

ORDINANCE NO. 623

AN ORDINANCE OF THE CITY OF WILSONVILLE ADOPTING A *BICYCLE AND PEDESTRIAN MASTER PLAN* (NOVEMBER 2006) AS A SUB-ELEMENT OF THE CITY'S COMPREHENSIVE PLAN AND REPLACING CHAPTER 5 - *BICYCLE AND PEDESTRIAN FACILITIES* OF THE 2003 TRANSPORTATION SYSTEMS PLAN

WHEREAS, walking and bicycling enhances the quality of life for residents, employees and visitors to the City of Wilsonville; and

WHEREAS, the *Bicycle and Pedestrian Master Plan* was developed in concert with the Parks and Recreation and Transit Master Plans over the course of two years, resulting in three master plans with one vision for a complete, active, inter-connected community; and

WHEREAS, the primary purpose of a *Bicycle and Pedestrian Master Plan* is to provide a safe and efficient non-motorized transportation network that reduces reliance on the automobile by increasing transportation alternatives for all sectors of society, while providing health benefits to users through physical activity; and

WHEREAS, the City Council identified an update to the *Bicycle and Pedestrian Master Plan* as a key implementation measure supporting the goal of *creating a sense of place and preserving community character and quality of life*.

WHEREAS, the following implementation measures have been specifically listed as City Council Goals:

- *2003-04 Update the Bicycle and Pedestrian Master Plan. Begin in-fill projects with money received through outside sources.*
- *2004-05 Conduct community-visioning process with emphasis on the livability, connectivity and walk and bike ability for citizens of all ages.*

WHEREAS, the City Council also identified the provision of *quality parks, trails, bike and pedestrian paths and protection of significant open spaces and natural areas* as a key community goal in FY 2004-06. Specifically, the Council identified the following three implementation measures:

- *As an out growth of the visioning process, update the Parks Master Plan and Bike/Pedestrian Master Plan.*
- *Provide quality parks, trails, bike and pedestrian paths and protect significant open spaces and natural areas.*

➤ *Adopt parks, bike/pedestrian and transit master plan updates.*

WHEREAS, the *Bicycle and Pedestrian Master Plan* focuses on complete community connectivity via a hierarchy of trail types (regional, community and local) connecting the location of existing and planned parks, neighborhoods, schools, and industrial development with the existing and proposed on and off-street bike and pathway system; and

WHEREAS, walking and bicycling help develop and maintain livable communities, make neighborhoods safer and friendlier, save people money on motorized transportation costs, reduce transportation-related environmental impacts, mobile emissions and noise; and

WHEREAS, a complete bicycle and pedestrian network provides transportation system flexibility by providing alternative mobility options to people of all ages and abilities; and

WHEREAS, in 2004, the City Council appointed the Advisory Committee on Master Planning (ACMP), a citizen group comprised of individuals representing diverse segments of the community, who were tasked to guide the development of the three Master Plans, including the *Bicycle and Pedestrian Master Plan*; and

WHEREAS, the ACMP met 19 times over the course of two years to discuss the Master Plans in detail, and provided recommendations on every aspect of the Master Plans; and

WHEREAS, in addition to the ACMP process, a substantial public involvement process was conducted to solicit meaningful input into the development of the three Plans (a summary is included in the public record titled *Citizen Input-Exhibit E*) including community visioning, public open houses, stakeholder meetings, mail surveys, email correspondence, and face to face meeting summaries; and

WHEREAS, key findings from the Community Recreation Survey that was conducted as part of the master planning process indicated significant support for trail-related activities, with 5 of the top 10 most popular activities being trail related with walking for pleasure and walking for exercise being the most popular trail related activities among survey respondents; and

WHEREAS, the public involvement process has resulted in a *Bicycle and Pedestrian Master Plan* that supports broad community interests, and enhances the recreational opportunities and livability for the residents and visitors of Wilsonville; and

WHEREAS, the proposed *Bicycle and Pedestrian Master Plan* is consistent with the applicable requirements of Statewide Planning Goals 1, 2, 8, 12, 13, and 15, OAR 660-012-Transportation Planning Rule and Metro Functional Plan requirements for development of such

plans. Compliance is demonstrated in the record and by findings in the attached Staff Report; and

WHEREAS, the 2003 *Transportation Systems Plan* (TSP) includes Chapter 5-*Pedestrian and Bicycle Facilities*, which replaced the 1994 *Bicycle and Pedestrian Master Plan*; and

WHEREAS, the TSP is an acknowledged sub-element of the City's Comprehensive Plan; and

WHEREAS, adoption of the 2006 *Bicycle and Pedestrian Master Plan* will replace Chapter 5 of the TSP in its entirety, and is being adopted following the same process as that that adopted the TSP; and

WHEREAS, the Planning Commission conducted two worksessions on the Bicycle and Pedestrian Master Plan on October 12, 2005 and June 14, 2006 and also conducted public hearings on July 12, 2006 and August 9, 2006; and

WHEREAS, after concluding the public hearings and carefully weighing all of the testimony in the record, as well as that presented at the public hearings on the *Bicycle and Pedestrian Master Plan* the Planning Commission forwarded a recommendation of approval to the City Council with no substantive changes; and

WHEREAS, the City Council conducted worksessions on the Plan on October 2, 2006 and November 6, 2006 and public hearings on December 4 and December 18, 2006 to solicit additional testimony as part of rendering a final decision on the Plan.

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

Findings:

Section 1. The staff report and conclusionary findings dated November 27, 2006 are hereby adopted as findings, attached as Exhibit A, and incorporated as if set forth fully herein.

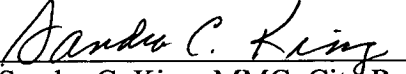
Order:

Section 2. City Council hereby adopts the Bicycle and Pedestrian Master Plan (November 2006) attached as Exhibit B. Chapter 5 of the 2003 Transportation Systems Plan is hereby replaced in its entirety with the Bicycle and Pedestrian Master Plan (November 2006).

