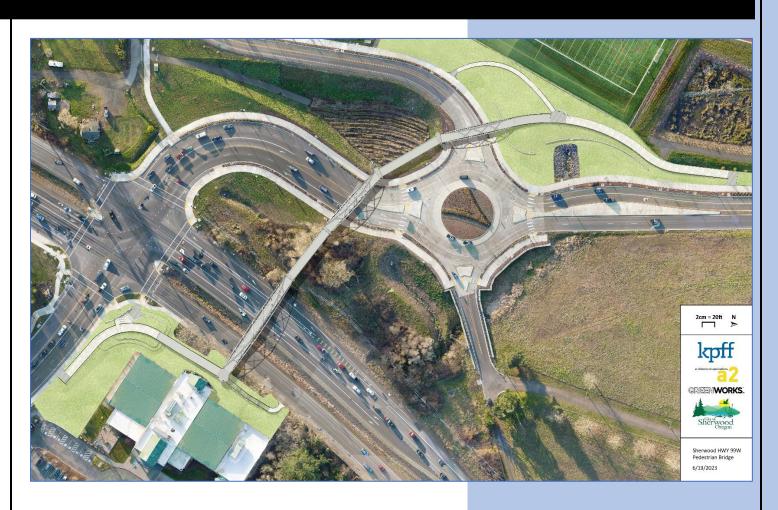
LU 2023-012 PA

Project Narrative – Transportation System Plan Update HIGHWAY 99W PEDESTRIAN BRIDGE



Submittal Date: 6/23/23

₋U 2023-012 PA

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Executive Summary

i. Introduction:

This land use application is for a minor Transportation System Plan (TSP) update to add the Hwy 99W Pedestrian Bridge as a pedestrian project. The bridge is proposed to span Hwy 99W at Sunset / Elwert and provide a safe crossing of the highway for active transportation users. The proposed update to the TSP includes adding the pedestrian bridge to Table 1 Fundable Transportation System Plan and Figure 12 Pedestrian Projects, in addition to other minor changes to the document to ensure consistency. The bridge is being funded by a \$3 million from the State of Oregon Lottery Funds as well as approximately \$17 million in City Urban Renewal Funds.

ii. Background Information:

The Hwy 99W Pedestrian Bridge is a key City Council priority under Pillar 2 Infrastructure. The bridge is also identified as Project 5 in the 2021 Urban Renewal Plan. Highway 99W is a significant physical barrier and safety concern for active transportation in the city. The addition of Sherwood High School and other development on the west/north side of the highway has increased the need for a grade separated crossing. As Sherwood continues to grow to the south and to the west, the Hwy 99W and Sunset / Elwert intersection will become more centrally located within the city. The pedestrian bridge is expected to provide a centrally located and safe crossing of Hwy 99W for generations of Sherwood residents.

The following changes are proposed to the TSP:

- Add Project P51 (Hwy 99W Pedestrian Bridge) to Table 1: Fundable Transportation System
- Add Project P51 (Hwy 99W Pedestrian Bridge) to Figure 12: Pedestrian Projects
- Other updates to the document to ensure consistency (i.e. total cost estimates of the plan)

iii. Decision Criteria

The following code sections and other regulatory requirements apply to the proposed Plan Amendment – Zone Change.

Sherwood Zoning and Community Development Code Chapter 16.80 Plan Amendments. Sherwood 2040 Comprehensive Plan themes: Strong Community, Culture, and Heritage; Coordinated and Connected Infrastructure. Metro Code 3.08 Regional Transportation Functional Plan. Statewide Planning Goals 1 and 12.

SHERWOOD ZONING AND COMMUNITY DEVELOPMENT CODE

Title 16 - Zoning and Community Development Code Division II. — Land Use and Development

Chapter 16.72 – Procedures for Processing Development Permits

16.72.010 - Generally

A. Classification

Except for Final Development Plans for Planned Unit Developments, which are reviewed per Section 16.40.030, all ministerial, administrative, and quasi-judicial development permit applications and legislative land use actions shall be classified as one of the following:

5. Type V

The following legislative actions shall be subject to a Type V review process:

- a. Plan Map Amendments.
- b. Plan Text Amendments.
- c. Planned Unit Development Preliminary Development Plan and Overlay District.

