e. Level-of-Service and/or Volume/Capacity ratio) and are satisfactory to the City Engineer and ODOT; and
  - c. The proposed site design and traffic and circulation design and facilities, for all transportation modes, including any mitigation measures, are designed to:
    - i. Have the least negative impact on all applicable transportation facilities; and
    - ii. Accommodate and encourage non-motor vehicular modes of transportation to the extent practicable; and
    - iii. Make the most efficient use of land and public facilities as practicable; and
    - iv. Provide the most direct, safe and convenient routes practicable between on-site destinations, and between on-site and off-site destinations; and
    - v. Otherwise comply with applicable requirements of the City of Wilsonville's Development Code.

**F. Conditions of Approval.** The City may deny, approve, or approve a development proposal with appropriate conditions.

1. Where the existing transportation system will be impacted by the proposed development, dedication of land for streets, transit facilities, sidewalks, bikeways, paths, or accessways may be required to ensure that the transportation system is adequate to handle the additional burden caused by the proposed use.
2. Where the existing transportation system is shown to be burdened by the proposed use, improvements such as paving, curbing, installation or contribution to traffic signals, construction of sidewalks, bikeways, accessways, paths, or streets that serve the proposed use may be required.
3. Where planned local street connectivity is required to improve local circulation for the betterment of interchange function, local street system improvements will be required.

**(.02) Land Use Review Coordination.**

- A. The City shall not deem the land use application complete unless it includes a Traffic Impact Analysis prepared in accordance with the requirements of this Section.
- B. The City shall provide written notification to ODOT when the application within ten (10) calendar days of receiving a complete Class II Permit application.
- C. ODOT shall have at least 20 calendar days, measured from the date completion notice was mailed, to provide written comments to the City. If ODOT does not provide written comments during this 20-day period, the City staff report will be issued without consideration of ODOT comments.

**Section 4.133.06. Comprehensive Plan and Zoning Map Amendments**

This Section applies to all Comprehensive Plan Map and Zoning Map amendments to parcels wholly or partially within the IAMP Overlay Zone.

**(.01) IAMP Amendment.**

If the proposed land use is inconsistent with the current Comprehensive Plan Map or Zoning Map land use designation the applicant will be required to undertake a legislative process to amend and update the Wilsonville Road Interchange Area Management Plan in order to demonstrate that the proposed amendment will be consistent with the planned improvements in the Overlay Zone.



**(.02) Transportation Planning Rule Requirements.**

**A. Review of Applications for Effect on Transportation Facilities.** A proposed comprehensive plan amendment, zone change or land use regulation change pertaining development within the IAMP Overlay Zone, whether initiated by the City or by a private interest, shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060 (the Transportation Planning Rule – “TPR”). “Significant” means the proposal would:

1. Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
2. Change standards implementing a functional classification system; or
3. As measured at the end of the planning period identified in the adopted transportation system plan:
  - a. Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
  - b. Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP; or
  - c. Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

**B. Amendments That Affect Transportation Facilities.** Amendments to the comprehensive plan and land use regulations that significantly affect a transportation facility shall ensure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the TSP. This shall be accomplished by one or a combination of the following:

1. Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
2. 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 Section -0060 of the TPR.**

- 3. Altering land use designations, densities, or design requirements to reduce demand for vehicle travel and meet travel needs through other modes of transportation.**
  - 4. Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.**
- C. Traffic Impact Analysis. A Traffic Impact Analysis shall be submitted with a plan amendment or zone change application. (See Section 4. 133.05 Traffic Impact Analysis).**



29799 SW Town Center Loop E  
Wilsonville, Oregon 97070  
(503) 682-1011  
(503) 682-1015 Fax Administration  
(503) 682-7025 Fax Community Development

## NOTICE OF DECISION

### PLANNING COMMISSION

### RECOMMENDATION OF APPROVAL TO CITY COUNCIL

**FILE NO.:** LP09-0012

**APPLICANT:** City of Wilsonville

**REQUEST:** Amendment to the Official Zoning Map to add I-5/Wilsonville Road Interchange Area Management Plan (IAMP) Overlay District Boundaries.

After conducting a public hearing on September 9, 2009, the Planning Commission voted to recommend this action to the City Council by passing Resolution No. LP09-0012.

The City Council is scheduled to conduct a Public Hearing on this matter on October 5, 2009, at 7:00 p.m., at the Wilsonville City Hall, 29799 SW Town Center Loop East.

For further information, please contact the Wilsonville Planning Division, 29799 SW Town Center Loop East, or telephone (503) 682-4960.



**PLANNING COMMISSION  
RESOLUTION NO. LP09-0012**

**A WILSONVILLE PLANNING COMMISSION RESOLUTION  
RECOMMENDING THAT THE CITY COUNCIL AMEND THE CITY'S  
OFFICIAL ZONING MAP TO INCLUDE THE BOUNDARIES OF THE I-  
5/WILSONVILLE ROAD INTERCHANGE AREA MANAGEMENT PLAN  
(IAMP) OVERLAY ZONING DISTRICT**

**WHEREAS**, the City has adopted an Official Zoning Map, and

**WHEREAS**, the City and ODOT have agreed on improvements to and financing for the I-5/Wilsonville Road Interchange Area, and

**WHEREAS**, the State Transportation Planning Rule requires that the investment made in improvements to interstate interchanges be protected by joint adoption of interchange area management plans, and

**WHEREAS**, the draft I-5/Wilsonville Road IAMP, and associated Comprehensive Plan and Development Code amendments, including the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone, were presented to the public at an open house held on July 14, 2009, and

**WHEREAS**, the Planning Commission held a worksessions on the draft Plan and associated Plan and code amendments on August 12, 2009, and

**WHEREAS**, the Planning Commission, after providing the required notice, held a Public Hearing on September 9, 2009, to review the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone and to gather additional testimony and evidence regarding the Plan and proposed amendments; and

**WHEREAS**, the Commission has 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

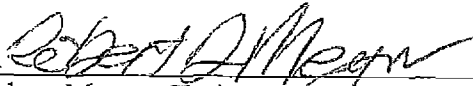
**WHEREAS**, the Planning Commission has duly considered the subject, including the staff recommendations and all the exhibits and testimony introduced and offered by all interested parties; and

**NOW, THEREFORE, BE IT RESOLVED** that the Wilsonville Planning Commission does hereby adopt all Planning Staff Reports along with the findings and recommendations contained therein and, further, recommends that the Wilsonville City Council amend the City's Official zoning Map as shown in Exhibit "A", attached, as reviewed and amended by the Planning Commission; and

**BE IT RESOLVED** that this Resolution shall be effective upon adoption.

**ADOPTED** by the Planning Commission of the City of Wilsonville at a regular meeting thereof this 9<sup>th</sup> day of September 2009, and filed with the Planning Administrative Assistant on September 10, 2009.

212

  
Robert Meyer, Chair  
Wilsonville Planning Commission

Attest:

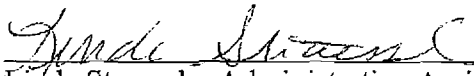
  
Linda Straessle, Administrative Assistant II

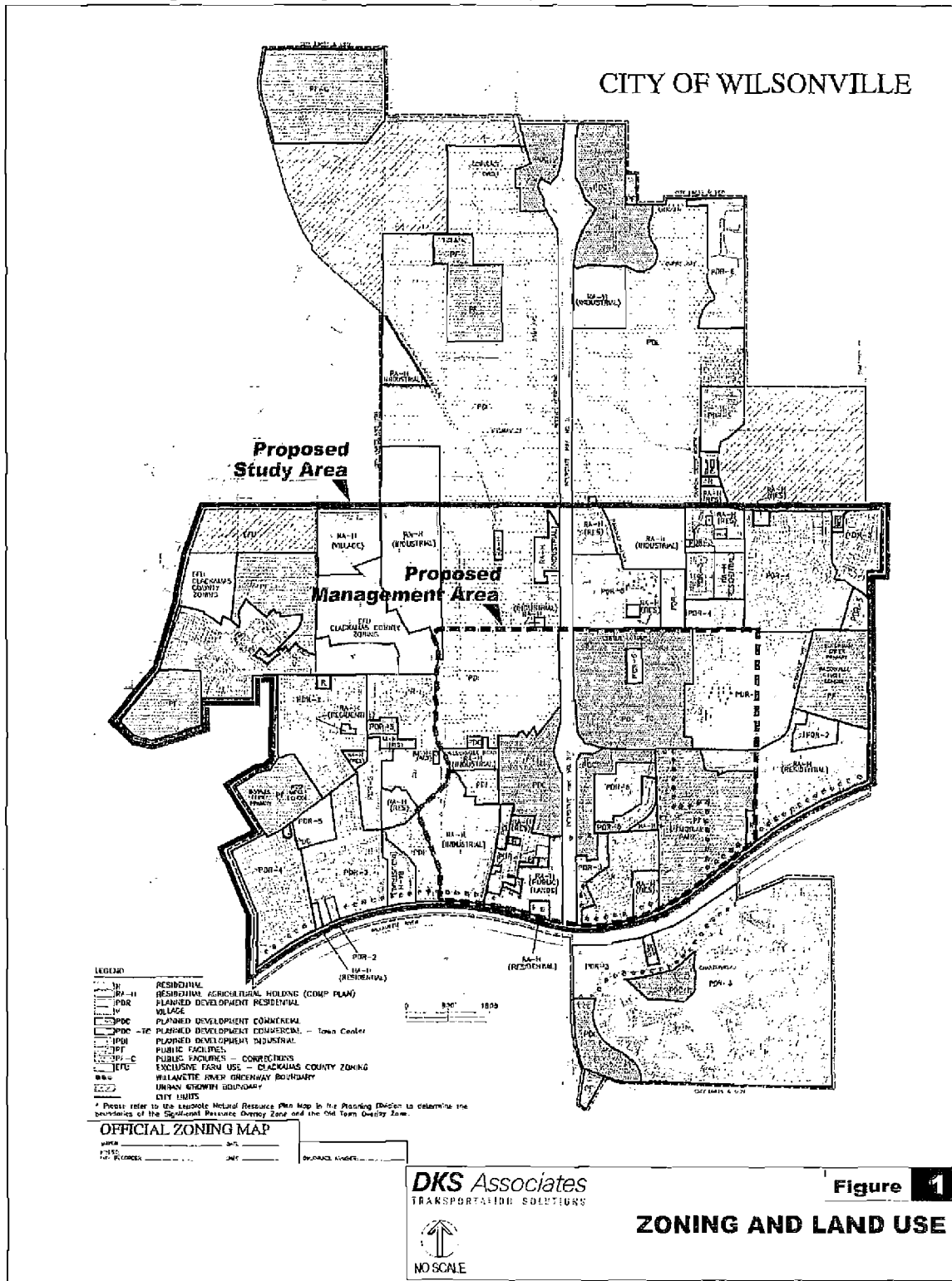
Exhibit A: Proposed Official Zoning Map including IAMP Overlay zone

**SUMMARY of Votes:**

Chair Meyer:	<i>Aye</i>
Commissioner McGuire:	<i>Aye</i>
Commissioner Kohls:	<i>Aye</i>
Commissioner Montclair:	<i>Aye</i>
Commissioner Peck:	<i>Aye</i>
Commissioner Phelps:	<i>Absent</i>
Commissioner Dvorak	<i>Aye</i>

**EXHIBIT "A" to Resolution LP09-0012**

Amend the Official Zoning Map by the addition of the boundaries of the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone as shown below:



# PLANNING COMMISSION

WEDNESDAY, SEPTEMBER 9, 2009

6:00 P.M.

Wilsonville City Hall  
29799 SW Town Center Loop East  
Wilsonville, Oregon

## MOTIONS

---

### PUBLIC HEARINGS

**A. Applications for the I-5/Wilsonville Road Interchange Area Management Plan (IAMP)**

- **LP09-0006** - Amend the Transportation Systems Plan relating to the IAMP
- **LP09-0007** – Comprehensive Plan amendments relating to the IAMP
- **LP09-0008** – Development Code amendments relating to the IAMP.
- **LP09-0012** – Official Zoning Map amendment relating to the IAMP

The following exhibits were entered into the record:

Exhibit A: Interchange Area Management Plan, Interstate 5/Wilsonville Road (Exit 283), Wilsonville OR, dated August 2009 for Case Files LP09-0006, LP09-0007, LP09-0008, LP09-0012.

Exhibit B: Letter to Sandi Young, Planning Director from Michael Kohlhoff, City Attorney dated September 8, 2009.

Exhibit C: A memo dated September 8, 2009, from Sandi Young, regarding Modifications relating to the IAMP.

**Chair Meyer moved to adopt Resolution No. LP09-0006 amending the Transportation Systems Plan relating to the IAMP as a recommendation to City Council, noting the inclusion of Exhibit B and Exhibit C and correcting the typographical error in the fourth paragraph of the Resolution. Commissioner McGuire seconded the motion, which passed unanimously.**

**Chair Meyer moved to adopt Resolution No. LP09-0007 Comprehensive Plan amendments relating to the IAMP as a recommendation to City Council, including language proposed in Exhibit C and striking Implementation Measure 2.16 and Implementation Measure 2.17 from the recommendation. Commissioner Peck seconded the motion, which passed unanimously.**

**Chair Meyer moved to adopt Resolution No. LP09-0008 Development Code amendments relating to the IAMP noting the inclusion of Exhibit C in the form of a recommendation to City Council. The motion was seconded by Commissioner McGuire and passed unanimously.**

**Chair Meyer moved to adopt Resolution No. LP09-0012 Official Zoning Map amendments relating to the IAMP noting the inclusion of Exhibit C, in the form of a recommendation to City Council. Commissioner McGuire seconded the motion, which passed unanimously.**

**Chair Meyer moved that due to circumstances involving the closure of Parkway Ave and the impacts on businesses, the Planning Commission recommends to City Council that permanent directional signage to Parkway Ave be included as part of interchange project; furthermore, such**

**signage should perhaps include green street signs atop the signal light arms rather than normal blue directional signs. Furthermore the City should explore notification of the Parkway closure to electronic navigation systems such as ODOT's Tripcheck and private GPS based navigation systems, but not as a substitute for the recommended permanent signage. In addition, improvements to the Main St/Town Center Loop intersection should be explored to ease traffic flow to and from Parkway Ave.**

**Commissioner McGuire seconded the motion. The motion passed unanimously.**



# DRAFT

## PLANNING COMMISSION

WEDNESDAY, SEPTEMBER 9, 2009

6:00 P.M.

Wilsonville City Hall  
29799 SW Town Center Loop East  
Wilsonville, Oregon

### Minutes Excerpt--IAMP Hearing

---

#### I. CALL TO ORDER - ROLL CALL

Chair Robert Meyer called the meeting to order at 6:02 p.m. Those present:

Planning Commission: Robert Meyer, Marta McGuire, Yvonne Peck, Carol Montclair, Dustin Kohls, Amy Dvorak, and City Councilor Celia Núñez. Ray Phelps was absent.

City Staff: Sandi Young, Michael Kohlhoff, Stephan Lashbrook, Chris Neamtzu, Mike Stone, and Kerry Rappold

#### II. PUBLIC HEARINGS

Chair Meyer opened the Public Hearing for LP09-0006, LP09-0007, LP09-0008, and LP09-00012 at 6:12 p.m.

##### A. Applications for the I-5/Wilsonville Rd Interchange Area Management Plan (IAMP)

- LP09-0006 - Amend the Transportation Systems Plan relating to the IAMP
- LP09-0007 - Comprehensive Plan amendments relating to the IAMP
- LP09-0008 - Development Code amendments relating to the IAMP.
- LP09-0012 - Official Zoning Map amendment relating to the IAMP

Chair Meyer read the legislative Conduct of Hearing for the record and called for the Staff report.

Sandi Young, Planning Director, explained the purpose of the Interchange Area Management Plan (IAMP) and how the applications related to the IAMP as follows:

- IAMPs were a fairly new requirement of the State, and Wilsonville's was only the tenth or twelve IAMP in Oregon.
- She noted that the "Interchange Area Management Plan for Exit 283, the Interstate I-5/Wilsonville Rd Interchange" had been distributed to the Commission, which was later entered into the record as Exhibit A.
- The improvements currently occurring to the interchange were funded jointly by ODOT and the City and preparing an IAMP was a requirement that came with that funding. The goal of an IAMP was to maintain the capacity of those improvements for a 20-year period.
- She reviewed the proposed applications as follows:
  - \* LP09-0006. As a transportation-related plan, the City had to adopt the IAMP into the Transportation Systems Plan (TSP). The IAMP would become Appendix C of the TSP.
    - The Introduction and Executive Summary would be

## DRAFT

amended into the body of the IAMP as an overview of Appendix C.

- \* LP09-0007. The TSP is a supporting document to the Comprehensive Plan and, similar to the Bike and Pedestrian, Transit and Parks and Recreation Plans, would have overriding policies within the Comprehensive Plan. Policies within the Comprehensive Plan itself, would attach the IAMP to the more detailed refinement plans of the Comprehensive Plan.
- \* LP09-0008. Putting IAMP related policies into the Comprehensive Plan revealed that the Roads and Transportation Section of the Comprehensive Plan was outdated and written such that combining the two plans would not make sense.
  - Staff recommended a rewrite of the Roads and Transportation Section to make it current. Policies that were still current were moved into the new rewritten Section, which was included in the Staff report.
  - She offered to illustrate which policies were pulled from the existing plan into the new documents and indicate the IAMP policies. Very few new IAMP policies were added.
- \* LP09-0012. An IAMP Overlay Zone, much like the Day Road or Old Town Design Overlay Zones, would be adopted into the Zoning Code. An overlay zone adds additional requirements on top of the underlying land use zone. The Official Zoning Map would be amended to show the actual boundaries of the IAMP Overlay District.

Scott Mansur, DKS Associates introduced D.J. Heffernan with Angelo Planning, who assisted DKS, the City, and ODOT in the implementation portion. He also introduced Michael Ray from ODOT who was also in attendance to answer any ODOT related questions. He then presented the I-5/Wilsonville Rd Interchange Area Management Plan (IAMP) via PowerPoint with the following comments:

- A new Oregon Administrative Rule (OAR) was enacted to require an IAMP be completed anytime ODOT plans or agencies want to have a new or reconstructed interchange.
  - \* The City and ODOT had been working for years on a 20-year plan for the Wilsonville Rd Interchange to address current capacity constraints and identify what improvements were needed.
  - \* As a 20-year plan, the City's Comprehensive Plan and Metro's Land Use Information were both considered to determine the forecast for the 2030 horizon, including land use and building out the City's current Urban Growth Boundary (UGB).
- All the assumptions of the IAMP were consistent with the City's zoning and Comprehensive Plan.
- One critical element of an IAMP was to protect the City's and ODOT's investment in the interchange.
  - \* ODOT had several bad experiences of investing huge amounts of capital in interchange improvements only to have other developments come in and take up the capacity intended for allowed uses through rezoning.
- An IAMP was also a tool for the City and ODOT to agree on how to work with land use projects as properties develop and to work out proportionate share costs and the implementation of the improvements in the future.
- The IAMPs objectives were to:

## DRAFT

- \* Identify the relationship between land use and the operation of the interchange. The intent was to determine what would be needed for the interchange, identify the land use that supported it and ensure the improvements were paid proportionately through development.
- \* Provide a tool to protect the investment as mentioned.
- \* Ensure that future capacity for the interchange was not allocated to land uses not consistent with the Comprehensive Plan zoning.
- The IAMP was made up of three components:
  - \* Identifying physical improvements at the interchange area based on land use.
    - The land use travel forecast considered a 23-year horizon consistent with Metro's planning information, which was consistent with the City's Comprehensive Plan, assumptions and zoning.
    - The IAMP assumed build out of the IAMP boundary, as per the map referenced by Ms. Young. This included all the undeveloped parcels in IAMP area, with Fred Mayer being one of the critical parcels, as well as industrial lands south of Wilsonville Rd, west of I-5.
    - Traffic volumes were determined from the model out to 2030 to determine the land use and expected traffic over the next 20 years as well as the improvements needed at the interchange to support those figures.
    - Though DKS considered a series of interchange improvements, the best, most cost effective improvement determined by their analysis was to reconstruct the interchange. Other improvement options considered included:
      - A partial clover-leaf interchange, similar to the Elligsen Rd Interchange.
      - A single-point urban interchange, similar to the Market St Interchange in Salem.
      - A split diamond interchange was also considered at both Barber St and Fifth Ave.
        - The Wilsonville Rd/I-5 Interchange improvements involved:
          - Widening the current six-lane cross-section of Wilsonville Rd to eight lanes.
          - Lengthening and widening the north and south bound I-5 entrance and exit ramps. The northbound exit ramp would be widened from two to four lanes, and the southbound exit

## DRAFT

ramp would be widened to four lanes. Both approaches would have dual left-turn and dual right-turn lanes.

- Reconstructing the traffic signals.
- Closing Parkway Ave at Wilsonville Rd.
- \* Access management within the interchange area to ensure the interchange's function would continue to work well. The local circulation plan considered what local streets could be added to the system to take pressure off the interchange and arterials serving the interchange.
  - As mentioned, Parkway Ave would be closed as part of the construction project.
  - One important factor was that access to all existing businesses within the interchange area would not change, other than on Parkway Ave.
- DKS considered each individual private driveway on Parkway Ave to determine if closing any made sense and it was determined that adequate access could not be provided to parcels with any modification.
  - It was important to note that current agreements between the City, the private developments for all those existing driveways and ODOT would not be changed.
  - The IAMP did state that each of the driveways within the influence of the interchange should be evaluated upon redevelopment. As each property redevelops, access would be reevaluated to determine how to conform to ODOT access spacing standards.
- \* Implementation of the land use and improvements into the City's land use codes. Mr. Heffernan would discuss this component further.

Chair Meyer asked about the Parkway Ave closure and why it would not be acceptable to continue to allow right-hand turns off Wilsonville Rd onto Parkway Ave and forbid egress out of Parkway Ave onto Wilsonville Rd.

- \* Mr. Mansur explained it had to do with spacing and how close Parkway Ave was to the interchange ramp. Widening the ramp would make Parkway Ave even closer to the ramp.
- \* He believed the closure was also part of a past ODOT agreement, which Michael Ray of ODOT could expand upon.
- \* The most important piece was the safety component. When traffic has to slow on an arterial or pull out in front of traffic on an arterial, it created a safety issue.

Commissioner Peck understood the question was not about pulling out into traffic, but about allowing only right-turn in traffic from those specific driveways.

- \* Mr. Mansur agreed, and described how the congestion related to slowing to accommodate a right-hand turn onto Parkway Ave could be a safety issue for traffic coming off the off-ramp.

# DRAFT

Chair Meyer:

- Noted Page 16 of the IAMP document indicated the closing of Parkway Ave access and provided an alternative access via Town Center Loop West and Main St.
- Did not believe going up Town Center Loop West, crossing Main St and down Parkway Ave would be the best route, though this was agreed to 20 years ago when Village at Main was built.
  - Because that route was an inadequate alternative, he wanted to make it a point that the City must go beyond what had been done in the past and provide permanent, not temporary signage directional signage to direct drivers to Parkway Ave.
  - Rather than a small 10-in blue sign on a telephone pole, a Parkway Ave directional sign next to the Town Center Loop West sign with an arrow would make it abundantly clear how to go from Wilsonville Rd to Parkway Ave.
- Wanted his request on the record so City Staff was aware and could communicate to City Council. Completely closing off a commercial area like that was an extraordinary item, and the City needed to take extraordinary measures to provide proper directional support.
  - \* Mr. Mansur explained that in working with the Oregon Traveler Information, the intent was to add as many directional signs as possible to direct traffic to Parkway Ave. Typically, the blue signs were only added at the interchange itself.
  - \* He assured he had noted Chair Meyer's comments and would work with the City Engineer to look at other ways to draw attention to Parkway Ave.

Commissioner Peck:

- Asked if the 4-way stop at Main St could be cleaned up to make it more conducive to an outlet than what currently existed. The intersection was not addressed in 1994 when Memorial Dr was constructed and was still very confusing and convoluted. It seemed like a second thought.
- Reiterated that the 4-way stop needed to be considered very closely to see what could be done.
  - \* Mr. Mansur explained that the current standard for ODOT for an intersection such as Parkway Ave was 750 ft, which was significantly far from that standard today and it would get worse in the future. It was almost that distance to Town Center Loop West, currently.
  - \* The City was working hard to try and get the balance of moving traffic and having a safe transportation network.

Mr. Mansur concluded his presentation by stating that nothing was really new with the Local Street Connectivity Plan, which was consistent with the current TSP, Local Connectivity Map and Bike and Pedestrian Plan. All the connections were consistent with prior documents. The improvement projects would be considered as part of the funding sources for the TSP.

D.J. Heffernan, Angelo Planning, presented the implementation component of the IAMP, noting that Ms. Young had provided a very good summary. He made the following additional comments:

## DRAFT

- The IAMP Plan document would become part of the TSP, which is part of the Comprehensive Plan, and worked together with both the TSP and Comprehensive Plan.
  - \* Using the policies that regulate the IAMP and all other TSP elements of the City would probably be more useful and easier in understanding the framework of the land use decisions than going to the Comprehensive Plan and reviewing its policies.
- The second implementation element, LP09-0007, would modify the Comprehensive Plan to add policies that provide a regulatory basis for managing interchange areas differently than other parts of the City.
  - \* A series of policies would go into a policy section of the Comprehensive Plan, not just in the IAMP document. Most of those policies were being added under proposed Goal 4 of the Comprehensive Plan, as stated on Page 13 of 17 of draft Resolution No. LP09-0007 in the meeting packet.
  - \* He had not reviewed all of the recommendations, but he did not believe anything related to the IAMP policies were included before Policy 4.1.
    - Not all of Policies under Goal 4 were a result of the IAMP, some umbrella policies were included that provide a framework for regulating land uses and land use decisions in future interchange area management plans.
  - \* The Comprehensive Plan amendments and IAMP policies called for providing an adequate system of local roads, supporting the IAMP as the City's Access Management Spacing Standards for future land use decisions, and ensuring that the transportation system improvements and land use decisions were balanced. This reinforced the Concurrency Policy the City already had.
  - \* The IAMP had a management area boundary which is part of the IAMP document and becomes part of the Comprehensive Plan. The boundary would reside in the IAMP document, but would not go on the Comprehensive Plan map.
- When dealing with development applications, the Planning Commission would be dealing with the amendments made to the Development Code (LP09-0008).
  - \* Recognition of the Interchange Management Area on the City's Zoning Map was proposed with an Interchange Management Area Overlay Zone. The zone would be codified and would not change any of the base zones; no land uses or zoning requirements would change.
  - \* Additional requirements and refinements associated with the Interchange Management Area Overlay Zone would apply to development in the Interchange Management Area, such as:
    - Clarifying that the IAMP rules in a dispute with respect to access management decisions.
    - Requirements for land development and redevelopment proposals near the interchange.
    - Codifying that the traffic impact analysis required for development proposals in other parts of the City would apply in the Interchange Management Area Overlay Zone.

## DRAFT

- Codifying those traffic impact analysis requirements.
- He acknowledged that tonight's meeting was an advisory meeting and reviewed the next steps in the process as follows:
  - \* Comments would continue to be gathered through the comment period.
  - \* Items that needed to be modified or revised to sustain City Council, Planning Commission or Staff support would be gathered and the drafts modified as a result.
  - \* City Council was anticipated to adopt the IAMP at a hearing in the fall. Any changes made at the legislative hearing would be implemented into the final document that would be forwarded to the Oregon Transportation Commission (OTC).
  - \* Once adopted by the OTC, probably in the early winter of 2010, the IAMP would become an implementing element of the Oregon Highway Plan, a State document.

Chris Neamtzu, Long-Range Planning Manager entered the following exhibits into the record:

- Exhibit A: Interchange Area Management Plan, Interstate 5/Wilsonville Rd (Exit 283), Wilsonville OR, dated August 2009 for Case Files LP09-0006, LP09-0007, LP09-0008, and LP09-0012.
- Exhibit B: Letter to Sandi Young, Planning Director from Michael Kohlhoff, City Attorney dated September 8, 2009.
- Exhibit C: Memorandum from Sandi Young, Planning Director, dated September 8, 2009, identifying modification to the IAMP implementing documents.

Ms. Young displayed the City of Wilsonville Zoning Map and indicated that the black-dotted area would be subject to the Wilsonville Road Interchange Management Plan Overlay Zone.

Commissioner Montclair:

- Noted that in 1983, Wilsonville Rd was two-lanes wide and had a really small overpass. In 26 years, it had grown to six-lanes wide. She had nightmare visions of what it being 12 or 15 lanes wide in 2040 or 2050.
- Recalled it being mentioned at the last meeting that a plan was concurrently being developed to provide an additional east-west access across town to alleviate some pressure from the intersection over time.
- Requested that a plan be developed to eventually take the future load from the intersection. Because she did not think it could be expanded anymore and still maintain Wilsonville's desired quality of life.
  - \* Mr. Mansur replied that transportation plans typically look out 20 years. The current TSP looked at a horizon of 2020. The City was planning to look out further to 2030 or 2035. Metro's current Regional Transportation Plan (RTP) horizon was 2035.
    - When planning for the interchange's improvements beyond 2030, it was difficult to comprehend anything bigger than what was planned. The interchange would have to be offset by other transportation improvements, but had no idea what they would be.
  - \* Mr. Kohlhoff added that a Freeway Access Study was conducted a few years back that identified the next potential interchange improvements to be at Boeckman Rd sometime after a 30-year time frame. That was a major step because up until that time, ODOT would not allow the City to mention Boeckman Rd in the Comprehensive Plan and had objected to it when the City originally filed in that regard.

## DRAFT

- It was recognized that those improvements may be a possibility, depending on the weave length, timing distance and reducing the speed limit from 65 mph to 55 mph to accommodate that one mile situation.
  - It was an issue because of the free flow of traffic on Interstate 5 and also because of the dollar and timing situation.
- Noted other Wilsonville Rd/I-5 intersection improvements conducted in the late 1990s and asked how long the improvements were expected to last before reaching capacity.
  - \* Mr. Mansur replied that as part of the transportation planning piece to the current interchange, the prior environmental assessment that included the transportation work was being updated. Surprisingly, the improvements started in 1995 -1996, but he was not sure when they were completed. The improvements were estimated to get the City through to about 2010, 2015. Greater improvements were planned for the interchange at the time, however no funding was available.
- Responded that the accuracy of the forecasts alleviated her concerns. She understood that the management area was defined, but was unsure of how it would be isolated from other growth, for example, an airport expansion or the I-5/99W Connector.
  - \* Mr. Mansur confirmed that such growth had already been considered. The Metro model that was used through 2030 assumed all funded improvements or what was reasonably expected through the Metro RTP. As part of the modeling and forecast, it looked at growth in all the areas, not just at Wilsonville, separately. The 2030 forecasts within the report were consistent with all the growth in Metro.

Chair Meyer added that the Bike and Pedestrian Plan included concepts for an east-west bike and pedestrian crossing over the freeway. He could not remember if the TSP had any long-term recommendations for further crossings.

- \* Mr. Mansur stated the Bike and Pedestrian Plan showed a Fifth Ave connection that was a pedestrian, not vehicular connector. He indicated the various locations on the Proposed Local Street Connectivity Plan (Figure 6).
- \* The Barber St Extension in the Bike and Pedestrian Plan showed a connection between Les Schwab and Family Fun Center; it would be more reasonable to connect to Parkway Ave.
- \* No motor vehicle connections were planned in the current TSP, other than Wilsonville Rd, but that would be revisited when the TSP was updated.

Commissioner McGuire inquired if it was true that widening roads could cause more congestion and if that would be an issue.

