



CITY OF West Linn

Memorandum

Date: October 1, 2021

To: West Linn City Council

From: Chris Myers, Associate Planner

Subject: West Linn-Wilsonville School District Submittal for AP-21-02

Dear Mayor Walters and Members of City Council,

The West Linn-Wilsonville School District has submitted two documents for the record of AP-21-02, an appeal of the Planning Commission approval of the proposal to construct a new Athey Creek Middle School. The first is a memo from DKS Associates dated September 30, 2021. The memo consists of a response, on behalf of the West Linn-Wilsonville School District, to the Planning Commission's Conditions of Approval 8-10. The second is a response to the appellant reasons for appeal.

Both are attached below.

Respectfully,
Chris Myers



SEPTEMBER 30, 2021

Mayor Walters and City Council
c/o Chris Myers, Associate Planner
City of West Linn
22500 Salamo Rd.
West Linn, OR 97068

SUBJECT: NEW ATHEY CREEK MIDDLE SCHOOL AT DOLLAR STREET – RESPONSE TO THE CITY PLANNING COMMISSION HEARING CONDITIONS OF APPROVAL

CONDITIONS OF APPROVAL RESPONSE

This letter contains responses to the traffic-related conditions of approval that were identified by the City of West Linn Planning Commission at the hearing on August 18th, 2021, regarding the new Athey Creek Middle School at Dollar Street.

CONDITION OF APPROVAL #8 ROUNDABOUT PEDESTRIAN SAFETY

DKS supports this condition of approval and will include marked crosswalks at all roundabout pedestrian crossings.

CONDITION OF APPROVAL #9 SCHOOL SPEED ZONE AND FLASHING BEACONS

Condition of Approval #9 states that the project shall include a 20-mph school speed zone with flashers. DKS agrees with this condition of approval and recommends that the 20-mph school speed zone with flashing beacons be installed on Willamette Falls Drive along the school property. DKS also recommends that a posted speed limit of 20 mph be installed on Brandon Place extension and Dollar Street along the school property (not a school speed zone). According to ORS 810.180 (11), a city may designate a posted speed that is 5 mph lower than the statutory speed limit on City streets that are in a residential area and are not an arterial. Lower speed limits of 20 mph support safer travel conditions for everyone using the street even during off-peak school hours.

CONDITION OF APPROVAL #10 BRANDON PLACE EXTENSION

The Planning Commission approved the new Athey Creek Middle School with the condition that the Brandon Place roadway extension is not built as a through street and will only accommodate through emergency vehicle access. While DKS does not oppose this condition of approval, DKS would like the City Council to consider the following points.

1. Disconnecting Brandon Place will not reduce the volume of traffic on Dollar Street, which was the Planning Commission's goal for Condition of Approval #10. Further discussion on volumes are provided later in this letter.

2. If Brandon Place is not built as a through street, parents will use the Dollar Street/Brandon Place intersection to turn around after dropping-off or picking-up students, likely making illegal U-turns. This will result in increased vehicle congestion and neighborhood dissatisfaction, which will lead to the School District and City receiving complaints.

The City and School District have received significant negative feedback from the neighborhood adjacent to Trillium Creek Primary School in West Linn where a local street was terminated at the school property to only allow access by bicyclists, pedestrians, and emergency vehicles. Parents utilize this dead-end street to drop-off and pick-up students, creating congestion, U-turns in private driveways, and an unsafe environment for walking or biking.

3. The estimated future traffic volume on Dollar Street with the middle school and the Brandon Place connection is within the typical level of traffic on residential streets.
4. If the subject parcel were built out with single-family residential homes, the daily traffic volume on Dollar Street would be similar to the estimated daily traffic volume with the middle school.
5. The full Brandon Place connection allows for more efficient vehicle travel and is estimated to improve the vehicle delay and operations at the Willamette Falls Drive/Ostman Road intersection, allowing it to meet the City's operating standard while maintaining the all-way stop.

Dollar Street Vehicle Volumes

Assuming the middle school is built and Brandon Place is connected to Dollar Street, the daily vehicle trips on Dollar Street are estimated to be 1,140 vehicles per day on the east end of Dollar Street near the Ostman Road intersection.

If Brandon Place is disconnected, the total trips on the east end of Dollar Street will increase to 1,540 daily vehicle trips, which is higher than the estimated volume with the Brandon Place connection. Table 1 summarizes the daily traffic volume with and without the Brandon Place connection. The table attachment on Page 5 shows the breakdown of daily vehicle volumes for these two scenarios.

