April 18, 2017

Representative Rich Vial, Vice-Chair, House Committee on Transportation Policy
Oregon Legislative Assembly
900 Court St. NE, H-484
Salem, OR 97301

RE: South Metro I-5 Corridor Study for 2017 Transportation Legislation

Dear Representative Vial:

The City of Wilsonville City Council appreciates your leadership on transportation issues. We seek your support to encourage our state's legislative team to advance a South Metro I-5 Corridor Study to be led by the Oregon Department of Transportation (ODOT) as a specific component of the pending "Transportation Package" before the Oregon Legislative Assembly.

The City, together with our partners at the Wilsonville Chamber of Commerce and local area businesses and governments, seeks to advance a South Metro I-5 Corridor Study. Recent testimony and discussions before the Congestion Subcommittee of the Joint Committee on Transportation Preservation and Modernization highlighted increasing congestion on I-5.

The proposed transportation study is codified in the Metro 2014 Regional Transportation Plan (RTP) as "Mobility Corridor #3," a next-tier "corridor refinement plan" after bottleneck studies for the Rose Quarter I-5/I-84, I-205/Abernathy Bridge, Highway 217 and the Southwest Transit Corridor. The South Metro I-5 Corridor Study would look at a range of transportation issues by engaging multiple stakeholders to develop potential solutions regarding the movement of freight, commuters, local and interstate traffic along the South Metro I-5 Corridor, stretching from north of Salem/Keizer past Wilsonville to Portland and Hillsboro.

Traffic congestion in the specific South Metro I-5 Corridor stretch between I-5/Boone Bridge at Wilsonville past I-205 to Highway 217 has reached epic proportions with the end of the Great Recession and the population boom being experienced by the greater Portland and North Willamette Valley regions. A recently completed, legislatively funded Transportation Futures Study by Washington County identified several promising investments, including advancing study of the South Metro I-5 Corridor, which is reaching peak traffic-handling capacity.

We believe that such a study would need to look at multiple solutions to address the varying needs of different highway users, as well as potential land-use issues and funding resources.

Specific transportation issues to be studied in a South Metro I-5 Corridor Study include:

- **Freight**: What kinds of highway improvements or modifications to I-5 and major interchanges/connecting arterials could benefit the timely movement of trucks moving freight to/from and through Portland along the West Coast's I-5 commerce route?
- **Commuters**: What kinds of public-transit services—including extension of WES south from Wilsonville to Woodburn and Salem/Keizer and introduction of new grade-separated east-west transit service from Oregon City/Clackamas County to Tualatin-Wilsonville/Washington County—could provide transportation alternatives for employees commuting to/from or across the Portland metro region? How can regional transit systems like Wilsonville's SMART and Salem/Keizer Cherriots be better utilized to feed riders into the larger Tri-Met system?

- **I-5 Auxiliary Merge Lanes and Parallel Arterial Routes:** Just as the new I-5 NB and SB "aux" lanes between North Wilsonville and I-205 have substantially improved traffic flow along that portion of I-5, what strategic locations for additional auxiliary lanes such as SB Boone Bridge for merging on/off I-5 offer congestion improvements? Which roads parallel to I-5 that offer non-highway routing options for local trips should be studied for enhancement?
- **Origination/Destination (O/D) Analysis**: As part of a corridor study, ODOT can obtain data regarding the origination and destination of various kinds of trips. Also, ODOT is able to model the impacts on traffic flow if new or improved transportation facilities are built, as well as impacts of additional transit services on ridership.

Since 2008, ODOT has supported the "I-5 South Corridor Refinement Plan - Wilsonville to North Tigard," stretching from Wilsonville I-5/Boone Bridge to North Tigard I-5/Highway 217 for the Metro RTP at an estimated cost of $3.7 million during the 2008-2017 timeframe. Given inflation since that time, the City suggests that $5 - $10 million be dedicated to the study.

As you and other state and regional leaders astutely recognize, an improved transportation system to serve the greater Portland metro and North Willamette Valley regions really needs to look south of Wilsonville and north of Tigard to better understand commuter, freight, local and pass-through traffic flows and potential multi-modal solutions to address traffic congestion. Because this stretch of I-5 transverses two ODOT regions, four counties and multiple cities and transit-providers, ODOT is well positioned to undertake a South Metro I-5 Corridor Study.

