



CITY COUNCIL MEETING STAFF REPORT

Meeting Date: April 1, 2019		Subject: Ordinance No. 834 – 1 st Reading Comprehensive Plan & TSP Amendments related to Basalt Creek Concept Plan	
		Staff Members: Kimberly Rybold, AICP, Associate Planner	
		Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input checked="" type="checkbox"/> Motion <input checked="" type="checkbox"/> Public Hearing Date: April 1, 2019 <input checked="" type="checkbox"/> Ordinance 1 st Reading Date: April 1, 2019 <input checked="" type="checkbox"/> Ordinance 2 nd Reading Date: April 15, 2019 <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input checked="" type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable	
		Comments: At their February 13, 2019 meeting the Planning Commission unanimously recommended approval to the City Council.	
Staff Recommendation: Staff recommends that Council adopt Ordinance No. 834 on first reading.			
Recommended Language for Motion: I move to approve Ordinance No. 834 on first reading.			
Project / Issue Relates To:			
<input checked="" type="checkbox"/> Council Goals/Priorities: Basalt Creek Concept Plan	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COUNCIL:

Council will consider amendments to the City's Comprehensive Plan & Transportation System Plan (TSP).

Ordinance No. 834 Staff Report

EXECUTIVE SUMMARY:

In 2004, Metro added the Basalt Creek Planning Area to the region's Urban Growth Boundary (UGB) in order to accommodate growth in industrial employment. The area consists of approximately 847 acres, located west of I-5 between the cities of Tualatin and Wilsonville, known as the Basalt Creek and West Railroad Areas and generally referred to as the "Basalt Creek Planning Area (BCPA)." In 2011, the two cities, Metro, and Washington County entered into an Inter-Governmental Agreement (IGA) that outlines the coordinated planning responsibilities regarding the BCPA. The project team worked with property owners, citizens, service providers, regional partners, and both Cities' Planning Commissions and City Councils, to complete transportation, infrastructure and land use planning. The Cities of Tualatin and Wilsonville adopted the Basalt Creek Concept Plan (Attachment 2) in August 2018, which presents a unified framework for future development in the BCPA. The proposed Comprehensive Plan and Transportation Systems Plan (TSP) amendments will reflect the City's adoption of the Basalt Creek Concept Plan and Basalt Creek Transportation Refinement Plan. Per the 2018 Inter-Governmental Agreement with Metro outlining the land use decision-making process between Wilsonville and Tualatin, the Comprehensive Plan amendments associated with the Basalt Creek Concept Plan must be adopted by May 3, 2019.

The proposed Comprehensive Plan and TSP amendments will reflect Wilsonville's planning authority in Basalt Creek, and will set the stage for future master planning and implementation efforts in this area. The addition of projects from the Basalt Creek Concept Plan and Transportation Refinement Plan to the City's TSP will also ensure consistency between the City and County's TSPs.

The proposed Comprehensive Plan Amendments (Attachment 1, Exhibit A) include:

- Amendments to the Comprehensive Plan Map to apply the Industrial land use designation to Basalt Creek and the Coffee Creek Industrial Area, consistent with anticipated Washington County and City of Wilsonville Urban Planning Area Agreement (UPAA) revisions.
- Amendments to the Area of Special Concern Map to include Wilsonville's portion of the Basalt Creek Planning Area, including the West Railroad Area.
- Amendments to the language of the Area of Special Concern section to provide guidance on future development and implementation planning efforts for Wilsonville's portion of the Basalt Creek Planning Area and West Railroad Area.
- Amendments to the language of the Industrial Development Policies section to include important principles from the Concept Plan for development of the BCPA.

The proposed TSP Amendments (Attachment 1, Exhibit B) will be added to the Higher Priority Projects list in the TSP:

- Current alignment of 124th Avenue extension and the Basalt Creek Parkway extension from 124th Avenue to Boones Ferry Road.
- Grahams Ferry Road widening to three lanes from Day Road to Basalt Creek Parkway.
- Boones Ferry widening to 5-lanes from Day Road to Basalt Creek Parkway.
- Boones Ferry Road/95th Avenue Intersection access management project.
- Second southbound right turn lane on the ramp at Boones Ferry Road/I-5 Southbound.
- Basalt Creek Canyon and I-5 Easement trail projects on the bicycle/pedestrian map.

- Garden Acres Road (from Grahams Ferry Road to Ridder Road) designation as a Minor Arterial.
- Selected Brown Road Extension Alignment to 5th Street.
- Updated figures to show new City of Wilsonville jurisdiction.

The following project will also be added to the Additional Planned Projects list in the TSP:

- Day Road overcrossing (Boones Ferry Road to Elligsen Road) to the additional planned project list.

City staff held a work session with the Planning Commission on December 12, 2018 to seek feedback on the proposed amendments. On February 13, 2019, a public hearing was held before the Planning Commission for consideration of a recommendation to the City Council on the Comprehensive Plan and TSP amendments.

The proposed TSP amendments in Attachment 1, Exhibit B include one modification from the Planning Commission recommendation. The cost estimate for Project RE-P15, listed in Table 5-9, has been changed from “Developer Funded” to \$4,000,000 with a brief statement of project need added to the “Why Not Higher Priority?” column. While this project is a local road that would typically be funded by development, uncertainty surrounding the timing of development relative to the need for this connection, resulting from the anticipated failure of the Pioneer Court / Boones Ferry Road intersection, may require the City to construct this improvement prior to adjacent development.

Additionally, staff from the City and Washington County coordinated to draft an update to the Urban Planning Area Agreement (UPAA) to include the Basalt Creek Planning Area to reflect the future boundary between Wilsonville and Tualatin as determined through the Concept Plan, giving Wilsonville planning authority over the portion of the BCPA south of the Basalt Creek Parkway and SW Greenhill Lane. City Council reviewed the UPAA amendments at a work session on February 21, and approved Resolution No. 2726 on March 4 authorizing the Mayor to execute this UPAA. Washington County is scheduled for hearings on March 20 and April 16 to adopt the new UPAA.

EXPECTED RESULTS:

Adoption of the Basalt Creek Comprehensive Plan and TSP Amendments and an updated UPAA with Washington County will set the stage for the next great business district in Wilsonville.

TIMELINE:

The public hearing and first reading is scheduled for April 1, 2019, with a second reading of the Ordinance on April 15. Washington County is expected to adopt the revised UPAA on April 16.

CURRENT YEAR BUDGET IMPACTS:

The fiscal year budget allocated \$30,000 for CIP #3000 for staff time to adopt the Comprehensive Plan Amendments. An additional \$15,000 was requested in March as a supplemental budget adjustment. A portion of the professional services funds from the Planning Division budget will cover consultant time to prepare the TSP Amendments.

FINANCIAL REVIEW / COMMENT:

Reviewed by: CAR Date: 3/20/2019

LEGAL REVIEW / COMMENT:

Reviewed by: BAJ Date: 3/25/2019

COMMUNITY INVOLVEMENT PROCESS:

The concept planning process included participation from affected residents, businesses, and property owners. The City’s website is updated to reflect the most recent work and staff sent notice of the amendments to the interested parties list and property owners via email and U.S. postal mail.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:

The Basalt Creek area is important for the long-term growth of Tualatin, Wilsonville, and the Metro region. The Basalt Creek area presents an opportunity to integrate jobs and housing, develop efficient transportation and utility systems, create an attractive residential and business community, incorporate natural resource areas, and provide recreational opportunities as community amenities and assets.

ALTERNATIVES:

The City Council may provide recommendations and modifications to the Comprehensive Plan and TSP Amendments.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Attachment 1: Ordinance No. 834
Exhibits:
 - A. Ordinance No. 834 Exhibit A – Comprehensive Plan Text and Map Amendments
 - B. Ordinance No. 834 Exhibit B – Transportation System Plan Amendments
 - C. Ordinance No. 834 Exhibit C – Planning Commission Record
2. Attachment 2: Basalt Creek Concept Plan and Supporting Documentation:
https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/city_council/meeting/27721/06_att_2_concept_plan_and_supporting_documentation.pdf

ORDINANCE NO. 834

AN ORDINANCE OF THE CITY OF WILSONVILLE APPROVING COMPREHENSIVE PLAN TEXT AND MAP AMENDMENTS AND TRANSPORTATION SYSTEM PLAN AMENDMENTS RELATED TO THE BASALT CREEK CONCEPT PLAN AND APPROVING A COMPREHENSIVE PLAN MAP AMENDMENT RELATED TO THE COFFEE CREEK MASTER PLAN.

WHEREAS, in 2004, the Metro Council added two areas located generally between the cities of Wilsonville and Tualatin to the Metro Urban Growth Boundary (“UGB”) in Metro Ordinance No. 04-1040B to meet an identified industrial land need; and

WHEREAS, the above-described two areas are known as the Basalt Creek and West Railroad Planning Areas which are generally referred to as the “Basalt Creek Planning Area;” and

WHEREAS, in 2011 the City of Wilsonville approved Resolution No. 2293 authorizing an Intergovernmental Agreement (“2011 IGA”) with Metro, Washington County, and the City of Tualatin (the “Parties”) to engage in concept planning for the Basalt Creek Planning Area; and

WHEREAS, the above Parties agreed to memorialize and endorse the recommendations and results of the 2013 Basalt Creek Transportation Refinement Plan, and in 2013 the City of Wilsonville approved Resolution No. 2435 acknowledging the Basalt Creek Transportation Refinement Plan; and

WHEREAS, from October 2013 through October 2016, the Wilsonville and Tualatin City Councils held five joint Council work sessions considering several boundary and land use alternatives for the Basalt Creek Planning Area; and

WHEREAS, over that same time period, two public workshops were held and the Wilsonville and Tualatin Planning Commissions and City Councils convened several work sessions; and

WHEREAS, the City of Wilsonville approved Resolution No. 2657 authorizing an Intergovernmental Agreement (“2017 IGA”) with Metro, Washington County, and the City of Tualatin to ask Metro to make an arbitration determination on the appropriate designation of the land use for an area within the Basalt Creek Planning Area that consists of approximately 52 net acres of land, commonly referred to as the “Central Subarea;” and

WHEREAS, in the 2017 IGA, the City agreed to pass a Resolution adopting the Concept Plan, reflecting the Metro determination, within 120 days after the date Metro's decision becomes final and effective, and to adopt an Ordinance amending the City's Comprehensive Plan within one year after the Metro determination; and

WHEREAS, Metro made its determination on April 19, 2018 in accordance with the 2017 IGA and adopted Resolution 18-4885 on May 3, 2018 acknowledging that decision and beginning the 120-day time period requiring the City to adopt the Basalt Creek Concept Plan and one year to adopt comprehensive plan amendments; and

WHEREAS, on August 6, 2018, the City of Wilsonville approved Resolution No. 2697 acknowledging the Basalt Creek Concept Plan; and

WHEREAS, with respect to the Coffee Creek Industrial Area, on March 4, 2019, the City Council adopted Resolution No. 2726, amending the Urban Planning Area Agreement, which expands the City of Wilsonville Urban Planning Area Boundary and, among other things, removes the condition requiring annexation of property in Coffee Creek prior to application of a City Comprehensive Plan Map designation and thus allowing the City to include the Coffee Creek Industrial Area in its Comprehensive Plan Map; and

WHEREAS, in April 2019, the City and Washington County anticipate executing the Urban Planning Area Agreement; and

WHEREAS, on December 12, 2018 the Wilsonville Planning Commission held a work session to discuss and take public testimony on the Basalt Creek Comprehensive Plan and Transportation System Plan amendments; and

WHEREAS, on February 21, 2019 the Wilsonville City Council held a work session to discuss the Basalt Creek Comprehensive Plan and Transportation System Plan amendments and Urban Planning Area Agreement; and

WHEREAS, following the timely mailing and publication of the required notice, the Planning Commission conducted a public hearing on February 13, 2019, wherein the Commission received public testimony, staff reports and input, and Attachments and Exhibits, and thereafter deliberated and voted unanimously to approve Resolution No. LP19-0001 recommending approval to the City Council; and

WHEREAS, a copy of the record of the aforementioned Planning Commission action and recommendation is marked Exhibit C, attached and incorporated herein; and

WHEREAS, following the Planning Commission public hearing, the Wilsonville Planning Director forwarded the recommended Basalt Creek Comprehensive Plan and Transportation System Plan amendments to the City Council, along with a staff report and attachments, in accordance with the public hearing and notice procedures that are set forth in Sections 4.008, 4.011, 4.012, and 4.198 of the Wilsonville Code; and

WHEREAS, the City Council, after Public Hearing Notices were provided to a list of interested parties, property owners, and affected agencies, and posted in three locations throughout the City and on the City website, held a public hearing on April 1, 2019 to review the proposed Basalt Creek Comprehensive Plan and Transportation System Plan amendments, and to gather additional testimony and evidence regarding the proposal; and

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

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

1. FINDINGS.

The above-recited findings are adopted and incorporated by reference herein as findings and conclusions of Resolution No. LP19-0001, which includes the staff report and attachments (Exhibit C). The City Council further finds and concludes that the adoption of the proposed Basalt Creek Comprehensive Plan and Transportation System Plan amendments are necessary to help protect the public health, safety, and welfare of the municipality by planning that will support the development of employment lands within the City limits.

2. DETERMINATION.

Based on such findings, the City Council hereby adopts Comprehensive Plan text and Comprehensive Plan Map amendments, attached hereto and marked as Exhibit A, and Transportation System Plan amendments, attached hereto and marked as Exhibit B, and incorporated by reference as if fully set forth herein. The City Recorder is hereby

directed to prepare final Comprehensive Plan formatting to make sure such style and conforming changes match the format and style of the Comprehensive Plan.

3. EFFECTIVE DATE OF ORDINANCE.

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

SUBMITTED to the Wilsonville City Council and read for the first time at a regular meeting thereof on the 1st day of April, 2019, and scheduled for a second reading at a regular meeting of the Council on the 15th day of April, 2019, commencing at the hour of 7:00 P.M. at the Wilsonville City Hall.

Kimberly Veliz, City Recorder

ENACTED by the City Council on the 15th day of April, 2019 by the following votes:

Yes: ___ No: ___

Kimberly Veliz, City Recorder

DATED and signed by the Mayor this _____ day of April, 2019.

TIM KNAPP, Mayor

SUMMARY OF VOTES:

Mayor Knapp
Council President Akervall
Councilor Stevens
Councilor Lehan
Councilor West

Exhibits:

- A. Comprehensive Plan Text and Map Amendments
- B. Transportation System Plan Amendments
- C. Planning Commission Record

LAND USE AND DEVELOPMENT

INDUSTRIAL DEVELOPMENT

Wilsonville is basically a compact City, for this reason all industrial development should be compatible with adjacent or nearby commercial and/or residential areas. Therefore, there is little need for more than one industrial designation. For all practical purposes, all development should be guided by the same general standards; dealing with intensity, etc.