Table 1 also shows the estimated daily vehicle trips on Dollar Street if the parcel were instead developed into single-family housing (consistent with the Single-Family Residential R-10 zoning). As shown, there is minimal difference in the expected traffic volumes on Dollar Street if the subject property were developed as a middle school or with single family homes.

TABLE 1. DAILY VEHICLE TRIPS ON DOLLAR STREET (EAST END)

SCENARIO	DAILY VEHICLE TRIPS
BASELINE (2023)	850
ATHEY CREEK MIDDLE SCHOOL (2023) WITH FULL BRANDON PLACE CONNECTION	1,140
ATHEY CREEK MIDDLE SCHOOL (2023) WITHOUT BRANDON PLACE CONNECTION	1,540
SINGLE-FAMILY HOUSING (2023) WITH FULL BRANDON PLACE CONNECTION	1,080
SINGLE-FAMILY HOUSING (2023) WITHOUT BRANDON PLACE CONNECTION	1,550

Figure 1 shows the average daily traffic volume on the east and west ends of Dollar Street with and without the Brandon Place connection. As shown, the Brandon Place connection will help reduce traffic volumes on the east end of Dollar Street as the connection will provide a direct route from the River Heights neighborhood to Willamette Falls Drive via Brandon Place.



FIGURE 1. DAILY VEHICLE VOLUMES ON DOLLAR STREET

The daily traffic volume estimates shown in Table 1 and Figure 1 are within the typical volume range for residential streets (with or without the Brandon Place extension).

If Brandon Place is disconnected, it will result in out of direction travel for the neighborhood and school. Neighborhood connectivity is key to reducing vehicle miles traveled, gas emissions, emergency response times and vehicle delay by providing alternative driving options to the arterial network (Willamette Falls Drive).

Impacts to Neighborhood Circulation

As stated previously, if Brandon Place is disconnected, then parents are incentivized to drop-off or pick-up students near the intersection of Dollar Street and Brandon Place (closest point to school main entrance). After dropping-off or picking-up students, they will need to turn around to exit Dollar Street by conducting U-turns, increasing congestion and vehicle trips.

A very similar situation occurred at Trillium Creek Primary School in West Linn. The local public street connection to the site (Bay Meadows Drive) was gated to only allow for pedestrian, bicycle, and fire access. However, this has led to parents dropping-off/picking-up students in the adjacent intersection leading to conflicts with the adjacent neighbors. Providing a full connection of Brandon Place between Dollar Street and Willamette Falls Drive removes the incentive for this behavior.

Willamette Falls Drive/Ostman Road Improved Operations

With the Brandon Place extension fully connected, the vehicle operation at the Willamette Falls Drive/Ostman Road intersection are estimated to meet City standards, improving the operations at the intersection even when compared to a No Build scenario (not building the school).

Dollar Street Safety Measures

The Athey Creek Middle School transportation study recommended a posted speed limit of 20 mph along Dollar Street and Brandon Place to encourage slow vehicle speeds at all times of day. The street design along Dollar Street will include sidewalks and curb extensions at pedestrian crossing locations, which will shorten school crosswalk distances and keep vehicle speeds low. These traffic calming treatments have been shown to minimize impacts to the neighborhood and provide a street design that maintains safety for all users.

Please let us know if you have further questions.



Scott Mansur, P.E., PTOE
Principal, DKS Associates

ATTACHMENT - DAILY VEHICLE VOLUME MATRIX

Vehicles on Dollar Street (East End)		
	Scenarios	Daily Volumes
A	Baseline (2023) Trips	850
B	Remove Existing Athey MS Trips	-35
C	School Bus Trips	24
D	Staff Trips	150
E	Parent Trips using Dollar Street (Sensitivity Analysis #2)	275
F	Existing River Heights Neighborhood Trips (Reroute from Ostman Dr to Brandon Place Connection)	200
G	Other Neighborhood Trips Cut-Through	150
H	Single-Family Housing (65 units) - With Brandon Place Connection	280
I	Single-Family Housing (65 units) - No Brandon Place Connection	700
A+B+C+(D*0.5)+E-F+G	Future 2023 Middle School - With Brandon Place Connection	1,140
A+B+C+D+(2*E)	Future 2023 Middle School - No Brandon Place Connection	1,540
A-F+G+H	Future 2023 Single-Family Housing - With Brandon Place Connection	1,080
A+I	Future 2023 Single-Family Housing - No Brandon Place Connection	1,550