Staff Direction:

Section 3. Staff is directed to edit the TSP in a manner necessary to incorporate the Bicycle and Pedestrian Master Plan (December 2006).

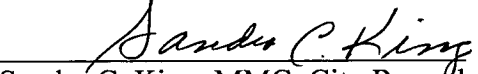
SUBMITTED to the Wilsonville City Council and read the first time at a regular meeting thereof on the 4th day of December, 2006, and scheduled for second reading at a regular meeting thereof on the 18th of December, 2006, commencing at the hour of 7 p.m. at the Wilsonville City Hall.


Sandra C. King, MMC, City Recorder

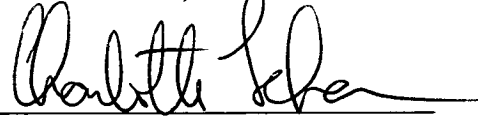
ENACTED by the City Council on the 18th day of December, 2006, by the following votes:

YEAS: -3-

NAYS: -1-


Sandra C. King, MMC, City Recorder

DATED and signed by the Mayor this ~~18th~~ ^{20th} day of December, 2006.


Charlotte Lehan, Mayor

SUMMARY OF VOTES:

Mayor Lehan	Yes
Council President Kirk	No
Councilor Holt	Excused
Councilor Knapp	Yes
Councilor Ripple	Yes

WILSONVILLE PLANNING DIVISION
Legislative
STAFF REPORT

HEARING DATE: December 4, 2006

DATE OF REPORT: November 27, 2006

APPLICATION NO: LP06-0004

REQUEST: Comprehensive Plan Amendment replacing Chapter 5-Pedestrian and Bicycle Facilities of the 2003 Transportation Systems Plan with a “stand alone” *Bicycle and Pedestrian Master Plan.*

LOCATION: Citywide

APPLICANT: City of Wilsonville

STAFF REVIEWER: Chris Neamtzu, Long-Range Planning Manager, (503) 682-1011, or via email at neamtzu@ci.wilsonville.or.us

CRITERIA: Statewide Planning Goals 1, 2, 8, 12, 13, and 15; Transportation Planning Rule OAR 660-012; Metro Regional Framework Plan; Wilsonville Comprehensive Plan: Introduction, Plan Amendments; Citizen Involvement, Goal 1.1, Policy 1.1.1, Implementation Measure 1.1.1.a; Public Facilities and Services Goal 3.1, Policy 3.1.1, Implementation Measures 3.1.1.a, 3.1.6.s, 3.1.6.t, 3.1.6.u, 3.1.6.v, 3.1.6.w, 3.1.6.x, 3.1.6.y, 3.1.6.z, 3.1.6.aa, 3.1.6.bb, 3.1.11.s, and Land Use and Development Implementation Measures 4.1.1.h, 4.1.2.j, 4.1.4.x, 4.1.6.b; Transportation Systems Plan (2003); Wilsonville Code Section 4.015-4.033 Hearing Procedures, Process and Authority and 4.198: Comprehensive Plan Changes-Adoption by the City Council.

SUMMARY:

Walking and bicycling enhance the quality of life for residents, employees and visitors to the City of Wilsonville. The primary purpose of a *Bicycle and Pedestrian Master Plan* (the Plan) is to provide a safe and efficient non-motorized transportation network that reduces reliance on the automobile by increasing transportation alternatives for all sectors of society, while providing health benefits to users through physical activity.

The Bicycle and Pedestrian Master Plan focuses on community connectivity via a hierarchy of trail types. The Plan envisions a complete network of bicycle and pedestrian facilities that create

loops both small and large throughout the community. The location of existing and planned parks, neighborhoods, schools, and industrial development are integrated with the existing and proposed on and off-street regional and community bicycle and pathway system. The Plan also highlights numerous opportunities for creating and enhancing regional connections.

The Plan will be adopted as a sub-element of the City's Comprehensive Plan and will replace Chapter 5 of the **2003 Transportation Systems Plan** *Pedestrian and Bicycle Facilities*. After two years of work by the Advisory Committee on Master Planning (ACMP) in developing the concepts contained in the Plan and soliciting public input, the three Plans were forwarded to the Planning Commission for review.

The Planning Commission, after conducting worksessions on October 12, 2005 and June 14, 2006 and public hearings on July 12, 2006 and August 9, 2006 forwarded a recommendation of approval of the Plan to the City Council with no substantive changes. The City Council conducted worksessions on the Plan on October 2, 2006 and November 6, 2006. Since the Planning Commission public hearings, Staff has received three additional piece of written testimony. Two from Dave Lucas of Rivergreen (email sent on September 27, 2006 and letter dated November 20, 2006) and an email from Sandra Shapiro of Charbonneau sent October 27, 2006. Staff has also had discussions over the phone with three other citizens, one from Rivergreen and two from Charbonneau.

There were a number of issues that the Planning Commission received testimony on as part of the public hearings. The two topics receiving the majority of the testimony were 1) the regional trail connection from the Graham Oaks Natural Area along the Willamette River east to the Willamette River Bridge in the area of the Rivergreen neighborhood; and 2) the completion of the sidewalk along French Prairie Road in Charbonneau. Both of these issues are discussed in more detail below.

Rivergreen:

At the Planning Commission public hearing, testimony was received from a number of Rivergreen residents regarding the proposed regional trail that would connect the Metro property west of the City near the Willamette River through the Rivergreen common area along the river, and north through the powerline easement area just east of the Rivergreen development.

The concerns raised in testimony were primarily related to safety, security and privacy. Staff worked closely with a neighborhood HOA representative to modify and strengthen the language in the Plan to address neighborhood concerns, and also included an on-street alternative to the Plan that could follow along Willamette Way E. Text was also added to the Plan to clearly require coordination with and more importantly approval from the HOA if a future trail in the area is contemplated.

