

## URBAN GROWTH BOUNDARY ADDITIONS

### A. INTRODUCTION

The urban growth boundary (UGB) has largely remained unchanged since it was drawn in the 1980s. The planning period of the last “periodic review” of the Comprehensive Plan in 1991 was extended from 2000 from the original adoption of the Comprehensive Plan – Part 1 (1980) to 2010. Conversely, the City of Sherwood experienced rapid growth in the 1990s and continues to add more residents in the twenty-first century. Policy makers did not anticipate rapid changes to the UGB when policies were established over fifteen years ago and the 1990 population was 3,093.

The Metro Council added over approximately 700 acres to the Sherwood portion of the regional UGB in two separate decisions in 2002 and 2004. Metro will consider additional lands in 2007 to meet a twenty year supply of residential land in a five year periodic review interval. Metro requires a “concept plan” prior to annexation by a local jurisdiction. A concept plan is similar to a master plan, but with less detail; it outlines the future land uses, public facilities, and other urban services, but does not mandate the specifics associated with an actual development proposal.

In order to plan for the projected period of strong growth pressure in the Sherwood Urban Area the City has developed a new element to the Comprehensive Plan – Part 2 referred to as Chapter 8 – Urban Growth Boundary Additions. This Chapter will support and reinforce the adopted policies in Chapter 4 – Growth Management and will overlap in other areas. Additions are considered lands that are officially added to the regional UGB and the growth management policies are intended to guide the decision-making process prior to addition of more land and while land is ready to urbanize. The ultimate level, rate, and direction of growth can, to a large extent, depend on the urban growth management policies and objectives of the City, Metro, and the State. This Chapter of the Plan contains the data, assumptions, policy goals, objectives, and implementation strategies to accomplish the community’s needs and vision as expressed in the respective concept plans as well as general goals and objectives for consistent UGB additions. A brief narrative of each concept plan is also included to capture the unique and historical aspects of the concept planning process.

This Chapter will also summarize the results and recommendations of each concept plan over time as new additions are made to the UGB the Plan can respond accordingly. Sections are organized by each concept plan that reinforces the overall policy goals and objectives. For example, in 2004 the City established the Area 59 Citizens Advisory Committee (CAC) to make recommendations to be reviewed and revised by the Planning Commission and City Council. This Plan element designates specific land, such as Area 59, within the UGB to meet the needs of a projected population increase; provides for the orderly and economic extension of urban services; and specifies policies for the conversion of rural, agricultural and urbanizable land to certain urban uses. The overall purpose of this Chapter is to establish policies for the management of the City’s UGB additions consistent with LCDC Goal 14 and Title 11 of the Metro Urban Growth Management Functional Plan (i.e. Functional Plan).

Until 1985, this Plan was a complementary plan, that is, it applied within the City limits. The

Washington County Comprehensive Plan continued to apply to land within the Sherwood Planning Area, but outside of the City limits, via the Sherwood Community Plan. The Washington County/Sherwood Urban Planning Area Agreement (UPAA) was developed to meet intergovernmental coordination requirements of LCDC Goal 1, and details the on-going relationship between the City and County in developing, implementing, and revising their respective Comprehensive Plans for the Sherwood Planning Area. This agreement was updated biennially, the most recent in 1988. Recent amendments to the agreement have been approved by the City Council in 2006 (Resolution 2006-037) and are incorporated into this section. Additional amendments will be adopted and reviewed separately from any plan amendment process for a concept plan.

**B. URBAN GROWTH BOUNDARY DATA & ASSUMPTIONS**

The Sherwood Urban Growth Boundary (UGB) is currently defined as the area west of Cipole Road, east of Elwert Road, north of Brookman Road, and south of the Tualatin River National Wildlife Refuge and is included within the regionally adopted Metro Urban Growth Boundary.

The growth assumptions developed and selected for Sherwood during the previous Plan preparation in 1991 were low. At that time, the Plan projected 5,355 people in the urban area by 1988 as opposed to an actual 10,600 people by 2000 projected in the 1980 Plan. This difference arose from a projected 7% to 12% annual increase anticipated by connection of the Sherwood sewer system to the Durham Sewage Treatment Plant owned and operated by Clean Water Services. Since then growth has overwhelmed Sherwood: the population according to the 2000 US Census was 11,791 and 14,410 in 2005 inside the City limits, according to an estimate by Portland State University’s Population Research Center.

Sherwood has become a bedroom community for families that work elsewhere in the Portland Metro area. According to the Washington County Tax Assessor’s Office, the residential to non-residential tax base ratio is 80 percent residential and 20 percent non-residential. This jobs housing imbalance does not provide a sustainable economy for providing urban services and has repercussions on providing cost-effective urban services.

The Metro Region 2040 Growth Concept Map designates land use for future urban growth areas. The following table summarizes the acreage, planned land use designation, applicable planned densities, and the year the land was brought into the UGB.

**Table VIII -1 - Summary of UGB Additions 2002-2004**

<b>UGB Addition</b>	<b>Year</b>	<b>Acres</b>	<b>2040 Land Use Type</b>	<b>Planned Density*</b>
Area 59	2002	85	Outer Neighborhood	7.3 to 10 units per acre
Area 54-55	2002	235	Inner Neighborhood	9.6 to 10 units per acre
99W Areas	2002	23	Employment/Industrial	N/A
Area 48	2004	354	Industrial	N/A

\*Metro Code 3.07.170 describes the design type as persons per acre versus units per acre. This metric is converted to planned density for comparison purposes.

As the above table illustrates, the design types provide a range of net densities within developable areas. The Metro Housing Rule (OAR 600-007-035) requires Sherwood to plan

for six (6) units per acre. The maximum density of ten (10) units per acre is a requirement under Title 11 of the Metro Functional Plan where the minimum density threshold is set by the design type in the 2040 Growth Concept Map. Concept plans for UGB additions will need to account for these minimum and maximum ranges. For the purposes of concept planning UGB additions, 25 percent of each subject area is netted from the gross density calculation to plan for public facilities, including streets, utilities, stormwater retention, and dedicated open space. Dedicated parks and civic uses are not counted towards a density calculation.

