

RESOLUTION NO. 5298-16

A RESOLUTION AUTHORIZING THE CITY MANAGER TO EXECUTE A REINSTATEMENT OF THE INTERGOVERNMENTAL AGREEMENT BETWEEN METRO, WASHINGTON COUNTY, AND THE CITIES OF TUALATIN AND WILSONVILLE FOR CONCEPT PLANNING THE URBAN GROWTH BOUNDARY EXPANSION AREAS KNOWN AS THE "BASALT CREEK" AND "WEST RAILROAD" PLANNING AREA.

WHEREAS, ORS 190.010 et. seq. authorizes the City of Tualatin to enter into an intergovernmental agreements; and

WHEREAS, on or about July 7, 2011, the City of Tualatin entered into an Intergovernmental Agreement (IGA) with Metro, Washington County, and Wilsonville for Concept Planning of the Urban Growth Boundary Expansion Areas of Basalt Creek and the West Railroad areas.

WHEREAS, the IGA expired on June 30, 2016; and

WHEREAS, the parties wish to reinstate the IGA and complete the concept planning of the Basalt Creek and the West Railroad planning areas.

NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF TUALATIN, OREGON, that:


**Section 1.** The City Manager is authorized to execute the *Reinstatement of the Intergovernmental Agreement between Metro, Washington County, and the Cities of Tualatin and Wilsonville for Concept Planning the Urban Growth Boundary Expansion Areas Known as the "Basalt Creek" and "West Railroad" Planning Area*, which is set forth in Exhibit A and is incorporated by reference.

**Section 2.** This resolution is effective upon adoption.

INTRODUCED AND ADOPTED this 12th day of September, 2016.

CITY OF TUALATIN OREGON

BY

  
\_\_\_\_\_  
Mayor

APPROVED AS TO LEGAL FORM

BY

  
\_\_\_\_\_  
City Attorney

ATTEST

BY

  
\_\_\_\_\_  
City Recorder

**REINSTATEMENT OF CONTRACT NO. BCC 11-0470**  
**ADDENDUM NO. 2.0**

The INTERGOVERNMENTAL AGREEMENT BETWEEN METRO, WASHINGTON COUNTY, AND THE CITIES OF TUALATIN AND WILSONVILLE FOR CONCEPT PLANNING THE URBAN GROWTH BOUNDARY EXPANSION AREAS KNOWN AS THE "BASALT CREEK" AND "WEST RAILROAD" PLANNING AREAS, identified as Contract No. BCC 11-0470, is hereby reinstated by the parties pursuant to Washington County Purchasing Rule 10-180.

The contract is hereby amended by the parties, this amendment modifies the original contract number being BCC 11-0470.

The IGA is reinstated and amended as follows:

Original language is represented with the strikethrough and new language is underlined.

On page 6 of 10, Section D, paragraph 5 (paragraph before Attachments list) which states:

This IGA shall become effective upon full execution by all parties. The effective date of this IGA shall be the last date of signature on the attached signature pages. This IGA shall be in effect until the CITIES and COUNTY amend their respective UPAA's and incorporate the Basalt Creek Concept Plan into each CITIES respective comprehensive plans or until ~~5 years following the execution of this IGA, whichever occurs earlier~~ three years from the effective date of this Addendum 2.0, whichever occurs earlier.

Effective Date of Amendment: 9/1/2016 or upon last date of signature.

All other terms and conditions of the original IGA shall remain in full force and effect.

**Washington County:**

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title

**Metro:**

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title

**City of Tualatin:**

  
Signature

  
Printed Name

9/12/16  
Date

City Manager  
Title

**City of Wilsonville:**

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title

**INTERGOVERNMENTAL AGREEMENT  
BETWEEN METRO, WASHINGTON COUNTY, AND THE CITIES OF TUALATIN AND  
WILSONVILLE FOR CONCEPT PLANNING THE URBAN GROWTH BOUNDARY  
EXPANSION AREAS KNOWN AS THE "BASALT CREEK" AND "WEST  
RAILROAD" PLANNING AREAS**

This Intergovernmental Agreement (IGA) is entered into by the following parties: METRO, the Portland area metropolitan service district; WASHINGTON COUNTY, a political subdivision in the State of Oregon, hereinafter referred to as "COUNTY"; and the CITY OF TUALATIN and CITY OF WILSONVILLE, incorporated municipalities of the State of Oregon, hereinafter referred to as "CITIES".

Whereas, in 2004 METRO's Council added two areas known as the Basalt Creek and West Railroad Planning Areas, located generally between the CITIES, to the Urban Growth Boundary (UGB) for industrial uses, via Metro Ordinance No. 04-1040B; and

Whereas, METRO conditioned that these UGB expansion areas undergo Title 11 concept planning as defined in Metro Code Chapter 3.07, cited as the Urban Growth Management Functional Plan ("UGMFP"), and that the concept planning be in accordance with Exhibit F of Metro Ordinance 04-1040B; and

Whereas, on June 10, 2010 the METRO Council adopted its 2035 Regional Transportation Plan ("2035 RTP") via Metro Ordinance 10-1241B, with a Project List including an extension of SW 124<sup>th</sup> Avenue (Project #10736) south of SW Tualatin-Sherwood Road and several projects related to the proposed I-5 to Hwy 99W Connector Project Alternative 7 "Southern Arterial", which is planned as a continuous east-west roadway between I-5 and Hwy 99W passing through the subject UGB expansion areas; and

Whereas, in recognition of the immediate needs of the region, the parties of this IGA support the extension of SW 124<sup>th</sup> Avenue from Tualatin-Sherwood Road to the vicinity of Tonquin Road, and ultimately to Boones Ferry Road via an east-west alignment yet to be determined through the planning efforts initiated pursuant to this IGA; and

Whereas, METRO has allocated \$365,000 of Construction Excise Tax funding to CITIES to pay for Concept Planning in the subject area; and

Whereas, COUNTY and CITIES have agreed to consider both areas in a single concept planning effort, and to refer to the two subject UGB expansion areas generally as the "Basalt Creek Planning Area;" and

Whereas, COUNTY currently has primary planning responsibility in the subject area; and

Whereas, COUNTY and CITIES wish to work together to complete integrated land use and transportation system concept planning to assure carefully planned development in the Basalt Creek Planning Area that will be of benefit to COUNTY, CITIES, and their residents; and

Whereas, Oregon Statewide Planning Goal 1 requires public involvement and Goal 2 requires intergovernmental coordination, this IGA is intended to indicate to private property owners in the area, METRO, the State of Oregon, and all other interested parties the cooperative nature of the planning effort being undertaken by the CITIES and COUNTY for the Basalt Creek Planning Area; and

Whereas, COUNTY and the CITIES anticipate amending existing Urban Planning Area Agreements (UPAAs) between the CITIES and the COUNTY to reflect the future limits of each city and to establish requirements for transfer of planning authority to the respective city.

