



CITY OF West Linn

Memorandum

Date: June 6, 2023
To: Mayor Bialostosky and City Council
From: Erich Lais, Interim Public Works Director
Subject: AP-23-02 Response to Appellant Submittal

The City, as the applicant with a decision under appeal, has provided responses to the eight questions submitted by the Appellants. Please see the responses and associated materials below.

Appellant Question 1. Was the roundabout approved when the West Linn Wilsonville (WLWV) school application was approved?

Response: The WLWV middle school application (CUP-21-02) clearly identified the roundabout design as the intersection improvement for the Brandon Place and Willamette Falls Drive intersection (see attached Plan Sheets LU1.10 and LU1.11). However, the question is irrelevant to the appeal as Type I Transportation Facilities are permitted uses and require no design review (see WAP-23-01/WRG-23-01/FMA-23-01 Staff Findings 1 to 4). The application was only required to demonstrate compliance with Community Development Code (CDC) Chapters 27, 28, and 32.

The Department of Land Conservation and Development reviews amendments to the City's Transportation System Plan but has no role in a jurisdiction's quasi-judicial decision-making process. The email from Ms. Reid was a response to an inquiry from a community member. The email response was relaying information gleaned from a conversation with Darren Wyss, West Linn Planning Manager. Nowhere in the email does it state the roundabout design was not eligible to be approved without an environmental review.

Appellant Question 2. Was the roundabout approved when the WFD Concept Plan was approved?

Response: The Willamette Falls Drive Concept Plan clearly identified a roundabout as a potential intersection design that would be refined at a future design stage (see attached Figure 1). That future design stage occurred as part of the WLWV middle school application (CUP-21-02). The WLWV application analyzed different intersection designs to identify what



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solution would meet the City's transportation operating standard, while considering the safety benefits of each design (see attached DKS Memo dated January 25, 2020). However, the question is irrelevant to the appeal as Type I Transportation Facilities are permitted uses and require no design review (see WAP-23-01/WRG-23-01/FMA-23-01 Staff Findings 1 to 4). The application was only required to demonstrate compliance with Community Development Code (CDC) Chapters 27, 28, and 32.

Appellant Question 3. Were there errors in the WFD transportation improvement process?

Response: The WLWV middle school application (CUP-21-02) clearly identified the roundabout design as the intersection improvement for the Brandon Place and Willamette Falls Drive intersection (see attached Plan Sheets LU1.10 and LU1.11) after analyzing compliance with the City's transportation operating standards and safety considerations. However, the question is irrelevant to the appeal as Type I Transportation Facilities are permitted uses and require no design review (see WAP-23-01/WRG-23-01/FMA-23-01 Staff Findings 1 to 4). The application was only required to demonstrate compliance with Community Development Code (CDC) Chapters 27, 28, and 32.

Any unauthorized tree removal is a West Linn Municipal Code violation and code enforcement issue. The application under appeal proposed the removal of seven trees to accommodate the proposed roadway improvements.

Appellant Question 4. Do the proposed transportation improvements protect the environment and public safety to the greatest extent possible?

Response: The approved application complies with the CDC Chapter 27, Flood Management Areas (see WAP-23-01/WRG-23-01/FMA-23-01 Staff Findings 5 to 27). The primary requirement for the application was to maintain flood storage capacity, including balancing any proposed cut and fill within flood hazard areas (see WAP-23-01/WRG-23-01/FMA-23-01 Staff Finding 14). Removing the west on-street parking area would not eliminate the need for cut and fill in the flood hazard area adjacent to the roadway. The east on-street parking area does not cause any encroachment into the flood hazard area.

The approved application complies with CDC Chapter 28, Willamette and Tualatin River Protection Area (see WAP-23-01/WRG-23-01/FMA-23-01 Staff Findings 28 to 58). Removing the west on-street parking area would not eliminate the temporary impacts to Habitat Conservation Areas (HCAs) as grading would still be required. The grading will occur on the engineered slope that was part of the original construction of Willamette Falls Drive. The slope is not natural and will be revegetated as required by the CDC. The east on-street



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parking area creates minimal impact to HCAs. The impact has been accounted for in the mitigation area calculations and planting proposal.

Appellant Question 5. Does the proposed roundabout design provide adequate public safety?

Response: The Willamette Falls Drive Concept Plan identified a roundabout as a potential intersection design that would be refined at a future design stage (see attached Figure 1). That future design stage occurred as part of the WLWV middle school application (CUP-21-02). The WLWV application analyzed different intersection designs to identify what solution would meet the City's transportation operating standard, while considering the safety benefits of each design (see attached DKS Memo dated January 25, 2020). A roundabout design was the preferred solution for both safety purposes and meeting traffic operating standards.

The roundabout design complies with CDC Chapter 42, Clear Vision Areas (see attached Plan Sheets LU1.10 and LU1.11).

Appellant Question 6. Were trees and environmentally sensitive areas protected to the greatest extent possible an properly permitted?

