

City of Wilsonville Issues of Concern with HB 3384: “Local Pre-Emption and Supersiting of State Facilities”

March 28, 2013

State Pre-emption of Local Autonomy to Supersite Land-Uses

- The bill deprives local government of self-governing autonomy by pre-empting the local government’s ability to approve or not approve a particular land-use that may or may not be compatible with local plans and community aspirations.
- The bill allows State super-siting of a particular land-use by delegating the authority of a local government to a state agency, in this case the Oregon Dept. of Land Conservation and Development.

Issues with the Specific Site in Wilsonville

Infrastructure Issues

- The proposed site is the furthest distance from the City’s water plant, sewage treatment facility and storm-water infrastructure, and will be expensive to develop.
- Sufficient due-diligence regarding infrastructure expansion and costs to the site or on-site has not been performed.
 - A cursory City analysis showed over \$14 million in water and waste-water improvements may be needed to develop on ‘the hill.’
- No traffic studies have been conducted of the proposed site, nor is the site or a State facility identified in the City’s updated Transportation Systems Plan (TSP).

Land-use Issues

- The City has sufficient vacant land within the City limits or existing UGB areas to accommodate a facility without State supersiting.
- The City’s Planning Commission 20-year forecast of growth did not see areas north of Elligsen Road as a growth priority until well beyond 20 years from now. Extensive developments are already planned for other UGB areas.
- The proposed site is located directly in the path of proposed roadways designed as part of the Basalt Creek Transportation Refinement process conducted by the

cities of Tualatin and Wilsonville, Metro, ODOT and Washington County to accommodate future urbanization of the area.

- Placement of a State facility was not contemplated when the Basalt Creek Transportation Refinement plan was undertaken, resulting in potential high future condemnation costs and other planning obstacles.
- Removing or accommodating a new public facility poses a risk to the recently completed Basalt Creek Transportation Refinement plan and related intergovernmental agreements to actuate the plan.

Site Development Issues

- The proposed site is located on a steep hillside with a 170-foot-plus elevation gain composed of shallow bedrock, which will require expensive excavation techniques.
- The proposed site and potential layout has many on-site challenges that will be difficult, if not impossible, to overcome as a productive facility.

Attachments

- Community Development Staff Report, August 20, 2010
- Excerpts from Basalt Creek Transportation Refinement Plan relevant to site, November 2012
- Aerial Image-Maps:
 - Diagram of proposed facility on site
 - Contours Map – site of proposed facility and proposed roads of the Basalt Creek Transportation plan
 - Aerial Image – site of proposed facility and proposed roads of the Basalt Creek Transportation plan

COMMUNITY DEVELOPMENT STAFF REPORT

Date: August 20, 2010

To: City Manager, Mayor and City Council

From: Michael Bowers, Community Development Director

Subject: Veterans Center Idea in North Wilsonville Adjacent to I-5

Enclosures: (1) Vet Center Information Packet
(2) Letter of Support
(3) Vet Center site Layout May 24, 2010
(4) Engineering's 20-Year Look Analysis
(5) I-5/99 Connector Adopted Layout
(6) Potential Split-Diamond I-5 Interchange
(7) Slope Gradient Map
(8) Topography Map through Vet Center (GIS)
(9) City Engineer Overview with GIS 3-D View

1. While the Vet Center is an innovative and novel approach to meeting Veteran needs, this staff report is provided to summarize the challenges of developing anything on the proposed site. Enclosures (1) through (3) simply provide background material regarding the facilities proposed in Wilsonville adjacent to I-5 and north of Parkway Drive.

THE BOTTOM LINE is that:

- The Vet's Center site is the furthest distance from the City's Water Plant, Sewage Treatment Plant, and Storm Water infrastructure.
- Sufficient due diligence regarding infrastructure expansion to the site or on-site has not been performed.
- The City has plenty of vacant land within the City limits and within pre-existing UGB areas that City staff is analyzing how to serve.
- Planning Commission's 20-year forecast of growth did not see areas north of Elligsen as a growth priority until well beyond 20 years from now.
- The proposed Vet Center layout and proposed site has many on-site challenges as portrayed herein that will be difficult, if not impossible, to overcome.

