

PLANNING COMMISSION
WEDNESDAY, MARCH 14, 2018
6:30 P.M.
(NOTE TIME CHANGE)

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

*Approved as presented at
the April 11, 2018
PC Meeting*

Minutes

I. CALL TO ORDER - ROLL CALL

Chair Greenfield called the meeting to order at 6:34 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Peter Hurley, Simon Springall, Kamran Mesbah and Ron Heberlein. Phyllis Millan was absent.

City Staff: Chris Neamtzu, Amanda Guile-Hinman, Nancy Kraushaar, Zach Weigel

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

CITIZEN'S INPUT

There was none.

CONSIDERATION OF THE MINUTES

A. Consideration of the February 14, 2018 Planning Commission minutes
The February 14, 2018 Planning Commission minutes were accepted as presented.

II. WORK SESSIONS

A. Southbound I-5 Boone Bridge Auxiliary Lane Study (Kraushaar)

Chris Neamtzu, Planning Director, noted the open house on the southbound I-5 Boone Bridge Congestion Study was held just prior to the work session and attended by the a quorum of Planning Commissioners. A public hearing on this item would be held in April, and tonight's work session would allow the Commission to provide the project team with direction based on community feedback received during the open house.

Nancy Kraushaar, Community Development Director, stated this would be a good time to ask questions specific to ODOT since Talia Jacobson, ODOT Project Manager, was present. She reported on the evening's open house, which included a PowerPoint presentation and casual conversations with the approximately 30 people who attended, all of whom were very engaged.

Talia Jacobson, added that the team also presented the study and received feedback from the Chamber of Commerce, Charbonneau Neighborhood Association, Rotary Club, and City Council. The presentation would also be given to the French Prairie Forum, Oregon Freight Advisory Committee, a regionally focused advisory committee, and at least one of the County's transportation committees. Feedback from the events held to date validated that people were experiencing the problem described in the PowerPoint presentation. There was general support for the recommendation to move forward. The most interesting question received recently had been whether there were any interim solutions that could be implemented while waiting on the larger fix. People wanted to know if it was possible to create an additional lane by restriping or to place signage further north on I-5 to encourage local traffic to use the left lanes. People also wanted to know if specific dates had

been set or funding had been committed. The project team was also asked if this project would complement or conflict with the French Prairie Bridge.

Comments and input from the Planning Commissioners with responses to Commissioner questions was as follows:

- The ramp meter was already running at capacity, which led to congestion in the city. Commissioners wanted to know if the ramp meter could be improved now.
 - Talia Jacobson replied traffic engineers would not approve improvements on the highway as it is now. ODOT's decisions about how to run a particular ramp meter were not based on how the highway functioned near the ramp meter, but by looking at the entire interstate system and the effects upstream/downstream. The section of I-5 between I-205 to the Willamette River was a major freight delay corridor. Each mile of delay cost about \$750,000 per year in lost economic productivity and time. She assumed that as long as this bottleneck was part of the longer congestion area, adding more traffic to the highway at a ramp meter would be tough to sell to regional traffic engineers. Consultants for this project were researching how much flexibility there would be to change the ramp meter rate without losing benefits of adding ramp-to-ramp lanes. The project team would share that analysis at the next meeting. Ramp-to-ramp lanes would significantly reduce congestion on I-5, even if the ramp meter was not changed. The ramp meter's hours of operation were activated in response to the duration of congestion on I-5, so reducing congestion on I-5 would increase the hours that the ramp meter did not need to be on.
 - Ms. Kraushaar added that another short-term solution would be the third lane for southbound on-ramp traffic at Wilsonville Rd, which was currently under construction. That would not help people get on I-5 faster, in fact it would take longer; but getting those vehicles off Wilsonville Rd would delay or relieve congestion on Wilsonville Rd during the PM peak hour. Also, signage indicating no right turns from 4:00 PM to 6:00 PM at the Boones Ferry and Wilsonville exit would be installed.
- Talia Jacobson did not have information about the impact of an extra ramp-to-ramp lane northbound but would confirm it was included in the before and after study.
- The bike and pedestrian emergency bridge was not expected to have any impact to the urgency or speed at which this I-5 project would move forward. I-5 seismic needs would not be affected by the French Prairie Bridge, so traffic flow on I-5 could still be improved while work was being done on the bike and pedestrian bridge. The two bridges would have very different functions. Both projects were necessary for disaster resiliency.
 - Adding a bike and pedestrian connection along I-5 would be considered during the project development phase.
- If an emergency lane on French Prairie Bridge was available before construction began on the Boones Ferry Bridge, would that make it more feasible to restripe an additional lane across the bridge?
 - The issue was that restriping to make space for an additional lane would remove shoulder width and leave a 4-ft shoulder on inside and outside of southbound highway, which would increase crash risks and delay emergency access to those crash sites, resulting in a longer time to clear crash site. Traffic would move faster, but the trip would be more variable with greater degrees of disruption, which would outweigh the benefits of reducing or eliminating congestion.
 - The commission asked whether the efficiency and safety benefits of adding the ramp-to-ramp lane would offset the safety risk of narrowed shoulders due to restriping. Talia said she would consult with ODOT engineering staff and share what she learned.
 - The last five years of crash data on a couple of segments of I-5 within the project area showed slightly elevated crash rates compared to comparable sections of the interstate system around the state. However, crashes were not severe. They were associated with speed differentials between outside and inside lanes, and weaving and merging behaviors that were necessary. These resulted in property damage. The area was not added to the safety list because there were not many injuries and fatalities. As traffic volumes rise in the area, the frequency and severity of crashes would increase. Ms. Kraushaar added that in this section of I-5, the balance was so sensitive that even smaller, safer crashes caused just as much traffic disruption.

