
City of Sherwood, Oregon
Planning Commission
December 12, 2017

Planning Commissioners Present:

Chair Jean Simson
Vice Chair Christopher Flores
Commissioner Daniel Matzinger
Commissioner Kara Repp
Commissioner Doug Scott

Staff Present:

Julia Hajduk, Community Development Director
Josh Soper, City Attorney
Bob Galati, City Engineer
Erika Palmer, Planning Manager
Joy Chang, Associate Planner
Michelle Babcock, Administrative Assistant

Planning Commission Members Absent:

Commissioner Justin Kai
Commissioner Rob Rettig

Council Members Present:

Council President Sean Garland

1. Call to Order/Roll Call

Chair Jean Simson convened the meeting at 7:00 pm. She made note that the agenda had been revised to remove PA 17-03 Sherwood Transportation System Plan & Zoning and Community Development Code Amendments.

2. Consent Agenda

- a. November 28, 2017 Planning Commission Meeting Minutes approval

Motion: From Commissioner Christopher Flores to approve the minutes, seconded by Commissioner Kara Repp. All Present Commissioners voted in favor.

3. Council Liaison Announcements

Council President Sean Garland passed on making announcements. Chair Simson thanked City Council for hosting the Annual Boards and Commissions Appreciation Dinner.

4. Staff Announcements

Erika Palmer, Planning Manager introduced Doug Scott, the new Planning Commissioner. She announced the Comprehensive Plan Update Community Advisory Committee (CAC) had been selected and the first meeting would be January 17, 2018 at City Hall and confirmed a webpage has been created for the Comprehensive Plan Update. The City received a \$50,000 technical grant through the Department of Land Conservation and Development (DLCD) for work on the City's economic opportunities analysis.

5. Community Comments

None were received.

6. Old Business

a. Public Hearing – SP 17-01/ SUB 17-03 Parkway Village South (continued)

Chair Simson read the public hearing statement and asked for ex parte contact, bias, or conflict of interest. She disclosed she had a potential conflict of interest as an employee of a wholesale material supplier for

door and bath hardware and Division 10 products including the Salisbury mailboxes that were specified in the plans. She stated her company was not the only distributor in the area and she was not aware of who the supplier was for the project. She did not recuse herself and asked if anyone in the audience wished to challenge any Planning Commission member's ability to participate. None were received.

Joy Chang, Associate Planner gave a presentation of the staff report for SP 17-01/SUB 17-03 Parkway Village South (see record, Exhibit 1). She noted a revised staff report was provided in the packet to address changes to the Engineering conditions of approval (see Exhibit B, revised 12.05.17) along with a letter from Gramor Development dated December 11, 2017, an email from AKS dated November 22, 2017, and a memo from Engineering dated November 27, 2017 were added to the Planning record as Exhibits I, J and K.

Ms. Chang said the project site was located on the southeast corner of Langer Farms Parkway and Century Drive. North of Century Drive was Parkway Village Shopping Center anchored by Walmart; south was Sentinel Storage currently being constructed; east was a light industrial use development; and west were residential properties. The site was approximately 15.67 acres in size. The applicant proposed a site plan review and a five lot subdivision, with lots ranging from .5 to 8.24 acres in the Light Industrial Planned Unit Development zone. Lot 1 would be reserved for future use and was not included in the application and the applicant would come in for a site plan review when it was developed. The remaining four lots would consist of 92,899 square feet indoor entertainment and recreation fun center; 32,408 square feet of retail space across four buildings; and 392 square feet drive-through coffee kiosk.

The site was vacant and adjacent to a regional stormwater quality facility to the southeast, which was committed to serving this tax lot. There was an existing drainage way with associated wetlands and vegetated corridor located within an unbuildable tract to the southeast established as part of the Langer Farms subdivision plat. The project would take access from SW Langer Farms Parkway and SW Century Drive, both designated as collector streets in the Transportation System Plan.

The site has been owned and farmed by the Langer family since the late 1800's and was within Phase 6 of the Sherwood Village PUD that was approved by the Sherwood City Council in 1995. All future development was subject to the conditions of the approved Planned Unit Development and SUB 12-02. Because of the approval of the subdivision in 2012, the use of the property was vested for a period of 10 years per ORS 92.040. In this instance, the PUD approval for all of phases 6, 7, and 8 of PUD 95-1 allowed for uses that were permitted within the General Commercial Zone in 1995. An Example of this would be Indoor Recreation Facilities.