2. Enclosure (4) is the infrastructure analysis City staff prepared as part of Planning Commission's "20-Year Look" growth review. For the proposed veterans site, this analysis indicates several utility challenges including:
 - ▶ A minimum \$4 Million of water and sewer trunk lines to service the site.
 - ▶ The sewer system would need to be upsized starting at the corner of the XEROX property and Parkway.
 - ▶ Depending on a further analysis of City growth/capacity north of Elligsen Road, increases to water reservoir capacity and pumping could add another \$10 Million.
 - ▶ Without more due diligence, these planning figures could easily be off by a factor of 2 or 3.

3. Regarding transportation issues, two studies are pertinent: The 20-Year Look and the I-5/99W Connector adopted Alternative Analysis. The 2007 20-Year Look analysis indicates about \$20 Million of street infrastructure to service the site where the Vets Center is planned. Moreover, the I-5/99W Study, adopted by Metro in 2010, indicates in the Regional Transportation Plan (RTP) that a loop Arterial Street and/or a Split-Diamond I-5 Interchange is required in north Wilsonville as shown on Enclosure (5) and (6). This approved RTP conflicts with site development on the parcels intended for the Vets Center. The estimated cost of the "loop Arterial" connecting to Elligsen is \$30 Million, which does not include Interchange upgrades or upgrades to Parkway. (A split-diamond interchange was estimated by the Connector consultants to cost \$50 million.)

4. The topography on the proposed Veterans Center site is extreme and this hill is composed of shallow bedrock (See Enclosure (7), (8) and (9)). It will be nearly impossible to construct any east-west street connectivity on either side of the peak or on the western slope of this hill without blasting, tunneling, bridging and massive excavation. Permitting for these type of impacts will add to both the time and expense of developing this area.

5. Stormwater runoff will be a major challenge to developing the Vet's Center proposed site. Runoff will have to be directed to a combination of the city stormwater system in Parkway and ODOT-owned facilities next to I-5. ODOT permission to allow use of their facilities is unlikely. The City's stormwater system from Elligsen to the end of Parkway has minimal expansion capacity.

6. Based on the above, the property owner (together with VA state and federal stakeholders) should conduct further due diligence on this site prior to asking any governmental agency to weigh-in on a UGB expansion recommendation. As a policy concern, it is also important to note that Jim Willis, director of the state Department of Affairs, said, "Any new VA home would need buy-in anyway from the Veterans Administration, veterans groups, an operator, and a governor's advisory committee. That would ensure that the new home, if built, would be successful", he said.

7. Finally, I do not think any taxpayer group would want the City to expend scarce Public resources analyzing the requisite infrastructure for any idea any particular landowner has outside the City limits for his/her particular property. This is not within our jurisdiction's

charter or staff's ability while we have other areas inside the City we are trying to serve as well as existing UGB areas we are tackling. City staff has numerous requests throughout the year from people with good ideas on what could happen on their parcels or from real estate firms or investors looking at speculative interests which may or may not have merit after a period of further "due diligence" which needs to be initiated by the proposer/developer.

Michael S. Bowers
Community Development Director

MSB/bgs

cc: Staff Report File
IOC-CD File



Basalt Creek Transportation Refinement Plan

Technical Report



November 2012

Acknowledgements

This report was prepared through the collective effort of the following people:

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Basalt Creek Transportation Refinement Plan Technical Report

Table 2: Cost Estimates for Diagonal and East-West Alignment Alternatives with Potential Improvement Phasing

