



Oregon

Theodore R. Kulongoski, Governor

Oregon Department of Transportation

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DATE: January 14, 2010

TO: Oregon Transportation Commission

FROM: Matthew L. Garrett, Director

SUBJECT: **Consent 7 - Interstate 5/Wilsonville Road Interchange Area Management Plan**

Requested Action

Approve a request to adopt the Interstate 5/Wilsonville Road Interchange Area Management Plan (IAMP) and amend the 1999 Oregon Highway Plan.

Background

The IAMP was prepared in coordination with the City of Wilsonville. The Oregon Department of Transportation worked with the city to develop the IAMP to protect the function of the interchange and identify needed improvements. The city has provided a letter stating that the IAMP is consistent with its comprehensive plan. The IAMP must be adopted as an amendment to the Oregon Highway Plan before the construction of improvements can commence.

Attachments:

- Project vicinity and location map
- Exhibit A: Staff Report
- Exhibit B: Findings
- Exhibit C: Interchange Area Management Plan
- Exhibit D: Staff Contact
- Exhibit E: IAMP Concurrence Letter to ODOT (emailed copy)

Copies (w/attachments) to:

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Joan Plank
Barbara Fraser

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Exhibit A Staff Report

OTC Briefing I-5/Wilsonville Road Exit 283 Interchange Area Management Plan (IAMP) December 2009

Requested Action

Region 1 requests that the OTC adopt the I-5/ Wilsonville Road Interchange Area Management Plan (IAMP) to implement Policy 3C of the Oregon Highway Plan and ODOT's Access Management Rule (OAR 731-051-0155). The I-5/Wilsonville Road Interchange Area Management Plan was formally adopted as a part of the City of Wilsonville Comprehensive Plan Transportation Section on November 2, 2009. With local concurrence, ODOT staff has developed findings documenting the IAMP's consistency with the local plans.

Background

The I-5/Wilsonville Road interchange (Exit 283) serves as a "service" interchange and provides access to the southern half of the City of Wilsonville. The interchange configuration is a traditional urban diamond interchange. The land uses in this half of the city include residential, commercial and industrial. Exit 283 also provides access to the Westside Express Service (WES); the commuter rail service connecting the city of Wilsonville to TriMet's MAX system in Beaverton. The interchange also serves as an access point for travel between I-5 and rural Clackamas and Yamhill Counties to the east and west of Wilsonville.

Problem Statement

In 1994, in the attempt to address capacity issues existing at that time, the City of Wilsonville and ODOT entered into an agreement to fund and build Phase 1 of a planned multi-phase Wilsonville Road interchange improvement project. All improvements associated with this \$7 million project have been completed that were part of the first construction phase.

Once again, recent traffic studies have shown that the Wilsonville Road interchange is approaching capacity. With the City of Wilsonville concurrency ordinance being enforced, the City has allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS "D" or better.

Recurring safety issues at the northbound exit ramp at Exit 283 have been observed during morning peak hours, as vehicle queues consistently back up onto the mainline freeway. This condition is caused by a substandard exit ramp length and a lack of capacity and storage at the I-5 / Wilsonville Road Northbound exit ramp terminal. This is a pre-existing safety issue that has been identified by ODOT. Furthermore, lack of left

turn capacity on Wilsonville Road at both interchange ramps during the peak periods also contributes to long queues and congestion.

Goals and Objectives

The goals and objectives of this IAMP reflect the intentions and interests of ODOT and the City of Wilsonville for the interchange and transportation operations in the area. The goals and objectives are guided by, but not re-statements of, OHP and TSP policies and OAR language. The objectives need to be concrete statements that relate what the plan is trying to accomplish and should be achievable and measurable. The objectives serve as the basis for data collection and research and as alternative evaluation criteria to guide alternatives analysis and selection of the preferred alternative, and to guide management decisions.

- **Goal 1:** Protect the function and operation of the interchange and the state highway as follows:
 - 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 and north. The operational objective for Interstate Highways is to provide safe and efficient high-speed travel in urban and rural areas.
 - **Objective 1a:** The preferred interchange project alternative will meet FHWA Interchange requirements and will accommodate design-year (2030) traffic demands as a threshold.
 - **Objective 1b:** The project alternatives developed for consideration as part of the IAMP planning process are consistent with the OHP requirement that the maximum volume-to-capacity (V/C) ratio for the ramp terminals of interchange ramps be either 0.85 or 0.90 (as defined in the OHP). For “build” scenarios, the 2003 Highway Design Manual standard of 0.75 is desired or a design exception would be needed.
 - **Objective 1c:** The preferred alternative will meet or move in the direction of ODOT access management spacing standards for access along interchange crossroads.
- **Goal 2:** Provide for an adequate system of local roads and streets for access and circulation within the interchange area that minimizes local traffic through the interchange and on the interchange cross road (Wilsonville Road).
 - **Objective 2a:** The preferred alternative will include necessary supporting improvements to the surface street system in the vicinity of the interchange. Improvements to the local street network will be adopted into the local comprehensive plan, including identified funding sources, as part of the City of Wilsonville’s actions to implement the IAMP.
 - **Objective 2b:** The project alternatives will propose surface street improvements that either meet the ODOT established access management standards or improve on the current conditions.
 - **Objective 2c:** The project alternatives will propose surface street improvements that will operate in conformance with applicable standards over the 20-year planning horizon.

- **Goal 3:** Provide safe and efficient multi-modal travel between the connecting roadways (and the surface street network, if applicable).
 - **Objective 3a:** While recognizing existing capacity constraints, the project alternatives will improve safety by adding capacity to reduce congestion and/or correcting geometric conditions that do not meet current applicable standards.
 - **Objective 3b:** The project alternatives will improve bicycle and pedestrian facilities that meet current applicable standards and include facility infill and extensions where needed to provide a continuous network.
- **Goal 4:** Ensure future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system and the integration of future transportation projects and land use changes.
 - **Objective 4a:** The project alternatives will be developed in partnership with affected property owners in the interchange area, the City of Wilsonville, Clackamas County, and the Oregon Department of Transportation (ODOT), as well as other stakeholders, including interchange users.
 - **Objective 4b:** The City and County Comprehensive Plans and/or Transportation System Plans will be found consistent, or amendments will be proposed to ensure consistency, with the preferred project interchange alternative.
 - **Objective 4c:** The City and County will adopt land use policies that ensure future land use actions in the IAMP Management Area, including requests for comprehensive plan amendments and/or zoning amendments, and promote land development that is compatible with the planned interchange capacity for the IAMP planning horizon.
- **Goal 5:** Recognize the importance of the interchange function to support local and regional economic development goals and plans.
 - **Objective 5a:** The project alternatives would reduce delay for vehicles, including commercial vehicles, accessing the freeway and to increase safety.
 - **Objective 5b:** The project alternatives will facilitate access to, through, and from businesses in Wilsonville.
- **Goal 6:** Ensure that the needs of regional through trips and the timeliness of freight movements are considered when developing and implementing the IAMP, in particular when planning for improvements that directly impact freight routes.
 - **Objective 6a:** The project alternatives will facilitate freight access to and from the many industrial freight destinations in the interchange study area.

Preferred Alternative

A Preferred Alternative was developed that consists of targeted improvements to improve capacity, balance lane use, improve geometry and maximize the use of the local street network without significant roadway or interchange realignments. The improvements include widening Wilsonville Road through the interchange area to provide for an 8-lane cross-section, widening the I-5 ramp terminals to provide for additional turning capacity and storage, lengthening the I-5 ramps to provide for acceleration and deceleration while still accommodating vehicle storage, and closing the intersection of one local street (Parkway Avenue) with Wilsonville Road to increase access spacing along Wilsonville Road.

The preferred alternative is a \$21.5 million project, of which the City of Wilsonville is contributing \$12 million. Associated with the improvements to Exit 283, is the improvement of the Wilsonville Road and Boones Ferry Road intersection to the west of the interchange. The City is currently moving forward with construction on that project.

Management Measures

Management actions, as applied to The I-5/Wilsonville Road Interchange Area Management Plan are intended to preserve the capacity of an interchange for as long as possible. The primary management measures for the interchange management area are an access management plan for Wilsonville Road and a local connectivity plan, in addition to the City's existing concurrency requirements.

Access Management Plan

The access management plan addresses the segment of Wilsonville Road in the vicinity of the Exit 283 ramp terminals. General actions throughout the planning area include: Development of local roads south of Wilsonville Road and a new connection of Barber Street across I-5 north of Wilsonville Road; encourage redevelopment opportunities that consolidate access points with cross-over easements; encourage sharing of access points between adjacent properties; provide driveway access via local roads, other than Wilsonville Road where possible; Enforce access management spacing standards to the extent possible. Move toward closing access locations along Wilsonville Road between Boones Ferry Road and Town Center Loop West; and create a coordinated signal timing system within the interchange area.

Adoption, Implementation, Monitoring and Updates

The final section of this IAMP describes the responsibilities of The City of Wilsonville and ODOT and modifications to state and local plans and policies that are required for implementation of the IAMP. Implementation requirements include adoption of the IAMP as a facility plan in the Oregon Highway Plan; adoption of the Interchange Area Overlay Zone by the City; and amendments to the City's Comprehensive Plan Transportation Section.

ODOT Actions

Project Construction and Access Management

- Develop needed transportation system improvements. This work is underway as the I-5/Wilsonville Road Interchange is currently being designed, with construction planned for 2010-2012.

Agency Coordination

- ODOT will continue to coordinate with the City of Wilsonville and applicable state agencies, through the plan amendment and development review process, to keep land use protections in place. ODOT will also monitor and comment on any future actions that would amend the urban growth boundary.
- If future circumstances in the IAMP management area result in the need for changes to the IAMP, the City of Wilsonville and ODOT shall jointly prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.

Policy Actions

- Adopt the IAMP.

City of Wilsonville Actions

Project Construction and Access Management

- The City of Wilsonville will participate in the design and construction of the I-5/Wilsonville Road Interchange that is currently underway and outlined in the cooperative improvement agreement
- The City will modify regulations pertaining to access to Wilsonville Road, consistent with the Access Management Plan identified in this IAMP
- The City will seek funding for identified improvement needs

Policy Actions

- The City will amend its comprehensive plan map to include an IAMP Overlay District and will adopt policies that are consistent with the stated function and planned design of the interchange facility and surrounding transportation system, as identified in the IAMP. Requirements for development within the IAMP management area will be codified in a new IAMP Overlay Zone chapter in the Planning and Land Development Ordinance and will include requirements pertaining to access management, vehicle trip generation impacts, and agency coordination
- The City will amend its TSP to include identified access management policies and local street improvements as identified in this IAMP
- The City will approve development proposals only after it is demonstrated that proposed access and local circulation are consistent with the Access Management Plan in the IAMP
- The City will require future development to plan for and develop local roadway connections consistent with the IAMP, where reasonable, as part of the development approval process.
- The City will support land uses in the vicinity of the interchange, consistent with the land use assumptions in the IAMP. To ensure consistency with the planned transportation improvements, the City will require that any party initiating changes to the land use designations or uses allowed in the IAMP management area must also amend the IAMP.

