

HWY 99W/ADAMS AVE TSP AMENDMENT

PROPOSAL OVERVIEW

Applicant:

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Summary:

The applicant, Washington County, proposes to amend the City of Sherwood's Transportation System Plan to extend Adams Avenue from its existing terminus at Highway 99W (near Home Depot) to the west side of Highway 99W. The primary purpose of the street extension is to develop access and street system improvements to address capacity and safety issues in the area. As shown in **Figure 1**, the extension would be designated as a collector street. This amendment would modify Figure 8-1 (Functional Classification Map).

Review Type:

The proposed map amendment requires a Type V (Legislative) review before the Planning Commission and City Council. As required, a Neighborhood Meeting to present the proposal was held for which notice was provided to property owners within 1,000' of the proposed map amendment. Documentation of the meeting has been submitted with the application materials.

Background:

Washington County is currently making safety and capacity improvements for Tualatin Sherwood Road, which includes roadway widening, access management, Intelligent Transportation Systems (ITS), and off-corridor circulation. The roadway widening and access management elements are being addressed as part of the MSTIP 3d Tualatin-Sherwood Road (Adams to Borchers) project, which is currently in design. The ITS element will be evaluated over the next year as the County implements improved traffic signal timing along Tualatin-Sherwood Road from Teton Avenue to OR 99W and along OR 99W from the Home Depot intersection to Sunset Boulevard with the possibility of using adaptive signal timing. The purpose of this TSP amendment is to address the off-corridor circulation element of the County's overall strategy for making safety and capacity improvements for Tualatin Sherwood Road.

RECEIVED

APPLICABLE DEVELOPMENT CODE CRITERIA

16.80.030 - Review Criteria

B. Map Amendment

An amendment to the City Zoning Map may be granted, provided that the proposal satisfies all applicable requirements of the adopted Sherwood Comprehensive Plan, the Transportation System Plan and this Code, and that:

1. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan and the Transportation System Plan.

RESPONSE: *As is demonstrated further in this application, the amendment is consistent with the applicable goals and policies of the Comprehensive Plan and the Transportation System Plan.*

3. The proposed amendment is timely, considering the pattern of development in the area, surrounding land uses, any changes which may have occurred in the neighborhood or community to warrant the proposed amendment, and the availability of utilities and services to serve all potential uses in the proposed zoning district.

RESPONSE: *The proposed map amendment will allow for the future development of a public transportation facility that will provide surrounding land uses with improved access and circulation. The area to be served is zoned Light Industrial – LI and General Commercial – GC, zoning districts that, when built out or redeveloped, will generate 5,000 trips. The proposed location supports the existing and future pattern of development in the area by consolidating access for multiple properties at an existing signalized intersection on Highway 99W. This alignment provides a continuation of Adams Avenue to the east, a designated collector, thereby supporting the pattern of development in the area.*

The amendment is timely in that Washington County is currently making safety and capacity improvements for Tualatin Sherwood Road on the whole, of which the TSP amendment is one element. The County is pursuing access management on SW Roy Rogers Road which necessitates that alternate access is provided for properties in the NW corner of the intersection of Highway 99W and SW Roy Rogers Road. This TSP amendment will provide the map amendment needed for this future alternate access. Washington County is also presently designing improvements to Tualatin Sherwood Road to reduce congestion and improve safety in the area with construction to begin in 2014. As the scope of the City's current TSP update does not address new roadways; Washington County has made application to do so which is both timely and consistent with the pattern of development in the area. This criterion is met.

C. Transportation Planning Rule Consistency

1. Review of plan and text amendment applications for effect on transportation facilities. Proposals shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with OAR 660-12-0060 (the TPR). Review is required when a development application includes a proposed amendment to the Comprehensive Plan or changes to land use regulations.

RESPONSE: *The proposed TSP amendment is an amendment to the Comprehensive Plan subject to review to determine whether it significantly affects a transportation facility. The attached memorandum from DKS Associates, dated September 17, 2013, provides this review in accordance with OAR 660-12-0060. This criterion is met.*

2. "Significant" means that the transportation facility would change the functional classification of an existing or planned transportation facility, change the standards implementing a functional classification, allow types of land use, allow types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility, or would reduce the level of service of the facility below the minimum level identified on the Transportation System Plan.