Improvement	Diagonal Alt Cost (\$M)	Diag. Hybrid Alt Cost (\$M)	East-West Alt Cost (\$M)	Previously Planned?*
2020				
3-lane 124 th Avenue Extension ^a	\$20.0	\$20.0	\$20.0	Federal RTP
Improve Tonquin Road to 3 lanes (124 th Avenue Extension to Grahams Ferry Road) ^b	\$10.5	\$10.5	\$10.5	Federal RTP
Improve Grahams Ferry Road to 3 lanes (Tonquin to Day) ^b	\$5.4	\$5.4	\$5.4	Federal RTP
Improve Boones Ferry Road to 3 lanes (Norwood Road to Day Road) ^a	\$10.8	\$10.8	\$10.8	In design
Boones Ferry Road/Commerce Circle/95 th Avenue Intersection Improvements ^c	\$2.5	\$2.5	\$2.5	Federal RTP
Construct Tonquin Trail ^{**}	-	-	-	Federal RTP
TOTAL 2020	\$49.2	\$49.2	\$49.2	\$49.2
2030				
Improve 124 th Avenue Extension to 5 lanes ^a	\$14.0	\$14.0	\$14.0	Federal RTP
5-lane East-West facility (124 th Avenue Ext to Boones Ferry Rd) ^b	N/A	N/A	\$57.9	State RTP
Improve Tonquin Road to 5 lanes (124 th Avenue to Grahams Ferry) ^b	\$6.7	N/A	N/A	State RTP
5-lane Diagonal facility (Grahams Ferry Road to Boones Ferry Road) ^b	\$42.9	N/A	N/A	State RTP
5-lane Hybrid facility (124 th Avenue Ext to Boones Ferry Road) ^b	N/A	\$69.1	N/A	State RTP
5-lane Boones Ferry Road (new facility to Day Road) ^b	\$0.8	\$0.8	\$1.1 ^{***}	State RTP
5-lane Day Road (Kinsman Extension to Boones Ferry Road) ^b	\$5.8	\$5.8	\$5.8	Similar to RTP project
3-lane Kinsman Road Extension ^c	\$10.4	\$10.4	\$10.4	Federal RTP
Boones Ferry Road/Commerce Circle/95 th Avenue Access Control	minimal	minimal	minimal	No
TOTAL 2030	\$80.6	\$100.1	\$89.2	\$156.2
2035 UGB				
5-lane Overcrossing of I-5 (Day Road/Boones Ferry Road intersection to Elligsen Road) ^b	\$33.7-\$44.1	\$33.7-\$44.1	\$33.7-\$44.1	State RTP
TOTAL 2035 UGB	\$33.7-\$44.1	\$33.7-\$44.1	\$33.7-\$44.1	\$50.0
2035 RTP				
5-lane Overcrossing of I-5 (East-West facility/Boones Ferry Road intersection to Stafford Road) ^b	N/A	N/A	\$38.0	State RTP
TOTAL 2035 RTP	\$0	\$0	\$38.0	\$0
GRAND TOTAL	\$165-\$175	\$185-195	\$210-220	\$250

Source of cost estimates: ^a Washington County, ^b Quincy Engineering, ^c 2035 Regional Transportation Plan

* Totals for each interim year in this column, as well as grand total, represent total dollar amount either allocated in the RTP or committed for projects already in development. See Chapter 4 for more information on RTP comparison projects.

** Tonquin Trail costs are being estimated outside of this transportation refinement plan process.

*** Boones Ferry Road improvement costs are higher for the East-West because the segment south to Day Road is longest in this concept.