- Talia Jacobson confirmed that a ramp-to-ramp lane would reduce merging and weaving, so restriping could reduce crash rates. It would be difficult to determine how narrower shoulders would impact severe or hard to clear crash rates. It was not likely engineers would approve two 4-ft shoulders on the interstate.
 - The Federal Highway Administration, State, City of Portland, and Metro Region were considering adopting Vision Zero for crashes and accidents on the transportation system. Restriping resulting in such narrow shoulders or break down lanes might be found inconsistent with Vision Zero planning and construction projects.

Chair Greenfield recalled a question raised at the open house about the feasibility of lane extensions before the bridge work was done, with or without restriping.

- Talia Jacobson responded that she understood the area was not a merging bottleneck, nor was it one of the highest priority bottlenecks in the region. Five to seven years of data showed the bottleneck was occurring and that was fast by highway department and state bureaucracy standards. The thing that was moving this project forward was the seismic needs of the bridge. There were no exact cost estimates yet, but early numbers suggested widening or otherwise changing the bridge to accommodate a fourth lane would be more costly than the seismic work, suggesting that without the seismic work, it would be tough to get widening approved. State resources had been limited for the last few years, so an ethos developed to find opportunities to leverage one project and bundle projects together to be efficient with public dollars.

Commissioner Hurley:

- Referred to Slide 5 and confirmed the percentages during evening PM peak hours from 4:00 PM to 5:00 PM were based on street light data, not modeling. The center graphic showed the destination of people getting on I-5 at Wilsonville Rd on ramp. The outer graphic showed the destination of people already on I-5 when they got to Wilsonville Rd. A much bigger share of the traffic from Wilsonville Rd was local traffic just making a trip across the bridge. Over 30 percent of traffic already on I-5 exits just south of the river. This data showed another regional non-interstate bridge across I-5 was necessary, which might require rethinking the French Prairie Bridge.
 - Ms. Kraushaar said there was a discussion at the Clackamas County meeting about the need to look for other places where bridges were needed to take people from north to south side of the river. In Wilsonville, it would be a collector arterial. Finding a place for a bridge would be difficult because most of the Willamette River frontage was neighborhoods. There was no great spot for a vehicle bridge. ODOT's intersection spacing standards from interchanges might not allow another arterial with an intersection close to the Wilsonville Rd interchange, which could also cause congestion issues on Wilsonville Rd.
- Clarified he did not mean a bridge would be built within the city limits, but perhaps where the Canby Ferry is or where Boone Ferry had been located. Sixty percent of traffic was just trying to cross the river, but not all of that traffic originated in Wilsonville, so new bridges would likely be part of the Regional Transportation Plan (RTP).
 - Talia Jacobson said the origin and destination data for drivers entering I-5 from Wilsonville Rd indicated a good portion was coming from Tualatin, Tigard, and other areas of southwest metro area. That was why modeling estimated people coming from the north would enter the highway at one of the farther north interchanges. Having multiple ways to get across major natural barriers created a robust local network that was more resilient. The Mayor stated at the open house that he heard a regional bridge would cost about \$400 million, which was three times the planning level costs than the seismic work and ramp-to-ramp lane would cost.
 - The data did not analyze how much traffic approached the Wilsonville Rd interchange from Boones Ferry Rd, but some of that traffic came from Tualatin and Sherwood.