RESPONSE: *As demonstrated in the attached memorandum from DKS Associates, dated September 17, 2013, the proposed TSP amendment will not result in a significant effect to a transportation facility. This review criterion is met.*

3. Per OAR 660-12-0060, Amendments to the Comprehensive Plan or changes to land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:
 - a. Limiting allowed uses to be consistent with the planned function of the transportation facility.
 - b. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses.
 - c. Altering land use designations, densities or design requirements to reduce demand for automobile travel and meet travel needs through other modes.

RESPONSE: *The proposed TSP amendment does not result in a significant effect to a transportation facility; therefore, this criterion does not apply.*

APPLICABLE COMPREHENSIVE PLAN POLICIES

B. GOALS, POLICIES, AND STRATEGIES

Goal 1: Provide a supportive transportation network to the land use plan that provides opportunities for transportation choices and the use of alternative modes serving all neighborhoods and businesses.

Policy 1 – The City will ensure that public roads and streets are planned to provide safe, convenient, efficient and economic movement of persons, goods and services between and within the major land use activities. Existing rights of way shall be classified and improved and new streets built based on the type, origin, destination and volume of current and future traffic.

RESPONSE: *The proposed roadway provides needed internal circulation for several large parcels zoned Light Industrial-LI and General Commercial-GC. Per the traffic memorandum, these parcels will generate up to 5,000 trips related to the movement of goods and services within these major land use activities.*

The proposed designation for this roadway is a collector, consistent with the purpose of collectors which is to "Provide both access and circulation within and between residential and commercial/industrial areas." (TSP Table 1. Functional Classification Definitions). Per the City's definition, these are "typically greater than 0.5 to 1.0 miles in length." At 0.25 miles in length, the proposed roadway is shorter than this typical length due to topographic and environmental constraints relative to the ravine immediately west of the proposed alignment. This shorter length is also proposed in response to neighborhood concerns about additional traffic to the residential areas to the west if the roadway was longer in length or a through-connection.

Although the proposed roadway is shorter than the typically-defined length in the City's collector definition, there are no standards to preclude a "stub" collector. Moreover, while stub collectors

are not currently found in the City of Sherwood, they are utilized by Washington County, in which there are existing stub collectors as well as ones mapped in the County TSP.

The justification for a collector designation is further due to its intersection with Hwy 99W, an ODOT facility, for which future access as a public roadway will be subject to ODOT approval for Grant of Access for a Public Approach. Per OAR 734-051-2020 (4)(e)(B) (i):

*“The department (ODOT) may determine that a benefit to the state highway system exists where the proposed connection is a public facility with **a functional classification of collector or higher** (emphasis added) and is identified in an adopted transportation system plan, consistent with OAR 660-012-0000 through 660-012-0070;”*

Although alternate documentation may be provided to prove a benefit to the state highway system, as a matter of practice ODOT requires that such access be designated as collectors at a minimum. The proposed public roadway designation as a collector is consistent with this provision.

Therefore, because the roadway 1) provides needed internal circulation that facilitates the safe, convenient, efficient and economic movement of persons, goods and services between and within the major land use activities; 2) is substantially consistent with the City’s collector street definition; and 3) is consistent with ODOT’s minimum desired collector functional classification for access to Hwy 99W, this criterion is met.

Policy 2 – Through traffic shall be provided with routes that do not congest local streets and impact residential areas. Outside traffic destined for Sherwood business and industrial areas shall have convenient and efficient access to commercial and industrial areas without the need to use residential streets.

RESPONSE: *The proposed roadway terminates approximately 0.25 miles from its intersection with Hwy 99W and does not create through traffic. It is contained wholly within commercial and light industrial zoned properties and does not impact residential areas. The roadway will provide outside traffic with direct access to these commercial and industrial areas without the need to use intervening residential streets. This criterion is met.*

Policy 3 – Local traffic routes within Sherwood shall be planned to provide convenient circulation between home, school, work, recreation and shopping. Convenient access to major out-of-town routes shall be provided from all areas of the city.

RESPONSE: *The proposed roadway provides access for multiple properties at a signalized intersection that connects to the larger transportation system that provides circulation between home, school, work, recreation, and shopping. This new roadway also provides direct access to Hwy 99W, a major arterial that connects to out-of-town destinations. This criterion is met.*

Policy 6 – The City shall work to ensure the transportation system is developed in a manner consistent with state and federal standards for the protection of air, land and water quality, including the State Implementation Plan for complying with the Clean Air Act and the Clean Water Act.

