

City of Woodburn Southwest Subarea Transportation Plan Proposal

Objective

Develop a consolidated and comprehensive Transportation System Plan update to account for recent and future economic development, including system impacts from recent development around the Southwest Industrial Reserve (SWIR), as well as the City's Urban Reserve Area (URA) lands and potential urban growth boundary (UGB) expansion.

Components

The following are proposed components of the study and resultant plan:

1. Provide updated Travel demand (20-year planning period so out to 2034) for remaining developable land within the subarea study area, including future demand from the Urban Reserve Area (URA).
2. Identify transportation system potential level-of-service and capacity issues.
3. Identify current high crash rate locations within the study area.
4. Assess the revised north-south truck route along Stacy Allison Way and recommend a route development plan and planning level cost estimates to develop a proposed new truck route or alternative.
5. Recommend "short-term" mitigation measures and transportation improvements with planning level cost estimates for Butteville Road at Parr Road intersection's and elevated crash rate.
6. Recommend "long-term" transportation improvements with planning level cost estimates for a newly aligned intersection of Butteville and the "southern arterial".
7. Update transportation system improvements for study area included in the Transportation System Plan and Transportation System Development Charge (TSDC) project list.
8. Engage impacted property owners to review alternatives and consider funding solutions.
9. Propose funding strategy and recommendations on TSDC fee schedule.
10. Package subarea plan document and recommendations for presentation to Planning Commission and City Council as part of TSP and TSDC updates.
11. Provide suggested truck route code language for the north-south recommended truck route.

Note: the study area and subarea plan area excludes the I-5 interchange ramp intersections with OR 214, which are separately addressed in the Interchange Management Area (IMA) and Interchange Transportation Development Charges (ITDC) as well as the OR 214 intersection with Highway 99E, which would be the focus of a separate design study.

Map of the proposed study and subarea plan area is attached.

Schedule

- Procurement of consultant: July to August 2023
- Contracting and project kick-off: early August/September 2023
- Technical analysis and preliminary findings and recommendations: end of February 2024 (6 months)
- Planning Commission and City Council review and action: by end of April 2024

TASK 1 – AGENCY INVOLVEMENT PROGRAM

Task 1.1 Kick-off Meeting/Project Schedule

Consultant shall attend and facilitate a virtual kick-off meeting with key City staff to review the project objectives, preliminary project schedule, and work plan. The City will schedule the virtual kick-off meeting. Consultant shall

prepare and distribute the agenda and meeting summary for the kick-off meeting. Meeting must be no longer than 2 hours in length.

Following the kick-off meeting, Consultant and City shall establish a final Project schedule showing major tasks, meetings, review milestones, and deliverables for the Project.

Task 1.2 Transportation Advisory Group (TAG)

Consultant shall meet with the TAG 3 (three) times over the course of the project. Consultant shall have up to 2 (two) staff members in attendance at each meeting. Meetings are expected to be virtual and 2 hours or less in length. City and Consultant will establish TAG meeting schedule and locations during the kick-off meeting. City shall issue invitations to TAG members and work to secure their participation.

TAG members may include representatives of the following:

- Marion County staff
- ODOT staff
- Interested citizens/property owners, including URA or SWIR property owners
- Transportation interest groups

Consultant shall provide agenda to City and TAG 1 week prior to each meeting, take meeting notes, and distribute meeting summaries to City and TAG within 1 week of each meeting.

Consultant shall provide Project materials to City and TAG members at least 1 week prior to each meeting to allow sufficient time for review and comment.

Task 1 Deliverables

- 1A Kick-off meeting (within 2 months of NTP).
- Schedule
- 1B TAG meetings (3 total)

TASK 2 DEFINITION AND BACKGROUND

Task 2.1 Methodology Memorandum

Consultant shall prepare and submit a memorandum describing how the analyses will be completed for the existing conditions, future conditions, and alternatives analysis to the City and partnering agency staff. Consultant shall obtain approval of methodology prior to beginning analysis and submitting draft Technical Memorandums.

Task 2.2 Technical Memorandum #1("TM #1") Southwest Subarea Plan Definition and Background

Consultant shall prepare TM #1 for the subarea plan. At a minimum, TM #1 must contain the following to capture the Project goals and objectives:

- Purpose and Introduction – states the reasons and context for the Project.
- Problem Statement – serves as a basis for development and evaluation of alternatives and selection of a preferred alternative.
- Goals and Objectives- reflect the goals of the City and other key stakeholders for the transportation system in the area.
- Evaluation criteria associated with goals and objectives to compare and select preferred alternative.