Response: The TSP amendment is being processed as a Type V legislative decision in accordance with the section above.

- B. Hearing and Appeal Authority
- 1. The Hearing and Appeal Authorities shall be as follows:

The Type V Hearing Authority is the City Council, upon recommendation from the Planning Commission and the Appeal Authority is the Land Use Board of Appeals (LUBA).

Response: City Council is the hearing authority on this application. A recommendation will be made to City Council by the Planning Commission.

Division III. – Planning Procedures

Chapter 16.80 - Plan Amendment Procedures

16.80.020 - Amendment Procedures

16.80.030 - Review Criteria

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B. Map Amendment

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

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

Response: The pedestrian bridge project is consistent with the goals and policies of the Comprehensive Plan and Transportation System Plan as discussed in the applicable sections below.

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.

Response: Highway 99W and acts as a significant physical barrier separating the east and west sides of Sherwood. The highway is used by regional commuters to and from work, wine country visitors for leisure and recreation, and for the daily trips of Sherwood residents. The high volume of traffic and speed of the vehicles presents an ongoing safety and livability challenge.

As Sherwood continues to grow to the west and south, providing safe crossings of the highway for bicyclists and pedestrians will become increasingly important. The Hwy 99W Pedestrian Bridge will provide a grade separated crossing of the highway at the Sunset / Elwert intersection. This location was chosen due to its proximity to the new Sherwood High School and high volume of students and families that cross the highway at this location. As the Brookman area fills out with new development, this intersection will become more centrally located within the city.

The proposed pedestrian bridge will be the first grade separated crossing of the highway in city limits and will fill a strong need within the community. The bridge provides a significant "public good" that will serve generations of Sherwood residents.

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

Response: The pedestrian bridge is timely given the pattern of development in the area and surrounding land uses. The bridge will connect the new Sherwood High School with the YMCA site owned by the City. This intersection of Sherwood will be transformed from a high volume intersection for cars to one with art and open space that is welcoming to bicyclists and pedestrians. As city boundary continues to expand to the south and west, this intersection will become more centrally located in the city.

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.

Response: As discussed above, this location was specifically chosen based on the existing and future land uses. The bridge will connect Sherwood High School to the YMCA with easy access from the Woodhaven

neighborhood and larger Sunset Blvd. corridor. A 100% feasibility study has been completed that demonstrates the project is feasible given the location and size of the properties involved.

C. Transportation Planning Rule Consistency

1. The applicant shall demonstrate consistency with the Transportation Planning Rule, specifically by addressing whether the proposed amendment creates a significant effect on the transportation system pursuant to OAR 660-012-0060. If required, a Traffic Impact Analysis (TIA) shall be prepared pursuant to Section 16.106.080.

Response: The last major Transportation System Plan update for Sherwood occurred in 2014. The plan 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 the Washington County TSP. The proposed addition of the pedestrian bridge is aligned with the goals and policies of the City, County, Metro, and ODOT system plan. Reducing vehicle miles traveled and improving pedestrian safety and connectivity is a key policy for all documents. The proposed pedestrian bridge will not increase vehicular traffic for any facilities located in the City or within ODOT's jurisdiction and is not expected to have a significant impact per the Transportation Planning Rule.

SHERWOOD 2040 COMPREHENSIVE PLAN

Theme - Strong Community, Culture, and Heritage

Goal 3 – Foster a culture of collaboration and partnership between residents, community groups, businesses, service providers and government.

Policy 3.3 – Coordinate with school districts on acquisition, siting, facility planning, and development of facilities.

Response: The proposed pedestrian bridge will serve Sherwood School District students as well as the general public. The bridge ramp on the west side of Hwy 99W will be located on school property and has been coordinated with the district.

Policy 3.4 – Support the development of a public art program that invests in community-driven art projects and enriches the public realm for the benefit and enjoyment of the community.

Response: The pedestrian bridge will feature public art that enriches the public realm for the benefit and enjoyment of the community. Public art is planned as the base of each ramp, as well as on the bridge itself. Colored lights will be used at night to create an inspiring and aesthetic bridge. The bridge will be visible from Hwy 99W and from the high school during football and other games.