- \* Mr. Mansur responded that if I-5 was two-lanes wide in each direction, Wilsonville would look very different. As widening comes, more congestion results. Typically, "if you build it, they will come." However, improvements must be identified if continued development is desired.
  - Growth in the City of Wilsonville and outlying areas was one of the hardest parts of balancing the transportation network. Widening some



## DRAFT

arterial freeway networks could create additional congestion.

- \* Mr. Heffernan added that the presumption for the study area was that every vacant piece of property was developed. At that point, the only additional traffic would come through redevelopment and essentially, vertical development.
  - Still, other parts of the city that might not be developed and if the UGB expanded, then development would occur beyond the existing study area boundaries.
  - The City was approaching saturation and the point was well taken. Traffic flowed like a liquid and would take the path of least resistance. Increases in capacity draw traffic, people find and use them. Ultimately, the solution was to reduce traffic.

Commissioner Dvorak asked about alternative transportation around the interchange area and if there were any new places for SMART transit, etc in the plan.

- \* Ms. Young assured that City Council did not support wide roads. She noted that the City had supported and worked very hard to get WES to help alleviate traffic traveling in the city. Between WES and the SMART System, which ran buses to Salem and Barber St, the idea was to get people on the bus or train, so everyone was not driving their single occupancy vehicles to Wilsonville.
- \* The Bike and Pedestrian, Park and Recreation and Transit Plans were all done together to be linked collectively to encourage, not only the use of local buses, but also to increase opportunities for biking and walking. All three plans had been revamped with the coming of WES and the moving of the SMART transit station. SMART routes were rerouted to provide better service locally, as well as out of town.
  - The school district's new policy to not bus elementary school children living within a mile of the school, or middle and high school children living within 1.5 miles of the school placed more urgency on the implementation of biking and walking options.
- \* The draft Comprehensive Plan language before the Commission included language carried over from the adopted Transit Plan. Policies in the Comprehensive Plan worked to reduce DMTs, which was carried over into the draft language as well.
- \* City Council and the community were trying to make something work. No one wanted Wilsonville Rd to be 12-lanes wide. Boeckman Rd was extended across to take some of the pressure off Wilsonville Rd, which it was accomplishing. When Barber St was completed, it would eventually connect to Grahams Ferry and come all the way to Boones Ferry Rd to get traffic east-west across the community. As Kinsman Rd was extended north, there would be more north stop points.

## DRAFT

### Commissioner Kohl:

- Strongly supported the expansion of Wilsonville Rd to eight-lanes as it was not a congestion issue, but more about capacity. As already noted, this was a small area, a major thorough-way of Wilsonville that was already heavily congested.
- Believed a large parcel of land, right after Albertsons, that could possibly be developed in the future, other than that, not much opportunity for large development to further expand in that direction. The update was necessary and he could not see getting to 10, 12 or 14 lanes in the future.
- Agreed with the safety concerns about coming off the ramp noted by Mr. Mansur, though it negatively affected Parkway Ave. He added that the area's elevation also hindered visibility, which was also a safety concern.
- Asked what was being planned as far as signage for the dead-end on Parkway Ave.
  - \* Mr. Mansur stated the intent was to build a cul-de-sac to City standards, which would allow fire apparatus to turnaround. Guide signage would be provided to direct people to Main St.
  - \* Two types of signs would be used to direct traffic to and from Parkway Ave. Green signage would direct people to Parkway Ave and the blue travel and information business signage would also be used.
- Wanted to be sure there was a very large signing apparatus, something that might include a list of all the business located on the cul-de-sac.
  - \* Mr. Mansur stated that travel and information signs would also on the freeway ramps, directing traffic from the freeway exit to Wilsonville Rd, to Town Center West, to Main St to Parkway Ave.
- Asked if funding for the signage was included in the whole plan.
  - \* Mr. Mansur replied that signage would be paid for as part of the current interchange improvement project.
- Understood the concerns of the Parkway Ave businesses and residents in the area and wanted to mitigate some of those concerns as much as possible. He was open to utilizing the best signage the City could obtain.
  - \* Mr. Mansur stated he was part of the design team for the interchange and wanted to clarify the signage for businesses on the cul-de-sac. He confirmed that a sign on Wilsonville Rd would not only provide direction to Parkway Ave, but would also list the businesses on Parkway Ave.

### Commissioner Peck:

- Understood that any signage for a business from the freeway in would have to be paid for by the business per ODOT.
  - \* Mr. Mansur agreed that typically businesses pay for such signage. However, since Parkway Ave was being closed, he understood that the project would pay for the travel and information signs to redirect traffic to the Parkway Ave business.
  - \* Mike Stone, City Engineer, cautioned about what could and could not be done regarding signage. Certain signs could be put up relative to the closure of Parkway that directed traffic to Parkway. However, he cautioned about installing individual signs related to businesses. Those requests were received all the time. All the businesses in town wanted to have signs directing people to their facilities. However, the City did not allow that.
    - He had no problem directing traffic to a particular street with signs stating, "This way to Parkway Ave," "Parkway Ave via Town Center Loop West," etc. Directional signs for streets were no problem.

## DRAFT

- However, individual business signs within the City's right-of-way caused problems. Signs in ODOT's right-of-way with the businesses' names on the driver information blue signs were allowed, but the businesses had to pay for them.
- \* Mr. Kohlhoff suggested that if the Commission wanted special consideration to be given to specific signage, the Commission should put it in a form of a motion with a recommendation for City Council to consider.
- \* Mr. Heffernan added that emerging technology was available that might provide the information without favoritism or creating distraction, which was a safety concern.
  - Almost all new vehicles and 20% to 30% of vehicles on the road had mapping and information technology on board to direct people to places. If the business area being impacted by the closure was important and the City wanted to provide some assistance to those businesses, there might be ways through the vendors that provide mapping service, such as, On-Star, or ODOT's Trip Check Program.
- Asked if there were any plans by ODOT to widen the freeway. The addition of the auxiliary lane would place it against the access out of Daydream Ranch. There was no other option. To reach Memorial Dr or Main St, drivers would have to come up next to the freeway. She wanted to know that it would not get cut off in the next 20 years.
  - \* Mr. Stone stated that ODOT was currently taking testimony for the Regional Transportation Plan, which was an umbrella where all jurisdictions contribute projects that they believe are regionally significant.
  - \* One project was the Southwest Corridor Study, which would study I-5 through the Wilsonville area to determine if and when the widening of I-5 would occur. He had not heard of any big push to widen the freeway, although it would help, as alluded to in the Freeway Access Study. DKS also looked at that eventuality. He recalled that it would be a situation where the freeway got widened, and then almost instantaneously all the added capacity was taken. It would be looked at and was on the radar screen.
- Stated that widening the freeway would significantly affect access to all of the residential area and asked what would be provided in lieu of widening I-5.
  - \* Mr. Stone replied that ODOT did not want cities to use freeways, but their own city streets to make up for the lack of capacity on adjacent neighborhood streets. Parkway Ave and Boones Ferry Rd provide the exact type of function ODOT recommended to keep intercity traffic off the intrastate system.
- Noted that from the river to Wilsonville Rd was not a through access, but an egress for residents.
  - \* Mr. Stone added that one of the interstate improvements designs would have realigned Parkway Ave rather than closing it.

## DRAFT

- \* Michael Ray of ODOT added that one pinch point to consider was the Boone Bridge. If I-5 were to be widened, there would be a problem at Boone Bridge because of capacity constraints. ODOT would not add a lane through Wilsonville only to drop it at the Willamette River.
- \* As stated, ODOT was working with Metro on the Southwest Corridor Study, which was not far along, but it was a priority corridor that Metro wanted ODOT to consider for future capacity improvements in the Metro region.
- Agreed Wilsonville Rd needed to be widened, but it was important to consider all the possible ramifications.
  - \* Mr. Ray echoed what Ms. Young said earlier in updating the TSP was to look at additional connections within the City, both east-west and north-south, to relieve the congestion on the current primary routes. So the City would not have to keep widening those roads to handle growth, citizens would have additional routes for residents to take instead of relying on only a few.

Chair Meyer commented considering the nearest Willamette River crossings were Hwy 219, Newberg and the Abernathy Bridge in Oregon City, an alternate crossing over the river might be a good idea.

Commissioner Montclair asked if the concern Mr. Stone had expressed at the July open house had been resolved.

- \* Mr. Stone explained that fortunately, Wilsonville's Development Code specified that the City must maintain a minimum Level of Service (LOS), which was currently LOS D. Several future projects had been approved that would lower the LOS, so the freeway needed to be expanded to maintain LOS D.
- \* His concerns were related to whether or not access points would have to be closed immediately in the area to get the IAMP approved.
- \* An agreement with ODOT staff had been established that if and when those properties redevelop, at that time closing or modifying some of the access points would be considered, but only if there was a proposal to redevelop the area.

Chair Meyer:

- Asked Mr. Stone what constituted redevelopment.
  - \* Mr. Stone directed the Commission to the definition on Page 6, Item 4, which read, "Redevelopment' means the act or process of changing existing development including replacement, remodeling for reuse of existing structures to accommodate new development that is consistent with the current zoning. Redevelopment occurs in urban areas. It may also occur in rural areas. (OAR 734.051)"
  - \* He understood the structural nature of the issue, but noted there would have to be a substantial increase in traffic, such as a jump from 100 to 500 trips per day, before the access points were reviewed.
  - \* Mr. Heffernan added there was no real change from a traffic standpoint in tenant improvements, such as going from one national restaurant chain façade to a different national chain's façade.
  - \* Mr. Stone stated improvements were set for a certain capacity and as long as that capacity did not increase, then no harm, no foul.
- Did not want businesses to lose their driveway for such changes as amending a master sign plan.
  - \* Mr. Stone agreed that was his concern, and confirmed that it would be avoided.

Commissioner Montclair:

- Inquired if Mr. Stone felt comfortable with how things were preceding in terms of his concern.
  - \* Mr. Stone believed it was fine. The City had spent a lot of taxpayer money on Wilsonville Rd, closing a lot of accesses, etc. The City wanted to protect the capacity of that roadway as much as ODOT. It was the City's obligation to do so and he believed the City had done a good job.

## DRAFT

- \* He agreed it was an evolution of process. As a taxpayer, he was glad ODOT required IAMPs to avoid spending millions of dollars rebuilding an interchange only to have it thwarted by poor land use planning.
- \* He added that in 1992, it was believed that ODOT would close Parkway Ave. One of the first projects he was involved in was DayDream's escape known as Memorial Dr, which was originally intended to address the problems at the Parkway Ave/Wilsonville Rd intersection. At that particular time, left-hand turns were allowed and many accidents were occurring. The second project was to require the extension of Main St over to Parkway Ave when Village at Main St was developed because sooner or later, ODOT would close Parkway Ave. ODOT had wanted to close Parkway Ave the first time the interchange was rebuilt. The City pleaded and ODOT allowed it to remain open until the next project, the improvements to the Wilsonville Rd/I-5 Interchange.
- \* He agreed the City had time to think about it and to do the improvements. Everything the City wanted to have in place before the closure of Parkway Ave was in place.
- Believed the City of Wilsonville did a good job of planning ahead, which was impressive.

Chair Meyer called for public testimony in favor of, opposed and neutral to the application. There was none.

### Planning Commission Discussion

Chair Meyer noted an entire section of the Comprehensive Plan was stricken through and rewritten on Page 12 of 17 of the LP09-0007 Staff report. He had received clarification from staff that much of the rewrite included cut and pasted elements of the Comprehensive Plan, so a lot of it was not new information. A lot of the new information included items related directly to the IAMP being reviewed.

- He was concerned over two items in the proposed Comprehensive Plan amendments that were not directly associated with what had been done with the IAMP, but were transportation goals and policies supported by the current City Council.
- It concerned him that the City had noticed, held open houses and a work session talking about amendments regarding the IAMP and a couple amendment items to the Transportation Section of the Comprehensive Plan were of a different nature. Implementation Measures 2.1.6 and 2.1.7 on Page 12 both related to WES.
- He would support striking those two Implementation Measures out if the Commission moved the IAMP forward to Council because they did not relate to the IAMP. They were broader transportation policies for the City. He preferred to see non-IAMP transportation policies put forth under separate covered accounts if they required a Comprehensive Plan amendment.
- As recommended by Mr. Kohlhoff, the Commission could incorporate a motion towards Council regarding more purposeful signage relating to directional access to Parkway Ave. He requested clarification about how the motion should be made.

Mr. Kohlhoff recommended addressing the public IAMP hearing items first and then making a motion recommending that given the circumstances of the closure of Parkway Ave, and the location of businesses along that street that City Council give consideration to signage in that respect, or however the Commission felt comfortable in wording the motion.

- He understood the Commission to say there might be an exception, and the exception might be temporary, for instance. The City could approach it in many ways. He suggested including that Council consider additional methods, such as utilizing GPS, ODOT Trip Check, etc.

Commissioner McGuire asked if context was provided as to why Implementation Measures 2.1.6 and 2.1.7 were included in the Comprehensive Plan amendments. She could see a relationship between directing traffic off Wilsonville Rd and different modes of transportation.

## DRAFT

Chair Meyer replied the current City Council supported the two items and believed it prudent to include them.

- The Comprehensive Plan was like the City's constitution and he was concerned about including a policy statement in the Comprehensive Plan, which did not get updated very often, based on the preference of the current City Council.
- He believed the measures should have been vetted more through the public process. The WES Station and SMART Area were not within the interstate management area, though there was a connection in hoping to relieve traffic.
- If City Council wanted to override the Planning Commission and put it back in, that was their requisite.

Commissioner Kohls believed the language was ambiguous in stating, "strongly encourage and continue to support," and did not provide clear policy direction. He suggested Measures 2.1.6 and 2.1.7 might just need to be reworded to clarify the true intent.

Commissioner McGuire understood the concern and believed that Measure 2.1.3 "plan for increased access to alternative modes of transportation" covered encouraging alternate modes without naming WES specifically.

Commissioner Dvorak concurred with the understanding and perspective that both Measures 2.1.6 and 2.1.7 were covered in other implementation measures, in a general sense.

Commissioner Kohl said he was not clear on the translation of the language because it was not very clear policy direction for a Comprehensive Plan.

- In making a special exemption, it was important to stress exactly what the Commission wanted. He was not sure how the business community on Parkway Ave would react to the City touting GPS and the Internet as a solution to locating their businesses. But that was not a concrete answer to the problem.
- He believed a special emphasis or consideration was needed for the possibility of a long-term physical presence.

Commissioner Peck reiterated that streamlining the access within that intersection also needed to be included.

Chair Meyer proposed working through the IAMP public hearing items and then taking a recess to discuss language for a subsequent motion to City Council.

Commissioner McGuire asked if the IAMP items could be acted on together as a group or was it required that they be read, motioned, and voted on separately.

- \* Mr. Kohlhoff advised the items could be called on as a group, but understood the Commission wanted to amend one item, so the Commission might want to consider that one separately.

Chair Meyer closed the public hearing for all applications at 7:30 p.m.

Commissioner McGuire asked whether the revision to the IAMP would have to be done with each motion because all the applications related to the IAMP.

- \* Mr. Kohlhoff believed the revision related only to the Comprehensive Plan language. The Commission would be moving to adopt the Comprehensive Plan as presented with the exception of removing Implementation Measures 2.1.6 and 2.1.7.

## DRAFT

Commissioner Peck noted the fourth paragraph of Page 1 of Resolution LP-09-0006 should be corrected to read, "~~WHHWEWAS~~ WHEREAS."

Mr. Kohlhoff reminded the Commission to include Exhibit C with a couple of minor language changes in the motion for LP-09-0007, if the Commission was inclined to adopt them.

**Chair Meyer moved to adopt Resolution No. LP09-0006 amending the Transportation Systems Plan relating to the IAMP as a recommendation to City Council, noting the inclusion of Exhibit B and Exhibit C and correcting the typographical error in the fourth paragraph of the Resolution. Commissioner McGuire seconded the motion, which passed unanimously.**

**Chair Meyer moved to adopt Resolution No. LP09-0007 Comprehensive Plan amendments relating to the IAMP as a recommendation to City Council, including language proposed in Exhibit C and striking Implementation Measure 2.16 and Implementation Measure 2.17 from the recommendation. Commissioner Peck seconded the motion, which passed unanimously.**

**Chair Meyer moved to adopt Resolution No. LP09-0008 Development Code amendments relating to the IAMP noting the inclusion of Exhibit C in the form of a recommendation to City Council. The motion was seconded by Commissioner McGuire and passed unanimously.**

**Chair Meyer moved to adopt Resolution No. LP09-0012 Official Zoning Map amendments relating to the IAMP noting the inclusion of Exhibit C, in the form of a recommendation to City Council. Commissioner McGuire seconded the motion, which passed unanimously.**

The Commission took a brief recess, and reconvened at 7:44 p.m.

Chair Meyer stated that he wanted to address and communicate the Planning Commission's feelings about the issue of Parkway Ave as a motion in the form of a recommendation to City Council, who could then address the matter as they saw fit.

**Chair Meyer moved that due to circumstances involving the closure of Parkway Ave and the impacts on businesses, the Planning Commission recommends to City Council that permanent directional signage to Parkway Ave be included as part of interchange project; furthermore, such signage should perhaps include green street signs atop the signal light arms rather than normal blue directional signs. Furthermore the City should explore notification of the Parkway closure to electronic navigation systems such as ODOT's Tripcheck and private GPS based navigation systems, but not as a substitute for the recommended permanent signage. In addition, improvements to the Main St/Town Center Loop intersection should be explored to ease traffic flow to and from Parkway Ave.**

**Commissioner McGuire seconded the motion.**

Commissioner Kohl asked if the motion should be emphasized exactly where the Commission wanted to place the sign.

Chair Meyer believed that permanent directional signage was clearly stated.

Commissioner Kohl asked if it was at the Town Center Loop Interchange or at the cul-de-sac.

## DRAFT

Mr. Kohlloff recommended leaving the location open and the technical part to staff so they could look at what made the most sense from a driving point of view.

Chair Meyer noted the motion stated that the Commission's concern was regarding the affect on businesses and it was clear that the signage should be beneficial to the businesses. He could not imagine it would not extend out to Wilsonville Rd.

Commissioner Peck believed the wording about the electronic navigation systems was confusing.

Chair Meyer clarified the idea to utilize Garmin, OnStar, and such navigational GPS systems. When the City updated its mapping, that becomes part of public record and those services should pick up on it. For example, once the City adopted certain phases in Villebois, the streets started to show up on Google Maps and similar mapping services.

Mr. Kohlhoff did not see the language as limiting. Staff would consider what options were available and practical, such as the Trip Check at ODOT, and to what extent mapping services might add the business addresses.

Commissioner Peck expressed her concern that the wording in the motion might be confusing.

Mr. Kohlhoff agreed it could be, but the record and the minutes would aid in understanding the intent.

Chair Meyer added the City mapping staff might understand how the mapping services obtained their information and what the City would need to do to update its public records to make sure people know that Parkway Ave had become a cul-de-sac.

**The motion passed unanimously.**

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, Inc. for  
Linda Straessle, Planning Administrative Assistant



I-5/Wilsonville Road Interchange Area Management Plan (IAMP)  
Applications:

- LP09-0006 – Amend the TSP relating to the IAMP**
- LP09-0007 – Comprehensive Plan amendments relating to the IAMP**
- LP09-0008 – Development Code amendments relating to the IAMP**
- LP09-0012 – Official Zoning Map amendment relating to the IAMP**

**Planning Commission Public Hearing Record**

---

**Distributed at the September 9, 2009 Planning Commission public hearing:**

- Exhibit C: A memo dated September 8, 2009, from Sandi Young, regarding Modifications to IAMP Implementing documents.
- Exhibit B: A letter dated September 8, 2009, to Sandi Young, from Michael E. Kohlhoff



PLANNING DIVISION MEMORANDUM

**Exhibit C:**

Date: September 8, 2009  
To: Planning Commission  
From: Sandi Young, Planning Director  
Re: Modifications to LAMP Implementing documents

LP09-0006  
LP09-0007  
LP09-0008  
LP09-0012

After further review of the proposed language, staff recommends the following minor changes:

**Resolution LP09-0007**

Pg. 15 of 17, Implementation Measure 4.2.3. Change to read:

Any proposed change to the Comprehensive Plan Map or existing zoning that would result in additional trips above that allowed under the city's concurrency policies may be denied unless mitigation measures are identified and ~~constructed~~ *provided*.

The reason for this change is that mitigation does not always require construction of the mitigation at the time that the project accompanying the Plan Map or zoning change is approved and permits issued. The city's concurrency policies state that mitigation projects must be completed within two years of the project occupancy, or for a state facility, four years from date of occupancy. [WC 4.008(.02), (WC 4.140(.09)(J)(2)]

Pg. 16 of 17, Implementation Measure 5.1.2. Change to read:

Maintenance of the developed City Street System is a public ~~obligation~~ *responsibility*. The city shall coordinate routine and necessary maintenance with the appropriate State or County agencies.

The rationale for this change is the meaning of the two words and the difference in the degree of the requirement implicit in each. In the Oxford Pocket Dictionary,

Obligation is defined as, "constraining power of a law, precept, duty, contract, etc. A binding agreement".

Responsibility is defined as "authority, charge, duty, trust"

City Code reads as follows: "the City Council declares its intent to acquire, own, operate, maintain, and manage rights-of-way" (WC 3.300)

Pg. 16 of 17, Policy 5.2. Change to read:

Individual developments shall be responsible for providing all collector and local streets. However, there may be cases where collector streets are found to benefit the entire community to a degree that warrants public participation in funding those collector streets. ~~Developers and property owners of developing property shall also collectively assume the responsibility for providing "extra capacity" to the existing street system.~~

The last sentence is recommended to be removed because it sets up the possibility of conflicts with the "rough proportionality" test of the Dolan v. City of Tigard case regarding takings.

**Exhibit B:**

LP09-0006  
LP09-0007  
LP09-0008  
LP09-0012

September 8, 2009

Sandi Young  
Planning Director  
City of Wilsonville, OR

Dear Director Young:

Paul Lee, Assistant City Attorney, is going to be on vacation for this Wednesday night's Planning Commission meeting and I will be filling in for him. One item on the Commission's agenda is the Commission's review and recommendation for adoption of the proposed Interchange Area Management Plan (IAMP) for I-5 interchange 283 and the corresponding changes to the Comprehensive Plan and to the Land Use and Development Code.

Over the years, I have occasion to advise the City Council that I have a joint interest in a small parcel of property located at the corner of Parkway Avenue and Memorial Drive. This property is located on the southerly border of the proposed IAMP area on the east side of I-5. I understood that the intersection of Parkway Avenue and Wilsonville Road was proposed to be closed in the 1994 Cooperative Intergovernmental Agreement between ODOT and the City for the phase 1 improvements of interchange 283 when phase 2 would go forward. I understood that under the 2008/09 Cooperative Intergovernmental Agreement between ODOT and the City that phase 2 of the interchange reconstruction would close the intersection of Parkway Avenue and Wilsonville Road as not meeting the safety distances for access from the freeway off ramp onto Wilsonville Road. I further understand the IAMP is a predicate to actual reconstruction of the interchange and the City is cooperating with its legal requirements and contractual requirements to proceed to develop and approve the IAMP and corresponding changes to the City's Comprehensive Plan and to its Land Use and Development Code. Professionally, I represent the City as its City Attorney and may be viewed as part of the project.

Personally, I am neutral on the closure of Parkway Avenue intersection on Wilsonville Road. There are two accesses to reach the property that I have an interest in, one via Town Center Loop West to Main to Parkway and the other from Memorial Drive. The history of use is not dependant upon the intersection of Parkway with Wilsonville Road. While I can not remember any accidents at this intersection since acquiring an interest in this property in the early 1980's; however, as capacity increases and the flow on and off of Wilsonville Road via the interchange increases I recognize the rationale for the federal highway and ODOT's access standard looking out into the future.

To date, I have been asked to look at the documents and provide edits. Contemporaneously with doing so, I advised of the potential interest via property ownership. I am writing this letter to follow up and request it be placed in the record in compliance with WC 4.018 for the Planning Commission hearing.

Sincerely,



Michael E. Kohlhoff

I-5/Wilsonville Road Interchange Area Management Plan (IAMP)  
Applications:

- LP09-0006 – Amend the TSP relating to the IAMP**
- LP09-0007 – Comprehensive Plan amendments relating to the IAMP**
- LP09-0008 – Development Code amendments relating to the IAMP**
- LP09-0012 – Official Zoning Map amendment relating to the IAMP**

**Planning Commission Public Hearing Record**

---

**Included with the Staff Report for the September 9, 2009 Planning Commission public hearing:**

- Draft Resolution No. LP09-0006 with attached Exhibit A: Proposed TSP amendment language.
- Draft Resolution No. LP09-0007 with attached Exhibit A: Proposed Comprehensive Plan language relating to the IAMP.
- Draft Resolution No. LP09-0008 with attached Exhibit A: Proposed Development Code language relating to the IAMP.
- Draft Resolution NO. LP09-0012 with attached Exhibit A: Proposed Official Zoning Map including IAMP Overlay Zone.

Exhibit A: Interchange Area Management Plan. Interstate 5/Wilsonville Road (Exit 283), Wilsonville Oregon. August 2009. *(A large document which is located in the Planning Division)*

**PLANNING COMMISSION  
RESOLUTION NO. LP09-0006**

**A WILSONVILLE PLANNING COMMISSION RESOLUTION  
RECOMMENDING THAT THE CITY COUNCIL AMEND THE CITY'S  
TRANSPORTATION SYSTEMS PLAN TO INCLUDE THE I-5/WILSONVILLE  
ROAD INTERCHANGE AREA MANAGEMENT PLAN (IAMP)**

**WHEREAS**, the city adopted a Transportation systems Plan in 2003, and

**WHEREAS**, the city and ODOT have agreed on improvements to and financing for the I-5/Wilsonville Road Interchange Area, and

**WHEREAS**, the State Transportation Planning Rule requires that the investment made in improvements to interstate interchanges be protected by joint adoption of interchange area management plans, and

**WHEREAS**, the city has worked with consultants and the public to develop a draft IAMP for adoption by the city into the TSP, and by the Oregon Transportation Commission into the Oregon Highway Plan, and

**WHEREAS**, the draft IAMP was presented to the public at an open house held on July 14, 2009, and

**WHEREAS**, the Planning Commission held a worksessions on the draft Plan on August 12, 2009, and

**WHEREAS**, the Planning Commission, after providing the required notice, held a Public Hearings on September 9, 2009, to review the I-5/Wilsonville Road Interchange Area Management Plan and to gather additional testimony and evidence regarding the Plan; and

**WHEREAS**, the Commission has 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; and

**NOW, THEREFORE, BE IT RESOLVED** that the Wilsonville Planning Commission does hereby adopt all Planning Staff Reports along with the findings and recommendations contained therein and, further, recommends that the Wilsonville City Council amend the city's Transportation Systems Plan as shown in Exhibit "A", attached, as reviewed by the Planning Commission; and

**BE IT RESOLVED** that this Resolution shall be effective upon adoption.

**ADOPTED** by the Planning Commission of the City of Wilsonville at a regular meeting thereof this 9<sup>th</sup> day of September 2009, and filed with the Planning Administrative Assistant on September 10, 2009.

---

Robert Meyer, Chair  
Wilsonville Planning Commission

Attest:

---

Linda Straessle, Administrative Assistant II

Exhibit A: Proposed TSP Amendment language

**SUMMARY** of Votes:

Chair Meyer: \_\_\_\_\_  
Commissioner McGuire: \_\_\_\_\_  
Commissioner Kohls: \_\_\_\_\_  
Commissioner Montclair: \_\_\_\_\_  
Commissioner Peck: \_\_\_\_\_  
Commissioner Phelps: \_\_\_\_\_  
Commissioner Dvorak: \_\_\_\_\_



**EXHIBIT A to Resolution No. LP09-0006:**

Amend the Transportation Systems Plan (TSP) by:

1. Adding the August 2009 Interchange Area Management Plan, Interstate 5/Wilsonville road (Exit 283) as Appendix C of the TSP.
2. Re-numbering Section 4.4.7 of the 2003 TSP to 4.4.8.
3. Adding a new Section 4.4.7 to read as follows:

**Section 4.4.7 Interchange Area Management Plan, I-5/Wilsonville Road**

The Interchange Area Management Plan (IAMP) found in Appendix C of this document presents how the City of Wilsonville and ODOT will collaborate to improve the Wilsonville Road Exit (#283) from Interstate 5 to serve planned growth. The IAMP document describes the extent of operational and access management solutions that are required, and the steps needed to implement the various improvements.

In 1994, the City of Wilsonville and ODOT entered into an agreement to build Phase 1 of a planned multiphase Wilsonville Road interchange improvement project. All improvements have been completed that were part of the first construction phase. In 2003, the City of Wilsonville adopted an eight-lane cross-section on Wilsonville Road at the freeway interchange as part of its Transportation System Plan.

More recently, the City of Wilsonville and ODOT signed a Cooperative Improvement Agreement (CIA #23581) to construct Phase 2 improvements to the Interstate 5/Wilsonville Road (Exit 283) Interchange, in the City of Wilsonville. An engineering design project is underway to construct the Phase 2 improvements. The project will add traffic lanes on Wilsonville Road near the interchange, and it will extend and widen the freeway entrance/exit ramps. One public roadway access will be closed (Parkway Avenue) as part of this project due to its proximity to the interchange.

The Cooperative Improvement Agreement further states that the Oregon Department of Transportation Region 1 and the City of Wilsonville are required to prepare an IAMP for the proposed I-5/Wilsonville Road Interchange project. The IAMP requirements were not in effect in 1994, when Phase 1 improvements were constructed, but were added in 2000.

The major objectives and outcomes of an IAMP include:

- The IAMP must be adopted by the City of Wilsonville and the Oregon Transportation Commission before construction of the interchange area improvements can begin.

**The IAMP must identify opportunities to improve operations and safety and adopt strategies and development standards to capture those opportunities.**

**Short, medium and long-range actions must be developed to improve operations and safety in the interchange area.**

- **There must be assurance of the safe operation of the facility through the 20-year design period.**
- **The City's Comprehensive Plan land use assumptions must be considered in the IAMP, and**
- **The IAMP must be consistent with any locally adopted plan, especially the City's Comprehensive Plan and Transportation Systems Plan as well as ODOT's 1999 Oregon Highway Plan.**

#### **Demonstrated Safety and Operational Needs**

Recent traffic studies have shown that the Wilsonville Road interchange is approaching capacity. With the City of Wilsonville concurrency ordinance being enforced, the City has only allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS "D" or better. Recurring safety issues at the northbound exit ramp at Exit 283 have been observed during morning peak hours, as vehicle queues have consistently backed up onto the mainline freeway during this period. This condition is caused by a substandard exit ramp length and a lack of capacity and storage at the I-5 / Wilsonville Road Northbound exit ramp terminal. This is a pre-existing safety issue that has been identified by ODOT. Furthermore, lack of left turn capacity on Wilsonville Road during the peak periods also contributes to long queues and congestion.

#### **IAMP Plan Development**

The IAMP was developed based on the City of Wilsonville's Comprehensive Plan land use assumptions. Much of the land within the IAMP Management Area (illustrated in Figure 1) is already fully developed. Of the undeveloped lands within the Management Area, the areas that have the most potential to significantly impact the interchange are the undeveloped industrial land south of Wilsonville Road opposite Kinsman Road and the Fred Meyer site, located in the southeast quadrant of the Boones Ferry Road/Wilsonville Road intersection. Both sites were fully accounted for in the trip generation assumed in developing the 2030 traffic volumes in the IAMP.

