

**CITY OF WILSONVILLE
CITY COUNCIL WORK SESSION NOTES
JULY 18, 2016**

The Wilsonville City Council held a work session on Monday, July 18, 2016 at the Wilsonville City Hall beginning at 5 p.m.

The following City Council members were present:

Mayor Knapp
Councilor Starr
Councilor Fitzgerald
Councilor Stevens
Councilor Lehan

Staff present included:

Bryan Cosgrove, City Manager	Jan Massa Smith, SMART
Barbara Jacobson, City Attorney	Stephan Lashbrook, SMART Director
Jeanna Troha, Assistant City Manager	Susan Cole, Finance Director
Sandra King, City Recorder	Steve Adams, PE
Nancy Kraushaar, Community Development Director	Jordan Vance, Economic Development Director
Miranda Bateschell, Long Range Planner	Delora Kerber, Public Works Director
Jon Gail, Community Relations Coordinator	Chris Neamtzu, Planning Director
	Greg Leo, Lobbyist

Mayor Knapp called the work session to order at 5:08 p.m. He stated the agenda had been rearranged to take Citizen Input at the beginning of the Work Session, and asked the public to limit their comments to 3 minutes.

CITIZEN INPUT

Jon Mohatt, 28579 SW Wagner Street, presented a picture of his bath tub containing black water which has occurred since the median was put in on Wilsonville Road and that large trucks, including 18-wheelers are traveling over 40 mph, causing his house to shake. Mr. Mohatt complained vehicles travel at 40-55 mph exceeding the 35 mph speed limit. In addition, traffic cannot stop in time when people are using the cross walk.

Lori Loen, 28237 SW Wagner Street, stated that trying to exit Landover is very difficult because of the amount of traffic on Wilsonville Road. She thought that, depending on the time of day, Wilsonville Road is used as an alternative to I-205 and I-5. Ms. Loen liked the blinking stop sign at Wilsonville Road and Advance Road; however, the stop sign at the intersection of Stafford Road and Advance Road could be in a more visible location. She did not think semi-trucks should be allowed on Wilsonville Road south of Boeckman Road and asked for that type of traffic to be directed to another route. Ms. Loen also recommended a moratorium on building until the traffic situation can be resolved.

Jan Johnson, 6591 Landover Drive, expressed appreciation for the police force; however, she indicated she has not seen police patrolling the Landover area. Ms. Johnson was concerned that trucks of all sizes are using Wilsonville Road beginning as early as 5 a.m., and she is not able to use her back yard due to the truck traffic. When she has called ODOT they blame the City, and when she calls the City ODOT is blamed. Ms. Johnson commented 15% of the vehicles are speeding which is too many on that street. She asked Council to listen to the public and provide help.

Jay D'Souza, 28087 SW Wagner Street, said the cross-walk with the blinking light at the intersection from Meadows Drive is not visible to drivers which makes crossing Wilsonville Road dangerous, and there was too much traffic on Wilsonville Road which made leaving Landover difficult when school is in session.

Rhoda Wolff, 28118 SW Wagner Street, a Landover resident since 1996 said she has seen the traffic worsen over the years and thought traffic will get worse yet with the new middle school. She suggested banning trucks on Wilsonville Road except for deliveries.

Mayor Knapp stated he had no more speaker cards, and thanked the public for the comments.

Councilor Starr asked if opening the emergency exit for Landover on Advance Road would benefit the neighborhood and help them exit the neighborhood.

The Mayor thought a traffic signal may be warranted at the intersection of Landover Drive and Wilsonville Road.

COUNCIL WORK SESSION

Transit Master Plan Update

Jen Massa Smith, Stephan Lashbrook, SMART Director, and Michelle Poyourow of Jarrett Walker Associates, presented an update on SMART's Transit Master Plan, focusing on the service alternatives and the proposed in-town and out-of-town route changes that will be brought to the public. Current service is being analyzed to determine whether more efficiencies can be gained and to see if service needs to be modified to better match community desires.

Using a PowerPoint slide show, Michelle Poyourow of Jarrett Walker Associates, indicated the Council will be asked to make a choice between intercity service and more local service.

Key choices in this Transit Master Plan update include:

- How to balance ridership and coverage goals (i.e. walking vs. waiting)
- How to balance rush-hour service with service other times of the day and week
- How to balance local and intercity services, and
- How to do it all within a fixed budget.

Ms. Poyourow distributed three maps, the first showing the existing SMART transit service routes. The second and third maps were for illustrative purposes showing alternatives and service options for locally focused service and intercity focused service.

Ideas to consider when thinking about the intercity connector service:

- Connect to Beaverton, Hillsboro, Portland via Tigard Transit Center, and not Barber. Transferring at the connection with TriMet can offer better connections to both Portland and Washington County. High ridership comes from diversity that is workable for a larger number of people, not specialization,
 - o More frequent service to more places from Tigard Transit Center
- Use WES when WES is running. In the intercity focused service alternative there is a note regarding the 2X Route which reads "Route 2X continues to/from Tigard TC except during rush hours" because WES is doing the same thing. The 2X only goes to the Tigard Transit Center when WES does not, but the commuter goes through the same transfer point.

- Shorter waits at SMART Central
- Work with Canby on a more frequent connection to Oregon City. There is ridership and social service reasons to provide service to Oregon City using 99E by creating timed connections with Canby buses to insure passengers can make connections. However, because this alternative is not something SMART can do alone and requires cooperation with Canby the option is not included on the map.
- Creating partnerships with neighboring services eliminates the need for duplicate routes.