Agency Coordination

- The City of Wilsonville will coordinate with ODOT in evaluating land use actions that could affect the function of the interchange
- The City of Wilsonville will coordinate with ODOT prior to amending its comprehensive plan (including the transportation system plan), land development ordinances, or urban growth boundary, or proposing transportation improvements that could affect the function of the interchange. The City of Wilsonville will ensure that any such amendments are consistent with the function of the interchange as defined in the IAMP.
- If future circumstances in the IAMP management area result in the need for changes to the IAMP, the City of Wilsonville and ODOT shall jointly prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.

Monitoring and Updates

This section discusses the need to update the IAMP, and those changes that may trigger an update over time. Conditions that would trigger such an update:

1. If an adjacent interchange is added or significantly modified, an update to this IAMP may be required.
2. When the City of Wilsonville's Transportation System Plan is updated, the IAMP should be reviewed and updated if necessary.
3. If the proposed land use is inconsistent with the current Comprehensive Plan Map or Zoning Map land use designation the applicant will be required to undertake a legislative process to amend and update the Wilsonville Road Interchange Area Management Plan in order to demonstrate that the proposed amendment will be consistent with the planned improvements in the Overlay Zone.
4. **Access Management Plan Modifications**
Recommended actions in the Access Management Plan (AMP) are based on property configurations and ownership existing at the time of the Wilsonville Road/I-5 Interchange Area Management Plan's adoption. Lot consolidation and other land use actions may necessitate an amendment to the AMP. Modifications to the AMP may occur through agreement by the City of Wilsonville and ODOT and require an amendment to the Wilsonville Road/I-5 Interchange Area Management Plan. Such modifications will be allowed only if the proposed modifications meet, or move in the direction of meeting, the adopted access management spacing requirements in the I-5/Wilsonville Road Interchange Area Management Plan.

Public Involvement

Public meetings were held at The City of Wilsonville City Hall. The open houses included graphic presentations and discussion to solicit public input. The public meetings were advertised on the ODOT Region 1 website, the City's website and through the local newspaper.

Summary of Draft Findings

ODOT's State Agency Coordination Agreement requires that the OTC adopt findings of fact when adopting facility plans (OAR 731-015-0065). Pursuant to these requirements, ODOT has developed findings to support the OTC adoption of the I-5/Wilsonville Road IAMP. For all applicable policies, the IAMP has been found to be compatible with adopted state and local policies.

- Exhibit B Findings of Compliance for the IAMP is attached and address compliance with state and local plans, policies, and ordinances/statutes/rules.

Suggested Motion Language

I move to adopt the I-5/Wilsonville Road Interchange Area Management Plan as an element of the Oregon Highway Plan and adopt the findings in support of this action.

DKS Associates



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Phone: 503-243-3500

Interchange Area Management Plan

**Interstate 5/Wilsonville Road (Exit 283)
Wilsonville, Oregon**

October 2009

Study Participants

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Judy Shioishi, ODOT, Public Relations

City of Wilsonville

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Interstate 5/Wilsonville Road IAMP

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Glossary of Terms

CIA	Cooperative Improvement Agreement
HCM	Highway Capacity Manual
HDM	Highway Design Manual
IAMP	Interchange Area Management Plan
LOS	Level of Service
OAR	Oregon Administrative Rule
ODOT	Oregon Department of Transportation
OHP	Oregon Highway Plan
ORS	Oregon Revised Statutes
OTC	Oregon Transportation Commission
PMT	Project Management Team
TPR	Transportation Planning Rule
TSP	Transportation Systems Plan
UGB	Urban Growth Boundary
V/C	Volume-to-Capacity Ratio

Definitions

- 1) “Change of Use of an Approach” means when an action or event identified in subsection (a) below results in an effect identified in subsection (b) of this section.
 - a) The City of Wilsonville and ODOT may review an approach at the time of a development application for:
 - A) Zoning or plan amendment designation changes
 - B) Construction of new buildings
 - C) Floor space of existing buildings increases
 - D) Division or consolidation of property boundaries
 - E) Changes in the character of traffic using the approach
 - F) Internal site circulation design or inter-parcel circulation changes
 - G) Reestablishment of a property’s use after discontinuance for two years or moreHowever, lot line realignments, minor partitions, minor building expansions and tenant improvements reviewed under the City’s Class I and II Administrative Review are not subject to this requirement.
 - b) A transportation impact study must be submitted as part of a development application when an action in subsection (a) of this section may result in any of the following:
 - A) Site traffic volume generation increases by more than 250 average daily trips or 25 peak hour trips (external trip generation for multi-use developments)
 - B) The approach does not meet sight distance requirements.
 - C) Use of the approach by vehicles exceeding 20,000 pound gross vehicle weight increases by 10 vehicles or more during PM peak hour
 - D) A documented safety problem exists at the driveway approach.

Once the transportation impact study is completed, the existing driveway approach may be modified based on any the following findings:

- The driveway approach does not meet the current City of Wilsonville or ODOT operational standard (level of service or volume to capacity)
 - An increase in project traffic at the existing driveway in excess of the trips in b) (A) and (C) above.
 - Operational and/or safety problems occur or are anticipated at the driveway approach
 - The approach is not consistent with the safety factors set forth in OAR 734-051-0080(9)
 - The IAMP indicates the access should be evaluated for closure upon a change of use of the property or the establishment of an alternative access
 - An alternative access is or becomes available (via a new public street or easement)
- 2) A “fully developed urban interchange management area” occurs when 85 percent or more of the parcels along the developable frontage are developed at urban densities and many have driveways connecting to the crossroad. (Wilsonville Road)
 - 3) “Infill” means development of vacant or remnant land passed over by previous development and that is consistent with zoning. Infill occurs in urban areas. It may also occur in rural areas. (OAR 734.051)

Interstate 5/Wilsonville Road IAMP

- 4) “Reasonable alternative access that triggers an evaluation of an access for closure” means an access to either a new or improved existing public street or through the establishment of cross-over easements by mutual consent of adjoining property owners.

The cost of a transportation improvement study or the evaluation of access for closure shall be borne by the entity providing the new or improved public street. Cross -over easements shall be established by mutual agreement of adjoining property owners.

Alternative access should be considered for improvements to system operations, changes in volume and/or type of traffic that will be using the access, and for documented safety reasons.

Executive Summary

This Interchange Area Management Plan (IAMP) presents how the City of Wilsonville and ODOT will collaborate to improve the Wilsonville Road exit (#283) from Interstate 5 to serve planned growth. The IAMP document describes the extent of operational and access management solutions that are required, and the steps needed to implement the various improvements.

Background

In 1994, the City of Wilsonville and ODOT entered into an agreement to build Phase 1 of a planned multi-phase Wilsonville Road interchange improvement project. All improvements have been completed that were part of the first construction phase.

In 2003, the City of Wilsonville adopted an eight-lane cross-section on Wilsonville Road at the freeway interchange as part of its Transportation System Plan.

More recently, the City of Wilsonville and ODOT signed a Cooperative Improvement Agreement (CIA #23581) to construct Phase 2 improvements to the Interstate 5/Wilsonville Road (Exit 283) Interchange, in the City of Wilsonville. An engineering design project is underway to construct the Phase 2 improvements. The project will add traffic lanes on Wilsonville Road near the interchange, and it will extend and widen the freeway entrance/exit ramps. One public roadway access will be closed (Parkway Avenue) as part of this project due to its proximity to the interchange.

The Cooperative Improvement Agreement further states that the Oregon Department of Transportation Region 1 and the City of Wilsonville are required to prepare an IAMP for the proposed I-5/Wilsonville Road Interchange project. The IAMP requirements were not in effect in 1994, when Phase 1 improvements were constructed, but were added in 2000.

The major objectives and outcomes of an IAMP include:

- The IAMP must be adopted by the City of Wilsonville and the Oregon Transportation Commission before construction of the interchange area improvements can begin.
- The IAMP must identify opportunities to improve operations and safety and adopt strategies and development standards to capture those opportunities.
- Short, medium and long-range actions must be developed to improve operations and safety in the interchange area.



Interstate 5/Wilsonville Road IAMP

- There must be assurance of the safe operation of the facility through the 20-year design period.
- The City's Comprehensive Plan land use assumptions must be considered in the IAMP, and
- The IAMP must be consistent with any locally adopted plan, especially the City's Comprehensive Plan and Transportation Systems Plan as well as ODOT's 1999 Oregon Highway Plan.

Demonstrated Safety and Operational Needs

Recent traffic studies have shown that the Wilsonville Road interchange is approaching capacity. With the City of Wilsonville concurrency ordinance being enforced, the City has allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS "D" or better.

Recurring safety issues at the northbound exit ramp at Exit 283 have been observed during morning peak hours, as vehicle queues have consistently backed up onto the mainline freeway during this period. This condition is caused by a substandard exit ramp length and a lack of capacity and storage at the I-5 / Wilsonville Road Northbound exit ramp terminal. This is a pre-existing safety issue that has been identified by ODOT. Furthermore, lack of left turn capacity on Wilsonville Road during the peak periods also contributes to long queues and congestion.

Plan Development

The IAMP was developed based on the City of Wilsonville's Comprehensive Plan land use assumptions. Much of the land within the IAMP Management Area (illustrated in Figure 1) is already fully developed. Of the undeveloped lands within the Management Area, the areas that have the most potential to significantly impact the interchange are the undeveloped industrial land south of Wilsonville Road opposite Kinsman Road and the Fred Meyer site, located in the southeast quadrant of the Boones Ferry Road/Wilsonville Road intersection. Both sites were fully accounted for in the trip generation assumed in developing the 2030 traffic volumes in the IAMP.

Interchange capacity is protected by several means. The primary tool that has been applied for years is the City's concurrency program. This requires essentially every proposed development in the city to demonstrate that it will not have adverse impacts to the city's transportation system without mitigation, with a special emphasis on freeway interchange mobility. No development is allowed in Wilsonville that will cause the interchange, or any intersection, to operate unacceptably according to both ODOT and City mobility standards. The other tools that are available to protect capacity are the access management and local circulations plans that were developed in the city's TSP and carried forward with this IAMP.

The I-5 / Wilsonville Road IAMP document consists of two major sections: the IAMP itself and the supporting technical appendices. The plan includes the IAMP purpose and objectives, physical improvements, access management and local circulation plans and the process used to implement, monitor and update the IAMP. The appendices include the technical analysis performed to develop the IAMP, a summary of the public involvement process, and implementation language to incorporate the plan into the City of Wilsonville's Comprehensive Plan, Transportation System Plan (TSP) and Development Code.

Plan Actions

The IAMP calls for actions in three key areas: physical improvements, access management and implementation.