Interchange capacity is protected by several means. The primary tool that has been applied for years is the City's concurrency program. This requires essentially every

proposed development in the city to demonstrate that it will not have adverse impacts to the city's transportation system without mitigation, with a special emphasis on freeway interchange mobility. No development is allowed in Wilsonville that will cause the interchange, or any intersection, to operate unacceptably according to both ODOT and City mobility standards. The other tools that are available to protect capacity are the access management and local circulations plans that were developed in the City's TSP and carried forward with this IAMP.

The I-5 / Wilsonville Road IAMP document consists of two major sections: the IAMP itself and the supporting technical appendices. The plan includes the IAMP purpose and objectives, physical improvements, access management and local circulation plans and the process used to implement, monitor and update the IAMP. The appendices include the technical analysis performed to develop the IAMP, a summary of the public involvement process, and implementation language to incorporate the plan into the City of Wilsonville's Comprehensive Plan, Transportation System Plan (TSP) and Development Code.

### **Plan Actions**

The IAMP calls for actions in three key areas: physical improvements, access management and implementation:

#### **Physical Improvements**

This action includes construction of the physical improvements required for the interchange to operate under acceptable standards through the year 2030. These improvements include the planned reconstruction of the interchange, including its entrance and exit ramps, along with associated improvements along Wilsonville Road and Interstate 5 to provide for a functioning interchange into the future.

#### **Access Management and Local Circulation**

Two plan elements were developed to help protect capacity in the interchange once the physical improvements are constructed. An access management plan identifies key short term (with reconstruction of the interchange) and long-term (upon development or redevelopment) actions for improving access control in the vicinity of the interchange. The local circulation plan provides for a local street system that allows alternate circulation within the interchange area, removing some trips from congested Wilsonville Road and interchange intersections. These plans, working together, will help protect capacity in the interchange.

#### **Implementation**

An implementation strategy is summarized in the appendix. Implementation measures are necessary to ensure that the plans developed as part of this IAMP are incorporated into the City's C Comprehensive Plan, Transportation System Plan (TSP) and Development Code.

Purpose and Intent

An IAMP is required for any new or significantly reconstructed interchange by OAR 734-051-0155(6). More importantly, the purpose of an IAMP is to protect the function of the interchange and, consequently, the state's and local agency's investment in the facility. New interchanges and improvements to existing interchanges are very costly. State and local government and their citizens have an interest in ensuring that their interchanges function efficiently. Engineering design work is underway for the next phase of improvements to the I-5 / Wilsonville Road interchange and this IAMP is being conducted to ensure that the ultimate design will effectively reflect the needs of the interchange for at least the next 20 years.

#### **Problem Statement**

In 1994, in the attempt to address capacity issues existing at that time, the City of Wilsonville and ODOT entered into an agreement to fund and build Phase 1 of a planned multi-phase Wilsonville Road interchange improvement project. All improvements associated with this \$7 million project have been completed that were part of the first construction phase.

Once again, recent traffic studies have shown that the Wilsonville Road interchange is approaching capacity. With the City of Wilsonville concurrency ordinance being enforced, the City has only allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS "D" or better. Recurring safety issues at the northbound exit ramp at Exit 283 has been observed during morning peak hours, as vehicle queues consistently back up onto the mainline freeway. This condition is caused by a substandard exit ramp length and a lack of capacity and storage at the I-5 / Wilsonville Road Northbound exit ramp terminal. This is a pre-existing safety issue that has been identified by ODOT. Furthermore, lack of left turn capacity on Wilsonville Road at both interchange ramps during the peak periods also contributes to long queues and congestion.

#### **Interchange Function, Mode and General Location**

Generally, an interchange is defined as a system of interconnecting roadways in conjunction with one or more grade separations that provides for the movement of traffic between two or more roadways or highways on different levels<sup>1</sup>. The functions of the interchange are established by the functions of the connecting roads. The I-5 / Wilsonville Road interchange is a component of Interstate 5, an Interstate Highway and freight route. As a component, the interchange's primary function is to provide connections to major cities, regions of the state, and other states. The Interstate Highways are major freight routes and their objective is to provide mobility. The interchange provides for this primary function by minimizing the conflicts between through traffic on the freeway and the movement of vehicles entering, exiting, or crossing the freeway. The interchange's secondary function is to provide connections for regional trips within the metropolitan area in a manner that does not conflict with the primary purpose. Provided that the primary and secondary functions are not adversely affected, the interchange also serves the function to provide for safe travel between the land uses within Wilsonville on both the east and west sides of I-5.

The Oregon Highway Plan (OHP) classifies I-5 as an interstate highway. According to OHP, the primary function of an interstate freeway is to “provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area.”

Wilsonville Road is owned and maintained by the City of Wilsonville. The Wilsonville Transportation System Plan (TSP) classifies Wilsonville Road as a major arterial within the Management Area. Wilsonville Road provides both a connection to the interstate freeway system and access to local services in town. Much of the land surrounding the I-5 / Wilsonville Road interchange is already developed. The interchange provides access to Wilsonville’s Town Center area (Village at Main Street and Town Center Loop) as well as industrial and residential areas in the City. Access along Wilsonville Road is relatively limited, although not in compliance with OHP standards within a ¼ mile (1,320 feet) of the interchange. The majority of the intersections along Wilsonville Road (within ¼ mile) are private driveways, however, there are three public roadways (Boones Ferry Road, Parkway Avenue and Town Center Loop West) as well.

Future alternatives in this IAMP assume that undeveloped lands within the Study Area will be developed in a manner consistent with what is allowed under the City of Wilsonville Comprehensive Plan and existing zoning. The chapter in Appendix C on Future Travel Forecasts and Needs Analysis details the assumptions for this development.

#### Goals and Objectives

The goals and objectives of this IAMP reflect the intentions and interests of ODOT and the City of Wilsonville for the interchange and transportation operations in the area. The goals and objectives are guided by, but not re-statements of, OHP and TSP policies and OAR language. The objectives need to be concrete statements that relate what the plan is trying to accomplish and should be achievable and measurable. The objectives serve as the basis for data collection and research and as alternative evaluation criteria to guide alternatives analysis and selection of the preferred alternative, and to guide management decisions.

**Goal 1: Protect the function and operation of the interchange and the state highway as follows:**

**I-5 is classified as an Interstate Highway. It is part of the National Highway System and is a designated freight route between Portland and points south and north. The operational objective for Interstate Highways is to provide safe and efficient high-speed travel in urban and rural areas.**

**Objective 1a: The preferred interchange project alternative will meet FHWA Interchange requirements and will accommodate design-year (2030) traffic demands as a threshold.**

**Objective 1b:** The project alternatives developed for consideration as part of the IAMP planning process are consistent with the OHP requirement that the maximum volume-to-capacity (V/C) ratio for the ramp terminals of interchange ramps be either 0.85 or 0.90 (as defined in the OHP). For “build” scenarios, the 2003 Highway Design Manual standard of 0.75 is desired or a design exception would be needed.

**Objective 1c:** The preferred alternative will meet or move in the direction of ODOT access management spacing standards for access along interchange crossroads.

**Goal 2:** Provide for an adequate system of local roads and streets for access and circulation within the interchange area that minimizes local traffic through the interchange and on the interchange cross road (Wilsonville Road).

**Objective 2a:** The preferred alternative will include necessary supporting improvements to the surface street system in the vicinity of the interchange. Improvements to the local street network will be adopted into the local comprehensive plan, including identified funding sources, as part of the City of Wilsonville’s actions to implement the IAMP.

**Objective 2b:** The project alternatives will propose surface street improvements that either meet the ODOT established access management standards or improve on the current conditions.

**Objective 2c:** The project alternatives will propose surface street improvements that will operate in conformance with applicable standards over the 20-year planning horizon.

**Goal 3:** Provide safe and efficient multi-modal travel between the connecting roadways (and the surface street network, if applicable).

**Objective 3a:** While recognizing existing capacity constraints, the project alternatives will improve safety by adding capacity to reduce congestion and/or correcting geometric conditions that do not meet current applicable standards.

**Objective 3b:** The project alternatives will improve bicycle and pedestrian facilities that meet current applicable standards and include facility infill and extensions where needed to provide a continuous network.

**Goal 4:** Ensure future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system and the integration of future transportation projects and land use changes.

**Objective 4a:** The project alternatives will be developed in partnership with affected property owners in the interchange area, the City of Wilsonville, Clackamas County, and the Oregon Department of Transportation (ODOT), as well as other stakeholders, including interchange users.

**Objective 4b:** The City and County Comprehensive Plans and/or Transportation System Plans will be found consistent, or amendments will be

proposed to ensure consistency, with the preferred project interchange alternative.

**Objective 4c:** The City and County will adopt land use policies that ensure future land use actions in the IAMP Management Area, including requests for comprehensive plan amendments and/or zoning amendments, and promote land development that is compatible with the planned interchange capacity for the IAMP planning horizon.

**Goal 5:** Recognize the importance of the interchange function to support local and regional economic development goals and plans.

**Objective 5a:** The project alternatives would reduce delay for vehicles, including commercial vehicles, accessing the freeway and to increase safety.

**Objective 5h:** The project alternatives will facilitate access to, through, and businesses in Wilsonville.

**Goal 6:** Ensure that the needs of regional through trips and the timeliness of freight movements are considered when developing and implementing the IAMP, in particular when planning for improvements that directly impact freight routes.

**Objective 6a:** The project alternatives will facilitate freight access to and from the many industrial freight destinations in the interchange study area.

### **Management Area**

Figure 1 illustrates the proposed Interchange Management Area. The management area delineates the area around I-5 / Wilsonville Road in which specific IAMP access and land use management regulations apply to land use decisions. It includes those properties that currently have or are expected to have the greatest impact on operations at the interchange.

The management area is defined by tax lot parcel boundaries extending from the Willamette River to the south, just north of Town Center Loop to the north, approximately ½ mile to the west and approximately ½ mile to the east.

Figure 1 also illustrates the project Study Area. The Study Area extends from Boeckman Road to the north, the Willamette River to the south and the urban growth boundary (UGB) to the east and west. The traffic analysis for the IAMP assumed development of much of the undeveloped land within the Study Area.





## Plan Decisions

This section presents access and land use decisions for maximizing the operational life of the I-5 /Wilsonville Road interchange while ensuring that the planned local land use can be supported. It describes the transportation improvements for the interchange and the associated improvements on Wilsonville Road, identifies access management and policy actions, and reviews the process for state and local authorities to adopt the I-5 / Wilsonville Road IAMP. The decisions presented in this section serve as the basis for an agreement between ODOT and the City of Wilsonville on the direction and principles that will guide the approval and implementation of the IAMP.

This section provides language for the City of Wilsonville to use in the amendment of the City's TSP. The City of Wilsonville will adopt the IAMP prior to adoption by the Oregon Transportation Commission (OTC).

The I-5 / Wilsonville Road IAMP includes the following components:

- Physical improvements to the interchange area and to Wilsonville Road in the vicinity of the interchange.
- Access management/local connectivity plans
- Implementation

Each of these components and an outline of adoption steps are described in the IAMP in Appendix C of this document. The IAMP actions apply to the study area shown in Figure 1. Project stakeholders and other members of the public have provided input on each of the project elements through two public open houses. A full description of public involvement activities is included in the appendix.

**PLANNING COMMISSION  
RESOLUTION NO. LP09-0007**

**A WILSONVILLE PLANNING COMMISSION RESOLUTION RECOMMENDING THAT THE CITY COUNCIL AMEND THE CITY'S COMPREHENSIVE PLAN BY DELETING THE SECTION TITLED ROADS AND TRANSPORTATION PLAN (pp C-7 – C-14) AND ADOPTING A NEW SECTION TITLED TRANSPORTATION.**

**WHEREAS**, the Comprehensive Plan Section, Roads and Transportation contains a text note that, "This section will be redrafted with completion of the Transportation Systems Plan" and

**WHEREAS**, the City's Transportation Systems Plan (TSP) was adopted in 2003, as an amendment to the Comprehensive Plan, and

**WHEREAS**, the City has also adopted a Bicycle and Pedestrian Master Plan in 2006, and a Transit Master Plan in 2008, and

**WHEREAS**, this amendment of the TSP to include the Interchange Area Management Plan (IAMP) for the I-5/Wilsonville Road Interchange and implementing Comprehensive Plan and Development code amendments offers an opportunity to redraft and bring current the Roads and Transportation Section of the Comprehensive Plan, and

**WHEREAS**, the Planning Commission held a work session on the draft IAMP and implementing Comprehensive Plan and Development Code amendments on August 12, 2009, and

**WHEREAS**, the Planning Commission, after providing the required notice, held a Public Hearings on September 9, 2009 and

**WHEREAS**, adoption of the IAMP and implementing Comprehensive Plan and Development Code amendments is a requirement associated with the planned improvements to the I-5/Wilsonville road Interchange Area, and

**WHEREAS**, the Commission has 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; and

**NOW, THEREFORE, BE IT RESOLVED** that the Wilsonville Planning Commission does hereby adopt all Planning Staff Reports along with the findings and recommendations contained therein and, further, recommends that the Wilsonville City Council adopt amendments

to the City's Comprehensive Plan deleting the section titled, Roads and Transportation Plan (pp C-7 – C-14) and adopting a new section titled Transportation, as shown in Exhibit A of this resolution, as reviewed by the Planning Commission; and

**BE IT RESOLVED** that this Resolution shall be effective upon adoption.

**ADOPTED** by the Planning Commission of the City of Wilsonville at a regular meeting thereof this 9<sup>th</sup> day of September 2009, and filed with the Planning Administrative Assistant on September 10, 2009.

\_\_\_\_\_  
Robert Meyer, Chair  
Wilsonville Planning Commission

Attest:

\_\_\_\_\_  
Linda Straessle, Administrative Assistant II

Exhibit A: Proposed Comprehensive Plan relating to the LAMP

**SUMMARY** of Votes:

Chair Meyer: \_\_\_\_\_  
Commissioner McGuire: \_\_\_\_\_  
Commissioner Kohls: \_\_\_\_\_  
Commissioner Montclair: \_\_\_\_\_  
Commissioner Peck: \_\_\_\_\_  
Commissioner Phelps: \_\_\_\_\_  
Commissioner Dvorak: \_\_\_\_\_

## EXHIBIT "A" to LP09-0007

Delete:

### Roads and Transportation Plan

*Note: This section will be redrafted with completion of the Transportation Systems Plan.*

Wilsonville is bisected by the I-5 freeway, just south of its intersection with I-205. The freeway provides excellent north-south transportation linkages to Portland and the southern Willamette Valley. In fact, I-5 remains one of the most important transportation links between Canada and Mexico. The combination of large amounts of developable land, with both rail and freeway transportation access, present Wilsonville with continued growth potential for residential, commercial, and industrial development.

While the freeway is a major growth impetus, it also creates certain limitations on the growth and development of the City. The freeway is a barrier between the east and west sides of the community and makes it both difficult and expensive to add streets connecting the east and west sides of town. Also, heavy traffic at freeway interchanges during rush hour times can result in traffic backups into other nearby intersections.

In the late 1990s, substantial public investments were made to up-grade both the Wilsonville Road and Elligsen Road interchanges (exits 283 and 286, respectively). In spite of those improvements, capacity limitations can be seen in both of those interchanges, as the existing freeway on-off ramps at Wilsonville Road are inadequate to handle projected traffic volumes. The City recognizes these problems and notes that if travel patterns continue as they are today and appropriate street improvements, including an additional freeway interchange, are not made, substantial growth limitations will result. It also, however, recognizes the potentials for proper planning and land development to generate certain transportation efficiencies. Therefore, the following policies have been established to promote sound economic growth while providing for an efficient and economical transportation system.

The Plan identifies three areas of responsibility in transportation planning.

1. What the City expects to do in providing for efficient transportation.
2. What the City will expect developers and businesses to do in support of efficient transportation.
3. What the City will expect from Federal, State and regional agencies in support of the City's planning efforts.

The State's Transportation Planning Rule calls for reductions in vehicle miles traveled (VMTs) per capita and restrictions on the construction of new parking spaces in order to encourage planning that responds to the transportation and land use impacts of growth. Metro's 2040 Growth Concept Plan calls for more compact development as a means of encouraging more efficient use of land, promoting non-auto trips, and protecting air quality. In addition, the federally mandated air quality plan adopted by the State of Oregon relies on Metro fully achieving the 2040 Growth Concept transportation objectives. Notably, the air quality plan relies upon reducing vehicle trips per capita through limitations on the maximum parking ratios allowed for different land uses.

A compact urban form requires that each use of land is carefully considered and that more efficient forms are favored over less efficient ones. Parking, especially that provided in new developments, can result in less efficient land usage and lower floor area ratios. Parking also has implications for transportation. In areas where transit is provided, or other non-auto modes (e.g., walking, biking) are convenient, less parking can be provided and still allow accessibility and mobility for all modes, including autos. Reductions in auto trips when substituted by non-auto modes can alleviate congestion and improve air quality.

The City is required by State and regional plans to address these needs through adopting, implementing, and regular updating of a Transportation Systems Plan. The City is also required to adopt minimum and maximum parking ratios in accordance with Title 2 of the Metro Urban Growth Management Functional Plan, or may use categories or measurement standards other than those in the Regional Parking Ratios Table (of that Functional Plan), as long as findings are provided that show such regulations will be substantially the same as the application of the Regional Parking Ratios. As part of the regional effort, the City is required to monitor and provide the following data to Metro on an annual basis:

- \_\_\_\_\_ a. the number and location of newly developed parking spaces, and
- \_\_\_\_\_ b. demonstration of compliance with the minimum and maximum parking standards, including the application of any variances to the regional standards in this Title. Coordination with Metro through the collection of other building data will also continue.

Implementation Measure 3.1.6.a The Transportation Master Plan shall be used to establish the design standards for each arterial and major collector street. The conceptual location of proposed new major streets will also be identified. However, actual alignments may vary from the conceptual alignments based on detailed engineering specifications, design considerations, and consideration of the impacts of the road alignments on neighborhoods and natural resources, provided that the intended function of the street is not altered. While local residential streets are considered a part of the Transportation Master Plan, they are not typically shown in detail in the Plan. The alignment of local streets shall be evaluated on a project-by-project basis, but must function in coordination with the overall purposes of the Transportation Master Plan. Other streets not shown on the Plan may also be considered, if determined necessary for safe and convenient traffic circulation or increased connectivity.

Implementation Measure 3.1.6.b. The Transportation Master Plan shall be used to establish the Functional Street Classification System and the physical design characteristics (right of way and pavement width, curbs, sidewalks, etc.) of the various street classifications.

Implementation Measure 3.1.6.c. All streets shall be designed and developed in accordance with the Master Plan and street standards, except that the Development Review Board or City Council may approve specific 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. At a minimum, all streets must be developed with sufficient pavement width to provide two lanes of traffic, unless designated for one-way traffic flow. However, adequate emergency vehicle access and circulation must be provided.

~~Implementation Measure 3.1.6.d. Where the City Council officially designates truck routes, these streets shall be developed to arterial street construction standards and be posted as truck routes.~~

~~Implementation Measure 3.1.6.e. All arterial and collector streets shall be dedicated public streets. To insure adequate protection of potential future right-of-way needs, minimum setbacks shall be retained adjacent to arterial streets. In addition, to maintain efficient traffic flows, intersections with arterial streets shall be minimized, and property owners shall be encouraged and, where feasible, may be required to consolidate driveways.~~

~~Implementation Measure 3.1.6.f. Through the Planned Development process, local streets may be approved as private streets, provided that adequate emergency access is available and that appropriate deed restrictions, homeowners' association requirements, etc. are established to insure proper maintenance.~~

~~Implementation Measure 3.1.6.g. Minimum street service levels shall continue to be established. Dedication of adequate right of way, as established by the Street System Master Plan, or as otherwise approved by the Development Review Board or City Council shall be required prior to actual site development~~

~~Implementation Measure 3.1.6.h. The City shall periodically review and update its street lighting standards in the interest of public safety. Energy conservation shall also be considered in setting these standards.~~

~~Implementation Measure 3.1.6.i. The City is responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.~~

~~Implementation Measure 3.1.6.j. The City shall encourage the State (ODOT) and the Counties to acknowledge or adopt the City's street standards to insure consistent application of street improvement requirements regardless of the jurisdictional control of the road in question.~~

~~Implementation Measure 3.1.6.k. Individual developments shall be responsible for providing all collector and local streets. However, there may be cases where collector streets are found to benefit the entire community to a degree that warrants public participation in funding those collector streets. Developers and property owners of developing property shall also collectively assume the responsibility for providing "extra capacity" to the existing street system. To insure development of an adequate street system, the City shall collect a Systems Development Charge as development occurs. Funds collected shall be allocated through the Capital Improvements Plan as needed to provide extra capacity service.~~

~~Implementation Measure 3.1.6.l. Maintenance of the developed City Street System is a public obligation. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.~~

~~Implementation Measure 3.1.6.m The City shall continue to work with the State, Metro, Clackamas and Washington Counties and adjacent jurisdictions 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 3.1.6.n The City shall actively encourage the State to provide improvements to regional transportation facilities which, due to inadequate carrying capacities, frustrate implementation of the City's Transportation Plan.~~

~~Implementation Measure 3.1.6.o The City shall take the following steps to reduce VMTs and overall reliance on single occupancy vehicles:~~

- ~~1. Review all land use/development proposals with regard to transportation impacts. All development proposals shall be required to pay for a transportation impact analysis, unless specifically waived by the City's Community Development Director because the information is not needed.~~
- ~~2. Seek to minimize traffic congestion at the freeway interchanges as well as on local arterial and collector streets.~~
- ~~3. Seek to reduce the number and length of home-to-work trips.~~
- ~~4. Seek a balanced mix of activities which encourage consolidation of automobile oriented trips and encourage design and location of complementary activities that support public transit, ride-share programs, and use of other alternative modes of transportation.~~
- ~~5. Require large developments and high employment and/or traffic generators to design for mass transit and to submit programs to the City indicating how they will reduce transportation impacts. All such proposals shall be subject to review by SMART and, if applicable, ODOT. Maximum parking limits shall be used in conformity with Metro standards.~~
- ~~6. Seek location of a permanent park and ride station as well as a commitment from Tri-Met to upgrade transit service to the greatest extent possible, in coordination with SMART. Note the potential need for a commuter rail station in conjunction with the park and ride lot.~~
- ~~7. Accommodate the expected growth in population and employment and the resulting transportation needs, the City by expanding local bus service in the residential and employment areas, continue to improve arterial and collector street networks, a bikeway system, ride-sharing programs including carpools and van pools and encourage staggered or flex time, work-hour programs.~~
- ~~8. Take steps to improve connectivity between existing neighborhoods and between residential areas and traffic generator locations. Also, work to provide more and better options for travel from one side of the freeway, the railroad, and major drainage courses to the other. It is recognized that alignment decisions for streets may cause concerns for adjacent property owners or residents, whose suggestions may help to improve plans or designs. The testimony of neighboring property owners shall not be the sole justification to postpone the construction of planned streets.~~

~~9. Increase densities and intensities of development in or near the Town Center area and in other locations where transportation systems can meet those needs.~~

~~10. Improve the balance between housing, employment, and commercial activities within the City in order to reduce commuting.~~

~~Implementation Measure 3.1.6.p The City recognizes the value of the railroad to industrial growth in Wilsonville, and will encourage the railroad and the State of Oregon to maintain quality service and provide needed improvements, rail crossings and signalization, etc. System expansion to accommodate commuter rail service shall be strongly encouraged.~~

~~Implementation Measure 3.1.6.q In addition to Willamette River Greenway policies, the City recognizes the use of the Willamette River for both commercial and private recreational travel. The City also recognizes the potential conflict between these uses as well as the safety problems created by heavy usage of the river, particularly during the summer months.~~

~~Implementation Measure 3.1.6.r The City shall work with the appropriate authorities to establish regulations for activities conducted on the Willamette River to insure protection of the public health, safety, and general welfare.~~

~~Implementation Measure 3.1.6.s Pedestrian, bicycle, and equestrian travel is often considered a recreational activity. However, people commonly bike and walk throughout the City, and with increasing gasoline prices and traffic congestion, these forms of travel are likely to increase in popularity. For this reason, provisions for pedestrian and bicycle travel will be considered as a basic transportation element as well as a recreational element.~~

~~Implementation Measure 3.1.6.t The Bicycle and Pedestrian Master Plan identifies the general alignment of primary routes for pedestrian and bicycle travel. It has been designed to provide connections between residential neighborhoods and major commercial, industrial and recreational activity centers throughout the City. The system has been coordinated with pathways planned in adjacent jurisdictions to allow for regional travel.~~

~~Implementation Measure 3.1.6.u Safety, convenience, and security for both path users and adjacent property owners shall be a primary consideration in determining the actual location and routing of pathways. It is recognized that alignment decisions for pathways and trails may cause concerns for adjacent property owners or residents, whose suggestions may help to improve plans or designs. The testimony of neighboring property owners shall not be the sole justification to postpone the construction of planned pathways.~~

~~Implementation Measure 3.1.6v The City shall continue to use pathway construction standards in the Public Works Standards.~~

~~Implementation Measure 3.1.6.w All primary pathways shall be constructed in accordance with the Master Plan, with specific alignments to be approved by the Planning Commission, Development Review Board, or City Council. All major street construction or improvements shall be coordinated with the Pathway Master Plan.~~



~~Implementation Measure 3.1.6.x The City shall schedule and coordinate all pathway improvements. A priority will be given to completing specific links of the system, thereby avoiding dead end pathways. When land is developed which includes a designated pathway, appropriate dedication of right of way or easements shall be required. In cases where the proposed development will substantially increase the need for the path, construction may also be required prior to occupancy.~~

~~Implementation Measure 3.1.6.y The City shall encourage development of secondary pathways that are internal to individual developments. Secondary paths shall be designed and provided by private development as new construction occurs and shall be coordinated with the primary pathway system.~~

~~Implementation Measure 3.1.6.z City street standards require concrete sidewalks on both sides of all streets. This standard can be waived only in cases where alternative provisions are found to adequately address pedestrian needs.~~

~~Implementation Measure 3.1.6.aa All bikeways are to be developed in conformity with the City's adopted Bicycle and Pedestrian Master Plan.~~

~~Implementation Measure 3.1.6.bb Complete the major street system improvements shown in the Transportation Master Plan. The City may not be able to finance all of these improvements and some may be financed by other entities.~~

~~Implementation Measure 3.1.6.cc If adequate regional transportation services, including I-5 interchange modification or additions, and high capacity public transportation, cannot be provided, then the City shall reevaluate and reduce the level of development and/or timing of development anticipated by other elements of this Plan. Such reductions shall be consistent with the capacity of the transportation system at the time of re-evaluation.~~

#### ~~Street Improvements~~

~~*Note: This section will be redrafted with completion of the Transportation Systems Plan.*~~

~~The general concept of the Transportation Master Plan is to provide an arterial system which surrounds the City and passes through it in the east-west direction and north-south direction on each side of I-5. Improved access to I-5 is also proposed in this Plan.~~

~~Collector streets would provide for internal circulation within the arterial streets.~~

~~A detailed description of the recommended street improvements to the existing network is included in the Transportation Master Plan. These improvements are listed for I-5, the arterials and the collector streets.~~

~~*Note: This section will be redrafted with completion of the Transportation Systems Plan.*~~

**TABLE I  
ROADWAY STANDARDS**

Capacity Section Classification	Pavement	Right of way	Design
	Width in feet	width in feet	Vehicles/day
A. Cul-de-sac street	28	50	200
B. Local resident	32	52	1,200
C. Resident collector	36	60	7,000
D. Collector, industrial & Arterial	40	60	10,000 to 18,000
E. Arterial	48	60	15,000 to 20,000
F. Arterial	62*	72	33,000
G. Arterial	70	94	34,000 to 37,000

\* Includes left turn lane

NOTE: Design capacities based on level of service "D", 5 percent commercial vehicles, 10 percent right turns, 10 percent left turns, peak hour factor 85-90 percent, peak hour directional distribution 55 to 60 percent, peak hour 9-12 percent of daily volume and average signal timing for collector and arterial streets.

## New language

### Transportation

**Under the State's Transportation Planning Rule (TPR), planning for transportation must "encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation".**

**In MPO areas, (i.e. Metro), "regional and local Transportation Systems Plans (TSP) shall be designed to achieve adopted standards for increasing transportation choices and reducing reliance on the automobile". It is anticipated that metropolitan areas will accomplish reduced reliance by changing land use patterns and transportation systems so that walking, cycling and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today".**

**Both the Transportation Planning Rule and the federally mandated State Air Quality Plan call for reductions in vehicle miles travelled (VMTs) per capita. The goal is to adopt plans and measures that are likely to achieve a five percent reduction in VMT per capita over the 20-year planning period. The Metro Regional Transportation Plan (2035 Federal component) states that, "Improvement in non-single occupancy vehicle (non-SOV) mode share will be used to demonstrate compliance with per capita travel reductions" [VMT reductions] "required by the TPR."**

Transportation plans must also “facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation”.

Communities must “protect existing and planned transportation facilities, corridors and sites for their identified functions’ and also “provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans”.

Transportation plans must include a transportation financing program.

The Wilsonville Comprehensive Plan includes, as sub-elements of the Plan, the City’s Transportation Systems Plan (2003), the Bicycle and Pedestrian Master Plan (2006) and the Transit Master Plan (2008). There are no airports or marine transportation facilities within the city. The City has adopted 1 Year and 5-Year Capital Improvement Plans which provide for the construction of transportation facilities, improvements and services necessary to support the City’s Transportation Systems Plan, the Bicycle and Pedestrian Master Plan and the Transit Master Plan.

### The Transportation Network

Wilsonville is bisected by I-5, just south of its intersection with I-205. I-5 is classified as an Interstate Highway. It is part of the National Highway system and is a designated freight route between Portland and points south. The operational objective for Interstate Highways is to provide safe and efficient high-speed travel in urban and rural areas.

Two I-5 interchanges are located within Wilsonville, Interchange 283, I-5 @ Wilsonville Road, and 286, I-5 @ Elligsen Road. Both interchanges provide a vital function in supporting local and regional economic development goals and plans. Local traffic, including commercial and industrial vehicles, must have safe and efficient access to and from the freeway.

In the late 1990s, substantial public improvements were made to up-grade both interchanges. Now, ten years later, both interchanges again have capacity limitations. A major modernization project is planned to begin construction at I-5/Wilsonville Road in 2010, following the City’s completion of improvements on Boones Ferry Road which connects to Wilsonville Road within the interchange management area. The I-5/Wilsonville Road project includes elevated bike/pedestrian pathways on both sides of the street, expansion of the travel way to 8 lanes under the I-5 Bridge, and wider and longer on and off ramps.

Capacity limitations also exist at the 95<sup>th</sup>/ Commerce Circle /Boones Ferry Road intersections. The planned improvements there will add an additional right turn lane

southbound off I-5 to Boones Ferry Road and an additional left turn lane from Boones Ferry Road to 95<sup>th</sup>.

The City has a network of streets which serve the east side or the west side, with only three connection points east-west across I-5. These are Wilsonville Road, Boeckman Road and Elligsen Road. The recent extension of Boeckman Road to Grahams Ferry Road has provided an alternative east-west route resulting in a reduction of the trip levels on both Wilsonville and Elligsen Roads.

City street standards require provision of bike lanes and sidewalks on all new streets. Developments in areas without bike lanes and sidewalks are required to provide them as part of the development of their site. The city also maintains a sidewalk infill fund for construction of missing sidewalk segments in older neighborhoods. The Bicycle and Pedestrian Master Plan provides greater detail about the existing system and its deficiencies and identifies planned improvements and financial resources.