Now, therefore, COUNTY, the CITIES, and METRO agree as follows:

**A. Subject Land Area**

1. The Basalt Creek Planning Area subject to this IGA is depicted on Exhibit 1.

**B. Agency Roles and Responsibilities**

1. COUNTY will:
  - a. Allow CITIES to jointly take the lead in managing concept planning of the Basalt Creek Planning Area, in coordination with COUNTY, METRO, and the Oregon Department of Transportation ("ODOT"), recognizing that the CITIES will complete the concept planning in compliance with Title 11 of the UGMFP and the CITIES will ultimately be responsible for providing urban level services and governance to the area. The foregoing statement does not create or imply any obligation on the part of the CITIES under this agreement to fund right-of-way acquisition or to construct the I-5/99W "Southern Arterial."
  - b. Retain planning authority for the Basalt Creek Planning Area until such authority is transferred to the CITIES, pursuant to the terms of UPAAs with each city, as amended pursuant to Section D of this IGA.
  - c. In coordination with the parties to this IGA and ODOT, provide funding, establish a scope of work, retain a consultant, and provide project management services for planning of the major roadway system in the Basalt Creek Planning Area, including preliminary project development for the SW 124<sup>th</sup> Avenue extension project from Tualatin-Sherwood Road to SW Boones Ferry Road, whether following existing right-of-way alignments

or new right-of-way alignments, which may include portions of an east-west arterial that is consistent with the future "Southern Arterial" elements outlined in the 2035 RTP.

It is acknowledged that the RTP requires compliance with specific conditions before the construction of the "Southern Arterial." Consistency with the "Southern Arterial" elements of the RTP can be assured only when the conditions related to the "Southern Arterial" have been fully addressed. However, due to the immediate needs of the region in the interim period, the RTP allows the extension of SW 124<sup>th</sup> Avenue, as described in the paragraph above, to be completed with minimal extra conditions.

In an effort to provide timely answers to the property owners in the Basalt Creek Planning Area, a sufficient amount of this study must be complete within six (6) months following the effective date of this IGA in order to allow the Cities to begin concept planning. Accordingly, this task is budgeted to last for up to six (6) months. As part of the transportation planning effort, COUNTY will address the following in coordination with the CITIES, METRO and ODOT:

- i. The conditions related to the 'Southern Arterial' in the METRO 2035 RTP (as described in Exhibits 2, 3, and 4), as applicable;
  - ii. Strategies for maintaining freight access to and freight mobility within the planning area;
  - iii. Potential I-5/Elligsen Road Interchange improvements, including a split-diamond interchange option;
  - iv. Potential I-5 overcrossing north of Elligsen Road interchange; without a direct connection to I-5, which does not preclude arterial options on the east side of I-5; and
  - v. Potential roadway connections directly to I-5, subject to satisfaction of applicable 2035 RTP conditions.
- d. Consider acquisition of right-of-way and/or construction of portions of the SW 124<sup>th</sup> Avenue extension project improvements as described in Paragraph B.1.c. above, subject to availability of funding.
- e. In order to preserve the ability for a future potential roadway connection, consider acquisition of right-of-way for a potential future east-west arterial roadway connection between SW Boones Ferry Road and I-5, subject to availability of funding. It is acknowledged that no new east-west roadway may be constructed between SW Boones Ferry Road and I-5 until applicable RTP "Southern Arterial" conditions have been satisfied.
- f. In coordination with CITIES, consider potential funding and/or construction of permanent or interim improvements to the existing roadway network in

and adjacent to the planning area prior to funding and/or construction of the "Southern Arterial."

2. CITIES will:

- a. Assume primary project management responsibly for concept planning of the Basalt Creek Planning Area, in coordination with COUNTY and METRO, effective as of the date of execution of this IGA. Concept planning shall conform to Metro UGMFP Title 11 requirements in effect when the subject planning areas were added to the Urban Growth Boundary.
- b. Mutually agree upon a future city limit boundary through the concept planning process.
- c. Incorporate into the final Basalt Creek Concept Plan and any city comprehensive plans, transportation plans and/or implementing regulation amendments those major transportation facilities identified by COUNTY, in collaboration with METRO, CITIES, and ODOT, pursuant to B.1. above. CITIES shall incorporate into their amended plans and regulations reasonable measures to identify and assist in the protection of the approved major transportation facility corridors from development encroachment in order to implement the final Basalt Creek Concept Plan as agreed upon by the parties to this IGA. The parties to this IGA acknowledge that such reasonable protection measures are subject to constitutional limitations on property takings, and are not intended to require the CITIES to in any way violate constitutional property protections or to incur a financial obligation to purchase right-of-way to preserve the identified transportation corridors. It is acknowledged by the parties to this IGA that construction of some new roadway facilities may be subject to the conditions set forth in the RTP relative to the proposed I-5 to 99W Connector Project Alternative 7 Southern Arterial (refer to Exhibits 2, 3, and 4).

3. METRO will:

- a. Provide CET funding to CITIES for concept planning activities in the subject planning area.
- b. Participate in ongoing concept and transportation planning efforts with COUNTY and CITIES as warranted.