Commissioner Springall believed drivers coming from the north would use Boones Ferry Rd to the north of Wilsonville because it led straight to the Elligsen exit. The City needed to determine the effect of the Coffee Creek and Basalt Creek developments on the Elligsen interchange.

- Ms. Kraushaar noted that was covered in the Transportation Refinement Plan for the Basalt Creek area, so the project team did have an understanding of the long term needs at the Elligsen interchange. One was a road crossing to the north near Day Rd, which would be a project one day.

Commissioner Postma asked what past models from 20 or 25 years ago predicted what the bridge's capacity would be now. Talia Jacobson said a person at the open house spoke of attending a meeting 25 years ago, where he heard ODOT tell the City of Wilsonville that by 2020, the level of service on I-5 would be an F and that there were no plans to fix it, which was inconceivable to those at that meeting at that time.

Commissioner Postma believed the public needed to understand that growth and development was not possible without I-5 work. He understood doing the restriping in conjunction with seismic upgrades was economically beneficial, but no seismic upgrades were on the near-term calendar.

Commissioner Mesbah stated the Planning Commission was supposed to have foresight, not respond to emergency situations. Twenty-five years ago, the City did not have the foresight to think about what it should be doing now and this would not be fixed any time soon without spending \$500 billion. The best the Commission could do now was to bring this previous lack of forethought to the citizens' attention and plan for 20 years into the future.

Commissioner Postma added the Commission was also dealing with the political willpower to fix a problem that needed a quicker solution. The bridge was important to Seattle, Eugene, Salem, the Bay area, Sacramento, Los Angeles, and San Diego, not just Wilsonville and Portland. At some point, ODOT must find a way to deal with a severe problem that affects a broad area. He wanted to address this as soon as possible, not wait 25 years for a solution.

- Talia Jacobson recommended the Commission convey to City Council that three groups of decision makers needed to hear this sense of urgency so they could affect the timeframe for this project to move forward. ODOT was proposing a ramp-to-ramp lane as part of the RTP's financially constrained list. This was an essential step. The timeframe for funding was 2028 to 2040. The three groups of decision makers were JPACT, the Oregon Transportation Commission, and the State Legislature. ODOT would be responsive to Wilsonville's level of concern heard from those three groups.

Commissioner Heberlein asked if the City's, as well as Tualatin's and Sherwood's, websites could encourage the public to submit comments to those three groups.

- Joe Dills, Angelo Planning Group, added that the Oregon Transportation Commission, JPACT, and Metro Council would affect project funding and advancement more than any other bodies except the Legislature. Links for citizens to comment to those bodies already existed and could be added to this project's information. Another comment opportunity was through the online survey on the study's findings. The official State comment period, a 45-day public comment period on the proposed facility plan, would begin in April and would be linked from City's webpage.
 - Comments were important because there was a lot of competition throughout the region and state for transportation dollars.
 - Projects move up the ladder if communities work together at advocacy. He recommended a partnership between Tualatin, Wilsonville, Canby, and Marion County. The French Prairie Forum would be a good time to propose a partnership.

Chair Greenfield noted, in defense of the Commission's predecessors, that it was more difficult 25 years ago than now for the City to move regional and state planning efforts because this situation was unimaginable. This was failure of the planning for the entire I-5 corridor. He reminded there would more opportunity for public input at the public hearing in April.

Talia Jacobson concluded that the new information presented to the Commission at the hearing in April would be an analysis of the I-5 southbound Wilsonville Rd intersection, flexibility in ramp meter settings, and any

public input submitted between now and then. This was a rare opportunity to harness the traffic-related anger that was affecting everyone and direct it in a positive way.