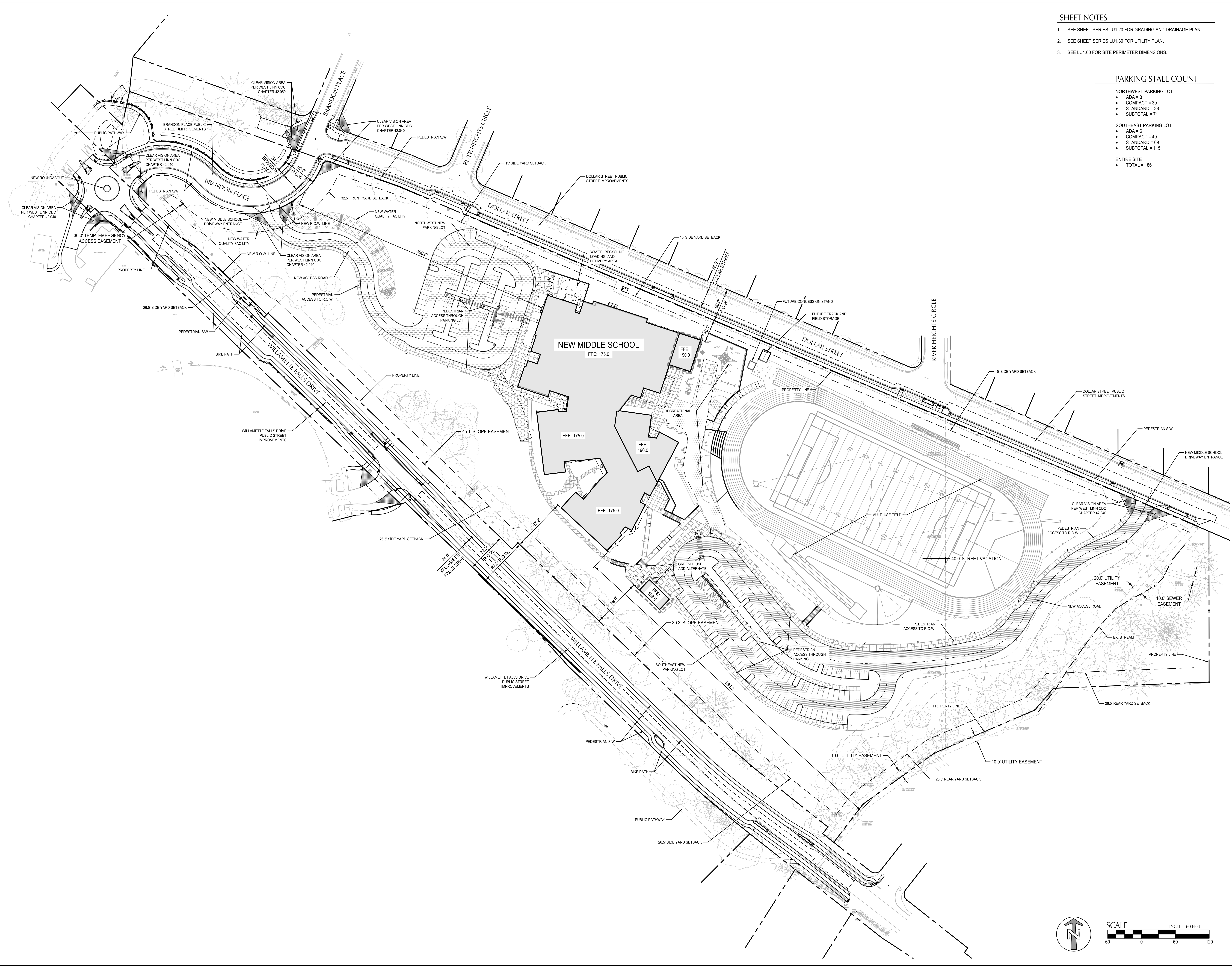
Response: Any unauthorized tree removal is a West Linn Municipal Code violation and code enforcement issue. The application under appeal proposed the removal of seven trees to accommodate the proposed roadway improvements.

Appellant Question 7. Will measures be taken per Municipal Code Chapter 8 Community Tree Ordinance regarding trees that were removed prior to this application?

Response: The City Arborist is reviewing any potential unauthorized tree removal and will work with code enforcement to apply any appropriate penalties or mitigation requirements as authorized by the West Linn Municipal Code.

Appellant Question 8. Will the mitigation plan and planting plan meet criteria?

Response: The approved application complies with the CDC Chapter 32 mitigation and re-vegetation requirements (see WAP-23-01/WRG-23-01/FMA-23-01 Staff Findings 91 to 110). All temporarily disturbed areas within the Tualatin River Greenway and Water Resource Areas will be revegetated per approved plans (see WAP-23-01/WRG-23-01/FMA-23-01 Exhibit PD-1, Plan Sheets LU3.00 to LU3.03 and LU4.01). Permanently disturbed areas are proposed to be mitigated in accordance with CDC Chapter 32 requirements (see WAP-23-01/WRG-23-01/FMA-23-01 Staff Finding 103 and Exhibit PD-1 Plan Sheet Figure 10).