West Linn – Wilsonville Schools

September 30, 2021

Mayor Walters and City Council
c/o Chris Myers, Associate Planner
City of West Linn
22500 Salamo Rd.
West Linn, OR 97068

RE: Appeal of Planning Commission Resolutions CUP-21-02/DR-21-04/WRG-21-02/MISC-21-04/VAR-21-01/VAR-21-06/LLA-21-02

Honorable Mayor Walters and City Councilors,

The West Linn-Wilsonville School District (“the District”) respectfully submits this letter to the City Council in anticipation of the hearing on the above-referenced proceedings scheduled for October 4, 2021.

On August 18, 2021, the West Linn Planning Commission approved the District’s Conditional Use Permit, Class II Design Review, Tualatin River Greenway Review, Flood Management Area Review, Two Class II Variances and a Lot Consolidation Review for the proposed middle school located at 840/945 Dollar Street (“PC Decision”). The record developed before the Planning Commission is robust, and the findings in the PC decision adequately address the District’s compliance with the applicable review criteria from the West Linn Community Development Code (“CDC”). In addition, the Planning Commission adopted 10 conditions of approval to ensure that the proposed school will be consistent with the PC Decision and meets all applicable CDC requirements.

In their appeal to the City Council, the appellants raise issues that can be categorized into five areas of concern:

- (1) Compliance with the Comprehensive Plan goals;
- (2) Compatibility of the development with the surrounding area;
- (3) 1994 City Council decision regarding the Rosemont Middle School proposal for the site;
- (4) The relocation of the school will benefit West Linn students and families; and
- (5) Transportation improvements and traffic safety.

The issues appellants raise in this appeal were already addressed and appropriately resolved by the Planning Commission. The District strives to be a good neighbor and understands the appellants’ issues of concern, but appellants fail to allege with any specificity how the Planning Commission erred or how the issues raised on appeal present a remandable or reversible issue.



West Linn – Wilsonville Schools

The District respectfully requests that the City Council affirm the PC Decision. A summary of the facts relating to each issue raised by the appellants has been provided below. All information provided can be found in the record.

(1) Compliance with the Comprehensive Plan goals

- The process before the Planning Commission resulted in the identification of the following Comprehensive Plan Goals: Goal 2: Land Use Planning; Goal 11: Public Facilities and Services, Section 7: Schools; and Goal 12: Transportation.
- Each of these goals and their implementing policies were discussed in detail in the application within the District's narrative (Athey Creek Middle School Application – PDF pg. 95-98) and the Transportation Impact Study (PDF pg. 10), as well as in the Applicant's final written argument dated July 28, 2021 and given their length, will not be restated here.
- That said, the plan policy that appears to be of greatest concern is Goal 2 Land Use Planning, Section 1 Residential Development, Policy 8 which provides: "Protect residentially zoned areas from the negative impacts of commercial, civic, and mixed-use development, and other potentially incompatible uses." The District has taken steps to minimize impacts by narrowing Dollar Street through the use of curb extension and a posted 20 mph speed limit to discourage its use for cut-through traffic. The vehicle trip distribution projections for Dollar Street for the relocated school is 5% of total trips, whereas Dollar Street trips resulting from the existing school makes up 4%. This is such a modest increase in the number of trips that it will have virtually no impact on the function of the Dollar Street / Ostman Road intersection, which will continue to operate at an LOS A level.

(2) Compatibility of the development with the surrounding area

- The District made a considerable effort to adjust the design to community feedback. Design decisions based on community feedback include additional setbacks, enhanced landscaping, driveway locations and configurations, tree retention, sinking the building into the land, visual and noise buffering, and utilizing residential design motifs.
- The City of West Linn does not have a public facility or school zone and schools are not an outright permitted use in any zone in the City; instead, schools are permitted in residential zones throughout the City through the conditional use permit process. All existing schools within the West Linn City limits are in the Residential R-10 zone, as is this proposal. The conditional use permit provides a mechanism to respond to and mitigate for impacts of the proposed use through review. The Planning Commission provided ten conditions of approval to address impacts and ensure compatibility.
- The Comprehensive Plan encourages schools to be located adjacent to arterial roads, however City code requires access to be from the lower classification road. The school is adjacent to Willamette Falls Drive, an arterial road, however access to the school site is proposed to be from Brandon Place and Dollar Street, both local streets.