Ms. Chang gave a listing of the approval criteria, including the 1995 PUD Design Guideline & 2010 Development Agreement and stated the review criteria either had been met, or could be met, as conditioned in the Staff Report. She showed a view of the site looking southeast and reported the required urban design standards had been satisfied due to the site being designed around the SW Langer Farms Parkway frontage to create a pedestrian-friendly orientation that would draw people in from the street. She said the project achieved this by locating pedestrian-scale buildings as close as possible to the sidewalk and pedestrian corridors. The project used window glazing, building materials, and design to avoid presenting blank walls to pedestrians, bicyclist, and drivers. A dynamic streetscape was created through well-designed and thoughtful outdoor spaces utilizing storefronts, plazas, fountains, and professionally designed landscaping. Vehicle parking was separated from the sidewalk, and located behind the buildings. In addition to screening and separation provided by the buildings themselves, the parking areas would be screened with landscaping.

Ms. Chang explained the Fun Center was a large building where its main entrance provided the focal point within the site. The building was oriented so the narrower, more pedestrian-scale side faced the SW Langer Farms Parkway sidewalk. The pitched roof, building materials, and other design cues recall the smaller retail buildings that would also front SW Langer Farms Parkway. This design, scaled and focused the entries to the pedestrian while making the development look cohesive. Large storefront windows were planned to face the street and each street-facing elevation presented multiple bays created through the arrangement of windows and doors and the use of multiple types of stone, brick, lap siding, shingles, columns, and wood canopy supports. She said the building design conveyed a distinct base, middle, and top to break up the vertical massing. The use of ledgerstone would create a solid base, and banding in addition to changes in color and/or materials emphasized horizontal breaks and vertical coherence in the building plane. The street facing elevations had varying heights, dormers, upper floor windows, and roof-types. Awnings and canopies provided shelter from weather. No aluminum vinyl, or T-111 siding will be utilized. Ms. Chang said in addition to the Design standards being satisfied the applicant addressed how the application met the alternative Commercial Design Review Standards and had satisfied the 1995 PUD Design Guidelines.

Ms. Chang showed the breezeway planned to connect from SW Century Drive through the parking area to the main entrance of the Fun Center. The 10-foot-wide, stone and timber frame, covered walkway would be separated from the parking areas by curbs and trees on both sides of the structure. She stated the applicant requested a five lot subdivision. She showed the lot configurations and said all applicable subdivision criteria are met or could be met with conditions.

Ms. Chang went over the applicable zoning requirements.

Off Street Parking would be accommodated entirely on site. Based on the parking requirements a minimum of 406 and maximum of 497 parking spaces were allowed. The applicant was proposing 487 parking spaces. Bicycle Parking standards required a minimum of 29 spaces, the applicant proposed 56 with eight of them long-term spaces. The 487 parking spaces would require 21,915 square feet of landscaping. The preliminary plans showed 35,782 square feet of interior landscaping and 1,720 square feet of perimeter landscaping; SW Langer Parkway and SW Century Drive were both collector streets with a required 10-foot-wide landscaped visual corridor along both street frontages, which the applicant proposed to meet.

The engineering Department recommended a condition requiring a Rectangular Rapid Flashing Beacon on Langer Farms Parkway, south of Whetstone Way in addition to the existing striped pedestrian crossings near the roundabout and recommended frontage improvements along the undeveloped Lot 1 on SW Century Drive.

Ms. Chang noted two public comments had been received. One in opposition expressing concerns on land use from industrial to commercial, decreasing the potential of bringing in new industrial high valued jobs. Concerns were also expressed on increased commuter traffic from other suburban areas (see record, Exhibit G). These concerns were addressed as part of the staff report. The other letter was from Gramor Development and was in favor of the proposal because it provided a logical extension of the existing development pattern and a was needed entertainment type venue for Sherwood. The letter also addressed how the proposed development met various approval criteria, expressed excitement to see this project come to fruition and urged approval of the project (see record, Exhibit I)

Staff recommended approval of the Parkway Village South Site Plan and Subdivision subject to Conditions of Approval in the revised staff report dated December 5, 2017.

Commissioner Scott commented that the landscaping on the adjacent development to the north was too high and created visibility issues. He asked if those issues had been discussed or addressed for the proposed site. Erika Palmer, Planning Manager responded that it was taken into consideration and if landscaping became too tall, it was a vision clearance hazard and could become a code compliance issue. Ms. Chang said the site distance at the exits was reviewed to ensure the clear vision triangle was maintained. The applicant would be required to make sure the plantings were maintained at a reasonable height. Julia Hajduk, Community Development Director, commented the code was not specific about how tall the landscape islands within the parking lot could be and ultimately vision clearance is the property owner's responsibility and liability.