Physical Improvements

This action includes construction of the physical improvements required for the interchange to operate under acceptable standards through the year 2030. These improvements include the planned reconstruction of the interchange, including its entrance and exit ramps, along with associated improvements along Wilsonville Road and Interstate 5 to provide for a functioning interchange into the future.

Access Management and Local Circulation

Two plan elements were developed to help protect capacity in the interchange once the physical improvements are constructed. An access management plan identifies key short term (with reconstruction of the interchange) and long-term (upon development or redevelopment) actions for improving access control in the vicinity of the interchange. The local circulation plan provides for a local street system that allows alternate circulation within the interchange area, removing some trips from congested Wilsonville Road and interchange intersections. These plans, working together, will help protect capacity in the interchange.

Implementation

Implementation measures are necessary to ensure that the plans developed as part of this IAMP are incorporated into the City's Comprehensive Plan, Transportation System Plan (TSP) and Development Code.

Introduction

The I-5 / Wilsonville Road Interchange Area Management Plan (IAMP) has been prepared to implement plans and strategies for the planned reconstruction of an existing interchange on Interstate 5 at Wilsonville Road. The existing interchange was originally built in the 1960's and most recently improved in 1994. Phase 2 improvements to the interchange will upgrade key elements, including ramp lengthening and widening as well as widening on Wilsonville Road. Figure 1 shows the project area.

Purpose and Intent

An IAMP is required for any new or significantly reconstructed interchange by OAR 734-051-0155(6). More importantly, the purpose of an IAMP is to protect the function of the interchange and, consequently, the state's and local agency's investment in the facility. New interchanges and improvements to existing interchanges are very costly. State and local government and their citizens have an interest in ensuring that their interchanges function efficiently. Engineering design work is underway for the next phase of improvements to the I-5 / Wilsonville Road interchange and this IAMP is being conducted to ensure that the ultimate design will effectively reflect the needs of the interchange for at least the next 20 years.

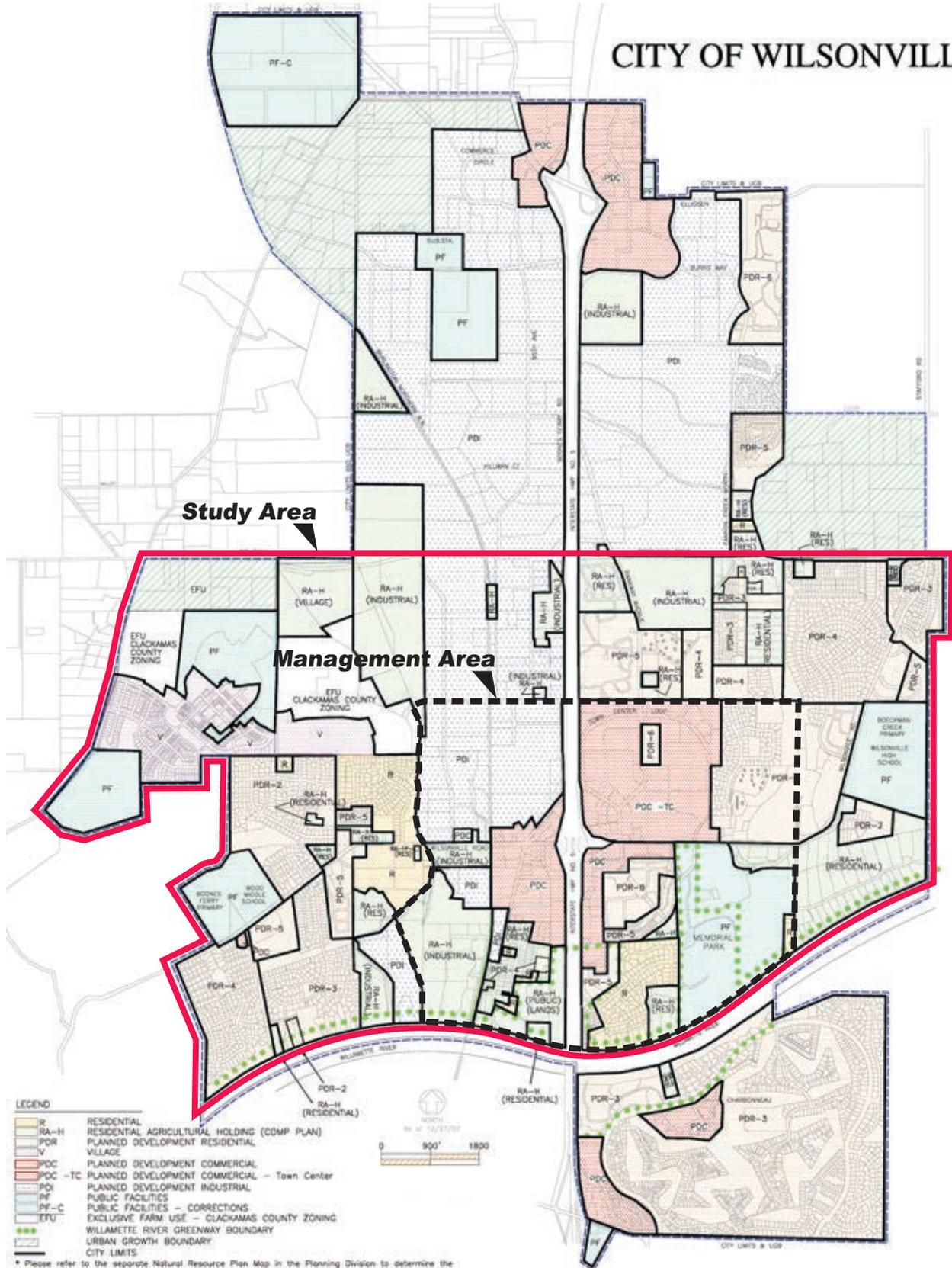
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CITY OF WILSONVILLE



OFFICIAL ZONING MAP

MAPCH: _____ DATE: _____
 ATTEN: _____ DATE: _____
 CITY RECORDER: _____ DRAWING NUMBER: _____

DKS Associates
 TRANSPORTATION SOLUTIONS



Figure 1

ZONING AND LAND USE

Interchange Function, Mode and General Location

Generally, an interchange is defined as a system of interconnecting roadways in conjunction with one or more grade separations that provides for the movement of traffic between two or more roadways or highways on different levels¹. The functions of the interchange are established by the functions of the connecting roads. The I-5 / Wilsonville Road interchange is a component of Interstate 5, an Interstate Highway and freight route. As a component, the interchange's primary function is to serve Wilsonville Town Center, employment areas and TriMet's Westside Express Service (WES) as well as to provide connections to major cities, regions of the state, and other states. The Interstate Highways are major freight routes and their objective is to provide mobility. The interchange provides for this primary function by minimizing the conflicts between through traffic on the freeway and the movement of vehicles entering, exiting, or crossing the freeway. The interchange's secondary function is to provide connections for regional trips within the metropolitan area in a manner that does not conflict with the primary purpose. Provided that the primary and secondary functions are not adversely affected, the interchange also serves the function to provide for safe travel between the land uses within Wilsonville on both the east and west sides of I-5.

The Oregon Highway Plan (OHP) classifies I-5 as an interstate highway. According to OHP, the primary function of an interstate freeway is to "provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area." (OHP, p. 41)

Wilsonville Road is owned and maintained by the City of Wilsonville. The Wilsonville Transportation System Plan (TSP) classifies Wilsonville Road as a major arterial within the Management Area. Wilsonville Road provides both a connection to the interstate freeway system and access to local services in town.

Much of the land surrounding the I-5 / Wilsonville Road interchange is already developed. The interchange provides access to Wilsonville's Town Center area (Village at Main Street and Town Center Loop) as well as industrial and residential areas in the City. Access along Wilsonville Road is relatively limited, although not in compliance with OHP standards within a ¼ mile (1,320 feet) of the interchange. The majority of the intersections along Wilsonville Road (within ¼ mile) are private driveways, however, there are three public roadways (Boones Ferry Road, Parkway Avenue and Town Center Loop West) as well.

Future alternatives in this IAMP assume that undeveloped lands within the Study Area will be developed in a manner consistent with what is allowed under the City of Wilsonville Comprehensive Plan and existing zoning. The chapter on Future Travel Forecasts and Needs Analysis details the assumptions for this development.

Goals and Objectives

The goals and objectives of this IAMP reflect the intentions and interests of ODOT and the City of Wilsonville for the interchange and transportation operations in the area. The goals and objectives are guided by, but not re-statements of, OHP and TSP policies and OAR language. The objectives need to be concrete statements that relate what the plan is trying to accomplish and should be achievable and measurable. The objectives serve as the basis for data collection and research and as alternative

¹ AASHTO Green Book, 2004 Edition, p. 743.

evaluation criteria to guide alternatives analysis and selection of the preferred alternative, and to guide management decisions.

Goal 1: Protect the function and operation of the interchange and the state highway as follows:

- 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 and north. The operational objective for Interstate Highways is to provide safe and efficient high-speed travel in urban and rural areas.
- **Objective 1a:** The preferred interchange project alternative will meet FHWA Interchange requirements and will accommodate design-year (2030) traffic demands as a threshold.
- **Objective 1b:** The project alternatives developed for consideration as part of the IAMP planning process are consistent with the OHP requirement that the maximum volume-to-capacity (V/C) ratio for the ramp terminals of interchange ramps be either 0.85 or 0.90 (as defined in the OHP). For “build” scenarios, the 2003 Highway Design Manual standard of 0.75 is desired or a design exception would be needed.
- **Objective 1c:** The preferred alternative will meet or move in the direction of ODOT access management spacing standards for access along interchange crossroads.

Goal 2: Provide for an adequate system of local roads and streets for access and circulation within the interchange area that minimizes local traffic through the interchange and on the interchange cross road (Wilsonville Road).

- **Objective 2a:** The preferred alternative will include necessary supporting improvements to the surface street system in the vicinity of the interchange. Improvements to the local street network will be adopted into the local comprehensive plan, including identified funding sources, as part of the City of Wilsonville’s actions to implement the IAMP.
- **Objective 2b:** The project alternatives will propose surface street improvements that either meet the ODOT established access management standards or improve on the current conditions.
- **Objective 2c:** The project alternatives will propose surface street improvements that will operate in conformance with applicable standards over the 20-year planning horizon.

Goal 3: Provide safe and efficient multi-modal travel between the connecting roadways (and the surface street network, if applicable).

- **Objective 3a:** While recognizing existing capacity constraints, the project alternatives will improve safety by adding capacity to reduce congestion and/or correcting geometric conditions that do not meet current applicable standards.
- **Objective 3b:** The project alternatives will improve bicycle and pedestrian facilities that meet current applicable standards and include facility infill and extensions where needed to provide a continuous network.

Goal 4: Ensure future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system and the integration of future transportation projects and land use changes.

