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CITY COUNCIL

Mayor Tim Knapp
Kristin Akervall, Council President
Susie Stevens, Councilor
Charlotte Lehan, Councilor
Ben West, Councilor
Scott Starr, Former Councilor

PLANNING COMMISSION

Jerry Greenfield, Chairman
Eric Postma, Vice Chairman
Ron Heberlein
Peter Hurley
Kamran Mesbah
Phyllis Millan
Simon Springall

CITY OF WILSONVILLE PROJECT TEAM

Miranda Bateschell
Tami Bergeron
Jordan Vance
Daniel Pauly
Jennifer Scola
Zach Weigel
Kimberly Rybold
Charles Tso
Chris Neamtzu

CONSULTANT TEAM

MIG, Inc.
Leland Consulting Group
DKS, Inc.
Angelo Planning Group
Gibbs Planning Group
acknowledgments

TOWN CENTER TASK FORCE

Kristin Akervall, Chair Wilsonville City Councilor as an ex-officio/non-voting member
Marie Alaniz, Northwest Housing Alternatives
Hilly Alexander, Wilsonville Public Library Foundation Board, resident
Ben Altman, Former Planning Commission chair, resident
Kyle Bunch, American Family Insurance, resident
Terrence Clark, Wilsonville Dental Group
Paul Diller, resident
Bruce Eicher, Wilsonville Diamond, resident
Kevin Ferrasci O’Malley, CEO, Wilsonville Area Chamber of Commerce
Darren Harmon, Wilsonville Family Fun Center, Tourism Promotion Committee
Ron Heberlein, Planning Commissioner, resident
Eric Hoem, resident
Rosiland Hursh, Eye to Eye Clinic
Hank Jarboe, Boston’s Pub
Kate Johnson, Park and Recreation Advisory Board, resident
Sophia Lochner, Wilsonville High School student, resident
Lori Loen, Elite Realty Group, resident
Kamran Mesbah, Planning Commissioner, resident
Susan Myers, Capital Realty
Richard (Dick) Spence, Wilsonville Community Sharing, resident
Shelly Tracy, Clackamas Community College-Wilsonville campus
Scott Vosburg, Wilsonville Lock and Security
Doris Wehler, Past President, Wilsonville Area Chamber of Commerce, resident
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**Appendix A.** Comprehensive Plan and Development Code Amendments

**Appendix B.** Land Use Alternatives Traffic Analysis

**Appendix C.** Development Feasibility Analysis

**Appendix D.** Street Cross Sections

**Appendix E.** Parking Analysis

**Appendix F.** Existing Conditions

**Appendix G.** Infrastructure Assumptions

**Appendix H.** Public Comment Summary

**Appendix I.** Public Engagement Plan
01 INTRODUCTION

Town Center is the heart of Wilsonville, a growing community with great jobs, housing and schools.

Through the Wilsonville Town Center Plan (the Plan) community engagement process, community members voiced their commitment to their desire for a community hub with walkable and engaging public spaces, great parks and destinations, places and spaces that connect people to one another and the environment, and year-around activities. Realizing the community’s vision for Town Center is a long-term process, but improvements can start today.

AREA CONTEXT

For many people, Town Center is a regular stop for groceries, grabbing a quick bite to eat, or visiting the doctor. Centrally located between the Portland metropolitan area and the central Willamette Valley, it is close to natural and agricultural open spaces and a network of regional trails. Town Center is poised to build on its foundation of a diverse mix of local and national retail, restaurants, educational institutions, community services, local government, residences, and offices to become a vibrant and walkable mixed use district— a true Town Center for Wilsonville. City parks and open spaces preserve and honor the area’s natural resources and agricultural legacy, attracting visitors from across Wilsonville and beyond. Town Center’s proximity to I-5, commuter rail and local transit connections are all assets that attract many businesses and visitors to the area. Town Center is important to Wilsonville and the Portland Metro region at large. The Metro’s 2040 Growth Concept specifies that Wilsonville Town Center should be a mixed use, walkable, and transit-accessible district.

The most recent master plan for Town Center was developed in 1973. Much of Town Center’s current road infrastructure, urban form, parks, and land uses originated in that plan. The original plan made way
REGIONAL CONTEXT

FIGURE 1.1

TOWN CENTER PLANNING AREA

SCALE: 1" = 5 MILES

LEGEND
- County
- City
- Wilsonville UGB
- Freeways
- Major Roads
- Rail Transit
- Parks and Open Space
- Rivers and Streams

REGIONAL CONTEXT

PLANNING CONTEXT
for many of the valuable community assets in Town Center, such as Town Center Park. However, the plan also allowed for an auto-oriented urban form and land uses. Large parking lots and disconnected streets, sidewalks, and bicycle facilities are barriers to Town Center becoming the vibrant community desired by residents and businesses. Transforming Town Center into a more walkable, diverse, and active district will require investing in infrastructure and supporting the area’s strong businesses and entrepreneurial spirit.

Wilsonville and the region have changed dramatically since the original vision was developed in 1973. How we work, live, get around, and shop are all rapidly evolving with changes in technology, demographics, and the economy. This updated plan provides design guidelines and development code revisions to ensure that as new buildings, businesses, streets, open spaces and architecture are developed over time, they support the community’s vision for Town Center.

How can the City retain the Town Center qualities that are valued by community members while meeting the needs of a growing and evolving community? This Plan responds to the changing context with prioritized and achievable actions.
PLAN PURPOSE
The Portland Metro region and Wilsonville are flourishing. Town Center’s desirable location and foundation of existing businesses provide a strategic advantage for achieving the community’s vision of creating a true hub for Wilsonville. The Plan positions Town Center for sustained success that is durable and resilient. The Plan focuses on attracting and retaining local businesses, employment opportunities, housing choices, and cultural and educational institutions. The Plan puts people first with walkable streetscapes and places to gather, shop, work, eat and recreate.

New development in Town Center will not happen immediately or all at once. Instead, when a land owner wants to redevelop, the Town Center Plan will guide how the City, developers, land owners, and businesses can support the community’s vision for Town Center. The Plan provides regulatory recommendations, prioritized projects, and potential funding sources that will support the implementation of the community’s vision.
PLAN PROCESS

The Town Center planning process began in late 2016 and concluded in early 2019. The process was community-driven with active involvement from community members, including but not limited to the Project Task Force, property and business owners and managers, youth, Town Center residents, City officials and staff, Planning Commission and City Council.

Wilsonville community members have led this process through their in-person and online input. Multiple events, online and paper surveys, and focus groups resulted in thousands of touchpoints with the community. Discussions with Wilsonville youth were also part of the public engagement process, including focus groups and middle school projects.

Community members are passionate about the future of Town Center and clearly voiced a vision for the next stage in Town Center’s evolution.

PHOTOS:
1. Community Design Workshop
2. Town Center Kickoff
02 A COMMUNITY VISION FOR TOWN CENTER

The Wilsonville community is the heart of the Town Center Plan. Thousands of community members contributed their ideas and feedback about the future of Town Center. The Plan reflects the community’s priorities, preferences and values.

This chapter describes the community’s central role in the creation of this plan and the Vision and Goals that articulate the community’s desired future for Town Center.

The process was guided by a Task Force that included representation from Wilsonville’s residents, youth, community advocates, small and large businesses, land owners, and neighborhood groups. The Planning Commission and City Council were also involved at key points throughout the planning process.

The Project Team conducted a variety of outreach activities at large and also met with land owners, business owners and managers, and residents in and adjacent to Town Center. Postcards, posters, articles, ads, and social media informed community members about opportunities to participate in the planning process. Community event promotions and project materials were translated into Spanish. Opportunities to participate included online surveys and polls, workshops and meetings, community events, idea centers, and focus groups. Community events ranged from summer block parties to workshops in school classrooms. A multitude of input from a diverse group of community members shaped a plan that reflects the community’s shared hopes and desires for Town Center. The comprehensive public engagement process was organized into three distinct phases highlighted on the following page.
COMMUNITY PRIORITIES

The public engagement process encouraged community members to identify their priorities for Town Center. Several prominent themes emerged during from the community kickoff, stakeholder meetings, and online outreach, including:

Town Center should...

- Be a focal point of the community
- Offer year-round community gathering spaces
- Support local businesses
- Offer vibrant entertainment and dining opportunities
- Include consolidated and accessible parking
- Include a mix of uses
- Provide safe pedestrian and bicycle connectivity

Using these priorities as foundational elements, the Wilsonville community, Town Center Task Force, Planning Commission and City Council developed the Town Center Vision, Goals and Measures of Success to guide future development concepts for Town Center and the implementation strategies in the Plan.
COMMUNITY PRIORITIES
Established the foundation for creating a unified vision

VISION
Synthesized the community’s values and priorities for the desired future Town Center

GOALS
Established specific direction for major elements

MEASURES OF SUCCESS
1 Environmental Stewardship
2 Harmonious Design
3 Mixed Uses
4 Safe Access and Connectivity
5 Community Gathering Places
6 Economic Prosperity

Town Center is a vibrant, walkable destination that inspires people to come together and socialize, shop, live, and work. Town Center is the heart of Wilsonville. It is home to active parks, civic spaces, and amenities that provide year-round, compelling experiences. Wilsonville residents and visitors come to Town Center for shopping, dining, culture, and entertainment.
GOALS reflect the community’s priorities and will guide future decisions to ensure consistent implementation of the Plan. The Success Measures for each goal drive many of the strategies included in Chapter 5 and several success measures have already been achieved with adoption of the Plan.

**GOAL 1**

**Environmental Stewardship.** Integrate nature into the design and function of infrastructure and development in Town Center to protect Wilsonville’s natural resources.

**Measures of Success:**
- Identify appropriate landscaping that provides visual interest, minimizes City maintenance requirements, and is appropriate for walkable, mixed-use areas.
- Design and implement stormwater management and treatment facilities to provide both functional and aesthetic value.
- Incorporate natural features such as rain gardens, eco-roofs, and community gardening areas into Town Center.

**GOAL 2**

**Harmonious Design.** Ensure buildings and streets are pedestrian-oriented and there are a variety of quality building types and land uses.

**Measures of Success:**
- A cohesive design palette of aesthetic qualities, derived from community-identified features, both new and existing for the Town Center.
- Provide for a variety of building types and uses within Town Center.
- Development standards that bring buildings together, frame the street, and increase pedestrian comfort and visibility.

**GOAL 3**

**Mixed Uses.** Encourage development that provides interconnected land uses that incorporate play and recreation, with a range of retail, services, dining and entertainment options, and increased opportunities for residential and employment uses.

**Measures of Success**
- Create an urban design plan that removes physical barriers and promotes walking and biking as easy and safe ways to travel between different buildings and areas of recreation, residential and commercial/retail uses.
- Identify locations where increased building heights, mixed-use buildings, and new housing opportunities are appropriate and complementary with surrounding residential neighborhoods.
- Organize and manage parking to minimize visual impacts, support surrounding land uses, and improve pedestrian safety.
GOAL 4
Safe Access and Connectivity. Provide transportation infrastructure designed to create a safe, accessible environment for all modes of travel in Town Center, foster multimodal access between buildings and land uses in Town Center, connect to surrounding neighborhoods, and provide local and regional accessibility.

Measures of Success
- Create multimodal connections in and through Town Center that provide multiple, safe routes for residents, businesses and visitors.
- Identify priority locations to connect to adjacent neighborhoods and land uses.
- Integrate the multimodal transportation system with urban design and development standards developed for Town Center.
- Incorporate wayfinding elements into Town Center’s multimodal transportation system.

GOAL 5
Community Gathering Places. Provide vibrant, diverse and inclusive spaces that bring people together with activities and events for year-round fun, culture and socializing.

Measures of Success
- Identify locations, and necessary improvements, where year-round activities and events can be held in Town Center.
- Increase programming at public facilities and park spaces to provide year-round interest and gathering opportunities.
- Provide flexible public gathering spaces that provide opportunities for unprogrammed seasonal activities and pop-up events.

GOAL 6
Economic Prosperity. Create opportunities to support and grow existing businesses and attract new businesses that provide a diverse range of local and regional retail, entertainment, and commercial activities.

Measures of Success
- Programs and policies that support the development of a variety of small, medium, and large businesses that provide local and regional needs and increase tourism.
- Identify ways to organize and support businesses in Town Center to retain existing businesses, attract additional business and retail diversity, and increase economic development opportunities.
- Attract development that supports the use of existing transit and non-motorized travel options.
- Identify strategies to fund public improvements through a combination of public and private sources.
TOWN CENTER BUILDING BLOCKS

The community’s priorities helped shape the “building blocks” of Town Center. The building blocks are the vital elements of a place and consist of green spaces, connectivity, and land use. Three different approaches for each building block were created to prompt community discussion about potential approaches to parks and open spaces, transportation and circulation, and land use and development in Town Center. Community input provided direction for a preferred approach to each building block. These preferred approaches were compiled to create a comprehensive community design concept for Town Center.

Open Spaces: COMMUNITY DISCUSSION

The community prioritized parks, green spaces, and public gathering spaces as important elements of the future Town Center. The existing Town Center Park is valued by many community members and is a regional destination during the summer. Additionally, Memorial Park is an important open space and recreational destination directly adjacent to Town Center. These two parks are cornerstones of the existing Town Center’s open space network. However, there is a lack of connectivity between these spaces. The community is also interested in additional green spaces and integrating more nature into the design of Town Center.

RESULT

Create an “Emerald Chain” of parks, small plazas, green streets, and trails that connect the future I-5 bike/pedestrian bridge to the Town Center Park, Memorial Park and Murase Plaza (see page 15 for Conceptual Open Space Layout).
Transportation and Circulation

**COMMUNITY DISCUSSION**

The community had extensive discussions about Town Center’s existing auto-oriented transportation system defined by the Town Center Loop and extensive surface parking which provides much of the internal circulation. While Town Center includes segments of bicycle and pedestrian infrastructure and transit service, there is limited connectivity for these travel modes. Vehicle travel is relatively smooth, but there is peak-hour congestion on Wilsonville Road that is a concern for many community members.

**RESULT**

Create a more walkable street grid that better manages parking, helps address congestion, and incorporates transit service, on-street improvements for bicycles and pedestrians, and connections to off-street trails. Develop a future network that maintains local access to businesses in Town Center and reduces vehicular through-traffic at the Town Center Loop West/ Wilsonville Road intersection, making it calmer and safer for all users (see page 15 for Conceptual Street Layout).

Land Uses and Activity Centers

**COMMUNITY DISCUSSION**

Today, Town Center includes primarily one and two-story buildings with an abundance of surface parking. There is a mix of uses that include health services, civic, educational, entertainment, residential, retail and other commercial uses. Throughout the planning process, community members expressed a strong interest in Town Center becoming a compelling local destination with a distinct identity and sense of place. People are interested in mixed-use buildings that include a variety of retail options, especially dining, and comfortable and inviting pedestrian spaces (wide sidewalks, seating areas). Community members also want year-round opportunities for recreation, activities, and social gatherings.

**RESULT**

Encourage a diversity of land uses throughout Town Center that make it a lively, fun place to visit year-round. Extend Parkway Avenue to Wilsonville Road to create a walkable, vibrant mixed use main street. Activate streetscapes with pedestrian amenities, covered spaces, outdoor dining, places to gather, and ground-level retail where possible (see pages 15 for Conceptual Land Uses).

THE COMMUNITY’S DESIGN CONCEPT FOR TOWN CENTER

Being a community-driven project, in person and online events and surveys provided the community an opportunity to review the design concept (Figure 2.1, page 15) and provide further input. The resounding support of the community design concept provided the foundation for the Town Center Plan.

PHOTOS:

1. Plazas and multi-use paths are important additions to Town Center.
2. Pop-up summer event: Fun in the Park.
3. Outdoor seating provides additional spaces to gather.
4. Dedicated spaces and textures within a multi-use path helps delineate spaces.
PHOTOS:

1. People of all ages took part in the visioning and design process.
2. The meetings identified land uses and building design preferences.
3. Meeting participants talked about the results.
4. There were many options discussed about parks and trails.
5. Followup meetings encouraged participants to reflect on what was developed.

Opposite page: The outcomes of the public design process resulted in conceptual open space locations, land uses and street layouts.
CONCEPTUAL OPEN SPACES

CONCEPTUAL LAND USE

CONCEPTUAL STREET HIERARCHY

DRAFT TOWN CENTER BUILDING BLOCKS

FIGURE 2.1
DEFINING TOWN CENTER

A vibrant main street, plazas, covered sidewalks, active storefronts, sidewalk seating, and bicycle and pedestrian paths will be defining features of the future Town Center. This bold vision will be realized through new approaches to land use, streetscape design, and open spaces to create a place that is accessible, connected, and thriving.

The Wilsonville community developed a Vision for Town Center as a walkable and vibrant hub of activity that serves as the heart of Wilsonville. The approaches described in this chapter build upon Town Center’s existing foundation of community services, diverse businesses, and streets, to transform Town Center into a more walkable and engaging place. Chapter 5 describes the policies and projects that will implement these approaches.

NEW LAND USES AND DISTRICTS

The Town Center Plan creates new land use districts (see Figure 3.1, page 20) that establish urban form and land uses to implement the Town Center vision. Public discussions about building scale, land use, adjacency to existing development, and the desire to create a main street environment are the foundation for the district approach. The community was also very clear that Town Center should be a location where many types of land uses are permitted, albeit not in every location. Within each district, a different combination of land uses and building scales are allowed. Transitional areas between districts will ensure that there is continuity throughout Town Center. All districts are designed to be walkable and accessible for all modes of travel and encourage development that adds vibrancy through a mix of uses, density, and harmonious design. Attractive buildings that provide protection from the weather and engaging facades will help create a more walkable Town Center. Amendments to Wilsonville’s
Comprehensive Plan and Development Code will guide the implementation of this new approach to land use and design in Town Center. (see Appendix A for the Comprehensive Plan and Development Code elements.)

Main Street

Town Center’s future main street is a place people come to meet friends for lunch and end up spending the afternoon, strolling, shopping, drinking coffee and running into neighbors. A new Main Street District is a central element of the future Town Center. The Plan identifies Parkway/Park Place as the Town Center’s future main street. Extending Park Place to Wilsonville Road, redesigning the streetscape, and applying new land use and design standards will create a highly walkable mixed-use spine through Town Center. Mixed-use buildings, apartments and local retail and restaurants in three-to-four story buildings will transform Park Place into a walkable destination. The Park Place/Courtside intersection, in particular, becomes a hub of activity, building on the energy of the adjacent Town Center Park.

Commercial Mixed Use

The west side of Town Center is poised to become a diverse commercial mixed-use district with high visibility because of its adjacency to I-5, the region’s major highway corridor. Zoning in the Commercial Mixed-Use District will encourage

PHOTOS (LEFT):

1. “My future Town Center is...” exercise at the Town Center Plan Public Kickoff.
2. Community Design Workshop (June 2016).

PHOTOS (RIGHT):

3. A pedestrian oriented main street district was favored by many community members.
4. Mixed-use development with open and inviting street frontage provides a more interesting pedestrian environment.
5. Highly visible pedestrian crossings demarcate pedestrian spaces and provide placemaking opportunities.
6. Wide sidewalks, lighting, and on-street parking are important elements of a Main Street.
7. Corner businesses do not have to be large, but need to be interesting to pedestrians.
8. Stormwater should be treated onsite to minimize the need to off-site detention and treatment.
Hatched areas indicate locations where using both underlying zones may be allowed or flexibility in building design may be required.
the tallest buildings in Town Center to be located here, ranging from three to five stories. The area is envisioned as an active area for entertainment, employment, and commercial land uses. While not permitted immediately adjacent to I-5, residential land uses located in the interior of this district add residents to the area who would support new and existing Town Center businesses, including a strong retail presence imagined for the district. This district is also a unique location in Town Center because the future I-5 bike/pedestrian bridge landing will be located here, positioning this area as a gateway to Town Center. The Community’s input was clear that the bridge landing should be designed as a gateway and include a plaza or focused community gathering space. The future design should define the gateway and lead visitors into the heart of Town Center. Buildings should be oriented to the plaza as much as possible, depending on the final touchdown location and existing surrounding development. This district is envisioned as a place where someone comes to work, drops their child at daycare, runs errands at lunch and meets friends for dinner. They may walk or ride over the bike/pedestrian bridge to get to where they need to be.

Within this district, there is a potential opportunity to reconfigure or vacate Town Center Loop W. to increase developable land immediately adjacent to I-5 after the complete street network is constructed, including the Park Place extension and Wilsonville Road intersection modifications (see Chapter 5 for a summary of those projects). If this is option is viable (requiring a future traffic analysis), this district and implementing zoning and site design standards would also apply to the vacated right-of-way.

Mixed Use
The Mixed Use District comprises the largest area of any district in Town Center. Focused on providing two- to four-story mixed use development, the Mixed Use District provides flexibility in the types and scale of land uses. Several parcels in these districts are smaller parcels, so providing flexibility in building scale, land use, and site design helps those properties redevelop more easily. The Mixed Use district designation is also applied to the eastern boundary of Town Center Park where residential and small commercial development are envisioned to activate the park year-round.

Neighborhood Mixed Use
Town Center is next to existing single-family residential neighborhoods. The Neighborhood Mixed Use district provides a transition between quieter residential neighborhoods and the lively Main Street District. A mix of housing types, such as townhomes, apartments, and small-scale office and retail will cater to residents as well as Clackamas Community College students. East of Town Center Park, a mix of light activity uses such as townhomes
LEGEND

- Building Footprint
- Parcel
- Highway
- Proposed Bike/Pedestrian Bridge

OPEN SPACE NETWORK

- Existing Open Space
- Proposed Open Space
- Gateway/Landing

*Open space locations and sizes are approximate
and small-scale retail or cafes, will bring people to the park and provide a transition from the activity on main street to the residential neighborhoods adjacent to Town Center. Many of these types of uses already exist in nearby areas and this new zone would not result in a significant shift from what is permitted today.

**PLACES TO GATHER**

The Wilsonville community prioritized parks, green spaces, and public gathering spaces as important elements of the future Town Center (Figure 3.2). The green spaces proposed for Town Center include a series of linear parks, community gardens, trails, green streets, small plazas and parklets that support year-round outdoor gathering, socializing and recreation.

Town Center Park and Memorial Park are the cornerstones of Town Center’s existing green space network. This could also include the future skate park across from City Hall. Linking Town Center Park, Memorial Park, natural areas, and the future bike/pedestrian bridge over I-5, with trails, cycle tracks, small plazas and green spaces will create an emerald chain that connects people to one another, as well as connecting to the broader nature and trails systems, including near the Willamette River, south of Memorial Park, and to the Boeckman Creek corridor to the east of Town Center.
PROPOSED STREET NETWORK

LEGEND
- Building Footprint
- Parcel
- Highway
- Proposed Bike/Pedestrian Bridge
- Existing Street
- Proposed Street Locations

OPEN SPACE NETWORK
- Existing Open Space
- Proposed Open Space
- Proposed Gateway/Landing

STREET HIERARCHY*
- Local
- Main Street
- Collector
- Minor Arterial
- Major Arterial

BLOCK SIZE

*Road locations are conceptual. Alignment of local roads to be determined and constructed as part of future private development

FIGURE 3.3
Each major element of the chain should be linked together with wayfinding signage to identify it as a connected system. Natural elements will be integrated into the streetscape through vegetated stormwater, management facilities, landscaping with native plants, and street trees. Separated paths, covered sidewalks designed for seating, parklets and small plazas will provide places to socialize and rest.

While emphasizing spaces that bring people together, the community also expressed an interest in recognizing and celebrating diversity in the future public spaces in Town Center. The community strongly values the existing presence of multi-cultural businesses in Town Center and diversity in the broader Wilsonville community. Future gathering spaces such as the Park Place Promenade or the I-5 Bicycle / Pedestrian Bridge Gateway Plaza have the opportunity to integrate an international square or multi-cultural public art or education project that underscores the inclusivity of the space and the City.

Future development will include small-scale plazas in front of buildings with active ground floor uses that encourage people to gather. Park Place, the existing diagonal roadway connection between Town Center Loop West and Courtside Drive, will transform to a gathering space, tying development...
PROPOSED MULTI-MODAL NETWORK

LEGEND
- Building Footprint
- Parcel
- Highway
- Proposed Bike/Pedestrian Bridge
- Existing Street
- Proposed Street Network

OPEN SPACE NETWORK
- Existing Open Space
- Proposed Open Space
- Proposed Gateway/Landing

PEDESTRIAN/BIKE SYSTEM
- Existing Multi-use Path
- Proposed Multi-use Path
- Existing On-Street Bike Facility
- Proposed On-Street Bike Facility

BLOCK SIZE

FIGURE 3.4
in the southwest corner of Town Center to Town Center Park. It should be a programmable space that can support temporary events such as farmers markets and festivals. It is also a prime location for adjacent development to orient, providing open space for residents and businesses. Other spaces for gathering include a future linear park located north of the existing Fry’s building that would be a more intimate space used primarily by residents and businesses adjacent to the park and those traveling along the cycle track to and from the proposed I-5 bike/pedestrian bridge. This public space could include a plaza and open space with integrated stormwater features, wide sidewalks and seating areas.

**A NETWORK OF TRANSPORTATION OPTIONS**

The foundation of the Town Center Plan is the community’s desire for a walkable and engaging pedestrian experience. Wilsonville residents want options to move around safely, whether they are parking and walking to a store, riding a bike, or walking to the bus. The Plan outlines a multimodal network designed for all ages and abilities and where cars are only one of the many transportation choices (Figure 3.3). The proposed street network and connections for non-motorized modes (Figure 3.4) will meet Town Center’s current and projected transportation needs (see Appendix B for traffic
analysis results). The Plan’s multimodal network applies a variety of streetscape designs for new and proposed streets in Town Center, ranging from festival streets with curbless sidewalks near Town Center Park, local streets with wide sidewalks, and a main street with on-street parking and active storefronts.

The expanded transportation network addresses several existing issues as well as managing future traffic needs:

- Increases the number of route options that also distribute traffic more effectively than today’s system;

- Provides safer pedestrian crossings and connections throughout Town Center with the new street grid, bicycle and pedestrian path system, and improvements for pedestrians and cyclists at busy intersections on Wilsonville Road.

Safe, inviting pedestrian-oriented streetscapes for all ages and abilities, multiuse paths and on-street bikeways are essential to get to, though, and around Town Center without needing a car. This plan envisions new and reconfigured streets and pathways that will create new connections within Town Center and between Town Center and the wider city and region. This enhanced transportation system will support pedestrian-oriented development that activates streets, elevates business visibility and brings community members together. Incorporating already planned projects will further bolster Town Center’s connectivity and visibility, such as the future I-5 bike/pedestrian
Defining Town Center

PHOTOS:

1. Festival streets allow slow-moving traffic or can be closed to create space for outdoor activities, pedestrians and cyclists.
2. Buffered one-way bike lanes provide space for larger bicycles and families.
3. A parklet repurposes parking spaces for outdoor seating and dining.
4. Townhomes with stoops, balconies and large windows put eyes on the street to increase awareness and pedestrian safety.

bridge, which will create a direct connection to the west side of Wilsonville and SMART Central at Wilsonville Station.

The transformation from today’s auto-focused travel to the community’s vision for tomorrow’s walkable Town Center will take time. Some of these multimodal projects will be accomplished through City investments while others will likely be constructed through private development or in partnership between the City, landowners and developers. Many of these mobility-related projects are long-term investments requiring new funding. Chapter 5 provides estimated timing and cost of the major projects that will help catalyze and shape development in Town Center.

A New Main Street

The central spine and most important catalytic project identified by the Wilsonville community is the creation of a modern main street. This will require extending Park Place south from Courtside Drive to Wilsonville Road, including a new intersection at Wilsonville Road. With wide sidewalks, outdoor seating and active storefronts, this street will be the foundation of a new walkable street grid in Town Center.

Improving Wilsonville Road

Wilsonville Road is the east/west connection for Town Center and is often congested at Town Center Loop W. and the I-5 ramps during peak hours of the day. Town Center Loop West is the primary route for traffic accessing I-5 from Town Center and areas directly north. Changes to Wilsonville Road include adding a new intersection (Park Place extension) and modifying existing intersections to function better together. This helps distribute traffic while still meeting level of service standards (see Appendix B for the traffic analysis) and implementing the community vision for a more accessible Town Center.

A Series of Local Streets and Multimodal Connections

The local road network is a central feature of the Plan’s circulation system. Compared to today’s large areas of parking that make it difficult to navigate
by foot or bike, the Plan envisions shorter blocks accessible through a local street network that create a framework for Town Center’s future urban form. Local roads will provide improved access and connection points and safe options to get around by car, by bike, on foot and on the bus. This local street network is pedestrian-oriented, framed by buildings and open space, with slow traffic and on-street parking, and is designed to be accessible for all community members regardless of physical ability. The local street network frames Town Center Park with a direct and distinct street grid that is easier to navigate than today’s current network of driveway and parking lot connections and reliance on Town Center Loop to make most connections.

**Pedestrian and Bicycle-Focused Connections**

The Wilsonville community wants a walkable Town Center designed for all ages and abilities with pedestrian and bicycle routes that connect Town Center attractions to local and regional trails. The proposed pedestrian and bicycle network features sidewalks with landscaping that are at least 12 feet wide, plazas, and seating areas. Proposed pedestrian amenities will make Town Center an inviting and engaging place to walk and spend time.

Bicyclists, whether young or old, also want to feel safe when riding a bike in Town Center. Throughout the public engagement process, the Wilsonville community was clear that Town Center needs to be accessible by bike from surrounding areas, and when riding in Town Center, the bike connections need to be plentiful and connect the major attractions in the area. The proposed multimodal network addresses these desires and includes a number of cycle track facilities (bikes are protected from vehicle traffic with bollards or other means) throughout Town Center that connect to the existing and proposed system of bicycle lanes. These improvements also integrate the City’s plans to increase non-motorized access options to and from Town Center by constructing a bike/pedestrian bridge across I-5. As identified by community members, this new entry point into Town Center is an excellent opportunity to create a gateway—a unique building or plaza space—that signifies the arrival into Town Center.

**THE FUTURE TOWN CENTER**

Town Center’s evolution will take time and there are many steps to reach the ultimate vision the Wilsonville community has developed. Land uses, transportation connections, and parks described in this chapter are all pieces in creating a walkable hub and heart of the community. The focus should always be on achieving the vision and goals of the Plan, but acknowledging that many of these transformational steps are incremental, both public and privately funded, and complex in nature.
TABLE 3.1 POTENTIAL FUTURE DEVELOPMENT BY LAND USE TYPE IN TOWN CENTER

<table>
<thead>
<tr>
<th></th>
<th>COMMERCIAL (SQ. FT.)</th>
<th>RETAIL (SQ. FT.)</th>
<th>OFFICE (SQ. FT.)</th>
<th>RESIDENTIAL (UNITS)</th>
</tr>
</thead>
<tbody>
<tr>
<td>EXISTING</td>
<td>299,240</td>
<td>321,340</td>
<td>178,950</td>
<td>80</td>
</tr>
<tr>
<td>NET NEW DEVELOPMENT (20 YEAR)</td>
<td>130,230</td>
<td>31,860</td>
<td>297,440</td>
<td>880</td>
</tr>
<tr>
<td>NET NEW DEVELOPMENT (40 YEAR)</td>
<td>204,595</td>
<td>50,000</td>
<td>541,050</td>
<td>1,600</td>
</tr>
<tr>
<td>NET TOTAL</td>
<td>503,835</td>
<td>371,340</td>
<td>720,000</td>
<td>1,680</td>
</tr>
<tr>
<td>PROJECTED EMPLOYEES</td>
<td>1,000</td>
<td>740</td>
<td>2,880</td>
<td>n/a</td>
</tr>
</tbody>
</table>

Note: Commercial land uses includes a broad category of real estate. For this analysis, commercial land uses are typically larger types of development, such as grocery stores, restaurants, larger retail (non-main street type uses) and entertainment uses. Retail, as defined for Town Center, are typically smaller scale uses typical of a main street development pattern. Residential unit calculations assume units of approximately 750 square feet, although the expectation is that a variety of housing unit sizes (studio, one, two and three bedroom) would be constructed over time. Square footage and housing units were determined using GIS analysis, market feasibility, and proposed zoning district density allowances. Approximately 40 percent of the square footage of developable parcels was removed to accommodate for landscaping new streets, off-street parking (including loading and circulation), public spaces, stormwater retention and treatment.

FUTURE DEVELOPMENT OPPORTUNITIES

Town Center is poised to grow in different ways than what was envisioned in the original 1973 Town Center Plan. This Town Center Plan updates that original vision with the types of development that respond to the current and projected community needs and economic context. Wilsonville community members want Town Center to be the heart of the community—one that is pedestrian-oriented, accessible for all ages and abilities (e.g. universal design), and exciting to live in and visit regularly.

As part of the Town Center Plan development process, both a market conditions and a
development feasibility analysis were conducted. These analyses identified the types of development that have market demand for locating in Town Center and that might be financially feasible. For some desired development types that are not currently feasible, the analysis identified the types of incentives that could be used to generate a return on investment that might interest a landowner or developer in considering developing property in Town Center. The complete development feasibility analysis, including development assumptions, is included as Appendix C.

Future buildout assumptions were also used to conduct a traffic analysis, which showed that with the proposed Town Center road network in place, including modifications to Wilsonville Road traffic signals, traffic generated from land use changes in Town Center can be accommodated (Chapter 5, Implementing the Town Center Plan, describes these network improvements). With the proposed network changes, Town Center Loop W. actually operates better than what is projected in the City’s Transportation System Plan under the current system, removing the need for a second right hand turn lane from Town Center Loop W. to Wilsonville Road. The traffic analysis also identified that the significant bicycle and pedestrian improvements in Town Center will enhance bicycle and pedestrian comfort. The full traffic analysis completed for this project is included as Appendix B.

Although much of Town Center changes throughout these three phases, many things Wilsonville residents find very important remain in place. Small-scale, local businesses are still located in Town Center in both existing and new buildings, public amenities such as Town Center Park are centerpieces for the fully formed mixed-use community, and bicycle, pedestrian and transit access is safe, reliable, and easy to use.

The results of the analyses inform what is more likely to develop first due to an existing market demand and what development types are more likely to develop later, after initial investments have increased demand and potential financial returns. This transformation is incremental and is captured in three Town Center development illustrations, tied to the anticipated development assumptions described in Table 3.1. Given the scale of potential development and redevelopment possible in Town Center, it is likely that the full redevelopment vision shown in Phase 3 (Figure 3.8) is well beyond the 20 years. Phase 2 (Figure 3.7) provides what is a reasonable 20-year vision, which is a significant change from what Town Center is today. Phase 1 (Figure 3.6) identifies near term opportunities, which are mostly infill development on vacant and underutilized land.
TOWN CENTER VISION PLAN
EXISTING CONDITIONS

FIGURE 3.5
Phase 1—Infill Development (Now-10 years)

Town Center has a significant supply of underdeveloped (e.g., unused parking lots) and vacant land, as well as commercial buildings in the 20- to 40-year age range. From a development feasibility standpoint, areas most likely to redevelop in the near-term are those where landowners can develop new buildings on vacant land or underused parking, without affecting existing businesses (Figure 3.6). The Development Feasibility Analysis (Appendix C) concluded that the most likely type of development occurring during Phase 1 is rehabilitation of existing retail and commercial buildings, multifamily residential and some mixed-use development. Office development is not likely as feasible until later in this development phase. The results also concluded that in the early stages, most parking will most likely be accommodated on surface parking lots.

This phase of development assumes that the Park Place extension (see Chapter 5, project IN.4) would be in place with infill development occurring around it.

PHOTOS:

1. Town Center has existing right-of-way that could be redesigned to better incorporate bicycles and pedestrians amenities.
2. Many surface parking lots in Town Center the serve as road connections.
3. An aerial view of Town Center shows vacant lots and parking areas that could be redeveloped.
Phase 2- Main Street (10-20 Years)

Figure 3.7 illustrates how the true transition of Town Center begins to take shape. Infill development from Phase 1 has matured to become established subdistricts within the larger Town Center. The Korean War Memorial is sheltered by mature trees and nestled within the park to maintain its peaceful environment. This phase of development reflects the development feasibility analysis results, which stress that as more amenities like increased transit, the I-5 bike/pedestrian bridge, and new services located in Town Center are in place, higher rents make more diverse development types possible. Office and mixed use development that includes structured parking will be more feasible to construct. In this phase, some older retail and commercial uses redevelop into multistory mixed-use buildings, although several of the existing buildings with long-term or owner-occupied tenants remain. Main street takes shape along street connections that were developed in the previous phase or early in Phase 2. There is still surface parking, but as the existing parking lots develop with new buildings, they generally develop with structured parking integrated into the building. Much of the street grid is in place as a result of development. On-street parking becomes an important streetscape element adjacent to development and is likely managed by the City or a business association, implementing a Town Center parking management plan (see Chapter 5, project PA.1).

PHOTOS:

1. Larger buildings can utilize stepbacks to create the feeling of a smaller building at the street level.
2. Buildings with unique texture and facade treatments create interesting views.
3. Mixed-use building with ground floor retail and restaurant space. Upper floors are professional offices.
TOWN CENTER VISION PLAN
PHASE 2 (MAIN STREET)

FIGURE 3.7
Phase 3—Full Buildout (Beyond 20 Years)

Phase 3, illustrated in Figure 3.8, shows what Town Center might look like when redevelopment is completed. Town Center Park is activated by surrounding uses. This vision for redevelopment shows how major elements envisioned for Town Center come together. By Phase 3, all development types are likely feasible, with the highest density buildings being constructed. The feasibility analysis showed that five-story mixed use and office products could be feasible, especially now that amenities, expanded retail and restaurants, and services are in place for residents and employees. During this phase, the remainder of older, large format retail is redeveloped into mixed use buildings, some with larger floorplates to accommodate uses such as grocery stores and other goods and services necessary for a complete Town Center. The road, bicycle and pedestrian network is complete, and parking is generally structured, on-street, or behind buildings. The traffic analysis tested the full buildout for Town Center and found that even with the increased development, the proposed transportation network can accommodate future growth.

PHOTOS:
1. Mixed-use building with internal courtyard provides space for outdoor gathering and dining.
2. Office buildings with ground floor gathering spaces, wayfinding and bicycle parking.
3. Mixed-use buildings with an active ground floor space.
FIGURE 3.8

TOWN CENTER VISION PLAN
PHASE 3 (FULL BUILD OUT)
INFRASTRUCTURE SYSTEMS TO SUPPORT DEVELOPMENT

Adequate sewer, water and stormwater infrastructure are essential services for supporting existing residents and businesses and for providing capacity for the future development envisioned in the Town Center Plan.

Much of the infrastructure in Town Center is functioning well and has adequate capacity to meet existing and projected future development in Town Center. Infrastructure, particularly stormwater treatment, provides opportunities to incorporate low impact development practices and street designs that treat stormwater onsite and minimize pollutants entering local waterways. As Town Center develops, reducing impervious surface area, providing opportunities for water reuse and high efficiency plumbing fixtures in new buildings are also ways to reduce environmental impacts and increase the capacity of infrastructure.

While the existing system is adequate to meet demand, much of the underground infrastructure is not in ideal locations to support future development. The proposed changes to the infrastructure systems primarily include relocating major trunk lines into new public rights-of-way, particularly in areas where the infrastructure system runs across parking lots where future development is expected. Figures 4.1, 4.2 and 4.3 identify the future infrastructure systems. Infrastructure upgrades or relocation will likely occur concurrently with roadway projects to minimize disruption to new transportation facilities. Locations of future right-of-way may be adjusted as needed to limit the amount of utility relocations. Some projects will be part of private development while others may be publicly funded and constructed. The costs associated with infrastructure (roadway, sewer, water and stormwater) projects are included in Chapter 5.
STORMWATER INFRASTRUCTURE

The existing stormwater system in Town Center drains to three watersheds, including Coffee Lake Creek Basin in the northwest; the Willamette River in the southwest (via a piped outfall); and the Boeckman Creek Basin. The Boeckman Creek sub-basin flows through a regional flow control facility in Memorial Park south of Wilsonville Road. This system is adequate to meet the needs of Town Center today, although the City has identified drainage issues along portions of the western Town Center boundary near I-5 during heavy rainfall events.

The City of Wilsonville’s 2015 Storm Water and Surface Water Design and Construction Standards require on-site Low Impact Development (LID) to the Maximum Extent Practicable (MEP). In new and/or improved right-of-way, flow control and water quality will be managed in the right-of-way with roadside planters/ bioretention facilities located in the planter strip, at intersection bulb-outs, and through the use of porous pavements. Measures to manage flow control and water quality on private development sites will be required to be installed on site and may consist of the same best management practices (BMPs) used to mitigate the right-of-way. These on-site measures for redeveloped parcels include porous pavement and stormwater planters that mimic the pre-development natural stormwater runoff conditions and recharge the groundwater. These

PHOTOS:
1. Parking lots in Town Center create large impervious areas that require an extensive stormwater treatment system.
2. Bioswales gather and treat stormwater onsite.
3. Bioswales can be integrated into a larger landscape design and used as a placemaking element.
recommendations implement **Goal 1: Environmental Stewardship** through specific design interventions that include:

- Minimize the amount of impervious surfaces, including large surface parking lots, many of which are underutilized.

- Design and construct all new streets (or streets that will be significantly modified) as green streets with stormwater planters or other on-site detention and treatment components.

- Encourage innovative on-site stormwater detention and treatment for buildings to meet on-site stormwater detention/treatment requirements. This includes encouraging green roofs or water reuse (e.g. graywater systems) as part of initial building design.

- Use pervious paving wherever possible.

- When constructing new streets, locate stormwater pipes in new right-of-way. Stormwater pipes have been included in planning level cost estimates for major capital projects described in Chapter 5.

- Utilize the stormwater features in the proposed Promenade to help meet the City’s stormwater management requirements for treatment of road facilities.
With approval of the City Engineer, if the developer is unable to meet the flow control requirements on site, the applicant may be allowed by the City to pay a fee-in-lieu of onsite improvements (see Chapter 5, project IN.14). The developer would need to prove that flow control on-site is not feasible prior to using the fee-in-lieu approach. The fee would be based on costs associated with upgrades and maintenance for the design and retrofit of the Memorial Park regional flow control facility, as needed.

Per Wilsonville’s 2012 Stormwater Master Plan, the existing storm drain system for the majority of Town Center has adequate capacity. The existing development within Town Center is mostly impervious with no on-site water quality or flow control management. Future redevelopment is envisioned to reduce the amount of impervious surface by implementing BMPs such as road diets, porous pavement, green roofs, landscaping, and bioretention facilities. Because of this proposed reduction in impervious surface, the existing storm drain capacity will be adequate to accommodate future development.

Figure 4.1 illustrates the recommended stormwater infrastructure system for Town Center. The goal of the stormwater system recommendations is to reduce the amount of stormwater detained and treated at the regional treatment facility in Memorial Park and to avoid any additional expansions of that facility. By managing stormwater on-site and reducing the amount of impervious surface in Town Center, more costly expansions to the Memorial Park Pond can be avoided. As development occurs in Town Center, localized flooding at the 18-inch pipe crossing I-5 (identified as problem area P8 per the City’s 2012 Stormwater Master Plan) may be mitigated as a result of additional on-site infiltration facilities being constructed. These facilities could be developed within existing or new right-of-way and adjacent development, which will reduce stormwater flows through the pipe. In the meantime, temporary flooding control measures such as infiltration facilities could be deployed.

**SEWER INFRASTRUCTURE**

The majority of Town Center is within the Canyon Creek/Town Center Basin although a portion of Town Center (north and west of Town Center Loop) is within the Coffee Creek Basin. Both basins drain to the Wilsonville Wastewater Treatment Plant. The sanitary and stormwater systems are separate systems. The wastewater pipes within Town Center are generally between 25-50 years old, and while the system functions well, the City’s 2014 Waste Water Collection Master Plan identifies several pipes that should be replaced due to age, root intrusion, and/or grade issues. There are no
Figure 4.1

Notes:
1. Location of future right-of-way may be adjusted to limit the amount of utility relocations.
2. Existing utilities and proposed utility layout shown are based on GIS data provided by the City of Wilsonville.
3. Sizes of the proposed stormwater mains shown on the map are based on an assumed 1% minimum slope and a roughness coefficient of 0.0013. A basin wide analysis will be necessary to size the system that carries stormwater flow through the Town Center per the conveyance system hydraulic standards identified in the Wilsonville 2015 Stormwater & Surface Water Design and Construction Standards and the design pipe slopes allowed by the site grades and the invert elevations at the tie-in points of the existing system.
capacity-related projects in Town Center identified in the current capital improvement plan through 2025, although the Town Center Pump Station that serves a portion of Town Center has a higher rate of pump failure than other City-owned pump stations and has been identified for replacement.

Peak flow projections for the Canyon Creek/Town Center are expected to increase from a current flow of 1.26 MGD to 1.85 MGD within the UGB by 2045 per the City’s 2014 Waste Water Collection Master Plan. The total peak flow projections for the UGB and Urban Reserve Area, if it is added to the UGB and develops, are expected to increase to 3.14 MGD per the City’s 2014 Waste Water Collection Master Plan.

Future development envisioned in the Town Center Plan will have little increase in wastewater compared to what is already projected for Town Center in the future, with sewer flows likely to increase by 0.61 MGD, from 1.26 MGD to 1.87 MGD. Additional capacity is not required for Town Center-related growth. System-wide modeling showed that the existing system can accommodate future growth. While there may be a possibility of surcharging downstream at Memorial Drive Crossing I-5 to the wastewater treatment plant, potential surcharge is within acceptable limits and overflow risk is minimal. Town Center is a very small portion of the basin and the additional projected growth is not a significant increase to the total projected flows of the basin. Additional growth from Town Center would not likely have an impact on the existing 220 gpm capacity of the existing Town Center waste water pump, but as stated, Town Center is only a small portion of the basin and the pump should be evaluated as part of the larger Canyon Creek/Town Center service area.

Figure 4.2 illustrates the recommended sewer infrastructure system for Town Center. Much of the existing system has already been developed, although the anticipated development pattern and street grid will require a portion of the system to be relocated into public right-of-way.

Aside from projects already identified in the City’s 2014 Waste Water Collection Master Plan, Town Center Plan implementation should include the following:

- Locate sewer trunk lines within existing or future rights-of-way to allow for development on vacant land. While most trunk lines are already in existing right-of-way, there are some pipes located within existing parking lots. If not relocated, existing utilities may conflict with building foundations and make it difficult to maintain underground infrastructure.
LEGEND

- Building Footprints
- Parcels
- Highways
- Existing Street
- Proposed Street

SEWER (EXISTING CONDITION)
- Lines (City)
- Lines (Private)
- Manholes
- Pump Stations

SEWER (PROPOSED CHANGES)
- Demolished Utility
- Convert to Private Sewer (or provide easement for public main)
- Private Sewer (New)
- Public Sewer (New)

Notes:
1. Location of future right-of-way may be adjusted to limit the amount of utility relocations.
2. Existing utilities and proposed utility layout shown are based on GIS data provided by the City of Wilsonville.
- Upgrade the wastewater system when constructing new roads, or when significant upgrades occur to existing roads, to reduce the need for future capacity upgrades that would require reconstructing the road.

- Cost estimates for wastewater improvements are identified in Chapter 5.

**WATER INFRASTRUCTURE**

The Willamette River Water Treatment Plant supplies potable water to the project area. The City has not identified any fire flow deficiencies within the project area. The majority of distribution mains within the project area are constructed of 12-inch ductile iron pipe. The 2012 Water Distribution Master Plan only identifies one capital improvement project within the project area, consisting of an 8-inch line extension along Park Place and SW Citizens Drive. No changes are recommended to this project.

The existing 12-inch water main infrastructure is capable of accommodating future growth within Town Center, although some water mains would need to be relocated into new right-of-way to accommodate future development. The proposed water main system is shown in Figure 4.3. All new or relocated water mains would be 12-inch water lines, reflecting the 12-inch water system that exists today.
PROPOSED WATER INFRASTRUCTURE

LEGEND
- Building Footprints
- Parcels
- Highways

WATER
- Existing Water Mains
- CIP Planned Lines

WATER (PROPOSED CHANGES)
- Demolished Utility
- New Water Main (12" diameter)
- Water Service (Convert)

FIGURE 4.3

Notes:
1. Location of future right-of-way may be adjusted to limit the amount of utility relocations.
2. Existing utilities and proposed utility layout shown are based on GIS data provided by the City of Wilsonville.
05 IMPLEMENTING THE TOWN CENTER PLAN

Town Center will not change overnight. The community’s vision will not be realized through one new project or program. Instead, a combination of many different strategic public and private investments and community-led initiatives will transform Town Center gradually.

This chapter provides specific and implementable actions to realize the Wilsonville community’s vision and goals for Town Center. The strategies reflect the desires of businesses and the community members. Actions range from major infrastructure investments that take time to plan and design to “quick wins” that can be implemented relatively quickly and with little funding for startup.

The following strategies will guide near, mid, and long-term change in a manner that provides clear expectations to businesses, residents and existing property owners. Future development or redevelopment will depend on property owners. The City is not proposing any specific development as part of the Town Center Plan; rather, it is providing a framework and specific actions and investments to achieve Wilsonville’s vision for Town Center.

PRIORITIZED IMPLEMENTATION

The implementation of the Town Center Plan will require a variety of actions and partners. The City can facilitate change directly through use of public property (existing or acquired) and/or brokering property transactions that further the implementation strategies. The City can also invest in new infrastructure projects, policies, and programs to realize the Town Center Vision. However, collaboration between the City, non-city public agencies, residents, businesses and landowners will be crucial for the success of the plan. Table 5.1 summarizes the prioritized Plan recommendations and a list of implementable actions, linking them to the project goals developed with the Wilsonville community.
Implementation progress should be reviewed and updated every two years by the City of Wilsonville to reflect conditions as they change over time.

Implementation strategies are broken down into six broad categories:

1. **Regulatory Actions.** These include changes to the existing development code and supporting documents. Regulatory actions also include new programs, other city plans or regulations necessary to implement the Town Center Plan. Regulatory actions can happen during adoption of the Town Center Plan, or during regular updates to existing plans.

2. **Infrastructure Investments.** These include streetscape and other multimodal improvements (bicycle, pedestrian and transit), open space, and stormwater, sewer, and water infrastructure projects. Several of these projects are long-term investments with significant costs, but many could be constructed concurrently. Some projects are also linked (e.g. Park Place extension and Wilsonville Road modifications) and would require construction at the same time.

3. **Parking Strategies.** These include policies and programs that can be considered as increased activity and density in Town Center necessitates parking management. A new approach to parking is critical to both achieve the community’s design concept for Town Center and support the parking turnover needed for businesses.

4. **Placemaking Strategies.** These include projects or programs that generate activity and interest in Town Center that attract visitors, local workers, and residents alike and encourage people to spend more time here. They can be implemented by the City, business groups, and/or community non-profits, often at a low cost and immediately after the Town Center Plan’s adoption.

5. **Economic Development Strategies.** These include programs and projects to support existing businesses and bolster economic activity within Town Center. Many of these strategies can be implemented shortly after the Plan’s adoption.

6. **Transit Investments.** This includes potential transit opportunities to serve Town Center, considering rapidly changing technologies and transportation needs that will affect transit service in the future. Transit service will depend on funding, timing of development in Town Center, and the overall transit service plans for SMART.
REGULATORY ACTIONS

The following are recommended regulatory actions (RA) that will support the implementation of the Plan. The majority of these actions are expected to be led or coordinated by City staff and completed during adoption of the Plan and regular plan update cycles.

RA.1 Amend the Wilsonville Comprehensive Plan

Change the Comprehensive Plan designation for parcels within the Plan boundary currently designated Commercial, Residential, and Public Lands to a new Comprehensive Plan designation of Town Center. The recommended designation includes a purpose statement and policies and is necessary to implement the vision developed through this planning effort. Proposed Comprehensive Plan text amendments are attached in Appendix A. There is currently no Town Center designation with the existing Comprehensive Plan. This update will occur upon adoption of the Plan.
RA.2 Amend the Wilsonville Development Code to include a new Town Center (TC) Zoning District and new Site and Building Design Standards

Change the existing Planned Development Commercial Town Center (PDC-TC) and Planned Development Residential (PDR) zoning designations within the Town Center boundary to Town Center (TC), a new zoning district with four subareas – Main Street, Neighborhood-Mixed Use, Mixed-Use, and Commercial Mixed-Use – consistent with the Community’s Design Concept. The new site and building design standards in the new TC zone provide specific design requirements for each of these subareas related to building location, height and design, and parking provisions (surface and structured) in order to set the stage for development consistent with the community’s vision for Town Center.

The amendment is required to implement the Plan’s recommendations. The proposed zoning district boundaries are shown on Figure 5.1. Development code, site and building design standards are included as Appendix A. This update will occur upon adoption of the Plan.

RA.3 Modify Parking Requirements

Modify parking requirements in Section 4.155 of the Wilsonville Development Code (Parking Standards), to align parking standards with the Town Center vision. Modifications focus on providing flexibility on how parking is provided in Town Center and providing guidance for addressing mixed-use development (see Appendix A). This update will occur upon adoption of the Plan.

RA.4 Amend covenants, conditions, and restrictions (CCRs)

Coordinate with the appropriate designees to amend the covenants, conditions, and restrictions (CCRs) for properties within the Town Center boundary to address inconsistencies with the recommendations in the Plan. Analysis and outreach to the declarants of the CCRs and landowners should occur immediately after the Plan’s adoption.

RA.5 Update the City of Wilsonville Transportation System Plan (TSP), Parks and Recreation Comprehensive Master Plan, and Capital Improvement Plans

There are several transportation and other capital projects identified in the Plan that should be included in the TSP. In addition,
the City should update the Parks and Recreation Master Plan to incorporate parks and trails recommendations. For near-term projects, the City’s capital improvement plan should be amended to incorporate those projects. This update is assumed to occur when these plans are updated, if not sooner, due to adoption of the Plan.

**Estimated Costs (Items RA.1–RA.3):**

Item RA.1–RA.3 will be completed as part of the Town Center Plan adoption process. Costs associated with RA.4 will require temporary allocations of staff time at a fraction of an FTE. Costs associated with implementing RA.5 are expected to be approximately $15,000 to update the Transportation System Plan. Other plan updates will require temporary allocations of staff time at a fraction of an FTE and completed during regular plan amendment processes.

**INFRASTRUCTURE INVESTMENTS**

Public infrastructure, including roads, sewer, water, stormwater infrastructure, and parks, provide the foundation for a complete community. Infrastructure provides essential services and in Town Center provides the transformational elements for becoming a more walkable and accessible district. While some infrastructure projects will likely be completed as part of private development, there are several projects that could be partially or wholly publicly funded to catalyze development. “Framework projects” are projects that establish a foundational element of the Plan. Framework projects are projects that were identified by the project Task Force, Planning Commission and City Council as being the most important projects to complete (pending funding) to implement the Plan’s vision. These are high priority projects that will receive public funding to cover a portion of the costs. Local businesses and landowners will be integral parts of the design and construction process to identify ways to minimize impacts when construction does occur in the future.

“Estimated costs” are total project costs and provided for the infrastructure investments that are likely to have a public funding component. Streetscape projects do not include sewer, water, or stormwaters costs, which are broken out separately (see IN-14), but assumed to be built
PROPOSED INFRASTRUCTURE PROJECT LOCATIONS

LEGEND

- Building Footprint
- Parcel
- Highway
- Existing Streets
- Proposed Street Locations
- Proposed Bike/Pedestrian Bridge

PROJECT LOCATION

- IN-# Proposed Road Project
- IN-# Proposed Bike/Pedestrian Project
- IN-# Proposed Park Project

FIGURE 5.2
concurrently. Depending on the timing of adjacent development, the City or a private developer may construct the improvements. Table 5.1 on page 98 identifies the proposed phasing for each major infrastructure project, and the Plan recommends the creation of an Infrastructure Finance Study to outline more specific timing and a funding strategy for these infrastructure investments (see ED.9 on page 89). Phasing for major projects considers the interdependence of specific elements of each project. For example, modifications to Wilsonville Road would not occur until the Park Place extension is constructed. The Park Place extension project would require implementing the signal changes/timing at the other Wilsonville Road intersections, triggering the Wilsonville Road modifications.

Infrastructure projects, unless otherwise stated, assume full construction or reconstruction of a particular segment. Some projects would only modify existing facilities, which may reduce total project costs. Some street projects would also include sewer, water and stormwater infrastructure, which are provided as separate cost estimates (see IN.14) to reflect the relocation of these facilities to the public right-of-way. All road construction projects assume that the facility will include stormwater management and green street amenities, such as stormwater swales and landscaping treatments (as described in Chapter 4) to reduce environmental impacts of construction and use of the facility. Locations of infrastructure projects are identified on Figure 5.2.

**IN.1 I-5 Bike/Pedestrian Bridge Gateway (Framework Project)**

The City is in the process of designing a bike/pedestrian bridge over I-5 that will connect the northwest corner of Town Center to the existing transit center and development on the west side of I-5. While the exact location of the bridgehead is still to be determined, the eastside bridgehead in Town Center will provide an opportunity to establish a highly visible gateway to Town Center. A well-designed bridge and bridge landing can include architectural elements that reflect Town Center as well as seating, landscaping and wayfinding/directional signage, providing direct connections for people to destinations in Town Center, such as Town Center Park using a two-way cycle track, and to the local and regional bicycle and pedestrian network.

**Estimated Cost:** $10.8 million (bridge), $1.5 million (bridge landing/gateway)
IN.2  Park Place Redesign (Town Center Loop to northern edge of Town Center Park)

This section of existing roadway, currently known as Parkway, is one of the original connections from Town Center Loop adjacent to the theater and apartments. The recommended future design for this section of Park Place includes two travel lanes, buffered bike lanes, and wide sidewalks (see Appendix D for the recommended cross section). Buffered one-way bike lanes are recommended in this section of roadway to provide connections to existing bicycle lanes north of Town Center Loop.

Estimated Cost: $4.4 million

IN.3  Park Place Redesign (Town Center Park to Courtside Drive, Framework Project)

This section of Park Place becomes an extension of Town Center Park. Constructed as a curbless street (see Figure 5.3 for the recommended cross section) that can be closed during events in Town Center Park, a farmers market, or other civic use. This section of roadway is a critical transition between the northern and southern portions of the main street and a core component of the Town Center vision. This section of Park Place includes two travel lanes, on street parking, and a protected
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IN.4 Park Place Extension (Courtside Drive to Wilsonville Road, Framework Project)

Creating a modern main street in Town Center is a signature element of the Plan. Extending Park Place provides opportunities to create a walking retail corridor, gathering spaces, and placemaking programs for Town Center. It will offer more opportunities and better visibility for small, independent businesses, keeping local dollars in Wilsonville. This extension of Park Place (see Figure 5.4 for the recommended cross section) is a future roadway located within an existing parking lot. The extension would create a new signalized intersection at Wilsonville Road. The recommended design for this new segment of Park Place includes two travel lanes, on-street parking, and wide sidewalks to create a strong pedestrian-oriented landscape. The street would be marked as a shared facility, where bicycles and automobiles share the same travel lane. Shared lanes, as opposed to dedicated bicycle lanes, are recommended for this section because of the expected

Estimated Cost: $3.7 million

two-way cycle track, providing an important multimodal connection between the I-5 bike/pedestrian bridge, Promenade, and the two-way cycle track proposed on the north side of Courtside Drive to Memorial Park (see IN.5 for a project description).
slow vehicle speeds, proposed dedicated bicycle lanes on adjacent roads, and the limited amount of right-of-way available to construct the new connection. With the proposed design, no business displacements are anticipated with the construction of this segment, but during construction, it will be important to coordinate with existing businesses to minimize impacts to their operations, and if necessary, provide relocation assistance.

**Estimated Cost:** $6.3 million

**IN.5 Courtside Drive Improvements (Park Place to Town Center Loop E.)**

Courtside Drive is the primary east/west connection between Town Center Loop E. and Park Place and serves as an important connection between established neighborhoods and central Town Center. This project recommends maintaining the key functions of this roadway and incorporating a two-way cycle track that connects from Town Center Park to Town Center Loop E., which will provide a further connection to Memorial Park (Figure 5.5).

Improvements to this section of roadway are primarily striping for the cycle track and for on street parking on the south side of Courtside Drive.

**Estimated Cost:** $7.9 million

**Estimated Cost for Cycle track only:** $78,000
Wilsonville Road is the most important arterial connection to Town Center and also provides access to one of two I-5 interchanges in Wilsonville. Wilsonville Road experiences congestion at peak hours due to existing capacity issues on I-5 at Boone Bridge, affecting the Wilsonville Road/Town Center Loop W. intersection where traffic can back up on both roadways. Recommended improvements along Wilsonville Road are designed to improve traffic distribution through Town Center and better accommodate anticipated traffic growth (Figure 5.6). The Wilsonville

**Estimated Cost:** $6.6 million
Road improvements allow for and implementation of the desired multi-modal form as recommended in this plan. Specific changes to Wilsonville Road include:

- **Wilsonville Road/Town Center Loop W.**
  Modify the existing traffic signal to eliminate eastbound and westbound left turns, add a landscaped median to the west leg, and improve pedestrian and bicycle safety by adding a crosswalk to the west side of the intersection and a median refuge to cross Wilsonville Road. Providing protected pedestrian refuges and signalization for bicycle and pedestrian crossings is essential for improving safety and increasing walking in the area.

- **Wilsonville Road/Park Place**
  Construct a new intersection that connects the extension of Parkway Avenue to Wilsonville Road. At this intersection, install a traffic signal that allows all turning movements and moves eastbound left turn traffic further from the I-5 interchange.

- **Wilsonville Road/Rebekah Street**
  Remove the existing traffic signal and restrict the minor street turning movements to be right-in, right-out only by continuing the landscaped median or using space for a pedestrian and bicycle median. Include bicycle and pedestrian activated flashers for crossings.

- **Wilsonville Road/Town Center Loop E.**
  Modify the existing traffic signal to include dual eastbound lefts and modify the north leg to have dual northbound receiving lanes. Remove eastbound and southbound dedicated right-turn lanes to accommodate added lanes.

**Estimated Cost:** $1.8 million

### IN.8 Town Center Loop W. Modifications

Town Center Loop W. is a wide street with five lanes in many locations and without bicycle lanes or complete sidewalks. The focus of this project is to make Town Center Loop W. more pedestrian and bicycle friendly, help redistribute through traffic, and reduce congestion at the Wilsonville Road/Town Center Loop W. intersection.

As development occurs adjacent to Town Center Loop W., the roadway could transition to a local road (see Appendix D for potential cross sections) that provides access to businesses as well as multimodal access from the bike/pedestrian bridge and western portions of Town Center. In the event a parallel road is constructed and can accommodate the traffic, Town
Center Loop W. could also be vacated and right of way used for development. If it remains in place, Town Center Loop W. would be reduced from five to three lanes (two travel lanes with left turn pockets) in conjunction with intersection improvements for Town Center Loop E. to accommodate the anticipated shift in traffic patterns. Surplus right-of-way will be used for on-site stormwater treatment, addressing an ongoing stormwater issue in the vicinity of I-5. This is assumed to occur with adjacent development that would pay for the street improvements. In the interim, improvements could include reducing the number of lanes through temporary placement of traffic controls using concrete planters or bollards to reduce road width, and restriping for bicycle lanes in the outside travel lane.

Estimated Cost: $207,000 (Interim). Full buildout is expected to be in conjunction with private development.

IN.9 Local Road Network
Creating a more walkable and accessible Town Center will also require constructing new local roads. These connections would be constructed as part of a development in which the private developer assumes the cost of these local roads. Figure 5.7 identifies the proposed local road network in Town Center, which uses the existing road...
network as the foundation of the multimodal system. The location of these local connections is approximate and based on the desired block lengths of 400 feet. Precise locations will be determined during site planning and review. These extensions would require new right-of-way and would generally include two travel lanes, parallel parking on both sides of the street, sidewalks, and street trees, although some connections may use a “woonerf” style design, or pedestrian-only connections (Appendix D). Some streets would also include new sewer and water and infrastructure while all streets would have stormwater pipes (see Figures 4.1, 4.2, and 4.3 for general location of facilities) that are assumed to be constructed by private development.

**Estimated Cost:** Not applicable. Local roads and associated sewer, water and stormwater infrastructure identified as part of the Plan are assumed to be constructed by private development.

**IN.10 Park Place Promenade Redesign**

The Park Place Promenade redesigns Park Place between Town Center Loop W. and Courtside Drive to eliminate it as a vehicular route and create a linear park feature that provides bicycle and pedestrian access and a location for future temporary events such as festivals or a farmers market. The final design of this area will be determined as part of the design of future adjacent development expected to front the promenade. Essential components should include provisions for temporary events, public gathering spaces with shade and/or weather covering, bicycle and pedestrian connectivity and transit vehicle access. Design would be similar to the woonerf-style local street cross section (Appendix D) that is designed to be closable to through traffic. Depending on the final design, vehicle charging, car share and bus stops could also be incorporated into the design.

**Estimated Cost:** $2.4 million

**IN.11 Cycle Tracks**

There are several sections of two-way cycle tracks identified in the Plan. These provide essential connectivity elements both within Town Center and to the surrounding bicycle and trail network. There are four primary cycle tracks proposed in Town Center that together create a continuous cycle track between the I-5 bike/pedestrian bridge and Memorial Park. The type of bicycle facility to
be located within the Park Place Promenade will be determined as part of the Park Place Promenade design process (see Project IN.10). Prior to development of the project, the City could place placards, signage or other information to describe the project.

- **Segment 1: Bike/Pedestrian Bridge to Town Center Park.** This segment would be constructed from the future bike/pedestrian bridge to approximately the north side of Town Center Park. While the final bridgehead location is still to be determined, the proposed connection would be located generally at the northern end of the Fry’s parking lot and connecting to Park Place along/as part of the Promenade (see Project IN.12), where it would cross Park Place and then run on the east side of the roadway adjacent to Town Center Park. This segment would likely require purchasing right-of-way, or could be combined with future redevelopment of the Fry’s site.

- **Segment 2: Town Center Park to Courtside Drive.** This segment would be constructed as part of the Park Place Redesign (Project IN.3) because it will require reconfiguring the corner of Town Center Park and potentially the western

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**CYCLE TRACK VERSUS BUFFERED BICYCLE LANES**

A CYCLE TRACK is an exclusive bike facility that is separated from motor vehicle traffic, parking lanes and sidewalks through the use of bollards, medians, or raised curbs. Cycle tracks can be designed in a variety of ways, but all are intended to be primarily used for bicycles, and are separated from motor vehicle travel lanes, parking lanes, and sidewalks. In situations where on-street parking is allowed, cycle tracks are located to the curb-side of the parking (in contrast to bike lanes).

BUFFERED BIKE LANES are conventional bicycle lanes paired with a designated buffer space (usually painted) separating the bicycle lane from the adjacent motor vehicle travel lane and/or parking lane. Buffered bike lanes can be used anywhere a traditional bike lane is proposed and provides more space for bikes without making the bike lane appear so wide that it might be mistaken for a travel or parking lane.
parking area for Town Center Park to accommodate the future main street extension south to Wilsonville Road. A quick win project could be to restripe the existing roadway as a two-way buffered bike lane, similar to what was completed during the Town Center Main Street Popup event at the 2018 Wilsonville Community Block Party (see page 25) during the planning process for the Plan. The two-way buffered bike lane would then be replaced with a permanent two-way cycle track.

- **Segment 3: Town Center Park to Town Center Loop E. (Courtside Drive Segment).** This segment is implemented primarily through restriping the existing roadway on the north side of Courtside Drive between Park Place and Town Center Loop E. and could be implemented at the same time as the quick win described for Segment 2. Access to the Town Center Park parking area along Courtside may need to be modified to accommodate this project. No additional right-of-way is assumed to be required because the existing right-of-way is available to accommodate the proposed improvements.

- **Segment 4: Town Center Loop E to Wilsonville Road.** This segment would be located on the east side of Town Center Loop E. This section of cycle track would connect the central portion of Town Center
to Memorial Park south of Wilsonville Road. This project would not likely be implemented until the modifications to the Wilsonville Road/Town Center Loop E. intersection are completed as there are already buffered bicycle lanes on Town Center Loop E. The cycle track improvements would increase safety by crossing to the east side on Town Center Loop E. at Courtside Avenue, not at Wilsonville Road, to remove the potential conflicts with the additional left turn movements from Wilsonville Road to Town Center Loop E. The two-way cycle track and vehicular lanes, as proposed, will fit within existing right-of-way.

**Estimated Cost:** Segment 1: $75,000; Segment 2: N/A, expected to be completed as part of the Park Place redesign (project costs are included within that project); Segment 3: $78,000; Segment 4: $51,000.

### IN.12 Promenade (Framework Project)

The Promenade is a linear park located north of the existing Fry’s building. This project provides an important multi-modal connection between the I-5 bike/pedestrian bridge landing and the two-way cycle track on Park Place (Figure 5.8). The bike/pedestrian landing is expected to connect to the Promenade, either directly or through another connection, depending on the final bridge location. This project would likely be constructed if redevelopment on all or a portion of the Fry’s and/or Regal Theater parcel occurred. The Promenade provides plaza and open space for area residents and employees and helps create a very active area near the I-5 bike/pedestrian bridge landing that draws users from the bridge into Town Center. The promenade also envisions an integrated stormwater feature, wide sidewalks and seating areas in addition to a portion of Segment 1 of the proposed cycle track (see Project IN.11).

**Estimated Cost:** $1.8 million

The Promenade is assumed to be constructed, in whole or in part, by private development. The City may pursue funding for this project in advance of adjacent development as part of the bike/pedestrian bridge landing or following the bridge project to ensure the cycletrack and emerald chain connections are constructed in a timely fashion.
IN.13 Town Center Skatepark
The Plan incorporates the proposed skatepark to be located east of Town Center Park, described in Project 1.7.a of the 2018 Wilsonville Parks and Recreation Comprehensive Master Plan. This location is along the cycle-track and within the chain of green spaces between Town Center Park and Memorial Park.

Estimated Cost: $800,000 per the City’s most recent cost estimate included in the 2018 Parks and Recreation Comprehensive Master Plan.

IN.14 Water, Sewer and Stormwater System Upgrades
As new development occurs, additional infrastructure facilities will be required. As new roads are constructed, water, sewer, and stormwater system upgrades will be constructed as part of the road project to minimize costs (see Figures 4.1, 4.2 and 4.3 for system locations). Depending on the timing of adjacent development, the City or a private developer may construct the improvements. For systems within local roads, those facilities would be constructed by private development. Adjacent development would be responsible for connecting to the system.

Estimated Cost: Water: $10.7 million, sewer: $9.2 million, stormwater: $25 million

PARKING STRATEGIES
There are many ways to encourage pedestrian-oriented development within Town Center while still providing parking options for those accessing Town Center by car. Parking is a part of Town Center and should be placed in convenient, accessible locations but screened from view by either buildings or landscaping. Pedestrians should not have to walk through parking lots to access adjacent businesses or residences.

The parking analysis (see Appendix E) completed for the Plan showed that parking usage varies considerably by location, time of day, weekdays and weekends in Town Center. As Town Center develops over time, a variety of parking management techniques and incentives could be implemented to achieve the goals for parking in the Town Center area.

PA.1 Develop a Town Center Parking Management Plan
The purpose of the parking management plan is to ensure that off-street parking is not the driving factor in how land is used.
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within Town Center. Prior to developing a parking management plan, the City should conduct a parking inventory and parking utilization study. Based on existing conditions and anticipated near- and long-term development, the following topics and implementing ordinances should be considered as part of the future parking management plan: reductions in parking for specific types of projects, off-site parking options, unbundled parking, on-street parking management, and centralized, structured parking. Approaches to implementing these strategies are described below and listed in order of recommended priority.

Estimated Cost: Development of a parking management plan is likely to be the combined effort of City staff and a consultant. The cost of developing a parking management plan is approximately $50,000.

PA.2 Parking Reductions for Specific Types of Projects

Parking can be a determining factor in the financial success or failure of a project, particularly in suburban locations. In addition, not all projects fit well within

PHOTOS:
1. Parking management, such as paid on-street parking, are future management tactics that may be appropriate in Town Center.
2. Permeable pavers in parking areas can be combined with street design to minimize stormwater runoff.
3. Charging stations should be placed in locations that are easily accessible for electric vehicle users.
standard parking ratios. Permitting parking reductions or in-lieu parking fees, which allows new development to make a case to pay a fee up to a certain number of spaces, for projects consistent with the Town Center vision are ways to encourage catalytic projects that may be borderline financially feasible. There are a number of parking reductions used successfully in other town centers for development within ¼ mile of transit stops that should be evaluated; including senior housing, affordable housing projects, and group housing; development that provides space(s) for car sharing programs; and projects with a site-specific trip reduction plan (such as employer-provided transit passes, telecommuting, ridesharing, carpooling, car sharing, bicycling, and flexible work schedules). In some instances, a transportation management association (TMA) can also be established to help coordinate district-wide efforts in reducing parking demand.

**PA.3 Encourage Off-site Parking**

Permit a certain percentage of required parking for each development to be located off-site (either on-street or another site) within Town Center (such as Fry’s or the Kaiser property, or on public property when not in use). Currently, vacant sites are most attractive because they provide short-term income for the property owner. As demand increases, those locations could be converted to structured parking or a combination of development and structured parking.

**PA.4 Unbundle Parking**

Allow a portion of the off-street parking in residential and office developments to be leased through a permit process where a resident or employee can pay for the use of off-street parking spaces. This incentivizes developers and tenants to consider travel options, and encourages reducing vehicle use. For those that have one or more vehicle, this option also provides parking for them, albeit at a higher cost than for tenants with fewer vehicles. This reduces the possibility of oversupplying parking as technology, transit and commuting habits change over time. For this management option, some parking spaces would still be provided on-site with the development, but additional spaces above the minimum number of spaces required by the development code could be located on-site or off-site, and those spaces would be leased or sold separately from the rental.
or purchase fees for dwelling units for the life of the dwelling units. This provides renters or buyers the option of renting or buying a residential unit at a lower price point.

PA.5 Managing On-Street Parking Supply
Develop a parking enforcement program to manage on-street parking. While the existing development code permits counting on-street parking on the same side of the street for retail uses, as the area develops, there may be more competition for on-street parking spaces. For retail areas that require parking turnover, time-limited, paid parking for clients and shoppers may be necessary in the future. In residential or mixed-use areas, parking permits could also be evaluated if parking for residential uses conflicts with other uses in Town Center that require a higher degree of turnover. While cities often manage parking enforcement, some communities also contract with private parking management companies or partner with the local downtown business association to manage on-street parking.

PA.6 Centralized, Structured Parking
Structured parking can be provided by public or private organizations, or a combination of both. Although the current market makes it challenging to construct a fully privately funded garage (given that each parking stall can cost between five and ten times as much as one built on a surface lot), in the future, structured parking might be possible. Rents and lease rates will likely increase over time, making structured

PHOTOS:
1. Vertical gardens can help mask a parking structure and soften the built environment.
parking, either stand-alone or as part of a larger development, possible.

Ideally, structured parking would be developed as part of a larger development project that includes the types of land uses the Wilsonville community desires. Alternatively, a developer could pay a fee-in-lieu of providing a certain percentage of parking spaces. These funds would be used to pay for a portion of a standalone garage to be constructed at a later time or for a number of spaces within another building’s parking garage.

While the City could construct a parking garage as a publicly funded project, it is difficult to identify a location (particularly since the City does not own vacant land in Town Center) and build on speculation. Building a standalone garage will not likely attract developers to Town Center, but partnering with a developer through a public/private partnership to create a larger development that incorporates a parking structure may be a more effective and catalytic opportunity for Town Center. Other communities are using a similar approach. Rather than building speculative parking structures, cities like downtown Milwaukie and Vancouver, WA, are pooling public and private funds to provide parking for a district.

**PLACEMAKING STRATEGIES AND GUIDELINES**

The desire for Town Center to be the heart of Wilsonville and a hub of activity year-round was one of the most common discussions among community members during Town Center Plan process. While Town Center Park is an active place during the hot summer months when the fountain is flowing and there are concerts in the park, it can be quiet and underutilized at other times. Creating spaces in Town Center that are active year-round, and both during the day and into the evening, will require programs that engage people and bring them together as well as adding buildings and design elements like outdoor seating and interactive art.