Subsequent to the Planning Commission hearings, Staff prepared an alternatives analysis to further explore alternatives to the recommended alignment. The alternatives analysis identified three options: 1) the proposed alternative; 2) the no build alternative; and 3) an alternative that would result in a local or community trail being located in the same area opposed to the regional

trail. The 3rd alternative could be physically disconnected from the regional trail system and the Metro property to the west and would become essentially a neighborhood amenity that would be enjoyed primarily by residents in the immediate neighborhood. Staff believes that this alternative is in the best interest of the concepts contained in the Master Plan and for the broader community by preserving the “big picture” while balancing the concerns of the citizens in the immediate area.

It is important to note that this Master Plan is a long-term vision of what could be. It represents a 20-year plan for a complete system. Staff believes it is important to preserve key community concepts at the Master Planning level, as none of us can predict future circumstances, ownership, or leadership.

Charbonneau:

Completing the walking path along French Prairie Road has been a popular topic of discussion through the entire Master Planning process. Currently, the east side of French Prairie Road (and Miley Road) lack sidewalks. There is signage that directs walkers through the neighborhoods on the east side, but residents seem to prefer to walk in the street along the beautiful tree lined French Prairie Road. This situation presents serious safety issues, and there is the potential for vehicle/pedestrian conflicts.

Numerous Charbonneau residents have sent in letters of support for improved pedestrian facilities in Charbonneau, particularly to level out and widen the existing path, and to provide a complete loop around French Prairie Road. There are numerous challenges in constructing such a path, including funding such a project. The existing grades are sloping and there are a considerable amount of large mature trees that would need to be worked around. Other concerns involve protecting the privacy of the neighbors who border this area. All of these specific types of concerns are addressed generally at the Master Plan level, with specific discussion and negotiation occurring as part of actual trail design. As with the construction of any path in the community, Staff would work closely with immediate effected property owners to address and mitigate any issues that are associated with trail construction.

Montgomery Way:

In the summer of 2005, the City produced an informational brochure that was mailed to each household in the City. The brochure promoted the Master Planning process and provided an update on the status of the three Plans (bicycle and pedestrian, transit and parks and recreation) as well as the upcoming schedule of meetings and public input opportunities.

Residents in the Montgomery Way neighborhood objected to the graphics contained in the brochure, which depicted a local access trail along the public street (Montgomery Way) from the east side of Memorial Park to the Oregon State Parks owned property on the Willamette River just outside of the City. Neighbors wanted to make sure that there were not going to be changes to the Montgomery Way street cross section, which currently lack sidewalks, curbs and gutters. This was not the intent. A group of neighbors came to an ACMP meeting in the summer of 2005 to express their concerns. The ACMP had a good dialogue with the citizens, addressed the

concerns and Staff made adjustments to the maps to remove any trail designation along Montgomery Way, revising the project to only show the connection at the trail head to the Oregon State Parks property. Following these changes, Staff has not heard any other concerns from the Montgomery Way residents.

Other concerns:

Question: Why do we need so many "regional" trails in our small city?

Response: The number of regional trails in Wilsonville is about normal for its size when compared to other communities in the Portland Metro area. Lake Oswego has 5; Oregon City has 4. There are two existing regional trails in Wilsonville, the Willamette River Greenway Trail and the Tonquin Trail. The presence of the Willamette in Wilsonville makes for a particularly compelling regional trail opportunity, as does the presence of Metro owned land (Tonquin Trail), and Wilsonville's stewardship of its public spaces (e.g. Memorial Park). In all cases where there are major waterways throughout the region, trails are proposed (e.g. Willamette, Clackamas, and Tualatin Rivers). The same goes for just about every railroad corridor (e.g. Trolley Trail), creek corridor (e.g. Fanno Creek) and powerline corridor (e.g. Beaverton Powerline Trail). While there are numerous sections of regional trail proposed in the Plan, it is best to think of this as one large loop around the community and ultimately across the Willamette River that provides connections to our neighboring communities. The "regional" trail designation is also very beneficial to the City in terms of funding opportunities. Trails that are regionally designated are eligible for MTIP, Transportation Enhancement and other Federal funds disbursed by Metro and ODOT which is a substantial source of funding for major trail projects. This is especially beneficial for complex waterway corridors such as Boeckman Creek and the Willamette Bridge where costs will likely run into the millions of dollars.

Question: What is the reason for the sidewalk on French Prairie? What is the estimated cost? Who will pay for it? What are the slope problems? How many trees will have to be removed?

The primary reason for this path is for Charbonneau residents' health, safety, mobility, and convenience. The public meeting in Charbonneau, the survey of residents and written testimony provided to the Planning Commission revealed many Charbonneau residents in favor of upgrading and completing the sidewalk/path along French Prairie Road. There is currently an unsafe situation with citizens walking in the street. Alta has estimated \$1 million dollars as a planning level cost (includes the .84 mile missing sidewalk segment as well as widening and improving the existing path along the west side of French Prairie Road). Grants would need to be obtained to implement this project. A future project design and engineering phase would reveal a more detailed cost, with topographical survey and tree impacts determined at that time. Alta's trail designers have been out to the site and are confident that slope issues can be dealt with, and the ultimate design would strive to remove no trees while protecting existing resident's privacy and security.

Question: What are the slope problems on the sidewalk on Miley Road and what is the estimated cost? How many trees will have to be removed? What purpose will be served and who will pay for it?

This segment was added at the request of Charbonneau residents for future potential connections to other parts of Wilsonville. Alta has estimated approximately \$950,000 as a planning level cost. A future phase would reveal a more detailed cost, with topographical survey and tree removal issues determined at that time. Miley Road is contained in the Clackamas County Bicycle and Pedestrian Plan as a priority project. As this is a County road, the improvements would likely be funded and implemented by the County.