**C. Coordination of Concept Planning Activities**

1. COUNTY and CITIES shall:

- a. Engage in a facilitated concept plan partnering and scoping session following the execution of this IGA.



- b. Provide all parties to this IGA and ODOT with appropriate opportunities for participation, review and comment on the proposed concept planning efforts. The following procedures shall be followed by the CITIES and the COUNTY to notify and involve the other parties in the process to prepare the concept plan:
  - i. COUNTY and the CITIES shall transmit notice of meetings related to the concept plan to all parties to this IGA at least one week prior to the scheduled meeting. This includes any technical advisory committee meetings, open houses, Planning Commission or Planning Advisory Committee meetings, City Council or Board of Commissioner meetings and similar meetings, etc.
  - ii. The CITIES or COUNTY shall notify the other parties no less than forty-five (45) days prior to the initial public hearing for proposed comprehensive plan, transportation plan or implementing regulation amendments.
  - iii. The CITIES shall transmit draft documents to COUNTY for its review and comment before finalizing. COUNTY shall have ten (10) business days after receipt to submit comments in writing. Lack of response shall be considered "no objection" to the drafts.
  - iv. The CITIES shall respond to the comments made by COUNTY either by a) revising the draft document, or b) by letter to COUNTY explaining why the comments are not addressed in the documents.
  - v. Comments from the COUNTY shall be given consideration as part of the public record on the concept plan.
2. COUNTY shall provide the CITIES with notice of development actions requiring notice within the Concept Plan area, according to the following procedures:
  - a. The COUNTY shall send by first class mail or as an attachment to electronic mail a copy of the public hearing notice which identifies the proposed development action to the other agency, at the earliest opportunity, but no less than ten (10) business days prior to the date of the scheduled public hearing. The failure of the CITIES to receive a notice shall not invalidate an action if a good faith attempt was made by the COUNTY to notify the CITIES.
  - b. The CITIES receiving the notice may respond at their discretion.
3. In addition to the above, COUNTY shall make reasonable efforts to provide the CITIES with copies of pre-application conference notes regarding potential

development applications within the subject planning area, as well as encouraging all potential development applicants to contact the CITIES for additional information on the concept planning efforts.

**D. Urban Planning Area Agreements (UPAAs)**

1. Both the CITIES have UPAAs with COUNTY that will have to be amended upon adoption of the final Basalt Creek Concept Plan, as agreed upon by the parties to this IGA.
2. The CITIES and COUNTY agree that the amended UPAAs will reflect which areas within the Basalt Creek Planning Area will be governed by which city, as determined through the concept planning process, and that the respective areas will be under the CITIES respective jurisdictions, and not the COUNTY, as the areas urbanize.
3. The amended UPAAs will specify conditions to be met prior to COUNTY transfer of planning authority to each of the CITIES, such as adoption of comprehensive plans, transportation plans and/or implementing regulation amendments by each of the CITIES necessary to implement the final Basalt Creek Concept Plan, as agreed upon by the parties to this IGA.
4. It is recognized that COUNTY adopts annual land use and transportation work programs, and this concept planning effort will require coordination to fit within the work program of COUNTY.

This IGA shall become effective upon full execution by all parties. The effective date of this IGA shall be the last date of signature on the attached signature pages. This IGA shall be in effect until the CITIES and COUNTY amend their respective UPAAs and incorporate the Basalt Creek Concept Plan into each CITIES respective comprehensive plans or until 5 years following the execution of this IGA, whichever occurs earlier.

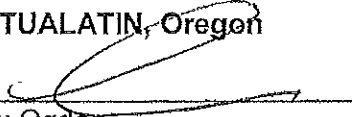
**Attachments:**

- Exhibit 1 – Plan Areas Map
- Exhibit 2 – Excerpt from Regional Transportation Plan
- Exhibit 3 – Regional Transportation Plan Appendix 3.3 (I-5/99W Conditions)
- Exhibit 4 – Excerpt from Regional Transportation Plan Project List


*(Four separate signature pages follow)*



CITY OF TUALATIN, Oregon

By:   
Lou Ogden  
Mayor

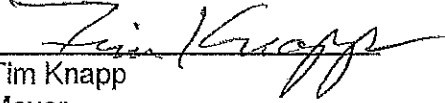
Date: 6-13-2011

ATTEST:  
By: 

APPROVED AS TO LEGAL FORM

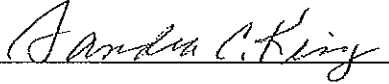
  
CITY ATTORNEY

**CITY OF WILSONVILLE, Oregon**

By:   
Tim Knapp  
Mayor

Date: June 8, 2011

ATTEST:

By: 

WASHINGTON COUNTY

By: *Andy Duyck*  
Andy Duyck  
Chair, Board of County Commissioners

Date: 6-21-11

ATTEST:

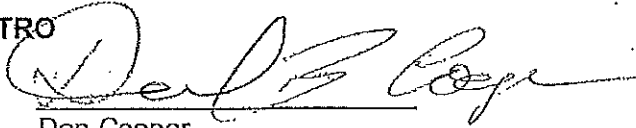
By: \_\_\_\_\_

APPROVED WASHINGTON COUNTY  
BOARD OF COMMISSIONERS

MINUTE ORDER # 11-131  
DATE 6/7/11  
BY *Barbara Heitmanek*  
CLERK OF THE BOARD

**METRO**

By:



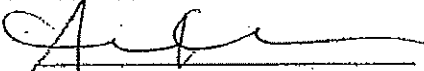
Dan Cooper  
Acting Chief Operating Officer

Date:

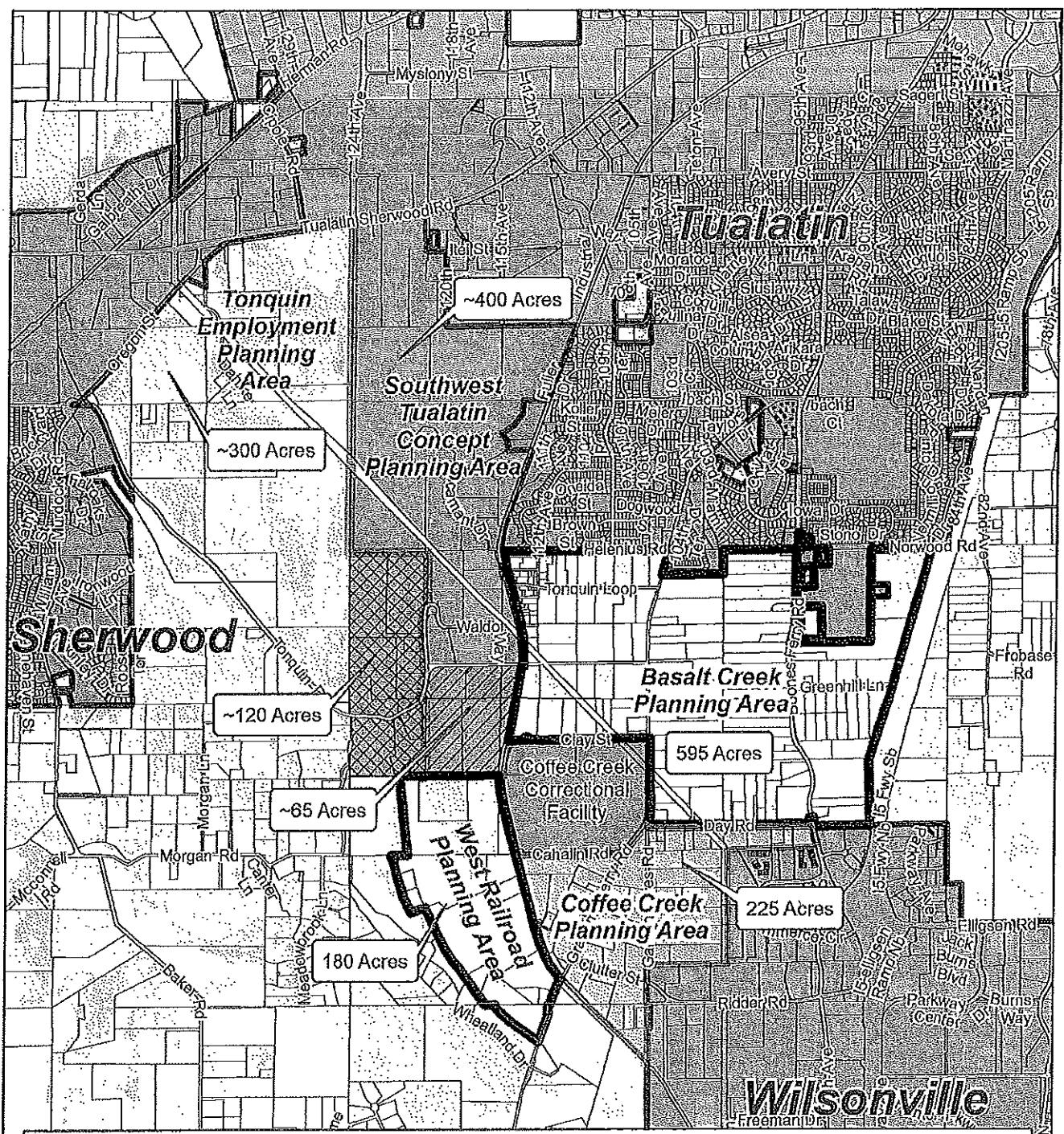
7/7/11

APPROVED AS TO FORM:







By:



Alison Keane Campbell  
Acting Metro Attorney



**The Cities of Wilsonville and Tualatin  
Areas Currently In UGB**

- |   |   |   |                                |
|---|---|---|--------------------------------|
|  | Proposed Tualatin/Wilsonville Joint Planning Area |  | Tualatin UGB Expansion Request |
|  | Wilsonville Planning Area                         |  | City Limit                     |
|  | Tualatin Planning Area                            |   | UGB                            |
|  | Added to Southwest Tualatin Concept Planning Area |   |                                |

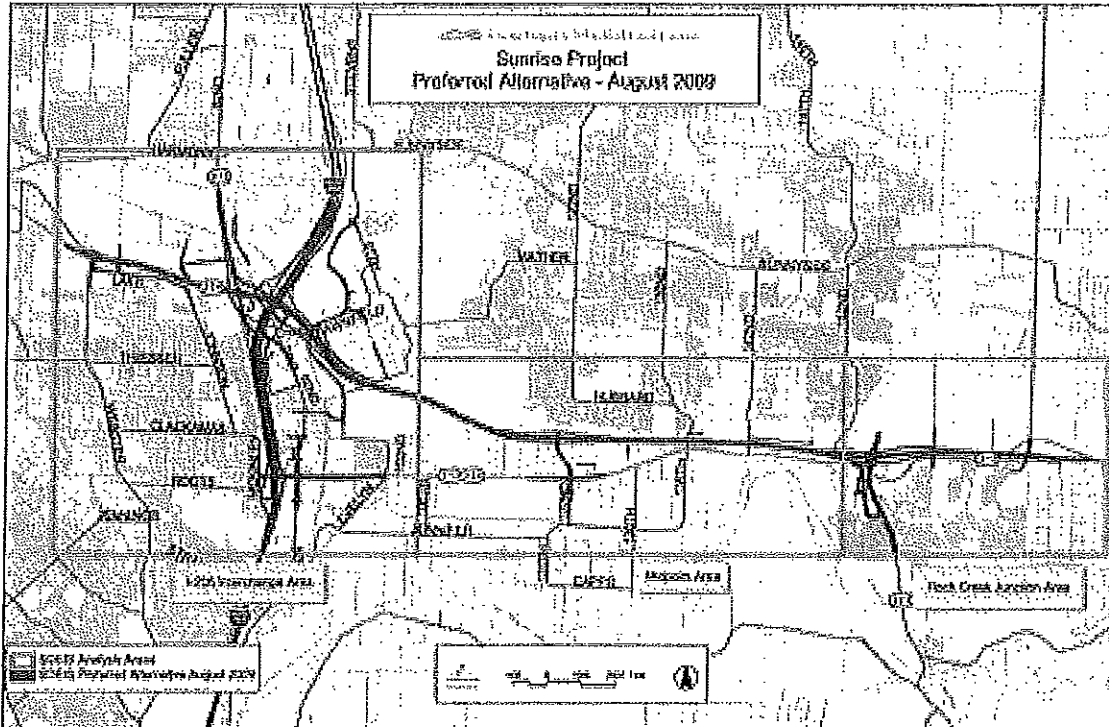


May 2010



and OR 212 corridor study will provide further direction for solutions in this corridor. Further map refinements and project recommendations may be identified through this work.

