



PLANNING COMMISSION

WEDNESDAY, SEPTEMBER 9, 2020

II. WORK SESSIONS

A. I-5 Pedestrian Bridge Project (Weigel) (45 Minutes)



PLANNING COMMISSION STAFF REPORT

Meeting Date: September 9, 2020		Subject: I-5 Pedestrian Bridge and Gateway Plaza	
		Staff Member: Zach Weigel, PE, Capital Projects Engineering Manager; Kimberly Rybold, AICP, Senior Planner	
		Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable Comments: N/A	
Staff Recommendation Review public input and provide feedback on a preferred bridge alternative and plaza design approach for the I-5 Pedestrian Bridge and Gateway Plaza project in Wilsonville Town Center.			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
<input checked="" type="checkbox"/> Council Goals/Priorities I- 5 Bike-Pedestrian Bridge, Town Center	<input checked="" type="checkbox"/> Adopted Master Plan(s) Bicycle & Pedestrian Connectivity Plan, Transportation System Plan, Town Center Plan	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COMMISSION:

The project team will provide an update on the results of the August virtual open house and online survey, seeking input on a preferred bridge alternative and plaza design approach to bring forward for City Council consideration and direction.

EXECUTIVE SUMMARY:

In 2017, the City was awarded a Metropolitan Transportation Improvement Program (MTIP) Regional Flexible Funds (RFFA) grant from Metro for the design of the I-5 Pedestrian Bridge. The project, first identified as a need in the 2006 Bicycle and Pedestrian Master Plan and subsequently added to the Transportation System Plan (TSP) in 2013, will provide a safe pedestrian and bike crossing of Interstate 5, connecting the Villebois neighborhood and the Wilsonville Transit Center to the Town Center and adjacent residential areas. The project also includes design of the Gateway Plaza, a community gathering space identified as a community priority as part of the Town Center Plan process, on a City-owned parcel at the east bridge landing. Per the IGA for this grant, 90% design for the project must be completed in fall 2021.

After the March Planning Commission and City Council work sessions, the project team began designing bridge and plaza concepts based on feedback gathered from the project kickoff open house and survey. Input from the June and July Planning Commission work sessions guided refinement of the bridge and plaza concepts, which were presented for public feedback through an online survey on *Let's Talk, Wilsonville!* and virtual open house in August. Participants were asked to identify which bridge and plaza concepts best reflect the themes and priorities identified during the project's initial public outreach and provide input on bridge and plaza elements that the project should include. Nearly 300 people completed the online survey, and more than 50 people participated in the virtual open house.

At the September work session, the project team will present the combined results of these outreach activities to the Planning Commission and seek input on a preferred bridge alternative and plaza design approach. The project team seeks feedback on the following questions:

- Which bridge alternative best reflects the project's themes and priorities consistent with the feedback provided in the survey and open house?
- Do you agree that custom lighting and custom safety fencing are the most important bridge design elements to prioritize?
- Do you agree with a plaza design approach that combines elements of the Drops and Ripples and River Oxbow concepts?
- Are there other plaza elements to consider in addition to those prioritized in the survey and open house?

The project team will present this input, along with the public outreach results, to the City Council at a work session on September 21. Upon receiving City Council direction on the preferred bridge alternative and plaza design, the project team will begin detailed design work for the bridge and plaza.

EXPECTED RESULTS:

Planning Commission feedback will be shared with City Council at its September 21 work session to identify a preferred bridge alternative and confirm direction for the plaza design.

TIMELINE:

Project work and public engagement activities will continue throughout 2020 and 2021 to further inform bridge design, plaza materials, and amenities. The project team will use *Let's Talk, Wilsonville!* to gather additional public feedback on detailed bridge and plaza design elements as the project moves through the design phase. Additional work sessions will be facilitated with the

Planning Commission over the course of this project, with the next update anticipated at 30% design. Ultimately, design will advance to 90% design with an anticipated completion in fall 2021.

CURRENT YEAR BUDGET IMPACTS:

The adopted budget for FY2020-21 includes \$5,830,275 in Transportation SDCs for CIP project #4202. The remaining project design work over the next two years is estimated at \$1.0 million. The remaining budget is intended to begin to accrue funds to pay for project construction in future years.

FINANCIAL REVIEW / COMMENTS:

Reviewed by: Date:

LEGAL REVIEW / COMMENT:

Reviewed by: Date:

COMMUNITY INVOLVEMENT PROCESS:

The pedestrian and bikeway bridge was identified as a high priority project through the last update to the Wilsonville Transportation System Plan, which included an extensive community involvement process. Likewise, the RFFA grant process included a public review and comment period in which the project garnered positive feedback from the community. In addition, the Town Center Plan included a robust and inclusive public outreach process where the Bridge Project was identified as a key framework project through extensive community support.

There have been several opportunities to participate in the design of the Bridge Project and Gateway Plaza as scoped within the Public Engagement Plan for the project. In addition to the public kickoff event, outreach opportunities included an online open house, online surveys, stakeholder interviews, and pop-up information displays. The project team will provide additional input opportunities through *Let's Talk, Wilsonville!* as design progresses. The engagement plan is designed to reach as broad an audience as possible and to gather the variety of perspectives in the community. It also includes targeted outreach to specific stakeholders more impacted by activity in the Town Center.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:

The Bridge Project will provide a safe bike and pedestrian crossing of I-5 that is separated from vehicular traffic with direct access to essential services in the Wilsonville Town Center, the Wilsonville Transit Center, employment areas, and educational resources. The bridge will serve all populations within and around the project area and will help the Town Center become a more vibrant, pedestrian and transit-supportive mixed-use district. Public art and environmental features integrated into the Bridge Project and plaza will help to create an attractive and accessible place for visitors and residents of all ages to shop, eat, live, work, learn, and play. The bridge and plaza investment will exemplify the City's commitment to realizing the community's vision for Town Center and serve as an incentive for private investment.

ALTERNATIVES:

The Commission can provide additional bridge and plaza design elements to consider as the project moves into the 30% design phase.

CITY MANAGER COMMENT:

N/A

ATTACHMENT:

1. Presentation Slides

WILSONVILLE TOWN CENTER

I-5 PEDESTRIAN BRIDGE + PLAZA



Planning Commission
September 9, 2020



WILSONVILLE TOWN CENTER
I-5 PEDESTRIAN BRIDGE



OVERVIEW

COMMUNITY INVOLVEMENT

Summary of Engagement

Survey + Open House Questions

BRIDGE DESIGN ALTERNATIVES

Public Input Results

Results Comparison

PLAZA DESIGN ALTERNATIVES

Public Input Results

Results Comparison

OPEN ENDED RESPONSES

Survey - Emerging Themes

Open House Wall Graphic

QUESTIONS FOR P.C.

Bridge Direction

 Which bridge alternative best reflects the project's **themes and priorities** consistent with the feedback provided in the survey and open house?

 Do you agree that **custom lighting and custom safety fencing** are the most important bridge design elements to prioritize?

Plaza Direction

 Do you agree with a plaza design approach that **combines elements of the Drops and Ripples and River Oxbow concepts?**

 **Are there other plaza elements to consider** in addition to those prioritized in the survey and open house?

COMMUNITY INVOLVEMENT SUMMARY



299

**Online Survey
Participants**



52

**Virtual Open House
Participants**

↑ 2.5X

**Increase in Survey
Participation**

**English,
Spanish + ASL**

**Virtual Open House
Languages**

SURVEY PARTICIPANTS

93% live in Wilsonville.

24% work in Wilsonville.

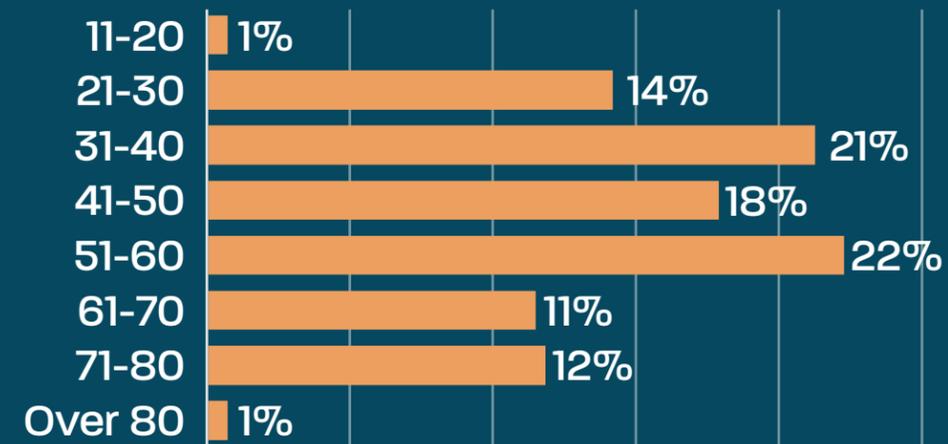
5% own a business in Wilsonville.

