

RESOLUTION NO. 2169

A RESOLUTION OF THE CITY OF WILSONVILLE ENDORSING THE NEED TO UPDATE THE CITY'S TRANSPORTATION SYSTEMS PLAN (TSP) BASED ON RAPIDLY EMERGING REGIONAL ISSUES AND SUPPORTING CITY STAFF'S APPLICATION FOR AN OREGON DEPARTMENT OF TRANSPORTATION (ODOT) TRANSPORTATION GROWTH MANAGEMENT (TGM) GRANT.

WHEREAS, Oregon law requires that state, local and regional governments adopt interrelated Transportation Systems Plans (TSPs). The purpose of local TSP, according to the Transportation Planning Rule, is to "establish a system of transportation facilities and services adequate to meet identified local transportation needs consistent with regional TSPs and adopted elements of the State TSP"; and

WHEREAS, TSPs should be updated regularly to reflect changing conditions; and

WHEREAS, on June 2, 2003 the City Council adopted the current Wilsonville Transportation Systems Plan (TSP) via Ordinance No. 552 based on the traffic analysis and consultant reports from 1996 through 1999; and

WHEREAS, since adoption of the current Wilsonville TSP many critical land-use decisions have been made, rendering the need to immediately update the TSP to determine the composite affects of these land-use decisions on the City's system of streets, and multimodal facilities; and

WHEREAS, the Metro Urban Growth Boundary was expanded in 2002 and 2004 between the Cities of Wilsonville, Tualatin and Sherwood adding over 1,900 acres of land for industrial and residential purposes, including approximately 800 acres of industrial land to Wilsonville's northern limits; and

WHEREAS, these expansions have resulted in the need for regional coordination on land-use and transportation systems planning to ensure adequate levels of transportation service are provided; and

WHEREAS, the City's TSP does not take into consideration the 2004 UGB expansions and needs to be updated to include land-use planning completed for the southwest Tualatin Concept area and the Coffee Industrial area; and

WHEREAS, the City adopted the Coffee Creek Master Plan on October 16, 2007 via Ordinance No. 637 and entered into an Urban Planning Area Agreement (UPAA) with

Washington County for cooperatively planning this Regionally Significant Industrial Area (RSIA); and

WHEREAS, the West Linn-Wilsonville School District, due to its bond measure passing in 2008, has begun master planning three (3) new schools in the City of Wilsonville, the first of which is expected to open in 2011; and

WHEREAS, a 180-acre residential area called Frog Pond on the east side of the City was added to the UGB in 2002 and several homebuilders have begun concept planning this area with approximately 1,000 dwelling units; and

WHEREAS, the Coffee Creek Correctional Facility is planning to expand its population by 25% by 2012 and the affects of this change on the City's transportation grid need to be determined; and

WHEREAS, the Westside Express Service (WES) began providing commuter service from Beaverton to Wilsonville and a new commuter rail station opened in Wilsonville in 2009 and is the southern terminus; and

WHEREAS, South Metro Area Regional Transit (SMART) has consolidated its operations at the commuter rail station to meet commuters creating a hub based transit system; and

WHEREAS, the former Dammasch State Hospital 482-acre site is in the process of becoming Villebois, a 2,400 mixed-use home development with an anticipated development schedule from 2005 through 2015; and

WHEREAS, Metro, with its partners has begun master planning the Tonquin Regional Trail, which will connect the cities of Sherwood and Tualatin with Wilsonville via a 10-15 mile off-street pathway network; and

WHEREAS, with all of the land-use and transportation planning occurring in and around the city, there is an urgent need for regional coordination and updating of the City's Transportation Systems Plan to reflect these changes.