**Figure 6.2**  
**Sunrise Project Preferred Alternative (as Recommended by the project's Policy Review Committee)**



**6.3.2.3 I-5/99W Connector Study Recommendations and Implementation (Tigard to Sherwood - Mobility Corridor #20)**

Between 2006 and 2009, the I-5/99W Corridor Study identified a number of improvements in this corridor to support access to 2040 land uses, address existing deficiencies and serve increased travel demand. One primary function of this route is to connect the Washington Regional Center to the cities of Tigard, Tualatin and Sherwood, and provide access to the Tualatin/Sherwood Industrial Area and Tualatin National Wildlife Refuge. This corridor provides shortline heavy rail access to the region from the Willamette Valley and connects agricultural areas to the interstate highway system in this region. This mobility corridor also serves as a secondary gateway to the region, connecting communities in Yamhill County and the Central Oregon Coast to the Portland metropolitan region.

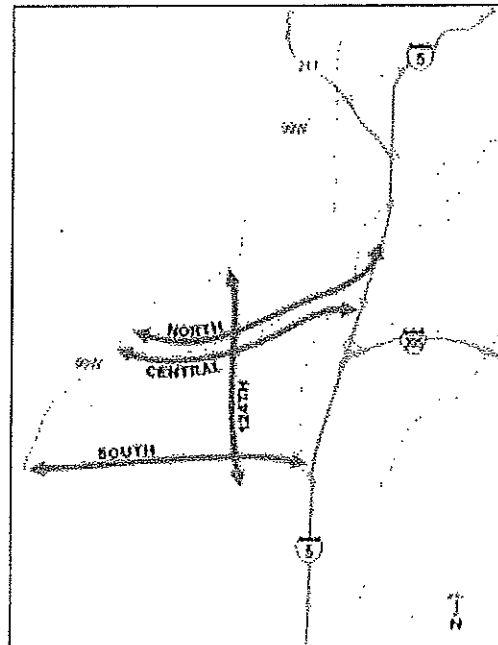
In February 2009, the I-5/99W Connector Project Steering Committee (PSC) was unable at the end of its process to reach a unanimous recommendation for the I-5/99W Corridor Study as required by the PSC Partnership Agreement in order to forward a Recommended Corridor Alternative to the

RTP. However, there was unanimous agreement on some aspects of the Connector that could be reflected in the RTP:

- Identify projects for inclusion in the RTP with minimal extra conditions, particularly the extension of SW 124th from SW Tualatin Sherwood Road to the I-5/North Wilsonville Interchange,
- Identify conditions to be met before a new Southern Arterial is implemented to ensure integration with surrounding land use and transportation plans, particularly an I-5 South Corridor Study,
- Determine an incremental phasing plan to ensure the projects with the most benefit that can reasonably be built within the 20-year horizon be included in the RTP Financially Constrained list.

The recommendations for the I-5/99W Corridor Study proposed for inclusion in the RTP are based upon the conclusions reached by the Project Steering Committee (PSC) as follows:

- The 3 options consisting of a new limited access expressway from I-5 to OR 99W (2 alignments north of Sherwood and 1 alignment south of Sherwood) were unacceptable due to high impact on the natural and built environment, the need for extensive improvements to I-5, high cost and concern about the potential for induced growth to Yamhill County, and
- The option focused on expanding Tualatin-Sherwood Road was unacceptable due to the very large size it would need to be and the resulting impacts on the Tualatin and Sherwood Town Centers.
- The alternative recommended is based upon the principle that it is preferable to spread the traffic across three smaller arterials rather than one large expressway. The analysis concluded this approach could effectively serve the traffic demand, would provide better service to urban land uses in the Tualatin/Sherwood area, especially industrial lands, and could be built incrementally based upon need to serve growth and revenue



*The I-5/99W Corridor Study recommended a variety of transportation investments to improve the area's road, transit, bicycle, pedestrian and trail networks and to distribute traffic across a network of three arterials so that no single route would function as a defacto through "connector." The RTP places additional conditions on the "Three Arterial" recommendation and implementation.*



availability. The overall concept is structured around a Northern, Central and Southern arterial providing east-west access between OR 99W and I-5 with an extension of SW 124th providing north-south connectivity (see diagram).

The City of Wilsonville was and continues to raise objections to the Southern Arterial component throughout this process. The City is very concerned about growing I-5 congestion and the City's dependence on effective access to the two I-5 interchanges. The City is concerned that the Southern Arterial connecting into the I-5/North Wilsonville interchange will significantly increase traffic and impair that access.

When the PSC considered the recommendation, the Clackamas County Commission representative introduced a series of amendments to the conditions to ensure that the Southern Arterial would be examined in greater detail to:

- evaluate alignment options and their environmental impact;
- integrate the proposal with the concept plan and transportation system plan for the newly expanded UGB area and any new Urban Reserves that are designated in the area;
- address any requirements that may result from adoption of an exception to Goal 14 (if needed) for an urban facility outside the UGB;
- integrate the proposal with a Tigard to Wilsonville Corridor Study (Corridor #3) to ensure these east-west arterials and I-5 itself could effectively function together; and
- determine the most appropriate approach to connecting the Southern Arterial to I-5, including options for an interchange at the I-5/North Wilsonville interchange or consideration of extending the Southern Arterial across I-5 to Stafford Road east of I-5, thereby providing better access to I-205.

