

Adams Avenue North Concept Plan



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ENGINEERS ♦ PLANNERS
LANDSCAPE ARCHITECTS ♦ SURVEYORS

Final Report - August 10, 2009



ADAMS AVENUE NORTH CONCEPT PLAN

Summary and Recommendations

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Final Report - August 10, 2009

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REFERENCES

1. City of Sherwood Economic Development Strategy Final Report 2007
2. Downtown Sherwood Market Study June 2008

I. EXECUTIVE SUMMARY

The Adams Avenue North Concept Plan is a guide to development of 55.5 acres southeast of Highway 99W and north of Tualatin-Sherwood Road. Of this 55.5 acres, 34.2 acres were added to the regional urban growth boundary by Metro in 2002 at the request of the City of Sherwood. The primary objective in adding this land to the urban growth boundary was to allow construction of a collector street and alternative route between Highway 99W/Tualatin-Sherwood Road and Old Town/Downtown Sherwood. Although not the primary purpose for expanding the urban growth boundary, this additional land will become available for urban development once the concept plan is finalized and implemented.

The purpose of this concept plan report is to document the following:

- Inventory key opportunities and constraints
- Present the input received from the stakeholder involvement group
- Make a recommendation of a final concept plan for adoption by the Sherwood Planning Commission and City Council
- Meet Metro Title 11 requirements for creation of a concept plan

Key features of the recommended concept plan are:

- Allow for gateway-oriented commercial development along Highway 99W and Tualatin-Sherwood Road
- Allow for industrial development in the interior of the plan area
- Encourage use of power line easements for trails, dog park and parking areas
- Encourage visual buffering of the power substation
- Encourage roads and trails that interconnect existing development to adjacent roads and property
- Encourage placement of buildings near roads and parking behind buildings



II. BACKGROUND

Introduction

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 Tualatin-Sherwood Road and Old Town/Downtown Sherwood. Although not the primary purpose for expanding the UGB, approximately 34.2 acres of land owned by Portland General Electric (PGE) will become available for urban development once the concept plan is finalized and implemented. However, much of this property is encumbered by a large electrical substation, high voltage transmission lines and tall transmission line towers. Much of the PGE infrastructure was constructed in the 1950s and 1960s prior to the development boom in Sherwood that took place over the last 20 years. Therefore, the area has grown up around this existing infrastructure.

