

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2004	)	RESOLUTION NO. 07- 3880
REGIONAL TRANSPORTATION PLAN (RTP),	)	
2006-09 METROPOLITAN TRANSPORTATION	)	Introduced by Rex Burkholder
IMPROVEMENT PROGRAM (MTIP) AND THE	)	
2008-11 MTIP TO INCLUDE THE INTERSTATE	)	
5: WILSONVILLE ROAD INTERCHANGE	)	
PROJECT	)	
	)	

WHEREAS, the Regional Transportation Plan (RTP), adopted by Metro by Resolution No. 03-3380A, "For the Purpose of the 2004 Designation of the 2004 Regional Transportation Plan as the Federal Metropolitan Transportation Plan to Meet Federal Planning Requirements" on December 11, 2003, is a 20-year blueprint for the Portland metropolitan region's transportation system; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council must approve amendments to the plan; and

WHEREAS, the City of Wilsonville has requested the Oregon Department of Transportation (ODOT) program the construction phase of the Interstate 5: Wilsonville Road Interchange project in the 2008-2011 Statewide Transportation Improvement Program (STIP); and

WHEREAS, federal regulations require modernization projects within Metropolitan Planning Areas to be included in the RTP before they may be programmed in STIP documents; and

WHEREAS, the preliminary engineering (PE) and right-of-way (ROW) phases of the Interstate 5: Wilsonville Road Interchange project are currently included in the financially constrained component of the 2004 Metro RTP; and

WHEREAS, Resolution No. 07-3824, "For the Purpose of Approving an Air Quality Conformity Determination for the 2008-11 Metropolitan Transportation Program," adopted by the Metro Council on August 10, 2007, the construction phase of the Interstate 5: Wilsonville Road Interchange project has been modeled and conformed for air quality; and

WHEREAS, the project is consistent with the 2002 Wilsonville Freeway Access Study and has been amended into the City of Wilsonville's Transportation System Plan; and

WHEREAS, the project, to construct ramp improvements at the location of Town Center Loop to Boones Ferry Road ramps along Interstate 5, addresses concerns set forth in the Implementation Section of the 2004 RTP (Chapter 6 page 6-34); and

WHEREAS, the proposed project meets the required policy elements of the RTP as follows:

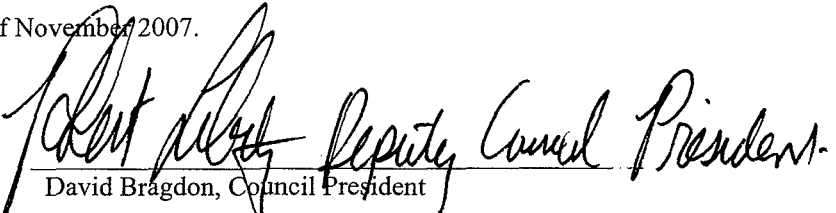
- Policies 6.0, 11.0, 16.0, 16.1, 17.0, 17.1 and 17.2 - Enhance pedestrian environment in and around the interchange.
- Policy 15.0 and 15.1 - Enhance freight mobility.
- Policy 20.0 - Have land use and transportation benefits
- Policy 6.0 - Improve safety
- Policy 11.0 - Be consistent with the function and character of surrounding land uses.

- Policy 13.0 - Meet demand identified in the RTP; now therefore,

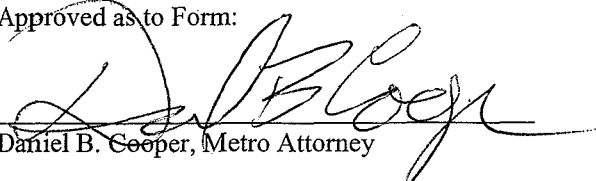
BE IT RESOLVED that the Metro Council:

1. Approves the amendment of the 2004 Metro Regional Transportation Plan to include the construction phase of the Interstate 5: Wilsonville Road Interchange Road project.
2. Approves the addition of the Preliminary Engineering and Right-of-way phases of the Interstate 5: Wilsonville Road Interchange Road project in the 2006-09 MTIP.
3. Approves the addition of the construction phase of the Interstate 5: Wilsonville Road Interchange Road project in the 2008-11 MTIP.
4. Approves the transfer of funding from RTP Project #1163, 1164 & 1165 (I-205/Powell Boulevard/Division Interchange) in the amount of \$15,000,000 to Interstate 5: Wilsonville Road Interchange Road project to balance the federally constrained system project total.

ADOPTED by the Metro Council this 15th day of November 2007.

