

Planning Commission Recommendation to the City Council
PA 14-01 –Transportation System Plan Update

To: The Sherwood City Council

From: The Planning Department



Brad Kilby, AICP – Planning Manager

On May 27, 2014, the Planning Commission considered amendments to the City of Sherwood Transportation System Plan, proposed by staff. After considering the materials, public testimony, and the findings in the staff report, the Planning Commission voted unanimously to recommend approval of the request to the Sherwood City Council. Their decision is based on the findings of fact in this recommendation.

Proposal overview: Staff is proposing to update the City's Transportation System Plan (TSP) to address community needs and regional requirements. The TSP provides a framework for the long-term vision of Sherwood's transportation system and includes strategies and planned improvement projects for a variety of travel modes (pedestrian, bike, auto, and transit). In addition to addressing local needs, the proposal includes updating the plan so that it is consistent with state and regional policies, such as the Oregon Transportation Planning Rule (TPR), Metro's Regional Transportation Plan (RTP), Metro's Regional Transportation Functional Plan (RTFP), and in a manner that complements other local plans, such as the Washington County TSP. There is also a map amendment associated with this request that would remove a trip cap that was applied under City Ordinance 2008-003. We believe that the trip cap is no longer necessary given that the appropriate modeling has been completed through update process and proposed Traffic Impact Analysis (TIA) requirements will help protect the function of Highway 99W.

I. OVERVIEW

- A. Applicant: This is a City initiated amendment to the City Transportation System Plan.
- B. Location: The City's Transportation System Plan (TSP) is a long term guide for the City's transportation system, and applies city wide.
- G. Review Type: The proposed plan amendment requires a Type V review, which involves public hearings before the Planning Commission and City Council. The Planning Commission recommends approval to the City Council who will make the final decision. Any appeal of the City Council decision would go directly to the Oregon Land Use Board of Appeals.
- H. Public Notice and Hearing: The project is a legislative amendment. Notice of the first evidentiary hearing was provided to the Department of Land Conservation and Development (DLCD) and Metro on April 11, 2014. Notice of the May 27th Planning Commission hearing was published in the May edition of the Sherwood Gazette, the May edition of the Sherwood Archer, and in the Times on both May 15th, and May 22, 2014.

Notice was also posted in 5 public locations around town and on the web site on May 6, 2014. Notice of the June 17th City Council Hearing was indicated as a tentative date in the Planning Commission notices. Once the agenda for the June 17th hearing was approved (May 29, 2014) notice of was posted in 5 public locations around town and on the web site. Notice of the June 17th hearing was also published in the June 5th and 12th editions of the Times.

I. Review Criteria:

The required findings for the Plan Amendment are identified in Section 16.80.030 of the Sherwood Zoning and Community Development Code (SZCDC). In addition, the amendment must be consistent with Goals 1, 2 and 12 of the Statewide Planning Goals and Chapter 6 of the Comprehensive Plan.

J. Background:

The TSP went through its last major update in 2005. Since that time, there have been eight amendments; four for concept plan areas, one amendment to change the functional classification of Columbia Street (related to Cannery project) from a collector to a local street, one amendment to identify the future classification and designation of SW Cedar Brook Way, one amendment to identify and classify a future extension of SW Baler Way, and one amendment to identify and classify a future extension of SW Langer Farms Parkway north of Highway 99W.

Sherwood has grown significantly and experienced numerous changes since the current Sherwood TSP was adopted in 2005. The updated TSP is intended to address these changes as well plan for conditions and needs over a 20-year planning horizon. The update, funded through a state Transportation and Growth Management grant, will bring the current TSP into compliance with the latest requirements of the Oregon Transportation Planning Rule (TPR), Metro's Regional Transportation Plan (RTP), and Metro's Regional Transportation Functional Plan (RTFP). At the outset of the project, it was determined that the following key questions would be addressed through the process:

- How is the transportation system today? (Existing conditions)
- What needs are present today and in the future? (Needs assessment)
- How do we address the needs? (Project options)
- What changes to our TSP and implementation documents are needed to address local needs and regional requirements?

II. PUBLIC COMMENTS

At the hearing, the Planning Commission considered testimony from 4 citizens in person, and one piece of written testimony. The unapproved minutes of that meeting are attached to this recommendation as Exhibit G, and the written testimony is attached as Exhibit H. It should be noted that there have been several other opportunities for public involvement throughout the past six months including two Planning Commission work sessions, two public open houses, and three meetings with the Citizens Advisory Committee. In addition, the City has maintained a project website with monthly updates in both English and Spanish. The draft version of the Transportation System Plan has been made available to the public since late March 2014. Comments that were received through any of the events listed above have been incorporated into the draft version of the TSP. Community Comment Cards collected during the process have been compiled and are attached as Exhibit A. The comments have been considered and, where the comment could be incorporated with good reasoning, they were.