Policy 4.1.3 City of Wilsonville shall encourage light industry compatible with the residential and urban nature of the City.

Implementation Measure 4.1.3.a Develop an attractive and economically sound community.

Implementation Measure 4.1.3.b Maintain high-quality industrial development that enhances the livability of the area and promotes diversified economic growth and a broad tax base.

Implementation Measure 4.1.3.c Favor capital intensive, rather than labor intensive, industries within the City.

Implementation Measure 4.1.3.d Encourage industries interested in and willing to participate in development and preservation of a high-quality environment. Continue to require adherence to performance standards for all industrial operations within the City.

Implementation Measure 4.1.3.e Site industries where they can take advantage of existing transportation corridors such as the freeway, river, and railroad.

Implementation Measure 4.1.3.f Encourage a diversity of industries compatible with the Plan to provide a variety of jobs for the citizens of the City and the local area.

Implementation Measure 4.1.3.g Encourage energy-efficient, low-pollution industries.

Implementation Measure 4.1.3.h The City, in accordance with Title 4 of the Metro Urban Growth Management Functional Plan, supports appropriate retail development within Employment and Industrial Areas. Employment and Industrial areas are expected to include some limited retail commercial uses, primarily to serve the needs of people working or living in the immediate Employment or Industrial Areas, as well as office complexes housing technology-based industries. Where the City has already designated land for commercial development within Metro's employment areas, the City has been exempted from Metro development standards.

Implementation Measure 4.1.3.i The City shall limit the maximum amount of square footage of gross leasable retail area per building or business in areas designated for industrial development. In order to assure compliance with Metro's standards for the development of industrial areas, retail uses with more than 60,000 square feet of gross leasable floor

Wilsonville Comprehensive Plan

Proposed Amendments associated with Basalt Creek: February 6, 2019

area per building or business shall not be permitted in areas designated for industrial development.

Implementation Measure 4.1.3.j All industrial areas will be developed in a manner consistent with industrial planned developments in Wilsonville. Non-industrial uses may be allowed within a Planned Development Industrial Zone, provided that those non-industrial uses do not limit the industrial development potential of the area.

Implementation Measure 4.1.3.k Encourage high-growth employment industries in which the City is already competitive, including advanced manufacturing, corporate and professional services, and health care and medical-related fields.

Implementation Measure 4.1.3.l Encourage growth in industrial business types prevalent in the region but new to the City, such as “craft” manufacturing (such as bicycle manufacturing, breweries, distilleries). Consider integrating live/work units into “craft” manufacturing areas.

Implementation Measure 4.1.3.m Encourage new industrial development that contributes to employment districts with a high density of jobs and a range of employment opportunities.

Implementation Measure 4.1.3.n Encourage development that incorporates active urban green spaces, such as trails, linear parks, and pocket parks, and use vegetation for buffering where possible.

AREAS OF SPECIAL CONCERN

AREA M

This area, known as Basalt Creek, is located to the northwest of Wilsonville in Washington County. The area is generally oriented east-west, and is bound by Interstate 5 (I-5) to the east, the Portland and Western Railroad (PNWR) and the Coffee Creek Correctional Facility to the west, and Clay Street and Day Road to the south. The northern boundary is the location of the Basalt Creek Parkway, which extends from 124th Avenue and connects to Grahams Ferry Road. The Basalt Creek Parkway will run east-west between Grahams Ferry Road and Boones Ferry Road, and eventually extend over I-5. The Parkway is designed as a high-capacity major freight arterial with limited access to local streets providing industrial access between Tualatin, Sherwood, and Wilsonville.

The primary existing land uses in Basalt Creek are rural agriculture, industrial and rural residential consisting of low-density single-family housing. South of the area within the City of Wilsonville are existing and planned commercial, office, and industrial uses. The employment areas around Commerce Circle, Ridder Road, and 95th Avenue include advanced manufacturing, clean tech, warehouse, distribution, and logistics businesses. Abutting Area M along the south side of Day Road is the Coffee Creek Industrial Area, which has an adopted Master Plan and Industrial Form-based Code to enable the creation of a high-caliber business district.

The Cities of Wilsonville and Tualatin prepared the Basalt Creek Concept Plan to provide a framework for development and the provision of services in the area between the two cities. Land uses planned within the Wilsonville portion of Basalt Creek include a mix of employment development types and modest opportunities for live/work housing to support the nearby employment areas. The Concept Plan identifies three land use categories within Basalt Creek.

- High Tech Employment District. Most of the buildable acres in this area are devoted to a mix of higher density employment land. The High Tech Employment District is expected to accommodate jobs in manufacturing and high tech, with warehousing components. This land use is in the southern and eastern sections of the area, covering

Wilsonville Comprehensive Plan

Proposed Amendments associated with Basalt Creek: February 6, 2019

all land east of Boones Ferry Road, and most of the land south of Clay Street, extending to Day Road and bordered to the west by Coffee Creek Correctional Facility.

- Craft Industrial. The southwest corner of the intersection of Boones Ferry Road and the future Basalt Creek Parkway is planned as Craft Industrial, which allows for a mix of smaller scale commercial uses. This area allows less than 20 percent residential use and is expected to accommodate live/work units. This development responds to the topography on these parcels and their location directly south from residential land and southwest of the neighborhood commercial node north of the Basalt Creek Parkway. Craft Industrial provides a transition to the higher intensity employment uses to the south.
- Light Industrial District. This land is located along the southern edge of the Basalt Creek Parkway just north of the Coffee Creek Correctional Facility and will accommodate jobs primarily in warehousing and light manufacturing.

The 2013 Basalt Creek Transportation Refinement Plan (TRP) sets the layout of major new roads and improvements for the area. As the area develops, property owners will plan and build local roads connecting to this network. These roadway improvements will include enhanced bike and pedestrian facilities and connections to the future SMART transit system.

Design Objectives

1. Consider adoption of a form-based code, similar to that adopted in the Coffee Creek Industrial Area, for new industrial development located in Basalt Creek. A form-based code in Basalt Creek would guide the development of a well-designed and uniquely attractive business community, while providing flexibility for development.
2. Protect key natural resources and sensitive areas while making recreational opportunities accessible by integrating the new parkland, open spaces, natural areas and trails in Basalt Creek into existing regional networks. The area has distinctive natural features, particularly its namesake - Basalt Creek - and the surrounding wetlands habitat running north-south through the eastern half of the area. Development should protect, enhance, and provide access to these natural resources.

Wilsonville Comprehensive Plan

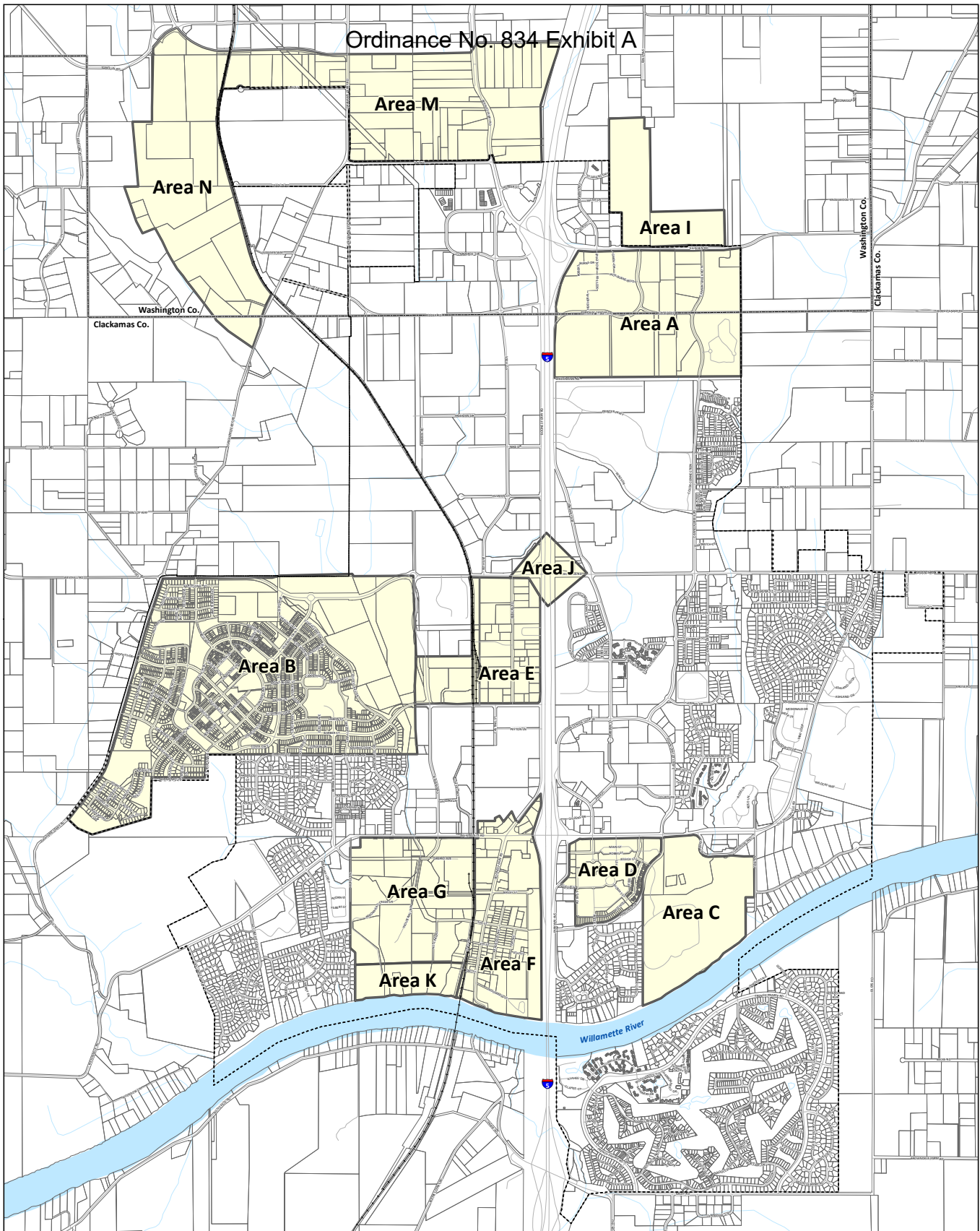
Proposed Amendments associated with Basalt Creek: February 6, 2019

3. Locate north to south trails near the Basalt Creek Canyon and provide bicycle connections that would connect to other cities and trail systems, serving as an asset for both residents and employees in the area.
4. Provide strong transit access to support employment within Basalt Creek. Integrate transit access with the bike, pedestrian, and trail services at key access points along Grahams Ferry Road, Boones Ferry Road, Day Road, SMART Central, and the Coffee Creek Correctional Facility.

AREA N

This area, known as West Railroad, is south of the Basalt Creek Parkway and in City of Wilsonville jurisdiction. The West Railroad area is divided from the Basalt Creek area by the Portland and Western Railroad (PNWR) and the Coffee Creek Correctional Facility. The area is heavily constrained by wetlands habitat, steep slopes, limited access, and fragmented property ownership. Without addressing any of these constraints, development potential is limited, and initial estimates show it would be costly to serve this area with adequate water, sewer, and transportation infrastructure. However, once development and the extension of infrastructure occurs in the rest of Basalt Creek as well as the Coffee Creek Industrial Area, additional analysis should be completed on infrastructure service costs and appropriate land uses. The area also has potential for resource conservation and future public access to nature. The area will require master planning before any development occurs.

Ordinance No. 834 Exhibit A



Comprehensive Plan Areas of Special Concern



February 2019

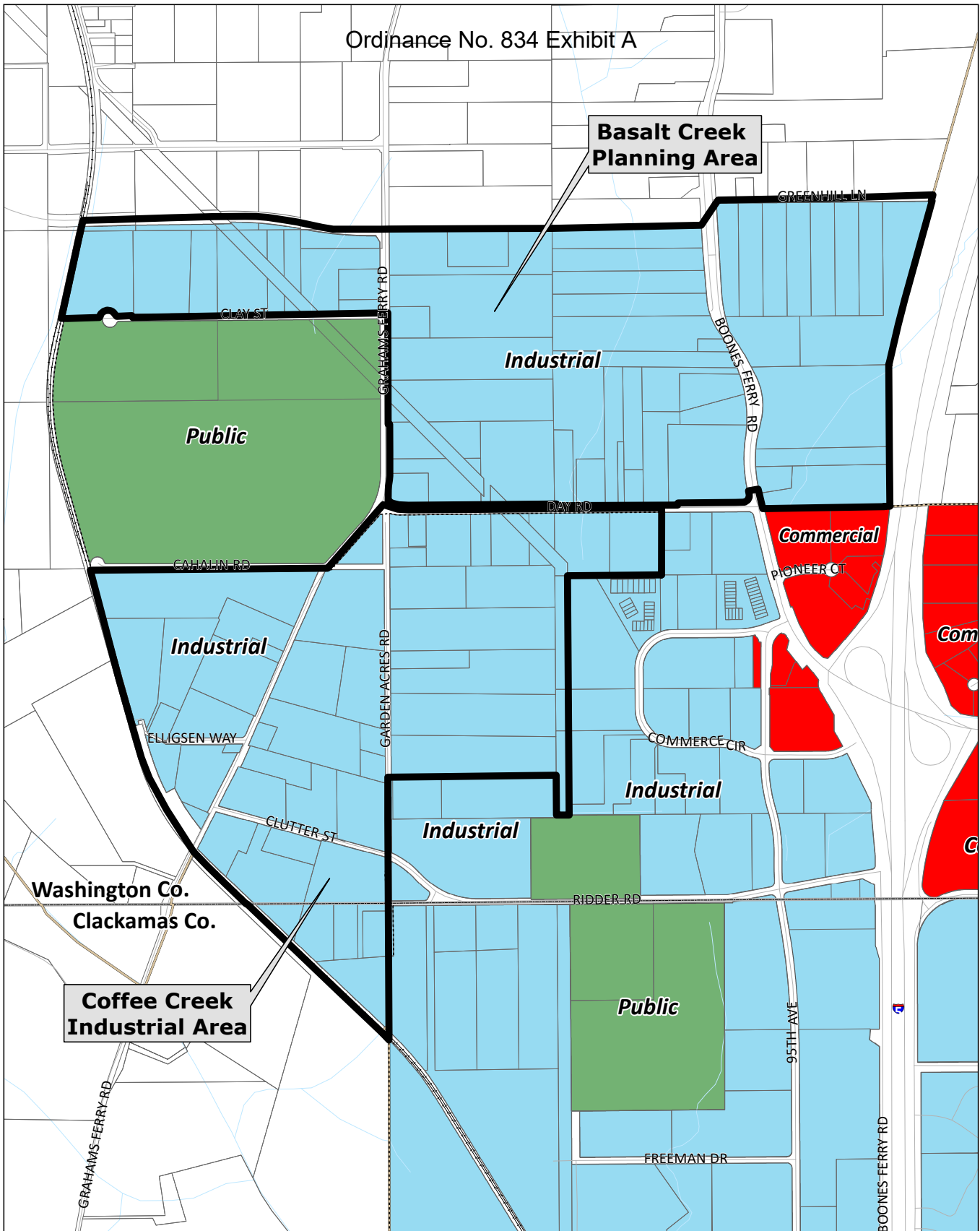
Map Legend

- County Boundary
- City Boundary
- Urban Growth Boundary
- Taxlots
- Area of Special Concern



This map is to be used in conjunction with written text provided in the Wilsonville Comprehensive Plan.