76% own their primary residence.

24% rent at their primary residence.

97% of survey participants' primary language at home is English. Participants also included **Spanish, Arabic, Russian, Tamizh/ Tamil, and German speakers.**

Age range of participants:



SURVEY + OPEN HOUSE QUESTIONS



This symbol indicates questions where virtual open house polling results have been combined with online survey results

- Q1** Which of these bridges do you think would be an iconic or defining structure for Wilsonville?
- Q2** Based on identified themes of harmony with nature, family friendly, Willamette River/Boones Ferry, and inclusive and welcoming, could these bridge designs evoke Wilsonville?
- Q3** Rank the bridge designs in order of preference.
- Q4** Standard Bridge Customization Options. All bridge concepts have the potential to incorporate the following examples of customized features. Choose up to three:
- Q5** Based on identified themes of harmony with nature, family friendly, Willamette River/Boones Ferry, and inclusive and welcoming, could these plaza concepts evoke Wilsonville?
- Q6** Rank the plaza concepts in order of preference.
- Q8** Sustainable Features. Which of the following sustainable features are most important (choose up to three)?
- Q9** Shade/Rain Shelter. Which of the following shelter options are most important for the gateway plaza (choose one)?
- Q10** Trees and Plantings. Which of the following characteristics reflects the type of planting you would like to see in the gateway plaza area (select all that apply)?
- Q11** Gathering. What kind of gathering spaces are most important to include in the final design (choose up to two)?
- Q12** Art. What form of art would you like to see around the plaza area (choose up to three)?
- OPEN** Open Ended Question: Are there specific elements that are missing from these bridge and plaza concepts?
- OPEN** Virtual Open House Q+A Wall Graphic Summary

Open Responses

Additional Considerations

OPEN Are there specific elements that are missing from these bridge and plaza concepts?

Emerging Themes:

- Support for Project
- Health / Safety / Access
- Design Elements
- Cost Concerns / Opposition to Project
- Art Recommendations
- West Ramp / Connections

VIRTUAL OPEN HOUSE Q&A

Wall Graphic (1/2)

WILSONVILLE TOWN CENTER
I-5 PEDESTRIAN BRIDGE

OPEN HOUSE
8 · 13 · 20

1 P.M. | 4 P.M. | 6 P.M.

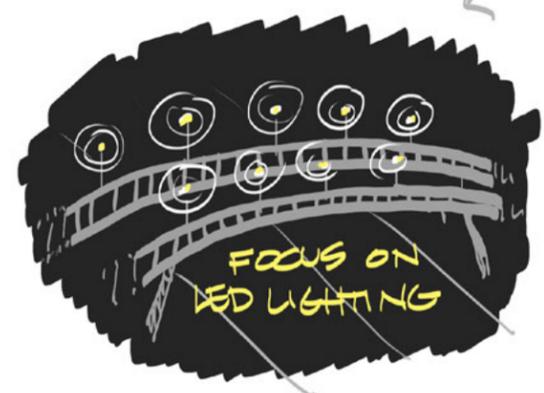
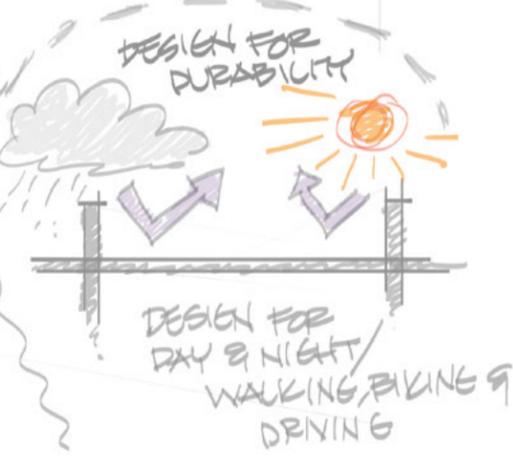
BRIDGE DESIGN CONCEPT



- OPEN HOUSE 2: PREFERRED
- STAY ARRANGEMENT UNIQUE TO DESIGN
- OPEN HOUSE 1: PREFERRED
- VISIBLE FROM N/S TRAFFIC
- OPTION HAS SHADE
- OPEN HOUSE 3: PREFERRED
- A PRIORITY FOR MTG. 1, 2+3

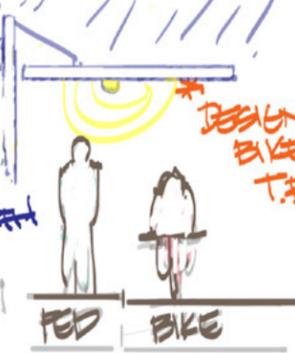
BRIDGE CUSTOMIZATION*

* ALL OPTIONS CAN BE CUSTOMIZED



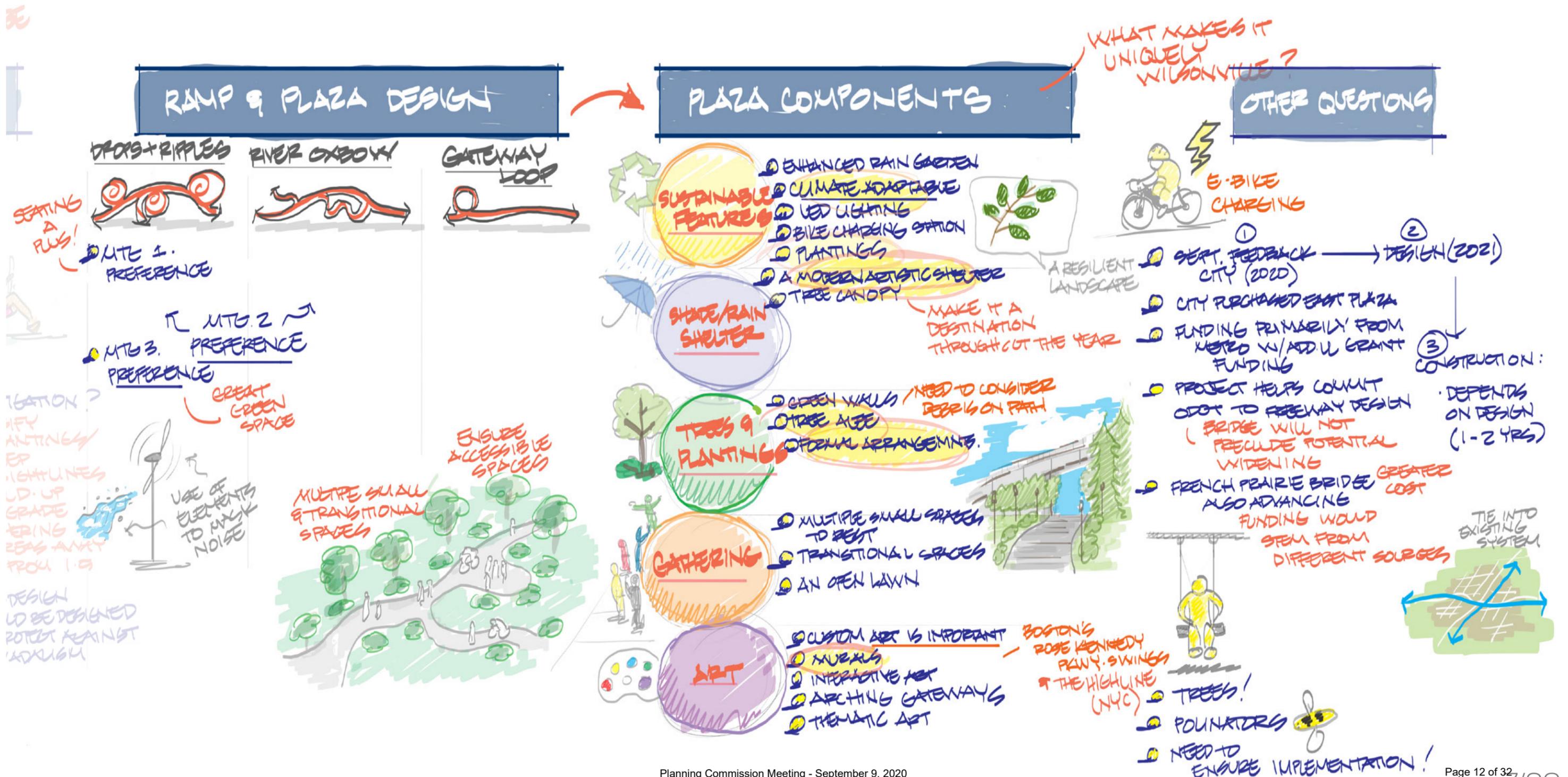
(NOT AS ATTRACTIVE IN DAYTIME?)