- SHEET NOTES**
- SEE SHEET SERIES LU1.20 FOR GRADING AND DRAINAGE PLAN.
 - SEE SHEET SERIES LU1.30 FOR UTILITY PLAN.
 - SEE LU1.00 FOR SITE PERIMETER DIMENSIONS.

PARKING STALL COUNT

NORTHWEST PARKING LOT

- ADA = 3
- COMPACT = 30
- STANDARD = 38
- SUBTOTAL = 71

SOUTHEAST PARKING LOT

- ADA = 6
- COMPACT = 40
- STANDARD = 69
- SUBTOTAL = 115

ENTIRE SITE

- TOTAL = 186

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ISSUES	NO.	DESCRIPTION	DATE
1	LAND USE		2021-03-17

KEYPLAN

CONSULTANTS

 111 SW Fifth Ave., Suite 2600
 Portland, OR 97204
 P: 503.542.3660
 F: 503.274.4681
 www.kpff.com

SEAL

PROJECT
New Athey Creek Middle School
 945 Dollar Street
 West Linn, OR 97068

PROJECT NO:
 124738

DRAWN BY: XX	CHECKED BY: Checker
PROJECT MGR: Designer	APPROVED BY: Approver

SHEET TITLE
OVERALL SITE PLAN

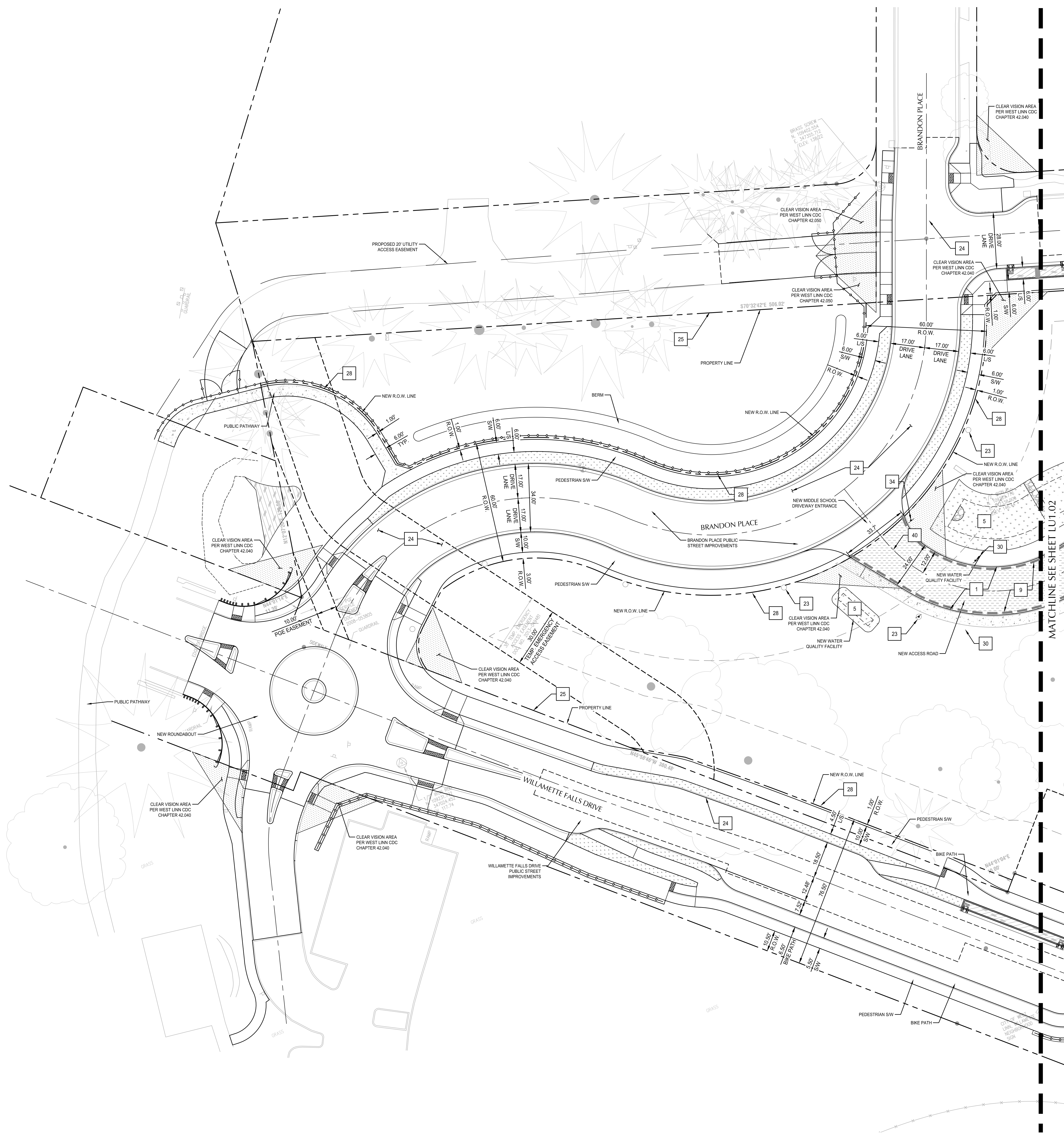
SHEET NUMBER LU1.10	ISSUE A
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SCALE 1 INCH = 60 FEET