Disclaimer: The City of Wilsonville makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. Data errors and omissions may exist in map and report. This map is not suitable for legal, engineering, or surveying purposes. Please contact the City of Wilsonville Planning Division to verify report information is complete and accurate.



Comprehensive Plan Map Amendments

Basalt Creek Planning Area and Coffee Creek Industrial Area



February 2019

Land Use Designations

- Commercial
- Industrial
- Public
- County Boundary
- City Boundary
- Urban Growth Boundary
- Taxlots



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MEMORANDUM

DATE: February 5, 2019

TO: Miranda Bateschell, Planning Manager | City of Wilsonville
Zach Weigel, Capital Projects Engineering Manager | City of Wilsonville

FROM: Scott Mansur, P.E., PTOE | DKS Associates
Jenna Hills, E.I. | DKS Associates

SUBJECT: **Wilsonville Transportation System Plan (TSP) Amendment Summary** P18197-001

The Basalt Creek Concept Plan was formally adopted by the City of Wilsonville on August 6, 2018. A summary of the Basalt Creek Analysis is attached to memorandum for reference. This memorandum discusses necessary amendments to the City of Wilsonville’s Transportation System Plan (TSP) based on transportation requirements and projects identified in the plan. This memorandum also documents other amendments to the TSP based on general updates and a recent City Council Resolution. The TSP changes include:

Basalt Creek Concept Plan

- Show the current alignment of 124th Avenue extension and add the Basalt Creek Parkway extension project from 124th Avenue to Boones Ferry Road on the higher priority project list.
- Add the Basalt Creek Parkway overcrossing of I-5 to the additional planned project list.
- Add the Day Road overcrossing (Boones Ferry Road to Elligsen Road) to the additional planned project list (unfunded).
- Add Boones Ferry Road widening to 5-lanes from Day Road to Basalt Creek Parkway on the higher priority project list.
- Update Grahams Ferry Road widening to three lanes from Day Road to Basalt Creek Pkwy and move to the higher priority project list.
- Update project UU-P4 text under “Why Not Higher Priority” to recognize the function of Grahams Ferry Road between Day and Clutter to serve Coffee Creek Industrial area.
- Add the Boones Ferry Road/95th Avenue Intersection access management project on the higher priority project list.
- Add Basalt Creek Canyon and the I-5 Easement trail projects to the bicycle/pedestrian map.



General Updates

- Update Figure 3-1 to show Garden Acres Road, Clutter Road, and Advance Road to 60th Avenue as City of Wilsonville jurisdiction.
- Update Figure 3-2 to show Garden Acres Road (from Grahams Ferry Road to Ridder Road) as a Minor Arterial and Ridder Road (from Garden Acres Road to Kinsman Road) as a Minor Arterial.
- Add a second southbound right turn lane on the ramp at Boones Ferry Road/I-5 Southbound on the higher priority project list.
- Update the Brown Road Extension Alignment to 5th Street that was selected and approved by Wilsonville City Council Resolution No. 2610.
- Add the Pioneer Court roadway extension project to the Additional Planned Projects list.

The following sections provide more detail for the specific proposed modifications to the TSP.

PROPOSED AMENDMENTS FOR TSP COMPLIANCE

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

Executive Summary

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

Higher Priority Projects Figure (Page iv)

See the recommended changes to this figure in Chapter 5 (pages 3-4 of this memorandum).

Higher Priority Projects Table (Page v)

Add or update the following projects to this table:

- RE-04B Brown Road Extension (with ~~Bailey Street~~ or 5th Street Connection)
- RE-14 Basalt Creek Parkway Connection
- RW-04 Boones Ferry Road Widening
- RW-05 Grahams Ferry Road Widening
- SI-07 Dual Southbound Right Turn Lanes on I-5 Off-Ramp at Boones Ferry Road
- SI-08 Boones Ferry Road/95th Avenue Access Management
- LT-02 Basalt Creek Canyon Ridge Trail
- LT-03 I-5 Easement Trail



Chapter 3: The Standards

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

Figure 3-1: Roadway Jurisdictions (Page 3-3)

Summary of changes:

- Change the jurisdiction of Clutter Road from Washington County to City.
- Change the jurisdiction of Garden Acres Road (Day Road to Ridder Road) from Washington County to City.
- Change the jurisdiction of Advance Road (to 60th Avenue) from Clackamas County to City.

Figure 3-2: Functional Class Designations (Page 3-5)

Summary of changes:

- Update the functional classification of Clutter Road to Collector.
- Modify the functional classification of Garden Acres Road (Day Road to Ridder Road) from Collector to Minor Arterial.
- Modify the functional classification of Ridder Road (Garden Acres Road to Kinsman Road) from Collector to Minor Arterial.
- Add the Day Road overcrossing (Boones Ferry Road to Elligsen Road) and show it as a Future Minor Arterial.

Figure 3-4: Freight Routes (Page 3-9)

Summary of changes:

- Show Basalt Creek Parkway and Boones Ferry Road (between Day Road and Basalt Creek Parkway) as a Future Truck Route.

Figure 3-5: Bicycle Routes (Page 3-11)

Summary of changes:

- Add the Basalt Creek Canyon Ridge trail project
- Add the I-5 Easement trail project
- Remove the bike lane and Tonquin Trail alignment for the Bailey Street Connection for the Brown Road Extension

Access Management (Page 3-20)

Add the following text to Page 3-20 after the third paragraph:

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



Figure 3-13: Access Management Interest Areas (Page 3-21)

Summary of changes:

- Add Basalt Creek Parkway as Access Management Interest Area (from Grahams Ferry Road to Boones Ferry Road).

Chapter 4: The Needs

The following changes are recommended to Chapter 4 of the City of Wilsonville’s TSP.

Figure 4-2: Future 2035 Capacity Deficiencies (Page 4-7)

Summary of changes:

- Remove the textbox that states “Basalt Creek Study will refine projects”

Chapter 5: The Projects

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

Figure 5-2: Higher Priority Projects (Page 5-5)

Summary of changes:

- Remove the alignment for the Bailey Street Connection for project RE-04 Brown Road Extension
- Remove the Brown Road Extension Area of Special Concern textbox and callout
- Add a new project RE-14 Basalt Creek Parkway Connection (from Grahams Ferry Road to Boones Ferry Road as a Major Arterial Roadway Extension
- Add project RW-04 on Boones Ferry Road from Day Road to Basalt Creek Parkway (Major Arterial)
- Add project RW-05 Grahams Ferry Road Widening from Day Road to Basalt Creek Parkway (Collector)
- Add project SI-07 at the I-5 Southbound Exit Ramp at Boones Ferry Road intersection
- Add project SI-08 for access management for the Boones Ferry Road/95th Avenue intersection
- Add Basalt Creek Canyon Ridge Trail project LT-02 to Basalt Creek Planning Area as described in Table 5-2.
- Add I-5 Easement Trail project LT-03 to Basalt Creek Planning Area as described in Table 5-2.

Table 5-2: Higher Priority Projects (Northwest Quadrant) (Page 5-6)

Add the following projects and their descriptions:

- RE-14 Basalt Creek Parkway Connection

Construct Basalt Creek Parkway as a limited access five-lane Major Arterial between Grahams Ferry Road and Boones Ferry Road. This project would be a joint Washington County, City of Wilsonville and City of Tualatin project and will work together to seek funding. RTP project #11470.



- RW-04 Boones Ferry Road Widening
Widen Boones Ferry Road from Day Road to Basalt Creek Parkway to five lanes. RTP project #11487.
- RW-05 Grahams Ferry Road Widening
Widen Grahams Ferry Road from Day Road to Basalt Creek Parkway to three lanes with bike lanes, sidewalks, and transit improvements.
- SI-07 Dual Southbound Right Turn Lanes on I-5 Off-Ramp at Boones Ferry Road.
Add a second southbound right turn lane to the I-5 Exit Ramp at the Boones Ferry Road intersection. RTP project #11489
- SI-08 Boones Ferry Road/95th Avenue Access Management.
Improve operations at the Boones Ferry Road/95th Avenue intersection by removing the east private access approach. Pioneer Court access onto Boones Ferry Road will be right-in / right-out. Additional access will occur via a north-south local street connection between Pioneer Drive, passing under the Day Road I-5 overcrossing approach, and a new west-east local street (north of Day Road) with full intersection access with Boones Ferry Road.
- LT-02 Basalt Creek Canyon Ridge Trail.
Build a north/south trail connection within Basalt Creek (west of the Canyon) to improve the pedestrian and bicycle network and make connections to east/west roads that run north and south. This trail would require a grade-separated crossing of Basalt Creek Parkway and would be connected to the regional trail network by extending Tonquin Road with bike/pedestrian facilities across Graham's Ferry to this future Basalt Creek Canyon Ridge Trail.
- LT-03 I-5 Easement Trail.
Build a trail parallel to I-5 in the ODOT easement that would provide an additional north/south connection connecting to existing bike and pedestrian facilities.

Figure 5-3: Higher Priority Projects (Northwest Quadrant) (Page 5-7)

Summary of changes:

- Remove the textbox regarding the Basalt Creek Refinement Plan
- Add Basalt Creek Parkway Connection project RE-14 as described in Table 5-2.
- Add Boones Ferry Road project RW-04 from Day Road to Basalt Creek Parkway (Major Arterial)
- Add Grahams Ferry Road Widening project RW-05 from Day Road to Basalt Creek Parkway (Collector)
- Add I-5 Southbound Exit Ramp/Boones Ferry Road project SI-07.
- Add Boones Ferry Road/95th Avenue intersection project SI-08.



- Add Basalt Creek Canyon Ridge Trail project LT-02 to Basalt Creek Planning Area as described in Table 5-2.
- Add I-5 Easement Trail project LT-03 to Basalt Creek Planning Area as described in Table 5-2.
- Add 124th Avenue extension to Grahams Ferry Road as a Collector Roadway

Table 5-4: Higher Priority Projects (Southwest Quadrant) (Page 5-10)

Update the following projects and their descriptions:

- RE-04B Brown Road Extension

Construct remaining 2-lane roadway with bike lanes, sidewalks, and transit stop improvements from Wilsonville Road to Boones Ferry Road (connecting at either Bailey Street or 5th Street); includes roadway connection to Kinsman Road (with bike lanes and sidewalks), portion of Ice Age Tonquin Trail connecting to trial terminus on Arrowhead Creek Lane, and Brown Road/Kinsman Road intersection

Figure 5-5: Higher Priority Projects (Southwest Quadrant) (Page 5-11)

Summary of changes:

- Remove the textbox that states “Area of Special Concern:”
- Remove the alignment for the Bailey Street Connection for project RE-04B Brown Road Extension.

Brown Road Extension Alternatives (Page 5-15)

- Remove entire page.

Figure 5-7: Additional Planned Projects (Page 5-17)

Summary of changes:

- Remove the “124th Avenue Extension from Tualatin-Sherwood Road (Washington County Project)” text
- Remove the “Possible Basalt Creek Connection (Conceptual)” text
- Remove project RW-P1 Grahams Ferry Road Widening (move to Higher Priority Projects)
- Add project RE-P6 Basalt Creek Overcrossing as a Minor Arterial (from Boones Ferry Road over I-5) as described in Table 5-9.
- Add project RE-P5 Day Road Overcrossing as a Minor Arterial (from Boones Ferry Road to Elligsen Road) as described in Table 5-10.
- Add project RE-P15 Pioneer Court Extension as a Collector from Pioneer Court to 1,000 feet north of Day Road, then west to Boones Ferry Road.

Table 5-9: Additional Planned Projects (Northwest Quadrant) (Page 5-18)

Add, remove, or update the following projects and descriptions:



- RE-P6 Basalt Creek Overcrossing

Extend Basalt Creek across I-5 as a four-lane overcrossing. This project would be a joint Washington County, City of Wilsonville and City of Tualatin project and will work together to seek funding. RTP project #11436. No funding has been identified within the planning horizon for this project.

- RE-P15 Pioneer Court Extension

Extend Pioneer Court to the north, approximately 1,000 feet north of Day Road, connect to Boones Ferry Road to the west.

- UU-P4 Grahams Ferry Road Urban Upgrade

Why Not Higher Priority? Grahams Ferry Road is primarily a rural road and Ice Age Tonquin Trail is a preferred option for providing north-south connection through this part of Wilsonville. Grahams Ferry Road will be a key urban connection to serve Coffee Creek Industrial Area. It is assumed that the roadway segment between Day Road and Clutter Road will be constructed as the Coffee Creek industrial lands develop.

Figure 5-8: Additional Planned Projects (Northwest Quadrant) (Page 5-19)

Summary of changes:

- Remove the “124th Avenue Extension from Tualatin-Sherwood Road (Washington County Project)” text
- Remove the “Possible Basalt Creek Connection (Conceptual)” text
- Add project RE-P6 Basalt Creek Overcrossing as a Minor Arterial (from Boones Ferry Road over I-5) as described in Table 5-9.
- Remove project RW-P1 Grahams Ferry Road Widening (move to Higher Priority Projects)
- Add project RE-P15 Pioneer Court Extension as a Collector from Pioneer Court to 1,000 feet north of Day Road, then west to Boones Ferry Road.

Table 5-10: Additional Planned Projects (Northeast Quadrant) (Page 5-20)

Add the following project and description:

- RE-P5 Day Road Overcrossing

Extend Day Road from Boones Ferry Road to Elligsen Road as a four-lane overcrossing of I-5. This project would be a joint Washington County, City of Wilsonville and City of Tualatin project and will work together to seek funding. RTP project #11490. No funding has been identified within the planning horizon for this project.