Ms. Poyourow said generally, SMART has been focused on local connections to and from WES trains since the last Transit Master Plan was conducted. The most distinct policy from the last TMP was to meet every WES train and get people to their job in ten minutes. The intercity focus would be a departure from the focus on WES, and not making the commitment to get every WES rider to their job. SMART provides a lot of local service today, and the intercity would be a shift.

The Mayor asked if the survey focused on riders who use the system because it meets their local service needs, and to what extent did the survey focus on those who are not using it because the system did not meet their needs. How do you evaluate the one versus the other?

Ms. Poyourow displayed a slide showing the breakdown of who responded to the online survey which asked the question “Which types of trips would you want to use transit for, but currently cannot?” in addition to demographics.

Councilor Fitzgerald indicated she had heard there was interest in shortening the amount of time it takes to get across town.

Ms. Poyourow explained every bus route went to WES to meet the train which lengthened the time it took to get across town and it may not be possible to reconcile this completely.

WES ridership has increased in the last year, but the numbers are lower than the projections made when WES started operation, with an average of about 1900 rides a day. With the opening of the Tigard Transit Center, WES ridership was expected to increase. More people will use transit during rush hour because they know there is the ability to get home mid-day or late in the evening.

Mr. Lashbrook said revenues should increase because SMART charges a fare for all out of town trips, and trips to the Tigard Transit Center would be out of town trips. One of the reasons staff is before Council is to let Council know the public will be asked about service alternatives and the responses and results will be brought back to Council this fall.

Ms. Poyourow expected higher ridership on the 2X because it would go to Tigard and would have higher frequency all day and run longer.

Mayor Knapp asked about the use of technology and how it would affect transit services.

Mr. Lashbrook felt the field was wide open for the use of technology including self-driving vehicles.

Ms. Poyourow thought the role of public transit is being changed by technology in low density suburban areas but not much in busy urban areas.

Ms. Lashbrook said this information will be taken to the public to get their reaction to the suggested changes. He said that charging fares for rides inside the city limits has not been explored and that since the fares are low and a small part of the overall budget, there may be a reduction in ridership and loss of

grant revenue, and increased costs in handling the fare boxes. The implementation of the proposed route concepts are budget neutral.

Wilsonville Road Corridor Traffic Management, Intersection Operations Red Light Camera

To provide background, the staff report and associated attachments are appended to the end of the minutes.

Ms. Kraushaar stated three topics would be discussed, speed and truck volume on Wilsonville Road east of I-5, potential use of red light photo radar on Wilsonville Road at Boones Ferry Road and Town Center Loop West where drivers block intersections because they cannot make it through the intersection, and then requests to look at what could be done to mitigate congestion that occurs on Wilsonville Road and Boones Ferry Road caused by I-5 congestion.

Ms. Kraushaar presented the traffic data collected in April 2016, referring to Attachment A. The table reflects the 85th percentile traffic study done in April 2016 and compared it to studies done in 2013, 2014, and 2015 in the same area. The chart shows 85th percentile traffic which is the average speed of traffic, and shows most of the driving public is traveling between 37-39 mph, which is considered a reasonable rate and a safe speed. However, there is some traffic traveling at higher speeds of 40-45 mph and a few as high as 45-50 mph. A brochure was included in the packet showing how ODOT sets traffic speed throughout the state. She noted the three tools used to change or influence traffic speeds are education, enforcement and engineering.

Ms. Kraushaar said ODOT sets speed limits and they may look at raising the speed limit if the 85th percentile was 40-45 mph; but the City would protest that.

Councilor Lehan said if the 85th percentile was 33 or 30 mph would ODOT lower the speed. How far does the speed have to be off of the 85th percentile before someone takes notice?

Ms. Kraushaar responded at that point we could ask ODOT to do a speed study for them to lower the posted speed to 30 mph. ODOT's staff makes decisions based on speed and other conditions. Ms. Kraushaar was not aware if a city-wide education program had been done in the past, but that may be a tack to consider.

Mr. Cosgrove inquired about the amount of the traffic that was passing through from I-205, and asked if this information was contained in existing studies.

Ms. Kraushaar would ask DKS whether that information was available. The number of trucks on the section of Wilsonville Road between Rose Lane and Advance is 4.5 to 5.6% trucks. She has heard that 2-4% is more common for arterials adjacent to residential areas, however, Wilsonville has its own characteristic and the arterial grid characteristics do not provide many options on how to get traffic to and from Wilsonville. There are geographic issues on Boeckman Road, geometric intersection issues at 65th and Elligsen and Stafford, in addition the number of destinations for trucks is high. The City did not have good data on the number of vehicles diverting from I-205 to Stafford.

One also must consider what Wilsonville Road is for – it is classified as a major arterial in the Transportation System Plan and as such it is expected to serve different kinds of vehicles and to connect with a variety of land uses and it is supposed to serve truck traffic.

Councilor Fitzgerald asked if ODOT has applied a specific classification to Wilsonville Road different from the arterial classification applied by the City.

Ms. Kraushaar thought ODOT classified the road as an arterial, but Wilsonville Road is not a state road and not under their jurisdiction. ODOT does not have facilities to notify freight companies and trucking traffic not to use Wilsonville Road.

It was suggested to send letters to local freight companies and to sign Wilsonville Road with “No Thru Truck Traffic” signs.

A discussion regarding the information contained in Attachment A followed. The reduction in the number of trucks was attributed to the installation of the medians; however that was not certain. The design and construction of 95th Avenue was to accommodate freight and truck traffic, compared to Wilsonville Road which was not. It was suggested to install truck directional signs or “no thru trucks” signs at the north end of Wilsonville Road indicating trucks should use Boeckman Road and Parkway.