Enhanced Willamette River (French Prairie) Bridge Section:

To improve the City's chance of receiving future grant funding, and for clearly communicating the importance of the Willamette River Bridge to regional connectivity, economic development and tourism, this section has been enhanced and expanded upon.

Errata Sheet:

The following list of changes and corrections were made from the August 9, 2006 Planning Commission recommended draft to the December 2006 City Council Final Draft.

- 1) **Map 1, Pages 32-33, 36-38:** Modifications to trail categories. Realigning the regional trail to more directly connect from Graham Oaks Natural Area to the Willamette River Bridge and changing from regional to local through the Rivergreen neighborhood common area.
- 2) **Page 98, Crossing the Willamette:** Photos were added to depict a suspension type of bridge.
- 3) **Page 28, Regional Trail R5:** Addition of a most direct route map from Commuter Rail to the Willamette River Bridge.
- 4) **Page 5-** Addition of an Implementation Measure that directs the City to be proactive in acquiring right-of-way/easements for connections to neighborhoods, schools and parks.
- 5) **Page 10-** Willamette River Greenway Trail: Addition of a reference to where the concept for this trail came from (Metro's Regional Trail Plan) and context for why it is important, where it ultimately goes.
- 6) **Map 1, Old Town Area:** The split of Bailey St. and 5th Street has been modified to be consistent with the TSP. Text has been added that speaks to the fact that the ultimate decision has not been made as to where the street will be built and that sidewalks and bike lanes will come with whatever alignment is selected and the other is a candidate for an off-street path.
- 7) **Delete Paths 19 and 21 on Map 1:** These trails were removed due to relocation of the Willamette River Bridge from I-5 to Boones Ferry Park which resulted in these connecting paths no longer being needed.

- 8) **Page 23** – C15, changed reference to overpass. Old C19 and C21 deleted from matrix. C24 (now C19) description corrected to add alternate alignment at 5th Street. Also added text to the project description to address connections to shops and parks.
- 9) **Updated R1: Tonquin Trail** map to show alignments as identified in Rivergreen project sheets.
- 10) **Page 48** – Deleted City Hall Road (old C5) from Tier 1 projects – This project is now complete.
- 11) **Page 113**- Corrected the Wilsonville Road crossing text to include the new pedestrian activated crossings to Murase Plaza on Wilsonville Road and at the Library on Memorial Drive.
- 12) **Map 6**- Added additional “gaps” from Water Treatment Plant Park to Boones Ferry and small segments along Boones Ferry.
- 13) **Page 93**- Updated and strengthened the description of the condition of the Memorial Park to Boones Ferry Park Trail. Surface root issues, poor general alignment etc.
- 14) **Page 105-107**, Modified text and maps to reflect current conditions. Town Center Loop E. sidewalks are now built. The maps and project matrix sheets were revised to reflect these recent improvements. Town Center Map was given a number and was added to the list of Figures. Added a future crossing to Town Center Loop West to support the existing text.
- 15) **Page 28**, corrections to the map to show accurate existing conditions, cartographic changes to map and the addition of a most direct route from Commuter Rail to the Willamette River Bridge.
- 16) **Page 40**, minor text box adjustments.
- 17) **Page 21-26**, Updated project matrix to reflect map changes.
- 18) **Page 50-51**, Added a paragraph on developer contribution to the system on page 50 and added Local Improvement Districts (LID) as sources of funding for trail projects to Table 6 on page 51.
- 19) **Page 38**, Added language to the R4 (Waterfront Trail) project sheet that states that the waterfront trail in the vicinity of Wilsonville Concrete is envisioned only with a future change in land use from the existing heavy industrial use to a more compatible use.

RECOMMENDATION:

Staff respectfully recommends that the City Council adopt the Bicycle and Pedestrian Master Plan.

BACKGROUND:

The City Council identified an update to the Bicycle and Pedestrian Master Plan (the Plan) as a key implementation measure supporting the goal of *creating a sense of place and preserving community character and quality of life*. The following implementation measures have been specifically listed in the City Council Goal for the past few years:

- *2003-04' Update the Bicycle and Pedestrian Master Plan. Begin in-fill projects with money received through outside sources.*
- *2004'-05' Conduct community-visioning process with emphasis on the livability, connectivity and walk and bike ability for citizens of all ages.*

The City Council also identified the provision of *quality parks, trails, bike and pedestrian paths and protection of significant open spaces and natural areas* as a key community goal in FY 2004-06. Specifically, the Council identified the following three implementation measures:

- *As an out growth of the visioning process, update the Parks Master Plan and Bike/Pedestrian Master Plan.*
- *Provide quality parks, trails, bike and pedestrian paths and protect significant open spaces and natural areas.*
- *Adopt parks, bike/pedestrian and transit master plan updates.*

The Bicycle and Pedestrian Master Plan has been developed over the last 22 months with a substantial and inclusive public involvement process ranging from city wide visioning to small focused group discussions with employees at Xerox. Due to the importance of this Master Planning effort, the ACMP and Staff worked to provide a greatly enhanced level of public involvement to ensure that the three Master Plans reflect community desires.

The public process summary will be entered into the public record as Exhibit E to demonstrate the comprehensive approach to planning these three key pieces of the City's infrastructure. Every written comment received was documented with a response in a spreadsheet for ease of tracking. In all, there have been hundreds of specific comments that have been provided on the draft Master Plans. This Plan, as well as the other two, has been truly developed to represent the community's desires and wishes. The Plan was created simultaneously with the Transit Master Plan and Parks and Recreation Master Plan presenting the unique opportunity to plan and integrate these systems in a holistic manner resulting in integrated planning and an interconnected community.

