



Home of the Tualatin River National Wildlife Refuge

CITY COUNCIL MEETING PACKET

FOR

Tuesday, March 16, 2021

**Sherwood City Hall
22560 SW Pine Street
Sherwood, Oregon**

6:00 pm City Council as Community Enhancement Program Committee

7:00 pm City Council Regular Meeting

City Council Work Session
(Following the Regular Council Meeting)

Pursuant to House Bill 4212 (2020), these meetings will be conducted electronically and will be live streamed at <https://www.youtube.com/user/CityofSherwood>



Home of the Tualatin River National Wildlife Refuge

6:00 PM COMMUNITY ENHANCEMENT PROGRAM COMMITTEE

1. **Review of Grant Applications**
(David Bodway, Finance Director)
2. **Review of Proposed Scope Change, FY21 Grant**
(David Bodway, Finance Director)

7:00 PM REGULAR SESSION

1. **CALL TO ORDER**
2. **PLEDGE OF ALLEGIANCE**
3. **ROLL CALL**
4. **APPROVAL OF AGENDA**
5. **CONSENT AGENDA**

A. Approval of March 2, 2021 City Council Meeting Minutes (Sylvia Murphy, City Recorder)

6. CITIZEN COMMENTS

Pursuant to House Bill 4212 (2020), citizen comments and testimony for public hearings must be submitted in writing to CityRecorder@Sherwoodoregon.gov. To be included in the record for this meeting, the email must clearly state either (1) that it is intended as a citizen comment for this meeting or (2) if it is intended as testimony for a public hearing, the specific public hearing topic for which it is intended, and in either case must be received at least 24 hours in advance of the scheduled meeting time. Per Council Rules Ch. 2 Section (V)(D)(5), Citizen Comments, "Speakers shall identify themselves by their names and by their city of residence." Anonymous comments will not be accepted into the meeting record.

7. PRESENTATIONS

A. Proclamation, National Community Development Week, April 5 - 9, 2021 (Mayor Mays)

8. NEW BUSINESS

Resolution 2021-015 authorizing the City Manager to execute a construction contract for the Division Street Pavement and Storm Rehabilitation Project
(Craig Sheldon, Public Works Director)

9. PUBLIC HEARINGS

AGENDA

SHERWOOD CITY COUNCIL March 16, 2021

**6:00 pm City Council as Community
Enhancement Program Committee**

7:00 pm City Council Regular Meeting

**City Council Work Session
(Following the Council Meeting)**

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- A. Ordinance 2021-001, Accepting the Addendum to the Sherwood Brookman Concept Plan and adopting the associated amendments to the City's Transportation System Plan**
(*Second Hearing*) (Erika Palmer, Planning Manager)

10. CITY MANAGER REPORT

11. COUNCIL ANNOUNCEMENTS

12. CONVENE TO WORK SESSION

- A. Discussion of Miscellaneous Police Department Topics** (Jeff Groth, Police Chief)

13. ADJOURN

How to Find out What's on the Council Schedule: City Council meeting materials and agenda are posted to the City web page at www.sherwoodoregon.gov, generally by the Thursday prior to a Council meeting. When possible, Council agendas are also posted at the Sherwood Library/City Hall and the Sherwood Post Office.

To Schedule a Presentation to the Council: If you would like to schedule a presentation to the City Council, please submit your name, phone number, the subject of your presentation and the date you wish to appear to the City Recorder, 503-625-4246 or MurphyS@sherwoodoregon.gov. If you require an ADA accommodation for this public meeting, please contact the City Recorder's Office at (503) 625-4246 or MurphyS@sherwoodoregon.gov at least 48 hours in advance of the scheduled meeting time.



SHERWOOD CITY COUNCIL MEETING MINUTES

22560 SW Pine St., Sherwood, Or

Pursuant to House Bill 4212 (2020), this meeting will be conducted electronically and will be live streamed at <https://www.youtube.com/user/CityofSherwood>

March 2, 2021

WORK SESSION

1. **CALL TO ORDER:** Mayor Mays called the work session to order at 6:15 pm.
2. **COUNCIL PRESENT:** Mayor Keith Mays, Council President Tim Rosener, Councilors Doug Scott, Kim Young, and Sean Garland. Councilors Renee Brouse and Russell Griffin were absent.
3. **STAFF PRESENT:** City Manager Joe Gall, City Attorney Josh Soper, Finance Director David Bodway, Public Works Director Craig Sheldon, Police Chief Jeff Groth, IT Director Brad Crawford, Community Services Director Kristen Switzer, Community Development Director Julia Hajduk, Economic Development Manager Bruce Coleman, Associate Planner Joy Chang, HR Manager Christina Jones, Planning Manager Erika Palmer, and City Recorder Sylvia Murphy.

PLANNING COMMISSIONERS PRESENT: Chair Jean Simson, Vice Chair Justin Kai, Rick Woidyla, Mike Harsch, Taylor Giles, and Dan Bantz.

OTHERS PRESENT: 3J consultant Anais Mathez.

4. TOPICS

A. Comprehensive Plan Update

Planning Manager Erika Palmer presented the "Sherwood 2040 Comprehensive Plan Update" PowerPoint presentation (see record, Exhibit A) and stated the work session would focus on infrastructure goals and policies. She reported that a draft Comprehensive Plan was expected to be completed by April 2021. She provided an overview of the "Coordinated and Connected Infrastructure" block and stated the proposed topic areas were: Transportation, Public Facilities and Services, Water, Sewer, Stormwater, Utilities, and Energy. She explained that this block was related to statewide planning Goal 11 Public Facilities and Services, Goal 12 Transportation, and Goal 13 Energy Conservation. Ms. Palmer provided a timeline overview and vision statement of the "Coordinated and Connected Infrastructure" block on pages 3-6 of the presentation. 3J consultant Anais Mathez explained that in order to avoid duplication, the "Coordinated and Connected Infrastructure" block focused mainly on infrastructure that dealt with water, sewer, and stormwater. She reported that the key policy considerations to help structure outreach for this block were: Complete Streets, Safe Routes to

School, Broadband Expansion, and Green Stormwater Infrastructure. She stated that the key stakeholder groups were: City of Sherwood Public Works, City of Sherwood Engineering, City of Sherwood IT, Clean Water Services (CWS), Oregon Department of Transportation (ODOT), Washington County, TriMet, Sherwood School District, Bonneville Power Administration (BPA), Metro Program Innovative Learning, Opportunities in Transportation (PILOT), and Ziply Fiber Provider. Ms. Mathez recapped the key takeaways from the stakeholder interviews on pages 14-16 of the presentation and referred to stakeholder interview takeaways from the “infrastructure draft Goals and Policies” packet (see record, Exhibit B). Mayor Mays interjected that Council was not pledging to address any of the desired projects from the stakeholder interviews and that Council could support measures they liked, and bar measures they were not in favor of in standards of infrastructure. He commented that he was not interested in experimenting with new stormwater management techniques in Sherwood. Council President Rosener commented that one of the trends in stormwater handling he had noticed in the region was putting swales on individual lots and stated that the City needed to be careful about which stormwater management handling methods it used for the City. Planning Commission Chair Jean Simson asked if the stakeholder comments were those of individual agencies and were not necessarily representative of the community? Ms. Mathez replied that the comments were not a reflection of citizen comment. Mayor Mays interjected and stated that if the comments did not come from the community, he was not very interested. Community Development Director Hajduk asked if the ideas gathered from the stakeholder interviews were vetted through CAC and TAC? Ms. Mathez explained that the ideas that were gathered were a summary of the conversations they had had with the stakeholders, which represented different areas of expertise around infrastructure, transportation, and energy. Councilor Scott asked if the comments were a part of the Comprehensive Plan? Ms. Mathez replied that they were extra comments outside of the Comprehensive Plan.

Planning Manager Palmer explained that the Transportation Systems Plan (TSP), Public Facilities Master Plans, current Comprehensive Plan policies, stakeholder interviews, and the Comprehensive Plan Update Vision were all used to create the Updated Transportation and Infrastructure Policies concepts. The first policy concept was “Complete Streets” with the goal of: Prioritize incorporation of street design features and techniques that promoted safe and comfortable travel by pedestrians, cyclists, emergency responders, transit users and motorists based on street context and function. She explained that “complete streets” was a concept used in transportation planning to ensure street design took the needs of all users into account to create a transportation system for all individual streets within the network. She explained that they were designed for the most vulnerable users first and were then prioritized with different modes depending on the context and function of the street. She gave the example that a street with nearby elementary schools would be prioritized for children. Council President Rosener asked if the Complete Streets policy would include ensuring that there would be adequate parking? Ms. Palmer replied that ensuring adequate parking was included in the Complete Streets policy because the whole context of land uses surrounding the street would be evaluated. Council President Rosener commented that he would like parking to be specifically cited in the Complete Streets policy. She reported that Safe Routes to School (SRTS) was the second policy concept and had the goal of: Partnering with the Sherwood School District to develop a City-wide Safe Routes to School program that improved safety, encouraged walking, rolling and biking to school, identified critical infrastructure needs, and positions the City for regional, State and other funding opportunities. She reported that Broadband Expansion was the third policy concept and had the goal of: Developing a growth plan for Sherwood Broadband to expand fiber services for all users and support smart city applications. She explained that investing in Sherwood Broadband was a City priority and the

City was currently working on a marketing strategy and explained that as broadband was improved, the use of “smart city applications” would be possible. She explained that smart city applications could promote infrastructure efficiencies that would save money, improve sustainability, and create economic development opportunities. She stated that by expanding broadband, the City could improve the quality of life for residents. Councilor Scott commented that he would prefer two separate policies to address expanding Sherwood Broadband and supporting smart city applications since he felt they were two different goals.

3J consultant Anais Mathez explained that they met with the project advisory team and restructured the online engagement to make the content more straightforward and easier to understand for more people. She reported that they published an online survey in December that was available for three weeks and they received 162 responses. She reported that the survey was pushed out through several social media posts, an e-blast through all City listservs. She explained that most respondents were supportive of all four policy concepts and reviewed the online survey responses breakdown on page 24 of the presentation. She reported that costs, tax concerns, traffic congestion, and pedestrian safety were common concerns they had received from the survey feedback. Planning Commissioner Taylor Giles commented he would have expected the interest in broadband to be higher due to the pandemic and people working from home and attending school virtually. Ms. Mathez replied that surveys were not statistically significant or representative per se, they were a tool to get a pulse on the ideas presented in the survey. Planning Manager Palmer recapped that the additional overall updates to the draft goals and policies included:

- Pairing down the Transportation goals and policies from the TSP to reassign action level statements, aid in readability and acknowledge an upcoming update to the TSP
- Combined Energy policies with Infrastructure policies
- Organized policies by vision and goals

Mayor Mays asked if the final background report would become a part of the final Comprehensive Plan document? Ms. Palmer replied it was likely that the final background report would be incorporated into the Comprehensive Plan to help add context to the document. Mayor Mays asked that a different term be used instead of “stakeholder” because they were not stakeholders, they were financially or technically interested parties and community members. Planning Commission Chair Simson state she agreed and commented that typically at a joint Planning Commission and City Council meeting, the document had already been reviewed and edited through the CAC and Planning Commission, but that had not happened for some of the pages in this document. Community Development Director Hajduk asked if Chair Simson would like the document to go back to the Planning Commission for further review? Chair Simson replied that she would like to allow the Planning Commission more time to review the whole document for this block and asked that the Planning Commission and CAC have more time to review upcoming blocks as well. Mayor Mays stated the document needed to go back to the Planning Commission for further review and editing. Ms. Palmer recapped the additional topic updates and next steps in the Comprehensive Plan Update process on pages 26-27 of the presentation. Chair Simson asked for Council input on which documents should be incorporated into the Comprehensive Plan as appendices or background documents to help make the final adoption process smoother. Ms. Palmer commented that at the next Planning Commission meeting they can review and provide input on the structure of the document. Chair Simson stated that the Mayor and Council needed to be a part of the discussion. Mayor Mays spoke on the term “stakeholder.” Planning Commissioner Giles

commented that there was value in some of the stakeholder's expertise in knowing the different communities they represented. Mayor Mays explained that stakeholders from other cities giving their feedback on their experiences was more valuable than consulting firms, contractors, and developers. Councilor Scott stated it came down to transparency and commented that he did not like the term "stakeholder" either. Councilor Garland stated he agreed that the document needed to be transparent about who the "stakeholders" were and to use a different term for those with a financial interest. Councilor Scott commented that it was also important to ensure that there was a fair sampling of stakeholders from all portions of the community. Ms. Mathez clarified that the stakeholders they had spoken with were people from public agencies and departments in the City of Sherwood. Mayor Mays stated that stakeholder transparency for all the Comprehensive Blocks was important and needed to be reviewed. Council President Rosener suggested that the stakeholder be identified on the comments received and asked that more transparent language be used when the Sherwood West re-look process was underway. Planning Manager Palmer stated that more transparency would be added to the document as it moved forward.

Mayor Mays thanked the Planning Commission for their time and hard work.

5. ADJOURN

Mayor Mays recessed the work session at 7:04 pm and convened a regular session.

REGULAR SESSION

- 1. CALL TO ORDER:** Mayor Mays called the meeting to order at 7:12 pm.
- 2. COUNCIL PRESENT:** Mayor Keith Mays, Council President Tim Rosener, Councilors Doug Scott, Kim Young, and Sean Garland. Councilors Renee Brouse and Russell Griffin were absent.
- 3. STAFF PRESENT:** City Manager Joe Gall, City Attorney Josh Soper, IT Director Brad Crawford, Community Development Director Julia Hajduk, Police Chief Jeff Groth, Finance Director David Bodway, Public Works Director Craig Sheldon, Community Services Director Kristen Switzer, Economic Development Manager Bruce Coleman, HR Manager Christina Jones, Planning Manager Erika Palmer, Associate Planner Joy Chang, and City Recorder Sylvia Murphy.
- 4. APPROVAL OF AGENDA**

MOTION: FROM COUNCILOR GARLAND TO APPROVE THE AGENDA. SECONDED BY COUNCIL PRESIDENT ROSENER. MOTION PASSED 5:0, ALL PRESENT MEMBERS VOTED IN FAVOR (COUNCILORS BROUSE AND GRIFFIN WERE ABSENT).

Mayor Mays addressed the next agenda item.

5. CONSENT AGENDA

A. Approval of February 16, 2021 City Council Meeting Minutes

MOTION: FROM COUNCILOR YOUNG TO ADOPT THE CONSENT AGENDA. SECONDED BY COUNCILOR GARLAND. MOTION PASSED 5:0, ALL PRESENT MEMBERS VOTED IN FAVOR (COUNCILORS BROUSE AND GRIFFIN WERE ABSENT).

Mayor Mays addressed the next agenda item.

6. CITIZEN COMMENTS

The City Recorder reported that Brian Decker, Minister of Registry for the Washington County Justice Initiative, had provided written comments regarding the March 2021 Sherwood Police Department policy updates regarding vehicle pursuits and read the comments aloud and stated that the email would be included in the meeting record.

Mayor Mays addressed the next agenda item.

7. PRESENTATION

A. Recognition of Eagle Scout Award Recipients

Mayor Mays recognized Landon Malan for his achievement of attaining the rank of Eagle Scout. The City Recorder read aloud Mr. Malan's project description of making and delivering wooden boxes filled with craft supplies for children at Randall's Children's Hospital. He explained that other Boy Scouts and his church youth group had assisted in assembling the boxes. Mayor Mays congratulated Mr. Malan on his achievement of attaining the rank of Eagle Scout.