Staff pointed out the City is unable to regulate traffic around the I-5 interchange since that is ODOTs jurisdiction; however, beyond that truck traffic can be regulated through signage. A road survey and traffic study could be requested of ODOT. Staff proposed the use of signage, education, and communication for a one-year pilot program followed by additional traffic studies to see how the pilot program worked and then re-evaluate.

Councilors requested information on the number of speeding citations being written on Wilsonville Road/Boones Ferry Road, and the enforcement of speed limits.

Staff received direction to:

- Explore the unintended consequences on implementing truck routes
- Implement a pilot project of “no thru trucks” signs and return in a reasonable amount of time to see if this has had a positive impact on Wilsonville Road, and if there is a negative impact in another neighborhood.
- Look at the speeding citation levels, where enforcement occurred, and breakdown the information.
- Conduct targeted enforcement when the “no thru” signs are installed and see if that helps the problem.

Red Light Photo Radar Use and Cameras

The Staff Report is Attachment C, appended to the end of the minutes.

Staff explained how the installation and use of a photo red light program would work. There is no cost to install the cameras, but a percentage of the citation is shared with the company that installed the cameras. Increased police time is needed to review the photos to determine whether the citation is valid. Councilors wanted information on the number of citations being written now for blocking the intersection of Boones Ferry Road and Wilsonville Road, and whether the Police Department had the manpower to review the camera footage. Staff offered to do an analysis of the number and types of citations issued in the whole Wilsonville Road corridor.

I-5 / Wilsonville Road Intersection

Steve Adams, City Engineering Manager, and Scott Mansure of DKS provided the staff report and analysis. This information became available after the Council Packet was prepared and sent to Council. To provide background, the report is included here.

Council received an update on recent work completed in response to citizen and City Council concerns regarding traffic conditions along the Wilsonville Road Corridor.

Begin Staff Report.

Speed and truck volume data for Wilsonville Road east of I-5

Staff reviewed the operation of the speed display and radar reader signs in the school zone on Wilsonville Road. They are now currently set to display vehicle speed at all times.

Improvements Studied to Mitigate I-5 Interchange Area Congestion

The City Council is very concerned about the gridlock that is becoming common on Wilsonville Road in the I-5 interchange area when I-5 is congested. They requested that staff study several different improvements on Boones Ferry Road (BFR) and its intersection with Wilsonville Road (WVR) with the goal of increasing capacity during peak times of congestion. Staff and DKS (the City’s Transportation Consultant) will present the results of the study at the July 18 work session. Their July 15, 2016 memo accompanies this addendum.

The alternatives analyzed are summarized below along with cost estimate and staff recommendation.

Alternative	Description	Cost Estimate	Staff Recommendation
1	Change the northbound center through lane on BFR to a through-right lane at the BFR/WVR intersection	---	No
2	Modify BFR to be two northbound lanes starting at the southernmost driveway to the Fred Meyer development	\$250-300K	No
3	Change eastbound WVR to a through-right at the southbound on-ramp	\$20-40K	No
4	WVR eastbound modifications between SW Boones Ferry Road and I-5 southbound ramp	\$500K (2)	Yes (1)
5	Construct an additional storage lane for the I-5 southbound ramp meter	\$250K-1.4M (3)	Further discuss with ODOT
6	Implement ITS (Intelligent Transportation Systems) way-finding signage on Stafford Road coming from I-205 directing them to the I-5/Elligsen Road interchange during congestion times	---	Further discuss with Clackamas County

Notes:

1. Would require ODOT approval because the alternative is in their jurisdiction area. Final staff recommendation pending ODOT input on design exceptions (see Notes 2 and 3).
2. Lower cost may be achievable with a “practical design solution” is used that would allow partial 11-foot wide travel lanes rather than 12-foot ODOT standard and 4-inch shy distance next to median rather than 18-inch existing. This likely would require ODOT design exception approval.
3. Lower cost may be achievable with a “practical design solution” that would restripe to three lanes (portions of which would be 11 feet wide rather than 12-foot ODOT standard). Higher cost requires widening with fill and possible walls. This design likely would require ODOT design exception approval.
4. Would require Clackamas County approval because Stafford Road is under their jurisdiction.

A significant improvement to congestion in this area is expected when a new multi-modal connection is constructed between Old Town and Kinsman and Brown Roads. Further building out the City’s transportation grid provides alternate routes and plays an important role in dispersing traffic and mitigating highly congested areas. The planning for this project (Boones Ferry Road to Brown Road Connector Corridor Plan) began in June with a completed plan expected in early 2017. Funding for

Phase 1 (Boones Ferry Road to Kinsman Road) design and construction is identified in the 5-Year Planning CIP Forecast for 2017-2020. The Council can consider expediting this project as much as possible.

End of Staff Report.

Scott Mansure of DKS reviewed each of the four alternatives.

Alternative 1: Northbound Through-Right Lane at SW Boones Ferry Road/SW Wilsonville Road.

This alternative degrades intersection operations and is expected to fail to meet the City's operating standards in the year 2035. It also adds significant safety issues for northbound bicyclists and vehicles turning right. However, if the city removes the east leg crosswalk pedestrian conflicts with the implementation of this alternative would be eliminated. Since there is no perceivable long or short term benefit for this alternative, it is not recommended.

Mayor Knapp thought the congestion on Wilsonville Road and Boones Ferry Road, particularly during the evening rush hour, occurred often during week and the impact was significant.