- NEED 'WILSONVILLE' ON BRIDGE
- LED LIGHTING IS IMPORTANT
- CUSTOMIZED SENSE
- COLOR OF BRIDGE CABLES
- ALL BRIDGES WILL BE ADA ACCESSIBLE (>5% GRADE)
- NEED FOR DEDICATED BIKE PATH
- CONTROL BIKE SPEEDS
- CONSIDER OPTIONS FOR COVERED SHELTER...
- WALKING & BIKING CONNECTIONS ON BOONES FERRY
- NEED TO CONSIDER MAINT. IMPACTS W/ PREFERRED DESIGN
- UNIQUELY WILSONVILLE!
- SIMPLICITY!
- DESIGN OF BIKE/PED T.B.D.
- CONNECTIONS W/ EXISTING BIKE/PED FACILITIES
- NOISE MITIGATION?
- DENSIFY PLANTINGS
- KEEP SIGHTLINES
- BUILD UP GRADE
- GATHERING AREAS AWAY FROM I-5
- BRIDGE DESIGN SHOULD BE DESIGNED TO PROTECT AGAINST VANDALISM
- SEATING A PLUS!
- DATE 1. PREFERENCE
- MTG 3. PREFERENCE



VIRTUAL OPEN HOUSE Q&A

Wall Graphic (2/2)



RAMP & PLAZA DESIGN

PLAZA COMPONENTS

OTHER QUESTIONS



SEATING A PLUS!
 MTE 1. PREFERENCE

MTE 2. PREFERENCE
 MTE 3. PREFERENCE

VEGETATION? PLANTINGS? LIGHT LINES? UP GRADE? TERRACING? SEAS AWAY FROM I-5
 USE OF ELEMENTS TO MASK NOISE



- SUSTAINABLE FEATURES**
- ENHANCED RAIN GARDEN
 - CLIMATE ADAPTABLE
 - LED LIGHTING
 - BIKE CHARGING STATION
 - PLANTINGS
 - A MODERN ARTISTIC SHELTER
 - TREE CANOPY

- SHADE/RAIN SHELTER**
- MAKE IT A DESTINATION THROUGHOUT THE YEAR

- TREES & PLANTINGS**
- GREEN WALLS
 - TREE AGE
 - FORMAL ARRANGEMENTS
 - NEED TO CONSIDER DEBRIS ON PATH

- GATHERING**
- MULTIPLE SMALL SPACES TO REST
 - TRANSITIONAL SPACES
 - AN OPEN LAWN

- ART**
- CUSTOM ART IS IMPORTANT
 - MURALS
 - INTERACTIVE ART
 - ARCHING GATEWAYS
 - THEMATIC ART

WHAT MAKES IT UNIQUELY WILSONVILLE?



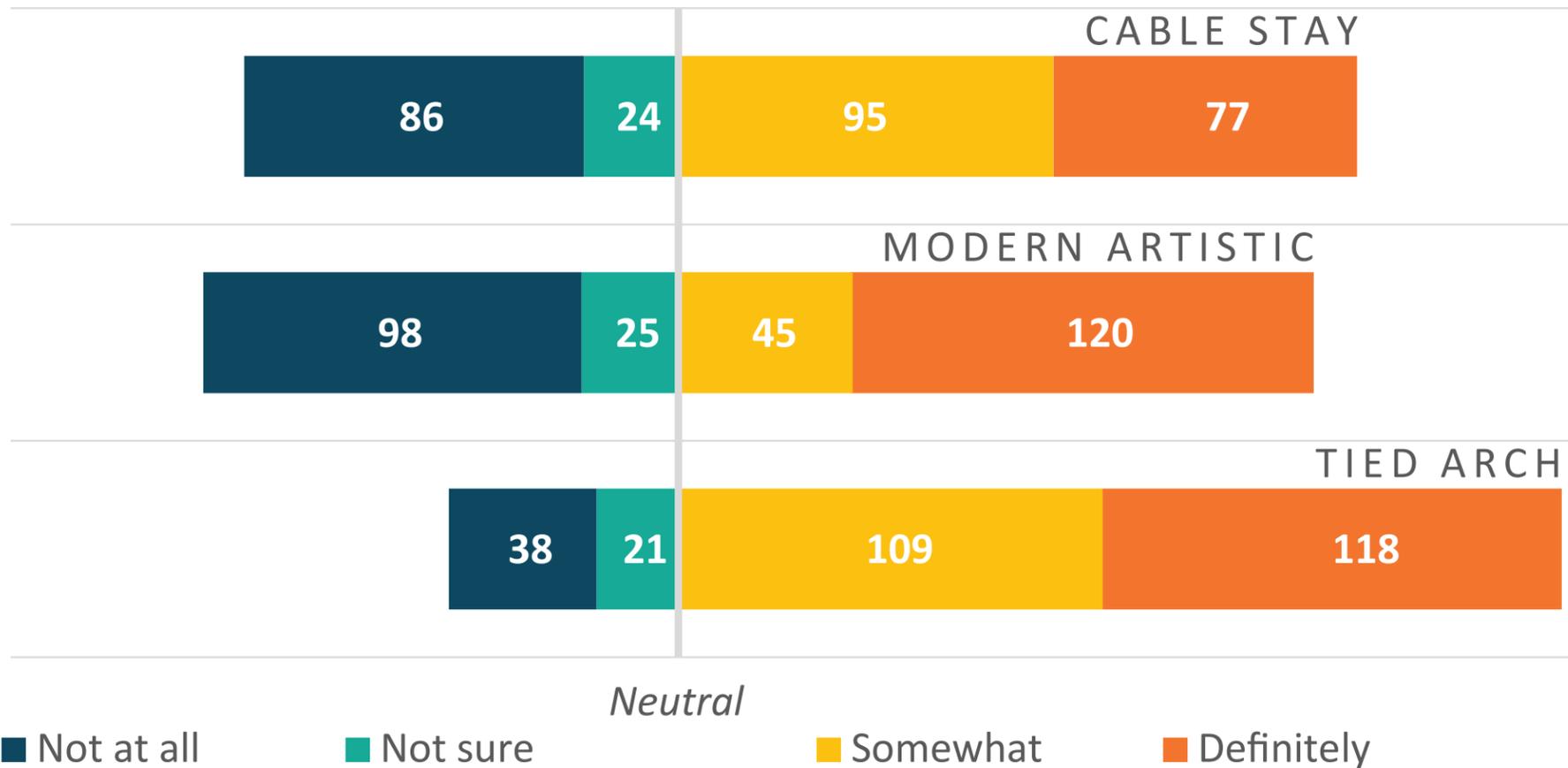
- SEAT FEEDBACK CITY (2020)** → **DESIGN (2021)**
- CONSTRUCTION:** DEPENDS ON DESIGN (1-2 YRS)
- CITY PURCHASED SEAT PLAZA
 - FUNDING PRIMARILY FROM METRO W/ ADD'L GRANT FUNDING
 - PROJECT HELPS COMMIT ODOT TO FREEWAY DESIGN (BRIDGE WILL NOT PRECLUDE POTENTIAL WIDENING)
 - FRENCH PRAIRIE BRIDGE ALSO ADVANCING FUNDING WOULD STEM FROM DIFFERENT SOURCES
 - GREATER COST