We hope that you will join with Governor Brown and leaders in the Oregon legislature, Metro, and area counties, cities, metropolitan planning organizations and public transit providers to advance a South Metro I-5 Corridor Study that could be incorporated as a specific project in a Transportation Package or separate legislation to be advanced in the 2017 legislative session.

Sincerely,

Tim Knapp

Tim Knapp, Mayor
City of Wilsonville/SMART; Clackamas County Cities Representative to Metro JPACT; City of Wilsonville Representative to Clackamas and Washington Counties Coordinating Committees

Attachments (3)

cc: Governor Kate Brown
Wilsonville state legislators: Rep. Bill Kennemer; Sen. Kim Thatcher; Sen. Alan Olsen
Oregon legislative leadership: Sen. Peter Courtney; Sen. Laurie Monnes Anderson; Sen. Ginny Burdick; Sen. Ted Ferrioli; Sen. Lee Beyer; Sen. Betsy Johnson; Rep. Tina Kotek; Rep. Paul Holvey; Rep. Jennifer Williamson; Rep. Mike McLane; Rep. Caddy McKeown; Rep. David Gomberg
Metro Council: President Tom Hughes; Councilor Craig Dirksen, JPACT Chair
Clackamas County leadership: Commission Chair Jim Bernard, Clackamas County Coordinating Committee Co-Chair; Commissioner Paul Savas, ODOT Region 1 ACT Vice-Chair, Clackamas County JPACT Rep.; Mayor Brian Hodson, Clackamas County Coordinating Committee Chair Co-Chair
Washington County leadership: Commission Chair Andy Duyck; Commissioner Roy Rogers, Washington County Coordinating Committee Chair, ODOT Region 1 ACT Chair, Washington County JPACT Rep.; Mayor Denny Doyle, Washington County Cities JPACT Rep.
Marion-Polk Counties / Salem-Keizer Area Transportation Study (SKATS) leadership: Mayor Cathy Clark, Chair; Commissioner Sam Brentano; Commissioner Craig Pope; Councilor Jim Lewis
ODOT Region 2 MWACT leadership: Councilor Ken Woods, Chair
ODOT: Director Matt Garrett; Region 1 Manager Ryan Windsheimer; Region 2 Manager Sonny Chickering; Area/District 3 Manager Tim Potter

- between 50 and 100 percent of the bus rapid transit alignment being in exclusive right of way;
- a transit line that connects Portland to downtown Tualatin, via Tigard.

Based on the shared investment strategy, the refinement phase for potential high capacity transit connections between Portland, Tigard and Tualatin will be completed by the summer of 2014. During the refinement phase, project partners will further narrow the high capacity transit design options that came out of the initial phase of the Southwest Corridor Plan and move forward the most promising options for further study under the National Environmental Policy Act (NEPA).

5.3.1.2 Tigard to Wilsonville (Mobility Corridor #3)

This mobility corridor provides the major southern access to and from the central city. The corridor also provides important freight access, where Willamette Valley traffic enters the region at the Wilsonville "gateway," and provides access to Washington County via OR 217.

In 2002, a joint ODOT and Wilsonville study[2] concluded that in 2030 widening of I-5 to eight lanes would be required to meet Oregon Highway Plan and RTP mobility standards, and that freeway access capacity would not be adequate with an improved I-5/Wilsonville Road interchange. The appropriate improvements in this corridor are unclear at this time. However, I-5 serves as a critical gateway for regional travel and commerce, and an acceptable transportation strategy in this corridor has statewide significance. Projections for I-5 indicate that growth in traffic between the Metro region and the Willamette Valley will account for as much as 80 percent of the traffic volume along the southern portion of I-5, in the Tualatin and Wilsonville area.

A corridor refinement plan is proposed to address the following in coordination with corridor refinement planning for Mobility Corridor #2 and project development activities for Mobility Corridor #20:

- Effects of widening I-205 on the I-5 South corridor
- Effects of the I-5 to 99W Connector study recommendations on the N. Wilsonville interchange and the resultant need for increased freeway access
- Effects of peak period and mid-day congestion in this area on regional freight reliability, mobility and travel patterns
- Ability of inter-city transit service, to/from neighboring cities in the Willamette Valley, including commuter rail, to slow traffic growth in the I-5 corridor
- Ability to maintain off-peak freight mobility with capacity improvements
- Potential for better coordination between the Metro region and Willamette Valley jurisdictions on land-use policies