III. AGENCY/DEPARTMENTAL COMMENTS

The City requested comments from affected agencies. The following information briefly summarizes those comments:

- The Department of Land Conservation and Development (DLCD) provided an e-mail from Anne Debbaut, dated March 13, 2014 indicating that the DLCD transportation staff did not have any concerns at this time, and appreciate the City's efforts to develop a multi-modal approach to identifying transportation solutions.
- Metro, the Oregon Department of Transportation, Washington County Transportation and Land Use, The City of Tigard, the City of Wilsonville, and the City of Tualatin have all been partners in the review and preparation of the Transportation System Plan. To date, no comments were received from these jurisdictional partners, aside from their input on the Technical Advisory Committee.

Clean Water Services, Tualatin Valley Fire and Rescue (TVF&R), Kinder Morgan, Pride Disposal, Bonneville Power Administration, The Sherwood Building Department, Portland General Electric, Northwest Natural Gas, and Raindrops to Refuge were provided the opportunity to comment on this application but did not provide written or verbal comments.

IV. APPLICABLE DEVELOPMENT CODE CRITERA

16.80.030 – Review Criteria

A. Text Amendment

An amendment to the text of the Comprehensive Plan shall be based upon a need for such an amendment as identified by the Council or the Commission. Such an amendment shall be consistent with the intent of the adopted Sherwood Comprehensive Plan, and with all other provisions of the Plan, the Transportation System Plan and this Code, and with any applicable State or City statutes and regulations, including this Section.

The last Transportation System Plan update for Sherwood occurred in 2005. The 2014 update became a priority for the City to address growing transportation needs. This update was funded through an Oregon Department of Transportation -Transportation and Growth Management grant. In addition to addressing local needs, the plan is intended to be consistent with state and regional policies, such as the Oregon Transportation Planning Rule (TPR), Metro's Regional Transportation Plan (RTP) , Metro's Regional Transportation Functional Plan (RTFP), and the Washington County TSP.

Key items that were studied through this process were the existing conditions, an assessment of the community's transportation needs to the year 2035, and identification of projects needed to address those transportation needs. The specific amendments proposed through the proposed language would amend the goals and policies of Chapter 6 in Volume II of the Comprehensive Plan. The proposed amendments to the goals and policies reflect direction provided by regulations such as the RTFP, establish a policy basis for implementing the recommended projects and standards in the updated TSP, and incorporate policies and strategies from planning work adopted since the 2005 TSP, in particular the Town Center Plan. Those amended goals and policies are included in Exhibit B of this report.

The proposed amendments also affect Volume III of the Comprehensive Plan, which is the Development Code. The changes to the language within the Development Code are to Section 16.10 Definitions, 16.80 Plan Amendments; 16.90 Site Planning; 16.94 Off-Street Parking, and 16.106 Transportation Facilities. All of the amendments proposed within these sections are intended to implement the changes to the goals and policies

of Volume II, to comply with regional and state (TPR and RTFP) provisions related to the Development Code, to assist in implementing the improvements recommended in the updated TSP, and to provide consistency in references and standards between the TSP, the Engineering Design Manual, and the Development Code. The proposed Code amendments are included in Exhibit C of this report.

FINDING: The proposed amendments are needed to address the City's transportation needs based on forecasted growth in the region, and to be consistent with state and regional policies. Findings of compliance with the RTFP and TPR are provided in the TSP, Volume II, Section H (Exhibit F).

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.**
- 2. There is an existing and demonstrable need for the particular uses and zoning proposed, taking into account the importance of such uses to the economy of the City, the existing market demand for any goods or services which such uses will provide, the presence or absence and location of other such uses or similar uses in the area, and the general public good.**
- 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.**
- 4. Other lands in the City already zoned for the proposed uses are either unavailable or unsuitable for immediate development due to location, size or other factors.**

The proposed map amendment would affect the zoning map as it applies to WCTM 2S130D, tax lot 001200 also addressed as 21305 SW Pacific Highway. In 2008, the zoning of the property was changed from Medium Density Residential Low to Retail Commercial (Ord. 2008-003) with a finding that stated that the rezone would not be consistent with the TPR without a condition that would limit development on the site to no more than 460 vehicular trips per day until the City's Plan was amended consistent with Statewide Planning Goals to provide otherwise. The modeling that was completed with the proposed amendment to the TSP considered traffic that could be generated by developing this property as zoned Retail Commercial, and identifies mitigation measures within the project list to offset potential impacts of redevelopment of the property under that designation.