West Linn – Wilsonville Schools

(3) 1994 City Council decision regarding the Rosemont Middle School proposal for the site

- The District's 1994 proposal to locate Rosemont Ridge Middle School on the subject site was denied by the City Council. This denial was related to the proximity of the existing Athey Creek Middle School. Another location was selected for Rosemont Ridge Middle School on Salamo Road. The current proposal is to replace the existing Athey Creek Middle School with the Dollar Street location providing greater capacity and a location that is more proximate to where students live.
- The proposed Athey Creek Middle School on the Dollar Street site is not the same design or location on the site as the previous proposal.
- Community concerns for the 1994 proposal included traffic and infrastructure. The surrounding infrastructure has been improved in the last 27 years. The location of the school brings students into a walking boundary.
- The proposed location of Athey Creek Middle School complements Rosemont Ridge Middle School.

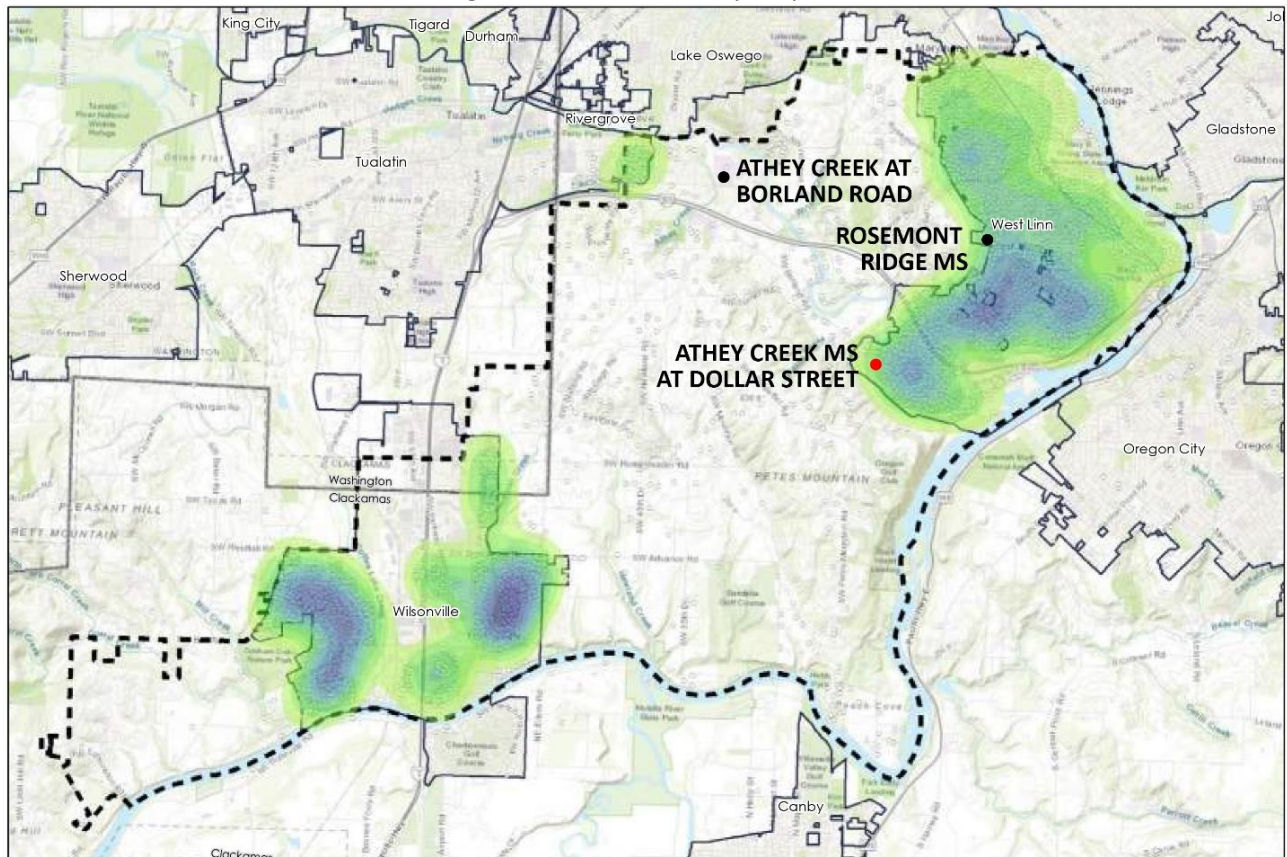
(4) The relocation of the school will benefit West Linn students and families.