Mr. Mansure stated when the level of service is "F" that is when frustration happens and drivers begin to make poor driving decisions, and an increase in safety issues.

Councilor Starr commented the build out of Villebois and the construction of the Frog Pond West residential area will not make the situation better.

Mr. Cosgrove pointed out the Boones Bridge is a bottleneck, and unless ODOT invests into the I-5 corridor these issues will be experienced in the long term. Building out the local road network would be the best option.

Councilor Fitzgerald asked what the top consumer needs are that are causing the congestion and how often this happened, what are the main days and times of day this happens.

The Mayor stated residents needed a way to access services without using the I-5/Wilsonville Road intersection. He wanted to see analysis on how many days a week and how many days a month the congestion is happening on Wilsonville Road and Boones Ferry Road, thinking this analysis would inform the decision to be made.

Alternative 2: Two Northbound Lanes on SW Boones Ferry Road - This alternative would have very minimal improvements to the traffic network by adding queuing storage for approximately two or three northbound vehicles at the SW Boones Ferry Road/SW Wilsonville Road intersection. Since this alternative will also increase the conflict zone between pedestrians and motor vehicles and cost approximately \$250,000 to \$300,000 dollars to implement, the slight operational benefit is not worth the cost to construct this improvement.

Mayor Knapp referred to the drawing he provided on the white board. Currently there is a north bound lane that stacks up to Baily, and people are trying to leave Fred Meyer and Albertsons, causing three lanes of traffic trying to merge into one lane. Now people drive into the bike lane so they can turn right onto Wilsonville Road. Drivers wanting to enter the clear lane going left are driving into the median to access the clear lane to bypass cars in the right lane. The Mayor suggested shaving the curb back to provide an additional few feet to allow a car past the cars in the curb lane and to reconfigure the traffic light. He thought his proposal would cost one-fourth of the cost in Alternative 2.

Mr. Mansure agreed the Mayor's suggested option would be less expensive; however, one of the design standards for a traffic signal pole is to provide a five-foot buffer from the edge of the curb for truck turns so they avoid hitting the pole. Discussion followed regarding liability, and who would be responsible should the traffic signal pole be hit.

Councilor Fitzgerald suggested a left turn signal from the Albertson's parking lot.

Alternative 3: Eastbound Through-Right Lane at SW Wilsonville Road/I-5 Southbound - This alternative would minimally improve the intersection operations but would create increased conflicts between eastbound right turning vehicles destined for I-5 southbound and eastbound bicyclists and pedestrians. Since there are minimal capacity improvements and pedestrian and bicycle conflicts would be introduced with this alternative, it is not recommended to implement. In addition this alternative would need approval from ODOT.

Alternative 4: Widen Wilsonville Road East of Boones Ferry Road – This alternative would improve intersection operations at the SW Boones Ferry Road/SW Wilsonville Road intersection by making the inner through lane on the east leg more easily accessible for eastbound traffic (Particularly those destined toward I-5 northbound) by widening SW Wilsonville Road east of SW Boones Ferry Road and removing the existing center landscape median. Modifications for this alternative include removal of the existing median, restriping, and widening of the curb south of Wilsonville Road to accommodate adequate travel lanes. The preliminary cost estimates for this alternative equate to approximately \$500,000 for the necessary modifications.

This alternative is recommended to improve capacity in the SW Wilsonville Road/I-5 interchange area, and it would need ODOT approval. This alternative had the best operational improvements to increase or improve capacity by 8-10% by improving saturation flows east bound on Wilsonville Road.

Councilor Lehan wanted to know how this alternative would impact pedestrians using the crosswalk.

Mr. Mansure said the crossing distance would slightly increase with the street widening and additional time would be added to the light to accommodate the extra time it took to cross the street. His recommendation would be to present multiple options to ODOT.

Mr. Adams pointed out extending the pedestrian crossing time would delay cross traffic by the same amount.

Mr. Mansure stated the intersection would work better without the pedestrian crossing. He explained anytime the crosswalk button is pushed, it takes the timing out of sequence.

Councilor Lehan asked if there was data on the number of crossings at that intersection. Mr. Mansure said the data was collected by ODOT.

Mr. Mansure discussed additional alternatives:

- I-5 Southbound ramp:
 - Work with ODOT to restripe the existing ramp to allow for three travel lanes and convert the pedestal ramp signals to a mast arm signal.
 - Minor widening south of catch basins and restriping, requires ODOT approval.
 - Widen to ODOT design standards.
- Install wayfinding signage for southbound motorists on Stafford Road coming from the I-205 interchange directing them to the I-5/Ellis Road interchange during times of congestion.

Mr. Cosgrove asked if there was an order of magnitude, costs, and schedule if all of the recommendations were implemented.

Mr. Mansure will provide that information.

Ms. Kraushaar thought configuring three east bound lanes and removing the median, on Wilsonville Road is a good alternative for the cost and it could be done quickly; then the changes to the southbound ramp to I-5.

Mr. Cosgrove asked if Council agreed with the general recommendations, and if so, staff could come back with additional information on costs, timing, and which project should go first, and what kind of feedback we received from ODOT.

Mayor Knapp would like to see Alternative 2 with cost reductions. Mr. Mansure will work with Mr. Adams on reducing costs for this option.

Councilor Lehan wanted to find ways on how to discourage trucks from using Stafford Road to Wilsonville Road and on to I-5. She stated whatever improvements made at Wilsonville Road and Boones Ferry Road must accommodate pedestrians and bicyclists and provide the ability to move from one side of town to the other.