**Table VIII – 2: Concept Plan Summary by Area**

Land Use	Acres	Planned Density
<b>AREA 59</b>		
Single-family detached	19	5 – 8 units per acre
Single-family attached	5	8 – 10 units per acre
Live-Work / Neighborhood Commercial	3	8-10 units per acre
Civic/Institutional Public	29	
Open Space (Goal 5)	12.5	
Neighborhood Park	3.5	
Streets (right-of-way)	12	
<b>Area 54-55 – Brookman</b>		
Commercial –retail	2.07	
Employment – Office	13.32	
Employment – Industrial	13.32	
Medium Density Residential Low	85.53	5.6-8 units per acre
Medium Density Residential High	10.39	5.5-11 units per acre
High Density Residential	12.07	16.8-24 units per acre
Park (community and neighborhood)	8.25	
Area 48 – Tonquin Industrial	TBD	
<b>Adams Avenue North Concept Plan area</b>		
Light Industrial	34.2	
99W Area (west side of 99W)	TBD	

Annexation in Sherwood requires voter approval. Sherwood has the choice of devising an annexation plan that would determine the pace, criteria, and size of future annexations. An annexation plan is a Title 11 requirement, but this is intended to address the delivery of services among multiple jurisdictions. It is assumed that Sherwood will provide most urban service short of emergency response, and continue to have a voter annexation process. This policy choice will substantially limit the amount of developable property because annexations require a petition by the owner to be referred to the ballot and voter approval.

During the 1989-90 Plan update the City adopted an additional provision to be incorporated into the Urban Planning Area Agreement, which governs the administration of planning duties between the City and Washington County. Since the Sherwood Comprehensive Plan employs a one-map system wherein an illustrative requirement fulfills a dual role by serving as both Plan Map and Zone Map, the map establishes land use designations or zones for unincorporated

portions of the Urban Planning Area. Therefore, to simplify the process, the agreement provides that with adequate notice to the affected property owners, upon annexation of any property within the urban planning area to the City, the land use designation specified by the Sherwood Comprehensive Plan and Zone Map is automatically applied to the property on the effective date of the annexation (as authorized by ORS 215.130(2)a and after adequate notice to the property owner). As it relates to the concept planning process, a general land use designation, such as residential, civic, or commercial is proposed and approved consistent with the Region 2040 Growth Concept Map. Subsequently, through the implementation or legislative process, actual zoning designations are applied through a plan amendment to the Plan and Zone Map for adoption.

### **C. GENERAL POLICY GOALS AND OBJECTIVES**

Goal 1: To adopt and implement an orderly urban growth boundary addition and management policy which will accommodate future growth consistent with established growth limits, planned residential densities, neighborhood oriented services, employments opportunities, and land carrying capacity based on environmental quality and livability.

#### **OBJECTIVES**

- Policy 1            Focus growth into areas contiguous to existing development rather than "leap frogging" over developable property.
  
- Policy 2            Encourage development within areas that have access to public facility and street extensions in the existing city limits.
  
- Policy 3            Encourage annexation inside the UGB where City services area available and can be extended in a cost-effective and efficient manner.
  
- Policy 4            When Metro and Sherwood designates future urban growth areas, consider lands with poorer agricultural soils before prime agricultural lands, lands that are contiguous to areas planned for urban services, and land that resides in Washington County to reduce confusion over jurisdictional administration and authority.
  
- Policy 5            Achieve the maximum preservation of natural and historic resources and features consistent with Goal 5 of the Statewide Land Use Planning program and Chapter 5 of this Plan.
  
- Policy 6            Provide multi-modal access and traffic circulation to all new development that reduces reliance on single occupant vehicles (SOV) and encourages alternatives to cars as a primary source of transportation.
  
- Policy 7            Establish policies for the orderly extension of community services and public facilities to areas added for new growth consistent with the ability of the community to provide necessary services. New public facilities should be available in conjunction or concurrently with urbanization in order to meet

future needs. The City, Washington County, and special service districts should cooperate in the development of a capital improvements program in areas of mutual concern. Lands within the urban growth boundary shall be available for urban development concurrent with the provision of the key urban facilities and services.

- Policy 8 Provide for phased and orderly transition from rural to suburban or urban uses. Larger UGB expansion areas shall include a phased development plan to achieve a sustainable transition over time.
- Policy 9 To provide a regionally consistent population projection methodology and the accurate allocation of people, a revised population projection for Sherwood should be developed and coordinated with other County jurisdictions, Washington County, and Metro during periodic review of the Metro UGB and Sherwood's Comprehensive Plan.
- Policy 10 - The City of Sherwood shall lead the concept planning for areas contiguous to the existing UGB. The City of Sherwood and special districts, such as Tualatin Valley Fire & Rescue, are the primary service providers. Washington County does not want to provide urban services outside of city limits. Sherwood will work cooperatively with the County, special districts, and neighboring cities, including Tualatin, to determine urban service boundaries, service delivery, and when feasible share resources, such as public facilities to encourage cooperation, cost-effective delivery, and economic development in future growth areas.
- Policy 11- As part of the concept planning process, the City will submit findings from any study or technical analysis to inform Metro on appropriate future revisions to the Urban Growth Boundary (UGB) in conformance with the Metro 2040 Growth Concept Plan and the need to accommodate urban growth to the year 2017 and beyond. The City will work with neighboring cities, Washington County, and Metro on an "urban reserve" program that identifies future lands beyond a 20 year planning horizon to facilitate efficient and well planned public facilities and services.
- Policy 12 - Changes to concept plans can be made prior to implementation based on supported evidence and may be proposed by the City, County, special districts, and individuals in conformance with City, County, and Metro procedures for amendment of their respective Comprehensive Plans. Concept plan maps shall be adopted in this Chapter and new development shall conform to the land uses, transportation network, parks and open space, and other applicable concept level designs.
- Policy 13 - Generally, new concept plans shall conform to Title 11 requirements and any conditions of approval related to the addition of the land. Concept plans shall strive to balance the needs of existing and new residents and businesses to ensure a sustainable tax base to deliver services. Mixed residential and mixed use shall be considered for each concept plan as an opportunity to provide

neighborhood and civic oriented services within walking distance, efficient, transportation alternatives, and a variety of housing and employment choices.

- Policy 14 - Generally, new neighborhoods shall be designed and built based on architectural form as opposed to land based regulatory tools, such as setbacks, lot sizes, and lot coverage. In lieu of these requirements more shared and usable open space and parks can be dedicated to the public in addition to any non-buildable areas. Furthermore, a form-based code is preferable to reduce regulatory hurdles and costs for customers and the City, respectively.
- Policy 15 - The City shall work with the Tualatin River National Wildlife Refuge on a long term urbanization plan that could include provision of urban services and preservation of additional lands for fish and wildlife habitat.
- Policy 16 - Consistent with Goal 1, the City shall establish an advisory committee to develop evaluation criteria and a concept plan for any area over 20 acres while collecting input from affected agencies, property owners, and other stakeholders.
- Policy 17 As new UGB areas are added and approved through the concept planning process, the geographic boundaries of Sherwood will change. Specifically, a new UGB boundary with Tualatin needs to be determined through the concept planning process for Area 48 (Quarry Area).
- Policy 18 - Regarding the concept planning process, the following steps shall be required to initiate the concept plan through annexation:
- (1) Governance: Determine jurisdictional boundaries and urban service providers.
  - (2) Concept Plan: Develop a concept plan consistent with Metro 2040 Growth Concept.
  - (3) Implementation: Adopt comprehensive plan policies, zoning codes, etc. by ordinance.
  - (4) Annexation: Allow property owners to petition the City for annexation after concept plan implementation is substantially complete.
- Policy 19 City plan and zoning designations will be determined consistent with the Metro 2040 Growth Concept Design Types illustrated on the 2040 map, unless the 2040 map designation is inappropriate, in which case the City will propose that Metro change their map consistent with City policy.
- Policy 20 The City shall find outside sources of funds, including participation in Metro's Construction Excise Tax program, to finance the concept planning in lieu of general funds.