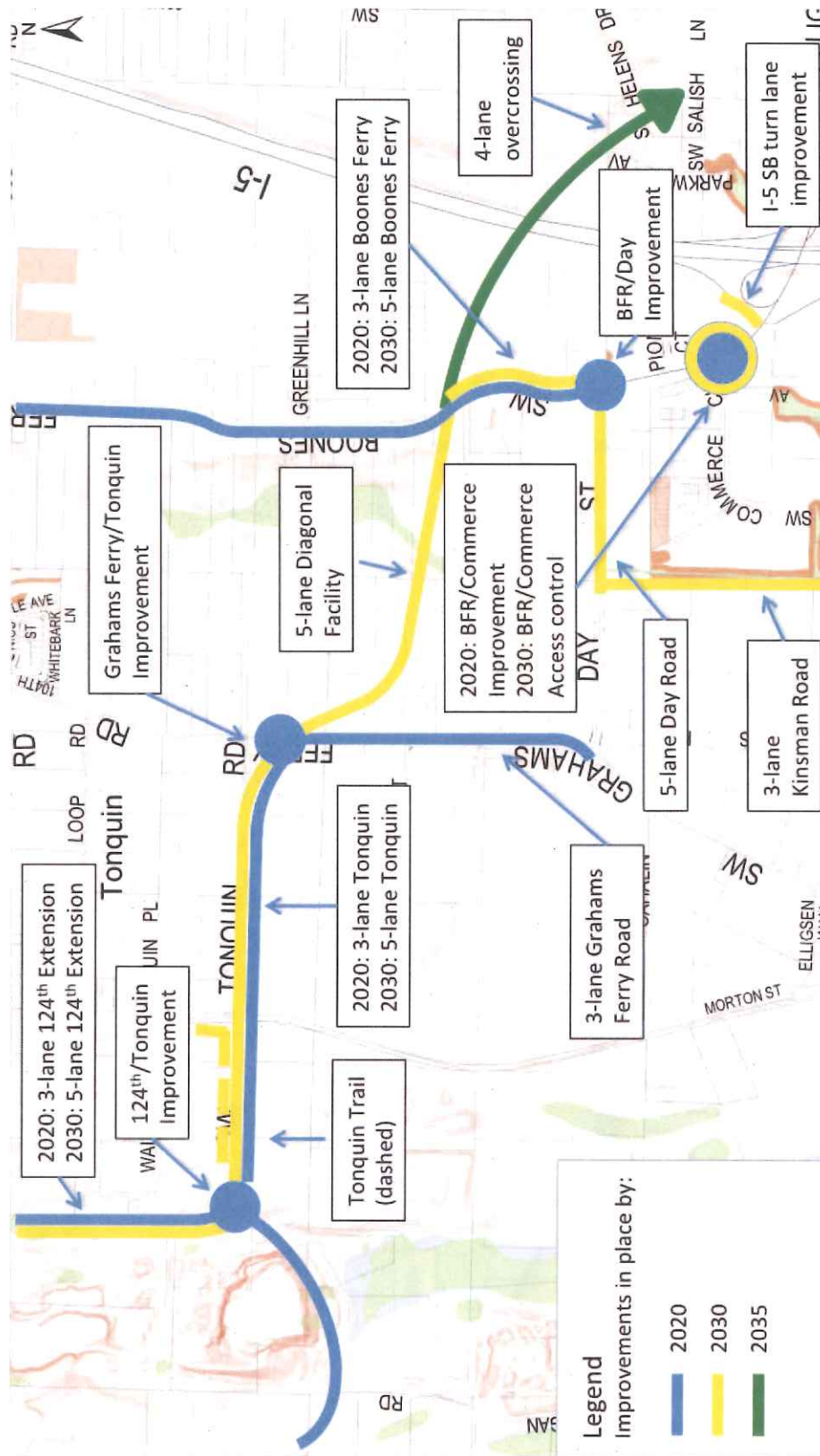


Figure 7: Summary of Potential Phasing (Diagonal Concept)

East-West Alignment

For the East-West Alignment, the following improvements are needed beyond what is in the 2020 network for future interim and horizon years:

- 2030
 - 124th Avenue extension: widen to 5-lane facility between Tualatin-Sherwood Road and East-West facility
 - New east-west aligned 5-lane facility, south of Tonquin Road, between 124th Avenue extension and Boones Ferry Road
 - Boones Ferry Road: widen to 5-lane facility between east-west facility and Day Road
 - Kinsman Road extension: 3-lane facility between Ridder Road and Day Road
 - Day Road: widen to 5-lane facility between Kinsman Road and Boones Ferry Road
 - Boones Ferry Road/95th Avenue access control¹¹
 - Additional turn pocket on I-5 southbound off-ramp where it intersects with Elligsen Road
- 2035 UGB Growth
 - New 4-lane overcrossing of I-5 on Day Road alignment from Boones Ferry Road on the west side of the interchange to Elligsen Road on the east side of the interchange
- 2035 RTP Growth
 - New 4-lane overcrossing of I-5 on east-west facility from Boones Ferry Road on the west side of I-5 to the area of Frobase Road on the east

Figures 38 through 40 show the performance of the network for the interim and horizon years, including V/C ratios at each signalized intersection.

¹¹ For access control, the evaluation in this report initially assumed right-in/right-out access only at the Boones Ferry Road/95th Avenue intersection. Additional analysis showed that closing the minor east leg of the intersection and allowing all other movements would provide similar operational benefits. The decision on specific type of access control is deferred to concept planning or the Wilsonville TSP Update. For more information, see the section on access control for the Boones Ferry Road/95th Avenue intersection later in this chapter.