  
David Bragdon, Council President

Approved as to Form:

  
Daniel B. Cooper, Metro Attorney

## **STAFF REPORT**

IN CONSIDERATION OF RESOLUTION NO. 07-3880, FOR THE PURPOSE OF  
AMENDING THE 2004 REGIONAL TRANSPORTATION PLAN (RTP), 2006-2009  
METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP), AND THE  
2008-11 MTIP TO INCLUDE THE INTERSTATE 5: WILSONVILLE ROAD INTERCHANGE  
PROJECT

---

Date: October 18, 2007

Prepared by: Andy Cotugno, Metro

### **BACKGROUND**

The Interstate 5: Wilsonville Road Interchange project is critical to improve safety and enhance freight mobility along this segment of the interstate. The safety related issues are tied to the layout of the ramps and heavy use of the interchange by trucks. Freight mobility in the area is impacted also by the short and steep configuration of the ramps. While this area is home to corporate and/or core distribution facilities of businesses that include: Coca Cola, GI Joes, Orepac, Rite Aid, Wilsonville Concrete, and Marten Trucking, it is also the linchpin to an additional 170 acres of buildable industrial-commercial land. Wilsonville abides by a strict concurrency policy in order to maintain freeway capacity. However, the interchange is now operating at capacity and no new development can move forward until additional capacity is realized. This project will create additional capacity and improve safety at the interchange.

In 2003, the City of Wilsonville approved and funded a \$3.5 million Phase 1 project for improvements to the interchange, which allowed some development to move forward. However, the City of Wilsonville and the Oregon Department of Transportation (ODOT) agreed that completing both Phase 1 and 2 of the project together would be more cost-effective and provide greater safety in the project area. If the full project is not amended into the current STIP by November 2007, the City may be in legal jeopardy.

The Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council voted to support this project as a high priority in the 2008-11 STIP. The preliminary engineering (PE) and right-of-way (ROW) acquisition phases of the project are included in the current 2004 RTP Financially Constrained system for \$6,500,000. At the time the 2004 RTP was developed, funding for the construction phase of this project was not included in the federally-required financially constrained revenue forecast. Because the PE and ROW phases for the project were included in the 2004 RTP financially constrained revenue forecast, the project was included in the Air Quality Conformity Determination for the 2004 RTP and 2006-09 Metropolitan Transportation Improvement Program, as required by state and federal law. The project has since been conformed in the 2008-11 Metropolitan Transportation Improvement Program (MTIP) that has been forwarded to the Oregon Transportation Commission (OTC) for approval in the 2008-11 STIP.

On June 25, 2007, the City and ODOT both signed a Memorandum of Understanding for the project and each has committed funding for Phase 1 and Phase 2 as shown in Attachment 1 to this staff report. The project is ready to move forward to design and construction. Amending the current 2004 RTP and 2008-11 MTIP to add the construction phase of the project and amending the 2006-09 MTIP to add the Preliminary Engineering and Right-of-way phases would allow the project to move forward and allow the City and ODOT to complete an Intergovernmental Agreement.

Metro staff reviewed the request, and concluded that there was no air quality emission difference between the previously proposed project and the current request. However, in order to ensure consistency with Federal air quality statutes, that the various Federal and State agencies were consulted and that they had the opportunity to assess this request, an email was sent on October 3, 2007 to the air quality representatives of following agencies: U.S. Environmental Protection Agency, Oregon Department of Environmental Quality, Federal Highway Administration, Federal Transit Administration, Oregon Department of Transportation and TriMet. The email provided information about the proposed RTP amendment, and requested comments by October 10 should agencies disagree with the proposed conclusion. No adverse comments were received.

Oregon statutes also provide for interagency consultation on air quality issues. The Transportation Policy Advisory Committee (TPAC) is specifically called out in the regulations for this task. Accordingly, TPAC considered the air quality results of this proposed Wilsonville Interchange RTP amendment on November 2, 2007.

## **ANALYSIS/INFORMATION**

1. **Known Opposition:** None known.

2. **Legal Antecedents:**

Federal regulations include:

- Clean Air Act, as amended [42 U.S. C. 7401, especially section 176(c)];
- Federal statutes concerning air quality conformity [23 U.S.C. 109(j)]; and
- U.S. Environmental Protection Agency transportation conformity rules (40 CFR, parts 51 and 93).

State regulations include:

- Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252); and
- Portland Area Carbon Monoxide Maintenance Plan and Portland Area Ozone Maintenance Plan.