#### **D. MAPPING OF URBAN GROWTH BOUNDARY ADDITIONS**

Goal 2: The addition of land to the Urban Growth Boundary is depicted on the Plan and Zone Map in Chapter 4. Each new area added will have a concept plan map in this Chapter that illustrates the general layout of land uses, streets, and open spaces. The mapping of concept plan areas shall generally conform to Metro’s Title 11:J requirements for an “urban growth diagram.” The following considerations shall be used based on the “Livable New Communities” handbook published in 2002:

- Policy 1 Identify local and regional Goal 5 resource areas such as creeks, floodplains, wetlands, and historic sites.
- Policy 2 Identify transportation corridors, including: railroad tracks, streets, paths, as well as public transportation, school bus, and truck routes.
- Policy 3 Use property lines to facilitate eventual development in existing dispersed land use patterns that make implementation of master plans more difficult due to definability, service provision, cost sharing of facilities, and coordination among jurisdictions.
- Policy 4 Identify public facility service locations and providers, which would best utilize and deliver the service.
- Policy 5 Identify land use types consistent with the Metro Growth Concept Plan Map including residential, commercial, mixed-use centers, industrial, parks, and civic uses.

**D. 1. Area 59 – A New Neighborhood in Sherwood**

*Background*

As mentioned previously Area 59 is an 85 acre area brought into the UGB in 2002. “Area 59” is a nameless designation placed by Metro and does not reflect the local history of the area. “Blue Town”, as it was called by the pioneer families at the turn of the 20<sup>th</sup> century, is predominantly a rural residential and farming community. Blue Town received its name because German immigrants painted farm buildings the same color blue. The area is characterized by historic farmhouses, newer large lot country estates, rolling hillsides, a neatly groomed landscape, stunning views of Mount Hood, and forested riparian areas that feed Chicken Creek and the Tualatin River Basin. The CAC developed a list of new names for the neighborhood, but none were recommended to the policymakers. Without a clear designation, future development will be assigned subdivision names for final platting purposes. The City has a policy choice, and a clear opportunity, to designate a coherent new neighborhood either as part of implementation or through some other yet to be determined process.

Area 59 is the first UGB expansion area that required a concept plan under Metro’s Functional Plan Title 11 requirements. The relatively small size of the subject area offered an opportunity to the stakeholders to create a neighborhood scale plan with roads, land uses, and public spaces all integrated into the existing urban fabric of Sherwood. The City took the lead in concept planning the area because the County did not express an interest and the Sherwood School District lacked expertise in land use planning and real estate development. The City provided the planning through general funds and in kind services.

*Public Involvement*

The City officially initiated the concept planning process in late 2004. The City Council established a Citizens Advisory Committee (CAC) via Resolution 2004-090 on October 12, 2004 to guide the development process and provide recommendations to the Planning Commission. The City held numerous types of meetings to develop a concept plan for Area 59. These included: work sessions open to the public, a public workshop (the first charrette in Sherwood), a field trip, regular public meetings with two advisory groups, and finally public hearings. Throughout the concept planning process individual electronic notice was sent to those that expressed interest. A project website was developed on the City's homepage to provide a clearinghouse for all meeting materials and project binders were created for public use at City Hall and the Library. Although not required for the concept planning phase, the City sent mailed notice twice: after the second Citizens Advisory Committee (CAC) meeting in March 2005 and prior to the charrette in July 2005. Monthly project updates were provided in the *Archer* portion of the *Sherwood Gazette* in addition to numerous newspaper articles that appeared in the *Oregonian*.

In addition to general public outreach efforts, the CAC met from December 2004 to December 2005 to rigorously review City staff and consultant findings. The CAC consisted of three representatives from the City Council, Planning Commission, and Parks Board, two property owners from Area 59, two property owners who reside in the County but outside the study area, and the Sherwood School District. A technical advisory committee, referred to as the "Project Team," was established by the Planning Department to advise City staff on regulatory and technical issues that pertain to concept planning. Affected agencies include:

- Clean Water Services
- ODOT
- DLCDC
- Metro
- Washington County
- Raindrops to Refuge
- Tualatin Valley Water District
- Tualatin Valley Fire & Rescue

The Project Team met periodically (five times) from January 2005 to October 2005 to review consultant and staff findings, draft alternatives, and various staff reports on the framework of a concept plan. The CAC met six times in addition to the charrette that was held in July 2005 at the Sherwood Police Facility. The combined efforts of the advisory committees resulted in one set of goals for the project referred to as the "Goals Matrix."

<b>Issue</b>	<b>Citizen's Advisory Committee</b>	<b>Project Team</b>
<i>Land Use</i>	Single family units only, no apartment complexes.	Goal conflicts resolved: Metro density requirements (Metro Housing Rule).
	Mixed use: Small retail/commercial with housing above.	
	Schools (30 acres): Middle & Elementary Meet timeline for increased enrollment.	
<i>Quality of Life</i>	Recreational fields: Co-share fields & facilities with schools?	Natural area protection & Goal 5 resources.
	Green Space: Parks (tennis courts), trails, greenways, open space.	Open spaces: Integrate active & passive parks; Co-locate these to other lands.
	Livability: "Proud to live there".	Create unique neighborhood structure: "Sense of place".
	Farmland: Allow existing agriculture; co-exist with new neighborhood.	
<i>Transportation</i>	Traffic management plan	Connectivity: Road system, bicycle & pedestrian pathways; off-site mitigation.
<i>Public Facilities</i>		Adequate water supply & pressure for fire suppression.
		Address stormwater impacts; provide sanitary sewer.
		Infrastructure Costs? Avoid expensive and determine how to pay.

The above goals, a balancing act or competing priorities, were the basis for the development of evaluation criteria. The design alternatives produced through the charrette were analyzed and “graded” based on the criteria approved by the CAC and Project Team. Staff made findings throughout the process that demonstrated how the evaluation criteria were met or not met for each alternative.