Theme – Coordinated and Connected Infrastructure

Goal 1 Plan and implement a transportation system that is forward-looking, responsive and innovative to maximize capacity and ensure safety, efficiency and retention of Sherwood's livability and small-town character

Policy 1.1 – Develop, implement, and regularly update the City's TSP

Policy 1.3 – Promote access and utilization of a multi-modal transportation system

Policy 1.4 Encourage complementary infrastructure for bicycles and pedestrian facilities providing a diverse range of transportation choices for city residents

Response: The proposed pedestrian bridge is closely aligned with the goals and policies of coordinated and connected infrastructure. The bridge will provide a critical grade separated crossing of Hwy 99W for bicyclists, pedestrians, and other active transportation users. The bridge is expected to reduce vehicle miles traveled within the city and region by allowing students the ability to walk or bike to Sherwood High School on a daily basis from the east side of the city. The bridge will also promote recreational walking, running, and biking by reducing the safety concern of crossing Highway 99W.

Goal 2 Create and enhance safe and viable transportation options for travel between destinations locally and regionally with particular attention to connecting the areas of Sherwood east and west of Highway 99W, Old Town, and the Tualatin National Wildlife Refuge.

Policy 2.4 – Ensure safe and convenient transportation access across Highway 99W for all modes of travel.

Response: The pedestrian bridge is a significant public investment intended to directly address the above referenced goal and policy. The proposed bridge will be the first grade separated crossing of the highway for pedestrians and bicyclists.

METRO CODE

Chapter 3.08 of the Metro Code addresses requirements for local transportation system plans through the Regional Transportation Functional Plan. Section 3.08.130 addresses pedestrian system design and requires a plan that provides for an "interconnected network of pedestrian routes within and through the city or county".

Response: The last major Transportation System Plan update for Sherwood occurred in 2014. The plan 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 the Washington County TSP. The proposed addition of the pedestrian bridge is aligned with the goals and policies of the City, County, Metro, and ODOT system plan. Reducing vehicle miles traveled and improving pedestrian safety and connectivity is a key policy for all documents. The proposed pedestrian bridge will not increase vehicular traffic for any facilities located in the City or region.

STATE OF OREGON LAND USE PLANNING GOALS

The applicable Statewide Planning Goals include Goals 1 and 12.

Goal 1: Citizen Involvement. Calls for "the opportunity for citizens to be involved in all phases of the planning process."

Response: 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 meets Goal 1. The application is being discussed and decided by the City Council after a public hearing and recommendation from Planning Commission.

Goal 12: Transportation. Requires cities, counties and the state to create a transportation system plan that takes into account all relevant modes of transportation: mass transit, air, water, rail, highway, bicycle and pedestrian.

Response: The City's Transportation Consultant, DKS Associates, has provided a memo with findings for the Transportation System Plan. The memo indicates the proposed bridge is consistent with the TSP and will not impact the financially constrained project list. The bridge will be funded through new funding sources that were not identified in the 2014 TSP update. The bridge will be funded by Oregon Lottery funds as well as City Urban Renewal Funds.

EXHBITS

Exhibit A. – DKS Associates: TSP Compliance Memo

Exhibit B. – Proposed update to Table 1 Fundable Transportation System

Exhibit C. – Proposed update to Figure 12 Pedestrian Projects

Exhibit D. - Bridge Renderings

Exhibit E. – Land Use Form



TECHNICAL MEMORANDUM

DATE: June 30, 2023

TO: Eric Rutledge | City of Sherwood

FROM: Garth Appanaitis, PE | DKS Associates

SUBJECT: Sherwood Pedestrian Bridge TSP Edits



Project #23xxx-xxx

This memorandum summarizes the inclusion of the OR 99W pedestrian bridge project in the Sherwood Transportation System Plan (TSP)¹. The TSP identifies planned transportation projects in Sherwood and was adopted in 2014.

Following the adoption of the TSP, additional planning for future growth in the Sherwood West area has occurred and the new Sherwood High School was constructed north of OR 99W. These planning processes brought additional focus on the concerns and needs for improving safe crossings of the OR 99W corridor. These efforts have led to the identification of a pedestrian bridge over OR 99W in the vicinity of Sunset Boulevard.