Figure 5-9: Additional Planned Projects (Northeast Quadrant) (Page 5-21)

Summary of changes:



- Add project RE-P5 Day Road Overcrossing as a Minor Arterial (from Boones Ferry Road to Elligsen Road).

Please let us know if you have any questions.

Attachments:

- Basalt Creek TSP Amendment Analysis Summary
- TSP Amendments (Figures, Tables, and Text)

Ordinance No. 834 Exhibit B

Basalt Creek TSP Amendment Analysis

February 2019

The purpose of this document is to demonstrate that the solutions identified in the 2013 Basalt Creek Transportation Refinement Plan are still appropriate in response to the 2018 Regional Transportation Plan update. The Basalt Creek Transportation Refinement Plan was adopted in 2013 and provided the framework for the development of concept and comprehensive plans for the Basalt Creek Urban Growth Expansion Area. Since that time, the plans for the area have refined the types of expected urban development that will occur in the area. In addition, regional planning efforts, such as the 2018 Regional Transportation Plan, have continued to be refined.

The Basalt Creek Transportation Refinement Plan was developed to determine the major transportation system necessary to serve development throughout the Basalt Creek Planning Area. The Basalt Creek Transportation Refinement Plan set the stage for concept planning and comprehensive plan development for the Basalt Creek Planning Area. The transportation investments identified by the Basalt Creek Transportation Refinement Plan considered not only future growth within the Basalt Creek Planning Area itself, but also future growth in adjacent areas, including:

- Southwest Tualatin Concept Planning Area
- Tonquin Employment Planning Area (in Sherwood)
- Coffee Creek Planning Area in Wilsonville

Since the development of the Basalt Creek Transportation Refinement Plan the Cities of Tualatin and Wilsonville have proceeded with concept and comprehensive planning for the Basalt Creek Planning Area. These planning efforts have built upon the Basalt Creek Transportation Refinement Plan as a framework for organizing the land use plans.

Furthermore, the 124th Avenue connection and Basalt Creek Parkway has been constructed as an interim 3-lane facility between Tualatin-Sherwood Road and Grahams Ferry Road. Washington County is currently beginning design work for the extension of the Basalt Creek Parkway between Grahams Ferry Road and Boones Ferry Road. The interim improvement is intended to serve existing transportation needs. Development along the corridor is encouraged to dedicate the right-of-way and complete the ultimate cross-section as appropriate.

The Regional Transportation Plan was updated in 2014 to reflect the Basalt Creek Transportation Refinement Plan. Regional land use growth assumptions and additional regional planning efforts have continued as the concept and comprehensive planning for the Basalt Creek area has been developed through an extensive multi-year and multi-jurisdictional public process.

With the advent of the 2018 Regional Transportation Plan and revised growth assumptions it seemed prudent to revisit the Basalt Creek Transportation Refinement Plan to ensure that the transportation system anticipated at the start of the process was indeed still adequate to serve the Basalt Creek Planning Area.

Ordinance No. 834 Exhibit B

The following tables document the land use assumptions for the Basalt Creek Planning Area.

Land Use in the 2010 Regional Transportation Plan travel demand forecast
(Land Use in the 2012 Basalt Creek Transportation Refinement Plan Technical Report)

Zone Number	2005 Households	2035 Households	2005 Total Employment	2035 Total Employment
1013	94	706	52	896
1014	54	645	16	938
Total	148	1,351	68	1,834

Land Use in the 2018 Regional Transportation Plan travel demand forecast

Zone Number	2015 Households	2040 Households	2015 Total Employment	2040 Total Employment
980	45	0	79	1,447
981	107	646	167	1,447
Total	152	646	246	2,894

Buildout of the Basalt Creek Concept Plan

Zone Number	2015 Households	2040 Households	2015 Total Employment	2040 Total Employment
980	45		79	2,227
981	107	581	167	2,227
Total	152	581	246	4,453

It should be noted that the zone numbering system changed in 2013 but the geographic boundaries of these two zones remained the same.

Also note the total 2040 employment for both zones is the same number; however the model assumed zone 981 will have slightly more service employment than zone 980.

Ordinance No. 834 Exhibit B

The following table provides a list of transportation investments assumed in the 2040 regional travel demand forecast:

2040 Financially Constrained RTP Projects near Basalt Creek Planning Area

Nominating Agency	2018 RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 Dollars)	Time Period	Financially Constrained	RTP Investment Category	Primary Purpose
Washington County	10568	Tualatin-Sherwood Rd Improvements	Langer Farms Pkwy	Teton Ave	Widen from three to five lanes with bike lanes and sidewalks.	\$35,000,000	2018-2027	Yes	Roads and Bridges	Relieve current congestion
Sherwood	10674	Oregon-Tonquin Intersection Improvements	SW Oregon St	SW Tonquin Rd	Reconstruct and realign three leg intersection with a roundabout (partial two-lane roundabout) approx 400 feet northeast of existing roundabout at SW Oregon St & Murdock Rd. ROW, PE, design & construction. Potential for signal in-lieu of dual-roundabout system if better for development and once SW 124th Ave project is completed. If roundabout, project will include rapid flashing beacons at new roundabout and retrofit of adjacent roundabout to meet MUTCD suggestions for pedestrian crossings at roundabouts. This is currently a Washington County facility but would likely become Sherwood's upon completion of project to TSP standards.	\$2,400,000	2018-2027	Yes	Roads and Bridges	Relieve future congestion
Wilsonville	10588	Grahams Ferry Rd Improvements	Day Rd	County line	Widen Grahams Ferry Road to 3 lanes, add bike/pedestrian connections to regional trail system and fix (project development only) undersized railroad overcrossing.	\$13,200,000	2028-2040	Yes	Freight	Improve freight access to indust & intermodal
Washington County	10590	Tonquin Rd Improvements	Grahams Ferry Rd	124th Ave	Realign and widen to three lanes with bike lanes and sidewalks and street lighting.	\$11,400,000	2018-2027	Yes	Roads and Bridges	Build Complete Street
Wilsonville	10853	Garden Acres Road Extension	Day Road	Ridder Road	Construct three lane road extension with sidewalks and cycle track and reconstruct/reorient Day Road/Grahams Ferry Road/Garden Acres Road intersection.	\$14,260,000	2018-2027	Yes	Roads and Bridges	Relieve future congestion
Wilsonville	11243	Day Rd Improvements	Grahams Ferry Rd	Boones Ferry Rd	Widen street from 3 to 5 lanes with buffered bike lanes, sidewalks and street lighting. Improve structural integrity for increased freight traffic and provide congestion relief. Sidewalk infill and creation of Tonquin Trail multi-use path spur will reduce pedestrian and vehicle conflicts. Bike buffers will reduce bicycle and freight conflicts.	\$10,560,000	2028-2040	Yes	Roads and Bridges	Relieve future congestion

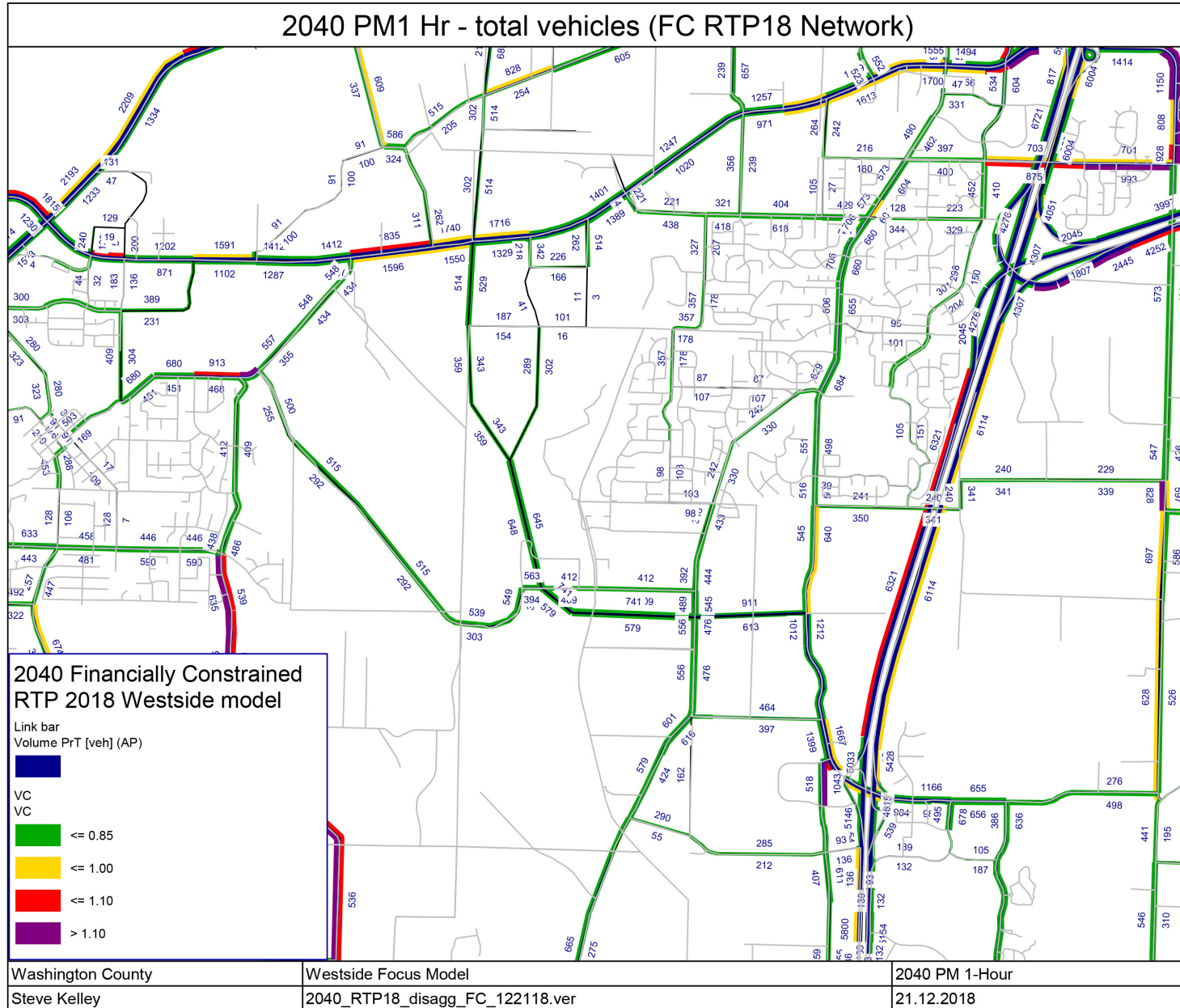
Ordinance No. 834 Exhibit B

2040 Financially Constrained RTP Projects near Basalt Creek Planning Area (Continued)

Nominating Agency	2018 RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 Dollars)	Time Period	Financially Constrained	RTP Investment Category	Primary Purpose
Tualatin	11417	Blake Street Extension	115th Ave	124th Ave	Extend Blake Street to create an east-west connection between 115th and 124th. Install signal at Blake and 124th. New road section will provide an alternative route for industrial traffic on the high injury corridor: Tualatin/Sherwood Road.	\$17,000,000	2018-2027	Yes	Roads and Bridges	Increase access to jobs
Washington County	11470	Basalt Creek Parkway	Grahams Ferry Rd	Boones Ferry Rd	Extend new 5 lane Arterial with bike lanes, sidewalks and street lighting.	\$31,700,000	2018-2027	Yes	Roads and Bridges	Serve new urban area
Washington County	11487	Boones Ferry Improvements	Basalt Creek East-West Arterial	Day Rd	Widen from 3 lanes to 5 lanes with bike lanes, sidewalks and street lighting	\$1,200,000	2028-2040	Yes	Roads and Bridges	Relieve future congestion
Wilsonville	11489	Boones Ferry / I-5 off ramp improvements	SB I-5 off ramp	Boones Ferry Rd	construct second right-turn lane	\$1,063,000	2028-2040	Yes	Roads and Bridges	Relieve current congestion
Tualatin	11962	Grahams Ferry Rd	SW Ibach Rd	Helenius Rd	Upgrade SW Grahams Ferry Road to roadway standards between SW Ibach Road and Helenius Road.	\$5,048,800	2028-2040	Yes	Roads and Bridges	Build Complete Street

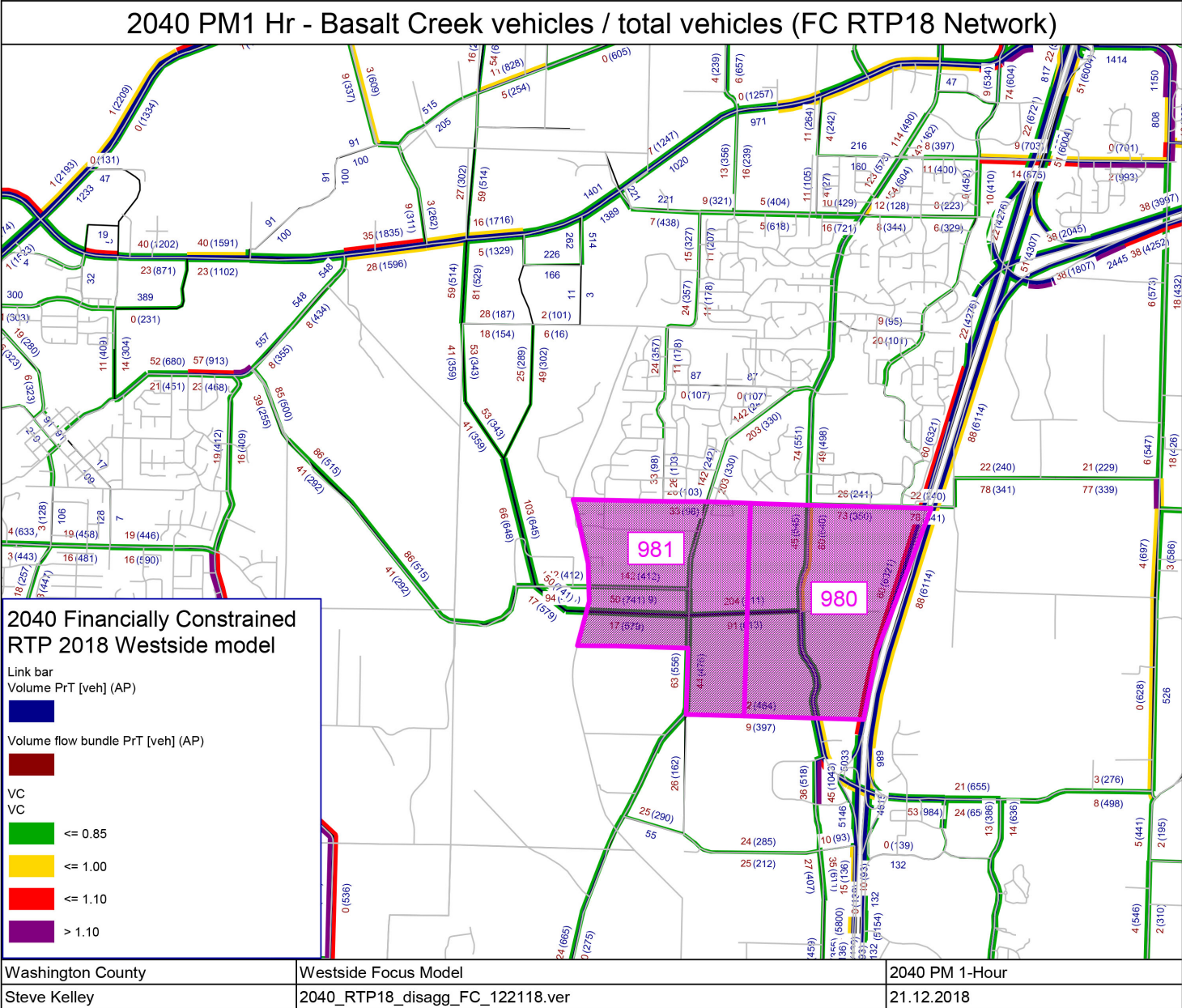
Ordinance No. 834 Exhibit B

Financially Constrained 2018 Regional Transportation Plan Network 2040 PM 1 Hour Total Vehicle Volume Forecast Results