WHEREAS, staff has prepared an application to the Oregon Department of Transportation for a Transportation Growth Management (TGM) Grant to fund the updating of the City's Transportation System Plan, a copy of the application is marked Exhibit A, attached hereto and incorporated by reference as if fully set forth herein:

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


1. The above recitals are incorporated herein as City Council findings in support of this resolution.
2. The application to the Oregon Department of Transportation for a Transportation Growth Management (TDM) Grant, Exhibit A, attached hereto and incorporated by reference herein, is approved.
3. The City Manager, or her delegate is authorized to file the application with the Oregon Department of Transportation and to do whatever follow up with the Department, if any, that may be reasonable and necessary.
4. A TGM Grant would assist the City in updating the TSP at a critical time, when regional coordination is needed.
5. The resolution becomes effective upon adoption.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 16th day of March 2009 and filed with the Wilsonville City recorder this date.



ALAN KIRK, City Council President

ATTEST:


Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Knapp	<u>Excused</u>
Councilor Kirk	<u>Yes</u>
Councilor Hurst	<u>Yes</u>
Councilor Ripple	<u>Excused</u>
Councilor Núñez	<u>Yes</u>



TRANSPORTATION GROWTH MANAGEMENT (TGM) GRANT APPLICATION FORM

Please read the Application Packet carefully before completing this application.

Sample applications and application tips are available on the TGM Grants and Incentives page on the Web: egov.oregon.gov/LCD/TGM/grants.shtml.

Complete this application (please limit to 8 pages), print it out, sign, and then submit by postal mail.

The answer fields below will expand as you type.

ORGANIZATION NAME City of Wilsonville		(503) 570-1562
CONTACT PERSON NAME AND TITLE Michael Bowers, Community Development Director		CONTACT PERSON E-MAIL bowers@ci.wilsonville.or.us

Section 1: Project description and background

1. Provide a brief statement of project purpose and transportation relationships and benefits:

The project purpose is to update the City of Wilsonville's Transportation Systems Plan (TSP). The City's TSP was last updated from 1996 to 1999 and adopted in 2003. This delayed adoption occurred primarily due to the siting of the new Coffee Creek Correctional Facility in north Wilsonville in 1999/2000 followed by a Freeway Access Study which concluded in 2002.

Many land-use decisions and initiatives from 2002 to present, however, have rapidly created the need to update the current Wilsonville TSP. The 2010 TSP, which will be the outcome of this TGM grant application, will include a review of the current TSP, specifically focused on the impact of the following on the City:

- 2500-homes on 482 acres at the former Dammasch State Hospital (development timeline is 2005-2015).
- The 190 acre Frog Pond area added to the UGB in 2002 (concept plan underway).
- Three new schools, one to be constructed in 2010 and the other two in the planning phase, passed by bond measure in 2008.
- The Coffee Creek Industrial Area Master Plan, a 216-acre UGB expansion planned in cooperation with Metro and Washington County per a 2007 Urban Planning Area Agreement (UPAA).

- Metro UGB expansion in 2004 that will have an impact on Wilsonville's TSP based on regional industrial development between the cities of Wilsonville, Tualatin and Sherwood.
- The Coffee Creek Women's Prison is expected to incur a 25% population increase over the next 3 years per the Oregon Department of Corrections.

2. List the key project objectives and expected outcomes and relate them to TGM objectives:

The proposed project is intended to do the following:

- Adopt an updated TSP that provides for a safe, efficient, multi-modal transportation network, based on the needs of existing and planned land uses;
- Prepare Safe Routes to Schools plans for 3 new schools;
- Plan for key regional, arterial, and local streets in rapidly emerging industrial area;
- Prioritize transportation facilities and services considering likely future revenues;
- Reduce reliance on the state highways for local traffic, by planning for a connected street pattern and resolving access issues;
- Determine the appropriate means for managing three I-5 Interchanges to meet both local and through traffic needs as well as improving safety and mobility;
- Strategically plan for a network of pedestrian and bicycle facilities including connections between Metro and the Willamette Valley;
- Address the needs and preferences of transportation system users and obtain broad public support for the plan; and
- Achieve compliance with the TPR, Oregon Transportation Plan, Oregon Highway Plan, and the Metro Regional Transportation Plan (RTP).