Placemaking is a way to reimagine public spaces, whether it is a street, plaza, or park, to strengthen the connection between people and place. Effective placemaking requires attention to the form and management of a space, as well as active community participation. Placemaking elements can be permanent, such as well-designed streetscapes, or more tactical elements that appear briefly as temporary installations, such as temporary art. Regardless of scale, placemaking should be a community-focused initiative that

PHOTOS:

1. Activated plaza featuring heavy duty ping-pong tables.
2. Landscaping enhances the urban experience.
3. Movable furniture offers flexible seating for groups and individuals.
Well-designed landscapes in highly visible locations like gateways, street corners, entrances, and landmarks, can help attract visitors to an area. The Korean War Memorial in Town Center Park is an example of how landscaping creates a solemn space for reflection. In contrast, The Town Center Park water feature is an active and engaging space for families and children that provides a much different experience than the memorial. Plantings can also demarcate public art to be more noticeable and dramatic, such as the roses near the horse sculpture at the corner of Town Center Park. Along streets and in plazas in Town Center, tree cover can reduce temperatures during the summer months to create a more pleasant pedestrian experience and a place people will want to stop and spend time. Landscaping also provides habitat for birds and other wildlife.

**FOCUS ON STREET AND BUILDING FRONTAGES**
Active street and building frontages are essential for creating a place that fosters social interaction, supports retail, and provides visual interest. The recommended Town Center development code requires that on retail streets, like the proposed Park Place extension, the frontages of new buildings clearly display goods and the activities happening inside buildings. Window transparency is important, but storefronts should also include detailed entrances that draw people along the street. Building facade details can include attractive door...
handles, paved steps, inlays along walls, as well as built-in ledges and alcoves that provide shade and seating. Also, because Wilsonville is rainy many months of the year, weather protection such as awnings or roof projections is important over busy sidewalks to encourage people to walk all months of the year. In appropriate locations, vendors and food trucks can help further activate the space and create multi-use areas.

**ACTIVATE PLAZAS**
Urban plazas should be strategically located to provide an amenity for nearby residents as well as passersby. Plazas need nearby amenities such as retail that attracts people and makes them want to stay. The recommended development code for Town Center requires plazas for larger developments, but there are also opportunities to create “storefront plazas” in front of retail and restaurant spaces. Corner plazas could include informational signage, play sculptures, food and drink vendors, and bike racks. Focused programming and entertainment can be provided on smaller footprint spaces, while larger plazas, such as the Park Place Promenade, can accommodate larger temporary events such as farmers’ markets and festivals.

**INCORPORATE WATER AND PLAY ELEMENTS**
Like art and landscaping, water elements are most successful when clustered with other design

**PHOTOS:**
1. Pedestrian scale lighting.
2. Lighting incorporated into landscape features helps continue drawing visitors in colder months.
3. Public art can take many forms and create iconic features which build on the identity of a place.
elements to create sensorial and rich environments where people want to spend time. The water feature in Town Center Park is an excellent example of a water and play feature. The Town Center Plan bolsters this as an important gathering place by focusing development around the park and its features. The desire to play is universal and ageless. Play does not need to be limited to designated playgrounds and parks. Natural play elements should be incorporated whenever possible, including climbable trees or rocks and water elements, among other interactive features. Small sculptural elements that are climbable are appropriate along retail streets. Along the promenades and Park Place extension, consider incorporating playful sculptural features and details into storefronts and building fronts within reach of young children.

USE MOVABLE FURNITURE WHEREVER POSSIBLE
Furniture in the public realm is a key component to activating spaces and providing comfort for a variety of different user groups. Furniture should be placed in highly desirable areas that offer multiple amenities to attract people. Seating and other furniture should not be isolated nor hidden. Wherever possible, furniture should be movable to provide flexibility and an opportunity for users of the space to make it their own provided the furniture still provides enough space for pedestrians. Movable seating and benches should be included in plazas and in front of businesses. Retail streets like the Park Place extension can offer a variety of seating types, including benches, clusters of movable chairs at key locations, steps and ledges to sit on, and even bollards that double as chairs. Fixed benches should be oriented towards the most pleasant view of a space and should encourage people-watching and views of community activities. Along retail streets, benches should be oriented towards the sidewalk, either facing inwards from the curb, or with the back of the benches against the buildings.

PROVIDE ADEQUATE LIGHTING
Lighting features are critical to creating spaces that feel welcoming and safe, and can also be attractive design elements that create warmth and a depth of experience. Currently, areas of Town Center are not well lit, and visitors feel uncomfortable walking, particularly in the winter months when the days are short. Lighting should be carefully chosen to create an atmosphere that suits the aesthetic and functional needs of the specific location within Town Center. In general, light fixtures should be low to the ground (9 feet to 15 feet) to emphasize the pedestrian experience, and should be closely spaced to provide a continuous stream of light, particularly along paths. As much as possible, light bulbs should emit a warm light that minimizes glare.
for pedestrians. As a district, a consistent lighting style is important for branding Town Center as a unique location.

Landscaping can also incorporate lighting elements, such as integrated sidewalk lights and small white “bee” lights in trees (even outside the holiday season) bringing a twinkling sensation to a plaza or streetscape. Buildings should have lighting around entrances, and interior retail displays can be lit, adding vibrancy to commercial streets in the evening. Outdoor eating areas, such as patios, curbside seating, and food cart pods, can incorporate stringed lights overhead to create a warm and intimate environment.

**INCORPORATE PUBLIC ART**

Public art is something Wilsonville residents have discussed extensively throughout the public engagement process. Town Center has some public art, such as “Apache” in Town Center Park. Artwork, ranging from sculptures to murals to structural elements, can have dramatic effects on the public realm. Art can serve as landmarks that create a sense of place and interactive features that enhance the experience of public spaces.

Ideally, sculptural works should be used in places where they can be touched, played on, climbed, and easily photographed. Sculptural public art can be located in high-use gathering areas or along streetscapes as tactile elements. These types of art features also pair well with seating areas, accent plantings, shade, water, transit stops, and busy retail spaces. Functional streetscape elements such as bollards can also be designed as sculptural elements, especially at high traffic locations. There is opportunity to do this at the Park Place/Courtside Drive intersection as well as along the promenades.

**PLACEMAKING PROJECTS IN TOWN CENTER**

There are specific interventions identified within the Town Center Plan that will help create a place people want to congregate, work and live throughout the year. Placemaking is important for making Town Center a compelling destination for visitors and residents. Throughout the Town Center planning process, community members emphasized their desire for placemaking elements and programs. They voiced the experiences they want to have in Town Center and ideas for what they think will bring the area to life. The placemaking strategies summarized below come directly from the community.

Placemaking happens at a variety of scales. Many of the elements of the Town Center Plan will take time to implement. Streetscape, bicycle and pedestrian improvements, small plazas and public spaces are all placemaking elements that are incorporated.
implemented by community partners. The following placemaking strategies incorporate the best practice guidelines described above.

**PM.1 Restripe Park Place and Courtside Drive**

During the summer, test various options for future street layout using temporary road tape (similar to what was completed for the Town Center Main Street Popup in August 2018) to accommodate the two-way cycle track (see also Project IN.11 for the complete project description). This may require temporary removal of on-street parking near Town Center Park, but there is adequate right-of-way to add this project without requiring major street changes.  

**Estimated cost:** Approximately $5,000
PM.2 Host a Parklet Competition

Parklets are parking spaces that are temporarily or permanently repurposed to provide small seating areas in front of businesses. A parklet competition would be hosted by local businesses where they commit to constructing a parklet for a set amount of time (summer or fall is best). The City’s role would be to assist with coordination of the event and provide parameters for parklet size and scale. The City would also require a temporary right-of-way use permit. This can also be business led, potentially through a local business organization or by the Chamber of Commerce, with City support. The City of Renton, WA, has done this successfully in their downtown and the City of Seattle has produced excellent parklet guidance for their parklet program (temporary and permanent).

**Estimated Cost:** $5,000-$10,000 for advertising and staff time (businesses provide materials for and construct their own parklets).

PM.3 Provide lunchtime food trucks near Town Center Park

Throughout the planning process, community members stressed the need for more food options in Town Center, particularly to serve Clackamas Community College and area businesses. While a permanent food cart pod is desired, in the short term, food trucks could be...

**PHOTOS:**

1. A Single food truck that provides quick food options.
2. Temporary food cart pods provide more variety and economic development opportunities.
3. Gateway elements provide location identity.
4. Wayfinding elements help provide directions and brand a district.
5. Directional signs can also serve as art installations which reflect the character and identity of a place.
parked along Courtside Drive adjacent to Town Center Park or in the southern Town Center Park parking lot on a temporary basis to provide more food options. The City would likely need to coordinate this project initially, but in the future, it could be managed by a business organization.

**Estimated Cost:** $5,000 for advertising

**PM.4 Repurpose Parking Spaces Adjacent to Courtside Drive for a Semi-Permanent Food Cart Pod**

While food carts are temporary in nature, they can quickly transform areas into much more active spaces. The Wilsonville community has also emphasized the importance of providing opportunities for creating new local businesses. Many successful restaurants have started as food carts, moving into brick and mortar locations over time. There are opportunities for small-scale, semi-permanent food cart pods in the south section of the City-owned Town Center Park parking lot or the northern row of parking in the privately-owned Goodwill parking lot (some low shrubs would likely need to be removed to access the trucks). This location would require the owner to approve and/or partner to attract food carts and manage the development. The benefit of a semipermanent food cart pod is that visitors know it will be at a specific location as opposed to a temporary space where times/locations may be more intermittent and harder to plan a visit to the businesses.

Food carts are a quick win because they require little public capital or infrastructure to start. A built-out food cart pod may take longer to establish as it would be subject to the City’s development review and permitting processes and would require
Implementing the Town Center Plan

Estimated Cost: TBD. Costs are being developed through the signage and wayfinding project.

PM.6 Create a Programming Plan
Wilsonville residents want a Town Center that is active with year-round events and activities. Developing a programming plan, potentially created by an Arts and Culture committee now being discussed by the City, is a focused way to expand offerings within Town Center, engaging businesses and residents in identifying specific types of events and activities they would like to see. Outcomes would be a list of existing and future events tied to parties responsible for implementation. The City of Burien business organization is an excellent example of a non-profit that partners with the City to program its town center.  

Estimated Cost: $20,000 (for plan)

PM.5 Implement Citywide Signage and Wayfinding Plan in Town Center
The Citywide Signage and Wayfinding plan is expected to be adopted in early 2019. As it relates to Town Center, wayfinding has been a topic many people have discussed throughout the planning process and will be particularly important as new multimodal connections are completed. Strong wayfinding can also help create a sense of place in Town Center by orienting people to destinations. As noted in Chapter 3 and proposed Town Center Development Code (see Appendix A), fronting buildings to streets also improves business visibility and the ability to use signage more effectively.

Estimated Cost: TBD. Costs are being developed through the signage and wayfinding project.

PHOTOS:
1. Flexible programmable space for lunch time events.
2. Pop-ups can provide fun activities throughout the year and are easily interchangeable.
3. Chalk art street festival are fun and easy to program.
4. Public art creates a sense of place and identity.
5. Farmers markets create connections between residents and farmers.
6. Festival street designed to be closed for farmers markets and other events.

https://www.discoverburien.org/
managed by a non-profit organization that coordinates with farmers, raises money, and provides marketing materials. Farmers markets range in size and complexity. The Milwaukie Sunday Farmers Market is an example of a successful market format for smaller communities.3

**Estimated Cost:** Dependent on the size and frequency of the market.

**PM.8 Develop Town Center Transit Shelter Adoption Program**

Bus stops and shelters on the existing and future Town Center road network provide opportunities to advertise local businesses as well as incorporate art into the stop/shelter. Many communities provide opportunities to sponsor stops or shelters, which can range from the name of a sponsoring business or organization on a bus shelter to more elaborate transit shelters that are designed and constructed specifically for a single district.4 Downtown Boise has installed several branded stations along some of its busier transit corridors. All of these options provide more business

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3 See http://celebratemilwaukie.org,
4 See Monterey-Salinas Transit https://mst.org/about-mst/adopt-a-stop

**PHOTOS:**

1-3 Cohesive plant palettes, materials, design features and wayfinding elements create a unified district identity (Bell Street/Park in Seattle).
visibility, and in the case of branded stops, provide specific identifiers for the district. The City will need to establish review and approval parameters for this type of program. The City should consider the viability of Town Center district-branded stations as part of the Streetscape Design Plan.

**Estimated Cost:** Dependent on sponsorship level. Costs can range from $500 for bench sponsorship up to $30,000 for specialized shelters, dependent on SMART/City approval.

**PM.9 Develop a Streetscape Design Plan**

There are a number of new roadway connections recommended in this Plan. There are four subdistricts in Town Center that will develop with different building scales and land uses. A consistent palette of streetscape design features throughout these districts should tie all Town Center roadways together. A streetscape design plan should be developed prior to any major public infrastructure investments. The streetscape design plan should identify all major design elements of the streetscape, including benches and planters, paving materials, lighting, transit shelters, and landscaping, including street trees. Low impact development measures should also be incorporated into the streetscape plan.

**Estimated Cost:** $50,000

**ECONOMIC DEVELOPMENT STRATEGIES**

Strategic economic development in Town Center should focus on the organization, marketing and programming of the Town Center. There are several funding strategies and financial tools that could be employed to reduce financial gaps in private development and to help fund key public infrastructure projects. If successful, development projects will help advance the maximum return on initial investment and achieve the Town Center Vision and Goals. The City will need to work with businesses to ensure that the specific needs of Town Center are represented while not duplicating existing economic development activities.

Following are specific economic development actions and strategies, including funding and organizational strategies. These strategies specifically address needs identified by community members, businesses, and property owners through the planning process. The recommendations include concepts to support existing business and bolster economic activity within the Town Center. These concepts will need to be assessed further to determine the specific approaches that will best
serve the Town Center, and an organizational lead—the City, community-based organizations, and/or a local business organization—should be identified for each strategy as soon as possible. The City will work with the Wilsonville Chamber of Commerce and other business and service organizations as merited to address the shared interests and concerns of Town Center existing tenants. The objective is to create a strong, compelling Town Center that elevates the competitive advantage of the entire city.

ED.1 Coordination and Advocacy Structure for Town Center Businesses

Businesses and stakeholders have identified the need to increase visibility and coordination between themselves and the City to increase economic development opportunities. There are a range of programs and activities that can support economic development in Town Center. This type of programming is generally the responsibility of the private sector or a community organization. A private organization can help organize businesses and property owners (and potentially residents) to coordinate economic activities in Town Center. Such an organization could lead many actions, including but not limited to: marketing (developing materials, hosting a website, recruiting tenants, business recruitment and retention, etc.), political advocacy (speaking with a unified voice regarding land use and policy issues), funding (grant writing, fundraising, etc.), coordinating events, and implementing the placemaking recommendations described in the previous section.

Due to the range of activities to be coordinated, the business organization should secure funding to hire a full-time staff person (executive director, for example) and to support on-going programs. Potential funding sources for the organization include:

- Fees paid for membership to the organization,
- Parking revenue from within the Town Center,
- Business or Economic Improvement District assessments (BID/EID) (see below), and

5 This may incentivize business to right-size and manage parking through pricing. The revenues can also be used to fund enforcement, which can be a function of the business district.
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Fundraising events, sponsorships, transient lodging taxes, and corporate donations.

For example, the City of Oregon City provided seed funding for the first few years during startup of its Downtown Association, so the organization could generate membership and secure long-term funding to support one staff position, gradually transitioning to having the businesses assuming increasingly greater responsibility.

ED.2 Business Improvement District or Economic Improvement District

A business improvement district (BID) is a special district where businesses and/or property owners are assessed a fee in order to generate revenue to support marketing, maintenance, security, beautification, and many other non-capital initiatives in the designated BID boundary, such as business retention or local business incubator programs. BIDs are created by a petition of those who will be assessed, so it forms a strong linkage between the services to be provided and the needs of those who will pay. An economic improvement district (EID) assesses commercial property owners instead of business owners. Both are flexible in the scale and formula for assessing fees (such as on business type, or parcel or building size). A BID can generate the funds to support the staffing of an organization charged with implementing these activities (e.g., a Town Center business organization as described above).

Either a BID or an EID could be appropriate in Town Center (but not both), depending on the cooperation and openness to the idea from either business owners or property owners.7

If a BID or EID is coupled with a tax-increment financing (TIF) district—or some other revenue generating mechanism, such as a special assessment or fee district—there are often opportunities to capture the value of redevelopment and increases in land value within the Town Center. In these districts, some of the funds generated could also be

6 The City of McMinnville contracts the McMinnville Downtown Association to administer the funds collected on behalf of the Economic Improvement District (EID). As a 501c(6) non-profit, the association is able to utilize other funding sources to greatly reduce the cost of services to the district.

7 An EID is often an easier structure to put into place because there are usually fewer property owners than business owners and it is often difficult to track down business ownership information.
directed to funding activities within the BID. These funds may also be used for transportation purposes. Often, a transportation-oriented BID is established to serve as a Transportation Management Association (TMA). TMAs are public/private partnerships formed so that employers, developers, building owners, and government entities can work collectively to establish policies, programs, and services to address local transportation issues and foster economic development.

ED.3 Consider the Feasibility of the Oregon Main Street Program

The Oregon Main Street Program works with communities to develop comprehensive, incremental redevelopment strategies based on a community’s unique assets, character, and heritage. The Main Street program is known for connecting business and property owners with residents and elected leaders, and creating organizations that take action on issues such as marketing and promotion, district maintenance, events, and other issues. Local Main Street organizations can be very effective partners - with Cities - to implement Town Center visions. The program offers technical assistance and training, and participants have direct access to grants to fund various projects. Many of Oregon’s downtown or town center associations are also enrolled in the Main Street Program. Examples in the region include the Hillsboro Downtown Partnership, the Newberg Downtown Coalition, the McMinnville Downtown Association, and Main Street Oregon City. The organizations tend to be made up of local business owners and residents and focus on day-to-day, incremental improvements, while city government focuses on larger and longer-term projects, including major capital projects. If an organization emerges to support Town Center businesses, this group should engage the City and the Oregon Main Street Program in the early stages of its creation in order to identify critical eligibility components of the organization and to assess the viability of the Oregon Main Street Program.

8 The Oregon Main Street Revitalization Grant Program received $5 million included in a lottery bond bill (SB 5530) during the 2017 legislative session. These funds will be available to Oregon Main Street Network organizations in the spring of 2019 to fund building projects that encourage economic revitalization.

Clackamas County also has a Main Street program that assists local jurisdictions in visualizing future development, such as along a main street.
ED.4 Business Retention and Location Assistance

Throughout the planning process, community members emphasized the importance of programs focused on business retention and providing location assistance for prospective tenants or relocation support to existing businesses needing to find new spaces due to redevelopment in Town Center. Both the Business Improvement District and Main Street Program have the potential to provide these services. Organizations and programs such as these can also help businesses in the Town Center with programming and marketing. The City may also look to implement a program that focuses on building social capital and furthering equity initiatives, similar to Prosper Portland’s Affordable Commercial Tenanting Program, which provides affordable commercial spaces in the Lents Town Center. The program seeks to assist underrepresented businesses, preserve the vitality of small businesses, provide business development opportunities that in turn offer needed goods and services to the community, and advance the agency’s goal to build an equitable economy. Prosper Portland has implemented the program in buildings they own but has also incentivized developers to provide below-market rents via some financial incentives and development agreements on land Prosper Portland owns.

This program has been 20 years in the making and required Prosper Portland to create an urban renewal district, purchase property, fund and build buildings, and invest significant resources. Wilsonville may take similar actions and invest its resources to get a similar product to Lents. Lower cost actions may include implementing a Facade Improvement and Development Opportunity Study (DOS) program as described below.

ED.5 Development Opportunity Study (DOS) Program

A development opportunity study is typically a municipal program used to assist property owners in evaluating redevelopment potential on their existing properties by providing technical assistance to evaluate development options. Assistance can include market analyses,
design studies, infrastructure analysis, and financial analysis. This program will generate interest from property owners in the Town Center in evaluating development. The goal of each study is to quickly test the feasibility of redevelopment before property owners have to take more extensive and expensive steps such as hiring an architect and generating architectural renderings, conducting traffic impact and environmental studies, and paying any early project fees, as well as the general time and expense associated with establishing the feasibility of a potential project. The time frame for completing a DOS for a specific property should be a matter of weeks.

Many property owners are not developers themselves and lack the expertise to evaluate possible redevelopment options. Technical assistance can help owners determine whether redevelopment is feasible and under what conditions. These preliminary analyses serve several purposes. First, they give initial confidence to owners that it is worthwhile to pursue further predevelopment activities. Second, they help generate interest in development by illustrating redevelopment concepts, documenting market information, and introducing potential developers to property owners. Finally, the site studies can inform other Town Center project actions such as streetscape or infrastructure improvements by establishing which areas of the Town Center carry the greatest opportunity for investment from a private perspective. Public improvements can then be more appropriately phased, targeting areas where investment is expected earlier.

**ED.6 Public-Private Partnerships (PPPs)**

Wilsonville may enter into public-private partnerships (PPPs) with prominent property owners open to redevelopment in the Town Center in order to bring about private investment and development that helps to achieve the Town Center Vision (e.g. adding ground floor commercial space with frontages that open onto sidewalks, and mixed-use development).

These property owners might include ROIC or Fry’s Electronics. The City’s roles could include working with property owners to define a vision for the properties, undertake land acquisition, develop parking, construct infrastructure and roads, assist with streetscape improvements, or
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and taxing districts to attain approval, estimating future investment in the district and district debt capacity. The Board should also consider both site-specific TIF Zones and Urban Renewal Areas during the feasibility study. If the Board approves the creation of a district, the Town Center should be established as a priority area where expenditures can be focused in concentrated bursts in order to leverage private investment, create a stronger visual impact, and generate more market momentum. Although urban renewal expenditures can be made anywhere within a district, if they are not focused and deliberate, it is possible to dilute the impact of urban renewal by spreading resources too thinly across a wide area.

ED.7 Urban Renewal Feasibility Study and Plan

As the City closes existing Urban Renewal Areas, its Urban Renewal Board should conduct a feasibility study to determine whether and how Urban Renewal can be implemented in the Town Center. Some of the considerations for the feasibility study include working with other jurisdictions conduct planning or studies on the site. Such incentives should only be offered to the extent that they are likely to matched by private efforts and investments. The exact city roles will ultimately be dependent on the specific vision or plan for that property. In return, the City may ask or require that property owners and developers build projects that provide community benefits that have been identified in the Town Center Plan from the developer, such as Main Street mixed use buildings, open space, or affordable housing. Investment in Town Center will begin to fulfill the vision of the Plan and generate property tax revenue and impact fee revenue as well as increase property values. If established in this area, this value increase can be captured through TIF or another funding mechanism to be reinvested in the Town Center.

ED.8 Local Improvement District (LID)

LIDs are special districts where private property owners pay an assessment to finance shared capital infrastructure projects such as utilities or streetscapes which benefit a specifically-identified district. LIDs enable the public and private sectors to share the cost of needed infrastructure and to finance it over long-term bond repayments with low interest rates, rather than paying up
front. Thus, they could be used to build out various streets and other capital improvements described in the Plan. LIDs must be supported by local property owners through an official vote since they are partially or wholly supported by an additional tax assessment within the directly affected area.

In the context of Town Center, infrastructure improvements that could be paid for by a LID and that would benefit surrounding property owners could include streetscape improvements, new street construction, lighting, parks and open space improvements, and other capital projects where property owners paying the LID assessment would benefit from increased property values and redevelopment opportunities. LIDs are most frequently used in new development areas where no infrastructure exists, although there are examples where it has been used in a downtown setting (Portland’s transit mall and the Portland Streetcar are two examples). The Town Center Loop was initially constructed in part because of a LID.

PHOTO:
1. Programs that offer tax exemptions for mixed-use buildings with vertical housing have been successful in incentivizing development.
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ED.9 Infrastructure Finance Study

This study would help the City determine how public projects—such as infrastructure investments—would be funded and what tools or incentives could or should be implemented. In-depth studies are important since some tools and incentives can be counterproductive in locations with weaker market conditions. Potential tools to study include Tax-Increment Financing (TIF), a LID, federal programs such as the Clean Water State Revolving Fund (CWSRF) Program, municipal bonds, and supplemental fees, which are one-time fees payable to the city for new development and would create revenue which could be used for various infrastructure projects specifically within Town Center.

ED.10 Vertical Housing Development Zone (VHDZ)

This program would offer a financial incentive to stimulate targeted construction of vertical mixed-use buildings in the Wilsonville Town Center by offering property tax exemptions to developers. The tax exemption is typically 20 percent per equalized floor of residential use (up to 80 percent) for up to 10 years for eligible projects. Often, eligibility includes projects that offer one or more “public benefits.” By reducing property taxes, the program improves cash flows to the building owner, thereby making projects more feasible. Successful programs in Oregon include Salem’s Multi Unit Housing Tax Incentive Program (MUHTIP) and Portland’s Multiple-Unit Limited Tax Exemption (MULTE) Program. This program was modeled in a Development Feasibility Analysis conducted for the Town Center, which demonstrated its positive impact on project feasibility for mixed-use housing projects.

ED.11 Multiple-Unit Limited Tax Exemption Program (HB 2377)

In addition to the Vertical Housing Development Zone, the State passed House Bill 2377 in 2017. This legislation authorizes cities and counties to adopt an ordinance granting a property tax exemption to newly rehabilitated or constructed qualified multi-unit rental housing which is affordable to households at 120% of area median income or less. The bill allows a full (100%) property tax exemption for up to 10 consecutive years. Therefore, HB 2377 enables cities to
offer greater tax abatement incentives to affordable housing projects.

ED.12 Opportunity Zones and Opportunity Funds (OZ)

The Town Center is located within a designated Opportunity Zone. The Opportunity Zone Program was established by Congress in the Tax Cuts and Jobs Act of 2017, with designations made in 2018 and offer investors a frictionless way to reinvest capital gains into qualified low-income census tracts in exchange for a graduated series of incentives tied to long-term holdings. It is specifically designed to channel more equity capital into overlooked markets. EIG, a public policy organization, estimates that the program offers long-term investors a 3.0 percent higher rate of return annualized after taxes than a comparable investment outside the program. This is statistically significant and would most likely be the difference between a project being feasible and not feasible in the Wilsonville Town Center.

The City will need investors to invest in an Opportunity Fund. Many cities are taking proactive steps to let investors know about potential investment opportunities. Specifically, the City can:

- Design and market an “Investment Prospectus” to showcase the assets and projects in a city’s Opportunity Zones.
- Convene community and business leaders to develop strategic plans that couple public priorities with the private investment.
- Create a City opportunity fund in partnership with existing national or local financial institutions (see www.thenewlocalism.com/newsletter/how-cities-maximize-opportunity-zones).
- Identify a point person or agency to play a coordinating/support role to connect investors and local needs;

ED.13 Other Grant and Tax Credit Programs

There are other grant and loan programs are available at the regional (Metro), state, and federal levels. These include Metro’s Nature in Neighborhoods, Transit Oriented Development (TOD), and Regional Travel Options programs and the federal Community Development Block Grants (CDBG), as well as any future one-time stimulus programs initiated by the federal government. Availability of these grants and programs varies.

PHOTOS:
1. Smart buses and shuttles at the Wilsonville Transit Center.
2. Prominent bike parking makes non-auto options more visible.
TRANSIT INVESTMENTS

The Wilsonville community voiced their desire for expanded and more frequent transit service in and to Town Center. Public transportation provides access to commerce, employment, and other key destinations and is an important multimodal element to ensure that everyone can move freely while also reducing traffic congestion and air pollution. Transit can also play a large role in economic vitality by providing access to services and businesses in Town Center. Transit also creates an environment that allows for random encounters and active lifestyles that is important for achieving the Vision for Town Center as the hub and heart of Wilsonville, which is a compelling, vibrant, and active place for people to gather.

South Metro Area Regional Transit (SMART) provides transit service in Wilsonville. SMART service is free for trips within Wilsonville and also provides access to important intercity commuter destinations such as Salem and Tualatin. SMART is continuously looking for opportunities to serve transit users and has recently updated its Transit Master Plan (2017) that provides strategic direction for the future of the transit system. This section summarizes the relevant implementation measures contained in the 2017 Transit Master Plan.

The Town Center Vision and Goals call for an array of transportation options to, from, and within Town Center that augment one another to provide a complete transportation system. This is also a critical goal for SMART because every rider is also a pedestrian or cyclist before and after they ride the bus. For SMART, transportation options should encourage residents of Wilsonville to access services in Town Center; residents of Town Center to commute outside of Town Center; employees of...
Town Center a commute option; and visitors from outside of Wilsonville to easily access Town Center.

The following transit strategies and investments, in combination with other actions outlined in the City’s 2017 Transit Master Plan, should be implemented to achieve these goals and support the viability of the future Town Center.

TR.1 Implement Regulatory Actions and Infrastructure Investments

A key component of successful public transportation systems are the land use development decisions that shape the environment in which transit functions. SMART supports Metro’s 2018 Regional Transportation Plan that identifies land use development that is friendly to multimodal transportation options and contains the following design elements and characteristics: high density, small blocks, grid system, mixed-use, wide sidewalks, slow moving traffic, well-marked intersections, bicycle parking, buildings fronting the street and entrances, limited and fee-based parking. With the redevelopment of Town Center, opportunities to infuse transportation-friendly land use designs through the regulatory actions and infrastructure investments outlined in the Plan can help create a space where people, not cars, are prioritized and transit options thrive. All of these guidelines are incorporated into the new Town Center Zoning District and Design Guidelines (Appendix A).
TR.2  Improve Transit Connections
Transit service was discussed early on in the public engagement process. Many people said they want to take transit, but headways and limited evening and/or weekend service make it difficult to get where they need to be at the right time. Also, the lack of adequate lighting and direct pedestrian connections to the stations in some places make people feel unsafe walking to the bus. Improvements recommended in the Town Center Plan and the 2017 Transit Master Plan are addressing many of these concerns by:
- Supporting bike infrastructure such as covered bike-parking, repair stations, and docked bike share near transit stops;
- Positioning bus stops at popular destinations to reduce last mile travel;
- Considering the possibility of allowing bus access (or another viable transit connection) over the future I-5 bike/pedestrian bridge to connect to the Wilsonville Transit Center; and
- Working with private companies such as Via, Scoop, Lime, Uber, and Lyft to promote carpool, e-scooters, etc. when public transit is not an option.

TR.3  Transit Infrastructure Unique to Town Center
The 2017 Transit Master Plan will implement the Town Center Vision as a place that is compelling, unique to Wilsonville and a hub of activity. SMART is a local transit agency that can be flexible and nimble and will consider the feasibility of and invest in unique transit infrastructure for Town Center, including:
- Visually unique vehicles such as a trolley or small, 8-12 person shuttle for transit service;
- New technologies such as autonomous and/or electric vehicles;
- Branded transit shelters (see project PM-8);
- Differentiating public transit lanes from other traffic with painted color or symbols; and,
- Vehicles with internal layout designs that support families sitting as a group and have an open feel so that Town Center destinations are visible.

TR.4  Increase Transit Service Over Time
Providing a robust level of service to make transit use more convenient is important for achieving the Town Center Vision. As development occurs in Town Center,
SMART will evaluate service changes that could include the following service provisions:

- Higher service frequencies so wait times for the bus are minimal;
- Coordinating transit connections for faster transfers;
- Identifying activity centers and have higher levels of service in those locations;
- Ensuring bus access during large community events in Town Center;
- Working with City staff to identify and construct a centralized bus hub;
- Providing circulators that shuttle people around Town Center; and
- Exploring enhanced transit corridor designs such as transit signal priority.

**TR.5 Improve Transit Accessibility**

Wilsonville residents voiced concerns that today’s transit service is not easily accessible because of the lack of pedestrian connections. The Town Center Plan addresses this concern through an extensive package of multimodal improvements as well as recommendations for additional lighting and bus shelter adoption programs (see also Placemaking). To improve accessibility and ease of use, SMART will work with other City departments to complete the following:

- Coordinate with the citywide wayfinding program to post wayfinding signage to bus stops and centers;
- Install real-time arrival displays, live bus tracking, and information kiosks to make transit information easily accessible;
- Ensure ADA accessibility with proper curb cuts and ample sidewalk space with transit stops;
- Provide safe transit amenities such as all-weather shelters that are well lit; and
- Maintain a fare free system so money is not a barrier to transit use.

SMART is an integral component of a comprehensive multimodal system in Town Center. As Town Center develops over time with more residents and employees, efficient and frequent transit service coupled with pedestrian and bicycle amenities that make it safe and easy for people to access the transit system will create an environment where not relying on a car to get around is a viable option.
## ACRONYMS, DEFINITIONS, AND POTENTIAL FUNDING SOURCES

<table>
<thead>
<tr>
<th>ACRONYM/SYMBOL/TITLE</th>
<th>DEFINITION/FUNDING SOURCE (IF APPLICABLE)</th>
</tr>
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<tbody>
<tr>
<td>BID</td>
<td>Business Improvement District</td>
</tr>
<tr>
<td>CDBG</td>
<td>Community Development Block Grant</td>
</tr>
<tr>
<td>CIP</td>
<td>Capital Improvement Program</td>
</tr>
<tr>
<td>K</td>
<td>Thousands (dollars)</td>
</tr>
<tr>
<td>LID</td>
<td>Local Improvement District</td>
</tr>
<tr>
<td>M</td>
<td>Millions (dollars)</td>
</tr>
<tr>
<td>MAIN STREET TAX PROGRAM CREDIT PROGRAM</td>
<td>A statewide program that assists in funding designated Main Street programs in Oregon</td>
</tr>
<tr>
<td>N/A</td>
<td>Not Applicable</td>
</tr>
<tr>
<td>TBD</td>
<td>To Be Determined</td>
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<tr>
<td>TGM</td>
<td>Transportation Growth Management</td>
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<td>SDGs</td>
<td>Systems Development Charges</td>
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<td>SMART</td>
<td>South Metro Area Transit</td>
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<td>SF</td>
<td>Supplemental Fees</td>
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## TABLE 5.1 IMPLEMENTATION MATRIX

<table>
<thead>
<tr>
<th>ACTION NUMBER</th>
<th>SUMMARY</th>
<th>ESTIMATED COST</th>
<th>SHORT (1-5 YRS.)</th>
<th>MED. (6-10 YRS.)</th>
<th>LONG (11-20 YRS.)</th>
<th>PRIMARY RESPONSIBILITY/PARTNERS</th>
<th>POTENTIAL FUNDING SOURCES</th>
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<tbody>
<tr>
<td><strong>REGULATORY ACTIONS</strong></td>
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<tr>
<td>RA.1</td>
<td>Amend the Wilsonville Comprehensive Plan within the Town Center Plan boundary to Town Center, a new Comprehensive Plan designation.</td>
<td>N/A</td>
<td>X</td>
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<td>City</td>
<td>City</td>
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<tr>
<td>RA.2</td>
<td>Amend the Wilsonville Development Code to include a new Town Center (TC) Zoning District and new Site and Building Design Standards.</td>
<td>N/A</td>
<td>X</td>
<td></td>
<td>City</td>
<td>City</td>
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<tr>
<td>RA.3</td>
<td>Modify parking requirements within Town Center, including parking ratios and location.</td>
<td>N/A</td>
<td>X</td>
<td></td>
<td>City</td>
<td>City</td>
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<tr>
<td>RA.4</td>
<td>Amend covenants, conditions, and restrictions (CCRs) to address inconsistencies with the recommendations in the Town Center Plan.</td>
<td>N/A</td>
<td>X</td>
<td></td>
<td>Private/City</td>
<td>City</td>
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<tr>
<td>RA.5</td>
<td>Update the City of Wilsonville Transportation System Plan (TSP) Capital Improvement Plans, and Parks and Recreation Master Plan to incorporate new projects</td>
<td>N/A</td>
<td>X</td>
<td></td>
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<td>City</td>
<td></td>
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<tr>
<td><strong>INFRASTRUCTURE INVESTMENTS</strong></td>
<td></td>
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<td></td>
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<tr>
<td>IN.1</td>
<td>I-5 Bike/Pedestrian Bridge and Gateway</td>
<td>$10.8m (bridge) $1.5m (gateway)</td>
<td>X</td>
<td>X</td>
<td>ODOT (bridge), City (bridgehead)/Private (gateway)</td>
<td>LID, SDCs, SF, City, TIF, Private</td>
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<tr>
<td>IN.2</td>
<td>Park Place Redesign (Town Center Loop to northern edge of Town Center Park)</td>
<td>$4.4m</td>
<td>X</td>
<td>X</td>
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<td>IN.3</td>
<td>Park Place Redesign (Town Center Park to Courtside Drive)</td>
<td>$3.7m</td>
<td>X</td>
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<tr>
<td>ACTION NUMBER</td>
<td>SUMMARY</td>
<td>ESTIMATED COST</td>
<td>SHORT (1-5 YRS.)</td>
<td>MED. (6-10 YRS.)</td>
<td>LONG (11-20 YRS.)</td>
<td>PRIMARY RESPONSIBILITY/PARTNERS</td>
<td>POTENTIAL FUNDING SOURCES</td>
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<td>---------------</td>
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<tr>
<td>IN.4</td>
<td>Park Place Extension (Courtside Drive to Wilsonville Road)</td>
<td>$6.3m</td>
<td>X</td>
<td></td>
<td>X</td>
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<td>IN.5</td>
<td>Courtside Drive Improvements (Park Place to Town Center Loop E.)</td>
<td>$7.9m</td>
<td>X</td>
<td>X</td>
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<td>LID, SDCs, SF, TIF</td>
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<tr>
<td></td>
<td>Courtside Drive CYCLE TRACK ONLY (Park Place to Town Center Loop E.)</td>
<td>$78k</td>
<td></td>
<td></td>
<td>X</td>
<td>City/Private</td>
<td>LID, SDCs, SF, TIF</td>
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<tr>
<td>IN.6</td>
<td>Courtside Drive Extension (Park Place East to Town Center Loop W.)</td>
<td>$6.6m</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<td>LID, SDCs, SF, TIF</td>
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<td>IN.7</td>
<td>Wilsonville Road Intersection Modifications (occurs after IN.4)</td>
<td>$1.8m</td>
<td>X</td>
<td>X</td>
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<td>City/ODOT</td>
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<td>IN.8</td>
<td>Town Center Loop W. Modifications</td>
<td>$207k</td>
<td>X</td>
<td>X</td>
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<tr>
<td>IN.9</td>
<td>Local Road Network</td>
<td>N/A</td>
<td>X</td>
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<tr>
<td>IN.10</td>
<td>Park Place Promenade Redesign</td>
<td>$2.4m</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>City/Private</td>
<td>LID, SDCs, SF, TIF</td>
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<tr>
<td>IN.11</td>
<td>Two-way cycle tracks– Segment 1: Bike/Pedestrian Bridge to Town Center Park</td>
<td>$75k</td>
<td>X</td>
<td>X</td>
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<td>City</td>
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<td></td>
<td>Segment 3: Town Center Park to Town Center Loop E. (Courtside Drive Segment).</td>
<td>$78k</td>
<td>X</td>
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<tr>
<td></td>
<td>Segment 4: Town Center Loop E to Wilsonville Rd)</td>
<td>$51k</td>
<td>X</td>
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<td>IN.12</td>
<td>Promenade</td>
<td>$1.8m</td>
<td>X</td>
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<td>IN.13</td>
<td>Town Center Skatepark</td>
<td>$800k</td>
<td>X</td>
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### TABLE 5.1 CONT. IMPLEMENTATION MATRIX

<table>
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<tr>
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<tbody>
<tr>
<td><strong>INFRASTRUCTURE INVESTMENTS CONT.</strong></td>
<td></td>
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<tr>
<td>IN.14</td>
<td>Domestic Water &amp; Restoration Improvement Costs</td>
<td>$10.7m</td>
<td>X</td>
<td>X</td>
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<td></td>
<td>Sanitary Sewer and Restoration Improvements Costs</td>
<td>$9.2m</td>
<td>X</td>
<td>X</td>
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<td></td>
<td>Storm Drain with GIS and Restoration Improvements Costs</td>
<td>$25m</td>
<td>X</td>
<td>X</td>
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<tr>
<td><strong>PARKING STRATEGIES</strong></td>
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<tr>
<td>PA.1</td>
<td>Develop a Town Center Parking Management Plan</td>
<td>$50k</td>
<td>X</td>
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<tr>
<td>PA.2</td>
<td>Parking Reductions for Specific Types of Projects</td>
<td>N/A</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>City</td>
<td>City</td>
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<tr>
<td>PA.3</td>
<td>Encourage Off-site Parking</td>
<td>N/A</td>
<td></td>
<td>X</td>
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<td>PA.4</td>
<td>Unbundle Parking</td>
<td>N/A</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>City/Private</td>
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<tr>
<td>PA.5</td>
<td>Managing On-Street Parking Supply</td>
<td>TBD</td>
<td>X</td>
<td>X</td>
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<td>City</td>
<td>City</td>
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<tr>
<td>PA.6</td>
<td>Centralized, Structured Parking</td>
<td>TBD</td>
<td>X</td>
<td>X</td>
<td></td>
<td>City/Private</td>
<td>Private, TIF</td>
</tr>
<tr>
<td><strong>PLACE MAKING STRATEGIES</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PM.1</td>
<td>Restripe Park Place and Courtside Drive (priority)</td>
<td>$5k</td>
<td>X</td>
<td></td>
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<td>City</td>
<td>City</td>
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<tr>
<td>PM.2</td>
<td>Host a Parklet Competition</td>
<td>$5k-$10k</td>
<td>X</td>
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<td>City/Private</td>
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<tr>
<td>PM.3</td>
<td>Provide lunchtime food trucks near Town Center Park (priority)</td>
<td>$5k</td>
<td>X</td>
<td></td>
<td></td>
<td>BID, City</td>
<td>BID, City</td>
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<tr>
<td>PM.4</td>
<td>Repurpose Parking Spaces Adjacent to Courtside Drive for a semi-permanent Food Cart Pod</td>
<td>TBD</td>
<td>X</td>
<td>X</td>
<td></td>
<td>Private/City</td>
<td>Private party</td>
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<tr>
<td>PM.5</td>
<td>Implement Citywide Signage and Wayfinding Plan in Town Center</td>
<td>TBD</td>
<td>X</td>
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<tr>
<td>PM.6</td>
<td>Create a Programming Plan</td>
<td>$20k</td>
<td>X</td>
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<td>BID/City</td>
<td>BID, City</td>
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</tr>
</thead>
<tbody>
<tr>
<td>PM.7</td>
<td>Establish a lunchtime farmers market in highly visible areas of Town Center</td>
<td>TBD</td>
<td>X</td>
<td></td>
<td></td>
<td>Farmers market organization/City</td>
<td>BID, City</td>
</tr>
<tr>
<td>PM.8</td>
<td>Develop Town Center Transit Shelter Adoption Program</td>
<td>TBD</td>
<td>X</td>
<td>X</td>
<td></td>
<td>SMART/City/BID</td>
<td>BID, SMART/City</td>
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<tr>
<td>PM.9</td>
<td>Develop a Streetscape Design Plan (priority)</td>
<td>$50k</td>
<td>X</td>
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### PLACE MAKING STRATEGIES CONT.

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<th>ACTION NUMBER</th>
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<tr>
<td>PM.7</td>
<td>Establish a lunchtime farmers market in highly visible areas of Town Center</td>
<td>TBD</td>
<td>X</td>
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<td>Farmers market organization/City</td>
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<tr>
<td>PM.8</td>
<td>Develop Town Center Transit Shelter Adoption Program</td>
<td>TBD</td>
<td>X</td>
<td>X</td>
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<td>SMART/City/BID</td>
<td>BID, SMART/City</td>
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<tr>
<td>PM.9</td>
<td>Develop a Streetscape Design Plan (priority)</td>
<td>$50k</td>
<td>X</td>
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### ECONOMIC DEVELOPMENT STRATEGIES

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<th>ACTION NUMBER</th>
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<th>POTENTIAL FUNDING SOURCES</th>
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</thead>
<tbody>
<tr>
<td>ED.1</td>
<td>Coordination and Advocacy Structure to Promote Town Center Businesses</td>
<td>N/A</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>BID/City</td>
<td>Membership, Parking fees, City</td>
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<tr>
<td>ED.2</td>
<td>Consider establishing a Business Improvement District or Economic Improvement District</td>
<td>TBD</td>
<td>X</td>
<td>X</td>
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<td>BID/City</td>
<td>Membership, TIF, City</td>
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<td>ED.3</td>
<td>Consider the feasibility of the Oregon Main Street Program</td>
<td>TBD</td>
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<td>BID/City/Oregon Main Street</td>
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<tr>
<td>ED.4</td>
<td>Business Retention and Location Assistance</td>
<td>TBD</td>
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<td>TIF, Private</td>
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<tr>
<td>ED.5</td>
<td>Development Opportunity Study Program</td>
<td>10-20k per study</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>City/Private</td>
<td>City/Private</td>
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<tr>
<td>ED.6</td>
<td>Form Public-Private Partnerships (PPPs) to Catalyze Development</td>
<td>TBD</td>
<td>X</td>
<td>X</td>
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<td>ED.7</td>
<td>Conduct an Urban Renewal Feasibility Study and Plan</td>
<td>35k</td>
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<td>ED.8</td>
<td>Facilitate the Creation of a Local Improvement District (LID)</td>
<td>TBD</td>
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<td>ED.9</td>
<td>Conduct a Development Finance Study</td>
<td>30k</td>
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<td><strong>ECONOMIC DEVELOPMENT STRATEGIES CONT.</strong></td>
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<td>ED.10</td>
<td>Consider adopting a Vertical Housing Development Zone (VHDZ)</td>
<td>N/A</td>
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<td>ED.11</td>
<td>Multiple Unit Limited Tax Exemption Program</td>
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<td>ED.12</td>
<td>Opportunity Zones and Opportunity Funds (OZ)</td>
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<td>ED.13</td>
<td>Other Grant and Tax Credit Programs</td>
<td>N/A</td>
<td>X</td>
<td>X</td>
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<td>Non-profits, foundations, government</td>
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<td>TR.1</td>
<td>Implement Regulatory Actions and Infrastructure Investments</td>
<td>TBD</td>
<td>X</td>
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<td>City</td>
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<td>TR.2</td>
<td>Improve Transit Connections</td>
<td>TBD</td>
<td>X</td>
<td>X</td>
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<td>SMART/Private</td>
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<td>TR.3</td>
<td>Transit Infrastructure Unique to Town Center</td>
<td>TBD</td>
<td>X</td>
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<td>SMART/Private</td>
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<td>TR.4</td>
<td>Increase Transit Service Over Time</td>
<td>TBD</td>
<td>X</td>
<td>X</td>
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<td>TR.5</td>
<td>Improve Transit Accessibility</td>
<td>TBD</td>
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<td>X</td>
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<td>City/Private</td>
<td>SMART/Private</td>
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</table>
COMPREHENSIVE PLAN AND DEVELOPMENT CODE AMENDMENTS
City of Wilsonville

Comprehensive Plan

Draft Amendments Supporting the Wilsonville Town Center Plan
September 19, 2018

Updated December 2016

This document uses the December 5, 2016 amendments adopted for the Frog Pond Master Plan as the “accepted” base text for further amendment.
# INTRODUCTION

## BRIEF HISTORY

## HISTORY OF LOCAL PLANNING EFFORTS

Comprehensive Plan Land Use Map  Intro - 3
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## PROCEDURES

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Plan Amendments  Intro - 7
Planning/Zoning Procedures  Intro - 9

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URBAN GROWTH BOUNDARIES  B - 3

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PRIMARY FACILITIES AND SERVICES  C - 5
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Water Service Plan  C - 5
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[Deleted by Ord. No. 671, 11/16/09] See Transportation Below
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The Wilsonville Comprehensive Plan was revised in entirety and adopted by City Council Ordinance No. 517 on October 16, 2000. It has been amended since then by the ordinances below. These ordinances have been incorporated into the December 2016 Comprehensive Plan.

<table>
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<tr>
<th>Ordinance #</th>
<th>Description</th>
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<tr>
<td>No. 742</td>
<td>City of Wilsonville Town Center Plan</td>
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<td>No. 718</td>
<td>2013 Transportation System Plan (Replaces prior Transportation Systems Plan)</td>
<td>9/6/12</td>
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<td>No. 707</td>
<td>Water System Master Plan (Replaces all prior Water System Master Plans)</td>
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<td>No. 700</td>
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<td>Accessory Dwelling Units</td>
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<td>Natural Resources Plan</td>
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INTRODUCTION

BRIEF HISTORY

Wilsonville is located within the traditional territory of the Kalapuyan people who occupied nearly all of the Willamette River watershed above the Falls (at Oregon City). The Tualatin Kalapuyans occupied the north bank of the Willamette and all of the Tualatin River watershed. The Santiam Kalapuyans occupied the south bank of the Willamette (including what is now the Charbonneau District of Wilsonville).

The opening of overland and sea routes to Oregon brought Old World diseases which repeatedly devastated Kalapuyan populations in a series of epidemics that ranged from smallpox to malaria in the late 18th and early 19th centuries. After that, the expansion of white and multi-racial immigration restricted Kalapuyan land management and undermined the native economy. Following treaties in the 1850s, the remnants of both the Santiam and Tualatin Kalapuyans were moved to the Grand Ronde Reservation.

Early settlement of the Wilsonville area by people other than the indigenous Native Americans dates back to the early 1800s. In addition to scattered farms, the early settlement began providing needed support services for travelers using a ferry crossing the Willamette River. The ferry was operated by Alphonse Boone, a relative of Daniel Boone, and provided access to the southern Willamette Valley from the Portland area. The town was named after early postmaster Charles Wilson. In 1908 the railroad came to the area, creating a transportation link that still continues today. Electricity, natural gas lines, telephone service, automobiles, paved roads and eventually the I-5 Interstate freeway came to Wilsonville, inducing more growth. The freeway brought Wilsonville to within a 20-minute drive to Portland, and a 30-minute drive to Salem. With the completion of I-205, connecting with I-5 just north of Wilsonville, the area’s advantageous position for interstate trucking and commerce was substantially enhanced. Freeway and rail access and an abundance of open land have made Wilsonville a desirable place for commercial and industrial development. The peaceful, rural setting also provided a pleasant atmosphere for residential development. As a result, Wilsonville has been one of the fastest growing cities in the state and has one of the highest ratios of jobs to housing.

HISTORY OF LOCAL PLANNING EFFORTS

The creation of the Interstate-5 freeway in the late 1950s, followed by the first sections of I-205 in the 1960s, increased the pressure for development within this area. In a move to increase local control, the local residents voted to incorporate. On January 1, 1969, Wilsonville became a City.

It should be noted that the term “City,” as used in this document, refers to the land where the City of Wilsonville is located, the collective citizenry of the community, and the political entity providing governance of the community – subject to the City Charter.
Almost immediately after incorporation, the newly-formed City began work on a General Plan that was intended to help the City preserve the natural qualities of the area, while also ensuring efficient land use as development occurred.

Wilsonville’s General Plan, completed in 1971, was adequate for its time. However, changes in economic and social circumstances, as well as adoption of new state planning legislation, soon outdated the General Plan. Requirements for land use plans in Oregon changed substantially with the adoption of new state legislation (Senate Bill 100) in 1973. In 1975, a new Comprehensive Plan Map was adopted which included an urban growth boundary as required by LCDC. Subsequent Comprehensive Plan amendments were adopted on July 7, 1980, by Resolution No. 144; on May 3, 1982, by Ordinance No. 209; and on November 7, 1988, by Ordinance No. 318. The last two of those major amendments were the result of periodic review processes.

The adoption of SB 100 established the Land Conservation and Development Commission (L.C.D.C.) and empowered the Commission to adopt Statewide Planning Goals. All cities and counties in Oregon were required to adopt Comprehensive Plans and implementing ordinances in conformance with the Statewide Planning Goals and to coordinate their Plans with affected units of government and special districts under the State Legislation. Since that time, Comprehensive Plans have become the dominant legal documents directing land use and development within local jurisdictions. The requirement to conform to the Statewide Planning Goals has also made local Plans more comprehensive in content. Plans must also be supported by adequate documentation and analysis of alternatives, impacts, etc., and must be legislatively adopted by the City. Wilsonville’s Comprehensive Plan and implementing ordinances must also be coordinated with the plans of both Washington and Clackamas Counties. In the Portland area, local plans and ordinances must also be reviewed by the Metropolitan Service District (Metro) for compliance with regional plans and policies.

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

Wilsonville’s planning programs are required to support Metro’s 2040 Regional Framework Plan, and any Functional Plans that are formally adopted by the Metro Council. Such Metro plans are intended to direct the region's urban growth and development.

With the adoption of Metro’s 2040 Plan, Wilsonville joined other cities and counties as an active participant in a regional planning effort. This is particularly important to Wilsonville because Metro’s decisions on the regional UGB will have a direct effect on land supply and housing demands in this area.

Wilsonville’s history of growth is partly the result of its physical location, its position in the regional economy, and its relationship to the interstate freeway system. Wilsonville continues its cooperative and participatory approach to growth management in order to preserve the local quality of life as additional people move into the urban area. Also, as a participant in regional planning efforts, Wilsonville must deal with the issues accompanying growth - traffic congestion,
loss of open space, speculative pressure on rural farm lands, rising housing costs, diminishing environmental quality, demands on infrastructure such as transportation systems, schools, water and sewer treatment plants, and vulnerability to natural hazards - within a common framework. A planning program that recognizes each of these issues and provides a means of balancing and equitably resolving the conflicts between competing interests enhances the community’s ability to manage urban growth successfully and creates the opportunity for a livable future.

In addition to meeting Metro requirements, Wilsonville’s Comprehensive Plan must be reviewed by LCDC for compliance with the Statewide Planning Goals. All local land use decisions must be made in conformance with the provisions and policies of the City’s Comprehensive Plan.

The Comprehensive Plan is an official statement of the goals, policies, implementation measures, and physical plan for the development of the City. The Plan documents the City’s approach to the allocation of available resources for meeting current and anticipated future needs. In doing so, it records current thinking regarding economic and social conditions. Because these conditions change over time, the Plan must be directive, but flexible, and must also be periodically reviewed and revised to consider changes in circumstances.

Periodic Review is a State-mandated process through which a local government reviews its Comprehensive Plan and land use regulations to ensure continued compliance with the Statewide Planning Goals and other legal requirements.

The current amendments to the Comprehensive Plan are a result of the Periodic Review process that was initiated in 1996. In the years since the previous major update of the Comprehensive Plan, Wilsonville has experienced significant increases in both population and employment. The Comprehensive Plan has been updated so that the City's actions will be based on recent trends and future projections.

Wilsonville's Comprehensive Plan has been re-evaluated, updated, and in some places re-written, to produce a more user-friendly, current document that will guide the City's growth and development for some years into the future.

Comprehensive Plan Land Use Map

The Land Use Map of the Comprehensive Plan shows land designated for Public, Industrial, Town Center, Commercial, and Residential use.

The residential designations include planned density ranges which have been changed to reflect Metro’s requirement that minimum densities be at least 80% of maximums. In order to meet that requirement, the lower end of the planned density range has been increased and the higher end left unchanged. For example, properties that were previously designated for residential development at 7 to 12 units/acre are now planned for 10 to 12 units/acre. Most of the residential development that has occurred in Wilsonville has been at densities within 80% of the maximum, so this change is not expected to significantly alter the patterns of housing development that have already been established.
The City historically protected natural resources through the Primary Open Space (POS) and Secondary Open Space (SOS) designations in the Comprehensive Plan and Comprehensive Plan Land Use Map. Primary Open Space was a protected resource category that did not allow any development, and Secondary Open Space, which served as a buffer to Primary Open Space, allowed limited development through a Conditional Use permit review process.

In order to comply with the requirements of Statewide Planning Goal 5-Natural Resources, Title 3 of Metro’s Urban Growth Management Functional Plan and the Endangered Species Act (ESA) related to the listing of salmonids in the Willamette River as threatened, the City has completed a public process and has created a Significant Resource Overlay Zone. This overlay zone and implementing ordinance replaces the POS/SOS designations in the Comprehensive Plan and on the Comprehensive Plan Land Use Map.

Additional to the Land Use Map, the Plan includes the following text:

1. Separate sections as follows:
   A. Citizen Involvement;
   B. Urban Growth Management;
   C. Public Facilities and Services; and
   D. Land Use and Development.

2. Each section includes background information and a listing of the Goals, Policies, and Implementation Measures which describe the desired form, nature and rate of City development. Goals state what the community intends to achieve through the implementation of the Comprehensive Plan. Policies are clearly stated commitments from the City Council that are intended to help achieve the stated Goals. Implementation Measures describe the actions that the City will take in support of the Policies. None of these things are intended to be merely guidelines. Policy statements address the entire range of topics included in the Statewide Planning Goals. Also included are references to the Metro 2040 Plan, as well as the Framework and Functional Plans that apply to Wilsonville’s planning program.

3. A land use map shows what kind of use is planned for each piece of land, and how these uses are related to adjacent uses. Uses include residential, public, commercial, and industrial activities. For residential areas, the map shows anticipated densities. Public uses include streets, parks, schools, fire stations, public water and sewer facilities and other City buildings.

4. The City uses a two-map system for land use planning (the Land Use Map of the Comprehensive Plan and the Zoning Map). Those researching the potential uses of land should see both maps and read the applicable portions of the City’s Development Code, as well as the text of the Comprehensive Plan.
Supporting Documents:

All of the following documents, including amendments that may subsequently be made, should be considered to be supportive of the contents of the Comprehensive Plan. However, only those documents that have been specifically adopted by the City Council as part of this Comprehensive Plan, or implementing this Plan, shall have the force and effect of the Plan.

- Bicycle and Pedestrian Master Plan (Replaces Chapter 5 of Transportation Systems Plan) (2006)
- Capital Improvements Plan Summary Findings and Recommendations (on-going),
- Coffee Creek 1 Master Plan (2007)
- Development Code (Chapter 4 of the Wilsonville Code) and other implementing City ordinances.
- Guidelines for a Water Wise Landscape (1998)
- Master Public Facilities and Capital Improvements Plan (on-going).
- Memorial Park Trails Plan (2004)
- Metro’s Region 2040 program (1995), Regional Framework Plan (1997), Urban Growth Management Functional Plan (1997) and subsequent titles (chapters), Regional Transportation Plan (RTP) and supporting documents (including the Regional Housing Needs Analysis, 1997).
- Metro’s Title 13 (Nature in Neighborhoods) compliance (with Metro’s Urban Growth Management Functional Plan)
- Natural Resource Plan and supporting documents (2001)
- Parks and Recreation Master Plan (2007)
- Physical Inventory – The Natural Environment Research/Analysis (1979)
- Statewide Planning Goal 9: Economic Opportunities Analysis (2007)
- Statewide Planning Goals and Guidelines, as amended. Please see the end of this Introduction section for a list of the Statewide Planning Goals.
- Stormwater Master Plan (2012)
- Street Tree Study (1998)
- Transit Master Plan (Replaces Chapter 6 and Chapter 8 of the 2003 Transportation Master Plan) (2008)
- Transportation Systems Plan (2003) and supporting documents.
- Urban Renewal Plan (1993)
Introduction

- Villebois Village Master Plan (2006)
- Wastewater Collection System Master Plan (2001)
- Wastewater Facility Plan (2004)
- Water System Master Plan (2012)
- West Side Master Plan (1996)
- Wilsonville Residential Land Study (2014)
- Frog Pond Area Plan (2015)
- **Frog Pond West Master Plan (2017)**
- City of Wilsonville Town Center Plan (date)

PROCEDURES

How to Use the Plan

The purpose of this Plan is to guide the physical development of the City. Following this introduction, the text of the Plan is presented in four major sections that provide a framework for land use decisions. The four sections are:

A. **Citizen Involvement** – this section describes the City’s on-going citizen involvement program.

B. **Urbanization** – this section defines where and when urban level development will be permitted and recognizes Metro’s authority relative to the regional urban growth boundary.

C. **Public Facilities and Services** – this section determines what facilities and services must be available to support urban development, and therefore, further defines when development can occur.

D. **Land Use and Development** – this section determines future zoning and how a parcel of land may be developed. It provides basic standards for residential, public, **town center**, commercial, and industrial uses and establishes general planning districts for each of these types of uses. The planning districts are visually represented on a land use map.

This Plan consists of general background and explanatory text, City of Wilsonville Goals, Policies, Implementation Measures, and a Plan Map. When any ambiguity or conflict appears to exist, Goals shall take precedence over Policies, Implementation Measures, text and Map; Policies shall take precedence over text, Implementation Measures, and Map. The land use map is only a visual illustration of the intent of the Plan. Therefore, the lines separating uses on the map are not rigid and inflexible. The lines for residential districts do, however, provide a basis
for computing permitted densities or total number of allowable units, or zoning densities within a given development.

The Planning Commission, Development Review Board, and Planning Director are authorized to interpret the standards and requirements of either the text or maps of the Comprehensive Plan. The City Council shall have final authority for the interpretation of the text and/or map when such matters come before the Council for consideration.

Plan Amendments

This Plan has been designed to provide some flexibility in interpretation in an effort to be market-responsive and to minimize the need for Plan amendments. However, since it is impossible and impractical to allow for all possible combinations of land development proposals, it is probable that occasional Plan amendments will be necessary. In addition, economic and social conditions change over time, as do land use laws. Therefore, Plans must be periodically reviewed to consider changed circumstances. As noted above, periodic review of local Plans is also required by state law.

The Planning Commission, Development Review Board, and City Council all provide the public with opportunities to comment on non-agenda items at each regularly scheduled public meeting. Any interested person has the opportunity to suggest changes to the Comprehensive Plan that those decision-making bodies may wish to consider. The Commission, DRB, or Council may initiate a Plan amendment, by motion, as prescribed in #1, below.

1. Who May Initiate Plan Amendments? An amendment to the adopted Plan may be initiated by:
   a. The City Council
   b. The Planning Commission (for legislative amendments) or Development Review Board (for quasi-judicial amendments); or
   c. Application of the property owner(s) or contract purchaser(s) affected or their authorized agents, as specified in #2, below.

2. Application for Plan Amendments:
   An application for an amendment to the Plan maps or text shall be made on forms provided by the City. The application, except when initiated by the City Council, DRB, or Planning Commission, as noted in #1, above, shall be accompanied by a Plan Amendment Fee.

3. The Consideration of Plan Amendments:
   a. Amendments to the maps or text of the Comprehensive Plan shall only be considered by the City Council after receiving findings and recommendations from the Planning Commission (legislative) or Development Review Board (quasi-judicial) at their regular or special meetings.
b. Amendments must be initiated as provided in this section, sufficiently in advance of the first evidentiary hearing on the proposal to allow adequate time for providing public notice and preparing a staff report on the proposal. The first evidentiary hearing is usually the first public hearing held by the Planning Commission or Development Review Board on the proposal.

c. This Plan, and each of its elements, is always open for amendments that consider compliance with the Statewide Planning Goals and Plans of Metro. Amendment and revision for compliance with the above regional Goals, Objectives, and Plans shall be consistent with any re-opening of local Plans as approved by the Land Conservation and Development Commission (LCDC).

This provision is not to be construed as waiving any legal rights which the City may have to challenge the legality of a regional Goal, Objective or Plan provision.

d. The Planning Commission or City Council may conduct a public hearing at any time to consider an amendment to the Plan text or Plan map when the Commission or Council finds that the consideration of such amendments are necessary to comply with the rules, regulations, goals, guidelines or other legal actions of any governmental agency having jurisdiction over matters contained in said text or Plan map.

4. Standards for approval of Plan Amendments.

In order to grant a Plan amendment, the City Council shall, after considering the recommendation of the Development Review Board (quasi-judicial) or Planning Commission (legislative), find that:

a. The proposed amendment is in conformance with those portions of the Plan that are not being considered for amendment.

b. The granting of the amendment is in the public interest.

c. The public interest is best served by granting the amendment at this time.

d. The following factors have been adequately addressed in the proposed amendment:
   ▪ the suitability of the various areas for particular land uses and improvements;
   ▪ the land uses and improvements in the area;
   ▪ trends in land improvement;
   ▪ density of development;
   ▪ property values;
   ▪ the needs of economic enterprises in the future development of the area;
   ▪ transportation access;
   ▪ natural resources; and
   ▪ the public need for healthful, safe and aesthetic surroundings and conditions.
e. Proposed changes or amendments to the Comprehensive Plan do not result in conflicts with applicable Metro requirements.

5. Public Notice Requirements.
   a. Notice of public hearings before the Development Review Board, Planning Commission, and City Council concerning proposed Plan amendments shall be published in a newspaper of general circulation as prescribed by the state. A written notice of proposed amendments shall be posted in at least three conspicuous public places within the City not less than ten (10) days prior to the hearings(s). Written notice of map amendments shall be mailed to owners of property within 250 feet of the properties or property described in the notice at least ten (10) days prior to the date of the hearing(s).

   The City of Wilsonville regularly meets and exceeds the typical standards for public notice concerning land use planning matters. This practice will continue, including City-wide notice, in appropriate situations, to all property owners.

   b. The public notice shall include the date, time, and place of the public hearing(s); a description of the properties involved in the proposed amendment; and a general statement of the nature of the proposed amendment to be considered by the reviewing body.

   c. In the process of amending any Comprehensive Plan provision or implementing ordinance, the City will continue to give notice to Metro as required. At such time as any notice is given to the Director of the Department of Land Conservation and Development pursuant to ORS 197.610 or 197.615, a copy shall be sent to Metro's Executive Officer. In addition to the content of the notice required by ORS 197.610 or 197.615, the notice furnished to Metro shall include an analysis demonstrating that the proposed amendments are consistent with applicable Functional Plans. However, if the analysis demonstrating consistency with Functional Plans is not included in the initial notice, Metro requirements specify that a report containing the analysis shall be delivered to Metro no later than fourteen (14) days before the City conducts a final hearing on the proposed amendment.

Planning/Zoning Procedures

The City is gradually building out, with much less undeveloped property than in the past. Portions of the undeveloped areas are currently served with adequate public facilities for urban level development. Other areas are not adequately served and the service levels vary greatly throughout the City.

Therefore, in order to provide a process to insure orderly development consistent with the availability of adequate public facilities, the provisions of this Plan shall be administered through
case-by-case zoning and Site Plan review procedures set forth in the Wilsonville Code. The Development Code clearly defines the standards that must be met to obtain a Zone Change and/or Site Development Permit.

The purpose of the case-by-case review is two-fold. First, the zoning process is intended to serve as an administrative procedure to evaluate the conversion of urbanizable land to urban land consistent with the conversion criteria set forth in the Statewide Planning Goal 14 (Urbanization). Because the service levels vary throughout the City, the zoning process will allow for a case-by-case analysis of the availability of public facilities and services and to determine specific conditions in terms of phasing of development related to needed facility improvements.

Secondly, not all types of development create equal community impact. Therefore, each development must be evaluated on its own merits and liabilities. For this reason, a case-by-case Site Development Plan review is intended to provide site specific analysis of impacts related to particular development proposals, rather than general use categories such as residential, commercial or industrial.

All land development proposals shall be reviewed for conformity to the Plan and specific standards set forth in implementing Ordinances.

The applicable Statewide Planning Goals, as of March 2000, have been copied in full below to help the reader to understand the City’s role in the State’s overall planning program.
OREGON’S STATEWIDE PLANNING GOALS

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

2. **Land Use Planning:** To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

3. **Agricultural Lands:** To preserve and maintain agricultural lands.

4. **Forest Lands:** To conserve forest lands by maintaining the forest land base and to protect the state’s forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

5. **Natural Resources, Scenic and Historic Areas, and Open Spaces:** To conserve open space and protect natural and scenic resources.

6. **Air, Water, and Land Resources Quality:** To maintain and improve the quality of the air, water, and land resources of the state.

7. **Areas Subject to Natural Disasters and Hazards:** To protect life and property from natural disasters and hazards.

8. **Recreational Needs:** To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

9. **Economic Development:** To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.

10. **Housing:** To provide for the housing needs of the citizens of the state.

11. **Public Facilities and Services:** To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

12. **Transportation:** To provide and encourage a safe, convenient and economic transportation system.

13. **Energy Conservation:** To conserve energy.

14. **Urbanization:** To provide for the orderly and efficient transition from rural to urban land use.

15. **Willamette River Greenway:** To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.
CITIZEN INVOLVEMENT

In one way or another, directly or indirectly, the Comprehensive Plan affects all citizens in the City, whether they own property or not. The Plan allocates land to various residential, public, commercial and industrial uses. It also establishes standards for how and when such lands may be developed for the designated purposes. The Comprehensive Plan is not a document created by one faction and imposed upon another, but rather an ongoing planning process that needs and depends upon input and direction developed by all concerned. For these reasons, citizen involvement is a vital part of the planning process. In fact, under Oregon law, citizen involvement is required. Statewide Planning Goal No. 1 requires each community to adopt, implement, and periodically review a citizen involvement program.

Since its incorporation, including development of the 1971 General Plan; and each subsequent revision of the Comprehensive Plan, as well as routine planning and zoning administration, the City of Wilsonville has encouraged citizen involvement in the decision-making process. For a number of years, Wilsonville Interested Neighbors (WIN) served as the City’s official Citizen Advisory Committee. WIN ceased meeting in 1991 and after that a number of different ad hoc committees have been appointed to provide for citizen involvement. The City’s Planning Commission has continued to serve as the primary citizen involvement organization throughout that time. Given this history, the City has chosen to recognize the Planning Commission’s continuing role in facilitating and encouraging public involvement. This does not preclude the use of other ad hoc or adjunct groups to gain public participation but it does formalize the Planning Commission’s responsibilities in advising the City Council about the City’s overall citizen involvement program.

Wilsonville’s Planning Commission, made up of people with diverse interests in the community, now fulfills the role as the City’s official Committee for Citizen Involvement. Unlike most Planning Commissions that have quasi-judicial authority, Wilsonville’s Planning Commission deals only with legislative and long-range policy issues. The Planning Commission’s quasi-judicial functions were transferred to the Development Review Board in 1997, in order to allow the Commission to focus on advising the City Council on legislative policy issues. The Planning Commission’s advisory duties make the Commission especially qualified to fulfill the role as the City’s Committee for Citizen Involvement. The Planning Commission frequently conducts work sessions and other informal public meetings that are deliberately intended to encourage an exchange of ideas and opinions without the formality of public hearings. These meetings are intended to “open” the City’s planning processes for greater public participation.

The Commission may conduct both work sessions and public hearings in one meeting. For instance, it is fairly typical for the Commission to have a work session or informal public meeting before or after a public hearing. The Commission conducts regularly scheduled meetings each month and frequently schedules additional meetings to deal with a wide range of issues. All Planning Commission meetings are open to the public.
Wilsonville’s Planning Commission meets the two principal requirements of Statewide Planning Goal No. 1 to serve as the City’s official Committee for Citizen Involvement:

* members are broadly representative of geographic areas and interests related to land use; and

* members are selected through an open, well-publicized public process.

All City residents and interested parties are allowed and encouraged to participate throughout the City’s planning processes. Citizens also regularly participate in decision-making or advisory capacities as members of:

- Development Review Board
- Planning Commission
- Parks and Recreation Advisory Board
- Library Board
- Budget Committee
- Other special study task forces

The City has long recognized the importance of citizen involvement and understanding in government decisions. In support of past involvement activities and to guide future citizen involvement, the following goals, policies, and implementation measures are established.

Local planning decisions also affect other public agencies. Therefore, elements of the Plan and the supporting database will continue to be coordinated with numerous other public agencies.

**GOAL 1.1** To encourage and provide means for interested parties to be involved in land use planning processes, on individual cases and City-wide programs and policies.

**Policy 1.1.1** The City of Wilsonville shall provide opportunities for a wide range of public involvement in City planning programs and processes.

Implementation Measure 1.1.1.a Provide for early public involvement to address neighborhood or community concerns regarding Comprehensive Plan and Development Code changes. Whenever practical to do so, City staff will provide information for public review while it is still in “draft” form, thereby allowing for community involvement before decisions have been made.

Implementation Measure 1.1.1.b Support the Planning Commission as the City’s official Citizens Involvement Organization with regular, open, public meetings in which planning issues and projects of special concern to the City are discussed and resultant recommendations and resolutions are recorded and regularly reported to the City Council, City staff, and local newspapers. The Planning Commission may schedule special public meetings as the Commission deems necessary and appropriate to carry out its responsibilities as the Committee for Citizen Involvement.
Implementation Measure 1.1.1.c  Support the Planning Commission as the Committee for Citizen Involvement, which assists City Officials with task forces for gathering information, sponsoring public meetings and/or evaluating proposals on special projects relating to land use and civic issues, when requested by officials or indicated by community need.

Implementation Measure 1.1.1.d  Support the Planning Commission as a public Citizens Involvement Organization which assists elected and appointed City Officials in communicating information to the public regarding land use and other community issues. Examples of ways in which the Commission may accomplish this include conducting workshops or special meetings.

Implementation Measure 1.1.1.e  Encourage the participation of individuals who meet any of the following criteria:

1. They reside within the City of Wilsonville.
2. They are employers or employees within the City of Wilsonville.
3. They own real property within the City of Wilsonville.
4. They reside or own property within the City’s planning area or Urban Growth Boundary adjacent to Wilsonville.

Implementation Measure 1.1.1.f  Establish and maintain procedures that will allow any interested parties to supply information.

Implementation Measure 1.1.1.g  The Planning Commission will continue to conduct three different kinds of meetings, all of which are open to the public. Whenever feasible and practical, and time allows, the Commission and staff will conduct additional informal meetings to gather public suggestions prior to drafting formal documents for public hearings. The different kinds of meetings conducted by the Commission will include:

1. Public hearings;
2. Work sessions and other meetings during which citizen input is limited in order to assure that the Commission has ample time to complete the work that is pending; and
3. Informal work sessions and other meetings during which the general public is invited to sit with the Commission and play an interactive part in discussions. These sessions are intended to provide an open and informal exchange of ideas among the members of the general public and the Commissioners. Such meetings will happen at least two or three times each year.

Implementation Measure 1.1.1.h  In preparing public notices for Planning Commission meetings, the staff will clarify whether the meeting will involve a public hearing and/or a work session.
GOAL 1.2: For Wilsonville to have an interested, informed, and involved citizenry.

Policy 1.2.1 The City of Wilsonville shall provide user-friendly information to assist the public in participating in City planning programs and processes.

Implementation Measure 1.2.1.a Clarify the process of land use planning and policy formulation so citizens understand when and how they can participate.

Implementation Measure 1.2.1.b Using press releases or other means, publicize the ways in which interested parties can participate and the topics which will be considered by public boards.

Implementation Measure 1.2.1.c Establish procedures to allow interested parties reasonable access to information on which public bodies will base their land use planning decisions.

Policy 1.3 The City of Wilsonville shall coordinate with other agencies and organizations involved with Wilsonville’s planning programs and policies.

Implementation Measure 1.3.1.a Encourage members of the Wilsonville Chamber of Commerce and other interested organizations to serve on City Boards and Planning Commission.

Implementation Measure 1.3.1.b Where appropriate, the City shall continue to coordinate its planning activities with affected public agencies and private utilities. Draft documents will be distributed to such agencies and utilities and their comments shall be considered and kept on file by the City.

Elements of this Plan and the supporting database have been coordinated with the following agencies:

- Dept. of Land Conservation and Development (DLCD)
- Metropolitan Service District (Metro)
- Tri-Met
- Washington County
- Clackamas County
- Cities of: Tualatin, Sherwood, West Linn, Rivergrove, Canby, Durham, Lake Oswego, Tigard, Aurora, Woodburn, and Newberg.
- Sherwood, Canby, and West Linn-Wilsonville School Districts
- Oregon Department of Environmental Quality
- Oregon Department of Transportation and Parks and Recreation Dept.
- Oregon Department of Economic Development
- Oregon Department of Fish and Wildlife
- Oregon Department of Forestry
Citizen Involvement

- Port of Portland
- U.S. Army Corps of Engineers
- Bonneville Power Administration
- The franchise utilities operating within the City.
URBAN GROWTH MANAGEMENT

Wilsonville is located within the jurisdiction of Metro, and coordinates the management of urban growth in and around Wilsonville with the affected county and regional governments. This section of the Comprehensive Plan recognizes that land around Wilsonville, especially land within the Urban Growth Boundary (UGB), is intended to meet urban growth needs for many years to come. This section is closely tied to the public facilities element to assure the orderly economic provision of urban services. This prioritizes areas for phased urban development, and specifies policies for the conversion of rural land to urban uses.