RESPONSE: *The proposed map amendment does not preclude future compliance with these standards which are implemented by Clean Water Services (water quality) and the Oregon Department of Environmental Quality (air quality). This review criterion is met.*

Policy 8 – The City of Sherwood shall consider infrastructure improvements with the least impact to the environment.

RESPONSE: *The proposed roadway is located within the urban growth boundary and avoids known environmental resources including wetlands (Figure 2) and riparian habitat (Figure 3) and areas designated as Refuge Sanctuary within the Tualatin River National Wildlife Refuge (Figure 4). This review criterion is met.*

Goal 2: Develop a transportation system that is consistent with the City's adopted comprehensive land use plan and with the adopted plans of state, local, and regional jurisdictions.

Policy 1 – The City shall implement the transportation plan based on the functional classification of streets shown in Table 8-1.

RESPONSE: *The designation for the proposed roadway is a collector street which is one of the City's functional classifications implemented by the TSP. This criterion is met.*

Policy 2 – The City shall maintain a transportation plan map that shows the functional classification of all streets within the Sherwood urban growth area. Changes to the functional classification of streets must be approved through an amendment to the Sherwood Comprehensive Plan, Part 2, Chapter 6 - Transportation Element.

RESPONSE: *The proposed roadway will amend the City's Transportation System Plan which is part of the Sherwood Comprehensive Plan, Part 2, Chapter 6 - Transportation Element. This criterion is met.*

Policy 3 – The Sherwood transportation system plan shall be consistent with the city's adopted land use plan and with transportation plans and policies of other local jurisdictions, especially Washington County, Clackamas County, City of Wilsonville, and the City of Tualatin.

RESPONSE: *As demonstrated in the responses to the applicable TSP policies, the proposed amendment is consistent with the adopted TSP. The adopted TSP has been found to be consistent with the city's adopted land use plan and transportation plans and policies of other local jurisdictions. Therefore, because the proposal is consistent with the adopted TSP, this criterion is met.*

Policy 5 – The City shall adopt a street classification system that is compatible with Washington County Functional Classification System for areas inside the Washington County Urban Area Plan and with Washington County 2020 Transportation Plan (Ordinance 588).

RESPONSE: *The proposed functional classification for the new public roadway is a collector street which is one of the City's functional classifications in its adopted TSP that has been deemed to be compatible with Washington County Functional Classification System for areas inside the Washington County Urban Area Plan and with Washington County 2020 Transportation Plan. This criterion is met.*

Goal 3: Establish a clear and objective set of transportation design and development regulations that addresses all elements of the city transportation system and that promote access to and utilization of a multi-modal transportation system.

Policy 7 – The City of Sherwood will generally favor granting property access from the street with the lowest functional classification, including alleys. Additional access to arterials and collectors for single family units shall be prohibited and use access from frontage roads and local streets. Frontage roads shall be designed as local streets.

RESPONSE: *The proposed roadway will allow for access onto a collector street instead of an arterial (Tualatin Sherwood Road) or a state highway (Hwy 99W) thereby providing access onto*

a public street with a lower functional classification than surrounding transportation facilities. Property-specific access to the roadway will be regulated by the City at a future design phase or a land use action and is not applicable to the proposed TSP amendment. This criterion is met.

Policy 8: The City will adopt access control and spacing standards for all arterial and collector streets to improve safety and promote efficient through street movement. Access control measures shall be generally consistent with Washington County access guidelines to ensure consistency on city and county roads.

RESPONSE: *The proposed roadway will align with an existing signalized access at Hwy 99W. This TSP amendment does not propose to change the City's adopted standards for access control or spacing for arterials or collectors. This criterion is met.*

APPLICABLE STATEWIDE PLANNING GOALS

GOAL 1 (Citizen Involvement)

RESPONSE: *The applicant, Washington County provided notification for and conducted a neighborhood meeting in compliance with the public notification requirements for a Type V land use application. Further public notice is to be provided by the City of Sherwood which includes opportunities for written and oral testimony at public hearings before the Planning Commission and City Council. This criterion is met.*