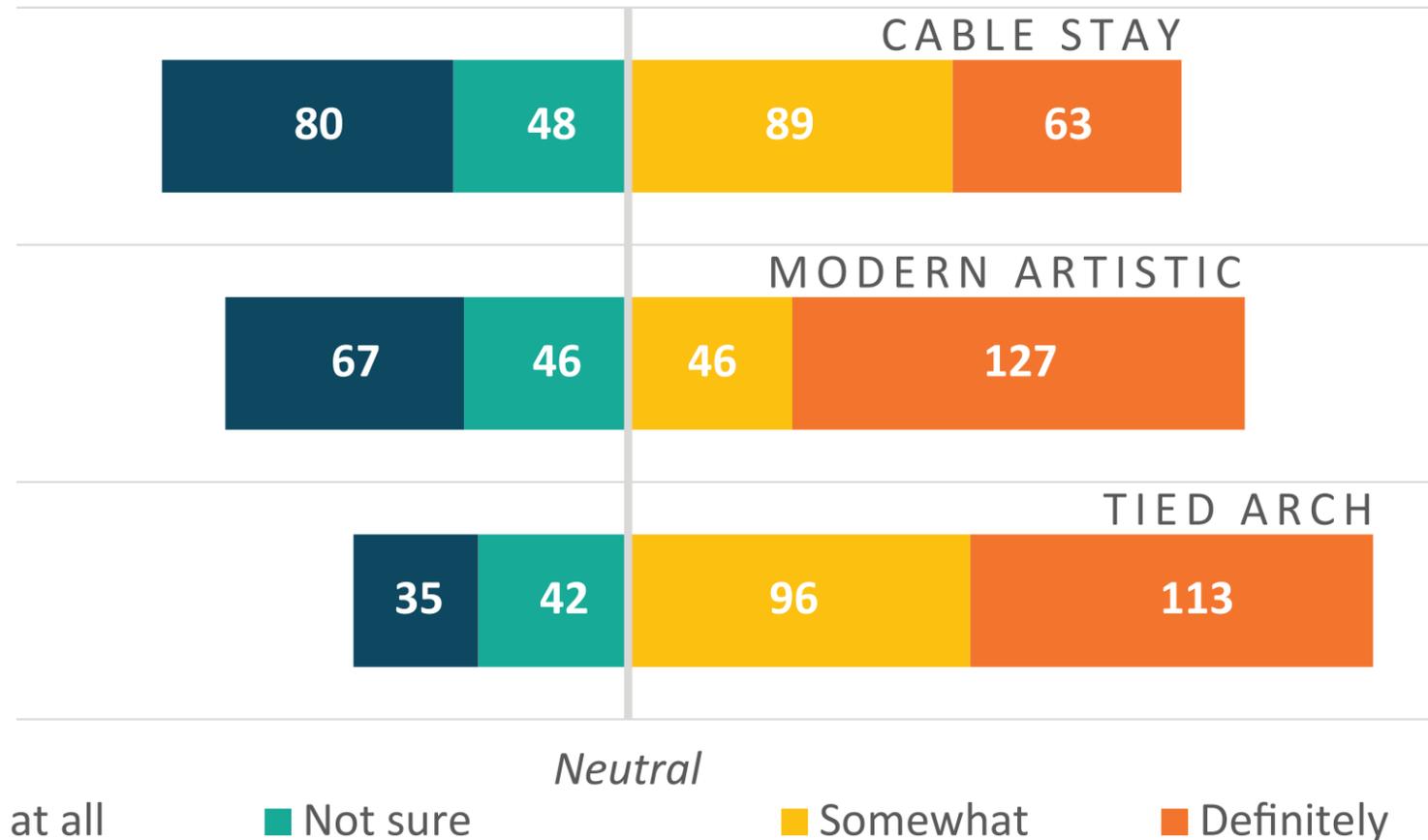
- TREES!
- POLLINATORS
- NEED TO ENSURE IMPLEMENTATION!

Bridge Design Alternatives

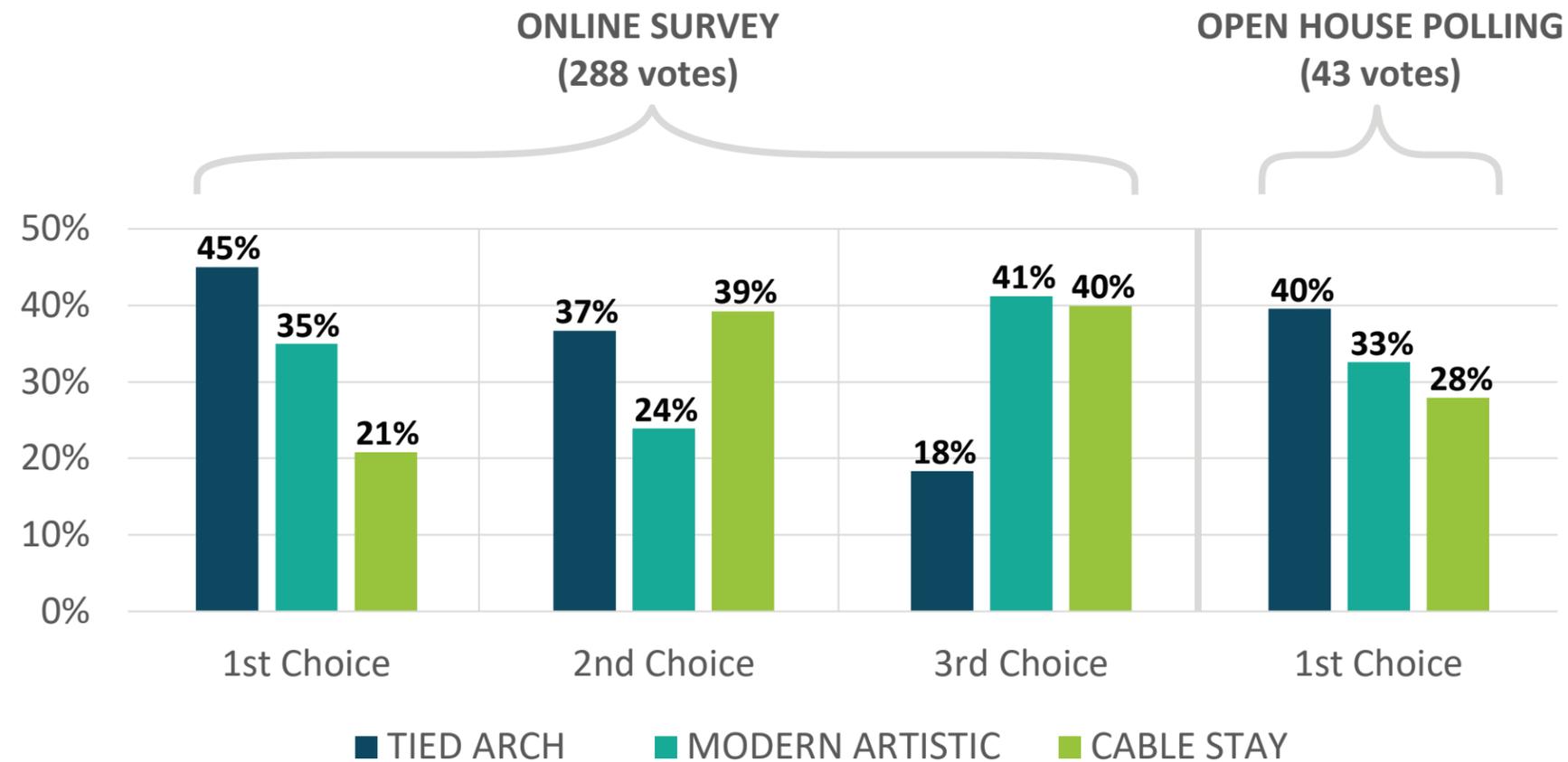
Q1 Which of these bridges do you think would be an iconic or defining structure for Wilsonville?



Q2 Based on identified themes of harmony with nature, family friendly, Willamette River/ Boones Ferry, and inclusive and welcoming, could these bridge designs evoke Wilsonville?