The Project Steering Committee acknowledged many significant issues to be addressed before the Southern Arterial can proceed to construction, and approved the proposed conditions unanimously. The detailed conditions can be found in Appendix 3.3.

Typically, there is a need to transition from a "planning" level of detail to a "project" level of detail which involves better definition of alignments and designs and consideration of impacts on the natural and built environment and how to mitigate those impacts. These conditions proposed by the Project Steering Committee add in the need to integrate the recommendation with land use planning for recent UGB expansion areas and potential Urban Reserves (still to be defined) and the importance of integrating the overall system for the area with an I-5 corridor strategy.

The RTP places additional conditions on the "Three Arterial" recommendation and implementation, as reflected below:

### Short-term phasing strategy (2008-2017)

- Identify replacement solutions for the Tualatin Road project recommended by the I-5/Connector study as part of the next Tualatin TSP update. This project was removed from the RTP based on community concerns and lack of support by the Tualatin City Council. The two-lane connection from the Tualatin Road/Herman road intersection to I-5 at Lower Boones Ferry Road was not intended to serve through traffic, but rather to provide access to the surrounding industrial area and neighborhoods. The planning work will consider alternative alignments and designs across the Tualatin River and I-5 near the I-5/Lower Boones Ferry Road interchange to mitigate impacts. If Tualatin (through their TSP update) does not identify project(s) to adequately address the capacity/connectivity issues identified in this area, then the RTP will be amended to direct the Corridor Refinement Plan effort for corridors #2, 3 and 20 to address this need in that planning effort. The need would go unaddressed until completion of that corridor refinement plan, or the next RTP update.
- Begin construction of the Tonquin Trail (RTP Projects #10092 and #10854).
- Upgrade existing streets to two lanes with turn lanes, traffic signal timing, bike lanes and sidewalks, including Herman Road, Tualatin-Sherwood Road, 95th Avenue (RTP Projects #10715, #10718, #10852).
- Add southbound auxiliary lane from I-205 to I-5/Elligsen Road and northbound auxiliary lane from I-5/Elligsen Road to I-205 interchange. (RTP Projects #10872 and #11177)
- Conduct more detailed project planning and begin construction of a two-lane extension of SW 124th Avenue (RTP Project #10736: 124th Avenue) from Tualatin-Sherwood Road to I-5/North Wilsonville interchange to support its operation as an industrial access route. The planning work will further consider potential impacts on the existing development and the natural environment. It will also include more detailed definition of the design and alignment to mitigate impacts and to integrate with land use and transportation plans for the area.
- Conduct more detailed planning to meet all of the conditions placed on new Southern Arterial project, including:
  1. Conduct the I-5 South Corridor Refinement Plan (includes I-5 from Portland to Tigard, I-5 from Tigard to Wilsonville, and OR 99W from I-5 through Tigard and Sherwood) and land use planning for areas recently added to the urban growth boundary and any land designated as urban reserves. These planning efforts will include opportunities for further public participation and input.
  2. Conduct more detailed project planning on potential Southern Arterial impacts on existing development and the natural environment to develop more detailed definition of the design and alignment to mitigate impacts and coordinate with land use and transportation plans for the area, including integration with land use plans for UGB expansion areas and Urban Reserves, conducting the I-5 South Corridor Refinement Plan, including Mobility Corridors 2, 3 and 20, and resolution of access between I-5 and southern arterial with no negative

impacts to I-5 and I-205 beyond the forecast No-Build condition, addressing NEPA to determine the preferred alignment and addressing any conditions associated with land use goal exception for the southern arterial. This planning effort will include opportunities for further public participation and input.

Tualatin-Sherwood Road is sized in the recommended alternative based upon the expectation there will be a Southern Arterial and will fail due to insufficient capacity without a Southern Arterial and further expansion is incompatible with the plans for the Tualatin and Sherwood Town Centers. If the Southern Arterial is dropped through future studies, there is a major unresolved issue addressing east-west travel through this area. The RTP will need to be amended to direct the Corridor Refinement Plan effort for corridors #2, 3 and 20 to address this need. The need would go unaddressed until completion of that corridor refinement plan, or the next RTP update.

#### **Medium-term phasing strategy (2018-2025)**

- Widen existing streets to four lanes with turn lanes, traffic signal timing, bike lanes and sidewalks, including Tualatin-Sherwood Road, Roy Rogers Road, Boones Ferry Road and Herman Road (RTP Projects #10568, #10700, #10708, #10732 and #10735)
- Program right-of-way acquisition for the Southern Arterial project in the 2018 - 2025 time period to allow time to conduct the I-5 South refinement plan and land use plans for designated urban reserves in the area.

#### **Longer-term phasing strategy (2026-2035)**

- Construct the Southern Arterial connection to I-5 or other surface arterials in the vicinity of the I-5/North Wilsonville Interchange when all the project conditions are met.

### **6.4 CONGESTION MANAGEMENT PROCESS**

A key change from SAFETEA-LU was an updated requirement for a CMP for metropolitan planning organizations (MPOs) in Transportation Management Areas (TMAs - urban areas with over 200,000 in population). This change is intended to build on the previous requirement of a congestion management system (CMS), placing a greater emphasis on management and operations and enhancing the linkage between the CMP and the long-range regional transportation plan (RTP) through an objectives driven, performance-based approach.

A CMP is a systematic approach for managing congestion that provides information on transportation system performance. It recommends a range of strategies to minimize congestion and enhance the mobility of people and goods. These multimodal strategies include, but are not limited to, operational improvements, travel demand management, policy approaches, and additions to capacity. The region's CMP will advance the goals of the 2035 RTP and strengthen the connection between the RTP and the Metropolitan Transportation Improvement Program (MTIP). A "Roadmap" of the region's CMP can be found in Appendix 4.4.