Chair Simson asked for applicant testimony.

Joey Shearer, Planner with AKS Engineering and Forestry, noted the large packet of information the Planning commission had to review and stated a team of professionals had put the information together. The applicant believed there was substantial evidence within the application that all the approval criteria had been met or could be met with conditions and generally agreed with all of the findings and conditions in the staff report. Several members of the team were available to answer questions from the Commission.

Frank Schmidt, Tiland-Schmidt Architects, Portland, stated they had a neighborhood meeting where constructive criticisms regarding the building frontages and how it faced Langer Farms Parkway was received. At the time there was a 20-30 foot tall wall for the fun center and it did not address the street front well. As a result, the wall was softened and dressed up with the same colors, slopes and materials as the smaller buildings. The fun center was set back further from the street than the retail buildings and additional landscaping added to address concerns and the community as a whole. He said they heard a desire for a place where kids could be entertained and they kept in mind family situations, so the center was really for all ages. He commented on the breezeway that had access to cover in the parking lot and the cover at the front door.

Mr. Schmidt showed plans of the fun center interior. He said the original plans had a zip line going outside that was removed from the project after a code interpretation was brought forward. He pointed out the different areas of the family entertainment center such as the ticket booth, soda/coffee bar and the fireplace close to the front with comfortable seating and room for strollers. He said there would be a restaurant, bar, bowling, laser tag, and a racetrack with electric carts that are relatively quick but screech around the corner at times. Mr. Schmidt said it was a very complicated project, the Langer family had hired an outside expert as well as the vendor who would provide for the space; top people throughout the country to ensure the venue was just right because it was too much money to make a mistake. The fun center would change and evolve over time, but the excitement would continue through the years.

Mr. Schmidt commented everyone knew what retail buildings looked like and said there were examples on the north side of the site. He said that early leasing had been positive, the feasibility study showed Sherwood was well suited for a family entertainment center, and there was a gap for this type of facility in the area. Mr. Schmidt offered to answer questions.

Chair Simson asked what the benefit was for dividing the site into five lots and what it meant to the city. Mr. Shearer responded that it would create flexibility for how the site developed; it would give tenants the opportunity to own the land as the site did not have to be owned by the same entity for perpetuity. Chair Simson commented that one of the pieces of property would not have access and by approving the subdivision the Planning Commission would, in essence, also approve an access road. She questioned if there would consequences for the community to create a precedence to have a private access road in a

subdivision rather than direct access onto that street. Mr. Shearer did not think it was an uncommon pattern for this type of development; the City's definition of lot included a lot that had access to a public right of way via an easement and the configuration proposed was consistent with past approvals issued by the City to other phases within the same PUD. He was not aware of any negative issues that have resulted from that. Chair Simson asked if each lot met the parking standard or if there was a shared parking agreement across the site. Mr. Shearer said there was the potential for a parking agreement. The parking has been laid out assuming all of the buildings were retail uses, which gave flexibility on the permitted uses in the zone. The applicant felt the parking area was designed to accommodate the range of parking requirements for those allowed uses. A tenant that did not fit into the retail use would need to go through a review process with the City to confirm use and required parking.

Commissioner Repp commented on the delivery routes within the site and asked how deliveries would be made to retail spaces A through C. Mr. Shearer replied that common practice for loading areas were generally times of the day when the parking was not occupied. Typically, in the early morning before the store was open, likely using the vacant parking available.

Commissioner Repp asked what would happen to the trees planted between Lot 1 and Lot 2 along the east side of the development when Lot 1 was developed. Mr. Shearer said it would depend on what was developed on the adjacent lot and it would have to comply with the City's tree protection standards. A tree canopy coverage would need to be met regardless of what happened.

Commissioner Repp commented on the increased traffic at the intersections of Langer Farms Drive/Tualatin Sherwood Road and Century Drive/Tualatin Sherwood Road and asked if there were there any planned improvements for increased traffic at the intersection of Century Drive and Tualatin Sherwood Road.