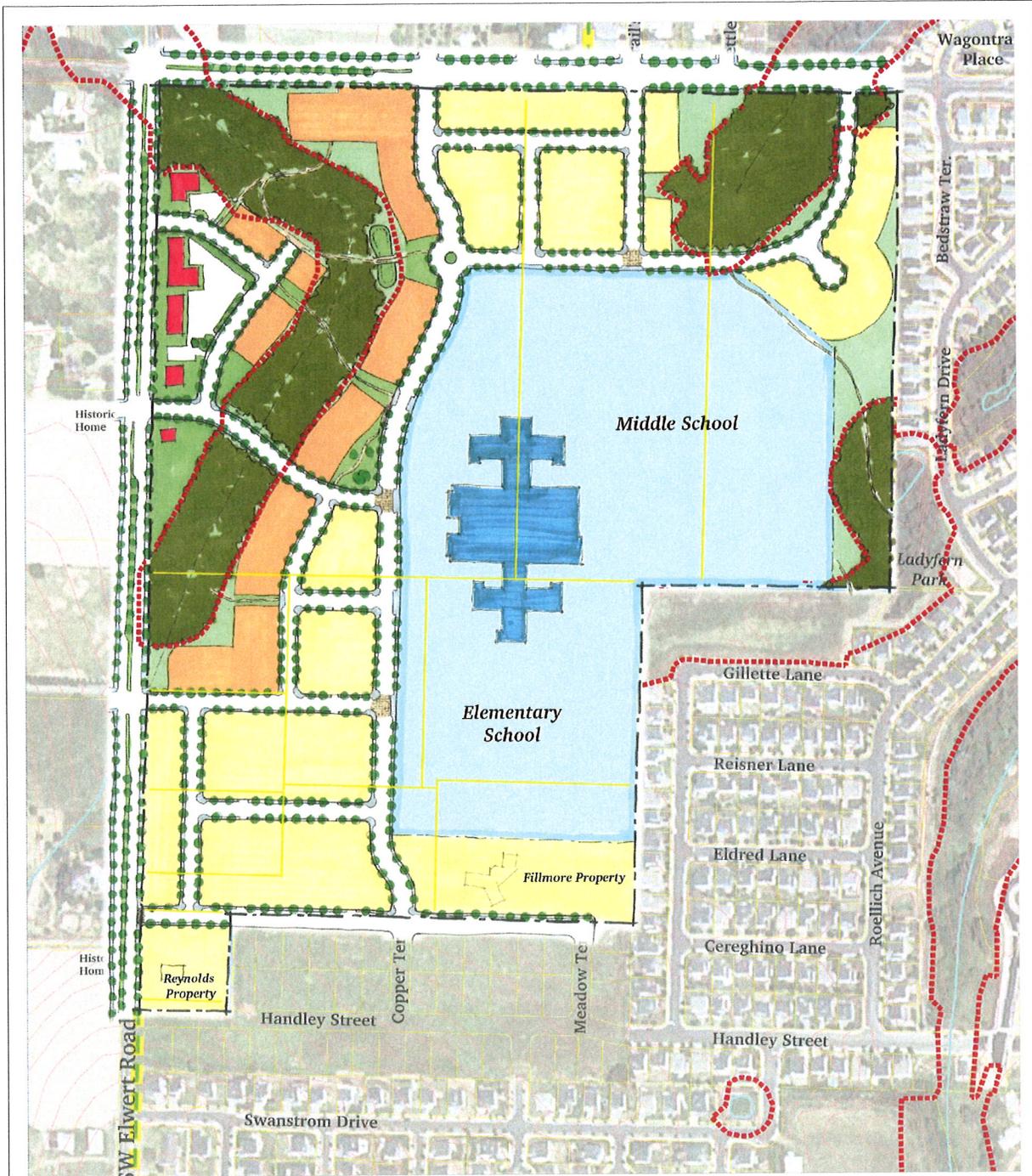
*Land Use*

Notwithstanding the competing stakeholder objectives, the primary focus of the concept plan was to determine a location and an adequate size site for new school facilities. The original impetus for the UGB expansion, via Metro Ordinance 2002-969B, was to provide a new elementary and middle school for the rising enrollment in the Sherwood School District 88J. In short, once a new school site was identified the remaining land use pieces of the puzzle fell into place around the school. After a thorough examination of the charrette alternatives through a traffic analysis and CAC review, the process eventually determined that a 29 acre site was adequate to co-locate the facilities along with recreation fields and attendant uses related to school business. Some stakeholders wanted more land while others wanted a new school on less land. The remaining “pieces” or in this case buildable land was planned for a mix of residential and neighborhood commercial served by a street grid network of local street and a north-south and east-west neighborhood route to reduce vehicle miles traveled, encourage alternative modes of transportation, provide emergency access, and a site for a neighborhood park to serve the new neighborhood and the existing west side neighborhoods.

*Policy Outcomes*

In December 2005, the Citizens Advisory Committee recommended a third party alternative that was based on a hybrid of two designs - Alternative A/G. The Planning Commission recommended a revised Alternative A/G to the City Council in February 2006, which was approved, albeit in lesser detail, via Resolution 2006-017 in April 2006. This policy direction authorized the City to initiate the plan amendment process to implement the concept plan map through the comprehensive plan and zoning code.

The following map illustrates the adopted concept plan for Area 59 through the plan amendment process.



**LEGEND**

	School		Lot Lines
	Park		Goal 5 Boundaries
	Single Family		
	Townhome / Small Lot		
	Neighborhood Commercial / Mixed Use		
	Natural Area		

## Area 59 Neighborhood

Sherwood, Oregon  
 Exhibit 2-K Approved Concept Plan  
**Alternative E**  
 with Lots and Goal 5 Boundaries



## **D. 2. Area 54-55 – Brookman Road Concept Plan**

### *A. Background*

The Brookman Addition Concept Plan is a guide to the creation of a new 250-acre community in Sherwood. More specifically, it identifies the general location and intensity of future land uses, including medium-low to high density residential, mixed use commercial, employment, parks and open space. Integrated with future land uses is a conceptual layout of basic infrastructure systems including transportation, trails, utilities and stormwater management. The Concept Plan follows a 2002 decision by Metro to bring the area into the regional urban growth boundary (UGB). The central theme of the plan is to create a livable community that is an extension of existing Sherwood.

### *B. Plan Elements*

#### **Key components of the plan are:**

##### **Future Land Uses**

- Office and light industrial lands oriented toward and adjacent to Highway 99W.
- A 2-acre neighborhood serving retail mixed use center along Old Pacific Highway.
- A variety of housing ranging from single family detached (79% of net residential lands) to town homes (10%) to higher density condominiums and apartments (11%).