Wilsonville’s rapid growth is clearly demonstrated by the following statistics: of the land within the current City limits, three times as much was developed in 1999 as was the case in 1988; and the City’s population increased by nearly 400 percent in the same period. Economic development has grown just as rapidly, yielding an employment base that has grown as rapidly as the population. Figures provided by Metro in 1996 indicated that Wilsonville had more than three jobs for each housing unit within the City.

Based on Metro's (1981) regional growth allocation statistics, Wilsonville’s population was projected to grow to 15,600 by the year 2000. In the same time period, the City's economic growth is expected to generate a total of 14,400 jobs. Those projections proved to be surprisingly accurate. In fact, Wilsonville’s population in 2000 approached the 15,600 figure, and the number of jobs exceeded the 14,400 figure.

The City has found that uncontrolled rapid growth can seriously impact and overload the available public facilities and services. However, the City recognizes that the Portland metropolitan region continues to grow, and the City has made the commitment to do its fair share to accommodate part of the region’s urban growth. Doing its fair share includes expanding the capacity of public facilities and services to keep pace with growth. The City also recognizes that if growth is uncontrolled, the City's current pleasant living and working environment will deteriorate. Therefore, the following provisions have been established as a framework for growth management policies and procedures.

It is a basic premise of this Plan that the purpose of designating land for urban development is to provide for needed housing, employment, and community services. Therefore, while public facilities are used as a controlling factor in growth management, it is not the intent of this Plan to place a priority on the provision of public facilities and services over that of providing for housing and employment. Rather, it is the intent of the Plan to seek a balance of these factors by insuring that a reasonable service level of public facilities is maintained to support urban growth.

The policies and Implementation Measures of this section of the Comprehensive Plan have been established for the management of urban growth in, and adjacent to, the City of Wilsonville.
CITY LIMITS

Wilsonville’s City limits establish the boundary of the City’s authority and jurisdiction. Only in cases where the City has an intergovernmental agreement (IGA) with one or both of the surrounding counties will the City have jurisdiction over outlying properties.

The City of Wilsonville intends to enter into and maintain such IGAs with both Washington and Clackamas Counties, to allow the City to continue to prepare long-range plans for the properties within Wilsonville’s planning area and outside the City limits. Additional authority to zone, provide urban services to, or issue development approvals for, lands outside the City will require separate IGAs. Wilsonville’s Planning Commission has strongly encouraged the City staff to enter into these IGAs as soon as possible after the enactment of this Comprehensive Plan.

The City will actively participate in the land use planning decisions of nearby jurisdictions that may have an effect on Wilsonville.

The City limit line is used to clearly indicate the edge of urban development at any given time. It provides for flexibility within the land development market, to assure that there are choices in type, location, and density or intensity of residential, commercial, and industrial development.

While the entire City, other than land that is designated as open space, is planned for immediate growth, the City recognizes that not all areas within the City can be equally served by existing facilities and services. This pattern is likely to continue in the future as the City grows out into previously rural land.

By allowing development to occur anywhere within the City limits, maximum market efficiency is maintained, and a greater variety of development proposals are made possible. The emphasis is then placed on the timing or phasing of actual site development in accordance with the ability to provide services.

Even within the City limits, it is important to place a priority on contiguous development. In so doing, capital improvements can be concentrated from the center portion of the City (near the freeway) outward, thus, providing for maximum efficiency in the street and utility systems.

In spite of the rapid rate of growth and development in Wilsonville since the City’s incorporation, there are still portions of the City that lack full urban level services and street improvements. Development master plans and subdivision plats may be approved within these areas, but site development will be restricted to the service level capacities of the existing primary facilities until such time as urban level services are provided, as specified in Section ‘C’ of the Comprehensive Plan (Public Facilities and Services). The approval of development plans and subdivision plats in such areas with phased development controls will provide specific service demand information which is needed for efficient public facility planning and capital improvements.
URBAN GROWTH BOUNDARIES

Consistent with the Statewide Planning Goals, and statutory mandates, Metro has established, and will periodically expand the urban growth boundary for the region. Upon a demonstration of need, the Metro Council is required to add land to the Urban Growth Boundary to meet projected growth requirements for twenty years.

Once land has been added to the Urban Growth Boundary established by Metro, the City may annex adjacent parts of the UGB into the City limits. This allows for development, subject to the City’s review procedures. Only in highly unusual situations would the City annex land outside the regional UGB, and then only after coordination with Metro, the affected county, and any other affected jurisdictions.

At the City’s request, Metro has added land to the UGB adjacent to Wilsonville. However, there are still substantial land areas outside the City limits that the City considers to be within its planning area for long-range urban growth. The City does not have the legal authority or responsibility to plan for areas outside the City limits unless that land has been added to the UGB or the City has an approved Urban Growth Management Agreement (i.e., intergovernmental agreement) with the affected county. Given the demand for urban development in Wilsonville, it makes sense for the City to begin planning for outward expansion into those areas and to coordinate such planning with Metro, the counties and the state.

GOAL: 2.1 To allow for urban growth while maintaining community livability, consistent with the economics of development, City administration, and the provision of public facilities and services.

Policy 2.1.1. The City of Wilsonville shall support the development of all land within the City, other than designated open space lands, consistent with the land use designations of the Comprehensive Plan.

Implementation Measure 2.1.1.a. Allow development within the City where zoning has been approved and other requirements of the Comprehensive Plan have been met.

Implementation Measure 2.1.1.b. Allow urbanization to occur to provide adequate housing to accommodate workers who are employed within the City.

Implementation Measure 2.1.1.c. Encourage a balance between residential, industrial, and commercial land use, based on the provisions of this Comprehensive Plan.

Implementation Measure 2.1.1.d. Establish and maintain revenue sources to support the City’s policies for urbanization and maintain needed public services and facilities.

Implementation Measure 2.1.1.e. Allow new development to proceed concurrently with the availability of adequate public services and facilities as specified in Public Facilities and Services Section (Section C) of the Comprehensive Plan.
Implementation Measure 2.1.1.f. To insure timely, orderly and efficient use of public facilities
and services, while maintaining livability within the community, the City shall establish
and maintain growth management policies consistent with the City's regional growth
allocation and coordinated with a Capital Improvements Plan.

1. The Planning Commission shall periodically review growth-related data, e.g., the
availability of public facilities, scheduled capital improvements, need for housing,
commercial development and/or industrial development, etc.; and shall, as
determined necessary following a public hearing, make recommendations to the
City Council regarding Growth Management Plans.

2. To maximize design quality and conformity to the Comprehensive Plan, the City
shall encourage master planning of large land areas. However, as an added growth
management tool, the Development Review Board may, as a condition of
approval, set an annual phasing schedule coordinated with scheduled Capital
Improvements, particularly streets and related transportation facilities.

Implementation Measure 2.1.1.g. To discourage speculative zoning and to provide for maximum
responsiveness to new design concepts and a changing market, site plan approvals shall
carry an expiration date with substantial progress towards site development required to
preserve the approval.

Policy 2.2.1. The City of Wilsonville shall plan for the eventual urbanization of land within
the local planning area, beginning with land within the Urban Growth Boundary.

Implementation Measure 2.2.1.a. Allow annexation when it is consistent with future planned
public services and when a need is clearly demonstrated for immediate urban growth.

Implementation Measure 2.2.1.b The City of Wilsonville, to the best of its ability based on
infrastructure provided at the local, regional, and state levels, shall do its fair share to
increase the development capacity of land within the Metro UGB.

1. The City of Wilsonville shall comply with the provisions of the Metro Urban
Growth Management Functional Plan, unless an exception to the requirements is
granted as provided in that Functional Plan.

2. The City shall comply with the provisions of Metro’s Urban Growth Management
Functional Plan, as long as that compliance does not violate federal or state law,
including Statewide Planning Goals.

3 The City of Wilsonville recognizes that green corridors as described in the 2040
Growth Concept are critical to interurban connectivity. If the City at some future
date annexes an area that includes a Metro-designated green corridor, it will be the
City's policy to do the following:

a. Control access to the transportation facility within the green corridor to
maintain the function, capacity and level of service of the facility and to
enhance safety and minimize development pressures on rural reserve areas; and
b. Provide adequate screening and buffering to adjacent development and limit signage in such a way as to maintain the rural character of the green corridor.

[Implementation Measure 2.2.1.b(3) added per Ordinance 549, October 21, 2002.]

Implementation Measure 2.2.1.c In conjunction with Metro, Washington County, and Clackamas County, the City shall periodically review and recommend revisions to the Urban Growth Boundary containing buildable land of a quality and quantity adequate to meet urban growth needs for twenty years.

Implementation Measure 2.2.1.d The City shall review all proposed UGB and urban reserve amendments in the Wilsonville area for conformance with Wilsonville’s Comprehensive Plan.

Implementation Measure 2.2.1.e Changes in the City boundary will require adherence to the annexation procedures prescribed by State law and Metro standards. Amendments to the City limits shall be based on consideration of:

1. Orderly, economic provision of public facilities and services, i.e., primary urban services are available and adequate to serve additional development or improvements are scheduled through the City's approved Capital Improvements Plan.

2. Availability of sufficient land for the various uses to insure choices in the marketplace for a 3 to 5 year period.


4. Applicable Metro Plans;

5. Encouragement of development within the City limits before conversion of urbanizable (UGB) areas.


Implementation Measure 2.2.1.f Washington and Clackamas Counties have agreed that no new lots shall be created outside the City and within the Urban Growth Boundary that contain less than ten acres. Development of existing lots of record and newly created lots of 10 or more acres shall be limited to single-family dwellings, agricultural activities; accessory uses which are directly related to the primary residential or agricultural use and necessary public and semi-public uses. (Note that this Implementation Measure may need to be revised after the State has completed pending revisions to Statewide Planning Goal 14.)

Implementation Measure 2.2.1.g Urban sanitary sewer and water service shall not be extended outside the City limits, with the following exceptions:

1. Where an immediate demonstrable threat to the public health exists, as a direct result of the lack of the service in question;

2. Where a Governmental agency is providing a vital service to the City; or
3. Where it is reasonable to assume that the subject area will be annexed to the City within a reasonable period of time.

Implementation Measure 2.2.1.h To assure consistency between Comprehensive Plans and establish the City's interest in the area, the City shall jointly adopt dual interest area agreements with Washington and Clackamas Counties for comprehensive planning of the land outside the City and within the UGB and the Wilsonville planning area.
PUBLIC FACILITIES AND SERVICES

Public facilities and services include sanitary sewer, water, fire and police protection, libraries, storm drainage, schools, parks and recreation, transportation, solid waste and general governmental administrative services. Semi-public facilities are privately owned and operated, but have general public benefit and may be regulated by government controls. They include a wide range of services from electric utilities to day care.

As a growing City, Wilsonville has learned through experience the importance of community facilities and services that are adequate to serve urban growth. In the late 1990s, the City adopted two Public Facilities Strategies and a City-wide water moratorium on new development approvals. Those actions were due to proposed developments that, if approved, would have exceeded the City’s ability to provide concurrent facilities and services.

Wilsonville uses a three-step approach to planning for public facilities. First, general Policies and Implementation Measures are contained in the Comprehensive Plan. Second, individual master plans (e.g., Parks and Recreation Master Plan, Stormwater Master Plan, Transportation Systems Plan, etc.) are prepared and periodically updated to deal with specific facility requirements. Finally, the City annually updates a rolling five-year Capital Improvement Program, based on these master plans, that is used for scheduling and budgeting of improvement projects.

Relying heavily on the formation of Local Improvement Districts (LIDs) and the use of Systems Development Charges (SDCs), Wilsonville typically requires developers to pay for the costs of major facility expansions to serve new development.

As development increases, so does the requirement for improved and greater capacity facilities and services. Providing facilities in response to growth rather than in anticipation of growth is ineffective and causes gaps in service capabilities. In the worst case situations, failure to provide needed facilities and services can result in threats to the public’s health or safety. In recognition of this circumstance, the City continues to emphasize the need for providing adequate facilities and services in advance of, or in conjunction with, urban development. However, it also recognizes that not all facilities and services require the same level of service adequacy, simultaneous with development. The Comprehensive Plan, therefore, prioritizes facilities into primary and complimentary categories and establishes specific development policies for each facility or service.

The City’s policies for the provision of public facilities and services can be divided into three categories. The first is the City’s overall commitment to provide, or coordinate the provision of, facilities and services to meet the community’s needs. The second concerns the timing of the provision of facilities and services relative to development (i.e., concurrency issues). The third concerns the costs of providing facilities and services and who is responsible for paying.

This Plan also includes provisions dealing specifically with different types of facilities and services. They are covered in the following order:
Primary facilities and services include: those which significantly impact public health and safety and are directly linked to the land development process, in terms of service capacity, location, and design, or directly affect public health and safety. Therefore, adequate provision must be made for these facilities/services prior to or concurrently with urban level development. These facilities and services include:

- Sanitary sewer;
- Water service;
- Roads and transportation;
- Storm drainage;
- Fire protection; and
- Police protection and public safety.

Complementary Facilities and Services include: those which complement the public health, safety and general welfare of urban residents and workers, but are not necessarily directly linked to the land development process or public health and safety. These facilities include:

- Schools, library, and educational services;
- Parks, recreation, and open space;
- Solid waste;
- Semi-public utilities;
- City administration; and
- Health and social services.

While these complementary facilities and services affect the overall quality of urban living and should be planned for in anticipation of development, in some cases it is more economical and practical to determine service levels subsequent to actual development.

The following provisions apply to public facilities and services in general. More specific Policies and Implementation Measures applying to specific facilities and services follow later in the document.

**GOAL 3.1:** To assure that good quality public facilities and services are available with adequate, but not excessive, capacity to meet community needs, while also assuring that growth does not exceed the community’s commitment to provide adequate facilities and services.

**Policy 3.1.1** The City of Wilsonville shall provide public facilities to enhance the health, safety, educational, and recreational aspects of urban living.

Implementation Measure 3.1.1.a The City will continue to prepare and implement master plans for facilities/services, as sub-elements of the City’s Comprehensive Plan. Facilities/services will be designed and constructed to help implement the City’s Comprehensive Plan.

Implementation Measure 3.1.1.b The City Engineer shall report annually, and at other times as needed, to the Planning Commission, Budget Committee, and City Council, and other City
committees or commissions on the status and available capacity of urban services/facilities, including streets, bicycle and pedestrian facilities, water, sanitary sewer, and storm drainage.

Implementation Measure 3.1.1.c  Developments shall continue to be required to extend services/facilities to the far side of the subject property – assuring that the adjacent properties have access to those services/facilities. It is noted that unusual existing circumstances may necessitate creative solutions for the extension of services/facilities.

Implementation Measure 3.1.1.d  The City shall periodically review and, where necessary, update its development densities indicated in the land use element of the Plan, based on the capacity of existing or planned services and/or facilities.

TIMING -- CONCURRENCY ISSUES

Wilsonville emphasizes the importance of providing the needed public facilities and services in advance of, or concurrently with, development. In fact, much of the text of the Comprehensive Plan deals with concurrency.

In the course of the most recent Comprehensive Plan revision process, the various provisions dealing with concurrency have been reorganized and listed below:

Policy 3.1.2  The City of Wilsonville shall provide, or coordinate the provision of, facilities and services concurrent with need (created by new development, redevelopment, or upgrades of aging infrastructure).

Implementation Measure 3.1.2.a  Urban development will be allowed only in areas where necessary facilities and services can be provided.

Implementation Measure 3.1.2.b  Development, including temporary occupancy, that threatens the public’s health, safety, or general welfare due to a failure to provide adequate public facilities and services, will not be permitted. Development applications will be allowed to proceed on the following basis:

1. Planning approvals may be granted when evidence, including listing in the City’s adopted Capital Improvement Program, supports the finding that facilities/services will be available within two years. Applicants may be encouraged or required to plan and complete development in phases, in order to assure that the rate of development does not exceed the capacity of needed facilities/services.

2. Building permits will be issued when planning approvals have been granted and funding is in place to assure completion of required facilities/services prior to occupancy. Applicants must sign a statement acknowledging that certificates of occupancy will not be given until adequate facilities/services, determined by the Building Official, after consulting with the City Engineer, are in place and operational. Parks, recreation facilities, streets and other transportation system improvements may be considered to be adequately in place and operational if they
are listed in the City’s adopted Capital Improvement Program, or other funding is committed for their completion within two years. In such cases, water, sewer, and storm drainage facilities must be available, to the satisfaction of the City Engineer, on at least a temporary basis, prior to occupancy.

3. Final certificates of occupancy will not be given until required facilities/services are in place and operational. Temporary certificates of occupancy may only be granted when the Building Official determines, after consulting with the City Engineer, that needed facilities/services will be in place and operational at the conclusion of the time period specified in the temporary certificate of occupancy. Nothing in this policy is intended to indicate that a temporary certificate of occupancy will be granted without assurance of full compliance with City requirements.

Implementation Measure 3.1.2.c Where a shortage of facilities/services exists or is anticipated in the near future, and other alternatives are not feasible to correct the deficiency, the City shall take steps to implement a moratorium on development activity or to manage growth through a public facilities strategy, as provided by statute. In the event that State laws provide other alternatives to address shortages of facilities/services, the City will consider those alternatives as well.

Implementation Measure 3.1.2.d As an alternative to denying a development application that otherwise meets all applicable standards and criteria, the City shall impose reasonable conditions of approval on that development, in terms of the provision of adequate services/facilities.

Implementation Measure 3.1.2.e When development is proposed in areas of the City where full urban services/facilities are not yet available, development approval shall be conditioned on the provision of adequate facilities and services to serve the subject property. Where the development can reasonably proceed in phases prior to the availability of full urban services/facilities, such development may be permitted. However, the use of on-site sewage disposal and private water systems shall only be approved where permitted by City ordinance.

Implementation Measure 3.1.2.f Coordinate with the appropriate school district to provide for additional school sites substantially ahead of the anticipated need.

PAYING FOR NEEDED FACILITIES AND SERVICES

Policy 3.1.3 The City of Wilsonville shall take steps to assure that the parties causing a need for expanded facilities and services, or those benefiting from such facilities and services, pay for them.

Implementation Measure 3.1.3.a Developers will continue to be required to pay for demands placed on public facilities/services that are directly related to their developments. The City may establish and collect systems development charges (SDCs) for any or all public
facilities/services, as allowed by law. An individual exception to this standard may be justified, or SDC credits given, when a proposed development is found to result in public benefits that warrant public investment to support the development.

Implementation Measure 3.1.3.b The City will continue to prepare and implement a rolling five-year Capital Improvement Program, with annual funding decisions made as part of the municipal budget process.

Implementation Measure 3.1.3.c The City shall continue to employ pay-back agreements, development agreements, and other creative solutions for facilities that are over-sized or extended from off-site at the expense of only some of the benefited properties.

PRIMARY FACILITIES AND SERVICES

Sanitary Sewer Plan

The City operates its own wastewater treatment plant and sewage collection system, independent of any other agencies. The wastewater treatment plant was significantly expanded in the late 1990s. The wastewater treatment plant has now undergone four major expansions to keep pace with community growth since its original construction. The latest improvements were designed to serve the community through approximately the year 2015.

The City recognizes Metro's role in coordinating water management and waste treatment planning as well as the Department of Environmental Quality's role in monitoring water quality.

The City recognizes and assumes its responsibility for the operation and maintenance of the wastewater treatment plant and the collection system, including public lines and pump stations that have been designed and constructed to City standards. The City also assumes the responsibility for assuring that wastewater treatment plant capacity expands to keep pace with community growth.

Policy 3.1.4 The City of Wilsonville shall continue to operate and maintain the wastewater treatment plant and system in conformance with federal, state, and regional water quality standards.

Implementation Measure 3.1.4.a The City shall continue to maintain a sewer service capacity monitoring and expansion program to assure that adequate treatment and trunk main capacity are is available to serve continued development, consistent with the City's urban growth policies and the concurrency standards noted above.

Implementation Measure 3.1.4.b The City shall continue to manage growth consistent with the capacity of sanitary sewer facilities.
Implementation Measure 3.1.4.c   Based on the service capacity and the permit monitoring program, the City shall plan and appropriately schedule future expansions of the wastewater treatment plant.

Implementation Measure 3.1.4.d. While the City assumes the responsibility for maintaining the treatment plant and collection system, it does not assume the responsibility for extending lines to serve individual properties and developments.

Implementation Measure 3.1.4.e The City shall continue to require all urban level development to be served by the City's sanitary sewer system.

Implementation Measure 3.1.4.f The cost of all line extensions and individual services shall be the responsibility of the developer and/or property owner(s) seeking service. When a major line is to be extended, the City may authorize and administer formation of a Local Improvement District (LID). All line extensions shall conform to the City Sanitary Sewer Collection System Master Plan, urbanization policies, and Public Works Standards.

Water Service Plan

The City’s water system has expanded significantly from the original well and reservoir located on Elligsen Road. The water system has four reservoirs with a total storage capacity of 7.95 million gallons and eight wells with a total production capability of 5.2 million gallons per day (MGD). Following voter approval in 1999, a surface water treatment plant on the Willamette River was designed to provide up to 20 MGD of capacity for the local system with up to 50 additional MGD available to be pumped to neighboring communities north of Wilsonville. The initial phase of the treatment plant construction is intended to meet the average daily water demands predicted through the year 2015. Additional phases of treatment plant expansion will be built as the demand actually occurs, so system expansion will occur on a regular basis. It is also anticipated that a water system master plan update (due for completion in fiscal year 2000-2001) will indicate the need for additional reservoir capacity before the year 2020. As future growth occurs, it will be necessary to incrementally expand the existing water system to provide additional storage, pumping, and pipeline capacity.

The City recognizes and assumes the responsibility for developing and maintaining the community’s basic water system.

Policy 3.1.5 The City shall continue to develop, operate and maintain a water system, including wells, pumps, reservoirs, transmission mains and a surface water treatment plant capable of serving all urban development within the incorporated City limits, in conformance with federal, state, and regional water quality standards. The City shall also continue to maintain the lines of the distribution system once they have been installed and accepted by the City.
Implementation Measure 3.1.5.a The City shall review and, where necessary, update the Water System Master Plan to conform to the planned land uses shown in the Comprehensive Plan and any subsequent amendments to the Plan.

Implementation Measure 3.1.5.b All major lines shall be extended in conformance to the line sizes indicated on the Master Plan and, at a minimum, provisions for future system looping shall be made. If the type, scale and/or location of a proposed development negatively impacts operating pressures or available fire flows to other properties as determined by the City Engineer, the Development Review Board may require completion of looped water lines, off-site facilities, pipelines, and/or facility/pipelines to achieve or maintain minimum pressures or fire flows as a conditions of development approval.

Implementation Measure 3.1.5.c Extensions shall be made at the cost of the developer or landowner of the property being served. When a major line is extended that is sized to provide service to lands other than those requiring the initial extension, the City may:

1. Authorize and administer formation of a Local Improvement District to allocate the cost of the line improvements to all properties benefiting from the extension; or
2. Continue to utilize a pay-back system whereby the initial developer may recover an equitable share of the cost of the extension from benefiting property owners/developers as the properties are developed.

Implementation Measure 3.1.5.d. All water lines shall be installed in accordance with the City's urban growth policies and Public Works Standards.

Implementation Measure 3.1.5.e The City shall continue to use its Capital Improvements Program to plan and schedule major water system improvements needed to serve continued development (e.g., additional water treatment plant expansions, transmission mains, wells, pumps and reservoirs).

Policy 3.1.6 The City of Wilsonville shall continue a comprehensive water conservation program to make effective use of the water infrastructure, source water supply and treatment processes.

Implementation Measure 3.1.6.a. The City will track system water usage through production metering and service billing records and take appropriate actions to maintain a target annual average unaccounted for water volume of less than 10% of total production.

Implementation Measure 3.1.6.b. The City will maintain other programs and activities as necessary to maintain effective conservation throughout the water system.

Policy 3.1.7 The City of Wilsonville shall maintain an accurate user demand profile to account for actual and anticipated demand conditions in order to assure an adequately sized water system.
Implementation Measure 3.1.7.a. The City will track system water usage through production metering and service billing records and take appropriate actions to maintain a target annual average unaccounted for water volume of less than 10% of total production.

Implementation Measure 3.1.7.b. The City will maintain other programs and activities as necessary to maintain effective conservation throughout the water system.

Policy 3.1.8 The City of Wilsonville shall coordinate distribution system improvements with other CIP projects, such as roads, wastewater, and storm water, to save construction costs and minimize public impacts during construction.


Storm Drainage Plan

Conventionally designed urban development tends to result in an increase in impervious surfaces. Increased quantities of impervious surface increase both the volume and speed of storm water flows, while also damaging water quality. As a rapidly urbanizing and growing area, Wilsonville now experiences the effects of increased impervious surfaces with every major storm event. Increases in impervious surface area in Wilsonville also have the potential to impact downstream locations along the Willamette River.

There are increasing regulatory requirements that affect stormwater and the various drainage ways that convey that water. Federal standards regulate water quality (including temperature and turbidity) and the Endangered Species Act calls for the protection of native salmonid species. The City must set its own standards for development and land use activities to comply with relevant federal standards, and must also comply with regional and state requirements in the process.

The City’s storm drainage responsibilities range from controlling the volume and speed of run-off through storm water detention facilities, to regulating land development activities to assure that individual private construction projects do not overburden the public systems or damage the environment without adequate mitigation. Additionally, the City must now regulate land uses to protect or improve riparian vegetation as feasible, along drainage ways.

To identify deficiencies in the City's storm drainage system, to improve uniform drainage information, to create specified storm drainage standards, and establish a systems development and maintenance program, the City has prepared a Stormwater Master Plan.

Policy 3.1.7 The City of Wilsonville shall develop and maintain an adequate storm drainage system. However, where the need for new facilities is the result of new development, the financial burden for drainage system improvements shall remain primarily the responsibility of developers. The City will use systems development charges, user fees, and/or other funding sources to construct facilities to improve storm water quality and control the volume of runoff.
Implementation Measure 3.1.7.a In order to adequately provide for urban development, the City has established and will maintain a Stormwater Master Plan, development policies/standards for control of an on and off-site drainage, Public Works Standards, and a Capital Improvements Program to upgrade deficient structures and drainage ways.

Implementation Measure 3.1.7.b. To assure maximum efficiency and effectiveness of the drainage system, a maintenance program has also been established to assure compliance with the City’s NPDES (National Pollution Discharge Elimination System) permit. In some circumstances, private maintenance of facilities (by homeowners associations or other entities) may be required, as has been the case for the maintenance of neighborhood parks in Wilsonville.

Implementation Measure 3.1.7.c. A storm drainage systems development charge shall continue to be collected from developers prior to issuance of a building permit. The Stormwater Master Plan and the Capital Improvements Program will continue to be the basis of establishing Systems Development Charges for storm drainage. The funds are used to upgrade the storm drainage system beyond those improvements required to serve individual developments. Provision of drainage control within a given development shall remain the responsibility of the developer, with the City assisting only insofar as the system will also accommodate off-site drainage. In reviewing planned improvements, the City Engineer may specify the use of on-site or off-site storm water detention, based on specific site characteristics and drainage patterns of the area.

Implementation Measure 3.1.7.d Major natural drainage ways shall be retained and improved as the backbone of the drainage system and designated as open space. The integrity of these drainage ways shall be maintained as development occurs. Where possible, on-site drainage systems will be designed to complement natural drainage ways and designated open space to create an attractive appearance and will be protected by conservation, utility, or inundation easements. Alteration of minor drainage ways may be allowed provided that such alterations do not adversely impact stream flows and in-stream water quality of the major drainage ways and provide for more efficient use of the land. Such alteration must be approved by the City. Remnant creek channels, which previously carried water that has since been diverted, shall be evaluated for their wildlife habitat value before being selected for use as drainage ways. Where a remnant creek channel is found to provide unique habitat value without being a riparian zone, and that habitat value would actually be diminished through the re-introduction of storm water, alternate methods of conveying the storm water will be considered and, if feasible, used.

Implementation Measure 3.1.7.e Existing culverted or piped drainage ways will be “daylighted” (converted from underground to surface facilities) when doing so will help to achieve the City’s goals for storm drainage without overly conflicting with development.

Implementation Measure 3.1.7.f Conversion of existing swales or drainage ways to culverted or piped systems shall be permitted only where the City Engineer determines that there is no other reasonable site development option. See Option A, above.
Implementation Measure 3.1.7.g  Conversion of existing meandering swales or drainage ways to linear ditches shall be permitted only when the City Engineer determines that there is no other reasonable site development option.

Implementation Measure  3.1.7.h  Open drainage ways may be used to meet a portion of the landscaping and open space requirements for developments, provided that they meet the design requirements of the Development Review Board.

Implementation Measure 3.1.7.i  It is the intent of these measures to maximize the use of the natural drainage system to allow for ground water infiltration and other benefits to community aesthetics as well as habitat enhancement. This does not mean that natural drainage ways will be left unimproved.

Implementation Measure 3.1.7.j  The natural system must also be improved and maintained to handle the anticipated run-off in a manner that meets the requirements of the Stormwater Master Plan. Where wetlands are constructed for the purpose of accommodating storm drainage, certain areas of those wetlands may be designed to accumulate sediment. The City will periodically dredge and maintain those areas in constructed wetlands, or will permit others to do so, as necessary to maintain the storm drainage functions of those constructed wetlands.

Implementation Measure 3.1.7.k  One-hundred year flood plains and floodways have been established through the Federal Flood Insurance program, for all flood-prone areas of the City except Coffee Lake Creek, north of Barber Street. For that area along Coffee Lake Creek, a hydrology study to establish the 100-year flood elevation will be required prior to development approval. The floodways must continue to be protected from encroachment. Development within the flood plain shall be regulated consistent with the standards of the Federal Flood Insurance Act, and Title 3 of Metro’s Urban Growth Management Functional Plan. Storm water runoff from upstream development shall be controlled so as to not adversely impact the peak flood flow in the mainstream channels.

Implementation Measure 3.1.7.l  The City will regulate new land divisions to prevent the creation of additional lots for building sites within 100-year floodplains. This is not intended to prohibit the creation of new lots that are partially within flood plains, provided that the developable portion of each lot will be outside of the 100-year flood plain, and FEMA standards are met.

Implementation Measure  3.1.7.m  The City will regulate cuts and fills within flood plains to assure that the amount of fill material added will not exceed the amount of cut material that is removed.

Implementation Measure 3.1.7.n  Wilsonville has established a single-storm drainage runoff standard that is applied throughout the City. That standard requires developers to plan for at least a 25-year storm event. However, the differences in the natural characteristics of the Boeckman Creek and Seely Ditch Basins and their sub-area basins will require developers and their engineers to plan for different types of detention or retention facilities
Implementation Measure 3.1.7.o  Based on facility capacities identified in the Stormwater Master Plan, appropriate storm run-off standards shall be implemented through the City’s Public Works Standards.

Implementation Measure 3.1.7.p  In the course of site development, developers may be required to retain or improve native vegetation in identified riparian zones and landslide prone areas to decrease the amount of surface water run-off, to shade areas of surface water, to preserve areas of natural percolation, help stabilize landslide-prone areas, and reduce erosion. Replacement, enhancement, and/or restoration of vegetation, including the removal of invasive plants, may also be required depending on the type, scale, and location of development.

Implementation Measure 3.1.7.q  Natural drainage ways shall be stabilized as necessary below drainage and culvert discharge points for a distance sufficient to convey the discharge without channel erosion. The City Engineer may require the use of energy dissipaters to help minimize erosion.

Implementation Measure 3.1.7.r  Sediment and erosion control shall be provided consistent with the Public Works Standards. All approved open drainage channels and open detention/retention basins shall be designed, constructed, and maintained with appropriate safeguards to insure public health and safety.

Implementation Measure 3.1.7.s  All drainage facilities shall be designed to be consistent with state and federal standards for the passage of fish and wildlife.

Implementation Measure 3.1.7.t  All development proposals shall be accompanied by a storm drainage plan and hydrologic analysis adequate to meet the above policies and standards, unless waived by the City Engineer for good cause. No development permit shall be issued for any project until a storm drainage plan has been approved by the City Engineer and/or the Development Review Board.

Fire Protection Plan

Fire protection is very adequately provided by the Tualatin Valley Fire and Rescue District. The District has responsibility for maintaining and upgrading fire-fighting apparatus and making necessary capital improvements such as new fire stations. However, the overall effectiveness of their operations is significantly affected by the location and design of urban development.

Policy 3.1.8  The City of Wilsonville shall continue to coordinate planning for fire safety with the Tualatin Valley Fire and Rescue District.
Implementation Measure 3.1.8.a   All development plans, as approved by the Development Review Board, shall be approved by the City’s Building Division for consistency with the state Uniform Fire Code (as amended by the Tualatin Valley Fire and Rescue District and subsequently adopted by the City of Wilsonville).

Implementation Measure 3.1.8.b   The City shall update Chapter 9 of the Wilsonville Code by adopting the Fire Prevention Code of the Tualatin Valley Fire and Rescue District as it is updated.

Implementation Measure 3.1.8.c   The City shall require that all buildings be designed to a maximum fire flow rating of 3,000 GPM at 20 p.s.i. or such other standard as may be agreed to by the City and the Fire District.

Implementation Measure 3.1.8.d   The City's Public Works Standards shall be reviewed for conformity to minimum Fire District Requirements.

Implementation Measure 3.1.8.e   The City shall continue to coordinate with the Fire District in maintaining accurate maps (including addressing) and land development records. The City should also take advantage of the District's computer capacity, when operational, for the storage and retrieval of such land use data.

Implementation Measure 3.1.8.f   Provide fire protection consistent with the health, welfare, and safety of Wilsonville citizens.

Police Protection And Public Safety

The City's police protection is provided through a contract with the Clackamas County Sheriff's Department. Supplemental services are also available from the State Police.

Policy  3.1.9   The City of Wilsonville shall continue to provide adequate police protection.

Implementation Measure 3.1.9.a   To augment formal police protection and minimize public financing of police services, the City shall:

1. Work in concert with the County Sheriff's office and local citizens to develop community crime prevention and safety programs, i.e., citizen patrol.

2. Incorporate where appropriate defensible space and other safety and security design concepts/standards in site and building design review.

3. Encourage local businesses to utilize private security personnel for site specific property protection.

Implementation Measure 3.1.9.b   Provide police protection consistent with the health, welfare, and safety of Wilsonville citizens.
COMPLEMENTARY FACILITIES/SERVICES PLAN

These services support urban growth and add to or complement livability in a community. The adequacy of their service levels also tend to be less definable than those in the primary category. Service levels in this category typically lag behind demand and are generally more economical to provide in response to specific rather than projected demands. Even so, it is important to plan for these facilities and services in advance, and if significant service deficiencies exist, to regulate growth accordingly.

School And Educational Services

Public educational facilities/services in Wilsonville are currently provided by three school districts. The West Linn – Wilsonville School District serves the majority of the City but portions of the City also lie within the Canby and Sherwood Districts. Current services provided by the districts are adequate and provisions are being made for new or expanded facilities where existing capacities have been exceeded.

While existing services and facilities are adequate, the division of the City into three districts tends to detract from continuity in community identity.

Policy 3.1.10  The City of Wilsonville shall continue to coordinate planning for educational facilities with all three local school districts and Clackamas Community College.

Implementation Measure 3.1.10.a To provide better continuity throughout the community and realize the maximum benefit to the local tax structure, the City will continue to support the consolidation of the entire City limits into one school district.

Implementation Measure 3.1.10.b Residential development directly impacts school facilities and services. However, the City does not have the responsibility for providing educational services. For this reason, the City will provide information to the school districts about proposed and actual residential developments within the City.

Implementation Measure 3.1.10.c The City shall continue to coordinate with the school districts for the planning, scheduling, and construction of needed educational facilities. To minimize unnecessary duplication, the City will also work in concert with the school districts for the provision of recreational facilities and programs.

Implementation Measure 3.1.10.d The City will encourage private educational services and will work with organizations or individuals proposing such activities in an effort to meet their needs while complying with the appropriate elements of the Comprehensive Plan.

Implementation Measure 3.1.10.e It is the basic reasoning of these policies that development within the City should not be regulated based on the availability of school facilities and services. Rather, these services should be planned for and provided to meet the demands
created by development. If, however, school facilities and/or services were determined to be severely inadequate and the school districts unable to provide satisfactory improvement, then growth limitations would be appropriate.

**Parks/Recreation/Open Space**

Parks and recreational facilities in and around Wilsonville are provided for by the City, County, State and local school districts. The City's close proximity to Portland provides local residents with numerous recreational and entertainment opportunities provided throughout the metropolitan area, all within a 30 to 40 minute drive. Even the ocean beaches, Mt. Hood and other Cascade Mountains and several campgrounds, rivers and lakes are close at hand, within a couple of hours drive, thus providing an abundance of recreational activities.

Within the City, recreational planning is coordinated with the West Linn-Wilsonville School District. The District provides traditional physical education programs as part of their regular school curriculum plus competitive sports programs in the upper grade levels. Other youth sports programming is provided by the City and a variety of non-profit organizations. The School District's community education program also provides recreational programs for both youth and adult activities and coordinates the use of District facilities.

As the City continues to grow, additional facilities and services will need to be developed.

The following Park and Recreation policies are further supported by policies in the Land Use and Development Section of the Comprehensive Plan regarding the natural environment, natural resources, and general open space.

The 1971 General Plan and the 1988 Comprehensive Plan sought to:

1. Preserve the natural integrity of the Willamette River. Provide for frequent contact with the river. Encourage development of an adequate park and recreation system which would contribute to the physical, mental and moral health of the community.

2. Encourage the school/park concept as a basic feature of the park element of the Plan.

3. Develop parks and open spaces where the land and surrounding development make it least suited for intensive development.

4. Develop an extensive system of trails along stream courses and power line easements.

5. Encourage early acquisition of recreation sites to protect them from development and to reduce the public cost of acquiring the land.
6. Encourage commercial recreation carefully sited within, or adjacent to, other uses.

These standards recognize the importance of an adequate park and recreation system to the physical, mental and moral health of the community. They also represent a common-sense approach to parks planning and are, therefore, reaffirmed by this Plan. The Park and Recreation system envisioned is a combination of passive and active recreational areas including specified park lands, schools, and linear open spaces in both public and private ownership. It is a basic premise of this Plan that the availability of conveniently located open recreational spaces is more important than the form of ownership.

In planning for such a system, it is helpful to classify the individual components (neighborhood parks, community parks, Greenway, etc.) which will or could comprise the park system. In addition, the establishment of a reasonable acquisition and development program requires a listing of priorities and a guide to desirable service levels. To maximize effectiveness, however, the actual development of such a system requires relating the provision of facilities and services to the particular needs and recreational desires of the residents to be served.

In recognition of Statewide Planning Goals and to provide a framework for development of park and recreation facilities, the following policy and implementation measures have been established:

**Policy 3.1.11** The City of Wilsonville shall conserve and create open space throughout the City for specified objectives including park lands.

- **Implementation Measure 3.1.11.a** Identify and encourage conservation of natural, scenic, and historic areas within the City.

- **Implementation Measure 3.1.11.b** Provide an adequate diversity and quantity of passive and active recreational opportunities that are conveniently located for the people of Wilsonville.

- **Implementation Measure 3.1.11.c** Protect the Willamette River Greenway from incompatible uses or developments.

- **Implementation Measure 3.1.11.d** Continue the acquisition, improvement, and maintenance of open space.

- **Implementation Measure 3.1.11.e** Require small neighborhood parks (public or private) in residential areas and encourage maintenance of these parks by homeowner associations or other entities as deemed appropriate by the City.

- **Implementation Measure 3.1.11.f** Maintain and develop the current park system for centralized community-wide park facilities, but emphasize the future acquisition of small parks in localized areas.
Implementation Measure 3.1.11.g Where appropriate, require developments to contribute to open space.

Implementation Measure 3.1.11.h Protect residents from bearing the cost for an elaborate park system, excessive landscape maintenance, and excessive public facility costs.

Implementation Measure 3.1.11.i Develop limited access natural areas connected where possible by natural corridors for wildlife habitat and watershed and soil/terrain protection. Give priority to preservation of contiguous parts of that network which will serve as natural corridors throughout the City for the protection of watersheds and wildlife.

Implementation Measure 3.1.11.j Identify areas of natural and scenic importance and where appropriate, extend public access to, and knowledge of such areas, to encourage public involvement in their preservation.

Implementation Measure 3.1.11.k Protect the river-connected wildlife habitat.

Implementation Measure 3.1.11.l Encourage the interconnection and integration of open spaces within the City and carefully manage development of the Willamette River Greenway.

Implementation Measure 3.1.11.m Provide for legal public access to the river only through and within the City parks, right-of-ways, easements, or other public property.

Implementation Measure 3.1.11.n Park classifications and standards shall be developed to guide a program for acquisition and development of a park and open space system to insure an adequate supply of usable open space and recreational facilities, directly related to the specific needs of the local residents.

Implementation Measure 3.1.11.o Individual park and recreational sites, as defined by the parks and open space standards and classification system will be developed according to the following priorities:

1. Where possible, facilities within a park should be adjusted to meet the needs and desires of the local residents and the characteristics of the site. Park and/or recreational facilities in demand and least supply should receive the highest priorities.

2. Parks should be planned to insure maximum benefit to the greatest number of local residents. For this reason, acquisition and development of community level parks should be given the highest park priority.

3. Development of additional neighborhood Parks will have a lower priority for public funding, except where a higher priority is established for a specific area by a legislative Master Plan or other provision of the Comprehensive Plan. To assure localized benefit, development and maintenance of neighborhood parks
shall continue to be accomplished through homeowner associations or other entities as deemed appropriate by the City.

4. Small neighborhood parks have the lowest development priority and should be supplied at public expense only if an area is determined to be isolated from access to other parks, or where deemed to be needed by a legislative Master Plan, or where space is extremely limited, and the park is supported by the adjacent neighborhood the park is serving. Maintenance of such parks should be assigned to a homeowners' association or other neighborhood organization or the City. Small neighborhood parks tend to benefit a very localized population. It is, therefore, the intent of these standards to assign, where possible or appropriate to specific areas, the financial burden of maintenance and even development to those that benefit the most. In addition, a significant factor affecting maintenance costs is one of transporting equipment from park to park. Therefore, by concentrating public maintenance efforts to a few community parks, efficient use of maintenance dollars can be maximized.

5. Provision of regional park facilities will only be considered as an inter-jurisdictional project; and should have a low priority unless unusual circumstances arise.

6. The City will encourage dedication or acquisition of land for parks and other public purposes in excess of lands needed to satisfy immediate needs.

Implementation Measure 3.1.11.p  New developments shall be responsible for providing specified amounts of usable on-site open space depending on the density characteristics and location of the development, considering the provisions of applicable legislative Master Plans. Where possible, recreational areas should be coordinated with and complement Willamette River Greenway, and other open space areas identified as environmentally sensitive or hazardous areas for development.

Implementation Measure 3.1.11.q  All development within the Willamette River Greenway shall be controlled through the conditional use permit process and shall be subject to Design Review approval.

It is the reasoning of these policies that the need for open space is closely related to density. There is a relationship between the amount of interior space provided within living units and the desire for outdoor space. That is, if the interior living space creates a confined or crowded feeling, the availability of outdoor space becomes more important than if the interior area is spacious and comfortable. Therefore, while standards for open space will be set, they may be adjusted based on individual site design characteristics. The standards further recognize the value of urban land for development and attempts to reasonably balance the need for open or recreational space with competing uses.

The West Linn – Wilsonville School District currently provides recreational facilities and programs for City residents. They have developed facilities at Wood Middle School and at Wilsonville High School. These facilities and services are considered a vital part of the City's park and recreational system.
Implementation Measure 3.1.11.r The City shall continue to work on cooperative arrangements with the school districts to encourage provision of adequate year-round recreational programs and facilities, and to eliminate unnecessary overlap of facilities. Joint ventures in providing facilities and programs should be carefully considered in order to maximize the use of public funds in meeting local needs.

Safe and convenient access to park and recreation facilities is an important factor in a successful park system. The pedestrian/bicycle/equestrian paths are essentially an element of the City's transportation system and policies regarding their development are included in the Transportation Systems Plan. Pathways do, however, also serve a recreational function and are, therefore, referenced in this element. This is particularly true with respect to coordination/alignment of proposed pathways with park and recreational facilities, including schools.

Implementation Measure 3.1.11.s Facilities constructed to implement the Bicycle and Pedestrian Master Plan shall be designed to insure safe and convenient pedestrian, bike and, where appropriate, equestrian access from residential areas to park, recreational and school facilities throughout the City.

Park System Classifications
Detailed park development standards are included in the City of Wilsonville Parks & Recreation Master Plan, dated December 1994. That document includes standards for the following:
- Neighborhood parks;
- Community parks;
- Regional parks;
- Minor limited-use recreation center and minor multi-use recreation centers;
- Major limited-use recreation centers;
- Major multi-use recreation centers;
- Activity Centers; and
- Nature trails, minor pathways, and major pathways.

Solid Waste
Within the City of Wilsonville, solid waste disposal is currently handled by United Disposal Service which operates under an exclusive franchise agreement with the City.

Within the Portland metropolitan area solid waste disposal has been a concern for many years. The average family of four generates about 4 tons of garbage a year, which ends up in sanitary landfills. The existing landfills in the metropolitan area have been filled up and it is no longer feasible to site new ones. In fact, garbage from the Portland region is now hauled, at considerable expense, to Eastern Oregon for disposal.
This Plan also recognizes, however, that a successful solid waste management plan will have to
deal with much broader issues than just landfills. Such a regional plan must address the issue of
throwaway products and emphasize programs for waste reduction rather than discard as a long-
term solution.

Policy 3.1.12 The City of Wilsonville shall continue to acknowledge Metro's legislative
authority for regional solid waste management and landfill siting. The City may
also, from time to time, recommend adoption of solid waste management
strategies or programs.

Implementation Measure 3.1.12.a. In an effort to minimize the solid waste problem, the City will
continue to support the local recycling/reuse program as well as supporting regional
efforts in waste reduction programs.

Semi-Public Utilities

Semi-public utilities are privately owned and operated companies, but have general public benefit
and may be regulated by governmental controls. They include energy and communications
facilities and services.

Utilities in this category, serving Wilsonville include GTE, Century Telephone, Northwest
Natural Gas Company and Portland General Electric. These services and facilities are currently
generally adequate.

Policy 3.1.13 The City of Wilsonville shall coordinate planning activities with the utility
companies, to insure orderly and efficient installation of needed service lines
and equipment.

Implementation Measure 3.1.13.a. To enhance aesthetic quality, promote public safety and to
protect service lines from damage (e.g., ice/wind storms or vehicle accidents), as new
development occurs all utility service lines serving the developing property shall be
placed underground, in accordance with the City's Public Works Standards.

Implementation Measure 3.1.13.b The City shall encourage the utility companies to
underground existing above-ground services, at the earliest possible time.

Implementation Measure 3.1.13.c Above-ground facilities such as transformers, etc., shall be
located in a manner that minimizes their visual impact. Where possible such facilities
should be coordinated with the landscaping to provide screening.

Implementation Measure 3.1.13.d To reduce future demands for electrical energy, the City shall:

1. Encourage incorporation of alternative energy sources (e.g., solar, etc.) into new
construction, as well as retrofitting of existing development.
2. Encourage energy efficient site and building designs. The City should also consider joint efforts with PGE and the Army Corps of Engineers and other government agencies, to study the potential for local power generation.

3. To set an example for proposed developments, the City will incorporate energy-efficient designs into construction of City buildings and facilities.

4. The City will review and revise existing street lighting standards to provide adequate safety while minimizing the demand for power (e.g., use of minimum number of lights, use of energy-efficient lights such as high pressure sodium lamps, etc.).

City Administration

Decisions about the growth of City staff and how to fund operations are properly within the purview of the City Council, after receiving recommendations from the Budget Committee. Therefore, no specific staffing standards are established.

Policy 3.1.14 The City of Wilsonville shall, pursuant to Statewide Planning Goal 11 and within the confines of the City budget, maintain a qualified staff adequate to support the various service functions of the City. The City shall plan for the provision of adequate work spaces and facilities in order to maximize the accessibility of City services to the public. Facilities shall be funded in the manner deemed most cost-effective and efficient by the Budget Committee and City Council.

Health And Social Services

Health care facilities and services are provided by a variety of public and private agencies throughout the metropolitan area. Legacy - Meridian Park Hospital located just north of the City, in Tualatin, is the closest facility with general medical and emergency services available.

Social services are also provided by a variety of agencies, including State and County facilities and volunteer or non-profit organizations. Many of these facilities are, however, extremely limited in capacity and additional facilities will be needed to support future population growth.

Policy 3.1.15 The City of Wilsonville shall periodically monitor the availability of health and social services, including day care, and where feasible, will cooperate with the appropriate agencies in providing additional services and facilities. The adequacy of these facilities should be considered during the process of planning for future growth.

For information on public facility construction projects, please see the City’s Capital Improvement Program, which is updated annually.
TRANSPORTATION

[This section was amended by Ord. # 718, 6/17/13]

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

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

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

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

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

Transportation plans must include a transportation financing program.

The Wilsonville Comprehensive Plan includes, as sub-elements of the Plan, the City’s Transportation Systems Plan (2013), the Bicycle and Pedestrian Master Plan (2006) and the Transit Master Plan (2008). There are no airports or marine transportation facilities within the city. The City has adopted 1-Year and 5-Year Capital Improvement Plans which provide for the construction of transportation facilities, improvements and services necessary to support the City’s Transportation Systems Plan, the Bicycle and Pedestrian Master Plan and the Transit Master Plan.

The Transportation Network

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

Two I-5 interchanges are located within Wilsonville, Interchange 283, I-5 at Wilsonville Road, and 286, I-5 at Elligsen Road. Both interchanges provide a vital function in supporting local and regional economic development goals and plans. Local traffic, including commercial and industrial vehicles, must have safe and efficient access to and from the freeway.
In the late 1990s, substantial public improvements were made to upgrade both interchanges. Ten years later, both interchanges again had capacity limitations. A major modernization project completed in 2012 reconstructed the I-5/Wilsonville Road interchange. The I-5/Wilsonville Road project created elevated bike/pedestrian pathways on both sides of the street, expansion of the travel way to eight lanes under the I-5 Bridge, and wider and longer on and off ramps.

Capacity limitations also existed at the 95th/Commerce Circle /Boones Ferry Road intersections. The improvements in 2012 added an additional right-turn lane southbound off I-5 to Boones Ferry Road, an additional left-turn lane from Boones Ferry Road to 95th Avenue, and an additional right-turn lane from 95th Avenue to Boones Ferry Road, as well as making Commerce Circle a right-in / right-out intersection with 95th Ave thereby minimizing congestion at this intersection.

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

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

Local and regional trails and community pathways traverse the community and connect neighborhoods with other destinations. The City is a partner in the 2013 Master Plan for the Ice Age Tonquin Trail, which will connect the communities of Tualatin, Sherwood, and Wilsonville.

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

**GOAL 3.2:** To encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation.

**Policy 3.2.1** To provide for safe and efficient vehicular, transit, pedestrian and bicycle access and circulation.
Implementation Measure 3.2.1.a  Provide a safe, well-connected, and efficient network of streets and supporting infrastructure for all travel modes.

Implementation Measure 3.2.2  The City may adopt street demonstration plans and other illustrative guidance to street, bicycle and pedestrian connectivity, and require development to show consistency with those plans.

Policy 3.2.2  To provide for a mix of planned transportation facilities and services that are sufficient to ensure economical, sustainable and environmentally sound mobility and accessibility for all residents and employees in the city.

Policy 3.2.3  If adequate regional transportation services, including I-5 interchange modification or additions, and high capacity public transportation, cannot be provided, then the City shall reevaluate and reduce the level of development and/or timing of development anticipated by other elements of this Plan. Such reductions shall be consistent with the capacity of the transportation system at the time of re-evaluation.

GOAL 3.3:  To achieve adopted standards for increasing transportation choices and reducing reliance on the automobile by changing land use patterns and transportation systems so that walking, cycling and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today.

Policy 3.3.1  The City shall provide facilities that allow people to reduce reliance on single occupant automobile use, particularly during peak periods.

Implementation Measure 3.3.1.a.  Encourage a balance among housing, employment, and commercial activities within the City so more people are able to live and work within Wilsonville, thereby reducing cross-jurisdictional commuting.

Implementation Measure 3.3.1.b.  Increase densities and intensities of development in or near the Town Center area and in other locations where transportation systems can meet those needs.

Implementation Measure 3.3.1.c.  Plan for increased access for alternative modes of transportation, such as bicycling, transit and walking.

Implementation Measure 3.3.1.d.  Continue use of the Planned Development/ Master Plan process to encourage developments that make it more convenient for people to use transit, to walk, to bicycle, and to drive less to meet daily needs.

Implementation Measure 3.3.1.e.  Provide more and better options for travel from one side of the freeway, the railroad, and the Willamette River to the other.
Implementation Measure 3.3.1.f. Support provision of full day and Saturday transit service in the WES corridor.

Implementation Measure 3.3.1.g. Advocate for the extension of WES to Salem.

Implementation Measure 3.3.1.h. Consider reducing parking requirements where it can be shown that transit and/or bicycle pedestrian access will reduce vehicular trips.

**Policy 3.3.2**  The City shall work to improve accessibility for all citizens to all modes of transportation.

Implementation Measure 3.3.2.a. Provide pedestrian and bicycle connections between residential neighborhoods and major commercial, industrial, and recreational activity centers throughout the city, as shown in the Bicycle and Pedestrian Master Plan. Coordinate the system of pathways planned by adjacent jurisdictions to allow for regional travel.

Implementation Measure 3.3.2.b. Concrete sidewalks will be provided on both sides of all streets unless waived when alternative provisions are found to adequately address pedestrian needs.

Implementation Measure 3.3.2.c. Transportation facilities shall be ADA-compliant.

Implementation Measure 3.3.2.d. Fill gaps in the existing sidewalk and off-street pathway systems to create a continuous network of safe and accessible bicycle and pedestrian facilities.

**GOAL 3.4:** To facilitate the safe, efficient and economic flow of freight and other goods and services within the city and the region.

**Policy 3.4.1** Upgrade and/or complete the street network on the west side of I-5, including in the Coffee Creek and Basalt Creek areas, to serve the warehousing, distribution, and other industrial uses located there.

Implementation Measure 3.4.1.a Where the City Council officially designates truck routes, these streets shall be developed to arterial street construction standards and be posted as truck routes.

**Policy 3.4.2** The City will work with ODOT, Metro and neighboring communities to maintain the capacity of I-5 through a variety of techniques, including requirements for concurrency, continued development of a local street network within and connecting cities along I-5, access management, and completion of targeted improvements on I-5 such as auxiliary lanes, improvements at interchanges, etc.
Implementation Measure 3.4.2.a. Consistent with the City’s policy that needed public facilities and services are provided in advance of, or concurrently with, development, proposed land use changes within the I-5/Wilsonville Road IMA shall be consistent with planned future transportation projects.

GOAL 3.5: To protect existing and planned transportation facilities, corridors and sites for their identified functions, including protection of the function and operation of the I-5/Wilsonville Road Interchange and the I-5/Eligsen Road Interchange, together with the local street network within the Interchange Areas.

Policy 3.5.1 Develop and maintain a transportation system that balances land use and transportation needs in a manner that enhances the livability and economic vitality of the city.

Implementation Measure 3.5.1.a. Establish and maintain design standards for each arterial and major collector street, in accordance with the Functional Street Classification System. The conceptual location of proposed new major streets identified in the TSP will be refined based on detailed engineering specifications, design considerations, and consideration of local impacts.

Implementation Measure 3.5.1.b. Evaluate the alignment and design of local streets on a project-by-project basis in coordination with the overall purposes of the TSP.

Implementation Measure 3.5.1.c. The Transportation Systems Plan shall be used to establish the Functional Street Classification System.

Implementation Measure 3.5.1.d. The Development Review Board or City Council may approve specific modifications through the planned development process. Such modifications shall be made in consideration of existing traffic volumes and the cumulative traffic generation potential of the land uses being developed.

Implementation Measure 3.5.1.e. All arterial and collector streets shall be dedicated public streets.

Policy 3.5.2 Review all land use/development proposals with regards to consistency with the TSP transportation impacts.

Implementation Measure 3.5.2.a. All development proposals shall be required to provide for a transportation impact analysis by payment to the City for completion of such study by the city’s traffic consultant unless specifically waived by the City’s Community Development Director because the scale of the proposed development will have very limited impacts.
Implementation Measure 3.5.2.b. The City may approve local private streets through the Planned Development process, provided that adequate emergency access is available and that proper maintenance by private entities is ensured.
Implementation Measure 3.5.2.c.  Any proposed change to the Comprehensive Plan or Zoning Maps that would result in additional trips above that allowed under the city’s concurrency policies may be denied unless mitigation measures are identified and provided.

**Policy 3.5.3**  Provide for an adequate system of local roads and streets for access and circulation within I-5 Interchange Management Areas that minimize local traffic through the interchanges and on the interchange cross roads.

**I-5/Wilsonville Road IMA:**

Implementation Measure 3.5.3.a.  The City will require future development to plan for and develop local roadway connections consistent with the I-5/Wilsonville Road IAMP as part of the development permit approval process.

Implementation Measure 3.5.3.b.  Bicycle and pedestrian connections within the IMA will be required for new development consistent with the City’s Bicycle and Pedestrian Plan.

Implementation Measure 3.5.3.c.  System operational improvements, including signal synchronization, transportation demand management measures and incident management shall be implemented within the vicinity of the interchange to maximize the efficiency of the local street network and minimize the impact of local traffic on the interchange.

Implementation Measure 3.5.3.d.  The City will require future development to adhere to access management spacing standards for private and public approaches on statewide highways as adopted in the Wilsonville Road IAMP.

Implementation Measure 3.5.3.e.  The City will approve development proposals in the I-5/Wilsonville Road Interchange Management Area (IMA) only after it is demonstrated that proposed access and local circulation are consistent with the Access Management Plan in the I-5/Wilsonville Road IAMP.

Implementation Measure 3.5.3.f.  Ensure that future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system.

Implementation Measure 3.5.3.g.  Any proposed change to the Comprehensive Plan Map or existing zoning that would result in additional trips above that allowed under the current zoning and assumed in the I-5/Wilsonville Road IAMP must include a review of transportation impacts consistent with OAR 660-12-0060.

Implementation Measure 3.5.3.h.  The City will provide notice to ODOT for any land use actions proposed within the I-5/Wilsonville Road IAMP Overlay Zone.
I-5/Elligsen Road Interchange

Implementation Measure 3.5.3.i. The City will require future development to adhere to access management spacing standards for private and public approaches on statewide highways as required by the Oregon Highway Plan.

Implementation Measure 3.5.3.j. Ensure that future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system.

Implementation Measure 3.5.3.k. Bicycle and pedestrian connections within the Interchange Area will be required for new development consistent with the City’s Bicycle and Pedestrian Plan.

Implementation Measure 3.5.3.l. System operational improvements, including signal synchronization, transportation demand management measures and incident management shall be implemented within the vicinity of the interchange to maximize the efficiency of the local street network and minimize the impact of local traffic on the interchange.

**GOAL 3.6:** To provide for the construction and implementation of transportation facilities, improvements and services necessary to support the TSP, the Transit Master Plan and the Bicycle and Pedestrian Master Plan.

**Policy 3.6.1** The City will plan, schedule, and coordinate implementation of all street improvements through the on-going five-year Capital Improvements Plan. A priority is given to eliminating existing deficiencies and in upgrading the structural quality of the existing arterial system.

Implementation Measure 3.6.1.a. Complete the major street system improvements shown in the Transportation Systems Plan. The City may not be able to finance all of these improvements. Some may be financed by other entities, or a combination of public and private funds.

Implementation Measure 3.6.1.b. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.

**Policy 3.6.2** Require each development to provide all collector and local streets, unless the benefit to the entire community warrants public participation in funding those collector streets.

**GOAL 3.7:** Maintain a transportation financing program for the construction and implementation of transportation facilities, improvements and services necessary to support the TSP, the Transit Master Plan and the Bicycle and Pedestrian Master Plan.
Policy 3.7.1  To ensure development of an adequate street system, the City shall collect a Systems Development Charge as development occurs. Funds collected shall be allocated through the Capital Improvements Plan as needed to provide extra capacity service.

GOAL 3.8: To maintain coordination with neighboring cities, counties, Metro, ODOT local businesses, residents and transportation service providers regarding transportation planning and implementation.

Policy 3.8.1  The City shall work with the State, Metro, Clackamas and Washington Counties and adjacent jurisdictions to develop and implement a Regional Transportation Plan that is complementary to and supportive of the City's Plan while addressing regional concerns. The City expects a reciprocal commitment from the other agencies. This policy recognizes that there is a need for a collective and cooperative commitment from all affected agencies to solve existing and future transportation problems. The City will do its part to minimize transportation conflicts, but it must also have the support of County, regional, State and Federal agencies to effectively implement this Plan.

Implementation Measure 3.8.1.a.  The City shall advocate for the State, Metro, and Counties to improve regional transportation facilities which, due to inadequate carrying capacities, limit implementation of the City's Transportation Plan.
LAND USE AND DEVELOPMENT

The previous sections on urbanization and public facilities have addressed the City's intent in terms of where and when development should occur. This section discusses the “what” (type) and “how” (design) of development.

The City of Wilsonville is required to utilize standards to help implement the Metro 2040 Growth Concept and Metro functional plans. Such standards include allowing the creation of smaller lots and more flexible use of land, strategies to encourage land assembly, more flexible zoning, and improvements in the pre-application process to ensure timely and thorough review.

The following plan policies are divided into five sections. The first deals with general development standards applying throughout the City. The second deals with commercial development; followed by sections on the Town Center, industrial development and residential development.

The last section deals with resource areas and natural hazards and it discusses the City's intention to protect environmental resources. It also supports the establishment of community design standards. It provides guidelines for integrating development with the natural features of the community, as well as with surrounding uses. In combination, these standards yield an integrated community design that blends the natural environment with urban development. The design criteria ensure the protection of significant natural resources and enhance the visual attractiveness of the community.

In reviewing this section of the Comprehensive Plan, it is important to remember that Wilsonville is required to conduct its planning efforts in conformance with state and regional requirements. The fundamental theme of the statewide planning program is that urban areas (especially cities) are expected to provide urban services and accommodate urban densities and intensities of development in order to reduce the development pressure on farm and forest lands. The fundamental theme of Metro’s regional requirements is that the cities and counties in the urban Portland region must cooperate in meeting urban growth needs in order to reduce the development pressure on farms and forest lands outside the regional Urban Growth Boundary.

Metro has established its own standards for design that the City must consider in amending the local Comprehensive Plan. These “design types” can be found in Metro’s 2040 Growth Concept. It is important to note that Wilsonville’s Comprehensive Plan does not necessarily use the same terminology as Metro’s Growth Concept and the results can be different. The following Metro design types do not necessarily have the same meaning as the words used in Wilsonville’s Comprehensive Plan:

Town Center - Local retail and services will be provided within this area, with compact development and transit service. Note that the boundaries of Wilsonville’s Town Center area, as defined in the local Comprehensive Plan and zoning, are more refined than Metro’s Town Center designation. Recommended average density - 40 persons (residents and employees) per acre.
Station Communities - Include nodes of development centered approximately one-half mile around a light rail or high capacity transit station that feature a high-quality pedestrian environment. Depending on the location and design of a station within Wilsonville for commuter rail, a Station Community may be developed within the City. It should be noted, however, that commuter rail stations tend to have different operating characteristics than light rail stations because they have fewer arrivals and departures throughout the course of a day. Because of those different operating characteristics, development planned around Wilsonville’s commuter rail station should not be expected to meet the same standards as light rail areas elsewhere in the region. Recommended average density - 45 persons (residents and employees) per acre.

Main Streets - Include part of the Town Center and the neighborhoods served by main streets, typically including retail and service developments, as well as housing, served by transit. Wilsonville’s plans for the Old Town District along Boones Ferry Road would help to establish that neighborhood as a Main Street. The Town Center Plan also includes a Main Street sub-district with active ground floor uses. Recommended average density - 39 persons (residents and employees) per acre.

Corridors - Along good quality transit lines, corridors feature a high-quality pedestrian environment, convenient access to transit, and generally high-densities. Corridor areas in Wilsonville include Parkway Drive from Town Center through the north Wilsonville freeway interchange, and the northern end of Boones Ferry Road leaving the city limits. Recommended average density - 25 persons (residents and employees) per acre.

Employment Areas - Various types of employment and some residential development are encouraged in employment areas, with limited commercial uses. Wilsonville has three employment areas according to Metro maps. Metro’s employment areas are regarded primarily as industrial development sites in the City’s Comprehensive Plan. The site that previously housed the Burns Brothers Truck Stop (Area of Special Concern ‘A’) is labeled as an employment area by Metro, but is zoned for commercial development by the City. Such sites with existing commercial zoning have been exempted from Metro requirements limiting large retail developments in employment areas. Recommended average density - 20 persons (employees) per acre.

Industrial Areas - Industrial areas are set aside primarily for industrial activities with limited supporting uses. Metro maps designate one large industrial area within the City. Most of Wilsonville’s industrial properties have been categorized by Metro as employment areas. Recommended average density - 9 persons (employees) per acre.

Inner Neighborhoods - Residential areas accessible to jobs and neighborhood businesses with smaller lot sizes, are classified as inner neighborhoods. It should be noted that the residential designations on Wilsonville’s Comprehensive Plan Land Use Map cover a wide range of densities. Overall, properties with residential zoning in Wilsonville will exceed the recommended density established by Metro. Recommended average density - 14 persons per acre.
Outer Neighborhoods - Residential neighborhoods farther away from large employment centers, with larger lot sizes and lower densities, are classified as outer neighborhoods. (Please see the notes on residential densities in inner neighborhoods, above.) Recommended average density - 13 persons per acre.

It should be noted that the City will revisit and reconsider Metro’s design types as part of the on-going revisions to the Comprehensive Plan. The City will be considering possible changes to the Land Use Map of the Comprehensive Plan in the process of completing the Transportation Systems Plan in 2000 or 2001. The potential for changing City land use designations to better match Metro’s design types will be considered at that time.

ECONOMIC DEVELOPMENT

Industrial development has been the primary element in Wilsonville's growth in recent years. However, commercial development, particularly professional offices, has begun to be of interest to business developers. Housing development has also increased substantially. Metro has now projected growth that will more than double both the number of housing units and the number of jobs in Wilsonville between the year 2000 and approximately 2020. If this growth occurs as predicted, the existing imbalance between jobs and housing (estimated at more than three jobs for each housing unit in 1996) will continue into the future.

Economic trends have fluctuated significantly, although perhaps cyclically, since Wilsonville was incorporated in 1969. As with much of Oregon, the local economy hit a low point in the early 1980s but boomed throughout the 1990s.

Commercial and industrial developments accounted for a total local employment that exceeded 17,000 jobs in 1996 (Metro data – ES 202). As of October 1999, the ten top employers within the City had a total of approximately 5,200 employees. Of those top-ten employers, only one was a retail store. The rest would be considered to be industrial uses of one kind or another. Although the number of workers in the ten largest local employers was impressive for a City of less than 15,000 residents, it also indicated how many smaller companies were employing people in Wilsonville. This is a clear indication of the economic diversity that the community now enjoys.

Industrial development is the basic element of economic growth as it produces goods for marketing, as well as being the primary employment generator. Commercial development is also important in that it creates secondary employment and provides retail outlets for manufactured goods. The commercial sector also provides support services for industry and personal goods and services (e.g., doctors, lawyers, food, clothing, etc.) for local residents and workers. It should be noted that having adequate commercial services in proximity to homes and other businesses reduces the need for travel and helps to meet state and regional goals for air quality and traffic congestion.

While commercial and industrial developments are generally associated with economic growth, housing is also an important element of the local economy. Housing development provides
employment in planning, engineering, architecture, construction and real estate. More important, however, is the relationship of the availability of affordable housing to the local labor market. The first section of this element of the Plan is oriented to commercial and industrial development. However, this Plan recognizes the importance of providing housing commensurate with the social and economic needs of local employees and is, therefore, followed by a section on housing.

The State’s Economic Development Goal (Goal 9) is, “To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.” Prior to adoption of this statewide goal, Wilsonville had developed the 1971 General Plan. The 1971 General Plan's goals and objectives included:

To develop an attractive and economically sound community.

Encourage commercial and industrial development to provide a balanced tax base and take advantage of the City's strategic location along I-5 and the rail line.

Maintain high-quality industrial development that enhances the livability of the area and promotes diversified economic growth.

Protect industrial lands from incompatible uses.

Encourage only industries interested in and willing to participate in development and preservation of a high-quality environment.

Encourage incorporation of large office complexes in industrial parks.

Develop performance standards, in addition to site development standards, which will limit emissions of smoke, dust, odor, glare, noise, and vibration from industrial uses.

Plan for industry to take advantage of the railroad and I-5 where necessary services can be provided.

These goals and objectives are still as much value today, as they were in 1971. In addition, the 1971 Plan attempted to provide for a reasonable amount of commercial facilities in a planned relationship to the people they will serve. Commercial areas were designated to reinforce existing development patterns and to be centered along Wilsonville Road and the north freeway interchange.

Existing commercial and industrial development has generally conformed to these guidelines and the 1988 Plan reaffirmed them as desirable objectives. The Comprehensive Plan continues to retain a focus on commercial development in the form of centers, rather than strip development.

Wilsonville is strategically located on the fringe of the metropolitan area, just south of the confluence of the I-5 and I-205 freeways, making it very desirable for economic development. Because of this, the City has an excellent opportunity to actively plan and guide its commercial and industrial development rather than remain in a passive review role. In this way, the City can ensure the type of development it wishes to occur.
GENERAL DEVELOPMENT

The rate of business and residential growth experienced by Wilsonville between 1980 and 2000 clearly indicates the popularity of this community as a place to do business, a place to work, and a place to live. The City has historically focused considerable attention on economic development without losing sight of the importance of protecting natural resources and developing attractive residential neighborhoods. The City has a well-established history of designating and protecting open space areas. Wilsonville residents also voted to support regional efforts to acquire large tracts of open space outside the City.

The City completed the West Side Master Plan in 1996, covering most of the City limits west of I-5 and south of Boeckman Road. The implementation of that Master Plan was delayed pending the prison-siting decision by the State and the completion of Wilsonville’s Transportation Systems Plan. Much of the text of the West Side Master Plan can now be incorporated into the Comprehensive Plan.

Throughout this section of the Comprehensive Plan, provisions have been made for allowing certain mixes of uses to occur within the separate land use districts. This flexibility is provided to allow for the realization of benefits derived from complementary relationships in land uses. The benefits to be derived from these mixed-uses are primarily related to improvements in transportation and related utilization of energy and subsequent emissions of pollutants. The mixed-use provisions are not intended merely to increase property values.

GOAL 4.1  To have an attractive, functional, economically vital community with a balance of different types of land uses.

Policy 4.1.1  The City of Wilsonville shall make land use and planning decisions to achieve Goal 4.1.

Implementation Measure 4.1.1.a  To ensure overall economic stability, the City will continue to coordinate its policies with those of Clackamas County's and Washington County's Overall Economic Development Plans (OEDP), as well as the Oregon Economic Development Department.

Implementation Measure 4.1.1.b  To guide the local economic development program, the City will work with the local Chamber of Commerce to plan and promote economic growth in the community. In this regard, the City will maintain the base data and mapping necessary to assist economic development activities. The City will establish a process to update the base data at least annually.

Implementation Measure 4.1.1.c  The City will continue to support a cooperative and active working relationship with the business community through the Chamber of Commerce as
well as those businesses that are not members of the Chamber of Commerce and will seek their input when making decisions having economic impacts on the business community.

Implementation Measure 4.1.1.d  In the process of administering the City's Comprehensive Plan, careful consideration will be given to the economic impacts of proposed policies, programs and regulations. Efforts will be made to simplify and streamline the planning and zoning review process while maintaining the quality of development.

Implementation Measure 4.1.1.e  The City shall protect existing and planned industrial and commercial lands from incompatible land uses, and will attempt to minimize deterrents to desired industrial and commercial development.

Implementation Measure 4.1.1.f  Through the City's public facilities, transportation, and Capital Improvements Plans, priorities will be established to ensure that adequate public facilities are available to support desired industrial and commercial development. A high priority shall be given to improvements to water, storm drainage, traffic circulation, and safety. It is not the intent of this Implementation Measure for the City to subsidize commercial or industrial development. Developers continue to be primarily responsible for providing needed improvements. The City merely acts as the coordinating agent to ensure that adequate facilities coincide with development.

Implementation Measure 4.1.1.g  The City of Wilsonville will continue to help implement the Metro 2040 Growth Concept and the Urban Growth Management Functional Plan through the use of development standards allowing the creation of smaller lots and more flexible use of land, strategies to encourage land assembly, more flexible zoning and improvements in the pre-application process to ensure timely and thorough review.

Implementation Measure 4.1.1.h  Application for proposed developments will be accompanied by site plans which at a minimum:

1. Identify and protect adjacent properties.
2. Designate access points; and where possible, coordinate these points with adjacent uses.
3. Provide for adequate on and off-site vehicular and pedestrian/bike circulation.
4. Identify proposed building locations, heights, set-backs, and landscaped areas, architectural drawings or sketches sufficient to demonstrate the intent, impact, character, and intensity of use of the proposed development. Detailed specifications will be required as part of final development plans, which may occur in phases.

Implementation Measure 4.1.1.i  In reviewing proposed developments, the City will continue to examine:

1. The intensity of use, which includes percentage of lot coverage.
2. Number of employees per acre.
3. Peak vehicle trips per hour per acre.
4. Total trips per day per acre.

Implementation Measure 4.1.1.j Development will coincide with the provision of public streets, water, and sanitary sewer and storm drainage facilities as specified in Section ‘C,’ above. These facilities shall be: (a) capable of adequately serving all intervening properties as well as the proposed development; and, (b) designed to meet City standards.

Implementation Measure 4.1.1.k Unless otherwise specified in a legislative master plan or the development code, a minimum of 15% of the total gross area of all developments shall be landscaped and, where possible, integrated with the open space system. Areas identified as having significant natural resources may require enhancement in order to be considered part of the required open space for a given development. Additional landscaping may be required by the Development Review Board depending on the scale of the proposed development and its compatibility with abutting properties and their respective uses.

Implementation Measure 4.1.1.l Continue to utilize performance standards, in addition to site development standards, which will limit emissions of smoke, dust, odor, glare, noise, and vibration from industrial and commercial uses.

Implementation Measure 4.1.1.m Encourage a balance between light industrial and residential growth within the City.

Implementation Measure 4.1.1.n As existing businesses are renovated and new ones are constructed, the Development Review Board will require high standards of compatibility with surrounding development, landscaping, architecture and signage. The ability of a site to function properly in relation to the surrounding area will be emphasized.

Implementation Measure 4.1.1.o Applications for proposed developments will be accompanied by detailed site plans as specified in the City’s Development Code.

Implementation Measure 4.1.1.p Require the placement of utilities underground in new developments and seek means of undergrounding existing above-ground utilities, other than storm drainage facilities.

Implementation Measure 4.1.1.q Implement those portions of the text of the West Side Master Plan that do not conflict with the remainder of the Comprehensive Plan. Changes to the Land Use Map of the Comprehensive Plan, implementing the West Side Master Plan, will not be made until the Transportation Systems Plan has been adopted by the City Council.

To further guide economic growth, specific goals, objectives and policies have been established for residential, commercial, and industrial land use decisions.
COMERCIAL DEVELOPMENT

Commercial development is often a major identifying feature in a community, offering impressions to resident and visitor alike of the quality of life available. The Plan, therefore, urges that shopping areas be pleasant environments to live near and to do business within. They should not be designed in a manner only to attract attention. Buildings need not be painted in an offensive manner or have obtrusive signs to secure their share of the shopping public. In fact, the reverse trend tends to be the case, with centers providing a pleasant shopping environment often being more prosperous.