The plan is intended to achieve several TGM Objectives. Final products that contribute to achieving these objectives are noted:

- Result in a balanced, multimodal transportation system – Pedestrian and bicycle facilities plan, subdivision and zoning code amendments, connectivity to the SMART/WES/HCT Corridor;
- Preserve or enhance the “through movement” function of a state highway –future local and regional street network plan, access standards in subdivision and zoning code amendments; application of appropriate ODOT Highway Plan highway segment designations;
- Increase convenience and availability of alternative transportation modes – Bicycle and pedestrian facilities plan, subdivision and zoning code amendments, road improvements to allow improved bike/ped/vehicular access to the SMART/WES Transit Center;
- Alternatives to avoid/delay the need for major transportation improvements – Future street network plan;
- Reduced emissions that contribute to climate change and reduce Vehicle Miles Traveled (VMT);
- Adopt implementing subdivision, mixed use development, and zoning amendments.

3. List the final products that will be prepared for adoption and which government agencies (e.g., city, county, state agency, transit district, etc.) will need to take action in order for each to be adopted:

The final product will be the Updated TSP and associated ordinances adopted by the City of Wilsonville. The Washington and Clackamas County Commissions will be asked to amend the County TSPs to adopt those portions of the Updated TSP within the Urban Growth Boundary but outside City limits. Wilsonville expects to integrate outcomes of the Metro Urban/Rural Reserve studies which are expected to conclude early 2010. Further, as part of recent I5 to 99W Connector deliberations, ODOT is expected to initiate a "South I5 Corridor Study" during the timeframe of this TSP update – and its outcome will be incorporated.

4. Address the timeliness award criteria: explain why this is the right time for the project. Identify ongoing initiatives or actions to be completed that may affect the project timeline:

The City believes that timeliness is a compelling issue for the TGM grant due to the myriad of growth, development and land-use decisions occurring concurrently or prior to the TSP update. For example:

- A minimum of 900 acres of land has been or will soon be in the process of being annexed to the City via UGB expansion in 2002 and 2004, development on the former Dammasch Hospital site, and subsequent master-planning approvals.
- The West Linn-Wilsonville School District, having passed a bond measure in 2008, will open a new Elementary School within the 2,400-home Villebois Development in 2011.
- Home builders are in process of master-planning the Frog Pond UGB expansion area for approximately 1200 dwelling units on nearly 200 acres.
- Two additional schools are beginning master plan efforts this year on the east side of town adjacent to Frog Pond.
- The City entered into a UPAA with Washington County in 2007 for planning over 200 acres of industrial area near the Coffee Creek prison. This zone of UGB expansion is part of a much greater Industrial Area between the cities of Sherwood Tualatin, and Wilsonville.
- ODOT is beginning construction on auxiliary I-5 lanes between Wilsonville and I-205 in 2009 which may impact operations at Wilsonville's Elligsen/I-5 interchange.
- Average daily traffic (ADT) on I-5 between N. Wilsonville and I-205 from 2005 to 2007 has increased from 126,000 vehicles to 136,000 vehicles in only two years. This freight volume coupled with adjacent industrial area expansion places enormous pressure on immediate modifications to the City TSP, particularly to accommodate large regional freight demands.
- The TRIMET Commuter rail station opened in January 2009 in Wilsonville and its effects must be integrated in the new TSP, together with SMART transit operations.

- Based on recent legislative measures passing in 2008, the Coffee Creek Prison will expand to 25% more occupancy and 30 more staff by 2012.

5. Provide additional background and context for the project that will help us understand your project:

There may be four main sources of conflicts:

- Function and Design of the State Highway: Disagreement on the number of street connections to the Regional Arterial System and amount of property access that should be permitted; and street and right-of-way design issues. This also involves the integration of I-5/99W Connector decisions expected by the end of 2009 which will affect the regional arterial system in the RTP.
- Working with Washington County and Clackamas County, the City will need to deconflict which industrial projects fall within the financial responsibility of the City TSP versus county or Metro funding due to regional freight capacity factors.
- Cost of Plan Implementation: How will needed improvements be paid for; what will be the role of property owners and land developers in funding, what projects are important when funding is constrained, and how are I-5 ramps affected by anticipated growth.
- Neighborhood Issues: Reaching consensus with residents on siting future street connections in established neighborhoods next to rapidly growing new sectors.