Councilor Starr thought the cross walk on the east side crossing Wilsonville Road could be removed or closed.

Councilor Lehan wanted to see the pedestrian use numbers for each of the crosswalks to see how the majority of pedestrians are moving, which side of Wilsonville Road are the using the most, and where are they crossing Wilsonville Road. Depending on the analysis removal of that crosswalk may be an option.

Councilor Starr suggested mentioning to ODOT the use of express lanes on I-5 as is done on the New Jersey Parkway.

Councilor Fitzgerald agreed with Councilor Starr about the cross walk.

Equitable Housing Grant Application

Jon Gail and Miranda Bateschell presented the staff report.

In response to the City's Letter of Interest (LOI), Metro Council informed the City on July 1 that it is eligible to submit a full application for an Equitable Housing Planning and Development Grant. The application is due by Friday, August 12.

In the City's LOI the City proposed completion of a housing needs analysis to assess Wilsonville's current housing market and the development of an Equitable Housing Strategy that identifies housing policies and programs for the City to implement in order to address the housing needs of community members who reside and/or work in Wilsonville.

In response to the City's Letter of Interest Metro advised the City as follows, "Wilsonville's identification of specific policy tools to be explored has big potential for impact, given anticipated demand for housing in Wilsonville. Staff felt the policy components identified in the LOI are strong, but questioned the need for a full housing needs analysis (HNA) to inform this work. Staff recommends that the full application

focus more on the policy analysis and implementation process, and leverage existing data and resources to understand housing needs.”

While the grant is eligible to be used for Opportunity Site Identification And Analysis the City is proposing instead to focus on Policy Evaluation And Implementation that are likely to result in new and more equitable housing opportunities in Wilsonville. The main deliverable of the City’s proposed project is the development of an Equitable Housing Strategy document that will guide the City on how to remove development barriers and generate resources and incentives that will result in more equitable housing opportunities in Wilsonville.

As such the City’s proposed grant application may seek to analyze, recommend and adopt:

- Zoning/code changes that will eliminate barriers to the development of “missing middle” housing, creative infill housing such as accessory dwelling units or cottage clusters.
- Implementation of first-time homebuyer assistance, education and counseling services.
- Creation of new housing resources such as Construction Excise Tax.
- Use of urban renewal funding to promote the development of equitable housing opportunities.
- Creation and adoption of incentive programs that foster housing opportunities for “missing middle” income households who desire to purchase or rent a home in Wilsonville.
- Evaluation and implementation of regulatory or incentive program, such as vertical housing tax credits, tax exemptions for affordable housing units or inclusionary zoning
- Implementation of streamlined permitting.

Now that the City has been approved to submit a full grant application, staff is seeking direction and approval from City Council to apply for the grant.

After listening to the staff report, Council supported moving forward with the grant process.

LOC 2017 Legislative Priorities

Mr. Cosgrove and Mr. Leo presented the agenda item.

League of Cities (LOC) seeks feedback from member cities by July 22 on the top four of 29 potential specific priorities that fall under eight general topics/issues that LOC should focus on for the 78th session of the Oregon Legislative Assembly that commences in January 2017. City staff members have reviewed the 29 potential priorities and recommend to Council a list of the City’s prospective top-four priorities for consideration by Council.

Based upon the City Council’s adopted 2015-16 State Legislative Agenda (Attachment B) and recent legislative activity and City Council public-policy concerns on various issues, the top-four recommended 2017 LOC legislative priorities by City staff are A, M, V and Z. It should be noted that the latter three prospective City priorities for LOC are nearly identical/similar to the prior round of City’s preference for 2015 LOC legislative priorities.

Community Development

A. Needed Housing Assistance Program: Create state grants and technical assistance to cities working to develop housing development programs directed at new or innovative means of providing housing solutions for low-income or senior populations.

General Government

M. Restore Recreational Immunity: Cities should enjoy protection from unreasonable litigation when offering recreational opportunities to the public.

Telecommunications, Cable & Broadband

V. Rights of Way: Oppose legislation that preempts local authority to manage public rights-of-way and receive compensation for their use.

Transportation

Z. Comprehensive, Multi-modal Transportation Funding and Policy Package: The League of Oregon Cities proposes that transportation infrastructure be raised to the same level of importance as other utilities, and be funded at a level capable of maintaining appropriate standards of operation and service.

After a brief discussion, Councilors agreed with the four recommended LOC priorities.

ADJOURN

Work Session adjourned at 8:47 p.m.

Respectfully submitted,

Sandra C. King, MMC, City Recorder

ATTACHMENTS TO MINUTES

Wilsonville Road Corridor Traffic Management, Intersection Operations Red Light Camera

To become informed about staff work completed in response to community and City Council concerns regarding traffic conditions along the Wilsonville Road corridor. Three topics will be discussed:

- Speed and truck volume data for Wilsonville Road east of I-5
- Red light photo radar use for Wilsonville Road intersections at Boones Ferry Road and Town Center West
- Improvements that have been studied to mitigate congestion at Wilsonville Road and Boones Ferry Road caused by I-5 congestion.