- The West Linn-Wilsonville Long Range Facilities Plan – 2019 Edition provides analysis for all K-12 schools within the District. The District must look at the system as a whole when planning for future sites. It is the District's responsibility to ensure compliance of the design with applicable criteria of the CDC and Comprehensive Plan Goals. Within the bounds of those responsibilities, it is the District's obligation to propose new schools where they best serve the City.
- The projected growth in West Linn need not exceed that of Wilsonville for the proposed school to benefit families and students in West Linn. Both Rosemont Ridge Middle School and the current Athey Creek Middle School are projected to exceed capacity by 2028.
- Each West Linn – Wilsonville school provides a series of amenities available to the community. The proposed playground, track and field and pathways will be available for community use outside of school hours. Spaces within the proposed facility will also be made available for use. These amenities are expected to encourage pursuit of performing and visual arts, STEM, and recreation among other activities.
- The Dollar Street location is central to students served to the extent possible and is certainly more central than the current Borland Road location. The figures below are drawn from the West Linn-Wilsonville Long Range Facilities Plan – 2019 Edition in the record. Figure 1 below is a map of student density, which includes the West Linn city boundary. The current Borland Road location is in a large area of the lowest density category, as opposed to the proposed Dollar Street location, which is adjacent to a high density zone. Figure 2 and associated Table 1 outline the middle school level enrollment boundaries and projections, demonstrating that the proposed location is adjacent to the dedicated Athey Creek Middle School enrollment boundary. Finally, Table 2 breaks down the enrollment at Athey Creek by boundary of residence. Collectively this data affirms that the majority of Athey Creek Middle School students reside in West Linn, and that the proposed location is central to students served to the extent possible.



West Linn – Wilsonville Schools

Figure 1: Student Density Map



LEGEND

- District Boundary
- County Boundary
- Municipality
- Student Household

Student Density per Square Mile	
0 - 175	
176 - 350	
351 - 525	
526 - 700	
701 - 875	
876 - 1,050	
1,051 - 1,225	
1,226 - 1,400	
> 1,400	

FIGURE 2

Student Density



WLWV Long Range Facilities Plan – 2019 Edition – Flo Analytics Figure 2 (PDF Page 107)

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West Linn – Wilsonville Schools