Mayor Mays recognized Zachary Szklarz for his achievement of attaining the rank of Eagle Scout. The City Recorder read aloud Mr. Szklarz's project description of making new storage platforms and a ramp for the St. Vincent de Paul's food bank at the St. Anthony's Catholic Church in Tigard. He explained that other Boy Scouts in Troop 116 had assisted him with the project. He reported that he had received donations from community members and local businesses, with excess funds donated to the food bank. Mayor Mays congratulated Mr. Szklarz on his achievement of attaining the rank of Eagle Scout.

Mayor Mays addressed the next agenda item.

8. NEW BUSINESS

A. Resolution 2021-014, Approving Sherwood Police Department Policy Updates - March 2021

Police Chief Jeff Groth recapped the staff report and provided an overview of the policy updates. He explained that Lexipol had recommended that the Sherwood Police Department renumber the policy manual to eliminate blank chapters to allow for a more cohesive policy manual. Section 100, "Law Enforcement Authority," and other sections, contained statutory number corrections to refer to the pertinent state law. Section 100 also changed all references of "department" to "agency." Updates to Chapter 300, "Use of Force," included correction of statutory number references, small language improvements, and new language regarding respiratory restraints. Updates to Chapter 307, "Vehicle Pursuits," were triggered internally in order to help clarify who could exercise control over pursuits. He

explained that the changes to Chapter 307 were reviewed by City Attorney Josh Soper. Mr. Soper commented that he felt that the chapter provided a lot of clarity and was a balanced approach to managing risk and liability issues as well as practical needs of the Police Department. Chief Groth commented that the updates made the policy more restrictive and added control and clarity to the manual. Updates to Chapter 431, "Medical Aid and Response," included new language regarding the administration of opioid overdose medication and clarified the requirement to provide first aid training. Councilor Garland asked regarding the use of automated external defibrillators and asked if most Sherwood Police Officers were trained on how to use the device? Chief Groth replied that all Sherwood Officers were trained on how to use AEDs and commented that every operational vehicle would soon have an AED. Updates to Chapter 600, "Investigation and Prosecution" and Chapter 806, "Protected Information" and Chapter 1018 included updated statutory number references and language improvements. He said the resolution had been reviewed by the Sherwood Police Advisory Board at their February 18, 2021 meeting. He stated the Police Advisory Board was in support of the resolution and were passing along their recommendation. With no comments from Council, the following motion was stated.

MOTION: FROM COUNCILOR YOUNG TO ADOPT RESOLUTION 2021-014 APPROVING SHERWOOD POLICE DEPARTMENT POLICY UPDATES - MARCH 2021. SECONDED BY COUNCIL PRESIDENT ROSENER. MOTION PASSED 5:0, ALL PRESENT MEMBERS VOTED IN FAVOR (COUNCILORS BROUSE AND GRIFFIN WERE ABSENT).

Mayor Mays addressed the next agenda item and the City Recorder read the public hearing statement and stated that written public comments had been received and forwarded to Council prior to this meeting.

9. PUBLIC HEARING

A. Ordinance 2020-005, Amending sections of the Sherwood Zoning and Community Development Code as it relates to the regulation of signs *(Second Hearing)*

Mayor Mays asked if any new citizen comments had been received on the proposed ordinance within the last week? The City Recorder replied that no further public comment had been received. Mayor Mays stated he wanted to continue the public hearing on the proposed ordinance to a date certain of September 7th or September 21st. Council indicated they were agreeable to continuing the hearing to a date certain of September 7, 2021.

MOTION: FROM COUNCILOR YOUNG TO CONTINUE ORDINANCE 2020-005 TO A DATE CERTAIN OF SEPTEMBER 7TH. SECONDED BY COUNCIL PRESIDENT ROSENER.

Prior to taking a vote, Councilor Scott commented that he would rather vote on the ordinance at this meeting instead of continuing it to a date certain and asked that a work session be scheduled to discuss the ordinance. Mayor Mays stated he was in favor of continuing the hearing to a date certain of September 7th following a work session on August 3rd or 17th. With no other comments received, the Council voted on the motion.

MOTION PASSED 4:1, MAYOR MAYS, COUNCIL PRESIDENT ROSENER, COUNCILORS YOUNG AND GARLAND VOTED IN FAVOR. COUNCILOR SCOTT OPPOSED. COUNCILORS BROUSE AND GRIFFIN WERE ABSENT.

Mayor Mays addressed the next agenda item.

B. Ordinance 2021-001, Accepting the Addendum to the Sherwood Brookman Concept Plan and adopting the associated amendments to the City's Transportation System Plan *(First Hearing)*

Planning Manager Erika Palmer presented the "Brookman Addition Concept Plan Refinement" PowerPoint presentation (see record, Exhibit C) and explained that the ordinance made amendments to the 2009 Concept Plan and the associated Transportation System Plan. She provided background on the Brookman Addition Concept Plan and explained that when the plan was adopted, Brookman Road was classified as a Three-Lane Local Collector and the intersection at Highway 99W was shifted to the north due to the potential I-5 Connector project that would have been located south of Brookman Road. She explained that since that time, the I-5 Connector project had not proceeded, Washington County had changed the Brookman Road classification to a Five-Lane Arterial, and Sherwood had updated its TSP to reflect the change. She summarized that the refinement project sought to answer the following questions and concerns:

- Was the alignment still the best option/necessary?
- Properties that had available services were beginning to annex and develop and the City and County need to develop a cross-section suitable for an interim Three-Lane Arterial and to evaluate its alignment with Highway 99W.
- Due to its classification change, there was concerns that the land uses assumed on the western portion of the area may not be appropriate any longer due to access spacing.

She provided an overview of the 2009 Brookman Concept Plan on the presentation and explained why the Brookman Concept Plan was being reviewed. She stated that development was occurring in the area and the existing rural roadway could not safely accommodate future traffic, pedestrians and cyclists as it was currently designed. She reported that roughly 230 new single-family homes were added to the area and commented that additional annexations may happen in the future. She reported that the future corridor may require additional right-of-way to reduce dangerous curves and improve the pedestrian environment and explained that deciding where the alignment of Brookman should go today could reduce potential conflicts with existing development. The review also sought to determine if there was a better connection point from Sherwood West to the Brookman Area, and the intent was to reevaluate the Concept Plan in a coordinated multi-agency effort to determine the future function, general capacity, and design needs for Brookman Road as a Three-Lane roadway and as a possible Five-Lane Arterial. She reported that in the fall of 2019, they had held stakeholder meetings regarding Brookman Road. Feedback from the stakeholder meetings communicated that Brookman Road did not feel safe, the future design should accommodate growth but not be overbuilt, the road should be safe for all users, the road should maintain a scenic aesthetic, speeds should be reduced, and Brookman Road should connect to the rest of the City in a meaningful way. She explained that the City had worked with Washington County Land Use and Transportation, Clackamas County Land Use and Transportation, ODOT Region 1 & 2, ODOT Rail, and Northwest Natural Gas. She reviewed the three alignment options on page 6 of the presentation.

She provided an overview of the Brookman Western Subarea and explained that the 2009 Concept Plan option required extensive amounts of new right-of-way and created a new rail crossing, which would be an expensive and lengthy project. She reported that the recommended option utilized the existing ROW from the intersection of Brookman and Highway 99W to the Eastern Subarea of Brookman and did not require significant new ROW. The recommended option aligned with Chapman Road and provided connection to Sherwood West. She explained that zoning was reviewed in the neighborhood node of the Western Subarea and stated that there was no significant impacts to zoning and would include adding traffic calming measures that would be reviewed through development to address concerns about cut through traffic. She reported that the Planning Commission wanted to re-look at High-Density Housing in the area in the future. She reviewed the Brookman Central Subarea and stated that the recommended option was to maintain the existing alignment and would include enough dedication of roadway to retain the ability to construct a Five-Lane Arterial roadway in the future, and explained that an interim Three-Lane facility would be built. She reported that an additional 27 feet of ROW was needed on the south side of Brookman for the Five-Lane Arterial configuration and explained that the area would need to be brought into the UGB along with adjacent properties. She reviewed the Brookman Eastern Subarea and stated the recommended option would realign Brookman to the far south as it would lessen the curve and minimize impacts to existing structures. She reviewed the Brookman Road Cross Sections on page 13 of the presentation and reported that the Three-Lane alternative roadway with a turn lane was determined to meet the travel needs for the 20-year planning horizon. She stated it was recommended that Brookman be constructed as a Three-Lane transitional roadway as an interim design and then built out to a Five-Lane roadway at a future date. She provided an overview of the Brookman Road Preferred Alignment on page 14 and explained that based on traffic studies, alignment analysis, and on-site research, it was recommended that the existing zoning and the current alignment of Brookman at Highway 99W should remain with the addition of a signalized intersection for better connection to Sherwood West. The Five-Lane roadway should remain the official long-term design for Brookman and the location of Brookman should remain the same in the Center Subarea. In the East Subarea, the southernmost alternative was the preferred design as it reduced the curve. She recapped the issues/concerns and staff responses on pages 16-17 of the presentation. She reported that NW Natural Gas had submitted testimony regarding proper spacing for Brookman Road and the NW Natural facility and stated that due to the timing of receiving the letter for this meeting, it would be included in the packet for the second hearing on the ordinance. She addressed the desire for a grade separated crossing across Highway 99W and explained that a comprehensive study of a crossing was needed and was to be coordinated with agency partners. It would also identify the project in the City's TSP and would include cost estimates and funding strategies for the crossing. Council President Rosener clarified that Council wanted a grade-separated crossing, not an over or under crossing. She explained that zoning was reviewed and analyzed in the traffic impact analysis and it was determined that no zoning changes were necessary to implement the refinement plan recommendation. She reported that the Planning Commission recommended traffic calming measures be evaluated in the neighborhood commercial node to reduce vehicle trips through the existing neighborhood to the north and stated that the Planning Commission would like to see the High Density Residential near the neighborhood commercial node be rezoned for lower density residential development. Ms. Palmer recapped the work that was still needed and outlined that a re-look at the zoning of the western segment of Brookman Road was needed, an exploration of a grade separated crossing in the Brookman/Sherwood West area, and a speed study were all still needed and commented that the City would continue to work with Washington County on safety improvements.

She recapped the Council Alternatives and explained that Council could accept the Brookman Concept Plan Addendum and adopt the associated Transportation System Plan amendments that were needed for consistency and future implementation as recommended by the Sherwood Planning Commission, Council could consider accepting the Brookman Plan Addendum and TSP amendments as recommended by the Sherwood Planning Commission with an new insertion in the plan that identified a segment of Pacific Highway (99W) between the preferred alignment with Chapman Road and the current shifted alignment 1/4 mile to the north as an area for further refinement for a future grade separated crossing, or City Council could accept the Brookman Concept Plan Addendum retaining the current alignment of Brookman that shifted the road to the North.

Mayor Mays asked if Ms. Palmer had reached out to Metro to determine if the IGA deadline was tied to receiving the Metro funds? Ms. Palmer replied that March 31st was the deadline to complete the project and to ensure that all deliverables had been given to Metro. She clarified that the deliverables that Metro needed was Council's decision. Community Development Director clarified that the City would not be reimbursed for the grant if it did not meet the deadline. Mayor Mays asked if that was in writing? Ms. Palmer replied she did not have that statement in writing from Metro, but she would ask for that. Mayor Mays asked the City Recorder if there was any new public testimony regarding the ordinance? The City Recorder read aloud the comments from ODOT Senior Planner Marah Danielson and Washington County Principal Planner Erin Wardell regarding proposed Ordinance 2021-001 and explained that all written testimonies would be entered into the Council record (see record). Mayor Mays closed the public hearing and asked for questions or comments from Council. Councilor Scott commented that it was important to ensure that no development occurred on the property to the north of the NW Natural facility in order to maintain the City's ability to realign Brookman if necessary. Mayor Mays commented that he felt that more information was still needed and remarked that he felt that NW Natural's statement did not answer the question about the gas line.

10. CITY MANAGER REPORT

City Manager Joe Gall reported that the City Council Goal Setting work session had been rescheduled for March 11th at 5 pm at the Arts Center. He announced that Business Oregon had a new commercial rent relief program and the City would publish information about the program on various channels. He explained it was a program for small businesses that had been affected by COVID and may be behind on rent payments due to the pandemic. He explained it was a lottery system and that the program was set to provide \$100 million in rent relief. Councilor Young asked if that program was different from the landlord compensation fund that the County was doing? Mr. Gall replied that yes, it was a separate program, and the landlord compensation fund was more focused on residential landlords. Mayor Mays asked regarding rumors of the FBI visiting Sherwood. Police Chief Groth explained that oftentimes other agencies will visit Sherwood to follow up on cases or investigations that they were working on, and the other agencies may or may not notify the Police Department. Discussion regarding outside agency notifications occurred.

Mayor Mays addressed the next agenda item.

11. COUNCIL ANNOUNCEMENTS

Councilor Young reported that Washington County was providing a landlord compensation fund that would distribute \$150 million in funds. She reported that the first round of applications were due March 5th and they would distribute \$50 million in the first round.

Councilor Garland reported that the Cultural Arts Commission was in the process of completing a public art project. He asked that drivers be extra vigilant for students returning to in-person learning soon. He reported that State Representative Courtney Neron would hold a virtual "Coffee and Conversations" session on March 6th at 11 am and encouraged residents to attend.

Councilor Scott reported that the Planning Commission held a public hearing on the adoption of the new Parks and Recreation Master Plan, where the hearing was continued. The Planning Commission also heard an update on the housing design preference surveys that were recently published.

Council President Rosener reported he and Economic Development Manager Bruce Coleman met with NAIOP Oregon, a commercial real estate development association, to promote Sherwood as a place for companies to bring jobs and development. He reported that NAIOP Oregon had also agreed to assist during the Sherwood West Relook process. He met with the City's lobbying firm, CFM, to discuss the long session. He asked that residents continue to wear a mask and socially distance in order to allow Washington County to stay in the "moderate risk" category.

Mayor Mays reported he participated in the Washington County Coordinating Committee Agency budget meeting and Oregon Cities roundtable meetings.

12. ADJOURN

Mayor Mays adjourned the regular session at 8:17 pm and reconvened an executive session.

EXECUTIVE SESSION

- 1. CALL TO ORDER:** Mayor Mays called the executive session to order at 8:20 pm.
- 2. COUNCIL PRESENT:** Mayor Keith Mays, Council President Tim Rosener, Councilors Doug Scott, Kim Young, and Sean Garland. Councilors Renee Brouse and Russell Griffin were absent.
- 3. STAFF PRESENT:** City Manager Joe Gall, City Attorney Josh Soper, IT Director Brad Crawford, Finance Director David Bodway, and Public Works Director Craig Sheldon.

OTHERS PRESENT: Consultant Ross Schultz.

4. TOPICS

A. ORS 192.660(2)(f), Exempt Public Records

5. ADJOURN

Mayor Mays adjourned the executive session at 9:16 pm.

Attest:

Sylvia Murphy, MMC, City Recorder

Keith Mays, Mayor

TO: Sherwood City Council

FROM: Craig Sheldon, Public Works Director

Through: Joseph Gall, ICMA, City Manager and Josh Soper, City Attorney

SUBJECT: **Resolution 2021-015 authorizing the City Manager to execute a construction contract for the Division Street Pavement and Storm Rehabilitation Project**

Issue:

Should the City Council authorize the City Manager to execute a construction contract with the lowest responsive bidder from a March 11, 2021 bid opening for the construction of pavement and storm rehabilitation within SW Division Street (from 100 feet west of the Snyder Park Access to 250 feet SW Cuthill Place)?