OR 99W bisects the community and is a barrier for safe and convenient travel between each side of the City. The need for improved crossings of OR 99W has been previously identified through prior planning efforts, including the Sherwood Town Center Plan² and Sherwood TSP. The identified pedestrian bridge is consistent with the intent of the TSP to provide for a more connected system that allows for choice of modes.

A pedestrian crossing study that considered crossing needs and opportunities was conducted in 2019. The study and findings were presented during a City Council worksession.

Funding for bridge design and construction (\$20 million) has been secured through State Lottery Funds and the Urban Renewal Agency (URA). Since these are new funding sources that were not included in the TSP projections, the inclusion of the pedestrian bridge project would not impact other planned improvements identified in the TSP and the plan would remain financially constrained.

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¹ Sherwood Transportation System Plan, adopted June 2014, https://www.sherwoodoregon.gov/engineering/page/transportation-system-plan-tsp

² https://www.sherwoodoregon.gov/planning/page/sherwood-town-center-plan

SUMMARY OF EDITS

The following edits to the TSP would improve consistency to incorporate the pedestrian bridge project. Additional minor edits may be required to address resulting scrivener errors.

SECTION 5

- Page 25: Revise narrative to clarify 52 pedestrian projects with total cost of \$35.9 million
- Page 26: Revise narrative reference to 113 solutions totaling \$370 million worth of investments
 \$129 million of which is assumed to be city funded.
- Page 26 (Figure 7): Revise chart of project expenses to increase portion of pedestrian expense

SECTION 6

- Page 29: Revise narrative to reference \$129 million cost for all solutions.
- Page 29: Revise reference to Sherwood's available funds for transportation projects and the funding estimate (referred to as "projected funding") to \$80 million.
- Page 30: Revise reference for ped/bike identified projects to \$43 million and total project cost of \$129 million.
- Page 30: Revise the reference of the projected funding estimate to \$80 million.
- Page 30 (Figure 8): Update share of pedestrian and bicycle in \$80 million (was \$60 million) funding scenario.