Ordinance No. 834 Exhibit B

Financially Constrained 2018 Regional Transportation Plan Network
 2040 PM 1 Hour Basalt Creek Vehicles (and Total Vehicles) Forecast Results



Ordinance No. 834 Exhibit B

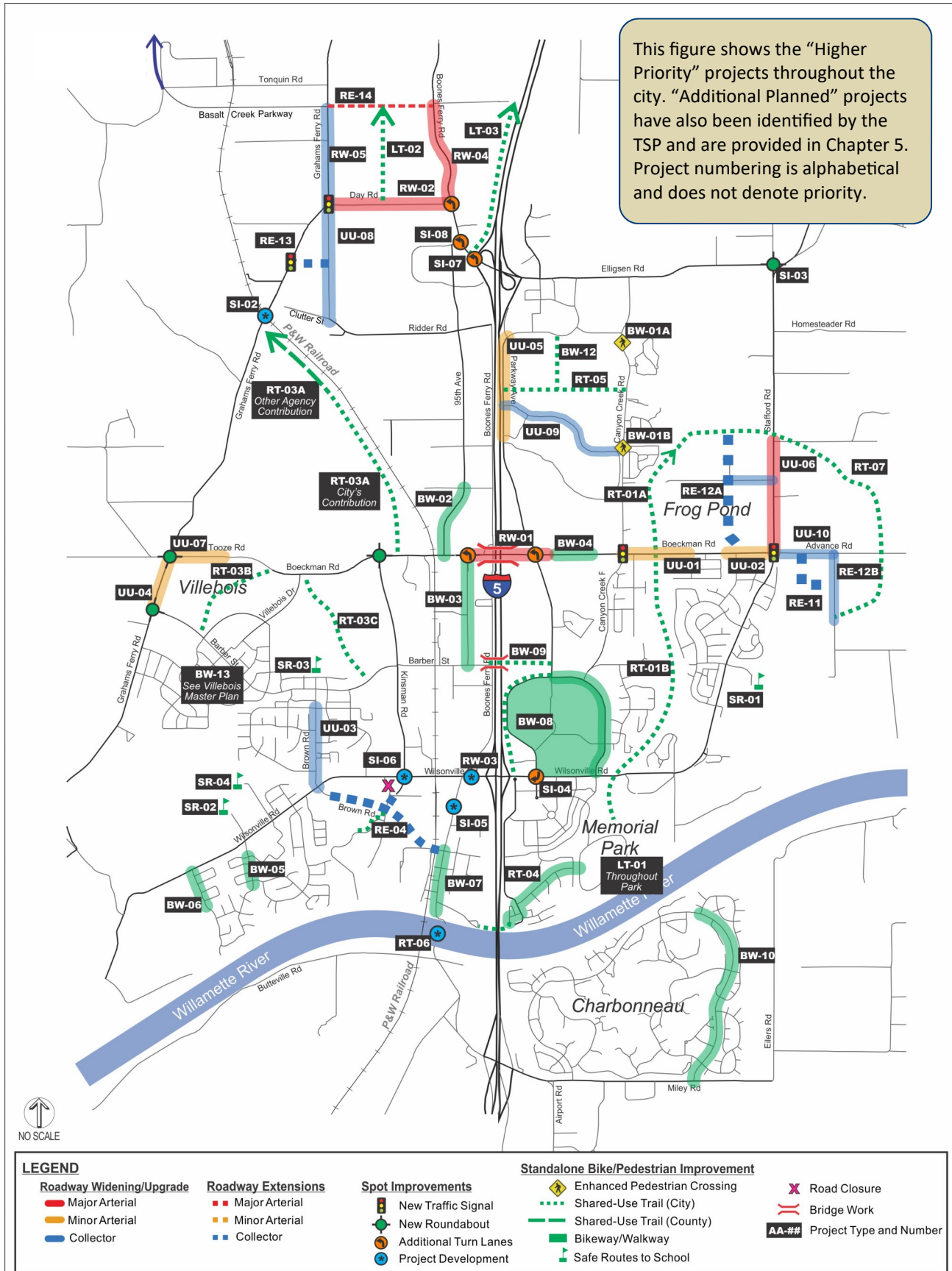
Summary

The 2018 Regional Transportation Plan contains a number of Financially Constrained projects identified in the Basalt Creek Planning Area. These projects were generally identified by the Basalt Creek Transportation Refinement Plan in 2012. It is anticipated that these projects will be implemented in conjunction with development in the area. The resulting planned system, including the build out scenario documented in the land use tables above, results in anticipated traffic operations consistent with regional and local level of service standards.

The level of service maps and analysis in this report are intended to provide a planning level system assessment consistent with the requirements for Transportation Planning in Oregon. A detailed operational analysis will be necessary prior to project development. The detailed operational analysis should consider needed turn lanes and assess vehicular movements at intersections to determine the appropriate design configuration. This analysis is intended to provide a generalized system assessment that would be an appropriate input into an operational evaluation necessary for project development.

HIGHER PRIORITY PROJECTS

This figure shows the “Higher Priority” projects throughout the city. “Additional Planned” projects have also been identified by the TSP and are provided in Chapter 5. Project numbering is alphabetical and does not denote priority.



HIGHER PRIORITY PROJECTS (LISTED ALPHABETICALLY BY IMPROVEMENT)

No.	Higher Priority Project	No.	Higher Priority Project
Roadway Extensions (Multimodal Connectivity)		Bikeways and Walkways (Standalone Pedestrian and Bicycle Improvements) . . . Continued	
RE-04A	Corridor Study for Brown Road Extension	BW-08	Town Center Loop Pedestrian, Bicycle, and Transit Improvements
RE-04B	Brown Road Extension (5th Street Connection)	BW-09	Town Center Loop Bike/Pedestrian Bridge
RE-13	Java Road Connection and Signal	BW-10	French Prairie Drive Pathway
RE-14	Basalt Creek Parkway Connection	BW-11	Frog Pond Trails
Roadway Widening (Capacity)		BW-12	Parkway Center Trail Connector
RW-01	Boeckman Road Bridge and Corridor Improvements	BW-13	Villebois Loop Trail
RW-02	Day Road Widening	BW-14	Wayfinding Signage
RW-04	Boones Ferry Road Widening	Safe Routes to School (Standalone Pedestrian and Bicycle Improvements)	
RW-05	Grahams Ferry Road Widening	SR-01	Boeckman Creek Primary Safe Routes to School Improvements
Urban Upgrades (Multimodal Connectivity and Safety)		SR-02	Boones Ferry Primary Safe Routes to School Improvements
UU-01	Boeckman Road Dip Improvements	SR-03	Lowrie Primary Safe Routes to School Improvements
UU-02	Boeckman Road Urban Upgrade	SR-04	Wood Middle School Safe Routes to School Improvements
UU-03	Brown Road Upgrades	Local Trails (Standalone Pedestrian and Bicycle Improvements)	
UU-04	Grahams Ferry Urban Upgrade	LT-01	Memorial Park Trail Improvements
UU-05	Parkway Avenue Urban Upgrade	LT-02	Basalt Creek Canyon Ridge Trail
UU-06	Stafford Road Urban Upgrade	LT-03	I-5 Easement Trail
UU-07	Tooze Road Urban Upgrade	Regional Trails (Standalone Pedestrian and Bicycle Improvements Safety)	
UU-08	Garden Acres Road Urban Upgrade	RT-01A	Boeckman Creek Trail (North)
Spot Improvements (Transportation System Management/Operations)		RT-01B	Boeckman Creek Trail (South)
SI-02	Grahams Ferry Railroad Undercrossing Project Development	RT-02	Frog Pond Trail
SI-03	Stafford Road/65th Avenue Intersection Improvements	RT-03A	Tonquin Trail (North)
SI-04	Wilsonville Rd/Town Center Loop West Intersection Improvements	RT-03B/C	Tonquin Trail (Villebois)
SI-07	Dual Southbound Right Turn Lanes on I-5 Off-Ramp at Boones Ferry Road	RT-04	Waterfront Trail Improvements
SI-08	Boones Ferry Road/95th Avenue Access Management	RT-05	Wiedeman Road Trail
Bikeways and Walkways (Standalone Pedestrian and Bicycle Improvements)		RT-06	Willamette River Bike/Pedestrian/Emergency Bridge Project Dev.
BW-01 A/B	Canyon Creek Road Enhanced Pedestrian Crossings	Transit Improvements	
BW-02	95th Avenue Sidewalk Infill	TI-01	Pedestrian Access to Transit
BW-03	Boberg Road Sidewalk Infill	TI-02	Transit Street Improvements
BW-04	Boeckman Road Bike Lanes and Sidewalk Infill		
BW-05	Willamette Way East Sidewalk Infill		
BW-06	Willamette Way West Sidewalk Infill		
BW-07	Boones Ferry Road Sharrows		