[2] I-5/Wilsonville Freeway Access Study, DKS Associates, November 2002

- Effects of a planned long-term strategy for managing increased travel along I-5 in the Willamette Valley
- Effects of UGB expansion and Industrial Lands Evaluation studies on regional freight mobility
- Effects to freight mobility and local circulation due to diminished freeway access capacity in the I-5/Wilsonville corridor
- Identify and implement safety and modernization improvements to I-5 defined by the Tigard to Wilsonville Corridor Refinement Plan in phases totaling over $600 million
- I-5/OR217 Interchange Phase 2: SB OR217/Kruse Way Exit – Complete interchange reconstruction: Braid SB OR 217 exit to I-5 with Kruse Way exit, approximately $50 million
- I-5/OR217 Interchange Phase 3: SB OR217 to I-5 NB Flyover Ramp – Complete interchange reconstruction with new SB OR217 to NB I-5 flyover ramp - $30 million

In addition, the following design elements should be considered as part of the corridor refinement plan:

- Peak period pricing and HOV lanes for expanded capacity
- Provide regional transit service, connecting Wilsonville to the central city
- Provide additional freeway access improvements in the I-5/Wilsonville corridor to improve freight mobility and local circulation
- Add capacity to parallel arterial routes, including 72nd Avenue, Boones Ferry, Lower Boones Ferry and Carman Drive
- Add overcrossings in vicinity of Tigard Triangle and City of Wilsonville to improve local circulation
- Extend commuter rail service from Salem to the Portland Central City, Tualatin transit center and Milwaukie, primarily along existing heavy rail tracks
- Additional I-5 mainline capacity
- Provision of auxiliary lanes between all I-5 freeway on- and off-ramps in Wilsonville.

5.3.1.3 Portland Central City Loop (Mobility Corridor #4)

In 2005, the I-5/405 Freeway Loop Advisory Group (FLAG) completed its review of the near- and long-term transportation, land use, and urban design issues regarding the I-5/405 Freeway Loop. Appointed by Mayor Vera Katz and the ODOT Director in 2003, the 24-member group developed and evaluated concepts to address identified transportation issues and needs. The concepts represented a range of options that included modest improvements within existing right-of-way, a

Many Factors Impact I-5 Traffic Congestion in the South Metro/North Willamette Valley Region

By Nancy Kraushaar, PE
Community Development Director / City Engineer,
City of Wilsonville

The City of Wilsonville is taking multiple steps to improve mobility within the community and to address issues around traffic congestion and safety. Accompanying articles in this issue summarize a number of important road and alternative transportation projects being advanced by the City that provide more routes and travel options and offer suggestions on how to deal with traffic congestion.

One specific area that frustrates many travelers is the major traffic-convergence zone of the I-5/Wilsonville Road interchange and nearby intersections of Boones Ferry Road to the west and Town Center Loop to the east. In the mid-2000s, the City worked with ODOT on a $21 million project to improve the I-5 interchange capacity by 50% for vehicles passing through the interchange on Wilsonville Road or entering/leaving I-5. Despite these substantial improvements, when I-5 reaches maximum traffic-flow capacity during morning/evening peak-commute hours, on some weekends or when there is an incident on I-5, the interchange area can clog-up, similar to many popular I-5 or I-205 interchanges in the Portland metro region.

With the greater Portland/Vancouver metro population increasing rapidly over the past five years to 2.4 million—over 3,300 people move here every month—coupled with significant employment recovery since the end of the Great Recession, we are collectively dealing with more drivers and vehicles than ever before. More than half the region's new residents moved here from other parts of the country, the 13th largest domestic migration among U.S. metro areas. Metro regional government predicts that another 400,000 new residents are expected by 2035.

While the City's public investment in local transportation system improvements can readily handle our town's growth, the most significant traffic-congestion issues in Wilsonville arise when I-5 traffic reaches the highway's capacity. Wilsonville is especially impacted by traffic on I-5 since all of our east-west arterials lead to/from I-5 and the only freeway crossings are at Elligsen, Boeckman and Wilsonville Road. As I-5 fills during rush hour, traffic in the area of the interchanges is impacted; congestion then spreads out from the interchange area to local streets.

A main issue for Wilsonville in relation to I-5 concerns both regional/interstate traffic-movement and the local-area design of the freeway—major factors over which the City has no control.