- **Objective 4a:** The project alternatives will be developed in partnership with affected property owners in the interchange area, the City of Wilsonville, Clackamas County, and the Oregon Department of Transportation (ODOT), as well as other stakeholders, including interchange users.
- **Objective 4b:** The City and County Comprehensive Plans and/or Transportation System Plans will be found consistent, or amendments will be proposed to ensure consistency, with the preferred project interchange alternative.
- **Objective 4c:** The City and County will adopt land use policies that ensure future land use actions in the IAMP Management Area, including requests for comprehensive plan amendments and/or zoning amendments, and promote land development that is compatible with the planned interchange capacity for the IAMP planning horizon.

Goal 5: Recognize the importance of the interchange function to support local and regional economic development goals and plans.

- **Objective 5a:** The project alternatives would reduce delay for vehicles, including commercial vehicles, accessing the freeway and to increase safety.
- **Objective 5b:** The project alternatives will facilitate access to, through, and from businesses in Wilsonville.

Goal 6: Ensure that the needs of regional through trips and the timeliness of freight movements are considered when developing and implementing the IAMP, in particular when planning for improvements that directly impact freight routes.

- **Objective 6a:** The project alternatives will facilitate freight access to and from the many industrial freight destinations in the interchange study area.

Management Area

Figure 1 illustrates the Interchange Management Area (see page 11). The management area delineates the area around I-5 / Wilsonville Road in which specific IAMP access and land use management regulations apply to land use decisions. It includes those properties that currently have or are expected to have the greatest impact on operations at the interchange.

The management area is defined by tax lot parcel boundaries extending from the Willamette River to the south, just north of Town Center Loop to the north, approximately ½ mile to the west and approximately ½ mile to the east.

Figure 1 also illustrates the project Study Area. The Study Area extends from Boeckman Road to the north, the Willamette River to the south and the urban growth boundary (UGB) to the east and west. The traffic analysis for the IAMP assumed development of much of the undeveloped land within the Study Area (more detail in Future Conditions).

Plan Decisions

This section presents access and land use decisions for maximizing the operational life of the I-5 / Wilsonville Road interchange while ensuring that the planned local land use can be supported. It describes the transportation improvements for the interchange and the associated improvements on Wilsonville Road, identifies access management and policy actions, and reviews the process for state and local authorities to adopt the I-5 / Wilsonville Road IAMP. The decisions presented in this section serve as the basis for an agreement between ODOT and the City of Wilsonville on the direction and principles that will guide the approval and implementation of the IAMP.

This section provides language for the City of Wilsonville to use in the amendment of the City's TSP. The City of Wilsonville will adopt the IAMP prior to adoption by the Oregon Transportation Commission (OTC).

The I-5 / Wilsonville Road IAMP includes the following components:

- Physical improvements to the interchange area and to Wilsonville Road in the vicinity of the interchange.
- Access management/local connectivity plans
- Implementation

Each of these components and an outline of adoption steps are described below. The IAMP actions apply to the study area shown in Figure 1. Project stakeholders and other members of the public have provided input on each of the project elements through two public open houses. A full description of public involvement activities is included in the appendix.

Physical Improvements

The physical improvements associated with the I-5/Wilsonville Road interchange include four components (see Figure 2):

1. Improvements specific to the reconstruction of the I-5/Wilsonville Road interchange and its ramps to and from I-5, including additional through and turn lanes on Wilsonville Road, additional turn lanes on both the I-5 entrance and exit ramps at Wilsonville Road, and lengthening of interchange entrance and exit ramps. Specifically, the following improvements are planned:
 - Widen Wilsonville Road between the I-5 Southbound Ramps and the I-5 Northbound Ramps to include two through lanes and two left turn lanes in both the eastbound and westbound directions (8-lanes in total)
 - Widen the I-5 southbound exit ramp to include two left turn lanes, a through/right turn lane and a right turn lane (4-lanes total)
 - Widen the I-5 southbound entrance ramp to two lanes
 - Widen the I-5 northbound exit ramp to include two left turn lanes, a through/right turn lane and a right turn lane (4-lanes total)
 - Widen the I-5 northbound entrance ramp to two lanes
 - Lengthen I-5 southbound exit ramp to approximately 1,500 feet
 - Lengthen I-5 southbound entrance ramp to approximately 2,500 feet, plus 300 foot taper
 - Lengthen I-5 northbound exit ramp to approximately 1,500 feet
 - Lengthen I-5 northbound entrance ramp to approximately 2,000 feet, plus 300 foot taper

2. Improvements to Wilsonville Road in the vicinity of the interchange, specifically, between Boones Ferry Road and Town Center Loop West:
 - Add a third eastbound through lane on Wilsonville Road from just west (approximately 475 feet) of Boones Ferry Road to Boones Ferry Road
 - Widen Wilsonville Road between Boones Ferry Road and the I-5/Southbound Ramps to include four lanes westbound (two left turn lanes and two through lanes) and five lanes eastbound (three through lanes, a right/through lane and a right turn lane)
 - Widen Wilsonville Road to include two through lanes and two left turn lanes in each direction between the I-5/Southbound Ramps and the I-5/Northbound Ramps
 - Widen Wilsonville Road between the I-5/Northbound Ramps and Town Center Loop West to include five lanes westbound (four through lanes and a right turn lane) and four lanes eastbound (two left turn lanes, a through lane and a through/right lane), at their terminating intersection. Westbound, there are three through lanes beginning at Town Center Loop West, widening to five lanes (as described above) at the I-5/Northbound Ramps. Eastbound, there are two through lanes beginning at the I-5/Northbound Ramps, widening to four lanes (as described above) at Town Center Loop West.
 - Close Parkway Avenue, providing alternate access via Town Center Loop West and Main Street
3. Improvements to I-5 between the I-5/Wilsonville Road Interchange and the I-5/Stafford Road Interchange, including the following:
 - Construct an auxiliary lane northbound
 - Construct an auxiliary lane southbound
4. Preservation project on I-5 between the I-5/Charbonneau-Hubbard Interchange and the I-5 / Wilsonville Road Interchange (Summer 2009):
 - Construct auxiliary lane northbound

Many of the improvements shown in #1 and #2 are currently being designed as part of the I-5/Wilsonville Road Interchange project. Specific access management plans to protect the long-term function of the interchange area are described in the access management plan below.

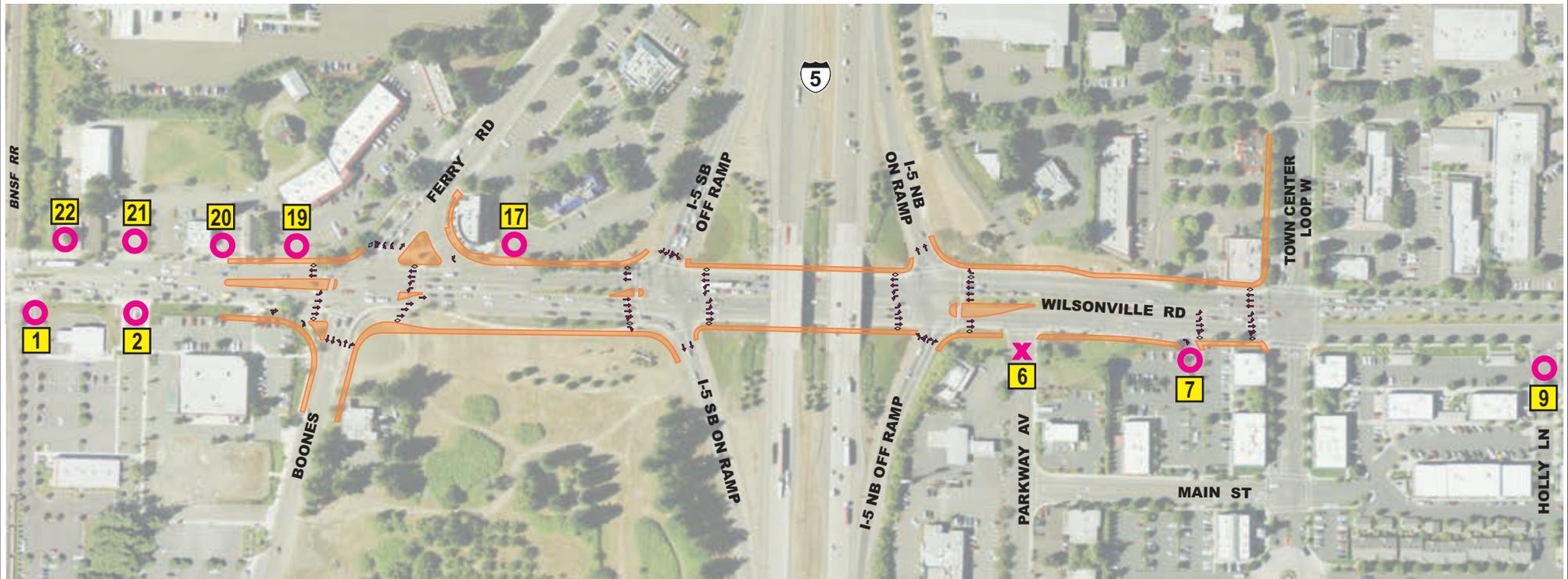
Future 2030 Operational Performance

Future (2030) traffic conditions were analyzed at the I-5/Wilsonville Road interchange. Highway Capacity Manual² (HCM) level-of-service (LOS) and volume-to-capacity (V/C) ratios were used to evaluate the performance of the proposed interchange improvements³. ODOT's Highway Design Manual (HDM) maximum V/C threshold for new improvements on Interstate Highways and Statewide (NHS) Expressways Inside the Urban Growth Boundary is 0.75⁴. This threshold would apply to the interchange ramp terminals (I-5 Southbound Ramps/Wilsonville Road and I-5 Northbound Ramps/Wilsonville Road). The remaining

² Highway Capacity Manual, Transportation Research Board, Washington, D. C., 2000.

³ For "no-build" conditions, the Oregon Highway Plan volume-to-capacity ratio applies for planning purposes (0.85 or 0.90 for the ramp terminals in this case). However, since that threshold was not met (see appendix), a "build" condition is required, at which point the Highway Design Manual volume-to-capacity threshold applies.

⁴ Highway Design Manual, Oregon Department of Transportation, 2003, p. 10-38. Metro and ODOT are currently in the process of reevaluating level of service standards in the Metro area. If the standards that apply to the ramp terminals change, the IAMP may need to be amended to reflect the updated standards.



LEGEND

-  - Curb/Sidewalk & Median Island
-  - Lane Configuration
-  - On-Street Bike Lane

-  - Eliminate Access with Current Interchange Reconstruction Project
-  - Consider Access Elimination/Consolidation with Redevelopment

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Figure 2

TRANSPORTATION IMPROVEMENTS MAP

Interstate 5/Wilsonville Road IAMP

study intersections would fall under the City of Wilsonville’s jurisdiction and would be required to operate at LOS “D” or better⁵. Table 1 summarizes 2030 PM peak hour intersection performance.