FIGURE 3-1. ROADWAY JURISDICTION

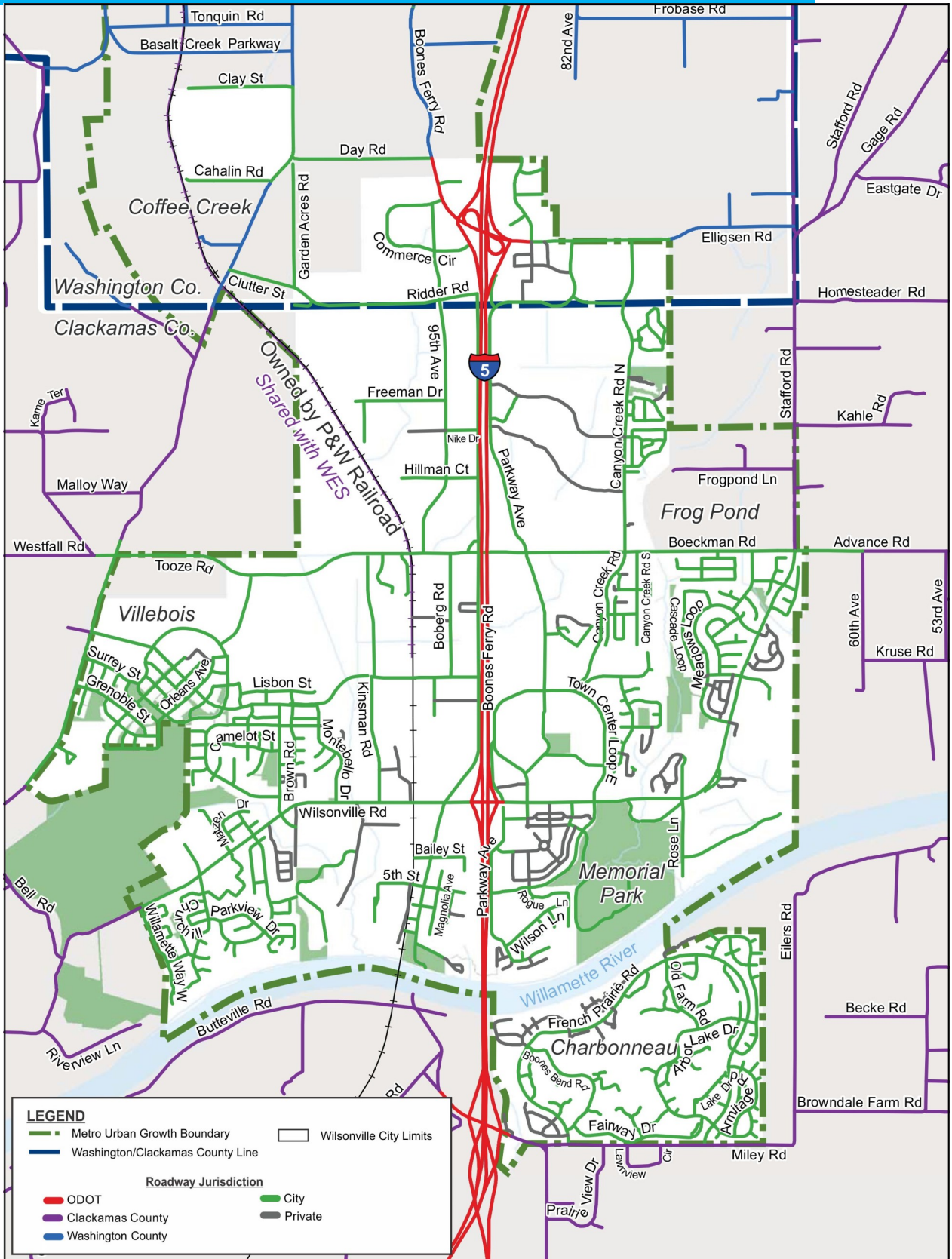


FIGURE 3-2. FUNCTIONAL CLASS DESIGNATIONS

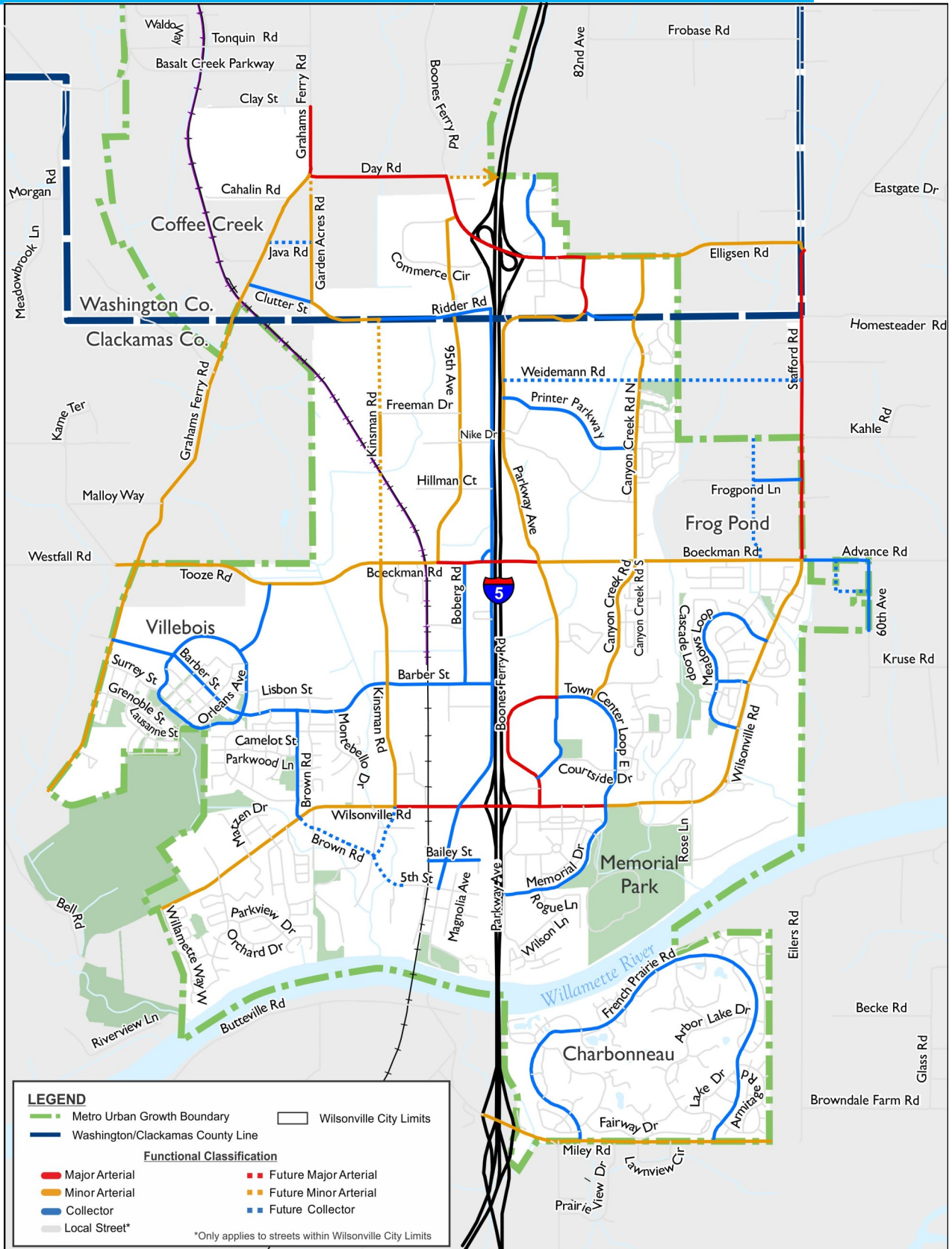
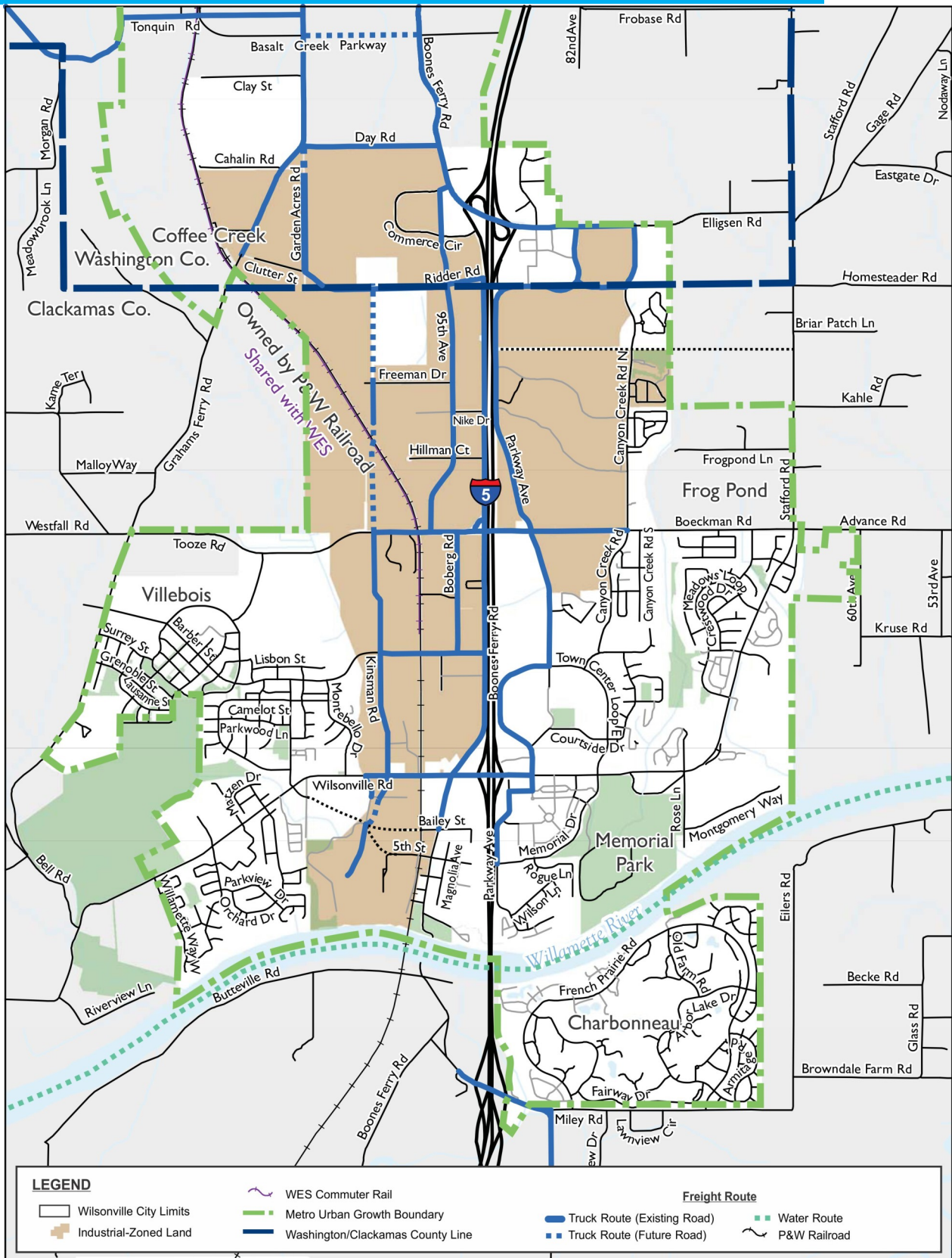


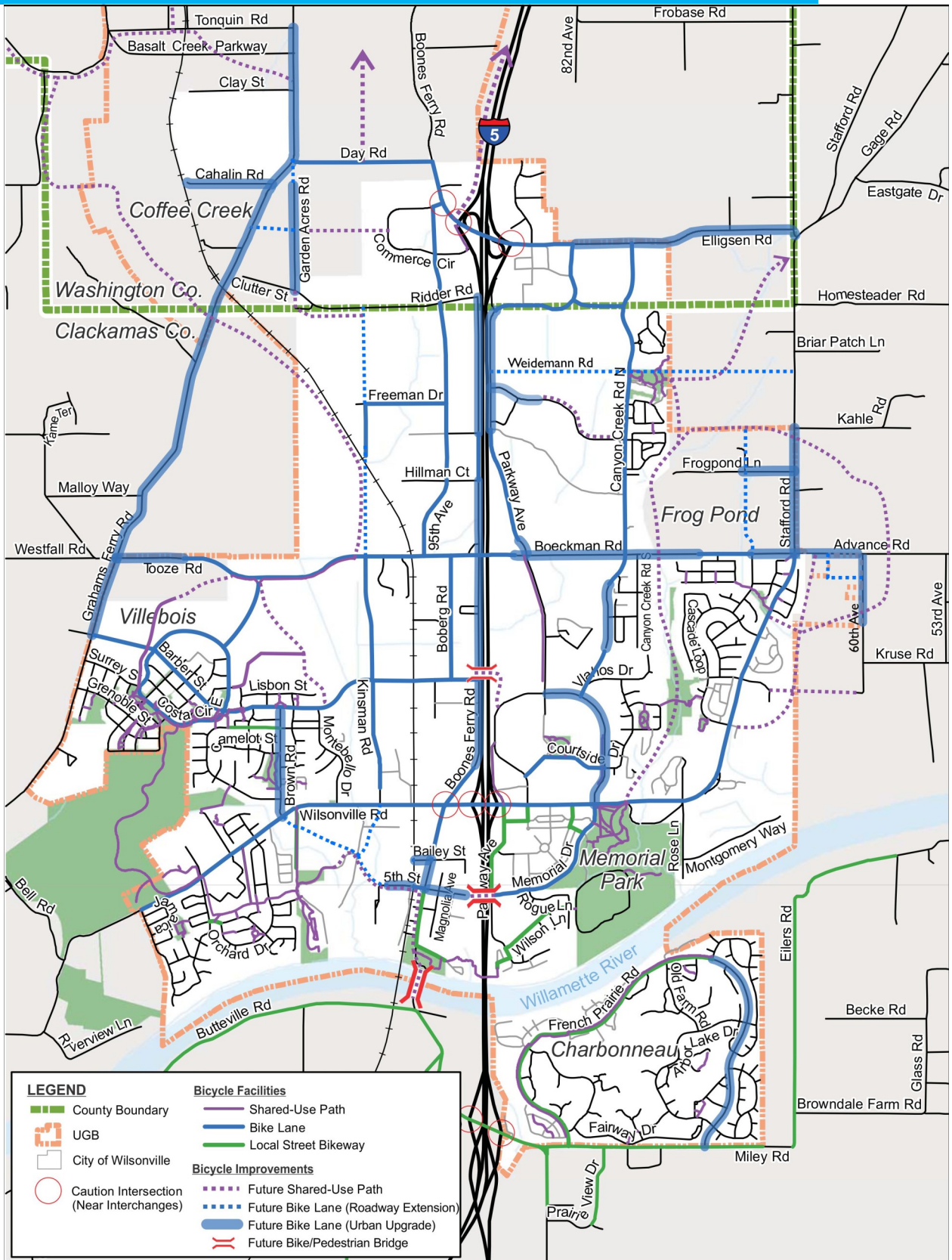
FIGURE 3-4. FREIGHT ROUTES



LEGEND

- Wilsonville City Limits
- Industrial-Zoned Land
- - - WES Commuter Rail
- - - Metro Urban Growth Boundary
- - - Washington/Clackamas County Line
- Truck Route (Existing Road)
- - - Truck Route (Future Road)
- - - Water Route
- - - P&W Railroad

FIGURE 3-5. BICYCLE ROUTES



ACCESS MANAGEMENT

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

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

Table 3-2. Access Spacing Standards

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

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

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

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

Interchange Area Management Plan (IAMP) should also be consulted when considering access needs near the Wilsonville Road interchange.

The Basalt Creek Parkway is considered an Access Management Interest Area because the parkway will be a high-capacity major freight arterial, limited to at-grade accesses at 124th Avenue, Grahams Ferry Road, and Boones Ferry Road as shown in Figure 3-13. The parkway creates a new connection between I-5 and 99W.