The City operates a transit system, SMART, which provides local service, and connects with WES, Cherriots in Salem and Tri-Met in the Portland area. WES, the Westside Express Service Commuter Rail, operates during weekday commuter hours in the morning and evening, connecting Wilsonville with the Beaverton Transit Station and the MAX system. The Transit Master Plan provides greater detail about the existing system and its deficiencies and identifies planned improvements and financial resources.

**Goal 1: To encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation**

*Policy 1.1 To provide for safe and efficient vehicular, transit, pedestrian and bicycle access and circulation.*

**Implementation Measure 1.1.1 Plan and implement a well-connected network of streets and supporting improvements for all applicable travel modes.**

**Implementation Measure 1.1.2 Provide safe and efficient multi-modal travel between the connecting roadways (and the surface street network, if applicable).**

*Policy 1.2 To provide for a mix of planned transportation facilities and services that are sufficient to ensure economic, sustainable and environmentally sound mobility and accessibility for all residents and employees in the city.*

*Policy 1.3 If adequate regional transportation services, including I-5 interchange modification or additions, and high capacity public transportation, cannot be provided, then the City shall reevaluate and reduce the level of development and/or timing of development*

*anticipated by other elements of this Plan. Such reductions shall be consistent with the capacity of the transportation system at the time of re-evaluation.*

**Goal 2: To achieve adopted standards for increasing transportation choices and reducing reliance on the automobile by changing land use patterns and transportation systems so that walking, cycling and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today.**

*Policy 2.1 The City shall adopt standards for reducing reliance on single occupant automobile use, particularly during peak periods.*

**Implementation Measure 2.1.1 Improve the balance between housing, employment, and commercial activities within the City in order to reduce commuting.**

**Implementation Measure 2.1.2 Increase densities and intensities of development in or near the Town Center area and in other locations where transportation systems can meet those needs.**

**Implementation Measure 2.1.3 Plan for increased access to alternative modes of transportation, such as bicycling, transit and walking.**

**Implementation Measure 2.1.4 Continue use of the Planned Development process to encourage developments that make it more convenient for people to use transit, to walk, to bicycle, and to drive less to meet daily needs.**

**Implementation Measure 2.1.5 Take steps to improve connectivity between existing neighborhoods and between residential areas and traffic generator locations. Work to provide more and better options for travel from one side of the freeway, the railroad, and major drainage courses to the other.**

**Implementation Measure 2.1.6 Strongly encourage full day and Saturday service for WES.**

**Implementation Measure 2.1.7 Continue to support the extension of WES to Salem.**

**Implementation Measure 2.1.8 Continue to comply with Metro parking standards. Consider reducing parking requirements where it can be shown that transit and/or bicycle pedestrian access will reduce vehicular trips.**

*Policy 2.2 The City shall work to improve accessibility for all citizens to all modes of transportation.*

**Implementation Measure 2.2.1 The City's Bicycle and Pedestrian Master Plan identifies the general alignment of primary routes for pedestrian and bicycle travel. It has been designed to provide connections between residential neighborhoods and major commercial,**

**industrial and recreational activity centers throughout the City. The system has been coordinated with pathways planned in adjacent jurisdictions to allow for regional travel.**

**Implementation Measure 2.2.2** City street standards require concrete sidewalks on both sides of all streets. This standard can be waived only in cases where alternative provisions are found to adequately address pedestrian needs.

**Implementation Measure 2.2.3** Transportation facilities shall be ADA-compliant.

**Implementation Measure 2.2.4** The City will prepare an implementation schedule and continue to provide funding for infilling gaps in the sidewalk system.

**Goal 3:** To facilitate the safe, efficient and economic flow of freight and other goods and services within the city and the region.

*Policy 3.1: The City will continue to upgrade and/or complete the street network on the west side of I-5, including the Coffee Creek area, to serve the warehousing, distribution, and other industrial uses located there.*

**Implementation Measure 3.1.1** Where the City Council officially designates truck routes, these streets shall be developed to arterial street construction standards and be posted as truck routes.

*Policy 3.2 The City will work with ODOT, Metro and neighboring communities to maintain the capacity of I-5 through a variety of techniques, including requirements for concurrency, 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.*

**Implementation Measure 3.2.1** 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 IMA shall be consistent with planned future transportation projects.

**Goal 4:** To protect existing and planned transportation facilities, corridors and sites for their identified functions, including protection of the function and operation of the I-5/Wilsonville Road Interchange and the I-5/Eligsen Road Interchange, together with the local street network within the Interchange Areas.

*Policy 4.1 The Transportation Systems Plan (TSP) shall establish policies and implementation measures to fulfill the City's transportation needs through the Year 2020, provides details to guide transportation investment for the future and determine how land use and transportation needs can be balanced to bring the most benefit to the city.*

**Implementation Measure 4.1.1** The Transportation Systems Plan shall be used to establish the design standards for each arterial and major collector street. The conceptual location of proposed new major streets will also be identified. However, actual alignments may vary from the conceptual alignments based on detailed engineering specifications, design considerations, and consideration of the impacts of the road alignments on neighborhoods and natural resources, provided that the intended function of the street is not altered.

**Implementation Measure 4.1.2** While local residential streets are considered a part of the Transportation Systems Plan, they are not typically shown in detail in the Plan. The alignment of local streets shall be evaluated on a project-by-project basis, but must function in coordination with the overall purposes of the Transportation Systems Plan. Other streets not shown on the Plan may also be considered, if determined necessary for safe and convenient traffic circulation or increased connectivity.

**Implementation Measure 4.1.3.** The Transportation Systems Plan shall be used to establish the Functional Street Classification System and the physical design characteristics (right-of-way and pavement width, curbs, sidewalks, etc.) of the various street classifications.

**Implementation Measure 4.1.4** All streets shall be designed and developed in accordance with the Transportation Systems Plan and street standards, except that the Development Review Board or City Council may approve specific 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. At a minimum, all streets must be developed with sufficient pavement width to provide two lanes of traffic, unless designated for one-way traffic flow. However, adequate emergency vehicle access and circulation must be provided.

**Implementation Measure 4.1.5** All arterial and collector streets shall be dedicated public streets. To insure adequate protection of potential future right-of-way needs, minimum setbacks shall be retained adjacent to arterial streets. In addition, to maintain efficient traffic flows, intersections with arterial streets shall be minimized, and property owners shall be encouraged and, where feasible, may be required to consolidate driveways.

*Policy 4.2 Review all land use/development proposals with regards to consistency with the TSP transportation impacts.*

**Implementation Measure 4.2.1** All development proposals shall be required to provide for a transportation impact analysis by payment to the City for completion of such study by the city's traffic consultant unless specifically waived by the City's Community Development Director because the scale of the proposed development will have very limited impacts.

**Implementation Measure 4.2.2.** Through the Planned Development process, local streets may be approved as private streets, provided that adequate emergency access is available

**and that appropriate deed restrictions, homeowners' association requirements, etc. are established to insure proper maintenance.**

**Implementation Measure 4.2.3** Any proposed change to the Comprehensive Plan Map or existing zoning that would result in additional trips above that allowed under the city's concurrency policies may be denied unless mitigation measures are identified and constructed.

*Policy 4.3 Provide for an adequate system of local roads and streets for access and circulation within I-5 Interchange Management Areas that minimize local traffic through the interchanges and on the interchange cross roads.*

**I-5/Wilsonville Road IMA: (4.3a)**

**Implementation Measure 4.3a.1** The City will 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.

**Implementation Measure 4.3a.2** Bicycle and pedestrian connections within the IMA will be required for new development consistent with the City's Bicycle and Pedestrian Plan.

**Implementation Measure 4.3a.3** 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.

**Implementation Measure 4.3a.4** 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.

**Implementation Measure 4.3a.5** The City will approve development proposals in the I-5/Wilsonville Road Interchange Management Area (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.

**Implementation Measure 4.3a.6** 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.

**Implementation Measure 4.3a.7** 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.



**Implementation Measure 4.3a.8** The City will provide notice to ODOT for any land use actions proposed within the I-5/Wilsonville Road IAMP Overlay Zone.

**I-5/Elligsen Road Interchange (4.3b)**

**Implementation Measure 4.3b.1** 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.

**Implementation Measure 4.3b.2** 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.

**Implementation Measure 4.3b.3** Bicycle and pedestrian connections within the Interchange Area will be required for new development consistent with the City's Bicycle and Pedestrian Plan.

**Implementation Measure 4.3b.4** 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.

**Goal 5:** To provide 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 Master Plan.

*Policy 5.1 The City is responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.*

**Implementation Measure 5.1.1** Complete the major street system improvements shown in the Transportation Systems Plan. The City may not be able to finance all of these improvements. Some may be financed by other entities, or a combination of public and private funds.

**Implementation Measure 5.1.2** Maintenance of the developed City Street System is a public obligation. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.

*Policy 5.2 Individual developments shall be responsible for providing all collector and local streets. However, there may be cases where collector streets are found to benefit the entire community to a degree that warrants public participation in funding those collector streets.*

*Developers and property owners of developing property shall also collectively assume the responsibility for providing "extra capacity" to the existing street system.*

**Goal 6: To 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 Master Plan.**

*Policy 6.1 The City is responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.*

*Policy 6.2 To insure development of an adequate street system, the City shall collect a Systems Development Charge as development occurs. Funds collected shall be allocated through the Capital Improvements Plan as needed to provide extra capacity service.*

**Goal 7: To maintain coordination with neighboring cities, counties, Metro, ODOT local businesses, residents and transportation service providers regarding transportation planning and implementation.**

*Policy 7.1 The City shall continue to work with the State, Metro, Clackamas and Washington Counties and adjacent jurisdictions 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 7.1.1 The City shall actively encourage the State to provide improvements to regional transportation facilities which, due to inadequate carrying capacities, frustrate implementation of the City's Transportation Plan.**

**PLANNING COMMISSION  
RESOLUTION NO. LP09-0008**

**A WILSONVILLE PLANNING COMMISSION RESOLUTION  
RECOMMENDING THAT THE CITY COUNCIL AMEND CHAPTER 4 OF THE  
CITY CODE INCLUDE THE I-5/WILSONVILLE ROAD INTERCHANGE AREA  
MANAGEMENT PLAN (IAMP) OVERLAY ZONING DISTRICT**

**WHEREAS**, the City and ODOT have agreed on improvements to and financing for the I-5/Wilsonville Road Interchange Area, and

**WHEREAS**, the State Transportation Planning Rule requires that the investment made in improvements to interstate interchanges be protected by joint adoption of interchange area management plans, and

**Whereas**, the City and consultants have prepared a draft I-5/Wilsonville Road Interchange Area Management Plan (IAMP) and a draft Overlay Zoning District which is necessary in order to implement the Goals and Objectives of the IAMP, and

**WHEREAS**, the draft I-5/Wilsonville Road IAMP, and associated Comprehensive Plan and Development Code amendments, including the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone, were presented to the public at an open house held on July 14, 2009, and

**WHEREAS**, the Planning Commission held a worksessions on the draft Plan and associated Plan and code amendments on August 12, 2009, and

**WHEREAS**, the Planning Commission, after providing the required notice, held a Public Hearing on September 9, 2009 to review the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone and to gather additional testimony and evidence regarding the Plan and proposed amendments; and

**WHEREAS**, the Commission has 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; and

**NOW, THEREFORE, BE IT RESOLVED** that the Wilsonville Planning Commission does hereby adopt all Planning Staff Reports along with the findings and recommendations contained therein and, further, recommends that the Wilsonville City Council amend Chapter 4 of the city Code as shown in Exhibit "A", attached, as reviewed by the Planning Commission; and

**BE IT RESOLVED** that this Resolution shall be effective upon adoption.

**ADOPTED** by the Planning Commission of the City of Wilsonville at a regular meeting thereof this 9<sup>th</sup> day of September 2009, and filed with the Planning Administrative Assistant on September 10, 2009.

---

Robert Meyer, Chair  
Wilsonville Planning Commission

Attest:

---

Linda Straessle, Administrative Assistant II

Exhibit A: Proposed Development Code language relating to the IAMP

**SUMMARY** of Votes:

Chair Meyer: \_\_\_\_\_  
Commissioner McGuire: \_\_\_\_\_  
Commissioner Kohls: \_\_\_\_\_  
Commissioner Montclair: \_\_\_\_\_  
Commissioner Peck: \_\_\_\_\_  
Commissioner Phelps: \_\_\_\_\_  
Commissioner Dvorak: \_\_\_\_\_

**EXHIBIT "A" to Resolution No. LP09-0008**

Amend Chapter 4, the Planning and Land Development Ordinance by adding a new section as follows:

**Section 4.133.00. Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone**

**Section 4. 133.01. Purpose**

The purpose of the IAMP Overlay Zone is the long-range preservation of operational efficiency and safety of the Wilsonville Road Interchange, which provides access from and to Interstate 5 for residents and businesses in south Wilsonville. The Wilsonville Road Interchange is a vital transportation link for regional travel and freight movement and provides connectivity between the east and west side of the community. Preserving capacity and ensuring safety of this interchange and the transportation system in its vicinity is essential to existing businesses and residents in the southern parts of the city and to the continued economic and community growth and development in the vicinity of Wilsonville Road and the interchange.

**Section 4. 133.02. Where These Regulations Apply**

The provisions of this Section shall apply to land use applications subject to Section 4.004, Development Permit Required, for parcels wholly or partially within the IAMP Overlay Zone, as shown on Figure XX. Any conflict between the standards of the IAMP Overlay Zone and those contained within other chapters of the Development Code shall be resolved in favor of the Overlay Zone.

**Section 4. 133.03. Permitted Land Uses**

Uses allowed in the underlying zoning districts are allowed subject to other applicable provisions in the Code and this Section.

**Section 4. 133.04. Access Management**

In addition to the standards and requirements of Section 4.237 for land divisions and Street Improvement Standards in Section 4.177, parcels wholly or partially within the IAMP Overlay Zone are governed by the Access Management Plan in the Wilsonville Road Interchange Area Management Plan. The following applies to land use and development applications subject to Section 4. 133.

- (.01) Applicability. The provisions of Section 4. 133.04 apply to:
- A. Development or redevelopment proposals for parcels two (2) acres or less that are subject to the requirements of Section 4.004 Development Permit.

- B. **Planned Development applications, pursuant to Section 4.140, as part of Preliminary Approval (Stage One).**
- C. **Final Approval (Stage Two) Planned Development applications, pursuant to Section 4.140, to the extent that subsequent phases of development differ from the approved preliminary development plan, or where one or more of the following elements are not identified for subsequent phases:**
  - 1. **Land uses.**
  - 2. **Building location.**
  - 3. **Building size.**
  - 4. **Internal circulation.**

**(.02) Access Approval.**

- A. **Access to public streets within the IAMP Overlay Zone shall be reviewed for consistency with the IAMP Access Management Plan.**
- B. **Approval of access to City streets within the IAMP Overlay Zone shall be granted only after joint review by the City and the Oregon Department of Transportation (ODOT). Coordination of this review will occur pursuant to Section 4. 133.05(.02).**
- C. **Access approval is a Class II decision, pursuant to Section 4.030, and is based on the standards contained in this Section, the provisions in Section 4.177 and Section 4.237 of this Code, and the Access Management Plan in the Wilsonville Road Interchange Area Management Plan.**
  - 1. **Where the recommendations of the Access Management Plan conflict with other access and spacing requirements in Section 4.177 of this Code, the IAMP Access Management Plan shall govern.**
  - 2. **Where development proposals are inconsistent with the Access Management Plan, modifications to the Access Management Plan are required pursuant to (.03) in this Section.**

**(.02) Cross access easements.**

- A. **Prior to approving access for tax lots that are identified in the Access Management Plan (see Table 3 and Figure 5 in the Wilsonville Road Interchange Area Management Plan), the City shall require that:**
  - 1. **The applicant demonstrate how cross access can be accomplished for sites contiguous to the subject**

- property or properties, consistent with the circulation and planned local street network shown in the Interchange Area Management Plan;
2. If access across an adjacent parcel or parcels is necessary for the development of the subject site, a signed cross access agreement is submitted with the application; and,
  3. For applications reviewed as part of a subdivision approval process, necessary cross access easements are shown and recorded on the final plat. Access widths shall consistent with City Public Works standards unless based on a Transportation Impact Analysis, developed pursuant to Section 4. 133.05(.01) and approved by the City Engineer.

(.03) Access Management Plan Modifications.

- A. Recommended actions in the Access Management Plan are based on property configurations and ownership existing at the time of the Wilsonville Road Interchange Area Management Plan's adoption. Lot consolidation and other land use actions may necessitate an amendment to the Access Management Plan.
- Modifications to the Access Management Plan:**
1. May occur through agreement by the City of Wilsonville and ODOT and require an amendment to the Wilsonville Road Interchange Area Management Plan; and
  2. Will only be allowed if the proposed modifications meet, or move in the direction of meeting, the adopted access management spacing requirements in the Wilsonville Road Interchange Area Management Plan.

**Section 4. 133.05. Administration**

Section 4. 133.05 delineates the responsibilities of the City, in coordination with ODOT, to monitor and evaluate vehicle trip generation impacts on the Wilsonville Road Interchange from development approved under this Section.

(.01) Traffic Impact Analysis.

- A. Purpose. The purpose of this section of the code is to implement Section 660-012-0045 (2) (e) of the State Transportation Planning Rule that requires the City to adopt a process to apply conditions to development proposals in order to minimize adverse impacts to and protect transportation facilities. This section establishes the standards for when a proposal in the IAMP Overlay

Zone must be reviewed for potential traffic impacts; when a Traffic Impact Analysis must be submitted with a development application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a Traffic Impact Study; and who is qualified to prepare the Study.

B. **Typical Average Daily Trips.** The latest edition of the Trip Generation Manual, published by the Institute of Transportation Engineers (ITE) shall be used as standards by which to gauge average daily vehicle trips, unless a specific trip generation study is approved by the City Engineer. A trip generation study could be used to determine trip generation for a specific land use which is not well represented in the ITE Trip Generation Manual and for which a similar facility is available to count.

C. **When Required.** A Traffic Impact Analysis shall be required to be submitted to the City with a land use application, when the following conditions apply:

1. The development application involves one or more of the following actions:

a. A change in zoning or a plan amendment designation; or

b. The development requires a Development Permit pursuant to Section 4.004; or

c. The development may cause one or more of the following effects to access or circulation, which can be determined by site observation, traffic impact analysis or study, field measurements, and information and studies provided by the local reviewing jurisdiction and/or ODOT:

i. The location of the access driveway does not meet minimum intersection sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or such vehicles queue or hesitate, creating a safety hazard; or

ii. The location of the access driveway does not meet the access spacing standard of the roadway on which the driveway is located; or

iii. The location of the access driveway is inconsistent with the Wilsonville Road Interchange Area Management Plan Access Management Plan.

iv. A change in internal traffic patterns that may cause safety problems, such as back up onto the highway or traffic crashes in the approach area.



**D. Traffic Impact Analysis Requirements.**

1. **Preparation.** A Traffic Impact Analysis shall be prepared by a professional engineer under retainer to the city. The traffic analysis will be paid for by the applicant.
2. **Transportation Planning Rule Compliance.** The traffic impact analysis shall be sufficient in detail to determine compliance with Oregon Administrative Rule (OAR) 660-012-0060. (See Section 4. 133.06.)
3. **Traffic Impact Analysis Scoping.** The applicant will coordinate with the Wilsonville City Engineer prior to submitting an application that requires a Traffic Impact Analysis. The City has the discretion to determine the required elements of the TIA and the level of analysis expected. Coordination with ODOT is advisable and is at the City's discretion.

**E. Approval Criteria.**

1. **Criteria.** When a Traffic Impact Analysis is required, approval of the development proposal requires satisfaction of the following criteria:
  - a. The Traffic Impact Analysis was prepared by a professional engineer selected by the City; and
  - b. If the proposed development meets the criteria in Section C, above, or other traffic hazard or negative impact to a transportation facility, the Traffic Impact Analysis shall include mitigation measures that meet the City's performance standards (i.e. Level-of-Service and/or Volume/Capacity ratio) and are satisfactory to the City Engineer and ODOT; and
  - c. The proposed site design and traffic and circulation design and facilities, for all transportation modes, including any mitigation measures, are designed to:
    - i. Have the least negative impact on all applicable transportation facilities; and
    - ii. Accommodate and encourage non-motor vehicular modes of transportation to the extent practicable; and
    - iii. Make the most efficient use of land and public facilities as practicable; and
    - iv. Provide the most direct, safe and convenient routes practicable between on-site destinations, and between on-site and off-site destinations; and
    - v. Otherwise comply with applicable requirements of the City of Wilsonville's Development Code.

F. **Conditions of Approval.** The City may deny, approve, or approve a development proposal with appropriate conditions.

1. Where the existing transportation system will be impacted by the proposed development, dedication of land for streets, transit facilities, sidewalks, bikeways, paths, or accessways may be required to ensure that the transportation system is adequate to handle the additional burden caused by the proposed use.
2. Where the existing transportation system is shown to be burdened by the proposed use, improvements such as paving, curbing, installation or contribution to traffic signals, construction of sidewalks, bikeways, accessways, paths, or streets that serve the proposed use may be required.
3. Where planned local street connectivity is required to improve local circulation for the betterment of interchange function, local street system improvements will be required.

**(.02) Land Use Review Coordination.**

- A. The City shall not deem the land use application complete unless it includes a Traffic Impact Analysis prepared in accordance with the requirements of this Section.
- B. The City shall provide written notification to ODOT when the application within ten (10) calendar days of receiving a complete Class II Permit application.
- C. ODOT shall have at least 20 calendar days, measured from the date completion notice was mailed, to provide written comments to the City. If ODOT does not provide written comments during this 20-day period, the City staff report will be issued without consideration of ODOT comments.

**Section 4.133.06. Comprehensive Plan and Zoning Map Amendments**

This Section applies to all Comprehensive Plan Map and Zoning Map amendments to parcels wholly or partially within the IAMP Overlay Zone.

**(.01) IAMP Amendment.**

If the proposed land use is inconsistent with the current Comprehensive Plan Map or Zoning Map land use designation the applicant will be required to undertake a legislative process to amend and update the Wilsonville Road Interchange Area Management Plan in order to demonstrate that the proposed amendment will be consistent with the planned improvements in the Overlay Zone.

**(.02) Transportation Planning Rule Requirements.**

**A. Review of Applications for Effect on Transportation Facilities.** A proposed comprehensive plan amendment, zone change or land use regulation change pertaining development within the IAMP Overlay Zone, whether initiated by the City or by a private interest, shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060 (the Transportation Planning Rule – “TPR”). “Significant” means the proposal would:

1. Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
2. Change standards implementing a functional classification system; or
3. As measured at the end of the planning period identified in the adopted transportation system plan:
  - a. Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
  - b. Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP; or
  - c. Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

**B. Amendments That Affect Transportation Facilities.** Amendments to the comprehensive plan and land use regulations that significantly affect a transportation facility shall ensure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the TSP. This shall be accomplished by one or a combination of the following:

1. Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
2. 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 Section -0060 of the TPR.

3. Altering land use designations, densities, or design requirements to reduce demand for vehicle travel and meet travel needs through other modes of transportation.
  4. Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.
- C. Traffic Impact Analysis. A Traffic Impact Analysis shall be submitted with a plan amendment or zone change application. (See Section 4. 133.05 Traffic Impact Analysis).

**PLANNING COMMISSION  
RESOLUTION NO. LP09-0012**

**A WILSONVILLE PLANNING COMMISSION RESOLUTION RECOMMENDING THAT THE CITY COUNCIL AMEND THE CITY'S OFFICIAL ZONING MAP TO INCLUDE THE BOUNDARIES OF THE I-5/WILSONVILLE ROAD INTERCHANGE AREA MANAGEMENT PLAN (IAMP) OVERLAY ZONING DISTRICT**

**WHEREAS**, the City has adopted an Official Zoning Map, and

**WHEREAS**, the City and ODOT have agreed on improvements to and financing for the I-5/Wilsonville Road Interchange Area, and

**WHEREAS**, the State Transportation Planning Rule requires that the investment made in improvements to interstate interchanges be protected by joint adoption of interchange area management plans, and

**WHEREAS**, the draft I-5/Wilsonville Road IAMP, and associated Comprehensive Plan and Development Code amendments, including the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone, were presented to the public at an open house held on July 14, 2009, and

**WHEREAS**, the Planning Commission held a worksessions on the draft Plan and associated Plan and code amendments on August 12, 2009, and

**WHEREAS**, the Planning Commission, after providing the required notice, held a Public Hearing on September 9, 2009, to review the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone and to gather additional testimony and evidence regarding the Plan and proposed amendments; and

**WHEREAS**, the Commission has 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; and

**NOW, THEREFORE, BE IT RESOLVED** that the Wilsonville Planning Commission does hereby adopt all Planning Staff Reports along with the findings and recommendations contained therein and, further, recommends that the Wilsonville City Council amend the City's Official zoning Map as shown in Exhibit "A", attached, as reviewed by the Planning Commission; and

**BE IT RESOLVED** that this Resolution shall be effective upon adoption.

**ADOPTED** by the Planning Commission of the City of Wilsonville at a regular meeting thereof this 9<sup>th</sup> day of September 2009, and filed with the Planning Administrative Assistant on September 10, 2009.

\_\_\_\_\_  
Robert Meyer, Chair  
Wilsonville Planning Commission

Attest:

\_\_\_\_\_  
Linda Straessle, Administrative Assistant II

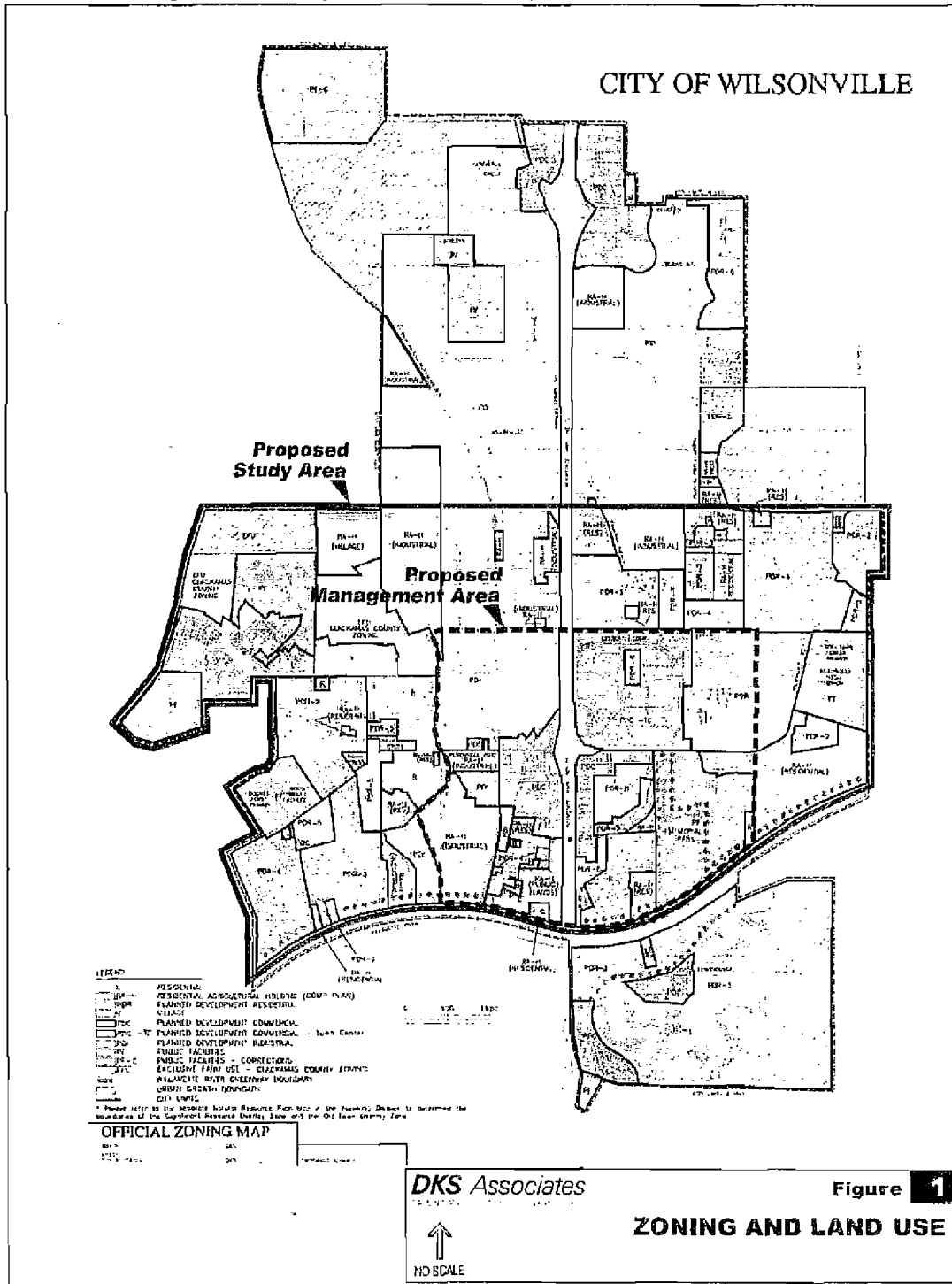
Exhibit A: Proposed Official Zoning Map including IAMP Overlay zone

**SUMMARY** of Votes:

- Chair Meyer: \_\_\_\_\_
- Commissioner McGuire: \_\_\_\_\_
- Commissioner Kohls: \_\_\_\_\_
- Commissioner Montclair: \_\_\_\_\_
- Commissioner Peck: \_\_\_\_\_
- Commissioner Phelps: \_\_\_\_\_
- Commissioner Dvorak: \_\_\_\_\_

**EXHIBIT "A" to Resolution LP09-0012**

Amend the Official Zoning Map by the addition of the boundaries of the I-5/Wilsonville Road Interchange Area Management Plan Overlay Zone as shown below:



**WILSONVILLE PLANNING DIVISION**  
**LEGISLATIVE STAFF REPORT**

---

**HEARING DATE:** September 9, 2009

**DATE OF REPORT** September 2, 2009

**APPLICATION NO:** **LP09-0006** – TSP Amendment Relating to the I-5 / Wilsonville Road Interchange Area Management Plan (IAMP)  
**LP09-000** 7 – Comprehensive Plan Amendment Relating to the IAMP  
**LP09-000** 8 – Development Code Amendment Relating to the IAMP  
**LP09-0012** - Amendment to Official Zoning Map to add the IAMP Overlay District boundaries

**REQUEST:** Amendment to the City’s Comprehensive Plan deleting the Section titled Roads and Transportation Plan (pp C-7 – C-14) and adopting a new section titled Transportation.

Amendment to the Wilsonville Transportation Systems Plan (TSP) to adopt the Wilsonville Road Interchange Area Management Plan (“IAMP”) as Appendix C of the TSP, to renumber TSP Section 4.4.7 – Transportation Areas of Special concern to Section 4.4.8, and to include the Executive Summary and the Goals and Objectives Section from the IAMP as TSP Section 4.4.7.

Amendment to the Official Zone Map of the City of Wilsonville to include the boundaries of the Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone.

Amendment to the Wilsonville Planning and Land Development Ordinance, adding a new Section 4.133, Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone

**APPLICANT:** City of Wilsonville

**STAFF REVIEWER:** Sandi Young, Planning Director

**APPLICABLE**

**REVIEW CRITERIA:** Statewide Land Use Goals: Goal 1 – Citizen Participation, Goal 2 – Land Use Planning, Goal 9 – Economic Development, and Goal 12 – Transportation Planning

Oregon Administrative Rules Sections 660-012-0015(3),  
660-012-0060(4)( c )(d)

Wilsonville Comprehensive Plan.  
Introduction, Plan Amendments  
Section A. Citizen Involvement



Section C. Public Facilities and Services

Planning and Land Development Ordinance (Wilsonville's Development Code):  
Sections 4.008 through 4.024 – Application Procedures, In General  
Section 4.197 – Zoning Changes and Amendments to this Code - Procedures  
Section 4.198 – Comprehensive Plan Changes - Adoption by the City Council.