Table 1: Future PM Peak Hour 2030 (8-Lane Build) Intersection Performance

<i>Intersection</i>	<i>Level of Service</i>	<i>Volume to Capacity Ratio</i>	<i>Average Delay Per Vehicle</i>
Boones Ferry Road/Wilsonville Road	D	0.88	38.2
I-5 Southbound Ramps/Wilsonville Road	C	0.87	30.1
I-5 Northbound Ramps/Wilsonville Road	C	0.78	25.4
Town Center Loop West/Wilsonville Road	C	0.75	28.1
Rebekah Street/Wilsonville Road	B	0.58	17.9
Town Center Loop East/Memorial Drive/Wilsonville Road	D	0.85	35.6

Delay – Average intersection stopped delay per vehicle

LOS – Intersection level-of-service (ODOT uses V/C=0.90 for planning purposes, City of Wilsonville uses LOS D as standard)

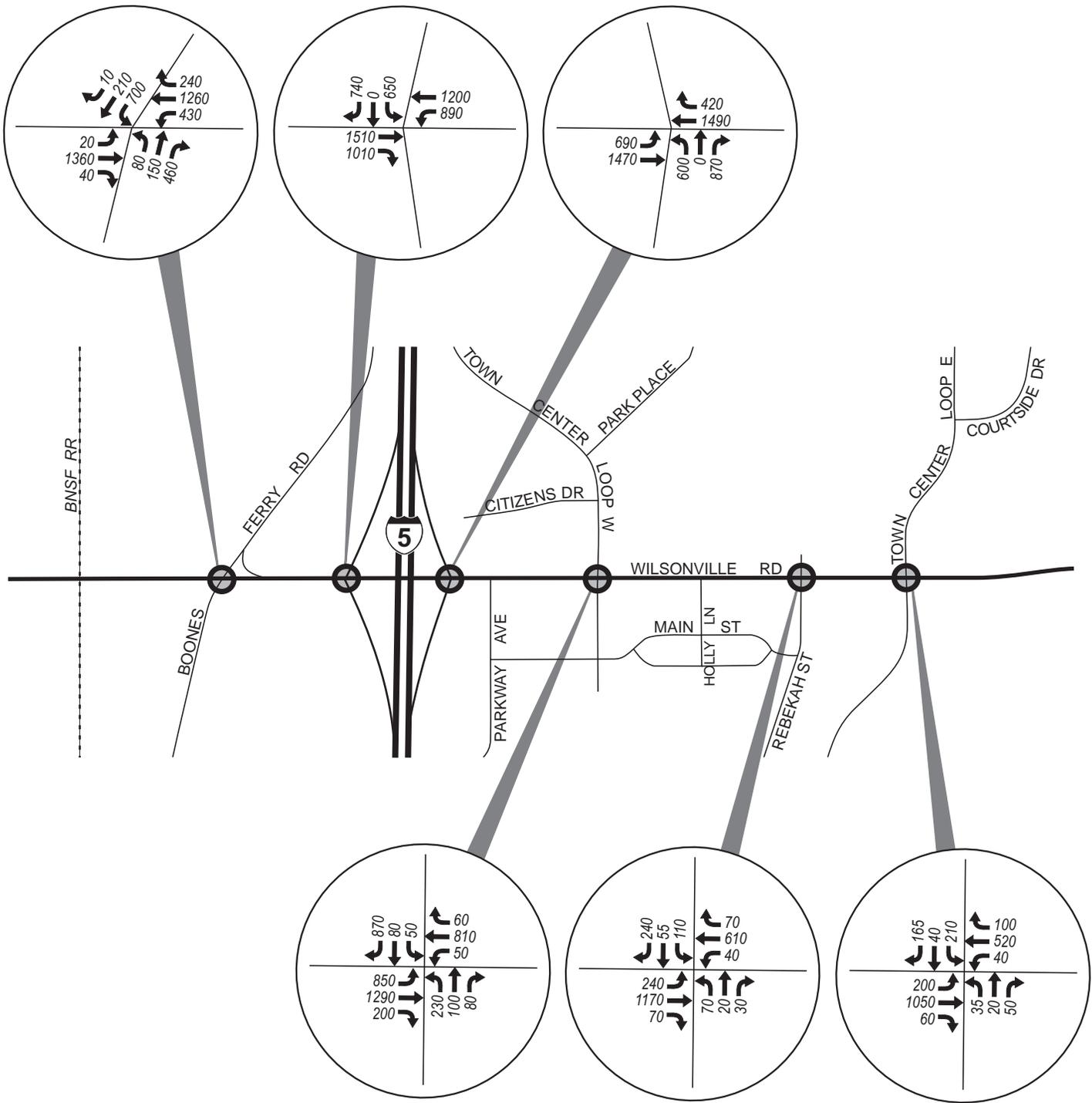
As shown in Table 1 above, all City of Wilsonville intersections would operate at acceptable levels, operating at LOS “D” or better for the 2030 “Build” condition. However, both interchange ramp terminals would operate at volume-to-capacity ratios worse (higher) than ODOT’s allowable 0.75 as defined in the Highway Design Manual. The I-5 Northbound Ramps/Wilsonville Road intersection operates at a V/C=0.78, slightly higher than ODOT’s threshold, and the I-5 Southbound Ramps/Wilsonville Road intersection operates at a V/C=0.87, substantially higher than ODOT’s threshold. Future (2030) traffic volumes are shown in Figure 3.

Queuing was also analyzed⁶. The queuing through the interchange area would exceed available storage in a few locations (primarily eastbound in the evening peak period), however, this would only occur on Wilsonville Road and none of the queues would extend back into required deceleration areas or onto the I-5 freeway mainline (see appendix).

Based on the results summarized above, the I-5 / Wilsonville Road will generally operate at an acceptable level in 2030, assuming it is reconstructed to the 8-lane plan, although design exceptions will need to be requested for the volume-to-capacity ratio at the I-5 Southbound Ramps / Wilsonville Road (0.12 over the HDM standard of 0.75) and at the I-5 Northbound Ramps/Wilsonville Road (0.03 over the HDM standard of 0.75).

⁵ City of Wilsonville Transportation Systems Plan, Chapter 4.3.1.4.

⁶ See Appendix D.



LEGEND

- - Study Intersection
- ← 00 - PM Peak Hour Traffic Volumes

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NO SCALE

Figure 3

2030 PM PEAK HOUR TRAFFIC FORECASTS

Land Use Assumptions

The analysis above assumes that land within the Study Area will develop according to the City's Comprehensive Plan (see appendix) and has been adjusted to account for several known development projects that are currently in process. In particular, traffic from the planned Fred Meyer site, located in the southwest corner of the interchange, has been specifically addressed.

The analysis assumed full build out of lands in the immediate vicinity of the interchange (Management Area) as well as development likely to occur by 2030 throughout the City of Wilsonville as well as in the greater Metro area (see appendix for further discussion of the land use assumed).

Additionally, the City has a strict transportation concurrency strategy in place. Development projects are required to conduct detailed transportation impact studies. The City has allowed development that has projected trips through the Wilsonville Road interchange area consistent with the City's concurrency policies requiring LOS "D" or better.

Access Management/Local Connectivity Plans

A key element of the IAMP related to the long-range preservation of operational efficiency and safety of the proposed interchange improvement is the management of access to the interchange crossroad (Wilsonville Road), as well as to the mainline (Interstate 5). Because access points introduce a number of potential vehicular conflicts on a roadway and are frequently the causes of slowing or stopping vehicles, they can significantly degrade the flow of traffic and reduce the efficiency of the transportation system. However, by reducing the overall number of access points and providing greater separation between them, the impacts of these conflicts can be minimized.

Evaluation Process

The Project Management Team (PMT) was used to develop and evaluate an access management plan. The general Access Management Plan is summarized below:

General Access Management Plan

To provide a basis for decision-making during the development of the access management plan, an access management strategy was established. The objectives of this plan are listed below.

1. Restrict all access from abutting properties to the interchange and interchange ramps.
2. Meet, or move in the direction of meeting, ODOT adopted access management spacing standards for access to interchange crossroads.
 - a) For Wilsonville Road from the southbound interchange ramp terminal to a distance of 1,320 feet to the west, the spacing standards from OAR 734-051-0125(2), Table 2 and Figure 4 apply, which would restrict all access for the full distance of 1,320 feet, with a right-in/right-out access allowed on the eastbound side of Wilsonville Road no closer than 990 feet from the interchange ramp terminal and a right-in/right-out access allowed on the westbound side of Wilsonville Road no closer than 750 feet from the interchange ramp terminal.
 - b) For Wilsonville Road from the northbound interchange ramp terminal to a distance of 1,320 feet to the east, the spacing standards from OAR 734-051-0125(2), Table 2 and Figure 4 apply, which would restrict all access for the full distance of 1,320 feet, with a right-in/right-out access allowed on the westbound side of

Wilsonville Road no closer than 990 feet from the interchange ramp terminal and a right-in/right-out access allowed on the eastbound side of Wilsonville Road no closer than 750 feet from the interchange ramp terminal.

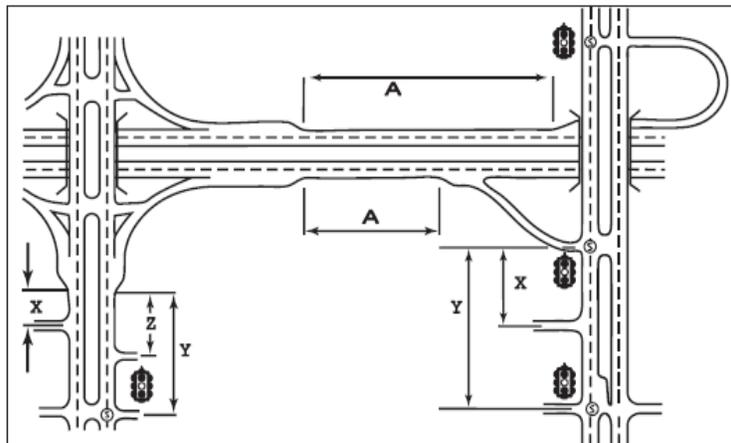
Table 2: Minimum Spacing Standards Applicable to Freeway Interchanges with Multi-Lane Crossroads⁷

Category of Mainline	Type of Area	Spacing Dimensions			
		A	X	Y	Z
FREEWAY	Fully Developed Urban	1 mi. (1.6 km)	750 ft. (230 m)	1320 ft. (400 m)	990 ft. (300 m)
	Urban	1 mi. (1.6 km)	1320 ft. (400 m)	1320 ft. (400 m)	1320 ft. (400 m)
	Rural	2 mi. (3.2 km)	1320 ft. (400 m)	1320 ft. (400 m)	1320 ft. (400 m)

Notes:

- 1) If the crossroad is a state highway, these distances may be superseded by the Access Management Spacing Standards, providing the distances are greater than the distances listed in the above table.
- 2) No four-legged intersections may be placed between ramp terminals and the first major intersection.
- 3) No application will be accepted where an approach would be aligned opposite a freeway or expressway ramp terminal.