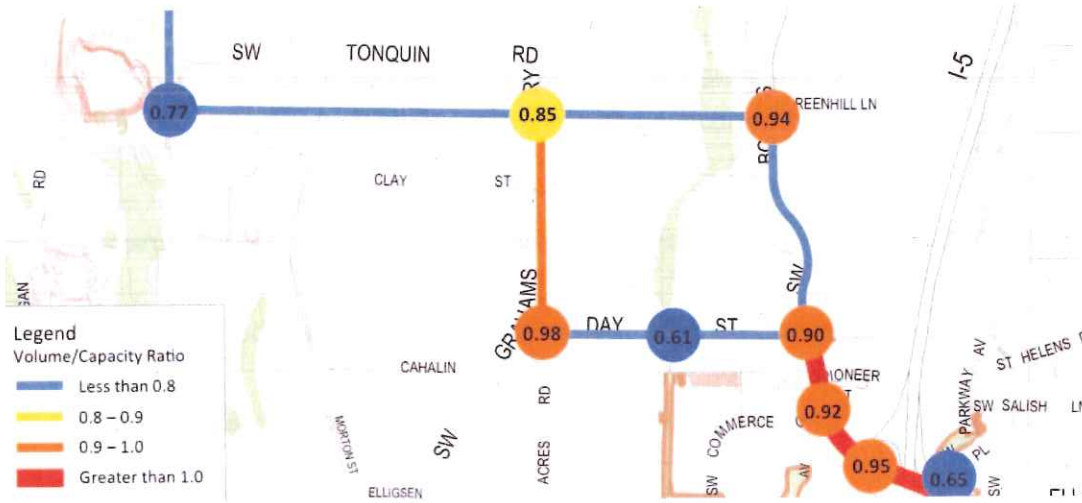


Figure 38: 2030 PM Peak Hour Network Operations, East-West Alignment



Figure 39: 2035 (UGB) PM Peak Hour Network Operations, East-West Alignment

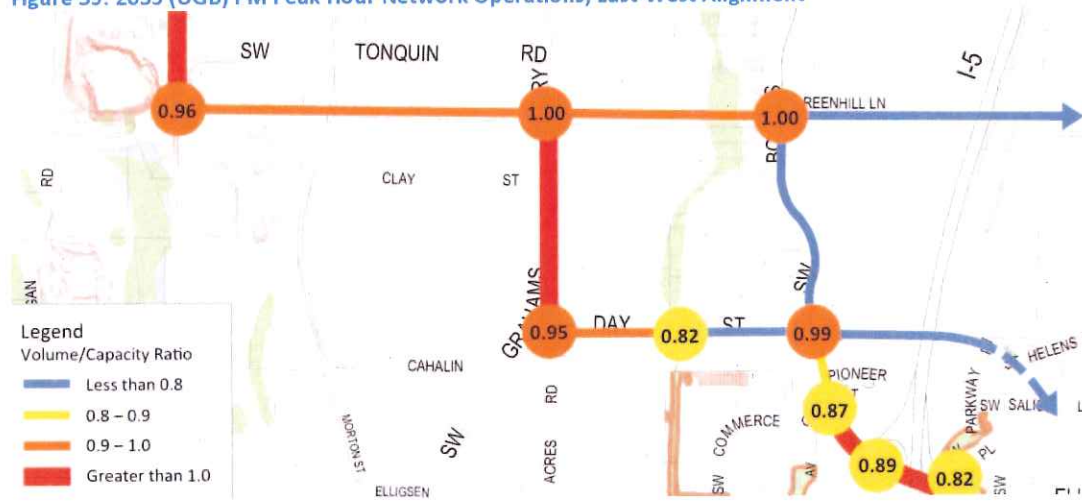


Figure 40: 2035 (RTP) PM Peak Hour Network Operations, East-West Alignment

to Elligsen Road were refined with the goal of avoiding structures and minimizing construction costs and risks. Figures 46 and 47 show these two overcrossing options.