At their meeting on February 25, 2009, the PSC agreed on the following conditions as amended from those presented to them in the Alternative 7 Recommendation Memorandum dated February 17, 2009 to accompany the RTP recommendation of Alternative 7:

1. **Future phasing plans for implementing Alternative 7 projects must take into consideration the transportation, environmental, and economic impacts of advancing some improvements sooner than others.** The sequencing of affordable improvements should be done in a manner that does not create new transportation problems or liabilities for the vitality of affected jurisdictions.
2. **The timing and priority of an I-5 corridor study must be considered in the RTP adoption process for Alternative 7.** The connector project development process emphasized the need for a corridor study along I-5 from Portland to the Willamette River. The results of this study may affect the timing and designs of some improvements within Alternative 7.
3. **Access between I-5 and the southern arterial must be resolved.** Additional study is required to fully understand the impacts and trade offs between transportation solutions and land use, economic and environmental consequences of a new southern arterial. The impacts on rural lands are of particular importance and must be further evaluated before pursuing an exceptions process. The study area may need to be expanded to include connections to Stafford Road and additional areas along the OR 99W corridor that were not included in the alternatives analysis. The alternatives analysis process determined the general corridor location for the new southern arterial. However, additional preliminary engineering and planning work is needed to determine the optimal access option and configuration for connecting the southern arterial to I-5, OR 99W, and other arterials in the expanded study area. Construction of the southern arterial should be conditioned on defining the I-5 improvements needed to accommodate it and ensuring no negative impacts to I-5 and I-205 occur beyond the forecast No-Build condition as a result of Alternative 7. Options to be explored include modifying the I-5/North Wilsonville Interchange into a tight split-diamond interchange, or extending a new arterial connection crossing over I-5 and connecting to Stafford Road and/or Elligson Road on the east side of I-5 for regional traffic benefits.
4. **Completion and construction of major project elements is subject to compliance with the National Environmental Policy Act (NEPA) and design refinement.** The Alternative 7 concept provides only the general locations and functional characteristics of new transportation facilities. A fully collaborative public/agency involvement and environmental analysis process must be conducted in developing the design details of any major construction element of Alternative 7. Subsequent project development work will need to define the actual alignments and designs of each of these facilities within the framework of these general parameters. On-going coordination with the Tualatin River National Wildlife Refuge must also occur to ensure optimum compatibility of Alternative 7 elements with refuge objectives.
5. **Land Use Concept Planning for UGB expansion areas should be coordinated with the refinement of these transportation recommendations.**
6. **The design of the southern arterial; must incorporate any conditions that may come out of land use goal exceptions processes (if required) by Metro, Washington County, and Clackamas County.** Portions of Alternative 7 may require exceptions under state land use goals that have not yet been studied or approved in order to be adopted in the RTP and to achieve needed federal and jurisdictional approvals. The extent of this issue may be affected by Metro's coming decisions on rural/urban land use reserves. Portions of proposed new transportation facilities are outside Metro's jurisdictional boundaries and will require coordination of actions between Metro and other affected jurisdictions. Possible design requirements may include forms of access management and land use control measures.
7. **State highway system routing and ODOT mobility standards must be key considerations in the design and future ownership of improvements within Alternative 7.** Current RTP assumptions are that a new limited-access connector would be built between I-5 and 99W, and that this roadway would become the new state route, possibly replacing OR 99W through Tigard. Alternative 7 does not result in

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a limited-access connector, which may result in OR 99W remaining the designated state highway route through Sherwood, King City and Tigard.

8. **Strategic protection of right-of-way should be considered by agencies for the Alternative 7 elements within the UGB and along potential alignments where land development could conflict with the future implementation of corridor improvements.** Protective measures could include property setbacks, dedication of right-of-way, specific acquisition(s), and/or right-of-way purchases within the UGB consistent with NEPA process.

Following agreement on the above conditions, PSC representatives of Washington County, ODOT, Metro, and the cities of Tualatin and Sherwood voted in favor of recommending Alternative 7 with the conditions as amended above. PSC representatives of the City of Wilsonville and Clackamas County voted against this recommendation.