Figure 4: Measurement of Spacing Standards for Table 2 (Source: Oregon Highway Plan)



Notes Figure 4:

- A = Distance between the start and end of adjacent interchanges.
- X = Distance to first approach on the right, right in/right out only.
- Y = Distance to first intersections where left turns are allowed.
- Z = Distance between the last approach road and the start of the taper for the entrance ramp.

3. Meet, or move in the direction of meeting, the City of Wilsonville’s adopted access management guidelines on Wilsonville Road from a point 1,320 feet from the southbound interchange ramp

⁷ Source: 1999 Oregon Highway Plan.

terminal (or to Industrial Way, the western boundary of IAMP management area) to the west and to a point 1,320 feet from the northbound interchange ramp (or to Town Center Loop East/Memorial Drive, the eastern boundary of IAMP management area) to the east. This would require access spacing of at least 1,000 feet between adjacent driveways and/or streets on the same side of the roadway.

4. In attempting to meet access management spacing standards, exceptions may be allowed to take advantage of existing property boundaries and existing or planned public streets, and to accommodate environmental constraints.
 - a) If the cross road is under ODOT's jurisdiction, the plan should prohibit new full access public (street) and private (driveway) approaches for at least 1,320 feet from all interchange ramp terminals where possible. One of the exceptions to this objective is right-in, right-out intersections in fully developed urban areas which should be prohibited for at least 750 feet when feasible (OAR 734-051-0125 and Table 5 and Table 6). While ODOT may construct or provide access to existing residences and operations in the IAMP planning area, it is recognized that meeting these standards may not always be possible within the context of pre-existing development and the existing local street network. The access management plan should strive to meet the standards for approaches within an interchange management area. When these standards cannot be achieved, a formal deviation as per OAR 734-051-0135, Deviations from Access Management Spacing Standards, will be required from the Region Access Management Engineer. The IAMP needs to document constraints and considerations that will be factored into deviation requests.
5. Replace private approaches with public streets, where feasible, to provide consolidated access to multiple properties.
6. Ensure all properties impacted by the project are provided reasonable access to the transportation system.
7. Align approaches on opposite sides of roadways where feasible to reduce turning conflicts.
8. Short-range actions shall accommodate existing development needs, unless property is to be purchased by ODOT.

Location Specific Access Management

Using this strategy, an action plan for each approach to the interchange crossroad was developed, as shown below in Table 3. Short-range actions should be implemented during the construction of the interchange. The long-range actions are to be implemented over the 20-year planning period as funding becomes available or as opportunities arise through property development and/or redevelopment. The long-range action plan has also been illustrated in Figure 5 to aid in the interpretation of the actions in Table 3.

Table 3: Wilsonville Road Access Actions

Access	Short-Range Action	Long-Range Action
1	No action.	Access meets ODOT right in/right out spacing standards. However, upon a change of use of this driveway (as defined on page 6), or upon the establishment of reasonable alternative access this access may be evaluated for closure as part of a transportation impact study.
2	No action.	Access does not meet spacing standards. Upon a change of use of this driveway (as defined on page 6), or upon the establishment of reasonable alternative access this access may be evaluated for closure as part of a transportation impact study.
3	No action.	No Action.
4	No action.	No Action.
5	No action.	No Action.
6	Close access upon interchange reconstruction. Future access to be taken via Town Center Loop West (see access 8) and Main Street.	Same as Short Range.
7	No action.	Access does not meet spacing standards for a right in access; however, it is a relatively low volume right-in only access. Upon a change of use of this driveway (as defined on page 6), or upon the establishment of reasonable alternative access this access may be evaluated for closure as part of a transportation impact study.
8	No action.	No Action.
9	No action.	Access meets ODOT right in/right out spacing standards. However, upon a change of use of this driveway (as defined on page 6), or upon the establishment of reasonable alternative access this access may be evaluated for closure as part of a transportation impact study.
10	No action.	No action.
11	No action.	No action.
12	No action.	No action.
13	No action.	No Action.
14	No action.	No Action.
15	No action.	No Action.
16	No action.	No Action.
17	No action.	Access does not meet spacing standards for a right in access. Upon a change of use of this driveway (as defined on page 6), or upon the establishment of reasonable alternative access this access may be evaluated for closure as part of a transportation impact study.
18	No action.	No Action.
19	No action.	Access does not meet spacing standards for right in/right out access; however, it is a relatively low volume right-in and right-out only access. Upon a change of use of this driveway (as defined on page 6), or upon the establishment of

Interstate 5/Wilsonville Road IAMP

Access	Short-Range Action	Long-Range Action
20	No action.	<p>reasonable alternative access this access may be evaluated for closure as part of a transportation impact study.</p> <p>Access does not meet spacing standards. Upon a change of use of this driveway (as defined on page 6), or upon the establishment of reasonable alternative access this access may be evaluated for closure as part of a transportation impact study.</p>
21	No action.	<p>Access does not meet spacing standards. Upon a change of use of this driveway (as defined on page 6), or upon the establishment of reasonable alternative access this access may be evaluated for closure as part of a transportation impact study.</p>
22	No action.	<p>Access meets ODOT right in/right out spacing standards. However, upon a change of use of this driveway (as defined on page 6), or upon the establishment of reasonable alternative access this access may be evaluated for closure as part of a transportation impact study.</p>

Notes: Refer to Figure 5 for location of accesses cited in the above table.



LEGEND

- 00 - Driveway/Access Location Number
- Distance Between Driveway/Access Locations

- X - Eliminate with Interchange Reconstruction
- - Consider Elimination/Consolidation with Redevelopment

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Figure 5

LONG RANGE ACTION PLAN

Prior to adopting or implementing the recommendations in this plan regarding access management, input from affected property owners and tenants should be obtained to validate assumptions made regarding property ownerships and the ability of short-range actions to accommodate existing development needs.

Parkway Avenue Access

Parkway Avenue access at Wilsonville Road will be closed as part of the current Interchange Reconstruction Project. The closure of Parkway Avenue at Wilsonville Road is a key strategy to maintain safety for turning movements from the northbound I-5 exit ramp to Wilsonville Road. The current ODOT interchange access spacing standard for a right-in/right out access is 750'. Parkway Avenue is currently located 165' from the I-5 northbound ramp intersection which is well below the current standard. Parkway Avenue is within ODOT's access control and as such, ODOT has the authority to close the street access.

The agreement to modify Parkway Avenue was formalized between the City and ODOT in 1994. During the original Phase I reconstruction of the interchange, the City signed an intergovernmental agreement (City of Wilsonville and ODOT MC&A No. 12740) with ODOT stating the following:

“ODOT and the City agree that upon completion of the project, the access at Wilsonville Road and Parkway Avenue will have been reconstructed as a right-in/right-out only and will remain as such until an alternative access is provided by the City. At which time, direct access from Parkway Avenue to Wilsonville Road will be reviewed by the City and ODOT for possible modification or elimination.”

Although there has been no formal 'review' of the Parkway closure requirement as previously agreed to between the City and ODOT, it is ODOT's position that alternative access has been provided by Main Street via a connection from Town Center Loop West to Parkway Avenue. This alternative was planned, adopted, and constructed in the middle to late 1990's as part of the Village at Main Street Master Plan in anticipation of the Parkway Avenue closure. The City of Wilsonville provided the majority of the street improvement funds to create the public alternative access.

Deviations Required Upon Change of Use of the Approach

Since none of the following accesses are proposed to be changed as a part of the current project, deviations are not required at this time. However, the following access spacing deviations will be needed at the time adjacent properties redevelop. The associated references are to Table 3 above:

1. **Wilsonville Road/Right-in Access to Burger King (#17 in table):** The spacing standard between the interchange ramps and the first approach on the right, right-in/right-out only is 750 feet. The right-in only access to Burger King is approximately 320 feet (center-to-center) from the I-5 Southbound Ramps. An access agreement has been made between the property owner and ODOT. However, upon a change of use of the approach (as defined on page 6), this access should be evaluated for closure as part of a transportation impact study.
2. **Wilsonville Road/Boones Ferry Road Intersection (#18 in table):** The spacing standard between the interchange ramps and the nearest approach road with full access on the crossroad is 1,320 feet. However, the actual distance on the crossroad (Wilsonville Road) from the I-5 Southbound Ramps to Boones Ferry Road is approximately 585 feet (center-to-center). Boones Ferry Road is a significant component of the City's local street system (classified in the City's TSP as a Major Collector). Boones Ferry Road provides the primary access point into the "Old Town" section of Wilsonville. Also,

access to a number of properties north of Wilsonville Road would be extremely indirect should access to Boones Ferry Road be removed.

3. **Wilsonville Road right-in/right-out driveway (at commercial property, #19 in table):** The spacing standard between the interchange ramps and the first approach on the right, right-in/right-out only is 750 feet. The right-in/right-out only access to the commercial property in the northwest quadrant of Boones Ferry Road/Wilsonville Road is approximately 700 feet (center-to-center) from the I-5 Southbound Ramps. Unfortunately, due to the property lines of the property that is served by this access and adjacent properties, as well as existing building placement, no immediate solution exists that would improve the location of this access. Should this access be eliminated, all commercial property traffic would be forced to use the already congested Boones Ferry Road/Wilsonville Road intersection and would leave the commercial property with only one access. Upon a change of use of the approach (as defined on page 6), this access should be evaluated for closure as part of a transportation impact study.
4. **Wilsonville Road in-only driveway (#20 in table):** Even though this access functions as an “in-only” access, it is considered the same as a full access intersection since eastbound traffic turning into this access would have to cross westbound traffic. This access is approximately 830 feet from the I-5/Southbound Ramps intersection, within 1,320 feet from the interchange ramps and would therefore require a deviation. This access is included in the Wilsonville Road Phase 1 Access Management Plan Exhibit “A.”⁸ Upon a change of use of the approach (as defined on page 6), this access should be evaluated for closure as part of a transportation impact study.
5. **Westbound Wilsonville Road full-access driveway (#21 in table):** The spacing standard between the interchange ramps and the nearest approach road with full access on the crossroad is 1,320 feet. However, the actual distance on the crossroad (Wilsonville Road) from the I-5 Southbound Ramps to this access is approximately 1,040 feet (center-to-center). This access would therefore require a deviation. This access is included in the Wilsonville Road Phase 1 Access Management Plan Exhibit “A.”⁹ Upon a change of use of the approach (as defined on page 6), this access should be evaluated for closure as part of a transportation impact study.
6. **Wilsonville Road/Walgreen’s driveway (#2 in table):** The spacing standard between the interchange ramps and the nearest approach road with full access on the crossroad is 1,320 feet. However, the actual distance on the crossroad (Wilsonville Road) from the I-5 Southbound Ramps to this access is approximately 1,005 feet (center-to-center). This access has been recently updated and was determined to be necessary to provide access to properties south of Wilsonville Road. Upon redevelopment of this property, the status of this access should be reconsidered. It will require a deviation; however, this access is included in the Wilsonville Road Phase 1 Access Management Plan Exhibit “A.”¹⁰ Upon a change of use of the approach (as defined on page 6), this access should be evaluated for closure as part of a transportation impact study.
7. **Wilsonville Road/Town Center Loop West (#8 and #14 in table):** The spacing standard between the interchange ramps and the nearest approach road with full access on the crossroad is 1,320 feet. However, the actual distance on the crossroad (Wilsonville Road) from the I-5 Northbound Ramps to

⁸ Wilsonville Road Phase 1 Access Management Plan Exhibit “A,” dated 3/17/09.