EXECUTIVE SUMMARY:

Speed and Truck Volume Data for Wilsonville Road East of I-5

The City Council is concerned about citizen complaints regarding traffic speed and truck volumes on Wilsonville Road – particularly north of Wilsonville High School. As part of our ongoing traffic monitoring for this area, comprehensive seven-day traffic data were collected in April 2016 for speed, volume, and vehicle distribution. The April data and that from previous years are summarized in Attachment A. *Included at end of staff report.*

Speed: The posted speed along Wilsonville Road between Rose Road and Boeckman Road (Advance Road) is 35 mph. The April 2016 data indicate that the 85th percent speed ranges from 37 to 39 mph. The 85th percent speed is a nationally recognized factor proven by repeated studies as a fair and objective indication of safe and reasonable speeds. The factor recognizes that most motorists are generally safe. For Wilsonville Road, the data indicate the majority over the 85th percent speed range from 40 to 45 mph with a minority in the 45 to 50 mph range.

Citizens have requested the speed limit be lowered on Wilsonville Road. The Oregon Department of Transportation (ODOT) sets speed limits on public roads in Oregon. The attached publication, “Setting Speeds – The How and Why of Oregon Speed Zones,” provides an informative review of setting speeds (see Attachment B). *Included at end of staff report.*

The three most common tools used to affect traffic speed and safety is engineering, education, and enforcement.

- Engineering tools include road design, pavement markings, warning and regulatory signs, and traffic calming devices, along with all the engineering that goes into the design and manufacture of vehicles.
- Education informs people through driver's education classes, media safety campaigns, signage, speed watch programs, and school and neighborhood meetings.
- Enforcement techniques include police warnings and citations, along with radar trailers, speed display signs and radar reader boards.

The City of Wilsonville has applied engineering tools to the subject section of Wilsonville Road. Most recently, the City Council approved additional landscaped medians to be constructed as an engineering measure to calm traffic. Additional effective engineering tools are not foreseen at this time.

The City has also applied enforcement techniques on Wilsonville Road, and police patrol will continue to enforce against excessive speeds. Other enforcement techniques the City has applied include: 1) the City's mobile speed trailer is regularly placed on Wilsonville road; and 2) one set of speed display and radar reader signs operate for the school zones. The Council can request that research be done to determine if these signs can be modified to operate at all times.

The Council can consider developing a city-wide traffic safety campaign to inform the public about the importance of posted speeds as well as other concerns that have been reported to staff and the City Council.

Truck Volumes: The April 2016 vehicle distribution data indicate 4.5 to 5.6 percent heavy trucks (2-axle/6 tire and larger) on Wilsonville Road between the high school and Boeckman Road (Advance Road). This is fairly consistent with data collected from previous years. On the two days with the highest number of trucks, the volume of <5-axle/double and larger trucks comprised 0.6 to 0.9 percent of the total traffic for that day (equates to 44 to 81 trucks of that size measured on those two days).

Citizens have requested that trucks be prohibited on the subject section of Wilsonville Road – or restricted to local trucks only. Our Transportation System Plan (TSP) classifies Wilsonville Road as a major arterial. A major arterial is relied on for all vehicles to connect to all development in the city – including residential, commercial, and industrial.

Generally, 2 to 4 percent heavy truck volume is typical for arterials adjacent to residential land use. The 4 to 6 percent observed in the April 2016 data is on the high end, but not out of line given the City's arterial grid characteristics, the destinations along Wilsonville Road, and the regional connections to Wilsonville Road.

Staff has contacted ODOT to see if they can reach out to the freight industry and ask them to reduce use of Wilsonville Road between Town Center Loop East and Advance Road and learned that ODOT does not have a process to make these requests. Staff has also contacted Clackamas County staff to see if they have noted increased truck volumes on Stafford Road south of I-205 and learned that they have not observed anything unusual.

The City Council has expressed support for Clackamas County advancing an improved Stafford/SW 65th Avenue/Elligsen Road intersection project that would likely provide a desirable alternative for trucks connecting to I-5. Staff has also recommended this as a priority in planning future county-wide transportation projects.

Red Light Photo Radar Use

Complaints and concerns have been submitted to City staff and City Council regarding traffic at the intersection of Boones Ferry Road and Wilsonville Road during times of congestion. City Council requested that staff look in a Photo Red Light Program as one possible solution.

The results of that research are summarized in Attachment C. *Included at end of staff report.*

The City Council is very concerned about the gridlock that is becoming common on Wilsonville Road in the I-5 interchange area when I-5 is congested. They requested that staff study several different improvements on Boones Ferry Road and its intersection with Wilsonville Road to determine if there are any practical solutions. Staff and DKS (the City's Transportation Consultant) will present the results of the study at the July 18 work session).

A significant improvement to congestion in this area is expected when a new multi-modal connection is constructed between Old Town and Kinsman and Brown Roads. Further building out the City's transportation grid provides alternate routes and plays an important role in dispersing traffic and mitigating highly congested areas. The planning for this project (Boones Ferry Road to Brown Road Connector Corridor Plan) began in June with a completed plan expected in early 2017. Funding for Phase 1 (Boones Ferry Road to Kinsman Road) design and construction is identified in the 5-Year Planning CIP Forecast for 2017-2020. The Council can consider expediting this project as much as possible.