Figure 46: Day overcrossing with Parkway Center alignment



Figure 47: Day overcrossing with Canyon Creek alignment

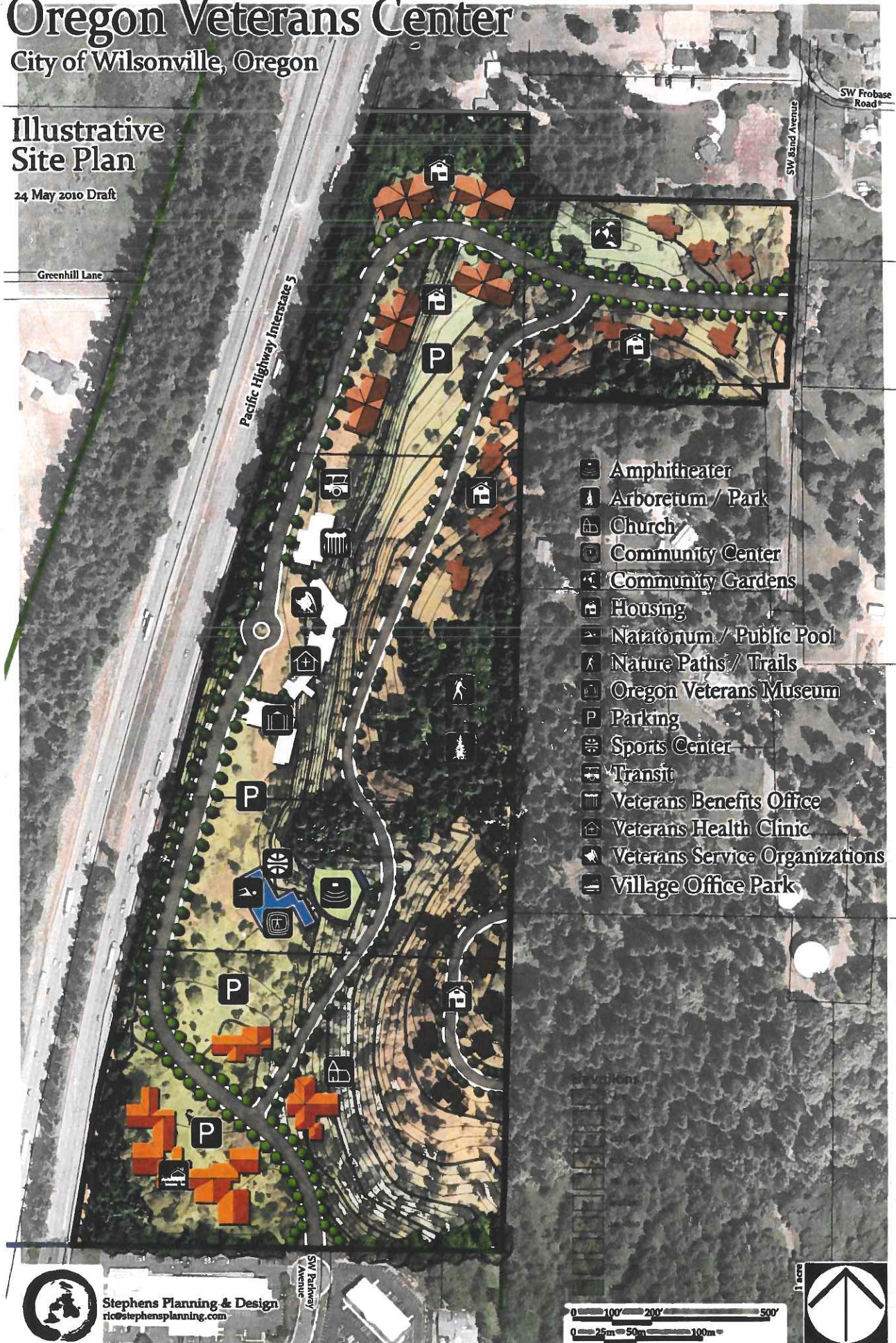
For both options, the alignment on the west side of I-5 angles to the north slightly in order to land at a place on the east side that avoids existing structures on the north end of Parkway Avenue. The west-side alignment cuts irregularly through lots on the north side of the Day Road alignment. The alignment on the east side of the interchange impacts parcels along St. Helens Drive, but does not appear to require building acquisitions.