Task 2 Deliverables

- 2A Draft methodology memorandum

- 2B Final methodology memorandum (within 10 business days of receiving consolidated comments from TPAU and ODOT Region 5 staff).
- 2C Draft TM #1, Definition and Background.
- 2D Final TM #1, including consolidated comments and responses (within 10 business days of receiving consolidated comments on draft).

TASK 3 UPDATE EXISTING SYSTEM CONDITIONS

Task 3.1 Existing Subarea Inventory

Consultant shall develop an inventory for inclusion into TM #2. The inventory work shall utilize and summarize work performed as part of recent traffic studies as much as possible. The inventory must include:

- Location and jurisdictional responsibility
- Roadway functional classification
- ODOT and City Freight routes
- Bicycle and pedestrian facilities
- Public transit facilities
- Geometry for identified intersections, interchange ramps and roads (both geometric design and configuration), expected to include:
 - I-5/OR 219 Ramp Terminal
 - I-5/OR 214 Ramp Terminal
 - OR 214/Evergreen Road
 - Stacy Allison Way/Hooper Street
 - Butteville Road/Parr Road
 - Butteville Road/OR 219
- For collectors and arterial streets:
 - Pavement and shoulder width, number of lanes, lane width
 - Right-of-way width (to be provided by City)
 - Pavement type and condition (to be provided by City)
 - On street parking locations
 - Posted speed limits
 - Public and private approaches and access to interchange cross-streets within the study area, including location, width, type of use, and turn movements allowed.

Task 3.2 Current Transportation System Operations

Consultant shall summarize existing transportation system operation and safety analysis of the study area roadways and intersections. The effort must be summarized in TM #2, which must include:

Traffic Counts:

Consultant shall obtain recent historical or collect up to 8 new weekday AM and PM peak hour traffic counts at the study intersections from the City. Counts older than two (2) years may need to be collected by consultant. All counts must have 15-minute breakdowns from 3-6 PM and 6-9 AM. All counts must include bicycles, pedestrians, and turning movements.

Current Transportation System Operations Analysis:

Consultant shall perform new or summarize AM & PM traffic analyses from other recent traffic studies for all study intersections. Operational analyses must include:

- v/c ratio
- Level of Service ("LOS")
- Turning movements shown on figures

Based on the analysis, Consultant shall prepare a summary of existing transportation system deficiencies in the Project study area. Data must be presented in tabular and mapped formats.

Crash Analysis:

Consultant shall obtain crash data for the most recent 5 years from ODOT's Crash Analysis & Reporting Unit for both state and non-state roadways in the study area. Consultant shall apply the critical crash rate method from Part B of the Highway Safety Manual for segments and intersections to identify locations where annual crash frequency over the study period exceeds a critical threshold. If a reliable critical intersection crash threshold cannot be calculated based on data provided (i.e., if reference populations include less than 5 sites) for the study area, statewide 90th percentile intersection crash rates must be used, as summarized by traffic control and land type in Table 4-1 of the ODOT research report, Assessment of Statewide Intersection Safety Performance – SPR 667. If a reliable critical segment crash threshold cannot be calculated based on data provided for the study area, critical crash rates from Table II in the most recent version of ODOT's published Crash Rate Tables for similar facilities must be used. At intersections or segments where the critical threshold is exceeded, a crash diagram must be prepared and crash trends must be reviewed to identify contributing factors and potential countermeasures.

Task 3 Deliverables

- 3A Draft TM #2, Update Existing System Conditions.
- 3B Final TM #2, Update Existing System Conditions.

TASK 4 FUTURE BASELINE (NO BUILD)

Purpose and approach: Consultant shall describe the future baseline (no-build) land-use and traffic volume forecasts and analyze operations. Consultant shall include all fiscally constrained projects listed in the Woodburn TSP and Capital Improvement Program ("CIP"). All data must be presented in tabular and mapped formats in Technical Memorandum #4.

Task 4.1 Future Land Use Analysis

Consultant shall analyze anticipated future planned land use. The land use forecast must be for the planning horizon (2040). For the land use analysis, Consultant shall:

- Coordinate with TPAU for Transportation Analysis Zone ("TAZ") information. This scope anticipates that the model information is consistent with the most recent PSU Population Research Center data.
- Use PSU Population Research Center ("PRC") data.

Task 4.2 Future Transportation System Operations Analysis

Consultant shall perform traffic analysis under a no-build scenario for both automobile and non-automobile transportation. The no-build scenarios must follow the same format as in Task 3.2 and contain V/C ratio, LOS, and turning movements, shown on figures. Future volumes will be generated by the current Woodburn travel demand model and supplied to the Consultant by TPAU. Consultant shall request modeling work using the model request form available at: <http://cms.oregon.gov/ODOT/TD/TP/Pages/Tools.aspx>. Consultant shall allow 3 weeks from the time the model request is approved for TPAU to generate the requested work. Consultant shall post-process the model volume data into future no-build traffic volumes.