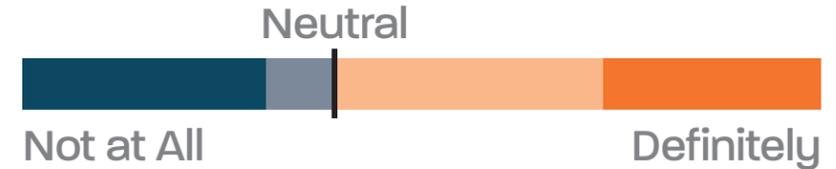
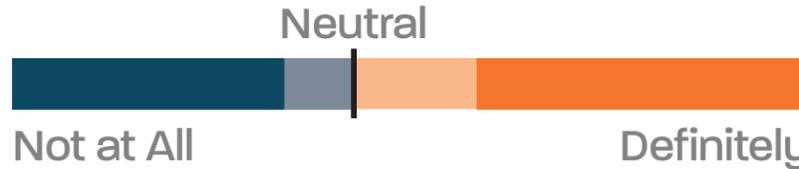
Q3 Rank the bridge designs in order of preference.



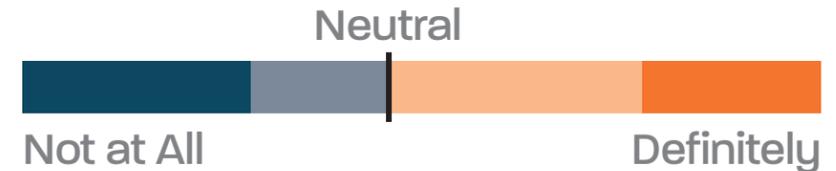
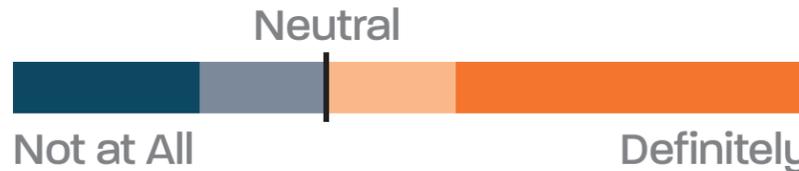
Bridge results comparison.



ICONIC/DEFINING STRUCTURE



THEMES - EVOKES WILSONVILLE



RANKED BY PREFERENCE



ESTIMATED COST RANGE

\$\$\$ 8.5M to 10.4m

\$ 6.9m to 8.6m

\$\$ 7.0m to 8.8m

*Cost estimates are for comparison only and include bridge main span, approach, and retaining walls. These costs do not include: design services, mobilization, traffic control, at-grade path, right-of-way acquisition, or plaza construction.

Q4 **Standard Bridge Customization Options.** All bridge concepts have the potential to incorporate the following examples of customized features. Choose up to three:

Standard Bridge Customization Options



VOTES 80



VOTES 47



VOTES 99



VOTES 80



VOTES 195



VOTES 203



VOTES 142



VOTES 106

QUESTIONS FOR PLANNING COMMISSION

BRIDGE DIRECTION

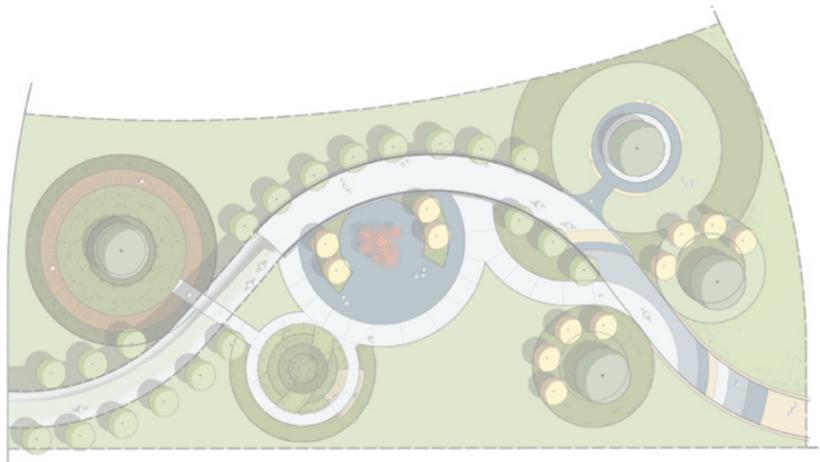
 Which bridge alternative best reflects the project's **themes and priorities** consistent with the feedback provided in the survey and open house?

 Do you agree that **custom lighting and custom safety fencing** are the most important bridge design elements to prioritize?

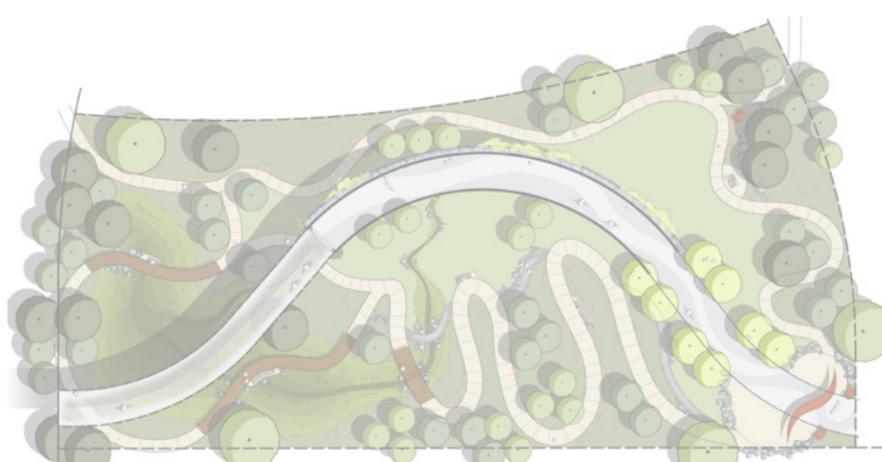
Ramp + Plaza Design Alternatives

Q5 Based on identified themes of harmony with nature, family friendly, Willamette River/ Boones Ferry, and inclusive and welcoming, could these plaza concepts evoke Wilsonville?