III. INFORMATIONAL

A. French Prairie Bridge (Weigel) (15 minutes)

Chris Neamtzu, Planning Director, said he knew this project was of great interest to the Commission. The presentation would provide details about the work that had been done, where the project was at, and it was headed.

Zach Weigel, City Civil Engineer, said the French Prairie Bridge was a bike, pedestrian, and emergency access bridge over the Willamette River. Because many of the Commissioners were already familiar with the purpose, details, and planning that had gone into the project, his presentation would focus on the project work, public outreach, and upcoming work. He presented the French Prairie Bridge Project via PowerPoint, which was also distributed to the Planning Commission.

- He agreed changing the language on Slide 5 to read '*minimize* adverse impacts' was a good point since avoiding adverse impacts would not be possible in some areas noted on the slide. He explained the intent of 'avoid' was to clarify the City would not be tearing any structure down, whether a home or business, when first determining the potential corridors for the bridge.

Chair Greenfield asked if Staff was able to use the environmental assessment research done prior to the construction of the Boone Bridge and if had been done adequately.

- Mr. Weigel understood many of the NEPA requirements had changed over the years and a lot of this information was not available when the bridge was built. However, Staff did use information obtained when the railroad bridge was reconstructed. Additionally, the Grand Ronde Tribe had met with and shared many historic documents with the design team. The FHWA had expressed concerns regarding the lack of data on cultural resources and archeological data in the area. That field work would be done as part of the environmental assessment once the preferred alignment had been selected.

Commissioner Mesbah noted NEPA did not exist when the Boone Bridge was built.

B. City Council Action Minutes: (Feb. 5 and Feb. 22, 2018)

There were no comments.

C. 2018 Planning Commission Work Program

Chris Neamtzu, Planning Director, noted the busy April agenda and that some items, like the Annual Housing Report, might be postponed. Staff wanted to get the Annual Housing Report published, but was struggling with the new geographical information system (GIS) software called Story Map, which Hillsboro used for its comprehensive plan updates.

- Because City Council would only be awarding the Signing and Wayfinding project contract on Monday, the project would not likely be far enough along for a meaningful update in April.
- He reported that both Wilsonville and Tualatin City staff had filed briefs to Metro regarding the Basalt Creek Concept Plan project. Thereafter, both cities reviewed each other's briefs and submitted rebuttals. The records that had been created were extensive and had been provided to Metro's Chief Operations Officer (COO). That Metro COO and staff would forward their recommendations to the Metro Council who would consider the recommendations, as well as the briefs and rebuttals by both cities in a hearing that would result in a final decision. Staff would provide a copy of Metro's recommendation to the Commission.

Amanda Guile-Hinman, Assistant City Attorney, added that once Metro made a decision, the City would be given a tight timeline to complete the Basalt Creek Concept Plan, which was why the Planning Commission would review the plan soon after Metro's decision had been rendered.

Mr. Neamtzu noted the Concept Plan would need to be adopted by City Council within 120 days of Metro's decision, and then, the City would have one year to complete the legislative Comprehensive Plan updates. Staff might try to get all of the work done at once because they did not anticipate much extra work.

- Staff was working on the final draft of the Parks and Recreation Master Plan, which the Parks Department wanted on the next meeting's agenda; however, he was not sure the plan would be ready in time. The April meeting would definitely include a public hearing on the Southbound I-5 Boone Bridge Auxiliary Lane Study. He did not want the meeting to be overwhelming, but understood no one wanted to schedule extra meetings, so he would spread the items out as best as he could.

Commissioner Springall asked for an update on the urban growth boundary expansion request.

- Mr. Neamtzu said during the last two boundary expansion request cycles, the City had asked for the Frog Pond east and south neighborhoods, which were being requested again. The process was different this time because the State had established administrative guidance and required that a concept plan be submitted with the request. King City, Sherwood, Beaverton, Hillsboro, and Wilsonville had expressed interest in expanding their urban growth boundaries, three of which were significant. Wilsonville's deadline to submit all materials and meet all requirements was May 31st. He was working with Joe Dills to prepare the package, which would be presented to the Commission for informational purposes and feedback before being submitted to the State. Metro would not be present for that presentation, but he was optimistic that the request would be approved.

IV. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 7:46 p.m.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, Inc. for
Tami Bergeron, Administrative Assistant - Planning