The proposed approach and public involvement process are described below and are designed to address such conflicts. It includes a variety of opportunities to encourage a thorough public and government agency dialogue, including advisory committees, focus groups or individual stakeholder meetings, and open houses. Additionally, City staff will brief City Council at key points in the project.

6. If the project addresses a TGM focus area, describe how:

The plan addresses four of the TGM focus areas:

- Contribution to Economic Revitalization – resolve major obstacles to development of Wilsonville northern industrial area by means of the access and circulation plan and industrial area roadway designs in conjunction with planned ODOT and regional facilities such as the I-5/99W connector.
- Safe Routes to Schools – develop prioritization and financing strategies for bicycle and pedestrian access to new West Linn-Wilsonville School District Schools.
- Climate Change – develop a local street network plan to increase route options for and decrease distances traveled by local traffic; integrate new Commuter Rail and transit options.
- Urban Growth Area Planning – plan for development of the 2002 and 2004 UGB industrial and residential zones and outcomes of the 2009 Urban/Rural Reserves process.

Section 2: Project specifics

1. Will a consultant be used on the project?

If yes, describe the expected roles of consultant and local staff:

A consultant will do most of the project work. City staff will provide data, GIS maps, recent land-use Goal 9 economic development information, review products, and perform support logistics to the consultant for open houses and advisory committee meetings. City staff will take primary responsibility for presenting the plan for adoption, with the consultant in a support role. The consultant will be conducting traffic counts at key intersections, performing traffic analysis based on the 2035 Metro growth model, and creating cost allocation methodology for new major street facilities.

2. Outline the major project tasks, expected timeline, and general methods. Include a discussion of data and analysis needs and an overview of the expected public involvement process (e.g., technical and citizen committees, workshops, surveys, project Web page):

The general approach to the project will be as follows:

- Project Start-Up/Identify Needs/Analyze Existing Conditions. Review existing Washington and Clackamas County, and state plans as they relate to transportation needs; inventory. Summarize existing transportation conditions, including existing facilities, traffic counts, and finances. Compile safety records to identify hazardous locations. Update the City's GIS layers as needed. Coordinate with local schools and school district and expansion plans.
- Forecast Future Conditions. Use the recently completed buildable lands inventory and updated comprehensive plan to identify growth locations in the community. Project future revenues.
- Identify Needs.
- Plan for improved intermodal options. Consider bus and rails transit solutions via the new SMART/WES Transit Center and implementation of projects from the City's Bike/Ped Master Plan.
- Develop Plan Alternatives. Develop and evaluate plan alternatives working with stakeholders, with particular attention to a connected local street plan and realistic funding assumptions. Hold a public open house to obtain public comment on the alternatives. The Planning Commission and City Council will then select the components of the preferred alternative during a joint work session open to the public.
- Safe Routes to Schools. Prepare an assessment of barriers to bike and pedestrian travel to 3 planned new schools and identify solutions.
- Industrial Area Access & Circulation. Prepare a detailed planning level design, resolving topographic problems and soliciting landowner cooperation. Regional freight movement via existing and new arterials and interconnectivity with I-5 as well as industrial growth plans in the City of Tualatin will be paramount.

- Draft and Final TSP and Ordinances. Refine the preferred alternative into the draft TSP. Include application of highway segment designations. Prepare draft implementing ordinances. Solicit public comment at an open house, then finalize draft plan.
- Adoption. Take the draft plan and ordinances through the hearings process.