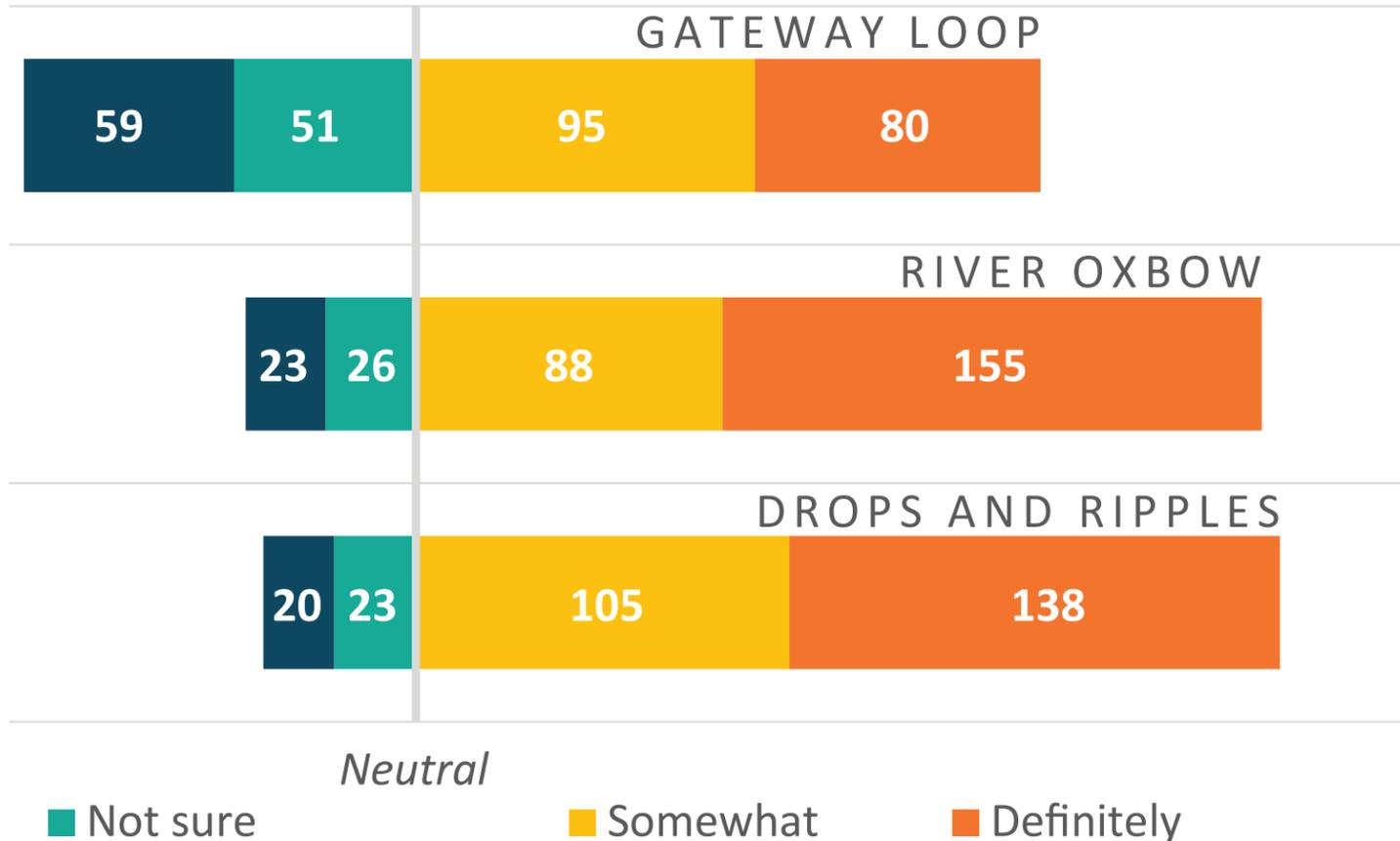
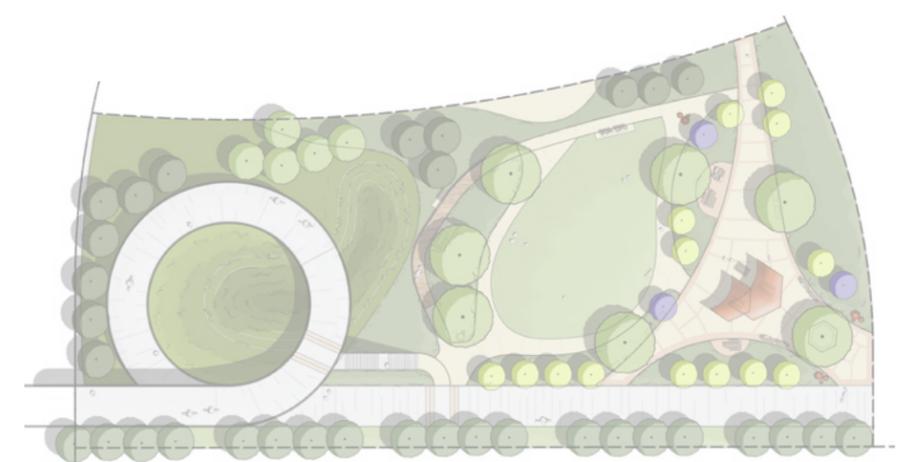
DROPS AND RIPPLES



RIVER OXBOW



GATEWAY LOOP

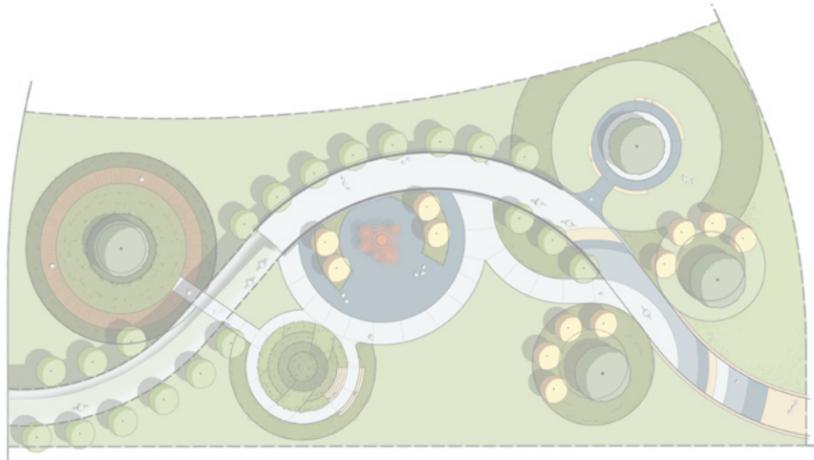


Neutral

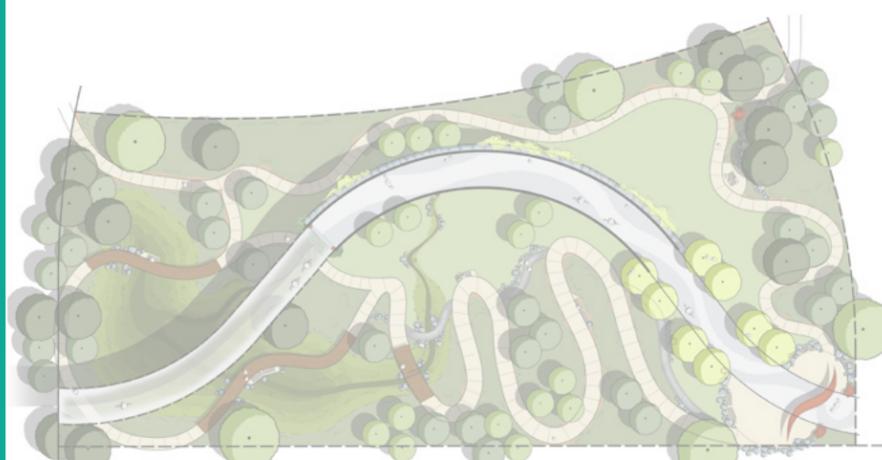
Q6 Rank the plaza concepts in order of preference.