The Bicycle and Pedestrian Master Plan will be adopted by Ordinance as a stand alone document. It will replace Chapter 5 of the Transportation Systems Plan (2003) in its entirety and therefore will be part of the City's Comprehensive Plan. The 2003 TSP addresses both on-street and, to a lesser degree, the off-street bicycle and pedestrian system and includes recommended facilities and facility standards for both. However, bike and pedestrian facilities outside of the right-of-way are generally part of the parks system, although some are privately owned but available to the public via public access easements. The goals, policies and implementation measures from Chapter 5 of the TSP have been incorporated into the Bicycle and Pedestrian Master Plan. The TSP priorities for on-street bicycle and pedestrian facilities have also been incorporated into the draft Plan. Much of the work on the Bicycle and Pedestrian Plan was on the off-street pathway system, which was not adequately addressed in the TSP. The work on the off-street system took into consideration the existing planned regional trail system and proposed expansions, as well as the community and local trail systems which connect neighborhoods and major points of interest community wide. This trail hierarchy provides opportunities for future connections to all parts of the city, via on-street bike lanes, sidewalks, or shared use off street paths.

The Bicycle and Pedestrian Master Plan focuses on complete community connectivity via a hierarchy of trail types (regional, community and local). The location of existing and planned parks, neighborhoods, schools, and industrial development are integrated with the existing and proposed on and off street bike and pathway system. For example, regional and community trails are closely coordinated with parks and schools, and industrial area waysides are tied to planned trails on the west side.

A gap and barrier analysis was prepared to understand where the missing pieces of the system were tweaked. These areas were mapped leading to an evaluation process which identified and ranked projects based on a series of criteria. Project priorities were developed through a process conducted by the ACMP.

Plan Organization:

The Plan contains an Executive Summary which describes the integrated planning process that was conducted and discusses the importance of different modes of transportation and recreational opportunities to community livability.

Chapter 1: This section covers the benefits of walking and cycling, and contains a summary of the plan concept as well as the goals, policies and implementation measures to support the Plan.

Chapter 2: This section contains the recommended bicycle and pedestrian network and project priorities.

Chapter 3: The plan implementation and phasing chapter discusses long term costs, funding, selection criteria and project priorities as well as maintenance guidelines and costs.

Chapter 4: Recommended bicycle and pedestrian programs such as Safe Routes to School, bike parking, retrofitting, signage, spot capital improvements, maps and becoming a bicycle friendly community are covered in detail.

Chapter 5: This section covers the existing conditions community wide, connections to transit, parks and regional connections.

Chapter 6: This chapter discusses the key challenges and opportunities in implementing the Plan. Issues such as crossing the Willamette River, I-5, improving conditions in Town Center and the development of the Willamette River water trail are included here.

Chapter 7: Trial and path design standards and guidelines, innovative roadside treatment, signing and striping, as well as roadway crossings are included in Chapter 7.

CONCLUSIONARY FINDING(S)

Statewide Planning Goals:

Goal 1: Citizen Involvement

It is the purpose of this Goal to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Response: This Plan has been developed based on substantial public involvement and reflects community desires as is detailed in the Citizen Input Summary (Exhibit E of PC Record). The City of Wilsonville's legislative public involvement and hearing process provides numerous opportunities for citizens to be involved in all phases of the planning process. **This criterion is satisfied.**

Goal 2: Land Use Planning

It is the purpose of this Goal to establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.

Response: The Bicycle and Pedestrian Master Plan provides a policy framework as a basis for future decisions and actions related to bicycle and pedestrian issues. The development of the Bicycle and Pedestrian Master Plan has followed the City's established land use planning process, and included 26 months of public meetings, outreach, committee meetings, open houses, web site information, direct mailings and opportunities for public comment. **This criterion is satisfied.**

Goal 8: Recreational Needs

It is the purpose of this Goal to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities.

Response: The provision of trails and pathways in and around a community offer a wide variety of recreational opportunities for residents and visitors. In a recent local recreational activities survey, respondents showed a strong interest in trail related activities for both recreation and exercise. The Plan includes strong policies and implementation measures regarding the connections to the regional trails and pathway system which are part of the overall State system. The development and implementation of a bicycle and pedestrian plan will assist in satisfying the recreational needs of the citizens of the state, and visitors to the community.

This criterion is satisfied.

Goal 12: Transportation

It is the purpose of this Goal to provide and encourage a safe convenient and economic transportation system.

Response: The City of Wilsonville currently has an acknowledged TSP. The Bicycle and Pedestrian Master Plan was developed to be consistent with and integrated into the TSP. The non-motorized transportation system is a major link in providing a safe and convenient transportation system. With the development and implementation of this plan, **this Goal is satisfied.**

Goal 13: Energy Conservation

It is the purpose of this Goal to conserve energy.

Response: The development of a non-motorized transportation system that allows people get from where they are to where they want to go on foot or bike contributes to energy conservation and promotes healthy lifestyles. **This criterion is met.**

Goal 15: Willamette River Greenway

It is the purpose of this Goal to protect, conserve, enhance and maintain the natural scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Response: The Plan contemplates a river connected trail system, portions of which would be located in the Willamette River Greenway. The City's Development Code provides process for trail development along the Willamette River. In all cases, preservation of the natural environment is of paramount importance. Development of river connected trails will enhance the recreational qualities of the land along the Willamette River, will celebrate the

historical aspects of the river, and associated activities could enhance the condition of the understory. The Plan also recommends development of a river trail as part of the river trails system being developed on the Willamette River from Eugene to Oregon City. The river trail will allow appreciation of the Greenway resources from the river side of the Greenway. **This criterion is met.**

Transportation Planning Rule (OAR 660-012)

(2) "Accessway" means a walkway that provides pedestrian and or bicycle passage either between streets or from a street to a building or other destination such as a school, park, or transit stop. Accessways generally include a walkway and additional land on either side of the walkway, often in the form of an easement or right-of-way, to provide clearance and separation between the walkway and adjacent uses. Accessways through parking lots are generally physically separated from adjacent vehicle parking or parallel vehicle traffic by curbs or similar devices and include landscaping, trees and lighting. Where accessways cross driveways, they are generally raised, paved or marked in a manner which provides convenient access for pedestrians.