Background:

SW Division Street (from the Snyder Park Access to 250 feet west of SW Cuthill Place), currently has a narrow street section with deficient pavement in need of replacement. The proposed storm rehabilitation work for SW Division Street will consist of removing the shallow failing storm sewer and replacing with new storm sewer to accommodate street improvements. The proposed street rehabilitation work for SW Division Street will consist of removing existing asphalt, excavating for a new base rock section and placement of asphalt with curb and gutter. The new street section will be 24 feet from face of curb to face of curb to provide width for two 12-foot wide lanes. The new street section will have a 4 percent cross slope to the north due to the existing street and driveway slopes in the area. As part of the design for the reconstruction of this section of street, the street vertical curve has been designed to meet AASHTO standards for a 30MPH stopping sight distance.

A full street pavement structure section was selected over cement treatment due to little or no base rock to cement treat within the project limits. Due to this being a pavement rehabilitation (maintenance) project, no sidewalks are included with this work. Due to neighborhood concerns about street safety, a speed cushion will be installed at the location of an existing speed hump and additional 25 MPH speed signs will be installed at each end of the new street section.

The width of the new street section (24 feet from curb to curb) will not be wide enough for on-street parking. Therefore "no parking" signs will be posted along the new section of street. To widen the street to the 36-foot wide neighborhood street standard would have been detrimental to the steepness of driveways to existing homes.

The City solicited competitive bids from contractors and is scheduled to open bids on March 11, 2021 to determine the lowest responsive bid. Due to the timing of the Council meeting packet production and public noticing requirements, the lowest responsive bidder and bid amount will be announced at the Council meeting during the presentation of the staff report. The bidding process will be within the seven (7) day protest period at the time of this Council meeting.

City staff expects the work to begin around March 29, 2021 and to be completed by the middle of July 2021. City staff has provided notification to area residents of the upcoming project.

Staff requests that Sherwood City Council pass a resolution authorizing the City Manager to execute a construction contract upon completion of the seven (7) day protest period with the lowest responsive bidder with Construction Contingency of 15% of the Base Contract Amount for the Division Street Pavement and Storm Rehabilitation Project.

Financial Impacts:

The construction of the street improvements is budgeted at \$546,250. Funding for the project was included in the FY2020-21 budget.

Recommendation:

Staff respectfully requests adoption of Resolution 2021-015 authorizing the City Manager to execute a construction contract for the Division Street Pavement and Storm Rehabilitation Project upon completion of the seven (7) day protest period.



RESOLUTION 2021-015

AUTHORIZING THE CITY MANAGER TO EXECUTE A CONSTRUCTION CONTRACT FOR THE DIVISION STREET PAVEMENT AND STORM REHABILITATION PROJECT

WHEREAS, the City has identified the pavement on SW Division Street (from the Snyder Park Access to 250 feet west of SW Cuthill Place) to be deficient and in need of replacement; and

WHEREAS, the City has identified the storm sewer on SW Division Street (from 100 feet west of the Snyder Park Access to 250 feet west of SW Cuthill Place) to be deficient and in need of replacement; and

WHEREAS, the City completed the design and produced bid documents to solicit contractors using a competitive bidding process meeting the requirements of local and state contracting statutes and rules (ORS 279C, OAR 137-049); and

WHEREAS, the City opened bids on March 11, 2021 and issued a Notice of Intent to Award with a mandatory seven (7) day protest period, which is currently in process; and

WHEREAS, the City has budgeted for the construction cost of this project within the FY2020/2021 budget; and

WHEREAS, City staff recommends City Council authorize the City Manager to execute a construction contract with the lowest responsive bidder from the March 11, 2021 bid opening with Construction Contingency of 15% of the Base Contract Amount.

NOW, THEREFORE, THE CITY OF SHERWOOD RESOLVES AS FOLLOWS:

Section 1: The City Manager is hereby authorized to execute a construction contract upon the completion of the seven (7) day protest period with the lowest responsive bidder from the March 11, 2021 bid opening with Construction Contingency of 15% of the Base Contract Amount for the Division Street Pavement and Storm Rehabilitation Project.

Section 2: This Resolution shall be in effect upon its approval and adoption.

Duly passed by the City Council this 16th day of March 2021.

Keith Mays, Mayor

Attest:

Sylvia Murphy, MMC, City Recorder

TO: Sherwood City Council

FROM: Erika Palmer, Planning Manager

Through: Joseph Gall, ICMA-CM, City Manager, Julia Hajduk, Community Development Director, and Josh Soper, City Attorney

SUBJECT: Ordinance 2021-001, Accepting the Brookman Concept Plan Addendum and Associated Amendments to the City's Transportation System Plan

Issue:

Shall the City Council accept the Brookman Concept Plan Addendum and the associated amendments to the City's Transportation System Plan?

Background:

The Brookman Addition Concept Plan was adopted in 2009 (Sherwood ORD 2009-004) to provide a conceptual guide to the development of this area incorporated into Sherwood's Urban Growth Boundary in 2002 (Metro ORD 2002-969B). This concept plan identifies future land uses, parks and trails, natural resource areas, transportation improvements, and public facilities.

The Brookman Addition Concept Plan envisioned Brookman Road realigned to provide a perpendicular crossing of the existing rail line and provide for a signalized intersection roughly 2,700 feet south of the existing Highway 99W/Sunset intersection. When the Brookman Addition Concept Plan was being developed, the I-5/99W connector project was underway. It was envisioned that a new arterial would be located south of Brookman Road, approximately 1,000 feet to the south, and the planned realignment would ensure Brookman was adequately spaced between this new arterial and Sunset.

Brookman Road in the 2009 concept plan was classified as a 3-lane local connector road. Since that time, the I-5/99W corridor location has not been resolved, and Washington County updated its Transportation System Plan (TSP) to identify Brookman Road as an arterial. The long-term vision of Brookman Road is a 5-lane roadway; however the County is requiring construction of only 3 lanes in the near term. As required, to be consistent with the county designation for this road under their jurisdiction, Sherwood updated its TSP to designate Brookman Road as an arterial; however, there were questions and concerns about how this facility would fit into the concept previously developed.

- Sherwood has created a preliminary concept plan for the Sherwood West Urban Reserve area located across Pacific Highway (99W) bounded between SW Chapman and SW Elwert Road which provides both the need and opportunity for connection across Pacific Highway (99W) between the two areas.
- The City's Transportation System Plan calls for a signalized intersection at Brookman and Pacific Highway (99W) once a location is determined. The existing TSP and the Brookman Concept Plan state that Brookman Road will be shifted to the north to create a new signalized intersection ¼ mile from its current location which makes it problematic to require expensive intersection improvements at

this location when the preferred alternative in the updated plan is a signalized intersection at Brookman and Chapman at Pacific Highway (99W). Currently, the Sherwood West Concept Plan does not show a street connection aligned with Brookman in the shifted alignment location to the north. In addition, roughly ninety-four (94) acres of land has annexed into the City for residential development. Recently sixty-four acres have been subdivided, creating two-hundred and fifty-three (253) new lots proposed for single-family detached housing. Improvements to Brookman Road are being made as part of those developments, however a comprehensive and clear direction on the requirements for the build out of the road are necessary.

Due to the multitude of changes since the plan was developed, in 2019 the City of Sherwood requested and was awarded a grant from Metro's 2040 Planning and Development Grant Program to address transportation and land use issues associated with development proposed for the area served by Brookman Road. This project reevaluated the Concept Plan in a coordinated multi-agency effort to determine the future function, general capacity, and design needs for Brookman Road as a three-lane roadway and as a possible future five-lane arterial. Additionally, the project reviewed the current land uses to ensure they are still appropriate as the area builds out.

The proposed Addendum identifies a realignment of Brookman Road at the east and west end as well as an interim and long-term cross-section that will guide requirements of development going forward while also ensuring that the long-term plans for the road can be achieved. The preferred cross-section identifies Brookman Road in the interim as a 3-lane roadway, and a 5-lane roadway as the long-term vision. After the Planning Commission hearing and recommendation, the City Council held a series of work sessions and indicated additional questions and concerns. Attachment 1 to this staff report is memo describing the concerns raised and staff responses in greater detail. Based on City Council feedback at the last work session, staff is aware that Council may wish to make modifications to the recommended Addendum to the plan, specifically to remove the proposal to keep Brookman in its current location as opposed to the realigned Brookman identified in the 2009 plan. As a result, the staff recommendation provides alternatives for Council consideration.

Adoption Alternatives

1. City Council accepts the Brookman Concept Plan Addendum, and adopts the associated Transportation System Plan amendments that are needed for consistency and future implementation as recommended by the Sherwood Planning Commission.
2. City Council could consider accepting the Brookman Plan Addendum and TSP amendments as recommended by the Sherwood Planning Commission with an new insertion in the plan that identifies a segment of Pacific Highway (99W) between the preferred alignment with Chapman Road and the current shifted alignment ¼ mile to the north as an area for futher refinement for a future grade separated crossing.
3. City Council accepts the Brookman Concept Plan Addendum retaining the current alignment of Brookman that shifts the road to the North.

Financial Impacts:

There are no additional financial impacts as a result of the approval of this Ordinance.

Recommendation:

Staff respectfully recommends City Council hold the second reading on Ordinance 2021-001, accepting the Addendum to the Brookman Addition Concept Plan and adopting associated amendments to the City's Transportation System Plan.

Attachment:

1. Memo to Sherwood City Council, February 22, 2021
2. Washington County Land Use and Transportation Letter, March 1, 2021
3. Oregon Department of Transportation Letter, March 1, 2021
4. Northwest Natural Gas Letter, March 1, 2021



Home of the Tualatin River National Wildlife Refuge

MEMORANDUM

City of Sherwood
22560 SW Pine St.
Sherwood, OR 97140
Tel 503-625-5522
Fax 503-625-5524
www.sherwoodoregon.gov

To: Sherwood City Council

From: Erika Palmer, Planning Manager

RE: Brookman Concept Plan Addendum

Date: February 22, 2021

The purpose of this memo is to walk-through the preferred alignment of each subarea in Brookman and to address specific questions raised in regard to the Northwest Natural Gas facility, a grade-separated crossing between Brookman and Pacific Highway (99W), zoning, and access spacing.

Western Subarea - Brookman and Pacific Highway (99W)

The Addendum's preferred alignment in the western subarea identifies keeping the existing alignment of Brookman Road at Pacific Highway (99W). This alignment would allow for a future signalized intersection with Chapman Road. Retaining the current alignment allows for significantly fewer impacts on properties in this subarea. In the preferred alignment, the existing right of way along Brookman is retained and utilized to the maximum extent, as road does not shift to the north, which would require the full amount of right-of-way to be obtained for a 5-lane arterial.

Shifting the road alignment north would mean the entire right-of-way area for a future five-lane arterial would need to be secured. Obtaining the right-of-way for a future 5-lane arterial through multiple properties could prove challenging through dedication and proportionality issues at the time of development, and if the land was purchased for a new roadway project, it would be a costly and lengthy process. During the stakeholder meeting with property owners, residents want Brookman improved for safety as quickly as possible. Maintaining the existing right-of-way aligns itself better with the current Sherwood West Concept Plan, signalizing the intersection at Chapman Road.

The land uses were reviewed in this area, and the uses did not have significant impacts on the proposed alignment and existing surrounding roads. During the hearings at the Planning Commission, the Planning Commission had concerns about cut-through traffic through the existing neighborhood to the north. To address this concern, additional language was added to the plan update identifying the need to review traffic calming measures at the time of development in the neighborhood commercial node. The Planning Commission also recommends reviewing the high-density zoning in this area in the future. While the land uses were found to be generally compatible with the realignment of the road, there will be opportunities to evaluate the zoning and land uses during or after the comprehensive plan update. No changes to the zoning in the Brookman area were identified as necessary as a result of this project.

The project team also met with ODOT Rail and identified necessary improvements to the existing rail crossing. Should the railroad become active, the queue lengths were analyzed and would be acceptable.

The project team also reached out to Northwest Natural Gas regarding the facility at Old Highway 99W and Brookman Road. Representatives from Northwest Natural Gas reviewed the recommended corridor alignment. They understand that through the final road design and construction phases, there will need to be continued coordination. If through the road engineering process, unavoidable constraints are determined, Brookman Road could shift further to the north in this segment. There are road engineering solutions if constraints arise that would still utilize the existing right-of-way to the greatest extent practicable and minimal additional right of way would be required during the land use review process adjacent to the impact. If Brookman Road shifted a little more to the north in this segment, it still would have less impact on properties than shifting the roadway to the north, requiring obtaining the full width of right-of-way for a 5-lane arterial.

Central Subarea

The proposed alignment in this subarea remains the same as the existing Concept Plan. Three new subdivisions in this subarea have been approved since the start of this project. The approved subdivisions were required to dedicate the appropriate amount of right-of-way to achieve the long-term vision of a 5-lane arterial when additional right-of-way is acquired on Brookman's south side Road. This means that a 3-lane roadway could be constructed in the interim, and a future five-lane arterial constructed when additional right-of-way on the south side of Brookman is acquired. A 3-lane interim arterial roadway is expected to meet the transportation system's needs for the 20-year planning period and possibly beyond. The properties on the south side of Brookman Road located in the city's future urban reserve area. A future concept plan of this area is needed prior to an Urban Growth Boundary expansion and annexation. At this time, there are no plans to develop a concept plan for this area to bring it into the Urban Growth Boundary.

Eastern Subarea

The alignment in this subarea where Brookman intersects with Ladd Hill Road was analyzed to reduce the sharp curve along Brookman and lessen impacts with existing structures. The proposed alignment shifts Brookman further south, to flatten the curve and to better align Brookman at Ladd Hill Road, while still minimizing impacts to existing homes and structures.

Is a grade separated crossing at Pacific Highway (99W) possible?

Staff reached out to representatives from ODOT, ODOT Rail and Washington County. All agency partners believe a crossing is achievable in this area, and possibly could occur within the preferred alignment of Brookman. A grade separated crossing between Brookman and Sherwood West is a long-term aspirational goal that will require additional analysis and study and identified as a project in the TSP including funding. The current levels of traffic in this area do not call for grade separation and no other funding is identified for an improvement other than signaling an intersection with Pacific Highway (99W). Washington County staff have indicated that given that there is a rail crossing to the east of 99W, and rural land on the other side, a grade separated crossing will be a large and challenging structure to build. Washington County would probably not object to this kind of project if the city delivered the funding and a preferred design.

Was zoning reviewed through this process?

As discussed above, zoning was reviewed and analyzed in the traffic impact analysis. Changes to the zoning are not necessary to implement the preferred alignment. The Planning Commission recommended traffic calming measures to be evaluated in the neighborhood commercial node to reduce vehicle trips through the existing neighborhood to the north, which is documented in the plan. Planning Commission would like to see the High Density Residential near the neighborhood commercial node rezoned for lower density residential development in the future. Zoning in this area can be reviewed as part of the post Comprehensive Plan and Sherwood West Re-look.

Washington County access spacing on an Arterial roadway is 600 ft. Are there impacts to spacing requirements?

Current access points along Brookman (Old Highway 99, Middleton, Middlebrook Subdivision, Reserve at Cedar Creek) were reviewed in addition to the spacing between these intersections. It was found that there is sufficient spacing, and potential new internal neighborhood streets will be reviewed with land use applications that will provide additional circulation in the area.