Commercial development demands special consideration in terms of traffic. On one hand, most commercial businesses need lots of customers coming and going in order to thrive. On the other hand, traffic jams at commercial locations can adversely affect the quality of the lives of other people in the area. The City must balance the needs of both the commercial and non-commercial sectors of the community in reviewing proposed development and considering the traffic impacts that will result. This is not intended to imply that commercial development is the only source of traffic problems. It is not. Rather, it is intended to point out that some commercial land uses may thrive in an environment where the traffic is excessive for other uses.

Commercial areas designated on the Plan recognize and reinforce existing development patterns, at the north (Elligsen Road) and south (Wilsonville Road). The Plan also recognizes the commercial development potential within the Charbonneau District, and the need for complementary commercial uses within or near the industrial area of the City. All commercial districts are planned in the form of centers or complexes rather than as a strip development along major streets. Five types of commercial centers have been recommended in Wilsonville’s Comprehensive Plan since 1971. They are:

- Town Center (please see the Town Center Development section below);
- Service Centers;
- Office Complexes;
- Commercial Recreation Centers; and
- Neighborhood Commercial Sites.

At this time, it is apparent that there are commercial areas of the City that do not clearly fall into the categories listed above. For that reason, the Planning Commission and City Council are continuing to discuss potential changes to commercial land designations. More changes to the commercial designations of the Comprehensive Plan are expected with the completion of the City’s Transportation Systems Plan in the months ahead.

The Town Center or City Center was, prior to the preparation of the Town Center Plan, described in the Comprehensive Plan as the City’s “major commercial district”. Through the extensive community process to create the Town Center Plan, the vision has been broadened to a mixed use heart of the City. Please see the Town Center section below.

Service Centers are primarily related to the motoring public and should be located at the freeway interchanges, particularly the Stafford Interchange. These centers would be the sites for motels, restaurants, automobile and truck service centers, and other large site users dependent on easy
access for freeway travelers. Such centers may also be incorporated into industrial developments. Service centers will be "on view" to a maximum number of visitors to the City and, accordingly, their appearance and their physical and visual relationship to abutting land uses are critical. Such uses should not compete for the same retail market as that intended to be served by the Town Center.

**Office Complexes** are distinguished from other commercial centers primarily because they are expected to generate less traffic than retail operations. A limited amount of retail is expected to occur within office complexes, but the amount of retail space is intended to be accessory or incidental to the primary office functions. Structures that will be located in these locations should be relatively small in scale if they are to form a transition between abutting residential areas and more intensive uses. The offices should be set back from streets a distance not less than that of abutting residential areas. Larger office complexes are appropriate in larger commercial or industrial locations. Parking areas and yards should be landscaped and signing should be subtle and "in keeping" with a quality environment. Large-scale and technology-oriented office facilities should be encouraged to locate in the Town Center and in large planned development commercial or planned development industrial zones.

**Commercial Recreation** - One such center has been developed in Charbonneau and is related to the golf courses contained within the development. Commercial recreation developments should be carefully introduced into the natural or constructed landscape of which they are a part, such as river or other water-oriented park sites. Such developments may also serve the convenience shopping needs of nearby residences.

**Neighborhood Commercial Centers** are established to provide for daily convenience needs of nearby residential or industrial areas. They will consist primarily of a small markets. Other related uses such as barber and beauty shops, laundry and dry cleaner pickup and delivery facilities, small bakery shops and other similar uses would also be appropriate in these small centers. If located in a residential area, parking facilities, signs, landscaping and the architecture of these centers must be of a quality at least equal to that of surrounding housing. Neighborhood Commercial Centers should be sensitively designed so that they are physically and visually compatible with the residential world of which they are generally a part.

Because large portions of the designated commercial areas are undeveloped, the opportunity exists to develop master plans, i.e., Town Center, or Wilsonville Square '76, to coordinate uses within a given area. The use of master plans for development within Wilsonville has been employed by the City since its incorporation. When small areas or individual lots develop, it also makes sense to coordinate them with adjacent properties. Therefore, under the commercial designation, a Planned Development Review process will continue to be the primary method of administration.

The intent of the Planned Development Review process is to allow for more flexible and creative designs and to encourage coordinated master planning of large areas. It is a further intent to provide for a logical mix of uses in relation to the surrounding uses without necessitating a Plan Amendment.
Policy 4.1.2 The City of Wilsonville shall encourage commercial growth primarily to serve local needs as well as adjacent rural and agricultural lands.

Implementation Measure 4.1.2.a Encourage commercial uses which are compatible with the residential nature of the community, and are complementary to or supportive of industrial development in the City.

Implementation Measure 4.1.2.b Provide opportunities for a basic mix of needed goods and services.

Implementation Measure 4.1.2.c Encourage a rate of commercial development consistent with serving the needs of residents of the City and adjacent rural and agricultural lands.

Implementation Measure 4.1.2.d Cluster commercial activity near the freeway interchanges and encourage service or freeway-oriented commerce to locate near the Stafford Interchange. Encourage retail and other local-oriented commerce to locate in commercial districts along Wilsonville Road to minimize transient traffic impacts on the Wilsonville Interchange.

Implementation Measure 4.1.2.e Maintain the area south of the Willamette River for residential needs and with a residential character consistent with the amended Charbonneau Master Plan (which includes some commercial development).

Implementation Measure 4.1.2.f The City, in accordance with Title 4 of the Metro Urban Growth Management Functional Plan, will encourage development of lands designated by Metro as “Employment” and “Industrial” areas to include supportive retail development. Commercial uses in those areas can be expected to include some limited retail uses, primarily to serve the needs of people working or living in the immediate area and 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 4.1.2.g The location and development of commercial areas within the community should be given very careful consideration. Although they may occupy a relatively small percentage of the total land area, commercial developments customarily occur at points of maximum traffic movement and, therefore, have a tremendous impact on people’s impressions of the visual quality of the community. If Wilsonville is to retain an image as a desirable place to live, its commercial areas must reflect that quality.

Implementation Measure 4.1.2.h Non-commercial uses may be permitted within a planned development commercial zone, provided that the predominant uses remain commercial. In many locations, the development of residential uses is appropriate and desirable in upper floors, while ground-floor uses remain commercial.

Implementation Measure 4.1.2.i As existing businesses are renovated and new ones are constructed, the Development Review Board will require high standards of compatibility...
with surrounding development, landscaping, architecture, and signage. The ability of a site to function properly in relation to the surrounding area will be emphasized.

Implementation Measure 4.1.2.j Neighborhood commercial, limited to convenience goods and services for local residents and workers, may be permitted as part of a Planned Development in a residential or industrial area provided the following criteria are met:

1. Sites shall be separated from other commercial uses by at least one-half (1/2) mile.
2. Each neighborhood commercial area shall be limited to no more than 5% of the total planned development acreage (gross) or one acre, whichever is less.
3. Sites shall have direct access to a street of at least a collector classification. Pedestrian access to surrounding development areas should also be provided.
4. Sites shall not include more than one quadrant of an intersection and will not result in undue traffic congestion.

Implementation Measure 4.1.2.k In order to assure compliance with Metro standards, retail uses with more than 60,000 square feet of gross leasable floor area per building or business shall not be permitted within areas zoned for industrial development.

TOWN CENTER DEVELOPMENT

In the early 1970’s, a proposal by Payless Drugs to locate its warehouse and headquarters in Wilsonville led to the relocation of Wilsonville’s Town Center land from the west side of I-5 to the current location east of I-5 and north of Wilsonville Road. A group of landowners in the new Town Center convened and hired architect Mel Kroker to prepare a master plan for Town Center. The Wilsonville City Center Plan (1973) recommended a suburban village approach to development with a mix of housing and commercial uses lining a loop road with a park or lake in the center. Kroker envisioned that one day the land would be in high demand and new development would fill in the center of the loop. As a result, the City Council amended the City’s Comprehensive Plan in 1978 to reflect the adopted Wilsonville City Center Plan.

After three decades of development and a lot of change, the City recognized the need for a new vision for the Town Center. In 2014, the City Council adopted Wilsonville’s Urban Renewal Strategy and the Tourism Development Strategy, both of which identified a Town Center Redevelopment Plan as a priority action item. In 2015, the City of Wilsonville was awarded a Metro Community Planning and Development Grant to help fund the Wilsonville Town Center Plan. Through an extensive outreach process, the Wilsonville community developed and adopted the City of Wilsonville Town Center Plan, which envisions the Town Center as a vibrant, walkable destination and heart of Wilsonville. The following policies state that vision in full, and the implementation steps to achieve it.

Policy 4.TC.1. The vision for Wilsonville’s Town Center is:

“Town Center is a vibrant, walkable destination that inspires people to come together and socialize, shop, live, and work. Town Center is the heart of Wilsonville. It is home to active parks, civic spaces, and amenities that provide year-round, compelling experiences."
Wilsonville residents and visitors come to Town Center for shopping, dining, culture, and entertainment.”

All development in the Town Center shall be consistent with the above-stated vision.

Policy 4.TC.2. The Wilsonville Town Center Plan shall be a supporting document of the Comprehensive Plan, adopted by the City as a part of this Comprehensive Plan with the full force and effect of the Plan.

Policy 4.TC.3. The planning area in the Wilsonville Town Center Master Plan shall be designated Town Center on the Comprehensive Plan Land Use Map. This map designation shall be implemented by the Town Center Zone. The purpose of the Town Center Zone is to implement Wilsonville’s vision for the Town Center, these policies, and the Wilsonville Town Center Master Plan.

Policy 4.TC.4. Development in the Town Center shall create a highly connected and walkable street and multi-modal transportation network that is consistent with the Wilsonville Town Center Master Plan.

Policy 4.TC.5. Development in the Town Center shall create open spaces that are linked, that serve as attractive amenities for the Town Center, and are consistent with the Wilsonville Town Center Master Plan.

Policy 4.TC.6. The Town Center Zone shall include design and development standards that will:
   A. Provide high quality design in new development and redevelopment that promotes a sense of community identity and implements the Wilsonville Town Center Vision.
   B. Provide a well-defined pedestrian, bicycle and vehicular network, good connections to adjacent land uses and efficient connections to transit stops.
   C. Provide quality and usable open space, increase street tree canopy, and create transitions between land uses.
   D. Provide sustainable development through the adaptive reuse of existing buildings and increase the use of low-impact development best practices.

Policy 4.TC.7. The City may use a variety of strategies to fund improvements in the Town Center. These include but are not limited to: funding by developers; public-private partnerships; partnerships with public agencies; urban renewal funding, special fees, and others authorized by the City Council.
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 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.

RESIDENTIAL DEVELOPMENT

Housing is a basic human need which concerns everyone. With today's housing costs, satisfying this basic need is becoming an increasingly difficult task. Governments at all levels are giving more and more attention to housing issues.

In the process of adopting the Statewide Planning Goals, LCDC established the goal providing for the housing needs of citizens of the State. To meet this goal, all local jurisdictions in the State must develop plans, "that encourage the availability of adequate number of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density."

As of October 1999, the existing housing stock of 6,788 units consisted of 41.2% single-family, 52.4% multi-family (including duplexes and condominiums), and 6.4% manufactured housing (mobile homes). This mix of housing types indicates that the City met the intent of the State’s “Metro Housing Rule” applying to housing mix. It is also important to note that the total number of housing units within the City increased by more than 200% in thirteen years. During that period, there were 476 more multiple-family units than single-family units added to the City’s housing mix. The number of mobile and manufactured housing units actually declined during that period, in spite of the fact that local codes were amended to permit those units to be located alongside conventionally built houses and multiple-family units.

Even prior to the adoption of the Statewide Planning Goals, Wilsonville's 1971 General Plan contained a goal that supported affordable housing, plus the following objectives:

- Establish residential areas that are safe, convenient, healthful, and attractive places to live;
- Encourage variety through the use of clusters and planned developments; and
- Develop a renewal program to update the "Old Town" area.

In compliance with these objectives, numerous residential developments, including apartments, single family subdivisions, planned developments, and a mobile home park were approved by the City. However, during the review hearings of many of these projects, questions of need, related to the timing, type, and number of units continually arose. Subsequently, as part of the 1988 Plan update, a detailed housing and economic development analysis was conducted (the Housing and Economic Development Report). While the report discussed several factors, it identified two significant factors related to housing. They were as follows:
The majority of workers employed in Wilsonville did not live in the City.

The prevailing vacancy rates for all types of housing as of January 1987, within the City were extremely low. This indicates that the demand for housing in Wilsonville exceeded the supply.

Many members of the community’s sizable work force still cannot afford to live in Wilsonville because of their incomes and the lack of affordable housing.

The City recognizes that some of the existing mobile home parks were originally approved as temporary transitional uses, eventually to be phased out for commercial or industrial uses in conformance with the designations of the 1975 Plan map. The City also recognizes that existing residents within these parks have chosen to live in mobile or manufactured homes based on personal preference and economic factors. They have also invested money in their homes and, if their parks are phased out, will be faced with finding suitable relocation sites, be forced to relocate outside of the City or sell their mobile homes.

The City is required by Metro to assure that residential densities in new developments are not less than 80 percent of maximum-zoned densities. The City is also required to determine the calculated capacity of dwelling units and jobs by the year 2017, using the capacity of its current Comprehensive Plan and implementing ordinances.

Additionally, the City is required to periodically review its public facility capacities and plans to assure that planned public facilities can be provided to accommodate the calculated capacity within the planning period.

The City is required to calculate the increases in dwelling unit and job capacities by the year 2017 from any proposed changes to the current Comprehensive Plan and Development Code that must be adopted and add the increases to the calculation of expected capacities.

The City is required to determine the effect of each of the following on calculated capacities, and include any resulting increase or decrease in calculated capacities:

1. Required dedications for public streets, consistent with Metro’s Regional Accessibility requirements;

2. Off-street parking requirements, consistent with the Metro Urban Growth Management Functional Plan;

3. Landscaping, setback, and maximum lot coverage requirements;

4. The effects of tree preservation ordinances, environmental protection ordinances, view preservation ordinances, solar access ordinances, or any other regulations that may have the effect of reducing the capacity of the land to develop at the zoned density;
5. The effects of areas dedicated to bio-swales, storm water retention, open space dedications, and other requirements of local codes that may reduce the capacity of the land to develop at the planned density.

If any of the calculated capacities are determined to be less than the City’s target dwelling unit and job capacities specified by Metro, either jurisdiction-wide or in mixed-use areas, or both, then the City is required to increase calculated capacities, as needed, to comply with the calculated capacities of Metro’s Urban Growth Management Functional Plan. The City is required to achieve the target capacities for both dwelling units and jobs.

As stated above, housing is a basic human need. Therefore, residential development is considered a primary element of this Plan. A priority is given to satisfying the housing Goal. In so doing, however, it is not the intent of this section to ignore other sections of the Plan. Rather, the intent is to balance conformance to other provisions of the Plan so as to best satisfy housing needs within the City. To complete the framework for evaluating residential development, the following Implementation Measures have been established.

**Policy 4.1.4** The City of Wilsonville shall provide opportunities for a wide range of housing types, sizes, and densities at prices and rent levels to accommodate people who are employed in Wilsonville.

Implementation Measure 4.1.4.a The City shall encourage that at least an area of land equal to that now utilized for existing mobile home parks within the City, shall be identified within the City for development of replacement mobile or manufactured parks or subdivisions prior to redevelopment of the existing parcels for other uses. Preservation of existing parks will be encouraged where consistent with other provisions of this Plan.

Implementation Measure 4.1.4.b Plan for and permit a variety of housing types consistent with the objectives and policies set forth under this section of the Comprehensive Plan, while maintaining a reasonable balance between the economics of building and the cost of supplying public services. It is the City's desire to provide a variety of housing types needed to meet a wide range of personal preferences and income levels. The City also recognizes the fact that adequate public facilities and services must be available in order to build and maintain a decent, safe, and healthful living environment.

Implementation Measure 4.1.4.c Establish residential areas that are safe, convenient, healthful, and attractive places to live while encouraging variety through the use of planned developments and clusters and legislative Master Plans.

Implementation Measure 4.1.4.d Encourage the construction and development of diverse housing types, but maintain a general balance according to housing type and geographic distribution, both presently and in the future. Such housing types may include, but shall not be limited to: Apartments, single-family detached, single-family common wall, manufactured homes, mobile homes, modular homes, and condominiums in various structural forms.
Implementation Measure 4.1.4.e  Targets are to be set in order to meet the City’s Goals for housing and assure compliance with State and regional standards.

Implementation Measure 4.1.4.f  Accommodate the housing needs of the existing residents of the City of Wilsonville. The future status of existing mobile home dwellers within the City is a particular concern in establishing this Measure.

Implementation Measure 4.1.4.g  Coordinate housing development with the social and economic needs of the community.

Implementation Measure 4.1.4.h  Require new housing developments to pay an equitable share of the cost of required capital improvements for public services.

Implementation Measure 4.1.4.i  Restrict the number of housing starts to the capacities of public facilities and services.

Implementation Measure 4.1.4.j  The City shall have a diverse range of housing types available within its City limits.

Implementation Measure 4.1.4.k  The City shall adopt specific goals for low and moderate cost housing to ensure that sufficient and affordable housing is available to households of all income levels that live or have a member working within the City of Wilsonville.

Implementation Measure 4.1.4.l  The City shall work to improve the balance of jobs and housing within its jurisdictional boundaries.

Implementation Measure 4.1.4.m  The City will consider the use of the following tools identified by Metro to improve availability of sufficient housing affordable to households of all income levels and manufactured housing to assure a diverse range of available housing types.

1. Donation of buildable tax-foreclosed properties to nonprofit organizations or governments for development as mixed-market affordable housing.

2. Development of permitting process incentives for housing being developed to serve people at or below 80% of area median income.

3. Provision of fee waivers and property tax exemptions for projects developed by nonprofit organizations or governments serving people at or below 60% of area median income.

4. Creation of a land-banking program to enhance the availability of appropriate sites for permanently affordable housing.

5. Adoption of replacement ordinances that would require developers of high-income housing, commercial, industrial, recreational or government projects to replace any affordable housing destroyed by these projects.
6. Creation of linkage programs that require developers of job-producing development, particularly that which receives tax incentives, to contribute to an affordable housing fund.

7. Committing locally controlled funds, such as Community Development Block Grants, Strategic Investment Program tax abatement funds, or general fund dollars, to the development of permanently affordable housing for people at or below 60% of area median income.

8. Within the limits set by State law, consider inclusionary zoning requirements, particularly in tax incentive programs, for new development in transit zones and other areas where public investment has contributed to the value and developability of land.

Implementation Measure 4.1.4.n  Amend the Development Code to permit manufactured homes configured as duplexes, triplexes, fourplexes, etc. outside manufactured dwelling parks, consistent with zoning densities.

Implementation Measure 4.1.4.o  The City will encourage the development of housing of various types and densities. Guided by the urbanization, public facilities, and economic elements, the City will, however, manage residential growth to ensure adequate provision of public facilities and that proposed housing satisfies local need and desires, i.e., type, price and rent levels.

Implementation Measure 4.1.4.p  In an effort to balance residential growth with the City's employment base, the City shall encourage the development of housing to meet the needs of the employees working in the City.

Implementation Measure 4.1.4.q  The City will continue to allow for mobile homes and manufactured dwellings, subject to development review processes that are similar to those used for other forms of housing. Individual units will continue to be allowed on individual lots, subject to design standards. Mobile home parks and subdivisions shall be subject to the same procedures as other forms of planned developments.

Implementation Measure 4.1.4.r  All development, except as indicated in the lowest density districts, will coincide with the provision of adequate streets, water, and sanitary sewerage and storm drainage facilities, as specified in the Public Facilities and Services Section of the Plan. These facilities shall be (a) capable of adequately serving all intervening properties as well as the proposed development and (b) designed to meet City standards.

Implementation Measure 4.1.4.s  Residential subdivisions, including mobile home subdivisions, shall be developed with paved streets, curbs and gutters, street lights and walkways, according to City standards. All utilities, other than storm water facilities, will be placed underground.

Implementation Measure 4.1.4.t  Site plans will provide for adequate open space to (a) protect adjacent properties; and (b) provide ample yard space and play areas for residents. The residential character of established neighborhoods, particularly low density developments,
shall also be protected as surrounding development occurs. Site development standards shall continue to be applied to ensure compatibility with adjacent land uses. High design standards will be established for signage and appearance, including the landscaping of setback areas and the designation of access points.

Implementation Measure 4.1.4.u To provide variety and flexibility in site design and densities, residential lands shown on the Land Use Map and legislative Master Plans of the Comprehensive Plan have been divided into districts, with different density ranges for each district. In all residential developments, other than those that are so small that it is not mathematically feasible to achieve the prescribed minimum density, the 80% minimum shall apply. The following density ranges have been prescribed for each district:

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<thead>
<tr>
<th>Density</th>
<th>Units/acre</th>
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<td>0-1</td>
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<td>10-12</td>
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<td>18-20</td>
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Densities may also be defined for specific areas in legislative Master Plans.

Implementation Measure 4.1.4.v Site development standards and performance criteria have been developed for determining the approval of specific densities within each district. Densities may be increased through the Planned Development process to provide for meeting special needs (e.g., low/moderate income, elderly, or handicapped). Site development standards, performance criteria, density flexibility and other standards may be established for specific areas in legislative Master Plans.

Implementation Measure 4.1.4.w These Implementation Measures shall not be administered in such a manner as to violate other provisions of this Plan.

Implementation Measure 4.1.4.x Apartments and mobile homes are to be located to produce an optimum living environment for the occupants and surrounding residential areas. Development criteria includes:

1. Buffering by means of landscaping, fencing, and distance from conflicting uses.
2. Compatibility of design, recognizing the architectural differences between apartment buildings and houses.
3. On-site recreation space as well as pedestrian and bicycle access to parks, schools, mass transit stops and convenience shopping.
4. The siting of buildings to minimize the visual effects of parking areas and to increase the availability of privacy and natural surveillance for security.

Implementation Measure 4.1.4.y Housing units shall be designed, constructed, and maintained so that the community is assured of safe, sanitary, and convenient living conditions in
dwellings that are sound, energy efficient, and attractive in their appearance.
Conservation of housing resources shall be encouraged through code enforcement,
renovation, and rehabilitation of the existing housing stock.

Implementation Measure 4.1.4.z The City shall continue to apply a minimum density standard to
all zones allowing residential use, such that all development, including subdivisions, will
result in the eventual build-out of 80 percent or more of the maximum number of dwelling
units per net acre permitted by the zoning designation for a given development. The
minimum density requirement does not apply inside areas designated by the City as open
spaces or significant resource sites. The maximum-zoned density does not include the
density bonus for zones that allow them.

Implementation Measure 4.1.4.aa The City will continue to allow partitioning or subdividing
where existing lot sizes are two or more times that of the minimum lot size in the
Development Code, and all other applicable requirements are met.

Implementation Measure 4.1.4.bb The City allows the construction of one accessory dwelling
unit with any detached or attached single family dwelling that is permitted to be built in
any zone, subject to standards in the Land Development Code or density and size
standards in Neighborhood Plans, Stage II Development Plans or Final Development
Plans. Regulations of such units include size, architectural design to match the primary
unit on the site, and parking requirements. [Amended by Ord. 676, 3/3/10]

Implementation Measure 4.1.4.cc In order to encourage originality, flexibility, and innovation in
land development, and minimize monotonous standardized subdivisions, all subdivisions
over two acres in size require Planned Development review (P.D.R.). Multi-plexes and
single-family attached units may also be approved as part of a planned development.

Implementation Measure 4.1.4.dd Continue the development of a renewal program to
update/upgrade the "Old Town" area of Wilsonville.

RESIDENTIAL PLANNING DISTRICTS SHOWN ON THE LAND USE MAP OF THE
COMPREHENSIVE PLAN

Density (0-1 du/ac)

The purpose of this district is to provide for very low density housing areas to satisfy individuals
desiring to own a large lot within an urban setting. This district recognizes and protects existing
and future large-lot developments within the City. This density would generally fall under the
PDR-1 zoning district category as outlined in the Development Code.

The following areas should be designated and developed at this density:

1. Areas which are currently developed at suburban densities and where little need
exists for redevelopment.
2. Areas where transportation is limited to minor collector and local streets, and where high volume traffic would create safety problems.

3. Areas where sensitivity to the natural environment or natural hazards warrant a reduced density.

Density (2-3 or 4-5 du/ac)

The purpose of this district is to provide for low density residential areas. The 2-3 du/acre density would generally fall under the PDR-2 zoning district category as outlined in the Development Code. The 4-5 du/acre density would generally fall under the PDR-2 and PDR-3 (or other categories that could work out to this level of density) zoning district category as outlined in the Development Code.

The following areas should be designated and developed at this density:

1. Areas with access to a minor arterial, collector, or local streets. However, direct vehicular access from individual lots onto a minor arterial will be restricted.

2. Undeveloped areas adjacent to existing lower density developments, or near the fringe of the Urban Growth Boundary.

3. Areas where sensitivity to the natural environment or natural hazards warrant a reduced density.

Density (6-7 or 10-12 du/ac)

The purpose of this district is to ensure an efficient use of urban land by providing for the development of medium density housing areas. This density would generally fall under the PDR-3 and PDR-4 (or other categories that could work out to this level of density) zoning districts category as outlined in the Development Code.

The following areas should be designated and developed as urban medium density:

1. Areas with access to a major or minor arterial or collector street. Siting should not, however, result in significant traffic impacts through lower density residential areas.

2. Areas located near or adjacent to commercial areas, employment centers and/or mass transit routes.

3. Areas adjacent to urban lower density developments or planning districts.

Permitted uses in this district typically include single family dwellings, whether detached or attached, accessory dwelling units, multi-family dwellings, including duplexes and tri-plexes, and mobile home parks or subdivisions, multi-family developments, including duplexes and multi-plexes and mobile home parks or subdivisions, will be subject to Development Review approval.
Land Use and Development

Neighborhood or convenience commercial uses may be permitted as part of a Planned Development but should be integrated into the design of the surrounding residential development, i.e., first floor of multi-story structure or similar design as residential units. Such commercial developments shall be limited to locations where there is clearly demonstrated local need. All such uses shall be subject to Development Review approval.

Density (18-20 du/ac)

The purpose of this district is to provide for efficient use of land near the major commercial or employment centers by providing for high-density residential development. It is a further purpose of this district to encourage mixed uses in commercial areas. This density would generally fall under the PDR-6 and PDR-7 (or other categories that could work out to this level of density) zoning district categories as outlined in the Development Code.

The following areas may be designated urban high-density residential:

1. Areas located on major or minor arterials and where such development will not result in significant traffic impacts through low- or medium-density residential areas.

2. Areas located within or adjacent to major shopping centers, employment centers and/or adjacent to mass transit routes.

Because of the land use intensity allowable in this district, the zoning will be restricted to a Planned Development review.

All developments will be subject to Development Review Board approval, including lot sizes, setbacks, open space, and parking requirements. Where feasible, under-structure parking will be encouraged on structures over two (2) stories in height.

Residential – Village

See the Compact Urban Development section of this Plan for the description of the Residential – Village designation.

Residential – Neighborhood

See the Residential Neighborhood section of this Plan for the description of the Residential – Neighborhood designation.

ENVIRONMENTAL RESOURCES AND COMMUNITY DESIGN

At a glance, most land appears to be much the same as the lands surrounding it, with the exception of obvious differences such as topography and vegetation. However, a more detailed analysis can reveal distinct differences in the land composition and physical characteristics of
nearly any two adjacent parcels of land. These differences can affect the overall suitability of a particular parcel of land for various types of land use. Each piece of land has a natural land use intensity potential which results from variations in its physical features and their interrelationships with natural processes, such as:

1. Underlying geological deposits and associated characteristics.
2. Types of surface soils and associated characteristics.
3. Water, the hydrologic cycle and natural drainage.
4. Slope of the land.
5. Vegetative cover (type, size, and location).
6. Weather conditions.
7. Character of adjoining natural features and developments.

Certain combinations of these natural features and processes can create inherently hazardous or unstable conditions which have special significance to humans and their land use activities. These conditions, referred to as natural hazards, are more appropriately labeled physical or natural limitations and occur in the form of:

1. Flood plains and wetlands
2. Runoff and erosion potentials.
3. Soil instability, including landslides, settlement, shrink/swell potential and earthquakes.

In addition to natural limitations, there are also natural potentials which can provide a more desirable living environment if given proper consideration in determining land use patterns and development design. The elements which offer these potentials are:

1. Existing vegetation.
2. Topography.
3. Wildlife and their associated habitats.
4. River, streams, lakes, and ponds.

In nature, there is a balanced system of events and processes that affect and shape the land on which we live. Because these processes continually and ultimately affect land and property, it follows that we should respect these natural processes in making land use decisions. For example, unless mitigated, it would not be wise to make a land use decision that encourages subdivisions to be built in areas that are known to flood.

By using nature as a guide to initial land use decisions, it is possible to minimize potential development hazards due to physical limitations of the land. It is also possible to maximize the preservation of nature and natural processes, thereby insuring that development occurs in harmony with the natural features of the community. This approach can also maintain and even enhance the natural aesthetic qualities of the community.

Following a detailed analysis of the characteristics of Wilsonville's natural environment, several areas of special concern were identified. They are:
1. Areas containing weak foundation soils, which are soft or compressible or those prone to liquefaction in the event of earthquakes and require special foundation engineering for construction.

2. Areas subject to seasonal or periodic flooding.

3. Areas with seasonally high ground water tables.

4. Areas of steep slope and subject to landslide and/or erosion.

5. Fish and wildlife habitat and associated water courses and native vegetation.

These areas are discussed in detail in the Physical Inventory report. The most significant areas identified are as follows:

1. Coffee Lake Creek/Seely Ditch - this area contains historically hydric soils with a high water table and low compressive strength. The wet soil conditions are compounded by winter rains resulting in standing water over much of the area during the winter months.

2. Boeckman Creek and other small streams have formed steep-sided canyons and ravines as they drain into the Willamette River. These steep slopes, as well as the steep banks along the Willamette River itself, include locations that are extremely unstable and subject to landslide and/or excessive erosion.

3. The flood plains along the Willamette River, Coffee Lake Creek, and Seely Ditch which are subject to seasonal and/or periodic high water following heavy storms.

4. Several stands of native vegetation scattered throughout the City, particularly along natural drainage ways. These areas provide visual relief from urban development plus run-off erosion control and habitat for wildlife.

Generally, all intensive urban development creates conflicts with open space and associated wildlife areas. However, careful management within and adjacent to these areas can significantly reduce these conflicts. Open-space-use management can also increase public safety by controlling development in hazardous areas while preserving valuable natural resources.

The City has identified significant natural resource areas that warrant special use management consideration in order to preserve water quality, visual quality, and sensitive wildlife habitats. Uncontrolled development of adjacent properties could diminish the natural quality of these areas. Therefore, it is necessary to establish development standards for properties along the fringe of the sensitive areas. The management and protection of these natural resource areas is implemented through the provisions of the Significant Resource Overlay Zone ordinance. The economic loss of development of open space lands can be compensated for through such techniques as density transfers. In order for such a technique to work, the City must take an effective and creative approach to proposed developments, without placing unnecessary limitations on the density of development that will be permitted.
Many of these open space areas also provide scenic views, although no significant site-specific viewpoints have been identified. The Physical Inventory Report identifies the following general scenic views:

1. The Willamette River from the water, its bank, and from the I-5 bridge.
2. Numerous stands of trees throughout the City.
3. Mount Hood.
4. Boeckman Creek.

These views can be observed from numerous locations throughout the City and are infrequently threatened by development in accordance with current standards. Therefore, special scenic view standards are considered impracticable and unnecessary.

The City has determined that there is limited commercial timber resource in the numerous stands of trees throughout the City. However, as noted, they have been considered worthy of protection to preserve wildlife habitats and the community's air and visual quality, as well as providing shade, soil stabilization, and erosion control.

Other environmental resources investigated in the Physical Inventory Report include mineral and aggregate deposits. Based on the Report, there are no known mineral deposits in the City. There are some gravel deposits along the I-5 corridor north of the Willamette River. However, these deposits are of low grade in both quality and quantity. In addition, further excavation of these deposits would significantly conflict with the urban uses planned along the I-5 corridor. Therefore, no provisions have been made to protect this resource.

In addition to these factors, one of the major aspects of Wilsonville's natural environment is its relationship to agricultural land. Statewide Planning Goal #3 is intended to preserve agricultural lands.

Wilsonville's 1971 General Plan and 1988 Comprehensive Plan set objectives to allow for the continuation of agriculture as a viable part of the community's economy. Agricultural activities still exist as an interim use within the City, and they are the primary land use outside of the City. In recognition of this factor, Metro has established an urban growth boundary to protect prime agricultural lands outside of the urban area. The urban growth boundary has been established in consideration of the placement of existing and planned utilities in relation to existing and planned development patterns and provides sufficient vacant land for continued growth over the next 20 years.

As a basic framework for land use decisions in these areas, the following Policies and Implementation Measures have been established. Many of these Policies and Implementation Measures are complemented by policies in the parks and open space sections of the Public Facilities Element.

In combination, these Policies and Implementation Measures form the foundation for an integrated community design that preserves the integrity and aesthetic quality of the natural environment while allowing for development. It is the underlying intent of the Plan to reconcile
these factors through site planning and design, so that they complement each other. Wilsonville's agricultural and rural heritage has long given it a sense of openness accented by lines and clusters of trees and other natural vegetation. As the City has become more urban, there remains a desire to create the sense of openness and to preserve natural features, while allowing for higher density development, as expected in urban areas.

Noise, water quality, and air quality affect our health, our economic interests and quality of life. High noise levels affect a person's mental and physical well being and ability to work. Poor water and air quality can be a health hazard. Because of their complexities, air and water quality and noise control require both local and regional action. A regional and urban growth boundary has been established to concentrate urban growth within a specified area and to reduce sprawl. Wilsonville is within the regional growth boundary. While urban growth will be contained by the boundary, the boundary, without the necessary safeguards (such as performance standards), could simultaneously exaggerate and concentrate urban pollution.

Wilsonville is located within the Portland/Vancouver Air Quality Maintenance Area (AQMA). Within the AQMA there are three non-attainment areas (CO, TSP, 03). Only the 03 non-attainment area includes Wilsonville (it has the same boundaries as the AQMA). Consequently, the City is subject to the policies and standards set forth in the State Implementation Plan jointly adopted by Metro and State Department of Environmental Quality (DEQ).

Full compliance with these standards could result in some development constraints with the City and at a minimum could require installation of air pollution control devices on some industries. Air quality will remain a concern as urban development occurs.

Similarly, water quality is regulated by Federal Standards enforced by DEQ at the State level. For example, the City's sanitary sewer treatment system is monitored to insure compliance with DEQ wastewater discharge standards.

The major source of noise pollution within the City is the I-5 Freeway. Other noticeable sources include boats on the river and trains passing through town.

In recognition of the noise conflicts with the Freeway and railroad tracks, the City has made an effort to minimize the location of residential development adjacent to the Freeway or tracks. In addition, site design and sound control devices, i.e., berms and walls can be used to reduce noise conflicts.

In considering the overall character of the community, it is important to look to the past. As a community develops, it should not discard its past for the sake of the future. Historic features provide a link with the past and add character and variety to the community's design.

The Statewide Inventory of Historic Sites and Building identifies one historic site in the City, the Boones Ferry Landing Site. There is no physical evidence of this landing site, except that Boone's Ferry Road terminates at the river's edge. The site is part of a six-acre City Park and is located within the Willamette River Greenway Boundaries. Other than documentation and
recognition that this landing site exists, no additional standards or measures are considered necessary to preserve its historic value.

Additional Wilsonville sites and buildings have been inventoried and the results have been included as an appendix to the Comprehensive Plan as potential historic sites and structures. The City has worked with the local Historical Society on that inventory in the past and is expected to continue to coordinate with that group in completing the Goal 5 process for historic resources in the future.

**Policy 4.1.5 Protect valuable resource lands from incompatible development and protect people and property from natural hazards.**

Implementation Measure 4.1.5.a Require the placement of utilities underground in new developments and seek means of undergrounding existing above-ground utilities, other than storm drainage facilities.

Implementation Measure 4.1.5.b Help to preserve agricultural land by protecting the agricultural lands outside the Urban Growth Boundary, by guiding development within the boundary. Discourage long term agricultural uses within the urban boundary.

Implementation Measure 4.1.5.c Provide a buffer use or transition zone between urban and adjacent agricultural areas.

Implementation Measure 4.1.5.d Conserve and create open space throughout the City for specified objectives.

Implementation Measure 4.1.5.e Protect the beneficial uses and functional values of resources within the Water Quality and Flood Management Areas and Habitat Conservation Areas identified by Metro by limiting or mitigating the impact on these areas from development activities.

Implementation Measure 4.1.5.f Ensure protection of Water Quality and Flood Management Areas and Habitat Conservation Areas pursuant to Title’s 3 and 13 of the Metro Urban Growth Management Functional Plan by either:

1. Adopting the relevant provisions of the Metro Water Quality and Flood Management model ordinance and Metro Water Quality and Flood Management Conservation Area Map; or

2. Adopting the relevant provisions of the Metro Title 13 model ordinance and Habitat Conservation Areas Map; or

3. Demonstrating that the City’s plans and implementing ordinances substantially comply with the performance standards, including the map, contained in Title 3. In this case, the purpose of this map is to provide a performance standard for evaluation of substantial compliance for the City; or
4. Demonstrating that the City’s plans and implementing ordinances substantially comply with the development standards, including the Habitat Conservation Areas Map; or

5. Any combination of 1 and 3 above that substantially complies with all performance standards in Section 4 of Title 3 of Metro’s Urban Growth Management Functional Plan.

6. Any combination of 2 and 4 above that substantially complies with all development standards in Section 6 of Title 13 of Metro’s Urban Growth Management Functional Plan.

Implementation Measure 4.1.5.g Encourage identification and conservation of natural scenic and historic areas within the City.

Implementation Measure 4.1.5.h Develop an attractive and economically sound community.

Implementation Measure 4.1.5.i Identify buildings of unusual or outstanding architectural style from earlier eras. Encourage preservation of these structures.

Implementation Measure 4.1.5.j Ensure that open space conforms to the characteristics of the land, type of land use, adjacent land uses and City needs.

Implementation Measure 4.1.5.k Develop open, limited, or restricted access natural areas connected where possible by natural corridors, for wildlife habitat, watershed, soil and terrain protection. Preservation of contiguous natural corridors throughout the City for the protection of watersheds and wildlife will be given priority in land use decisions regarding open space.

Implementation Measure 4.1.5.l Identify areas of natural and scenic importance and give them priority in selection of public open space. Where legal rights of access have been acquired, extend public access to, and knowledge of such areas, in order to encourage public involvement in their preservation.

Implementation Measure 4.1.5.m Protect the river-connected wildlife habitat and encourage the integration and inter-connection of the Willamette River Greenway to open space areas of the City. Continue to regulate development within the Greenway boundaries. Provide for public access to the river only through and within the City parks or other properties intended for public access.

Implementation Measure 4.1.5.n Adopt performance and development standards, in accordance with Metro, to conserve, preserve, protect, and enhance fish and wildlife habitat within the fish and wildlife habitat conservation areas identified on Metro’s water quality and flood management area map and Habitat Conservation Areas Map.

Implementation Measure 4.1.5.o Adopt Metro’s Habitat-Friendly Development Practices, which provide a method of developing property that protects natural resources and focuses on
Land development and site design that mimic natural processes. The design and construction practices include the following categories:

1. Minimize hydrologic impacts
2. Minimize impacts on wildlife corridors and fish passage
3. Protect and enhance native landscaping

Implementation Measure 4.1.5.p Require compliance with Oregon Department of Fish and Wildlife (ODFW) seasonal restrictions for in-stream work. Limit development activities that would impair fish and wildlife during key life-cycle events according to the guidelines contained in ODFW’s “Oregon Guidelines for Timing of In-water Work to Protect Fish and Wildlife Resources.”

Implementation Measure 4.1.5.q The Administrative Review, Variance and mitigation procedures within the Development Code may be used to consider claims of map error and unique hardship, to assure that the standards do not render any legal tax lot to be unbuildable by application of requirements for natural resource protection.

Implementation Measure 4.1.5.r Continue to regulate development in potential disaster and hazard areas to minimize risks to life or property.

Implementation Measure 4.1.5.s Housing development, and any other development intended for human occupancy, shall occur, to the greatest extent possible, on lands designated for development that are free from flood hazard, severe soil limitations, or other hazards.

Implementation Measure 4.1.5.t Ensure adequate storm drainage.

Implementation Measure 4.1.5.u Define risks of development by using Federal Emergency Management Agency maps showing flood plains and floodways. Restrict buildings in the flood plains and prohibit buildings in the floodway.

Implementation Measure 4.1.5.v Require engineering where necessary to minimize the potential effects of natural hazards.

Implementation Measure 4.1.5.w Require all future utilities to be placed underground, other than storm drainage facilities.

Implementation Measure 4.1.5.x Provide available information, when requested, to those interested in developing land in areas of the following hazards:
   a. 100 year floods;
   b. slides and earthquake damage; or
   c. wind damage, possible tree topping.

Implementation Measure 4.1.5.y Protect the Willamette River Greenway from incompatible uses or development activities, using the standards of the Greenway section of the Development Code.
Implementation Measure 4.1.5.z  Riparian corridors, wetlands and wildlife habitat that are determined to be significant through the Goal 5 process shall be designated as one or more overlay zones on the City Zoning Map.

Implementation Measure 4.1.5.aa  Protected natural resources within the Significant Resource Overlay Zone are intended to remain undeveloped with the possible exceptions of passive recreation and underground public facilities. These areas include the following:

1. Riparian corridors, wetlands and wildlife habitat that are determined to be significant through the Goal 5 process and are included in the Significant Resource Overlay Zone.
2. Water quality resource areas as defined by Metro’s Title 3 of the Urban Growth Management Functional Plan.
3. Habitat Conservation Areas as defined by Metro’s Title 13.

Implementation Measure 4.1.5.bb  An Area of Limited Conflicting Use is defined as an area located between the riparian corridor boundary, riparian impact area or the Metro Urban Growth Management Functional Plan Title 3 Water Quality Resource Area boundary, whichever is furthest away from the wetland or stream and the outside edge of the SROZ or an isolated significant wildlife habitat area as defined by Goal 5. These areas can serve as a buffer between development and conservation. Limited development impacts may be permitted in accordance with special development standards found within the Planning and Land Development Ordinance.

Implementation Measure 4.1.5.cc  Undeveloped portions of the Significant Resource Overlay Zone may be used towards satisfaction of open space requirements. A density transfer credit of not more than 50% of the designated Significant Resource Overlay Zone will also be allowed, except where legislative Master Plans have defined subdistricts or use other means to determine the amount and location of residential density outside of the SROZ without the use of a density transfer credit.

Implementation Measure 4.1.5.dd  In vegetated areas, the positive visual impact of the trees, etc., is to be preserved. Any clearing of trees for development is subject to arboricultural standards and the requirements of the Planning and Land Development Ordinance.

Implementation Measure 4.1.5.ee  Due to potential hazards to human health, the high voltage powerline easements within the City are regulated by the Planning and Land Development Ordinance. No residential structures shall be allowed within the easements and any development, particularly residential, adjacent to the easements will be carefully reviewed. While these corridors offer some potential for recreational use, their use is also somewhat limited by utility requirements. Any proposed non-residential development within powerline easements shall also be coordinated with, and approved by, the Bonneville Power Administration or Portland General Electric Company, depending on the easement ownership.
Implementation Measure 4.1.5.ff  To protect the integrity of the Willamette River Greenway, the City has established standards for the development of non-water-related and non-water-dependent uses consistent with Greenway standards. These standards:

a. Direct incompatible (non-water-related and non-water-dependent) development away from the river.

b. Establish a minimum setback from the top of bank where no native vegetation can be removed, and only allow selective vegetation removal within the remaining portion of the Greenway Boundaries with revegetation required.

c. Establish a minimum setback from the river banks for all uses that are not appropriate river-dependent or river-related land uses.

d. Provide protection of public and private property, as well as public safety.

e. Provide necessary and needed public access to the river oriented through public lands, without precluding legal river access at appropriate locations across private property. Such public access shall be based upon recorded easements or other legal instruments.

Implementation Measure 4.1.5.gg Where possible, on-site drainage should be designed to preserve natural drainage channels and to allow for ground water infiltration. Man-made structures should be designed to complement the natural system. It is not the intent of this Measure to encourage unsightly and unsafe open ditches. Rather, open drainage systems should be designed to: (1) accent natural creeks and drainage channels and provide an attractive natural area-like appearance; and/or (2) be an integrated part of the streetscape; and/or (3) be designed as an attractive and functional amenity within a development.

Implementation Measure 4.1.5.hh Minimize the impact of urban development on adjacent rural and agricultural lands. Buffering, open space and low density land use designation may be employed.

Implementation Measure 4.1.5.ii The design of developments within the community can be regarded from two viewpoints: the design of structures as they relate to site and function (architectural design) and, their relationship to the surrounding area (community design). Both aspects shall be considered to be of equal importance. Good architectural design is necessary to provide visual variety and allow for individual identity. At the same time, good community design provides a sense of unity with other development while eliminating conflicting appearances.

Implementation Measure 4.1.5.jj All proposed developments, except single family dwellings outside of designated significant natural resource areas, shall continue to be subject to site plan (including landscaping) and architectural development review approval. Single-family subdivisions are subject to development review for approval of street tree plans. Individual (single-family) dwellings to be located within a designated significant natural resource area are subject to site plan review for removal of trees and vegetation and impacts to natural resources. They are not, however, subject to architectural review.
Implementation Measure 4.1.5.kk  Minimum open space and landscaping standards have been established, emphasizing the incorporation of native vegetation and unique topographic features in site design. Additional landscaping may be required based on the scale and type of development and its compatibility with abutting land uses. Legislative Master Plans may further direct open space standards appropriate to their planning areas.

Implementation Measure 4.1.5.ll  Landscaping and/or open space may be used to buffer non-compatible uses. It is intended to soften the visual impact and provide a sense of openness and should be used to complement good building designs and may be used to screen certain types of development.

Implementation Measure 4.1.5.mm  Sign standards have been established to control the visual impact of signs on the community and minimize sign clutter. Legislative Master Plans may specify sign standards appropriate to their planning area.

Implementation Measure 4.1.5.nn  The City shall coordinate with and encourage the State and other appropriate agencies to assist in developing noise controls and mitigation measures.

Implementation Measure 4.1.5.oo  Industrial and other potential noise generating activities will be located and designed so as to minimize noise conflicts with adjacent uses. The City will cooperate with DEQ and ODOT in establishing and where practicable assisting in enforcing noise control standards.

Implementation Measure 4.1.5.pp  In reviewing all major residential, commercial, industrial and public facility uses, the City shall coordinate with DEQ to insure compliance with the Portland AQMA Plan and standards as well as other applicable regional, State and Federal air, water and environmental quality standards.

Implementation Measure 4.1.5.qq  The City will further cooperate with the appropriate State and Federal agencies for enforcement of air, water, noise and other environmental quality standards.

Implementation Measure 4.1.5.rr  The City recognizes that historic features form a desirable link with the past and that they form a vital part of and contribute to the overall character of Wilsonville. The City, therefore, will cooperate with the Wilsonville Historical Society, the State Historic Preservation Office, Clackamas County and other interested parties to evaluate and identify potential historic sites and structures and proceed with the Goal 5 process. The City shall determine which sites and structures, if any, are suitable for inclusion on the Plan Inventory and will contact the owners of potentially historic properties to determine whether they object to having their properties listed.
COMPACT URBAN DEVELOPMENT

Several hundred acres of the Metro Urban Growth boundary are affected by the directives of the Villebois Village Concept Plan (Ordinance No. 533). These properties, bounded generally on the north by Tooze Road, west by Grahams Ferry Road, south by the Metro Urban Growth Boundary at Brown and Evergreen Roads, and east to the current City western boundary, can be designated “Residential-Village” on the Comprehensive Plan Map.

Including Dammasch State Hospital property, development and redevelopment will integrate a mixed-use land pattern that combines natural resources, transportation facilities and land uses to create over 2300 residential units that are configured around three neighborhood areas.

The Residential-Village Plan Map Designation fulfills and replaces the intent of previous Comprehensive Plan language that addressed this portion of the City as Special Area of Concern B on the Comprehensive Plan Map. A Residential-Village Plan Map designation carries additional requirements and implementation tools as described below.

The City’s “Village” Zone District will implement this area’s development. The Villebois Village Master Plan will direct necessary infrastructure improvements. The Significant Resource Overlay Zone District will govern how identified natural resources are integrated under the Concept Plan.

Specific development proposals will be guided and directed by “specific area plans” and pattern books. In many cases a development proposal will be reviewed by the City’s Development Review Board for conformance with development requirements for this area.

Policy 4.1.6 Require the development of property designated “Residential-Village” on the Comprehensive Plan Map to create livable, sustainable urban areas which provide a strong sense of place through integrated community design, while also making efficient use of land and urban services.

Implementation Measure 4.1.6.a Development in the “Residential-Village” Map area shall be directed by the Villebois Village Concept Plan (depicting the general character of proposed land uses, transportation, natural resources, public facilities, and infrastructure strategies), and subject to relevant Policies and Implementation Measures in the Comprehensive Plan; and implemented in accordance with the Villebois Village Master Plan, the “Village” Zone District, and any other provisions of the Wilsonville Planning and Land Development Ordinance that may be applicable.

Implementation Measure 4.1.6.b The Villebois Village Master Plan shall contain the following elements:

1. An integrated plan addressing land use, transportation, utilities, open space and natural resources.

2. Direction for cohesive community design based on sustainable economic, social and environmental principles; pedestrian and transit friendly principles; mitigation of
traffic impacts; and enhanced connectivity within proposed development as well as to the remaining Wilsonville environs.

3. Identification of opportunities for employment and services within a village core area to reduce vehicle trip lengths.

4. Incorporation of designs or an indication of where those designs shall be developed that will implement Villebois Village Concept Plan principles of innovative rainwater management, aesthetic vistas, nature corridors and pathways, active and passive parks, wildlife corridors, protection of trees, wetlands, and other sensitive natural resources.

5. Identification of how the properties will accommodate a mix of housing types and densities so that an ultimate buildout of over 2300 housing units is accommodated.

6. Direction for provision of community housing consistent with Oregon Revised Statute 426.508.

7. Identification of architectural patterns and types, creating neighborhoods that encourage bicycle and pedestrian travel, human interaction, and appreciation for natural features and systems.

Implementation Measure 4.1.6.c The “Village” Zone District shall be applied in all areas that carry the Residential-Village Plan Map Designation.

Implementation Measure 4.1.6.d The “Village” Zone District shall allow a wide range of uses that befit and support an “urban village,” including conversion of existing structures in the core area to provide flexibility for changing needs of service, institutional, governmental and employment uses.

[Compact Urban Development added per Ordinance No. 554, June 2, 2003.]
RESIDENTIAL NEIGHBORHOOD DEVELOPMENT

Since the original 1971 General Plan, Wilsonville has planned for expansions of the City for residential growth. With the addition of the Frog Pond Area to the Urban Growth Boundary in 2002, and subsequent designation of Urban Reserve Areas in 2010, the vision for the expanded city gained new focus and attention. Overall, the City intends for these urban expansion areas to be walkable neighborhoods that are a connected part of the larger community. The vision for the Frog Pond Area Plan is indicative of the city’s intent to coordinate development and ensure a high level of livability in these new neighborhoods. The Frog Pond Area Plan’s vision statement is:

“The Frog Pond Area in 2035 is an integral part of the Wilsonville community, with attractive and connected neighborhoods. The community’s hallmarks are the variety of quality homes; open spaces for gathering; nearby services, shops and restaurants; excellent schools; and vibrant parks and trails. The Frog Pond Area is a convenient bike, walk, drive, or bus trip to all parts of Wilsonville.” (Frog Pond Area Plan, adopted November, 2015)

Policy 4.1.7a New neighborhoods in residential urban growth expansion areas may be designated “Residential Neighborhood” on the Comprehensive Plan Map.

The purpose of the Residential Neighborhood designation is to:

A. Implement legislative Area Plans and Master Plans for new neighborhoods in Wilsonville.
B. Create attractive and connected residential neighborhoods.
C. Regulate and coordinate development to result in cohesive neighborhoods that include: walkable and active streets; a variety of housing appropriate to each neighborhood; connected paths and open spaces; parks and other non-residential uses that are focal points for the community; and, connections to and integration with the larger Wilsonville community.
D. Encourage and require high quality architectural and community design.
E. Provide transportation choices, including active transportation options.
F. Preserve and enhance natural resources so that they are an asset to the neighborhoods, and there is appropriate visual and physical access to nature.

Implementation Measure 4.1.7.a Area Plans (also called Concept Plans) shall be prepared to guide the overall framework of land use, multi-modal transportation, natural resources, parks and open space, public facilities, and infrastructure funding. Master Plans shall direct more detailed planning. The City may at its discretion combine Area Planning and Master Planning.
Implementation Measure 4.1.7.b Legislative Master Plans for Residential Neighborhood areas shall be tailored to the needs of the specific area being planned and coordinated with the needs of the larger community. Master Plans should include but are not limited to:

1. An integrated plan addressing land use, transportation, utilities, open space and natural resources.
2. Zoning which directs the land uses, densities and development standards needed to regulate and guide development.
3. Identification of how the properties will accommodate a mix of housing types and densities to accommodate the City’s housing needs and variety of housing that is appropriate to each neighborhood.
4. Recommendations that promote community interaction and the creation of community gathering places.
5. Community and site design standards that ensure quality development and implementation of the vision for the neighborhood.
6. Transportation recommendations that promote travel choices, including active transportation choices.
7. Street, path and trail designs that create complete and pedestrian-friendly streets, pedestrian and bicycle routes.
8. Park, open space and natural resource strategies that tie together green spaces into connected networks of open space and protect natural resources.
9. Design studies and strategies that illustrate the intended built form of the neighborhood and show how many individual developments can be knit together over time.
10. Infrastructure plans and funding strategies.
11. Strategies for promoting compatibility between new development and adjacent areas.

Implementation Measure 4.1.7.c The “Residential Neighborhood” Zone District shall be applied in all areas that carry the Residential Neighborhood Plan map designation, unless otherwise directed by an area plan or master plan.
THE PLAN MAP

The Plan Map represents a visual illustration of the general land use concepts presented in the Plan. It establishes a basic land use pattern by allocating specific areas or districts to various land uses, including residential, commercial, industrial, public and open space. The map illustrates a typical separation of uses, consistent with conventional zoning. However, the Plan text recognizes that certain combinations of uses can be beneficial and, therefore, language in the text provides for a mixing of those combinations through a Planned Development Review process. When interpreting the intent of the Plan, the text supersedes the map in the event of a conflict.
This Comprehensive Plan Map is dated January 11, 2005 and does not include amendments made to the Map after that date.
AREAS OF SPECIAL CONCERN

In reviewing and updating the Plan map, several areas of special concern were identified. It was felt that the general language in the text did not adequately address these concerns in these areas.

The following section includes specific language describing special considerations that must be addressed in development of these areas.

AREA A

This area is comprised of land in the southeast quadrant of the I-5/Stafford (Exit 286) interchange. The designated development for this area is a mixture of commercial, industrial, and residential activities, with the majority of the area designated as industrial park. While this is a logical land use pattern, generally conforming to the City’s original General Plan goals and objectives, the potential impacts of these designations were considered great enough to warrant special attention.

Ideally, the entire area would be redeveloped under a common master plan, with a development agreement involving all of the property owners and the City. In fact, the various owners worked jointly with the City in developing the original designations on the Comprehensive Plan Map. Specific concerns for this area are related to transportation, land use, and environmental/community design issues. Each development of this area shall be consistent with or complimentary to the following objectives:

Transportation Objectives

1. Assure that congestion at the I-5/Stafford interchange, including conflicts between the freeway on-off ramps and Parkway Avenue, does not exceed the City’s adopted level-of-service standards.

Environmental Resources and Community Design Objectives

1. Capitalize on special development opportunities provided by existing topography and natural vegetation. Concentrate sensitive residential uses in areas where privacy may be provided by natural vegetation and topographic variety.

2. Minimize the disruptive and incompatible impacts of the high voltage power lines which transverse the area. Housing should be located away from the power line easements. Less sensitive uses (e.g., short term parking/storage and open space) may effectively utilize areas adjacent to and within the power line easements.

3. Future development shall be designed and located so as to soften the intense appearance of large buildings or expanses of asphalt.
AREA B
[Deleted per Ordinance No. 554, June 2, 2003]

AREA C

This area is located between Memorial Drive and Rose Lane and south of Wilsonville Road. Considerable concern was expressed over the potential impacts of development on the low-density Montgomery Way area and also over potential traffic impacts on Rose Lane and Wilsonville Road.

Design Objectives
1. Provide low-density and/or open space buffers adjacent to existing large lot development.
2. Maximize the visual buffering effect of Boeckman Creek and associated vegetation by locating higher densities southwest of the Creek.
3. Provide a master plan for the development of the east side of Memorial Park and for the Boozier property that has been acquired by the City.

AREA D

This area is the site of the Village at Main Street development located south of Wilsonville Road and east of Parkway Avenue. The area is now undergoing commercial and residential development. The majority of the site is designated for residential development. The frontage of the area is designated for commercial development intended to create a vital village atmosphere. Concerns for this area are related to traffic, design, and use.

Design Objectives
1. Minimize direct access to Wilsonville Road. Primary access to this site shall be provided at signalized intersections to Wilsonville Road aligned with the Town Center Loop Road and the central access to the Town Center. An internal street network shall provide connectivity to and from Parkway Avenue, Memorial Drive, Rogue Lane, Holly Street, the library and the commercial frontage. Provisions for transit access and coordination with existing and planned pedestrian and bike pathways to the City library and City Park are also concerns in this area.
2. The predominant use of the site is intended to be residential. Commercial uses shall be located as designated on the Comprehensive Plan Map and shall be subject to careful design review for compatible and complementary design with the adjacent residential uses. Uses are intended to be convenience and neighborhood oriented to serve the local residents, but may include service commercial and office uses provided they are found to be consistent with the design objectives established in the Planned Development review process. Uses shall interrelate to each other to create a dynamic and vital sense of place. Buildings shall be oriented
to each other and to court yards or plazas to facilitate connectivity. All commercial uses and buildings are subject to Development Review Board approval as part of the Stage I Master Plan and Stage II Site Development Plan.

3. Residential building design shall maintain human scale and provide a mix of public and private spaces resulting in a safe, healthful, attractive, and engaging community. Sign lines and visual reference points shall be created and/or enhanced throughout the site to strengthen the overall aesthetics of the development.

4. The heavy stand of fir trees along the southern portion of the property shall be maintained, providing continuity in the vegetation line extending west from the City Park. A visual corridor and pedestrian/bikeway connection shall be provided between the residential areas and the park.

5. The Village at Main Street development is recognized as a sub district of the Town Center. The core area is located immediately across Wilsonville Road. As such, the subject property creates an opportunity for a unique complementary relationship to the Town Center as a mixed use development. While not physically part of the core area of Town Center, the commercial portion of the Village at Main Street development shall be designed to function as a special sub district with a neighborhood or main street that complements the City’s major commercial district. This also recognizes that the predominant use within the subject site is residential.

6. As a special sub-district of the Town Center, the entire development shall be designed with a strong pedestrian orientation both internally and externally to the site. This is of particular concern within the commercial portion where there is an opportunity to create a less auto-dominated environment than has occurred within the Town Center. This special design orientation also recognizes the site’s unique geographic location adjacent to the Town Center, City Library, City park and nearby City Hall which are all within easy walking distance. To create a vital pedestrian-oriented environment, the commercial development shall be designed with multiple linkages between storefronts and main doorways. While building sizes may vary, it is the orientation between buildings, store fronts, building entries, walkways and plazas that is of specific concern to maximize the pedestrian environment. Second story uses such as office and residential are also encouraged to strengthen the mix of use and activity within the center.
AREA E

This is the area planned for industrial use between Boeckman Road and Barber Street, from Boones Ferry Road to the railroad tracks. It also includes the property west of the railroad, immediately north of Barber Street, that has been identified as a potential commuter rail station and park-and-ride lot. The primary concerns for this area have been related to continuity in design and protection of the existing mobile home park.

The area has been previously divided into numerous small lots, many of which are in separate ownerships. For this reason, the opportunity to design development under a common master plan is minimized. Therefore, there is a potential for an uncoordinated patchwork development pattern to occur.

The Walnut Park mobile home park is also located in this area. While economics may ultimately force redevelopment of the park to industrial use, the life of the park can be prolonged through careful design considerations of surrounding development. Doing so will help to retain one of the City’s affordable housing opportunities.

Design Objectives

1. Encourage consolidation of smaller lots to allow for master planning of large areas.
2. Provide buffers adjacent to the mobile home park, e.g., increased landscaped setbacks, or complementary uses.
3. Minimize traffic (truck) conflicts with residential activities, including pedestrians.
4. Provide an attractive and easily accessible park-and-ride facility in conjunction with a commuter rail station. If necessary to meet these objectives, prepare a master plan for the area around the selected commuter rail station site.
5. Determine the appropriate alignment for a road connecting 95th Avenue and Kinsman Road through this area.

AREA F

This area is situated west of I-5 and primarily, although not entirely, south of Wilsonville Road and includes commercial and residential properties in the Old Town neighborhood. It includes the existing retail centers, both north and south of Wilsonville Road, plus land to the south along both sides of Boones Ferry Road to the Willamette River. Future development applications in Area ‘F’ must address the design objectives listed below, as well as all other applicable Development Code requirements.

This Area of Concern specifically includes the “Old Town” area of the City. A portion of Old Town includes properties previously master planned as “Wilsonville Square 76.” As a result of the West Side master planning effort, additional emphasis has been placed on creating a special
Old Town District (through overlay zoning), and reinforcing the appearance of the City’s historic beginnings.

Existing development within Old Town includes a gas station, bank building, prior post office, the Old Methodist Church, the Wilsonville Primary School, apartments, a mini-storage facility, two historic commercial structures, a manufacturing facility, and two mixed-use commercial/industrial buildings, as well as many residential properties with varying densities. One of the mixed-use buildings was recently developed as the first historic replica facade envisioned for the Old Town District discussed below.

Through the planning effort that led to the preparation of the West Side Master Plan, additional emphasis has been placed on creating a special Old Town Overlay Zone. The purpose of the Overlay Zone is to reinforce the appearance of the city’s historic beginnings and to create a unique commercial main street. The Old Town District is envisioned as a modern representation of the community’s past, and is intended to promote compatibility of commercial designs with Old Town residential development and to create a functional main street.

By moving in the direction of recreating an “Old Town” it is recognized that the Wilsonville Square Plan is outdated, falling short of new design objectives. Therefore, there is a need for coordinated planning and broader based master planning that addresses all of the commercial development in Old Town, not just that on the east side of Boones Ferry Road.

The portion of Area ‘F’ that is north of Wilsonville Road includes properties between Boones Ferry Road and the freeway, the Riverwood Shopping Center at the northwest corner of Boones Ferry and Wilsonville Roads, and other properties to the north and west of the Riverwood Center. There has not been much continuity of design in this area in the past and access control is expected to be of increasing importance in the future as traffic congestion increases.

The Design Objectives listed below include provisions dealing with both commercial and non-commercial properties.

**Design Objectives**

1. Establish Old Town as a special overlay zoning district, with design criteria reflecting the character of Willamette Valley architecture that was prevalent between 1880 and 1930.

2. As noted above, not all of Area ‘F’ is within the Old Town Overlay Zone. Because of this, there are two different standards of review for new development proposals in the area. Require master planning (Stage I) coordinating access, circulation, and streetscape, linking both sides of Boones Ferry Road, for any proposed development as far south as 4th Street. For properties within the Old Town Overlay Zone, include architectural design and general building orientation within the Stage I review process. A “main street” pedestrian-oriented feel and look is the desired outcome of such coordinated design. In order for that to be accomplished, on–street parking will need to be provided wherever feasible in the Old Town area.
3. Coordinate public facilities, and in particular master planning of commercial accesses and circulation options, consistent with Old Town Overlay zoning regulations. These requirements apply to all properties in Area F.

4. Coordinate street improvements, including alternate routes to help relieve traffic impacts on Old Town neighborhood residents and on Wilsonville Road near the I-5 Interchange. The new coordinated access and circulation plan is intended, in part, to replace and expand upon the old local street plan set forth in the Wilsonville Square 76 Plan. Internal circulation is intended to provide flow-through access from site to site, not limited by property lines. However, such access need not be via dedicated public streets.

5. Maintaining reasonable access is an important factor in accommodating additional commercial development in this area. Commercial development will create additional traffic. Therefore, it will be necessary to balance maintaining an acceptable level of service and safety while providing reasonable and functional commercial access.

6. Almost all of the long-standing businesses in this area of the community are now in need of modernization or redevelopment, and may also be planning to expand. Therefore, allowing for appropriate remodeling and/or redevelopment of the existing commercial sites or buildings is a concern for the current owners of these properties. There needs to be flexibility allowed to accommodate normal modernization and even redevelopment of existing commercial operations while still making provisions for coordinated design, access, and circulation.

7. New development and redevelopment is expected throughout most of the old Wilsonville Square 76 area. Redevelopment of the school property and the Lowrie’s property (on the west side of Boones Ferry Road) is also anticipated. The anticipated redevelopment plan for the school site includes stores fronting Boones Ferry Road. There is also an intent to preserve and remodel the old church on the east side of Boones Ferry Road as some form of public space.

8. Community members have expressed concern about the loss of the park and play facilities which were part of the historic school site. The City will seek ways to replace the recreational space and explore incentive mechanisms to protect and encourage enhancement of the historic residential character of the neighborhood, while preserving appropriate public open space.

9. Minimize the disruptive and incompatible nature of the railroad, which abuts this District. The City may consider pursuing a second commuter rail stop in or near Old Town, at such time as commuter rail service is extended south toward Salem. If a park & ride is added in this area, it will need to be sized and sited to be complimentary with the needs of the commercial district, without drawing unnecessary freeway traffic into the neighborhood.

10. Minimize non-residential traffic impacts south of 4th Street, while planning for improving the recreational potential of the Willamette River and Boones Ferry Park.
11. Allow flexible mixed-use development, including retail commercial, offices, service commercial and light industrial, residential, and public activities within the Old Town Overlay Zone. Limit the area of service commercial development based on traffic capacity.

12. Coordination of utilities and street locations, alignment, and connections will require cooperation among property owners. The City will need to work with private landowners and developers to deliver the desired outcomes.

13. Two-story buildings shall be encouraged along Boones Ferry Road in the Old Town area in order to add to the “Main Street” feel.

AREA G

This area, located west of the railroad tracks and south of Wilsonville Road, contains a mix of planned and existing uses. Existing uses in the area include a concrete plant, building products distribution, and an office building which also houses a church. There are several houses and barns towards the south end of the area. The rest of the area is currently farmed, and includes Coffee Lake Creek, which flows to the Willamette River in this area.

Wilsonville Concrete has conducted gravel and concrete operations at the south end of this area adjacent to the river since prior to the incorporation of the city. The plant is an aggregate resource-based operation that has relied upon the river for transport of raw materials, such as sand and gravel. Aggregate is not mined at the site, but it is brought there for processing. The continuing operation of the plant is important to meet the needs of the construction industry, which relies on the aggregate and concrete products. For that reason, there need to be provisions made to manage conflicts with neighboring uses and activities, while allowing for appropriate continued operations. At the same time, there will be a continuing need to provide for appropriate modernization, including environmental protection as the operation continues within an increasingly urbanized setting.

The owners of the concrete/gravel operation have taken steps to mitigate the effects of their operation on nearby residential development and to separate the truck traffic from their operation from non-industrial traffic. Operational changes at the site will need to be carefully considered in relation to other long-term uses planned for this area. Future planning will need to balance and mitigate conflicts between potentially non-compatible uses. Continued urbanization of this area creates some inherent potential conflicts for which there is a need for creative and cooperative solutions.

The extension of Kinsman Road, south to Industrial Way, and extension of Bailey and/or 5th Streets, west at least to Industrial Way/Kinsman, would improve access to and from Old Town. It would also provide a signalized intersection for the industrial truck traffic generated to the south. An extension from Kinsman Road, west to Brown Road, would further enhance access and circulation in this area, providing an alternative to Wilsonville Road, which is congested during rush-hour times.
Improved access into and through this area could actually result in conflicts between industrial truck traffic and general commercial and residential vehicles. These conflicts will be exaggerated if pedestrian paths and bikeways are not adequately separated from other street improvements. Such anticipated conflicts could increase resistance to the cooperation necessary in developing streets south of Wilsonville Road and west of the railroad tracks. Therefore, the City will likely need to participate in a cooperative public/private partnership.

The West Side Master Plan also acknowledged public desire for more recreational access along the riverfront, and supported commercial and residential mixed-uses along the river frontage, east of Wilsonville Concrete and west of the railroad. This would also bring more non-industrial traffic and use into the area, although the various ravines provide separation between some of those uses. It should also be noted that those ravines provide important natural resource benefits to the area and will necessitate special designs for bridges or other crossings.

A portion of Area ‘G’ adjacent to Wilsonville Road was previously designated for commercial use. However, this designation conflicted with the city’s policy to avoid strip-commercial development. Therefore, that area was designated for industrial development in 1980. During the formulation of the West Side Master Plan, commercial and industrial activities were reconsidered. In particular, the frontage south of Wilsonville Road, just west of the railroad, was recommended to be zoned for offices as well as industrial uses.

**Design Objectives**

1. Require master planning (Stage I) of large areas to provide long-term protection of the concrete/gravel operation, accommodate the city’s water treatment plant and associated water feature park, accommodate new compatible residential, industrial, and office development, and provide for continuity of design and coordination of uses. Note that residential development at moderate densities may be one alternative to other uses that would otherwise generate excessive traffic on Wilsonville Road.

2. Provide coordinated access and circulation that accommodates industrial development, minimizes conflicts with residential neighborhoods, provides an alternate route for Boones Ferry Road and Old Town, and that helps to minimize congestion on Wilsonville Road, particularly where capacity is limited.

3. The city shall work with property owners to identify appropriate street alignments that provide needed access and circulation while serving adjacent properties and Old Town.

4. Provide buffering along the western perimeter of the area for adjacent residential developments. Buffering can be provided by open space, walls, or berms; residually sensitive buildings such as offices or light industrial; by visual barriers and sound control mechanisms and structures; or combinations thereof.

5. Maintain and enhance the aesthetic and environmental quality of Seely Ditch, Coffee Lake Creek, and the Willamette River.

6. Carefully limit incompatible uses in this area, while minimizing noise and air quality impacts on adjacent residential neighborhoods.
7. If possible, without damaging the viability of the railroad, minimize the disruptive and incompatible nature of the railroad, which abuts this area Pursue appropriate commuter rail service, which ultimately may extend south of Wilsonville.

AREA H

Note: the previous Area 8 has been replaced with Area H, dealing with the Day Road area, northwest of the current City limits, including the new State prison. This area is bordered by Clay and Day Roads on the north and railroad tracks on the west.

A master plan for this neighborhood will be needed to address property-owner concerns and mitigate the effects of the 110-acre prison development. The City is providing urban services to the prison prior to annexation, and expects to provide services to the entire area when it has been master planned and annexed.

AREA I

Note: the previous Area 9 has been replaced with Area I, dealing with the land along Elligsen Road, north of the current City limits. This area includes the Pheasant Ridge RV facility, a City water reservoir, and another 50 or more acres that are still in agricultural use. Interesting development proposals have been discussed for this area, including an amphitheater for outdoor concerts. However, the City has not yet approved a master plan for the area, and future uses are uncertain.

The development of Area I will need to be coordinated with the redevelopment of the old Burns Brothers property, south of Elligsen Road, because of traffic issues in close proximity to freeway interchange #286.

AREA J

The City has long viewed the Boeckman Road crossing of I-5 as a suitable location for construction of an interchange with I-5. However, the City also recognizes that I-5, being an interstate freeway, has state and national functions which may have to be balanced with local interests. The Oregon Department of Transportation (ODOT) has authority along with the Federal Highway Administration for the design, construction, and operation of I-5. Only recently has ODOT agreed to work with the City to study the feasibility of a Boeckman Road interchange.

The land between the Wilsonville Road / I-5 and the North Wilsonville-Stafford Road / I-5 Interchanges was planned initially with a transportation system which included an interchange at Boeckman Road. The City and ODOT will be evaluating all aspects of need, as well as preliminary interchange design for Boeckman Road at I-5. There are many potential impacts on surrounding land use patterns and other aspects of the local transportation network that will depend on the outcome of the study of interchange feasibility for Boeckman Road at I-5.
As viewed by the City, the rationale for an interchange at this location is at least threefold. (1) Interchange congestion could be reduced by distributing the number of trips among three rather than two interchanges, (2) traffic associated with development allowed by the Wilsonville Comprehensive Plan in the vicinity of Boeckman Road (and especially the Dammasch area, noted in ‘D,’ above) could be expedited more effectively, and (3) options for improving traffic upon other roadways serving the City of Wilsonville could be enhanced. The City recognizes that if item three is verified, then the improvement to I-5 at Boeckman Road may be viewed by ODOT as a local improvement which is inconsistent with the purpose of the interstate freeway. This may be sufficient or additional reason for ODOT to reject the interchange.

Because of these, and perhaps other, benefits to the City, the City Council has chosen to highlight the City's interest in this potential project by including this special section in the Comprehensive Plan. The City will continue to cooperate with other interested parties to conduct feasibility analyses of a Boeckman Road interchange. As appropriate, City consultants, staff, the Planning Commission and City Council will conduct reviews and hold public meetings on the options.

In the event that the City determines, with ODOT's concurrence, the feasibility of the interchange, the City will proceed with a plan amendment to add the Boeckman Road interchange to the Transportation Systems Plan. In the event this project is to be included in the City's Plan, the City will prepare amendments necessary to include in the Plan the other roadways required to complete the City's transportation network. In this regard, the City realizes that, because a Boeckman Road interchange can only be implemented with the cooperation of ODOT. The City will need to obtain agreement from ODOT demonstrating compliance with state and federal regulations pertaining to the addition of new interchanges before the proposed Boeckman Road interchange can be included in the City’s Transportation Systems Plan and capital improvement plans.

AREA K

Note: Area K, land along the Willamette River, west of Boones Ferry, has been designated in the West Side Master Plan for river-focused development. Text applying to this Area of Special Concern will be completed when the Natural Resource Plan has been adopted.

AREA L
[Deleted per Ordinance No. __, date, 2017]

HISTORIC SITES OR FEATURES

NOTE: information on the historical sites survey, including that generated in 1999, has been moved to the background inventory until the Goal 5 process has been completed.

The City will coordinate its review of land development proposals with the local historical society when any uses are proposed that could have an adverse impact on listed historical features.
Section 4.132. Town Center Zone.

(.01) Applicability and Purpose.

The Town Center (TC) Zone applies to lands within the Town Center Comprehensive Plan Map designation. The TC Zone is a Planned Development Zone, subject to applicable Planned Development regulations (see Section 4.140 and 4.118). The purposes of the TC Zone are to:

A. Implement the Town Center policies and implementation measures of the Comprehensive Plan.
B. Implement the Wilsonville Town Center Plan recommendations for the Town Center Comprehensive Plan Map designation.
C. Create a vibrant, walkable destination that inspires people to socialize, shop, live, and work.
D. Support future development that transforms Town Center into the heart of Wilsonville.
E. Foster active parks, civic spaces, and amenities that provide year-round, compelling experiences.
F. Create a development pattern where Wilsonville residents and visitors come for shopping, dining, culture, and entertainment.