Response: The development of commercial, industrial and residential property in the City includes the provision of bicycle and pedestrian facilities, connections and access. The Plan includes a section that discusses the importance of providing safe and adequate accessways from public streets to private development. Subsequent code language that is developed to further support the Plan should also address the issue of adequate accessway provision. **This criterion is satisfied.**

660-012-0020 Elements of Transportation System Plans

(1) A TSP shall establish a coordinated network of transportation facilities adequate to serve state, regional and local transportation needs.

(2) The TSP shall include the following elements:

(a) A determination of transportation needs as provided in OAR 660-012-0030;

(b) A road plan for a system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections. Functional classifications of roads in regional and local TSPs shall be consistent with functional classifications of roads in state and regional TSPs and shall provide for continuity between adjacent jurisdictions. The standards for the layout of local streets shall provide for safe and convenient bike and pedestrian circulation necessary to carry out OAR 660-012-0045(3)(b). New connections to arterials and state highways shall be consistent with designated access management categories. The intent of this requirement is to provide guidance on the spacing of future extensions and connections along existing and future

streets which are needed to provide reasonably direct routes for bicycle and pedestrian travel. The standards for the layout of local streets shall address:

(d) A bicycle and pedestrian plan for a network of bicycle and pedestrian routes throughout the planning area. The network and list of facility improvements shall be consistent with the requirements of ORS 366.514;

Response: The 2003 TSP is an acknowledged portion of the City's Comprehensive Plan and includes the appropriate provision of on-street bicycle and pedestrian facilities in association with various street cross sections and types. The Plan does not change or modify the street cross sections, standards for construction or locations of planned streets contained in the adopted TSP. The Plan does include a more complete section of off-street facilities, thus providing a complete network of bicycle and pedestrian routes throughout the planning area. **This criterion is met.**

(B) Bikeways shall be required along arterials and major collectors. Sidewalks shall be required along arterials, collectors and most local streets in urban areas, except that sidewalks are not required along controlled access roadways, such as freeways;

Response: These requirements are not modified in the proposed Plan. The TSP continues to provide consistency with these standards. **This criterion is met.**

660-012-0040 Transportation Financing Program

(3) The determination of rough cost estimates is intended to provide an estimate of the fiscal requirements to support the land uses in the acknowledged comprehensive plan and allow jurisdictions to assess the adequacy of existing and possible alternative funding mechanisms. In addition to including rough cost estimates for each transportation facility and major improvement, the transportation financing plan shall include a discussion of the facility provider's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each transportation facility and major improvement. These funding mechanisms may also be described in terms of general guidelines or local policies.

Response: A letter from Matthew Crall (Exhibit B of PC record), Transportation and Land Use Planner with DLCDC raises concerns about the draft Plan as it relates to the financing of projects listed in the draft Plan and the above financing section of the TPR. Mr. Crall wants to make sure that the Plan is realistic in its ability to be implemented. Without an analysis of previous spending on similar bicycle and pedestrian projects, it would be difficult to anticipate whether or not the short term 1-5 year project list can be achieved. Establishing false expectations is not in the best interest of this planning effort. In order to address Mr. Crall's concern the draft plan will be modified to contain "high", "medium" and "low" priority projects opposed to the specific time frames that are included. **With this modification, this criterion is satisfied.**

660-012-0045 Implementation of the Transportation System Plan

(3) Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below. The purposes of this section are to provide for safe and convenient pedestrian, bicycle and vehicular circulation consistent with access management standards and the function of affected streets, to ensure that new development provides on-site streets and accessways that provide reasonably direct routes for pedestrian and bicycle travel in areas where pedestrian and bicycle travel is likely if connections are provided, and which avoids wherever possible levels of automobile traffic which might interfere with or discourage pedestrian or bicycle travel.

(a) Bicycle parking facilities as part of new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots;

Response: This section of the TPR requires that Cities adopt land use regulations to implement a TSP, in this case prepare code amendments to support the provision of adequate bicycle and pedestrian facilities. The Plan contains a section that states this needs to be completed. The City of Wilsonville Planning and Land Development Ordinance already contains requirements for walkway connections between parking areas and building entrances (WC 4.155). It also requires bicycle parking for all developments except for single family dwelling units. Staff is working with a consultant on a series of Development Code amendments to further implement the TSP, and the new Bicycle and Pedestrian Master Plan. These packages will follow adoption of the Plan. **This criterion is met at the master planning level.**

Metro's Regional Framework Plan:

2.22 Regional Bicycle System Connectivity

It is the policy of the Metro Council to:

2.22.1 Plan for a continuous regional network of safe and convenient bikeways connected to other transportation modes and local bikeway systems, consistent with regional street design guidelines.

Response: The Plan contains future connections to the regional trail system as well as community and local trails and paths resulting in a continuous network of safe and convenient bikeways and walkways. The connections to the Transit Master Plan and the integration of transit and bicycle and pedestrian planning support the policy of connecting to other transportation modes. **This policy is satisfied.**

2.23 Regional Bicycle System Mode Share and Accessibility

2.23.1 Increase the bicycle mode share throughout the region and improve bicycle access to the regions public transportation system.

Response: The Plan strives to ultimately achieve this policy. A complete system will result in increased usage. The integration of the transit system with the bicycle and pedestrian system will have the result of increasing the bicycle mode share and will improve access to transit, including SMART, Tri-Met, Commuter Rail and others. **This criterion is satisfied.**

2.24 Regional Pedestrian System

2.24.1 Plan the pedestrian environment to be safe, direct, convenient, attractive and accessible for all users.

Response: This is the ultimate goal of the Plan. **This criterion is met.**

2.25.1 Increase walking for short trips and improve pedestrian access to the regions public transportation system through pedestrian improvements and changes in land use patterns, designs, and densities.