⁹ Ibid.

¹⁰ Ibid.

Town Center Loop West is approximately 675 feet (center-to-center). Town Center Loop West is classified in the Wilsonville TSP as a Major Arterial and is a key route, providing access to a significant portion of Wilsonville's local street system as well as to dozens of properties. Traffic analysis conducted as part of this IAMP has determined that this access can function acceptably in conjunction with the interchange. It is not recommended that this access be eliminated in either the short term or the long term.

Deviations Not Required

The following access points are located within 1,320 feet of the interchange area, however, no deviation is required (references to Table 3 above):

1. **Westbound Wilsonville Road right-in/right-out driveway (#22 in table):** The spacing standard between the interchange ramps and the nearest approach road with full access on the crossroad is 1,320 feet. However, the actual distance on the crossroad (Wilsonville Road) from the I-5 Southbound Ramps to this access is approximately 1,170 feet (center-to-center). Since it exceeds the 750 foot requirement to the first right-in/right-out access, this access would not require a deviation.
2. **Wilsonville Road/Wilsonville Shopping Center driveway (#1 in table):** This access is beyond 750 feet from the interchange ramps, and will therefore not require a deviation.
3. **Wilsonville Road/Holly Lane (#9 in table):** This right-in/right-out driveway is beyond 750 feet from the interchange ramps and will therefore not require a deviation.

Design Exceptions Required

The following design exception is required, and would be granted, as part of the proposed interchange project.

1. **Spacing between I-5 / Wilsonville Road and I-5/Canby-Hubbard Interchanges (not in table):** The spacing standard between interstate interchanges in an "urban" or "fully developed urban" area is 1 mile. The distance between the proposed I-5 / Wilsonville Road Interchange taper (after reconstruction) to the existing I-5/Canby-Hubbard Interchange taper is less than the 5,280 feet required. A deviation would be required to reconstruct the I-5 / Wilsonville Road Interchange in its current/proposed location. Such a deviation would be necessary for any proposed improvements to the interchange.

Local Connectivity Plan

Two areas were highlighted where local connectivity was in need of improvement, including:

- Improving east-west connectivity;
- Reducing access points to Wilsonville Road, both east and west of the interchange.

In response to these needs, a local connectivity plan was developed that builds on existing and planned streets in the IAMP area. Many of these connections were identified previously in the Wilsonville Transportation Systems Plan.¹¹ This plan not only improves overall connectivity throughout the interchange management area, but provides the ability to consolidate approaches to Wilsonville Road, while maintaining accessibility to individual properties in the corridor.

¹¹ *Wilsonville Transportation Systems Plan*, 2003, Figure 4.25, Network Connections.

Figure 6 displays the local connectivity plan, with key elements described below.

East-west connectivity will be enhanced through the construction of several projects that are either planned or under construction:

- Barber Street extension (planned – northwest of Management Area)
- Brown Road extension (planned)

North-south connectivity will be enhanced through several projects that are either planned or proposed as part of this plan:

- Kinsman Road extension (planned)

Some of these projects will require either development or redevelopment to occur before they can be constructed, even if funding were available. In particular, the Brown Road extension will require development of properties south of Wilsonville Road.



LEGEND

- Local Street Connection
- Alignment Alternative
- Bicycle/Pedestrian Connection Only

DKS Associates
TRANSPORTATION SOLUTIONS



Figure **6**

**PROPOSED LOCAL STREET
CONNECTIVITY PLAN**

Adoption and Implementation

As land continues to develop within the interchange area, compliance will be required with the access management and circulation plans developed through the IAMP process. As part of the adoption of the IAMP, a number of amendments will be made to the City of Wilsonville Comprehensive Plan, Transportation System Plan (TSP) and development code. These necessary amendments have been addressed through the City of Wilsonville Ordinance Numbers 670, 671, 672, and 673. These Ordinances will be adopted by the City of Wilsonville City Council. After final adoption, these Ordinances will be attached in Appendix H.

ODOT and the City of Wilsonville have jointly prepared the Wilsonville Road IAMP in recognition of the importance of Interstate 5 and this interchange in the movement of people and goods to and from the region. It is anticipated that both ODOT and the City will adopt the IAMP, thereby codifying the joint commitment to protecting the function of the interchange as defined in the IAMP. Separate adoption processes and implementing actions exist for each agency. This section summarizes the implementation roles and responsibilities for the respective jurisdictions.

ODOT/State of Oregon Implementing Actions

Project Construction and Access Management

- Develop needed transportation system improvements. This work is underway as the I-5 / Wilsonville Road Interchange is currently being designed, with construction planned for 2010-2012.

Agency Coordination

- ODOT will continue to coordinate with the City of Wilsonville and applicable state agencies, through the plan amendment and development review process, to keep land use protections in place. ODOT will also monitor and comment on any future actions that would amend the urban growth boundary.
- If future circumstances in the IAMP management area result in the need for changes to the IAMP, the City of Wilsonville and ODOT shall jointly prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.

Policy Actions

- Adopt the IAMP.

City of Wilsonville Implementing Actions

Project Construction and Access Management

- The City of Wilsonville will participate in the design and construction of the I-5 / Wilsonville Road Interchange that is currently underway and outlined in the cooperative improvement agreement
- The City will modify regulations pertaining to access to Wilsonville Road, consistent with the Access Management Plan identified in this IAMP
- The City will seek funding for identified improvement needs

Policy Actions

- The City will amend its comprehensive plan map to include an IAMP Overlay District and will adopt policies that are consistent with the stated function and planned design of the interchange facility and surrounding transportation system, as identified in the IAMP. Requirements for development within the IAMP management area will be codified in a new IAMP Overlay Zone chapter in the Planning and Land Development Ordinance and will include requirements pertaining to access management, vehicle trip generation impacts, and agency coordination
- The City will amend its TSP to include identified access management policies and local street improvements as identified in this IAMP
- The City will approve development proposals only after it is demonstrated that proposed access and local circulation are consistent with the Access Management Plan in the IAMP
- The City will require future development to plan for and develop local roadway connections consistent with the IAMP, where reasonable, as part of the development approval process.
- The City will support land uses in the vicinity of the interchange, consistent with the land use assumptions in the IAMP. To ensure consistency with the planned transportation improvements, the City will require that any party initiating changes to the land use designations or uses allowed in the IAMP management area must also amend the IAMP.

Agency Coordination

- The City of Wilsonville will coordinate with ODOT in evaluating land use actions that could affect the function of the interchange
- The City of Wilsonville will coordinate with ODOT prior to amending its comprehensive plan (including the transportation system plan), land development ordinances, or urban growth boundary, or proposing transportation improvements that could affect the function of the interchange. The City of Wilsonville will ensure that any such amendments are consistent with the function of the interchange as defined in the IAMP.
- If future circumstances in the IAMP management area result in the need for changes to the IAMP, the City of Wilsonville and ODOT shall jointly prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.

IAMP Adoption

The City of Wilsonville Planning Commission approved the IAMP and forwarded it to City Council on September 9, 2009.

The City of Wilsonville City Council had its first reading of the IAMP on October 5, 2009 and requested minor changes to the document.

The City of Wilsonville City Council will have its second reading of the IAMP on October 19, 2009.

Interstate 5/Wilsonville Road IAMP

The City of Wilsonville is in the process of adopting Ordinance Nos. 670, 671, 672 and 673 as described below:

1. Ordinance No. 670 – Amendment to the Wilsonville Transportation Systems Plan to Incorporate the I-5/Wilsonville Road Interchange Area Management Plan (IAMP). The TSP is a Supportive Document to the Wilsonville Comprehensive Plan.
2. Ordinance No. 671 – Amending the City’s Comprehensive Plan by Deleting the Section Titled Roads and Transportation Plan and Adopting a New Section Titled Transportation.
3. Ordinance No. 672 – Amending Chapter 4 of the City Code to Include the I-5/Wilsonville Road Interchange Area Management Plan (IAMP) Overlay Zoning District.
4. Ordinance No. 673 – Amending the City’s Official Zoning Map to Add I-5/Wilsonville Road Interchange Area Management Plan (IAMP) Overlay District Boundaries.

The Oregon Transportation Commission will review the document in late 2009 or early 2010.

Consistency with Goals and Objectives

Table 4 below demonstrates how the physical improvements, access management plan and interchange area management policies address the IAMP goals and objectives described at the beginning of the IAMP.

Table 4: How IAMP Goals and Objectives are Addressed by the IAMP

Goals and Objectives	How Goals are Addressed by Plan
Protect the function and operation of the interchange and state highway	All City intersections will operate at an acceptable level of service (LOS “D” or better) in 2030. However, both the Wilsonville Road/I-5 Southbound Ramps intersection and the Wilsonville Road/I-5 Northbound Ramps intersection will require design exceptions. The operation of these two intersections will be substantially improved compared to a future no-build scenario. An access management plan will be implemented as part of this IAMP to move in the direction of meeting ODOT’s access spacing standards along interchange crossroads.
Provide for an adequate system of local roads and streets for access and circulation within the interchange area that minimizes local traffic through the interchange and on the interchange cross road	A Local Connectivity Plan was developed. While none of these local streets are part of the current interchange reconstruction project, the City will pursue them as opportunities arise (funding, development, redevelopment, etc.) over the 20-year planning period. The Local Connectivity Plan should be adopted into the Wilsonville TSP.
Provide safe and efficient multi-modal travel between the connecting roadways (and the surface street network, if applicable)	Improved bicycle and pedestrian facilities are incorporated into the design for the interchange reconstruction. Any new roadway projects (including local streets) will meet current applicable standards.