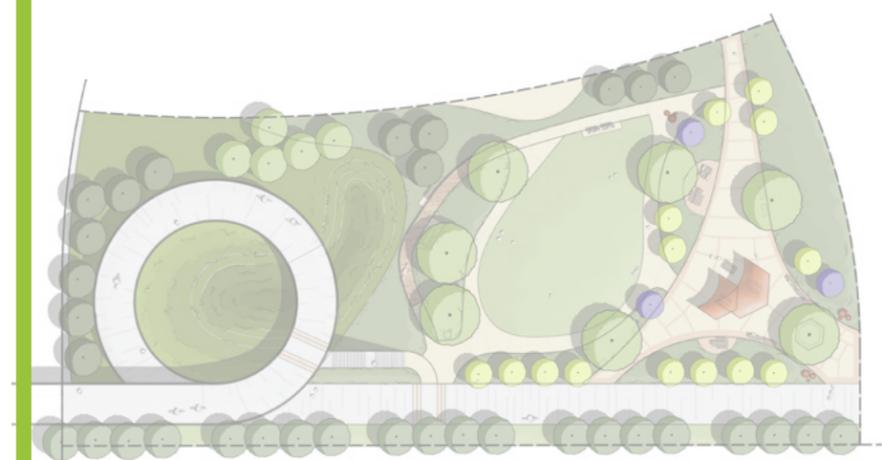
DROPS AND RIPPLES



RIVER OXBOW

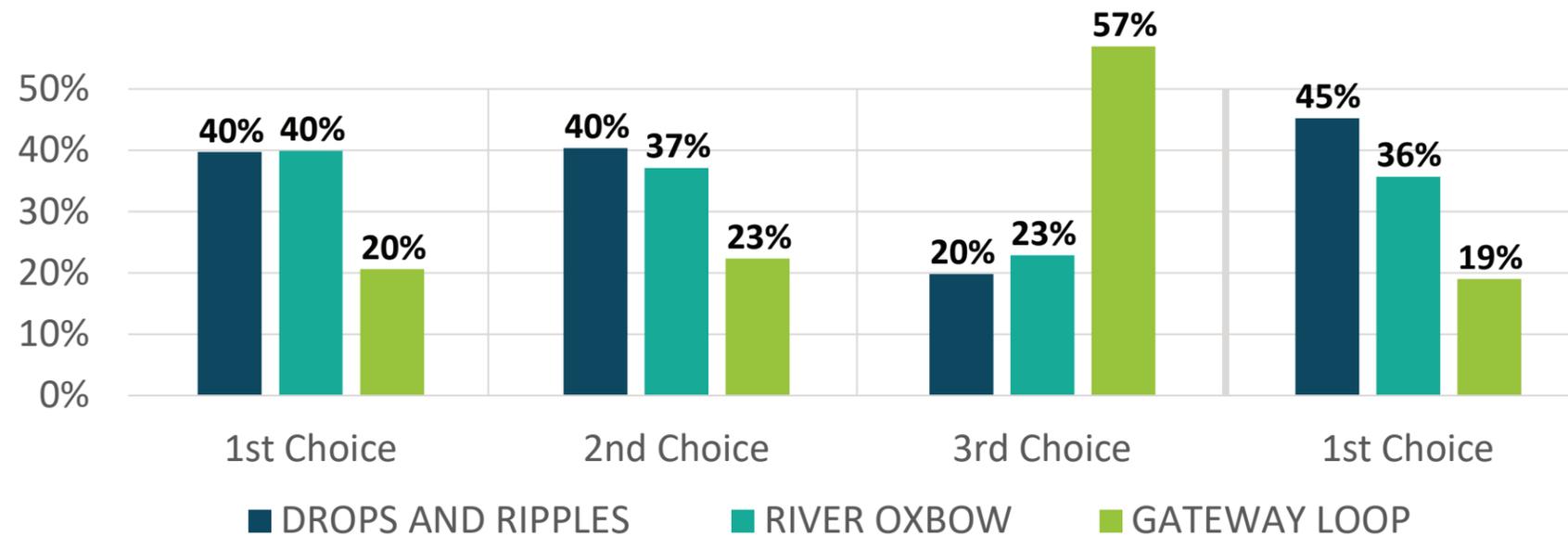


GATEWAY LOOP

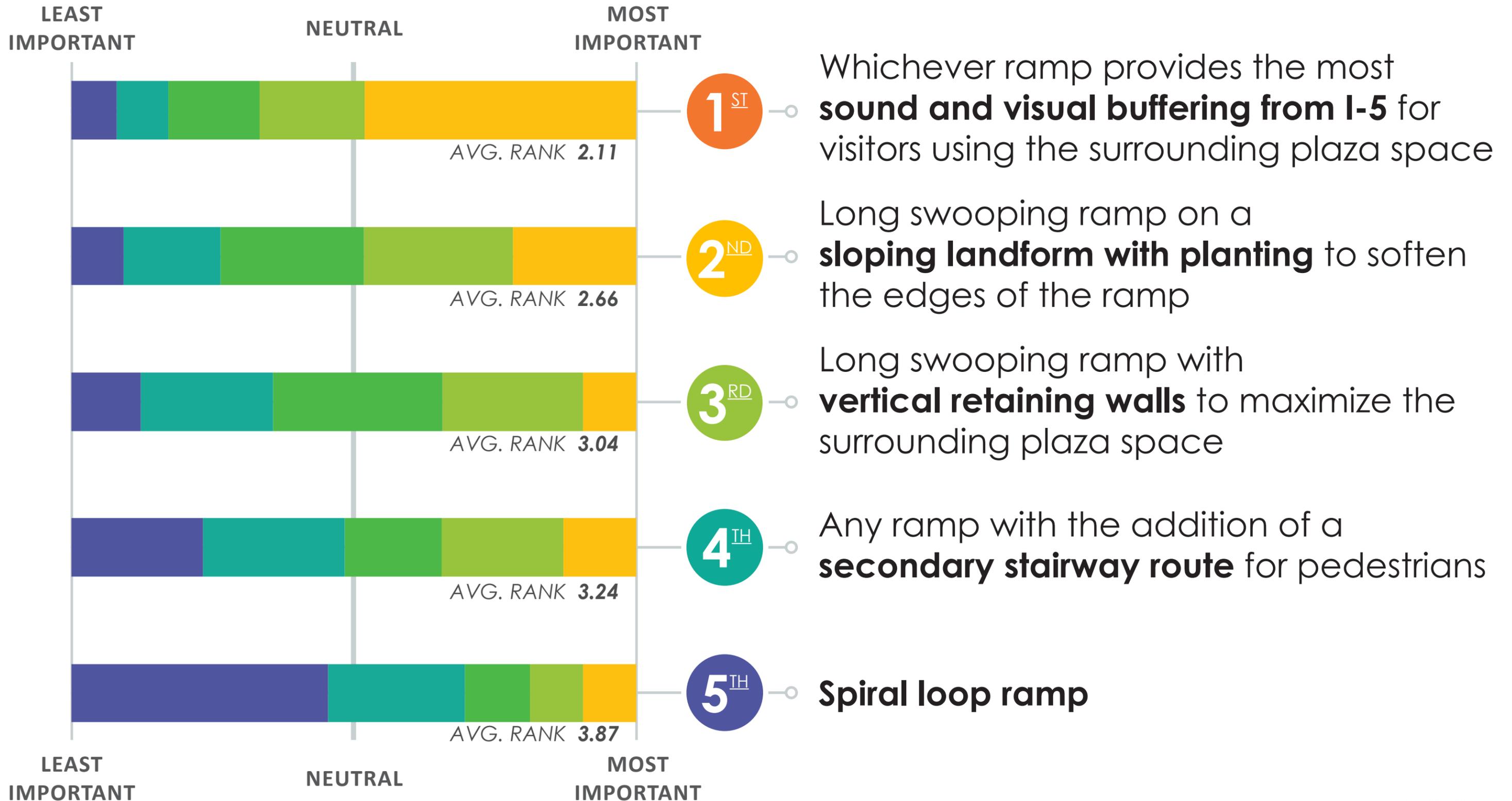


ONLINE SURVEY
(290 votes)

OPEN HOUSE POLLING
(42 votes)



Q7 **What type of bridge approach would you prefer?** Rank the following (from most to least important; 1 = most important, 5 = least important).



Q8 || Sustainable Features. Which of the following sustainable features are most important (choose up to three)?

Plaza Components

SUSTAINABLE FEATURES

Planting for Biodiversity

1ST

VOTES 242



Local Materials

5TH

VOTES 138



Enhanced Stormwater

3RD

VOTES 189



Climate Adapted Planting

2ND

VOTES 190



LED Lighting

4TH

VOTES 154



Solar Charging Stations

6TH

VOTES 40



Q9 **Shade/Rain Shelter.** Which of the following shelter options are most important for the gateway plaza (choose one)?

Plaza Components

SHADE/RAIN SHELTER

Standard Picnic Shelter



4TH
VOTES 21

Modern, Artistic Shelter



2ND
VOTES 80

Open Shade Structure



3RD
VOTES 63

Tree Canopy



1ST
VOTES 165

Q10 **Trees and Plantings.** Which of the following characteristics reflects the type of planting you would like to see in the gateway plaza area (select all that apply)?

Plaza Components

TREES AND PLANTINGS

Large Planting Areas

4TH

VOTES 146

Hardscape Area

6TH

VOTES 109

Formal Planting

2ND

VOTES 172

Informal Planting

5TH

VOTES 140

Tree Allée

1ST

VOTES 222

Green Walls

2ND

VOTES 172

Q11 **Gathering.** What kind of gathering spaces are most important to include in the final design (choose up to two)?

Plaza Components

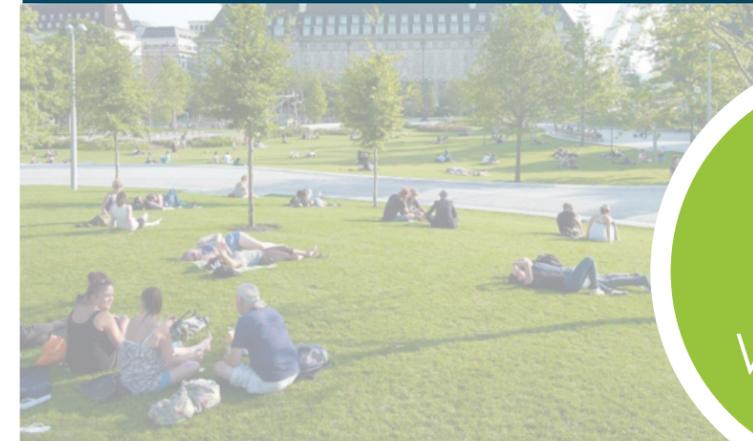
GATHERING

4TH
VOTES 44

Large Hardscape Gathering



Large Open Lawn



3RD
VOTES 137

1ST
VOTES 240

Multiple Smaller Spaces



Transitional Spaces



2ND
VOTES 165

Q12 Art. What form of art would you like to see around the plaza area (choose up to three)?