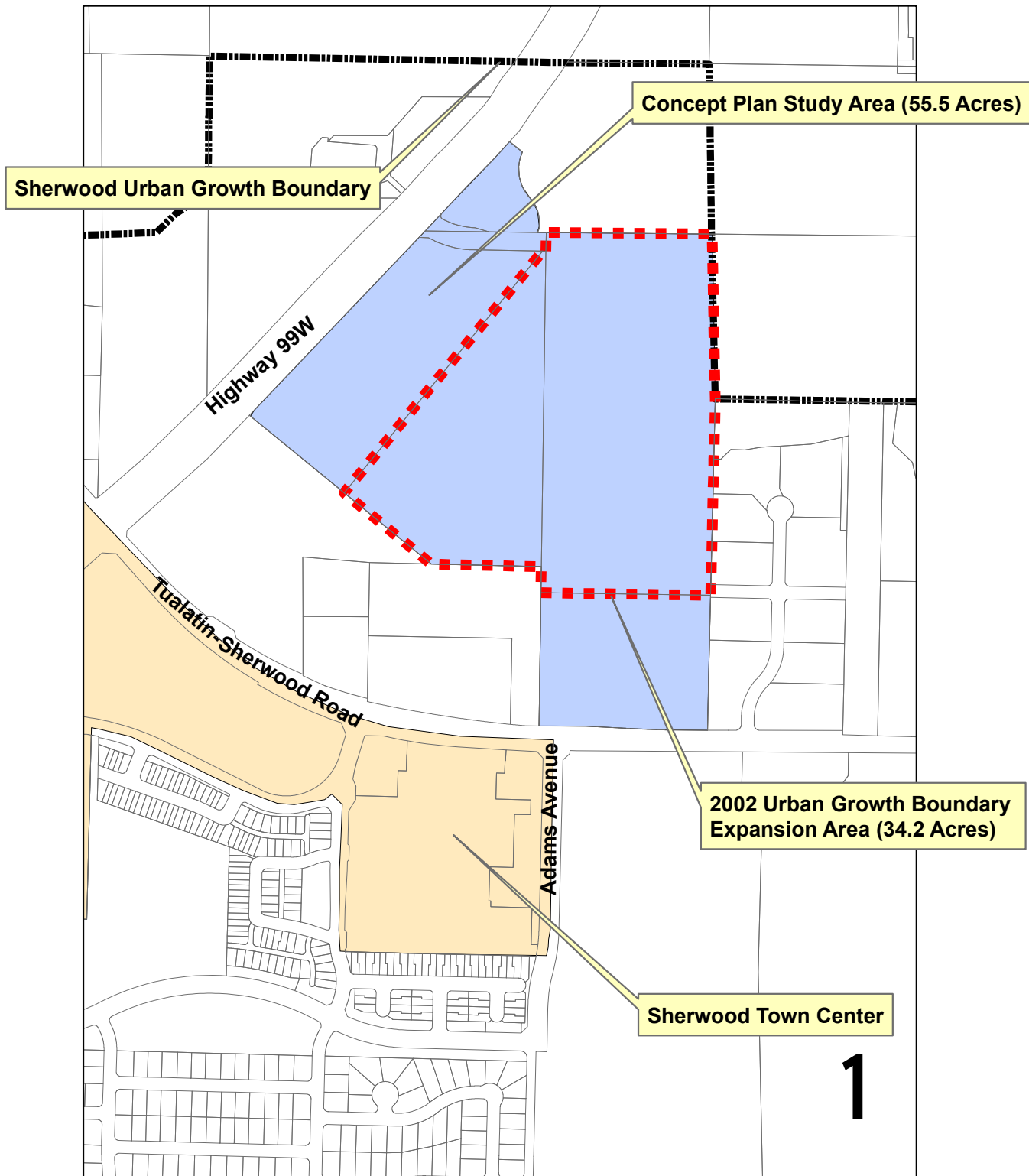
Site Description

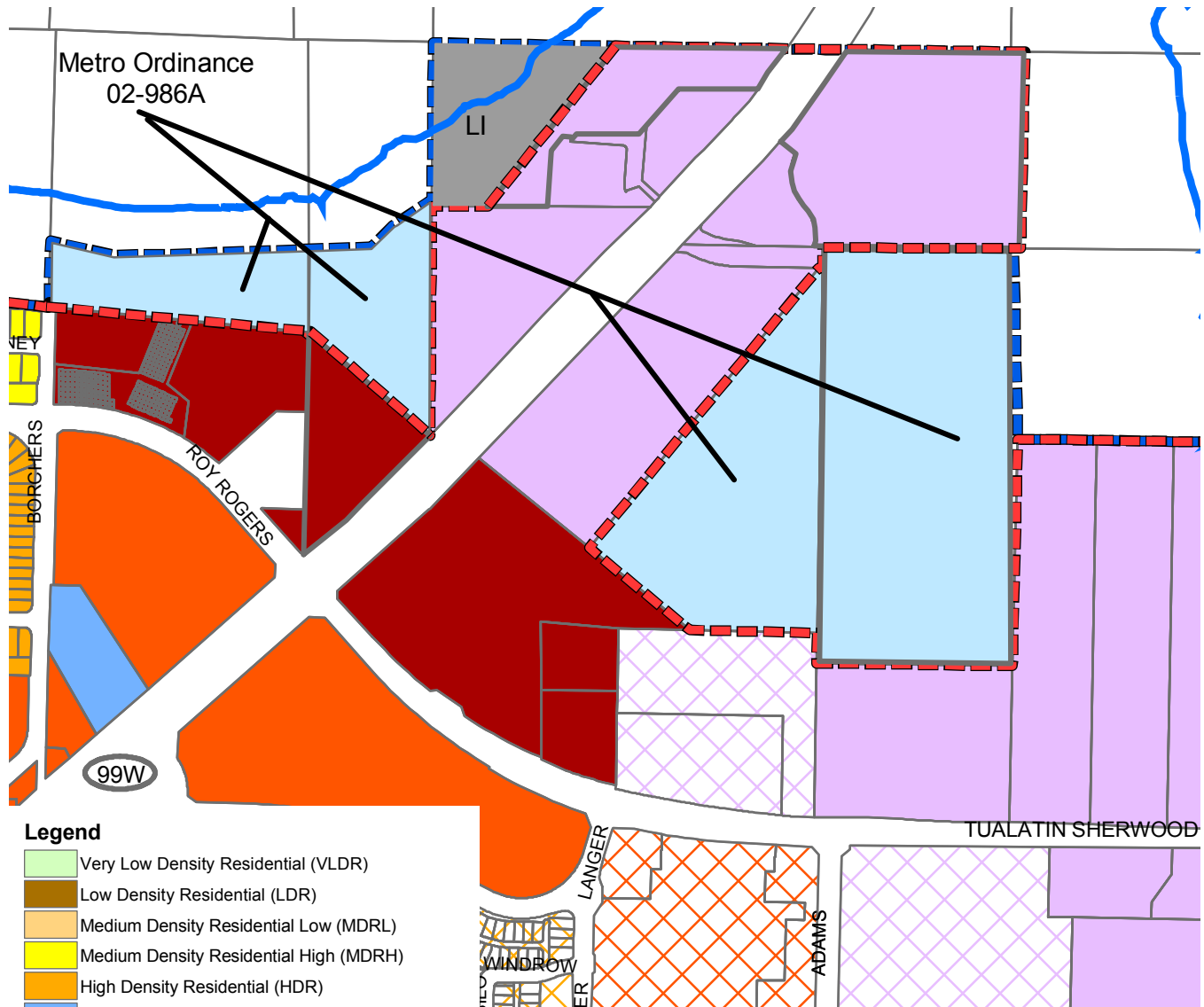
In general, the area is bounded by Highway 99W to the northwest, Tualatin-Sherwood Road to the south and the urban growth boundary to the east. There is a Portland General Electric (PGE) transmission facility located in the middle of the project area and a PGE training facility on the eastern portion. Large PGE and Bonneville Power Administration transmission towers and lines cross the project area. The area is mostly flat and areas not covered by the transmission towers, substation and training facility are currently being farmed. The project area parcels are currently zoned Light Industrial within the city limits and Future Development-20 (FD-20) by the County in areas not within the city limits. FD-20 acts as a holding zone until the City annexes the property and rezones it for urban development.