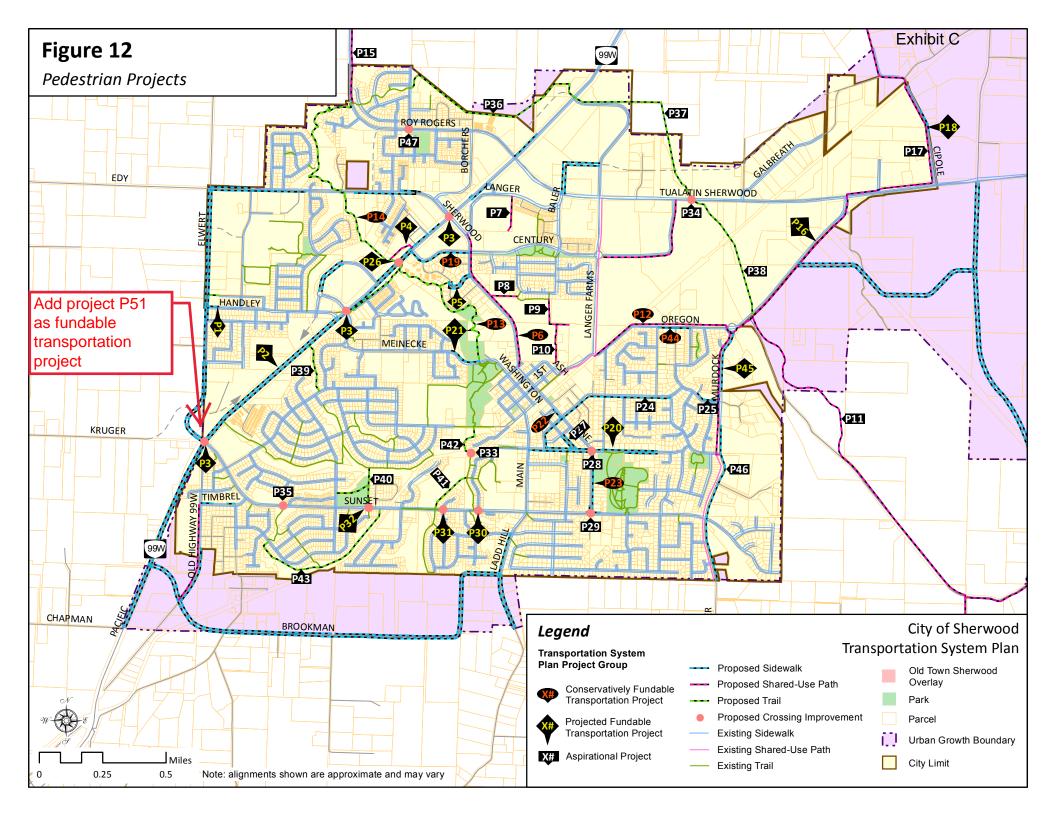
SECTION 7

- Page 33: Revise reference of the funds the City is projected to have up to \$80 million.
- Page 35: Revise reference to nearly \$80 million worth of investments included in the Projected Fundable Plan.
- Page 35: Revise percentage of pedestrian improvements to 54 percent in context and Figure 10. Also update motor vehicle improvements to 25 percent, biking improvements to 16 percent, and transit improvements to 5 percent.
- Page 39 (Table 1): Incorporate Highway 99W Pedestrian Crossing project details as P51 (or other non-conflicting reference number) into Table 1.
- Page 42 (Figure 12): Add Highway 99W Pedestrian Crossing project location as P51 (or other non-conflicting reference number)

Add project P51 - Hwy 99W Pedestrian Bridge to be funded through Lottery and URA funds

Table 1: The Fundable Transportation System

Project	: The Fundable Transp Project Name	Project Details	Priority					
Projects with Committed Funding								
D13	Tualatin-Sherwood Improvements – Phase 1	Widen Tualatin-Sherwood Road/Roy Rogers Road between Borchers Drive and Baler Way to five lanes. Includes intersection modifications at Highway 99W, the Sherwood Market Center, and at Baler Way.	(Funded Through MSTIP)					
D19	124th Avenue Extension	Extend 124th Avenue as an arterial from Tualatin-Sherwood Road to Tonquin Road.	(Funded Through MSTIP)					
D22	Kruger/Elwert Intersection Safety Improvement	Realign Elwert Road to provide more storage at Highway 99W, and realign the Kruger Road intersection to the Cedarbrook extension as a single lane roundabout.	(Funded Through MSTIP)					
P13	Ice Age Tonquin Trail Segment 8	Implement Tonquin Trail Segment 8 improvements from immediately north of Park Street to immediately south of Highway 99W.	(Funded through Metro regional flex funds)					
Motor V	ehicle Projects (See Figu	re 11)						
D3	Oregon Street Intersection Improvements at Murdock and Tonquin	Install a roundabout at the Tonquin Road/Oregon Street intersection with dual westbound through lanes and a single eastbound through/right lane. Consider creating a "Dumbbell Roundabout" with the Oregon/Murdock roundabout by disallowing the west circulating lane at Oregon/Tonquin and disallowing the east circulating lane at Oregon/Murdock. Add a second westbound approach lane to the Murdock Road Oregon Street roundabout for separated westbound left and westbound through lanes. Keep three lanes on the bridge structure.	Short-Term					
D4	Elwert Road Improvements	Upgrade Elwert Road (from Highway 99W to Edy Road) to a three lane arterial with bike lanes and sidewalks. This project may be phased with D30 for design and construction purposes.	Medium-Term					
D6	Edy Road Improvements	Upgrade Edy Road (from Borchers Drive to City Limits) to a three lane collector with bike lanes and sidewalks.	Medium-Term					
D7	Ladd Hill Road Improvements	Upgrade Ladd Hill Road (from Sunset Boulevard to the Urban Growth Boundary) to a three arterial with bike lanes and sidewalks.	Medium-Term					
D8	Oregon Street Improvements	Upgrade Oregon Street (from Murdock Road to the railroad crossing) to a three lane collector with sidewalks on south side and a shared-use path on the north side (part of the Ice Age Tonquin Trail).	Medium-Term					
D12	Extension of Langer Farms Parkway at 99W	Extend Langer Farms Parkway from 99W west as a collector road.	Medium-Term					
D14	Highway 99W/Brookman Traffic Signal and Realignment	Realign Brookman Road to intersect with Highway 99W approximately 1/4 mile north of its existing intersection; This alignment would provide future separation from the Southern Arterial connection at Highway 99W and would improve safety and driver expectancy for the intersection on the highway by moving it within the urbanized context (within future urbanized area of Brookman Concept Plan area). This improvement includes a traffic signal at the realigned intersection with a westbound left and southbound right turn lane, and a grade separated railroad crossing. All traffic signals on the state highway system would need to be approved by the state traffic engineer and design coordination with ODOT would be	Medium-Term					