FINDING: Provisions of B2 and B4 above are not applicable to the request. Provisions B1 and B3, are addressed through the adoption of the proposed amendments to the Comprehensive Plan. Considering this premise, the proposed map amendment would be consistent with the goals and policies of the applicable plans and is timely considering the future provision of transportation services that would be constructed with any future development allowed under the Retail Commercial Zoning designation. As discussed above the proposed amendment is consistent with the TSP and comprehensive plan elements. Ordinance 2008-003 is attached as Exhibit D to this report. Proposed TSP Volumes I and II include the background data and project list to support the request. See Exhibits E and F to this report.

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.

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.

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.

The TPR requires that the City inventory the existing system, identify deficiencies that would negatively affect state facilities, and identify alternatives to address those deficiencies. The proposed amendments to the TSP, the Comprehensive Plan, and the Development Code are intended to maintain or improve the safety, mobility, and accessibility of the overall transportation system based on forecasted growth and traffic patterns. For these reasons noted, this amendment is consistent with the TPR.

The City sent notice of the proposed updated TSP and associated amendments to the Comprehensive Plan and Development Code to the State Department of Land Conservation and Development (DLCD), the Oregon Department of Transportation (ODOT) and Washington County. Since the notice was sent, revisions to the proposed updated TSP have been made to classify Brookman Road as an arterial and to identify Brookman Road and the adjacent Concept Plan area as an area for further refinement. Through the City's TSP update process and the concurrent County TSP update, the City has coordinated with Washington County and will continue to coordinate with the County for future planning efforts regarding the function and classification of Brookman Road and the surrounding road network.

FINDING: As noted above, the proposed amendments would change the transportation system in a manner that improves the existing transportation system plan through identified mitigation measures. These measures address identified existing and future transportation system needs through the TSP horizon (year 2035). The Plan indicates that the identified mitigation projects would improve the overall transportation system and reports that system measures would meet or make progress towards regional targets for safety, congestion, freight delay, motor vehicle travel per capita, and non-single occupant vehicle (SOV) use. These benefits demonstrated by these measures indicate that the transportation system would be improved through this amendment.

V. 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.

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.

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.

Goal 4: Develop complementary infrastructure for bicycles and pedestrian facilities to provide a diverse range of transportation choices for city residents.

Goal 5: Provide reliable convenient transit service to Sherwood residents and businesses as well as special transit options for the city's elderly and disabled residents.

Goal 6: Provide a convenient and safe transportation network within and between the Sherwood Old Town (Town Center) and Six Corners area that enables mixed use development and provides multi-modal access to area businesses and residents.

Goal 7: Ensure that efficient and effective freight transportation infrastructure is developed and maintained to support local and regional economic expansion and diversification consistent with City economic plans and policies.

Goal 8: The Sherwood City's transportation network will be managed in a manner that ensures the plan is implemented in a timely fashion and is kept up to date with respect to local and regional priorities.

FINDING: The existing goals will remain intact. The proposed amendments to Chapter 6 of the Comprehensive Plan reflect the findings and recommendations of the updated TSP. The proposed amendments are intended to provide a supportive policy basis for the updated TSP that is based on the City's forecasted needs into the next 20 years. The development of a comprehensive TSP that reflects the Comprehensive Plan, including special area plans that were created between this revision and 2005, as well as any applicable state, local, and regional regulations. The proposed amendments would be implemented through the Sherwood Zoning and Community Development Code, which provides clear and objective standards to achieve the desired results called for in the TSP. Finally, the proposed amendments remove conflicts within the existing TSP and all applicable state, local, and regional transportation planning documents. See Exhibit B, Draft Proposed Transportation Goals and Policies, for the specific language amendments being proposed.

VI. APPLICABLE STATEWIDE PLANNING GOALS

Goal 1 (Citizen Involvement)

FINDING: Staff utilized the public notice requirements of the Code to notify the public of this proposed plan amendment. The City's public notice requirements have been found to comply with Goal 1 and, therefore, this proposal meets Goal 1. In addition, the City hosted an open house prior to beginning the formal plan amendment process to get input and feedback on potential amendments and held a work session with the Planning Commission on June 26, 2012 for further discussion. At the work session, the Planning Commission allowed the public to speak on the potential amendments prior to providing staff with feedback on proceeding with the public notice for the amendment.

Goal 2 (Land Use Planning)

FINDING: The proposed amendments, as demonstrated in this report were subject to a robust citizen outreach program, and the proposed amendments are being processed in compliance with the local, regional and state requirements. There have been several opportunities for public involvement throughout the past six months including two Planning Commission work sessions, two public open houses, and three meetings with a citizens advisory committee. In addition, the City has maintained a project website with monthly updates in both English and Spanish. The draft version of the Transportation System Plan has been made available to the public since late March. Public comments that were received through any of the events listed above have been considered and incorporated into the draft version of the TSP, and approval of the proposed amendments are subject to further public review including hearings before both the Planning Commission and the City Council.