Areas to the west, across Highway 99W are mostly developed with office or professional and personal service uses but are zoned Light Industrial. The parcel to the north, although zoned for Light Industrial, is developed with a Home Depot, a commercial use. Much of these properties were allowed commercial uses at a time when the City allowed commercial uses within industrial zoning. The City has since revised the zoning code to no longer allow commercial uses in industrial zones. The City considers the 99W and Adams Avenue intersection as a visual gateway to the Sherwood community. Areas to the east and north, outside the UGB, are agricultural and resource lands while property south and east is industrial. The area to the east and inside the city limits is zoned Light Industrial and is a developing industrial subdivision. There are large tracts of undeveloped Light Industrial property south of the study area on the opposite side of Tualatin-Sherwood Road that is expected to develop with commercial uses consistent with a prior Planned Unit Development approval.

See vicinity map on the next page.

Project Vicinity Map





Legend

- Very Low Density Residential (VLDR)
- Low Density Residential (LDR)
- Medium Density Residential Low (MDRL)
- Medium Density Residential High (MDRH)
- High Density Residential (HDR)
- Institutional and Public (IP)
- Neighborhood Commercial (NC)
- Office Commercial (OC)
- Retail Commercial (RC)
- General Commercial (GC)
- Light Industrial (LI)
- General Industrial (GI)
- Parks and Open Space
- Planned Unit Development (color of underlying zone)
- Future Urban Growth Areas (no concept plan yet)
- Unannexed Areas (inside UGB)
- Urban Growth Boundary
- City Boundary
- Old Town Overlay (SZCDC 9.202)
- Floodplain

Sherwood Zoning Map

Regional and Local Context

The Adams Avenue North Concept Plan area is 55.5 acres of land located at the northeastern edge of Sherwood and the UGB. It marks a transition point between the City's current edge of urbanization and the rural and resource lands to the north and east.

The majority (34.2 of the 55.5 acres) was added to the Metro UGB in 2002. An additional 20.2 acres of undeveloped land already within the City limits was added to the concept plan study area. The Concept Plan area carries Metro design type designations of Employment and Industrial on the Region 2040 Growth Concept Map. Employment design type areas, as defined by Metro, allow various types of employment with some residential development and limited commercial uses. Industrial design type areas are set aside by Metro primarily for industrial activities with limited supporting uses.