3/1/2021

Attachment 2

Erika Palmer
City of Sherwood
22560 SW Pine St
Sherwood, OR 97140

Dear Ms Palmer:

Washington County staff appreciated the opportunity to participate in Sherwood's update of the Brookman Concept Plan. As development occurs in the Brookman area, taking a closer look at the Brookman Road alignment was an important step to move forward. County staff support Sherwood staff's proposed preferred alternative, which was also supported by the Sherwood Planning Commission. The preferred alternative maintains the existing alignment of Brookman Road where it intersects with Highway 99W and Chapman Road. This matches the County's adopted Transportation System Plan alignment and is the ideal alignment for several reasons:

- Maintains existing intersection with Highway 99W and Chapman Road, which can be signalized and creates a connection to the Sherwood West Urban Reserve.
- Maintains existing rail crossing, whereas realigning the road would require creation of a new rail crossing. Creating a new crossing would be an expensive and lengthy process, and ODOT rail would likely require the closure of multiple existing rail crossings.
- Maintains access to all properties that currently take access from Brookman.
- It is possible to fund and improve the road incrementally, whereas a realignment will have to wait for large scale redevelopment or an identified funding source.

County staff understand that Sherwood leadership may be interested in studying a future grade separation of the Brookman Road/Highway 99W intersection. The preferred alternative does not preclude this option, and Brookman Rd could be improved in its existing alignment at grade as an interim option while future grade separation is explored as a long-term solution. If Sherwood would like to study this option, it would be ideal to do so while doing the concept planning for Sherwood West.

We look forward to further collaboration with Sherwood as the Brookman area develops.

Sincerely,

Erin Wardell, Principal Planner



Oregon

Kate Brown, Governor

Department of Transportation

Region 1 Headquarters
123 NW Flanders Street
Portland, Oregon, 97209
Phone: (503) 731-8200
Fax: (503) 731-8259

March 1st, 2021

Attachment 3

To: Erika Palmer, Sherwood Planning Manager

From: Marah Danielson, ODOT Senior Planner

Subject: Brookman Rd Concept Plan Update and TSP Changes

In comments that were submitted in November 2020, ODOT expressed support for the Brookman Rd Concept Plan Update recommendation to keep the Brookman Rd intersection at its current alignment. The existing alignment maintains the intersection with OR 99W and Chapman Road which creates connectivity to the Sherwood West Urban Reserve. The City's Transportation System Plan has a project to signalize the Brookman Rd/OR 99W intersection.

ODOT understands that Sherwood leadership may be interested in studying a future grade separation of the Brookman Rd/OR 99W intersection to address the anticipated increase in cross highway traffic with the build out of the Brookman Rd Concept Plan and the Sherwood West growth expansion area. The existing alignment of the Brookman Rd/OR 99W intersection does not preclude this option. As part of the development of the Sherwood West Concept Plan, the City will be studying the impacts to the transportation system and this would be a good opportunity for the City to explore alternative concepts to address the cross highway demand at the intersection. This could result in updates to the City's Transportation System Plan to address the long term needs at the intersection of OR 99W.

250 SW Taylor Street
Portland, OR 97204

503-226-4211
nwnatural.com

March 1, 2021

Erika Palmer, Planning Manager
City of Sherwood
22560 SW Pine Street
Sherwood, OR 97140

**Re: City of Sherwood: Proposed Brookman Road Alignment
Northwest Natural Gas Company: Sherwood Natural Gas System Valve Facility
Washington County Parcel: R0587671**

Dear Erika:

Northwest Natural (NW Natural) welcomes the opportunity to participate with the City of Sherwood on the proposed Brookman Road alignment design. As the provider of natural gas services to the citizens of Sherwood as well as an owner and operator of our facility on Cipole Road, NW Natural strives to operate safely and reliably.

As part of our safe and reliable service, we have developed and operated the regional pipeline valve site located on the southwest corner of Brookman Road and Old Hwy 99 (Exhibit A). NW Natural has been made aware of the proposed Brookman Road alignment being planned by the city of Sherwood (Exhibit B). NW Natural would be pleased to work cooperatively with your design team to reach a mutually acceptable alignment that accomplishes Sherwood's goals as well and maintaining the safe and future operations of NW Natural's Brookman Station

Should you have any questions or concerns, feel free to contact me, direct line: 503.721-2474, cell: 503.312-0683, email: nina.carlson@nwnatural.com

Sincerely,

Nina Carlson, Government Affairs
NW Natural
250 SW Taylor Street
Portland, Oregon 97204-3038

Enclosure

cc: Mayor Keith Mays
City of Sherwood
22560 SW Pine Street
Sherwood, OR 97140

250 SW Taylor Street
Portland, OR 97204

503-226-4211
nwnatural.com

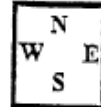


Western American Property Research

401 S.W. FOURTH AVENUE, PORTLAND, OREGON 97204-2273

Parcel # R0587671
Map # 3S201A0 01200

EXHIBIT A



The sketch below is made solely for the purpose of assisting in locating said premises and the Company assumes no liability for variations, if any, in dimensions and location ascertained by actual survey.

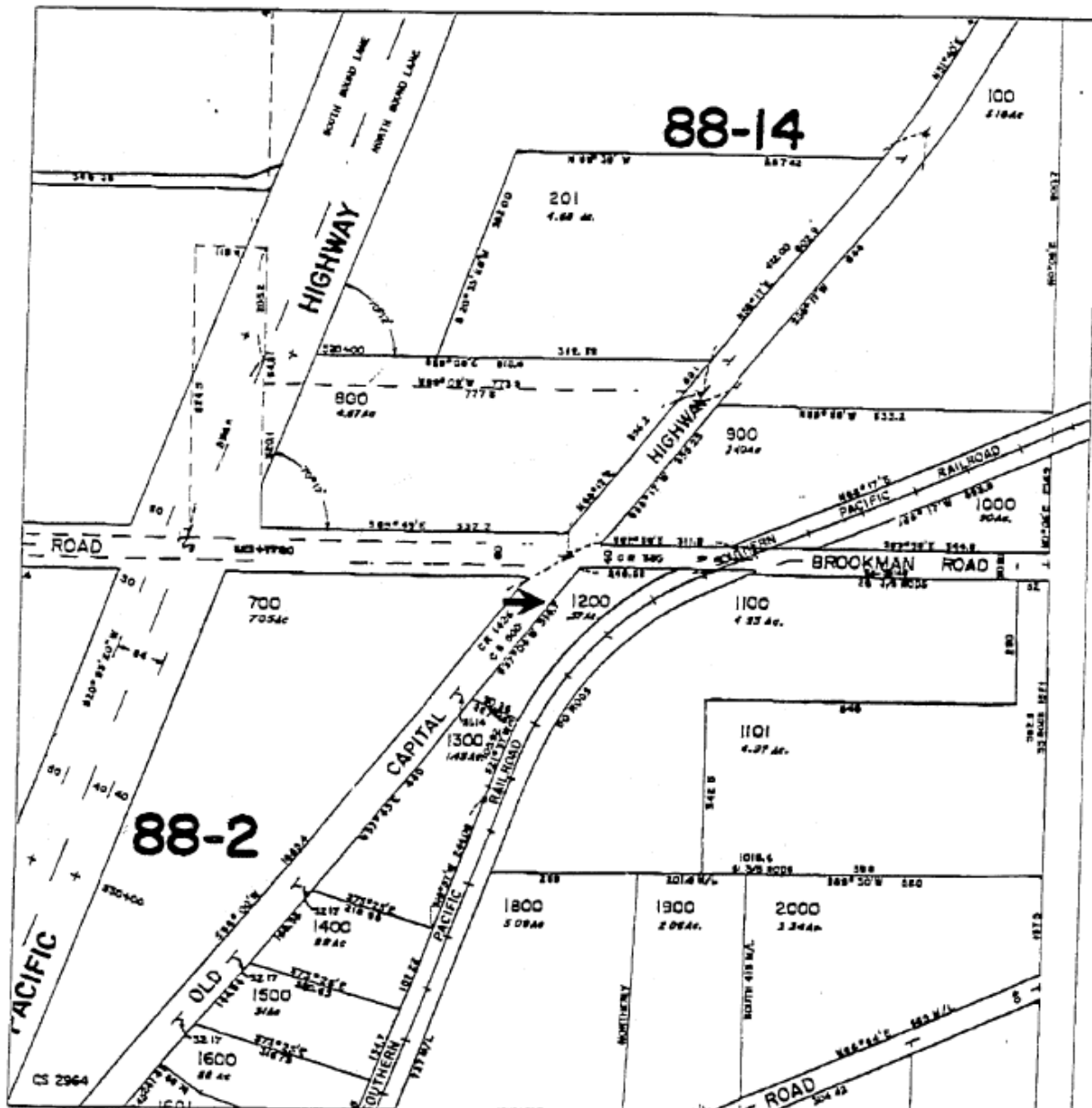
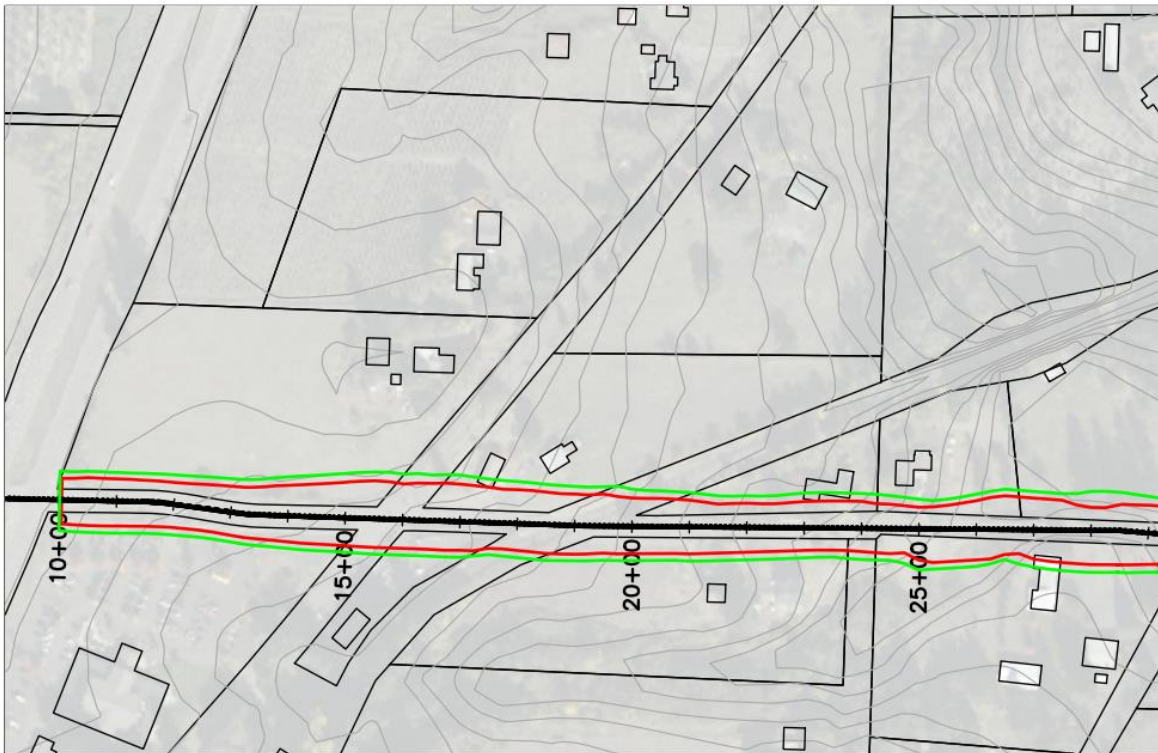
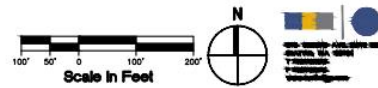


EXHIBIT B

BROOKMAN ROAD ALIGNMENT
3-LANE ARTERIAL CITY ROAD SECTION
5-LANE ARTERIAL COUNTY ROAD SECTION
3-LANE ARTERIAL ALTERNATE CITY ROAD SECTION





ORDINANCE 2021-001

ACCEPTING THE ADDENDUM TO THE SHERWOOD BROOKMAN CONCEPT PLAN AND ADOPTING THE ASSOCIATED AMENDMENTS TO THE CITY'S TRANSPORTATION SYSTEM PLAN

WHEREAS, Metro brought the Brookman Area (Area 54/55) into the urban growth boundary in 2002 via Metro Ordinance 02-96B; and

WHEREAS, the Council adopted the Brookman Addition Concept Plan via Ordinance 2009-004; and

WHEREAS, the Brookman Addition Concept Plan envisioned Brookman Road realigned to provide a perpendicular crossing of the existing rail line and provide for a signalized intersection roughly 2,700 feet south of the existing Highway 99W/Sunset intersection; and

WHEREAS, since that time, the I-5/99W corridor location has not been resolved, and Washington County updated its Transportation System Plan (TSP) to identify Brookman Road as an arterial, and to be consistent with the county designation for this road under their jurisdiction, Sherwood updated its TSP to designate Brookman Road as an arterial roadway via Ordinance 2018-003; and

WHEREAS, in 2019, the City of Sherwood requested and was awarded a grant from Metro's 2040 Planning and Development Grant Program to address transportation and land use issues associated with development proposed for the area served by Brookman Road; and

WHEREAS, this project reevaluated the Concept Plan in a coordinated multi-agency effort to determine the future function, general capacity, and design needs for Brookman Road as a three-lane roadway and as a possible five-lane arterial, and reviewed the current land uses to ensure they are still appropriate as the area builds out; and

WHEREAS, the Sherwood Planning Commission conducted a work session to review the proposed Addendum to the Brookman Addition Concept Plan and associated amendments to the City's Transportation System Plan (TSP) on October 13, 2020; and

WHEREAS, the Planning Commission, after Public Hearing Notice was provided to a list of partner agencies, posted in locations in the City and on the City website, and advertised in The Times, a newspaper of general circulation in the City, held a public hearing on November 10, 2020, to review and to gather additional testimony and evidence regarding the proposed Addendum to the Brookman Addition Concept Plan and the associated amendment to the TSP; and

WHEREAS, the Planning Commission duly considered the subject, including the staff recommendation and public testimony, and recommended that the City Council accept the Addendum to the Brookman Addition Concept Plan and associated amendments to the TSP; and

WHEREAS, Public Hearing Notice of a Council hearing was advertised on the City website and advertised in The Times, a newspaper of general circulation in the City on February 11, and 25, 2021; and

WHEREAS, the City Council has considered the Planning Commission's recommendation, the staff reports, and testimony in this matter and has evaluated the TSP amendments against the Statewide Planning Goals and regional requirements.

NOW, THEREFORE, THE CITY OF SHERWOOD ORDAINS AS FOLLOWS:

Section 1. Findings. The City Council hereby accepts the findings in this matter located within the Planning Commission staff report (Case File LU 2020-020-PA), attached hereto as Exhibit 1 and incorporated by reference.

Section 2. Amendments. The City Council hereby accepts and adopts the Addendum to the Brookman Addition Concept Plan, attached hereto as Exhibit 2, and adopts the associated TSP amendments, attached hereto as Exhibit 3 and incorporated by reference.

Section 3. Staff Directive. To reflect the acceptance and adoption of the Addendum to the Brookman Addition Concept Plan and amendments to the TSP, staff is directed to make conforming changes to the TSP necessary to incorporate the amendments adopted herein.

Section 4. Effective Date. This Ordinance shall become effective 30 days from its adoption.

Duly passed by the City Council this March 16, 2021.