**LOCATION:** The proposed amendment would be applicable to parcels in the vicinity of the Wilsonville Road Interchange, as defined by the Interchange Area Management Plan Overlay Zone (see Figure XX).

---

**SUMMARY:**

The Wilsonville / I-5 Interchange Area Management Plan (IAMP) has been prepared to implement plans and strategies for the planned reconstruction of an existing interchange on Interstate 5 at Wilsonville Road (Exit 283). The existing interchange was originally built in the 1960's and most recently improved in 1994.

In 1994, the City of Wilsonville and ODOT entered into an agreement to build Phase 1 of a planned multiphase Wilsonville Road interchange improvement project. All improvements have been completed that were part of the first construction phase. In 2003, the City of Wilsonville adopted an eight-lane cross-section on Wilsonville Road at the freeway interchange plan as part of its Transportation Systems Plan.

Recent traffic studies have shown that the Wilsonville Road interchange is approaching capacity. With the City of Wilsonville concurrency ordinance being enforced, the City has only allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS D or better. In addition, recurring safety issues at the northbound exit ramp at Exit 283 has been observed during morning peak hours due to substandard exit ramp length and a lack of capacity and storage.

To address these deficiencies, the City of Wilsonville and ODOT signed a Cooperative Improvement Agreement (CIA #23581) to construct Phase 2 improvements to the Interstate 5 Interchange. An engineering design project for the "enhanced six-lane alternative" was iteratively developed to meet intersection performance standards through 2020 and is underway to reconstruct the interchange. The project will add traffic lanes on Wilsonville Road near the interchange, and it will extend and widen the freeway ramps. One public access will be closed (Parkway Avenue) as part of this project due to its proximity to the interchange. The Cooperative Improvement Agreement further states that the Oregon Department of Transportation Region 1 and the City of Wilsonville are required to prepare an IAMP for the proposed Exit 283 – South Wilsonville Interchange project.

An IAMP is required for any new or significantly reconstructed interchange by OAR 734-051-0155(6).<sup>1</sup> The purpose of an IAMP is to protect the function of the interchange. New interchanges and improvements to existing interchanges are very costly. The City of Wilsonville and the State have a mutual interest in ensuring that the Wilsonville Road interchange functions safely and efficiently. To ensure that the facility and the surrounding transportation system meet the needs of future users, the City will adopt the IAMP as part of the Transportation Systems Plan. The Wilsonville Road IAMP includes

---

<sup>1</sup> The IAMP requirements were not in effect in 1994, when Phase 1 improvements were constructed.

the supporting analysis for the preferred alternative to meet expected 2030 transportation and operating conditions. The preferred alternative plans for the ultimate reconstruction of the existing interchange design to include 8 lanes on the over-crossing and other improvements aimed at improving capacity and safety through measures such as traffic controls, turn lanes, enhanced street connectivity, and system management techniques.

**STAFF RECOMMENDATION:**

Approve the request to:

1. Amend the City’s Comprehensive Plan deleting the Section titled Roads and Transportation Plan (pp C-7 – C-14) and adopting a new section titled Transportation.
2. Amendment to the Wilsonville Transportation Systems Plan (TSP) to adopt the Wilsonville Road Interchange Area Management Plan (“IAMP”) as Appendix C of the TSP, to renumber TSP Section 4.4.7 – Transportation Areas of Special Concern to Section 4.4.8, and to include the Executive Summary and the Goals and Objectives Section from the IAMP as TSP Section 4.4.7.
3. Amend the Official Zone Map of the City of Wilsonville to include the boundaries of the Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone.
4. Amend the Wilsonville Planning and Land Development Ordinance, adding a new Section 4.133, Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone

*The Planning Commission action is in the form of a recommendation to the City Council.*

**1. PROPOSED COMPREHENSIVE PLAN AMENDMENTS:**

Note: This section is intended to replace in its entirety beginning with Roads and Transportation Plan, page C-7 through page C-14, ending at Storm Drainage Plan in the Wilsonville Comprehensive Plan. See proposed struck-through language to be deleted.. Proposed new language in bold

~~*Note: This section will be redrafted with completion of the Transportation Systems Plan. Wilsonville is bisected by the I-5 freeway, just south of its intersection with I-205. The freeway provides excellent north-south transportation linkages to Portland and the southern Willamette Valley. In fact, I-5 remains one of the most important transportation links between Canada and Mexico. The combination of large amounts of developable land, with both rail and freeway transportation access, present Wilsonville with continued growth potential for residential, commercial, and industrial development.*~~

~~While the freeway is a major growth impetus, it also creates certain limitations on the growth and development of the City. The freeway is a barrier between the east and west sides of the community and makes it both difficult and expensive to add streets connecting the east and west sides of town. Also,~~

heavy traffic at freeway interchanges during rush-hour times can result in traffic backups into other nearby intersections.

In the late 1990s, substantial public investments were made to up-grade both the Wilsonville Road and Elligsen Road interchanges (exits 283 and 286, respectively). In spite of those improvements, capacity limitations can be seen in both of those interchanges, as the existing freeway on-off ramps at Wilsonville Road are inadequate to handle projected traffic volumes. The City recognizes these problems and notes that if travel patterns continue as they are today and appropriate street improvements, including an additional freeway interchange, are not made, substantial growth limitations will result. It also, however, recognizes the potentials for proper planning and land development to generate certain transportation efficiencies. Therefore, the following policies have been established to promote sound economic growth while providing for an efficient and economical transportation system.

The Plan identifies three areas of responsibility in transportation planning:

1. What the City expects to do in providing for efficient transportation.
2. What the City will expect developers and businesses to do in support of efficient transportation.
3. What the City will expect from Federal, State and regional agencies in support of the City's planning efforts.

The State's Transportation Planning Rule calls for reductions in vehicle miles traveled (VMTs) per capita and restrictions on the construction of new parking spaces in order to encourage planning that responds to the transportation and land use impacts of growth. Metro's 2040 Growth Concept Plan calls for more compact development as a means of encouraging more efficient use of land, promoting non-auto trips, and protecting air quality. In addition, the federally mandated air quality plan adopted by the State of Oregon relies on Metro fully achieving the 2040 Growth Concept transportation objectives. Notably, the air quality plan relies upon reducing vehicle trips per capita through limitations on the maximum parking ratios allowed for different land uses.

A compact urban form requires that each use of land is carefully considered and that more efficient forms are favored over less efficient ones. Parking, especially that provided in new developments, can result in less efficient land usage and lower floor-area ratios. Parking also has implications for transportation. In areas where transit is provided, or other non-auto modes (e.g., walking, biking) are convenient, less parking can be provided and still allow accessibility and mobility for all modes, including autos. Reductions in auto trips when substituted by non-auto modes can alleviate congestion and improve air quality.

The City is required by State and regional plans to address these needs through adopting, implementing, and regular updating of a Transportation Systems Plan. The City is also required to adopt minimum and maximum parking ratios in accordance with Title 2 of the Metro Urban Growth Management Functional Plan, or may use categories or measurement standards other than those in the Regional Parking Ratios Table (of that Functional Plan), as long as findings are provided that show such regulations will be substantially the same as the application of the Regional Parking Ratios. As part of the regional effort, the City is required to monitor and provide the following data to Metro on an annual basis:

- a. the number and location of newly developed parking spaces, and
- b. demonstration of compliance with the minimum and maximum parking standards, including the application of any variances to the regional standards in this Title.

Coordination with Metro through the collection of other building data will also continue.

~~Implementation Measure 3.1.6.a The Transportation Master Plan shall be used to establish the design standards for each arterial and major collector street. The conceptual location of proposed new major streets will also be identified. However, actual alignments may vary from the conceptual alignments based on detailed engineering specifications, design considerations, and consideration of the impacts of the road alignments on neighborhoods and natural resources, provided that the intended function of the street is not altered. While local residential streets are considered a part of the Transportation Master Plan, they are not typically shown in detail in the Plan. The alignment of local streets shall be evaluated on a project-by-project basis, but must function in coordination with the overall purposes of the Transportation Master Plan. Other streets not shown on the Plan may also be considered, if determined necessary for safe and convenient traffic circulation or increased connectivity.~~

~~Implementation Measure 3.1.6.b. The Transportation Master Plan shall be used to establish the Functional Street Classification System and the physical design characteristics (right of way and pavement width, curbs, sidewalks, etc.) of the various street classifications.~~

~~Implementation Measure 3.1.6.c. All streets shall be designed and developed in accordance with the Master Plan and street standards, except that the Development Review Board or City Council may approve specific 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. At a minimum, all streets must be developed with sufficient pavement width to provide two lanes of traffic, unless designated for one-way traffic flow. However, adequate emergency vehicle access and circulation must be provided.~~

~~Implementation Measure 3.1.6.d. Where the City Council officially designates truck routes, these streets shall be developed to arterial street construction standards and be posted as truck routes.~~

~~Implementation Measure 3.1.6.e. All arterial and collector streets shall be dedicated public streets. To insure adequate protection of potential future right-of-way needs, minimum setbacks shall be retained adjacent to arterial streets. In addition, to maintain efficient traffic flows, intersections with arterial streets shall be minimized, and property owners shall be encouraged and, where feasible, may be required to consolidate driveways.~~

~~Implementation Measure 3.1.6.f. Through the Planned Development process, local streets may be approved as private streets, provided that adequate emergency access is available and that appropriate deed restrictions, homeowners' association requirements, etc. are established to insure proper maintenance.~~

~~Implementation Measure 3.1.6.g. Minimum street service levels shall continue to be established. Dedication of adequate right-of-way, as established by the Street System Master Plan, or as otherwise approved by the Development Review Board or City Council shall be required prior to actual site development.~~

~~Implementation Measure 3.1.6.h The City shall periodically review and update its street lighting standards in the interest of public safety. Energy conservation shall also be considered in setting these standards.~~

~~Implementation Measure 3.1.6.i The City is responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.~~

~~Implementation Measure 3.1.6.j The City shall encourage the State (ODOT) and the Counties to acknowledge or adopt the City's street standards to insure consistent application of street improvement requirements regardless of the jurisdictional control of the road in question.~~

~~Implementation Measure 3.1.6.k Individual developments shall be responsible for providing all collector and local streets. However, there may be cases where collector streets are found to benefit the entire community to a degree that warrants public participation in funding those collector streets. Developers and property owners of developing property shall also collectively assume the responsibility for providing "extra capacity" to the existing street system. To insure development of an adequate street system, the City shall collect a Systems Development Charge as development occurs. Funds collected shall be allocated through the Capital Improvements Plan as needed to provide extra-capacity service.~~

~~Implementation Measure 3.1.6.l Maintenance of the developed City Street System is a public obligation. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.~~

~~Implementation Measure 3.1.6.m The City shall continue to work with the State, Metro, Clackamas and Washington Counties and adjacent jurisdictions 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 3.1.6.n The City shall actively encourage the State to provide improvements to regional transportation facilities which, due to inadequate carrying capacities, frustrate implementation of the City's Transportation Plan.~~

~~Implementation Measure 3.1.6.o The City shall take the following steps to reduce VMTs and overall reliance on single occupancy vehicles:~~

- ~~1. Review all land use/development proposals with regard to transportation impacts. All development proposals shall be required to pay for a transportation impact analysis, unless specifically waived by the City's Community Development Director because the information is not needed.~~
- ~~2. Seek to minimize traffic congestion at the freeway interchanges as well as on local arterial and collector streets.~~
- ~~3. Seek to reduce the number and length of home-to-work trips.~~
- ~~4. Seek a balanced mix of activities which encourage consolidation of automobile-oriented trips and encourage design and location of complementary activities that support public transit, ride-share programs, and use of other alternative modes of transportation.~~
- ~~5. Require large developments and high employment and/or traffic generators to design for mass transit and to submit programs to the City indicating how they will reduce transportation impacts. All such proposals shall be subject to review by SMART and, if applicable, ODOT. Maximum parking limits shall be used in conformity with Metro standards.~~
- ~~6. Seek location of a permanent park and ride station as well as a commitment from Tri-Met to upgrade transit service to the greatest extent possible, in coordination with SMART. Note the potential need for a commuter rail station in conjunction with the park and ride lot.~~

- ~~7. Accommodate the expected growth in population and employment and the resulting transportation needs, the City by expanding local bus service in the residential and employment areas, continue to improve arterial and collector street networks, a bikeway system, ride-sharing programs including carpools and van pools and encourage staggered or flex-time, work-hour programs.~~
- ~~8. Take steps to improve connectivity between existing neighborhoods and between residential areas and traffic generator locations. Also, work to provide more and better options for travel from one side of the freeway, the railroad, and major drainage courses to the other. It is recognized that alignment decisions for streets may cause concerns for adjacent property owners or residents, whose suggestions may help to improve plans or designs. The testimony of neighboring property owners shall not be the sole justification to postpone the construction of planned streets.~~
- ~~9. Increase densities and intensities of development in or near the Town-Center area and in other locations where transportation systems can meet those needs.~~
- ~~10. Improve the balance between housing, employment, and commercial activities within the City in order to reduce commuting.~~

~~Implementation Measure 3.1.6.p The City recognizes the value of the railroad to industrial growth in Wilsonville, and will encourage the railroad and the State of Oregon to maintain quality service and provide needed improvements, rail crossings and signalization, etc. System expansion to accommodate commuter rail service shall be strongly encouraged.~~

~~Implementation Measure 3.1.6.q In addition to Willamette River Greenway policies, the City recognizes the use of the Willamette River for both commercial and private recreational travel. The City also recognizes the potential conflict between these uses as well as the safety problems created by heavy usage of the river, particularly during the summer months.~~

~~Implementation Measure 3.1.6.r The City shall work with the appropriate authorities to establish regulations for activities conducted on the Willamette River to insure protection of the public health, safety, and general welfare.~~

~~Implementation Measure 3.1.6.s Pedestrian, bicycle, and equestrian travel is often considered a recreational activity. However, people commonly bike and walk throughout the City, and with increasing gasoline prices and traffic congestion, these forms of travel are likely to increase in popularity. For this reason, provisions for pedestrian and bicycle travel will be considered as a basic transportation element as well as a recreational element.~~

~~Implementation Measure 3.1.6.t The Bicycle and Pedestrian Master Plan identifies the general alignment of primary routes for pedestrian and bicycle travel. It has been designed to provide connections between residential neighborhoods and major commercial, industrial and recreational activity centers throughout the City. The system has been coordinated with pathways planned in adjacent jurisdictions to allow for regional travel.~~

~~Implementation Measure 3.1.6.u Safety, convenience, and security for both path users and adjacent property owners shall be a primary consideration in determining the actual location and routing of pathways. It is recognized that alignment decisions for pathways and trails may cause concerns for adjacent property owners or residents, whose suggestions may help to improve plans or designs. The testimony of neighboring property owners shall not be the sole justification to postpone the construction of planned pathways.~~

~~Implementation Measure 3.1.6.v The City shall continue to use pathway construction standards in the Public Works Standards.~~

~~Implementation Measure 3.1.6.w All primary pathways shall be constructed in accordance with the Master Plan, with specific alignments to be approved by the Planning Commission, Development Review Board, or City Council. All major street construction or improvements shall be coordinated with the Pathway Master Plan.~~

~~Implementation Measure 3.1.6.x The City shall schedule and coordinate all pathway improvements. A priority will be given to completing specific links of the system, thereby avoiding dead-end pathways. When land is developed which includes a designated pathway, appropriate dedication of right of way or easements shall be required. In cases where the proposed development will substantially increase the need for the path, construction may also be required prior to occupancy.~~

~~Implementation Measure 3.1.6.y The City shall encourage development of secondary pathways that are internal to individual developments. Secondary paths shall be designed and provided by private development as new construction occurs and shall be coordinated with the primary pathway system.~~

~~Implementation Measure 3.1.6.z City street standards require concrete sidewalks on both sides of all streets. This standard can be waived only in cases where alternative provisions are found to adequately address pedestrian needs.~~

~~Implementation Measure 3.1.6.aa All bikeways are to be developed in conformity with the City's adopted Bicycle and Pedestrian Master Plan.~~

~~Implementation Measure 3.1.6.bb Complete the major street system improvements shown in the Transportation Master Plan. The City may not be able to finance all of these improvements and some may be financed by other entities.~~

~~Implementation Measure 3.1.6.cc If adequate regional transportation services, including I-5 interchange modification or additions, and high capacity public transportation, cannot be provided, then the City shall reevaluate and reduce the level of development and/or timing of development anticipated by other elements of this Plan. Such reductions shall be consistent with the capacity of the transportation system at the time of re-evaluation.~~

#### Street Improvements

*Note: This section will be redrafted with completion of the Transportation Systems Plan.*

~~The general concept of the Transportation Master Plan is to provide an arterial system which surrounds the City and passes through it in the east-west direction and north-south direction on each side of I-5. Improved access to I-5 is also proposed in this Plan.~~

~~Collector streets would provide for internal circulation within the arterial streets.~~

~~A detailed description of the recommended street improvements to the existing network is included in the Transportation Master Plan. These improvements are listed for I-5, the arterials and the collector streets.~~

*Note: This section will be redrafted with completion of the Transportation Systems Plan.*

**TABLE I  
ROADWAY STANDARDS**

Section Classification	Pavement Width in feet	Right of way width in feet	Design Capacity Vehicles/day
A. Cul-de-sac street	28	50	200
B. Local resident	32	52	1,200
C. Resident collector	36	60	7,000
D. Collector, industrial & Arterial	40	60	10,000 to 18,000
E. Arterial	48	60	15,000 to 20,000
F. Arterial	62*	72	33,000
G. Arterial	70	94	34,000 to 37,000

\* Includes left turn lane

NOTE: Design capacities based on level of service "D", 5 percent commercial vehicles, 10 percent right turns, 10 percent left turns, peak hour factor 85-90 percent, peak hour directional distribution 55 to 60 percent, peak hour 9-12 percent of daily volume and average signal timing for collector and arterial streets.

## Proposed new language

### **Transportation**

**Under the State’s Transportation Planning Rule (TPR), planning for transportation must “encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation”.**

**In MPO areas, (i.e. Metro), “regional and local Transportation Systems Plans (TSP) shall be designed to achieve adopted standards for increasing transportation choices and reducing reliance on the automobile”. It is anticipated that metropolitan areas will accomplish reduced reliance by changing land use patterns and transportation systems so that walking, cycling and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today”.**

**Both the Transportation Planning Rule and the federally mandated State Air Quality Plan call for reductions in vehicle miles travelled (VMTs) per capita. The goal is to adopt plans and measures that are likely to achieve a five percent reduction in VMT per capita over the 20-year planning period. The Metro Regional Transportation Plan (2035 Federal component) states that, “Improvement in non-single occupancy vehicle (non-SOV) mode share will be used to demonstrate compliance with per capita travel reductions” [VMT reductions] “required by the TPR.”**

**Transportation plans must also “facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation”.**



Communities must “protect existing and planned transportation facilities, corridors and sites for their identified functions’ and also “provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans”.

Transportation plans must include a transportation financing program.

The Wilsonville Comprehensive Plan includes, as sub-elements of the Plan, the City’s Transportation Systems Plan (2003), the Bicycle and Pedestrian Master Plan (2006) and the Transit Master Plan (2008). There are no airports or marine transportation facilities within the city. The City has adopted 1 Year and 5-Year Capital Improvement Plans which provide for the construction of transportation facilities, improvements and services necessary to support the City’s Transportation Systems Plan, the Bicycle and Pedestrian Master Plan and the Transit Master Plan.

### The Transportation Network

Wilsonville is bisected by I-5, just south of its intersection with I-205. I-5 is classified as an Interstate Highway. It is part of the National Highway system and is a designated freight route between Portland and points south. The operational objective for Interstate Highways is to provide safe and efficient high-speed travel in urban and rural areas.

Two I-5 interchanges are located within Wilsonville, Interchange 283, I-5 @ Wilsonville Road, and 286, I-5 @ Elligsen Road. Both interchanges provide a vital function in supporting local and regional economic development goals and plans. Local traffic, including commercial and industrial vehicles, must have safe and efficient access to and from the freeway.

In the late 1990s, substantial public improvements were made to up-grade both interchanges. Now, ten years later, both interchanges again have capacity limitations. A major modernization project is planned to begin construction at I-5/Wilsonville Road in 2010, following the City’s completion of improvements on Boones Ferry Road which connects to Wilsonville Road within the interchange management area. The I-5/Wilsonville Road project includes elevated bike/pedestrian pathways on both sides of the street, expansion of the travel way to 8 lanes under the I-5 Bridge, and wider and longer on and off ramps.

Capacity limitations also exist at the 95<sup>th</sup>/ Commerce Circle /Boones Ferry Road intersections. The planned improvements there will add an additional right turn lane southbound off I-5 to Boones Ferry Road and an additional left turn lane from Boones Ferry Road to 95<sup>th</sup>.

The City has a network of streets which serve the east side or the west side, with only three connection points east–west across I-5. These are Wilsonville Road, Boeckman Road and Elligsen Road. The recent extension of Boeckman Road to Grahams Ferry Road has provided an alternative east-west route resulting in a reduction of the trip levels on both Wilsonville and Elligsen Roads.

City street standards require provision of bike lanes and sidewalks on all new streets. Developments in areas without bike lanes and sidewalks are required to provide them as part of the development of their site. The city also maintains a sidewalk infill fund for construction of missing

sidewalk segments in older neighborhoods. The Bicycle and Pedestrian Master Plan provides greater detail about the existing system and its deficiencies and identifies planned improvements and financial resources.

The City operates a transit system, SMART, which provides local service, and connects with WES, Cherriots in Salem and Tri-Met in the Portland area. WES, the Westside Express Service Commuter Rail, operates during weekday commuter hours in the morning and evening, connecting Wilsonville with the Beaverton Transit Station and the MAX system. The Transit Master Plan provides greater detail about the existing system and its deficiencies and identifies planned improvements and financial resources.

**Goal 1: To encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation**

*Policy 1.1 To provide for safe and efficient vehicular, transit, pedestrian and bicycle access and circulation.*

**Implementation Measure 1.1.1 Plan and implement a well-connected network of streets and supporting improvements for all applicable travel modes.**

**Implementation Measure 1.1.2 Provide safe and efficient multi-modal travel between the connecting roadways (and the surface street network, if applicable).**

*Policy 1.2 To provide for a mix of planned transportation facilities and services that are sufficient to ensure economic, sustainable and environmentally sound mobility and accessibility for all residents and employees in the city.*

*Policy 1.3 If adequate regional transportation services, including I-5 interchange modification or additions, and high capacity public transportation, cannot be provided, then the City shall reevaluate and reduce the level of development and/or timing of development anticipated by other elements of this Plan. Such reductions shall be consistent with the capacity of the transportation system at the time of re-evaluation.*

**Goal 2: To achieve adopted standards for increasing transportation choices and reducing reliance on the automobile by changing land use patterns and transportation systems so that walking, cycling and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today.**

*Policy 2.1 The City shall adopt standards for reducing reliance on single occupant automobile use, particularly during peak periods.*

**Implementation Measure 2.1.1 Improve the balance between housing, employment, and commercial activities within the City in order to reduce commuting.**

**Implementation Measure 2.1.2 Increase densities and intensities of development in or near the Town Center area and in other locations where transportation systems can meet those needs.**

**Implementation Measure 2.1.3** Plan for increased access to alternative modes of transportation, such as bicycling, transit and walking.

**Implementation Measure 2.1.4** Continue use of the Planned Development process to encourage developments that make it more convenient for people to use transit, to walk, to bicycle, and to drive less to meet daily needs.

**Implementation Measure 2.1.5** Take steps to improve connectivity between existing neighborhoods and between residential areas and traffic generator locations. Work to provide more and better options for travel from one side of the freeway, the railroad, and major drainage courses to the other.

**Implementation Measure 2.1.6** Strongly encourage full day and Saturday service for WES.

**Implementation Measure 2.1.7** Continue to support the extension of WES to Salem.

**Implementation Measure 2.1.8** Continue to comply with Metro parking standards. Consider reducing parking requirements where it can be shown that transit and/or bicycle pedestrian access will reduce vehicular trips.

*Policy 2.2 The City shall work to improve accessibility for all citizens to all modes of transportation.*

**Implementation Measure 2.2.1** The City's Bicycle and Pedestrian Master Plan identifies the general alignment of primary routes for pedestrian and bicycle travel. It has been designed to provide connections between residential neighborhoods and major commercial, industrial and recreational activity centers throughout the City. The system has been coordinated with pathways planned in adjacent jurisdictions to allow for regional travel.

**Implementation Measure 2.2.2** City street standards require concrete sidewalks on both sides of all streets. This standard can be waived only in cases where alternative provisions are found to adequately address pedestrian needs.

**Implementation Measure 2.2.3** Transportation facilities shall be ADA-compliant.

**Implementation Measure 2.2.4** The City will prepare an implementation schedule and continue to provide funding for infilling gaps in the sidewalk system.

**Goal 3:** To facilitate the safe, efficient and economic flow of freight and other goods and services within the city and the region.

*Policy 3.1: The City will continue to upgrade and/or complete the street network on the west side of I-5, including the Coffee Creek area, to serve the warehousing, distribution, and other industrial uses located there.*

**Implementation Measure 3.1.1** Where the City Council officially designates truck routes, these streets shall be developed to arterial street construction standards and be posted as truck routes.

*Policy 3.2 The City will work with ODOT, Metro and neighboring communities to maintain the capacity of I-5 through a variety of techniques, including requirements for concurrency, 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.*

**Implementation Measure 3.2.1** 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 IMA shall be consistent with planned future transportation projects.

**Goal 4:** To protect existing and planned transportation facilities, corridors and sites for their identified functions, including protection of the function and operation of the I-5/Wilsonville Road Interchange and the I-5/Elligsen Road Interchange, together with the local street network within the Interchange Areas.

*Policy 4.1 The Transportation Systems Plan (TSP) shall establish policies and implementation measures to fulfill the City's transportation needs through the Year 2020, provides details to guide transportation investment for the future and determine how land use and transportation needs can be balanced to bring the most benefit to the city.*

**Implementation Measure 4.1.1** The Transportation Systems Plan shall be used to establish the design standards for each arterial and major collector street. The conceptual location of proposed new major streets will also be identified. However, actual alignments may vary from the conceptual alignments based on detailed engineering specifications, design considerations, and consideration of the impacts of the road alignments on neighborhoods and natural resources, provided that the intended function of the street is not altered.

**Implementation Measure 4.1.2** While local residential streets are considered a part of the Transportation Systems Plan, they are not typically shown in detail in the Plan. The alignment of local streets shall be evaluated on a project-by-project basis, but must function in coordination with the overall purposes of the Transportation Systems Plan. Other streets not shown on the Plan may also be considered, if determined necessary for safe and convenient traffic circulation or increased connectivity.

**Implementation Measure 4.1.3.** The Transportation Systems Plan shall be used to establish the Functional Street Classification System and the physical design characteristics (right-of way and pavement width, curbs, sidewalks, etc.) of the various street classifications.

**Implementation Measure 4.1.4** All streets shall be designed and developed in accordance with the Transportation Systems Plan and street standards, except that the Development Review Board or City Council may approve specific 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. At a minimum, all streets must be developed with sufficient pavement width to provide two lanes of traffic, unless designated for one-way traffic flow. However, adequate emergency vehicle access and circulation must be provided.

**Implementation Measure 4.1.5** All arterial and collector streets shall be dedicated public streets. To insure adequate protection of potential future right-of-way needs, minimum setbacks shall be

retained adjacent to arterial streets. In addition, to maintain efficient traffic flows, intersections with arterial streets shall be minimized, and property owners shall be encouraged and, where feasible, may be required to consolidate driveways.

*Policy 4.2 Review all land use/development proposals with regards to consistency with the TSP transportation impacts.*

**Implementation Measure 4.2.1** All development proposals shall be required to provide for a transportation impact analysis by payment to the City for completion of such study by the city's traffic consultant unless specifically waived by the City's Community Development Director because the scale of the proposed development will have very limited impacts.

**Implementation Measure 4.2.2.** Through the Planned Development process, local streets may be approved as private streets, provided that adequate emergency access is available and that appropriate deed restrictions, homeowners' association requirements, etc. are established to insure proper maintenance.

**Implementation Measure 4.2.3** Any proposed change to the Comprehensive Plan Map or existing zoning that would result in additional trips above that allowed under the city's concurrency policies may be denied unless mitigation measures are identified and constructed.

*Policy 4.3 Provide for an adequate system of local roads and streets for access and circulation within I-5 Interchange Management Areas that minimize local traffic through the interchanges and on the interchange cross roads.*

#### **I-5/Wilsonville Road IMA: (4.3a)**

**Implementation Measure 4.3a.1** The City will 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.

**Implementation Measure 4.3a.2** Bicycle and pedestrian connections within the IMA will be required for new development consistent with the City's Bicycle and Pedestrian Plan.

**Implementation Measure 4.3a.3** 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.

**Implementation Measure 4.3a.4** 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.

**Implementation Measure 4.3a.5** The City will approve development proposals in the I-5/Wilsonville Road Interchange Management Area (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.

**Implementation Measure 4.3a.6** 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.

**Implementation Measure 4.3a.7** 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.

**Implementation Measure 4.3a.8** The City will provide notice to ODOT for any land use actions proposed within the I-5/Wilsonville Road IAMP Overlay Zone.

#### **I-5/Elligsen Road Interchange (4.3b)**

**Implementation Measure 4.3b.1** 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.

**Implementation Measure 4.3b.2** 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.

**Implementation Measure 4.3b.3** Bicycle and pedestrian connections within the Interchange Area will be required for new development consistent with the City's Bicycle and Pedestrian Plan.

**Implementation Measure 4.3b.4** 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.

**Goal 5:** To provide 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 Master Plan.

*Policy 5.1 The City is responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.*

**Implementation Measure 5.1.1** Complete the major street system improvements shown in the Transportation Systems Plan. The City may not be able to finance all of these improvements. Some may be financed by other entities, or a combination of public and private funds.

**Implementation Measure 5.1.2** Maintenance of the developed City Street System is a public obligation. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.

*Policy 5.2 Individual developments shall be responsible for providing all collector and local streets. However, there may be cases where collector streets are found to benefit the entire community to a degree that warrants public participation in funding those collector streets. Developers and property owners of developing property shall also collectively assume the responsibility for providing "extra capacity" to the existing street system.*

**Goal 6:** To 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 Master Plan.

*Policy 6.1 The City is responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.*

*Policy 6.2 To insure development of an adequate street system, the City shall collect a Systems Development Charge as development occurs. Funds collected shall be allocated through the Capital Improvements Plan as needed to provide extra capacity service.*

**Goal 7:** To maintain coordination with neighboring cities, counties, Metro, ODOT local businesses, residents and transportation service providers regarding transportation planning and implementation.

*Policy 7.1 The City shall continue to work with the State, Metro, Clackamas and Washington Counties and adjacent jurisdictions 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 7.1.1** The City shall actively encourage the State to provide improvements to regional transportation facilities which, due to inadequate carrying capacities, frustrate implementation of the City's Transportation Plan.