The primary objective of planning this area is for a road connection between Highway 99W and Tualatin-Sherwood Road and completion of Adams Avenue that will eventually extend from Oregon Street near Sherwood's Old Town to Highway 99W. The UGB was expanded at the request of the City and the following findings were made by the Metro Council in the ordinance that expanded the urban growth boundary in this area:

- "Whereas, transportation improvements that make areas work is part of the transportation priorities of the Metro Council."
- "Whereas, this road alignment and extension of Adams road has the goal to relieve congestion"

Unlike larger areas that have been added to the Sherwood UGB such as the Brookman Road area, Area 59 and Area 48, the North Adams Avenue Concept Plan is limited in development potential and therefore does not carry as high of importance as a development area. Nevertheless, the area does serve as an important transportation connection and as an eventual new gateway to the City as people leave the highway and enter the City limits at the north end of the project area.

Existing Conditions Inventory – Policy and Regulatory Background

Development of a successful concept plan begins with inventorying existing conditions. A detailed existing conditions report was completed before commencement of the project and is attached for reference. Review of existing conditions should identify categories that have policy and regulatory requirements for land use. These categories start at the state level as the 19 Statewide Planning Goals. Metro is responsible at a regional level for implementing these goals and does so through the 2040 Growth Concept. Each community in Metro, including Sherwood must be in compliance with the State and Metro in applying zoning and land use regulations. Sherwood implements the 2040 Plan and Statewide Planning Goals through the City's Comprehensive Plan, Transportation System Plan and utility and facility master plans.

The following land use categories were studied in review of existing conditions:

1. *Public Involvement*

The following groups were established to solicit input for the plan:

Stakeholder Working Group (SWG) – an advisory committee comprised of property owners, business owners, institutional partners, and developers charged with providing input and advice to the Project Design Team and ultimately to the City Council.

Planning Commission (PC) – charged with providing on-going input and guidance to the Project Team about technical aspects of the concept plan and recommendation to the City Council.

Three meetings were held with the stakeholder working group to develop a preferred plan. Work sessions were held with the Planning Commission to review the stakeholder work group's refined alternative. A public open house was held to inform the public of the stakeholder working group's refined alternative. Updates were provided on the City's webpage.

A public involvement plan was developed to identify stakeholders and interested parties. The public involvement plan is attached. Further discussion of the stakeholder involvement process is provided in Section III of this report.

2. *Natural Resources*

Wetlands, streams and sensitive areas are regulated by four agencies in Sherwood. The Army Corps of Engineers and Oregon Division of State Lands regulate what is termed as jurisdictional streams and wetlands. While these agencies regulate the wetland itself, Clean Water Services regulates mandatory vegetated corridors or buffers from these features. These regulations are aimed at the protection of riparian habitats. In addition to these riparian protections, the City of Sherwood has voluntary regulations for projects with upland habitats that may be in excess of the riparian protections. These additional upland regulations were developed to be in compliance with Nature in Neighborhoods, Title 13 of Metro's 2040 Urban Growth Management Functional Plan.

Fieldwork was conducted to delineate wetland boundaries and to determine wetland buffers. A small jurisdictional wetland was identified on the site by the project team. The project team did not note any high quality habitat areas near the jurisdictional wetland. A Natural Resource Assessment is being prepared to determine the vegetated corridor buffer. This fieldwork was done along the road corridor for Adams Avenue. No significant features of note have been identified within the concept plan boundaries but specific field work must be done prior to development of areas outside the road corridor as required by Clean Water Services.

3. *Natural Hazards*

Statewide Planning Goal 7 identifies natural hazards as floods, landslides, earthquakes and related hazards as well as tsunamis, coastal erosion, and wildfires. The City of Sherwood Comprehensive Plan Part II, Chapter 5 identifies the following potential hazards for Sherwood where development should be restricted and/or limited:

- 100-year floodplains
- Areas with slopes which have slide or erosion potential
- Areas with weak foundation soils
- Wetlands

The study area is not within a 100-year floodplain, is mostly flat and does not contain steep slopes or weak foundation soils. Construction within wetlands is not contemplated by the concept plan. Wetlands have been delineated and will be protected as described above.