Keith Mays, Mayor

Date

Attest:

Sylvia Murphy, MMC, City Recorder

	<u>AYE</u>	<u>NAY</u>
Scott	_____	_____
Griffin	_____	_____
Brouse	_____	_____
Young	_____	_____
Garland	_____	_____
Rosener	_____	_____
Mays	_____	_____

CITY OF SHERWOOD

Staff Report

LU 2020-020 PA Brookman Addition Concept Plan Addendum and TSP Amendments

Recommendation of the Sherwood Planning Commission:

The Planning Commission held a public hearing on November 10, 2020, to take testimony and consider the application (LU 2020-020PA) to make a recommendation on the Brookman Addition Concept Plan Addendum and associated amendments to the City's Transportation System Plan (TSP). After receiving public testimony, the Commission voted to close the public hearing to consider the Brookman Addition Concept Plan Addendum, amendments to the City's TSP, and the staff report's findings. The Planning Commission voted to recommend the approval of the Addendum and associated TSP amendments. The Planning Commission added an additional recommendation for Council consideration – to consider rezoning the high-density residential area in the western sub-area of the plan to a lower density through a separate process such as the Comprehensive Plan Update to provide a better buffer between the existing neighborhood to the north and traffic concerns.

The Planning Commission's recommendation on the Plan's Addendum and TSP amendments are based on the facts and findings in this staff report.

From:



Erika Palmer, Planning Manager

Proposal: The Planning Commission to review, consider, and to make a recommendation to the Sherwood City Council to:

- 1) Accept the Brookman Addition Concept Plan Addendum to the Brookman Addition Concept Plan; and
- 2) Adopt amendments to the city's Transportation System Plan to amendment maps reflecting Brookman Road's realignment in the west and east sub-areas, and text amendments describing the Brookman Road transportation project.

I. BACKGROUND

The Brookman Addition Concept Plan was adopted in 2009 (Sherwood ORD 2009-004) to provide a conceptual guide to the development of this area that was incorporated into Sherwood's Urban Growth Boundary in 2002 (Metro ORD 2002-969B). This concept plan identifies future land uses, parks and trails, natural resource areas, transportation improvements, and public facilities.

The plan area consists roughly of 250 acres and is located at the southern edge of Sherwood and is bound by Pacific Highway (99W) to the west, Brookman Road to the south, and Ladd Hill Road to

the east. Old Pacific Highway, an existing rail corridor, and Cedar Creek run north/south through the site area. To the north, Brookman is bordered by the existing residential neighborhoods and Sherwood's largest master-planned community, Woodhaven. South of Brookman Road is the Sherwood South Urban Reserve area, located in Unincorporated Washington County.

The Brookman Addition Concept Plan envisioned Brookman Road realigned to provide a perpendicular crossing of the existing rail line and provide for a signalized intersection roughly 2,700 feet south of the existing Highway 99W/Sunset intersection. When the Brookman Addition Concept Plan was being developed, the I-5/99W connector project was underway. It was envisioned that a new arterial would be located south of Brookman Road, approximately 1,000 feet to the south.

Since that time, the I-5/99W corridor location has not been resolved, and Washington County updated its Transportation System Plan (TSP) to identify Brookman Road as an arterial. As required, to be consistent with the county designation for this road under their jurisdiction, Sherwood updated its TSP to designate Brookman Road as an arterial. Sherwood has also created a preliminary concept plan for the Sherwood West Urban Reserve area located across Pacific Highway (99W) bounded between SW Chapman and SW Elwert Road. In addition, roughly ninety-four (94) acres of land has annexed into the city for residential development. Recently sixty-four acres have been subdivided, creating two hundred fifty-three (253) new lots proposed for single-family detached housing.

In 2019, The City of Sherwood requested and was awarded a grant from Metro's 2040 Planning and Development Grant Program to address transportation and land use issues associated with development proposed for the area served by Brookman Road. This project reevaluated the Concept Plan in a coordinated multi-agency effort to determine the future function, general capacity, and design needs for Brookman Road as a three-lane roadway and as a possible five-lane Arterial. Additionally, the project reviewed the current land uses to ensure they are still appropriate as the area builds out.

Process and Public Involvement

The planning process engaged local landowners and residents at two events during the project. In-person stakeholder meetings with developers currently active in the Brookman area, landowners, and residents were held early in the process. Several key themes emerged from the stakeholder Interviews.

Key themes heard:

- Brookman Road is not safe in its current condition
- The vision should reflect the area
- Any future design should accommodate growth
- Transparency from the City

In addition to the stakeholder meetings, the project team met with technical agency partners, including Oregon Department of Transportation (ODOT), ODOT Rail, Washington County Land Use and Transportation, Clackamas County Land Use and Transportation, and Northwest Natural Gas.

Three cross-sections and alignment alternatives were developed during the project to identify potential tradeoffs between various options, road configurations, and potential revisions to the existing alignment identified in the Concept Plan. A public workshop was planned in March of 2020 to discuss potential Brookman Road design alternatives. Prior to holding the meeting, the State of Oregon placed requirements to reduce the spread of COVID-19 and restricted large gatherings. As a result, that in-person event was hosted as an online open house, which provided the same information as what would have been presented at the in-person event. A postcard mailer was sent to all property owners in the Brookman area and within 1,000 feet of the project area, directing them to the project website. Roughly a dozen people contacted staff with questions after reviewing the presentation of the road design alternatives.

The City Council held a work session on April 7, 2020, to review the project alternatives and ask the project team questions. The following several months were spent refining the information based on the feedback received and additional follow-up meetings with agency partners and

The Planning Commission held a work session on October 13, 2020, to review the draft plan. The Commission raised the following questions/concerns about the west sub-area of the plan:

- Were the land use designations in the west-sub area of the plan considered as part of the traffic analysis?
- Is there enough capacity on Old Highway 99w and at intersections of Timbrel/Sunset to continue to support the plan's land use designations given the revised alignments and classification of Brookman?
- Are the land uses and local road access in this area viable for future development opportunities?
- Will there be additional cut-through traffic into the existing neighborhood as a result of the realignment and access spacing that will be required?
- Will there be additional public outreach before a public hearing for residents to review and comment on the proposed plan?

Response

The analysis was focused on future traffic operations along the Brookman corridor to support the alternatives analysis for alignments and land uses. The future 2040 transportation demand model included Brookman with the planned realignment to OR 99W to the north per the Regional Transportation Plan and the city's Transportation System Plan. The future model showed low demand for the Old Highway 99-Timbrel connection to Timbrel/Sunset, not enough to warrant evaluating the intersection. The transportation consultants, DKS, indicated that the modeling indicates the future demand on Old Highway 99-Timbrel to Sunset will be low enough to accommodate a moderate amount of new trips even with the higher density development planned and will not trigger capacity improvements. That said, traffic studies will be required with any new development which will ensure off-site impacts are addressed. In addition, the City anticipates updating the Transportation System Plan (TSP) within the next few years at which point, the entire system will be re-looked at system improvements identified based on development, zoning and modeling data at that time.

After the Commission's concerns about local access roads and connectivity to support the land uses in the western subarea, the project team analyzed the area and updated the conceptual road layout included in this plan update. As development occurs, the conceptual road layout and accesses may change.

Updated Conceptual Local Road Connectivity in Brookman Western Subarea



The project team is also recommending calming traffic-calming measures to be reviewed and evaluated in the future to mitigate and reduce vehicle trips through the existing neighborhood to the north (Page 9 of Addendum).

During the week of October 19, 2020, staff mailed a tri-fold mailer about the project and the upcoming public hearing to all property owners and those within 1,000 feet of the Brookman area. This mailer was also posted on the project webpage. Staff has had correspondence with a few residents and property owners, but no formal comments have been received at the date of this staff report.

II. OVERVIEW

- A. Applicant: The City of Sherwood
- B. Location: The Brookman Addition Concept Plan area, as described above. The Sherwood Transportation System Plan is a city-wide document.
- C. Review Type: The proposal requires a Type V review, which involves public hearings before the Planning Commission and City Council. The Planning Commission will make a recommendation to the City Council, who will make the final decision. Any appeal of the City Council decision would go directly to the Oregon Land Use Board of Appeals.

- D. Public Notice and Hearing: The project is a legislative amendment. Notice of the first evidentiary hearing was provided to the Department of Land Conservation and Development (DLCD) and Metro on October 9, 2020. Notice of the November 11, 2020, Planning Commission hearing was published in The Times, a newspaper of general circulation, on October 22, 2020, and November 5, 2020. Notice of the hearing was also posted in City Hall. A project webpage was created on the city's website in August 2019 has been updated throughout the planning process.
- E. Review Criteria:
The required findings for the Plan Amendment are identified in Section 16.80.030 of the Sherwood Zoning and Community Development Code (SZCDC). In addition, the amendment must be consistent with Goals 1, 2, and 12 of the Statewide Planning Goals and Metro's Functional Plan.

III. PUBLIC COMMENTS

Public comments received are included in the record as Attachment B

Mel Taylor, November 2, 2020 (See Attachment B1). Mr. Taylor's comments focus on public involvement and the possibility that Brookman Rd, parts or all of it, may be the Southern Arterial connecting I-5 to Hwy 99 at some time in the future.

Staff response: Public involvement is discussed in the Plan Addendum. Stakeholder interviews were held early on in the process. A project webpage was created in August 2019 on the city's website. After a public open house was canceled due to COVID-19, staff sent a postcard mailing to all property owners and within 1,000 feet of the boundary early last spring to review the draft road design and alignment alternatives on the project webpage and to call or email staff with questions. The proposed road design and alignment alternative slideshow have been on the project website since early April of 2020. Staff sent out another mailer about the project in October 2020, directing people to the project website for additional information prior to the public hearing. The intent of this project was to reevaluate the Concept Plan to determine the future function, general capacity, and design needs for Brookman Road and as a three-lane roadway and as a possible five-lane Arterial. There are currently no plans extending the roadway east of Ladd Hill within Clackamas County at this time.

Scott Edington, November 5, 2020 (See Attachment B2). Mr. Edington would like the plan to move the high density housing closer to Highway 99W similar to Woodhaven & Creekview Crossing condos.

Clayton Hargrove, November 7, 2020 (See Attachment B3). Mr. Hargrove would not like Brookman Road to shift slightly to the north and bisect his property at Highway 99W.

Staff response: The intersection of Brookman and Highway 99W was corrected to remain in it's current alignment with Highway 99W after a meeting with ODOT staff. The plan's alignment no longer shows a slight shift to the north that would bisect Mr. Hargrove's property.

Randy & Kayla Krueger, November 9, 2020 (See Attachment B4). The Krueger's are against the plan's proposal that shows Brookman Road's extension through their property.

IV. AGENCY/DEPARTMENTAL COMMENTS

The City requested comments from affected departments and agencies on October 21, 2020. Formal agency comments are included in the record and attached as Attachment C1-C3. The following is a summary of agency comments received:

ODOT Rail, Carrie Martin, and Kurt Mohs provided comments indicating that a diagnostic meeting will be required with the railroad(s), road authority, and ODOT Rail present around project kickoff and/or 30% design for the rail crossing improvements. The agency had questions about the design of bike/pedestrian access near the rail crossing and recommended new examples of newer rail crossing design concepts (See Attachments C1 and C2).

Staff Response: Staff recognizes that continuing coordination with ODOT Rail and Washington County will be needed throughout the rail crossing's early design process.

ODOT, Region 1, Marah Danielson provided comments indicating that Brookman's current alignment at Highway 99W is adequate, and the road should not slightly shift to the north. Her comments note an error the proposed TSP language to remove the traffic signal at the intersection of Brookman and Highway 99W (See Attachment C3).

Staff Response: The plan shows the intersection of Brookman and Highway 99W in it's current alignment, and staff did not mean to strike out the language regarding the traffic signal at the intersection of Brookman and Highway 99W. This traffic signal remains as part of the project improvements.

V. REQUIRED FINDINGS FOR A PLAN TEXT/MAP AMENDMENT TO THE CITY'S TRANSPORTATION SYSTEM PLAN

Sherwood Zoning and Community Development Code Chapter 16.80 Plan Amendments

16.80.030 – Review Criteria

A. Text Amendment

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

There are no proposed text amendments to the City's adopted Comprehensive Plan as part of the Brookman Addition Concept Plan's Addendum. There are two proposed text changes to the City's Transportation System Plan (TSP) document, which is adopted as a supporting element to the city's Comprehensive Plan. The proposed text changes to the TSP refer to the refinement planning effort in 2019 and 2020 and describes Brookman Road's proposed realignment.

Page #	Item	Recommended Changes
Volume 1: Sherwood Transportation System Plan		
36	Project D14 in Table 1: Realign Brookman Road to intersect with Highway 99W approximately ¼ 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 needed to ensure that the improvements were done in a manner that would improve driver expectancy and safety.	Realign Brookman Road to intersect with Highway 99W approximately ¼ 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 needed to ensure that the improvements were done in a manner that would improve driver expectancy and safety. <i>The intersection of Brookman Rd and OR 99W to be improved with the installation of a traffic signal. All traffic signals on the state highway system need to be approved by the State Traffic Engineer and design coordination with ODOT is needed to ensure that the improvements are done in a manner that improves driver expectation and safety. The design of the intersection may result in the need for additional right of way to improve the intersection alignment.</i>
73	Function and Design of Brookman Road and Concept Plan Area Update: Brookman Road is a rural corridor that sits on the southern edge of the Urban Growth Boundary (UGB). Through the Brookman Addition Concept Plan, it was identified that the road was needed to	Function and Design of Brookman Road and Concept Plan Area Update: Brookman Road is a rural corridor that sits on the southern edge of the Urban Growth Boundary (UGB). Through the Brookman Addition Concept Plan, it was identified that the road was needed to provide access to areas south of Sunset Road. The I-5 to 99W Connector project had

provide access to areas south of Sunset Road. The I-5 to 99W Connector project had conceptually identified the "Southern Arterial" as the primary east-west mobility route through the area, with an alignment along or just south of Brookman Road. Since the time of those planning efforts, additional planning efforts in the Basalt Creek area have refined the eastern portion of the "Southern Arterial". To establish additional clarity about the western portion of the facility, a coordinated multi-agency effort is needed to determine the future function and general capacity and design needs for Brookman Road and the Southern Arterial. These efforts will help ensure that appropriate right of way can be reserved as the area is urbanized while providing accessibility to future development. In the interim, to provide for future flexibility, Brookman Road has been designated by Washington County as an arterial with 5-lanes of right-of-way needed. It is recognized that changing the role and function of Brookman Road would require modifications to the Brookman Addition Concept Plan to determine how future development would occur. During the interim, while refinement planning has not yet completed, access spacing and other requirements will need to be evaluated on a case by case basis at the time of any development	conceptually identified the "Southern Arterial" as the primary east-west mobility route through the area, with an alignment along or just south of Brookman Road. Since the time of those planning efforts, additional planning efforts in the Basalt Creek area have refined the eastern portion of the "Southern Arterial". <i>The Brookman Road Concept Plan Area underwent a multi-agency refinement planning effort in 2019 and 2020. The results of that process recommended that Brookman Road should use a 3-lane "transitional" road design as the interim design until additional road capacity is needed. Brookman Road will maintain its Arterial designation, allowing widening to a five-lane arterial consistent with the Washington County and Sherwood TSP. This effort ensures the appropriate right of way can be reserved as the area is urbanized while providing accessibility to future development. While the majority of the existing road alignment would remain the same, the refinement process also recommended the intersection of Brookman Road and Ladd Hill Road be realigned approximately 700 feet to the south to flatten out a sharp curve and minimize impacts to residences.</i> To establish additional clarity about the western portion of the facility, a coordinated multi-agency effort is needed to determine the future function and general capacity and design needs for Brookman Road and the Southern Arterial. These efforts will help ensure that appropriate right of way can be reserved as the area is urbanized while providing accessibility to future development. In the interim, to provide for future flexibility, Brookman Road has been designated by Washington County as an arterial with 5-lanes of right-of-way needed. It is recognized that changing the role and function of Brookman Road would require
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	application. The long-term intent is to reevaluate the Brookman Addition Concept Plan in the context of the Urban Reserve designation to the south. The evaluation would consider the refinement of both the location Southern Arterial, and a local collector level roadway to provide access to the area. As the issues for the Southern Arterial are resolved (including the long-term alignment) appropriate changes to these interim designations should be considered.	modifications to the Brookman Addition Concept Plan to determine how future development would occur. During the interim, while refinement planning has not yet completed, access spacing, and other requirements will need to be evaluated on a case by case basis at the time of any development application. The long-term intent is to reevaluate the Brookman Addition Concept Plan in the context of the Urban Reserve designation to the south. The evaluation would consider the refinement of both the location Southern Arterial, and a local collector level roadway to provide access to the area. As the issues for the Southern Arterial are resolved (including the long-term alignment) appropriate changes to these interim designations should be considered.
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RESPONSE COMMUNITY NEED: The proposed Addendum to the Brookman Concept Plan addresses transportation and land use concerns associated with development proposed for the area served by Brookman Road. The initial concept plan envisioned Brookman Road realigned to provide a perpendicular crossing of the existing rail line and provide for a signalized intersection south of the Highway 99W/Sunset intersection. When the Brookman Addition Concept Plan was being developed, the I-5/99W connector planning was well underway. It was envisioned that a new arterial would be located south of Brookman Road, approximately 1,000 ft. Since that time, the I-5/99W connector location has not been resolved, and Washington County updated its Transportation System Plan and identified Brookman Road as an arterial. To be consistent with the County, the City has also updated its' TSP. It classifies Brookman Road as an arterial, which complicates the vision for this planned area as Brookman Road was intended as a neighborhood collector. The following community goals for this planning process included:

1. Developing and analyzing potential design concepts for Brookman Road.
2. Identifying an alignment that best reflects the future transportation needs of the community.
3. Providing multi-modal transportation facilities.
4. Minimizing impacts to properties in the Concept Plan area.
5. Reviewing zoning compatibility against potential alignments.
6. Aligning the final recommendation with City and County transportation plan

The proposed revised road alignments in the Brookman area's western and eastern subareas were developed as part of the identified need to update the Brookman Addition Concept Plan because of changing conditions since adopting the concept plan.

Consistency and regional and state regulations is discussed in detail below, in this staff report.

B. Map Amendment

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

1. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan and the Transportation System Plan.
2. There is an existing and demonstrable need for the particular uses and zoning proposed, taking into account the importance of such uses to the economy of the City, the existing market demand for any goods or services which such uses will provide, the presence or absence and location of other such uses or similar uses in the area, and the general public good.
3. The proposed amendment is timely, considering the pattern of development in the area, surrounding land uses, any changes which may have occurred in the neighborhood or community to warrant the proposed amendment, and the availability of utilities and services to serve all potential uses in the proposed zoning district.
4. Other lands in the City already zoned for the proposed uses are either unavailable or unsuitable for immediate development due to location, size or other factors.

FINDING: There are no proposed map amendments to the City's Zoning Map as part of the Addendum to the Brookman Addition Concept Plan. The table below indicates the maps within the city's TSP to be amended with the proposed realignment of Brookman Road in the western and eastern subareas. This standard is met.

Page #	Item	Recommended Changes
<i>Volume 1: Sherwood Transportation System Plan</i>		
18	Figure 5	Update figure to show new Brookman Road alignment
21	Figure 6: 2035 Motor Vehicle Conditions	Update figure to show new Brookman Road alignment
41	Figure 11: Motor Vehicle Projects	Update figure to show new Brookman Road alignment and classification
42	Figure 12: Pedestrian Projects	Update figure to show new Brookman Road alignment
43	Figure 13: Biking Projects	Update figure to show new Brookman Road alignment
44	Figure 14	Update figure to show new Brookman Road alignment
57	Figure 17: Street Functional Classification	Update figure to show new Brookman Road alignment
60	Figure 18: Local Street Connectivity	Update figure to show new Brookman Road alignment
64	Figure 19: Through Truck Routes	Update figure to show new Brookman Road alignment
72	Figure 20: 2035 Non-SOV Share	Update figure to show new Brookman Road alignment

Consistency Sherwood Comprehensive Plan, and with all other provisions of the Plan, the Transportation System Plan, and this Code, and with any applicable State or City statutes and regulations

STATEWIDE PLANNING GOALS

Goal 1 (Citizen Involvement)

Objective: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

RESPONSE: A summary of citizen involvement opportunities provided throughout this planning process is described in the Addendum. The Planning Commission, is the designated Citizen Involvement Committee under this goal, and provides an advisory recommendation to the City Council for review and adoption.

Goal 2 (Land Use Planning)

Objective: To establish a land use planning process and policy framework as a basis for all decision and actions related to the use of land and to assure an adequate factual basis for such decisions and actions.

RESPONSE: The proposed Addendum does not alter any goals and policies in the Comprehensive Plan or changes to Sherwood Plan and Zoning Map and Zoning and Development Code that are already consistent with Goal 2. The Addendum does not propose any zoning changes within the Brookman plan area.

Notice was provided to DLCD 35 days prior to the first schedule public hearing as required. The plan Addendum was developed in coordination with Metro, ODOT, ODOT Rail, Washington, and Clackamas counties to be consistent with applicable regulations.

The proposed Addendum and TSP amendments are consistent with this Goal.

Goal 3 (Agricultural Lands)

Goal 4 (Forest Lands)

RESPONSE: Goals 3-4 not applicable to Sherwood.

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

Goal 6 (Air, Water and Land Resources Quality)

Goal 7 (Areas Subject to Natural Hazards)

Goal 8 (Recreational Needs)

Goal 9 (Economic Development)

Goal 10 (Housing)

RESPONSE: The proposed Addendum Brookman Addition Concept Plan is consistent with the above Goals. The Addendum only proposes changes to the alignment of Brookman Road in the western and eastern subareas. There are no proposed changes to zoning within the plan area (commercial and residential areas) or to parks and open space within the concept plan. The plan's Addendum is consistent with these goals.

Goal 11 (Public Facilities and Services)

Objective: To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

RESPONSE: This goal is addressed by the existing water, sanitary sewer and stormwater master plans that already have anticipated development within this area and have identified projects to ensure this area is adequately served. The Addendum is consistent with this Goal.

Goal 12 (Transportation)

Objective: To provide and encourage a safe, convenient and economic transportation system.

RESPONSE: The proposed design cross-section of Brookman Road provides for bike and pedestrian facilities on a multi-use path. The proposed design of Brookman Road provides and encourages all modes of travel and is consistent with this Goal.

Goal 13 (Energy Conservation)

Objective: To conserve energy.

RESPONSE: The Brookman Concept Plan is planned with transportation options and encourages energy efficiency by providing opportunities for people to live near where they work and shop, and encouraging people to walk and bike.

Goal 14 (Urbanization)

Goal 15 (Willamette River Greenway)

Goal 16 (Estuarine Resources)

Goal 17 (Coastal Shorelands)

Goal 18 (Beaches and Dunes)

Goal 19 (Ocean Resources)

FINDING: Goals 14-19 not applicable.

METRO FRAMEWORK PLAN

Chapter 2

This chapter of the Regional Framework Plan presents the overall policy framework for the specific transportation goals, objectives and actions contained in the Regional Transportation Plan (RTP). It also sets a direction for future transportation planning and decision-making by the Metro Council and the implementing agencies, counties and cities.

GOAL 1: Vibrant Communities The greater Portland region is a great and affordable place to live, work and play where people can easily and safely reach jobs, schools, shopping, services, and recreational opportunities from their home by walking, biking, transit, shared trip or driving.

Objective 1.2: Walkable Communities - Increase the share of households in walkable, mixed-use areas served by current and planned frequent transit service.

Objective 1.4: Access to Community Places¹ - Increase the number and variety of community places that households, especially households in historically marginalized communities, can reach within a reasonable travel time for all modes of travel.

RESPONSE: The land use concepts (office and light industrial edge, small village center, residential areas) the parks, open space and trail system, and the vision for a complete community from the 2009 concept plan area do not change with the proposed realignment of Brookman Road. The 2009 concept plan sets the framework for a mixed-use community coupled with pedestrian orientated design to promote walkability to jobs, schools, commercial uses.

GOAL 2: Shared Prosperity People have access to jobs, goods and services and businesses have access to workers, goods and markets in a diverse, inclusive, innovative, sustainable and strong economy that equitably benefits all the people and businesses of the greater Portland region.

Objective 2.1: Connected Region - Build an integrated system of throughways, arterial streets, freight routes and intermodal facilities, transit services and bicycle and pedestrian facilities, with efficient connections between modes that provide access to jobs, markets and community places within and beyond the region.

Objective 2.3: Access to Jobs and Talent - Attract new businesses and family-wage jobs and retain those that are already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.

Objective 2.4: Transportation and Housing Affordability - Reduce the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.

RESPONSE: Brookman Road is designated as an arterial but is proposed to be constructed as a three-lane-arterial until it warrants widening. The road will have a multi-use path for bike and pedestrians and provides people access to jobs, goods and services, and employment opportunities. As stated above, the original intent of the 2009 Concept Plan remains the same. The Brookman area integrates land uses, transportation, open space, and green infrastructure with high expectations for quality development and sustainable pedestrian-orientated design.

GOAL 3: Transportation Choices People throughout the region have safe, convenient, healthy and affordable options that connect them to jobs, school, services, and community places, support active living and reduce transportation-related pollution.

Objective 3.1: Travel Choices - Plan communities and design and manage the transportation system to increase the proportion of trips made by walking, bicycling, shared rides and use of transit and reduce vehicle miles traveled.

Objective 3.2: Active Transportation System Completion - Complete all gaps in regional bicycle and pedestrian networks.

¹ Community places are defined as key local destinations such as schools, libraries, grocery stores, pharmacies, hospitals and other medical facilities, general stores, parks, greenspaces, and other places that provide key services and/or daily needs.

Objective 3.4: Access to Active Travel Options - Increase household and job access to planned regional bike and walk networks.

RESPONSE: The proposed realignment of Brookman Road at the western and eastern subareas does not negatively affect the transportation system or transportation choices. The Addendum calls for a multi-use path on the northside of Brookman road to increase active transportation choices.

16.80.030 – REVIEW CRITERIA FINDINGS:

The proposed text amendments to the TSP are consistent with the city's Comprehensive Plan, TSP, and all applicable state and city statutes. The city's TSP was adopted in 2014 (ORD 2014-012) and are found to comply with the city's Comprehensive Plan and all applicable regional and state statutes. The city's TSP describes the Brookman Road project. The proposed text amendment brings into line the project's description with the proposed realignment of Brookman Road as shown and in the Addendum in the western and eastern subareas. The original intent of the Brookman Addition Concept Plan does not change through the proposed amendments to the TSP. The land uses, parks, open space and natural resource preservation, and the desire to development to designed to be high-quality and long-lasting for a livable future, guided by green infrastructure, remain goals of the plan.

C. Transportation Planning Rule Consistency

1. Review of plan and text amendment applications for effect on transportation facilities. Proposals shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with OAR 660-12-0060 (the TPR). Review is required when a development application includes a proposed amendment to the Comprehensive Plan or changes to land use regulations.

FINDING: The proposed TSP map and text amendments do not amend policies in the Comprehensive Plan or the city's Zoning Plan map. Brookman Road's functional classification remains a designated arterial roadway within the city and county transportation plans. The proposed Addendum includes a 3-lane alternative roadway cross-section for future roadway improvements. The proposed 3-lane alternative roadway cross-section within the Plan Addendum does not affect the Transportation Planning Rule. When the Brookman Addition Concept Plan was adopted, it was analyzed and determined to be in full compliance with the Transportation Planning Rule. As properties annex into the city and development occurs, additional traffic studies may be required. This standard is met.

V. RECOMMENDATION

The Transportation System Plan amendments within the Addendum to the Brookman Addition Concept Plan comply with applicable Statewide Planning Goals, Metro regulations, and the City's Development Code's applicable provisions.

Based on a review of the applicable code provisions, agency comments, and staff review, staff finds that the Transportation Plan Amendments are consistent with the applicable criteria. Therefore, staff **recommends that the Planning Commission forward a recommendation of APPROVAL** of the Brookman Concept Plan Addendum and associated amendments to the city's Transportation System Plan to the Sherwood City Council.

VI. EXHIBITS

B. Public Comments

B-1: Mel Taylor, November 2, 2020

B-2: Scott Edington, November 5, 2020

B-3: Clayton Hargrove, November 7, 2020

B-4: Randy and Kayla Krueger, November 9, 2020

C. Agency Comments

C-1: ODOT Rail, Carrie, October 23, 2020

C-2: ODOT Rail, Kurt Mohs, October 22, 2020

C-3: ODOT Region 1, Marah Danielson, November 10, 2020

From: [MARTIN Carrie A](#)
To: [Erika Palmer](#)
Subject: RE: Request for Agency Comment -- Case File LU 2020-020 PA Brookman Refinement Plan and City of Sherwood Transportation System Plan (TSP) amendments
Date: Friday, October 23, 2020 7:44:33 AM
Attachments: [image001.png](#)
[image002.png](#)
[image003.png](#)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you are expecting this email and/or know the content is safe.

Hello Erika,
Thank you for the opportunity to comment the Brookman refinement plan.

The documents state the railroad crossing is inactive. All rail crossings are to be considered active unless the tracks have been removed.

A diagnostic meeting will be required with the railroad(s), road authority, and ODOT Rail present. Suggest sometime around project kickoff and/or 30% design.

It was stated that a multiuse pathway crossing was wanted at the rail crossing. The plans do not show a multiuse pathway and instead show a cycle track (bike lane) and a sidewalk which are two separate usages not a multiuse pathway. A multiuse pathway would be combined usage with a stop bar, stop sign, minimum 10 ft wide, and most likely some sort of fencing, channelization, gates, z-channelization at the crossing to ensure, especially bicycles, stop at the crossing. There are several rail crossing projects either being constructed, in design, or other that have a cycle track (bike lane) and the cycle track will transition onto the vehicular roadway level to a bike lane at about the vehicular SSD, travel thru the gated rail crossing, and then transition back up into a cycle track around the vehicular SSD near the sidewalk once on the other side of the rail crossing. Bikes do not normally travel behind gates like a pedestrian does. It is also not suggested to place bike lanes to travel in opposite directions on one side of the roadway if they are to utilize the rail crossing gates. When the time comes for actually design of the rail crossing the railroad, road authority, and ODOT Rail can have some more detailed discussions.

It is not recommended that bikes travel at a skew across a rail crossing but instead at a 90 degree angle. If the bike lane crosses the tracks at a skew then skewed signs will be necessary.

Sidewalks need to cross at a 90 degree angle for visibility.

Typically minimum 12 ft travel lanes are needed at the crossing which the 3 and 5 lane cross section shows.

Only low vegetation should be planted in advance and directly next to the rail crossing due to sight distances for vehicles, bikes, and pedestrians safety within the sight triangle. Tree plantings or objects in advance of the crossing should not block railroad signs and signals or it will not pass final inspection.

Will there be a cantilever installed for the rail crossing when the rail crossing transitions from 3 lanes

to 5 lanes? This was not shown in the document.