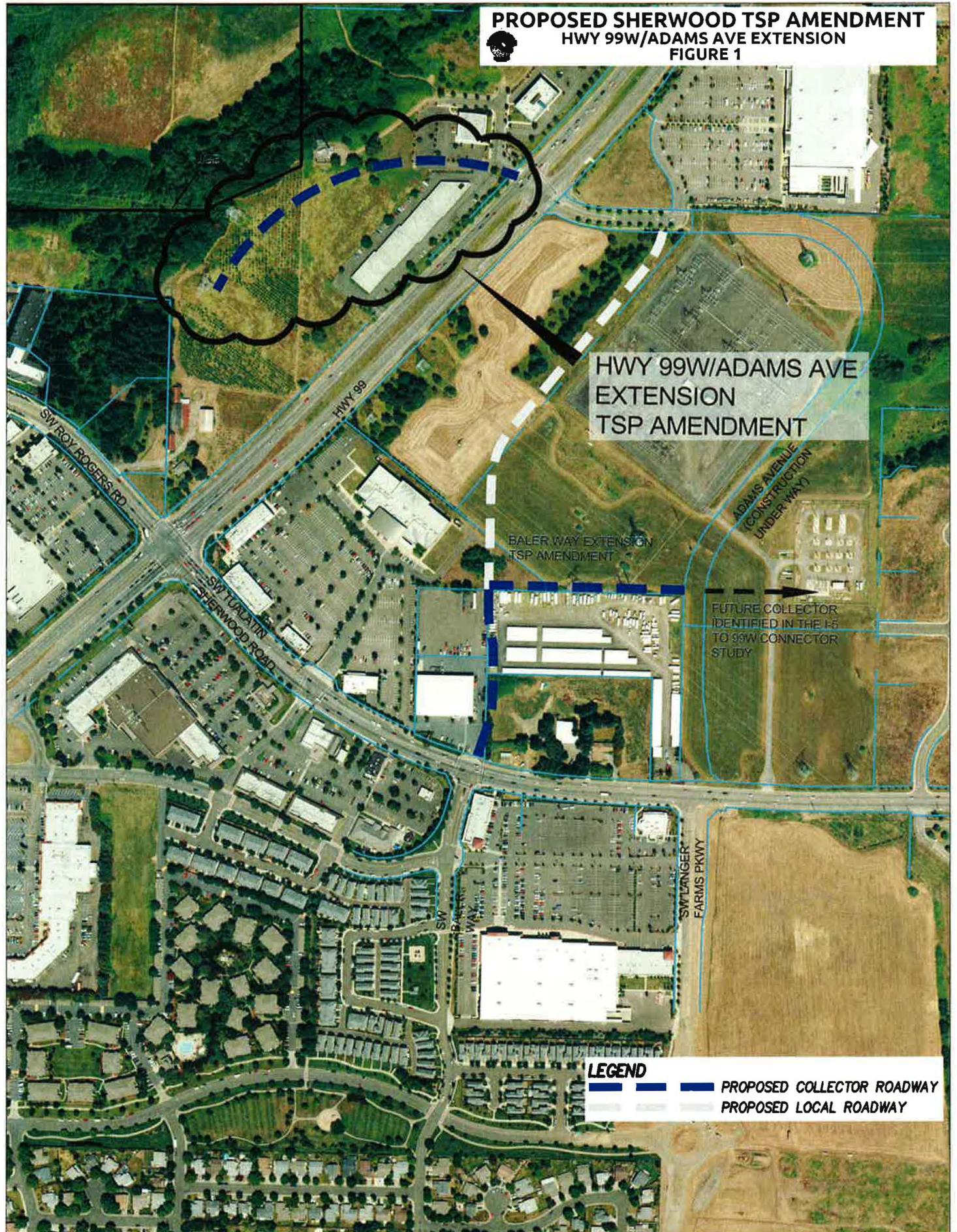
GOAL 2 (Land Use Planning)

RESPONSE: *The applicant, Washington County, has addressed all applicable land use approval criteria for a TSP map amendment. The application will be reviewed by the City of Sherwood in accordance with the approval process for a Type V (Legislative) land use application. This criterion is met.*

GOAL 12 (Transportation)

RESPONSE: *Goal 12 is implemented through the Transportation Planning Rule ("TPR"). As demonstrated in the previous responses for Transportation Planning Rule Consistency under 16.80.030 - Review Criteria, the proposal is consistent with the TPR. Therefore, the proposal is consistent with Goal 12. This criterion is met.*