4. *Parks and Historic Resources*

The adopted Sherwood Parks and Recreation Master Plan shows no parks or recreation facilities proposed for the study area. The Bonneville Power Administration easement is identified as open space on the Master Plan. The City adopted the Sherwood Cultural Resource Inventory as an appendix to the Comprehensive Plan. No historic or cultural resources have been identified within the study area.

5. *Economic Development*

The City of Sherwood completed an Economic Development Strategy in 2007. Economic Development Policy 5 states that, “The City will seek to diversify and expand commercial and industrial development in order to provide nearby job opportunities, and expand the tax base.”

Residential and institutional uses have not been considered for the site as industrial and commercial uses are most appropriate next to the power infrastructure and existing commercial and industrial developments. The proposed commercial and industrial land is consistent with the policies of the Economic Development Strategy.

6. *Public Facilities and Services*

The City of Sherwood Comprehensive Plan Part II, Chapter 7 – Community Facilities and Services lists public facility and services as follows:

- Public Utilities
- Private/Semi-Public Utilities
- Transportation (Listed in Item 7 below)
- Public Health and Safety
- Recreation (Listed in Item 4 above)
- Schools

The concept plan impacts these areas as follows:

A. **Public Utilities**

Public utilities include water, sanitary sewer and stormwater. The City of Sherwood updated these utility master plans in 2005 and 2007. The City works in conjunction with Clean Water Services (CWS) and Tualatin Valley Water District (TVWD) to provide these services through intergovernmental agreements. The master plan updates done after the area was added to the growth boundary in 2002 reviewed this area for utility service and did not identify deficiencies. The area will be able to be serviced by utilities provided with the Adams Avenue Street extension. These utilities are addressed as follows:

Water: The City’s primary water supply is from four groundwater wells owned by the City and operated by TVWD. The City also supplements supply from the groundwater wells through a 24-inch diameter connection to the City of Tualatin’s 36-inch diameter Tualatin-Portland supply main.

For the project area, there is currently an 8-inch waterline in Highway 99W and an 8-inch water line in Tualatin-Sherwood Road. The Master Plan recommends upsizing the 8-inch in Tualatin-Sherwood Road to a 12-inch and installing a 16-inch water line in Adams Avenue North for connectivity and service.

Sanitary: The City owns, operates and maintains the wastewater collection system within the City limits. Wastewater is collected from residential, commercial, and industrial services and is discharged into interceptor sewers owned and operated by CWS. Wastewater is then pumped by CWS for treatment at their Durham Advanced Wastewater Treatment Facility located in the City of Tigard. The City is responsible for all wastewater collection piping smaller than 24 inches in diameter located within the City limits, and CWS owns and maintains interceptor sewers 24 inches and larger, as well as all pump stations and force mains.

For the project area, sanitary sewer can be provided from existing lines north and south of the study area. These lines drain to the Rock Creek trunk line. Although the proposed development of the concept plan does not adversely impact capacity, future development of the industrial zones in Area 48, a large urban growth boundary expansion in northeastern Sherwood, will lead to capacity issues that will need to be addressed with the eventual planning and development of Area 48.

Stormwater: Stormwater treatment is typically done on a project-by-project basis with each developer creating their own facility. In some cases, the developer or the City builds regional treatment facilities that are maintained by the City and that cover larger areas.

The study area generally has one low point. A storm drainage system will be constructed with Adams Avenue to convey runoff to this location at the east end of the study area near the wetland. Use of the storm drainage system installed with construction of Adams Avenue as a regional facility for the entire study area is being reviewed.

B. Private/Semi-Public Utilities

These include power, natural gas, telephone, fiber optic and cable television. The design team is coordinating with these service providers. These services will be located in underground conduit within the Adams Avenue extension. No deficiencies have been identified.

C. Public Health and Safety

This includes police and fire services. The study area is within Tualatin Valley Fire & Rescue (TVF&R) District and fire and emergency services will be provided by TVF&R. The City of Sherwood has a police department that will provide police services. No deficiencies have been identified.

D. Schools

The Sherwood School District provides public K-12 education within the City limits. The proposed industrial and commercial use will have no impact on school capacity or school facilities.