IBI GROUP
 907 SW Harvey Milk Street
 Portland, OR 97205, USA
 Tel: 503.226.6950 Fax: 503.273.9192
 ibigroup-ndp.com

PROJECT LOCATION: WLVW-New Middle School PC20210727-03: WLVW-New Middle School_PC20210727-03.dwg

FILE: N:\2021\07\27\03\New Middle School\PC20210727-03\WLVW-New Middle School_PC20210727-03.dwg TAB: LU1.10
 PLOT: 3/16/21 at 4:27pm By: immaneer
 2023-07-17 12:31:12 PM



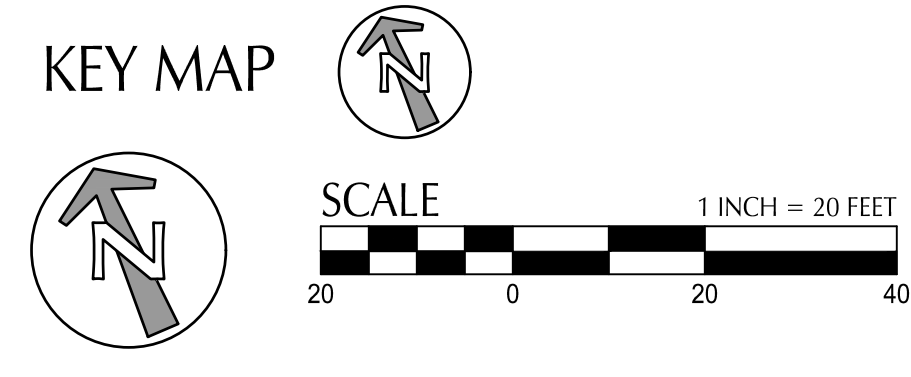
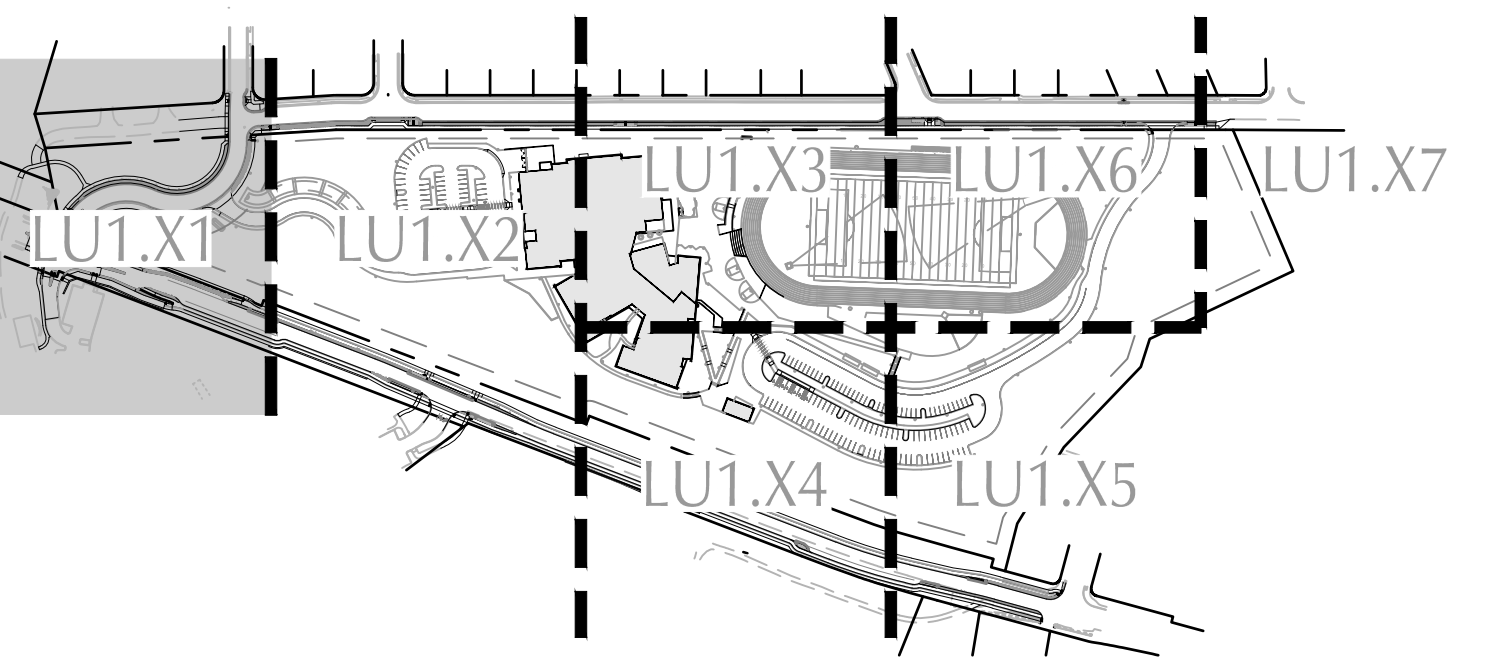
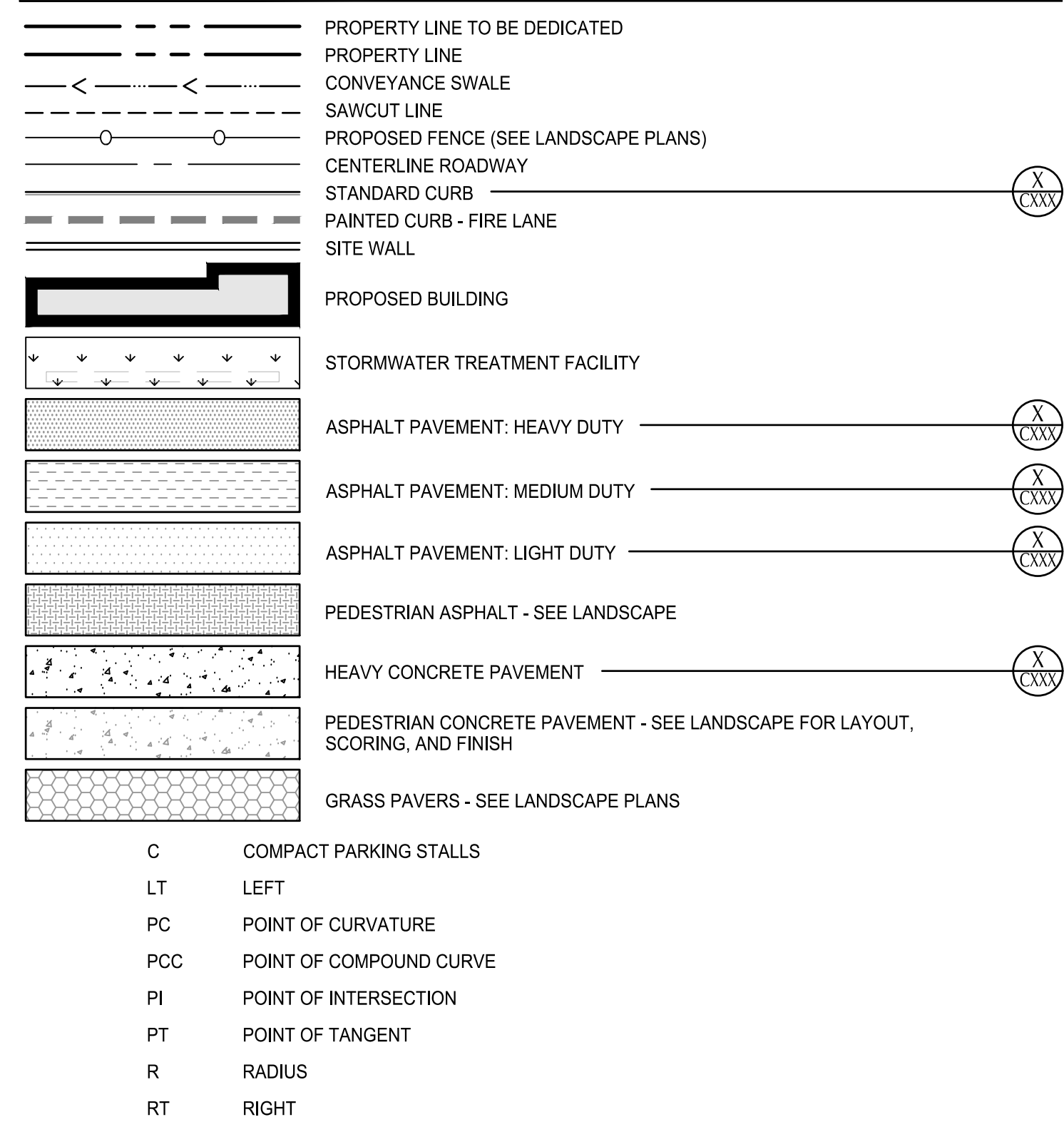
SHEET NOTES