Sub-districts. The TC Zone includes four sub-districts (Figure 1):

a. Main Street. A walkable and lively main street with a mix of active uses and 3-4 story buildings through the heart of Town Center along Parkway Avenue, which would extend south past Town Center park to Wilsonville Road.

b. Neighborhood-Mixed Use. Development would be primarily small-scale mixed-use, 2-3 story development, with neighborhood-serving commercial businesses or townhomes adjacent to Town Center Loop East and the existing residential neighborhoods. Neighborhood mixed-use provides a transition from single family neighborhoods east of Town Center Loop E to the central portions of Town Center.

c. Mixed Use. A variety of 2-4 story buildings throughout Town Center would provide the mix of residential, commercial and office uses the community is looking to have in Town Center. Moderate activity near Wilsonville Road would be commercially focused while the areas near Town Center Park would include more residential and mixed-use buildings.

d. Commercial-Mixed Use. Allowing taller buildings, up to 5 stories, along I-5 and near the future pedestrian bridge landing, would improve Town Center’s visibility, help create a sense of place, and support the increased level of activity and economic vibrancy desired by community members, including additional employment opportunities, entertainment, and hospitality services. As proposed, residential uses in this area would be required to be buffered from I-5 by non-residential buildings.

(.02) Uses permitted anywhere in the TC Zone

A. Open space
B. Multiple-family Dwelling Units, except in areas immediately adjacent to I-5 as noted in Subsection (.03)A. below within the Commercial Mixed Use District.
C. Public or private parks, playgrounds, recreational and community buildings and uses
D. Commercial recreation
E. Religious institutions
F. Retail sales and service of retail products, under a footprint of 30,000 square feet per use
G. Office, including medical facilities
H. Personal and professional services
I. Child and/or day care
J. Food service (e.g. restaurants, food carts, food cart pods)
K. Beverage service (e.g. cafes, brewpubs, bars)
L. Any of the above in mixed use buildings

Figure 1. Town Center Sub Districts
(0.03) Permitted and Prohibited uses in specific sub-districts

Figure 1, Land Use Sub-Districts, illustrates subareas of the Town Center where certain regulations apply. Below are use-related regulations for the Sub-districts.

A. COMMERCIAL – MIXED USE (C-MU)
   1. Additional permitted uses – Commercial recreation with outdoor facilities (e.g. cart track); single-user commercial or retail (e.g. grocery store or retail establishment) may exceed 30,000 square feet if located on more than one story of a multi-story building; cinemas
   2. Multiple-family is prohibited immediately adjacent to I-5. Multiple-family development must be buffered from I-5 by non-residential building(s).
   3. Uses with drive-through facilities – New uses with drive-through facilities (e.g. fast food, banks, car wash) are permitted in the C-MU sub-district, provided that they meet design and development standards for the TC Zone. Existing drive-through uses and facilities may be continued consistent with Section 4.189.

B. MAIN STREET (MS)
   1. Uses with drive-through facilities – New uses with drive-through facilities (e.g. fast food, banks, car wash) are prohibited. Existing drive-through uses and facilities may be continued consistent with Section 4.189. In the MS sub-district, a change in use is prohibited for new drive-through uses.

C. MIXED USE (MU)
   1. Uses with drive-through facilities – New uses with drive-through facilities (e.g. fast food, banks, car wash) are permitted in the MU sub-district, provided that they meet design and development standards for the TC Zone. Existing drive-through uses and facilities may be continued consistent with Section 4.189.

D. NEIGHBORHOOD-MIXED USE (N-MU)
   1. Uses with drive-through facilities – New uses with drive-through facilities (e.g. fast food, banks, car wash) are prohibited. Existing drive-through uses and facilities may be continued consistent with Section 4.189. In the N-MU sub-district, a change in use is permitted if redeveloping an existing drive-through use with another drive-through use, consistent with the other standards of Section 4.189.

(0.04) Consistency with Street Network and Multi-modal Network

A. All development will be consistent with the Street Network and Multi-modal Network, shown in Figures 2 and 3. Street and multi-modal facility locations are approximate and will be finalized as part of the development review process. The purpose of these plans are to support the creation of a highly connected and walkable Town Center where there are options for travel. The Development Review Board (DRB) may approve variations from Figures 2 and/or 3, if:
   1. Existing development restricts the connection from being developed;
   2. Existing natural resources and/or open space would be adversely affected by construction of the facility and mitigation of those impacts is not feasible.
B. If a street or other multimodal connection varies from Figures 2 and/or 3, equivalent connectivity and multi-modal travel options shall be provided as determined in a Transportation Impact Analysis prepared per Section 4.140 and approved by the City Engineer.

C. All development shall provide transportation facilities consistent with the cross-sections in the Wilsonville Town Center Plan and applicable provisions of the Wilsonville Transportation System Plan subject to variations approved by the City Engineer.

D. All franchise utilities shall be located underground within the public sidewalk.

Figure 2. Street Network
Figure 3. Multimodal Network

(0.05) Consistency with Open Space Network

A. All development will be consistent with the Open Space Network, shown in Figure 4. The Open Space sizes and locations on Figure 4 are approximate and will be finalized as part of the development review process. The purpose of the plan is to create open spaces that are linked and serve as attractive amenities for Town Center. The Development Review Board may approve variations from Figure 4 if needed to accommodate existing development or physical constraints, and/or, preserve natural resources and open space. If an open space is varied, equivalent open space and open space linkage shall be provided.

B. The Development Review Board may specify the method of assuring the long-term protection and maintenance of open space and/or recreational areas. Where such protection or maintenance are the responsibility of a private party or homeowners’ association, the City Attorney shall review any pertinent bylaws, covenants or agreements prior to recordation.”
A. PURPOSE AND INTENT

The purpose of the design standards is to:

1. Provide high quality design in new development and redevelopment that promotes a sense of community identity and implements the Wilsonville Town Center Vision.
2. Provide a well-defined pedestrian, bicycle and vehicular network, good connections to adjacent land uses and direct connections to transit stops.
3. Provide quality and usable open space, increase street tree canopy, and create transitions between land uses.
4. Provide sustainable development through the adaptive reuse of existing buildings and increase the use of low-impact development best practices.
5. All development shall follow these standards except as permitted in Section 4.132.06(D).
B. BUILDING/STREET FRONTAGE REQUIREMENTS

Building and street frontage requirement in this section are intended to create an active pedestrian environment through sidewalk-facing ground floors and entryways with protection from the elements for pedestrians.

Table 1. Building/Frontage Design Standards.

<table>
<thead>
<tr>
<th>Street type</th>
<th>Main Street</th>
<th>Local Roads</th>
<th>Collectors</th>
<th>Arterial</th>
<th>Multi-Use Paths</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective</td>
<td>Provides pedestrian-oriented and active building frontage on street.</td>
<td>Provides local access to adjacent development with pedestrian design focus. Local roads should also provide access to parking and service entrances.</td>
<td>Provides capacity to accommodate multimodal transportation access and connectivity to regional connections</td>
<td>Provides connectivity to regional system focused on moving people. Access from adjacent multimodal networks is focused at signalized intersections.</td>
<td>Provides bicycle, and pedestrian connectivity travel within Town Center and connections to larger bike/ped system.</td>
</tr>
<tr>
<td>Sidewalks</td>
<td>Required. Separated from curb by planting strip, tree wells, or rain gardens.</td>
<td>Required. Separated from curb by planting strip, tree wells, or rain gardens.</td>
<td>Required. Separated from curb by planting strip, tree wells, or rain gardens.</td>
<td>Required. Separated from curb by planting strip, tree wells, or rain gardens.</td>
<td>N/A</td>
</tr>
<tr>
<td>Sidewalk width (curb to building) [1]</td>
<td>12 feet, plus optional setbacks. 10 feet fronting Town Center Park</td>
<td>12-14 feet, depending on local street option.</td>
<td>12-13.5 feet (per TSP)</td>
<td>13.5-16.5 feet (Per TSP)</td>
<td>Varies-minimum 12 feet</td>
</tr>
<tr>
<td>Landscaping type</td>
<td>Street trees and plantings, including rain gardens, rooftop gardens, plazas.</td>
<td>Street trees and plantings, including rain gardens, rooftop gardens, plazas.</td>
<td>See Section 4.176.</td>
<td>See Section 4.176.</td>
<td>See Section 4.176.</td>
</tr>
<tr>
<td>On-street parking</td>
<td>Parallel or diagonal parking required. Parklets and bicycle parking permitted in street [2].</td>
<td>Dependent on local road design (see cross section options). Parallel parking on both sides, or diagonal parking on one side, depending on ROW availability and street cross-section.</td>
<td>Optional</td>
<td>Prohibited.</td>
<td>N/A</td>
</tr>
<tr>
<td>Number of lanes</td>
<td>Two</td>
<td>Two</td>
<td>Two</td>
<td>Three to five</td>
<td>N/A</td>
</tr>
<tr>
<td>Street type</td>
<td>Main Street</td>
<td>Local Roads</td>
<td>Collectors</td>
<td>Arterial</td>
<td>Multi-Use Paths</td>
</tr>
<tr>
<td>-----------------------------</td>
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<td>-----------------------------------------------------</td>
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</tr>
<tr>
<td>Bicycle facilities</td>
<td>See Figure 3. One-way buffered bike lanes required north of Town Center Park.</td>
<td>Varies by local street option.</td>
<td>Buffered, one-way, except where two-way cycle track is recommended (see Figure 3).</td>
<td>Buffered, one way</td>
<td>N/A</td>
</tr>
<tr>
<td>Minimum % of building along street frontage</td>
<td>Minimum 70% of buildings facing Main Street. Buildings to be placed at corners with primary building access at or within 20 feet of the corner.</td>
<td>Minimum 50% of building facing a local street. Buildings to be placed at corners.</td>
<td>Minimum 50%</td>
<td>Minimum 50%</td>
<td>N/A</td>
</tr>
<tr>
<td>Location of parking</td>
<td>On street, behind building (surface or structured, above or below grade), or at shared central location.</td>
<td>On street when allowed, behind or to the side of building. Off street parking is not permitted along Main Street frontage. Off-street parking prohibited at corners of public streets.</td>
<td>To the back or side of building. Off-street parking prohibited at corners of public streets.</td>
<td>To the back or side of building. Off-street parking prohibited at corners of public streets.</td>
<td>N/A</td>
</tr>
<tr>
<td>Parking Access</td>
<td>Parking access provided via local street, alley, or midblock crossing. Alleys must be located more than 100 feet from another road or access point. Shared access is encouraged. Parking access is restricted on north/south main street unless</td>
<td>Parking access provided via local access street or alley.</td>
<td>Parking access provided via local street.</td>
<td>Not permitted. Access to be provided at signalized intersections and interior circulation system.</td>
<td>N/A</td>
</tr>
<tr>
<td>Street type</td>
<td>Main Street</td>
<td>Local Roads</td>
<td>Collectors</td>
<td>Arterial</td>
<td>Multi-Use Paths</td>
</tr>
<tr>
<td>--------------</td>
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</tr>
<tr>
<td>no other access is feasible.</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

| Driveway spacing standards | 100 ft. min | 100 ft. min | 100 ft. min | N/A | N/A |

| Block length | Maximum block length is 400 ft. The maximum distance to a pedestrian mid-block crossing shall be 250 ft. Maximum mid-block crossing width up to 20 ft. | Maximum block length is 400 ft. The maximum distance to a pedestrian mid-block crossing shall be 250 ft to provide pedestrian and parking access. Maximum mid-block crossing width up to 30 ft. | N/A | N/A | N/A |

| Typical vehicle speed | 20-25 mph | 20-25 mph | 25-30 mph | 25-35 mph | N/A |

[1] Sidewalk width includes landscaping area. Tree wells shall include root barriers, the use of structural soils, soil cells, or other means to minimize impacts to sidewalks or roadway from root intrusion.
[2] A maximum of two parklets are permitted per block, per side of street.
Figure 5.A. Building Placement and Location of Parking, Main Street Intersection (typical)

Figure 5.B. Building Placement and Location of Parking, Main Street/Local Street Intersection (typical)
Figure 5.C. Building Placement and Location of Parking, Local Street/Local Street Intersection (typical)

Figure 5.D. Building Placement and Location of Parking, Arterial/Collector/Local Street frontage (typical)
C. DEVELOPMENT STANDARDS

Development standards apply to all new development within the Town Center boundary.

Table 2. Town Center Development Standards [1]

<table>
<thead>
<tr>
<th>STANDARD</th>
<th>MSDE</th>
<th>N-MU</th>
<th>MU</th>
<th>C-MU</th>
</tr>
</thead>
<tbody>
<tr>
<td>Front setback</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Minimum</td>
<td>0 ft.</td>
<td>0 ft.</td>
<td>0 ft.</td>
<td>0 ft.</td>
</tr>
<tr>
<td>Maximum [2]</td>
<td>20 ft.</td>
<td>20 ft.</td>
<td>20 ft.</td>
<td>10 ft.</td>
</tr>
<tr>
<td>Side facing street on corner and through lots</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Minimum</td>
<td>0 ft.</td>
<td>0 ft.</td>
<td>0 ft.</td>
<td>0 ft.</td>
</tr>
<tr>
<td>Maximum [2]</td>
<td>10 ft</td>
<td>10 ft</td>
<td>10 ft</td>
<td>10 ft</td>
</tr>
<tr>
<td>Side yard</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Minimum</td>
<td>0 ft.</td>
<td>0 ft.</td>
<td>0 ft.</td>
<td>0 ft.</td>
</tr>
<tr>
<td>Maximum [2]</td>
<td>10 ft</td>
<td>10 ft</td>
<td>10 ft</td>
<td>10 ft</td>
</tr>
<tr>
<td>Rear setback</td>
<td></td>
<td></td>
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<tr>
<td>Minimum</td>
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<td>0 ft.</td>
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<tr>
<td>Maximum</td>
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<tr>
<td>Building height (stories) [3]</td>
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<td></td>
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<tr>
<td>Minimum</td>
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<td>two</td>
<td>two</td>
<td>two</td>
</tr>
<tr>
<td>Maximum (stories/feet) [4]</td>
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<td>five</td>
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<tr>
<td>Ground floor height minimum [5]</td>
<td>15 ft</td>
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<td>12 ft</td>
<td>15 ft</td>
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<tr>
<td>Ground floor uses</td>
<td>Mixed-use buildings required within 200 feet of the Park Place/Courtside Drive intersection.</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
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<td>Building site coverage maximum</td>
<td>90%</td>
<td>75%</td>
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<td>90%</td>
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<td>Minimum landscaping</td>
<td>10%</td>
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<td>15%</td>
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<tr>
<td>Minimum building frontage</td>
<td>70%</td>
<td>25%</td>
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Residential density (units per acre)

<table>
<thead>
<tr>
<th></th>
<th>MSD</th>
<th>N-MU</th>
<th>MU</th>
<th>C-MU</th>
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<td>40</td>
<td>16</td>
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<tr>
<td>Maximum</td>
<td>None</td>
<td>40</td>
<td>None</td>
<td>None</td>
</tr>
</tbody>
</table>

[1] This table does not apply to existing development. All new buildings in the district must meet these development standards.

[2] For Commercial development, the maximum front and street side yard setback is 10 feet. For mixed-use and residential only development, the maximum front setback is 20 feet. Front setbacks are permitted provided they are used for seating or other uses that encourage pedestrian activity and active ground floor uses. A variety of building setbacks are encouraged.

[3] Second stories or higher in buildings must be useable. No false front buildings are permitted.

[4] Within the MSD, MU and C-MU subdistricts, the maximum number of building stories may be increased by one story if a minimum of 25% of the units of the bonus floor area are affordable, with rental rates /mortgage restrictions for a minimum of 10 years, to households earning at or below 80% of median family income of Wilsonville.

[5] This standard does not apply to residential only buildings.

[6] Minimum residential density applies to residential-only development. There is no minimum residential density for mixed use development.

D. WAIVERS TO DEVELOPMENT STANDARDS
The Development Review Board (DRB) may approve waivers to the size of the ground floor of a building floorplate and/or the number of stories of a building within the MU and C-MU subdistricts, consistent with the provisions of Section 4.118.03 if the three (3) of following criteria are met:

1. Innovative building techniques, such as rainwater harvesting, graywater systems, green roofs, or other environmental systems, shall be incorporated into the building design to reduce impact to the environment.

2. LEED certification, Earth Advantage, or another recognized environmental certification.

3. Public amenities, such as a plaza or other community gathering space, shall be incorporated into the building design. Public plaza or other gathering spaces shall be located in a prominent, visible location adjacent to a public street.

4. Installation of public art.

5. Providing affordable housing on the development site.

6. Provides incubator space on site, either within or adjacent to the development that provides below market lease rates for small businesses.

E. BUILDING PLACEMENT.
Buildings shall meet the following standards. If:

1. Main Streets and Local Streets. Where parcels are bounded by a Main Street and perpendicular street, buildings shall be located at the street intersection. For parcels with frontage only on
one street or if a building is already located at the street intersection, the new building shall be located immediately adjacent to existing building to create a continuous building façade with adjacent buildings. Street frontage requirements for Main Street are a minimum of 70 percent of the lot frontage. Off street parking shall be located behind buildings fronting Main Street, either on surface or tuck under lot, parking structure, or at a central off-site parking facility located within the TC boundary.

2. If a parcel fronts two or more different street design classifications, the primary building entrance shall front the following in order of priority: Main Street, Local Street, Collector Street.

3. Minimum building frontage requirements for a Local Street shall be 25 percent if the development also fronts Main Street.

4. Minimum building frontage requirements for a local street shall be 50 percent if the development front another local street.

5. For parcels that do not front a Main Street or a Local Street, the minimum building frontage shall occupy a minimum 50 percent of the lot frontage.

6. The Development Review Board may approve variations from building placement standards if existing development, physical constraints, or site circulation and access are infeasible. If the Design Review Board determines that a variation from building placement standards is required, building placement should be prioritized as follows:

   a. If the development is adjacent to Main Street, the primary frontage of the building shall remain on Main Street with variation from this standard occurring on a side street.

   b. If the development is adjacent to the Main Streets (e.g. Park Place and Courtside Drive) the primary frontage shall be on Park Place with the variation occurring on Courtside Drive.

   c. If the development is adjacent to two local streets , the primary frontage shall be on the north/south local street with the variation occurring on east/west local street.

E. Building setbacks.

   The minimum building setback from public street rights-of-way shall be zero feet; the maximum building setback shall be 20 feet for MSD and N-MU districts. The maximum setback shall be 10 feet for all other districts. No off-street vehicle parking or loading is permitted within the setback. Bicycle parking is permitted within in the setback.

F. FRONT YARD SETBACK DESIGN.

   Landscaping, water quality treatment, seating areas, an arcade, or a hard-surfaced expansion of the pedestrian path must be provided between a structure and a public street or accessway. If a building abuts more than one street, the required improvements shall be provided on all streets. Hard-surfaced areas shall be constructed with scored concrete or modular paving materials. Benches and other street furnishings are encouraged.

G. WALKWAY CONNECTION TO BUILDING ENTRANCES.
A walkway connection is required between a building’s entrance and a public street or accessway. This walkway must be at least six feet wide and be paved with concrete or modular paving materials. Building entrances at a corner adjacent a public street intersection is encouraged.

H. PARKING LOCATION AND LANDSCAPE DESIGN.

1. Parking for buildings adjacent to public street rights-of-way must be located to the side or rear of newly constructed buildings, except for buildings fronting Main Street, where parking must be located behind the building, either surface, tuck under or structured (above or below grade). For locations where parking may be located to the side of the building, parking is limited to 50% of the street frontage and must be behind a landscaped area per Section 4.176.

2. Within off-street parking lots, all parking spaces, except for those designated for ADA accessible space or deliveries, shall be shared spaces. Designation for individual uses is not permitted.

3. Within off-street parking lots, time-limitations may be placed on parking spaces to encourage parking turnover. This includes time limitations to pickup and drop off of goods from areas businesses (e.g. drycleaner, bank ATM etc.).

I. PARKING GARAGES AND OFF-STREET PARKING ACCESS.

Parking garages must meet all building standards identified within this section. Off street access to a parking lot or garage should be located to minimize conflicts with pedestrians and must be provided from an alley or local street.

J. PLAZA AREAS

The following plaza design standards are intended to enhance the overall site layout and ensure that plaza areas are designed as an accessible amenity.

1. Plaza space shall be required when a mixed use or commercial development or redevelopment involves a gross site area greater than 2 acres. When a plaza is required as a percentage of the overall required open space requirement the plaza space shall incorporate at least three of the following elements:

   a. One seating space shall be provided for every 250 square feet of plaza area and/or public space. The seating space requirement may be met by providing benches, chairs, and/or seat-walls. Areas actively used for public outdoor cafes are exempted from the calculation in the seating area requirement. Remaining areas plaza areas must meet the seating requirement.

   b. Structures such as pergolas, canopies, awnings, arcades, or other similar elements to provide shade and rain coverage. Structures should provide coverage for year-round use of the plaza.

   c. In addition to trees required to satisfy the open space requirement, trees shall be provided at a rate of one tree per 800 square feet of plaza or public space area.

   d. Water features or public art.
e. Activity areas including but not limited to outdoor cafes, retail spaces, and/or programmed spaces that accommodate entertainment, meetings, educational activities, and play areas.

f. Pedestrian-scale wayfinding.

2. Plaza areas shall be visible and accessible from adjacent streets or pedestrian areas. A minimum of 75% of the plaza frontage shall provide direct unobstructed access from adjacent streets.

3. Stormwater management facilities shall be integrated into the plaza design and used as an amenity to the greatest extent possible.

4. No less than 20% or more than 60% of the plaza area shall be utilized for planted landscaping, including stormwater detention areas. All other areas shall be composed of hardscaping.

5. The minimum size of a plaza shall be 2,000 square feet.

6. Litter receptacles shall be provided at a minimum of four cubic feet of capacity per 800 square feet of open plaza space.

K. DRIVE THROUGH FACILITIES
A drive-through facility shall be subject to the following standards:

1. Shall only be permitted if the building also includes indoor seating.

2. Shall not be permitted on parcels with frontage on Main Street.

3. All traffic queuing using the drive through facilities shall be accommodated on site.

4. A drive-through lane shall not be located in the area between a building and a public street and the drive-through windows shall not face a public street.

5. In addition to standards for drive throughs, buildings with drive-through facilities shall also meet standards for primary building access (Section 4.132.06(L)(2)(H).

6. Drive-through facilities shall be clearly marked with signage to avoid conflict with pedestrian and bicycle facilities.
L. BUILDING DESIGN STANDARDS

   a. The first-floor façade of all buildings, including structured parking facilities, shall be designed to encourage and complement pedestrian-scale interest and activity through the use of elements such as windows, awnings, and other similar features.

   b. Building entrances shall be clearly marked, provide weather covering, and incorporate architectural features of the building.

   c. Architectural features and treatments shall not be limited to a single façade. All visible sides of a building from the street, whether viewed from public or private property, shall display a similar level of quality and architectural interest, with elements such as windows, awnings, murals, a variety of exterior materials, reveals, and other similar features.

   d. Green building techniques are encouraged, which could include the use of green roofs, gray water and water harvesting, and/or LEED certification of buildings.
2. Design Standards

a. All buildings, including parking garages, shall comply with the following design standards.

Building facade windows are required on all street-facing facades (see Figure 7), as follows:

| Ground Story: Mixed-Use and Non-Residential | 60% of facade |
| Upper Stories: Mixed-Use                  | 30% of facade |
| Ground Story: Residential Only            | 30% of facade |

i. Window area is the aggregate area of the glass within each window, including any interior grids, mullions, or transoms. Facade area is the aggregate area of each street-facing vertical wall plane.

ii. Required windows shall be clear glass and not mirrored or frosted, except for bathrooms. Clear glass within doors may be counted toward meeting the window coverage standard.

iii. Ground floor windows. All street-facing elevations within the building setback (zero to 20 feet) along public streets shall include a minimum of 60% of the ground floor wall area with windows, display areas or doorway openings. The ground floor wall area shall be measured from two feet above grade to ten feet above grade for the entire width of the street-facing elevation. The ground floor window requirement shall be met within the ground floor wall area and for glass doorway openings to ground level. Up to 50% of the ground floor window requirement may be met on an adjoining elevation as long as the entire requirement is located at a building corner.

iv. Street-facing facades that contain vehicle parking, such as a parking structure, do not have to provide windows but shall provide facade openings that meet the minimum required window area. If required facade openings do not contain glass, they may contain architectural elements that are no more than 30 percent sight-obscuring.

b. Building Facades.

i. Facades that face a public street shall extend no more than 50 feet without providing at least one of the following features: (a) a variation in building materials; (b) a building off-set of at least one foot; (c) a wall area that is entirely separated from other wall areas by a projection, such as an arcade; or (d) by other design features that reflect the building’s structural system (See Figure 8). No building façade shall extend for more than 250 feet without a pedestrian connection between or through the building (see Figure 11).

ii. Buildings more than three stories are required to step back six feet from the building facade at the beginning of the fourth story.
Figure 7. Window Placement and Percentage of Facade

Window area is the aggregate area of the glass within each window, including any interior grids, mullions, or transoms.

Minimum window area for upper stories:
- 30% (mixed use buildings)

Weather protection with a permanent architectural feature required over building entries.

Minimum window area for ground story:
- 60% (mixed use and non-residential buildings)
- 30% (residential buildings)

Clear glass within doors count toward minimum window area.
Figure 8. Building Facade Articulation and Stepbacks

- Facade articulated every 50 feet
- Pedestrian connection provided every 250' of building facade
- Step back of 6' from the building facade at the beginning of the fourth story

Private property | Public right-of-way
c. Weather protection (for nonresidential and mixed-use buildings):

i. A projecting facade element (awning, canopy, arcade, or marquee) is required on the street-facing façade. Within the MS subdistrict, weather protection shall be provided across the entire length of the building frontage.

ii. All weather protection must comply with the Oregon Structural Specialty Code in effect at the time of application for projections or encroachments into the Public Right-of-Way.

iii. Weather protection shall be maintained and in good condition.

iv. Marquees shall have a minimum 10-foot clearance from the bottom of the marquee to the sidewalk. Canopies and awnings shall have a minimum 8-foot clearance from the bottom of the awning or canopy to the sidewalk.

v. The projecting façade element shall not extend into amenity zone or conflict with street lights. If the projecting façade element blocks light shed from adjacent street lights, exterior lighting shall be located on the building.

vi. Awnings shall match the width of storefronts or window openings.

vii. Internally lit awnings are not permitted.

viii. Awnings shall be made of glass, metal, or a combination of these materials. Fabric awnings are not permitted.

d. Building materials. Plain concrete block, plain concrete, T-111 or similar sheet materials, corrugated metal, plywood, sheet press board or vinyl siding may not be used as exterior finish materials. Foundation material may be plain concrete or plain concrete block where the foundation material is not revealed for more than two feet. Use of brick and natural materials (wood) is encouraged.

e. Roofs and roof lines. Except in the case of a building entrance feature, roofs shall be designed as an extension of the primary materials used for the building and should respect the building’s structural system and architectural style. False fronts and false roofs are not permitted.

f. Rooftop features/equipment screening.

i. The following rooftop equipment does not require screening:

- Solar panels, wind generators, and green roof features;
- Equipment under two feet in height.

ii. Elevator mechanical equipment may extend above the height limit a maximum of 16 feet provided that the mechanical shaft is incorporated into the architecture of the building.
iii. Satellite dishes and other communications equipment shall be limited to 10 feet in height from the roof, shall be set back a minimum of five feet from the roof edge and screened from public view to the extent possible.

iv. All other rooftop mechanical equipment shall be limited to 10 feet in height, shall be set back a minimum of five feet from the roof edge and screened from public view and from views from adjacent buildings.

v. On all structures exceeding 35 feet in height, roofs shall have drainage systems that are architecturally integrated into the building design.

vi. Any external stairwells, corridors and circulation components of a building shall be architecturally compatible with the overall structure, through the use of similar materials, colors, and other building elements.

vii. Required screening shall not be included in the building's maximum height calculation.

g. General Screening

i. Utility meters shall be located on the back or side of a building and screened from view from a public street to the greatest extent possible and shall be painted a color to blend with the building façade.

h. Primary Entry

i. For commercial/institutional/mixed use buildings:
   - At least one entry door is required for each business with a ground floor frontage.
   - Each entrance shall be covered, recessed, or treated with a permanent architectural feature in such a way that weather protection is provided.
   - All primary ground-floor common entries shall be oriented to the street or a public space directly facing the street, not to the interior or to a parking lot, or placed at an angle up to 45 degrees from an adjacent street.
   - Courtyards, plazas and similar entry features may be utilized to satisfy the building entrance requirement when these features are designed to connect the adjacent street edge to the main building entrance.

ii. For residential buildings:
   - Entry door. The primary public entrance to each building unit shall be covered, recessed, or treated with a permanent architectural feature in such a way that weather protection is provided.
   - All primary ground-floor common entries of multifamily buildings or individual unit entries of attached residential units that front the street shall be oriented to the street or public right-of-way, not to the interior or to a parking lot.

i. Building projections. Building projections are allowed as follows (see Figure 9):
i. Architectural elements such as eaves, cornices and cornices may project up to 1’ from the face of the building.

ii. Bay windows and balconies may project up to 4’ from the face of the building. Balconies that project into the right-of-way shall have a minimum vertical clearance of 12 feet from sidewalk grade or be mounted at the floor elevation, whichever is greater.

iii. See also Section 4.132.06(L)(2)(C) for standards related to weather protection.

Figure 9. Building Projections
M. OFF STREET PARKING AND LOADING
Parking standards are identified in Section 4.155.

N. PARKING WITHIN A BUILDING OR STRUCTURE
1. Parking structures shall be designed to allow re-use of the building for non-parking uses, such as office or residential uses.

2. The ground floor façade of a structured parking facility that abuts a public sidewalk, street, or open space and that is not occupied by entrances, exits, or waiting areas shall be designed and constructed with a minimum unfinished floor to ceiling height of 15 feet in order to allow occupancy by uses other than parking that are permitted in the underlying district (see Figure 10).

3. Parking structures located in the MSD and adjacent to a public street shall contain retail or office uses on the first floor fronting the street or be wrapped with development of equal or greater height than the parking structure. At least 50 percent of a street-level floor facing a public sidewalk, street, or open space area shall contain retail or office uses to a minimum depth of 60 feet.

4. Facade openings that face a public street or open space shall be vertically and horizontally aligned and all floors fronting on those facades shall be level, not inclined.

5. The first floor facade of a parking structure located adjacent to a public street shall include at least three architectural elements such as arcades, windows, awnings, overhangs, screens, grills, louvers or other similar non-opaque features.

6. Parking structures shall be designed so that motorized vehicles parked on all levels of the structure are screened to a minimum height of 42 inches.

7. Where the upper floors of above-ground parking structures are visible from a public street, such surfaces shall include architectural or vegetative finishes.

8. Within a surface parking lot or structure, the bicycle spaces, carpool, vanpool, shared car, or electric vehicle charging spaces should be placed in preferred locations relative to the street, the building entrances, and the primary pedestrian routes within and around the project site.
O. STREET CONNECTIVITY

1. Purpose.
The purpose of these standards and procedures is to create safe, comfortable, and attractive streetscapes for pedestrians, improve connectivity for all modes of travel, and remove barriers for small-scale incremental development.

2. General provisions.
This section contains the standards and procedures for improvements to public transportation facilities for all property located in the Wilsonville Town Center Boundary, including specific standards for vehicle, pedestrian, bicycle, and transit facilities. The terms “transportation facilities” and “transportation improvements” generally include those facilities, or improvements to those facilities, that accommodate all modes of travel that are usually located in public rights-of-way, also commonly referred to as streets. “Frontage improvements” are transportation improvements immediately adjacent to a proposed development’s street frontage. “Off-site improvements” are transportation improvements not adjacent to a proposed development’s street frontage.

3. Transportation facility standards.
   a. Intersection design and spacing.
      i. Transportation facilities shall be designed and constructed in conformance to the applicable section of the City Development Code and to the City’s Public Works Standards.

      ii. Street intersections shall have curb extensions to reduce pedestrian crossing distances unless there are other standards that apply, such as areas with flush curbs.
iii. New street intersections, including alleys, are subject to approval by the city engineer.

b. Transportation network connectivity.

i. Minimum required transportation improvements are identified in the Wilsonville Town Center Plan. Alleys are encouraged but not required. Private streets are prohibited.

ii. Bicycle and pedestrian connections are required where the addition of a connection would link the end of a permanent turnaround to an adjacent street or provide a midblock connection through a long block. A midblock connection is required where at least one block face is 400 feet or more in length (see Figure 11). A required connection must go through the interior of the block and connect the block face to its opposite block face. The mid block crossing shall be demarcated with paving, signage, or design that clearly demarcates the crossing is designated for pedestrian and bicycle crossings.

Figure 11. Mid-Block Pedestrian and Bicycle Connections

iii. Streets shall be extended to the boundary lines of the proposed development where necessary to give access to or allow for future development of adjoining properties.

- Any required or proposed new streets through or along the boundary of the proposed development shall be accompanied by a future street plan. The future street plan shall show that it is feasible to extend all required or
proposed new streets onto adjoining properties to the satisfaction of the City Engineer.

- Temporary turnarounds shall be constructed for street stubs in excess of 150 feet in length. Drainage facilities shall be constructed to properly manage stormwater runoff from temporary turnarounds.
- Street stubs to adjoining properties shall not be considered permanent turnarounds, unless required and designed as permanent turnarounds, since they are intended to continue as through streets when adjoining properties develop.
- Reserve strips may be required in order to ensure the eventual continuation or completion of a street.

iv. Permanent dead end streets are not allowed except where no opportunity exists for creating a through street connection. Dead end streets shall meet all fire code access requirements and shall only be used where topographical constraints, protected natural resource areas, existing development patterns, or strict adherence to other city requirements precludes a future street connection. The lack of present ownership or control over abutting property shall not be grounds for a dead end street.

v. Street design. All streets are subject to the standards illustrated in the Wilsonville Town Center Plan.

vi. Street trees shall be required along all street frontages. The minimum number of required street trees shall be determined by dividing the length (in feet) of the proposed development’s street frontage by 30 feet. When the result is a fraction, the number of street trees required shall be the nearest whole number.

x. Sidewalks shall have a minimum unobstructed width of 6 feet for pedestrian through travel. Permanent structures or utilities within the required pedestrian through-travel area are restricted unless approved by the City Engineer. Sidewalk area outside of the required through-travel area may be used for landscaping, pedestrian amenities such as permanent street furniture, bicycle parking, trash cans, and drinking fountains.

xi. Temporary placement of customer seating, merchandise display, temporary A-frame signs or other uses by businesses adjacent to the street shall be placed within the amenity or building zone in front of the business (see Figure 12). The building zone may be extended into the pedestrian zone in front of the building if a minimum of 4 feet is provided for the pedestrian through area. Placement of any temporary uses requires a temporary right-of-way use permit and approval by the City Engineer.

xii. Temporary signs, such as A-Frames, are permitted within Town Center provided the temporary sign meets the following standards:

- One temporary sign is allowed per public entrance to buildings.
• Temporary signs may be up to 12 square feet in area. Only one side of a portable sign will be counted. The vertical dimension of the sign including support structure may be no greater than 42 inches.
• Signs may be placed in front of the building only during business hours
• Electrical signs and changing image sign features are prohibited.

xi. Off street paths shall meet the city’s path standards identified in the Transportation system plan, unless noted otherwise in the Wilsonville Town Center Plan. The location and type of facility shall be consistent the trail and open space, and street cross section illustrated in the Wilsonville Town Center Plan. Trail widths may be reduced where constrained by existing development, protected natural resource areas, or topography as determined by the city engineer.

Figure 12. Sidewalk Furnishing and Pedestrian Through Zones
Section 4.155. General Regulations - Parking, Loading and Bicycle Parking.

(.01) Purpose:

A. The design of parking areas is intended to enhance the use of the parking area as it relates to the site development as a whole, while providing efficient parking, vehicle circulation and attractive, safe pedestrian access.

B. As much as possible, site design of impervious surface parking and loading areas shall address the environmental impacts of air and water pollution, as well as climate change from heat islands.

C. The view from the public right of way and adjoining properties is critical to meet the aesthetic concerns of the community and to ensure that private property rights are met. Where developments are located in key locations such as near or adjacent to the I-5 interchanges, or involve large expanses of asphalt, they deserve community concern and attention.

(.02) General Provisions:

A. The provision and maintenance of off-street parking spaces is a continuing obligation of the property owner. The standards set forth herein shall be considered by the Development Review Board as minimum criteria.

1. The Board shall have the authority to grant variances or planned development waivers to these standards in keeping with the purposes and objectives set forth in the Comprehensive Plan and this Code.

2. Waivers to the parking, loading, or bicycle parking standards shall only be issued upon a findings that the resulting development will have no significant adverse impact on the surrounding neighborhood, and the community, and that the development considered as a whole meets the purposes of this section.

B. No area shall be considered a parking space unless it can be shown that the area is accessible and usable for that purpose, and has maneuvering area for the vehicles, as determined by the Planning Director.

C. In cases of enlargement of a building or a change of use from that existing on the effective date of this Code, the number of parking spaces required shall be based on the additional floor area of the enlarged or additional building, or changed use, as set forth in this Section. Current development standards, including parking area landscaping and screening, shall apply only to the additional approved parking area.

D. In the event several uses occupy a single structure or parcel of land, the total requirement for off-street parking shall be the sum of the requirements of the several uses computed separately, except as modified by subsection “E,” below.
Within the TC Zoning District, the cumulative number of parking spaces required by this subsection may be reduced by 25 percent.

E. Owners of two (2) or more uses, structures, or parcels of land may utilize jointly the same parking area when the peak hours of operation do not overlap, provided satisfactory legal evidence is presented in the form of deeds, leases, or contracts securing full and permanent access to such parking areas for all the parties jointly using them. [Amended by Ord. # 674 11/16/09]

F. Off-street parking spaces existing prior to the effective date of this Code may be included in the amount necessary to meet the requirements in case of subsequent enlargement of the building or use to which such spaces are necessary.

G. Off-Site Parking. Except for single-family dwellings, the vehicle parking spaces required by this Chapter may be located on another parcel of land, provided the parcel is within 500 feet of the use it serves and the DRB has approved the off-site parking through the Land Use Review. The distance from the parking area to the use shall be measured from the nearest parking space to the main building entrance, following a sidewalk or other pedestrian route. Within the TC Zoning District, there is no maximum distance to an off-site location provided the off-site parking is located within the Town Center Zoning District. The right to use the off-site parking must be evidenced in the form of recorded deeds, easements, leases, or contracts securing full and permanent access to such parking areas for all the parties jointly using them. [Amended by Ord. # 674 11/16/09]

H. The conducting of any business activity shall not be permitted on the required parking spaces, unless a temporary use permit is approved pursuant to Section 4.163.

I. Where the boundary of a parking lot adjoins or is within a residential district, such parking lot shall be screened by a sight-obscuring fence or planting. The screening shall be continuous along that boundary and shall be at least six (6) feet in height.

J. Parking spaces along the boundaries of a parking lot shall be provided with a sturdy bumper guard or curb at least six (6) inches high and located far enough within the boundary to prevent any portion of a car within the lot from extending over the property line or interfering with required screening or sidewalks.

K. All areas used for parking and maneuvering of cars shall be surfaced with asphalt, concrete, or other surface, such as pervious materials (i.e. pavers, concrete, asphalt) that is found by the City’s authorized representative to be suitable for the purpose. In all cases, suitable drainage, meeting standards set by the City’s authorized representative, shall be provided. [Amended by Ord. # 674 11/16/09]

L. Artificial lighting which may be provided shall be so limited or deflected as not to shine into adjoining structures or into the eyes of passers-by.

M. Off-street parking requirements for types of uses and structures not specifically listed in this Code shall be determined by the Development Review Board if an
application is pending before the Board. Otherwise, the requirements shall be specified by the Planning Director, based upon consideration of comparable uses.

N. Up to forty percent (40%) of the off-street spaces may be compact car spaces as identified in Section 4.001 - “Definitions,” and shall be appropriately identified.

O. Where off-street parking areas are designed for motor vehicles to overhang beyond curbs, planting areas adjacent to said curbs shall be increased to a minimum of seven (7) feet in depth. This standard shall apply to a double row of parking, the net effect of which shall be to create a planted area that is a minimum of seven (7) feet in depth.

P. Parklets are permitted within the TC Zoning District on up to two parking spaces per block and shall be placed in front of the business. Development requirements and duration shall be specified by the Planning Director.

(.03) Minimum and Maximum Off-Street Parking Requirements:

A. Parking and loading or delivery areas shall be designed with access and maneuvering area adequate to serve the functional needs of the site and shall:

1. Separate loading and delivery areas and circulation from customer and/or employee parking and pedestrian areas. Circulation patterns shall be clearly marked.

2. To the greatest extent possible, separate vehicle and pedestrian traffic.

B. Parking and loading or delivery areas shall be landscaped to minimize the visual dominance of the parking or loading area, as follows:

1. Landscaping of at least ten percent (10%) of the parking area designed to be screened from view from the public right-of-way and adjacent properties. This landscaping shall be considered to be part of the fifteen percent (15%) total landscaping required in Section 4.176.03 for the site development.

2. Landscape tree planting areas shall be a minimum of eight (8) feet in width and length and spaced every eight (8) parking spaces or an equivalent aggregated amount.
   
   a. Trees shall be planted in a ratio of one (1) tree per eight (8) parking spaces or fraction thereof, except in parking areas of more than two hundred (200) spaces where a ratio of one (1) tree per six (six) spaces shall be applied as noted in subsection (.03)(B.)(3.). A landscape design that includes trees planted in areas based on an aggregated number of parking spaces must provide all area calculations.

   b. Except for trees planted for screening, all deciduous interior parking lot trees must be suitably sized, located, and maintained to provide a branching minimum of seven (7) feet clearance at maturity.

3. Due to their large amount of impervious surface, new development with parking areas of more than two hundred (200) spaces that are located in any
zone, and that may be viewed from the public right of way, shall be landscaped to the following additional standards:

a. One (1) trees shall be planted per six (6) parking spaces or fraction thereof. At least twenty-five percent (25%) of the required trees must be planted in the interior of the parking area.

b. Required trees may be planted within the parking area or the perimeter, provided that a minimum of forty percent (40%) of the canopy dripline of mature perimeter trees can be expected to shade or overlap the parking area. Shading shall be determined based on shadows cast on the summer solstice.

c. All parking lots in excess of two hundred (200) parking spaces shall provide an internal pedestrian walkway for every six (6) parking aisles. Minimum walkway clearance shall be at least five (5) feet in width. Walkways shall be designed to provide pedestrian access to parking areas in order to minimize pedestrian travel among vehicles. Walkways shall be designed to channel pedestrians to the front entrance of the building.

d. Parking lots more than three acres in size shall provide street-like features along principal drive isles, including curbs, sidewalks, street trees or planting strips, and bicycle routes.

e. All parking lots viewed from the public right of way shall have a minimum twelve (12) foot landscaped buffer extending from the edge of the property line at the right of way to the edge of the parking area. Buffer landscaping shall meet the low screen standard of 4.176(.02)(D) except that trees, groundcovers and shrubs shall be grouped to provide visual interest and to create view openings no more than ten (10) feet in length and provided every forty (40) feet. Notwithstanding this requirement, view of parking area that is unscreened from the right of way due to slope or topography shall require an increased landscaping standard under 4.176(.02) in order to buffer and soften the view of vehicles as much as possible. For purposes of this section, "view from the public right of way" is intended to mean the view from the sidewalk directly across the street from the site, or if no sidewalk, from the opposite side of the adjacent street or road.

f. Where topography and slope condition permit, the landscape buffer shall integrate parking lot storm water treatment in bioswales and related plantings. Use of berms or drainage swales are allowed provided that planting areas with lower grade are constructed so that they are protected from vehicle maneuvers. Drainage swales shall be constructed to Public Works Standards.

g. In addition to the application requirements of section 4.035(.04)(6)(d), where view of signs is pertinent to landscape design, any approved or planned sign plan shall accompany the application for landscape design approval.
Section 4.155. General Regulations - Parking, Loading and Bicycle Parking.

[Amended by Ord. #719, 6/17/13]

C. Off Street Parking shall be designed for safe and convenient access that meets ADA and ODOT standards. All parking areas which contain ten (10) or more parking spaces, shall for every fifty (50) standard spaces, provide one ADA-accessible parking space that is constructed to building code standards, Wilsonville Code 9.000.

D. Where possible, parking areas shall be designed to connect with parking areas on adjacent sites so as to eliminate the necessity for any mode of travel of utilizing the public street for multiple accesses or cross movements. In addition, on-site parking shall be designed for efficient on-site circulation and parking.

E. In all multi-family dwelling developments, there shall be sufficient areas established to provide for parking and storage of motorcycles, mopeds and bicycles. Such areas shall be clearly defined and reserved for the exclusive use of these vehicles.

F. On-street parking spaces, directly adjoining the frontage of and on the same side of the street as the subject property, may be counted towards meeting the minimum off-street parking standards.

G. Tables 5 shall be used to determine the minimum and maximum parking standards for various land uses. The minimum number of required parking spaces shown on Tables 5 shall be determined by rounding to the nearest whole parking space. For example, a use containing 500 square feet, in an area where the standard is one space for each 400 square feet of floor area, is required to provide one off-street parking space. If the same use contained more than 600 square feet, a second parking space would be required. Structured parking and on-street parking are exempted from the parking maximums in Table 5. [Amended by Ordinance No. 538, 2/21/02.]

H. Electrical Vehicle Charging Stations:
   1. Parking spaces designed to accommodate and provide one or more electric vehicle charging stations on site may be counted towards meeting the minimum off-street parking standards.
   2. Modification of existing parking spaces to accommodate electric vehicle charging stations on site is allowed outright.

I. Motorcycle parking:
   1. Motorcycle parking may substitute for up to 5 spaces or 5 percent of required automobile parking, whichever is less. For every 4 motorcycle parking spaces provided, the automobile parking requirement is reduced by one space.
   2. Each motorcycle space must be at least 4 feet wide and 8 feet deep. Existing parking may be converted to take advantage of this provision.

[Amended by Ord. #719, 6/17/13]
Bicycle Parking:

A. Required Bicycle Parking - General Provisions.
   1. The required minimum number of bicycle parking spaces for each use category is shown in Table 5, Parking Standards.
   2. Bicycle parking spaces are not required for accessory buildings. If a primary use is listed in Table 5, bicycle parking is not required for the accessory use.
   3. When there are two or more primary uses on a site, the required bicycle parking for the site is the sum of the required bicycle parking for the individual primary uses.
   4. Bicycle parking space requirements may be waived by the Development Review Board per Section 4.118(.03)(A.)(9.) and (10.).

B. Standards for Required Bicycle Parking
   1. Each space must be at least 2 feet by 6 feet in area and be accessible without moving another bicycle.
   2. An aisle at least 5 feet wide shall be maintained behind all required bicycle parking to allow room for bicycle maneuvering. Where the bicycle parking is adjacent to a sidewalk, the maneuvering area may extend into the right-of-way.
   3. When bicycle parking is provided in racks, there must be enough space between the rack and any obstructions to use the space properly.
   4. Bicycle lockers or racks, when provided, shall be securely anchored.
   5. Bicycle parking shall be located within 30 feet of the main entrance to the building or inside a building, in a location that is easily accessible for bicycles. For multi-tenant developments, with multiple business entrances, bicycle parking may be distributed on-site among more than one main entrance.
   6. With Planning Director approval, on street vehicle parking can also be used for bicycle parking.

C. Long-term Bicycle Parking
   1. Long-term bicycle parking provides employees, students, residents, commuters, and others who generally stay at a site for several hours a weather-protected place to park bicycles.
   2. For a proposed multi-family residential, retail, office, or institutional development, or for a park and ride or transit center, where six (6) or more bicycle parking spaces are required pursuant to Table 5, 50% of the bicycle parking shall be developed as long-term, secure spaces. Required long-term bicycle parking shall meet the following standards:
      a. All required spaces shall meet the standards in subsection (B.) above, and must be covered in one of the following ways: inside buildings, under roof...
Section 4.155. General Regulations - Parking, Loading and Bicycle Parking.

overhangs or permanent awnings, in bicycle lockers, or within or under other structures.

b. All spaces must be located in areas that are secure or monitored (e.g., visible to employees, monitored by security guards, or in public view).

c. Spaces are not subject to the locational criterion of (B.)(5.).

[Section 4.155(.04) Added by Ord. #719, 6/17/13]
Note: In considering proposed waivers to the following standards, the City will consider the potential uses of the site and not just the uses that are currently proposed. For waivers to exceed the maximum standards, applicants shall bear the burden of proving that Metro, State, and federal clean air standards will not be violated.

### TABLE 5: PARKING STANDARDS

<table>
<thead>
<tr>
<th>USE</th>
<th>PARKING MINIMUMS</th>
<th>PARKING MAXIMUMS</th>
<th>BICYCLE MINIMUMS</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Residential</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Single and attached units and any apartments (9 or fewer units)</td>
<td>1 per D.U., except accessory dwelling units, which have no minimum.</td>
<td>No Limit</td>
<td>Apartments – Min. of 2</td>
</tr>
</tbody>
</table>
| 2. Apartments of ten (10) or more units  | 1 per D.U. (less than 500 sq. ft.)  
1.25 per D.U. (1 bdrm)  
1.5 per D.U. (2 bdrm)  
1.75 per D.U. (3 bdrm)  
Within the TC Zone, parking minimum is 1 per DU, regardless of the number of bedrooms, if constructed as a residential only building. | No Limit         | 1 per D.U. |
| 3. Manufactured or mobile home park      | 2 spaces/unit                                                                   | No Limit         | 1 per D.U.       |
| 4. Manufactured or mobile home subdivision | 1 per D.U.                                                                      | No Limit         | 1 per D.U.       |
| b. Commercial Residential               |                                                                                 |                  |                  |
### TABLE 5: PARKING STANDARDS

<table>
<thead>
<tr>
<th>USE</th>
<th>PARKING MINIMUMS</th>
<th>PARKING MAXIMUMS</th>
<th>BICYCLE MINIMUMS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Hotel</strong></td>
<td>1 per 1000 sq. ft.</td>
<td>No Limit</td>
<td>1 per 5 units Min. of 2</td>
</tr>
<tr>
<td><strong>2. Motel</strong></td>
<td>1 per 1000 sq. ft.</td>
<td>No Limit</td>
<td>1 per 5 units Min. of 2</td>
</tr>
<tr>
<td><strong>3. Clubs, Lodges</strong></td>
<td>Spaces to meet the combined requirements of the uses being conducted such as hotel, restaurant, auditorium, etc.</td>
<td>No Limit</td>
<td>1 per 20 parking spaces Min. of 2</td>
</tr>
<tr>
<td><strong>c. Institutions</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>1. Welfare or correctional institution</strong></td>
<td>1 space/3 beds for patients or inmates</td>
<td>No Limit</td>
<td>1 per 50 beds Min. of 2</td>
</tr>
<tr>
<td><strong>2. Convalescent hospital, nursing home, sanitarium, rest home, home for the aged</strong></td>
<td>1 space/2 beds for patients or residents</td>
<td>No Limit</td>
<td>1 per 6000 sq. ft. Min. of 2</td>
</tr>
<tr>
<td><strong>3. Hospital</strong></td>
<td>2 spaces/bed</td>
<td>No Limit</td>
<td>1 per 20 parking spaces Min. of 2</td>
</tr>
<tr>
<td><strong>d. Places of Public Assembly</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>1. Church</strong></td>
<td>1 space/4 seats, or 8 ft of bench length in the main auditorium</td>
<td>.8 per seat</td>
<td>1 per 50 seats Min. of 2</td>
</tr>
</tbody>
</table>
Table 5: Parking Standards

<table>
<thead>
<tr>
<th>Use</th>
<th>Parking Minimums</th>
<th>Parking Maximums</th>
<th>Bicycle Minimums</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 Library, reading room, museum, art gallery</td>
<td>2.5 per 1000 sq. ft.</td>
<td>No Limit</td>
<td>1 per 1000 sq. ft. Min. of 6</td>
</tr>
<tr>
<td>3 Preschool nursery, kindergarten</td>
<td>.2 per student and staff</td>
<td>.3 per student and staff</td>
<td>1 per 3500 sq. ft. Min. of 2</td>
</tr>
<tr>
<td>4 Elementary or Middle School</td>
<td>.2 per student and staff</td>
<td>.3 per student and staff</td>
<td>8 per class (above 2nd grade) K – 2nd grade: 1 per 3500 sq. ft.</td>
</tr>
<tr>
<td>5 High School</td>
<td>.2 per student and staff</td>
<td>.3 per student and staff</td>
<td>4 per class</td>
</tr>
<tr>
<td>6 College, commercial school for adults</td>
<td>.2 per student and staff</td>
<td>.3 per student and staff</td>
<td>1 per class Min. of 4</td>
</tr>
<tr>
<td>7 Other auditorium, meeting rooms</td>
<td>.3 per seat</td>
<td>.5 per seat</td>
<td>1 per 50 seats Min. of 4</td>
</tr>
<tr>
<td>8 Stadium, arena, theater</td>
<td>.3 per seat</td>
<td>.5 per seat</td>
<td>1 per 40 seats Min. of 4</td>
</tr>
<tr>
<td>9 Bowling alley</td>
<td>4 spaces/lane</td>
<td>No Limit</td>
<td>1 per 10 lanes Min. of 2</td>
</tr>
</tbody>
</table>
## TABLE 5: PARKING STANDARDS

<table>
<thead>
<tr>
<th>USE</th>
<th>PARKING MINIMUMS</th>
<th>PARKING MAXIMUMS</th>
<th>BICYCLE MINIMUMS</th>
</tr>
</thead>
<tbody>
<tr>
<td>10. Dance hall, skating rink, gym, swim or fitness center</td>
<td>4.3 per 1000 sq. ft.</td>
<td>6.5 per 1000 sq. ft.</td>
<td>1 per 4000 sq. ft. Min. of 2</td>
</tr>
<tr>
<td>11. Tennis or racquetball facility</td>
<td>1 per 1000 sq. ft.</td>
<td>1.5 per 1000 sq. ft.</td>
<td>1 per court Min. of 2</td>
</tr>
<tr>
<td><strong>e. Commercial</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Retail store except supermarkets and</td>
<td>4.1 per 1000 sq. ft.</td>
<td>6.2 per 1000 sq. ft.</td>
<td>1 per 4000 sq. ft. Min. of 2</td>
</tr>
<tr>
<td>stores selling bulky merchandise and grocery stores 1500 sq. ft.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>gross floor area or less</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Commercial retail, 1501 sq. ft. or more</td>
<td>4.1 per 1000 sq. ft.</td>
<td>6.2 per 1000 sq. ft.</td>
<td>1 per 4000 sq. ft. Min. of 2</td>
</tr>
<tr>
<td>There is no minimum off-street parking requirement within the TC zone for commercial retail less than 5000 sq. ft. and within a mixed-use building</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Service or repair shops</td>
<td>4.1 per 1000 sq. ft.</td>
<td>6.2 per 1000 sq. ft.</td>
<td>1 per 4000 sq. ft.</td>
</tr>
<tr>
<td>4. Retail stores and outlets selling furniture, automobiles or other bulky</td>
<td>1.67 per 1000 sq. ft.</td>
<td>6.2 per 1000 sq. ft.</td>
<td>1 per 8000 sq. ft.</td>
</tr>
</tbody>
</table>
### TABLE 5: PARKING STANDARDS

<table>
<thead>
<tr>
<th>USE</th>
<th>PARKING MINIMUMS</th>
<th>PARKING MAXIMUMS</th>
<th>BICYCLE MINIMUMS</th>
</tr>
</thead>
<tbody>
<tr>
<td>merchandise where the operator can show the bulky merchandise</td>
<td></td>
<td></td>
<td>Min. of 2</td>
</tr>
<tr>
<td>occupies the major areas of the building</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Office or flex space (except medical and dental)</td>
<td>2.7 per 1000 sq. ft.</td>
<td>4.1 per 1000 sq. ft.</td>
<td>1 per 5000 sq. ft. Min. of 2</td>
</tr>
<tr>
<td>Bank with drive-thru</td>
<td>4.3 per 1000 sq. ft.</td>
<td>6.5 per 1000 sq. ft.</td>
<td></td>
</tr>
<tr>
<td>6. Medical and dental office or clinic area</td>
<td>3.9 per 1000 sq. ft.</td>
<td>5.9 per 1000 sq. ft.</td>
<td>1 per 5000 sq. ft. Min. of 2</td>
</tr>
<tr>
<td>7. Eating or drinking establishments</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fast food (with drive-thru)</td>
<td>15.3 per 1000 sq. ft.</td>
<td>23 per 1000 sq. ft.</td>
<td>1 per 4000 sq. ft. Min. of 4</td>
</tr>
<tr>
<td>Other</td>
<td>9.9 per 1000 sq. ft.</td>
<td>14.9 per 1000 sq. ft.</td>
<td></td>
</tr>
<tr>
<td>8. Mortuaries</td>
<td>1 space/4 seats, or 8 ft. of bench length in chapels</td>
<td>No Limit</td>
<td>Min. of 2</td>
</tr>
<tr>
<td><strong>f. Industrial</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Manufacturing establishment</td>
<td>1.6 per 1000 sq. ft.</td>
<td>No Limit</td>
<td>1 per 10,000 sq. ft. Min. of 6</td>
</tr>
</tbody>
</table>
### TABLE 5: PARKING STANDARDS

<table>
<thead>
<tr>
<th>USE</th>
<th>PARKING MINIMUMS</th>
<th>PARKING MAXIMUMS</th>
<th>BICYCLE MINIMUMS</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Storage warehouse, wholesale establishment, rail or trucking freight terminal</td>
<td>.3 per 1000 sq. ft.</td>
<td>.5 per 1000 sq. ft.</td>
<td>1 per 20,000 sq. ft. Min. of 2</td>
</tr>
<tr>
<td>g. Park &amp; Ride or Transit Parking</td>
<td>As needed</td>
<td>No Limit</td>
<td>10 per acre, with 50% in lockable enclosures</td>
</tr>
</tbody>
</table>

[Table 5 amended by Ordinance No. 538, 2/21/02]
[Table 5 amended by Ordinance No. 548, 10/9/02]
[Table 5 amended by Ordinance No. 719, 6/17/13]
Section 4.155. General Regulations - Parking, Loading and Bicycle Parking.

(.05) Minimum Off-Street Loading Requirements:

A. Every building that is erected or structurally altered to increase the floor area, and which will require the receipt or distribution of materials or merchandise by truck or similar vehicle, shall provide off-street loading berths on the basis of minimum requirements as follows:

1. Commercial, industrial, and public utility uses which have a gross floor area of 5,000 square feet or more, shall provide truck loading or unloading berths in accordance with the following table:

<table>
<thead>
<tr>
<th>Square feet of Floor Area</th>
<th>Number of Berths Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 5,000</td>
<td>0</td>
</tr>
<tr>
<td>5,000 - 30,000</td>
<td>1</td>
</tr>
<tr>
<td>30,000 - 100,000</td>
<td>2</td>
</tr>
<tr>
<td>100,000 and over</td>
<td>3</td>
</tr>
</tbody>
</table>

2. Restaurants, office buildings, hotels, motels, hospitals and institutions, schools and colleges, public buildings, recreation or entertainment facilities, and any similar use which has a gross floor area of 30,000 square feet or more, shall provide off-street truck loading or unloading berths in accordance with the following table:

<table>
<thead>
<tr>
<th>Square feet of Floor Area</th>
<th>Number of Berths Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 30,000</td>
<td>0</td>
</tr>
<tr>
<td>30,000 - 100,000</td>
<td>1</td>
</tr>
<tr>
<td>100,000 and over</td>
<td>2</td>
</tr>
</tbody>
</table>

3. A loading berth shall contain space twelve (12) feet wide, thirty-five (35) feet long, and have a height clearance of fourteen (14) feet. Where the vehicles generally used for loading and unloading exceed these dimensions, the required length of these berths shall be increased to accommodate the larger vehicles.

4. If loading space has been provided in connection with an existing use or is added to an existing use, the loading space shall not be eliminated if elimination would result in less space than is required to adequately handle the needs of the particular use.

5. Off-street parking areas used to fulfill the requirements of this Ordinance shall not be used for loading and unloading operations except during periods of the day when not required to meet parking needs.

B. Exceptions and Adjustments.
Section 4.155. General Regulations - Parking, Loading and Bicycle Parking.

1. The Planning Director or Development Review Board may approve a loading area adjacent to or within a street right-of-way where it finds that loading and unloading operations:
   a. Are short in duration (i.e., less than one hour);
   b. Are infrequent (less than three operations daily);
   c. Do not obstruct traffic during peak traffic hours;
   d. Do not interfere with emergency response services or bicycle and pedestrian facilities; and
   e. Are acceptable to the applicable roadway authority.

(.06) Carpool and Vanpool Parking Requirements:

A. Carpool and vanpool parking spaces shall be identified for the following uses:
   1. New commercial and industrial developments with seventy-five (75) or more parking spaces,
   2. New institutional or public assembly uses, and
   3. Transit park-and-ride facilities with fifty (50) or more parking spaces.

B. Of the total spaces available for employee, student, and commuter parking, at least five percent, but not fewer than two, shall be designated for exclusive carpool and vanpool parking.

C. Carpool and vanpool parking spaces shall be located closer to the main employee, student or commuter entrance than all other parking spaces with the exception of ADA parking spaces.

D. Required carpool/vanpool spaces shall be clearly marked "Reserved - Carpool/Vanpool Only."

(.07) Parking Area Redevelopment. The number of parking spaces may be reduced by up to 10% of the minimum required parking spaces for that use when a portion of the existing parking area is modified to accommodate or provide transit-related amenities such as transit stops, pull-outs, shelters, and park and ride stations.

[Section 4.155 Amended by Ordinance. No. 536, 1/7/02]
[Section 4.155 Amended by Ordinance. No. 719, 6/17/13]
The purpose of this memorandum is to summarize the transportation impacts and improvements needed to support future land use alternatives in Wilsonville Town Center. The Town Center is approximately 100 acres and encompasses the properties north of Wilsonville Road within and adjacent to Town Center Loop. Town Center is an important service hub for the Wilsonville community and the region at large. City Hall and other City offices, the Wilsonville Public Library, the Community Center/Senior Center, parks, the post office, and Clackamas Community College are in or near Town Center. The following sections summarize the adopted Comprehensive Plan, additional growth proposed through the Town Center Plan, traffic operations for both the adopted and proposed scenarios, and a proposed transportation network to address circulation and mobility needs for the proposed scenario.

**Study Area**

The study area includes the roadway segments within and connecting to Town Center, which is mapped on Figure 1 on the following page. The analysis focused on ten key study area intersections that were selected based on coordination with the City of Wilsonville staff.
Adopted Land Use and Transportation Plan

Wilsonville’s Transportation System Plan (TSP) identifies transportation projects, programs, and strategies to support existing activities and planned growth. The TSP summarizes future land use assumptions that are consistent with the designations in the Comprehensive Plan and existing zoning.¹ These land use designations for the Town Center area, as shown in Figure 2, provide the basis for the current TSP’s assumptions regarding land use and traffic growth during the planning period of 2010-2035.

Based on the land use designations, Table 1 lists the anticipated future household and employment growth for the transportation analysis zones (TAZ) that generally represent the Town Center area. The transportation analysis zones are shown on the map in Figure 3. Land use growth maps and estimated land use tables for each TAZ in the City are included in Attachment A.

### Table 1: Wilsonville Town Center Land Use Growth in TSP (2010 to 2035)

<table>
<thead>
<tr>
<th>Town Center TAZ</th>
<th>Household Unit Growth</th>
<th>Retail Employee Growth</th>
<th>Non-Retail Employee Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>4043</td>
<td>0</td>
<td>10</td>
<td>100</td>
</tr>
<tr>
<td>4044</td>
<td>10</td>
<td>84</td>
<td>505</td>
</tr>
<tr>
<td>4045</td>
<td>20</td>
<td>10</td>
<td>125</td>
</tr>
<tr>
<td>4049</td>
<td>0</td>
<td>10</td>
<td>250</td>
</tr>
<tr>
<td>4050</td>
<td>0</td>
<td>161</td>
<td>150</td>
</tr>
<tr>
<td><strong>Total TSP Growth (2010 to 2035)</strong></td>
<td><strong>30</strong></td>
<td><strong>275</strong></td>
<td><strong>1130</strong></td>
</tr>
</tbody>
</table>

**Average Growth Per Year**

- 1.2 Units
- 11 Employees
- 45.2 Employees
The traffic analysis conducted for the Town Center Plan used the latest traffic data and updated future traffic forecasts consistent with the process used to develop future traffic volumes for the Wilsonville TSP. Projected Horizon Year (2035) future traffic volumes were developed using recent traffic counts (collected in 2016) and were post processed adding the increment of traffic growth from the Wilsonville travel demand model for the remaining years (2016 to 2035).

As listed in Table 1, the five TAZs that generally encompass the Town Center were assumed to include predominately non-retail employee growth (1,130 employees), some retail growth (275 employees), and limited housing (30 units) over the 25 year period. Table 2 summarizes the traffic growth associated with the projected development assumed in the TSP for Town Center. Table 2 lists trips both for the base model of 2010 and future model of 2035. Over the 25-year TSP growth period (2010 to 2035), land use assumptions resulted in 1,264 vehicle trips from the Town Center.

For purposes of the Town Center Plan traffic analysis, linear interpolation was used to calculate the number of trips estimated for the year 2016. The assumed growth in model trips from the year 2016 to the Horizon Year (2035) is the traffic growth that was used in this analysis for adopted land use and transportation policies and is shown at the bottom of Table 2 (960 trips).
This method of calculating the trip growth was used to account for additional growth (in Wilsonville and regionally) that was not present in 2010. Therefore, the increment of model growth from 2016 to 2035 was applied rather than the entire 25-year period to avoid double counting measured (via recent 2016 traffic counts) and projected traffic growth (in the traffic model) for the years 2010-2016. Traffic forecasts were “post processed” following a methodology consistent with NCHRP Report 765.2

Table 2: Wilsonville Town Center TAZ* Peak Hour TSP Trip Growth

<table>
<thead>
<tr>
<th>Scenario</th>
<th>Trips In</th>
<th>Trips Out</th>
<th>Total Town Center Model Trips</th>
</tr>
</thead>
<tbody>
<tr>
<td>TSP 2010 Existing Model Trips</td>
<td>378</td>
<td>256</td>
<td>634</td>
</tr>
<tr>
<td>TSP Horizon Year (2035) Projected Model Trips</td>
<td>897</td>
<td>1,001</td>
<td>1,898</td>
</tr>
<tr>
<td>TSP 25 Year Projected Growth (2010 to 2035)</td>
<td>519</td>
<td>745</td>
<td>1,264</td>
</tr>
<tr>
<td>19 Year Projected Growth (2016 to 2035)</td>
<td>394</td>
<td>566</td>
<td>960</td>
</tr>
</tbody>
</table>

Note: * Values provided for five TAZ that represent the Town Center Area: 4043, 4044, 4045, 4049, 4050

TSP High Priority Projects

The City of Wilsonville TSP provides a list of high priority projects necessary to meet the demands of the projected growth through the Horizon Year (2035). There are several projects that impact the Town Center as shown in Figure 4 to the right. These projects are assumed to be completed for purposes of analyzing future Horizon Year (2035) traffic conditions. Details of the TSP projects can be found in Attachment B.

RE-05 Canyon Creek Road Extension

(Completed)

This project constructed the remaining 3-lane roadway with bike lanes, sidewalks, and transit stop improvements from the prior terminus to Town Center Loop East; project also included realigning a portion of Vlahos Drive (so it intersects Canyon Creek Road) and installing a traffic signal at the Town Center Loop East/Canyon Creek Road intersection.

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**SI-04 Wilsonville Road/Town Center Loop West Intersection Improvements**

This project intends to widen the north leg of the intersection and install a second dedicated southbound right-turn lane (dual right turn lanes) on Town Center Loop West to Wilsonville Road.

**BW-08 Town Center Loop Pedestrian, Bicycle, and Transit Improvements**

This project intends to create more direct multi-modal connections between destinations within Town Center area, improve accessibility to civic uses and transit stops, retrofit sidewalks with curb ramps, highlight crosswalks with colored pavement, and construct other similar treatments that support pedestrian, bicycle, and transit access and circulation; also construct shared-use path along Town Center Loop West from Wilsonville Road to Parkway Avenue; and restripe Town Center Loop East from Wilsonville Road to Parkway Avenue to a three-lane cross-section with bike facilities.

Note: The bike facility improvements on Town Center Loop East have been completed since the 2016 TSP update.

**BW-09 Town Center Loop Bike/Pedestrian Bridge**

This project includes constructing a bike/pedestrian bridge over I-5 approximately aligned with Barber Street to improve connectivity of Town Center area with businesses and neighborhoods on west side of I-5; include aesthetic design treatments.

**Proposed Town Center Plan Land Use Alternative**

The Town Center Plan proposes a new long-term vision for the Town Center area that provides the framework for both new development and redevelopment. The traffic analysis focused on the relative change in trips between the existing land use and the Plan’s proposed land use. Figure 5 shows the proposed land use zones, which consist of four zoning types representing a mix of land uses:

- **Main Street.** A walkable and lively main street with a mix of active uses and mostly 3-4 story buildings through the heart of Town Center along Parkway Avenue, which would extend south past Town Center park to Wilsonville Road.

- **Neighborhood-Mixed Use.** Development would be less intense as it approaches Town Center Loop East and the adjacent neighborhoods. Light activity development would include 2-3 story residential and mixed-use development, with neighborhood-serving commercial businesses.

- **Mixed Use.** A variety of mostly 2-4 story buildings throughout Town Center would provide the mix of residential, commercial and office uses. Moderate activity near Wilsonville Road would be commercially focused while the areas near Town Center Park would include more residential and mixed-use buildings.
- **Commercial-Mixed Use.** Taller buildings, up to 5 stories, along I-5 and near the future pedestrian bridge landing support the increased level of activity and economic vibrancy desired by community members, including additional employment opportunities, entertainment, and hospitality services. As proposed, residential uses in this area would not be allowed adjacent to I-5.

**Figure 5: Proposed Land Use Zones and Transportation Network Improvements**

Given the proposed land use zones for the Town Center shown in Figure 5, a traffic analysis scenario was developed which looks at full buildout of the proposed land use zones (shown in Table 3). The table shows a potential for more than double the amount of commercial and office square footage, as well as additional housing opportunities, by the time the Town Center is fully built, which is anticipated to be completed after the TSP Horizon Year (2035).
Table 3: Proposed Square Footage of Full Development in Town Center Plan (Beyond Horizon Year)

<table>
<thead>
<tr>
<th></th>
<th>Commercial (sq. ft.)</th>
<th>Retail (sq. ft.)</th>
<th>Office (sq. ft.)</th>
<th>Residential (units)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing</td>
<td>299,238</td>
<td>321,340</td>
<td>178,947</td>
<td>79</td>
</tr>
<tr>
<td>Added</td>
<td>391,991</td>
<td>355,200</td>
<td>578,131</td>
<td>1,603</td>
</tr>
<tr>
<td>Removed</td>
<td>187,396</td>
<td>305,200</td>
<td>37,078</td>
<td>-</td>
</tr>
<tr>
<td>Net New</td>
<td>204,595</td>
<td>50,000</td>
<td>541,053</td>
<td>1,603</td>
</tr>
<tr>
<td>Net Total</td>
<td>503,833</td>
<td>371,340</td>
<td>720,000</td>
<td>1,682</td>
</tr>
</tbody>
</table>

1 Commercial land uses includes a broad category of real estate. For this analysis, commercial land uses are typically larger types of development, such as grocery stores, restaurants, larger retail (non-main street type uses) and entertainment uses.

2 Retail, as defined for Town Center, are typically smaller scale uses typical of a main street redevelopment pattern.

3 Residential unit calculations assume units of approximately 750 square feet, although the expectation is that a variety of housing unit sizes (studio, one, two and three bedroom) would be constructed over time. Square footage and housing units were determined using GIS analysis, market feasibility, and proposed zoning district density allowances.

Note: Approximately 40 percent of the square footage of developable parcels was removed to accommodate for landscaping new streets, off-street parking (including loading and circulation), public spaces, stormwater retention and treatment.

Table 4 shows the number of trips generated based on the full buildout of the Town Center Plan. This assumes all land use zones and transportation network changes have been made. As shown in the table, the proposed, fully-developed Town Center forecasted approximately 1,746 net new trips to and from the Town Center. This trip estimation is 786 total trips more than what is anticipated in the TSP Horizon Year (2035) trip estimation (960 trips in Table 2). The Horizon Year (2035) land use trip estimation from the adopted TSP accounts for approximately 55% of the estimated full development of the Town Center. To analyze the impact of the completed Town Center, which would generate approximately 1,746 trips, a full development sensitivity analysis was included in this report. The results of that analysis are shown later in the document.

Table 4: Town Center Plan Full Development Trip Generation (Beyond Horizon Year)

<table>
<thead>
<tr>
<th></th>
<th>Commercial (KSF1)</th>
<th>Retail (KSF)</th>
<th>Office (KSF)</th>
<th>Residential (Units)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Net New Development</td>
<td>204.595</td>
<td>50</td>
<td>541.053</td>
<td>1,603</td>
<td>-</td>
</tr>
<tr>
<td>Trip Rate2</td>
<td>3.79 per KSF</td>
<td>3.79 per KSF</td>
<td>1.01 per KSF</td>
<td>0.62 per unit</td>
<td>-</td>
</tr>
<tr>
<td>Net New Trips</td>
<td>775</td>
<td>190</td>
<td>546</td>
<td>994</td>
<td>2,505</td>
</tr>
<tr>
<td>Pass-by Reduction (34%)3</td>
<td>258</td>
<td>63</td>
<td>-</td>
<td>-</td>
<td>321</td>
</tr>
<tr>
<td>Multimodal Reduction (10%)4</td>
<td>52</td>
<td>13</td>
<td>55</td>
<td>99</td>
<td>219</td>
</tr>
<tr>
<td>Internal Trip Reduction (10%)5</td>
<td>52</td>
<td>13</td>
<td>55</td>
<td>99</td>
<td>219</td>
</tr>
<tr>
<td>Net New Total Trips</td>
<td>413</td>
<td>101</td>
<td>436</td>
<td>796</td>
<td>1,746</td>
</tr>
</tbody>
</table>

1 KSF = 1,000 square feet

2 Trip rates were developed using the ITE 10th Edition Trip Generation. The total square footage for each use was used to determine the rate based on the equation. Commercial and retail use was combined to develop a mixed-use rate.

3 The pass-by reduction rate was calculated using an average of multiple potential land uses in ITE Trip Generation manual.

4 Accounts for non-vehicular trips that would be enabled and encouraged based on the vision for a walkable, bikeable Town Center that provides a pleasant environment and ease of access for non-auto modes.

5 Reduction accounts for trips among uses present in the Town Center that use internal roadways and are not added to external roadways (e.g., Wilsonville Road). The mix of land uses present provides opportunities for travel among the uses (e.g., office to
residential, or residential to retail). Due to the scale and uncertainty of uses, a conservatively low value of 10% was applied, rather than higher rates (20% and above) identified for most combinations of uses in ITE Trip Generation.

However, the analysis needs to determine approximately how much development is expected by the TSP Horizon Year (2035) according to the proposed Town Center Plan land uses. Table 5 shows the total net anticipated land use square footages and residential units for the proposed Plan by the Horizon Year (2035).

Table 5: Proposed Square Footage of Development in Town Center Plan by 2035

<table>
<thead>
<tr>
<th></th>
<th>Commercial 1 (sq. ft.)</th>
<th>Retail 2 (sq. ft.)</th>
<th>Office (sq. ft.)</th>
<th>Residential 3 (units)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing</td>
<td>299,238</td>
<td>321,340</td>
<td>178,947</td>
<td>79</td>
</tr>
<tr>
<td>Net New (2035)</td>
<td>130,231</td>
<td>31,858</td>
<td>297,442</td>
<td>881</td>
</tr>
<tr>
<td>Net Total</td>
<td>429,469</td>
<td>353,188</td>
<td>476,389</td>
<td>960</td>
</tr>
</tbody>
</table>

1 Commercial land uses includes a broad category of real estate. For this analysis, commercial land uses are typically larger types of development, such as grocery stores, restaurants, larger retail (non-main street type uses) and entertainment uses.

2 Retail, as defined for Town Center, are typically smaller scale uses typical of a main street redevelopment pattern.

3 Residential unit calculations assume units of approximately 750 square feet, although the expectation is that a variety of housing unit sizes (studio, one, two and three bedroom) would be constructed over time. Square footage and housing units were determined using GIS analysis, market feasibility, and proposed zoning district density allowances.