In developing the no-build scenarios, Consultant shall rely only on planned transportation improvements that have an identified and committed funding source.

Based on the analysis, Consultant shall prepare a summary describing future transportation system deficiencies and needs in the Project study area. Consultant shall identify deficiencies and describe needs for both vehicular

and non-vehicular traffic. Data must be presented in tabular and mapped formats, and include a narrative. Consultant shall clearly describe each deficiency and the year it is expected to occur.

Task 4 Deliverables

- *4A Draft TM #3, Future No-Build Conditions.*
- *4B Final TM #3, Future No-Build Conditions.*

TASK 5 ALTERNATIVES EVALUATION

Purpose and approach: Consultant shall develop and evaluate projects to address operations and safety needs within study area. Consultant shall prepare TM #4, Alternatives Analysis to develop potential system alternatives and analyze their impacts.

Task 5.1 Develop System Alternatives and Evaluation

Based on Services in previous tasks, Consultant shall develop and evaluate strategies to address each identified deficiency. Consultant shall consult with TPAU and ODOT to ensure that strategies affecting State roads comply with ODOT standards. Strategies must be compliant with the Transportation Planning Rule ("TPR") and Oregon Highway Plan ("OHP"). Strategies must not be limited to construction projects, but must consider access management (on all Agency facilities and City collectors and above), multiple modes, and potential land use changes.

Consultant shall develop up to 3 modeling alternatives and 6 segment/intersection alternatives, each rooted in the basic multi-modal circulation plan identified in the TSP. For each alternative, Consultant shall prepare:

- Concept level diagrams with a narrative description.
- A Rough Order Magnitude planning-level cost opinion of each component of the circulation alternative package.
- Identify impacts/benefits to bicycle and pedestrian facilities and network.
- Identify impacts/benefits to Transit system.
- Identify any impacts/benefits to the freight network.

Task 5.1.1 Future Traffic Operations

In consultation with TPAU, Consultant shall identify which alternatives require further traffic operations analysis. New alternatives (network or land-use) will require a new travel demand model scenario to be created unless changes are operational in nature.

Task 5.1.2 Roadway System Classification Changes

Consultant shall evaluate the need for other roadway changes, and identify changes in road classification that may occur from changes in travel patterns.

Task 5.1.3 Evaluation Matrix

Consultant shall develop and utilize an evaluation matrix to compare the alternatives, based on the criteria and goals identified in Task 2.2. Decision criteria for selecting the preferred alternatives must be developed in consultation with City, but will likely include, at a minimum: mobility, cost, likelihood of being funded, safety, land use, environmental effects, and effect on Title 6 and Environmental Justice populations. Matrix must also include criteria to assess each alternative's impact on bicycle and pedestrian facilities.

Task 5.1.4 Consultant shall use the results of Tasks 5.1.1, 5.1.2, and 5.1.3 to prepare and submit TM #4 for distribution and review to City and TAG. Within 7 business days of receiving comments, Consultant shall revise TM #4 and resubmit a final copy.

Task 5.2 Preferred Alternative

Based on the criteria developed in prior tasks and feedback received from City and TAG, Consultant shall recommend a preferred alternative. The Preferred Alternative and process used to select it must be documented as part of TM #5.

Consultant shall prepare TM #5 and submit to City and TAG for review and comment. Within 10 business days of receiving consolidated comments, Consultant shall revise and submit final TM #6 to City and TAG.

Task 5 Deliverables

- *5A TM #4, Alternatives Analysis.*
- *5B Draft TM #5, Preferred Alternative.*
- *5C Final TM #5, Preferred Alternative.*

TASK 6 SOUTHWEST SUBAREA TRANSPORTATION PLAN

Purpose and approach: Consultant shall prepare and provide a draft Southwest Subarea Transportation Plan.

Task 6.1 Southwest Subarea Transportation Plan

Consultant shall prepare a DRAFT Plan, which must include, but is not limited to the following:

- Executive summary, that serves as a stand-alone summary of the most important aspects of the plan
- Goals, Policies and Objectives
- Existing conditions
- A detailed description of planned transportation facilities, services, and improvements, including the type, classification, capacity, mobility, right-of-way width, number of lanes, and planned locations, including a map showing the general location of planned improvements.
- Identify projects within UGB and those within the URA.

All supporting documentation, including the technical memorandums, must be included as an appendix.