Interim products are listed by task, below:

1. *Start-up/Needs/Existing Conditions*

Draft and Revise Technical report

Two City Staff Stakeholder Meeting (CSSM) to present information and gather comments

Timeline: Months 1-3

2. *Future Conditions Forecast*

20-year traffic analysis

Draft and Revise Technical report describing future conditions and needs for regional freight demands, road, bike and pedestrian systems and forecasting available future revenues. Specific school driven demands and emerging safety issues are an important focus area.

One CSSM and one Planning Commission meeting

Timeline: Months 4-8

3. *Plan Alternatives*

Draft Technical report describing balanced transportation system alternatives to meet identified needs, including an alternative that considers how to meet future needs with likely future revenues. Intermodal issues must be addressed to integrate transit initiatives such as commuter rail and bus service via the SMART/WES Transit Center which opened in 2009.

Three Stakeholder meetings (CSSMs)

Two Public Work shops

Joint Planning Commission & City Council work session

Revised report, with components of preferred and revenue forecast alternatives

Timeline: Months 8-12

4. *Safe Routes to Schools*

Draft report of bike and pedestrian barriers and solutions for each school

One meeting with each school administration and parent group, and a meeting with district administration and operations personnel.

Revised report

Timeline: Months 12-15

5. *Industrial Area Plan*

Technical report describing industrial area constraints and alternatives

One CSSM

Focus group with stakeholders from Tualatin, Washington and Clackamas County

Up to three meetings with individual landowners

Draft industrial area plan for inclusion in TSP

Timeline: Months 12-15

6. *Draft plan and ordinance preparation*

Draft Updated TSP

Draft code amendments

Safe Route to Schools Plan(s)

One TAC and one CAC meeting

One public workshop

Joint Planning Commission & City Council work session

Revised Draft Updated TSP and code for adoption

Timeline: Months 15-17

7. *Adoption*

Planning Commission and City Council public hearings

Timeline: Months 18-20

Where feasible, CSSMs meetings will be held on the same day as other meetings or public events.

Major stakeholders will be invited to serve on project committees. The City Stakeholder meeting (CSSM) will review project information and provide guidance to the consultant and City Council on products, project direction, and the draft plan. The Planning Commission will provide early guidance and resolution of technical, policy, and regulatory issues. We have identified the project stakeholders as follows:

- Property owners/business owners/residents;
- Civic groups/Chamber of Commerce;
- Local elected officials (city, county, transit);
- School representatives;
- Landowners of property in the industrial area;
- City staff, including engineering, real estate, GIS, natural resources, finance, planning;
- County staff, including transportation and planning;
- Transit agency staff; and
- State agency staff, as appropriate.

3. In addition to data and analysis that will be gathered or performed as part of the project, list any, including mapping, traffic counts, or transportation analysis, that must be completed *before* the project can begin:

Traffic Counts are needed; GIS maps will be produced.

4. Provide an estimated budget breakdown for the major tasks. If a consultant will be used, separate the costs for local staff and consultant:

Budget breakdown:

Task	Local Costs	Consultant Costs
Review Existing TSP		\$10,000
Review 20-year Look Planning Commission Document		\$10,000
Apply Metro Transportation Model for 2030 Wilsonville traffic analysis	\$5,000	\$50,000
Produce GIS maps for recent UGB expansions	\$5,000	
Review Coffee Creek I Master Plan Initial Infrastructure Analysis		\$10,000
Review land-use planning	\$3,000	\$10,000
Produce Draft 2010 TSP – hold Public Hearing		\$50,000
Produce Infrastructure Cost Allocation & Financial Basis		\$20,000
Prioritize list of street/road projects thru 2030	\$5,000	\$10,000
Produce draft documentation for RTP/MTIP inclusion	\$5,000	\$5,000
Project Management and City staff reviews	\$25,000	
TOTAL	\$50,000	\$175,000

5. Describe the experience and capability of the proposed project manager to manage the project.

Community Development Director Michael Bowers will manage the Project. Mr. Bowers has been employed by the City for three years during which he managed several key master plan updates. Prior to working at the City he was a principal engineer with the Department of Defense managing over one billion dollars of infrastructure work per year across a 5-state area. This work involved major 20-year functional plans for the equivalent of 22 cities ranging from a population of 5,000 to 200,000 individuals. He will create a City Staff Stakeholder team incorporating members from the City Engineer office, Planning Department, Urban Renewal, GIS, Finance, and Natural Resources offices.