Figure 2: Middle School Residence-based 2018-28 Enrollment Forecasts

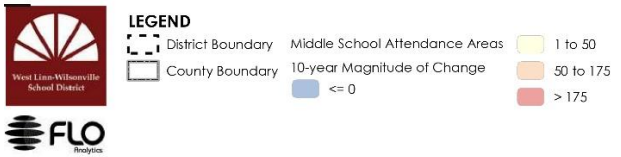
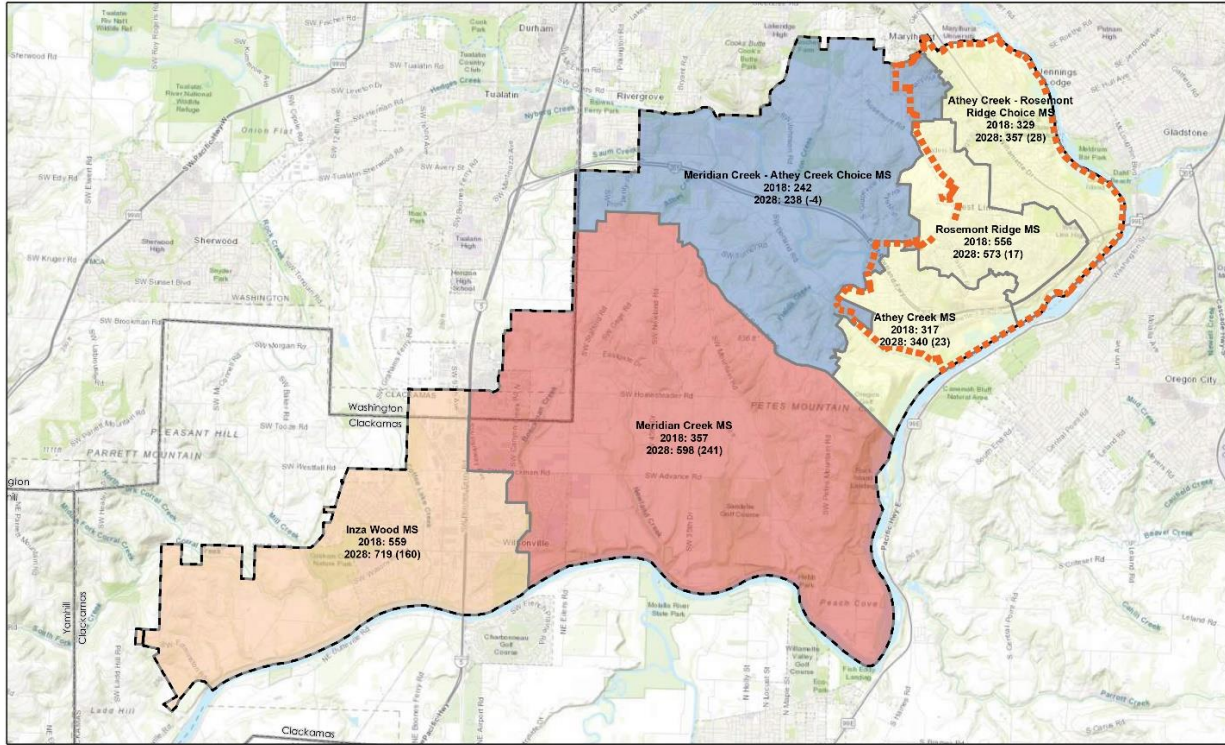


FIGURE 13
**Middle School Residence-based
 2018-28 Enrollment Forecasts**

WLWV Long Range Facilities Plan – 2019 Edition – Flo Analytics Figure 13 (PDF Page 118)

Table 1: Middle School Residence-Based 2018-28 Enrollment Forecasts

	2018 Enrollment	2028 Projected Enrollment
West Linn		
- Rosemont Ridge MS	556	573
- Athey Creek MS	317	340
- Athey Creek – Rosemont Ridge Choice	329	357
Unincorporated		
- Meridian Creek – Athey Creek Choice	242	238
Wilsonville		
- Meridian Creek MS	357	598
- Inza Wood MS	559	719

WLWV Long Range Facilities Plan – 2019 Edition – Flo Analytics Figure 13 (PDF Page 124-125)



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Table 2: 2018-2019 Middle School Enrollment Patterns Residence-Attendance Matrix

Attendance Area	Residence Count	Athey Creek MS	Inza Wood MS	Meridian Creek MS	Rosemont Ridge MS	Three Rivers Charter	Non-Residence Attendance Total	Transfer Out Rates
Athey Creek MS	317	288	0	2	13	14	29	9.1%
Inza Wood MS	559	7	475	66	1	10	84	15.0%
Meridian Creek MS	357	17	38	294	2	6	63	17.6%
Rosemont Ridge MS	556	72	0	2	461	21	95	17.1%
Athey Creek - Rosemont Ridge Choice	329	72	0	0	249	8	329	100.0%
Meridian Creek - Athey Creek Choice	242	207	0	21	8	6	242	100.0%
6-8 Subtotals	2,360	663	513	385	734	65	--	--
Out of District	96	39	19	29	9	0	--	--
6-8 Totals	2,456	702	532	414	743	65	--	--
Attending Non-Resident Total	938	414	57	120	282	65	--	--
Transfer In Rates	39.7%	62.4%	11.1%	31.2%	38.4%	--	--	--

All values based on the 10/01/2018 Student Information System.

Residence counts are based on current attendance area boundaries, as of the 2018-19 school year.

WLWV Long Range Facilities Plan – 2019 Edition – Flo Analytics Figure 28 (PDF page 139)

- The West Linn-Wilsonville Long Range Facilities Plan – 2019 Edition which was included in the record, provides the 2018 enrollment, 10-year enrollment projection, facility capacity and the remaining school capacity for all WLWV middle school facilities as they exist today. These figures have been extracted from the facilities plan and are included in Table 3 below. Three out of four middle schools within the WLWV School District are expected to exceed capacity by 2028 with a deficit in capacity of 213 students. Table 4 below provides the 2018 enrollment, 10-year enrollment projection, facility capacity and the remaining school capacity for all WLWV middle school facilities with the new Athey Creek Middle School at the Dollar Street site. With the new school facility, the expected deficit in capacity would be 32 students. Dollar Street provides this needed capacity providing a direct benefit to the City of West Linn.