• **Very large volume of traffic:** As the West Coast's major arterial, I-5 carries more vehicles than any other road in Oregon. Over 120,000 vehicles pass by Wilsonville each day; the I-5

Continued over

Boone Bridge carries nearly as much traffic as the I-5 "Columbia River Crossing" Interstate Bridge (only four percent less) and one-third more semi-trucks. As the state and especially the greater Portland area continue to grow in population, jobs and housing costs, more people are commuting to metro-area jobs from outside the region, including the Willamette Valley.

• **Too many I-5 interchanges too close together:** Just south of Wilsonville I-5 has four separate sets of on/off ramps located within a span of just under two miles: Wilsonville Road, Miley Road, Highway 551 and the Rest Area. This quantity of freeway exits is double the number now allowed, since each freeway on/off introduces automobile weaving-patterns or lane-changes that cause conflicts and result in congestion—the primary cause of highway accidents. Over one-third of the traffic on I-5 in this area is entering or exiting the highway, which creates tremendous conflicts and adds to congestion.

• **Roadway conditions are inconsistent:** The Boone Bridge represents a very different roadway cross-section than the interstate conditions to the north and south. The Willamette River and constrained shoulder edge conditions introduce driver-distraction from the typical I-5 landscape and wide shoulder conditions to cause traveler uncertainty that contributes to congestion.

• **I-5 geometry design:** I-5 makes a sweeping curve with substantial elevation change near the Willamette River in the vicinity of all these on/off ramps that further aggravates traffic flow and can induce incidents such as rear-end collisions the tie-up the freeway.

• **Major highway interchange merges on I-5:** Wilsonville is sandwiched between two major highways that merge on or off I-5. Highway 551 (Wilsonville-Hubbard Cut-Off, or the "I-5/99E Connector") just south of Wilsonville and I-205 to the north both start/terminate at I-5, resulting in an additional lane of traffic seeking to merge onto or depart I-5. In the case of merges, however, I-5 has no additional capacity to accept a whole other lane of traffic. These major highway connections induce further weaving lane-changes on I-5 that result in slowing and incidents that result in traffic back-ups.

These issues illustrate why Wilsonville closely monitors and may oppose proposals such as new urban-level development immediately south of Wilsonville and future potential I-5/99W Connector connections to I-5 in North Wilsonville.

Wilsonville is not giving up, however. In addition to local street improvements and quality transit services, the City is working with regional and state partners to advance a number of transportation strategies, as Mayor Tim Knapp details on page 1. Additionally, Wilsonville residents and commuters can consider other transportation strategies around routing/timing of trips and utilizing transit and alternative transportation options. Especially important for community mobility is that Wilsonville continues to enhance the transportation grid as we move from a small rural community with "farm-to-market" roads to a modern urban city.

While the City's public investment in local transportation system improvements can readily handle our town's growth, the most significant traffic-congestion issues in Wilsonville arise when I-5 traffic reaches the highway's capacity.

For more information, contact Nancy Kraushaar, PE, Community Development Director/City Engineer, at 503-570-1562; kraushaar@ci.wilsonville.or.us.

Nancy also serves as the Clackamas County Cities representative to the Metro Transportation Policy Alternatives Committee (TPAC) that advises the Joint Policy Advisory Committee on Transportation (JPACT).

This article is reprinted from the November 2016 issue of the all-city newsletter, The Boones Ferry Messenger.

August 7, 2009

The Honorable David Bragdon, President
The Honorable Carlotta Collette, District 2 Councilor;
Chair, Joint Policy Advisory Committee on Transportation (JPACT)
The Honorable Carl Hosticka, District 3 Councilor
Metro Council
600 NE Grand Ave.
Portland, OR 97232

RE: Mayors of South Metro Cities Support for "I-5 South Corridor Refinement Plan – Wilsonville to North Tigard," RTP Project #11062

Dear Council President Bragdon and Councilors Collette and Hosticka:

All four mayors of the South Portland metropolitan cities of Lake Oswego, Tigard, Tualatin and Wilsonville are writing to request your active support of the "I-5 South Corridor Refinement Plan – Wilsonville to North Tigard," Regional Transportation Plan (RTP) project #11062. Specifically, we seek the region's assistance to elevate the priority of this project as the 'next corridor' study for the 2035 RTP.