##### **Parks, Open Space and Natural Resource Preservation**

- Four neighborhood parks totaling 8.29 acres. Nearly all residences will be within a 3-block walk of their local neighborhood park.
- Preservation of the natural resource areas, flood plains and open spaces of potential wetlands, Goose Creek, and Cedar Creek.

##### **Transportation**

- Brookman Road serving as the primary east-west multimodal collector between Highway 99W and Ladd Hill Road.
- A physically separated multi-use pathway for bicyclists and pedestrians running parallel to Brookman Road.
- A plan to realign Brookman Road to create a new intersection with Highway 99W 1,300 feet north of its current location. This feature responds to the potential for the I-5 – Hwy 99 Connector to be built south of the existing Brookman Road alignment.
- As part of the Brookman realignment, a new grade separated crossing of the railroad tracks.
- An analysis of transportation improvements (on-site and off-site) needed to implement the Concept Plan, and minimize impacts to adjacent areas.
- Middleton Road serving as a primary north-south route connecting Brookman Addition with existing neighborhoods.

##### **Trails**

- An extensive off-street trail system that provides walking loops, access to open spaces, connections to the Cedar Creek regional trail, and connectivity within and between the neighborhoods.

**Infrastructure**

- Infrastructure plans and cost estimates for storm water, water and sanitary sewer facilities.
- A storm water plan that utilizes regional facilities and encourages low-impact development practices.
- A fiscal impact analysis and finance strategy to implement the Concept Plan.

**Design**

- Honoring and extending the historic Middleton small block form, a conceptual local street plan that creates small blocks, multiple connections, walkable neighborhoods, and reinforces the sense of community.

*C. Public Involvement*

The Concept Plan was developed by a 16-member Steering Committee representing residents and property owners, Sherwood citizens, Woodhaven Homeowners Association, Arbor Lane Homeowners Association, Sherwood City Council and Planning Commission, Sherwood Park Board, Sherwood School District, Metro, Washington County, Clean Water Services, Oregon Department of Transportation, and Raindrops to Refuge (see Project Participants list at the beginning of this report). The committees met 7 times between May 2007 and February 2008.

In addition to the Committee meetings, additional process steps and community involvement included:

- Study area tour
- Two public open houses
- Project website with regular updates
- On-line opportunities to comment following the open houses
- City newsletter information
- Email notice and extensive mailing prior to each public event

Early and continuous public outreach and involvement was coordinated and timed to coincide with project tasks and key outcomes. The major milestones in the process were:

- Development of a public involvement plan
- Inventory of base conditions and projections of market demand, land use, transportation, natural resources and infrastructure needs
- Establishment of project and concept plan goals
- Development of three alternative concept plans
- Evaluation of alternatives and development of a draft concept plan incorporating the most desired elements
- Refinement of the concept plan and preparation of implementation strategies
- Submission and endorsement of the final Concept Plan and implementation strategies

*D. Goals and Policies*

In order to meet the goals and adhere to the principles of the concept plan for Brookman Addition,

the following policies are adopted to guide the implementation and development of the Brookman Addition area. The goal statements are those developed by the Steering Committee as goals for the plan.

### Goal 1 - Connections to Sherwood

*Brookman Addition will be related to the community character and harmonize with Sherwood.*

- 1.1 New development shall respect the scale of adjacent residential development.
- 1.2 Promote neighborhood “seams” rather than hard edges through compatible building height, size, densities and general architecture in areas where new development interfaces with existing residential areas.
- 1.3 Require pedestrian and vehicular connections to Sherwood be consistent with the Concept Plan Circulation Framework.

### Goal 2 - Complete and Sustainable Community

*Brookman Addition will be complete in its variety of housing, mix of uses, walkable streets, public facilities and shared community spaces, transportation connections, green spaces, and diversity of residents.*

- 2.1 Adopt new comprehensive plan and zone designations, and development code, that implement the Brookman Addition Concept Plan. Require all development to be consistent with the plan and implementing code.
- 2.2 Establish land use sub-districts within the code to implement the Concept Plan. The sub-districts are *West Sub Area*, *Central Sub Area* and *East Sub Area*.
- 2.3 Within the *West Sub Area* sub-district, promote job creation, a mix of neighborhood-serving retail and services, multiple housing options and transit oriented, pedestrian friendly development. Adopt minimum densities, limitations on stand-alone residential developments, parking maximums, urban design standards (e.g. buildings brought up to the sidewalk) and other development regulations that implement this policy.
- 2.4 Promote a jobs-housing balance by preserving lands designated for employment uses.
- 2.5 The mixed use village center will be located along Old Pacific Hwy and fall between three and five gross acres. The specific configuration of the village center will be established as part of a master plan.
- 2.6 Buffer lower density residential areas from major transportation corridors including Hwy 99W, the Pacific & Western Railroad, and Brookman Road with higher intensity land uses, wide sidewalks and tree lawns and/or generous landscaping.
- 2.7 Within the *Central Sub Area* and *West Sub Area*, encourage a variety of single family housing types. Allow smaller lot sizes, lot size averaging and other techniques that help create housing variety while maintaining overall average density.

### Goal 3 - Transition of Land Intensities

*Brookman Addition will contain a variety of intensities of land use. The intensity of uses will taper down from 99W to the surrounding neighborhoods and open spaces.*

- 3.1 Promote compatibility with existing urban residential areas to the north and rural residential areas to the south of the Concept Plan area. Transitioning to lower densities, setbacks, landscaped buffers and other techniques shall be used to create smoother transitions in the built environment.

- 3.2 Focus growth and development intensity near the existing high capacity transportation facility of Hwy 99W and the potential transit node at or near the village center.
- 3.3 Maintain natural (hydrology, open space) and built (transportation corridors) barriers as logical transition between residential density and development intensity (bulk, heights).
- 3.4 Create residential density transitions and gradients by permitting medium density dwellings such as, townhomes (11 dwelling units per acre) between higher intensity residential and mixed use areas and detached residential settings.