1. ALL DIMENSIONS ARE TO FACE OF CURB OR FACE OF WALL.
2. SEE SHEET C.X.X FOR ADDITIONAL CONSTRUCTION NOTES AND LEGEND INFORMATION.
3. SEE LANDSCAPE PLANS FOR PLANTING AND ADDITIONAL SITE FEATURES.
4. BUILDING LAYOUT REFER TO ARCHITECTURAL AND LANDSCAPE PLANS FOR ADDITIONAL INFORMATION.
5. ALL SIDEWALK PAVEMENT JOINTS SHALL BE CONSTRUCTED PER DETAIL XX/CX.X.
6. PROPOSED FRONTAGE IMPROVEMENTS IN RIGHT-OF-WAY SHOWN FOR REFERENCE ONLY. TO BE PERMITTED UNDER SEPARATE PUBLIC WORKS PERMIT.

KEY NOTES

- | | | |
|----|--|----------|
| 1 | CONSTRUCT STANDARD CURB | (X) (CX) |
| 2 | CONSTRUCT MOUNTABLE CURB | (X) (CX) |
| 3 | 4" WHITE STRIPE | (X) (CX) |
| 4 | CROSSWALK | (X) (CX) |
| 5 | STORMWATER TREATMENT FACILITY. SEE C61XX SERIES SHEETS FOR DETAILS | (X) (CX) |
| 6 | FLUSH CURB | (X) (CX) |
| 7 | ADA PARKING STALLS AND STRIPING | (X) (CX) |
| 8 | CURB RAMP TYPE X | (X) (CX) |
| 9 | FIRE LANE. PAINT CURB RED AND STENCIL IN WHITE "FIRE LANE NO PARKING". STENCIL LETTER STROKE SIZE SHALL BE 1" WIDE BY 6" HIGH. | (X) (CX) |
| 10 | COORDINATE BUILDING GRID LINE LOCATION WITH ARCHITECTURAL PLANS PRIOR TO CONSTRUCTION. | (X) (CX) |
| 11 | BOLLARD | (X) (CX) |
| 12 | SEE LANDSCAPE PLANS FOR FENCING, HAND/GUARD RAILS | (X) (CX) |
| 13 | BIKE PARKING RACKS - SEE LANDSCAPE PLANS | (X) (CX) |
| 14 | WHEEL STOP | (X) (CX) |
| 15 | COMPACT PARKING SPACES | (X) (CX) |
| 16 | CONCRETE TO ASPHALT PAVEMENT TRANSITION | (X) (CX) |
| 17 | CURB CUT TO CURB SPILLWAY | (X) (CX) |
| 18 | DIRECTIONAL ARROWS | (X) (CX) |
| 19 | INSTALL DETECTABLE WARNING STRIP | (X) (CX) |
| 20 | SEE LANDSCAPE PLANS FOR PLAZA LAYOUT | (X) (CX) |
| 21 | RETAINING WALL | (X) (CX) |
| 22 | MULTI-USE FIELD - SEE LANDSCAPE PLANS | (X) (CX) |
| 23 | LIGHT POLE - SEE ELECTRICAL PLANS | (X) (CX) |
| 24 | OFFSITE IMPROVEMENTS SHOWN FOR REFERENCE ONLY. REFER TO OFFSITE PACKAGE. | (X) (CX) |
| 25 | EXISTING PROPERTY LINE | (X) (CX) |
| 26 | ACCESS GATE | (X) (CX) |
| 27 | STAIRS - SEE LANDSCAPE PLANS | (X) (CX) |
| 28 | PROPOSED PROPERTY LINE | (X) (CX) |
| 29 | "NO PARKING" SIGN | (X) (CX) |
| 30 | "NO PARKING FIRE LANE" SIGN | (X) (CX) |
| 31 | "SERVICE VEHICLES ONLY" SIGN | (X) (CX) |
| 32 | "NO PARKING UNLOADING ZONE" SIGN | (X) (CX) |
| 33 | "BUS ONLY" SIGN | (X) (CX) |
| 34 | "STOP" SIGN | (X) (CX) |
| 35 | "CARPOOL/VANPOOL" SIGN | (X) (CX) |
| 36 | "VISITOR PARKING" SIGN | (X) (CX) |
| 37 | "STUDENT DROP OFF AND PICK UP" SIGN | (X) (CX) |
| 38 | (NOT USED) | (X) (CX) |
| 39 | SCUPPER DRAIN | (X) (CX) |
| 40 | ROADWAY CENTERLINE - SEE SHEETS C2201 AND C2202 FOR ROAD PROFILES | (X) (CX) |
| 41 | RETAINING WALL WITH GUARD RAIL | (X) (CX) |
| 42 | PEDESTRIAN ASPHALT SIDEWALK - SEE LANDSCAPE PLANS | (X) (CX) |
| 43 | CONSTRUCT CONCRETE CURB ENDING | (X) (CX) |
| 44 | CURB RAMP TYPE XX | (X) (CX) |
| 45 | CURB RAMP TYPE XXX | (X) (CX) |

SHEET LEGEND



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ISSUES	DESCRIPTION	DATE
1	LAND USE	2021-03-17