Brian Dunn, Kittelson Transportation Engineer came forward and explained a transportation impact study was submitted to the City for review where the impacts of the increased traffic associated with the project which included the retail outlets and the family entertainment center use. The city wanted to ensure the estimates were realistic of what the center could generate so data was collected from three example sites in the area. The intersections at Tualatin Sherwood Road/Langer Farms Parkway, 99W/ Tualatin Sherwood Road, 99W/Edy Road and the roundabout on Langer Farms Parkway were evaluated. The findings were that the intersection at Tualatin Sherwood Road/Century Drive was functioning adequately according to Washington County's mobility standards and no improvements were proposed for mitigation. Mr. Dunn reminded the Commission that Washington County had a project to improve Tualatin Sherwood Road that would extend east of Langer Farms Parkway and continue west towards Roy Rogers and Borchers Drive. The project was estimated to be about \$12 million and was funded as part of MSTIP project. It would add more through lanes and signal modifications. The applicant agreed to a condition of approval, first referenced by ODOT and supported by city staff, to make a proportionate share contribution towards the intersection at 99W/Tualatin Sherwood Road.

Vice Chair Flores asked about the expected timeline for the proposed project. Mr. Shearer responded the city had timeline requirements for approvals and the fun center would be first building to develop with the rest of the buildings to follow; it was hard to anticipate, but it was in the applicant's interest to make sure development happened as quickly as feasible. Chair Simson pointed out the phases shown in Exhibit J regarding the site improvements with Phase I being the west half of building and Phase 2 the east half. Mr. Shearer stated that based on the timelines provided by city staff there was no need for a specific phasing plan and the development could happen within the City's allowable timelines. The conceptual plan shared

with the city was not a specific phasing plan. Chair Simson acknowledged the difference between an order in which building construction would happen and an agreed upon Phasing Plan between the applicant and the City that would be necessary for a multi-year project.

Chair Simson wanted more clarification regarding improvements at Century Drive and Tualatin Sherwood Road, an uncontrolled intersection that would be impacted by the project. Mr. Shearer stated the findings in the traffic study did not warrant any improvements to the intersection. Commissioner Repp noted mobile phone applications, such as Waze, where drivers could be rerouted through a neighborhood or other side streets with their mobile phones and asked if technology like this was taken into consideration. Mr. Dunn responded that technology like the Waze app was not taken into account, but their knowledge as traffic engineering judgement was used. Travel demand models were used for doing large study areas and those models look at multiple routes and the congestion along those routes. Traffic engineers use the same method when looking at site development; what were the routes people would take; what were the fastest routes; routes with the least amount of congestion; and the functional classification of those routes. In this instance, a scoping memo was done with the City to ensure the study was on the right path. Mr. Dunn confirmed to Commissioner Repp that the assumption was that Century Drive would be used, but it would be less impactful than the Langer Farms Parkway/Tualatin Sherwood Road intersection. Traffic was distributing in multiple directions; Tualatin Sherwood Road to the east was one route, but there are multiple directions the traffic could go.

Chair Simson stated her experience with the intersection was that people used the road more than the traffic study showed. It did not make sense to her that no improvements would be made to Century Drive. On the advice of staff, Chair Simson saved her concerns until after public testimony.

Commissioner Matzinger asked how the common areas would be maintained if the property was divided into five separate parcels. Mr. Shearer explained the applicant would be responsible for providing any covenants or agreements needed to address maintenance responsibilities when the subdivision plat was recorded with Washington County. He said anyone willing to invest a significant amount of money to own property within the project would ensure it was well maintained and well manicured. The maintenance agreements would address the common areas.

Chair Simson said the applicant had 20 minutes for rebuttal and asked for public testimony.

Matt Grady, Vice President of Project Development with Gramor Development, said his company had developed many centers including the one north of the project site. He alluded to the written comments he provided and offered to cover some of the concerns raised by the Commission. He said the CCRs would likely require that certain services be provided for the entire site if there were separate owners sharing the cost so the site was kept looking coherent. There would likely be a shared parking agreement, which happened so people could park on the other lots. He gave the example that the fun center peak hours would be different from other businesses at the site. The retail buildings along the perimeter were designed to have multiple tenants with various sizes of tenant spaces so they do not have large loading needs except during the building construction stage. Supply trucks for those smaller tenant spaces would park in the same spaces as the car spaces, but usually come in the morning time. If they needed a double wide they would take two stalls, but trucks would not block customers. For vegetation in the parking lots he said the application had tree canopy coverage and when the trees became mature it would result in a robust planting. He said the plants were ideally trimmed to three feet for security purposes, so police officers could have a clear line of sight path, but ultimately it was a property management decision. To have successful plant growth was a good thing, but not to the extent you could not see out and around the corner. Mr. Grady

said he read the conditions of approval and supported the project.