Case No. <u>LU2023-012 PA</u>
Fee <u>64414.61</u>
Receipt # <u>Intercity</u>
Date <u>06.27.23</u>
TYPE <u>V</u>

Home of the Tualatin River National Wildlife Refuge

City of Sherwood Application for Land Use Action

Application	on for Edita 050 Addion
Type of Land Use Action Requested: (check all tha	
Annexation	Conditional Use
Plan Amendment (Proposed Zone)	Partition (# of lots) Subdivision (# of lots)
Planned Unit Development	Subdivision (# of lots)
Site Plan (square footage of building and parking area) Variance (list standards to be varied in description)	Other:
variance (list standards to be varied in description)	
By submitting this form the Owner, or Owner's authority and agrees that City of Sherwood employees, and authority to enter the project site at all reasonable to site conditions and gathering information rel	appointed or elected City Officials, have times for the purpose of inspecting project
Note: See City of Sherwood current Fee Schedule, wh	ich includes the "Publication/Distribution of
Notice" fee, at www.sherwoodoregon.gov. Click on Go	
	6
Owner/Applicant Information:	Phone: 503-925-2308
Applicant: City of Sherwood	Email: planning@sherwoodoregon.gov
Applicant Address: 22560 SW Pine St.	
Owner:n/a (TSP update)	Phone:
Owner Address: n/a	Email:
Contact for Additional Information: Eric Rutledge, Comm	nunity Development Director
D 4 T 6 4	
Property Information:	
Tax Lot and Map No:	
Existing Structures/Use:	
Existing Plan/Zone Designation:	
Size of Property(ies)	2
Proposed Action:	
Purpose and Description of Proposed Action:	
An amendment is proposed to the City's 2016 Transportation	ion System to add the Hwy 99W Pedestrian
Bridge as a project in the TSP. The proposed update inclu-	des adding the pedestrian bridge to Table 1
Fundable Transportation System Plan and Figure 12 Pede	estrian Projects, as well as other minor
changes to the document to ensure consistency. The High	way 99W Pedestrian Bridge is City-led project
and is intended to provide a safe crossing of Hwy 99 at Su	inset / Elwert.
Proposed Use:	
- 137 ADI (138	
Proposed No. of Phases (one year each):	

Continued on Reverse Updated September 2016

LAND USE APPLICATION FORM

Authorizing Signatures:	
I am the owner/authorized agent of the owner of that the information submitted with this application.	empowered to submit this application and affirm ation is correct to the best of my knowledge.
	icable standards for review of the land use action I onstrate to the City review authorities compliance equest.
Applicant's Signature	Date
Owner's Signature	Date 2023
at the counter. Once taken at the counter, the	with your application or it will not be accepted City has up to 30 days to review the materials we need to complete the review. Applicant can

verify submittal includes specific materials necessary for the application per checklist.

Copy of Deed to verify ownership, easements, etc	
At least 3 folded sets of plans*	

At least 3 copies of narrative addressing application criteria*

Fee (along with calculations utilized to determine fee if applicable)

Neighborhood Meeting Verification including affidavit, sign-in sheet and meeting summary (required for Type III, IV and V projects)

³ Copies of Application Form* completely filled out and signed by the property owner (or person with authority to make decisions on the property.

^{*} Note that the required numbers of copies identified on the checklist are required for completeness; however, upon initial submittal applicants are encouraged to submit only 3 copies for completeness review. Prior to completeness, the required number of copies identified on the checklist and one full electronic copy will be required to be submitted.