#### Goal 4 - Transportation Choices

*Multimodal choices for walking, biking and transit will be provided and connected throughout Sherwood and the larger transportation system.*

- 4.1 Work with Tri-Met to extend local and regional bus service to the concept plan area in anticipation of transit supportive densities and uses.
- 4.2 As land use reviews and development occur prior to extension of bus service, ensure that the mix of land uses, residential and employment density and urban design support transit as an attractive and viable transportation option in the future.
- 4.3 As physical conditions (topography, street capacity) permit, ensure that local street connectivity and off-street pedestrian routes link together into a highly connected pedestrian system that is safe, direct, convenient, and attractive to walking.
- 4.4 Identify a local connection to Redfern Drive as an “area of special concern.” Identify the extension as appropriate for bicycle, pedestrian and emergency access only due to the constrain of the existing street design..
- 4.5 In cases where road and sidewalk connections are not feasible, require pedestrian and bicycle trail connections.
- 4.6 Disperse traffic evenly by requiring local street connectivity and discouraging dead-end streets. Cul-de-sac streets shall be minimized and used primarily to increase density by opening up land not otherwise accessible through a connected street pattern due to topography or other constraints.
- 4.7 The “walkability” of the Concept Plan area will be one of its distinctive qualities. The density of walking routes and connectivity should mirror the urban form – the higher the density and larger the building form, the “finer” the network of pedestrian connections.
- 4.8 Where roadway and sidewalk improvements are impractical or cost prohibitive, provide trails in-lieu of extensive roadway and sidewalk improvements.
- 4.9 Require trails to be provided consistent with the Concept Plan Circulation Framework.
- 4.10 Provide bike lanes and/or separated multi-use paths on all collector streets. Bike routes will be coordinated with the trails shown on the Circulation Framework.

#### Goal 5 - Parks & Green Spaces

*A variety of parks, pathways along streams, protected open spaces and water quality facilities will result in a connected system.*

- 5.1 Establish an open space network consistent with the Open Space Framework plan in terms of overall park acreage, general size of neighborhood and community parks and distribution of parks amongst the 3 sub-areas. The ultimate locations of parks shall be determined by the City and Parks Board as land becomes available and in consideration of all applicable park needs and siting standards.

- 5.2 Develop an open space requirement (e.g. as a percentage of land area) for all new development .
- 5.3 Neighborhood parks, trails and other open spaces shall be within a short walk (approximately one-quarter mile unimpeded by major physical or psychological barriers) of all homes and businesses.
- 5.4 Provide a mix of open space and recreation opportunities for all ages and abilities including tot-lots, playgrounds, ball fields, and passive recreation such as nature trails
- 5.5 Link all parks and open spaces with direct pedestrian and bicycle connections.
- 5.6 Create functional open spaces, natural water quality facilities and wildlife corridors. Aggregate on-site open space and link to adjacent off-site open spaces as site conditions allow.
- 5.7 Encourage use of low impact development practices and stormwater system designs where appropriate and permissible, that mimic natural hydrologic processes, minimize impacts to natural resources and eliminate pollution to watersheds.
- 5.8 Preserve and enhance the existing tree canopy as much as possible. Encourage incorporation of significant tree cover into master plans and site specific designs.

#### Goal 6 - Long Term Quality

*Development will be designed to be high quality and long-lasting for a livable future in the next generation. The plan encourages development guided by green principles.*

- 6.1 Create timeless mixed use and residential neighborhoods by translating concept plan land use concepts into zoning and urban design standards.
- 6.2 Implement human scale design through building orientation, attractive streetscapes, building form/architecture, subordinated parking facilities and other techniques that is matched to the purpose of the sub-district. The design qualities of the community should mirror the urban form – the higher the density and larger the buildings, the higher the expectation for urban amenities and architectural details.
- 6.3 Utilize the land use application and site plan review process to ensure high quality development and consistency between projects. Allow flexibility in development standards and the configuration of land uses when they are otherwise consistent with the comprehensive plan, development code, and vision to create a complete and sustainable community.
- 6.4 Consider incentives, such as density bonuses, for the development community to seek green building and neighborhood design certification (*LEED-Leadership in Energy and Environmental Design, Earth Advantage, EnergyStar* or equivalent).
- 6.5 Plan Brookman Addition as a green development.

#### Goal 7 - Consensus, Involvement and Partnerships

*The process involves partnerships with service providers to produce a community supported concept plan that addresses community issues and concerns, and meets applicable state, regional, city and community planning objectives.*

- 7.1 Foster stewardship or “ownership” of the concept plan through continuing public outreach and education among stakeholders including, but not limited to, neighborhood groups, local agencies and officials and the development community.
- 7.2 Seek innovative funding techniques including joint development opportunities with public and private partners to finance infrastructure improvements.

- 7.3 Work externally with local and regional government partners and service providers to ensure consistency with plan goals and policies.

### Goal 8 - Implementation

*The concept plan shall consider the feasibility of implementation, including financing, construction, and phasing.*

#### *Financing strategies for implementation*

- 8.1 Consider the implementation of one or a combination of multiple alternative funding strategies to decrease the gap between costs and current revenues. Strategies to be considered include (but are not limited to):
- a. Local Improvement District (LID)
  - b. County Service District
  - c. Expanded developer requirements
  - d. Expanded System Development Charges
  - e. Transportation Utility Fees
  - f. Bonds
  - g. Urban Renewal District
- 8.2 To facilitate and ensure implementation in accordance with the concept plan policies, annexation of properties within the Brookman Addition concept plan area may not occur until development code amendments are made to implement applicable policies, including but not limited to policy 4.4
- a. prior to or concurrent with annexation, and assignment of zoning of properties within the Brookman addition area, a plan shall be prepared and adopted by Council to ensure that necessary infrastructure improvements will be available and a funding mechanism or combination of funding mechanisms are in place for the necessary infrastructure improvements consistent with the funding options identified in the concept plan and in full compliance with the Transportation Planning Rule. The plan for annexation may address all or part of the concept plan area, subject to Council approval.”
- 8.3 The portion of the concept plan area west of Old Pacific Highway and east of Highway 99W shall be subject to Master Plan or PUD approval. Development of this area shall be approved by the City Council following a public hearing, shall generally be consistent with the Concept Plan and shall provide no net change in the amount of land area designated to a specific zone; however the exact location may change depending on the development proposed through the master plan or PUD

The following maps illustrate the adopted concept plan for the Brookman Addition, the Comprehensive Plan map is intended to implement this concept; however actual development may differ slightly.