ATTACHMENT A

Prepared by: Nancy Kraushaar, PE
6/10/2016

Wilsonville Road Traffic Study Data Summary

Wilsonville Road East of I-5

Location	Year	Date	3-day ADT	3-day ADTrucks	3-day % Trucks	7-day ADT	7-day ADTrucks	7-day % Trucks	85% Speed
Landover-Wagner	2016	April 26-28 & 23-29	7224	383	5.3	6728	303	4.5	39 mph
Landover	2015	Mar 31-Apr 6	n/a	n/a	n/a	6160	363	5.9	39 mph
Landover	2014	April 1-3	6532	398	6.1	n/a	n/a	n/a	39 mph
Landover	2013	June 12-18	n/a	n/a	n/a	6138	264	4.3	38 mph
Meadows Pkwy/Meadows Lp	2016	April 26-28 & 23-29	7449	421	5.6	7089	369	5.2	37 mph
Rose Lane	2016	April 26-28 & 23-29	9719	379	3.9 (2)	9341	327	3.5 (2)	39 mph
	2015	Mar 31-Apr 6	n/a	n/a	n/a	9027	496	5.5	40
	2013	June 12-18	n/a	n/a	n/a	10894	425	3.9	40
	2011	Oct 29-Nov 4	n/a	n/a	n/a	8461	558	6.6	n/a
Holly-Rebekah	2016	April 26-28 & 23-29	14729	355	2.4 (2)	14236	288	2 (2)	29 mph

Notes:

1. Truck data is for 2-axle/6 wheel and greater based on FHWA vehicle classification.
2. 2016 Rose Lane and Holly-Rebekah data for truck count may not be accurate.
3. ADT - Average Daily Traffic

SETTING SPEEDS – THE HOW AND WHY OF OREGON SPEED ZONES

Setting speed zones on Oregon’s highways and streets is often a controversial and emotional issue. Many citizens believe that lowering the speed will improve traffic safety on their street or in their community. On the other hand, speed zones that are unrealistic are often disregarded by a majority of motorists who are normally careful and law-abiding citizens.

Speed zoning, when used with an overall traffic plan, helps traffic move more safely and efficiently. However, it does not provide a quick fix for land-use problems or poor traffic patterns. Instead, speed zoning reflects a reasonable balance between the needs of drivers, pedestrians, and bicyclists using public roads for travel and for those who live along these roads.

The Rule states that a motorist must drive at a speed that is reasonable and prudent at all times by considering other traffic, road and weather conditions, dangers at intersections, and any other conditions that affect safety and speed. The Basic Rule does not allow motorists to drive faster than the posted or designated speed. Instead, it expects drivers to be responsible for their own actions.

The Logic of Speed Zones

Extensive studies from around the US show that traffic moving at a speed that is reasonable for the road and weather conditions results in fewer accidents. Drivers are more patient, because a reasonable, uniform speed allows progress with less passing, less delay, and fewer rear-end collisions. Lowering the speed does not necessarily result in fewer crashes.

The Basic Rule

Designated and posted speeds are not the final word in Oregon, for all travel on public streets and highways is subject to the **Basic Rule**. The Basic Rule is both a safety valve and an acknowledgement that drivers are able to act independently, reasonably, and with good judgment.

What Happens When a Speed Zone Change is Requested?

The Oregon Department of Transportation has the responsibility to investigate most public roads at the request of the road authority.

When a city or county asks ODOT to review a speed zone, an engineering study is started. The road is surveyed for the following:

- Lane and shoulder widths
- Signals and stop signs
- Number of intersections and other accesses
- Roadside development
- Parking and bicycle lanes

Other analysis includes:

- Number and type of vehicles
- Number of pedestrians and cyclists
- Crash history
- Speed checks

Recognizing that most motorists are generally safe, the speed at or below which 85 percent of the drivers travel is one nationally recognized factor proven by repeated studies as a fair and objective indication of safe and reasonable speeds.

Speed Zoning FAQs

Q: Won't lowering the posted speed reduce speeds?

A: NO. Studies show that there is little change in the driving speeds after a lower speed sign is posted. Drivers are much more influenced by the roadway conditions and their perceptions of the need to slow down. In fact, the lowering of a speed limit, below what is perceived by drivers as a reasonable speed, may result in greater differences in speeds (more variance) with some going faster and some going slower. This means there are more conflicts between vehicles than before the signed speed was lowered. One study reduced posted speeds by 5, 10 and 15 mph at numerous sites. When speeds were reduced, less than one-half of a percent of the drivers complied with the posted speeds. The average change in speed for all drivers was less than 2 mph and crashes increased by 5 percent.

Q: How do we get vehicles to slow down?

A: The real question is, "How do we improve safety?" Often, we get so focused on the question of reducing posted speeds that we lose sight of the real reason for slowing drivers. How to improve safety depends on what problem needs to be addressed. Are pedestrians having a hard time finding safe gaps to cross the road? Are vehicles trying to access a highway with high traffic congestion? This is where a local public works department or ODOT can help.

Q: Why do we even have posted speeds?

A: Uniform speeds result in the safest and most efficient operation. The posted speed can keep the traffic flowing smoothly when the majority of drivers find the speeds reasonable. To do this, the speeds must be logical and consistent throughout the state. If speeds are not reasonable, they can become a source of frustration for drivers when the speeds are enforced, a source of frustration for the local community when the speeds are not adhered to, and a source of frustration for police agencies when they are accused of enforcing the speeds just to produce revenue. Posted speeds give the motorist an idea of an appropriate speed to drive in unfamiliar locations and are used by enforcement to identify excessive speeds and curb unreasonable behavior.

Q: How are posted speeds determined?

A: The Oregon Revised Statutes sets a default speed for certain streets and roadways. These are referred to as statutory speeds. To set a speed limit not designated in statute, a traffic engineering investigation of the roadway conditions and current speeds must be performed. If that investigation indicates that a lower speed is safe and reasonable, a speed zone order may be issued and a lower speed posted. Speeds that are posted arbitrarily, without regard to the law, are suspect and could be challenged in court.