7) *Transportation*

The Transportation System Plan (TSP), adopted in March 2005, is a master plan for all modes of transportation. The TSP identifies the need for local street connectivity in the industrial areas of Sherwood north of Tualatin-Sherwood Road, specifically connecting Highway 99W to Tualatin-Sherwood Road. The TSP analysis identified the Adams Avenue North Extension as a necessary improvement to mitigate forecasted circulation issues on Tualatin-Sherwood Road and Highway 99W by the year 2020.

Updated transportation studies based upon build-out scenarios for the comprehensive plan have been completed to a 20-year time horizon as required by the State's Transportation Planning Rule (TPR). No deficiencies have been identified.

Tualatin-Sherwood Road is a Washington County-maintained road and Highway 99W is an Oregon Department of Transportation (ODOT) facility. These agencies must approve connection of Adams Avenue to their roadways and therefore have interest in any rezoning of property that can have impacts to these facilities. The City of Sherwood has prepared transportation reports to Washington County and ODOT standards and is coordinating with these agencies.

A multi-use path is proposed on the eastside of the road. This path is planned to extend the length of Adams Avenue and will eventually connect Highway 99W to Oregon Street.

TriMet provides bus service from Sherwood to Downtown Portland and the movie theater parking lot west of the study area is park-and-ride lot for this bus line.

Opportunities and Constraints

Stakeholders identified opportunities and constraints at a November 19, 2008 meeting as well as answered questions on a project web page. The project team, together with the stakeholder working group, identified the following key opportunities and constraints:

Opportunities:

1. Reduce traffic congestion between Highway 99W and Old Town Sherwood
2. Provide access to underdeveloped property
3. Provide alternative access to developed property
4. Provide a continuous pedestrian pathway between Old Town Sherwood and Highway 99W
5. Promote economic development by providing additional land to be developed within the City
6. Improve visibility of the Home Depot store
7. Provide for internal road opportunities
8. Allow for development of the property (after easements) along Tualatin-Sherwood Road
9. Provide for conduit in Tualatin-Sherwood Road that will improve signal timing
10. Allow for compatible development under power lines such as parks, fields, parking lots
11. Allow for access for property to redevelop
12. Potential for "new" zone that allows focus of type of use that is a lower trip generator

Constraints:

1. Limited development allowed near and under power lines
2. Large power substation that must remain
3. Need for road to curve around existing power lines structures
4. Additional traffic conflicting with trucks off-site
5. Change of access and circulation on the Home Depot site
6. Property owner existing agreements that may limit access options
7. Intersections that are already over capacity for traffic
8. Existing intersection configuration at Tualatin-Sherwood Road and Highway 99W that is near capacity
9. Finding compatible development with existing power infrastructure
10. Existing light industrial zoning near major roads
11. Traffic signal spacing and potential need to remove signals on Tualatin-Sherwood Road

Opportunities Development Mapping

From stakeholder input, including a meeting with PGE engineers and planners, a Development Opportunities map was produced. The map reveals that within the study area after the substation, transmission line easements and land needed for the road improvement, three development sites are available. The map marks these sites as Development Opportunity 1 (5.8 acres), Development Opportunity 2 (7.6 acres), Development Opportunity 3 (0.9 acres) and Development Opportunity 4 (1.4 acres).

See Development Opportunities map on the next page.



III. CONCEPT PLAN SELECTION PROCESS

Stakeholder Working Group

The project team, as part of the public involvement plan, established a stakeholder working group. This group consisted of surrounding business owners, developers and agency staff. The group met three times. Through this process, a preferred concept plan was created along with project goals and objectives for the concept plan. The Sherwood Planning Commission was selected to act as the project's steering committee to provide final direction on a preferred concept plan alternative after consideration of project team, stakeholders, public and agency comments.

Three alternatives were presented for stakeholder review. These alternatives included zoning and development options for vacant developable land, options for development of open spaces and options for access to surrounding properties. From these options, the stakeholders selected elements from each to create a refined alternative.

See alternative maps on following pages.



Alternative A

NOTE: WETLAND INVESTIGATION COMPLETED FOR ROAD CORRIDOR ONLY.

ADAMS AVENUE NORTH EXTENSION - CONCEPT DRAWING

SHERWOOD, OREGON

FEB 04, 2009







Alternative C

NOTE: WETLAND INVESTIGATION COMPLETED FOR ROAD CORRIDOR ONLY.