### Brookman Addition Concept Plan

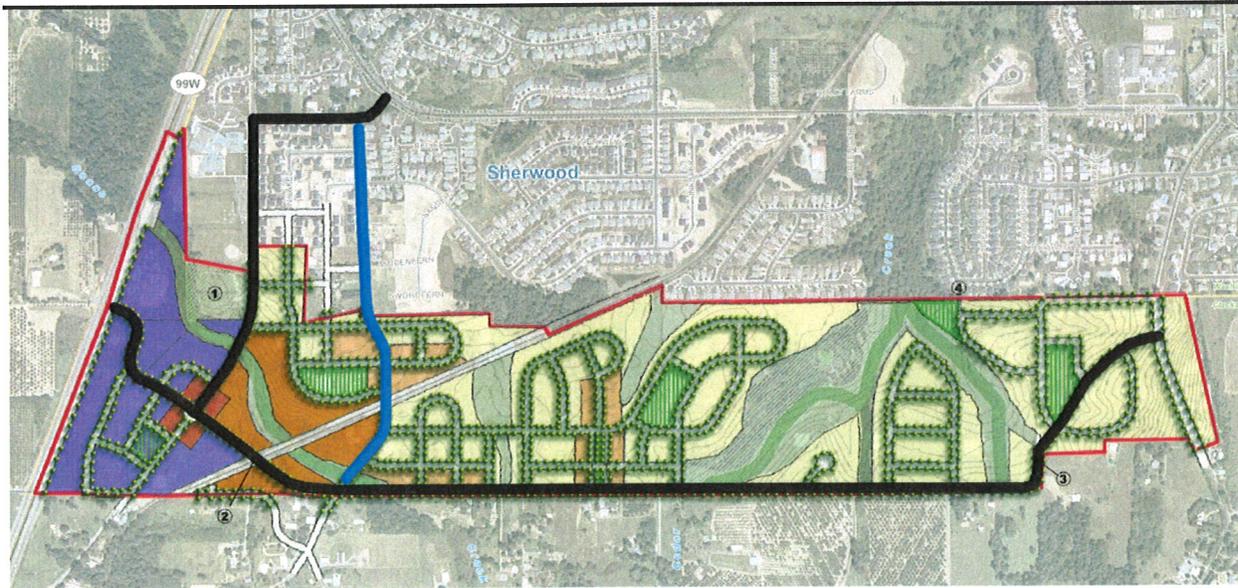
**Notes:**

- 1. Existing Cemetery (Constrained Land)
- 2. Railroad Crossing (Grade Separated)
- 3. All street alignments are conceptual
- 4. Redfern connection is pedestrian, bicycle and emergency access only.



**Legend**

High Density Residential - 24 du/ac			Neighborhood Parks (Locations are conceptual)
Medium Density Residential- High - 11 du/ac			Constrained Lands (Goal 5 resource lands, subject to on-site verification)
Medium Density Residential- Low - 8 du/ac			Constrained Lands (Vegetated corridor proxy, subject to on-site verification)
Commercial / Mixed Use			Constrained Lands (Potential wetlands, subject to on-site verification)
Employment			



### Brookman Addition Concept Plan

#### Functional Street Classification

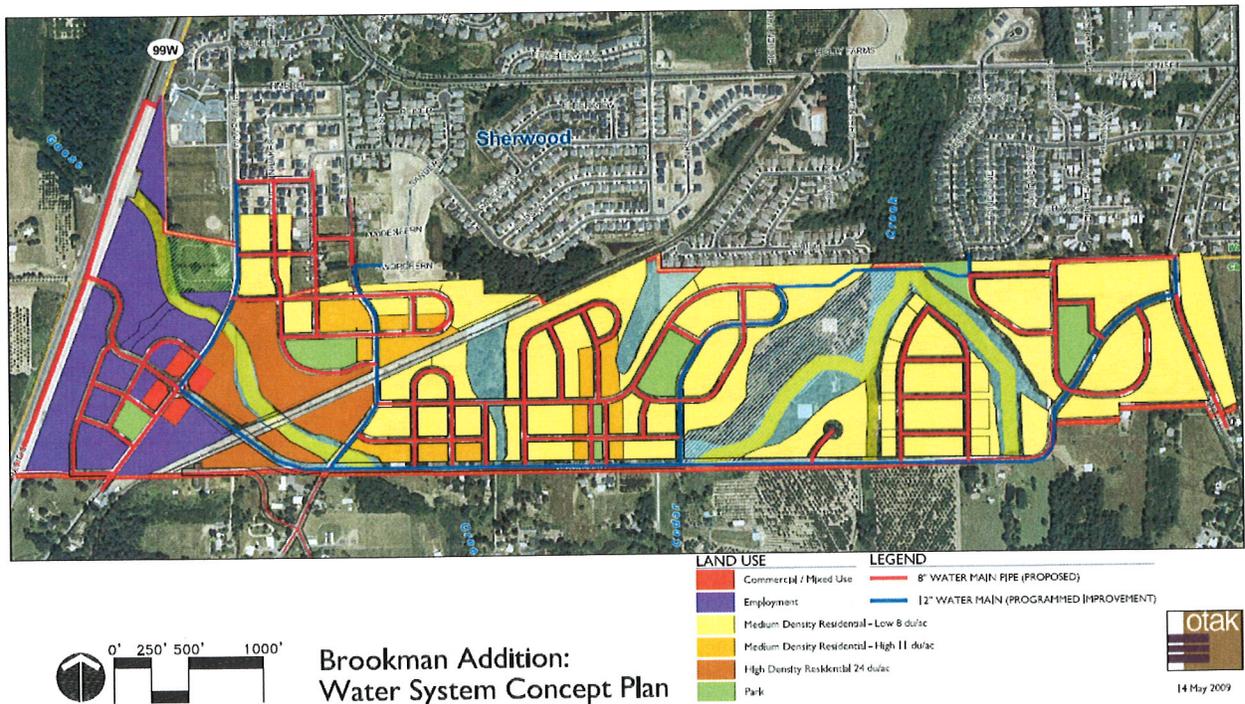
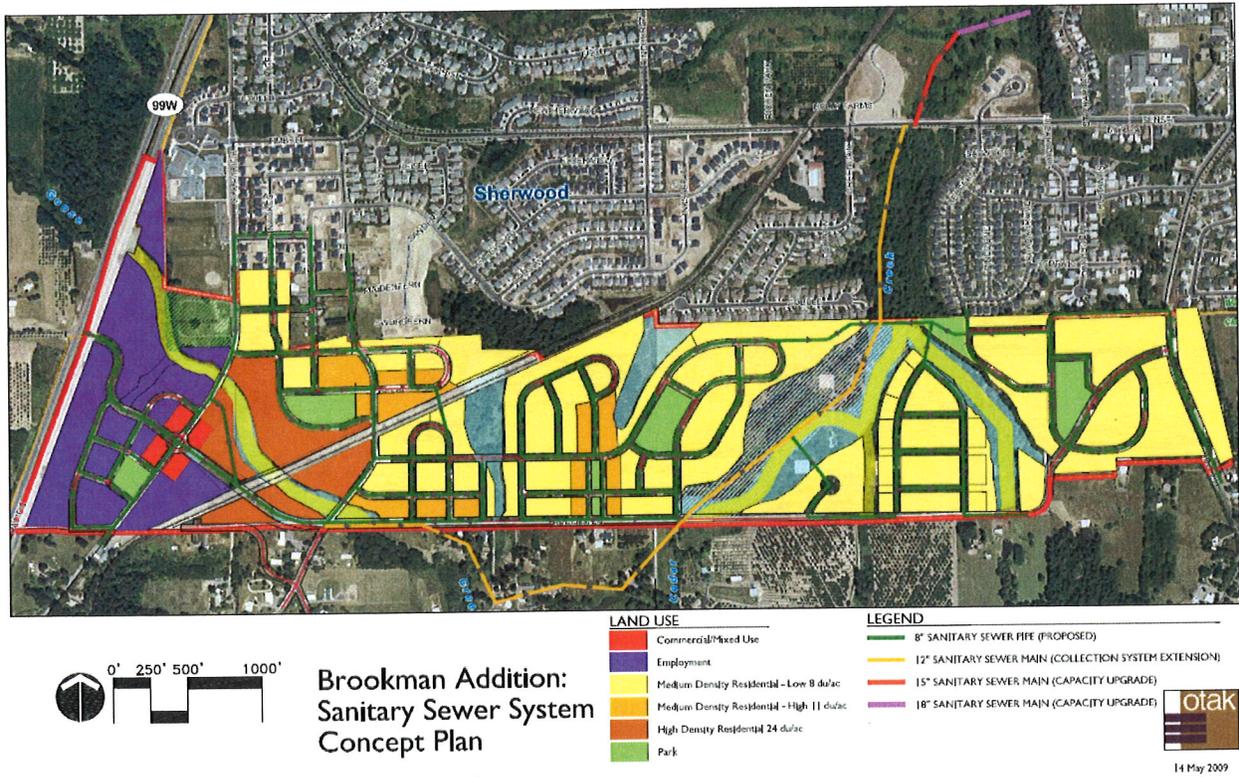
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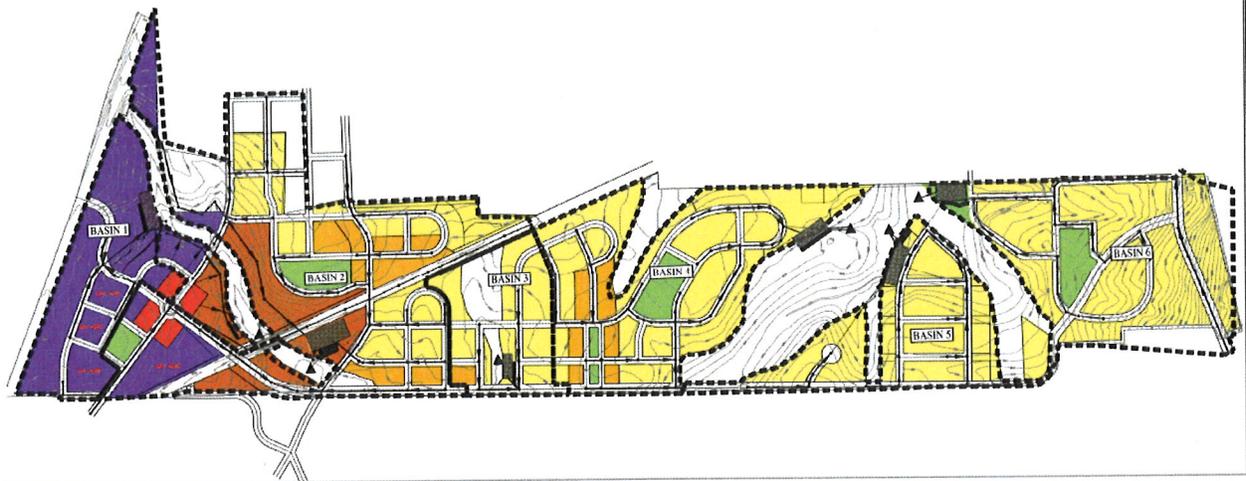
- 1. Existing Cemetery (Constrained Land)
- 2. Railroad Crossing (Grade Separated)
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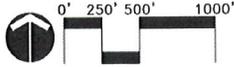
**Legend**