With no other testimony, Chair Simson asked for applicant rebuttal.

Brian Dunn came forward and said the trip assignment through the intersection at Century Drive/ Tualatin Sherwood Road were shown in Figure 7 in the traffic study as “re-routed or pass-by” trips and part of a minor pattern. He said Figure 6 showed the trip assignments for “primary” trips (trips generated to and from the site). At the same intersection, the left turns off of Tualatin Sherwood Road onto Century and the right turn from Century Drive onto Tualatin Sherwood Road ranged from 18-27 trips. These were both AM and PM peak hour trips when the operations analyses were done on an intersection level. Mr. Dunn said on Figure 8 the operation results with the traffic assignment overlaid showed the intersection would operate during both peak hours at a service Level C with a v/c of .23 and .22 (volume or demand divided by capacity). The County standard is .99, so there was a lot of capacity remaining, even without a signal. The summary of the operations could be found graphically in Figure 8 (pg. 21 of the traffic study). Mr. Shearer reiterated the study was scoped with city staff, which they reviewed several iterations, so staff may be able to answer some of the questions. Mr. Shearer said the applicant felt the traffic study showed all of the required standards at the studied intersections were met and they would potentially be contributing a significant amount of money for their proportional share of the intersection on the Hwy 99.

Chair Simson commented the fee in lieu of construction made sense when Washington County would be improving Tualatin Sherwood Road to five lanes in the next two to three years. She noted every project in Sherwood affected Tualatin Sherwood Road and everyone wanted the next person to fix the entire problem, which was unrealistic. Chair Simson felt it was the Planning Commission’s responsibility to ensure the impacts were being mitigated proportionately.

Commissioner Scott asked how many left turns would come off of Tualatin Sherwood Road onto Langer Farms Parkway. Mr. Dunn responded that those turns were assigned to the previous intersection at Century Drive so 18-27 trips plus approximately 25 trips projected to and from the development making over 50 trips combined from both directions per hour during peak hours. All of the trips were directed through the unsignalized intersection at Century Drive/Tualatin Sherwood Road for the west bound left turn off of Tualatin Sherwood Road onto Century Drive as well as the northbound right turn from Century Drive onto Tualatin Sherwood Road.

Chair Simson thanked the applicant for well-designed building elevations. She was glad to hear the neighborhood meeting had an impact so the neighbors across the street were not looking at a 25-foot wall, but a building that fit into the community.

Vice Chair Flores noted that Building C looked like a drive-thru and asked how the traffic count was estimated. Mr. Dunn commented on the design of the drive-thru that wrapped around the building allowing for a long cue length. Where the cars begin to line up in the parking lot was not near an external driveway and was not going to affect the driveway entrance operation on Langer Farms Parkway. Whether it is a bank or a coffee drive-thru there should be no concern about the cuing of the drive-thru because of the orientation. Vice Chair Flores commented that a popular restaurant would change the traffic around the area, because it was so busy. Mr. Dunn said the trip generation for a retail shopping center was used for the buildings unrelated to the family entertainment center and some retail spaced would be successful, high intensity trip generators, others like the specialty stores, would not generate the high auto traffic. They balance each other out.

Chair Simson asked if the code for a drive-thru was used on Building C. It was not. Staff confirmed the

coffee kiosk on Lot 5 was calculated as a drive-thru.

With no other questions for the applicant, Chair Simson closed the public hearing. There were no questions for staff and the Commission began deliberation. The following motion was received.

Motion: From Vice Chair Christopher Flores to approve the application for SP 17-01/ SUB 17-03 Parkway Village South based on the applicant testimony, public testimony received, and the analysis, findings and conditions in the staff report with the modification listed in the revised staff report, seconded by Commissioner Kara Repp. All Present Commissioners voted in favor.

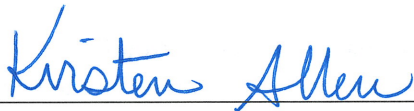
7. Planning Commissioner Announcements

Vice Chair Flores announced The Odd Couple at the Sherwood Arts Center. This year there would be two versions, a male cast on January 19-20 and a female cast, January 26-27, 2018

8. Adjourn

Commissioner Repp moved to adjourn, seconded by Commissioner Scott. The meeting at 8:24 pm.

Submitted by:



Kirsten Allen, Planning Department Program Coordinator

Approval Date: January 9, 2018