Oregon Veterans Center

City of Wilsonville, Oregon

Illustrative Site Plan

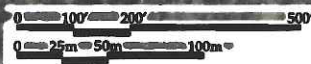
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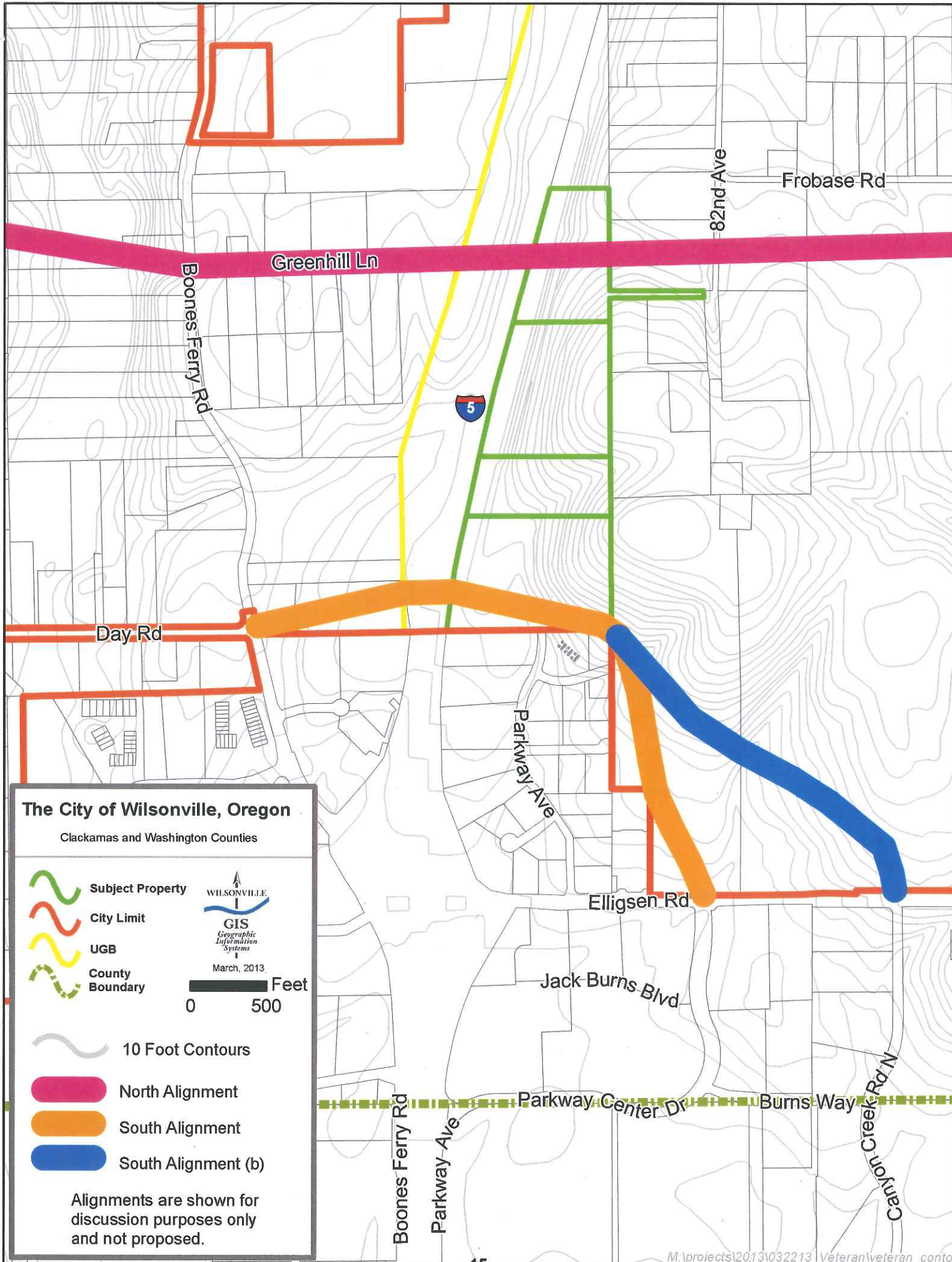


- Amphitheater
- Arboretum / Park
- Church
- Community Center
- Community Gardens
- Housing
- Natatorium / Public Pool
- Nature Paths / Trails
- Oregon Veterans Museum
- Parking
- Sports Center
- Transit
- Veterans Benefits Office
- Veterans Health Clinic
- Veterans Service Organizations
- Village Office Park







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The City of Wilsonville, Oregon

Clackamas and Washington Counties

-  Subject Property
-  City Limit
-  UGB
-  County Boundary



March, 2013

0 500 Feet

-  10 Foot Contours
-  North Alignment
-  South Alignment
-  South Alignment (b)

Alignments are shown for discussion purposes only and not proposed.