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Commercial / Mixed Use			Constrained Lands (Potential wetlands, subject to on-site verification)
Employment			
			Collector
			Neighborhood Roads





Brookman Addition Stormwater Concept Plan Diagram



- Mixed Use
- Employment
- Medium Density Residential - Low
- Medium Density Residential - High
- High Density Residential
- Park
- Proposed Drainage Pattern
- Proposed Stormwater Detention Facility
- Proposed Stormwater Treatment Facility
- Basin Boundary
- Basin Outflow/Discharge Points

### D. 3. North Adams Avenue Expansion Area

#### *Background*

The Adams Avenue North planning area was brought into the Sherwood Urban Growth Boundary (UGB) in 2002 to allow construction of a collector street and alternative route between Highway 99W and Tualatin-Sherwood Road. Although not the primary purpose for expanding the UGB, approximately 33 acres of land owned by Portland General Electric (PGE) became available for urban development. However, much of this property is encumbered by a large electrical substation and high voltage transmission lines and tall transmission line towers. Much of the PGE infrastructure was constructed in the mid twentieth century prior to the development boom in Sherwood that took place in the 1990s and 2000s. After future study through the concept planning process it has been determined that only 6 of the 33 acres is available for urban development after Adams Avenue is constructed. However, there is approximately 20 acres of contiguous undeveloped land that is within the City limits zoned Light Industrial that will benefit from access to Adams Avenue. Of this 20 acres, approximately 9 acres is unencumbered by transmission lines and towers. These undeveloped areas already inside the city limits were included within the Concept Plan so the undeveloped area could be planned as a whole.

#### *Public Involvement*

The City established a stakeholder involvement group and held three meetings with this group to solicit input. The City also completed a public open house to receive input from the general public. From the stakeholder involvement group and input from the planning commission, the following project goals and objectives were identified:

#### Project Goal

The Adams Avenue extension is intended to give local traffic an alternative connection between 99W and downtown Sherwood and reduce reliance on the 99W/Tualatin-Sherwood intersection. The road will provide secondary access to developed property between Tualatin-Sherwood Road and 99W and provide access for undeveloped land added to the Sherwood urban growth boundary in 2002.

#### Project Objectives

The concept plan should consider the following:

- 1) Gateways  
The area will act as an entrance to Sherwood and eventually a major route to downtown. The area has the potential to act as a gateway for the community.
- 2) Access  
Access within the study area and to neighboring developments should be addressed.
- 3) Zoning and Compatibility  
Development should be compatible with surrounding development.

#### *Land Use*

Through the opportunities and constraints process four development sites were identified. The stakeholder involvement group reviewed three alternatives for development of these sites. The group consensus was a combination of elements from these alternatives. This included zoning the

central parcel Lighting Industrial, the northern parcel General Commercial or Office Commercial and the southern parcel as General Commercial. The power line easements were proposed to be used for parking and a dog park as uses that are potentially allowed by both Portland General Electric (PGE) and Bonneville Power Administration (BPA).

The following map illustrates the adopted concept plan for the North Adams Avenue Area.

# Adams Ave Concept Plan Zoning