**Note:** Approximately 40 percent of the square footage of developable parcels was removed to accommodate for landscaping new streets, off-street parking (including loading and circulation), public spaces, stormwater retention and treatment.

Table 6 shows the number of trips estimated to be generated by the Town Center Plan by year 2035. As shown in the table, development associated with the proposed land use forecasted approximately 960 net new trips to and from the Town Center by the TSP 2035 Horizon Year.

Table 6: Town Center Plan Development Trip Generation by 2035

<table>
<thead>
<tr>
<th></th>
<th>Commercial (KSF1)</th>
<th>Retail (KSF)</th>
<th>Office (KSF)</th>
<th>Residential (Units)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Net New Development</td>
<td>130.231</td>
<td>31.85</td>
<td>297.44</td>
<td>881</td>
<td>-</td>
</tr>
<tr>
<td>Trip Rate2</td>
<td>3.79 per KSF</td>
<td>3.79 per KSF</td>
<td>1.01 per KSF</td>
<td>0.62 per unit</td>
<td>-</td>
</tr>
<tr>
<td>Net New Trips</td>
<td>494</td>
<td>121</td>
<td>300</td>
<td>546</td>
<td>1,461</td>
</tr>
<tr>
<td>Pass-by Reduction (34%)3</td>
<td>168</td>
<td>41</td>
<td>-</td>
<td>-</td>
<td>209</td>
</tr>
<tr>
<td>Multimodal Reduction (10%)4</td>
<td>49</td>
<td>12</td>
<td>30</td>
<td>55</td>
<td>146</td>
</tr>
<tr>
<td>Internal Trip Reduction (10%)5</td>
<td>49</td>
<td>12</td>
<td>30</td>
<td>55</td>
<td>146</td>
</tr>
<tr>
<td>Net New Total Trips</td>
<td>228</td>
<td>56</td>
<td>240</td>
<td>436</td>
<td>960</td>
</tr>
</tbody>
</table>

1 KSF = 1,000 square feet

2 Trip rates were developed using the ITE 10th Edition Trip Generation. The total square footage for each use was used to determine the rate based on the equation. Commercial and retail use was combined to develop a mixed-use rate.

3 The pass-by reduction rate was calculated using an average of multiple potential land uses in ITE Trip Generation manual.

4 Accounts for non-vehicular trips that would be enabled and encouraged based on the vision for a walkable, bikeable Town Center that provides a pleasant environment and ease of access for non-auto modes.

5 Reduction accounts for trips among uses present in the Town Center that use internal roadways and are not added to external roadways (e.g., Wilsonville Road). The mix of land uses present provides opportunities for travel among the uses (e.g., office to residential, or residential to retail). Due to the scale and uncertainty of uses, a conservatively low value of 10% was applied, rather than higher rates (20% and above) identified for most combinations of uses in ITE Trip Generation.
Town Center Plan Transportation Network Improvements

As part of the redevelopment plan, there are several transportation network improvements that are proposed. These improvements change the overall traffic patterns and routes that vehicles would take through Town Center. These changes are shown in Figure 6, described below, and are also show in Attachment D.

- **Wilsonville Road/Town Center Loop W**: Modify the existing traffic signal to eliminate eastbound and westbound left turns, add a landscaped median to the west leg, and improve pedestrian and bicycle safety by adding a median refuge to cross Wilsonville Road.

- **Wilsonville Road/Parkway Ave**: Construct a new intersection that connects the extension of Parkway Avenue to the south with Wilsonville Road. At this intersection install a traffic signal that allows all turning movements and moves eastbound left turn traffic further from the I-5 interchange.

- **Wilsonville Road/Rebekah Street**: Remove the existing traffic signal and restrict the minor street turning movements to be right-in, right-out only by continuing the landscaped median or using space for a pedestrian median with flashers for crossings.

- **Wilsonville Road/Town Center Loop E**: Modify the existing traffic signal to include dual eastbound lefts and modify the north leg to have dual northbound receiving lanes.

- **Town Center Loop W/Park Place**: Remove this intersection for vehicle traffic.
Operation Analysis

Operational analysis is the primary tool to understand how traffic is moving through key intersection of the Town Center as development strategies are put in place. Level of service (LOS) ratings and volume-to-capacity (v/c) ratios are two performance measures of intersection operations.

- **Level of service (LOS):** A “report card” rating (A through F) based on the average delay experienced by vehicles at the intersection. LOS A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. LOS D and E are progressively worse operating conditions. LOS F represents conditions where average vehicle delay has become excessive and demand has exceeded capacity.
• **Volume-to-capacity (v/c) ratio**: A decimal representation (typically between 0.00 and 1.00) of the proportion of capacity that is being used at a turn movement, approach leg, or intersection. It is determined by dividing the peak hour traffic volume by the hourly capacity of a given intersection or movement. A lower ratio indicates smooth operations and minimal delays. As the ratio approaches 1.00, congestion increases, and performance is reduced. If the ratio is greater than 1.00, the turn movement, approach leg, or intersection is oversaturated and usually results in excessive queues and long delays.

The City of Wilsonville requires the intersections of public streets to meet its minimum acceptable level of service (LOS) standard, which is LOS D (operates with significant delays) for peak periods.\(^3\) Interstate 5 (I-5) is adjacent to the study area boundaries and impacts the functionality of roads within the study area. I-5 is an Oregon Department of Transportation (ODOT) facility classified as an Interstate on the National Highway System and part of the national network as a high clearance, reduction review, freight route. According to the 1999 *Oregon Highway Plan* (OHP), ODOT mobility targets are given as v/c ratios and are based on the highway category, which is 0.90 for peak period for the I-5/Wilsonville Road ramp intersections only.\(^4,5\)

A description of Level of Service (LOS) is provided in Attachment C which includes a list of the delay values (in seconds) that correspond to each LOS designation. For example, the City of Wilsonville’s minimum operating standard, LOS D, has an approximately allowed delay of 25 to 35 seconds for an unsignalized intersection and 35 to 55 seconds for a signalized intersection.

### Scenario Development

As previously shown, the TSP forecasted approximately 960 net new trips to the Town Center from 2016 to 2035. This accounts for approximately 55% of the estimated full buildout of the proposed land uses in the Town Center Plan, which is anticipated to occur beyond the TSP Horizon Year (2035). Based on meeting with City staff, the analysis of the new trips associated with the proposed Town Center Plan will be broken into three scenarios to understand the impact of the proposed changes.\(^6\)

- **TSP Horizon Year (2035) Scenario**
  (TSP approved growth and transportation network assumptions) – No Build
- **TSP Horizon Year (2035) + Town Center Transportation Improvements Scenario**
  (TSP land use growth assumptions and Town Center Plan proposed transportation network improvements) – Build

---

\(^3\) *City of Wilsonville Code*, City of Wilsonville Section 4.140.


\(^5\) The typical ODOT mobility target for interchange ramps is a 0.85 v/c ratio. However, when the interchange vicinity is fully developed, and adequate storage is available on the interchange ramp to prevent queues from backing up on the mainline, then the target can be increased to a 0.90 v/c ratio.

\(^6\) Meeting with Zach Weigel, City of Wilsonville, September 20th, 2018.
• Town Center Plan Full Development Buildout [Beyond the Horizon Year] Scenario
  (Town Center Plan full build growth assumptions beyond 2035 TSP Horizon Year) +
  Town Center Transportation Improvements Scenario – Full Development

The Horizon Year (2035) No Build and Build scenarios assume that there is no additional Town Center land use growth above and beyond the assumptions projected by the TSP. Given current development pattern in Town Center it is unlikely for the Town Center Plan to be fully built by 2035. Given market and development feasibility analyses conducted for the project, the planning team estimates approximately half the development projects will be constructed by 2035. This conclusion maintains a growth scenario consistent with the land use assumptions in the City’s adopted Transportation System Plan. As traffic patterns and driving habits change, updated traffic analysis will occur, and transportation infrastructure needs will be assessed as development of the Town Center Plan is realized.

The Full Development Buildout scenario used the volumes generated by the potential 1,746 net new trips (or 786 trips above the Horizon Year (2035) TSP projections) of the Town Center Plan.

**TSP Horizon Year (2035) No Build and Build**

The volumes for the two TSP Horizon Year (2035) scenarios with and without the Town Center Plan proposed transportation network improvements can be seen in Figure 7 and Figure 8 on the following pages. As the City undergoes the Wilsonville Road intersection improvements and as Town Center development progresses, additional transportation simulation of the Wilsonville Road corridor should be conducted to determine storage needs and the final intersection footprints.
Figure 7: TSP Horizon Year (2035) No Build PM Peak Hour Traffic Volumes
Figure 8: TSP Horizon Year (2035) Build PM Peak Hour Traffic Volumes
Table 7 shows the intersection operations given the TSP Horizon Year (2035) traffic volumes and TSP transportation network improvements. As shown, the unsignalized intersections along Town Center Loop West at Park Place and Citizen Drive will fail to meet the required LOS D operating standard for the City of Wilsonville. The full Highway Capacity Manual (HCM) analysis reports can be found in Attachment F.

### Table 7: Horizon Year (2035) No Build Intersection Operations

<table>
<thead>
<tr>
<th>Intersection</th>
<th>Jurisdiction</th>
<th>Operating Standard/ Mobility Target</th>
<th>PM Peak Hour</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Delay</td>
<td>LOS</td>
</tr>
<tr>
<td><strong>Signalized</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wilsonville Road/Town Center Loop E</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>20.8</td>
</tr>
<tr>
<td>Wilsonville Road/Rebekah St</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>16.0</td>
</tr>
<tr>
<td>Wilsonville Road/Town Center Loop W¹</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>41.2</td>
</tr>
<tr>
<td>Wilsonville Road/ I-5 NB</td>
<td>ODOT</td>
<td>0.90 v/c</td>
<td>27.7</td>
</tr>
<tr>
<td>Wilsonville Road/ I-5 SB</td>
<td>ODOT</td>
<td>0.90 v/c</td>
<td>45.1</td>
</tr>
<tr>
<td>Town Center Loop West/Parkway Avenue</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>25.5</td>
</tr>
<tr>
<td>Town Center Loop East/Canyon Creek Road</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>23.8</td>
</tr>
<tr>
<td><strong>Unsignalized</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Town Center Loop West/Park Place</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>60.9</td>
</tr>
<tr>
<td>Town Center Loop West/Citizen Drive</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>&gt;100</td>
</tr>
<tr>
<td>Town Center Loop East/Courtside Drive</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>19.7</td>
</tr>
</tbody>
</table>

**Signalized Intersections:**
- Delay = Average Stopped Delay per Vehicle (sec)
- LOS = Level of Service of Intersection
- v/c = Volume-to-Capacity Ratio of Intersection

**Unsignalized Intersections:**
- Delay = Average Stopped Delay per Vehicle (sec) at Worst Movement
- LOS = Level of Service of Major Street/Minor Street
- v/c = Volume-to-Capacity Ratio of Worst Movement

**Bold/Highlighted:** Fails to meet Operating Standards/Mobility Target

¹ 2035 TSP operations assumed a high priority project that included dual southbound right turn lanes. See TSP High Priority projects SI-04.

It should be noted that the unsignalized intersections along Town Center Loop West at Park Place and Citizen Drive fail to meet the City standard of LOS D due to the high delays on the minor street approach as shown in the table above. According to the Highway Capacity Manual⁷, it is not unusual for an unsignalized intersection to experience level of service E or F conditions for the minor street left turn movement. It should be understood that, often, a poor level of service is experienced by only a few vehicles and the intersection as a whole operates acceptably.

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However, transportation network changes (i.e. adding the new main street extension), proposed by the Town Center Plan, would remove vehicles on Town Center Loop West and would eliminate the Town Center Loop West/Park Place intersection, improving the operations at the Citizen Drive unsignalized intersection.

As shown in Table 8 given the proposed transportation network improvements in the Town Center Plan, all study intersections will meet operating standards and mobility targets for the Horizon Year (2035). The full Highway Capacity Manual (HCM) analysis reports can be found in Attachment F.

Table 8: Horizon Year (2035) Build Intersection Operations

<table>
<thead>
<tr>
<th>Intersection</th>
<th>Jurisdiction</th>
<th>Operating Standard/ Mobility Target</th>
<th>PM Peak Hour</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Delay</td>
<td>LOS</td>
</tr>
<tr>
<td><strong>Signalized</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wilsonville Road/Town Center Loop E</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>39.2</td>
</tr>
<tr>
<td>Wilsonville Road/Parkway Avenue¹</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>40.3</td>
</tr>
<tr>
<td>Wilsonville Road/Town Center Loop W</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
<td>36.5</td>
</tr>
<tr>
<td>Wilsonville Road/ I-5 NB</td>
<td>ODOT</td>
<td>0.90 v/c</td>
<td>30.0</td>
</tr>
<tr>
<td>Wilsonville Road/ I-5 SB</td>
<td>ODOT</td>
<td>0.90 v/c</td>
<td>45.6</td>
</tr>
<tr>
<td>Town Center Loop West/Parkway Avenue</td>
<td>City of Wilsonville</td>
<td>LOS D</td>
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**Signalized Intersections:**
- Delay = Average Stopped Delay per Vehicle (sec)
- LOS = Level of Service of Intersection
- v/c = Volume-to-Capacity Ratio of Intersection

**Unsignalized Intersections:**
- Delay = Average Stopped Delay per Vehicle (sec) at Worst Movement
- LOS = Level of Service of Major Street/Minor Street
- v/c = Volume-to-Capacity Ratio of Worst Movement

¹New Intersection
²No minor street level of service because this intersection is a right-in, right-out.

**Full Development Buildout Sensitivity Analysis (Beyond Horizon Year)**

A sensitivity test was completed for the Town Center Plan full development scenario with the transportation network improvements identified in the Plan. Figure 9 shows the traffic volumes and trip distribution assumptions for the full development.
Figure 9: Full Development PM Peak Hour Traffic Volumes (Beyond Horizon Year)
As shown in Table 9, all study intersections would operate within operating standards and meet mobility targets given the proposed transportation network improvements. However, given the proximity of intersections along Wilsonville Road and the traffic operations results (LOS C and D) approaching congested conditions, additional analysis should be conducted through the years to review traffic flow, confirm operations, and evaluate lane configurations. Such analysis (including simulation and queuing analysis) should be conducted to refine project details (including queue storage) during design. The full Highway Capacity Manual (HCM) analysis reports can be found in Attachment F.

**Table 9: Full Development (Beyond Horizon Year) Build Intersection Operations**

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**Signalized Intersections:**
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**Unsignalized Intersections:**
- Delay = Average Stopped Delay per Vehicle (sec) at Worst Movement
- LOS = Level of Service of Major Street/Minor Street
- v/c = Volume-to-Capacity Ratio of Worst Movement

¹New Intersection
²No minor street level of service because this intersection is a right-in, right-out.

**Multimodal Connectivity**

Having a well-connected multimodal system allows a variety of users to travel to, from, and within the Town Center. These potential travelers include, but are not limited to:

- Commuters that travel from adjacent neighborhoods to the Town Center for work;
- Residents within the Town Center that access places of work within the Town Center, near the Town Center, or access transit for other locations; and
Residents or employees within the town center (or adjoining areas) that visit other uses in the town center for food, shopping, or entertainment.

In order to serve these potential users, the Town Center should provide a well-connected multimodal system. The proposed multimodal system (Figure 10) was reviewed for internal and external connectivity that would enhance and enable transportation options. The proposed multimodal network is shown in Attachment E.

Figure 10: Proposed Multimodal Network

The proposed multimodal network offers the following enhancements to the existing transportation system:

- Internal connectivity – The proposed multimodal street network would improve the internal connectivity by adding new roads and reducing the block size. These actions would reduce travel distance and provide better network redundancy, reducing the reliance on individual streets. Streets and/or paths would provide a network with multiple routes to comfortably traverse the Town Center in a north-south or east-west direction, or travel between any internal locations. This is a stark contrast to the existing network that provides a single north-south and a single east-west route that bisect the area encompassed by Town Center Loop.
• Improved facilities within Town Center – The proposed system would include additional multi-use paths, bicycle, and pedestrian facilities, providing an enhanced user experience for both commuters and recreational travelers. These facilities would have the potential to both attract visitors from adjacent neighborhoods and enable pedestrian activity between locations in Town Center.

• External connections – The proposed network would include enhanced external connections, allowing travelers to enter or leave Town Center without reliance on a motor vehicle. Key external connections include:
  - The pedestrian bridge on the west edge of Town Center provides connections to neighborhoods east of I-5 and regional transit connections via SMART Central at Wilsonville Station.
  - Improved crossing opportunities on Wilsonville Road along the south edge of Town Center.
  - Trail connections from Town Center to Memorial Park.

The proposed multimodal system will result in a transportation network that supports multimodal activity and transportation options. Residents, employees, and visitors to Town Center would be able to travel between Town Center Park, Memorial Park, and various other destinations within and adjacent to Town Center without reliance on a motor vehicle.

**Cycle Track Treatment**

A major non-vehicular improvement outline in the proposed Town Center Plan is a cycle track. As recommended in the City’s TSP, Cycle Tracks are a safe bicycle facility type where additional separation is provided between motor vehicle travel lanes and the bicycle facility. Cycle tracks can be one-way (similar to a buffered bike lane but with a physical separation) or two-way (where both directions are served on the same side of the street). As shown in Figure 11, the TSP standards for a cycle track recommend a 3-foot buffer between the parking or driving lane and the cycle track and the cycle track should be a minimum of 8-feet to and a maximum of 12-feet wide.

A cycle track is proposed as part of the Town Center Plan to connect the planned bicycle and pedestrian bridge over I-5 with Memorial Park to the southeast and the existing multi-use path that connects to Wilsonville Road adjacent to I-5. As shown in Figure 12 on the following page, there are multiple locations where the proposed route would use an existing intersection. Each of these locations will require individual engineering and planning due to different characteristics, including traffic control and expected volumes.
As shown, there are four key locations where the cycle track will cross motor vehicle traffic that could use additional modifications to improve safety and operations. Modifications include signing and striping, adding a bicycle signal, or modifying an existing traffic signal to include a bicycle phase. Each location has a unique modification that may be included based on preliminary traffic volumes and expected traffic patterns. Each design treatment will need to be reevaluated as development and redevelopment occurs to assure the right design option is considered.

---

8 Any new locations or location not identified in this memo should be analyzed individually to determine to best design for the use.
Location A – Bridge Landing
This location is expected to have low traffic volumes and may only require signing and striping at the intersection for the cycle track. Different design elements such as raised crossing or colored pavement to alert drivers to potential conflicts with bicyclist and all-way stop control as shown in the figure to the right could be incorporated into the design.

Location B – Parkway Avenue
This location is expected to have higher traffic volumes as it crosses the new main street and may require a bicycle signal that stops vehicles on main street to allow bicycles to cross as shown in the photo to the right. This location would require additional planning and design to identify specific treatment details.

Location C – Town Center Loop East
This location currently has pedestrian crossing flashing beacon that could be modified to integrate the cycle track. Alternatively, a new signal with a bicycle phase could be install here when warranted by traffic volumes. The photo to the right shows a cycle track crosswalk next to a pedestrian crosswalk.

Location D – Wilsonville Road
This location is currently a signalized intersection and could be modified to include a bicycle phase that connects the north/south cycle track on Town Center Loop East to Memorial Park. The photo to the right shows a special bicycle phase at a traffic signal where a designated signal head with LED bicycle red-yellow-green symbols provide traffic control for bicycles to the bicycle facility.
Summary

The land use alternatives developed by the Town Center Plan have the following impacts to the City of Wilsonville Transportation System.

- The TSP Horizon Year (2035) TSP land use assumptions resulted in 960 net new p.m. peak hour trips to and from the Town Center; the proposed fully-developed Town Center land use forecasted approximately 1,746 net new trips to and from the Town Center. The TSP Horizon Year (2035) land use trip estimation from the adopted TSP accounts for approximately 55% of the estimated full development of the Town Center. Therefore, a full development buildout sensitivity analysis was included in this report.

- The Town Center Plan proposes a modified street system that improves connectivity and circulation for all modes of travel, including improving the comfort and safety for pedestrian and bicycle travel.

- Modifications to the street system along Wilsonville Road include eliminating eastbound and westbound left turns at Town Center Loop West, constructing a new traffic signal at the proposed Parkway Avenue (Main Street) extension, replacing the existing traffic signal at Rebekah Street with an enhanced pedestrian crossing (pedestrian activated flashing beacon), adding dual eastbound left turns with dual receiving lanes at Town Center Loop E.

- Additional elements along Wilsonville Road will improve the comfort and safety of pedestrian and bicycle travel including modifications to the traffic signal at Town Center Loop West (i.e. reducing travel lane widths and adding a landscaped median to provide pedestrian median refuge to cross Wilsonville Road), adding a new signalized crossing at the new north/south main street, and adding an enhanced pedestrian crossing at Rebekah Street.

- A cycle track is proposed as part of the Town Center redevelopment to connect the planned bicycle and pedestrian bridge over I-5 with Memorial Park to the southeast and the existing multi-use path in the southwest portion of the planning area. Features of the cycle track could include designated bicycle signals when crossing roads with high traffic volumes and bicycle phases in the existing traffic signals at Wilsonville Road/Town Center Loop E.

- Traffic analysis for the study intersections indicate that the proposed changes to the transportation network would support the planned growth for Town Center. Additional transportation simulation of the Wilsonville Road corridor will be needed to determine storage needs and the final intersection footprints as the Town Center development progresses toward full buildout.
ATTACHMENTS

Attachment A – Land Use Growth Maps and Estimated Land Use Tables
Attachment B – 2035 Transportation System Plan (TSP) Projects
Attachment C – Level of Service Description
Attachment D – Proposed Town Center Street Improvements
Attachment E – Proposed Town Center Trail Improvements
Attachment F – Highway Capacity Manual (HCM) Analysis Results
Attachment A – Land Use Growth Maps and Estimated Land Use Tables
FIGURE A

HOUSEHOLD GROWTH (2010 TO 2035)
BY TRANSPORTATION ANALYSIS ZONE

Legend:
- streets
- UGB
- TAZ_Wilsonville TSP
- HH Growth
  - <20
  - 20-100
  - 101-200
  - 200-500
  - >500
FIGURE B

RETAIL EMPLOYMENT GROWTH (2010 TO 2035) BY TRANSPORTATION ANALYSIS ZONE

Legend:
- streets
- UGB
- TAZ_Wilsonville TSP

Ret Growth
- <10
- 10-49
- 50-99
- 100-150
- >150

DKS Associates
TRANSPORTATION SOLUTIONS
FIGURE C

NON-RETAIL EMPLOYMENT GROWTH (2010 TO 2035) BY TRANSPORTATION ANALYSIS ZONE

Legend:
streets
UGB
TAZ_Wilsonville TSP
Non-Ret Growth
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10-99
100-199
200-500
>500
## Wilsonville TSP Land Use - Growth by TAZ

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HH = Households  
Ret = Retail Employment  
Non-Ret = Service & Other Employment  
Growth = 2010 to 2035 difference
Wilsonville Town Center Loop

Parcel #

Land Use Assumptions

ITE
Land
Use

Gross
Net Parcel
Parcel Area
Area
Avg. Ht*Net
(Sq.ft)
(Sq.ft)
Parcel Area

Exisiting Use

Redevelop
ment
Potential
(Yes/No)

OTHER
Built area
EXISTING
(sq.ft.)

Commercial

Retail

Office

Residential

3
31W13CB00100
31W13CB00200
31W13CB00501
31W13CB00500
31W13CB00400
31W13CB00300
31W13CB00800
31W13CB00700
31W13CB00600

181,298
131,829
53,101
32,137
46,812
18,295
21,722
101,793
77,212

N/A
N/A
N/A
19,282
N/A
10,977
13,033
61,076
46,327

N/A
N/A
N/A
57,847
N/A
32,932
39,100
183,228
138,981
2

254
560
151
710
566
710
911
820
437

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31W14D 00212
31W14D 00220
31W14D 00220
31W14D 00207
31W14D 00205
31W14D 00209
31W14D 00211
31W13CC00400
31W14D 00206

36,663
47,317
22,831
41,548
88,879
310,906
24,814
24,175
25,374
34,320
33,650
13,759

21,998
28,390
13,699
24,929
53,327
186,543
14,888
14,505
15,225
20,592
20,190
8,255

43,996
56,781
27,398
49,858
106,655
373,087
29,777
29,010
30,449
41,184
40,380
16,511
3

31W14D 00216
31W13CC00400
31W13CC00600

24,992
313,457
42,400

14,995
188,074
25,440

44,985
564,223
76,320

31W14D 00221
31W14D 00223
31W14D 00230
31W14D 00206

53,323
147,900
91,924
35,820

N/A
88,740
55,154
21,492

N/A
266,220
165,463
64,475
3

31W14D 00227
31W14D 00104
31W14D 00228
31W14D 00229
31W14D 00223
31W14D 00226
31W14D 00220
31W14D 00302
31W14D 00402
31W14D 00400

57,433
22,730
47,178
41,783
93,933
67,203
238,615
27,151
91,043
67,578

34,460
13,638
28,307
25,070
56,360
40,322
143,169
16,291
54,626
40,547

103,379
40,914
84,920
75,209
169,079
120,965
429,507
48,873
163,877
121,641

31W14D 00700
31W14D 00600
31W14D 00500

7,956
34,604
45,683

4,774
20,762
31,978

14,321
62,287
95,933

31W14D 00406

28,802

17,281

51,843

31W14D 00407
31W14D 00409

11,134
21,431

6,681
12,858

20,042
38,575

31W14D 90000
31W14D 00300

14,538
6,132

8,723
N/A

26,169
N/A
2

31W13CB00900
31W13CB01100
31W13CB01200
31W13CB01300
31W13CB01000
31W13CC00100

50,432
174,591
97,900
348,131
255,264
151,238

30,259
104,755
N/A
N/A
N/A
90,743

45,389
157,132
N/A
N/A
N/A
136,114
3

816
732
610
540
220

31W13CC00600
31W13CC00400
31W13CC00400
31W13CC00400
31W13CC00201
31W13CC00201
31W14D 00104
31W14D 00109
31W14D 00107
31W14D 00100

106,577
320,550
114,000
30,000
45,070
109,500
89,425
43,988
50,808
214,110

N/A
N/A
68,400
18,000
N/A
65,700
53,655
26,393
30,485
N/A

N/A
N/A
205,200
54,000
N/A
197,100
160,965
79,178
91,454
N/A
1.0

31W13CD02702
31W13CD03000

156,046
75,051

93,628
N/A

31W13CD02605
31W13CC00100
31W13CC00200

120,532
150,605
82,868

N/A
90,363
49,721

MIG, INC.
DKS Associates

No
No
No
Yes
No
Yes
Yes
Yes
Yes

35,897
16,784
28,000
9,428
9,890
5,740
4,507
16,543
26,741

934 McDonald's
932 Sharis
Vacant
932 Boston's Pub
Vacant
863 Fry's
826 Professional services
826 Professional services
937 Starbucks
934 Retail (Chipotle)
911 Bank of Amaerica
911 Credit Union

Yes
Yes
Yes
Yes
Yes
Yes
Yes
Yes
Yes
Yes
Yes
Yes

4,750
5,218
0
11,504
0
122,540
4,316
4,393
3,109
4,950
3,390
2,905

565 Day care (Learning Tree)
820 various small retail/ strip retail
Vacant
565,
813 2 buildings ‐ preschool and retail
444 partial site ‐‐ Regal
820 commercial
820 strip commerical (subway)

Yes
Yes
Yes

6,395
65,376
0

No
Yes
Yes

16,253
37,986
14,140
14,141

Vacant
Vacant
Office
US Bank
Vacant
Vacant
Vacant
Retail/Mattress World
Retail/ NW Rugs
Commerical/ Guest House

Yes
Yes
Yes
Yes
Yes
Yes
Yes
Yes
Yes
Yes

0
0
6,807
4,319
0
0
0
10,254
32,100
20,263

Commercial/ office
Hotel/lodging
Strip commerical

Yes
Yes
Yes

1,719
4,607
15,190

Commerical/office

Yes

Commerical/office
Commerical/ Nursery school

Trip
Rate

Units

PROPOSED BUILT AREA (Sq.ft.)

PM Peak

Park/OS

Religious

Civic

Commercial

Office

N/A
N/A
N/A
12,855
N/A
7,318
8,689
40,717
30,885

0.22
0.55
0.26
1.49
0.01
1.49
12.13
3.71
1.51

Beds
KSF
KSF
KSF
Acre
KSF
KSF
KSF
Bowling Lanes

11
9
7
14
0
9
55
61
30

14,665
18,927
9,133
16,619
35,552
124,362
9,926
9,670
10,150
13,728
13,460
5,504

9.85
9.85
check
9.85
check
4.50
2.71
2.71
42.80
9.85
12.13
12.13

KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF

47
51
0
113
0
551
12
12
133
49
41
35

9,997
125,383
16,960

12.34
3.71
check

KSF
KSF
KSF

79
243
0

N/A
59,160
36,769
14,328

16.69
3.80
3.71
3.71

KSF
KSF
KSF
KSF

271,263
144
52
52

22,973
9,092
18,871
16,713
37,573
26,881
95,446
10,861
36,417
27,031

check
check
1.49
12.13
check
check
check
2.71
2.71
1.49

KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF

0
0
10
52
0
0
0
28
87
30

5.20
0.60
3.71

KSF
Room
KSF

9
24
56

4,296
18,686

15,190

3,183
13,842
13,705

4,276

4,276

11,521

5.20

KSF

22

15,553

Yes
Yes

2,332
4,933

2,332
4,933

4,454
8,572

5.20
4.46

KSF
KSF

12
22

6,013
11,573

Commerical/Office
Vacant

Yes
no

3,928
0

3,928

5,815
N/A

5.20
check

KSF
KSF

20
0

7,851

Commercial (Ace hardware)
USPS
Providence Medical.
Education (Clackamas Comm. College)
Apartments
Vacant

Yes
Yes
No
No
No
Yes

10,643
28,078
12,525
41,146
30

10,643
28,078

20,173
69,836
N/A
N/A
N/A
60,495

4.84
11.22
0.93
2.54
0.62
check

KSF
KSF
KSF
KSF
DU
KSF

52
315
12
105
19
0

813 Goodwill
850 Safeway
820 Small strip retail
Parking
730 City Hall
Parking
942 Commercial(Les Schwab Tire)
Vacant
943 Commercial (Auto parts)
435 Commercial (Fun Center)

No
No
Yes
Yes
No
Yes
Yes
Yes
Yes
No

22,841
38,468
9,040
0
17,435
0
20,581
0
11,387
19,367

N/A
N/A
45,600
12,000
N/A
43,800
35,770
17,595
20,323
N/A

4.35
9.48
3.71
check
1.21
check
3.11
check
4.46
3.58

KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF
KSF

99
365
34
0
21
0
64
0
51
69

93,628
N/A

730 Civic Use
540 Art+Tech School

Yes
No

15,242
11,482

62,418
N/A

1.21
2.54

KSF
KSF

18
29

N/A
90,363
49,721

254 Senior Living
Vacant
Vacant

No
Yes
Yes

22,658
0
0

N/A
60,242
33,147

0.22
check
check

Beds
KSF
KSF

7
0
0

710
911

826
826
710
710,
820
310
820
710,
820
710,
820
######
710,
820

Assisted Living Facility
Church
New Development (storage facility)
Office
Funeral Home
Office
Washington Bank
Strip Mall
Bowling Building

35,897

OTHER

Existing Trip Generation
Take‐offs
(Streets, OS &
Parking)
0.4

16,784
28,000
9,428
9,890
5,740
4,507
16,543
26,741
4,750
5,218
11,504
122,540
4,316
4,393
3,109
4,950
3,390
2,905
6,395
65,376

16,253
37,986
14,140
14,141

6,807
4,319

6,807

10,254
32,100
20,263
1,719
4,607

12,525
41,146

22,841
38,468
9,040
17,435
20,581
11,387
19,367

11,482
22,658

Retail

Residentia
l
Notes

35,897 residential units of 750 sq.ft. each.
16,784
28,000
28,923

Would require addressing parking

9,890
6,586
7,820
36,646

Limited area for larger building
Assumes development partnered with adjacent parcels to accommodate parking
18,323
13,898

13,699
11,504
37,309

31,996
111,926
14,888
14,505

8,799
11,356
5,480
4,986
10,665
37,309
2,978

55,592

Parcel split for analysis
111,926 residential units of 750 sq.ft. each.

6,090
8,237
20,190

Parcel split for analysis
Parcel split for analysis

3,302
13,495

13,638

50,724
36,290
128,852

11,457

8,997
112,845
15,264

13,495
169,267
22,896

53,244
33,093

16,253
79,866
49,639
19,343

31,014
12,274
25,476
22,563
50,724
36,290
128,852
14,662
49,163
36,492

61,056 residential units of 750 sq.ft. each.

133,110 residential units of 750 sq.ft. each.
Parcel split for analysis

7,521
Split for analysis from original parcel

15,190

15,713
12,525
41,146
30
13,611

31,426

36,311 residential units of 750 sq.ft. each.
31,426 residential units of 750 sq.ft. each.

45,371

45,371

22,841
38,468
20,520
5,400

20,520

19,710

19,710

Parcel split for analysis
Parcel split for analysis

17,435
20,581
39,589
27,436

39,589 residential units of 750 sq.ft. each.

19,367
15,242
11,482

37,451 residential units of 750 sq.ft. each.

22,658 residential units of 750 sq.ft. each.
90,363 residential units of 1100 sq.ft. each.
49,721

2018


Attachment B – 2035 TSP Projects
Attachment C – Level of Service Description
TRAFFIC LEVELS OF SERVICE

Analysis of traffic volumes is useful in understanding the general nature of traffic in an area, but by itself indicates neither the ability of the street network to carry additional traffic nor the quality of service afforded by the street facilities. For this, the concept of level of service has been developed to subjectively describe traffic performance. Level of service can be measured at intersections and along key roadway segments.

Levels of service categories are similar to report card ratings for traffic performance. Intersections are typically the controlling bottlenecks of traffic flow and the ability of a roadway system to carry traffic efficiently is generally diminished in their vicinities. Levels of Service A, B and C indicate conditions where traffic moves without significant delays over periods of peak travel demand. Level of service D and E are progressively worse peak hour operating conditions and F conditions represent where demand exceeds the capacity of an intersection. Most urban communities set level of service D as the minimum acceptable level of service for peak hour operation and plan for level of service C or better for all other times of the day. The Highway Capacity Manual provides level of service calculation methodology for both intersections and arterials. The following two sections provide interpretations of the analysis approaches.

---

UN SIGNALIZED INTERSECTIONS (Two-Way Stop Controlled)

Unsignalized intersection level of service is reported for the major street and minor street (generally, left turn movements). The method assesses available and critical gaps in the traffic stream which make it possible for side street traffic to enter the main street flow. The 2010 Highway Capacity Manual describes the detailed methodology. It is not unusual for an intersection to experience level of service E or F conditions for the minor street left turn movement. It should be understood that, often, a poor level of service is experienced by only a few vehicles and the intersection as a whole operates acceptably.

Unsignalized intersection levels of service are described in the following table.

**Level-of-Service Criteria: Automobile Mode**

<table>
<thead>
<tr>
<th>Control Delay (s/vehicle)</th>
<th>LOS by Volume-to-Capacity Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>v/c ≤ 1.0</td>
</tr>
<tr>
<td>0-10</td>
<td>A</td>
</tr>
<tr>
<td>&gt;10-15</td>
<td>B</td>
</tr>
<tr>
<td>&gt;15-25</td>
<td>C</td>
</tr>
<tr>
<td>&gt;25-35</td>
<td>D</td>
</tr>
<tr>
<td>&gt;35-50</td>
<td>E</td>
</tr>
<tr>
<td>&gt;50</td>
<td>F</td>
</tr>
</tbody>
</table>

Note: The LOS criteria apply to each lane on a given approach and to each approach on the minor street. LOS is not calculated for major-street approaches or for the intersection as a whole.
SIGNALIZED INTERSECTIONS

For signalized intersections, level of service is evaluated based upon average vehicle delay experienced by vehicles entering an intersection. Control delay (or signal delay) includes initial deceleration delay, queue move-up time, stopped delay, and final acceleration delay. In previous versions of this chapter of the HCM (1994 and earlier), delay included only stopped delay. As delay increases, the level of service decreases. Calculations for signalized and unsignalized intersections are different due to the variation in traffic control. The 2000 Highway Capacity Manual provides the basis for these calculations.

<table>
<thead>
<tr>
<th>Level of Service</th>
<th>Delay (secs.)</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>&lt;10.00</td>
<td><strong>Free Flow/Insignificant Delays:</strong> No approach phase is fully utilized by traffic and no vehicle waits longer than one red indication. Most vehicles do not stop at all. Progression is extremely favorable and most vehicles arrive during the green phase.</td>
</tr>
<tr>
<td>B</td>
<td>10.1-20.0</td>
<td><strong>Stable Operation/Minimal Delays:</strong> An occasional approach phase is fully utilized. Many drivers begin to feel somewhat restricted within platoons of vehicles. This level generally occurs with good progression, short cycle lengths, or both.</td>
</tr>
<tr>
<td>C</td>
<td>20.1-35.0</td>
<td><strong>Stable Operation/Acceptable Delays:</strong> Major approach phases fully utilized. Most drivers feel somewhat restricted. Higher delays may result from fair progression, longer cycle lengths, or both. Individual cycle failures may begin to appear at this level, and the number of vehicles stopping is significant.</td>
</tr>
<tr>
<td>D</td>
<td>35.1-55.0</td>
<td><strong>Approaching Unstable/Tolerable Delays:</strong> The influence of congestion becomes more noticeable. Drivers may have to wait through more than one red signal indication. Longer delays may result from some combination of unfavorable progression, long cycle lengths, or high v/c ratios. The proportion of vehicles not stopping declines, and individual cycle failures are noticeable.</td>
</tr>
<tr>
<td>E</td>
<td>55.1-80.0</td>
<td><strong>Unstable Operation/Significant Delays:</strong> Volumes at or near capacity. Vehicles may wait through several signal cycles. Long queues form upstream from intersection. These high delay values generally indicate poor progression, long cycle lengths, and high v/c ratios. Individual cycle failures are a frequent occurrence.</td>
</tr>
<tr>
<td>F</td>
<td>&gt;80.0</td>
<td><strong>Forced Flow/Excessive Delays:</strong> Represents jammed conditions. Queues may block upstream intersections. This level occurs when arrival flow rates exceed intersection capacity, and is considered to be unacceptable to most drivers. Poor progression, long cycle lengths, and v/c ratios approaching 1.0 may contribute to these high delay levels.</td>
</tr>
</tbody>
</table>

Attachment D – Proposed Town Center Street Improvements
PROPOSED STREET NETWORK
City of Wilsonville Town Center Plan
Attachment E – Proposed Town Center Trail Improvements
PROPOSED MULTI-MODAL NETWORK

City of Wilsonville Town Center Plan
Attachment F – Highway Capacity Manual (HCM) Analysis Results
## Movement

<table>
<thead>
<tr>
<th>Movement</th>
<th>EBL</th>
<th>EBT</th>
<th>EBR</th>
<th>WBL</th>
<th>WBT</th>
<th>WBR</th>
<th>NBL</th>
<th>NBT</th>
<th>NBR</th>
<th>SBL</th>
<th>SBT</th>
<th>SBR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic Volume (vph)</td>
<td>180</td>
<td>570</td>
<td>60</td>
<td>60</td>
<td>460</td>
<td>95</td>
<td>45</td>
<td>60</td>
<td>35</td>
<td>125</td>
<td>90</td>
<td>140</td>
</tr>
<tr>
<td>Future Volume (vph)</td>
<td>180</td>
<td>570</td>
<td>60</td>
<td>60</td>
<td>460</td>
<td>95</td>
<td>45</td>
<td>60</td>
<td>35</td>
<td>125</td>
<td>90</td>
<td>140</td>
</tr>
<tr>
<td>Ideal Flow (vphpl)</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
</tr>
<tr>
<td>Total Lost time (s)</td>
<td>4.0</td>
<td>4.5</td>
<td>4.5</td>
<td>4.0</td>
<td>4.5</td>
<td>4.0</td>
<td>4.0</td>
<td>4.0</td>
<td>4.5</td>
<td>4.5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Frpb, ped/bikes</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>0.95</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>0.99</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Flpb, ped/bikes</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ft</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>0.85</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>1.00</td>
<td>0.95</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Flt Protected</td>
<td>0.95</td>
<td>1.00</td>
<td>1.00</td>
<td>0.95</td>
<td>1.00</td>
<td>0.95</td>
<td>1.00</td>
<td>0.95</td>
<td>1.00</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Satd. Flow (prot)</td>
<td>1750</td>
<td>1900</td>
<td>1534</td>
<td>1800</td>
<td>3480</td>
<td>1805</td>
<td>1737</td>
<td>1805</td>
<td>1900</td>
<td>1531</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Satd. Flow (perm)</td>
<td>683</td>
<td>1900</td>
<td>1534</td>
<td>647</td>
<td>3480</td>
<td>1805</td>
<td>1737</td>
<td>1805</td>
<td>1900</td>
<td>1531</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Peak-hour factor, PHF</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
<td>0.96</td>
</tr>
<tr>
<td>Adj. Flow (vph)</td>
<td>188</td>
<td>594</td>
<td>62</td>
<td>62</td>
<td>479</td>
<td>99</td>
<td>47</td>
<td>62</td>
<td>36</td>
<td>130</td>
<td>94</td>
<td>146</td>
</tr>
<tr>
<td>RTOR Reduction (vph)</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>11</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>125</td>
<td></td>
</tr>
<tr>
<td>Lane Group Flow (vph)</td>
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### Intersection Summary

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**Intersection Summary**

- **HCM 2000 Control Delay**: 16.0
- **HCM 2000 Level of Service**: B
- **HCM 2000 Volume to Capacity ratio**: 0.48
- **Actuated Cycle Length (s)**: 110.0
- **Sum of lost time (s)**: 13.0
- **Intersection Capacity Utilization**: 60.3%
- **Critical Lane Group**: c
- **Level of Service B**: D
- **Analysis Period (min)**: 15
### HCM Signalized Intersection Capacity Analysis

**3: Parkway Ave & Town Center Loop W/Town Center Loop E**

**Wilsonville Town Center**

---

**Movement**

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<tr>
<th>Movement</th>
<th>EBL</th>
<th>EBT</th>
<th>EBR</th>
<th>WBL</th>
<th>WBT</th>
<th>WBR</th>
<th>NBL</th>
<th>NBT</th>
<th>NBR</th>
<th>SBL</th>
<th>SBT</th>
<th>SBR</th>
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<tbody>
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<td>EBR</td>
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<td>WBT</td>
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<td>NBT</td>
<td>NBR</td>
<td>SBL</td>
<td>SBT</td>
<td>SBR</td>
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</tbody>
</table>

**Lane Configurations**

- Traffic Volume (vph) | 260 | 95 | 15 | 65 | 100 | 95 | 40 | 195 | 45 | 180 | 200 | 390 |
- Future Volume (vph) | 260 | 95 | 15 | 65 | 100 | 95 | 40 | 195 | 45 | 180 | 200 | 390 |
- Ideal Flow (vphpl) | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 |
- Total Lost time (s) | 4.5 | 4.5 | 4.5 | 4.5 | 4.5 | 4.5 | 4.5 | 4.5 | 4.5 |
- Lane Util. Factor | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 |
- Flt Protected | 0.95 | 1.00 | 0.95 | 1.00 | 0.95 | 1.00 | 0.95 | 1.00 | 0.95 |
- Satd. Flow (prot) | 1785 | 1750 | 1900 | 1564 | 1799 | 1778 | 1765 | 1881 | 1656 |
- Filt Permitted | 0.59 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |
- Satd. Flow (perm) | 1114 | 1250 | 1900 | 1564 | 1185 | 1778 | 646 | 1881 | 1566 |
- Peak-hour factor, PHF | 0.95 | 0.95 | 0.95 | 0.95 | 0.95 | 0.95 | 0.95 | 0.95 | 0.95 |
- Adj. Flow (vph) | 274 | 100 | 16 | 68 | 105 | 100 | 42 | 205 | 47 |
- RTOR Reduction (vph) | 0 | 11 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
- Lane Group Flow (vph) | 274 | 105 | 0 | 68 | 105 | 28 | 42 | 244 | 0 |
- Confl. Ped. (#/hr) | 1 | 1 | 1 | 1 | 6 | 12 | 6 |
- Confl. Bikes (#/hr) | 2 |
- Heavy Vehicles (%) | 1% | 5% | 0% | 3% | 0% | 1% | 0% | 3% | 5% |
- Turn Type pm+pt | NA |
- Protected Phases | 5 | 2 |
- Permitted Phases | 2 |
- Actuated Green, G (s) | 55.7 | 35.7 |
- Effective Green, g (s) | 55.7 | 35.7 |
- Actuated g/C Ratio | 0.51 | 0.32 |
- Clearance Time (s) | 4.5 |
- Vehicle Extension (s) | 3.0 |
- Lane Gp Cap (vph) | 689 |
- v/s Ratio Prot | c0.07 |
- v/s Ratio Perm | c0.03 |
- v/c Ratio | 0.4 |
- Uniform Delay, d1 | 16.0 |
- Progression Factor | 0.36 |
- Incremental Delay, d2 | 1.4 |
- Delay (s) | 7.1 |
- Level of Service | A |
- Approach Delay (s) | 8.1 |
- Approach LOS | A |
- Intersection Summary

**HCM 2000 Control Delay** | 25.5 |
**HCM 2000 Level of Service** | C |
**HCM 2000 Volume to Capacity ratio** | 0.47 |
**Actuated Cycle Length (s)** | 110.0 |
**Sum of lost time (s)** | 18.0 |
**Intersection Capacity Utilization** | 68.2% |
**ICU Level of Service** | C |
**Analysis Period (min)** | 15 |

DKS Associates

10/03/2018

**Synchro 9 Report**
### Intersection

*Int Delay, s/veh* 7

### Movement

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| Mvmt Flow | 174 | 21 | 542 | 121 | 32 | 705 |

### Major/Minor

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**Int Delay, s/veh** 4.2

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### Approach

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DKS Associates
10/03/2018

Synchro 9 Report
## Movement

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### Intersection Summary

- **HCM 2000 Control Delay**: 23.8
- **HCM 2000 Level of Service**: C
- **HCM 2000 Volume to Capacity ratio**: 0.31
- **Actuated Cycle Length (s)**: 100.0
- **Sum of lost time (s)**: 13.0
- **Intersection Capacity Utilization**: 51.7%
- **ICU Level of Service**: A
- **Analysis Period (min)**: 15
- **Critical Lane Group**

DKS Associates
10/03/2018

Synchro 9 Report
### HCM Signalized Intersection Capacity Analysis

**Horizon Year 2035 - No Build**

**7: Town Center Lp West/Town Center Loop W & Wilsonville Rd**

**Wilsonville Town Center**

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DKS Associates
10/03/2018

Synchro 9 Report
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### Intersection Summary

- **HCM 2000 Control Delay**: 27.7
- **HCM 2000 Level of Service**: C
- **HCM 2000 Volume to Capacity ratio**: 0.67
- **Actuated Cycle Length (s)**: 110.0
- **Actuated Cycle Length (s)**: 110.0
- **Sum of lost time (s)**: 13.5
- **Intersection Capacity Utilization**: 104.0%
- **ICU Level of Service**: G
- **Analysis Period (min)**: 15
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**Intersection Summary**

- HCM 2000 Control Delay: 45.1
- HCM 2000 Volume to Capacity ratio: 0.87
- Actuated Cycle Length (s): 110.0
- Sum of lost time (s): 13.5
- Intersection Capacity Utilization: 104.0%
- ICU Level of Service: G
- Analysis Period (min): 15
- Critical Lane Group: c

DKS Associates
10/03/2018

Synchro 9 Report
## Intersection

### Movement

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<tr>
<th>Movement</th>
<th>EBL</th>
<th>EBT</th>
<th>EBR</th>
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#### Lane Configurations

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#### Sign Control

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#### Storage Length

| Veh in Median Storage, # | 0 - | 0 - | 0 - | 0 - | 0 - | 0 - | 85 - | 80 - | - - | - - | - - |

#### Grade, %

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#### MVmt Flow

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### Major/Major

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#### Capacity (veh/h)

| 754 | - - | 137 | 51 | 175 | 902 | - - |

#### HCM Lane V/C Ratio

| 0.2 | - - | 1.138 | 3.163 | 0.369 | 0.03 | - - |

#### HCM Control Delay (s)

| 11 | - - | 182 | 1142.9 | 37.1 | 9.1 | - - |

#### HCM Lane LOS

| B | - - | F | F | E | A | - - |

#### HCM 95% Title Q(veh)

| 0.7 | - - | 8.9 | 17.3 | 1.6 | 0.1 | - - |

### Notes

- Volume exceeds capacity $\$: Delay exceeds 300s $\+$: Computation Not Defined $\ast$: All major volume in platoon

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10/03/2018

Synchro 9 Report
### HCM Signalized Intersection Capacity Analysis

#### Horizon Year 2035_Build

1: Wilsonville Rd & Town Center Loop E

Wilsonville Town Center

---

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**Intersection Summary**

- HCM 2000 Control Delay: 39.2
- HCM 2000 Level of Service: D
- HCM 2000 Volume to Capacity ratio: 0.74
- Actuated Cycle Length (s): 110.0
- Sum of lost time (s): 17.0
- Intersection Capacity Utilization: 83.5%
- ICU Level of Service: E
- Analysis Period (min): 15

DKS Associates
01/21/2019

Synchro 9 Report
### Intersection

| Int Delay, s/veh | 1.4 |

### Movement

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### Minor Lane/Major Mvmt

| Capacity (veh/h) | 384 | - | - | - | 637 |
| HCM Lane V/C Ratio | 0.105 | - | - | - | 0.301 |
| HCM Control Delay (s) | 15.5 | - | - | - | 13.1 |
| HCM Lane LOS | C | - | - | - | B |
| HCM 95th %tile Q(veh) | 0.4 | - | - | - | 1.3 |
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<tr>
<td>Approach Delay (s)</td>
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<td>10.4</td>
<td>16.8</td>
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<tr>
<td>Approach LOS</td>
<td>C</td>
<td>C</td>
<td>B</td>
<td>B</td>
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</tbody>
</table>

### Intersection Summary

- **HCM 2000 Control Delay**: 18.7
- **HCM 2000 Level of Service**: B
- **HCM 2000 Volume to Capacity ratio**: 0.48
- **Actuated Cycle Length (s)**: 110.0
- **Sum of lost time (s)**: 18.0
- **Intersection Capacity Utilization**: 88.3%
- **ICU Level of Service**: E
- **Analysis Period (min)**: 15
- Critical Lane Group

DKS Associates
01/21/2019
### Movement Analysis

**Movement**

<table>
<thead>
<tr>
<th>Movement</th>
<th>EBL</th>
<th>EBT</th>
<th>EBR</th>
<th>WBL</th>
<th>WBT</th>
<th>WBR</th>
<th>NBL</th>
<th>NBT</th>
<th>NBR</th>
<th>SBL</th>
<th>SBT</th>
<th>SBR</th>
</tr>
</thead>
</table>

**Lane Configurations**

**Traffic Volume (vph)**

| Traffic Volume (vph) | 400 | 1140 | 50 | 60 | 670 | 50 | 190 | 40 | 50 | 170 | 50 | 360 |

**Future Volume (vph)**

| Future Volume (vph) | 400 | 1140 | 50 | 60 | 670 | 50 | 190 | 40 | 50 | 170 | 50 | 360 |

**Ideal Flow (vphpl)**

| Ideal Flow (vphpl) | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 | 1900 |

**Total Lost time (s)**

| Total Lost time (s) | 4.0 | 4.5 | 4.0 | 4.5 | 4.0 | 4.0 | 4.0 | 4.0 | 4.0 | 4.0 | 4.0 | 4.0 |

**Lane Util. Factor**

| Lane Util. Factor | 1.00 | 0.95 | 1.00 | 0.95 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 |

**Frt**

| Frt | 1.00 | 0.99 | 1.00 | 0.99 | 1.00 | 0.92 | 1.00 | 0.87 |

**Ft Protected**

| Ft Protected | 0.95 | 1.00 | 0.95 | 1.00 | 0.95 | 1.00 | 0.95 | 1.00 |

**Satd. Flow (prot)**

| Satd. Flow (prot) | 1770 | 3517 | 1770 | 3502 | 1770 | 1706 | 1770 | 1618 |

**Satd. Flow (perm)**

| Satd. Flow (perm) | 1770 | 3517 | 1770 | 3502 | 1770 | 1706 | 1770 | 1618 |

**Peak-hour factor, PHF**

| Peak-hour factor, PHF | 0.99 | 0.99 | 0.99 | 0.99 | 0.99 | 0.99 | 0.99 | 0.99 |

**Adj. Flow (vph)**

| Adj. Flow (vph) | 404 | 1152 | 51 | 61 | 677 | 51 | 192 | 40 | 51 | 172 | 51 | 364 |

**RTOR Reduction (vph)**

| RTOR Reduction (vph) | 0 | 3 | 0 | 0 | 5 | 0 | 0 | 37 | 0 | 0 | 230 | 0 |

**Lane Group Flow (vph)**

| Lane Group Flow (vph) | 404 | 1200 | 0 | 61 | 723 | 0 | 192 | 54 | 0 | 172 | 185 | 0 |

**Turn Type**

<table>
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<tr>
<th>Turn Type</th>
<th>Prot</th>
<th>NA</th>
<th>Prot</th>
<th>NA</th>
<th>pm+pt</th>
<th>NA</th>
<th>pm+pt</th>
<th>NA</th>
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</thead>
</table>

**Protected Phases**

| Protected Phases | 7 | 4 | 3 | 8 | 5 | 2 | 1 | 6 |

**Permitted Phases**

| Permitted Phases | 2 | 6 |

**Actuated Green, G (s)**

| Actuated Green, G (s) | 27.1 | 47.0 | 7.4 | 27.3 | 39.5 | 29.4 | 38.7 | 29.0 |

**Effective Green, g (s)**

| Effective Green, g (s) | 27.1 | 47.0 | 7.4 | 27.3 | 39.5 | 29.4 | 38.7 | 29.0 |

**Actuated g/C Ratio**

| Actuated g/C Ratio | 0.25 | 0.43 | 0.07 | 0.25 | 0.36 | 0.27 | 0.35 | 0.26 |

**Clearance Time (s)**

| Clearance Time (s) | 4.0 | 4.5 | 4.0 | 4.5 | 4.0 | 4.0 | 4.0 | 4.0 |

**Vehicle Extension (s)**

| Vehicle Extension (s) | 3.0 | 3.0 | 3.0 | 3.0 | 3.0 | 3.0 | 3.0 | 3.0 |

**Lane Grp Cap (vph)**

| Lane Grp Cap (vph) | 436 | 1502 | 119 | 869 | 239 | 455 | 498 | 426 |

**v/s Ratio Prot**

| v/s Ratio Prot | c0.23 | c0.34 | 0.03 | 0.21 | c0.07 | 0.03 | 0.03 | 0.11 |

**v/s Ratio Perm**

| v/s Ratio Perm | c0.21 | 0.21 |

**v/c Ratio**

| v/c Ratio | 0.93 | 0.80 | 0.51 | 0.83 | 0.80 | 0.12 | 0.35 | 0.43 |

**Uniform Delay, d1**

| Uniform Delay, d1 | 40.5 | 27.4 | 49.6 | 39.2 | 27.8 | 30.5 | 25.6 | 33.7 |

**Progression Factor**

| Progression Factor | 0.83 | 1.70 | 1.18 | 0.89 | 1.00 | 1.00 | 0.74 | 0.32 |

**Incremental Delay, d2**

| Incremental Delay, d2 | 15.1 | 1.5 | 3.3 | 6.1 | 17.5 | 0.5 | 0.4 | 2.9 |

**Delay (s)**

| Delay (s) | 48.6 | 48.0 | 61.8 | 41.1 | 45.2 | 31.0 | 19.4 | 13.7 |

**Level of Service**

| Level of Service | D | D | E | D | D | C | B | B |

**Approach Delay (s)**

| Approach Delay (s) | 48.2 | 42.7 | 40.7 | 15.3 |

**Approach LOS**

| Approach LOS | D | D | D | B |

### Intersection Summary

- **HCM 2000 Control Delay**: 40.3
- **HCM 2000 Level of Service**: D
- **HCM 2000 Volume to Capacity ratio**: 0.86
- **Actuated Cycle Length (s)**: 110.0
- **Sum of lost time (s)**: 16.5
- **Intersection Capacity Utilization**: 91.4%
- **ICU Level of Service**: F
- **Analysis Period (min)**: 15

---

DKS Associates
01/21/2019

Synchro 9 Report

Wilsonville Town Center
### Intersection

**Int Delay, s/veh** 4

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<tr>
<th>Movement</th>
<th>EBL</th>
<th>EBT</th>
<th>EBR</th>
<th>WBL</th>
<th>WBT</th>
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<th>NBL</th>
<th>NBT</th>
<th>NBR</th>
<th>SBL</th>
<th>SBT</th>
<th>SBR</th>
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<tr>
<td>Traffic Vol, veh/h</td>
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<td>10</td>
<td>70</td>
<td>40</td>
<td>20</td>
<td>10</td>
<td>40</td>
<td>245</td>
<td>60</td>
<td>15</td>
<td>255</td>
<td>25</td>
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<tr>
<td>Future Vol, veh/h</td>
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<td>10</td>
<td>70</td>
<td>40</td>
<td>20</td>
<td>10</td>
<td>40</td>
<td>245</td>
<td>60</td>
<td>15</td>
<td>255</td>
<td>25</td>
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<td>Conflicting Peds, #/hr</td>
<td>9</td>
<td>0</td>
<td>10</td>
<td>10</td>
<td>0</td>
<td>9</td>
<td>6</td>
<td>0</td>
<td>7</td>
<td>7</td>
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<th>Stop</th>
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<th>Free</th>
<th>Free</th>
<th>Free</th>
<th>Free</th>
<th>Free</th>
<th>Free</th>
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<tbody>
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<td>RT Channelized</td>
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<td>Stop</td>
<td>Stop</td>
<td>Stop</td>
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<td>Free</td>
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<td>3</td>
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<td>10</td>
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<td>247</td>
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<td>258</td>
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<tr>
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<th>Minor1</th>
<th>Major1</th>
<th>Major2</th>
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<tr>
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<td>702</td>
<td>287</td>
<td>716</td>
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<td>Stage 1</td>
<td>307</td>
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<td>-</td>
<td>365</td>
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<td>Stage 2</td>
<td>382</td>
<td>395</td>
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<td>6.26</td>
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<td>-</td>
<td>6.13</td>
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<td>-</td>
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<td>363</td>
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<td>743</td>
<td>344</td>
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<td>652</td>
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<td>Stage 2</td>
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<td>608</td>
<td>-</td>
<td>664</td>
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<td>Mov Cap-2 Maneuver</td>
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<td>289</td>
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<td>Stage 1</td>
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<td>627</td>
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<td>589</td>
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<th>WB</th>
<th>NB</th>
<th>SB</th>
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<td>HCM Control Delay, s</td>
<td>14.1</td>
<td>18.7</td>
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<td>C</td>
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<table>
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<tr>
<th>Minor Lane/Major Mvmt</th>
<th>NBL</th>
<th>NBT</th>
<th>NBR</th>
<th>SBL</th>
<th>SBT</th>
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<tr>
<td>Capacity (veh/h)</td>
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<td>-</td>
<td>-</td>
<td>508</td>
<td>334</td>
<td>1250</td>
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<td>8.1</td>
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<td>HCM Lane LOS</td>
<td>A</td>
<td>-</td>
<td>-</td>
<td>B</td>
<td>C</td>
<td>A</td>
</tr>
<tr>
<td>HCM 95th %tile Q(veh)</td>
<td>0.1</td>
<td>-</td>
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### Movement Lane Configurations

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<th>EBT</th>
<th>EBR</th>
<th>WBL</th>
<th>WBT</th>
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<th>NBR</th>
<th>SBL</th>
<th>SBT</th>
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<tbody>
<tr>
<td>Traffic Volume (vph)</td>
<td>90</td>
<td>130</td>
<td>80</td>
<td>30</td>
<td>155</td>
<td>300</td>
<td>75</td>
<td>20</td>
<td>50</td>
<td>205</td>
<td>20</td>
<td>95</td>
</tr>
<tr>
<td>Future Volume (vph)</td>
<td>90</td>
<td>130</td>
<td>80</td>
<td>30</td>
<td>155</td>
<td>300</td>
<td>75</td>
<td>20</td>
<td>50</td>
<td>205</td>
<td>20</td>
<td>95</td>
</tr>
<tr>
<td>Ideal Flow (vp/h)</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
<td>1900</td>
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<td>Total Lost time (s)</td>
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<tr>
<td>Flt, ped/bikes</td>
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<td>Frt</td>
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<tr>
<td>Satd. Flow (prot)</td>
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<td>1863</td>
<td>1574</td>
<td>1805</td>
<td>1644</td>
<td>1805</td>
<td>1656</td>
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<td>1863</td>
<td>1574</td>
<td>1805</td>
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<td>1805</td>
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<td>0.99</td>
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<td>303</td>
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<td>207</td>
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<td>207</td>
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<td>4</td>
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<td>0%</td>
<td>0%</td>
<td>4%</td>
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### Intersection Summary

- **HCM 2000 Control Delay**: 25.2
- **HCM 2000 Level of Service**: C
- **HCM 2000 Volume to Capacity ratio**: 0.52
- **Actuated Cycle Length (s)**: 100.0
- **Sum of lost time (s)**: 13.0
- **Intersection Capacity Utilization**: 61.0%
- **ICU Level of Service**: B
- **Analysis Period (min)**: 15

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**Intersection Summary**

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DKS Associates
01/21/2019

Synchro 9 Report
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## Intersection Summary

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**Intersection Summary**

- HCM 2000 Control Delay: 45.6
- HCM 2000 Level of Service: D
- HCM 2000 Volume to Capacity ratio: 0.87
- Actuated Cycle Length (s): 110.0
- Sum of lost time (s): 13.5
- Intersection Capacity Utilization: 104.0%
- ICU Level of Service: G
- Analysis Period (min): 15
- Critical Lane Group: c

DKS Associates
01/21/2019

Synchro 9 Report
Intersection
Int Delay, s/veh 8.7

Movement | EBL | EBT | EBR | WBL | WBT | WBR | NBL | NBT | NBR | SBL | SBT | SBR
--- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | ---
Traffic Vol, veh/h | 30 | 15 | 100 | 150 | 20 | 50 | 50 | 80 | 50 | 50 | 340 | 60 | 60
Future Vol, veh/h | 30 | 15 | 100 | 150 | 20 | 50 | 50 | 80 | 50 | 50 | 340 | 60 | 60
Conflicting Peds, #/hr | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0

Sign Control
RT Channelized | Stop | Stop | Stop | Stop | Stop | Free | Free | Free | Free | Free | Free | Free
Veh in Median Storage, # | 0 | - | 0 | - | 0 | - | 0 | - | 0 | - | 0 | -
Grade, % | 0 | - | 0 | - | 0 | - | 0 | - | 0 | - | 0 | -
Heavy Vehicles, % | 0 | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 6 | 6 | 0 | 0

Mvmt Flow | 30 | 15 | 101 | 152 | 20 | 51 | 51 | 81 | 51 | 30 | 343 | 61

Major/Minor
Minor2 | Minor1 | Major1 | Major2
--- | --- | --- | ---
Conflicting Flow All | 678 | 668 | 374 | 701 | 673 | 107 | 404 | 0 | 0 | 132 | 0 | 0
Stage 1 | 434 | 434 | - | 209 | 209 | - | - | - | - | - | - | -
Stage 2 | 244 | 234 | - | 492 | 464 | - | - | - | - | - | - | -
Critical Hdwy | 7.1 | 6.5 | 6.1 | 7.0 | 6.1 | 6.2 | 4.1 | - | - | 4.1 | - | -
Critical Hdwy Stg 1 | 6.1 | 5.5 | - | 6.1 | 5.5 | - | - | - | - | - | - | -
Critical Hdwy Stg 2 | 6.1 | 5.5 | - | 6.1 | 5.5 | - | - | - | - | - | - | -
Follow-up Hdwy | 3.5 | 4.0 | 3.509 | 4 | 3.3 | 2.2 | - | - | 2.254 | - | -
Pot Cap-1 Maneuver | 369 | 382 | 674 | 355 | 379 | 953 | 1166 | - | - | 1429 | - | -
Stage 1 | 604 | 585 | - | 795 | 733 | - | - | - | - | - | - | -
Stage 2 | 764 | 715 | - | 560 | 567 | - | - | - | - | - | - | -
Platoon blocked, % | - | - | - | - | - | - | - | - | - | - | - | -
Mov Cap-1 Maneuver | 315 | 354 | 674 | 276 | 351 | 953 | 1166 | - | - | 1429 | - | -
Mov Cap-2 Maneuver | 315 | 354 | - | 276 | 351 | - | - | - | - | - | - | -
Stage 1 | 576 | 569 | - | 758 | 699 | - | - | - | - | - | - | -
Stage 2 | 670 | 681 | - | 451 | 552 | - | - | - | - | - | - | -

Approach
EB | WB | NB | SB
--- | --- | --- | ---
HCM Control Delay, s | 15 | 26 | 2.3 | 0.5
HCM LOS | C | D

Minor Lane/Major Mvmt
NBL | NBT | NBR | EBLn1 | WBLn1 | WBLn2 | SBL | SBT | SBR
--- | --- | --- | --- | --- | --- | --- | --- | ---
Capacity (veh/h) | 1166 | - | - | 507 | 276 | 640 | 1429 | - | -
HCM Lane V/C Ratio | 0.043 | - | - | 0.289 | 0.549 | 0.11 | 0.021 | - | -
HCM Control Delay (s) | 8.2 | 0 | - | 15 | 32.8 | 11.3 | 7.6 | 0 | -
HCM Lane LOS | A | A | - | C | D | B | A | - | -
HCM 95th %tile Q(veh) | 0.1 | - | - | 1.2 | 3.1 | 0.4 | 0.1 | - | -
### Movement

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### Intersection Summary

- **HCM 2000 Control Delay**: 46.6
- **HCM 2000 Level of Service**: D
- **HCM 2000 Volume to Capacity ratio**: 0.83
- **Actuated Cycle Length (s)**: 110.0
- **Sum of lost time (s)**: 17.0
- **Intersection Capacity Utilization**: 89.4%
- **ICU Level of Service**: E
- **Analysis Period (min)**: 15

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Synchro 9 Report
### Intersection

**Int Delay, s/veh** 1.4

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01/21/2019

Synchro 9 Report
### HCM Signalized Intersection Capacity Analysis

#### 3: Parkway Ave & Town Center Loop W/Town Center Loop E

**Wilsonville Town Center**

**DKS Associates Synchro 9 Report**

**01/21/2019**

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DKS Associates

01/21/2019

Synchro 9 Report
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### Intersection Summary

- **HCM 2000 Control Delay**: 39.1
- **HCM 2000 Level of Service**: D
- **HCM 2000 Volume to Capacity ratio**: 0.99
- **Actuated Cycle Length (s)**: 110.0
- **Sum of lost time (s)**: 16.5
- **Intersection Capacity Utilization**: 99.5%
- **ICU Level of Service**: F
- **Analysis Period (min)**: 15
- **c**: Critical Lane Group
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## HCM Signalized Intersection Capacity Analysis

### 6: Canyon Creek Rd & Town Center Loop E

#### Wilsonville Town Center

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### Intersection Summary

- **HCM 2000 Control Delay**: 25.9
- **HCM 2000 Level of Service**: C
- **HCM 2000 Volume to Capacity ratio**: 0.53
- **Actuated Cycle Length (s)**: 100.0
- **Sum of lost time (s)**: 13.0
- **Intersection Capacity Utilization**: 77.2%
- **ICU Level of Service**: D
- **Analysis Period (min)**: 15

*DKS Associates*

*Synchro 9 Report*

*01/21/2019*
HCM Signalized Intersection Capacity Analysis
7: Town Center Lp West/Town Center Loop W & Wilsonville Rd

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**Intersection Summary**

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DKS Associates
01/21/2019
### HCM Signalized Intersection Capacity Analysis

#### 8: I-5 NB & Wilsonville Rd

**Wilsonville Town Center**

#### Movement Lane Configurations

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#### Intersection Summary

- **HCM 2000 Control Delay**: 25.9
- **HCM 2000 Level of Service**: C
- **HCM 2000 Volume to Capacity ratio**: 0.71
- **HCM 2000 Volume to Capacity ratio**: 0.71
- **Actuated Cycle Length (s)**: 110.0
- **Sum of lost time (s)**: 13.5
- **Intersection Capacity Utilization**: 105.9%
- **ICU Level of Service**: G
- **Analysis Period (min)**: 15
- **c Critical Lane Group**
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DKS Associates
01/21/2019

Synchro 9 Report
### Intersection

**Int Delay, s/veh** 8.8

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- Stop
- Stop
- Stop
- Stop
- Stop
- Free
- Free
- Free
- Free
- Free
- Free
- Free
- Free

### Storage Length

- -
- -
- 50
- -
- 150
- -
- -
- -

### Veh in Median Storage

- 0
- -
- 0
- -
- 0
- -
- 0
- -

### Grade, %

- 0
- -
- 0
- -
- 0
- -
- 0
- -

### Peak Hour Factor

- 99
- -
- 99
- -
- 99
- -
- 99
- -

### Heavy Vehicles, %

- 0
- 0
- 0
- -
- 0
- -
- 0
- -

### Mvmt Flow

<table>
<thead>
<tr>
<th>Traffic Vol, veh/h</th>
<th>EB</th>
<th>WB</th>
<th>NB</th>
<th>SB</th>
</tr>
</thead>
<tbody>
<tr>
<td>30</td>
<td>15</td>
<td>101</td>
<td>152</td>
<td>20</td>
</tr>
<tr>
<td>50</td>
<td>51</td>
<td>51</td>
<td>81</td>
<td>51</td>
</tr>
<tr>
<td>340</td>
<td>30</td>
<td>343</td>
<td>61</td>
<td></td>
</tr>
</tbody>
</table>

### Major/Minor

<table>
<thead>
<tr>
<th>Conflicting Flow All</th>
<th>Minor2</th>
<th>Minor1</th>
<th>Major1</th>
<th>Major2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stage 1</td>
<td>434</td>
<td>215</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Stage 2</td>
<td>244</td>
<td>493</td>
<td>464</td>
<td>-</td>
</tr>
</tbody>
</table>

### Critical Hdwy

- 7.1
- 6.5
- 6.2
- 6.1
- 5.5
- 6.1
- 5.5

### Follow-up Hdwy

- 3.5
- 4
- 3.3
- 3.5
- 4
- 3.5

### Pot Cap-1 Maneuver

<table>
<thead>
<tr>
<th>Traffic Vol, veh/h</th>
<th>EB</th>
<th>WB</th>
<th>NB</th>
<th>SB</th>
</tr>
</thead>
<tbody>
<tr>
<td>369</td>
<td>379</td>
<td>676</td>
<td>352</td>
<td>376</td>
</tr>
<tr>
<td>945</td>
<td>1160</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1458</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

### Platoon blocked, %

<table>
<thead>
<tr>
<th>Traffic Vol, veh/h</th>
<th>EB</th>
<th>WB</th>
<th>NB</th>
<th>SB</th>
</tr>
</thead>
<tbody>
<tr>
<td>318</td>
<td>353</td>
<td>675</td>
<td>274</td>
<td>350</td>
</tr>
<tr>
<td>940</td>
<td>1160</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1451</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

### Mov Cap-1 Maneuver

- 0.1
- 0.5
- 0.4
- 0.1

### Mov Cap-2 Maneuver

- -
- -
- -
- -

### Approach

<table>
<thead>
<tr>
<th>Traffic Vol, veh/h</th>
<th>EB</th>
<th>WB</th>
<th>NB</th>
<th>SB</th>
</tr>
</thead>
<tbody>
<tr>
<td>1160</td>
<td>-</td>
<td>-</td>
<td>509</td>
<td>274</td>
</tr>
<tr>
<td>274</td>
<td>634</td>
<td>1451</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

### Minor Lane/Major Mvmt

<table>
<thead>
<tr>
<th>Capacity (veh/h)</th>
<th>NBL</th>
<th>NBT</th>
<th>NBR</th>
<th>SBL</th>
<th>SBT</th>
<th>SBR</th>
</tr>
</thead>
<tbody>
<tr>
<td>1160</td>
<td>-</td>
<td>-</td>
<td>509</td>
<td>274</td>
<td>634</td>
<td>1451</td>
</tr>
<tr>
<td>0.044</td>
<td>-</td>
<td>-</td>
<td>0.288</td>
<td>0.553</td>
<td>0.112</td>
<td>0.021</td>
</tr>
<tr>
<td>8.2</td>
<td>-</td>
<td>-</td>
<td>14.9</td>
<td>33.3</td>
<td>11.4</td>
<td>7.5</td>
</tr>
<tr>
<td>0.1</td>
<td>-</td>
<td>-</td>
<td>1.2</td>
<td>3.1</td>
<td>0.4</td>
<td>0.1</td>
</tr>
</tbody>
</table>
Wilsonville Town Center
Development Feasibility Analysis

PREPARED FOR
Wilsonville Oregon

PREPARED BY
Leland Consulting Group

October 11, 2018
Assignment

Wilsonville Town Center Plan
Task 5.2: Development Financial Feasibility Analysis

Process and Goals. Leland Consulting Group (LCG) will:

- Assess whether the proposed development options ("prototypes") are economically feasible from a private development perspective via a development financial ("pro forma") analysis.

- Test various development prototypes using assumptions and inputs such as land costs, construction costs, commercial rents, and cap rates.

- Test the effectiveness of different building forms, zoning codes, financial incentives, and other tools.

This presentation provides additional context to supplement the Development Type “two pagers” that have also been prepared as a part of this task.

Contents:

- Feasibility Inputs
- Prototypes
- Operating Revenue/Rents
- Construction Costs
- Development Types in Wilsonville and other TCs
- Land Cost
- Parking
- Return on Investment: Analysis of Alternatives
- Conclusions
# Development Feasibility Inputs

A number of different inputs—shown at right—are required in order to test the financial feasibility of various types of real estate development.

<table>
<thead>
<tr>
<th><strong>Program</strong></th>
<th>Based on comparable projects throughout the region, as well as an estimated 1.5 acre site in the Wilsonville Town Center.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Timing</strong></td>
<td>Based on market research and expected project deliveries.</td>
</tr>
<tr>
<td><strong>Costs</strong></td>
<td>Based on market research and cost estimates from RSMeans and industry experts.</td>
</tr>
<tr>
<td><strong>Operating Revenue and Expenses</strong></td>
<td>Based on market research and data from industry experts.</td>
</tr>
<tr>
<td><strong>Return on Investment</strong></td>
<td>Data from industry experts.</td>
</tr>
</tbody>
</table>

- **Program**
  - Site size
  - Square feet of retail/restaurant, office, or other commercial uses
  - Number of housing units
  - Parking: Number and type of spaces
  - Building height, floors, and other design attributes

- **Timing**
  - Construction start
  - Certificate of Occupancy
  - Lease-up period

- **Costs**
  - Land or building purchase
  - Site preparation, e.g., demolition, grading
  - Hard Cost (construction)
  - Soft Costs (architecture and engineering; project management; permits and fees; insurance; construction loan interest; contingency; other.)

- **Operating Revenue and Expenses**
  - Rent revenue from retail, office, residential, parking
  - Vacancy
  - Operating expenses for management, utilities, taxes, insurance, maintenance, etc.
  - Net Operating Income (NOI: revenue less expenses)

- **Return on Investment**
  - Comparison of NOI to Total Project Cost
Prototypes: Residential

Most developments fall within a finite series of “prototypes,” which group buildings by various aspects of their physical form. The way in which parking is provided (surface, tuck under, or structured) is a key influence on the physical form of these projects. Using these prototypes as development models helps to simplify the feasibility analysis by comparing generic building types with common features and form.