Will there be a median with guardrail to place railroad equipment/gates when the roadway transitions from 3 to 5 lanes?

All roads/driveways near the rail crossing will need to be looked at further, and especially when the crossing goes from 3 to 5 lanes wide. Some side roads may need to be right in/right out or closed/moved depending on the distance from the tracks and if they are within the SSD of the rail crossing.

Suggest looking at other projects like 209th, Century, Cornelius Pass Rd rail crossings for examples of newer design concepts.

Thank you,

Carrie Martin

ODOT Rail
Crossing Compliance Specialist
Carrie.A.Martin@odot.state.or.us
(Cell) 971-719-0906

From: Erika Palmer <PalmerE@SherwoodOregon.gov>

Sent: Wednesday, October 21, 2020 4:02 PM

Subject: Request for Agency Comment -- Case File LU 2020-020 PA Brookman Refinement Plan and City of Sherwood Transportation System Plan (TSP) amendments

This message was sent from outside the organization. Treat attachments, links and requests with caution. Be conscious of the information you share if you respond.

Hello Agency Partners:

The City of Sherwood Planning Department is requesting agency comments on the following proposal. A public hearing with the Sherwood Planning Commission is scheduled for Tuesday, November 10, 2020, at 7:00 pm, and a City Council hearing tentatively planned for December 1, 2020, at 7:00 pm. Pursuant to House Bill 4212 (2020), this meeting will be conducted electronically and will be live-streamed at <https://www.youtube.com/user/CityofSherwood>

Proposal: The City of Sherwood proposes to adopt a refinement to the Brookman Addition Concept Plan and associated map amendments to the City's TSP, showing the proposed Brookman Road re-alignment at Highway 99w and Ladd Hill Road.

Code Criteria: Sherwood Zoning and Community Development Code 16.80, Oregon State Land Use Goals, 1, 2, 12, Metro's Framework Plan, Sherwood Comprehensive Plan Chapter 2.

The link to the project webpage:

From: [MOHS Kurt A](#)
To: [Erika Palmer](#)
Subject: RE: Request for Agency Comment -- Case File LU 2020-020 PA Brookman Refinement Plan and City of Sherwood Transportation System Plan (TSP) amendments
Date: Thursday, October 22, 2020 7:17:24 AM
Attachments: [image001.png](#)
[image002.png](#)
[image003.png](#)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you are expecting this email and/or know the content is safe.

Erika,

Pursuant to ORS 824.202, the Oregon Department of Transportation, Commerce and Compliance Division (Department) has authority over the construction, alteration and protection of railroad-highway crossings in the State of Oregon.

Any modifications to existing at grade crossings require a crossing order issued by the Oregon Department of Transportation. The process to get to the final order begins by conducting a diagnostic meeting on site with ODOT rail crossing safety staff, the road authority and railroad (railroads in this case) as the underlying railroad right of way is owned by the Union Pacific Railroad. The line is leased to Portland and Western Railroad.

Any significant increase in average daily traffic at an existing at-grade crossing would also trigger at a minimum a discussion to determine if the existing safety devices are adequate to handle the increase in traffic.

The construction of an overpass also requires a diagnostic meeting and crossing order.

The construction of new at grade crossings is discouraged by our department and by the railroads. I believe the UPRR railroad currently requires that for any new at-grade crossings built, there be 3 at-grade crossings closed nearby.

Thanks for the opportunity to comment.

Kurt

Kurt Mohs
Rail Crossing Compliance Specialist
ODOT Commerce and Compliance Division
(503) 551-0602

 palmere@sherwoodoregon.gov

 www.sherwoodoregon.gov

Sherwood Community Development Department office hours are Monday – Friday 8 am to Noon

During this time of health emergency, we are encouraging the use of email and making appointments with staff. Thank you for understanding.

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Department of Transportation

Region 1 Headquarters
123 NW Flanders Street
Portland, Oregon, 97209
Phone: (503) 731-8200
Fax: (503) 731-8259

November 10th, 2020

To: Erika Palmer, Sherwood Planning Manager

From: Marah Danielson, ODOT Senior Planner

Subject: Brookman Rd Concept Plan Update and TSP Changes

ODOT participated in the Brookman Rd Concept Update planning process which reevaluated the need to relocate the Brookman Rd intersection at OR 99W. At the time the plan was originally done, the region was exploring options for the I-5 to OR 99W connector (Southern Arterial) which is why the concept plan showed relocating the Brookman Rd intersection to north by a ¼ mile. Upon further evaluation through the plan update process, it has been determined that there is not a need to relocate Brookman Rd intersection at OR 99W. ODOT supports the decision that the Brookman Rd connection to OR 99W remain in the existing location. The city's Transportation System Plan identifies a project to install a signal at the intersection. Since there isn't a design concept for this project at this time, we do not know whether the improvements can be done within the existing right of way. While additional right of way to the north may be needed to improve the intersection alignment for the future improvement, some preliminary design is needed to inform that decision. Based on the level of analysis for this planning effort, ODOT thinks it is reasonable to show the Brookman Rd connection at OR 99W within the existing right of way.

ODOT has reviewed the proposed TSP language changes to implement the Brookman Rd Concept Plan Update. The proposed language changes for page 36 of the TSP address the outcome of the update to remove the language for relocating the Brookman Rd/OR 99W to the north by ¼ mile. The proposed language changes also include removing the language requiring a traffic signal at the intersection. Although the intersection will remain in its current location, a traffic signal should still be included in the TSP since it is needed to mitigate traffic growth at the intersection. The project team has indicated that it was not the city's intent to remove the signal project from the TSP. Therefore, ODOT recommends the following language relating to the Brookman Rd/OR 99W intersection:

- The intersection of Brookman Rd and OR 99W to be improved with the installation of a traffic signal. All traffic signals on the state highway system need to be approved by the State Traffic Engineer and design coordination with ODOT is needed to ensure that the improvements are done in a manner that improves driver expectation and safety. The design of the intersection may result in the need for additional right of way to improve the intersection alignment.

From: [Mel Taylor](#)
To: [Erika Palmer](#)
Subject: Comments for Brookman Concept Plan Refinement
Date: Monday, November 2, 2020 11:49:13 PM

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you are expecting this email and/or know the content is safe.

I just noticed that I had some mail from the Planning Dept at the City of Sherwood, letting me know that after Covid delays, they were scheduling "public" hearings to get approval for recommended refinements to the 2009 Brookman Concept Plan. In going on line to review the documents that are being proposed, I found a Public Hearing Notice (LU 2020-020 PA) that says that for comments to be considered and addressed within the staff report, I need to submit them today. The mailing I received did not mention the staff report comment deadline. I just happened to click on the Public Hearing Notice, and read it.

I have a couple of things I would like to comment on. The first being the process that has been followed to realign the Brookman Rd. And the second thing I would like to mention is it seems like a lot of effort is being made to not let people know what is really being proposed for Brookman Rd. It is obvious that the door is being left open for Brookman Rd to be the Southern Arterial (think I-5 to Hwy 99 connector, if another route is not found. The proposed alignment of the road gives that away.

First the process comments. Resolution 2019-027, April 16, 2019 page 2, states that in doing the refinement plan to determine the future alignment of the road, a meeting would be held with stakeholders, including existing land owners. None of the landowners on the East end of Brookman Rd were aware that the refinement work was being done, until the work was finalized. They did not meet with us. But we all got postcards letting us know it was done, and to go online to look at it. And now, the two public hearing that I was promised, have turned into an opportunity to send comments, and watch a live-streamed Youtube. From the start it looked like there was something that the City did not want people to know about the proposed refinement plan.

So, I think the citizens and property owners need to be told about the possibility that Brookman Rd, parts or all of it, may be the Southern Arterial connecting I-5 to Hwy 99 at some time in the future. At the start of the refinement process the goals were to tie the Brookman Rd area into the rest of the city, slow traffic down (it is 25/35 MPH now) and to maintain the character of the area. That makes sense. But when you look at the route that is proposed, it does not do that. On the west end, the intersection with Hwy 99 does not move north to make a place to connect a future Southern Connector, it becomes the Southern Connector. And on the East end, instead of connecting back to town, it goes up the hill, on a big fill, to gain elevation to get over the top and over to the Basalt Creek Industrial/Commercial area. And extra ROW is being taken to be able to have five lanes to handle the traffic. And a five lane road is not usually a slow road. It does not maintain the woodsy residential character of the area.

And the new refinement plan states that another reason for the proposed alignment is that it minimizes the impact to properties in the concept plan area. That is not true on the East End. The need to get the road up and over the hill to connect to 124th and Tonquin in the future, has dirt piled up so close to three of the homes (one is mine) that no one would want to live in them. That may be the point. The city wants all of the people there to sell so the area can develop. I just hope that we will be compensated for the having a arterial highway run through them, to solve a regional transportation problem for Metro, and a money problem for the City of Sherwood. Why else would a city want a regional highway run through an area prime for residential development if it wasn't to get regional money. I just don't want to be hurt by that as a property owner. I don't think others in the City will like it either.

I think that regional transportation needs (think Portland Metro) not City of Sherwood needs were the things that determined the design of Brookman Rd. And it is interesting that the City is recommending that the residential zoning be maintained. Will Brookman Rd become a truck route, like Tualatin Sherwood Rd? Maybe commercial zoning would be more appropriate. My concern is that the value of my

property on the east end of Brookman Rd will be reduced. I should probably help keep the Southern Connector deal a secret to protect the value of my property. I am not opposed to the area developing, but I am opposed to having a regional arterial go through a valley that people think is going to be a quiet woodsy highly desirable residential area. I think that is what the people of Sherwood are expecting. OK maybe to start with it will be a three lane road, like Sunset Blvd. But the people are not going to be happy when it Metro says it is time to connect it over to 124th and Tonquin, as a five lane arterial.

It is interesting that the City of Sherwood has approved a cul-de-sac in one of the new subdivisions that may someday connect to a five lane arterial.

And if I am wrong about what I think is going on, just tell me. I would love to know that I am wrong. Just say it.

And I apologize for any spelling errors. I just happened to find out that the deadline to whine was tonight, and I just has a short time to comment. I don't like the secretive process. I don't go around looking for meeting notices, etc. Are they posted on the bulletin board at the library. Do I need to go down and look every couple days? And I am sorry if I missed some little technicality or committed a process error.

Mel Taylor
541.225.7722

Attachment B-2

From: [Scott 4045](#)
To: [Erika Palmer](#)
Subject: Brookman Addition Concept Plan
Date: Thursday, November 5, 2020 11:12:20 AM

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you are expecting this email and/or know the content is safe.

I would like this email/letter to be included in the public comment for the upcoming hearing on Tues, Nov 10, 2020:

Dear Planning Commision and City Council,

I am not opposed to growth when it's done correctly.
However, future growth should not negatively impact existing residents and neighborhoods. I feel the current Brookman Addition Concept Plan, as presently laid out, does hurt existing residents and neighborhoods in many ways.

With all of the changes that have occurred since the city originally drafted the plan (county reclassification of Brookman Rd - collector vs artery is a big one), **I feel it is worth reevaluating the plan.**

Specifically, I'd like to address the planned location of the high density housing and in light of the many changes, how it's current location could negatively impact the surrounding community.

Placement of Higher Density Housing

Under the current plan, the high density housing is tucked in away from 99W; heavily bordered by much lower-density housing types.

This creates some challenges: traffic, safety and feel/continuity of neighborhoods.

Building the high density housing closer to 99W, like Woodhaven Crossing and Creekview Crossing (condos by the YMCA and at corner of Meinecke/99W) would be a much smarter option!

Since we already have precedence in our city for building high density this way, this seems like a VERY easy solution to implement.

Putting the high density on 99W improves traffic issues for both the high density residents and bordering neighborhoods:

- High density residents have better on/off access to 99W
- Bordering residents don't have the high density traffic filtering through the neighborhoods

If the high density housing is NOT moved from it's planned location to be closer to 99W, another solution would be to make a singular and dedicated entrance to the site from Brookman Road. Something similar to the way the Woodhaven Crossing (condos by YMCA) only has access to 99W and not to Woodhaven Dr or surrounding neighborhoods.

I acknowledge the topography and the way the area is currently partitioned/zoned, makes this option challenging, but with some simple adjustments to the plan, feel this could be a viable option as well.

Moving the high density near the highway also helps the liveability, continuity and feel of the existing neighborhoods by better matching density types as you go deeper into the Brookman area.

Traffic Impact on Existing Neighborhoods & Middleton Elementary

If the high density housing is built in it's proposed location and with the arterial vs collector road issue, there is a concern that residents of the high density housing would use surface streets through the neighborhoods to the north to gain access to Sunset and then 99W instead of using Brookman Road.

The proximity of Middleton Elementary to the north and it's surrounding School Zone further amplify this challenge and concern.

The school's physical location already creates access and traffic challenges throughout the area, especially during the morning commute.

Middleton also has a high number of kids that walk to school through these neighborhoods.

Allowing/pushing this new traffic north, up and around Middleton Elementary, creates additional and unnecessary risk that could be easily avoided with minor changes to the now outdated concept plan.

Conclusion

To me, the easiest solution is to update the plan and move the high density housing closer to 99W, just as we've done with the Woodhaven & Creekview Crossing condos.

Please consider updating the Brookman Addition Concept Plan to better optimize the location of where the high density housing is built.

The county's reclassification of Brookman's roadway type should be more than enough justification to redo and build a better plan.

At the very least, please consider other solutions to address these concerns so existing residents and neighborhoods aren't negatively impacted by implementation of this current, diminished concept plan!

Thank you for your time and service to our community!

Regards,

Scott Eddington
23911 SW Aspen Lakes Dr
Sherwood, OR 97140

From: [Clayt H](#)
To: [Erika Palmer](#)
Subject: Testimony, Brookman addition concept plan
Date: Saturday, November 7, 2020 1:09:59 PM

Attachment B-3

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you are expecting this email and/or know the content is safe.

I am a owner Clayton Hargrove, as well as my brother Keith Hargrove of the property at the corner of Brookman and 99W.

This plan has been based on apparently a study, that locates moving the road through properties, instead of where it pre-exists. This destroys sections of property I own for pasture, as well as across the street up Chapman, to bring it back to where it pre-exists.

Who did this study?

The safety problem has always exists due to the short center section cars enter to cross the street/turn. Much of the time, car signals not canceled automatically with such a small area half way through a turn. The combination of this, cars starting to go, stop for others, from this point has lead to many accidents of cars pulling out in front of others at full speed, distracted by the center median section activity.

A proper intersection with a traffic light eliminates the distraction.

To waste money in building a entirely new road winding the road around through people's properties I don't find a credible solution. Which also is split by the main Highway, and two separate plans, (I believe).

A project like this is what has been on Roy Rogers for over a year of fiddling around (24 hour a day construction). As a side note I worked in construction, and ready mix.

Proper contractors, design, is a simple thing at this intersection, that doesn't need a complete new road. Nor a high tax dollar Bill to tax payers, for a job milked out for massive payouts in putting roads through people properties, instead of where it already is.

From: [acedheatingcooling](#)
To: [Erika Palmer](#)
Subject: property owner
Date: Monday, November 9, 2020 6:01:08 PM

Attachment B-4

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you are expecting this email and/or know the content is safe.

Testimony public hearing
Property owner right and forcing to move.

I just discovered about this meeting and planning that is going on at my property.

Your proposed plan, if I am looking at this correctly is going through the middle of my property.

This has been our home for 34 years and we are not moving and are against this proposal.

We advise a different solution instead of forcing people out of their retirement home.

Our property in question is
18468 sw brookman rd, sherwood, or 97140.