Based on Metro's recent work-product entitled, *Mobility Investment Track - Summary of Needs and 2007 Federal Priorities,* dated May 2009, the I-5 South Corridor Refinement Plan is listed more often than any other refinement plan as a 2035 RTP Investment Priority in five key mobility corridors, including:

- Corridor #2 – Portland Central City to Tualatin
- Corridor #3 – Tualatin to Wilsonville
- Corridor #7 – Tualatin to Oregon City
- Corridor #19 – Beaverton to Tigard
- Corridor #20 – Tigard/Tualatin to Sherwood

The Oregon Department of Transportation reports that the portion of the South Metro I-5 Corridor between Highway 217 and I-205 is the busiest stretch of highway in Oregon—over 156,000 vehicles per day. ODOT also reports that the I-5 Boone Bridge over the Willamette River carries nearly as much traffic as the Columbia River Crossing CRC "project of national significance" and handles one-third more freight than the CRC:

I-5 Major Bridges Daily Traffic Volume

I-5 Bridge	TOTAL VOLUME	Truck %	Truck Vol
Interstate CRC	126,600	18%	22,788
Boone Bridge	122,300	28%	34,244
Vol Difference	-4,300		11,456
% Difference	-3.5%		33.5%

Furthermore, ODOT has indicated in the Metro Urban/Rural Reserves process that the South Metro I-5 Corridor and Boone Bridge is reaching maximum traffic-handling capacity, and will require a "huge" investment of over $500 million to remedy.

The core reason for this extensive impact on regional corridors is that congestion and chokepoints on the South Metro I-5 Corridor directly impact the operations of Hwy 217 and I-205 — the most crucial highways of the Portland region. And in turn, cities along these routes like Beaverton, Gladstone, Happy

Valley, Milwaukie, Oregon City, Portland and West Linn are directly affected. Other entities such as the Port of Portland and traded-sector industries are also impacted by the operation of the South Metro I-5 Corridor when freight shipments are slowed or unpredictably delayed. Thus, while we mayors of the South Portland region are writing in support of this the I-5 South Corridor Refinement Plan project, the project benefits multiple jurisdictions and economic interests around the region.

A completed I-5 South Corridor Refinement Plan will help determine logical cost-benefit investment decisions on I-5 connectivity enhancements, improved access controls and effective methods of alleviating freight mobility chokepoints in several jurisdictions adjacent to I-5. Reducing the impact of system congestion, capacity constraints and traffic hotspots has been advocated by the Regional Freight and Goods Movement Task Force as key issues for the regional freight transportation system.

Additionally, the Regional Freight and Goods Movement Task Force is advocating that freight-oriented preservation, management and investment priorities should focus on "the core throughway system bottlenecks to improve truck mobility in and through the region," specifically citing that "hotspots of note include…the I-5 South corridor." The I-5 South Corridor Refinement Plan directly addresses these issues and explores potential solutions that help the region to avoid costly investments that may not be beneficial and to selectively target public investments for maximum benefit.

In conjunction with the I-5 South Corridor Refinement Plan project, we also support JPACT's nomination of the High Capacity Transit Corridor number 11, "Portland to Sherwood in the vicinity of Barbur/Hwy 99W Corridor (LRT)" as the region's highest-ranked "Near Term Regional Priority" for study. Examining improved transit options in this larger mobility corridor complements the road study of the I-5 South Plan.

As the region considers future investments in transportation improvements and new urban-growth boundary expansion areas, such as the Coffee Creek industrial area or the Tualatin-Sherwood-Wilsonville area, the region will be better served when we have quantified the limitations of and identified potential modifications within the South Metro I-5 Corridor, which carries more traffic and freight than any other highway segment in Oregon.

We thank you for your time and consideration and look forward to working with the region to advance the I-5 South Corridor Refinement Plan as a critical tool to improve system mobility and reliability that benefits all metro-area jurisdictions and West Coast commerce.

Sincerely,

Jack Hoffman
Mayor, City of Lake Oswego

Craig Dirksen
Mayor, City of Tigard

Lou Ogden
Mayor, City of Tualatin

Tim Knapp
Mayor, City of Wilsonville

cc: Honorable Lynn Peterson, Chair, Clackamas County Board of Commissioners
Honorable Ted Wheeler, Chair, Multnomah County Board of Commissioners
Honorable Tom Brian, Chair, Washington County Board of Commissioners
Jason Tell, Director, Region 1, Oregon Department of Transportation
Bill Wyatt, Executive Director, Port of Portland