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West Linn – Wilsonville Schools

Table 3: Existing WLWV Middle School Capacity

	2018 Enrollment	10-Year Enrollment Projection	Facility Capacity	Available Capacity
Inza Wood (Wilsonville)	532	639	691	52
Meridian Creek (Wilsonville)	414	642	490	-152
Wilsonville Subtotal	946	1,281	1,181	-100
Existing Athey Creek (West Linn)	702	755	669	-86
Rosemont Ridge (West Linn)	743	740	713	-27
West Linn Total Subtotal	1,445	1,495	1,382	-113
Middle School Total	2,391	2,776	2,563	-213

Data from: WLWV Long Range Facilities Plan – 2019 Edition – TABLE 2 (PDF Page 68-69)

Table 4: Projected WLWV Middle School Capacity with Athey Creek at Dollar Street

	2018 Enrollment	10-Year Enrollment Projection	Facility Capacity	Available Capacity
Inza Wood (Wilsonville)	532	639	691	52
Meridian Creek (Wilsonville)	414	642	490	-152
Wilsonville Subtotal	946	1,281	1,181	-100
Athey Creek at Dollar (West Linn)	702	755	850	95
Rosemont Ridge (West Linn)	743	740	713	-27
West Linn Total Subtotal	1,445	1,495	1,563	68
Middle School Total	2,391	2,776	2,744	-32

Data from: WLWV Long Range Facilities Plan – 2019 Edition – TABLE 2 (PDF Page 68-69)

- The Borland Road site where the third option high school is planned addresses current overcrowding and parking lot constraints at West Linn High School and future growth at Wilsonville High School. Table 5 below illustrates the high school enrollment pressure at West Linn High School, exceeding capacity by 337 in 2028. As demonstrated in the table, after years of study and community conversation the District will relieve high school enrollment pressure through the third option high school.

Table 5: Projected WLWV Middle School Capacity with Athey Creek at Dollar Street

	2018 Enrollment	10-Year Enrollment Projection	Facility Capacity	Available Capacity
Wilsonville	1,223	1,713	1,345	-368
West Linn	1,865	2,067	1,730	-337
Arts and Technology	111	80	80	0
High School Total	3,199	3,860	3,155	-705

Data from: WLWV Long Range Facilities Plan – 2019 Edition – TABLE 2 (PDF Page 68)

- In the absence of material jurisdictional, zoning and infrastructure changes, further expansion or alteration of the Borland Road site would also be subject to regulations discouraging siting schools outside the Urban Growth Boundary to serve an urban population.



West Linn – Wilsonville Schools

(5) Transportation improvements and traffic safety

- The District would support affirming the PC Decision with Condition of Approval 10 regarding the limitation of the Brandon Place extension at Dollar Street to emergency vehicles. However, the City Council may wish to consider the accompanying memo prepared by DKS and Associates regarding this change.
- The proposed roundabout has been demonstrated to be the superior solution for pedestrian and vehicular traffic flow and safety.
- The traffic design submitted meets all quantifiable criteria and was reviewed by two third-party traffic consultants. One of those firms was hired by the City, the other by community member(s). The recommendations from both third-party firms were adopted.
- Tualatin Valley Fire & Rescue, the West Linn Transportation System Plan, and Ordinance 1726 contemplate a street connection between Dollar Street and Willamette Falls Drive. The originally proposed connection would improve multimodal transportation ingress/egress including emergency vehicles.
- The potential tolling of I205 is undefined in many ways. The process to initiate tolling includes impact analysis. The Oregon Department of Transportation (ODOT) is responsible for assessing any impacts to local streets in the vicinity of tolling, when proposed. Impacts discovered during the analysis would need to be addressed prior to tolling.

In closing, the District appreciates the opportunity to address the appellants' concerns in more detail during the October 4 hearing before the City Council and defend the PC Decision. The District commends staff and the Planning Commission for the work on this project to date and respectfully requests that the City Council affirm the PC Decision.

Respectfully,

Remo Douglas, CCM
Capital Construction Program Manager
West Linn-Wilsonville School District