Plaza Components

ART

Arching Gateway

4TH

VOTES 131



Multiple, Small Installations

2ND

VOTES 153



Unique Paving

6TH

VOTES 111



Murals or Mosaics

3RD

VOTES 140



Interactive and Functional

1ST

VOTES 157



Interactive but Aesthetic

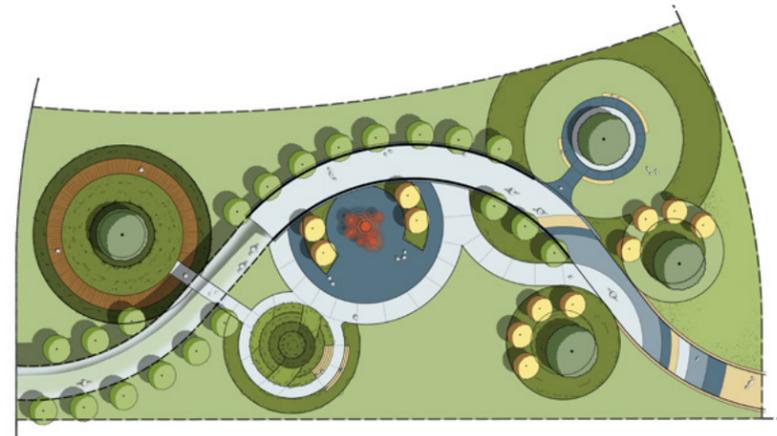
5TH

VOTES 118

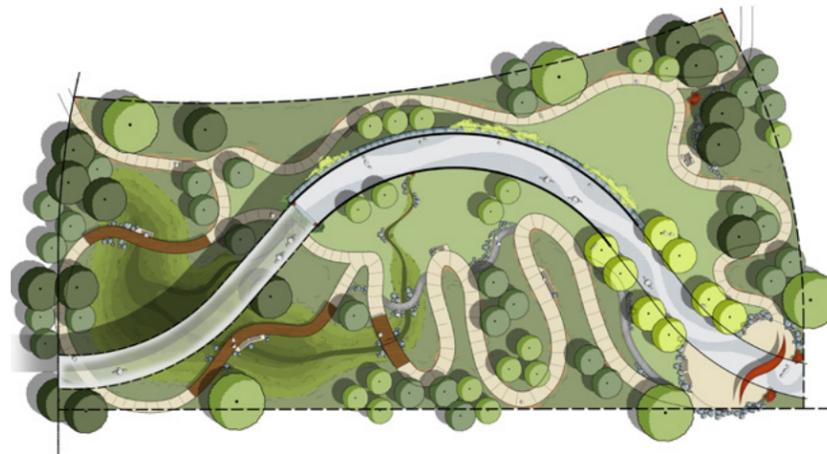


Results comparison.

DROPS AND RIPPLES



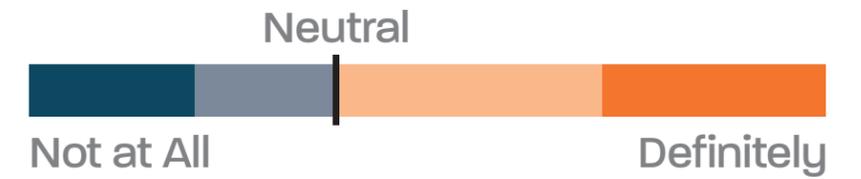
RIVER OXBOW



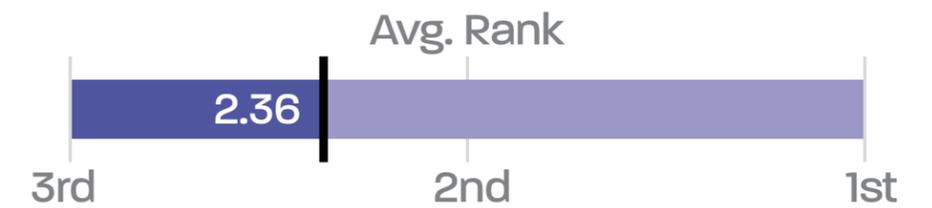
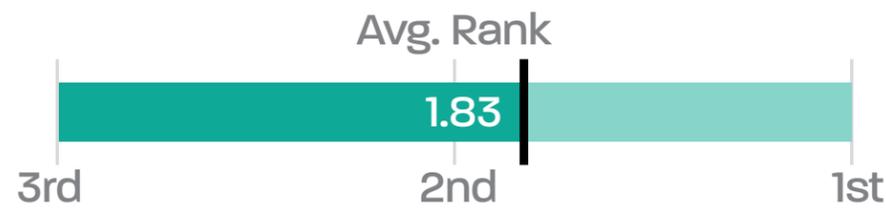
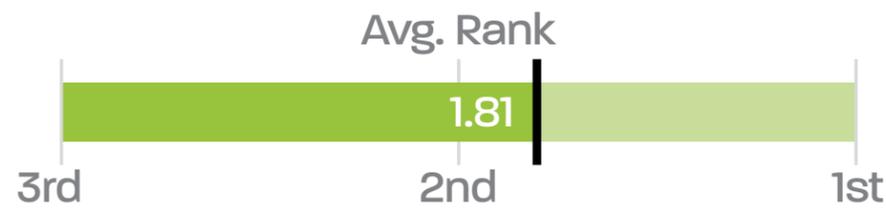
GATEWAY LOOP



THEMES - EVOKES WILSONVILLE



RANKED BY PREFERENCE



Top ranking plaza components comparison.

ART



- 1. Interactive and Functional
- 2. Multiple, Small Installations
- 3. Murals or Mosaics

SUSTAINABLE FEATURES



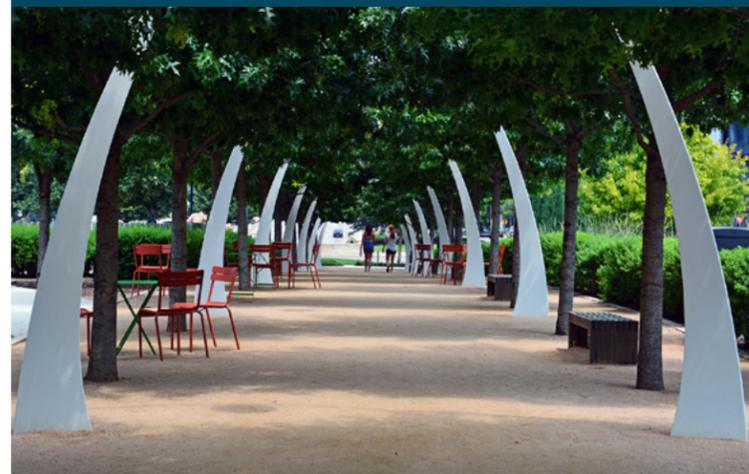
- 1. Planting for Biodiversity
- 2. Climate Adapted Planting
- 3. Enhanced Stormwater

TREES AND PLANTINGS



- 1. Tree Allée
- 2. Formal Planting
- 3. Green Walls

SHADE/RAIN SHELTER



- 1. Tree Canopy
- 2. Modern, Artistic Shelter

GATHERING



- 1. Multiple Smaller Spaces
- 2. Transitional Spaces

Planning Commission Meeting - September 9, 2020
I-5 Pedestrian Bridge

BRIDGE APPROACH (RAMP)

- 1. Whichever ramp provides the most **sound and visual buffering** from **I-5** for visitors using the surrounding plaza space
- 2. Long **swooping ramp on a sloping land form with planting** to soften the edges of the ramp

QUESTIONS FOR PLANNING COMMISSION

PLAZA DIRECTION

 Do you agree with a plaza design approach that **combines elements of the Drops and Ripples and River Oxbow concepts?**

 **Are there other plaza elements to consider** in addition to those prioritized in the survey and open house?

WILSONVILLE TOWN CENTER I-5 PEDESTRIAN BRIDGE + PLAZA



WILSONVILLE TOWN CENTER
I-5 PEDESTRIAN BRIDGE