Goal 3 (Agricultural Lands)

Goal 4 (Forest Lands)

Goal 5 (Natural Resources, Scenic and Historic Areas and Open Spaces)

Goal 6 (Air, Water and Land Resources Quality)

Goal 7 (Areas Subject to Natural Hazards)

Goal 8 (Recreational Needs)

FINDING: The Statewide Planning Goals 3-8 do not specifically apply to the proposed plan amendments. Arguably, the proposed amendments will improve upon the intent of these goals, by providing a more orderly and efficient transportation system. In any event, there is no evidence to suggest that the proposal is in conflict with these goals.

Goal 9 (Economic Development)

FINDING: The TSP and its implementation help to support local and regional economic development goals and plans by the provision of efficient and predictable transportation routes. In addition, it ensures orderly and efficient access to planned commercial and employment uses throughout the City.

Goal 10 (Housing)

FINDING: The TSP was developed to account for future residential trips. The implementation of the TSP benefits all of the citizens of Sherwood by ensuring that jobs, services, and residences are accessible through a coordinated transportation system. Further, the TSP identifies needed improvements within the project list to assist the community in prioritizing where and how existing and future development is to be served by the transportation system.

Goal 11 (Public Facilities and Services)

FINDING: The transportation system is inherently one of the community's primary public facilities. The TSP documents existing conditions and future needs for the transportation system within the City, and allows proposed improvements and implementation measures to be tailored to meet those future needs. The TSP, the revised Comprehensive goals and policies, and the implementation measures all assist the City in complying with state and regional rules for the orderly and efficient provision of transportation facilities and services for the community and region.

Goal 12 (Transportation)

As discussed throughout this report, and the supporting documents, the proposed amendments are being proposed to ensure consistency with the TPR, which implements Goal 12. The TPR requires that the City inventory the existing system, identify deficiencies that would negatively affect state facilities, and identify alternatives to address those deficiencies. Section OAR 660-12-0045 of the TPR relates to implementation of the TSP through land use and development regulations. Amendments to the Development Code that are proposed to comply with Section 660-12-0045 are presented in Exhibit C.

FINDING: The proposed amendments to the TSP, the Comprehensive Plan, and the Development Code are designed to maintain or improve the safety, mobility, and accessibility of the overall

transportation system based on forecasted growth and traffic patterns. For these reasons noted, this amendment is consistent with the TPR. Specific findings of Development Code compliance with TPR Section 660-12-0045 are provided in the TSP, Volume II, Section H (Exhibit F).

Goal 13 (Energy Conservation)

Goal 14 (Urbanization)

Goal 15 (Willamette River Greenway)

Goal 16 (Estuarine Resources)

Goal 17 (Coastal Shorelands)

Goal 18 (Beaches and Dunes)

Goal 19 (Ocean Resources)

FINDING: The Statewide Planning Goals 13-19 do not specifically apply to these proposed plan amendment; nor do the proposed amendments conflict with the stated goals.

VII. RECOMMENDATION

After considering the materials, public testimony, and the findings in the staff report, the Planning Commission recommends **APPROVAL** of PA 14-01 City of Sherwood Transportation System Plan with the edits identified in Exhibit I to this report.

VIII. ATTACHMENTS

- A. Public Comments
 - i. Open House #1 Summary
 - ii. Open House #2 Summary
 - iii. Open House #2 comment cards received
 - iv. March 10th e-mail from Brent Ahrend, P.E. – RE: Pfeiffer Property/Sherwood Blvd.
 - v. March 28th letter from Brent Ahrend, P.E. – RE: Pfeiffer Property
 - vi. April 16th letter from Brent Ahrend, P.E. – RE: Pfeiffer Property
 - vii. April 8th Work Session Meeting Minutes with the Planning Commission
- B. Proposed Transportation Goals and Policies – Comprehensive Plan Chapter 6 (*Also found in Section G of Volume II of the proposed TSP*)
- C. Draft Proposed Implementation Language (May 14th Revision) (*Also found in Section G of Volume II of the proposed TSP*)
- D. Ordinance 2008-003 – An Ordinance Amending the Comprehensive Plan and Zoning Map to Redesignate a Parcel From Medium Density Residential Low to Retail Commercial
- E. Volume I Draft Sherwood Transportation Plan
- F. Volume II Draft Sherwood Transportation Plan (*Appendix*)
- G. Proposed Street Design Cross Sections for all streets in Sherwood
- H. Unapproved Minutes from the May 27th Planning Commission Hearing
- I. Written testimony received from Wade Anderson, dated May 27, 2014
- J. Planning Commission Proposed Edits to the Final Draft of the TSP

End of Report