PROPOSED SHERWOOD TSP AMENDMENT
HWY 99W/ADAMS AVE EXTENSION
FIGURE 1



LEGEND

- PROPOSED COLLECTOR ROADWAY
- PROPOSED LOCAL ROADWAY

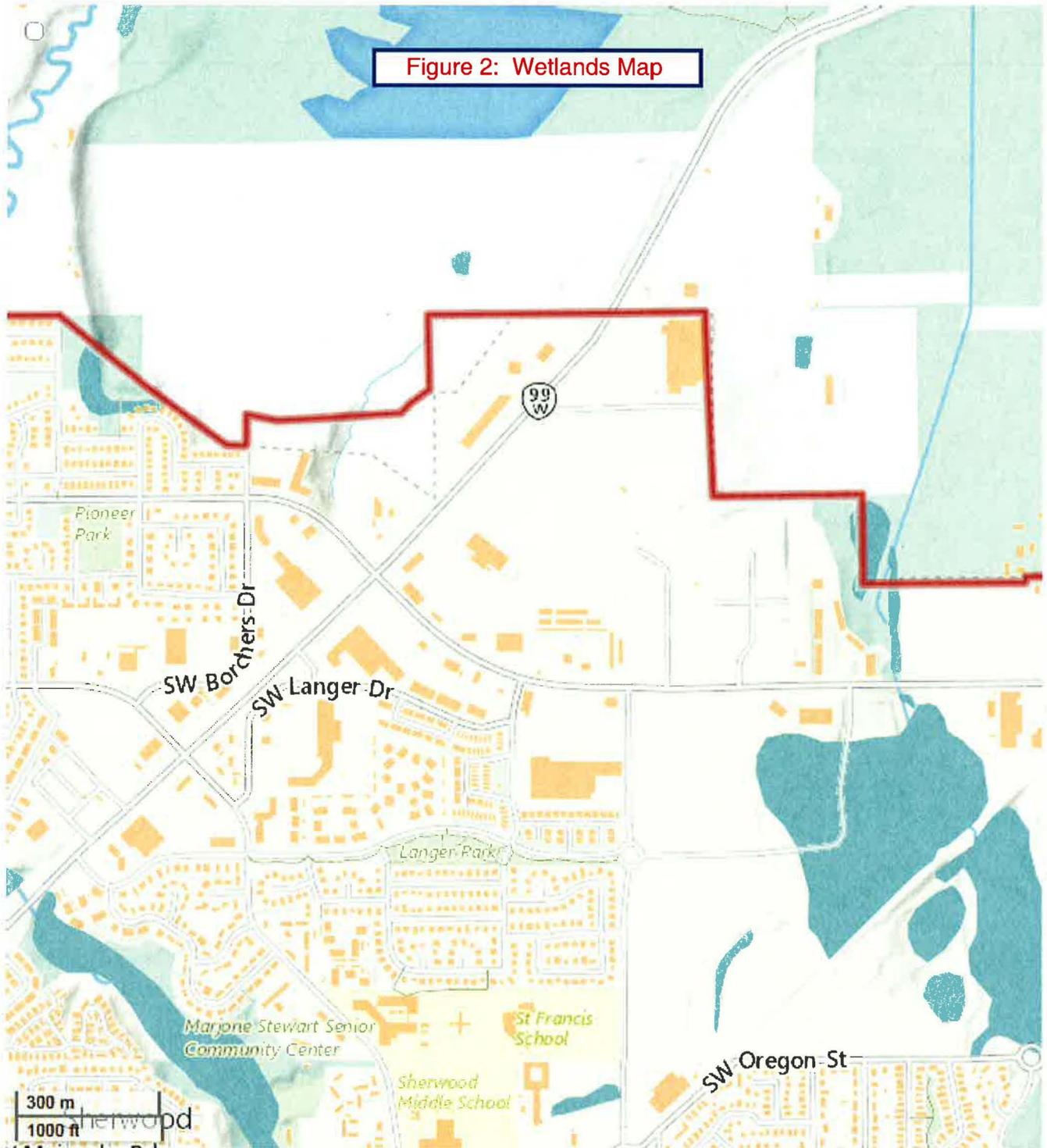


Figure 2: Wetlands Map

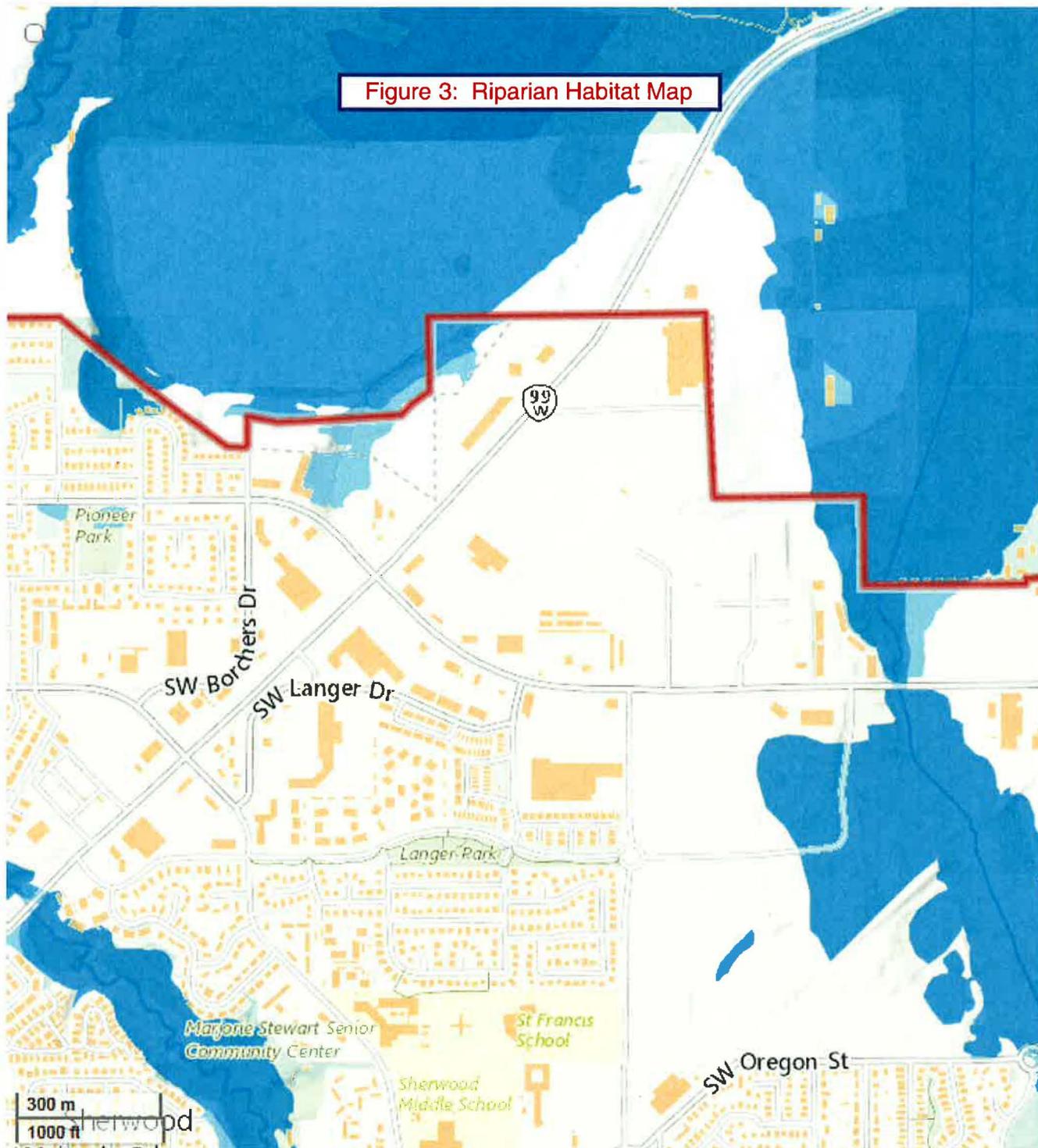


Metro

Data Resource Center
 600 NE Grand Ave, Portland, OR 97232
 503.797.1742 – drc@oregonmetro.gov

This Web site is offered as a public service, integrating various government records into a region-wide mapping system. The property assessment records are a multi-county integration of Clackamas, Multnomah and Washington County records. MetroMap blends each county's records into a common database on a quarterly basis. Therefore, to view each county's official records, go to their respective web sites or offices. The other MetroMap data are derived from city, county, state, federal and Metro sources. The metadata (data about the data) are included on this site, including the sources to be consulted for verification of the information contained herein. It describes some cases where Metro blends city and county records by generalizing the disparities. Metro assumes no legal responsibility for the compilation of multi-source government information displayed by Metro Map.

Figure 3: Riparian Habitat Map



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Figure 4: Tualatin River National Wildlife Refuge