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

ACCESS MANAGEMENT STRATEGIES

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

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

FIGURE 3-13. ACCESS MANAGEMENT INTEREST AREAS



FIGURE 4-2. FUTURE 2035 CAPACITY DEFICIENCIES

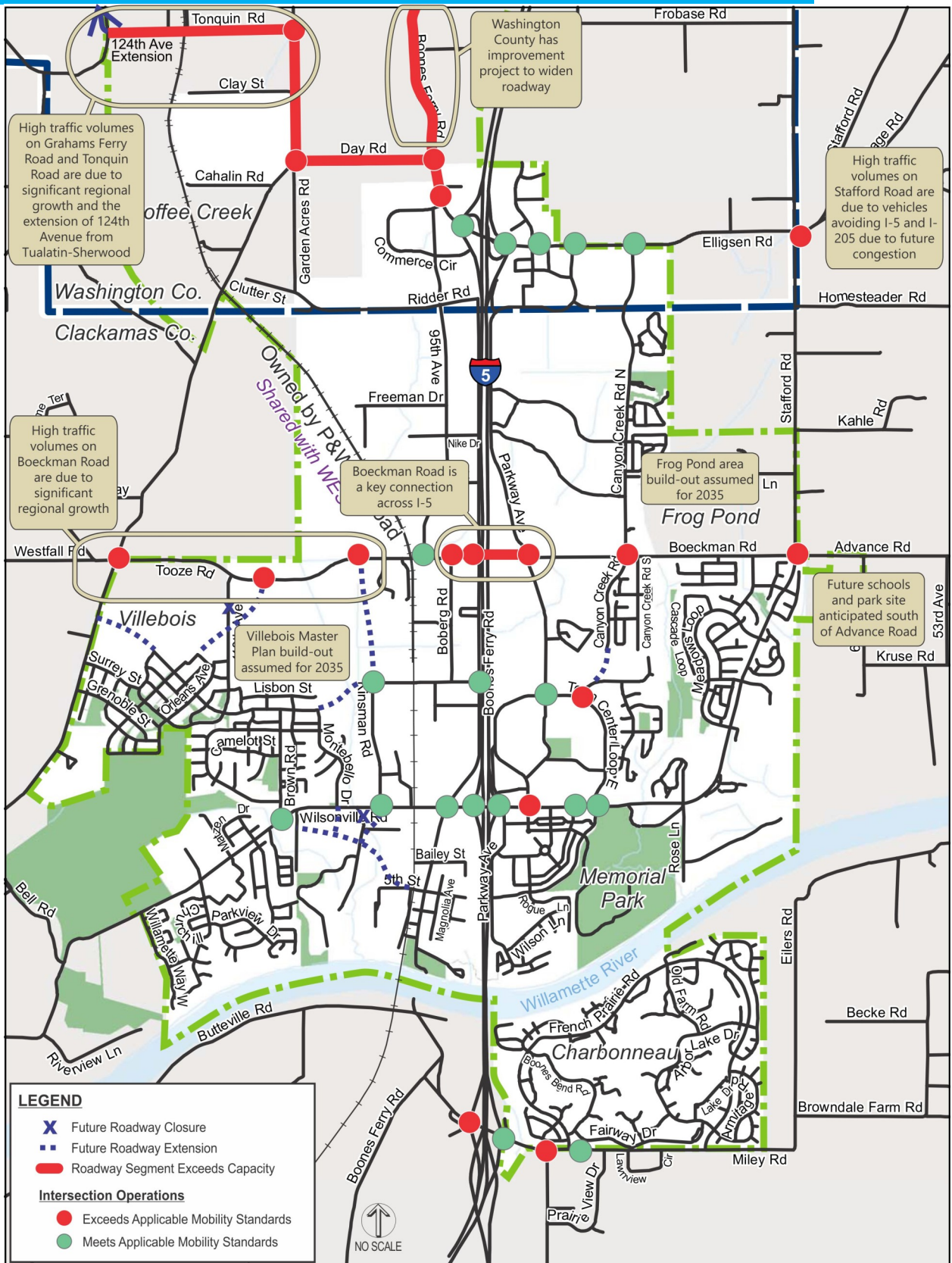


FIGURE 5-2. HIGHER PRIORITY PROJECTS

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

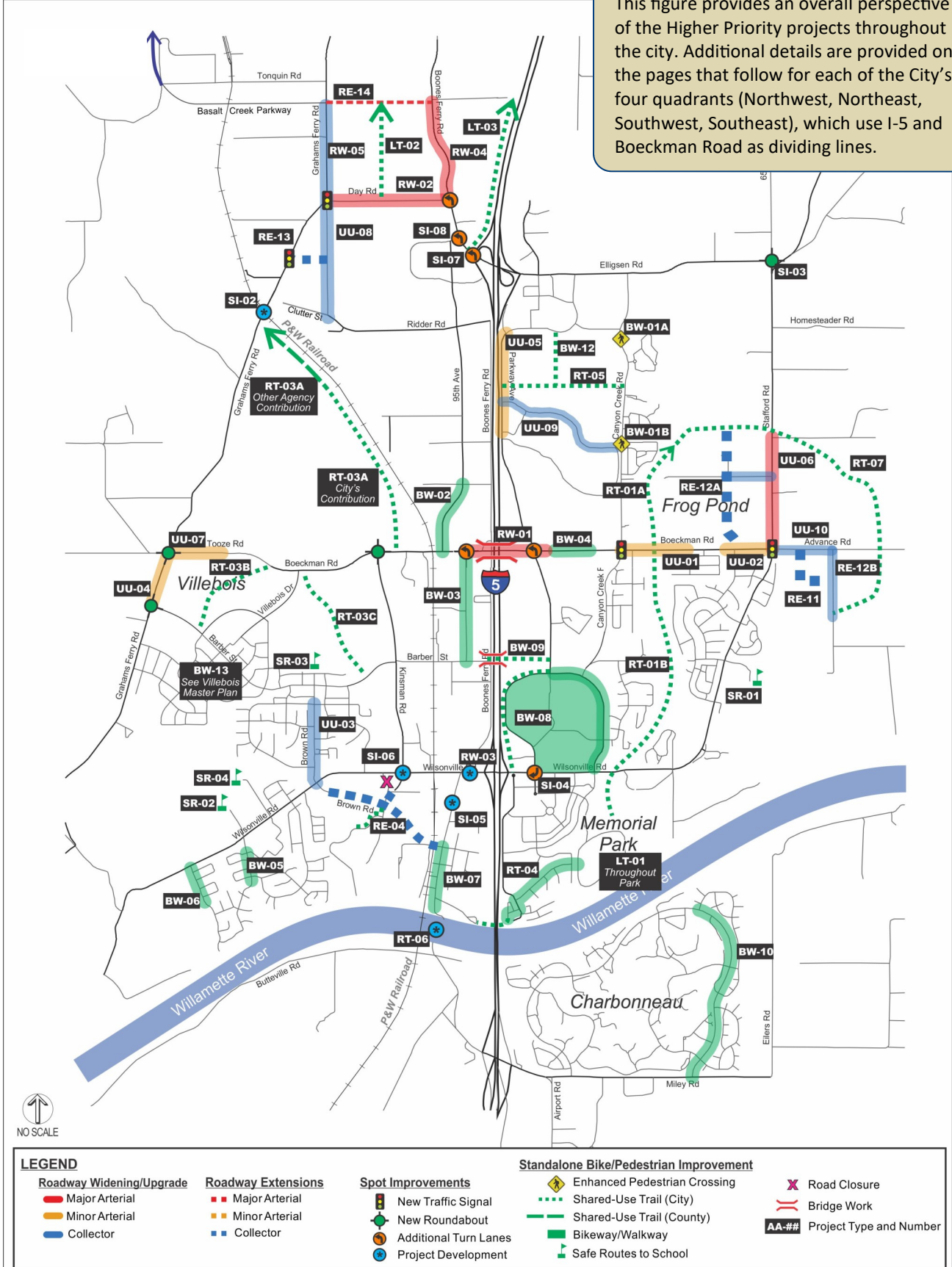


Table 5-2. Higher Priority Projects (Northwest Quadrant)

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

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

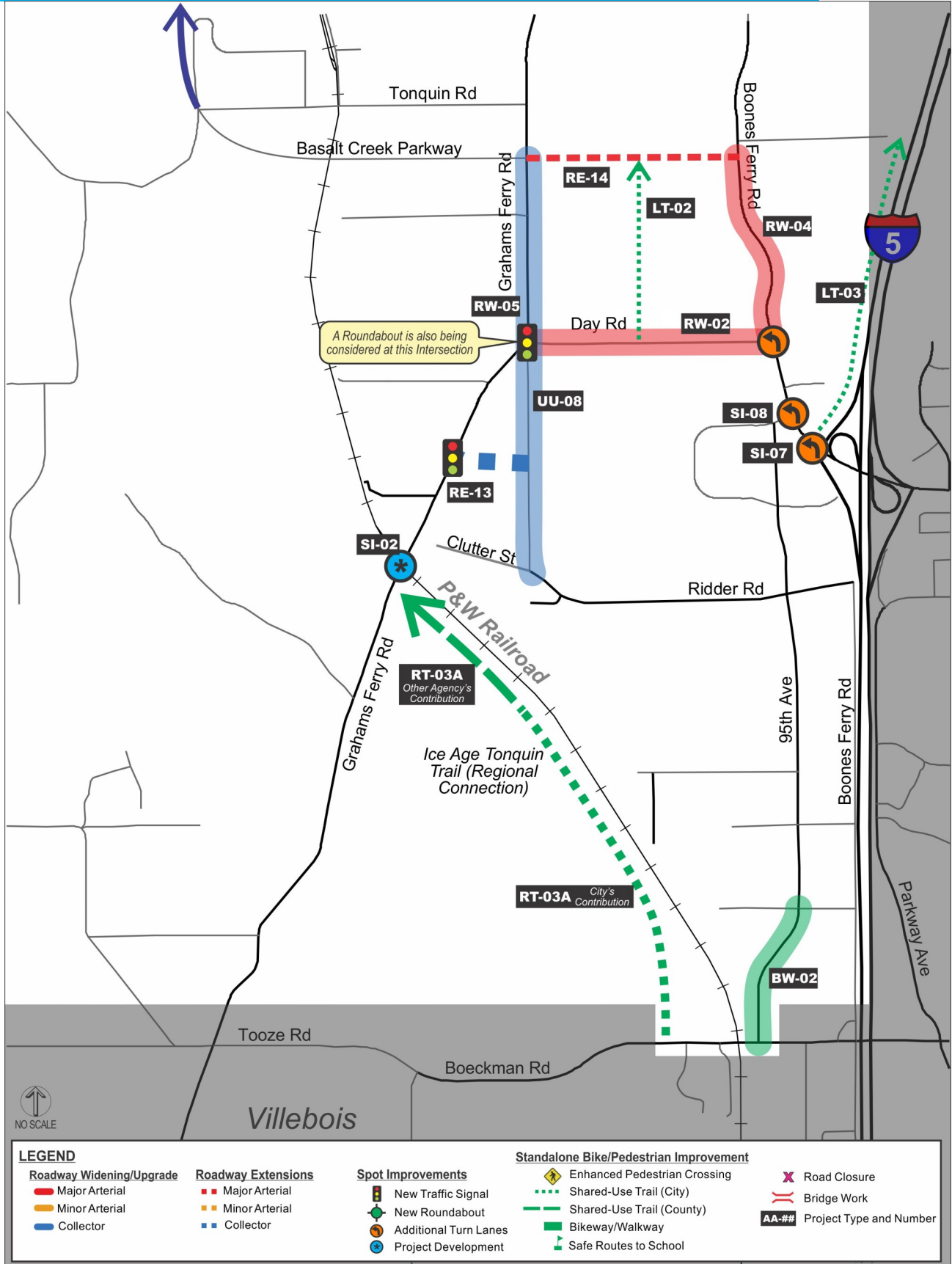
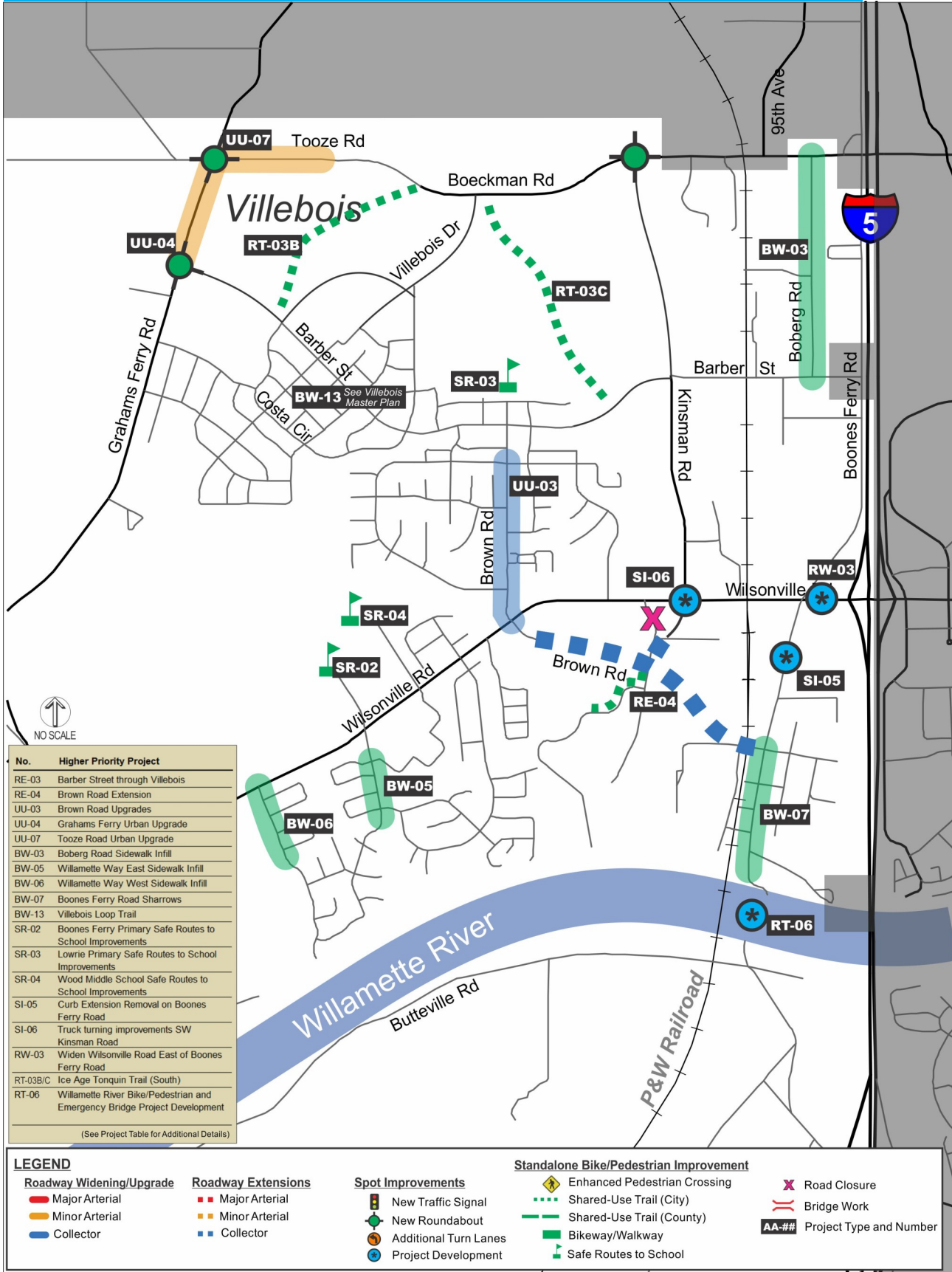


Table 5-4. Higher Priority Projects (Southwest Quadrant)