**2. A: AMENDMENT TO THE WILSONVILLE TRANSPORTATION SYSTEMS PLAN (TSP) TO ADOPT THE WILSONVILLE ROAD INTERCHANGE AREA MANAGEMENT PLAN (“IAMP”) AS APPENDIX C OF THE TSP,**  
**B: TO RENUMBER TSP SECTION 4.4.7 – TRANSPORTATION AREAS OF SPECIAL CONCERN TO SECTION 4.4.8, AND**  
**C: TO INCLUDE THE EXECUTIVE SUMMARY AND THE GOALS AND OBJECTIVES SECTION FROM THE IAMP AS TSP SECTION 4.4.7.**

**A: AMENDMENT TO THE WILSONVILLE TRANSPORTATION SYSTEMS PLAN (TSP) TO ADOPT THE WILSONVILLE ROAD INTERCHANGE AREA MANAGEMENT PLAN (“IAMP”) AS APPENDIX C OF THE TSP,**

Amend the TSP Table of Contents by adding Appendix C as follows: (see bold)

2003 Transportation Systems Plan June 2, 2003

Table of Contents iii

5.6 POLICIES .....5 - 25  
 5.7 IMPLEMENTATION MEASURES .....5 – 26

Chapter 6 Transit System.....6 - 1  
 6.1 GOAL.....6 - 1  
 6.2 INTRODUCTION - THE SMART SYSTEM.....6 - 1  
 6.3 TRANSIT STRATEGIES.....6 - 2  
 6.3.1 Major Transit Streets .....6 - 3  
 6.3.2 Pedestrian And Bicycle Access To Bus Stops .....6 - 3  
 6.3.3 Intercity Park-And-Rides And Transit Centers.....6 - 3  
 6.3.4 Transportation Systems Management Measures.....6 - 4  
 6.3.5 Transit Capital Program .....6 - 10  
 6.3.6 Description Of Projects.....6 - 10  
 6.4 POLICIES .....6 - 14  
 6.5 IMPLEMENTATION MEASURES .....6 – 14

Chapter 7 Other Modes and Multi-Modal Coordination.....7 - 1  
 7.1 GOALS.....7 - 1  
 7.2 INTRODUCTION.....7 - 1  
 7.3 RECOMMENDED FACILITIES .....7 - 1  
 7.3.1 Rail .....7 - 1  
 7.3.2 Air.....7 - 2  
 7.3.3 Marine .....7 - 2  
 7.3.4 Multi-Modal Coordination .....7 - 4  
 7.4 POLICIES .....7 - 4  
 7.5 IMPLEMENTATION MEASURES .....7 - 5

Chapter 8 Transportation Demand Management.....8 - 1  
 8.1 GOAL.....8 - 1  
 8.2 OREGON TRANSPORTATION PLANNING RULE, EMPLOYEE COMMUTE OPTIONS, AND METRO GOALS .....8 - 1



8.3 TRANSPORTATION DEMAND MANAGEMENT STRATEGIES.....	8 - 2
8.4 POTENTIAL AUTO TRIP REDUCTIONS.....	8 - 3
8.5 POLICIES .....	8 - 6
8.6 IMPLEMENTATION MEASURES .....	8 - 6
Chapter 9 Funding .....	9 - 1
9.1 INTRODUCTION.....	9 - 1
9.2 EXISTING TRANSPORTATION FUNDING PROFILE.....	9 - 2
9.2.1 Transportation-Related Funds.....	9 - 3
9.2.2 Potential Transportation Revenue Sources.....	9 - 5
9.3 WILSONVILLE TRANSPORTATION PROJECTS FUNDING ARRAY.....	9 - 9
9.4 IMPLEMENTATION MEASURES .....	9 - 11
Appendix A Public Involvement .....	A - 1
Appendix B Oregon Transportation Planning Rule.....	B - 1
Appendix C Interchange Area Management Plan, Interstate 5/Wilsonville Road August 2009	C - 1
Glossary Of Terms.....	G - 1
References .....	R - 1
Acknowledgements .....	K - 1

**B: TO RENUMBER TSP SECTION 4.4.7 – TRANSPORTATION AREAS OF SPECIAL CONCERN TO SECTION 4.4.8,**

**2003 Transportation Systems Plan June 2, 2003**

Chapter 4 – Motor Vehicle Facilities, Page 4 – 69

**4.4.7 4.4.8 Transportation Areas Of Special Concern**

In the Transportation Systems Plan, several areas of special concern are identified. The general language and /or suggested mitigations in the text do not adequately address the concerns in these areas. For further information on these or other areas, see the Wilsonville Comprehensive Plan section entitled Areas of Special Concern.

**C: TO INCLUDE THE EXECUTIVE SUMMARY AND THE GOALS AND OBJECTIVES SECTION FROM THE IAMP AS TSP SECTION 4.4.7.**

Add new section:

**Section 4.4.7 Interchange Area Management Plan, I-5/Wilsonville Road to read as follows:**

**The Interchange Area Management Plan (IAMP) found in Appendix C of this document presents how the City of Wilsonville and ODOT will collaborate to improve the Wilsonville Road Exit (#283) from Interstate 5 to serve planned growth. The IAMP document describes the extent of operational**

and access management solutions that are required, and the steps needed to implement the various improvements.

In 1994, the City of Wilsonville and ODOT entered into an agreement to build Phase 1 of a planned multiphase Wilsonville Road interchange improvement project. All improvements have been completed that were part of the first construction phase. In 2003, the City of Wilsonville adopted an eight-lane cross-section on Wilsonville Road at the freeway interchange as part of its Transportation System Plan.

More recently, the City of Wilsonville and ODOT signed a Cooperative Improvement Agreement (CIA #23581) to construct Phase 2 improvements to the Interstate 5/Wilsonville Road (Exit 283) Interchange, in the City of Wilsonville. An engineering design project is underway to construct the Phase 2 improvements. The project will add traffic lanes on Wilsonville Road near the interchange, and it will extend and widen the freeway entrance/exit ramps. One public roadway access will be closed (Parkway Avenue) as part of this project due to its proximity to the interchange. The Cooperative Improvement Agreement further states that the Oregon Department of Transportation Region 1 and the City of Wilsonville are required to prepare an IAMP for the proposed I-5/Wilsonville Road Interchange project. The IAMP requirements were not in effect in 1994, when Phase 1 improvements were constructed, but were added in 2000.

The major objectives and outcomes of an IAMP include:

- The IAMP must be adopted by the City of Wilsonville and the Oregon Transportation Commission before construction of the interchange area improvements can begin.

The IAMP must identify opportunities to improve operations and safety and adopt strategies and development standards to capture those opportunities.

Short, medium and long-range actions must be developed to improve operations and safety in the interchange area.

- There must be assurance of the safe operation of the facility through the 20-year design period.
- The City's Comprehensive Plan land use assumptions must be considered in the IAMP, and
- The IAMP must be consistent with any locally adopted plan, especially the City's Comprehensive Plan and Transportation Systems Plan as well as ODOT's 1999 Oregon Highway Plan.

#### **Demonstrated Safety and Operational Needs**

Recent traffic studies have shown that the Wilsonville Road interchange is approaching capacity. With the City of Wilsonville concurrency ordinance being enforced, the City has only allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS "D" or better. Recurring safety issues at the northbound exit ramp at Exit 283 have been observed during morning peak hours, as vehicle queues have consistently backed up onto the mainline freeway during this period. This condition is caused by a substandard exit ramp length and a lack of capacity and storage at the I-5 / Wilsonville Road Northbound exit ramp terminal. This is a pre-existing safety issue that has been identified by

ODOT. Furthermore, lack of left turn capacity on Wilsonville Road during the peak periods also contributes to long queues and congestion.

## **IAMP Plan Development**

The IAMP was developed based on the City of Wilsonville's Comprehensive Plan land use assumptions. Much of the land within the IAMP Management Area (illustrated in Figure 1) is already fully developed. Of the undeveloped lands within the Management Area, the areas that have the most potential to significantly impact the interchange are the undeveloped industrial land south of Wilsonville Road opposite Kinsman Road and the Fred Meyer site, located in the southeast quadrant of the Boones Ferry Road/Wilsonville Road intersection. Both sites were fully accounted for in the trip generation assumed in developing the 2030 traffic volumes in the IAMP.

Interchange capacity is protected by several means. The primary tool that has been applied for years is the City's concurrency program. This requires essentially every proposed development in the city to demonstrate that it will not have adverse impacts to the city's transportation system without mitigation, with a special emphasis on freeway interchange mobility. No development is allowed in Wilsonville that will cause the interchange, or any intersection, to operate unacceptably according to both ODOT and City mobility standards. The other tools that are available to protect capacity are the access management and local circulations plans that were developed in the City's TSP and carried forward with this IAMP.

The I-5 / Wilsonville Road IAMP document consists of two major sections: the IAMP itself and the supporting technical appendices. The plan includes the IAMP purpose and objectives, physical improvements, access management and local circulation plans and the process used to implement, monitor and update the IAMP. The appendices include the technical analysis performed to develop the IAMP, a summary of the public involvement process, and implementation language to incorporate the plan into the City of Wilsonville's Comprehensive Plan, Transportation System Plan (TSP) and Development Code.

## **Plan Actions**

The IAMP calls for actions in three key areas: physical improvements, access management and implementation.

### **Physical Improvements**

This action includes construction of the physical improvements required for the interchange to operate under acceptable standards through the year 2030. These improvements include the planned reconstruction of the interchange, including its entrance and exit ramps, along with associated improvements along Wilsonville Road and Interstate 5 to provide for a functioning interchange into the future.

### **Access Management and Local Circulation**

Two plan elements were developed to help protect capacity in the interchange once the physical improvements are constructed. An access management plan identifies key short term (with reconstruction of the interchange) and long-term (upon development or redevelopment) actions for improving access control in the vicinity of the interchange. The local circulation plan provides for a

local street system that allows alternate circulation within the interchange area, removing some trips from congested Wilsonville Road and interchange intersections. These plans, working together, will help protect capacity in the interchange.

### **Implementation**

An implementation strategy is summarized in the appendix. Implementation measures are necessary to ensure that the plans developed as part of this IAMP are incorporated into the City's C Comprehensive Plan, Transportation System Plan (TSP) and Development Code.

### **Purpose and Intent**

An IAMP is required for any new or significantly reconstructed interchange by OAR 734-051-0155(6). More importantly, the purpose of an IAMP is to protect the function of the interchange and, consequently, the state's and local agency's investment in the facility. New interchanges and improvements to existing interchanges are very costly. State and local government and their citizens have an interest in ensuring that their interchanges function efficiently. Engineering design work is underway for the next phase of improvements to the I-5 / Wilsonville Road interchange and this IAMP is being conducted to ensure that the ultimate design will effectively reflect the needs of the interchange for at least the next 20 years.

### **Problem Statement**

In 1994, in the attempt to address capacity issues existing at that time, the City of Wilsonville and ODOT entered into an agreement to fund and build Phase 1 of a planned multi-phase Wilsonville Road interchange improvement project. All improvements associated with this \$7 million project have been completed that were part of the first construction phase.

Once again, recent traffic studies have shown that the Wilsonville Road interchange is approaching capacity. With the City of Wilsonville concurrency ordinance being enforced, the City has only allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS "D" or better. Recurring safety issues at the northbound exit ramp at Exit 283 has been observed during morning peak hours, as vehicle queues consistently back up onto the mainline freeway. This condition is caused by a substandard exit ramp length and a lack of capacity and storage at the I-5 / Wilsonville Road Northbound exit ramp terminal. This is a pre-existing safety issue that has been identified by ODOT. Furthermore, lack of left turn capacity on Wilsonville Road at both interchange ramps during the peak periods also contributes to long queues and congestion.

### **Interchange Function, Mode and General Location**

Generally, an interchange is defined as a system of interconnecting roadways in conjunction with one or more grade separations that provides for the movement of traffic between two or more roadways or highways on different levels. The functions of the interchange are established by the functions of the connecting roads. The I-5 / Wilsonville Road interchange is a component of Interstate 5, an Interstate Highway and freight route. As a component, the interchange's primary function is to provide connections to major cities, regions of the state, and other states. The Interstate Highways are major freight routes and their objective is to provide mobility. The interchange provides for this primary function by minimizing the conflicts between through traffic on the freeway and the movement of vehicles entering, exiting, or crossing the freeway. The interchange's secondary function is to provide connections for regional trips within the

metropolitan area in a manner that does not conflict with the primary purpose. Provided that the primary and secondary functions are not adversely affected, the interchange also serves the function to provide for safe travel between the land uses within Wilsonville on both the east and west sides of I-5.

The Oregon Highway Plan (OHP) classifies I-5 as an interstate highway. According to OHP, the primary function of an interstate freeway is to “provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area.”

**Wilsonville Road is owned and maintained by the City of Wilsonville. The Wilsonville Transportation**

**System Plan (TSP) classifies Wilsonville Road as a major arterial within the Management Area. Wilsonville Road provides both a connection to the interstate freeway system and access to local services in town. Much of the land surrounding the I-5 / Wilsonville Road interchange is already developed. The interchange provides access to Wilsonville’s Town Center area (Village at Main Street and Town Center Loop) as well as industrial and residential areas in the City. Access along Wilsonville Road is relatively limited, although not in compliance with OHP standards within a ¼ mile (1,320 feet) of the interchange. The majority of the intersections along Wilsonville Road (within ¼ mile) are private driveways, however, there are three public roadways (Boones Ferry Road, Parkway Avenue and Town Center Loop West) as well.**

**Future alternatives in this IAMP assume that undeveloped lands within the Study Area will be developed in a manner consistent with what is allowed under the City of Wilsonville Comprehensive Plan and existing zoning. The chapter in Appendix C on Future Travel Forecasts and Needs Analysis details the assumptions for this development.**

#### **Goals and Objectives**

**The goals and objectives of this IAMP reflect the intentions and interests of ODOT and the City of Wilsonville for the interchange and transportation operations in the area. The goals and objectives are guided by, but not re-statements of, OHP and TSP policies and OAR language. The objectives need to be concrete statements that relate what the plan is trying to accomplish and should be achievable and measurable. The objectives serve as the basis for data collection and research and as alternative evaluation criteria to guide alternatives analysis and selection of the preferred alternative, and to guide management decisions.**

**Goal 1: Protect the function and operation of the interchange and the state highway as follows: I-5 is classified as an Interstate Highway. It is part of the National Highway System and is a designated freight route between Portland and points south and north. The operational objective for Interstate Highways is to provide safe and efficient high-speed travel in urban and rural areas.**

**Objective 1a: The preferred interchange project alternative will meet FHWA Interchange requirements and will accommodate design-year (2030) traffic demands as a threshold.**

**Objective 1b: The project alternatives developed for consideration as part of the IAMP planning process are consistent with the OHP requirement that the maximum volume-to-capacity (V/C) ratio for the ramp terminals of interchange ramps be either 0.85 or**

0.90 (as defined in the OHP). For “build” scenarios, the 2003 Highway Design Manual standard of 0.75 is desired or a design exception would be needed.

**Objective 1c:** The preferred alternative will meet or move in the direction of ODOT access management spacing standards for access along interchange crossroads.

**Goal 2:** Provide for an adequate system of local roads and streets for access and circulation within the interchange area that minimizes local traffic through the interchange and on the interchange cross road (Wilsonville Road).

**Objective 2a:** The preferred alternative will include necessary supporting improvements to the surface street system in the vicinity of the interchange. Improvements to the local street network will be adopted into the local comprehensive plan, including identified funding sources, as part of the City of Wilsonville’s actions to implement the IAMP.

**Objective 2b:** The project alternatives will propose surface street improvements that either meet the ODOT established access management standards or improve on the current conditions.

**Objective 2c:** The project alternatives will propose surface street improvements that will operate in conformance with applicable standards over the 20-year planning horizon.

**Goal 3:** Provide safe and efficient multi-modal travel between the connecting roadways (and the surface street network, if applicable).

**Objective 3a:** While recognizing existing capacity constraints, the project alternatives will improve safety by adding capacity to reduce congestion and/or correcting geometric conditions that do not meet current applicable standards.

**Objective 3b:** The project alternatives will improve bicycle and pedestrian facilities that meet current applicable standards and include facility infill and extensions where needed to provide a continuous network.

**Goal 4:** Ensure future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system and the integration of future transportation projects and land use changes.

**Objective 4a:** The project alternatives will be developed in partnership with affected property owners in the interchange area, the City of Wilsonville, Clackamas County, and the Oregon Department of Transportation (ODOT), as well as other stakeholders, including interchange users.

**Objective 4b:** The City and County Comprehensive Plans and/or Transportation System Plans will be found consistent, or amendments will be proposed to ensure consistency, with the preferred project interchange alternative.

**Objective 4c:** The City and County will adopt land use policies that ensure future land use actions in the IAMP Management Area, including requests for comprehensive plan amendments and/or zoning amendments, and promote land development that is compatible with the planned interchange capacity for the IAMP planning horizon.

**Goal 5:** Recognize the importance of the interchange function to support local and regional economic development goals and plans.

**Objective 5a: The project alternatives would reduce delay for vehicles, including commercial vehicles, accessing the freeway and to increase safety.**

**Objective 5b: The project alternatives will facilitate access to, through, and from businesses in Wilsonville.**

**Goal 6: Ensure that the needs of regional through trips and the timeliness of freight movements are considered when developing and implementing the IAMP, in particular when planning for improvements that directly impact freight routes.**

**Objective 6a: The project alternatives will facilitate freight access to and from the many industrial freight destinations in the interchange study area.**

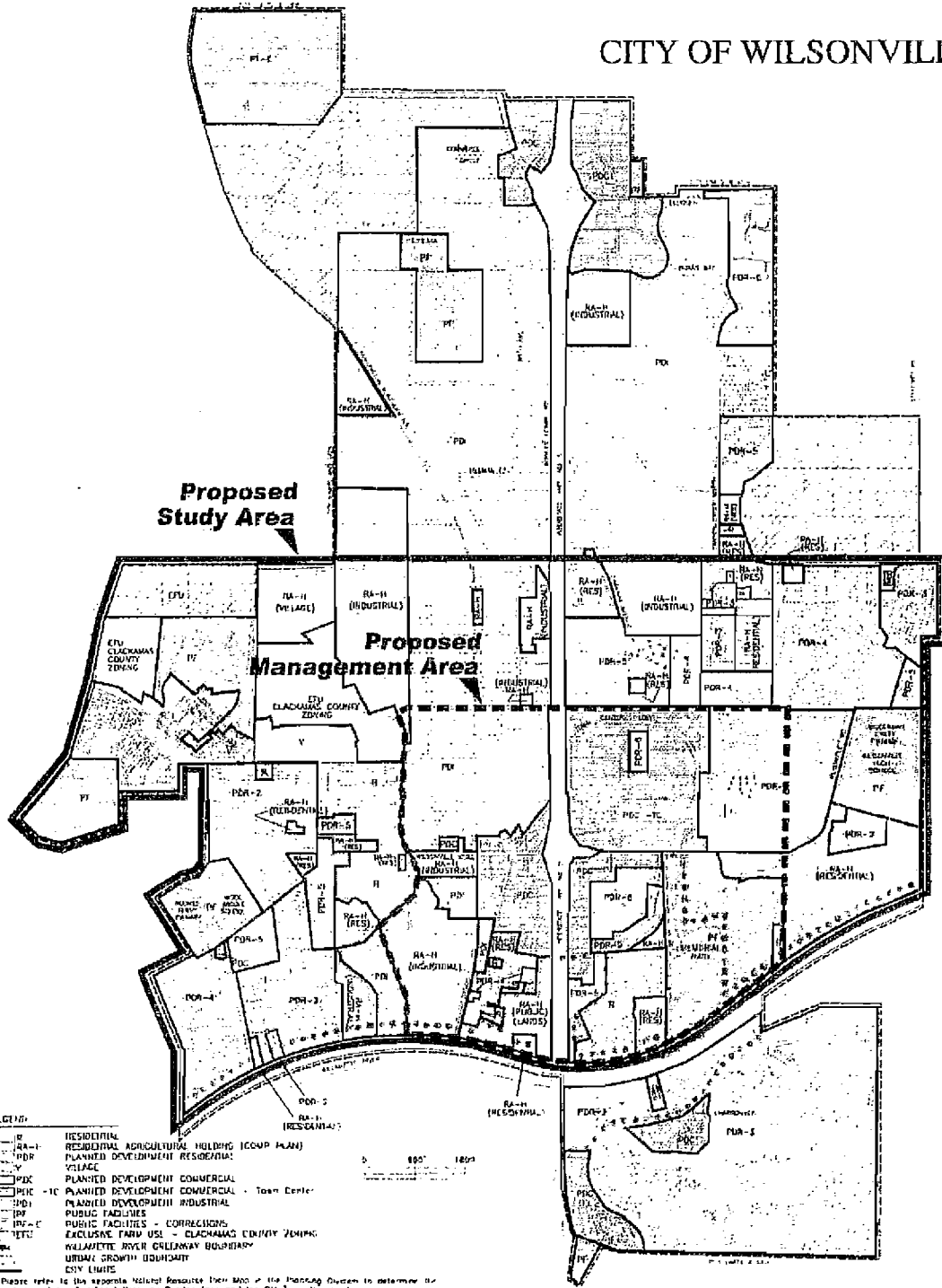
## **Management Area**

**Figure 1 illustrates the proposed Interchange Management Area. The management area delineates the area around I-5 / Wilsonville Road in which specific IAMP access and land use management regulations apply to land use decisions. It includes those properties that currently have or are expected to have the greatest impact on operations at the interchange.**

**The management area is defined by tax lot parcel boundaries extending from the Willamette River to the south, just north of Town Center Loop to the north, approximately ½ mile to the west and approximately ½ mile to the east.**

**Figure 1 also illustrates the project Study Area. The Study Area extends from Boeckman Road to the north, the Willamette River to the south and the urban growth boundary (UGB) to the east and west. The traffic analysis for the IAMP assumed development of much of the undeveloped land within the Study Area.**

# CITY OF WILSONVILLE





## Plan Decisions

This section presents access and land use decisions for maximizing the operational life of the I-5 /Wilsonville Road interchange while ensuring that the planned local land use can be supported. It describes the transportation improvements for the interchange and the associated improvements on Wilsonville Road, identifies access management and policy actions, and reviews the process for state and local authorities to adopt the I-5 / Wilsonville Road IAMP. The decisions presented in this section serve as the basis for an agreement between ODOT and the City of Wilsonville on the direction and principles that will guide the approval and implementation of the IAMP.

This section provides language for the City of Wilsonville to use in the amendment of the City's TSP. The City of Wilsonville will adopt the IAMP prior to adoption by the Oregon Transportation Commission (OTC).

The I-5 / Wilsonville Road IAMP includes the following components:

- Physical improvements to the interchange area and to Wilsonville Road in the vicinity of the interchange.
- Access management/local connectivity plans
- Implementation

Each of these components and an outline of adoption steps are described in the IAMP in Appendix C of this document. The IAMP actions apply to the study area shown in Figure 1. Project stakeholders and other members of the public have provided input on each of the project elements through two public open houses. A full description of public involvement activities is included in the appendix.

## FINDINGS AND CONCLUSIONS:

### Statewide Land Use Goals

- The City is proposing to
- 1) Amend the City's Comprehensive Plan deleting the Section titled Roads and Transportation Plan (pp C-7 – C-14) and adopting a new section titled Transportation.
  - 2) Amend the Wilsonville Transportation Systems Plan (TSP) to adopt the Wilsonville Road Interchange Area Management Plan ("IAMP") as Appendix C of the TSP, to renumber TSP Section 4.4.7 – Transportation Areas of Special Concern to Section 4.4.8, and to include the Executive Summary and the Goals and Objectives Section from the IAMP as TSP Section 4.4.7.

The City is in Periodic Review. The following findings demonstrate that the amendment to the Roads and Transportation Section and the adoption of the Wilsonville Road IAMP are consistent with LCDC's Goals.

#### Goal 1: Citizen Involvement

*Goal 1 requires the development of a citizen involvement program that is widespread, allows two-way communication, provides for citizen involvement through all planning phases, and is understandable, responsive, and funded.*

- Information about the project was available through the City's website. Public participation and communication regarding the interchange design project was coordinated with City public involvement efforts. In addition, the Consultant coordinated public involvement efforts with ODOT Region 1 Community Affairs and Public Affairs offices.
- The Consultant worked with the City of Wilsonville to establish a list of key area stakeholders. These stakeholders were invited individually to upcoming public events.
- A public open house was held on February 4<sup>th</sup>, 2009, in conjunction with the Wilsonville Interchange design project. The open house was used to educate the public about interchange projects generally; present key issues and concerns; discuss the draft problem statement; present some existing conditions data; and inform them of next steps in project development. The format of the meeting included interactive work stations and easy-to-understand display boards.
- A public open house held on July 14, 2009 to discuss the proposed interchange improvements and the related comprehensive plan and code amendments. The format of the meeting included interactive work stations and easy-to-understand display boards.

Both open houses were advertised in the City newsletter the month prior to the open house and posted on both City of Wilsonville and ODOT websites. Additionally, notice of the July 14<sup>th</sup> open house was sent via postcard to individuals near the proposed project and those who had expressed interest at previous public events. Public comment was accepted via email, mail and telephone.

Notice of public hearings on the proposed changes to the City of Wilsonville Comprehensive Plan and implementing ordinances were sent on August 27, 2009, 12 days in advance of the hearings, pursuant to City code requirements. Scheduled hearings will provide opportunities for public comment on the proposed changes. Notice was provided to DLCD on July 24, 2009, 45 days prior to the first evidentiary hearing.

More detailed information about the public involvement program can be found in Appendix F. This information demonstrates consistency with Goal 1.

## Goal 2: Land Use Planning

*This goal requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. City, county, state and federal agency and special districts plans and actions related to land use must be consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statutes (ORS) Chapter 268.*

Response: Preliminary tasks for the Wilsonville Road IAMP included a thorough review and analysis of all relevant state, regional and local planning documents in order to establish a planning process and policy framework. The following documents were reviewed:

- Oregon Transportation Plan
- State ODOT Coordination Program
- ODOT Division 51 Interchange Access Management Area Spacing Standards for Approaches
- Transportation Planning Rule (OAR 660, Division 12)
- Statewide Planning Goals 1 (Citizen Involvement), 2 (Land Use Planning), 11 (Public Facilities and Services) and 12 (Transportation)
- City of Wilsonville Transportation Systems Plan
- City of Wilsonville Comprehensive Plan
- City of Wilsonville Zoning Ordinances
- Clackamas County Comprehensive Plan
- Clackamas County Zoning Ordinances
- I-5/Wilsonville Freeway Access Study
- Wilsonville Road Interchange Transportation Analysis Studies

This review identified how the documents influence planning for the Wilsonville Road interchange project. Detailed review of plans and policies can be found in Appendix A: Review Plans and Policies.

The Wilsonville Road IAMP was prepared jointly by the City of Wilsonville and ODOT. Coordination between the two agencies took place routinely throughout the process. A Project Management Team (PMT) was established to guide the IAMP process. The PMT consisted of representatives from the City and ODOT. ODOT staff will help facilitate and support the adoption of the IAMP by the City of Wilsonville and, once locally adopted, by the Oregon Transportation Commission (OTC). ODOT and the City will continue to coordinate on development activity and land use actions within the interchange area.

Appendix G of the IAMP contains existing and proposed Comprehensive Plan policies that support the IAMP. Adopting the IAMP will ensure that the transportation element of the Comprehensive Plan (the TSP) is consistent with the proposed Wilsonville Road Interchange improvements.

#### Goal 9: Economic Development

*This goal requires that local comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state.*

Response: The Wilsonville Road Interchange provides a vital function in supporting local and regional economic development goals and plans. Local traffic, including commercial vehicles, must have safe and efficient access to the interstate. The intent of the IAMP is to protect the function of the interchange. Proposed IAMP policy language illustrates the City's role in preserving capacity and improving operations at the interchange. Adopting the IAMP will ensure that transportation improvements will be available to support the planned employment uses in Wilsonville, consistent with the city's economic development goals.

#### Goal 11: Public Facilities and Services

*Goal 11 requires cities and counties 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. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."*

Response: Transportation facilities are considered a primary type of public facility. The IAMP documents the current and future transportation needs in the vicinity of the Wilsonville Road Interchange. The analysis of possible alternatives resulted in a package of improvements and an access management plan that are intended to meet future transportation demand. The City will be adopting goals, policies, and implementation measures related to the protection of the function and operation of the Wilsonville Road Interchange.

Currently, the Comprehensive Plan contains policy language that states that proposed development must be timed relative to the provision of public facilities and services. Transportation facilities are included in the list of public facilities that must be adequately provided for prior to or concurrently with urban level development. Proposed policies address the function and management of the Wilsonville Road Interchange specifically. Proposed policy language emphasizes the vital role of this interchange to the state and the community and the importance of protecting this facility for its intended function. Proposed language is consistent with the City's existing concurrency policies and the goals and objectives of the IAMP.

#### Goal 12: Transportation

*Goal 12 requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a "safe, convenient and economic transportation system." This is accomplished through development of Transportation System Plans based on inventories of local, regional and state transportation needs. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule ("TPR"). The TPR contains numerous requirements governing transportation planning and project development. (See the "OAR 660, Division 12" section of this document for findings of compliance with the TPR.)*

Response: The purpose of the Wilsonville Road IAMP is to protect the function of the interchange and its ability to serve future transportation demands, thereby preserving the state's investment in the facility. The IAMP contains a discussion of the transportation analysis that was conducted in order to determine future demand, available capacity, deficiencies, and necessary improvements for this interchange area. The analysis demonstrates that the planned transportation facility will be adequate to safely and efficiently serve trips generated by future land uses for a period of at least 20 years.

To implement the IAMP, it must be adopted into the City of Wilsonville's Transportation Plan. Policy and zoning ordinance language, as provided in IAMP Appendix G, is added to the City's Comprehensive Plan and Development Code in order to maintain interchange function and ensure that development inconsistent with the objectives of the IAMP does not cause unexpected traffic volumes or create non-conforming access points. IAMP policies provide for coordination between the City and ODOT for any land use actions proposed within the IAMP study area.

Local plans must be consistent with state plans. Subsequent to local action, adoption of the IAMP by the Oregon Transportation Commission will amend the Oregon Highway Plan to establish the long-range preferred interchange project alternative.

See additional findings under OAR 660, Division 12 Transportation Planning Rule.

### **Oregon Transportation Plan (2006)**

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the state transportation system plan (TSP). An IAMP must be consistent with applicable OTP goals and policies. Findings of compatibility will be part of the basis for IAMP approval. The most pertinent OTP goals and policies for interchange planning are as follows:

#### *POLICY 1.2 – Equity, Efficiency and Travel Choices*

*It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.*

Response: Improved bicycle and pedestrian facilities are incorporated into the design for the interchange reconstruction. Any new roadway projects (including local streets) will meet current applicable standards. Pursuant to existing City requirements, 5-foot wide sidewalks will be constructed as part of all collector or local streets planned within the interchange area (see Local Street Connectivity Plan, Figure 6), with separate bike lanes required for roadways classified as collectors or above. The Local Street Connectivity Plan includes connections for bicycle and pedestrians where street connections are not possible or practical.

#### *POLICY 1.3 – Relationship of Interurban and Urban Mobility*

*It is the policy of the State of Oregon to provide intercity mobility through and near urban areas in a manner which minimizes adverse effects on urban land use and travel patterns and provides for efficient long distance travel.*

Response: The Wilsonville Road IAMP provides for improved safety and efficiency for travelers accessing Interstate 5 and land in south Wilsonville and facilitates intercity mobility between Wilsonville and the rest of the Portland metropolitan region and jurisdictions to the south, including

Salem. The IAMP documents how access management and planned improvements will ensure that the facility will operate at levels consistent with the state's mobility standards over the 20-year planning horizon.