Interstate 5/Wilsonville Road IAMP

Goals and Objectives	How Goals are Addressed by Plan
<p>Ensure future changes to the planned land use system are consistent with protecting the long-term function of the interchange and the surface street system and the integration of future transportation projects and land use changes</p>	<p>To ensure that any changes in the planned land use system are consistent with the long-term function of the interchange and local street system, the IAMP proposes that any proposed changes in these designations within the Management Area (as defined by the overlay district for the Wilsonville Road IAMP area) require an update of the IAMP.</p>
<p>Recognize the importance of the interchange function to support local and regional economic development goals and plans</p>	<p>The proposed IAMP provides a system that facilitates travel through the interchange by reducing delay, improving level of service and increasing safety.</p>
<p>Ensure that the needs of regional through trips and the timeliness of freight movements are considered when developing and implementing the IAMP, in particular when planning for improvements that directly impact freight routes</p>	<p>Regional through trips and freight movements will be improved by implementation of this IAMP. By improving level of service, reducing delay and increasing safety for all vehicles, through traffic and freight movements are improved as well.</p>

Monitoring and Updates

This section discusses the need to update the IAMP, and those changes that may trigger an update over time. Conditions that would trigger such an update:

1. If an adjacent interchange is added or significantly modified, an update to this IAMP may be required.
2. When the City of Wilsonville's Transportation System Plan is updated, the IAMP should be reviewed and updated if necessary.
3. If the proposed land use is inconsistent with the current Comprehensive Plan Map or Zoning Map land use designation the applicant will be required to undertake a legislative process to amend and update the Wilsonville Road Interchange Area Management Plan in order to demonstrate that the proposed amendment will be consistent with the planned improvements in the Overlay Zone.
4. **Access Management Plan Modifications**
Recommended actions in the Access Management Plan (AMP) are based on property configurations, development application approvals, and ownership existing at the time of the Wilsonville Road/I-5 Interchange Area Management Plan's adoption. Lot consolidation and other land use actions may necessitate an amendment to the AMP. Modifications to the AMP may occur through agreement by the City of Wilsonville and ODOT and require an amendment to the Wilsonville Road/I-5 Interchange Area Management Plan. Such modifications will be allowed only if the proposed modifications meet, or move in the direction of meeting, the adopted access management spacing requirements in the Wilsonville Road/I-5 Interchange Area Management Plan.



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(503) 682-1015 Fax Administration
(503) 682-7025 Fax Community Development

November 6, 2009

Michael Ray, Senior Planner
Oregon Department of Transportation
Region 1
123 NW Flanders
Portland, OR 97209

Re: I5/Wilsonville Road (Exit #283): Interchange Area Management Plan, Wilsonville, Oregon

Dear Michael:

Per our conversation it is my understanding that the Oregon Department of Transportation intends to adopt the I5/Wilsonville Road (Exit #283) Interchange Area Management Plan (IAMP) at the Oregon Transportation Commission's regular meeting scheduled for December 16, 2009. Accompanying ordinances identifying and modifying any specific and general Comprehensive Plan requirements which apply have also been prepared.

The IAMP and accompanying ordinances are scheduled for second reading by the Wilsonville City Council on November 16, 2009. Once this has occurred, you will be provided signed copies for your staff report.

Lastly, please accept the appreciation of the Wilsonville City Council and Staff for ODOT's assistance, and yours in particular, in working through the many issues and concerns related to the successful completion of the IAMP.

Sincerely,

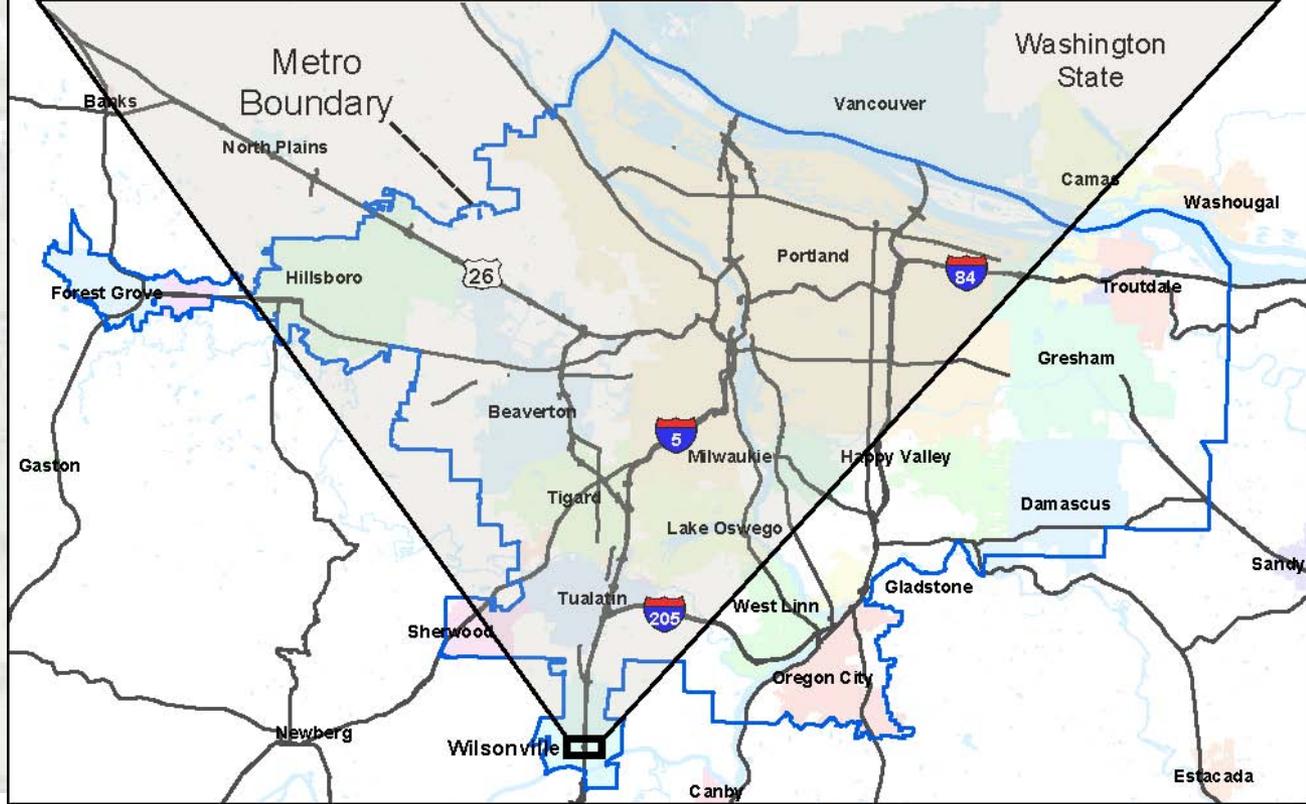
Michael A. Stone, PE
City Engineer

RECEIVED
OREGON DEPT. OF TRANSP.
REGION 1 OFFICE
2009 NOV -9 PM 2:22





I-5/Wilsonville Road IAMP





Problem

- Interchange at capacity, limiting development
- Existing safety issues at NB exit ramp: queues back up to mainline



Function Statement

- **Primary function:** Provide connections to major cities, regions of the state, and other states.
- **Secondary function:** Provide connections for regional trips within the metropolitan area in a manner that does not conflict with the primary purpose.

Provided that the primary and secondary functions are not adversely affected,

- **Also:** Provide for safe travel between the land uses within Wilsonville on both the east and west sides of I-5.



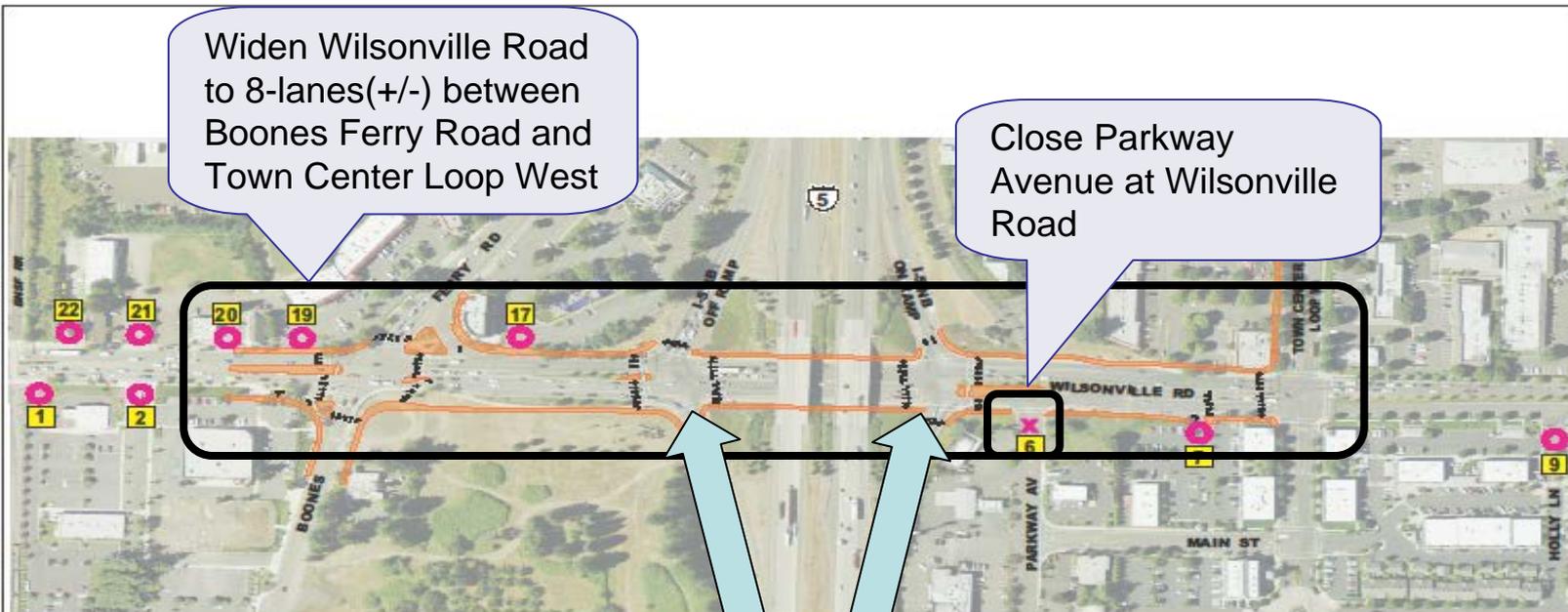
Other Plan Elements

- Physical improvements
- Access management plan
- Local plan/code provisions



I-5/Wilsonville Road IAMP

Physical Improvements/Access Management Plan



Widen Wilsonville Road to 8-lanes(+/-) between Boones Ferry Road and Town Center Loop West

Close Parkway Avenue at Wilsonville Road

Lengthen and widen I-5 entrance and exit ramps

LEGEND

- Curb/Sidewalk & Median Island
- Lane Configuration
- On-Street Bike Lane
- Eliminate Access with Current Interchange Reconstruction Project
- Consider Access Elimination/Consolidation with Redevelopment



Figure 2



Local plan/code provisions

- Policies: protect function; local circulation; access management standards; land use
- Overlay zone: access approval consistent with plan

WILSONVILLE RD



Access to Parkway after Project





History