KEYPLAN

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 111 SW Fifth Ave., Suite 2600
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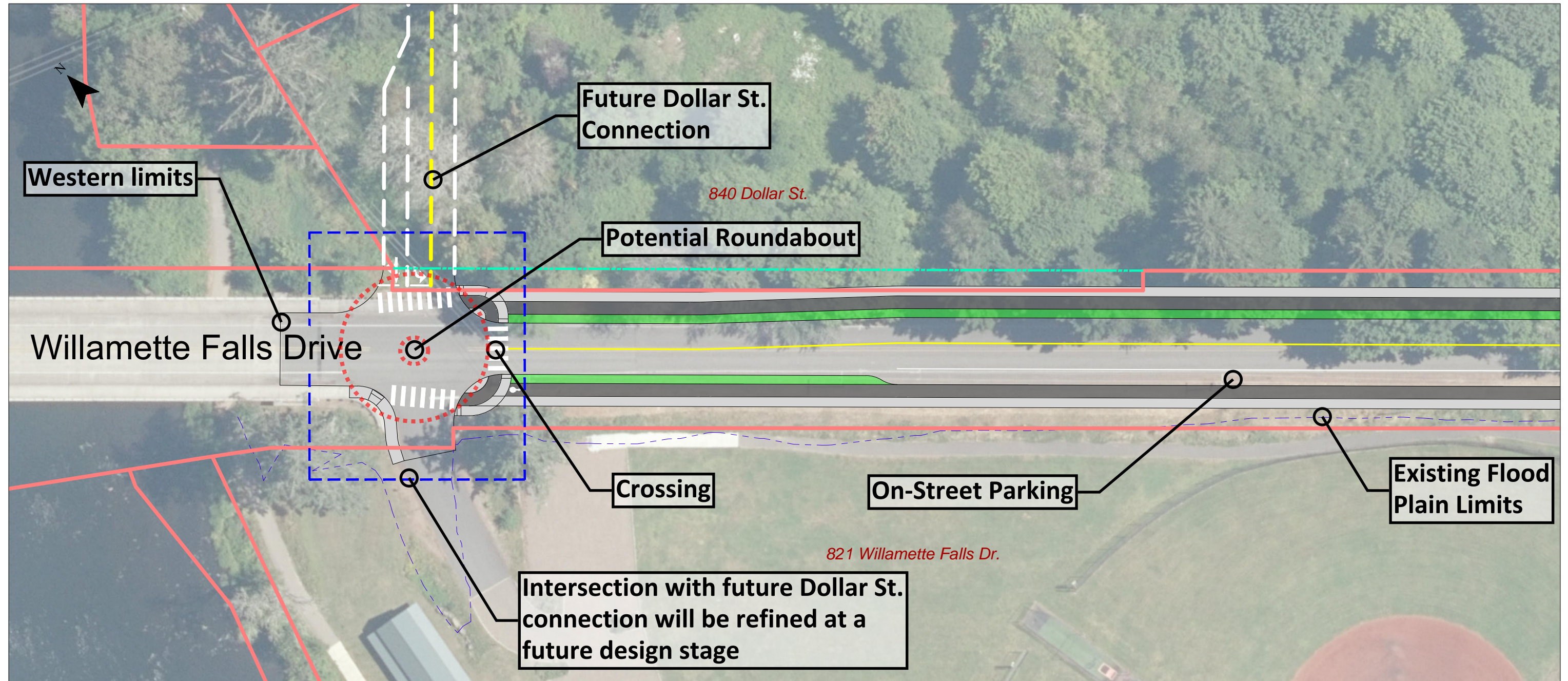
SEAL

PROJECT
 New Athey Creek Middle School
 945 Dollar Street
 West Linn, OR 97068

PROJECT NO: 124738	CHECKED BY: Checker
DRAWN BY: XX	APPROVED BY: Approver
PROJECT MGR: Designer	

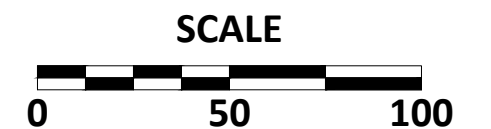
SHEET TITLE
 SITE PLAN

SHEET NUMBER LU1.11	ISSUE A
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Aerial imagery provided by City of West Linn GIS

- Sidewalk**
- Protected Bike Facility**
- Buffer/Landscape**
- TriMet Bus Stop Location¹**
- Intersection to be refined at later design stage**
- Potential Right-of-way Impacts²**



¹ Bus stop locations are preliminary based on existing stop locations and potential stop consolidation. Final stop locations will be determined in the design phase of the project.
² Potential Right-of-way impacts are estimated and not based on survey. Actual right-of-way impacts will be determined in the next phase after acquiring survey data and refinement of the design to account for vertical grading, stormwater retention and utility relocation.

West Linn, Oregon | **Figure 1**



JANUARY 25, 2020

Remo Douglas
Project Manager
West Linn-Wilsonville School District

**SUBJECT: ATHEY CREEK MIDDLE SCHOOL RELOCATION
TRAFFIC IMPACT ANALYSIS - SUPPLEMENTAL INFORMATION**

NEIGHBORHOOD QUESTIONS

This memorandum provides supplemental answers to questions raised by the community at a series of neighborhood meetings for the relocated Athey Creek Middle School on Dollar Street in West Linn, Oregon. The questions that will be answered in this memorandum are listed below:

1. How were the modal split numbers determined for the relocated middle school on Dollar Street?
2. How will the middle school traffic impact Dollar Street?
3. Was an alternative traffic control option considered besides the roundabout at the Willamette Falls Drive/Brandon Place intersection?

RESPONSES

The responses below address the questions raised by the community as listed above.

1. HOW WERE THE MODAL SPLIT NUMBERS DETERMINED FOR THE RELOATED MIDDLE SCHOOL ON DOLLAR STREET?

The future middle school will have a capacity of 850 students.

The West Linn School District staff estimated that approximately 450 students (about 53% of total students) will be bused to the relocated middle school on 12 school buses. The number students being bused from each school zone was estimated using middle school residence-based enrollment forecasts from the School District and were verified with standard engineering practices.