Project		Description	Cost
Roadway Extensions			
RE-04A	Corridor Study for Brown Road Extension	Perform a corridor study to determine the recommended Brown Road extension alignment	\$20,000
RE-04B	Brown Road Extension	Construct remaining 2-lane roadway with bike lanes, sidewalks, and transit stop improvements from Wilsonville Road to Boones Ferry Road (connect at 5th Street); includes roadway connection to Kinsman Road (with bike lanes and sidewalks), portion of Ice Age Tonquin Trail connecting to trial terminus on Arrowhead Creek Lane, and Brown Road/Kinsman Road intersection.	\$15,200,000
Urban Upgrades			
UU-03	Brown Road Upgrades	Upgrade to meet cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stops)	\$3,500,000
UU-04	Grahams Ferry Urban Upgrade	Upgrade to meet cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements); includes roundabout at Grahams Ferry Road/Barber Street intersection	\$2,400,000
UU-07	Tooze Road Urban Upgrade	Upgrade to meet cross-section standards (i.e., 3 lanes with bike lanes, sidewalks, and transit stop improvements); includes roundabout at Grahams Ferry Road/Tooze Road intersection	\$7,900,000
Standalone Pedestrian and Bicycle Improvements (Bikeways and Walkways)			
BW-03	Boberg Road Sidewalk Infill	Fill in gaps in the sidewalk network on the east side of the roadway from Boeckman Road to Barber Street, and construct transit stop improvements	\$375,000
BW-05	Willamette Way East Sidewalk Infill	Fill in gaps in the sidewalk network on the west side of the roadway from Chantilly to south of Churchill (part of Ice Age Tonquin Trail)	\$50,000
BW-06	Willamette Way West Sidewalk Infill	Construct a new sidewalk on west side of the roadway from Wilsonville Road to Paulina Drive	\$50,000
BW-07	Boones Ferry Road Sharrows	Stripe sharrows (shared travel lanes) from 5th Street to Boones Ferry Park; this will connect Ice Age Tonquin Trail (once the portion along the Brown Road Extension is completed) to Waterfront Trail	\$5,000
BW-13	Villebois Loop Trail	Construct shared-use path as part of Villebois development; include connections to Villebois Greenway, the Ice Age Tonquin Trail, and the Village Center	\$180,000
Standalone Pedestrian and Bicycle Improvements (Safe Routes to School)			
SR-02	Boones Ferry Primary Safe Routes to School Improvements	Construct shared-use path between Boones Ferry Primary and Wood Middle School, a bicycle parking shelter near the school, and a shared-use path connecting the bicycle shelter to the sidewalks along Wilsonville Road	\$200,000
SR-03	Lowrie Primary Safe Routes to School Improvements	Construct shared-use path from existing connection of Lowrie Primary School to Barber Street as part of Villebois development; include connections to new school, Ice Age Tonquin Trail, and Barber Street to future connections	\$150,000
SR-04	Wood Middle School Safe Routes to School Improvements	Construct a bicycle parking shelter near the school and a shared-use path connecting the bicycle shelter to the sidewalks along Wilsonville Road; also widen and stripe the Park at Merryfield Trail, which connects Wood Middle School to Camelot Street to the north	\$150,000
Standalone Pedestrian and Bicycle Improvements (Regional Trails)			
RT-03B/C	Ice Age Tonquin Trail (Villebois)	Construct the remaining sections of the Ice Age Tonquin Trail within Villebois Village in conjunction with development and adjacent roadway improvements	\$560,000
RT-06	Willamette River Bike/Pedestrian and Emergency Bridge Project Development	Perform feasibility study and project development for bike/pedestrian/emergency bridge over the Willamette River to provide a non-motorized alternative to the I-5 freeway deck	\$1,380,000 (Partial Regional funding)

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



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FIGURE 5-7. ADDITIONAL PLANNED PROJECTS

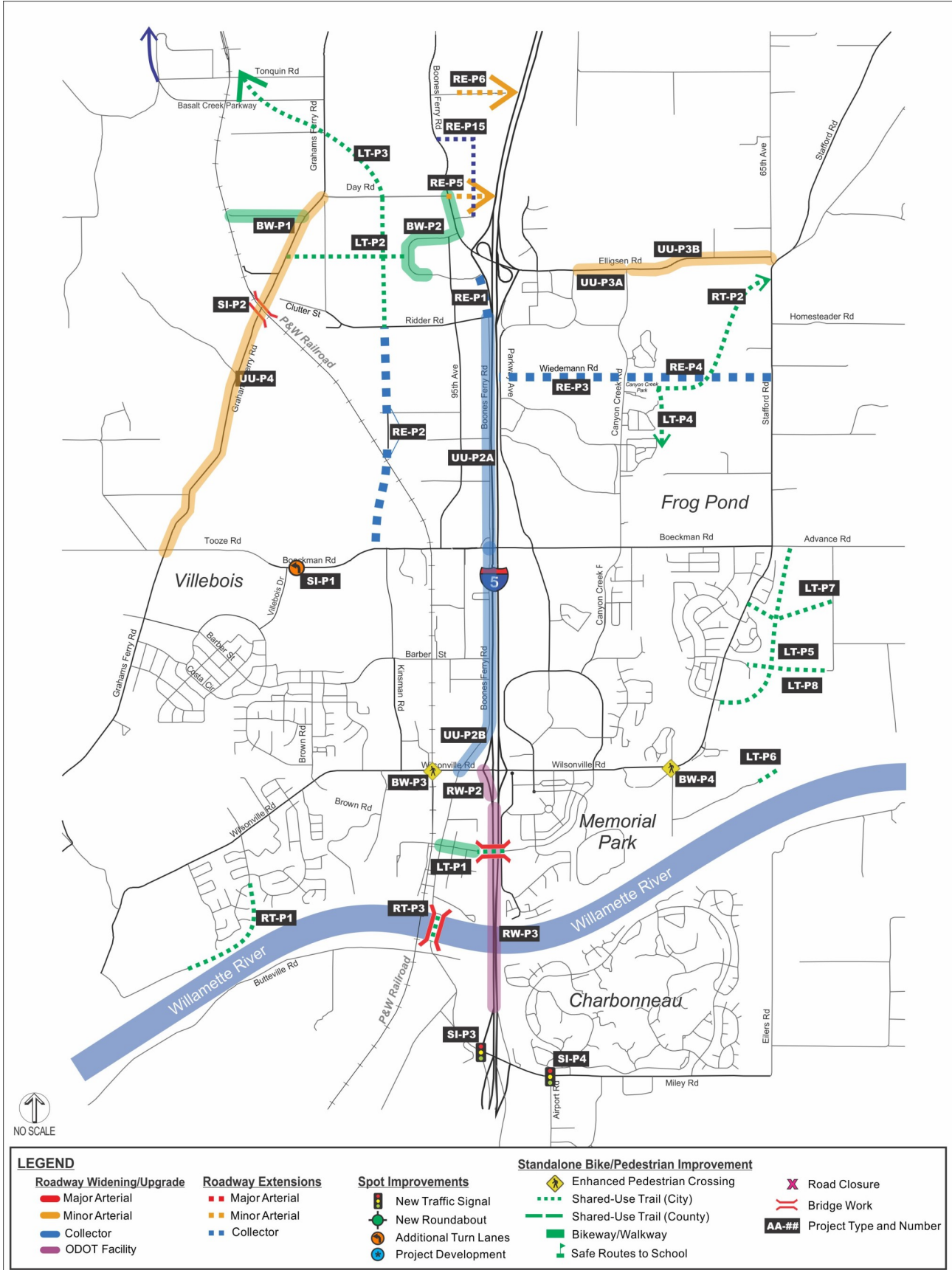
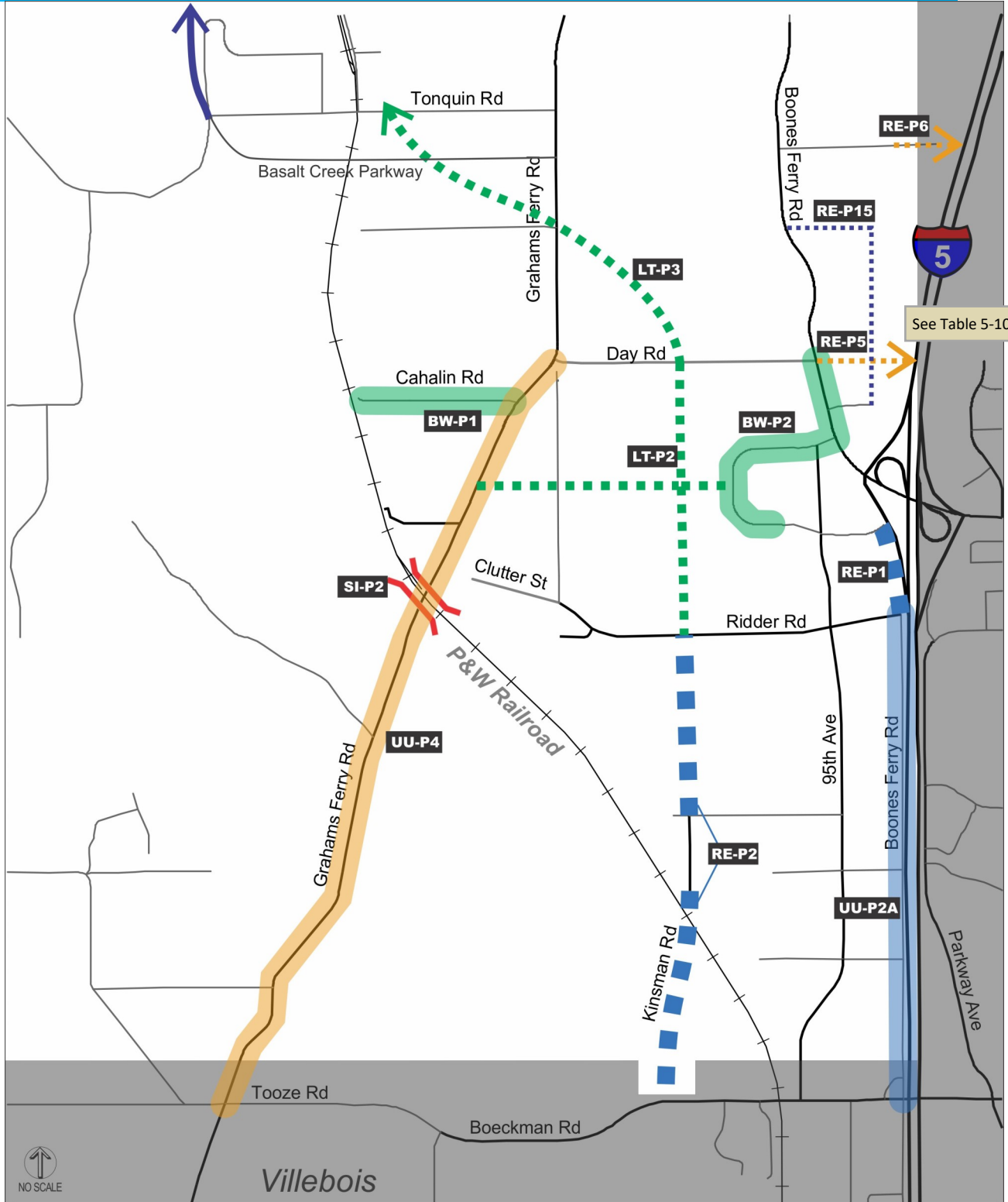


Table 5-9. Additional Planned Projects (Northwest Quadrant)

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

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

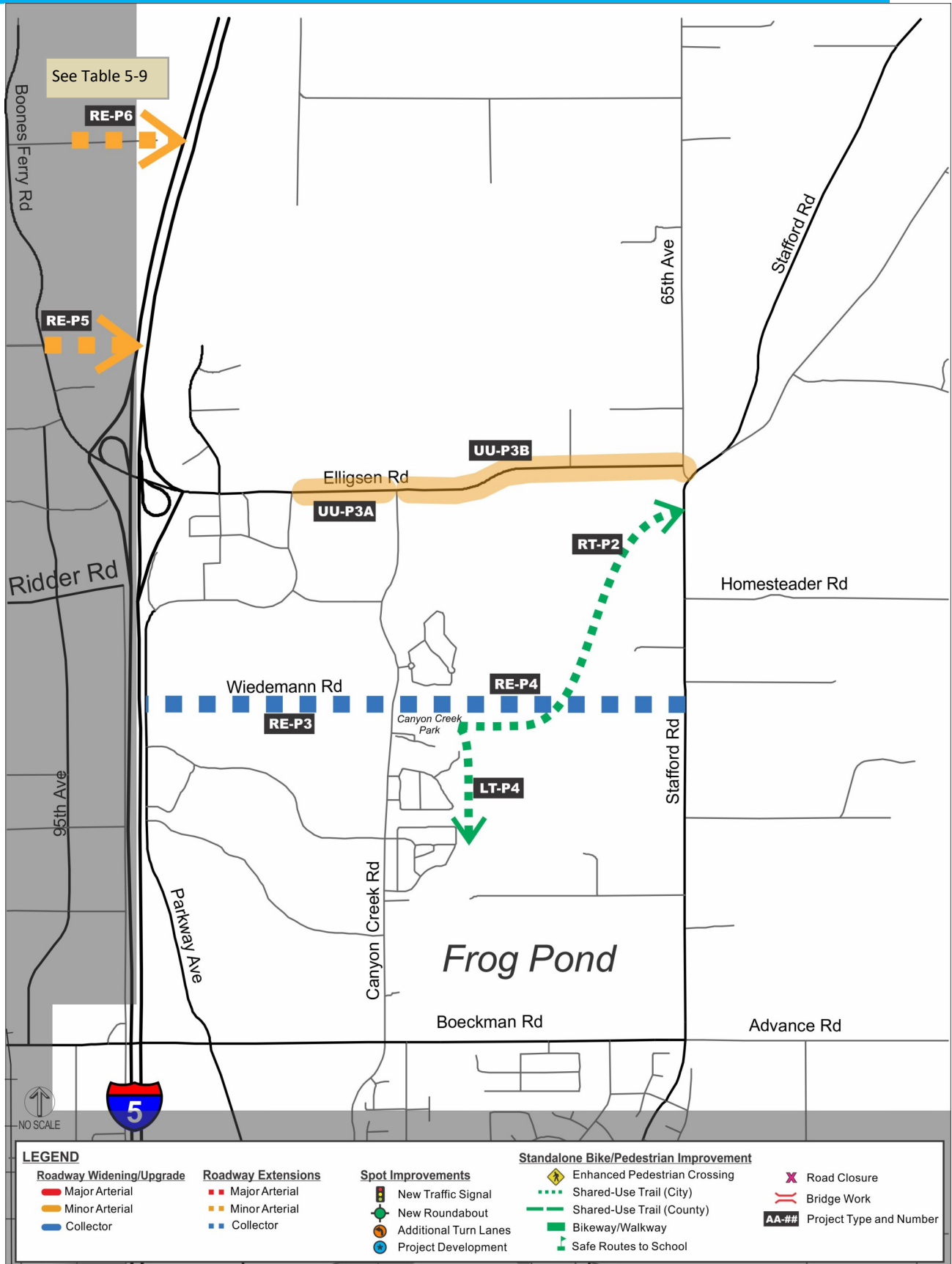


LEGEND		Standalone Bike/Pedestrian Improvement	
Roadway Widening/Upgrade	Roadway Extensions	Spot Improvements	Standalone Bike/Pedestrian Improvement
Major Arterial	Major Arterial	New Traffic Signal	Enhanced Pedestrian Crossing
Minor Arterial	Minor Arterial	New Roundabout	Shared-Use Trail (City)
Collector	Collector	Additional Turn Lanes	Shared-Use Trail (County)
		Project Development	Bikeway/Walkway
			Safe Routes to School
			Road Closure
			Bridge Work
			Project Type and Number

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

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

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



Ordinance No. 834
EXHIBIT C
CITY COUNCIL PUBLIC HEARING 4.1.2018

Basalt Creek Comprehensive Plan and Transportation System Plan Amendments

Exhibit C - Planning Commission Resolution and Record

<https://www.ci.wilsonville.or.us/planning/page/basalt-creek>

Ordinance No. 834 Staff Report

ATTACHMENT 2

Basalt Creek Concept Plan and Supporting Documentation

https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/city_council/meeting/27721/06.att_2_concept_plan_and_supporting_documentation.pdf