Response: Existing land uses, transit routes, stops and sidewalk locations were mapped and analyzed, gaps identified and priorities established to minimize the gaps resulting in better connections. This approach will have the result of improving pedestrian access to public transportation. The Plan does not contemplate changes in land use patterns, designs and densities. City zoning requires the use of planned development for most residential, commercial and industrial development in the City. Clustering and mixed use are strongly encouraged, with the result that the housing mix in Wilsonville is approximately 50% single family and 50% multi-family at an overall density of just under 8 dwelling units per net acre. Industrial and commercial development is clustered with other like uses. The City works closely with SMART to provide good transit service and connections in light of the fact that the city has 2:1 jobs to housing ratio. **This criterion is generally satisfied.**

2.26 Regional Pedestrian Access and Connectivity

2.26.1 Plan for direct pedestrian access, appropriate to existing and planned land uses, street design classifications and public transportation, as part of all transportation projects.

Response: The Plan strives to achieve direct access to neighborhoods and destinations such as retail, schools, government facilities, parks, and jobs citywide and makes improvements to the connections to the transit system. **This criterion is met.**

2.28 Regional Transportation Demand Management

2.28.1 *Enhance mobility and support the use of alternative transportation modes by improving regional accessibility to public transportation, carpooling, telecommuting, bicycling and walking options.*

Response: The main goal of the Plan is to improve the overall bicycle and pedestrian system, which will result in enhanced mobility. Improved connections to transit stops and routes will improve the regions accessibility to the public transportation system.

Wilsonville Comprehensive Plan:

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

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

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

Response: The ACMP, consultants and Staff have conducted a 26 month public involvement process as part of the development of the three Master Plans. The public involvement process summary has been included in the public record as Exhibit E. **These criteria are satisfied.**

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

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

Response: The Plan proposes to provide good quality bicycle and pedestrian facilities to meet the growing needs of the community. The planned facilities will greatly enhance the recreational aspects of urban living. **The Plan supports this goal and policy.**

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

Response: The Plan is replacing a chapter of the TSP, which was adopted as a sub-element of the Comprehensive Plan. The legislative process for adoption supports this implementation measure. **This criterion is satisfied.**

Implementation Measure 3.1.6.s Pedestrian, bicycle, and equestrian travel is often considered a recreational activity. However, people commonly bike and walk throughout the City, and with increasing gasoline prices and traffic congestion, these forms of travel are likely to increase in popularity. For this reason, provisions for pedestrian and bicycle-travel will be considered as a basic transportation element as well as a recreational element.

Response: The creation of a detailed Bicycle and Pedestrian Master Plan is consistent with and supports this implementation measure. **This criterion is satisfied.**

Implementation Measure 3.1.6.t The Bicycle and Pedestrian Master Plan identifies the general alignment of primary routes for pedestrian and bicycle travel. It has been designed to provide connections between residential neighborhoods and major commercial, industrial and recreational activity centers throughout the City. The system has been coordinated with pathways planned in adjacent jurisdictions to allow for regional travel.

Response: The Plan is consistent with the above description of coordinated pathway systems. **This criterion is satisfied.**

Implementation Measure 3.1.6.z City street standards require concrete sidewalks on both sides of all streets. This standard can be waived only in cases where alternative provisions are found to adequately address pedestrian needs.

Response: The Development Review Board is the quasi-judicial body that reviews and approves new development and applies the waiver provisions, if warranted. The Plan does not alter the DRB's ability to require or waive sidewalks consistent with the provisions of the Development Code. **This measure is not altered by the proposed Plan.**

Implementation Measure 3.1.6.aa All bikeways are to be developed in conformity with the City's adopted Bicycle and Pedestrian Master Plan.

Response: This measure is supported with the adoption of the proposed Plan.

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

coordination/alignment of proposed pathways with park and recreational facilities, including schools.

Response: Integrating the bicycle and pedestrian system planning with the parks and recreation system planning has insured that there will be strong coordination between the development of parks and schools and the provision of paths both internally and externally to the sites. **This criterion is satisfied.**

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

Response: The Plan contains a chapter on design guidelines, which includes safety aspects of trail, road and pathway construction. **This chapter and other provisions of the Plan are in compliance with the above criterion.**

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

- 1. Identify and protect adjacent properties.*
- 2. Designate access points; and where possible, coordinate these points with adjacent uses.*
- 3. Provide for adequate on and off-site vehicular and pedestrian/bike circulation.*

Response: The submittal materials for new development are not altered with adoption of the Plan. **This criterion is met.**

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

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

Response: The above criteria for new development will not be altered with adoption of the Plan. **This criterion is met.**

Implementation Measure 4.1.4.x Apartments and mobile homes are to be located to produce an optimum living environment for the occupants and surrounding residential areas.

Development criteria includes:

- 1. Buffering by means of landscaping, fencing, and distance from conflicting uses.*
- 2. Compatibility of design, recognizing the architectural differences between apartment buildings and houses.*
- 3. On-site recreation space as well as pedestrian and bicycle access to parks, schools, mass transit stops and convenience shopping.*

Response: The development criteria for apartments and mobile homes are not altered as a result of adoption of the Plan. The plan promotes connecting parks, schools, neighborhoods and transit by sidewalks, trails, paths and bike lanes. **This criterion is generally supported by the Plan.**

Implementation Measure 4.1.6.b The Villebois Village Master Plan shall contain the following elements:

- 1. An integrated plan addressing land use, transportation, utilities, open space and natural resources.*
- 2. Direction for cohesive community design based on sustainable economic, social and environmental principles; pedestrian and transit friendly principles; mitigation of traffic impacts; and enhanced connectivity within proposed development as well as to the remaining Wilsonville environs.*

Response: The Plan incorporates the trails, street grid and paths master planned for Villebois. **This criterion is met.**

Station Communities - Include nodes of development centered approximately one-half mile around a light rail or high capacity transit station that feature a high-quality pedestrian environment. Depending on the location and design of a station within Wilsonville for commuter rail, a Station Community may be developed within the City. It should be noted, however, that commuter rail stations tend to have different operating characteristics than light rail stations because they have fewer arrivals and departures throughout the course of a day. Because of those different operating characteristics, development planned around Wilsonville's commuter rail station should not be expected to meet the same standards as light rail areas elsewhere in the region. Recommended average density - 45 persons (residents and employees) per acre.