The housing (multifamily) prototypes used for this feasibility analysis, including mixed-use residential development, are shown below.

<table>
<thead>
<tr>
<th>Residential / Mixed-Use (Commercial)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhomes</td>
</tr>
<tr>
<td>Garden Apartments</td>
</tr>
<tr>
<td>Main St. Mixed Use</td>
</tr>
<tr>
<td>Mid-Rise Wrap</td>
</tr>
<tr>
<td>Mid-Rise Podium</td>
</tr>
<tr>
<td>Parking</td>
</tr>
<tr>
<td>Surface / tuck under</td>
</tr>
<tr>
<td>Surface</td>
</tr>
<tr>
<td>Surface / tuck under</td>
</tr>
<tr>
<td>Structure</td>
</tr>
<tr>
<td>Wood frame</td>
</tr>
<tr>
<td>Wood frame</td>
</tr>
<tr>
<td>Wood over concrete</td>
</tr>
<tr>
<td>Wood with concrete</td>
</tr>
<tr>
<td>Structure</td>
</tr>
<tr>
<td>Wood over concrete</td>
</tr>
<tr>
<td>Wood over concrete</td>
</tr>
</tbody>
</table>
Prototypes: Retail and Office

The retail and office prototypes used for this feasibility analysis are shown below. Like the housing prototypes, the way in which parking is provided (surface, tuck under, or structured) is a key influence on the physical form of these projects. For retail projects, we evaluated the rehab or renovation of existing retail/commercial buildings, since there are many of these buildings in the Town Center and rehab is a likely type of development to occur.
Rents Drive Feasibility

For income property (as opposed to for-sale property such as single family homes) the rental revenue that developers can earn is perhaps the single most important factor that affects profitability.

The “1 to 10” rule is an old rule of thumb in the development industry, and suggests that for each one dollar of rental revenue (per square foot per year), total project costs can be no more than 10 dollars per square foot. For example, if retail rents are $20 PSF in a given area, the total project costs cannot be more than $200 PSF. This is a rough rule of thumb that provides only a first impression of development feasibility. It is used as a basis for determining feasibility in the following pages.
Rents Drive Feasibility

The chart at right shows the costs associated with developing a typical retail/commercial building (single-story, surface parked). Land, site preparation, hard costs, and soft costs total to $296 PSF. Hard costs of construction are $200 PSF (including both core and shell, and interior tenant improvement costs) and make up the majority of the total costs.

Using these cost assumptions and the 1 to 10 rule suggests that rents would need to be $29.60 PSF in order for a developer to build this project and achieve a reasonable rate of return.
Rents

It is not simple to determine what rents will be for new projects in the Wilsonville Town Center as the landscape is likely to change significantly and much depends on an individual developer’s experience, access to finances, and desired return on investment (a lower ROI might result in the developer charging lower rents). It is also difficult to predict market demand in the medium and long-term. The figure at right shows a number of rent benchmarks, including:

- The average rent (for apt., retail, and office space) in the Wilsonville Town Center.
- The highest rents identified by LCG in the Wilsonville Town Center (or within approximately ½ mile).
- The highest rents identified by LCG in the “market area” (Defined here as a 10-mile radius that includes Wilsonville and most or all of the following cities: West Linn, Lake Oswego, Tualatin, Tigard, Sherwood, and Newberg.)
- Current (2018) rents are shown in blue, and future (projected) rents are shown in green. The future year is 2020, which is approximately the year a project would open and begin leasing, if construction started today.

- The opening year “target” for new projects that would be built in the Wilsonville Town Center is the baseline assumption used in this financial feasibility analysis and is calculated by escalating the top rents found within a half-mile of the Town Center for two years, and adding a 10% premium, assuming a 2020 building completion date (based on average annual rent increases for new builds).
- The opening year target, plus a 20% rent bump is a theoretical rent level that we use to test project feasibility in the Wilsonville Town Center based on the assumption that new projects in the Town Center will be high quality, be differentiated from less distinctive projects elsewhere, and benefit from special amenities in the Town Center.
- No escalation was assumed for retail rents, since rents have been flat or declining.
Rent Revenue Analysis

The inputs to the chart shown on the preceding page are summarized below.

Because of the varying tenant/landlord responsibilities for utilities and expenses, housing, retail and office rents are typically quantified in different ways, described as follows.

**Apartment** rents are usually quoted on a *monthly* per-square-foot or per-unit basis. These are shown as *annual* figures below as well.

Commercial lease structures (i.e., office and retail) are typically Triple-net or Full Service, or some variation in between.

**Retail** rents are typically quoted as *annual triple-net* (or NNN) rent. The net operating income (NOI) that retail landlords keep is similar to the asking or quoted rent. *Triple-net (NNN)* refers to rent structures where tenants pay most or all of the operating costs associated with occupancy, including real estate taxes, building insurance, maintenance, and utilities.

**Office** rents are typically quoted as *annual “gross” or “full service” (FS)* rents. The net operating income (NOI) that office landlords keep is significantly less than the asking or quoted gross rent. *Full Service (FS)* (also called a ”Gross Lease”) refers to rent structures where landlords pay most or all of the operating costs associated with occupancy.

<table>
<thead>
<tr>
<th>Development Type</th>
<th>Current Rents</th>
<th>Premium: New Project</th>
<th>Rent Escalation</th>
<th>Opening Yr. Rents</th>
<th>Opening Yr. NOI</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Town Ctr Av.</td>
<td>Town Ctr High</td>
<td>Mkt. Area High</td>
<td>TC to 2020</td>
<td>% to 2020</td>
</tr>
<tr>
<td>Apartments</td>
<td>Monthly PSF</td>
<td>$1.38</td>
<td>$1.75</td>
<td>$2.83</td>
<td>$0.18</td>
</tr>
<tr>
<td></td>
<td>Per Unit</td>
<td>$1,173</td>
<td>$1,488</td>
<td>$2,406</td>
<td>$149</td>
</tr>
<tr>
<td></td>
<td>Annual PSF</td>
<td>$16.56</td>
<td>$21.00</td>
<td>$33.96</td>
<td>$2.10</td>
</tr>
<tr>
<td>Retail (NNN)</td>
<td>Annual PSF</td>
<td>$16.00</td>
<td>$23.50</td>
<td>$35.00</td>
<td>$2.35</td>
</tr>
<tr>
<td>Office (FS)</td>
<td>Annual PSF</td>
<td>$23.40</td>
<td>$28.30</td>
<td>$36.00</td>
<td>$2.83</td>
</tr>
</tbody>
</table>

Wilsonville Town Center | Development Feasibility Analysis
Office Rent Analysis

Town Center Average
According to CoStar and LCG’s review of the market, office rents average about $23.40 per square foot gross. Office development has been limited recently; the last new office building was completed in 2012. Because office and retail transactions are less frequent than multifamily transactions (new rental leases), data is harder to come by and each lease is different.

Town Center High
The 29174 SW Town Center Loop office building is shown below. Based on LCG’s analysis, this small (12,000 SF) office project is achieving among the highest rents in the City. Built in 2009, this project is also among the newest. The landlords have completed at least three leases in 2017 and 2018, and the highest rent was $28.30 gross.

Market Area High
Kruse Oaks III (shown below) is located approximately 8 miles north of the Wilsonville Town Center on I-5 in Lake Oswego’s Kruse Way office cluster. With rents averaging about $36 per square foot, approximately 25 to 30% higher than the Wilsonville Town Center high, this is one of the office buildings within the 10-mile market area achieving the highest rents.

Office Data

<table>
<thead>
<tr>
<th>Availability</th>
<th>Survey</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gross Rent Per SF</td>
<td>$23.40</td>
</tr>
<tr>
<td>Vacancy Rate</td>
<td>1.1%</td>
</tr>
<tr>
<td>Vacant SF</td>
<td>13,940</td>
</tr>
<tr>
<td>Availability Rate</td>
<td>16.7%</td>
</tr>
<tr>
<td>Available SF</td>
<td>220,745</td>
</tr>
<tr>
<td>Sublet SF</td>
<td>70,020</td>
</tr>
<tr>
<td>Months on Market</td>
<td>5.7</td>
</tr>
</tbody>
</table>
Retail Rent Analysis

Town Center Average
According to CoStar and LCG’s review of the market, retail rents in the Town Center average about $15.60 per square foot, triple-net (NNN). Because office and retail transactions are less frequent than multifamily transactions (new rental leases), data is harder to come by and each lease is different.

Town Center High
The 30020 SW Boones Ferry Road building is shown below. This building is a part of the Old Town Square project, just west of I-5 and the Wilsonville Town Center. CoStar estimates new retail space such as this rents for approximately $23.50 per square foot, triple net. Landlords may generate higher rents for small spaces, with large “anchor” tenants paying lower rents per square foot.

Market Area High
The Windward, a mixed use development completed in 2018 in downtown Lake Oswego, is shown below. Asking rents for this project are among the highest in the 10-mile market area at $36 to $42 per square foot, triple-net. Actual signed leases may be lower than asking rents. Ground floor retail rents for spaces in mixed-use projects are typically higher per square foot than standalone retail developments.

Retail Data

<table>
<thead>
<tr>
<th>Availability</th>
<th>Survey</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gross Rent Per SF</td>
<td>$15.61</td>
</tr>
<tr>
<td>Vacancy Rate</td>
<td>3.0%</td>
</tr>
<tr>
<td>Vacant SF</td>
<td>74,038</td>
</tr>
<tr>
<td>Availability Rate</td>
<td>4.5%</td>
</tr>
<tr>
<td>Available SF</td>
<td>109,806</td>
</tr>
<tr>
<td>Sublet SF</td>
<td>0</td>
</tr>
<tr>
<td>Months on Market</td>
<td>8.3</td>
</tr>
</tbody>
</table>

Note: the retail rent analysis assumes developers will use similar projects to those used by LCG for both the Town Center High and Market Area High rents, regardless of whether the developer’s project is a standalone retail or mixed-use project with ground-floor retail.
Mixed-Use Residential Rent Analysis

The table below shows a summary of multifamily and mixed use projects in Wilsonville and nearby cities. These projects are further profiled in the following pages.

The Bell Tower project is achieving the highest rents per square foot of any multifamily project in Wilsonville, and is located across I-5 from the Town Center.

Rents here are significantly above the Town Center average of $1.38 per square foot.

The Attwell (Tigard, built 2017) and Windward (Lake Oswego, built 2018) projects were chosen for comparison for two reasons. First, they are among the “top performing” projects in terms of rent, a key metric for developers.

Second, they are both downtown/town center projects, located near the heart of Tigard and Lake Oswego, respectively.

<table>
<thead>
<tr>
<th>Location</th>
<th>Project Name</th>
<th>Avg. Rent</th>
<th>Premium vs. WTC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wilsonville</td>
<td>Domaine at Villebois</td>
<td>$1.52</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Portera at the Grove</td>
<td>$1.59</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Bell Tower (Wilsonville High)</td>
<td>$1.75</td>
<td></td>
</tr>
<tr>
<td>Tigard</td>
<td>Attwell Off Main</td>
<td>$1.94</td>
<td>11%</td>
</tr>
<tr>
<td>Lake Oswego</td>
<td>The Windward</td>
<td>$2.83</td>
<td>62%</td>
</tr>
</tbody>
</table>

The Attwell is the top performing mixed-use project along the I-5 corridor south of Portland; and The Windward is the top performing project within a 10 mile radius of the Town Center.
Bell Tower, Wilsonville

The Bell Tower mixed-use project is located at Old Town Square, just across I-5 from the Wilsonville Town Center.

This project is earning the highest multifamily rents in Wilsonville, likely due to the concentration of amenities available within easy walking distance. These include restaurants, pubs, grocery stores, coffee shops, many other retailers, as well as Boones Ferry Park and access to the Willamette River.

This average rent being generated by this project across all units is $1.75 per square foot (residential only). This is significantly more than the rents at the Portera, Terrene, and other more recent projects.

This project is likely to be used as an important “comparable” for developers looking to build in the Town Center.

Built: 2012
Prototype: Main Street Apartments (not including ground floor retail)

Unit and Rent Summary

<table>
<thead>
<tr>
<th></th>
<th>Unit Mix</th>
<th>Vacancy</th>
<th>Avg Asking Rent</th>
<th>Avg Effective Rent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Avg SF</td>
<td>Units</td>
<td>Mix %</td>
<td>Units</td>
</tr>
<tr>
<td>All Studios</td>
<td>505</td>
<td>1</td>
<td>2.0%</td>
<td>0</td>
</tr>
<tr>
<td>All 1 Beds</td>
<td>781</td>
<td>36</td>
<td>70.0%</td>
<td>0</td>
</tr>
<tr>
<td>All 2 Beds</td>
<td>1,036</td>
<td>14</td>
<td>27.5%</td>
<td>1</td>
</tr>
<tr>
<td>Totals</td>
<td>831</td>
<td>51</td>
<td>100%</td>
<td>1</td>
</tr>
</tbody>
</table>
Attwell Off Main, Downtown Tigard

The Attwell Off Main mixed-use project is the best-performing project along the I-5 corridor south of Portland, on a rent-per-square-foot basis. Average rents are $1.94, which is 11 percent higher than rents at the Bell Tower, and 20%+ higher than other Wilsonville projects such as the Portera and Domaine at Villebois.

This project is a good example of the Main Street Apartment prototype, since it includes retail (on Burnham Street), and a mix of tuck under and surface parking, which costs less than structured parking.

This project was led by the City of Tigard. The City owned a 3.5 acre public works site near Main Street and Fanno Creek, and sold the site at a somewhat below-market value because there were no strong “urban housing” comparables, and because the City wanted to achieve a higher-quality project. The City also applied a 10-year tax abatement.

Built: 2017
Prototype: Main Street Apartments (not including ground floor retail)

Unit and Rent Summary

<table>
<thead>
<tr>
<th>Unit Mix</th>
<th>Vacancy</th>
<th>Avg ASK Rent</th>
<th>Avg Effective Rent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>843</td>
<td>165</td>
<td>100%</td>
</tr>
<tr>
<td>All Studios</td>
<td>480</td>
<td>31</td>
<td>18.8%</td>
</tr>
<tr>
<td>All 1 Beds</td>
<td>865</td>
<td>71</td>
<td>43.9%</td>
</tr>
<tr>
<td>All 2 Beds</td>
<td>1,024</td>
<td>20</td>
<td>15.8%</td>
</tr>
<tr>
<td>All 3 Beds</td>
<td>1,321</td>
<td>37</td>
<td>22.4%</td>
</tr>
<tr>
<td>Totals</td>
<td>843</td>
<td>165</td>
<td>100%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Unit Mix</th>
<th>Vacancy</th>
<th>Avg ASK Rent</th>
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<tr>
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<tr>
<td>All 1 Beds</td>
<td>865</td>
<td>71</td>
<td>43.9%</td>
</tr>
<tr>
<td>All 2 Beds</td>
<td>1,024</td>
<td>20</td>
<td>15.8%</td>
</tr>
<tr>
<td>All 3 Beds</td>
<td>1,321</td>
<td>37</td>
<td>22.4%</td>
</tr>
<tr>
<td>Totals</td>
<td>843</td>
<td>165</td>
<td>100%</td>
</tr>
</tbody>
</table>
The Windward, Lake Oswego

The Windward, located in the heart of downtown Lake Oswego, generates the highest rents per-square-foot of any project within a 10-mile radius of the Wilsonville Town Center. Average rents are $2.83 per square foot, approximately 62% above the rents at the Bell Tower. Because it opened in 2018, this project is still leasing up (30 percent occupied, 70 percent vacant), and therefore rents may trend up or down. The Windward includes 42,900 square feet of retail.

Downtown Lake Oswego includes numerous amenities, including numerous restaurants and retailers, lake views, and the farmer’s market and other events that are held in adjacent Millennium Plaza Park, which likely increased demand for this project.

Parking is provided underground. Therefore, despite the height (four stories above ground), this is considered a podium project due to the cost of underground parking and related structural elements. The project was purely market driven.

| Built: 2018 | Prototype: Mid-Rise / Podium (High Activity) |

<table>
<thead>
<tr>
<th>Unit and Rent Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
</tr>
<tr>
<td>All Studios</td>
</tr>
<tr>
<td>All 1 Beds</td>
</tr>
<tr>
<td>All 2 Beds</td>
</tr>
<tr>
<td>All 3 Beds</td>
</tr>
<tr>
<td>Totals</td>
</tr>
</tbody>
</table>
Condominium Projects

Following the onset of the recession in 2008/2009, very few condominium projects have been built in the Portland metropolitan region, consistent with development trends in most western (Pacific Coast to the Rocky Mountains) metro regions. Condo projects came to a halt for a number of reasons:

• The prevalence of costly construction liability lawsuits by homeowners associations against developers has created a significant deterrent for many developers, architects, and construction firms.

• More stringent lending practices.

• Concern from consumers about the long-term value of condominiums compared to the purchase price, based on their experience in the recession.

• The significantly higher cost of construction for new condominiums. Developers often seek to use steel and concrete construction, rather than wood, in order to create a product that is higher-quality and less susceptible to construction defects.

• Fewer comparable sales on which lenders and developers can estimate future projects.

LCG is aware of a total of five significant projects that have been completed during the last decade, all of which have been built in either the Pearl District, or close-in Eastside Portland (all other multifamily developments have been apartments).

The Windward, in downtown Lake Oswego, was originally planned as a condominium project, but then converted to rental, likely due to the lower risk, better financing terms, and superior economics associated with rental projects. The project was approved in November 2015, construction started January 2016, and it was completed in early 2018.

LCG does expect that the number of condominium projects will increase going forward. However, there is inadequate data at this point on which to base an analysis of condominium feasibility or a comparison of rental apartments versus condominiums. In many cases, higher-cost and higher-quality condominium projects follow several successful rental apartment or office mixed-use projects.

For these reasons, this analysis focuses on an analysis of mixed-use multifamily rental development rather than condominium development.
Construction Costs

Another key determinant of development feasibility is construction (or “hard”) costs. RS Means’ construction cost index for all types of development in the Portland region is shown at right. The index is set at 100 for the year 2006, and shows that construction costs have increased 31 percent over the past 12 years. Developers generally need higher rents to compensate for these higher costs.

Source: RS Means.
Construction Costs

The chart at right compares construction costs to average apartment (multifamily), office, and retail rents in Wilsonville over time. All data is indexed to 100 in the year 2006.

Multifamily rents have increased consistently and rapidly—by 51 percent—over this time period, while office rents have stayed relatively constant and retail rents have actually fallen by 16 percent.

This data provides a key reason that multifamily development has been very strong over the past five years, while office and retail development have been slower. The data also reflect the fact that rental housing has become less affordable in recent years.

Sources: RS Means, Costar.
Wilsonville Development Trends

The relationship between construction costs and rents reflects demand and drives the types of development that have been built in Wilsonville and other cities throughout both the market area, as well as the greater Portland Metropolitan Region.

The figure at right shows the amount of multifamily (rental housing), office, and retail development (square feet) built over the past decade in Wilsonville.

The data source is CoStar, whose focus is on leased space, and therefore sometimes does not track dedicated “owner-occupied” office and retail developments. Owner-occupied single family homes and townhomes are also not shown. This figure reflects the fact that housing constitutes the bulk of recently built commercial development.
Wilsonville Development Timeline

The chart below shows another view of rental-occupied multifamily, retail, and office development over time in the City of Wilsonville. This chart shows there has been no new office space developed since 2012. The multifamily development north of the Wilsonville Town Center has comprised the bulk of all development in the past 5 years.
Five-Year Wilsonville Development Trends

The figure at right shows the amount of multifamily (rental housing), office, and retail development (square feet) built over the past five years, and shows that the shift towards housing development and away from office and retail, has been even more pronounced in this time period.
Regional Town Center Development Trends

The figure at right shows the amount of multifamily (rental housing), office, and retail development (square feet) built in the Orenco Station area in Hillsboro—also a designated Town Center—since 2006.

This reflects the fact that a land use mix dominated by housing is not atypical for successful town centers.

Indeed, multifamily housing also makes up the bulk of new development in other centers such as Downtown Hillsboro, Beaverton, Tigard and Lake Oswego.

Land Use Mix, Orenco Station
2006 to 2018, South of Cornell Road

Source: Costar. We use the time period of 2006 to 2018 because it captures the later phases of development in the Orenco area. We use the area south of Cornell Road since the area to the north was developed earlier. The area south of Cornell Road is also sometimes called “The Platform District” at Orenco Station.
Regional Town Center Development Trends

The figure at right shows the amount of multifamily (rental housing), office, and retail development (square feet) built in downtown Lake Oswego built since 2012.

Development of multifamily housing has been more prevalent than non-residential development.

The shift towards housing development and away from office and retail has been even more pronounced since 2012.

Source: Costar. The “Downtown” boundary is based on the City’s downtown parking map.
Land Cost

The amount developers must pay to purchase land is another key factor in development feasibility, particularly in the Wilsonville Town Center, where most of the land is developed with existing retail/commercial buildings.

The chart at right shows the estimated land value in the Town Center (per square foot of site area) at various retail rental rates. High rents are capitalized into the total value of the land and building since buyers will be willing to pay more to acquire the income stream. Asking prices for “high rent” properties is expected to be approximately $70 PSF (which is currently the “high” land value), while average rent properties are estimated to cost $50 per square foot. LCG is not aware of any properties that would transact at the “low” or “distressed” level, but it is possible in the event of a very underutilized property.

All other things equal, developers will look to purchase and redevelop properties with low rents and high vacancies, or are “tear downs.” Property owners of highly underutilized sites (e.g., a lightly-used parking lot) also may redevelop their own property. This analysis considers the development feasibility of both property that is already owned and land with existing commercial buildings that must be acquired.

<table>
<thead>
<tr>
<th>Property Acquisition Cost PSF of Site Area, Based on Retail Rent PSF</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>High Rent</strong></td>
</tr>
<tr>
<td>$74</td>
</tr>
<tr>
<td>$23.50</td>
</tr>
</tbody>
</table>

Sources: Costar, Leland Consulting Group.
Construction and Parking Cost

The figure below shows the hard (construction) cost per 1,000 square feet of residential and/or commercial area (also called gross leasable area or GLA); the parking cost per 1,000 square feet of GLA; and the combined hard and parking cost (dollar figure shown) for different development types.

The cost of parking increases significantly for housing and office prototypes that include structured parking. The cost of parking for higher density office projects is particularly high because parking ratios are higher for office than housing.

Parking Types by Prototype:
- **Surface Parking**: Townhomes, Garden Apartments, Rehab and New Build Retail, Creative Office
- **Tuck Under and Surface Parking**: Main Street Apartments
- **Structured Parking**: Wrap and Podium Apartments and Mid Rise Office

![Total Hard Cost Per 1,000 SF of Residential and Commercial Area](chart.png)
Parking Ratios

As described above, structured parking significantly increases the cost of many town center projects. At the same time, the car remains the dominant form of transportation and nearly all projects require parking. Therefore, finding the right balance of parking is important.

The City’s current parking requirements vary by land use, with retail requiring the most parking spaces per 1,000 square feet, followed by office, and then residential. Requirements vary depending on the type of retail (e.g., restaurant, grocery, general retail), size of dwelling units, and other factors. The City also allows developers to build less parking when it is shared among multiple tenants or uses.

Parking ratios for residential and mixed-use projects in Wilsonville and comparable town center locations are shown below. The average parking ratio for these recent projects is 1 space per dwelling unit and is used as the baseline parking ratio for development feasibility in this analysis.

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Parking ratios for residential and mixed-use projects in Wilsonville and comparable town center locations are shown below. The average parking ratio for these recent projects is 1 space per dwelling unit and is used as the baseline parking ratio for development feasibility in this analysis.

<table>
<thead>
<tr>
<th>Location</th>
<th>Project Name</th>
<th>Parking /unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wilsonville</td>
<td>Terrene</td>
<td>1.7</td>
</tr>
<tr>
<td></td>
<td>Portera</td>
<td>0.9</td>
</tr>
<tr>
<td></td>
<td>Bell Tower</td>
<td>1.3</td>
</tr>
<tr>
<td>Hillsboro</td>
<td>Town Center</td>
<td>Platform 14</td>
</tr>
<tr>
<td>North</td>
<td>Town Center</td>
<td>Hub 9</td>
</tr>
<tr>
<td>Beaverton</td>
<td>Town Center</td>
<td>The Rise</td>
</tr>
<tr>
<td>Lake Oswego</td>
<td>Town Center</td>
<td>The Windward</td>
</tr>
<tr>
<td>Average</td>
<td>All Projects</td>
<td>1.1</td>
</tr>
</tbody>
</table>

Baseline and reduced parking ratios used for this analysis are shown below. A review of townhome projects indicates higher parking ratios compared to the multifamily residential prototypes. Baseline retail and office ratios are based on current City requirements for general retail and office, respectively. The financial impact of 30% lower parking ratios was also analyzed, as shown on the following slides, and those ratios are also listed below.

<table>
<thead>
<tr>
<th>Parking Ratios</th>
<th>Baseline</th>
<th>Reduced 30%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhomes</td>
<td>2.0</td>
<td>1.4</td>
</tr>
<tr>
<td>Multifamily</td>
<td>1.0</td>
<td>0.7</td>
</tr>
<tr>
<td>Retail</td>
<td>4.1</td>
<td>2.9</td>
</tr>
<tr>
<td>Office</td>
<td>2.7</td>
<td>1.9</td>
</tr>
</tbody>
</table>

The Rise and Platform 14 have 30% less parking than would be required today in the Wilsonville Town Center. Residents of mixed-use town center projects typically require less parking, usually by well over 30%. Mixed use/multifamily projects in Portland’s other central cities have achieved parking ratios of much lower than 1.0. Further, many studies argue that parking demand will decrease further with the advent of AVs, increasing car sharing, and other numerous transportation innovations, such as bike share, scooters, and ongoing walking, biking, and transit.
Form Follows Parking: Office

One saying in the design and real estate development industries is “form follows parking.” In other words: parking—whether surface or structured—has a significant impact on the types of buildings that are physically and financially feasible.

Indicated on the chart at right is the building footprint, parking area, and landscaping and access area for a typical, three-story office building on a 65,000 square foot site (1.5 acres). Assuming that 3.0 surface parking spaces are required for each 1,000 square feet of office area, based on traditional parking ratios, the building can be no more than about 42,000 square feet of building area (with a building footprint of about 14,000 SF and Floor Area Ratio of 0.65). A larger building will either require more parking than can fit on the site or structured parking.

The traditional parking ratios for suburban office development is 3.0 spaces per 1,000 SF of space. While short term parking demand may actually be increasing in some cases as denser “creative” and open office floorplans replace earlier floorplans that had numerous enclosed offices, over the long-term, Town Center residents typically own fewer cars and transportation technology is expected to reduce parking demand. Wilsonville’s base parking requirement for office buildings is slightly less—2.7 spaces per 1,000. The City also allows a parking reduction if parking is shared between multiple uses (e.g. office, retail, and housing).

Even if regulations do not require a high parking ratio, developers will try to build the amount of parking they think their tenants will demand.
Form Follows Parking: Retail

Indicated on the chart at right is the development of a typical, one-story retail building on a 65,000 square foot site (1.5 acres). Assuming that 4.0 surface parking spaces are required for each 1,000 square feet of office area, the building can be no more than about 22,800 square feet in size (a FAR of 0.4).

A larger building will either require more parking than can fit on the site, or structured parking spaces.
Parking has an even bigger impact on retail than office development.

Retail parking ratios are higher. Ratios of 4 to 5 spaces per 1,000 SF are typical for general retail/commercial, but ratios can be much higher for specific uses such as restaurants. Wilsonville’s requirement for “general retail” is 4.1 spaces per 1,000 SF. The parking area needed to fulfill these ratios reduces the potential retail building footprint.

Existing single-story retail development, particularly in suburban areas, is based on development codes that include high parking ratios for retail. While on-site parking at the store’s front door step is convenient, it significantly impacts overall site design and pedestrian oriented building design.
Return on Investment

In this section, we summarize the return on investment for various development alternatives tested through this analysis. These alternatives are based on a number of key variables and test the feasibility of the development prototypes identified earlier. A summary of key inputs are as described in previous slides and listed at the end of this report.

Different developers use different metrics and approaches to evaluate whether a project is a good investment, including return on cost (or yield), internal rate of return (IRR), net present value (NPV), equity multiple (EM), and other metrics, such as cash-on-cash return.

In this analysis, we use the return on cost approach, since this is perhaps the most commonly used by developers for preliminary feasibility analysis. Return on cost is calculated as a percentage: estimated net operating income (NOI) in the first year of stabilized operation, divided by total project costs (land, hard cost, soft cost, etc.). Target returns are 5.9% percent for multifamily, 7.8% for retail, and 7.9% for office. Target returns are based on established real estate industry capitalization rates ("cap rates"). They are lower for multifamily because the development industry is generally more optimistic about the reliability of future apartment revenues, and less confident about retail and office returns.

We categorize the ROI of different development alternatives as follows:

1. **Infeasible**
   - Less than 80% of target return.

2. **Challenged**
   - 80 to 90% of target return.
   - However, major changes could improve feasibility, such as new funding mechanisms and economic opportunities.

3. **Marginal**
   - 90 to 100% of target return.
   - Value engineering* or other changes could make this project feasible.

4. **Feasible**
   - 100 to 120% of target return.
   - Should attract capable developers.

5. **Excellent**
   - More than 120% of target return.
   - Multiple developers are likely to seek out this project type.

*Value engineering is used to solve problems and identify and eliminate unwanted costs, while improving function and quality. The aim is to increase the value of products, satisfying the product’s performance requirements at the lowest possible cost.
Development Alternatives

Eight main development alternatives were analyzed for each building prototype. Each alternative makes a different set of assumptions about key variables that affect development feasibility. The variables are shown below: land acquisition conditions/ cost; parking rate; rent; and tax abatement.

**Land.** In alternatives one through four, we assume that the developer is developing a property they already own and does not cost them anything to acquire. This reflects the potential to develop underutilized sites in the Town Center such as lightly used surface parking lots; “low basis” properties that were purchased many years ago; or, potentially, publicly owned land that is sold at below-market costs. In alternatives five through eight, we assume the developer is acquiring a commercial building, with a purchase price of $50 per square foot, which lowers developer returns.

**Rent.** Some alternatives use the baseline rent assumptions (“opening year targets” on slide 8), while others assume a 20% “rent premium,” which is still below the market area high. It is possible rents will be higher in the future, as additional amenities are added to the Town Center.

**Parking reduction.** Some alternatives assume current parking ratios, while others assume a reduction of 30% (based on the parking ratios of comparable projects in regional Town Centers). A reduction in parking reduces development costs.

**Tax Abatement.** Some alternatives apply a ten-year property tax abatement, authorized in the State of Oregon for mixed-use projects with ground floor commercial and housing above. It has been used by numerous cities (Hillsboro, Tigard, Eugene) to incentivize projects in designated areas. No tax abatement is available for retail or office projects.

### Key Variables

<table>
<thead>
<tr>
<th>Alternative</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land</strong></td>
<td>Owned</td>
<td>Owned</td>
<td>Owned</td>
<td>Owned</td>
<td>Building</td>
<td>Building</td>
<td>Building</td>
<td>Building</td>
</tr>
<tr>
<td>Parking Reduction</td>
<td>0%</td>
<td>30%</td>
<td>0%</td>
<td>30%</td>
<td>0%</td>
<td>30%</td>
<td>0%</td>
<td>30%</td>
</tr>
<tr>
<td>Rent Premium</td>
<td>0%</td>
<td>0%</td>
<td>20%</td>
<td>20%</td>
<td>0%</td>
<td>0%</td>
<td>20%</td>
<td>20%</td>
</tr>
<tr>
<td>Tax Abatement</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
</tr>
</tbody>
</table>
Alternative 1: Baseline

The ROI results for the baseline alternative are shown below for all 10 building prototypes assessed in this analysis. In this alternative, we assume the developers are building on property they already own, the project obtains baseline rents, builds to current parking ratios, and receives no tax abatement.

This analysis indicates a number of development types are feasible under these conditions, including townhomes, garden apartments, main street apartments, and both retail development types. The fact that retail renovations will generate strong returns suggests that existing retail buildings are likely to remain.

Higher density residential and all office development are below feasibility targets.

<table>
<thead>
<tr>
<th>Land</th>
<th>Owned</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parking Reduction</td>
<td>0%</td>
</tr>
<tr>
<td>Rent Premium</td>
<td>0%</td>
</tr>
<tr>
<td>Tax Exemption</td>
<td>No</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Residential / Mixed-Use</th>
<th>Mid-Rise Wrap</th>
<th>Mid-Rise Podium</th>
<th>Rehab</th>
<th>New Build</th>
<th>Low-Rise</th>
<th>Mid-Rise</th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhomes</td>
<td>Garden Apt.</td>
<td>Main St. Mixed-Use</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### 2: Parking Reduction & Tax Abatement

The ROI results for alternative 2 are shown below. The changes made from alternative 1 are: applying a 30 percent parking reduction and the temporary tax abatement. Making these changes improves feasibility for several reasons. Parking costs are reduced for both surface and structured parking projects, and the space per square foot is converted to rent-generating uses. This cost reduction is modest for surface parked projects, but it is significant for structured parking projects such as the wrap and podium, which are now feasible.

Office development remains below feasibility targets.

<table>
<thead>
<tr>
<th>Land Owned</th>
<th>Parking Reduction</th>
<th>Rent Premium</th>
<th>Tax Exemption</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>30%</td>
<td>0%</td>
<td>Yes</td>
</tr>
</tbody>
</table>

![Chart showing various项目的ROI](chart_image.png)
3: Rent Premium

The ROI results for alternative 3 are shown below. The change made from alternative 1 is to increase all rents by 20 percent. Increasing rents significantly makes all of the development types feasible—with the exception of mid rise office (assuming the developers build on their own underutilized land).

A significant residential rent premium may be achievable over time, as projects such as the Attwell are already achieving a premium (currently about 11 percent higher than the Town Center High).

A 20 percent office rent premium would mean that Wilsonville Town Center office space would be directly competing with Kruse Way.

<table>
<thead>
<tr>
<th>Land Owned</th>
<th>Parking Reduction</th>
<th>Rent Premium</th>
<th>Tax Exemption</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0%</td>
<td>20%</td>
<td>No</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Residential / Mixed-Use</th>
<th>Office / Mixed-Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhomes</td>
<td>Low-Rise</td>
</tr>
<tr>
<td>Garden Apt.</td>
<td>Mid-Rise</td>
</tr>
<tr>
<td>Main St. Mixed-Use</td>
<td>Office</td>
</tr>
<tr>
<td>Mid-Rise Wrap</td>
<td></td>
</tr>
<tr>
<td>Mid-Rise Podium</td>
<td></td>
</tr>
<tr>
<td>Rehab</td>
<td></td>
</tr>
<tr>
<td>New Build</td>
<td></td>
</tr>
<tr>
<td>Low-Rise</td>
<td></td>
</tr>
<tr>
<td>Mid-Rise</td>
<td></td>
</tr>
</tbody>
</table>
4: Favorable Development Conditions

The ROI results for alternative 4 are shown below. In this alternative, the rent premium is paired with the parking reduction and tax abatement. Once again, all of the development types are feasible (assuming the developers build on their own underutilized land), with the exception of mid rise office, which are marginal.

<table>
<thead>
<tr>
<th>Development Type</th>
<th>Land Owned</th>
<th>Parking Reduction</th>
<th>Rent Premium</th>
<th>Tax Exemption</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential/Mixed-Use</td>
<td>Owned</td>
<td>30%</td>
<td>20%</td>
<td>Yes</td>
</tr>
</tbody>
</table>

![Bar Chart]
The chart below shows the total project cost (in millions of dollars) for each of the ten development prototypes as tested in alternative 4. This shows the significant differences in total investment between the project types, and the fact that hard and soft costs, not the cost of land, make up the majority of total project cost.

The higher density housing and office projects are major investments. They are therefore often riskier, and undertaken by a smaller group of developers.
5: Baseline with Land/Building Acquisition

The ROI results for alternative 5 are shown below. The change made from alternative 1 is that the developer must acquire a one-story commercial building prior to development (at $50 per square foot of land). The retail rehab project is exempt from this assumption since a developer will usually own the building to be renovated. Therefore, retail rehab continues to be feasible. However, the other projects do not meet their return thresholds.

All housing projects are either challenged or marginal due to significant land costs, while new-construction retail and office projects are infeasible.

<table>
<thead>
<tr>
<th>Land</th>
<th>Building</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parking Reduction</td>
<td>0%</td>
</tr>
<tr>
<td>Rent Premium</td>
<td>0%</td>
</tr>
<tr>
<td>Tax Exemption</td>
<td>No</td>
</tr>
</tbody>
</table>

![Chart showing the financial viability of different project types with Land/Building Acquisition.]
6: Parking Reduction & Tax Abatement

The ROI results for alternative 6 are shown below. The changes made from alternative 5 are to assume a 30 percent parking reduction and property tax abatement, similar to alternative 2. The tax abatement does not apply to retail and office projects.

Making these changes results in significant improvements to the feasibility of the residential development types. The most notable change is to the main street project, which becomes feasible.

The new-build retail and office projects continue to be infeasible, since the parking reduction does not lower costs enough to offset the higher land/building acquisition costs.

<table>
<thead>
<tr>
<th>Land</th>
<th>Building</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parking Reduction</td>
<td>30%</td>
</tr>
<tr>
<td>Rent Premium</td>
<td>0%</td>
</tr>
<tr>
<td>Tax Exemption</td>
<td>Yes</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Residential / Mixed-Use</th>
<th>Retail</th>
<th>Office / Mixed-Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhomes</td>
<td></td>
<td></td>
</tr>
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<td>Garden Apt.</td>
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<tr>
<td>Main St. Mixed-Use</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mid-Rise Wrap</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mid-Rise Podium</td>
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<td></td>
</tr>
<tr>
<td>Rehab</td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Build</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Low-Rise</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mid-Rise</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
7: 20 Percent Rent Premium

The ROI results for alternative 7 are shown below. The change made from alternative 5 is to increase all rents by 20 percent, similar to alternative 2. This rent premium improves returns for all projects, particularly the housing/mixed use projects. The four denser housing types are now feasible.

Likewise, office development remains infeasible, reflecting the fact that nearly all recent office development has taken place near Portland’s central city, where gross rents are around $40 per square foot, significantly higher than the $23 to $28 range (current average and high) in the Wilsonville Town Center.

Notably, office development remains infeasible, reflecting the fact that nearly all recent office development has taken place near Portland’s central city, where gross rents are around $40 per square foot, significantly higher than the $23 to $28 range (current average and high) in the Wilsonville Town Center.

Likewise, new retail development cannot overcome the costs of building acquisition.

<table>
<thead>
<tr>
<th>Land</th>
<th>Building</th>
</tr>
</thead>
<tbody>
<tr>
<td>0%</td>
<td>0%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Parking Reduction</th>
<th>0%</th>
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</thead>
<tbody>
<tr>
<td>Rent Premium</td>
<td>20%</td>
</tr>
<tr>
<td>Tax Exemption</td>
<td>No</td>
</tr>
</tbody>
</table>
8: Favorable Development Conditions

The ROI results for alternative 8 are shown below. In this alternative, the 20% rent premium is paired with the parking reduction, property tax abatement, and acquisition of a one-story commercial building. Under these “optimal” economic conditions, the model indicates that developers of mixed-use residential projects should be able to acquire and redevelop low to medium-value commercial buildings in the Wilsonville Town Center.

This would require the project to achieve significantly higher rents.

Consistent with the findings for alternative 4, some higher-density housing projects will be able to pay more for land than retail projects, and thus “out compete” retail projects to acquire commercial sites in the area.

<table>
<thead>
<tr>
<th>Land</th>
<th>Building</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parking Reduction</td>
<td>30%</td>
</tr>
<tr>
<td>Rent Premium</td>
<td>20%</td>
</tr>
<tr>
<td>Tax Exemption</td>
<td>Yes</td>
</tr>
</tbody>
</table>

![Graph showing the results of alternative 8]
Residual Land Value

The chart below shows residual land value assuming a 20 percent rent premium. This is the maximum amount that developers would be willing to pay for the site in addition to the base land cost of $50, while still meeting their return thresholds. This shows that higher-density housing projects begin to generate the capacity to pay significant amounts for land and building acquisition, when higher rents may be achievable. This is due to the fact that they are taller and denser projects, with overall larger project budgets, compared to one-story retail projects, for example.

The podium project generates the highest values at $64 per square foot (or $114 including the base of $50).

This analysis also shows that higher-density residential projects will tend to outbid lower-density projects for land, when rents increase. Infeasible office projects are unable to pay for land. These projects show a negative land value.
Limitations of this Analysis

This report uses established methods of real estate financial feasibility analysis, and is intended to reflect the thought process that many developers would go through if they were evaluating whether or not to build in the Wilsonville Town Center. However, no development feasibility analysis can be comprehensive, and some types of development may be more feasible than those shown here.

Every developer and property owner is unique and will bring their own thinking about what financial returns are adequate and what risks are acceptable. For example, some developers—often locals—are willing to accept lower returns, or wait longer until larger returns materialize (“patient capital”) because of a belief in the long-term prospects of the market. Developers’ costs may be lower if they are vertically integrated. Local developers may be less mobile—i.e., not looking to alternative developments in other metro-area cities, and may already own property.

This analysis is focused on “spec” or speculative development, in which developers build projects for unknown tenants, who will be recruited and signed during the leasing process. An alternative is “build to suit,” in which a corporation engages a developer to build a custom building specifically for them to occupy. This is a less risky form of development. If there are medium to large-scale businesses with very compelling non-financial reasons to locate in the Wilsonville Town Center, build to suits could overcome some of the economic challenges identified here.

Real estate development is inherently unpredictable. It is cyclical, and can be fickle. For example, the single family and condominium markets dried up abruptly after 2008, as did most office, retail, and hotel development. This was a trend that sometimes had more to do with national dynamics than local conditions.

The future of office and particularly retail development is likewise uncertain and may be affected by online shopping, automated vehicles, and other technological advances. Travel agents and video stores, once common in most retail centers, are nearly nonexistent today.

Lastly, this analysis only looks at certain common development categories. There are other development concepts and categories that may be more (or less) feasible. For example, while this analysis focuses on market-rate, rental multifamily projects, there are other types of urban housing, such as student and senior; affordable and mixed-income; and for sale condos (discussed above). Many other development types exist beyond those evaluated here and include hotel, healthcare/medical, educational, self storage, and public (e.g., library).
Conclusions: Context

- **A significant share of all real estate development is built within a defined series of prototypes** that are familiar to the development industry; 10 different prototypes have been modeled for this analysis.

- **The key inputs** to this development feasibility analysis are program, timing, development costs, operating revenue and expenses, and preferred rate of return on investment (this changes depending on land use).

- **Rents** are a critical driver of financial feasibility and are often one of the first figures developers want to know about a particular area. A rule of thumb in the industry is that for every $1 of rent revenue, developers can spend $10 on the project (this is a rough indicator and a more detailed analysis is included throughout the pages of this report).

- **Rents vary** in the Wilsonville Town Center and Market Area. LCG established an opening year “target” for new projects that would be built in the Wilsonville Town Center. That target is based on the top rents found within a half-mile of the Wilsonville Town Center, escalating the rents for two years, and adding a 10% premium. The premium is based on the assumption that new projects in the Town Center will be high quality, be differentiated from less distinctive projects elsewhere, and benefit from special amenities in the Town Center. No escalation was assumed for retail rents, since rents have been flat or declining.

- **Construction costs** have been escalating rapidly in the Portland region, and nationwide, over the past decade as the economy and construction have continued to boom. Housing is the primary development type whose rents have kept up with the increasing cost of construction. Office rents have been essentially flat over the past decade. Retail rents have declined, likely reflecting the ongoing challenges associated with the retail sector, particularly the impact of online retailing.

- High demand for housing and moderate demand for other uses has meant housing has been the primary land use built in Wilsonville and most other town centers.

- Denser development types that require more structured parking have higher construction costs per square foot and therefore require higher rents.

- **Land cost** is another important input to feasibility. Existing healthy commercial buildings in the Town Center will be expensive for developers to purchase and are likely to remain in place in the near term. In the near term, development is most likely to occur on property that is already owned by potential developers or has low rents and/or high vacancies and is therefore low-value.

- Commercial buildings cannot be high-density and have surface parking. High-density buildings require structured parking, or significantly lower parking ratios than are now seen in the Wilsonville Town Center.
Conclusions: Alternatives

- In the event that developers already own land in the Wilsonville Town Center and are open to development (Alternative 1), a number of development types should be feasible, including townhome, garden apartment, main street apartment, retail rehab, and new retail development.

- Reducing developers’ parking requirements (either through changes to City regulations, improved alternative transportation modes, public parking garages, or other approaches) makes more development types feasible on developer-owned land (Alternative 2). The 10-year property tax abatement also improves feasibility for mixed-use housing projects (including the wrap and podium mid-rise projects and the Town Center apartments).

- As discussed above and shown in Alternative 3, 20% higher rents increase developers’ returns and makes more projects feasible. Alternative 4 underscores these findings as most projects are feasible or almost feasible. Development feasibility is a function of revenue compared to cost. When revenue increases significantly and costs remain the same, feasibility increases and developers are more likely to build projects.

- Some higher-density housing projects will be able to more for land than retail projects, and thus “out compete” retail projects to acquire commercial sites in the area. Therefore, despite the greater level of feasibility shown for Town Center retail, higher-density residential projects are likely to be a more favorable building type for prospective developers.

- Parking reductions, tax abatement, and higher rents are once again shown to have a positive impact on feasibility Alternatives 5 through 8.

- Alternatives 5 through 8 show that Wilsonville Town Center development becomes significantly less feasible when developers must acquire an existing one-story commercial building prior to building. For example, where Alternative 1 indicates that garden apartments are feasible on “owned” land, they are “challenged” when developers must acquire a building first. This is a challenge that Wilsonville Town Center redevelopment will need to contend with, since much of the Wilsonville Town Center is currently developed as one-story commercial buildings and rehab of these buildings was deemed to be feasible throughout all the alternatives.

- When rents increase by 20% or more, the economics of higher-density mixed-use housing projects (main street apartment, wrap and podium) become stronger and they generate significant residual land values (the maximum amount that developers can pay for land). However, even with a rent increase, new-build retail and office projects do not have the economics to merit the acquisition and redevelopment of commercial buildings.

- Higher rents (of 20% or more) should make more types of development feasible in the Wilsonville Town Center and should enable developers to purchase and redevelop some average- to lower-value commercial land. However, this theoretical 20% increase may take several years.
Conclusions: Preliminary Actions

There are a number of potential actions that the City can take in order to increase development feasibility. Some actions are listed below, and more may emerge from the Town Center plan going forward:

- **Build Amenities, complete the Town Center Plan.** A high-quality environment, with parks, pedestrian and bicycle infrastructure, and a mix of easily accessible goods and services, should increase demand and rents.

- **Consider reducing parking requirements.** Town Center residents typically own fewer cars, and transportation technology is expected to reduce on-site parking demand\(^1\), even in the suburbs. Structured and tuck under parking is expensive and less parking reduces developers’ costs. Encouraging additional shared parking in the Town Center, and/or a shared parking structure, may also help.

- **Consider adopting the Vertical Housing Program developed by the State of Oregon.** This is a partial tax abatement (20 to 80 percent) for a 10-year period, intended to encourage mixed-use development (residential with ground floor retail/commercial) in designated zones.

- **Consider taking other actions** such as implementing reduced SDCs within the Town Center for desired development types or certain project components (e.g. affordable units); setting up a local improvement district to finance shared capital infrastructure projects such as utilities or streetscapes; or utilizing Urban Renewal to make improvements; and/or selling publicly-owned land to developers willing to build the desired development types (which may involve entering into a public-private partnership).

LELAND CONSULTING GROUP

People Places Prosperity

503.222.1600
www.lelandconsulting.com

Strategic Advisors to Public and Private Development
**Site and Building Attributes**

<table>
<thead>
<tr>
<th>Location (State)</th>
<th>Washington</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Site</strong></td>
<td></td>
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<tr>
<td>Gross Site Size (acres)</td>
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<tr>
<td><strong>Residential</strong></td>
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</tr>
<tr>
<td>Avg unit size (sf)</td>
<td>850</td>
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<tr>
<td>Efficiency (%)</td>
<td>85%</td>
</tr>
<tr>
<td><strong>Parking</strong></td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>1.0 /unit</td>
</tr>
<tr>
<td>Retail</td>
<td>4.1 /1,000 SF</td>
</tr>
<tr>
<td>Office</td>
<td>2.7 /1,000 SF</td>
</tr>
<tr>
<td>Parking Area</td>
<td>350 SF per space</td>
</tr>
</tbody>
</table>

**Cost, continued**

**Revenue and Expenses**

<table>
<thead>
<tr>
<th>Location (State)</th>
<th>Washington</th>
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</thead>
<tbody>
<tr>
<td><strong>Site</strong></td>
<td></td>
</tr>
<tr>
<td>Gross Site Size (acres)</td>
<td>1.5</td>
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<tr>
<td><strong>Residential</strong></td>
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<tr>
<td>Avg unit size (sf)</td>
<td>850</td>
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<td>Efficiency (%)</td>
<td>85%</td>
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<tr>
<td><strong>Parking</strong></td>
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<td>Residential</td>
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<td>4.1 /1,000 SF</td>
</tr>
<tr>
<td>Office</td>
<td>2.7 /1,000 SF</td>
</tr>
<tr>
<td>Parking Area</td>
<td>350 SF per space</td>
</tr>
</tbody>
</table>

**Cost**

<table>
<thead>
<tr>
<th>PSF by Type</th>
<th>Owner-owned</th>
<th>Vacant</th>
<th>Commercial Building</th>
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<tr>
<td></td>
<td>Owned</td>
<td>Vacant</td>
<td>Building</td>
</tr>
<tr>
<td></td>
<td>$0</td>
<td>$20</td>
<td>$50</td>
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</tbody>
</table>

**Site Prep**

| Site Prep PSF | $3 /PSF |

<table>
<thead>
<tr>
<th><strong>Hard Cost</strong></th>
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</thead>
<tbody>
<tr>
<td><strong>Residential Component</strong></td>
<td></td>
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<tr>
<td>Townhomes</td>
<td>$167 /PSF</td>
</tr>
<tr>
<td>Garden Apt</td>
<td>$159 /PSF</td>
</tr>
<tr>
<td>Wrap Apt</td>
<td>$165 /PSF</td>
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<tr>
<td>Podium Apt</td>
<td>$160 /PSF</td>
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<tr>
<td><strong>Retail Component</strong></td>
<td></td>
</tr>
<tr>
<td>Rehab discount</td>
<td>Core and Shell $131 /PSF</td>
</tr>
<tr>
<td>Tenant Improvement Allowance (LL)</td>
<td>$60 /PSF</td>
</tr>
</tbody>
</table>

**Subtotal**

| **Office Component** |             |
| Core and Shell | $162 /PSF |
| Tenant Improvement Allowance (LL) | $45 /PSF |

**Subtotal**

| **Parking Component** | /PSF /Space |
| Rehab discount | $8 / $2,800 |
| Tuck under     | $43 / $15,182 |
| Structured     | $87 / $30,363 |
| Underground    | $119 / $41,550 |
| Post Tensioned Slab | $47 / $16,291 |

**Soft Costs and Contingency**

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<thead>
<tr>
<th>% of HC</th>
<th>Architectural &amp; Engineering</th>
<th>6.0%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Development Admin</td>
<td>3.5%</td>
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<tr>
<td></td>
<td>Permits, Fees, &amp; Entitlement below</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Insurance</td>
<td>1.0%</td>
</tr>
<tr>
<td></td>
<td>Legal</td>
<td>1.0%</td>
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<tr>
<td></td>
<td>Construction Loan Interest</td>
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<tr>
<td></td>
<td>Marketing</td>
<td>0.0%</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>3.0%</td>
</tr>
<tr>
<td></td>
<td>Contingency</td>
<td>0.0%</td>
</tr>
<tr>
<td></td>
<td>Professional Fees and Contingency</td>
<td>19.5%</td>
</tr>
</tbody>
</table>

**SDCs and development fees**

<table>
<thead>
<tr>
<th>Multifamily</th>
<th>$15,250 /DU</th>
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<tbody>
<tr>
<td>Retail New</td>
<td>$47 PSF</td>
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<tr>
<td>Retail Rehab</td>
<td>$12 PSF</td>
</tr>
<tr>
<td>Office</td>
<td>$12 PSF</td>
</tr>
</tbody>
</table>

**Timing**

| Construction Start | 6/1/2018 |
| Construction Duration | 18 months |
| Opening Day         | 11/30/2019 |
| Lease Up            | 12 months |
| Average Leasing Date | 5/31/2020 |

**Return on Investment**

<table>
<thead>
<tr>
<th>(Net operating income / Current value)</th>
<th>Source: Integra Realty Resources.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cap Rates</td>
<td></td>
</tr>
<tr>
<td>Multifamily</td>
<td>4.71%</td>
</tr>
<tr>
<td>Retail</td>
<td>6.23%</td>
</tr>
<tr>
<td>Office</td>
<td>6.31%</td>
</tr>
</tbody>
</table>

**Target Yields**

| vs. Cap Rates | 125% |
| Apartments    | 5.9% |
| Office        | 7.8% |
| Retail        | 7.9% |

10/11/2018
The figure at right shows all 3+ story office buildings that have been completed in the Portland region since 2011. Many buildings above three stories will require some structured parking. The construction of mid-rise/structured-parking office buildings takes place in a limited set of areas.
Mid Rise Apartment Development

The figure at right shows all 5+ story apartment/mixed use buildings that have been completed in the Portland region since 2010. The construction of mid-rise/structured-parking apartment buildings takes place in a limited set of areas due to demand (rent) and cost factors.
10-Mile Radius Market Area
Promenade

Existing theater

Proposed conditions

1" = 10'

(looking east)

Promenade

Stormwater

Sidewalk

Cycle track

Greenwall/mural

18'

10'

6'

12'

6'

52'

A mix of office, entertainment, hospitality, residential, and civic uses (3 to 5 stories)
LOCAL STREET

60'

Proposed conditions

1” = 10'

LOCAL STREET

(OPTION 1)

mix of residential, retail, office, services (2 to 4 stories)

parking/stormwater 8'

parking/stormwater 8'

sidewalk 12'

sidewalk 12'

parking 10'

parking 10'

10’10’8’

10’10’8’

mix of residential, retail, office, services (2 to 4 stories)
LOCAL STREET

 Proposed conditions

 buffer 6' / 2'

 buffer 10'10'6' / 2'

 buffer 6' / 2'

 sidewalk 12'

 sidewalk 12'

 Local Street (Option 2)

 mix of residential, retail, office, services (2 to 4 stories)

 mix of residential, retail, office, services (2 to 4 stories)
Proposed conditions:

- Sidewalk: 14'
- Parking: 20'
- Stormwater/Woonerf style: 8'

Parking alternates sides to reduce speed and create space for variations in pedestrian amenities.

Proposed streetscape:

- Local street (Option 3):
  - Mix of residential, retail, office, services (2 to 4 stories)

Pedestrian amenities:
- Mix of residential, retail, office, services
- Sidewalk
- Stormwater/Woonerf style

1" = 10'

(Note: Diagram shows the proposed conditions and street layout for the local street option.)
Existing conditions

Mixed-use building with active ground floor uses (3 to 4 stories)

1" = 10'

SW COURTSIDE DRIVE TYPICAL

Proposed conditions

Buffered bike lane

Parking / stormwater

Sidewalk

Sidewalk

Planter

Planter

Sidewalk

Sidewalk

10'10'6' / 6' / 2'

8'

10'

10'

6' / 6' / 2'

10'

10'

10'

64'

64'

5' 7'

6' 11' 11' 6' 8' 10'

12' sidewalk

(LOOKING EAST)

Town Center Park

SW COURTSIDE

Existing conditions

Proposal conditions

Buffered bike lane

Parking / stormwater

Sidewalk

Sidewalk
PARK

(LOOKING NORTH)

mixed-use building with active ground floor uses (3-4 stories)

optional setback 20' max.

existing apartments

existing sidewalk 12'

existing buffered bike lane 8'

60'

parking

proposed conditions

60'

sidewalk 12'

width varies

median

turn lane

6'

1" = 10'

Proportional setbacks

Existing conditions
Town Center Park
Parking area
mixed-use building with active ground floor uses (3 to 4 stories)

Existing conditions

Town Center Park

PARK PLACE AT
(LOOKING NORTH)

PROPOSED CONDITIONS: open for typical use

sidewalk

parking

buffered bike lane

10'

3 / 6' / 6'

10'

10'

10'

10'

12'

12'

proposed conditions: open for typical use

PARK PLACE AT TOWN CENTER PARK

(LOOKING NORTH)

existing conditions

Park Place at Town Center Park

Existing conditions

45'

PARK PLACE AT TOWN CENTER PARK

(LOOKING NORTH)

Existing conditions

PARK PLACE AT TOWN CENTER PARK

(LOOKING NORTH)

Existing conditions

PARK PLACE AT TOWN CENTER PARK

(LOOKING NORTH)

Existing conditions

PARK PLACE AT TOWN CENTER PARK

(LOOKING NORTH)

Existing conditions

PARK PLACE AT TOWN CENTER PARK

(LOOKING NORTH)

Existing conditions
Proposed conditions: closed for festival

existing conditions

Town Center Park parking area
mixed-use building with active ground floor uses (3 to 4 stories)

PARK PLACE AT TOWN CENTER PARK (LOOKING NORTH)

GRAND REOPENING STREET FESTIVAL

parking area

parking

bus stop

sidewalk

12'

10'

8'

1'' = 10'

65'

11'

10'

9'

12'

8'

7'

6'

5'

4'

3'

2'

1'

0'

parking / stormwater 10' 10' 8'

parking / stormwater 10' 10' 8'

sidewalk 12'

sidewalk 12'

60'
Proposed conditions

20’ sidewalk pedestrian way
12’ sidewalk
44’

PEDESTRIAN/BICYCLE CONNECTION

Mix of residential, retail, office, services (2 to 4 stories)
PARKING ANALYSIS
Parking Observations
Summary
Methodology

• Observations based on multiple site visits during weekday and weekend mid-day (11am-1pm) and evening periods (4-6pm), and during an event (Fun in the Park) in July and August 2017

• 17 areas were used to identify qualitative observations about parking utilization location and general activity

• Large parking areas were observed by section to see where users tended to park. For example, Fry’s and the Town Center Shopping Center had various occupancy usage rates in different sections. Where applicable, that was noted on the maps
Key Observations

- Areas with high occupancy were generally in smaller or discontinuous (no internal linkages) parking lots. These areas are associated with entertainment, office and retail and tend to serve multiple small businesses.

- The west side of Town Center has additional parking capacity. The parking areas are connected internally, potentially making shared parking easier to implement.

- Retail has more turnover than office. Office parking has high occupancy and lower turnover during work hours. On weekends, many parking lots are empty.

- Occupancy in some areas varies by weekday/weekend and/or time.
Parking Usage Maps

- Shaded areas represent the general area within a parking lot where cars were parked at the time of observation.
- The "percentage of parking used“ denotes the percentage of parking lot used within that particular area.
- Parking areas that are not shaded had no parked cars during the time of observation.
- The aerial basemap identifies developed and vacant areas, parks, and existing parking areas only. It was not used to identify parking usage as it was not taken at the same time as the observations occurred.
Colored areas represent the general area with a parking lot where cars were parked at the time of observation. The “percentage of parking used” denotes the percentage of parking area used within that particular colored area.

Parking areas with no percentage identified had no observed cars during the time of observation.
Colored areas represent the general area with a parking lot where cars were parked at the time of observation. The “percentage of parking used” denotes the percentage of parking area used within that particular colored area.

Parking areas with no percentage identified had no observed cars during the time of observation.

**PERCENTAGE OF PARKING USED***

- 0%**
- 1-20%
- 21-40%
- 41-60%
- 61-80%
- 81-100%

*Colored areas represent the general area with a parking lot where cars were parked at the time of observation. The “percentage of parking used” denotes the percentage of parking area used within that particular colored area.

**Parking areas with no percentage identified had no observed cars during the time of observation.**
* Colored areas represent the general area with a parking lot where cars were parked at the time of observation. The “percentage of parking used” denotes the percentage of parking area used within that particular colored area.

** Parking areas with no percentage identified had no observed cars during the time of observation.
Colored areas represent the general area with a parking lot where cars were parked at the time of observation. The “percentage of parking used” denotes the percentage of parking area used within that particular colored area.

Parking areas with no percentage identified had no observed cars during the time of observation.
Observations: Area 1

Area 1 (percent occupied):

- **Saturday mid-day:**
  - Les Schwab: 1-20 percent
  - Family Fun Center: 41-100 percent
  - Napa Auto Parts: 0-20 percent

- **Saturday mid-day (event):**
  - Les Schwab: 21-80 percent
  - Family Fun Center: 61-100 percent (lot adjacent to Napa Auto Parts was empty)
  - Napa Auto Parts: 1-20 percent

- **Weekday PM peak:**
  - Les Schwab: 1-20 percent (mostly empty)
  - Family Fun Center: 61-80 percent (near lots only)
  - Napa Auto Parts: 41-60 percent (SE portion only)

- **Weekday mid-day:**
  - Les Schwab: 41-100 percent in limited areas
  - Family Fun Center: 41-80 percent (lot adjacent to Napa Auto Parts was empty)
  - Napa Auto Parts: 21-40 percent
Observations: Area 1

- Spaces near the Family Fun Center entrance are full, all days and times
- Low turnover rates at Napa Auto Parts and Les Schwab Tires
- Area between Napa Auto Parts and Family Fun Center mostly empty during the week but at half full with low turnover on the weekends
- Parking areas are generally connected, except for Napa, and appear to be shared
Observations: Area 2

Area 2 (percent occupied):

- Saturday mid-day:
  - 21-40 (entire lot)
- Saturday mid-day (event):
  - 1-20 (western side)
  - 61-80 (near bowling alley)
- Weekday PM peak:
  - 41-60 (entire lot)
- Weekday mid-day:
  - 61-80 (entire lot)

- Most occupancy closest to bowling alley but low turnover of those occupied spaces
- Highest occupancy during the midday weekdays
- While generally lower occupancy of spaces, there is higher parking turnover on the weekends
Observations: Area 3

Area 3 (percent occupied):

- **Saturday mid-day:**
  - Parking lots empty
- **Saturday mid-day (event):**
  - Parking lots empty except for near a dentist office, which was 61-80 percent full
- **Weekday PM peak:**
  - Parking lots empty except for one lot near a dentist office, which was 61-80 percent full
- **Weekday mid-day:**
  - The self-storage parking spaces were 41-60 percent full
  - The dentist office was 21-40 percent full
- Low occupancy during weekday observations
- Church parking lot may be more full during services and events but not used at other times
- Most lots are separated with heavy vegetation, making shared parking options challenging
Observations: Area 4

Area 4 (percent occupied):

• Saturday mid-day:
  • Parking lots empty

• Saturday mid-day (event):
  • Western parking lots empty
  • 21-40 percent occupancy along Parkway south of office building
  • 81-100 percent occupancy east of the theater

• Weekday PM peak:
  • Occupancy generally 21-40 percent where cars are parked, but there are several unused areas
  • Office building parking 41-60 percent occupied

• Weekday mid-day:
  • Mostly empty except near office buildings (21-60 percent occupied)
  • 41-60 percent occupied on immediately adjacent to the west side of theater
Observations: Area 4

- Very little use of theater parking lot at all observation times
- Office building parking lots full during weekdays, not weekends
- Most of the west side of the theater parking lot was empty during the observation
- Large parking lots are all connected

7/13/17 Evening, Weekday
Observations: Area 5

Area 5 (percent occupied):

• Saturday mid-day:
  • Most spaces empty in main lot except near entrance (81-100 percent occupied near front entrance)

• Saturday mid-day (event):
  • Most spaces empty in main lot except near entrance (61-100 percent occupied near front entrance)
  • South parking lot full (81-100 percent occupied)

• Weekday PM peak:
  • Most spaces empty except near entrance (81-100 percent occupied near front entrance)
  • A portion of south parking lot 61-80 percent occupied

• Weekday mid-day:
  • Most spaces empty except near entrance (21-60 percent occupied near front entrance)
  • A portion of south parking lot 21-80 percent occupied (possible employee parking). Most of the area is empty
Observations: Area 5

- Parking area only occupied near the entrance to Fry’s with regular turnover. Higher turnover on weeknights and weekends.
- A portion of the south parking area is well used (appears to be employee parking)
- Events use a portion of main parking area, but there are still available spaces
- Parking lot has internal circulation and could be used by other uses
Observations: Area 6

Area 6 (percent occupied):

• Saturday mid-day:
  • Parking lots are empty except north of McDonalds (81-100 percent occupied)

• Saturday mid-day (event):
  • Parking lots with highest usage are north and east of McDonalds (41-60 percent occupied)
  • Lot near Shari’s is 21-40 percent occupied

• Weekday PM peak:
  • Parking lots are empty except north of McDonalds (41-60 percent occupied)

• Weekday mid-day:
  • Parking lots are empty except north of McDonalds (81-100 percent occupied)

• High occupancy and high turnover at McDonald’s at all times of week
• Occupancy and turnover more varied at Shari’s, more activity on weekends
• Parking areas are isolated from one another. Little opportunity to reconfigure parking unless Fry’s changes its south parking lot
Observations: Area 7

Area 7 (percent occupied):

• Saturday mid-day:
  • Parking lots were empty

• Saturday mid-day (event):
  • Parking lots were empty except in front of the hotel (1-20 percent occupied)

• Weekday PM peak:
  • Parking lots were empty except near office buildings (21-40 percent occupied)

• Weekday mid-day:
  • Parking lots were empty except in front of one office building (21-40 percent occupied)

• Highest usage during the week near office buildings
• Low activity in the area at other times
• Development configuration and parking lot access make it difficult to share parking
Observations: Area 8

Area 8 (percent occupied):

• Saturday mid-day:
  • Most parking lots are used (61-80 percent occupied)

• Saturday mid-day (event):
  • All parking lots are used (41-100 percent occupied)

• Weekday PM peak:
  • Most parking lots are used (61-80 percent occupied)
  • One frontage area in front of restaurants less used (21-40 percent occupied)

• Weekday mid-day:
  • Most parking areas are used (61-80 percent occupied)
Observations: Area 8

- High activity area, often full occupancy and high turnover
- Multiple restaurants, coffee shops, fast food areas increase turnover
- Challenging access and limited opportunity to reconfigure parking
Observations: Area 9

Area 9 (percent occupied):

• Saturday mid-day:
  • Parking lots were empty except in front of Bank of America (61-80 percent occupied)

• Saturday mid-day (event):
  • Most parking was occupied. Location usage varied between 21-100 percent.
  • Highest usage near Town Center Park

• Weekday PM peak:
  • Parking lots were empty except in front of Bank of America (1-50 percent occupied) and the retail spaces to the north (21-40 percent)

• Weekday mid-day:
  • Central parking lots between buildings are used. 21-40 percent occupancy

  • Generally less than 60 percent occupancy during weekdays
  • Weekend usage focused in the south lot
  • Fully occupied during major events
  • Parking lots are connected and adjacent to the shopping center parking lot
Observations: Area 10

Area 10 (percent occupied):

- **Saturday mid-day:**
  - Parking near small retail 61-80 percent occupied
  - Interior lot between buildings 41-60 percent occupied
  - Taco Bell lot 41-60 percent occupied
  - Most other lots not used

- **Saturday mid-day (event):**
  - Most lots at least half full except near Wilsonville Road where they are empty

- **Weekday PM peak:**
  - Parking near small retail and interior lot 81-100 percent occupied
  - Boston's Pub lot 21-40 percent occupied

- **Weekday mid-day:**
  - Parking near small retail and interior lot 81-100 percent occupied
  - Taco Bell lot 41-60 percent occupied
  - Most other areas are empty
Observations: Area 10

- High occupancy and high turnover near restaurants at all times
- Parking is isolated due to building configuration
- Eastern parking lots are adjacent to the large shopping center parking lot
- Parking adjacent to Wilsonville Road less occupied than other parking lots

8/5/17 Mid-day, Weekend
Observations: Area 11

Area 11 (percent occupied):

• Saturday mid-day:
  • 61-80 percent occupied (western portion of parking lot only)

• Saturday mid-day (event):
  • 41-60 percent occupied (entire lot, including area behind Fry’s)

• Weekday PM peak:
  • 61-80 percent occupied (western portion of parking lot)
  • The southern portion of the parking lot is 1-20 percent occupied

• Weekday mid-day:
  • 61-80 percent occupied (western portion of parking lot)
  • The southern portion of the parking lot is 21-40 percent occupied

• High occupancy at most times of the day.
• Parking generally behind the buildings. Little access to other sites
Observations: Area 12

Area 12 (percent occupied):

- Saturday mid-day:
  - Northern parking lot is 21-40 percent occupied
  - Southern parking lot is empty

- Saturday mid-day (event):
  - Parking is not permitted in the park parking lots during events

- Weekday PM peak:
  - Southern parking lot is 1-20 percent occupied
  - Northern parking lot is empty

- Weekday mid-day:
  - Southern parking lot is 41-60 percent occupied
  - Northern parking area is empty

- Low turnover with visitors staying at the park
- Southern parking lot has easy pedestrian access to shopping and is already used for overflow parking
Observations: Area 13

Area 13 (percent occupied):

- **Saturday mid-day:**
  - Most parking areas are empty except for spaces in front of Safeway and Goodwill
  - Safeway parking area is 41-60 percent occupied
  - Goodwill parking area is 61-80 percent occupied

- **Saturday mid-day (event):**
  - Most all areas are 81-100 percent occupied except for a portion near Safety (41-60 percent occupied) and areas fronting Wilsonville Road (1-40 percent occupied)

- **Weekday PM peak:**
  - Highest parking usage near Goodwill (41-60 percent occupied)
  - Parking in front of Safeway is more varied with areas in front of Safeway more occupied (41-60 percent) than surrounding areas (21-40 percent)
  - Parking areas fronting Wilsonville Road are lightly occupied

- **Weekday mid-day:**
  - Highest parking usage is in front of Safeway (61-80 percent occupied) and Goodwill (41-60 percent).
  - Areas near Wilsonville Road have mixed occupancy. Areas near buildings are more highly occupied
Observations: Area 13

- Northern portion of parking area usage is varied, with lower occupancy than the central parking area
- Central parking area near Safeway over half full during the week, with high turnover
- Southern parking area used less than the northern/central parking areas, with lower turnover
- Areas closest to building entrances are more occupied, especially during the weekday mid-day hours
- Parking areas are likely used by patrons of surrounding businesses because the parking areas are connected

8/5/17 Mid-day, Weekend
Observations: Area 14

Area 14 (percent occupied):

- Saturday mid-day:
  - Parking lot is empty

- Saturday mid-day (event):
  - Entire parking lot is nearly full (61-80 percent occupied) near City hall or full (81-100 percent occupied) near Town Center Park

- Weekday PM peak:
  - Parking lot is empty

- Weekday mid-day:
  - Parking lot is full (81-100 percent occupied) near City Hall.
  - The western portion of the parking lot is empty except for a small portion in the middle (1-20 percent occupied)

- During weekends spaces are empty, unless there is an event, then it is fully occupied
Observations: Area 15

Area 15 (percent occupied):

• Saturday mid-day:
  • Parking lot is empty

• Saturday mid-day (event):
  • Parking lot is empty

• Weekday PM peak:
  • A parking strip in front of USPS is 81-100 percent occupied. The rest of the lot is empty
  • The office building parking lot is 21-40 percent occupied

• Weekday mid-day:
  • A parking strip in front of USPS is 61-80 percent occupied. The rest of the lot is mostly empty
  • The office building parking lot is 61-80 percent occupied except for the western portion of the lot, which is empty

• A portion of the USPS parking is used during the week, but empty on the weekend
• Office building spaces are about half full during the week, empty on the weekends
• Parking areas are not connected internally
Observations: Areas 16

Area 16 (percent occupied):

- Saturday mid-day:
  - Parking lot is empty
- Saturday mid-day (event):
  - The front and southern parking lots are 41-80 percent occupied.
  - Western parking lot is empty
- Weekday PM peak:
  - The front parking lot is 21-40 percent occupied.
  - Western and southern parking lot is empty
- Weekday mid-day:
  - The front parking lot is 61-80 percent occupied.
  - Southern parking lot is 21-40 percent occupied
  - Western parking lot is empty
- Clackamas Community College parking is about half full during the day with low turnover
- Very little usage on the weekends except during events
Observations: Area 17

Area 17 (percent occupied):

- **Saturday mid-day:**
  - Parking lot is empty

- **Saturday mid-day (event):**
  - Most of the parking lot is empty except for the eastern parking area that is 1-20 percent occupied

- **Weekday PM peak:**
  - Most of the parking lot is used, with 21-40 percent occupancy

- **Weekday mid-day:**
  - Parking lot is empty except for northern parking area (61-80 percent occupied) and a row of parking to the east (21-40 percent occupied)

  - Hardware Store is the only business using this parking lot
  - Parking area is isolated from other parking or businesses
Potential Parking Opportunities

- A portion of the City Hall’s outer lot could be utilized by surrounding uses.
- Parking lots near Bank of America and Dollar Tree are connected and adjacent to the large Town Center Shopping Center parking lot. There is high potential for parking reconfiguration with new development.
- Fry’s parking lot has internal circulation and could be used by other uses. While not connected to the Regal Cinemas parking lot, creating shared parking lots could be possible to support future development.
- Regal Cinemas parking lot and adjacent lots except for Fry’s, are all connected, making shared parking easier to implement.
- If USPS site were to redevelop, the eastern portion of this site could be joined and provide shared parking with adjacent development. While there is parking capacity on the weekend now, there are few active neighboring uses to take advantage of it.
- There is a significant opportunity to consider shared or other parking management options, particularly for the vacant site on Town Center Loop East when the property develops.
- Generally, there is high potential for parking reconfiguration with new development, particularly in areas in the southwest corner of Town Center that have a disconnected development pattern. Currently, there is challenging access and limited opportunity to reconfigure parking or use other areas for overflow parking.
EXISTING CONDITIONS
WILSONVILLE TOWN CENTER PLAN

existing conditions
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SECTION 1
INTRODUCTION

This Existing Conditions Report summarizes the key considerations that impact existing and future development in the Town Center and is the first in a series of studies that will inform the strategies and actions recommended by the Town Center Plan.

The Wilsonville Town Center is located in the heart of Wilsonville, a rapidly growing city of 23,740 residents and more than 17,000 employees that serves as a gateway between the Portland metropolitan area and the Willamette Valley’s agricultural lands. The Town Center planning area, encompassing approximately 100 acres within and adjacent to Town Center Loop, is an important economic and cultural center for the Wilsonville community and the region at large.

Metro’s 2040 Growth Concept identifies the Wilsonville Town Center as a 2040 town center. Metro defines a Town Center as a focal area for growth that provides services to tens of thousands within a two- to three-mile radius and typically includes one- to three-story buildings for employment and housing. Metro also identifies the Wilsonville Town Center as a Regional Pedestrian District and Bicycle District in the 2014 Regional Active Transportation Plan. As a Regional Pedestrian and Bicycle District, it is envisioned to have an interconnected network of pedestrian and bicycle routes that links other regional centers and also provides direct and easy-to-use access to destinations (such as transit, schools, jobs, services, shopping areas, parks and natural areas) within a three-mile radius. People of all ages and abilities walking or biking should feel welcomed and prioritized.

1 Wilsonville Residential Land Study. May 2014.

The Town Center’s proximity to I-5 and I-205, and the Willamette River, provide the district with a strategic advantage for growth and development. The Town Center’s transit access and a few recently developed on-street bicycle facilities, among other multimodal amenities, are building blocks for a quality multimodal network. City parks and open spaces within and adjacent to the Town Center preserve and honor the area’s natural resources and agricultural legacy, attracting visitors from across Wilsonville and beyond.

Currently, the Town Center is a hub of shopping, recreation, education, transit, and civic activity. The Town Center and adjacent areas are home to city hall and other City offices (police, public works, parks and recreation), Town Center Park and the Oregon Korean War Memorial, the Wilsonville Library, the Community Center, post office, Clackamas Community College, and a diversity of other businesses, services, offices, and
residences. This mix of uses, activities, and built environments is essential for a successful Town Center. Yet, the Town Center is also characterized by several challenges. These include underutilized land, abundant single-use surface parking lots, a disconnected street and path network, few public gathering spaces, and poor visibility for many businesses (especially storefronts separated from the street by large parking lots or that face internal roads).