Metro legislation includes:

- Resolution No. 03-3380A (For the purpose of Adopting the 2004 Regional Transportation Plan as the federal metropolitan transportation plan to meet federal planning requirements), approved on December 11, 2003.
- Resolution No. 03-3382A (For the purpose of Adopting the Portland Area air quality Conformity Determination for the 2004 Regional Transportation Plan and 2004-07 Metropolitan Transportation Improvement Program), approved on January 15, 2004.
- Resolution No. 07-3824, (For the Purpose of Approving an Air Quality Conformity Determination for the 2008-11 Metropolitan Transportation Improvement Program), approved on August 10, 2007.
- Resolution 05-3606, (For the Purpose of Approving the 2006-09 Metropolitan Transportation Improvement Program), approved on August 18, 2005.

3. **Anticipated Effects:** Design and construction of the Wilsonville Road/I-5 Interchange project can move forward and the City of Wilsonville can avoid legal jeopardy under their concurrency rules.

4. **Budget Impacts:** No budget impacts are anticipated.

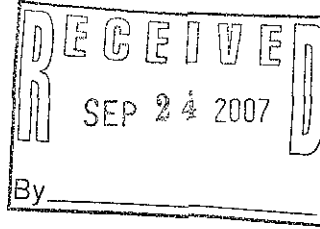
## **RECOMMENDED ACTION**

Approve this resolution.



# Oregon

Theodore R. Kulongoski, Governor



## Department of Transportation

Region 1  
123 NW Flanders  
Portland, OR 97209-4019  
(503) 731-8200  
FAX: (503) 731-8259

**DATE:** September 20, 2007

File Code:

**TO:** Ted Leybold – Metro  
Transportation Improvement Program Manager

**FROM:** Akin Owosekun – ODOT Region 1 <sup>A.O.</sup>  
Program and Funding Services Manager

**SUBJECT:** Request to Amend the Metro Regional Transportation Plan to include  
Construction Phase of I-5: Wilsonville Interchange Project

As we have discussed over the past few days, the City of Wilsonville has requested ODOT program the construction phase of the I-5: Wilsonville interchange project in the 2008-2011 Statewide Transportation Improvement Program (STIP). ODOT cannot reflect the construction phase, until Metro processes a Regional Transportation Plan (RTP) amendment. The preliminary engineering (PE) and right-of-way (ROW) phases of the project are included in the financially constrained component of the RTP. The construction phase has already been modeled for conformity. The PE and ROW phases are identified in ODOT's draft STIP, which is scheduled to be approved by the Oregon Transportation Commission (OTC) shortly.

As you are aware, the purpose of the project is to improve the Wilsonville Road Interchange, which currently is operating at near capacity. Specifically, the proposed improvements include:

- Widening of Wilsonville Road to add a third approach lane into the interchange area
- Creation of dual left turn lanes onto both directions of I-5
- Address vertical curve on Wilsonville Road
- Set back abutment wall
- Improve ramps to meet standards

This project is consistent with the 2002 Wilsonville Freeway Access Study, which was amended into the city's Transportation System Plan. It should be noted that the Implementation Section of the 2004 RTP (Chapter 6 page 6-34), contains discussion concerning I-5 South and the need for a corridor plan to address specific factors. The RTP notes:

*"...the need to analyze the effects to freight mobility and local circulation due to diminished freeway access capacity in the I-5/Wilsonville corridor."*

This section of the plan also notes:

*"...design elements to be included as part of the proposed corridor studies and consideration to:*

- *Provide additional freeway access improvements in the I-5/Wilsonville corridor to improve freight mobility and local circulation*

- *Provision of auxiliary lanes between all I-5 freeway on-ramps and off-ramps in Wilsonville.”*

This project aims to address those concerns set forth in the aforementioned language. It also addresses some additional needs within the corridor.

Several elements are particularly important relative to the I-5/Wilsonville Road project because the project is expected to:

- Enhance pedestrian environment in and around the interchange (**RTP Policy - 6.0, 11.0, 16.0, 16.1, 17.0, 17.1 and 17.2**)
- Enhance freight mobility (**RTP Policy - 15.0 and 15.1**)
- Have land use and transportation benefits (**RTP Policy 20.0**)
- Improve safety (**RTP Policy - 6.0**)
- Be consistent with the function and character of surrounding land uses (**RTP Policy 11.0**)
- Meet demand identified in the RTP (**RTP Policy - 13.0**).

The Oregon Department of Transportation believes that this proposed project meets the required elements for completing an RTP amendment. Please let me know of any additional information you need in order to work through this amendment.

I may be reached by phone at (503) 731-3397 or email at: [akin.o.owosekun@odot.state.or.us](mailto:akin.o.owosekun@odot.state.or.us).

Copies to

Kim Ellis, Metro  
Danielle Cowan, City of Wilsonville  
Rian Windsheimer, ODOT - Region 1  
Fred Eberle, ODOT – Region 1  
Andrew Johnson, ODOT – Region 1