2035 RTP Project List  
 Basalt Creek Planning Area  
 City-County-Metro IGA  
 Exhibit 4  
 Page 1 of 1

Metro Project ID	Nominating Agency	Facility Owner/Operator	Project/Program Name	Project Start Location (Identify starting point of project)	Project End Location (Identify terminus of project)	Local Functional Classification	Project Purpose	Description	Estimated Cost (\$3007)	Estimated Cost (VOES)	Time Period	Federal FC Project	2040 Land Use	Mobility Corridor Community Building?	HCT Priority as Adopted by JPACT and Metro Council	Primary Mode	Secondary Mode(s)	Project located in local EJ Community V?	Project located in Goal 6 Resource?
10588	Washington Co.		I-5/99W Southern Arterial RDW	Hwy. 99W	I-5	Arterial	Provide congestion relief.	Purchase right-of-way when all project conditions are met, including integration with lane use plans for I-5 expansion areas and Urban Reserves, Connect the Mobility Corridor Refinement Plan, including Mobility Corridor 2, 3, and 20 and 20 and resolution of access between I-5 and I-205 beyond the forecasted No-Build condition, addressing NEPA to determine the preferred alignment and addressing any conditions associated with land use goal exception for southern arterial.	\$ 90,000,000	\$ 133,221,989	2008-2017		Industrial area	CB	Roadable	Freight	Yes		
10736	Tuolumne	Tuolumne	124th Ave	Tuolumne-Shawnee	Tuolumne	Minor Arterial	Expedite development and freight movement.	Construct new street from Tuolumne-Shawnee to Conquistador - S lanes.	\$ 82,000,000	\$ 122,120,154	2009-2017	x	Industrial Area	CB	Roadable	Freight		Yes	
11309	Washington Co.		I-5/99W Southern Arterial Improvements	Hwy. 99W	124th Ave. Extension	Arterial	Provide congestion relief.	Construct the initial 2-3 lane arterial phase of the Southern Arterial from OR99W to the SW 124th Ave. Extension when all project conditions are met, including integration with land use plans for UGB expansion areas and Urban Reserves, Constructing the I-5 South Corridor Refinement Plan, including Mobility Corridors 2, 3, and 20 and resolution of access between I-5 and southern arterial with no negative impacts to I-5 and I-205 beyond the forecasted No-Build condition, addressing NEPA to determine the preferred alignment and addressing any conditions associated with land use goal exception for western arterial.	\$ 130,000,000	\$ 255,356,147	2016-2025		Industrial area	MC	Roadable				
11340	Washington Co.		I-5/99W Southern Arterial Improvements	Hwy. 99W	I-5	Arterial	Provide congestion relief.	Expand to 4-5 lanes to serve growth in the area after improvements to Tuolumne Rd. and an improved connection from SW 124th Rd. to the I-5/99W Southern Arterial. Integrate and when all project conditions are met, including integration with land use plans for UGB expansion areas and Urban Reserves, Constructing the I-5 South Corridor Refinement Plan, including Mobility Corridors 2, 3, and 20 and resolution of access between I-5 and southern arterial with no negative impacts to I-5 and I-205 beyond the forecasted No-Build condition, addressing NEPA to determine the preferred alignment and addressing any conditions associated with land use goal exception for southern arterial.	\$ 80,000,000	\$ 229,396,265	2026-2035		Industrial area	MC	Roadable				
11342	Washington Co.		I-5/99W Southern Arterial/I-5 Interchange	Hwy. 99W @ I-5		Arterial	Improve access to and from the Southern Arterial and I-5	Connect the Southern Arterial to I-5 or other surface arterials in the vicinity of the Al Wilcoxville Interchange when all project conditions are met, including integration with land use plans for UGB expansion areas and Urban Reserves, Constructing the I-5 South Corridor Refinement Plan, including Mobility Corridors 2, 3, and 20 and resolution of access between I-5 and southern arterial with no negative impacts to I-5 and I-205 beyond the forecasted No-Build condition, addressing NEPA to determine the preferred alignment and addressing any conditions associated with land use goal exception for southern arterial.	\$ 50,000,000	\$ 148,625,168	2026-2035		2040 Corridor	MC	Roadable	Throughways			



# STAFF REPORT

## CITY OF TUALATIN

APPROVED BY TUALATIN CITY COUNCIL

Date 6-13-11

Recording Secretary [Signature]

**TO:** Honorable Mayor and Members of the City Council

**THROUGH:** Sherilyn Lombos, City Manager

**FROM:** Ben Bryant, Management Intern  
Alice Rouyer, Community Development Director

**DATE:** 06/13/2011

**SUBJECT:** Resolution Authorizing an Intergovernmental Agreement for Concept Planning the Basalt Creek Area

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### ISSUE BEFORE THE COUNCIL:

At the City Council Meeting on April 25, 2011, staff presented a draft Intergovernmental Agreement (IGA) between Metro, Washington County, the City of Tualatin, and the City of Wilsonville regarding the Basalt Creek Concept Plan. Since that meeting, City staff has collaborated with the other parties to fine-tune the IGA attached to this report. The resolution, also attached, would authorize the Mayor to sign this agreement.

### RECOMMENDATION:

Staff recommends that the City Council approve the attached resolution, authorizing the Mayor to sign the proposed Intergovernmental Agreement with Metro, Washington County, and the City of Wilsonville.

### EXECUTIVE SUMMARY:

#### Purpose of Agreement

- Gain Washington County's support for having the two cities complete a concept plan for the Basalt Creek area, which is outside of the land covered by Tualatin's current Urban Planning Area Agreement;
- Outline Washington County's commitment to complete a plan for the major roadway system through the Basalt Creek area;
- Outline a commitment from Washington County to inform and coordinate with Tualatin and Wilsonville on any development applications in the Basalt Creek planning area prior to annexation; and
- Delineate responsibilities of the respective parties of this agreement.

#### Importance of the Agreement

In an effort to refine the projects listed in the Regional Transportation Plan (RTP), Washington County has agreed to conduct a transportation analysis in the Basalt Creek planning area. Work will not commence on this study until all parties have signed the attached agreement.

#### Collaboration

The IGA that is before the Council for consideration is the product of in-depth discussion and collaboration between staff members at the cities of Tualatin and Wilsonville, Washington County, and Metro. This collaboration was necessary to ensure that the planning process meets regional desires and





RESOLUTION NO. 5041-11

A RESOLUTION AUTHORIZING AN INTERGOVERNMENTAL AGREEMENT WITH METRO, WASHINGTON COUNTY AND THE CITIES OF TUALATIN AND WILSONVILLE FOR CONCEPT PLANNING THE URBAN GROWTH BOUNDARY EXPANSION AREA (BASALT CREEK / WEST RAILROAD PLANNING AREA)

WHEREAS in 2004 the Metro Council added an area located generally between the CITIES to the Urban Growth Boundary (UGB) for residential and industrial uses in Metro Ordinance No. 04-1040B; and

WHEREAS the CITIES have agreed to refer to the area generally as the "Basalt Creek Planning Area"; and

WHEREAS concept planning has never been completed for these properties; and

WHEREAS the CITIES and the COUNTY wish to work together to complete transportation and concept planning for this area to assure carefully planned development in the Basalt Creek/West Railroad Planning Area Planning Area that will be of benefit to both CITIES, The COUNTY and their residents.

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF TUALATIN, OREGON, that:

Section 1. The City Council authorizes the Mayor to sign an Intergovernmental Agreement substantially similar to the attached agreement entitled "INTERGOVERNMENTAL AGREEMENT BETWEEN METRO, WASHINGTON COUNTY, AND THE CITIES OF TUALATIN AND WILSONVILLE FOR CONCEPT PLANNING THE URBAN GROWTH BOUNDARY EXPANSION AREAS KNOWN AS THE 'BASALT CREEK' AND 'WEST RAILROAD' PLANNING AREAS"

Section 2. This Resolution is effective upon adoption.

INTRODUCED AND ADOPTED this 13<sup>th</sup> day of June, 2011.

CITY OF TUALATIN, Oregon

By  Mayor

ATTEST:

By  City Recorder