*POLICY 2.1 - Capacity and Operational Efficiency*

*It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.*

*POLICY 2.2 – Management of Assets*

*It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.*

Response: The Wilsonville Road IAMP project was developed in response to safety, capacity and operational efficiency issues affecting the existing south Wilsonville interchange. Short-range actions in the IAMP accomplish state management objectives by closing the Parkway Avenue access to Wilsonville Road as part of interchange reconstruction. Access to homes and businesses currently served by Parkway will be via Town Center Loop W or Memorial Drive, both 4-way signalized intersections with Wilsonville Road. Long-range actions minimize access locations as part of future redevelopment, and only when reasonable alternate access becomes available. Through these actions, the IAMP protects long-term system capacity by ensuring that the interchange continues to function at a level that meets the mobility expectations of the state. The IAMP contains policies that support the access management spacing standards, reiterates the city's public facility concurrency requirements, and establishes that proposed land use actions that are inconsistent with the assumptions in the IAMP must include a review of potential impacts to interchange operations.

The stated purpose of the IAMP is to protect the function of the interchange, thereby maximizing its operational life and the State's investment in the facility. This includes providing safe and efficient connections between local streets and the state highways and minimizing local traffic traveling through the interchange. The IAMP requires proposed changes to the planned land use system to demonstrate consistency with IAMP policies protecting the long-term function of the interchange facility.

*POLICY 3.1 – An Integrated and Efficient Freight System*

*It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.*

*POLICY 3.2 – Moving People to Support Economic Vitality*

*It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.*

Response: Interstate 5 is part of the National Highway System and is a designated freight route between Portland and points south. The highway is a Statewide Freight Route Highway in the Oregon Highway Plan. The Wilsonville Road Interchange provides a vital link between I-5 and the employment areas in south Wilsonville, allowing vehicular, including truck, traffic onto and off of the highway at this location. The Wilsonville Road IAMP provides management tools to ensure continued mobility on I-5, while allowing safe and efficient vehicular movements onto, and in the vicinity of, the interchange.

*POLICY 4.1 - Environmentally Responsible Transportation System*

*It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.*

Response: The Wilsonville Road IAMP was developed to identify necessary improvements to an existing interchange in anticipation of future urban growth. Land in the vicinity of the interchange is currently developed or is planned for urban-level development. Through the implementation and construction of improvements included in the preferred interchange project alternative natural resources will be avoided or mitigated.

*POLICY 5.1 – Safety*

*It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.*

Response: The Wilsonville Road IAMP documents recurring safety issues at the northbound exit ramp at Exit 283 during morning peak hours. The I-5 northbound exit ramp has vehicle queues that consistently back up onto the mainline freeway during the morning peak period. This condition is caused by a substandard exit ramp length and a lack of capacity and storage at the I-5 / Wilsonville Road Northbound exit ramp terminal. Lack of left turn capacity on Wilsonville Road during the peak periods also contributes to long queues and congestion. The IAMP responds to these safety issues by identifying necessary improvements to the interchange, including ramp lengthening and widening on Wilsonville Road.

*POLICY 7.1 – A Coordinated Transportation System*

*It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.*

Response: ODOT worked in collaboration with the City of Wilsonville to develop and adopt the IAMP. Proposed IAMP policy language includes notifying ODOT of land use actions proposed within the IAMP Overlay Zone to ensure the continued coordination between ODOT and the City to protect the long-term function of the interchange.

*POLICY 7.3 – Public Involvement and Consultation*

*It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.*

*POLICY 7.4 - Environmental Justice*

*It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and burdens and enjoy the same degree of protection from disproportionate adverse impacts.*

Response: Appendix F provides a summary of the public involvement efforts that took place during development of the IAMP. Various methods were used to gather public input about the interchange project and the management plan, including two open houses, a project website, and a public review and comment period for the draft IAMP. Press releases to announce the open houses were sent to the

local newspaper. Input from citizens was used to evaluate alternatives. These opportunities were provided equally to all, regardless of race, culture or income.

The interchange is an existing facility on the interstate highway system. The proposed modifications provide improvements to expand the capacity of the facility and also to manage traffic in the vicinity of the interchange consistent with adopted local and state policies. None of the proposed actions or analyzed alternatives affected land outside the immediate interchange area. No target Environmental Justice Groups - which include minorities, people with disabilities, the elderly, people that speak English as a second language or non-English speaking people, and low income populations – are disproportionately affected by the IAMP. In fact, the elevated pathways on both sides of the Wilsonville Road between the on and off ramps will provide greater safety for children, people with disabilities and the elderly.

### **Oregon Highway Plan**

The 1999 Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The policies applicable to planning for the Wilsonville Road interchange improvements are described below.

***Policy 1A (Highway Classification)** defines the function of state highways to serve different types of traffic that should be incorporated into and specified through IAMPs.*

***Policy 1C (State Highway Freight System)** states the need to balance the movement of goods and services with other uses.*

Response: I-5 is classified as an Interstate Highway (NHS) and a State Freight Route by ODOT. Proposed interchange improvements and the access management plan, designed to minimize access points on Wilsonville Road in the vicinity of the interchange, were designed to ensure the safe and efficient high-speed, continuous-flow operation of I-5, consistent with this state policy. In addition, the proposed preferred alternative improves freight mobility through the area by addressing safety, capacity, and efficiency issues.

***Policy 1B (Land Use and Transportation)** recognizes the need for coordination between state and local jurisdictions.*

Response: Coordination between ODOT and the City occurred throughout the preparation of the IAMP. A Project Management Team (PMT) was formed to inform the IAMP process and included members representing the City of Wilsonville and DLCD. The PMT met five times, including one meeting devoted to implementation measures, and reviewed draft documents in order to provide consensual revisions.

***Policy 1F (Highway Mobility Standards)** sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with OHP mobility standards.*



Response: The analysis of existing and future traffic conditions in the vicinity of the Wilsonville Road interchange shows that the existing interchange facility does not meet acceptable safety standards and that it will not be able to accommodate the expected traffic volumes over a 20-year planning horizon. Mobility standards were used as a criterion for selecting a preferred set of interchange improvements and developing an access management plan for the interchange area.

***Policy 1G (Major Improvements)*** requires maintaining performance and improving safety by improving efficiency and management before adding capacity. ODOT works with regional and local governments to address highway performance and safety.

Response: Appendix E of the IAMP summarizes the alternatives that were evaluated for their potential to accommodate existing and future traffic demand at the I-5/Wilsonville Road interchange. The IAMP includes an access management plan, a local street connectivity plan, and other measures, such as traffic controls, that do not add capacity. Even with these recommended improvements, the analysis shows that two additional lanes are required on the Wilsonville Road over-crossing to meet 2030 operating conditions.

***Policy 2B (Off-System Improvements)*** helps local jurisdictions adopt land use and access management policies.

Response: Adoption of the land use and access management policies and implementation measures in the IAMP protect the function of the interchange and other related transportation improvements. The IAMP's access management plan restricts direct access to the interchange and the proposed local street connectivity plan continues current city efforts to enhance the local street network so that it will carry local trips and provide access to locations and properties in south Wilsonville. Without use of I-5 for local trips.

***Policy 2F (Traffic Safety)*** improves the safety of the highway system.

Response: A principal reason for re-construction of the interchange is to address documented safety issues associated with vehicle queues that back up onto the mainline freeway. The IAMP protects the safe and efficient operation of the interchange by proposing facility improvements to meet the year 2030 traffic demand, regulating access, and providing alternatives to highway use via a planned local street network.

***Policy 3A (Classification and Spacing Standards)*** sets access spacing standards for driveways and approaches to the state highway system.

Response: The IAMP adheres to the approach road spacing standards established by OAR 734-051 where feasible, but the standards cannot be met at certain locations. A number of existing access points do not meet State access spacing standards for driveway and approaches, but are proposed to be retained in the IAMP. The reasons for deviating from these standards are varied and are provided in detail in the Evaluation Process section of the IAMP. Generally, these deviations are necessary to accommodate reconstruction of the interchange at its existing location, to retain local streets in their existing location (e.g., Wilsonville Road/Boones Ferry Road intersection), and to provide accesses for existing properties because reasonable alternate accesses are not currently available. Several of the access points serving existing businesses that now require a deviation from the OHP standards will be

reevaluated upon redevelopment of the subject properties (see “Deviations Required” subsection under the Evaluations Process in the IAMP).

The IAMP contains short- and long-range access strategies that will be applied within the IAMP planning area in order to regulate existing and future driveway and other approaches in the vicinity of the interchange.

*Policy 3C (Interchange Access Management Areas) sets policy for managing interchange areas by developing an IAMP that identifies and addresses current interchange deficiencies and establishes short, medium and long term solutions.*

Response: The stated purpose of the IAMP is to protect the function of the interchange, thereby maximizing its operational life and the State’s investment in the facility. The IAMP provides recommendations for short- and long-range access management and implementation actions, as well as land use and transportation policies that are intended to protect the interchange over the 20-year planning horizon.

*Policy 3D (Deviations) establishes general policies and procedures for deviations from adopted access management standards and policies.*

Response: The Evaluation Process section of the IAMP provides a list of access points that will require an access spacing deviation request and the rationale for the request. Deviations have been requested and approved by ODOT in accordance with the applicable state procedure.

### **OAR 660 Division 12 Transportation Planning Rule (TPR)**

The purpose of the TPR is “to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided.” A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning so that planned land uses are supported by and consistent with planned transportation facilities and improvements. The TPR references OAR 731, Division 15 for ODOT coordination procedures for adopting facility plans and plans for Class 1 and 3 projects.

### ***Section 660-012-0005 through 660-012-0050***

Response: These sections of the TPR contain policies for preparing and implementing a transportation system plan. The Wilsonville Road IAMP will be adopted as part of the City’s existing transportation system plan and most of these sections are not applicable. The TPR requires that local governments adopt land use regulations consistent with state and federal requirements “to protect transportation facilities, corridors, and sites for their identified functions (OAR 660-012-0045(2)).” As part of IAMP adoption, the City will revise the Planning and Land Development Ordinance (Development Code) to include a new Overlay Zone section (Applications LP09-0008 and LP09-0009) The requirements of this new Development Code section will ensure that local land use actions are consistent with the transportation facility planning within the IAMP.

### ***Section 660-012-0055 – Timing of Adoption and Update of Transportation System Plans***

Response: Part (5) in this Section requires cities and counties to update their TSPs and implementing measures when a refinement plan has been completed. The Wilsonville Road IAMP is considered a refinement plan and therefore is subject to this requirement. Consistent with this TPR requirement, the City of Wilsonville will amend the TSP to adopt the IAMP by reference. Appendix G of the IAMP contains proposed policies and implementation measures to be adopted by the City.

### ***Section 660-012-0060 – Plan and Land Use Regulation Amendments***

Response: Part (1) in this section requires that where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures to assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility. Current and future planned land uses were considered in the design of the IAMP's preferred interchange project alternative in order to ensure the interchange's ability to support future traffic demands.

Existing City policies mandate that public facilities are provided concurrent with the need created by development or redevelopment. Proposed policies and implementation measures within the IAMP (see Appendix G) extend this requirement to the interchange area, emphasizing an adequate, multi-modal local transportation system and adherence to access management spacing standards. Proposed implementation measures also require that any proposed land use actions within the Overlay Zone be noticed to ODOT and that plan amendments and zone changes within the IAMP area must not result in a significant impact on the interchange facility. Related to this policy, Appendix G contains proposed development standards to be adopted by the City that codify the existing traffic impact analysis requirement. The standards require that all transportation impacts that result from future development be fully mitigated to ensure the continued functionality of the interchange

### **OAR 731-015-0065 Coordination Procedures for Adopting Final Facility Plans**

OAR 731-015-0065 regulates ODOT procedure for adopting facility plans. An IAMP is a facility plan. The procedure outlined in OAR 731-015-0065 requires that ODOT coordinate with DLCD and local government agencies during development of the plan and provide a draft of the facility plan to affected cities, counties, and other agencies for comment. The facility plan must be consistent with statewide planning goals and local comprehensive plan policies, and findings of compatibility must be presented to the Oregon Transportation Commission for facility plan adoption.

Response: The Wilsonville Road IAMP is the result of a collaborative planning effort between ODOT and the City. Coordination with DLCD during IAMP development occurred primarily through field staff participation during a project team meeting regarding implementation and agency review of draft IAMP products. Findings addressing statewide goals and requirements, as well as local plan policies are included in the IAMP document (Appendix H.). A final draft of the IAMP will be provided to all affected government and other agencies, and any potential conflicts with state or local plans will be jointly resolved through the local public adoption process. Findings of compliance with statewide planning goals and local comprehensive plans also will be included in materials for presentation to the Oregon Transportation Commission. Adoption of the IAMP will take place in conformance with this provision.

## **OAR 734, Division 51. Highway Approaches, Access Control, Spacing Standards and Medians**

OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways. OAR 734-051 policies address the following:

- How to bring existing and future approaches into compliance with access spacing standards, and ensure the safe and efficient operation of the highway;
- The purpose and components of an access management plan; and
- Requirements regarding mitigation, modification and closure of existing approaches as part of project development.

Section 734-051-0125, Access Management Spacing Standards for Approaches in an Interchange Area, establishes interchange management area access spacing standards. It also specifies elements that are to be included in IAMPs, such as short-, medium-, and long-range actions to improve and maintain safe and efficient roadway operations within the interchange area.

Response: The access management plan component of the Wilsonville Road IAMP includes development standards that regulate access spacing for new development and redevelopment near the interchange. These standards restrict all access on Wilsonville Road within 1,320 feet from the interchange. A right-in/right-out access is allowed on the westbound side of Wilsonville Road at a distance no closer than 750 feet from the interchange ramp terminal and a right-in/right-out access is allowed on the eastbound side of Wilsonville Road at no closer than 990 feet from the interchange ramp terminal. The access management plan also requires, where feasible, replacing private approaches with public streets and aligning approaches on opposite sides of roadways.

The access management plan identifies existing approaches and driveways along Wilsonville Road that do not meet the standards. Short-range and long-range access strategies require the closure of the non-standard access points if alternate access is available, or closing or moving access points as part of future development proposals or as funding becomes available, so that compliance is achieved over time. Table 3 of the IAMP lists the access points along Wilsonville Road and the action needed. Existing non-conforming access points for which a deviation will be required from the spacing standards are also discussed, as well as the rationale for the deviation request. Where future proposed interchange improvements will not meet access the spacing standards outlined in OAR 734-051-0125, approved deviations to interchange and roadway approach (public and private streets and driveways) access spacing standards are required pursuant to OAR 734-051-0135. The listed deviations have been approved by ODOT.

### **2004 Metro Regional Transportation Plan (RTP)**

The RTP's regional street design policies address federal, state, and regional transportation mandates with street design concepts intended to support local implementation of the 2040 Growth Concept. The RTP recognizes as regionally significant the following Wilsonville roads: Elligsen Road, Boones Ferry Road (north of Elligsen Road), Parkway Avenue (north of Town Center Loop to Elligsen Road), Boeckman Road, Town Center Loop, and Wilsonville Road. Regional street design classifications are given in Figure 1.4, page 1-19 of the RTP. Elligsen Road is defined as an Urban Road. Town Center Loop and that portion of Wilsonville Road in the Town Center are defined as a Community Boulevard. All of the rest of the regionally significant roadways are defined as Community Streets. The TSP complies with AASHTO

and RTP design concepts, purpose, and design emphasis. RTP regional street design concepts also apply to local streets.

The functional classification of the regionally significant Wilsonville roads, per Figure 1.12 'Regional Motor Vehicle System' on page 1-29 of the RTP, is minor arterial. Minor Arterials, for the RTP, are primarily orientated toward motor vehicle travel at the community level. The City's TSP notes that the locally adopted transportation plan is in general conformance with the RTP functional classification, except where the City has designated portions of the City roadway system as major arterials, as is the case with Wilsonville Road. The RTP will reflect the City's classification when it is next updated, which is scheduled Fall 2009.

Relevant to the proposed transportation improvements in the Wilsonville IAMP, the RTP Policy 15.0, Regional Freight System, contains objectives related to providing efficient, cost-effective and safe movement of freight in and through the region.

Response: Wilsonville Road will be widened in the vicinity of the interchange (between Town Center Loop West and approximately 500 feet west of Boones Ferry Road), however, no additional local capacity improvements on Wilsonville Road are being proposed beyond these limits. The Wilsonville IAMP preferred interchange project alternative proposes to lengthen and widen the entrance and exit ramps between I-5 and Wilsonville Road, provide additional travel lanes/turn lanes/storage on Wilsonville Road in the immediate vicinity of the interchange, and to implement an Access Management Plan to control access at this interchange.

The benefits to regional freight movement are explored in this report in findings under the Wilsonville Transportation Systems Plan and the Oregon Transportation Plan sections.

### **City of Wilsonville Transportation Systems Plan**

The City of Wilsonville adopted the Transportation Systems Plan in 2003 and updated the document to include a Bicycle and Pedestrian Master Plan in 2006. A desired pedestrian and bicycle bridge crossing I-5 (listed as the Town Center Loop Bridge in the Bicycle and Pedestrian Master Plan) is proposed on the IAMP's Local Street Connectivity Plan map as a link between Town Center Loop W and both Boones Ferry Road and Barber Street.

Chapter 4, Motor Vehicle Facilities, includes a discussion of the 2002 I-5/Wilsonville Freeway Access Study (Section 4.2.2). As documented in the IAMP (Appendix E), a number of transportation studies built on the original Access Study and were subsequently relied upon, and expanded to meet the 2030 transportation needs, to determine the preferred interchange project alternative. Goals, policies, and implementation measures applicable to the adoption of the IAMP are addressed below.

#### **4.1 GOALS**

*Goal 4.1: To provide an interconnected motor vehicle system that will safely and efficiently provide for vehicle circulation and enhanced mobility.*

Response: The proposed Local Street Connectivity Plan furthers this goal by completing a transportation network in the vicinity of the Wilsonville Road interchange. An efficient local street

network minimizes the need to use I-5 for local trips, providing more ways to access locations and properties in south Wilsonville.

#### 4.6 POLICIES

*The City of Wilsonville shall...*

*Policy 4.1.1 Design the City street system per the street standards set forth in this TSP and to meet LOS D, which is the standard in the City. 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 in permitted locations.*

Response: As shown in Table 1 in the IAMP, all City of Wilsonville intersections would operate at acceptable levels, operating at LOS “D” or better for the 2030 “Build” condition.

Policy 4.1.2 Require developers to provide transportation improvements as may be required or conditioned by a land use decision, expedited land use division, or limited land use decision, on a roughly proportional basis of the developer’s impacts to the benefits received.

Response: Development within the IAMP management area will be required to provide roadway improvements consistent with the Local Street Connectivity Plan (Figure 6), based on the proposed development’s impacts. Systems development charges (SDCs) are assessed on all new construction and redevelopments resulting in additional traffic within the City; revenue generated by SDCs are transferred into the Capital Projects Fund through interfund transfers to fund construction.

Policy 4.1.3 Require bicycle and pedestrian linkages for all cul-de-sacs and encourage similar linkages between neighborhoods that would otherwise be separated.

Response: Improved bicycle and pedestrian facilities are incorporated into the design for the interchange reconstruction. Any new roadway projects (including local streets) will meet current applicable standards. Pursuant to existing City requirements, 5-foot wide sidewalks will be constructed as part of all collector or local streets planned within the interchange area with separate bike lanes required for roadways classified as collectors or above.

Policy 4.1.4 Connect the existing motor vehicle system within the City and across Interstate 5 (I-5) where appropriate. All connections shall be evaluated for their impacts to future operations of the City’s road network.

Response: The Local Street Connectivity Plan (Figure 6) in the IAMP proposes alignments for Kinsman and Brown Road and new connections for a Barber Street extension. The Local Street Connectivity Plan includes an improved bicycle and pedestrian connection under the highway, connecting Tauchman Street with Parkway and Memorial Drive.

Policy 4.1.5 Promote other existing routes and/or provide connections to other regional roadways that provide alternative routes into and out of the City to reduce the reliance on I-5 and its interchanges within the City.

Response: The Local Street Connectivity Plan was developed to provide local roadway connections, in particular to the southwest the Wilsonville Road interchange, in order to reduce the number of trips on the interchange facility.

Policy 4.1.6 Develop a system of signal coordination and tie in with the I-5 ITS system providing a system of integrated parallel arterials and collectors.

Response: The IAMP is a planning document, which does not typically address signal timing and/or coordination issues. There is nothing in the IAMP which would prevent the City and/or ODOT from pursuing this as part of any current or future interchange area design projects.

Policy 4.2.1 Continue to plan, schedule, and coordinate all public street improvements through a Capital Improvements Program.

Response: The local street improvements contained in the IAMP will be planned and coordinated with the City's Capital Improvements Program.

Policy 4.2.2 Provide an adequate motor vehicle system that serves commercial vehicle/truck traffic to and from land uses requiring the use of commercial vehicles/trucks.

Response: The IAMP's Access Management Plan will improve long-term congestion and safety issues in the vicinity of the interchange, a vital facility for employment areas in south Wilsonville and the truck traffic entering and exiting I-5 at this location. The Local Street Connectivity Plan will also improve the local transportation system by extending existing roadways and making connections to improve local circulation through existing and planned employment areas.

Policy 4.3.1 Evaluate and minimize the environmental impacts of all new public road projects.

Response: The environmental impacts of all new public road projects within the IAMP management area will be assessed at the time of construction. Proposed road alignments included on the Local Street Connectivity Plan show general locations and may be altered to avoid or minimize impacts to environmental features.

Policy 4.4.1 Work with ODOT to improve the general community awareness of its access permitting authority.

Response: The State's required access spacing standards were used in the evaluation of alternatives in the IAMP (Appendix E). Ultimately, the preferred interchange project alternative and the Access Management Plan are the result of the objective to meet, or move in the direction of meeting, the ODOT adopted access management spacing standards for access to interchange crossroads (Wilsonville Road). Through the action of adopting and implementing the Wilsonville Road IAMP, the City is working with ODOT to improve community awareness of this Department's access permitting authority.

Implementation Measure 4.2.2.a The importance of freight to the Wilsonville economy will be acknowledged in all transportation planning and funding efforts. The need to accommodate trucks, truck routing, and truck-based street design will be integrated into the Development Code and in all subsequent and appropriate planning projects. To accommodate the movement of freight, the City shall work with

other jurisdictions along the south I-5 corridor to promote needed improvements to I-5 and its interchanges.

Response: The development of the Wilsonville Road IAMP was prompted by the lack of future capacity for the planned land uses in south Wilsonville, including the employment areas southwest of the interchange. The preferred project alternative, which includes physical capacity improvements of the interchange facility, has been designed to accommodate truck traffic.

Implementation Measure 4.4.1.b Require that there be further communications and efforts to work with ODOT to ameliorate their use of the signals at the ODOT controlled areas of the Wilsonville Road/I-5 interchange and Elligsen Road/I-5 interchange.

Response: The Wilsonville Road IAMP preferred project alternative included analysis of the signalized intersections within the vicinity of the interchange. As explained in the IAMP (Appendix E, Develop and Evaluate Alternatives), the City of Wilsonville's operational threshold for signalized intersections is LOS "D" during peak hour operations. For design purposes, ODOT operational requirements demand an intersection volume-to capacity ratio (V/C) of 0.85 or less during peak hour operations. For planning purposes, the I-5 northbound and southbound interchange ramps at Wilsonville Road are subject to ODOT intersection operation criteria while the remaining intersections (Wilsonville Road/Boones Ferry Road, Wilsonville Road/Town Center Loop West, and Wilsonville Road/Rebekah Street) are subject to meet City intersection operation criteria. As shown in Table 1 in the IAMP, all City of Wilsonville intersections would operate at acceptable levels, operating at LOS "D" or better for the 2030 "Build" condition. The I-5 / Wilsonville Road intersection will generally operate at an acceptable level in 2030, assuming it is reconstructed to the 8-lane plan, although design exceptions will need to be requested for the volume-to-capacity ratio at the I-5 Southbound Ramps / Wilsonville Road (0.12 over the HDM standard of 0.75) and at the I-5 Northbound Ramps/Wilsonville Road (0.03 over the HDM standard of 0.75).

## **Wilsonville Comprehensive Plan**

Section A. Citizen Involvement is applicable.

*Goal 1.1 requires the city to encourage and provide means for interested parties to be involved in land use planning processes, on individual cases, and city-wide programs and policies.*

*Policy 1.1.1 states that the city shall provide opportunities for a wide range of public involvement in city planning programs and processes.*

*Implementation Measure 1.1.1a directs the city to provide for early public involvement to address neighborhood or community concerns regarding Development Code changes.*

*Implementation Measure 1.1.1e encourages the participation of residents of Wilsonville, employers and employees in Wilsonville, property owners and residents and owners within the UGB areas outside city boundaries.*

*Implementation Measure 1.1.1f directs the city to establish and maintain procedures that will allow any interested parties to supply information.*



Response: The proposed amendment is a legislative update to the City's Transportation System Plan, an element of the adopted Comprehensive Plan, that incorporates by reference the Wilsonville Road IAMP and includes policy language that supports the intent and recommendations of the IAMP. As discussed in the Statewide Land Use Goals findings, the public involvement process included two open houses for public participation. In addition, telephone contacts were provided in meeting notices. Appendix F of the Wilsonville Road IAMP contains a complete summary of the public involvement efforts that were undertaken as part of the IAMP project.

The City has established procedures for conducting public hearings found in the City's Development Code, Sections 4.008 – 4.033. Notice of the Planning Commission public hearing was posted in the Wilsonville Spokesman 14 days in advance of the public hearing, consistent with the Development Code. In addition, notice has been sent to all property owners within the Interchange Overlay Zone to the Wilsonville Chamber of Commerce, and to the surrounding jurisdictions. The Public Hearing Notice is posted in the Wilsonville City Hall, the Community Center, Post Office and the Wilsonville Library. The proposed amendment and staff report are available on the City's web site, and at City Hall and the Wilsonville Library. Findings and conclusions have been prepared. A Planning Commission work session on this item was held on August 12, 2009 prior to the public hearing.

#### Section B. Urban Growth Management

*Goal 2.1 is to allow for urban growth while maintaining community livability, consistent with the economics of development, City administration, and the provision of public facilities and services.*

*Policy 2.1.1 states that the city shall support the development of all land within the city, other than designated open space lands, consistent with the land use designations of the Comprehensive Plan.*

*Implementation Measure 2.1.1.e allows new development to proceed concurrently with the availability of adequate public services and facilities as specified in Public Facilities and Services Section (Section C) of the Comprehensive Plan.*

Response: The purpose of the Wilsonville Road IAMP is to protect the function of the interchange. The plan identifies improvements necessary for the facility that will ensure that necessary capacity is available for the expected 20-year growth. The proposed addition of travel lanes on Wilsonville Road, in conjunction with lengthening and widening both northbound and southbound entrance and exit ramps to I-5, as well as the proposed surrounding transportation network and access management plan, will support the planned land uses in south Wilsonville. Consistent with the city's adopted Urban Growth Management policies, adopting the IAMP and associated policies and code language support urban development within the City's urban growth boundaries.

#### Section C. Public Facilities and Services

*Policy 3.1.2 requires the city to provide, or coordinate the provision of, facilities and services concurrent with need (created by new development, redevelopment, or upgrades of aging infrastructure).*

*Implementation Measure 3.1.2.a states that urban development will be allowed only in areas where necessary facilities and services can be provided.*

*Implementation Measure 3.1.2.b states that development threatens the public's health, safety, or general welfare due to a failure to provide adequate public facilities and services, will not be permitted. Planning*

approvals may be granted when evidence, including listing in the city's adopted Capital Improvement Program, supports the finding that facilities/services will be available within two years.

Response: By adopting the Wilsonville Road IAMP, the city is ensuring that there is a plan for providing the necessary transportation improvements, to both the interchange and the roadway system in its vicinity, necessary to support growth in south Wilsonville over the next 20 years. The projects identified in the Wilsonville Road IAMP will become part of the City's transportation improvement program and the access management plan will provide a guide to short- and long-range actions needed to preserve interchange capacity, efficiency, and safety.

**Section 4.198. Comprehensive Plan Changes - Adoption by the City Council.**

- (.01) *Proposals to amend the Comprehensive Plan, or to adopt new elements or subelements of the Plan, shall be subject to the procedures and criteria contained in the Comprehensive Plan. Each such amendment shall include findings in support of the following:*
- A. That the proposed amendment meets a public need that has been identified;*
  - B. That the proposed amendment meets the identified public need at least as well as any other amendment or change that could reasonably be made;*
  - C. That the proposed amendment supports applicable Statewide Planning Goals, or a Goal exception has been found to be appropriate; and*
  - D. That the proposed change will not result in conflicts with any portion of the Comprehensive Plan that is not being amended.*

Response: The requested action is to amend Wilsonville Transportation Systems Plan, an element of the City of Wilsonville Comprehensive Plan, to include the Wilsonville Road Interchange Area Management Plan ("IAMP"). Adoption of the IAMP entails amendment of the City's TSP to include specific transportation system improvements, access management actions, and policy statements supporting the preferred interchange project alternative. The IAMP identifies needed transportation system and interchange facility improvements over a 20-year planning horizon. The IAMP contains a discussion of the transportation analysis that was conducted in order to determine future demand, available capacity, deficiencies, and necessary improvements for this interchange area. Findings of consistency elsewhere in this report address the applicable Statewide Planning Goals and City Comprehensive Plan goals and policies.

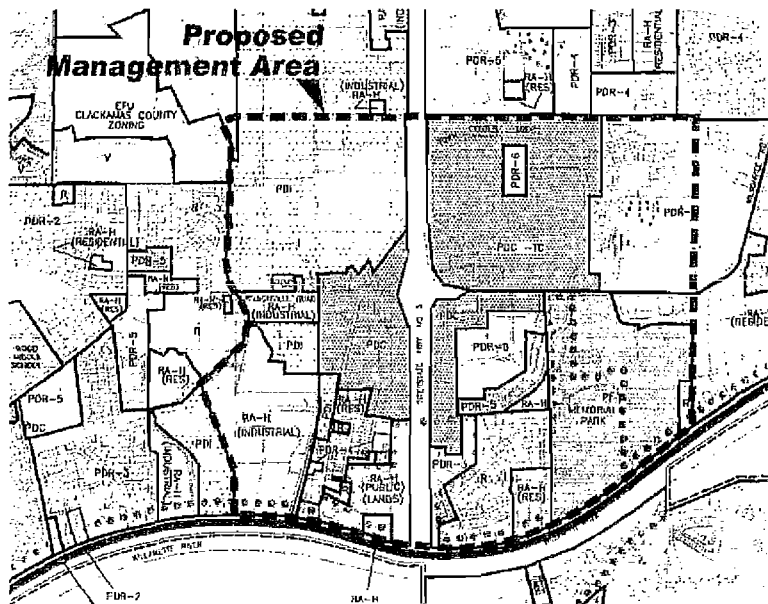
- (.02) *Following the adoption and signature of the Resolution by the Development Review Board or Planning Commission, together with minutes of public hearings on the proposed Amendment, the matter shall be shall be scheduled for public hearing before the City Council.*
- (.03) *Notice of the Council's consideration of the matter shall be provided as set forth in Section 4.012.*
- (.04) *Upon conclusion of its public hearing on the matter, the Council shall adopt its decision by ordinance, authorizing the Planning Director to amend the official zoning map, Comprehensive Plan Map or the text of Chapter 4 as set forth in Section 4.102.*

Response: Procedures for public hearing before the City Council and final adoption shall be followed after the Planning Commission hearing and recommendation.