ADAMS AVENUE NORTH EXTENSION - CONCEPT DRAWING

SHERWOOD, OREGON

FEB 04, 2009



Project Goals and Objectives

The project team, with consultation from the stakeholder involvement group and the Sherwood Planning Commission, established the following goal and objectives for the project:

Project Goal

The Adams Avenue North extension is intended to give local traffic an alternative connection between 99W and Old Town 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 Old Town. 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.

IV. FINAL PLAN

The Adams Avenue North Concept Plan purpose is to provide a framework for future development of the area. The plan is comprised of generalized maps and policies that address land use, transportation and open space. The concept plan is intended to be implemented by adoption of comprehensive plan zoning designations and through existing City regulations.

The plan goals, objectives and map are intended to be used as a guide for development. Key features of the plan include the following:

Use of Roundabouts

Roundabouts have been proposed as an access alternative, particularly as a way to access Development Opportunity 1 on Highway 99W. Due to the existing substation, the parcel's access will be close to the highway and may be required to have limited access. A roundabout will provide an alternative way to turnaround or access the site where a full access point cannot be provided.

Eastern Connections

The concept plan shows a connection to the east via an existing street stub to Arrow Street. This will provide an eventual connection for all properties north of Tualatin-Sherwood Road and west of Rock Creek to access Adams Avenue North and the proposed traffic signal at Tualatin-Sherwood Road. Currently, these properties do not have access to a traffic light.

Use of Power line Easements

The plan indicates the potential to use the power line easements for parking, a dog park and open spaces where full development is restricted.

Use of Commercial Development

The plan suggests rezoning existing light industrial properties along Highway 99W and Tualatin-Sherwood Road to commercial. These parcels that have access and visibility from major roads are best served with commercial uses and have greater opportunity to provide a physical and aesthetic gateway into the City. Gateway treatments are proposed to mark a symbolic entrance to the city and draw attention to the business environment. Gateway elements can include physical gateways or arches; flowers, trees and other landscaping; benches or other public space; public art or natural sculptural features; unique fencing or walls; and signage. Gateways should reflect the history, culture and character of Sherwood and its residents.

For the parcel that fronts Highway 99W (Development Opportunity 1) and the vacant 1.4-acre parcel next to Home Depot (Development Opportunity #4), a General Commercial or Office Commercial is being considered. The project team believes that Office Commercial is the best use for these parcels. Sherwood's designated Town Center is at the intersection of Highway 99W and Tualatin-Sherwood Road and borders this parcel to the west. The City currently does not have any properties zoned Office Commercial within the Town Center. This would provide office and limited retail uses that are in support of the Town Center as well as offices and workers consistent with the Metro design type designation of employment. The Adams Avenue North project will provide a multi-use path that will connect the site to Sherwood's Old Town for those who bike and walk. The movie theater parking lot west of the site is the park-and-ride lot for TriMet Bus Line 94 that runs from Sherwood to Downtown Portland through Tigard.



For the development area that fronts Tualatin-Sherwood Road (Development Opportunity 3) a 0.9 acre site, the project team believes that General Commercial is the best use for this site. The site is too small to support light industrial and is not adjacent to other offices areas. Therefore, a small retail user would likely be best for this site that is adjacent to existing and future commercial areas to the south and west.

Recent market studies including the “Downtown Sherwood Market Study” from June of 2008 shows a high demand for retail within the City. The Economic Opportunities Analysis completed in 2007 shows demand for land for industrial and commercial. As evidenced by the attached memorandum from Cogan Owens Cogan dated May 18, 2009, there is adequate land supply for industrial if these parcels area rezoned.

Use of Industrial Development

Industrial development is proposed within the interior of the project area where visibility from major road is limited. The internal area is also contiguous to industrial property to the east and is close to the power lines and substation that make an industrial use more compatible.

See preferred concept plan map on the next page.





V. IMPLEMENTATION

The construction of Adams Avenue will drive development of the project area. Adams Avenue will bring access and utilities to the area. Portland General Electric owns all the property within the study area and will need to sell property to private developers who will fully fund construction of developable areas. At this time, the construction of Adams Avenue is proposed to be funded by private development as mitigation for construction of the large undeveloped commercial property south of Tualatin-Sherwood Road.



APPENDIX

TECHNICAL APPENDIX



REFERENCES