The remaining students (400) were assumed to walk, bike, or be driven to school. Note that students that live within the walking boundary, which was assumed to be a 1-mile radius around the school, are not provided regular school bus service. Using the student enrollment information, it was estimated that approximately 250 students live within the 1-mile radius walking boundary and could walk or bike to school at full buildout (when the school operates at the 850-student capacity). The remaining 150 students were assumed to be driven to school. The traffic

operations based on these assumptions are shown in Table 9 on page 22 of the Transportation Impact Study (TIS).

Additionally, a sensitivity analysis was conducted that analyzed the traffic operations if the student walking and biking assumptions were reduced to 100 students, 300 students were driven to school, and 450 students took the school bus. Refer to pages 23 – 24 of the TIS on the School District website for details. The sensitivity analysis showed that three of the four study intersections met the City’s operating standard (average vehicle delay less than 35 seconds). The intersection of Willamette Falls Drive/Ostman Road was shown to have an average vehicle delay of 52 seconds (13 seconds more than when 250 students are assumed to walk or bike) for the midday peak hour.

Due to questions from the public, an additional sensitivity analysis was conducted where only 50 students were assumed to walk or bike, 350 students were driven to school, and 450 students took the school bus. The analysis resulted in similar findings as the previous sensitivity analysis. The average vehicle delay at Willamette Falls Drive/Ostman Road was 59 seconds for the midday peak hour. All other study intersections sufficiently met the City’s operating standard.

In summary, even if the number of students that walk or bike to school is as low as 50 students, the study intersections are expected to operate within the City’s standards except for Willamette Falls Drive/Ostman Road.

At this time, the City of West Linn does not desire to improve the Willamette Falls Drive/Ostman Road intersection. The existing traffic congestion at the Willamette Falls Drive/Ostman Road intersection is due to local traffic as well as regional traffic. If capacity is increased at the intersection, the City of West Linn is concerned it will encourage more regional trips on Willamette Falls Drive. The School District will pay System Development Charges (SDCs) to the City when the middle school is approved. That money can be used by the City to improve the intersection in the future if the City decides improvements are desired.

2. HOW WILL THE MIDDLE SCHOOL TRAFFIC IMPACT DOLLAR STREET?

There will be two new accesses to the middle school on Dollar Street. One is located on the eastern edge of the site and will provide access to the staff parking lot and the school bus loading area; this driveway is not intended for parent pick-up/drop-off activity. The other access is the Brandon Place extension (public street) from Dollar Street to Willamette Falls Drive, which will provide access to the middle school.

The middle school is estimated to generate approximately 60-100 trips on Dollar Street during the AM peak hour (8 - 9am) and 50-90 trips on Dollar Street during the Midday peak hour (3:10 - 4:10 pm). The traffic operations for these two accesses on Dollar Street are estimated to meet the City’s operating standard (average vehicle delay less than 35 seconds) once the middle school is built.

Additional traffic analysis was conducted for the two River Heights Circle intersections on Dollar Street. These intersections are estimated to have an average vehicle delays less than 15 seconds on the River Heights Circle approaches once the middle school is built.

3. WAS AN ALTERNATIVE TRAFFIC CONTROL OPTION CONSIDERED BESIDES THE ROUNDABOUT AT THE WILLAMETTE FALLS DR/BRANDON PL INTERSECTION?

Yes, a two-way stop control was analyzed (stop signs on the Brandon Place and Fields Bridge Park driveway). However, the intersection was not able to meet the City's operating standard (average vehicle delay less than 35 seconds) with the relocated middle school traffic under the sensitivity analysis scenario (100 students walk/bike, 350 students driven, 450 students bussed). Because of the proximity to the Tualatin River bridge, Willamette Falls Drive cannot be widened to the west of Brandon Place to accommodate an eastbound left turn lane at the intersection. A roundabout was determined to provide significantly more capacity than a two-way stop option.

Additionally, a roundabout provides many safety benefits for pedestrians and bicyclists. Roundabouts can reduce the types of crashes where people are seriously hurt or killed by 78% - 82%. The curvature of a roundabout results in lower vehicle speeds (15 mph – 25 mph) and provide shorter crossings for pedestrians by providing a center refuge island at each crossing. To learn more about the benefits of roundabouts, visit the Federal Highway Administration website: www.safety.fhwa.dot.gov/intersection/innovative/roundabouts.

A traffic signal was also considered but was not desired. Again, because of the proximity to the Tualatin River bridge, Willamette Falls Drive cannot be widened to accommodate an eastbound left turn lane at the intersection. With a traffic signal and lack of an eastbound left turn lane, eastbound capacity would be limited as left turn vehicles would block through vehicles. Additionally, a traffic signal would not provide the same safety benefits that a roundabout would provide.

OTHER INFORMATION

Please refer to the Transportation Impact Study (TIS) for other transportation analysis related questions or the School District's Project Website (www.wlwy.k12.or.us/domain/1997).

Let us know if you have any other questions. Thanks!

Scott Mansur, P.E., PTOE
Transportation Engineer
DKS Associates