**PROPOSED AMENDMENTS TO:**

- 3. **THE OFFICIAL ZONING MAP, to add the IAMP Overlay District boundaries, and**
- 4. **THE PLANNING AND LAND DEVELOPMENT ORDINANCE to add the IAMP Overlay District**

- 3. Amendment to the Official Zone Map of the City of Wilsonville to include the boundaries of the Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone as follows:



- 4. Amendment to the Wilsonville Planning and Land Development Ordinance, adding a new Section 4.133, Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone as follows:

**Section 4.133. Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone**

**Section 4.133.01. Purpose**

The purpose of the IAMP Overlay Zone is the long-range preservation of operational efficiency and safety of the Wilsonville Road Interchange, which provides access from and to Interstate 5 for residents and businesses in south Wilsonville. The Wilsonville Road Interchange is a vital transportation link for regional travel and freight movement and provides connectivity between the east and west side of the community. Preserving capacity and ensuring safety of this interchange and the transportation system in its vicinity is essential to existing businesses and residents in the southern parts of the city and to the continued economic and community growth and development in the vicinity of Wilsonville Road and the interchange.

**Section 4.133.02. Where These Regulations Apply**

The provisions of this Section shall apply to land use applications subject to Section 4.004, Development Permit Required, for parcels wholly or partially within the IAMP Overlay Zone, as shown on Figure XX. Any conflict between the standards of the IAMP Overlay Zone and those contained within other chapters of the Development Code shall be resolved in favor of the Overlay Zone.

**Section 4.133.03. Permitted Land Uses**

Uses allowed in the underlying zoning districts are allowed subject to other applicable provisions in the Code and this Section.

**Section 4.133.04. Access Management**

In addition to the standards and requirements of Section 4.237 for land divisions and Street Improvement Standards in Section 4.177, parcels wholly or partially within the IAMP Overlay Zone are governed by the Access Management Plan in the Wilsonville Road Interchange Area Management Plan. The following applies to land use and development applications subject to Section 4.133.

**(.01) Applicability.** The provisions of Section 4.133.04 apply to:

- A. Development or redevelopment proposals for parcels two (2) acres or less that are subject to the requirements of Section 4.004 Development Permit.**
- B. Planned Development applications, pursuant to Section 4.140, as part of Preliminary Approval (Stage One).**
- C. Final Approval (Stage Two) Planned Development applications, pursuant to Section 4.140, to the extent that subsequent phases of development differ from the approved preliminary development plan, or where one or more of the following elements are not identified for subsequent phases:**
  - 1. Land uses.**
  - 2. Building location.**
  - 3. Building size.**
  - 4. Internal circulation.**

**(.02) Access Approval.**

- A. Access to public streets within the IAMP Overlay Zone shall be reviewed for consistency with the IAMP Access Management Plan.**
- B. Approval of access to City streets within the IAMP Overlay Zone shall be granted only after joint review by the City and the Oregon Department of Transportation (ODOT). Coordination of this review will occur pursuant to Section 4.133.05(.02).**
- C. Access approval is a Class II decision, pursuant to Section 4.030, and is based on the standards contained in this Section, the provisions in Section 4.177 and Section 4.237 of this Code, and the Access Management Plan in the Wilsonville Road Interchange Area Management Plan.**
  - 1. Where the recommendations of the Access Management Plan conflict with other access and spacing requirements in Section 4.177 of this Code, the IAMP Access Management Plan shall govern.**

2. Where development proposals are inconsistent with the Access Management Plan, modifications to the Access Management Plan are required pursuant to (.03) in this Section.

**(.02) Cross access easements.**

- A. Prior to approving access for tax lots that are identified in the Access Management Plan (see Table 3 and Figure 5 in the Wilsonville Road Interchange Area Management Plan), the City shall require that:
  1. The applicant demonstrate how cross access can be accomplished for sites contiguous to the subject property or properties, consistent with the circulation and planned local street network shown in the Interchange Area Management Plan;
  2. If access across an adjacent parcel or parcels is necessary for the development of the subject site, a signed cross access agreement is submitted with the application; and,
  3. For applications reviewed as part of a subdivision approval process, necessary cross access easements are shown and recorded on the final plat. Access widths shall consistent with City Public Works standards unless based on a Transportation Impact Analysis, developed pursuant to Section 4. 133.05(.01) and approved by the City Engineer.

**(.03) Access Management Plan Modifications.**

- A. Recommended actions in the Access Management Plan are based on property configurations and ownership existing at the time of the Wilsonville Road Interchange Area Management Plan's adoption. Lot consolidation and other land use actions may necessitate an amendment to the Access Management Plan. Modifications to the Access Management Plan:
  1. May occur through agreement by the City of Wilsonville and ODOT and require an amendment to the Wilsonville Road Interchange Area Management Plan; and
  2. Will only be allowed if the proposed modifications meet, or move in the direction of meeting, the adopted access management spacing requirements in the Wilsonville Road Interchange Area Management Plan.

**Section 4. 133.05. Administration**

Section 4. 133.05 delineates the responsibilities of the City, in coordination with ODOT, to monitor and evaluate vehicle trip generation impacts on the Wilsonville Road Interchange from development approved under this Section.

**(.01) Traffic Impact Analysis.**

- A. Purpose. The purpose of this section of the code is to implement Section 660-012-0045 (2) (e) of the State Transportation Planning Rule that requires the City to adopt a process to apply conditions to development proposals in order to minimize adverse impacts to and protect transportation facilities. This section establishes the standards for when a proposal in the IAMP Overlay Zone must be reviewed for potential traffic impacts; when a Traffic Impact Analysis must be submitted with a

development application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a Traffic Impact Study; and who is qualified to prepare the Study.

- B. **Typical Average Daily Trips.** The latest edition of the Trip Generation Manual, published by the Institute of Transportation Engineers (ITE) shall be used as standards by which to gauge average daily vehicle trips, unless a specific trip generation study is approved by the City Engineer. A trip generation study could be used to determine trip generation for a specific land use which is not well represented in the ITE Trip Generation Manual and for which a similar facility is available to count.
- C. **When Required.** A Traffic Impact Analysis shall be required to be submitted to the City with a land use application, when the following conditions apply:
  - 1. The development application involves one or more of the following actions:
    - a. A change in zoning or a plan amendment designation; or
    - b. The development requires a Development Permit pursuant to Section 4.004; or
    - c. The development may cause one or more of the following effects to access or circulation, which can be determined by site observation, traffic impact analysis or study, field measurements, and information and studies provided by the local reviewing jurisdiction and/or ODOT:
      - i. The location of the access driveway does not meet minimum intersection sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or such vehicles queue or hesitate, creating a safety hazard; or
      - ii. The location of the access driveway does not meet the access spacing standard of the roadway on which the driveway is located; or
      - iii. The location of the access driveway is inconsistent with the Wilsonville Road Interchange Area Management Plan Access Management Plan.
      - iv. A change in internal traffic patterns that may cause safety problems, such as back up onto the highway or traffic crashes in the approach area.
- D. **Traffic Impact Analysis Requirements.**
  - 1. **Preparation.** A Traffic Impact Analysis shall be prepared by a professional engineer under retainer to the city. The traffic analysis will be paid for by the applicant.
  - 2. **Transportation Planning Rule Compliance.** The traffic impact analysis shall be sufficient in detail to determine compliance with Oregon Administrative Rule (OAR) 660-012-0060. (See Section 4.133.06.)
  - 3. **Traffic Impact Analysis Scoping.** The applicant will coordinate with the Wilsonville City Engineer prior to submitting an application that requires a Traffic Impact Analysis. The City has the discretion to determine the required elements of the TIA and the level of analysis

expected. Coordination with ODOT is advisable and is at the City's discretion.

**E. Approval Criteria.**

1. **Criteria.** When a Traffic Impact Analysis is required, approval of the development proposal requires satisfaction of the following criteria:
  - a. The Traffic Impact Analysis was prepared by a professional engineer selected by the City; and
  - b. If the proposed development meets the criteria in Section C, above, or other traffic hazard or negative impact to a transportation facility, the Traffic Impact Analysis shall include mitigation measures that meet the City's performance standards (i.e. Level-of-Service and/or Volume/Capacity ratio) and are satisfactory to the City Engineer and ODOT; and
  - c. The proposed site design and traffic and circulation design and facilities, for all transportation modes, including any mitigation measures, are designed to:
    - i. Have the least negative impact on all applicable transportation facilities; and
    - ii. Accommodate and encourage non-motor vehicular modes of transportation to the extent practicable; and
    - iii. Make the most efficient use of land and public facilities as practicable; and
    - iv. Provide the most direct, safe and convenient routes practicable between on-site destinations, and between on-site and off-site destinations; and
    - v. Otherwise comply with applicable requirements of the City of Wilsonville's Development Code.

**F. Conditions of Approval.** The City may deny, approve, or approve a development proposal with appropriate conditions.

1. Where the existing transportation system will be impacted by the proposed development, dedication of land for streets, transit facilities, sidewalks, bikeways, paths, or accessways may be required to ensure that the transportation system is adequate to handle the additional burden caused by the proposed use.
2. Where the existing transportation system is shown to be burdened by the proposed use, improvements such as paving, curbing, installation or contribution to traffic signals, construction of sidewalks, bikeways, accessways, paths, or streets that serve the proposed use may be required.
3. Where planned local street connectivity is required to improve local circulation for the betterment of interchange function, local street system improvements will be required.

**(.02) Land Use Review Coordination.**

- A. The City shall not deem the land use application complete unless it includes a Traffic Impact Analysis prepared in accordance with the requirements of this Section.
- B. The City shall provide written notification to ODOT when the application within ten (10) calendar days of receiving a complete Class II Permit application.

- C. ODOT shall have at least 20 calendar days, measured from the date completion notice was mailed, to provide written comments to the City. If ODOT does not provide written comments during this 20-day period, the City staff report will be issued without consideration of ODOT comments.

**Section 4. 133.06. Comprehensive Plan and Zoning Map Amendments**

This Section applies to all Comprehensive Plan Map and Zoning Map amendments to parcels wholly or partially within the IAMP Overlay Zone.

**(.01) IAMP Amendment.**

If the proposed land use is inconsistent with the current Comprehensive Plan Map or Zoning Map land use designation the applicant will be required to undertake a legislative process to amend and update the Wilsonville Road Interchange Area Management Plan in order to demonstrate that the proposed amendment will be consistent with the planned improvements in the Overlay Zone.

**(.02) Transportation Planning Rule Requirements.**

- A. **Review of Applications for Effect on Transportation Facilities.** A proposed comprehensive plan amendment, zone change or land use regulation change pertaining development within the IAMP Overlay Zone, whether initiated by the City or by a private interest, shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060 (the Transportation Planning Rule – “TPR”). “Significant” means the proposal would:
1. Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
  2. Change standards implementing a functional classification system; or
  3. As measured at the end of the planning period identified in the adopted transportation system plan:
    - a. Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
    - b. Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP; or
    - c. Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.
- B. **Amendments That Affect Transportation Facilities.** Amendments to the comprehensive plan and land use regulations that significantly affect a transportation facility shall ensure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the TSP. This shall be accomplished by one or a combination of the following:



1. Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
  2. 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 Section -0060 of the TPR.
  3. Altering land use designations, densities, or design requirements to reduce demand for vehicle travel and meet travel needs through other modes of transportation.
  4. Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.
- C. Traffic Impact Analysis. A Traffic Impact Analysis shall be submitted with a plan amendment or zone change application. (See Section 4.133.05 Traffic Impact Analysis).

## **FINDINGS AND CONCLUSIONS**

### **Section 4.197. Zone Changes and Amendments To This Code – Procedures.**

*(.01). The following procedure shall be followed in applying for an amendment to the text of this Chapter:*

*A. The Planning Commission shall conduct a public hearing on the proposed amendment at its earliest practicable meeting after it is proposed and shall, within forty (40) days after concluding the hearing, provide a report and recommendation to the City Council regarding the proposed amendment. The findings and recommendations of the Commission shall be adopted by resolution and shall be signed by the Chair of the Commission.*

Response: This amendment is City initiated. A public hearing is noticed for September 9, 2009. The findings and recommendations of the Commission will be adopted by Resolutions No. LP09-0008 and LP09-0012, which will be signed by the Chair of the Commission. The Council public hearing and first reading is tentatively scheduled for October 5, 2009.

*B. In recommending approval of a proposed text amendment, the Planning Commission shall, at a minimum, adopt findings relative to the following:*

1. *That the application was submitted in compliance with the procedures set forth in Section 4.008;*

### **Section 4.008. Application Procedures - In General.**

*(.01) The general application procedures listed in Sections 4.008 through 4.024 apply to all land use and development applications governed by Chapter 4 of the Wilsonville Code. These include applications for all of the following types of land use or development approvals:*

*F. Changes to the text of Chapter 4, pursuant to Section 4.197;*

Response: This proposal is an amendment to the text of Chapter 4, so must comply with Section 4.008 – 4.024.

**Section 4.009. Who May Initiate Applications.**

- (.01) *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. Changes to the Comprehensive Plan or zoning may also be initiated by the City Council, Planning Commission, or Development Review Board, acting by motion. Applications involving a Specific Area Plan shall be initiated as provided in Section 4.125(.18)(C) and (D).*

Response: The proposed amendment is a legislative amendment to Chapter 4 of the City Code, not a site specific change to zoning, and is being initiated by the City.

- (.02) *Applications involving large areas of the community or proposed amendments to the text of this Chapter or the Comprehensive Plan may be initiated by any property owner, business proprietor, or resident of the City, as well as by the City Council, Planning Commission, or Development Review Board acting by motion.*

Response: This amendment is proposed by the City to address safety and capacity issues at the I-5/Wilsonville Road interchange and to plan for future transportation improvements in the vicinity of the interchange that ensures its long-term functionality. The proposal includes a zone map amendment to include the Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone and a new Section 4.133 to Chapter 4 of the city code. The proposed transportation improvements included in the IAMP will impact primarily residents and businesses in the vicinity of the interchange and those located in southern parts of the City. Associated code language will apply to development and redevelopment proposals within the Overlay Zone.

- (.03) *A decision by the City Council, Planning Commission, or Development Review Board to initiate an action under this Section does not predetermine that the same body will approve or adopt the proposed change after concluding public hearings.*

Response: The proposed amendment was not initiated by a hearing body or the City Council.

- (.04) *In the event that the City of Wilsonville is the applicant, the City Manager may authorize any City employee or consultant to act as the City's agent.*

Response: Planning staff is acting as the agent for the City on this application.

**Section 4.010. How To Apply.**

- (.01) *Contact Planning Department. Prospective applicants are advised to contact the Planning Department of the City's Community Development Department for application forms and information on application procedures.*

Response: This section is not applicable. The City is the applicant.

*(.02) Pre-Application Conference*

- A. An applicant or the applicant's authorized representative shall contact the Planning Department to arrange a pre-application conference, unless the applicant and the Planning Director agree the conference is not needed.*
- B. The conference shall be held within thirty (30) days of the request.*
- C. The purpose of the conference shall be to acquaint the applicant with the substantive and procedural requirements of the Code, provide for an exchange of information regarding applicable elements of the Comprehensive Plan and development standards, arrange such technical and design assistance as will aid the applicant, and to otherwise identify policies and regulations that create opportunities or pose significant constraints for the proposed development.*
- D. Such conferences will be open to the public unless the prospective applicant requests a private conference. Private pre-application conferences are conducted in order to protect the interests of those who have not yet completed property acquisition arrangements, or who are concerned about providing proprietary information that may give an advantage to competing developers or businesses. However, once an application has been filed with the City, all information that is part of the public record will be available for public review.*
- E. The Planning Department if requested in writing by the applicant at least one week in advance of the pre-application conference, shall provide the applicant with a written summary of the conference within five (5) working days after the conference. If prepared, written summaries of pre-application conferences shall be available for public review. Summaries shall include:
  - 1. Confirmation of the procedures to be used to process the application;*
  - 2. A list of materials to be submitted; and*
  - 3. The criteria and standards which may apply to the approval of the application.**

Response (.02, A-E): No formal pre-application conference was held. However, the IAMP project has been reviewed at several internal Development Staff meetings, which often serve as pre-application conferences for city initiated projects.

**Section 4.011. How Applications are Processed.**

- (.01) Applications submitted without the required filing fee shall not be considered to be "filed" and shall be returned to the prospective applicant without being processed.*

Response: The City is exempted from payment of application fees, since it is a City application prepared at City expense, for which City funds are expended throughout the hearing and amendment process.

- (.02) After filing, all applications shall be reviewed by City staff for completeness.*

- A. In the event that an application is found to be incomplete in any way, the Planning Director shall notify the applicant in writing within thirty (30) days of the original filing and shall list the deficiencies in the application.*

Response: The application contains the draft of the proposed amendment and the mailing lists for notice of public hearing. The staff report to the Planning Commission will include the Findings and Conclusions in support of this application.

- B. 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: This is a legislative amendment to text and to the Zoning Map. Therefore, this section is not applicable.

- C. Failure of an applicant to remedy any deficiencies in an application prior to the preparation of the staff report on the matter shall constitute adequate grounds for denial of the application by the appropriate decision-making body. Failure of an applicant to provide the deficient information may be considered to be a "refusal" as the term is used in ORS 197, and the application shall be processed accordingly.*

Response: References to additional applicable review criteria have been added to the staff report, to correct deficiencies in that section of the notice of public hearing.

- D. Upon concluding that an application is complete, or that it will be processed in spite of the applicant's failure or refusal to correct any deficiencies in the application, the Planning Director shall provide copies of the application materials to other affected agencies and City departments, requesting their input and recommendations for the record.*

Response: Copies of the application materials have been provided to the City's Legal Department, Engineering Department, and the Current Planning Division for their comments.

- 1. Such other agencies and departments shall be given a specified amount of time to respond, sufficient to allow the planning staff an opportunity to complete the preparation of a written staff report for the review of the public and decision-makers. For public hearing items, staff reports are printed and available for review seven (7) days prior to the time when a public hearing is conducted.*

Response: The city's legal staff has reviewed and revised the original application. The staff report will be available at least 7 days prior to the public hearing.

- 2. Each written staff report includes a list of the agencies and departments contacted in the review process and their written comments, if any.*

Response: Comments from legal staff are incorporated into the proposed amended language. Engineering Department... Current Planning staff supports this amendment.

- (.03) *Written testimony that is sent via mail, facsimile, or computer will be processed as specified in Section 4.035. All parties are discouraged from relying exclusively on these means of submitting testimony unless verification is received that the subject testimony has been received and made part of the record.*

Response: At the time of publication of this report, no mailed, faxed or electronic testimony had been received by the Planning Division.

**Section 4.012. Public Hearing Notices.**

- (.01) *Published Notice. The Planning Director shall have published in a newspaper of general circulation in the City of Wilsonville, prior to the date of the Planning Commission or Development Review Board meeting, a notice that the Commission or the Board will consider proposals, documents, or pending applications.*
- A. If the matter will require a public hearing, the notice shall be published at least ten (10) and not more than twenty-one (21) days before the first hearing.*
- B. The publication shall contain a brief description of the subject property, including either the street address or other common description of the site, and including the approximate geographic location such as a reference to nearby cross streets, the time and place that the City's decision-making body will consider the submitted documents, and the nature of the proposal, as well as other matters required by law. Failure to advertise as specified in this Section shall not invalidate any decisions or proceedings of the City if a good faith attempt was made to comply with the notice requirements of this Code.*

Response: Notice of Planning Commission public hearing was transmitted to the Department of Land Conservation and Development on July 24, 2009. Notice was published in the *Wilsonville Spokesman* on August 26, 2009, a date at least 10 days, but not more than 21 days from the noticed public hearing date.

- (.02) *Mailed Notice for Quasi-Judicial Hearings.*
- A. For development projects involving Class II Administrative Reviews, or quasi-judicial public hearings, the Planning Director shall have public hearing notices mailed to the owners of real property located within 250 feet of the site of the proposed development. The Planning Director shall use the property ownership lists of the County Assessor in determining the recipients of the notices.*
- B. Notices shall be mailed not less than twenty (20) days nor more than forty (40) days prior to the initial public hearing date. Except, however, in cases where the development proposal will require public hearings before both the City Council and Development Review Board, in which case the notices shall be mailed at least ten (10) days before the initial public hearing.*
- C. In any case where State law requires different timing or form of notice than that specified in this Code, the standard requiring a broader coverage or duration of notice shall be followed.*
- D. The City will make a good faith effort to contact property owners whose names do not appear on County ownership records and to contact others who have asked to be contacted for different types of applications.*

Response: This is not a quasi-judicial application, therefore, Section 4.012(.02)(A – D) is not applicable.

- (.03) *Mailed Notice for Legislative Hearings. Where applicable, the Planning Director shall have notices of legislative hearings mailed to individual property owners as specified in State law.*

Response: Notices were mailed to all property owners within the proposed IAMP Overlay District Zone, to surrounding cities and counties, and to the Wilsonville Chamber of Commerce.

- (.04) Posted Notice.

A. *The Planning Director shall have notice of development proposals, subject to Class II administrative or hearing body review, posted in at least three (3) standard locations for public notice. In addition, the property proposed for development may be posted so as to be visible and legible from adjacent public streets.*

Response: Notice was posted at City Hall, the City Library, the Wilsonville Post Office and at the Chamber of Commerce. This is a legislative amendment; therefore, no property was posted.

B. *Notice shall be posted not less than twenty-one (21) nor more than forty (40) days prior to the anticipated date of final decision or hearing, except in the case where the notice concerns public hearings before both the City Council and either the Planning Commission or Development Review Board. In such cases, the notice shall be posted at least ten (10), and not more than forty (40), days before the initial hearing.*

Response: Notice was posted on August 27, 2009, at least 10 days, but not more than 40 days, prior to the initial hearing date of September 9, 2009.

#### **Section 4.013. Hearing Procedures.**

- (.01) *Public Hearings shall be conducted in accordance with procedures for evidentiary hearings set forth in Section 2.560 of the Wilsonville Code, or as otherwise amended by City Council action.*
- (.02) *Decision. Following the public hearing, the hearing body shall approve, conditionally approve, or deny the application or if the hearing is in the nature of an appeal, affirm, reverse or remand the decision that is on appeal.*
- (.03) *A final decision involving a hearing on an application for a Development Permit shall be made within one hundred and twenty (120) days of the application being deemed complete; other than expedited land divisions which require a final decision within sixty-three (63) days of a complete filing. Except, however, that with agreement of the hearing body and the applicant or appellant, the processing of a matter under consideration may be extended for a reasonable period of time as determined by the hearing body.*

Response: The minutes of the Planning Commission public hearing will record the hearing procedures that were followed.

**Section 4.014. Burden of Proof.**

*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. In the case of an appeal, the burden of proof rests with the appellant.*

Response: The City, as applicant, has submitted findings of fact in support of the application.

**Section 4.015. Findings and Conditions.**

- (.01) *All decisions on applications filed pursuant to this Chapter shall include written findings of fact and may include conditions of approval. Findings of fact shall include:*
- A. A statement of the applicable criteria against which the proposal was tested, and of the hearing body's interpretation of what would be required to achieve compliance with the criteria and standards.*
  - B. A statement of the facts which the hearing body found establishing compliance or noncompliance with each applicable criterion and assurance of compliance with applicable standards.*
  - C. The reasons for a conclusion to approve or deny.*
  - D. The decision to deny or approve the proposed change with or without conditions.*

Response: Draft Findings and Conclusions and Statement of Applicable Criteria are included in this staff report for review, amendment and approval by the Planning Commission and City Council.

- (.02) *Any graphic or written information, as well as any verbal commitments made by an applicant or applicant's agent during a public hearing, shall automatically be included as requirements of any approval granted by the City, unless specifically altered or waived by the City's decision-making body.*

Response: The resolutions and the draft amendments are included as exhibits to this staff report.

- (.03) *Those testifying in a public hearing process, either for or against a given application, are encouraged to submit draft findings of fact for the consideration of the decision makers. The decision-makers may choose to adopt as findings of fact any part, or none, of any testimony that is submitted.*

Response. This is a legislative hearing, therefore, this is not applicable.

**Section 4.018. Participation by Interested Officers or Employees.**

*No officer or employee of the City who has a financial or other private interest in a proposal shall participate in discussion with or give an official opinion to the hearing body on the proposal without first declaring for the record the nature and extent of such interest.*

Response: City staff members involved in the application and hearing have no financial or other private interest in this proposal. No City staff employed with the Engineering or Planning Department have a financial interest in real property in the vicinity of the interchange.

**Section 4.019. Hearing Body - Conflicts of Interest.**

- (.01) *A member of the hearing body shall disclose any actual or potential conflict of interest before participating in any hearing body proceeding or action on a planning matter involving action on any particular parcel of real estate. No member shall participate as a member of the hearing body if that member has an actual conflict of interest. A member of the hearing body may participate as a member of the public a large in cases where that member has an actual conflict of interest.*
- (.02) *An actual conflict of interest arises when any of the following persons have direct or substantial financial interest in the particular parcel of real estate or in property immediately adjacent to that real estate:*
- A. the member or the member's spouse,*
  - B. a brother, sister, child, parent, father-in-law or mother-in-law of the member,*
  - C. any business associate of the member within the previous two years, a prospective partner, an employer or prospective employer.*
- (.03) *If a member of the hearing body shows evidence of or declares a potential conflict of interest, members of the public or other members of the hearing body may challenge the member's participation in hearing body proceedings on the particular issue involved. Following such a challenge the member of the hearing body may either withdraw from participation or explain the invalidity of the challenge. In cases of potential conflict, the hearing body member, her/himself, will decide on her/his final participation.*
- (.04) *A potential conflict of interest arises when the member has an indirect financial interest in the particular parcel of real estate or in property immediately adjacent to that real estate or exhibits bias toward the real estate, its owners, or its tenants.*

Response: Prior to the public hearing, Commissioners are requested to declare any conflict of interest according to the above procedures.

**Section 4.020. Ex Parte Contacts.**

Response: This is a legislative hearing, therefore, the ex parte restrictions do not apply.

**Section 4.022. Appeal and Call-up Procedures.**

Response: The action by the Planning Commission is a recommendation to the City Council, who will hold the final hearing and adopt, amend, remand or reject the proposed recommendation. The Council final decision may be appealed to LUBA.

**Section 4.197. Zone Changes and Amendments To This Code – Procedures**



(.01) *The following procedure shall be followed in applying for an amendment to the text of this Chapter.*

*B. In recommending approval of a proposed text amendment, the Planning Commission shall, at a minimum, adopt findings relative to the following:*

*2. The amendment substantially complies with all applicable goals, policies and objectives set forth in the Comprehensive Plan.*

Response: The proposed amendment complies with all applicable goals, policies and objectives set forth in the Comprehensive Plan, as documented in the Findings and conclusions elsewhere in this staff report.

*3. The amendment does not conflict with, nor endanger, other provisions of the text of the Code.*

Response: The proposed addition of a new IAMP Overlay Zone section to Chapter 4 of the City's code does not alter other sections of the code. Principally, the proposed section modifies existing city requirements and codifies City practice pertaining to development and redevelopment in the vicinity of the Wilsonville Road interchange and ties these requirements to the IAMP. Therefore, there are no conflicts with provisions of the text of the Code.

*4. If applicable, the amendment is necessary to insure that the City's Land Use and Development ordinance complies with mandated requirements or State or Federal laws and/or statutes.*

Response: The proposed amendment is necessary to comply with mandates of state or federal laws or statutes. The action of adopting the IAMP requires a Transportation Planning Rule (TPR) compliance review. The TPR requires that local governments adopt land use regulations consistent with state and federal requirements "to protect transportation facilities, corridors, and sites for their identified functions (OAR 660-012-0045(2))." Adopting the code language proposed in the new Section 4.133 will ensure that local land use actions are consistent with the transportation facility planning within the IAMP.

The proposed code language also addresses TPR Section -0060, which requires that amendments to functional plans, acknowledged comprehensive plans, and land use regulations that significantly affect an existing or planned transportation facility must ensure that the allowed land uses are consistent with the identified function, capacity, and performance standards of the facility. Currently, the City requires a Development Permit for all land use or development actions, with very limited exceptions (see Section 4.005, Exclusions from Development Permit Requirement), but also may waive this requirement (Section 4.008(.02)E). Pursuant to the Development Code, a change in use, one that "substantially affects" the use of an existing structure, or an alteration to an existing building that affects the use or appearance of the land, also requires a Development Permit. The existing concurrency policies and the city requirement that all land use actions and development proposals include a traffic impact analysis (TIA) are consistent with -0060. The proposed TIA requirements for the new overlay zone codify existing practice and make explicit that this level of transportation analysis will be required for land use applications submitted for parcels within the IAMP management area.

(.02) *In recommending approval or denial of a proposed zone map amendment, the Planning Commission or Development Review Board shall at a minimum, adopt findings addressing the following criteria:*

*A. That the application before the Commission or Board was submitted in accordance with the procedures set forth in Section 4.008, Section 4.125 (.18)(B)(2) or, in the case of a Planned Development, Section 4.140; and [Amended by Ord 557, adopted 9/5/03]*

Response: As demonstrated elsewhere in this staff report, applicable application procedures have been followed in the development and notification of adoption of the proposed Chapter 4 amendment.

*B. That the proposed amendment is consistent with the Comprehensive Plan map designation and substantially complies with the applicable goals, policies and objectives, set forth in the Comprehensive Plan text; and*

Response: Applicable policies of the Wilsonville Comprehensive Plan have been addressed elsewhere in this staff report. The proposed zone map amendment to include the IAMP Overlay Zone is consistent with the adoption of the IAMP and proposed Management Area into the city's TSP, and comprehensive Plan. This action does not change the underlying land use designation or zoning of parcels within the district.

(.03) *If affirmative findings cannot be made for all applicable criteria listed above the Planning Commission or Development Review Board shall recommend that the proposed text or map amendment, as the case may be, be denied.*

Response: Affirmative findings for all applicable criteria are contained in this staff report.

*Section 4.197(.04) is a procedural requirement related to final Council action.*

*Section 4.197(.05) is applicable to property owner/applicant initiated zoning map amendments.*

**Exhibit List:**

Exhibit A: I-5/Wilsonville Road Interchange Area Management Plan



29799 SW Town Center Loop E  
Wilsonville, Oregon 97070  
(503) 682-1011  
(503) 682-1015 Fax Administration  
(503) 682-7025 Fax Community Development

November 18, 2009

Department of Land Conservation and Development  
Attention: Plan Amendment Specialist  
635 Capitol Street NE, Suite 150  
Salem, OR 97301-2540

**DEPT OF**

**NOV 19 2009**

**LAND CONSERVATION  
AND DEVELOPMENT**

Re: IAMP Ordinances

Please find enclosed Ordinances 671, 672, and 673 adopted by the Wilsonville City Council at their November 16, 2009 City Council meeting. The ordinance adopts the IAMP for the I-5/Wilsonville Road area. A separate package contains Ordinances No. 670 which also deals with the adoption of the IAMP.

- A. **Ordinance No. 671** - Amending the City's Comprehensive Plan by Deleting the Section Titled Roads and Transportation Plan and Adopting a New Section Titled Transportation
- B. **Ordinance No. 672** - Amending Chapter 4 of the City Code to Include the I-5/Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zoning District
- C. **Ordinance No. 673** - Amending the City's Official Zoning Map To Add I-5/Wilsonville Road Interchange Area Management Plan (IAMP) Overlay District Boundaries.

Please do not hesitate to call me if you have any questions. I can be reached at 503-570-1506 or by e-mail at [king@ci.wilsonville.or.us](mailto:king@ci.wilsonville.or.us)

Sincerely,

Sandra C. King  
City Recorder

/sck



**DEPT OF**

**NOV 19 2009**

**LAND CONSERVATION  
AND DEVELOPMENT**

0161426514873

**\$06.100**

11/18/2009

Mailed From 97070

**US POSTAGE**

Hasler



City of Wilsonville  
29799 SW Town Center Lp E  
Wilsonville, OR 97070

TO: Plan Amendment Specialist  
DLCD  
635 Capitol ST NE, Suite 150  
Salem, OR 97301-2540