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ATTACHMENT C

Background

Complaints and concerns have been submitted to City staff and City Council regarding traffic at the intersection of Boones Ferry Road and Wilsonville Road. City Council is looking into potential solutions to resolve the issues created by congestion at this intersection. A Photo Red Light Program is being discussed as one possible solution.

How they work

A company, such as RedFlex, installs the red light camera at their cost. New technology is radar based, so streets are not torn up. The company earns its money by taking a share of this revenue – a flat fee or percent per citation, so the jurisdiction pays only when a citation is generated. Red light violations carry a \$260.00 fine. However, based on driving record, this could be reduced to \$208.00. Additionally, flat fees totaling \$61.00 per citation are paid to the County and State.

The jurisdiction does have to dedicate time of an officer to review the red-light camera citations, and the citations are only available for a certain time period, so an officer does need to review the red-light camera citations in a timely way.

Review

Photo Red Light Programs are used to help curb a community's negative driving behavior, thus creating safer intersections and reducing traffic accidents. Cities throughout Oregon use Photo Red Light Programs. There are currently three companies in Oregon that are used as vendors to offer these programs, the most common being RedFlex.

There are two types of Photo Red Light systems. The original system used loops in the ground to measure vehicle speed at a certain distance from the intersection in order to initialize the cameras when a possible red light offense was about to occur. This technology has been improved to a radar-based system. The ease of installation and the ability to adjust the sensors at any time are just a couple of the benefits to this option. RedFlex has put together a video that gives an overview of their Photo Red Light Program. A link to this video is here:

[Video – How Red Light Cameras Work](#)

https://www.youtube.com/watch?v=ZQWCHr0T2Sc&feature=player_embedded

Comparison

Neighboring communities that have Photo Red Light Programs currently in place have been contacted in order to gather a comparison of the following general program information:

Tualatin The City of Tualatin implemented their Photo Red Light Program in 2009. As of March, 2016, they have two intersections being monitored by their program. The goal with a Photo Red Light Program is to curb bad driving behavior, in order to create safer intersections. Tualatin's Bridgeport Village intersection has seen a change in driving behavior with fewer red-light violations and accidents.

When first installed, there was a very high amount of citations being issued. This has now plateaued. Tualatin recommends anticipating a beginning surge at the start of the program because it will take extra staff to process the influx of citations, but that the work does plateau and drops off, so staffing plans should reflect that cycle.

Tualatin has loops installed in the road a certain distance from the intersection. These loops measure if a vehicle is going faster than 12 mph. If so, the intersections cameras are initialized in order to capture the violation.

Once violations are generated, RedFlex loads the videos in a queue for an officer to review and sign off on as a valid citation. These videos are in queue for a limited amount of days before the citations are no longer able to be issued, so it is imperative that officers review and approve or reject the offenses in a timely manner.

Newberg The City of Newberg implemented their Photo Red Light Program in 2008. They currently have one intersection active, but will be removing the cameras by the end of 2016 due to the bypass going in. The original reason for installing their cameras was to try to cut down on the number of wrecks that were occurring in the intersection. For the first four years, the number of citations was very high. They began to see progress in driver behavior change in the 5th year.

Beaverton The City of Beaverton implemented their Photo Red Light Program about 20 years ago. They currently have four active intersections that generate around 600 citations a month. They renegotiated about six years ago and signed a five year agreement with RedFlex with an annual auto-renewal each year after that.

Sherwood The City of Sherwood implemented their Photo Red Light Program seven years ago. They currently have two active intersections that generate around 250 citations per month.

Summary Table:

City	Company Used	# of Cites / Month	RedFlex Charges Per Citation	Contract Length
Tualatin	RedFlex	350	\$60 for 1 st 50 - \$50 for 51 - 100 \$40 for 101- 150 \$25 for 151+	One Year
Newberg	RedFlex	130	\$87.33	One Year
Beaverton	RedFlex	600	\$40	5 Year w/ Auto-Renewal
Sherwood	RedFlex	250	\$60	?

Photo Red Light citations are issued as Class B violations at \$260.00 each. RedFlex does not charge for equipment, or installation. They only charge fees per violation.

Application to Wilsonville

Wilsonville has experienced traffic congestion on Wilsonville Road near the I-5 Interchange. The intersections of Wilsonville Road and Boones Ferry on the west and Wilsonville Road and Town Center Loop on the east become very congested – typically when there are traffic issues on I-5 and the on-ramp storage capacity is exceeded. Drivers block the intersections which impedes other vehicle movements as the signals cycle. The City has control of these intersections – in other words, ODOT is not involved in the signal maintenance or keeping these intersections clear. The City is exploring whether installing red-light cameras at these intersections would help to keep these intersections clear.

The main challenge with red-light photo radar at these intersections is that left-turning traffic that block the intersection would not necessarily trigger the red-light camera, because the camera is triggered by motion. For south-bound Boones Ferry to east-bound Wilsonville Road travel, left-

turning vehicles from Boones Ferry enter the intersection on a green light, but due to stopped traffic on Wilsonville Road, do not clear the intersection by the time the light cycle changes. A red-light photo radar would not help in this circumstance because the photo radar is tripped only when the vehicle crosses the stop bar (crosswalk) during a red-light, although, the mere presence of a red-light photo radar could act as a deterrent and influence driving behavior.

Staff consulted with Clackamas County Traffic Operations, who operate and maintain Wilsonville traffic signals. They indicated that red light photo radar that is triggered by vehicle speed and location would not be effective in improving driver behavior for this condition where vehicles enter the intersection during the green phase and are unable to get through the intersection before the light changes.

End staff report and attachments.