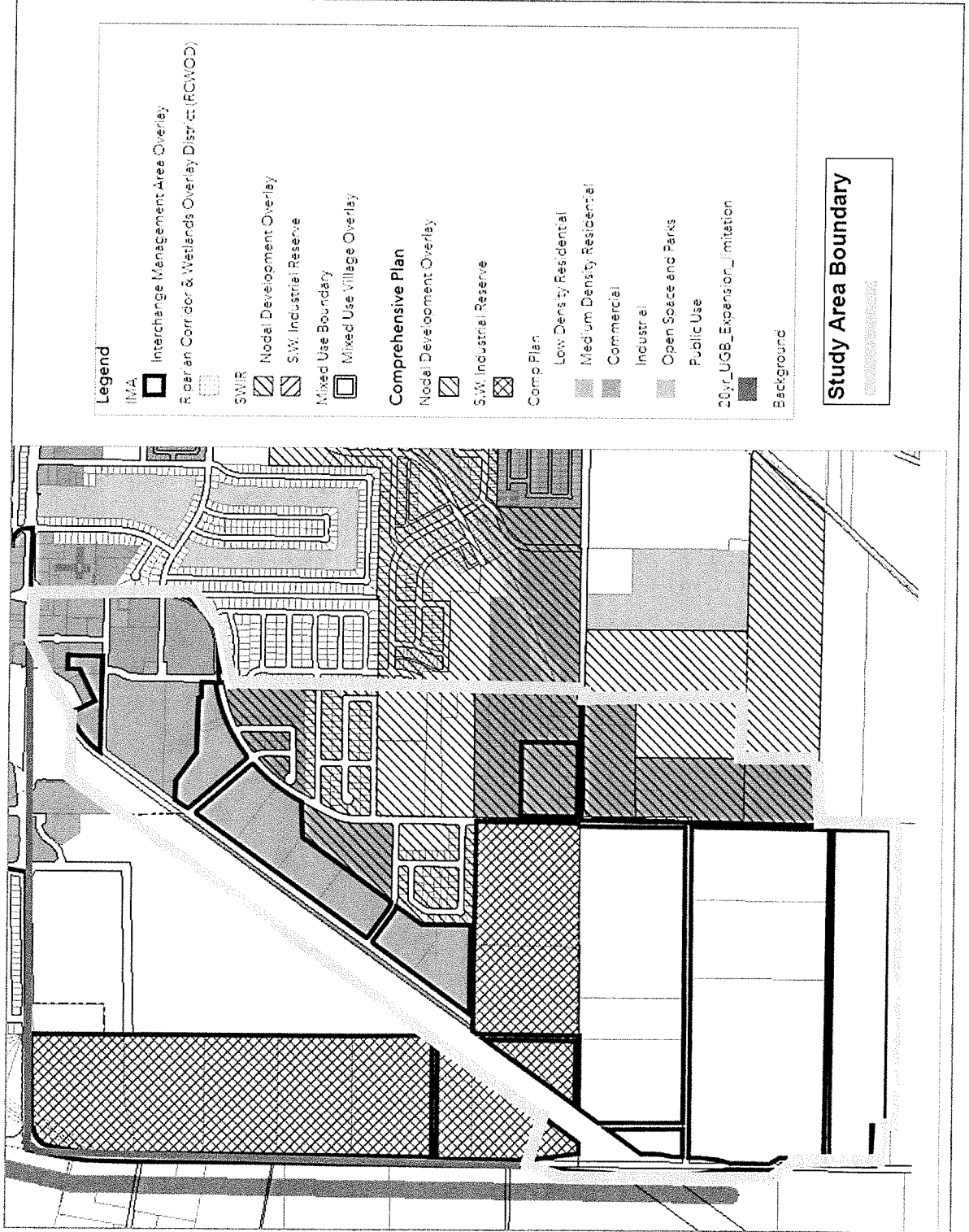
Consultant shall prepare a Draft Plan and submit to City and TAG for review. Within 10 business days of receiving consolidated comments, Consultant shall revise draft Plan and submit final Plan to TAG and City for adoption .

Task 6 Deliverables

- *6A Draft Southwest Subarea Transportation Plan.*
- *6B Final Southwest Subarea Transportation Plan*

NOTE: City will need to adopt the Subarea Plan as an Appendix to the 2020 TSP via a legislative amendment process (and Comp Plan policies and goals, if applicable)

Woodburn Southwest Subarea Transportation Plan Study Area



Legend

- IMA
- Interchange Management Area Overlay
- Road and Corridor & Wetlands Overlay District (RCWOD)
- SWIR
- Nodal Development Overlay
- SW Industrial Reserve
- Mixed Use Boundary
- Mixed Use Village Overlay

Comprehensive Plan

- Nodal Development Overlay
- SW Industrial Reserve
- Comp Plan
- Low Density Residential
- Medium Density Residential
- Commercial
- Industrial
- Open Space and Parks
- Public Use
- 20yr_UGB_Expansion_Limitation
- Background

Study Area Boundary