PROJECT PURPOSE
The Town Center Plan (the Plan) will guide development in Town Center to create a cohesive, unified district within Wilsonville’s growing community. The Plan will provide a community-driven vision for Town Center and strategic actions that create a clear path to advancing the vision. These actions may include new projects, programs, partnerships, or policies that will guide future development and investments, leverage the area’s many assets, and identify opportunities to address existing barriers to achieve the community’s vision for the future of Town Center. The Plan will support the development of Town Center as an attractive and accessible place for visitors and residents of all ages to shop, eat, live, work, learn, and play.

TOWN CENTER HISTORY
Wilsonville Town Center was established in the early 1970s. Payless Drugs (now Rite Aid) expressed interest in locating its warehouse and headquarters in Wilsonville. The proposed development location, north of Wilsonville Road and west side of Interstate 5 (I-5), was land designated for Town Center use on the Wilsonville General Plan. In response, the City amended its Comprehensive Plan and moved Wilsonville’s Town Center from its original location to its current location on the east side of I-5. At the time, the population of Wilsonville was 1,000 and the Town Center area was mostly fields, owned by 25 different land owners. A group of landowners in the new Town Center convened and hired architect Mel Kroker to prepare a Town Center Master Plan. Kroker’s Wilsonville City Center Plan (1973) recommended a suburban village approach to development with a mix of housing and commercial uses lining a loop road, with a park or lake in the center. Kroker envisioned that one day the land would be in high demand and new development would fill in the center of the loop. The City Council amended the City’s Comprehensive Plan in 1978 to reflect the adopted Wilsonville City Center Plan.

Little additional development occurred until the 1980s, when population growth increased demand for commercial buildings. Initial development included small offices and a retail center in the southwest corner of Town Center that currently has some local restaurants and businesses. In the mid-1980s, the City...
considered a grid street plan for the Town Center. The community had little interest in a street grid and retained the loop plan. There was significant development in the Wilsonville Town Center during the 1990s which brought major retail and office development to the Town Center including Safeway, Fry’s, Clackamas Community College and the Family Fun Center. Activity continued in, and adjacent to, the Town Center into the 2000’s. In 2002, Town Center Park was developed in partnership with Capital Realty who dedicated the land to the city. Shortly after the completion of the park, the property located directly across Park Place, developed providing nearly 15,000 square feet of new commercial retail space for small businesses.

Starting in 2012, the area north of the Town Center began to develop with new residential opportunities (almost 60 acres were developed into 700 homes), bringing more residents within walking distance of the Wilsonville Town Center. Within the Town Center, incremental redevelopment of existing commercial buildings has continued, most prominently on the corner of Town Center Loop West and Wilsonville Road.

After three decades of development and a lot of change, the City recognized the need for a new vision for the Town Center and began the Wilsonville Town Center Plan process.

PUBLIC INVOLVEMENT
The Wilsonville Town Center Plan process will include a diverse range of voices and perspectives. The input gathered through public outreach will build on this Existing Conditions report, other studies and analyses to inform the recommendations in the Final Plan. Specific opportunities for community input and engagement include:

- Project Task Force
- Interviews with businesses and community groups
- Community workshops
- Online and in-person surveys
- Idea centers located in key community spaces like the Library, and Parks Building
- Pop-up events around town
SECTION 2

LAND USE AND REGULATORY ANALYSIS

EXISTING LAND USES
Currently, there is a mix of land uses in Town Center including commercial, civic, educational, and multi-family residential. These uses are distributed across Town Center in primarily one and two-story single-use buildings interspersed with large parking lots.

EXISTING REGULATORY CONDITIONS
The City of Wilsonville Comprehensive Plan (updated in 2013) provides policy and development guidance for the Town Center. The Comprehensive Plan includes goals, policies and implementation measures to shape the development within the entire city, including specific policies for Town Center. The Town Center Plan process may identify new Town Center goals, land use and transportation concepts, and recommendations for inclusion in the Comprehensive Plan.

The Planning and Land Development Ordinance (Development Code), Chapter 4 of the Wilsonville Municipal Code, implements the goals and policies contained in the Comprehensive Plan by providing specific procedural standards, land use, development guidelines and/or requirements for development in Wilsonville. Outcomes of the Town Center planning process may also include changes to the municipal code (zoning and design requirements) that are necessary to implement the public’s vision.

The Comprehensive Plan and Development Code were reviewed with the assumption that improved walkability and bicycle and pedestrian safety should be part of an overall vision for the Town Center.

These documents will continue to be part of the planning process during development of ideas and recommendations.

Appendix II includes complete review notes that identify where development policies and requirements may need to be addressed as the project team develops land use alternatives and implementation strategies later in the Town Center planning process.
Relevant sections of the Development Code addressed to date include:

- Section 4.113. Standards Applying to Residential Developments in Any Zone
- Section 4.116. Standards Applying to Commercial Developments in Any Zone
- Section 4.118. Standards Applying to All Planned Development Zones
- Section 4.124. Standards Applying to All Planned Development Residential Zones
- Section 4.131. PDC – Planned Development Commercial Zone
- Section 4.131.05. PDC-TC (Town Center Commercial) Zone
- Section 4.133. Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zone
- Section 4.136. Public Facility Zone
- Section 4.154. On-site Pedestrian Access and Circulation
- Section 4.155. Parking, Loading and Bicycle Parking

Wilsonville adopts subarea and public facility plans as “supporting documents” of the Comprehensive Plan. Two types of supporting documents exist: regulatory supporting documents adopted “as part of the Comprehensive Plan” and guiding supporting documents which do not legally regulate land use decisions. If the Town Center plan is adopted as a regulatory document, it is legally equivalent to the policies in the Comprehensive Plan and will apply as criteria in land use reviews. It will describe the “intent” of the plan in the full text and include graphics that were prepared during the process.

If the Town Center Plan is approved as a guiding document, it will serve as a background document and is not legally applicable in land use reviews. Instead, the intent, standards, and criteria of the plan would be fully described in Comprehensive Plan policies and code text.

**COMPREHENSIVE PLAN**

The policy framework for the Town Center is general in nature and reflects development concepts and market conditions of the 1980s and 1990s. Implementing the new vision that emerges from the Town Center planning process will likely require adopting new Comprehensive Plan text and policies. These additions to the Comprehensive Plan will clearly describe the vision for and purpose of the Town Center. The new policies would include implementation measures that capture the redevelopment strategies and new zoning regulations that support a built environment that is consistent with the community’s vision. The Comprehensive Plan states:

“The Town Center or City Center is intended to be the major commercial district. It should be anchored by a few major department stores and a grocery store. It should be interspersed with smaller shops, offering a wide variety of merchandise for comparative shopping. In addition to retail shops, complementary uses such as offices, theaters, restaurants, and civic activities should be provided. As defined by Metro, the Town Center area is expected to have a fairly high population density, and compact development with good quality transit service.”

This purpose statement does not mention the Town Center as a high-quality pedestrian environment, which is a defining attribute of active and economically successful Town Centers. Wilsonville’s Town Center has performed relatively well as a “major commercial district.” An updated intent statement for Town Center should reflect the community’s vision developed during the Town Center planning process.

The Comprehensive Plan references the Town Center several times:

- **The Comprehensive Plan incorporates Metro’s Town Center definition.** The Comprehensive Plan incorporates Metro’s design types and description of a Town Center: “local retail and services will be provided within this area, with compact development and transit service.” The Comprehensive Plan and Development Code define Wilsonville Town Center.
more specifically than the Town Center designation illustrated on Metro’s 2040 Growth Concept by defining it as a “major commercial center”.

- **Most of the planning area is designated Commercial** (with a Town Center annotation) on the City’s Comprehensive Plan Map, with the exception of the parcels noted below:
  1. The parcel comprising the Town Center Park Apartments, located just north of Town Center Park, is designated as Residential with a density of 16-20 dwelling units per acre (du/ac).
  2. The northeast corner and southeast corner of the planning area are designated as Residential (10-12 du/ac).
  3. The parcels comprising some of the City offices are designated Public Lands.

- **The Comprehensive Plan sets the framework for future infrastructure funding strategies.** Policy 3.1.3 states that, “The City of Wilsonville shall take steps to assure that the parties causing a need for expanded facilities and services, or those benefiting from such facilities and services, pay for them.” The City also has concurrency policies which require infrastructure improvements to be provided concurrent with development.

- **Landscape requirements are a minimum of 15 percent of gross area in landscaping for all development.** The updated Town Center Plan may need to amend and tailor this policy to implement the new urban design vision for the Town Center.

- **The Wilsonville Road Interchange Area Management Plan (IAMP) is an important part of the Town Center Plan, because it effectively places limits on the amount of (traffic generating) development that can occur in the Town Center.** The IAMP includes provisions for access management, traffic impact analysis, land use review coordination with the Oregon Department of Transportation, and procedures for various types of land use reviews, including Comprehensive Plan amendments around the Wilsonville Road interchange. The Comprehensive Plan policies are explicit about the limited capacity at the Wilsonville Road interchange. Compliance with or amendments to these IAMP policies, including using transit and improving bicycle and pedestrian access, will be important when evaluating development potential in the Town Center.
LEGEND

Building Footprints
Parcels
Highways

ZONING CODE
Within Town Center
- Planned Development Commercial Town Center (PDCTC)
- Planned Development Residential (PDR)

Adjacent
- Planned Development Commercial (PDC)
- Planned Development Industrial (PDI)
- Public Facilities (PF)

SCALE: 1" = 400'

ZONING
LAND USE AND REGULATORY CONDITIONS
DEVELOPMENT CODE

Section 4.131.05. PDC-TC (Town Center Commercial) Zone includes the following purpose statement:

"...to permit and encourage a Town Center, adhering to planned commercial and planned development concepts, including provision for commercial services, sales of goods and wares, business and professional offices, department stores, shopping centers and other customer-oriented uses to meet the needs of the Wilsonville community as well as to meet the general shopping and service needs on an area-wide basis, together with such multiple family residential facilities, open space, recreational and park areas, and public uses facilities as may be approved as part of the Town Center compatible with the Comprehensive Plan of the City."

The Development Code Purpose Statement (above), similar to the Comprehensive Plan, does not mention mixed-use, a high-quality pedestrian and bicycle environment, quality public gathering spaces, or Town Center as the civic center of the community.

PERMITTED LAND USES
The Planned Development Commercial-Town Center zoning regulations use a system of "example" and "typical" uses, with long lists of the permitted uses in Section 4.131. The Development Review Board is listed as the review body for determining uses and the Planning Director has some authority for interpretations.

Within the Town Center, there are permitted land uses that are auto-oriented. These uses can make developing pedestrian-focused, walkable places difficult. Land uses will need to be evaluated further with the public to identify future development patterns as we move further along the planning process.

The City Center Plan Map (Appendix I) served as the original blueprint for development in the Town Center. Current land uses are often different than the City Center Plan Map as subsequent land use approvals, over the past thirty years have repeatedly updated the map. The gradual changes from the original master plan underlines the need for an update to the Town Center Plan to provide a clear vision for land uses in the future. If the City updates the Town Center regulations as part of the vision, currently approved, will remain legal conforming uses regardless of changes to code.

The IAMP Overlay Zone applies to a large area around the Wilsonville Road interchange, including the entire Town Center planning area. The purpose of the IAMP Overlay Zone "is the long-range preservation of operational
efficiency and safety of the Wilsonville Road Interchange, which provides access from and to Interstate 5 for residents and businesses in south Wilsonville." Assuming the Town Center Plan is adopted as a Comprehensive Plan amendment, the traffic analysis prepared as part of the project will need to serve as the traffic impact analysis required by the Overlay, with findings addressing both the Overlay and Transportation Planning Rule regulations.

RESIDENTIAL AND COMMERCIAL DESIGN REQUIREMENTS

Sections 4.113 (residential) and 4.116 (commercial) as well as block and access standards in Section 4.131 (PDC-Planned Development Commercial Zone) of the Development Code identify development standards that apply to development in the Town Center. Based on current trends in development patterns of 21st Century Town Centers, the following list has been identified as a starting point for potential modifications to development standards within the Wilsonville Town Center:

- Parks and open spaces for outdoor recreation within mixed-use projects require 15-25 percent dedications (depending on use). This standard may not be possible on a site by site basis if the desired outcome is a mixed-use, urban development pattern. Rather, consider identifying through the visioning process specific locations for parks and open space, with limited requirements for it elsewhere.
- Setbacks for residential buildings restrict building placement at the street, requiring minimum 15 to 20-foot front setbacks (depending on the size of the parcel). Minimum side yard setbacks would also restrict building placement, creating gaps between buildings. Commercial buildings can be built at the street, which may be desirable for some street corridors or locations in the Town Center. This would provide a more continuous building façade.
- The maximum 35-foot building height within the TC may limit some development types. Varied building heights may be appropriate for edge conditions where the Town Center transitions to a lower-density area, but more flexible height standards could be considered where multiple uses are proposed. The Development Code identifies fire apparatus as the determining factor for height. This requirement is antiquated and needs to be evaluated further.
- Existing maximum spacing between local access streets is 530 feet and 330 feet for blocks without pedestrian crossings within the Town Center. These block lengths are too long for a walkable town center district where pedestrian and bicycle access is desired. Pedestrian and bicycle access, and road spacing should complement anticipated development types.

ON-SITE PEDESTRIAN ACCESS AND PARKING

Sections 4.154., On-site Pedestrian Access and Circulation, and 4.155., Parking, Loading and Bicycle Parking, provide guidance for access and circulation, including parking ratios for development in the Town Center. On-site pedestrian access is required and should provide "safe, reasonably direct, and convenient connections between primary building entrances and all adjacent parking areas, recreational areas/playgrounds, and public rights-of-way and crosswalks." However, the Development Code does not identify specific spacing standards or "through access," where on-site circulation can connect to the larger Town Center pedestrian and bicycle circulation system. Multimodal and urban design alternatives that incorporate Americans with Disabilities Act requirements and provide connectivity should be considered when circulation alternatives are developed for the plan.

Existing on-site parking requirements make developing a walkable district challenging given the amount of land required for parking. The current landscaping standards help reduce the visual impact of parking. The project will need to consider how parking is provided in the Town Center, including:
• Evaluate the requirement where all uses within a building must meet parking ratios. This requirement can be challenging for mixed-use projects. It can also lead to oversupplying parking for mixed-use areas where trips can be linked.

• Reconsider when shared parking is permitted. Currently, shared parking is only permitted when peak hours do not conflict. The current standards would not support uses typical of a mixed-use area. Reconsidering shared parking is also an opportunity to encourage access for all modes between parking lots without using the public road network.

• Off-site parking is permitted if the space is within 500 feet of the structure. This may be an opportunity to expand to district-wide parking where centralized parking replaces some other off-site parking. District-wide parking should be well connected to transit, bicycle and pedestrian infrastructure, and exceed the 500-foot requirement.

The Development Code includes an extensive list of parking ratios by development types that does not account for mixed-use development. This planning process may develop mixed-use parking standards for the Town Center. Additionally, setting maximum parking requirements for residential uses and increasing the use of shared or district-wide parking should all be considerations during the alternative development process. Managing parking (in addition to increasing transit, bicycle and pedestrian use) will be key to achieving a walkable district and in determining whether a Multimodal Mixed-Use Area designation is possible for the Town Center. A Multimodal Mixed-Use Area designation is awarded to allow a local jurisdiction more flexibility in regulating traffic congestion but requires parking management planning and transit access to reduce automobile use.
SECTION 3
INFRASTRUCTURE ANALYSIS

This section reviews three infrastructure topic areas, including:
- stormwater infrastructure,
- sewer infrastructure,
- and water infrastructure.

STORMWATER INFRASTRUCTURE

The project area drains to three watersheds including Coffee Lake Creek Basin in the northwest; the Willamette River in the southwest (via a piped outfall); and the Boeckman Creek Basin. The project area is served by a separated storm sewer system. The Boeckman Creek sub-basin flows through a regional flow control facility in Memorial Park.

The Willamette River has Total Maximum Daily Load (TMDL) allocations for mercury, bacteria and temperature that have been developed by the Oregon Department of Environmental Quality (DEQ) to meet the Federal Clean Water Act (TMDL Implementation Plan, 2014). To meet the TMDL and other stormwater permit obligations (e.g. NPDES), new development and redevelopment, city-wide, must provide stormwater management facilities, also known as best management practices (BMPs) on-site. Low Impact Development (LID) facilities must be used to the maximum extent practicable. LID facilities are stormwater BMPs, such as porous pavement and stormwater planters that mimic the pre-development natural stormwater runoff conditions and recharge the groundwater.¹ New development and redevelopment within the project area must provide on-site BMPs meeting current standards. Existing on-site BMPs must be evaluated and may need to be retrofitted to meet current standards as part of redevelopment. Stormwater management BMPs are typically required to be provided on-site unless special conditions exist, such as when the subbasin has a more effective, existing regional site designed to incorporate the development or which has the capacity to treat the site’s stormwater. As the scope of the Town Center planning process is refined, the project team will need to determine if the Memorial Park regional flow control facility may be retrofitted or if flow control must be provided on-site for all development.

A capital improvement plan (CIP) project was recently completed southwest of the Town Center Park Apartments. No other CIP projects have been identified (2012-2021 planning horizon) within the project area although some known issues exist, including the area

¹ Public Works Stormwater Standards, 2015
northwest of Town Center Loop (Stormwater Master Plan, 2012). At this location, capacity restriction exists at the outfall to the Oregon Department of Transportation (ODOT) right-of-way causing a minor flooding at Town Center Loop West near 29175 SW Town Center Loop W, in front of Fry’s Electronics.

**SEWER INFRASTRUCTURE**

The project area is divided into two sewer basins and served by a separated sanitary sewer system. The majority of the project area is within the Coffee Creek/Town Center Basin. A portion of the project area north and west of Town Center Loop is within the Coffee Creek Basin. Both basins drain to the Wilsonville Wastewater Treatment Plant.

The pipes within the project area are generally between 25-50 years old. The sanitary sewer master plan identifies several pipes within the project area for replacement due to a variety of factors including pipe age, root intrusion, and grade issues. Trenchless pipe rehabilitation technologies as described in the sanitary sewer master plan should be evaluated to reduce construction costs and extend pipe life. Estimated cost of replacement is based on an annual program of $360,000 for 930 feet of pipe.

Within Town Center, pipe materials vary and pipes range from 6 inches to 15 inches in diameter. The sanitary sewer master plan does not identify any capacity projects within the project area (2015-2025 planning horizon).

2. Wastewater Collection System Master Plan, 2014

**Table 1: Pipes Identified for Replacement/Rehabilitation (Wastewater Collection System Master Plan, 2014).**

<table>
<thead>
<tr>
<th>APPROXIMATE LENGTH</th>
<th>DIAMETER</th>
<th>AGE</th>
<th>MATERIAL</th>
<th>APPROXIMATE LOCATION</th>
<th>ESTIMATED COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>150’</td>
<td>8”</td>
<td>40-50 years</td>
<td>Concrete</td>
<td>29781 SW Town Center Loop W</td>
<td>$58,000</td>
</tr>
<tr>
<td>160’</td>
<td>8”</td>
<td>30-40 years</td>
<td>Concrete</td>
<td>7965 SW Wilsonville Road</td>
<td>$62,000</td>
</tr>
<tr>
<td>210’</td>
<td>12”</td>
<td>20-30 years</td>
<td>Concrete</td>
<td>29040 SW Town Center Loop E</td>
<td>$81,000</td>
</tr>
</tbody>
</table>
The assumptions for dry weather sewer flow contributions from land uses within the project area are included in Table 2.

During the Town Center planning process proposed changes to build-out land use will be compared to the existing build-out projections. It is recommended that replacement/ rehabilitation of pipes within the project area should be delayed until the Town Center planning process is completed.

The Town Center Pump Station serves a portion of the project area. Installed in 1996, the pump station has a capacity of 220 gallons per minute. The Town Center Pump Station has a higher rate of pump failure than other City owned pump stations and as such, has been identified for replacement. It is recommended that the replacement of the Town Center Pump Station should be delayed until the Town Center planning process is completed to ensure that it is sized correctly.

WATER INFRASTRUCTURE

The Willamette River Water Treatment Plant supplies potable water to the project area. The City of Wilsonville and the Tualatin Valley Water District jointly own the treatment plant. Potable water is provided to the site for domestic, irrigation and fire suppression uses. The majority of distribution mains within the project area are constructed of 12-inch ductile iron pipe. The City has not identified any fire flow deficiencies within the project area. The Water Distribution Master Plan only identifies one capital improvement project within the project area, consisting of an 8-inch line extension along SW Parkway Ave at 8855 SW Citizens Dr (Water System Master Plan, 2012). The need for this CIP project is dependent upon future development and would be determined as the development plan is refined.

The water system master plan capacity analysis assumed an average demand of 162 gallons per day per multifamily household (2010) with an annual 2.9% growth rate. Commercial use was assumed to be 850 gallons per day per acre (2010) with an annual 3.5% growth rate. Fire flow capacity was determined based on 1,500 gallons per minute for residential areas and 3,000 gallons per minute for commercial areas. During the Town Center planning process proposed changes to build-out land use will be compared to the existing build-out projections.

Table 2: Build-out Dry Weather Sewer Flow Projections (Wastewater Collection System Master Plan, 2014)

<table>
<thead>
<tr>
<th>CITY ZONING</th>
<th>DESCRIPTION</th>
<th>BUILD-OUT SEWER LOADING (GALLONS-PER-DAY-PER-ACRE)</th>
</tr>
</thead>
<tbody>
<tr>
<td>PDCTC</td>
<td>Planned Development Commercial Town Center</td>
<td>40-50 years (1000 gpad)</td>
</tr>
<tr>
<td>PDR6</td>
<td>Multi-family High Density</td>
<td>30-40 years (2958 gpad)</td>
</tr>
</tbody>
</table>
SECTION 4
NATURAL SYSTEMS AND RESOURCES ANALYSIS

Natural systems and resources within and adjacent to the project area will play an important role in shaping future development patterns in Town Center. This section discusses four natural resource systems:

- slope or grade,
- tree canopy density,
- wetland areas,
- and streams, rivers and waterways.

These systems have implications for the livability, infrastructure and natural resource management in Town Center.

SLOPE/GRADE
The slope is gentle throughout the plan area. The most prominent slope gradually declines over the length of a third of mile from approximately 205 feet above sea level at Canyon Creek Road and Town Center Loop East to 180’ to 175’ near Town Center Park. To the southeast of the project area, a significant slope exists into Boeckman Creek. Group C soils cover most of the plan area—sandy clay loam with low infiltration rates—which, in addition to the flat grade, provide desirable development conditions.

TREE CANOPY
The tree canopy in the Town Center study area is a combination of planted ornamental trees and native forest remnants. Some trees are in decline, such as the cherry trees in the median along Parkway Center between Courtside and Town Center Loop West. Within the plan area, the greatest density of tree canopy is located along the northern edge of Town Center Park and the southern edge of the Town Center Park apartments. The trees are largely native Douglas-fir and cottonwood. That concentration extends northward, along the pedestrian path bounded by the Town Center Park apartments to the west, and Clackamas Community College and the United States Postal Service Post Office to the east. These pockets of dense vegetation create unique locations for habitat for wildlife.

There are dispersed clusters of trees throughout the project area, including within the West Professional Plaza and along some of the larger roads, the northern edge of Town Center Loop East at the Marketplace Shopping Center, and in the Wilsonville Town Center Shopping Center. These trees are valuable for placemaking and design. Other tree canopies throughout the plan area are distributed in a standard mosaic within rigid surface parking lot alignments (as per the municipal code requirements based on the size of the parking lot or number of parking spaces), and along other roadways.
WETLANDS
No designated locally significant wetland areas exist within the project area boundary. The nearest designated wetland area is located in the Boeckman Creek corridor to the east of the plan area.

STREAMS, RIVERS AND WATERWAYS
Three distinct waterways are adjacent to the project area, one of which enters the project area. This unmanned waterway is part of the underground stormwater transfer system extending from the stormwater detention basin at Murase Plaza Park to the south, running along the western edge of Memorial Drive, and terminating at the northwest corner of Wilsonville Road and Town Center Loop East. A second waterway is located on the west side of I-5, aligned with the southern edge of the Fry’s Electronics building, and terminates prior to crossing the interstate and entering the project area. It is also managed underground. The third adjacent waterway is Boeckman Creek to the east of the project area. The successful use of water features both at Town Center Park and Murase Plaza Park points to a community enthusiasm for incorporating water into the built landscape.

ADJACENT / INFLUENCE AREAS AND FEATURES
Adjacent to the project area boundary, there are numerous natural features that impact and are impacted by development and activities in Town Center. Boeckman Creek is located east of Town Center and flows as close as one-eighth of a mile from the project area boundary. The creek is an environmentally rich landscape that serves as an ecological and scenic asset for the area. Memorial Park, located immediately to the southeast of the project area, provides various high-quality park and recreation amenities as well as stormwater management, air quality and habitat benefits. Town Center is also adjacent to several smaller parks including Courtside and Hathaway Park located due east of the project area. Additionally, there are a handful of existing master-planned communities and apartment complexes that include amenities and numerous park-like gathering spaces at the Village at Main. These features provide opportunities for enhanced greenway connections and the integration of natural features between Town Center and surrounding areas and will be further considered during the Town Center design development process.
SECTION 5
MULTIMODAL TRANSPORTATION CONDITIONS AND ANALYSIS

This section documents and evaluates existing conditions of the transit, bicycle, and pedestrian network in Wilsonville Town Center to inform key transportation opportunities and needs that will be referenced through the development of the Town Center Plan. A detailed analysis focused on the nine intersections most likely to be impacted by the Plan is attached as Appendix III.

Town Center roads are safe and keep cars moving. While not a traditional grid system, intersections operate smoothly during the evening rush hour and meet operating standards, although traffic congestion on I-5 impacts traffic circulation within Town Center. Additionally, Town Center’s roadways are relatively safe and a review of crashes in the City’s Transportation System Plan (TSP) did not identify any safety deficiencies in Town Center.

Future traffic growth can be accommodated through planned projects. Traffic forecasts for 2035 indicate that implementation of High Priority Projects in the TSP will generally address future mobility needs and increased travel demand on Town Center roadways.

Navigating Town Center may be difficult for motorists. Although wayfinding signs exist, due to the many driveways and access points, finding one’s way can be confusing.

Multimodal facilities exist and there are opportunities for additional improvements. Some pleasant pedestrian and bicycle facilities exist in Town Center. Town Center Loop East includes buffered bike lanes and a separated path, while Wilsonville Road under I-5 includes a comfortable elevated pathway with art. Additional public and private pathways provide some linkage within Town Center land uses.

Poor sidewalk and pathway conditions also exist in Town Center. Field observations identified cracked sidewalks, narrow sidewalks and pathways, debris on sidewalks, pathways that are difficult to find or end abruptly with no connection, and a lack of curb ramps that comply with current standards such as the Americans with Disabilities (ADA) Act.

1 Wilsonville Transportation System Plan, Amended 2016.
Many of the existing private developments are auto-oriented and do not provide safe and convenient connections between buildings for biking and walking. Also, walking and biking along some of Town Center’s roadways is uncomfortable. Factors include traffic speeds, number of travel lanes, turning vehicles at intersections, lack of motor vehicles buffers, presence and width of bike lanes, and roadway lighting. In addition, people may be deterred from walking and biking to Town Center because of high traffic volumes and speeds on Wilsonville Road that make crossing at the intersections difficult. Lower speed limits, wider sidewalks, buffered bike lanes, curb extensions and landscaped buffers improve conditions for walking and biking on streets in Town Center where they exist.

With the exception of Town Center Loop East, a section of Park Place, and a section of Courtside Drive, the analysis indicated that most adults would not feel comfortable walking or biking in Town Center. As an example, with four travel lanes and a posted speed of 35 MPH, Town Center Loop West is difficult for pedestrians and bicyclists to cross. At stop-controlled intersections, pedestrians must cross five travel lanes due to the existing left-turn pockets.

Transit service in Town Center serves the district and connects to key regional transit destinations. Two South Metro Area Regional Transit (SMART) transit routes serve the study area. Route 2x-Barbur and Route 4-Wilsonville Road provide service (20 to 60 minute headway, Monday to Saturday) to the Tualatin Park and Ride and Barbur Transit Center to connect to TriMet’s regional transit system. While some residents use this service, it is geared more towards commuters. Some of the transit stops in the Town Center have poor access, are unimproved or don’t meet the ADA standards.
LEGEND

- Building Footprints
- Parcels
- Highways
- Major Arterial
- Minor Arterial
- Collector
- Local Street

STREET CLASSIFICATIONS

SCALE: 1" = 400'
SECTION 6
MARKET ANALYSIS

This section provides an overview of market conditions facing Wilsonville, and implications for the Town Center. Appendix IV provides a complete market analysis.

POPULATION GROWTH

Wilsonville currently has approximately 23,000 residents living in just over 9,300 households. For context, the population of Wilsonville has grown about three times as fast as that of Oregon (which grew at a similar rate to the USA), and over twice as fast the greater metro region in the past 16 years (Figure 1).

COMMUTE PATTERNS

Wilsonville has decreased the number of residents who hold in-town jobs by about 50 people between 2004 and 2014 (Figure 2). By bringing more jobs to Wilsonville, and the right type of housing for the future employment base, there is an opportunity to reverse negative commute patterns for the city. This means that most of these new Wilsonville workers live elsewhere, and most residents commute out of the city to work.
RETAIL

The Town Center currently consists of 146,515 square feet (sf) of retail. According to Gibbs Planning Group, Wilsonville Town Center can presently support up to 116,300 sf of additional retail and restaurant development, generating up to $39 million in sales. By 2022, the area will likely be able to support an additional 23,600 sf for as much as 139,900 sf total commercial development, producing up to $48.4 million in gross sales. Gibbs estimates that future retail could consist of approximately 9 – 14 additional restaurants and 17 – 26 more retailers. The reasons for this demand include:

• **Underserving existing retail centers:** Retailers in the Wilsonville primary trade area are currently underserving the potential demographic base represented by a considerable amount of sales leakage among local employees and residents that could be captured by existing businesses and/or with the opening of 25 to 40 additional restaurants and stores.

• **Strong demographic characteristics and anticipated growth:** Average and median household incomes in the primary trade, $80,200 and $59,200 respectively, are desirable for retail growth. Home construction is on the rise in the surrounding area and home values have nearly recovered from the recession. The annual population and income growth rates, 1.84 and 1.11 percent, respectively, demonstrate a stable and increasing consumer base that will favorably affect new retail development.

• **Gap in regional retail market:** Wilsonville is devoid of a significant amount of large-scale (i.e. big box) retail found north of I-205. This could translate to a captive audience of nearby consumers who would rather shop closer to home than drive more than five miles for other shopping experiences.

• **Favorable Location:** Located at the intersection of I-5 and Wilsonville Road in an already established retail location, new commercial development, particularly in a mixed-use walkable town center configuration, could capture considerable expenditure from the trade area and beyond.

OFFICE

Nationally approximately 1,170 office properties, totaling 95.2 million square feet, are likely obsolete due to location and physical deficiencies that do not meet the current demand of walkable, “urban” office space. The first priority for determining if office space is viable is an acceptable location, which is defined as within a half-mile of mass transit access. The Wilsonville Town Center’s current location, next to I-5 and with access to transit already positions the area well for office uses. If it transitions into a walkable “urban” environment intermixed with office, residential and retail, it can counter negative trends in the suburban office market.

The Market Analysis determined that there will be the greatest office demand within the Town Center in the following areas:

• Professional, scientific and technical services
• Health care and social assistance
• Administrative and support services
• Management of companies and enterprises

RESIDENTIAL

Demand for residential units remains strong across the entire market area, which for residential and office developments, includes the three-city area of Tualatin, Sherwood, and Wilsonville. Wilsonville could capture a large portion of new households, especially considering the high number of non-city residents working in Wilsonville’s employment clusters. A growing senior population will drive demand for accessible senior housing, stacked flats, and multifamily housing. With amenities within walking distance and public transit options, the Town Center seems poised to capture some of this demand.

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1 Several new retail projects including Avalon, Georgia; North Hills, North Carolina; and Station Park, Utah all include a highly programed central “third place” which is a central park surrounded by retail. All developers have indicated that this third place now draws the customers who then happen to shop at the surrounding retail locations.

2 Suburban Office Obsolescence, Newmark Grubb Knight Frank, September 2015.
Town Center Park Apartments are the only apartments situated in Town Center. Asking rents at Town Center Park Apartments are significantly higher than average, at $1.54 per square foot per month. In fact, Town Center Park Apartments, per Costar data, have the third-highest apartment rents in the city despite being almost three decades old. It is outperforming all new apartment construction throughout the city, with exception of the Bell Tower at Old Town Square, a 51-unit luxury apartment structure located just across the freeway from Town Center that rents for $1.76 per square foot per month.

The performance of Town Center Park Apartments is indicative of nationwide trends where most generations (all except Gen X) are paying higher rents for walkable and amenity-rich locations. Around 80 percent of Millennials indicate a preference for walking rather than driving (America in 2015, ULI).

**MARKET DEMAND**
The market analysis determined the following demand (Table 3) for the Wilsonville Town Center by 2026 based on the projected growth and demand trends for the area.

<table>
<thead>
<tr>
<th>PRODUCT TYPE</th>
<th>DEMAND (CONSERVATIVE)</th>
<th>DEMAND (ATTAINABLE)</th>
<th>NOTES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td><strong>Ownership Attached</strong></td>
<td><strong>40 units</strong></td>
<td><strong>80 units</strong></td>
</tr>
<tr>
<td></td>
<td><strong>Condo, townhomes,</strong></td>
<td><strong>help define compact, walkable downtown streetscape.</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>rowhomes,</strong> or <strong>stacked flats. Consider three-or four-stories to help define compact, walkable downtown streetscape.</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Apartments</td>
<td><strong>190 units</strong></td>
<td><strong>280 units</strong></td>
<td><strong>Three-to five-story apartments, stacked-flat rentals, and mixed use developments. Strongest apartment market likely over next 1-5 years, but continued moderate demand in years 6-10.</strong></td>
</tr>
<tr>
<td>Single Family</td>
<td><strong>Detached (SFD)</strong></td>
<td><strong>SFD is poor fit for infill in the Town Center. Typical town centers consist of higher density development patterns and a greater mix of uses.</strong></td>
<td></td>
</tr>
<tr>
<td>Detached (SFD)</td>
<td><strong>SFD is poor fit for infill in the Town Center. Typical town centers consist of higher density development patterns and a greater mix of uses.</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Non-Residential</td>
<td><strong>Professional Office</strong></td>
<td><strong>45,000 s.f</strong></td>
<td><strong>90,000 s.f</strong></td>
</tr>
<tr>
<td></td>
<td><strong>Demand for professional/technical services and health/medical clinics (including dental, chiropractic, physical therapy, etc.) could support a smaller office building, but more likely to be part of storefront-type space in a mixed use development.</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Retailers</td>
<td><strong>17</strong></td>
<td><strong>26</strong></td>
<td><strong>This includes one grocery, one furniture, and specialty food and gift stores.</strong></td>
</tr>
<tr>
<td>Restaurants</td>
<td><strong>9</strong></td>
<td><strong>14</strong></td>
<td><strong>This includes a range of full and limited service as well as breweries and pubs.</strong></td>
</tr>
</tbody>
</table>
APPENDICES

Appendix I  City Center Plan Map
Appendix II  Development Code Review
              Notes
Appendix III  Transportation Analysis
Appendix IV  Market Analysis
Infrastructure Assumptions and Capacity Analysis

This memorandum provides the foundation for the infrastructure analysis completed for the Town Center Plan. The project team analyzed and has provided recommendations for wastewater, water and stormwater systems within Town Center based on the anticipated 40 year full buildout assumptions for residential, office, and commercial/retail development, as shown in Table 1.

Table 1. Potential Future Development by Land Use Type

<table>
<thead>
<tr>
<th></th>
<th>COMMERCIAL (SQ. FT.)</th>
<th>RETAIL (SQ. FT.)</th>
<th>OFFICE (SQ. FT.)</th>
<th>RESIDENTIAL (UNITS)</th>
</tr>
</thead>
<tbody>
<tr>
<td>EXISTING</td>
<td>299,238</td>
<td>321,340</td>
<td>178,947</td>
<td>79</td>
</tr>
<tr>
<td>NET NEW DEVELOPMENT</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(20 YEAR)</td>
<td>130,231</td>
<td>31,858</td>
<td>297,442</td>
<td>881</td>
</tr>
<tr>
<td>(40 YEAR)</td>
<td>204,595</td>
<td>50,000</td>
<td>541,053</td>
<td>1,603</td>
</tr>
<tr>
<td>NET TOTAL</td>
<td>503,833</td>
<td>371,340</td>
<td>720,000</td>
<td>1,682</td>
</tr>
<tr>
<td>PROJECTED EMPLOYEES</td>
<td>1,000</td>
<td>740</td>
<td>2,880</td>
<td>n/a</td>
</tr>
</tbody>
</table>

Note: Commercial land uses includes a broad category of real estate. For this analysis, commercial land uses are typically larger types of development, such as grocery stores, restaurants, larger retail (non-main street type uses) and entertainment uses. Retail, as defined for Town Center, are typically smaller scale uses typical of a main street development pattern. Residential unit calculations assume units of approximately 750 square feet, although the expectation is that a variety of housing unit sizes (studio, one, two and three bedroom) would be constructed over time. Square footage and housing units were determined using GIS analysis, market feasibility, and proposed zoning district density allowances. Approximately 40 percent of the square footage of developable parcels was removed to accommodate for landscaping new streets, off-street parking (including loading and circulation), public spaces, stormwater retention and treatment.

STORMWATER BASIS OF DESIGN

The project team made the following assumptions for evaluating the existing and future stormwater system.

1. The existing stormwater main conveyance system within the Town Center Development area has been deemed sufficient per the 2012 City of Wilsonville Stormwater Master Plan.
2. Existing stormwater main sizes within Town Center Development Area are per GIS data provided by City of Wilsonville.
3. Existing stormwater mains outside of future right-of-way will be removed. New stormwater mains will be installed in the future right-of-way. Locations of future right-of-way may be adjusted to limit the amount of utility relocations.
4. Minimum stormwater main pipe size is 12" per Section 301.8.02.b.2 of Wilsonville's 2015 Stormwater & Surface Water Design & Construction Standards.
5. All stormwater mains shall have sufficient slope to maintain a minimum flow velocity of 3 feet per second when flowing full per Section 301.8.02.k of Wilsonville's 2015 Stormwater & Surface Water Design & Construction Standards.
6. Development of adjacent parcels will implement on site water quality and flow control measures per Wilsonville's 2015 Stormwater & Surface Water Design & Construction Standards.
7. A minimum pipe slope of 1% was assumed for preliminary stormwater main sizing.

8. Table 2 can be used to size stormwater pipes in Town Center based on development acreage.

### Table 2. Pipe Sizing

<table>
<thead>
<tr>
<th>Pipe Size</th>
<th>Assumed Pipe Slope</th>
<th>Full Flow Capacity (cfs)</th>
<th>*Approximate Maximum Area of Impervious Surface (acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>8&quot;</td>
<td>1%</td>
<td>1.57</td>
<td>1</td>
</tr>
<tr>
<td>10&quot;</td>
<td>1%</td>
<td>2.85</td>
<td>3</td>
</tr>
<tr>
<td>12&quot;</td>
<td>1%</td>
<td>4.63</td>
<td>5</td>
</tr>
<tr>
<td>14&quot;</td>
<td>1%</td>
<td>6.99</td>
<td>8</td>
</tr>
<tr>
<td>16&quot;</td>
<td>1%</td>
<td>9.97</td>
<td>11</td>
</tr>
<tr>
<td>18&quot;</td>
<td>1%</td>
<td>13.65</td>
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<td>20&quot;</td>
<td>1%</td>
<td>18.08</td>
<td>20</td>
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<tr>
<td>24&quot;</td>
<td>1%</td>
<td>29.41</td>
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<td>1%</td>
<td>53.32</td>
<td>61</td>
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<tr>
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<td>1%</td>
<td>86.70</td>
<td>99</td>
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<tr>
<td>42&quot;</td>
<td>1%</td>
<td>130.79</td>
<td>150</td>
</tr>
<tr>
<td>48&quot;</td>
<td>1%</td>
<td>186.73</td>
<td>214</td>
</tr>
</tbody>
</table>

* Full flow pipe capacity calculated using FlowMaster and a manning’s coefficient of 0.010.

** Assuming a 25-year peak flow using TR-55 modeling of runoff from uncontrolled impervious area.

### SEWER BASIS OF DESIGN

The project team made the following assumptions for evaluating the existing and future sewer system:

1. Existing sewer main sizes within Town Center Development Area are per GIS data provided by City of Wilsonville.

2. Existing sewer mains outside of future right-of-way will be removed. New sewer mains will be installed in the future right-of-way. Locations of future right-of-way may be adjusted to limit the amount of utility relocations.

3. Minimum sewer main pipe size is 8" per Wilsonville's 2015 Public Work Standards.

4. Pipe size shall be determined by the design depth of flow (d) over the pipe inside diameter (D) is 0.67 per Wilsonville's 2015 Public Work Standards.

5. All sanitary sewers shall be laid on a grade that will produce a mean velocity of at least 2 feet per second when flowing full or half-full per Wilsonville's 2015 Public Work Standards.

The results of the analysis are shown in Table 3.

The Canyon Creek/Town Center sewer basin is not identified for capacity improvements in the 2014 Wilsonville Wastewater Collection System Master Plan. The master plan identifies a projected sewer flow
rate of 3.14 MGD for the future developed Urban Growth Boundary and Urban Reserve Area. Table 5-15 (from the Wastewater Collection System Master Plan) provides a summary of projected flow rates without correction for modeled peak flow attenuation and therefore is overly conservative. We assume that the system wide analysis completed in the Master Plan showed adequate capacity. Increases in peak flows resulting from buildout of the Town Center Plan is 0.69 MGD. Sewer flows through Town Center were modeled and found that the existing system is capable of accommodating the additional flows. However, an increase in surcharging is expected downstream at Memorial Drive and crossing I-5. The increase in surcharging is within acceptable limits and presents minimal risk for overflows.
# Table 3. Sewer System Capacity Analysis

<table>
<thead>
<tr>
<th></th>
<th>RDII (GPAD)*</th>
<th>Developed Area (ACRES)</th>
<th>GPD</th>
<th>MGD = gpd/1,000,000</th>
<th>Peaking Factor**</th>
<th>Peak Flow (MGD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing DWF - Peak Flow Estimate for Canyon Creek/Town Center per Table 5-15 of the 2014 Wastewater Collection System Master Plan</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0.44</td>
</tr>
<tr>
<td>Existing WWF - Peak Flow Estimate for Canyon Creek/Town Center per Table 5-15 of the 2014 Wastewater Collection System Master Plan</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0.82</td>
</tr>
<tr>
<td>Future UGB DWF - Peak Flow Estimate for Canyon Creek/Town Center per Table 5-15 of the 2014 Wastewater Collection System Master Plan</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0.43</td>
</tr>
<tr>
<td>Future UGB WWF - Peak Flow Estimate for Canyon Creek/Town Center per Table 5-15 of the 2014 Wastewater Collection System Master Plan</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0.16</td>
</tr>
<tr>
<td>Future URA DWF - Peak Flow Estimate for Canyon Creek/Town Center per Table 5-15 of the 2014 Wastewater Collection System Master Plan</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0.98</td>
</tr>
<tr>
<td>Future URA WWF - Peak Flow Estimate for Canyon Creek/Town Center per Table 5-15 of the 2014 Wastewater Collection System Master Plan</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0.31</td>
</tr>
<tr>
<td>Dry Weather Flow Projections for Town Center Development (NET new - Comm/Retail/Office)</td>
<td>1,000.00</td>
<td>18.27</td>
<td>18,265.56</td>
<td>0.02</td>
<td>2.30</td>
<td>0.04</td>
</tr>
<tr>
<td>Wet Weather Flow Projections for Town Center Development (NET new - Comm/Retail/Office)</td>
<td>1,800.00</td>
<td>18.27</td>
<td>32,878.02</td>
<td>0.03</td>
<td>-</td>
<td>0.03</td>
</tr>
<tr>
<td>Dry Weather Flow Projections for 1,603 New Residential Units within Town Center Development***</td>
<td>-</td>
<td>-</td>
<td>266,098.00</td>
<td>0.27</td>
<td>2.30</td>
<td>0.61</td>
</tr>
<tr>
<td><strong>Total (New plus existing):</strong></td>
<td><strong>3.83</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Delta %:</strong></td>
<td><strong>21.88%</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*Values for the RDII rate and the Unit Load for high density commercial areas were taken from the 2014 Wilsonville Wastewater Collection System Master Plan.

**Diurnal Pattern Peaking Factor of 2.3 was taken from Table 6-1 of the 2014 Wilsonville Wastewater Collection System Master Plan.

***Residential unit loading was based on a per household wastewater usage of 166 gallons per day (gpd) taken from the 2014 Wilsonville Wastewater Collection System Master Plan.
The project team made the following assumptions for evaluating the existing and future water system.

1. Existing water main sizes within Town Center Development Area are typically 12” per GIS data provided by City of Wilsonville.

2. Existing water mains outside of future right-of-way will be removed. New water mains will be installed in the future right-of-way. Locations of future right-of-way may be adjusted to limit the amount of utility relocations.

3. Allowed water main pipe sizes are 8", 12", 18" or 24" per Wilsonville's 2015 Public Work Standards.

4. The required fire flow shall be 3000 gpm with a minimum residual pressure of 20 psi per Wilsonville's 2015 Public Work Standards.

5. Town Center Development Area is in Pressure Zone B per Figure 5 in Wilsonville's 2012 Water System Master Plan.

6. Pressure Zone B has a hydraulic grade of 400 ft, a service elevation range of 100-285 ft and a pressure range of 50 to 130 psi per Figure 5 in Wilsonville's 2012 Water System Master Plan.

7. The typical water system modeled pressures under an annual average day demand scenario for the Town Center Development Area is 80 to 110 psi per Chart 3.2 in Wilsonville's 2012 Water System Master Plan.

8. Town Center has a topographic elevation range of 175 to 200 feet, domestic water service would be anticipated to be supplied with pressures ranging from 87 to 98 pound per square inch (psi).

9. Per Figure 4 in Wilsonville's 2012 Water System Master Plan, the existing 12” water mains in the main loop of Town Center area are not identified for recommended improvements per a system evaluation based on the future demands assuming an annual growth rate of 2.9% for residential areas and an average annual growth rate of 3.25% for commercial/industrial areas through 2036.

The results of the analysis are shown in Table 4.

Based on the following assumptions, a 12” domestic water main would be sufficient to provide water service for the Town Center:

1. Fire flow requirements are the main factor in pipe sizing rather than demand based on land use.

2. The existing 12” system in Town Center has adequate capacity per Wilsonville's 2012 Water System Master Plan.

3. The projected growth Town Center growth is less than the growth assumed in Wilsonville's 2012 Water System Master Plan.

4. The existing 12” system is not identified for upgrades based on future growth in Wilsonville's 2012 Water System Master Plan.
The proposed 12" water main grid and future water demand for Town Center has not been integrated in the water main network model completed under Wilsonville’s 2012 Water System Master Plan. Prior to construction, the proposed water main system in the Town Center Development should be included in the system model and flow and pressure demands should be tested at various points within the Town Center Development Area.
### Table 4. Water System Capacity Analysis

<table>
<thead>
<tr>
<th>Multi-Family Residential Water Demand (based on net total full buildout number of units)</th>
<th>Multi-Family Max Day Demand (gpd/unit)*</th>
<th>Commercial Max Day Demand (gpm/acre)**</th>
<th>Multi-Family Residential Units</th>
<th>Developed Acres</th>
<th>Town Center Development Water Demand (GPM)</th>
</tr>
</thead>
<tbody>
<tr>
<td>283</td>
<td>-</td>
<td>1682</td>
<td>-</td>
<td>36.62</td>
<td>330.56</td>
</tr>
<tr>
<td>Commercial/Industrial Water Demand (based on net total full buildout area)</td>
<td>-</td>
<td>3.30</td>
<td>-</td>
<td>36.62</td>
<td>120.85</td>
</tr>
<tr>
<td><strong>Total (Full Buildout Max Day Demand):</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>451.41</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Commercial</th>
<th>Retail</th>
<th>Office</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing (SF)</td>
<td>299,238</td>
<td>321,340</td>
<td>799,525</td>
</tr>
<tr>
<td>Net New Development (40 year) (SF)</td>
<td>204,595</td>
<td>50,000</td>
<td>541,053</td>
</tr>
<tr>
<td><strong>Net Total (Full Buildout) (SF)</strong></td>
<td>503,833</td>
<td>371,340</td>
<td>720,000</td>
</tr>
<tr>
<td><strong>Net Total (Full Buildout) (acres)</strong></td>
<td>11.57</td>
<td>8.52</td>
<td>16.53</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Residential (units)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing</td>
</tr>
<tr>
<td>Net New Development (40 year)</td>
</tr>
<tr>
<td><strong>Net Total (Full Buildout)</strong></td>
</tr>
</tbody>
</table>

*Values for the multi-family residential max day demand are per Table 2.8 of the 2014 Wilsonville Wastewater Collection System Master Plan
**Values for the commercial max day demand are per Table 2.9 of the 2014 Wilsonville Wastewater Collection System Master Plan
Community Engagement Summary

INTRODUCTION
The Town Center Plan establishes a community-driven vision for Town Center and a set of strategic actions to support the vision. Since launching the Plan process in Fall 2016, the Project Team has reached out to the community and stakeholders through a variety of engagement activities, to ensure that the Town Center Plan will reflect community priorities, preferences, and values.

Phase One of the project established the community’s vision and goals for the future of Town Center and identified existing issues and priority improvements. During Phase Two, community members and stakeholders defined how they want the “building blocks” of Town Center to look and function in the future. Building blocks include: 1) Land use 2) Open spaces and parks and the 3) Multimodal network. Based on community and stakeholder ideas and feedback, the project team drafted and then refined the building blocks. This process resulted in a Draft Community Design Concept. During Phase 3, the Project Team focused on translating the community concept into an actionable, long-range plan for Town Center. During this phase, community members and stakeholders provided input on priority projects, specific elements of the future Town Center, and ideas for implementing the Plan.

This summary provides an overview of the materials and results associated with each public engagement activity during the three phases of the Town Center Plan process. Detailed materials and summaries are online: www.wilsonvilletowncenter.com/document-library/
Phase One Community Outreach Summary

ENGAGEMENT ACTIVITIES
1. Project Task Force
2. Community Kick-Off Event
3. Community Design Workshop
4. Stakeholder Meetings
5. Meetings with Technical Partners
6. Planning Commission Meeting
7. Planning Commission-City Council Joint Workshop
8. Community Events/“Out-and-abouts”
9. Question of the Month (online and at Idea Centers)
10. Ongoing Communication

Community Members and Stakeholders
A variety of community members and stakeholders have been engaged throughout the planning process include the following (members of these groups overlap).
- City elected officials
- Wilsonville residents
- Youth and seniors
- Spanish-speakers
- Service providers in Town Center
- Town Center employees
- Town Center residents
- Town Center business and property owners
- City staff

Outcomes
The input received during Phase One of the project shaped the vision and goals for the Town Center Plan. The vision and goals will guide the policies, projects, programs, and partnerships included in the Plan. The Project Team analyzed community and stakeholder input and identified themes related to assets, constraints, and opportunities in Town Center.

VISION
Town Center is a vibrant, walkable destination that inspires people to come together and socialize, shop, live, and work. Town Center is the heart of Wilsonville. It is home to active parks, civic spaces, and amenities that provide year-round, compelling experiences. Wilsonville residents and visitors come to Town Center for shopping, dining, culture, and entertainment.
GOALS

1. **Environmental Stewardship.** Integrate nature into the design and function of infrastructure and development in Town Center to protect Wilsonville’s natural resources.

2. **Harmonious Design.** Create urban design standards for pedestrian-oriented building and street design and a variety of quality building types and land uses.

3. **Mixed Uses.** Development provides interconnected land uses that incorporate play and recreation, with a range of retail, services, dining and entertainment options, and increased opportunities for residential and employment uses.

4. **Safe Access and Connectivity.** Provide transportation infrastructure designed to create a safe, accessible environment for all modes of travel in Town Center, foster multimodal access between buildings and land uses in Town Center, connect to surrounding neighborhoods, and provide local and regional accessibility.

5. **Community Gathering Places.** Provide vibrant, diverse and inclusive spaces that bring people together with activities and events for year-round fun, culture and socializing.

6. **Economic Prosperity.** Create opportunities to support and grow existing businesses and attract new businesses that provide a diverse range of local and regional retail, entertainment, and commercial activities.

ASSETS: **Town Center enjoys...**
- A variety of services and civic uses
- Great public art and entertainment
- Proximity to neighborhoods
- Plenty of parking (identified as both an asset and a constraint)
- Good transit access and jobs nearby

CONSTRAINTS: **Town Center has...**
- Limited lighting and crosswalks (not pedestrian-friendly)
- Too many parking lots, which are tough to navigate by foot
- Too much traffic
- A lack of cohesion and connectivity
- Too few gathering spaces
- Limited variety of stores and restaurants
- Low visibility for existing businesses
- Limited connections across I-5
- Limited transit frequency
OPPORTUNITIES: The Future Town Center should...

- Be a focal point of the community
- Include gathering spaces
- Offer pedestrian and bicycle connectivity
- Have centralized parking
- Be visible from I-5
- Include a mix of uses, including small-scale, local retail and restaurants and higher density housing
- Have opportunities for more entertainment and nightlife
Phase Two Community Outreach Summary

ENGAGEMENT ACTIVITIES
1. Community Design Workshop
2. Community Block Party
3. Community Design Survey
4. Instagram Contest
5. Project Task Force
6. Technical Partners Meeting
7. Planning Commission Meeting
8. Planning Commission – City Council Joint Work Session
9. Stakeholder Meetings
10. Community Design Concept Open House
11. Town Center Latino Family Night: Community Design Concept Open House
12. Community Design Concept Survey
13. Question of the Month

COMMUNITY OUT-AND-ABOUTS
In addition to the major engagement activities listed above, the City went to a variety of established events, referred to as Community Out-and-Abouts (listed below), which provided community members with convenient opportunities to participate in the Town Center Plan. The input received at the Out-and-Abouts is incorporated in the Question of the Month results and Community Design Survey feedback summary in the compendium.

- Beer Station Pub Trivia Night (July 19, 2017)
- Vanguard Brewing Pub Trivia Night (July 25, 2017)
- Quench Pub Trivia Night (August 9, 2017)
- Kiwanis Fun Run (July 29, 2017)
- Fun in the Park (August 5, 2017)
- Wilsonville Brewfest (August 12, 2017)
- OIT Welcome Back Night (September 27, 2017)
- Boeckman Primary Latino Advisory Group (January 25, 2018)
- Latino Advisory Group (February 12, 2018)

ONGOING COMMUNICATIONS
Community members were provided with ongoing project updates and opportunities for input. This communication material is not included in the attached compendium but can be provided upon request.

- Idea Centers: Library, Parks and Wilsonville Community Sharing displays with project background, announcements and question of the month
- Town Center website
- Boones Ferry Messenger articles
• Press releases
• Interested Parties e-mails
• Business Newsletters (October 2017 and February 2018)
• SMART bus channel cards
• School bulletin boards
• Social media
• Citizen comments (email, phone and comment cards)

COMMUNITY MEMBERS AND STAKEHOLDERS
The outreach and engagement activities summarized here solicited input and ideas from a broad range of community members and stakeholders, including but not limited to:

• City elected officials
• Wilsonville residents
• Youth and seniors
• Spanish-speakers
• Service providers in Town Center
• Town Center employees
• Town Center residents
• Town Center business and property owners
• City staff

OUTCOMES
Phase 2 public and stakeholder engagement provided clear direction on the community’s draft design concept for Town Center and the preferred approaches to land use, urban design, open spaces, and mobility. These approaches are summarized and illustrated below.

Land Use: There should be a diversity of land uses throughout Town Center that make it a lively, fun place to visit year-round. Extend Parkway Ave. to Wilsonville Rd to create a walkable, vibrant mixed use main street. Activate streetscapes with covered outdoor dining, places to gather and ground-level retail where possible.

Open Spaces: Create an “Emerald Chain” of parks, small plazas, green streets, and trails that connect the future I-5 pedestrian/bicycle bridge to the Town Center Park, Memorial Park and Murase Plaza.

Multimodal Network: A more walkable street grid should incorporate transit service, on-street improvements for bicycles and pedestrians, and connections to off-street trails. The future network should maintain local access to businesses in Town Center and reduce through-traffic at the Town Center Loop West/Wilsonville Road intersection, making it calmer and safer.
Phase Three Community Outreach Summary

ENGAGEMENT ACTIVITIES

• Pop-Up Main Street at the Community Block Party  
• Town Center Plan Economic Summit Panel  
• Technical Partner Meetings  
• Meridian Creek 7th Grade Class Project  
• Question of the Month  
• Project Task Force  
• Planning Commission Meetings  
• City Council Meetings  
• Online Town Center Plan and comment form

ONGOING COMMUNICATIONS

Community members were provided with ongoing project updates and opportunities for input. This communication material is not included in the attached compendium but can be provided upon request.

• Idea Centers: Library, Parks and Wilsonville Community Sharing displays with project background, announcements and question of the month  
• Town Center website  
• Boones Ferry Messenger articles  
• Interested Parties e-mails  
• Business Newsletters  
• School bulletin boards  
• Social media  
• Citizen comments (email, phone and comment cards)

COMMUNITY MEMBERS AND STAKEHOLDERS

Throughout the planning process, the outreach and engagement activities solicited input and ideas from a broad range of community members and stakeholders including but not limited to: City elected officials, Wilsonville residents, youth and seniors, Spanish-speakers, service providers in Town Center, Town Center employees, Town Center residents, Town Center business and property owners and City staff. In Phase 3, as the details of the plan were being developed, stakeholders who had participated in the planning process were invited to meet with the project team to provide feedback on the draft plan elements. The broader Wilsonville community was invited to provide feedback on the Draft Town Center Plan.

OUTCOMES

Community input in Phase 3 continued to reinforce community priorities established in the first two phases of the planning process. Community members provided feedback on specific
elements of the plan, including the proposed main street (extension of Park Pl.) and cycle track, as well as parking. Business stakeholders in Town Center shared their ideas and feedback on strategies for spurring investment and supporting existing businesses. This input informed recommended policies and design approaches included in the Plan. Additionally, technical partners, the Planning Commission and City Council refined Plan recommendations related to transportation, zoning, and development strategies.

Ultimately, the community-driven Town Center plan will be reviewed by community members, the Planning Commission, and City Council. Any needed refinements will be made to ensure the Plan reflects the community’s vision.
PUBLIC ENGAGEMENT PLAN
Overview

The Town Center Plan (the Plan) will guide development in Town Center to create a cohesive, unified district that enhances existing assets in the area and sets the stage for new development. The Plan will provide a community-driven vision for Town Center and strategic actions that will establish a clear path forward to advancing the vision. These actions may include new projects, programs, partnerships, or policies.

Town Center is a community hub. It is home to City Hall, Town Center Park, and a Korean War Memorial, as well as a diversity of businesses, services, and residences. Town Center is an integral piece of the city’s physical and social landscape. The success of the Town Center Plan and the future of this area depend on engaged and invested community members. This Public Engagement and Communication Plan outlines the project’s approach to engaging the community, describing the methods, tools and activities that will be utilized and specifying expected goals, outcomes, and target participants.

Outreach Goals and Outcomes

This planning process will be driven by Town Center residents, employees, patrons, property owners, and business owners, as well as the Wilsonville community at-large, including underserved communities, community leaders, City staff and elected officials. The planning process is built around collecting and incorporating ideas, input, and feedback from a wide range of community members to ensure it reflects the whole community and is accessible to all. The Project Team – consisting of City staff and the Consultant Team – will work diligently to encourage community members to get involved and stay involved in the planning process.

GOALS

The approach behind the Public Engagement and Communication Plan includes the following goals:

1. **Build relationships in Wilsonville.** Create opportunities for stakeholders and the public to meet and engage with others interested in the future of Town Center.

2. **Create opportunities for inclusive participation.** Provide multiple and varied opportunities for a wide range of community members and stakeholders to provide meaningful input.

3. **Balance the diverse interests of the community.** Work with community members across Wilsonville, including employees, patrons, residents, and business and property owners, to meet current and future needs and facilitate future uses. Participants’ demographics and areas of interest will be tracked throughout the process to ensure that a diversity of community members are being heard.

4. **Generate excitement and community ownership.** Tell a story that captures Town Center as a geographic, economic, and cultural hub in Wilsonville and that carries forward the city’s unique history, character, and role in the region. The Town Center Plan will support Wilsonville’s evolving identity and sense of place.
5. **Collaborate and inform decision-making.** Collect useful and relevant public input that reflects local expertise and values and informs the decision-making process related to future development of the Town Center.

6. **Build long-term capacity for civic engagement.** Build social capital and support from community members and stakeholders who will continue to stay involved and share their issues and concerns, as well as participate in solutions and strategies necessary to develop the Town Center.

7. **Align with Wilsonville planning city-wide.** Coordinate Town Center Plan recommendations with other ongoing and proposed efforts throughout the city.

**GUIDING PRINCIPLES**

The following guiding principles for public engagement provide focus and inspiration for the project’s outreach methods and activities. These principles guide the implementation of the public engagement goals.

- **Inclusive, Flexible and Innovative.** The Town Center Plan Project Team will proactively reach out and engage a full range of stakeholder groups across Wilsonville. The public participation process will accommodate engagement in a variety of settings, both in-person and online. Engagement opportunities will be adjusted as needed if specific community groups or perspectives are found to be underrepresented in the planning process.

- **High-Touch and High-Tech.** Many people respond well to face-to-face communication. Interactive public events and meetings will allow direct communication between the Project Team and community members, reaching people in a more direct setting. Materials and engagement activities, including questionnaires, infographics, and presentations/videos, will also be adapted to online formats so that they are accessible by tablet, smartphone and home computer. The digital approach helps reach a wider range of community members, especially those who typically do not or cannot attend traditional meetings. Providing multiple platforms for engagement throughout the planning process will also allow people to contribute to multiple aspects and phases of the plan. There is not one community engagement phase to this planning process but rather the community is shaping the plan throughout the process.

- **Authentic and Meaningful.** The Project Team’s technical analysis will be shared with community members and stakeholders to foster a shared understanding of opportunities and constraints. Community member and stakeholder’s ideas, input and feedback will be collected and analyzed throughout the planning process to inform the Project Team’s technical analysis and shape the Plan recommendations.

- **Clear, Focused, and Understandable.** The project materials will be relatable and relevant. Project content will be described in language that is easy to understand by people from a diversity of backgrounds and areas of expertise.

**TARGETED OBJECTIVES**

The following public engagement objectives are specific, measurable actions that will advance the engagement goals.

1. **Accessibility.** The process should provide community members with diverse abilities and needs multiple opportunities to engage.
• City sponsored public events will be held in an ADA accessible location near public transit lines, when possible. All opportunities for community input, including online surveys and community workshops, will be made accessible for visually and hearing impaired participants, as needed.
• When feasible, City sponsored public events will be scheduled at varying times to allow participation by people with a range of different work schedules.
• Stakeholder meetings will be held in a variety of locations and formats to accommodate the different needs of participants.
• Materials will be translated into non-English languages as needed. Translation at community events will also be provided, if a need is determined.

2. **Extent.** The process should involve and inform as many members of the community as possible.

   • Opportunities for involvement will be publicized broadly using an array of City of Wilsonville communication channels.
   • The total number of participants will be tracked across all outreach activities to measure the number of people reached against participation goals. If goals are not being met, outreach strategies can be adjusted.
   • Participation goals will be set for the following individual outreach methods at each phase of the project:
     - Social media engagement
     - Online survey responses
     - Stakeholder interview/meeting discussions
     - Public event attendance

3. **Diversity.** The process should engage a range of people that reflects the diversity of interests, ethnicities, incomes, and needs of the Wilsonville population.

   • Outreach activities will collect demographic data, where practical, to help assess how well we are reaching community members who are reflective of Wilsonville’s population.
   • Populations of special concern include business and property owners, renters, and residents who speak a language other than English at home. These populations typically do not participate in public engagement processes.
   • We will adjust the public engagement plan if engagement activities are not resulting in diverse participation.

4. **Impact.** The public outreach process should inform the decision-making process for the Town Center Plan.

   • Major themes and trends identified through the public engagement efforts will be recorded and presented to City staff, the Planning Commission, and City Council members. These themes will inform the Plan analyses and recommendations.
TARGET PARTICIPANTS

As described above, the Town Center Planning process aims to build enduring community relationships and partnerships across the community. The high profile of this planning area and its central role in the community presents an opportunity to engage and mobilize community members, including those who might not traditionally participate in public planning processes. The commercial nature of the project area also provides a catalyst for engaging private business and property owners.

Target participants include:

- Residents, in and adjacent to Town Center, and from throughout the city
- Employees in Town Center
- Property owners, commercial and residential, in Town Center
- Business owners, retail and non-retail, in Town Center
- Major Employers in Wilsonville
- Wilsonville Chamber of Commerce
- Community-based organizations, including arts, culture, and services
- Tenant and neighborhood association representatives
- Local and state agencies
- Relevant utilities
- Non-English speakers
- Senior community
- Youth

Communication and Outreach Methods and Tools

A variety of engagement tools and activities will encourage community and business leaders, Wilsonville residents and employees, City and partner agency staff, and other interested community members to become active participants in the Town Center planning process. This strategy includes multiple opportunities for input so that community members can participate in a manner that is convenient for and accessible to them. This inclusive approach to outreach is especially important for reaching people whose voices are often underrepresented in planning processes.

PUBLIC OFFICIAL AND CITY STAFF INVOLVEMENT ACTIVITIES

Throughout the planning process, public officials will be updated with the community’s input and the results of the technical analysis, and provided with opportunities for input.

- **City Council Updates.** The Project Team will facilitate two joint meetings with Council and the Planning Commission and two works sessions with City Council. The Project Team will also present at two work sessions and a Council hearing in preparation for the adoption of the final plan. MIG will prepare the presentations, which will summarize key work products, and support City staff in completing the City Council meeting materials. City staff is responsible for submitting the City Council meeting materials.

- **Planning Commission Updates.** In addition to two joint meetings with Council, the Project Team will facilitate three work sessions with the Planning Commission. The Project Team will also present at two work sessions and a Commission hearing in preparation for the adoption of the final plan. MIG will prepare the presentations, which will summarize key work products, and
support City staff in completing the Planning Commission meeting materials. City staff is responsible for submitting the Planning Commission meeting materials.

PUBLIC INVOLVEMENT ACTIVITIES

Project Task Force

A Project Task Force will be recruited through various channels, including a mass mailing of invitations to individuals and groups representing the target participants as well as a call for applications through the City’s news blast. The Project Team will review Task Force applications and select members that represent a variety of perspectives (target participants listed on the previous page). Those who are interested in being involved in the Town Center planning process but are not selected for the Task Force, or would prefer a different role in the project, will be invited to participate through stakeholder meetings, interviews, and/or other public events.

The Task Force will meet up to six times during the planning process to provide guidance on project deliverables and engagement activities. Members of the Task Force will also be asked to communicate opportunities for public participation to their constituents and communities. MIG will organize and facilitate the meetings and provide meeting materials and summaries.

Technical Partners

Throughout the process, the Project Team will work with agency partners, such as local utilities, transit, the County, and Metro to ensure consistency with other local planning efforts and processes. These technical partners will review technical analyses and provide input on recommended strategies and project priorities, as appropriate.

Stakeholder Meetings

Up to ten individual or small group stakeholder meetings, facilitated by MIG, will provide an opportunity for individuals or small groups who could have a significant influence on the project but may not be part of the Task Force, to provide input. The intent of the meetings is to gain information on existing conditions and best practices for redevelopment in the Town Center, engage landowners and businesses, vet potential goals and objectives for the project, and identify regulatory challenges and desired land use patterns. This is an opportunity for the City’s leadership to connect with some of Town Center’s larger non-local land owners and invite them to be involved in the planning process. Interviews are anticipated to take between 30 and 60 minutes each and will be documented with notes prepared by MIG and combined into one brief summary document. The City will lead the scheduling of these meetings.

Stakeholders may include, but are not limited to, representatives from the following organizations:

- Landowners
- Business
- City Council
- Planning Commission
- Local neighborhood and community groups
- Chamber of Commerce
- Rotary
- Development experts

Community Kick-Off

A public event will introduce the Town Center Plan to the community at large and set the stage for an ongoing public engagement process. The Project Team will provide event participants with a brief project background presentation including infographics summarizing current conditions in project area. Presentation materials will also highlight best practices in urban design and successful examples of town
centers in other communities. Urban design, land use, and real estate market experts will be at the event to speak with community members and public officials about the Town Center Plan and best practices that Wilsonville can consider for Town Center. Interactive activities and/or small group discussions will focus on developing a vision and project goals. Workshop participants will also identify and discuss opportunities and constraints for Town Center. Interactive workshop activities could include the following:

- Workshop participants describe their desired future Town Center on a placard and have their photos taken with their future Town Center. This prompts people to start thinking big picture about what’s possible in Town Center. The placards displayed in public venues and future community events and posted to the website.
- Workshop participants use graphic stickers on large maps to mark assets and issues in Town Center. This activity allows workshop participants to describe their experiences in Town Center, such as where they enjoy spending time and where and how they travel. This activity may be conducted in small groups and facilitated by a Project Team member. Facilitators will graphically record small group discussions.

**Mapita Online Survey**

Mapita is an online map-based survey platform through which participants respond with place-based feedback. The survey will launch directly following the Community Kick-Off and will run through early Spring 2017. The survey will provide people who were not at the Kick-Off event with the opportunity to identify opportunities and constraints in Town Center. The survey will ask questions about how community members perceive, use, and move through Town Center. The survey may also ask participants to locate and describe any issues and barriers they face while accessing Town Center, and their transportation and land use preferences. The response data will dovetail with the environmental and multimodal transportation analyses to provide insights into how current conditions impact community members’ transportation and use patterns.

**Community Design Workshop #1**

Design Workshops are collaborative public events that invite community members to make choices about the future of the planning area. These events are accessible to all ages and abilities, and in addition to informing The Plan, they also help build community and generate excitement about the Plan. Community Design Workshop #1 will be a ½-day Saturday event for the general public to kick off the design process. Interactive and accessible activities will allow participants to visualize potential development and multimodal transportation options, density, massing, urban design. The concepts developed by the workshop participants will be shared with the wider community via an online survey. The results of the workshop and survey will be compiled into a presentation-style report. The concepts will be refined by the Project Team and shared at Community Design Workshop #2.

**Community Design Workshop #2**

Community Design Workshop #2 will provide participants with the results of the community outreach and project analyses to-date. The workshop will introduce the design options developed by the Project Team coming from the ideas identified during the first workshop, and refined by community input and technical analysis. The Project Team will confirm the workshop format as it approaches, but assume it will include:

- Keypad polling to allow participants to anonymously provide feedback on aspects of the design concepts that they agree or disagree with. Results are shown instantly.
- Facilitated small group discussions to refine the concepts
- Small group report-outs to the larger group. MIG will capture the discussion using wall-graphic techniques.

**Pop-Up Event**
An interactive pop-up event(s) in Town Center will raise awareness about the Town Center Plan and help refine the final recommendations of The Plan. The event will be held in late August after completion of the Draft Urban Design and Land Use Plan and Priority Projects. The event should align with an existing well-attended event, such as a city-wide BBQ or a Rotary Concert.

The event will feature display boards that describe the key components of the Draft Urban Design and Land Use Plan strategies and describe how public input shaped the strategies. The interactive display boards will encourage further public feedback on strategy and policy recommendations. Pop-up events are also good opportunities for tactical urbanism interventions, such as temporarily reconfiguring streets to show proposed new alignments, pop-up stores, public art, parklets (parking spaces converted into public amenities such as mini parks, café seating, or street libraries with a seating area), or activating vacant lots with temporary uses. The public input from this event will help the Project Team to refine the draft plan and implementation strategy.

**Idea Centers**
The City will host neighborhood “Idea Centers” in high-visibility locations such as the City Library, Parks and Recreation Center, and Community Center. These “Idea Centers” will provide information about the Town Center Planning process and be updated regularly with project material, including results from the Kick-Off Event and Community Workshops, and the design options. The Idea Centers can also serve as platforms for feedback, inviting passersby to comment on maps or write their responses to “Questions of the Month” on post-its. The Idea Centers will promote the online surveys and community events to encourage viewers to get involved in the Plan.

**Neighborhood Pop-Ups**
City staff will go out into the community to receive input at casual and accessible venues, such as coffee shops and pubs, and/or bring mobile workshops to popular shopping locations or events. These on-the-ground outreach methods reach people during their daily routines and are low-barrier access points to the planning process, especially for those who are intimidated by traditional workshops or surveys.

**Targeted Engagement Activities**
The Consultant Team will support the City in executing ongoing community outreach and engagement activities that engage people where they are and provide opportunities for input from targeted groups or input about specific issues. These activities will be completed on an as-needed basis. Supplemental engagement activities will be deployed in response to the following conditions:

- If the analysis surfaces an issue or topic that requires additional input or feedback from a specific community or stakeholder group.
- If the demographics of participants in the other public involvement activities are not reflective of the Wilsonville community and there is a significant gap in representation. The Project Team will review participation after every significant community event as well as surveys to evaluate levels of participation across target community groups and participants.
- If a group of community members or stakeholders expresses a high level of interest in working with the City to bring the planning process to their constituents.
The following is a list of potential targeted outreach services. Not all the following activities will necessarily be used during this planning process:

- Neighborhood/district workshops and forums
- Outreach materials at community festivals and events
- Intercept surveys in high traffic areas and events
- Live Q & A on Facebook
- Presentations at Community Groups like Chamber, Rotary Club, Kiwanis Club
- Workshops with high school students

*For all community events:* The Consultant Team will lead the workshops and develop materials. City staff will lead and staff ongoing community events. The City will be responsible for identifying and providing a location for the workshop or event, providing logistical support and publicizing the event to the public through the various communication methods and protocols (described below).

**PROMOTIONAL TOOLS**

- **Project Website.** MIG will develop and maintain a branded project website to provide project updates, ways to get involved and current plan status. The website will include interactive features, such as monthly polls. City staff will assist in updating the website with current information about the project.

- **Social Media Engagement.** MIG will work with the City to ensure that the City’s social media platforms are used to raise awareness about the Town Center Plan and promote opportunities to get involved in the planning process. Facebook can also serve as a platform for discussion, where input and feedback can be collected.

- **Boones Ferry Messenger:** MIG will work with the City to ensure that the City’s newsletter, the Boones Ferry Messenger is used to raise awareness about the Town Center Plan and promote opportunities to get involved in the planning process.

- **Press Releases:** MIG will work with the City to use press releases issued to the local media to raise awareness about the Town Center Plan and promote opportunities to get involved in the planning process.

- **Idea Centers:** MIG will work with the City to prepare rotating materials aimed at sharing information and gathering input for community bulletin boards located at the City Library, Parks and Recreation Center, and Community Center (described above).

*Continued on following page*
### OUTREACH TOOLS MATRIX

<table>
<thead>
<tr>
<th>General public, including the senior community and youth</th>
<th>Project Task Force</th>
<th>Stakeholder Meetings</th>
<th>Public Events</th>
<th>Targeted Engagement Activities</th>
<th>Surveys</th>
<th>City Council / Planning Commission Updates</th>
<th>Website Updates &amp; Boones Ferry Messenger</th>
<th>Media Relations (press release and media outreach)</th>
<th>Social Media</th>
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<td>Non-English Speaking Community Members</td>
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<td>Employees in Town Center</td>
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<td>Developers/Brokers</td>
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<td>Local/State agencies (transportation, land use, education)</td>
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<td>Community-based organizations, including arts, culture, and services</td>
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