6. Project Area

8.5-by-11-inch map of the project area

Map attached

Description:

The City of Wilsonville is located in Clackamas County and Washington Counties. The City has a population of 17,800 and an employment base over 25,000. The City is predicted to double in size by 2035!

7. Submit letters or resolutions of support for the project from local officials that clearly indicate an understanding of the intended project outcomes and support of the project objectives. Submit letters of support from other interested parties as appropriate. *Note: these may be submitted separately from the application. Letters and resolutions of support may be submitted through April 1, 2009. Those submitted after March 13, 2009 must be submitted electronically to cindy.l.lesmeister@odot.state.or.us.*

List letters and resolutions attached and expected:

SOURCE	ATTACHED	EXPECTED
1. City Council Resolution	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2. West Linn-Wilsonville School District	<input type="checkbox"/>	<input checked="" type="checkbox"/>
3. Wilsonville Chamber of Commerce	<input type="checkbox"/>	<input checked="" type="checkbox"/>
4. Clackamas County	<input type="checkbox"/>	<input checked="" type="checkbox"/>
5.	<input type="checkbox"/>	<input type="checkbox"/>

**TRANSPORTATION AND GROWTH MANAGEMENT PROGRAM
GRANT APPLICATION FORM
2009-11 Biennium - Round 1**

Type of Grant:

Please indicate Category
1 or Category 2

Category 1

PROJECT TITLE:

Transportation System Plan Update

**PRIMARY APPLICANT
JURISDICTION:**

City of Wilsonville

MAILING ADDRESS:

29799 SW Town Center Loop E

CITY:

Wilsonville, Oregon

ZIP:

97070

CONTACT PERSON:

Michael Bowers, Community Development Director

**OTHER
JURISDICTIONS
INVOLVED IN THE
PROJECT:**

Clackamas County

Washington County

West Linn-Wilsonville School District

Oregon Department of Transportation

Metro

TELEPHONE:

(503) 682-4960

FAX:

(503) 682-7025

EMAIL:

bowers@ci.wilsonville.or.us

ODOT REGION (1 - 5):

Region 1

SUMMARY DESCRIPTION OF PROJECT: This section must be completed. Do not refer to text within the application form. In 2 or 3 sentences, explain what will be done and what the expected outcome is. (For example: The project will result in an access management plan for Black Spot Highway. The plan will be developed in partnership with ODOT based on an analysis of needs, along with input from community workshops and one-on-one contact with property owners along the highway.)

This project will result in an updated Transportation Systems Plan (TSP), projecting requirements from 2010 through 2030. A key objective of this update will be regional freight mobility within North Wilsonville's interface with Urban Growth Boundary expansions in 2002 and 2004; greatly increasing industrial areas next to I-5.

Further, three West Linn-Wilsonville School District new schools will be added to the City in the near future starting in 2011, driving a strong need for intermodal transport and an immediate study of school bike/pedestrian safety issues.

SUMMARY OF PROJECT BUDGET

Jurisdiction: City of Wilsonville

Project Title: Transportation System Plan Update

	Grant Amount Requested	Local Contribution*	Total Project Cost
Eligible Grantee Expenses [Labor (salary plus benefits) and Direct Expenses]	\$25,000	\$25,000	\$50,000
Consultant Personal Services	\$150,000	\$25,000	\$175,000
TOTAL	\$175,000	\$50,000	\$225,000

* This amount should be a minimum of 11 percent of the total project budget.

Please list the jurisdictions that will provide match for this project. Only eligible grant recipients as listed on page 2 can provide match.

City of Wilsonville

Authorized Signature

Community Development Director

Title

Michael S. Bowers

Printed Name