Response: Commuter Rail in Wilsonville is projected to begin operations in 2008. The Commuter Rail terminus is located in an industrial area just across the Coffee Creek wetlands

from Villebois, a planned residential community of 2,500 mixed type dwelling units. Barber Street will connect Villebois directly with the Commuter Rail, and will have both sidewalks and bike lanes. Villebois is not a station community since the overall density is about 13 dwelling units per net acre (du/ac). However, the 1,010 du in the Village Center portion of Villebois averages between 30-50 du/ac. Given the large amount of wetland and the industrial designation of most of the surrounding lands, it is unlikely that a Station Community will occur adjacent to the Commuter Rail terminus. The Plan also proposes to improve numerous connections from the commuter rail station to the large employment centers on the east side of the freeway north of Boeckman Road and other locations that connect to the Commuter Rail site. **This criterion is generally supported by the Plan.**

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

Response: The Plan identifies the gaps in Wilsonville's corridor along Parkway Avenue. This corridor is identified by Metro as part of the 2040 Growth Concept. As much of the land in this area is undeveloped, adequate bicycle and pedestrian facilities may not be available until the adjacent land is developed.

Planning and Land Development Ordinance:

Section 4.008. Application Procedures - In General.

(.01) *The general application procedures listed in Sections 4.008 through 4.024 apply to all land use and development applications governed by Chapter 4 of the Wilsonville Code. These include applications for all of the following types of land use or development approvals:*

H. Changes to the text of the Comprehensive Plan, including adoption of new Plan elements or sub-elements, pursuant to Section 4.198;

Response: The City of Wilsonville Planning Division followed all applicable standards for making a legislative application. **This criterion is satisfied.**

Section 4.012. Public Hearing Notices.

(.03) *Mailed Notice for Legislative Hearings. Where applicable, the Planning Director shall have notices of legislative hearings mailed to individual property owners as specified in State law.*

Response: The public hearing notice was posted consistent with the legislative hearing processes established by Code. The hearing process is being conducted before the Planning Commission and City Council as is required by law, and City Code. As required by State law, a Ballot Measure 56 notice was mailed to every property owner in the UGB as part of this legislative hearing process. Numerous calls were received by Staff following this notice. **This criterion is satisfied.**

Section 4.032. Authority of the Planning Commission.

(.01) As specified in Chapter 2 of the Wilsonville Code, the Planning Commission sits as an advisory body, making recommendations to the City Council on a variety of land use and transportation policy issues. The Commission also serves as the City's official Committee for Citizen Involvement and shall have the authority to review and make recommendations on the following types of applications or procedures:

- B. Legislative changes to, or adoption of new elements or sub-elements of, the Comprehensive Plan;*

Response: The adoption of the Plan is following the legislative process established for adoption of sub-elements of the City's Comprehensive Plan. A worksession on the Plan was conducted on October 12, 2005 and June 14, 2006, and public hearings on July 12, 2006 and August 9, 2006. Following the public hearings, the Planning Commission forwarded a recommendation of approval of the Plan to the City Council with no substantive changes. **This criterion is satisfied as the process is conducted.**

Section 4.033. Authority of City Council.

(.01) Upon appeal, the City Council shall have final authority to act on all applications filed pursuant to Chapter 4 of the Wilsonville Code, with the exception of applications for expedited land divisions, as specified in Section 4.232. Additionally, the Council shall have final authority to interpret and enforce the procedures and standards set forth in this Chapter and shall have final decision-making authority on the following:

- B. Applications for amendments to, or adoption of new elements or sub-elements to, the maps or text of the Comprehensive Plan, as authorized in Section 4.198.*

Response: The Planning Commission forwarded a recommendation of approval of the Plan. The City Council is the final authority on the Plan. The City Council has conducted worksessions on October 2, 2006 and November 6, 2006. The City Council is scheduled to conduct public hearings on December 4, 2006 and December 18, 2006. **This criterion is satisfied as the process is conducted.**

Section 4.198. Comprehensive Plan Changes - Adoption by the City Council.

(.01) *Proposals to amend the Comprehensive Plan, or to adopt new elements or sub-elements of the Plan, shall be subject to the procedures and criteria contained in the Comprehensive Plan. Each such amendment shall include findings in support of the following:*

A. That the proposed amendment meets a public need that has been identified;

Response: The provision of a citywide system of non-motorized transportation connections provides the public with alternative transportation routes. This opportunity serves the public interest by providing cost effective, energy efficient, healthy alternatives to the automobile. **This criterion is met.**

B. That the proposed amendment meets the identified public need at least as well as any other amendment or change that could reasonably be made;

Response: The Plan documents numerous alternatives that were analyzed and evaluated for a many of the proposed projects contained in the Plan. The recommendations contained therein were vetted through a public process including discussions with the ACMP, and are recommended due to their benefits to the general public need. **This criterion is met.**

C. That the proposed amendment supports applicable Statewide Planning Goals, or a Goal exception has been found to be appropriate; and

Response: As demonstrated in this staff report, the Plan supports numerous applicable Statewide Planning Goals. **This criterion is met.**

D. That the proposed change will not result in conflicts with any portion of the Comprehensive Plan that is not being amended.

Response: The Plan is consistent with the applicable goals, policies, and implementation measures of the Comprehensive Plan as is demonstrated in this staff report. Chapter 5 of the TSP is being replaced in its entirety resulting in consistency with this sub-element of the Comprehensive Plan. **This criterion is met.**