We say no to this plan!

Local affected property owner

Randy & Kayla Krueger
503-746-3772

Sent from my Verizon, Samsung Galaxy smartphone

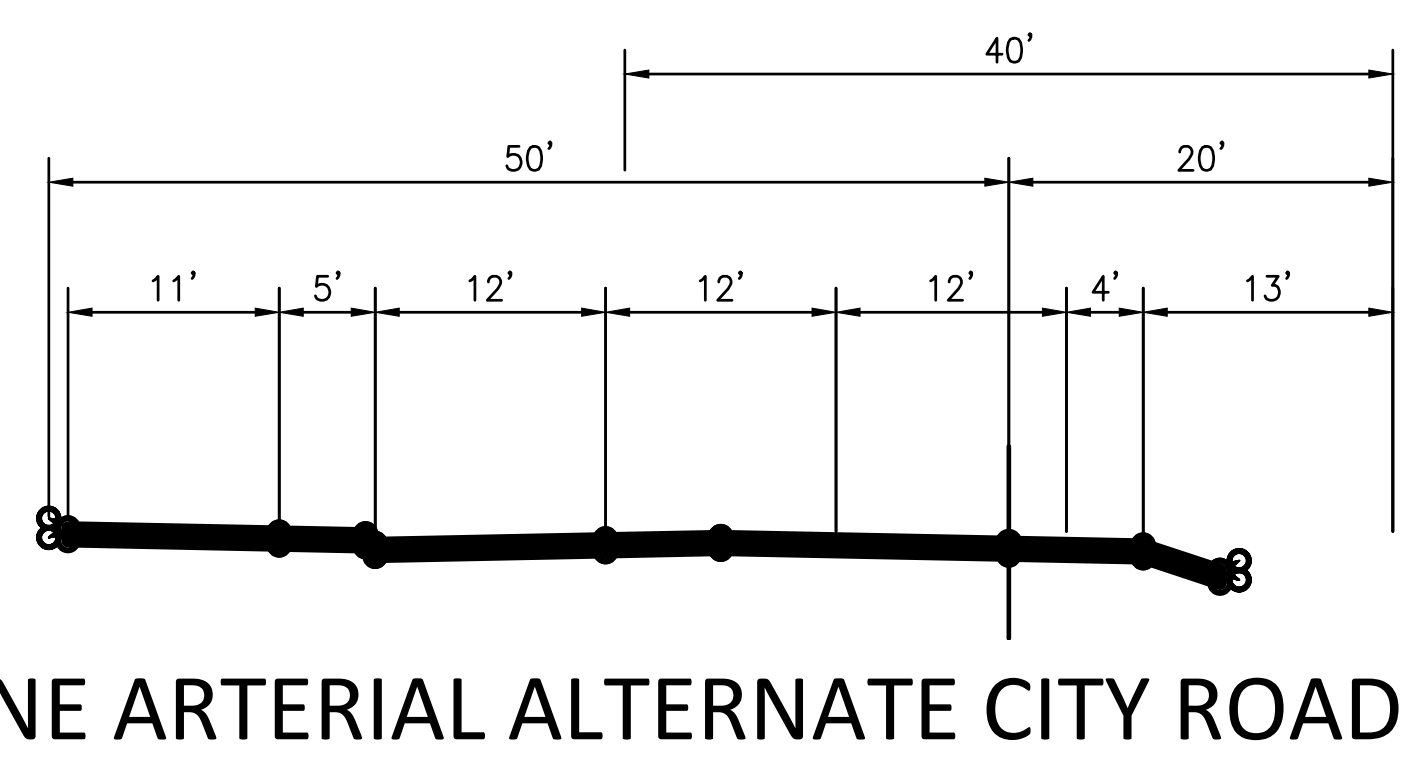
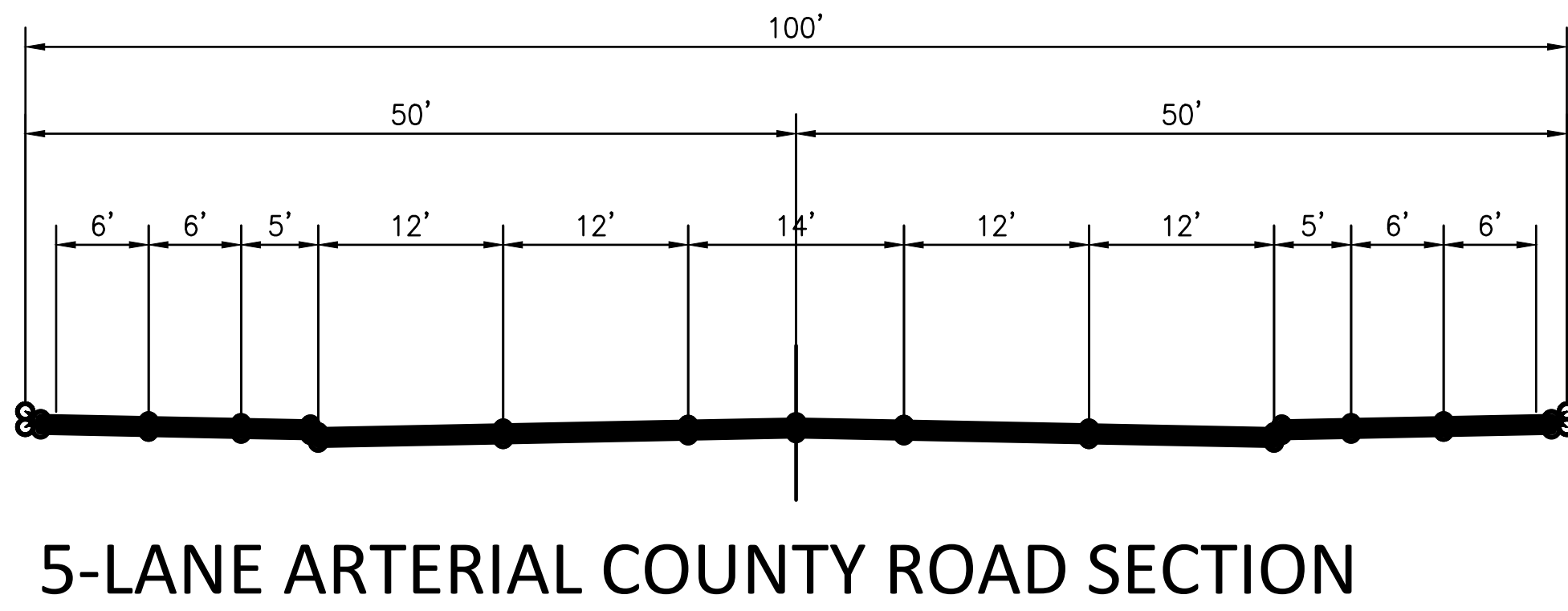
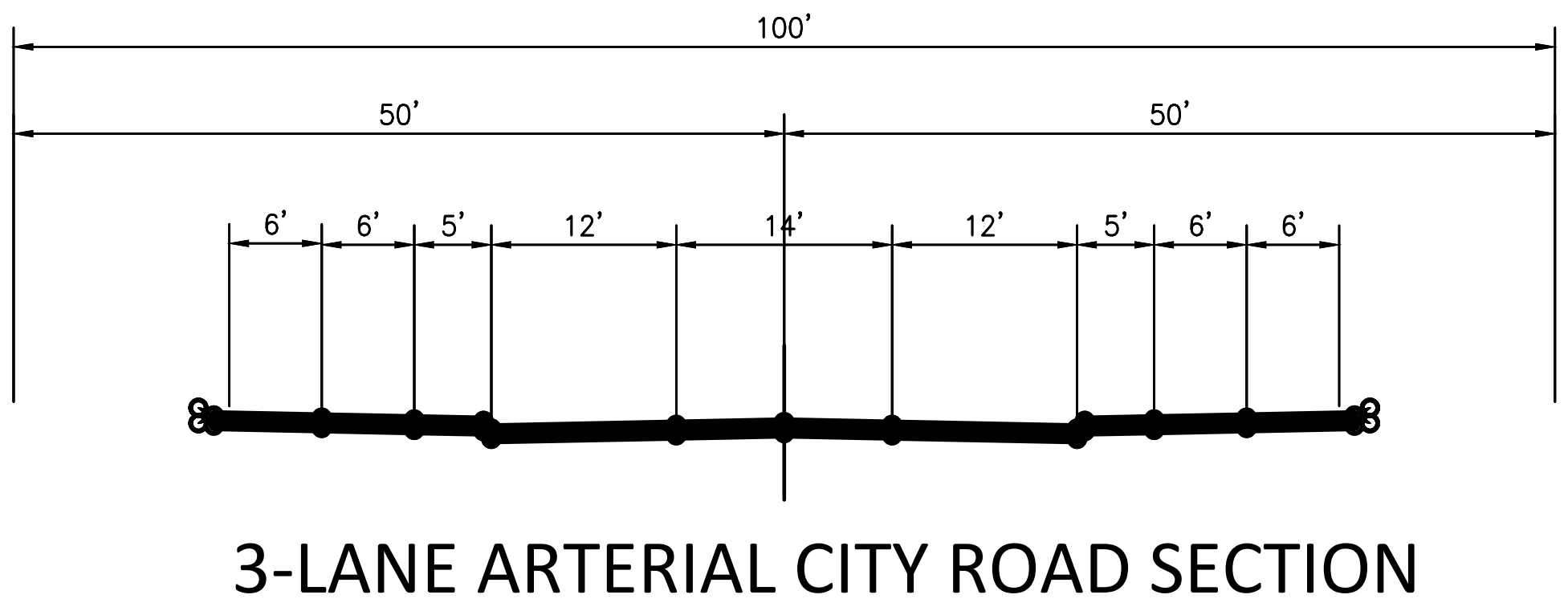
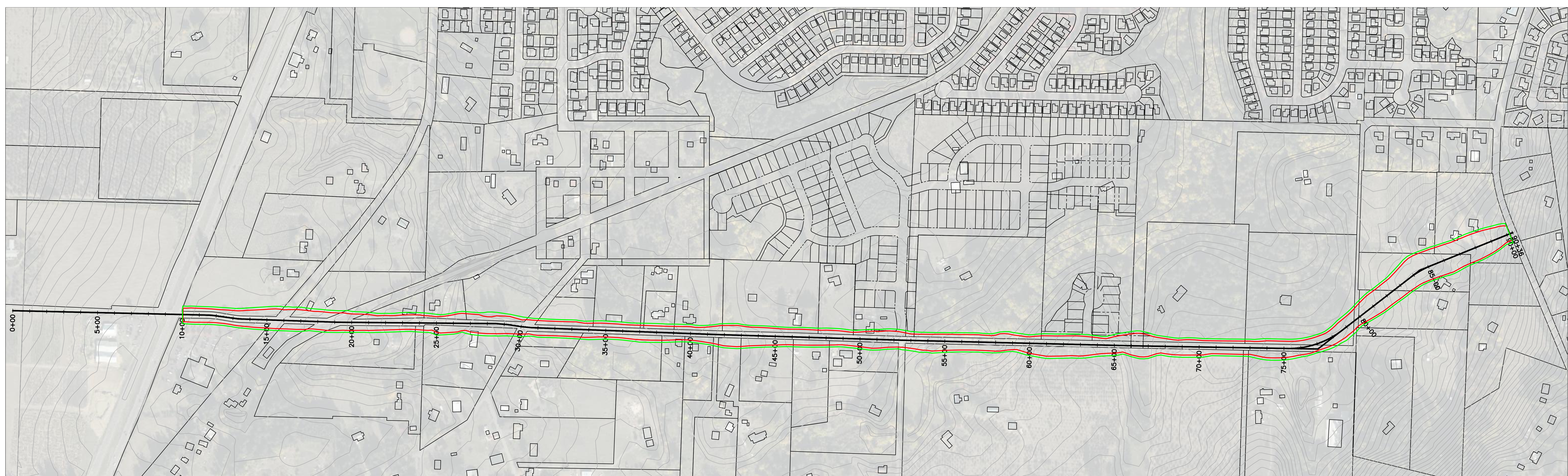
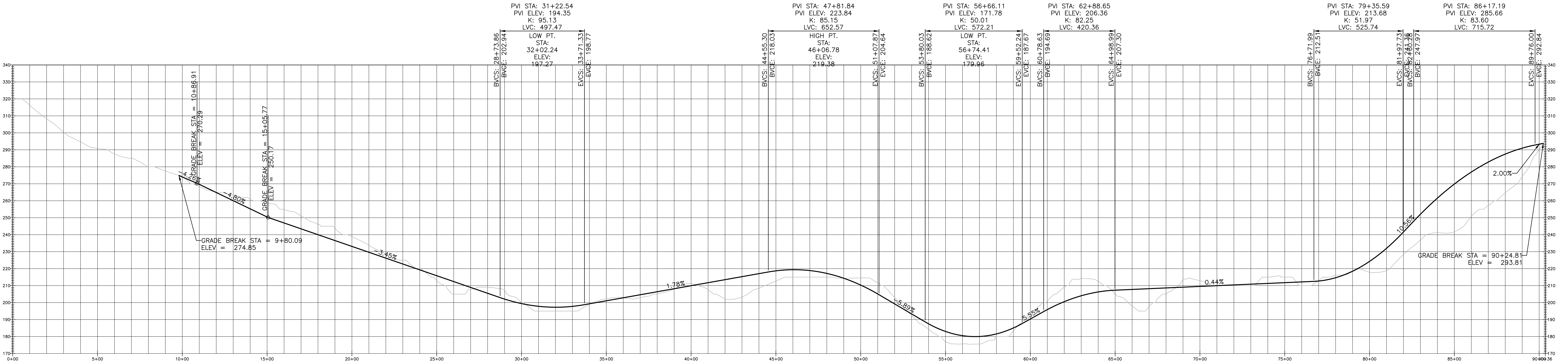
APPENDIX A.

BROOKMAN ROAD ALIGNMENT CROSS SECTIONS



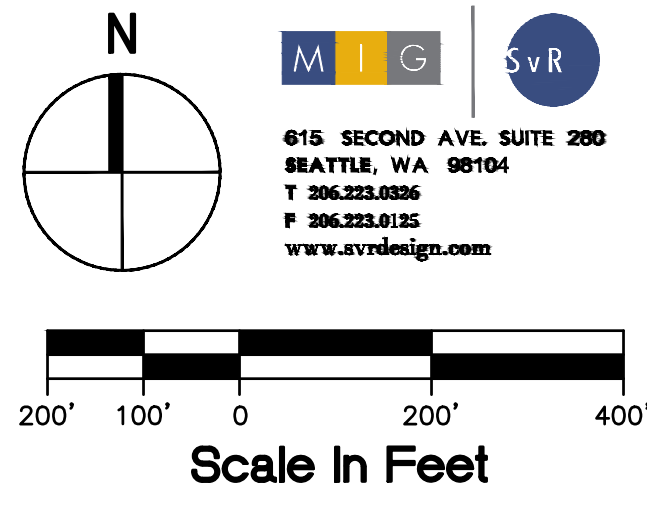
OCTOBER 2019
DRAFT FOR INTERNAL DISCUSSION
BROOKMAN ROAD ALIGNMENT STUDY - THIRD ROADWAY ALIGNMENT

PROFILE VIEW: THIRD ALIGNMENT

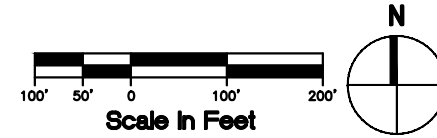


THIRD BROOKMAN ROAD ALIGNMENT

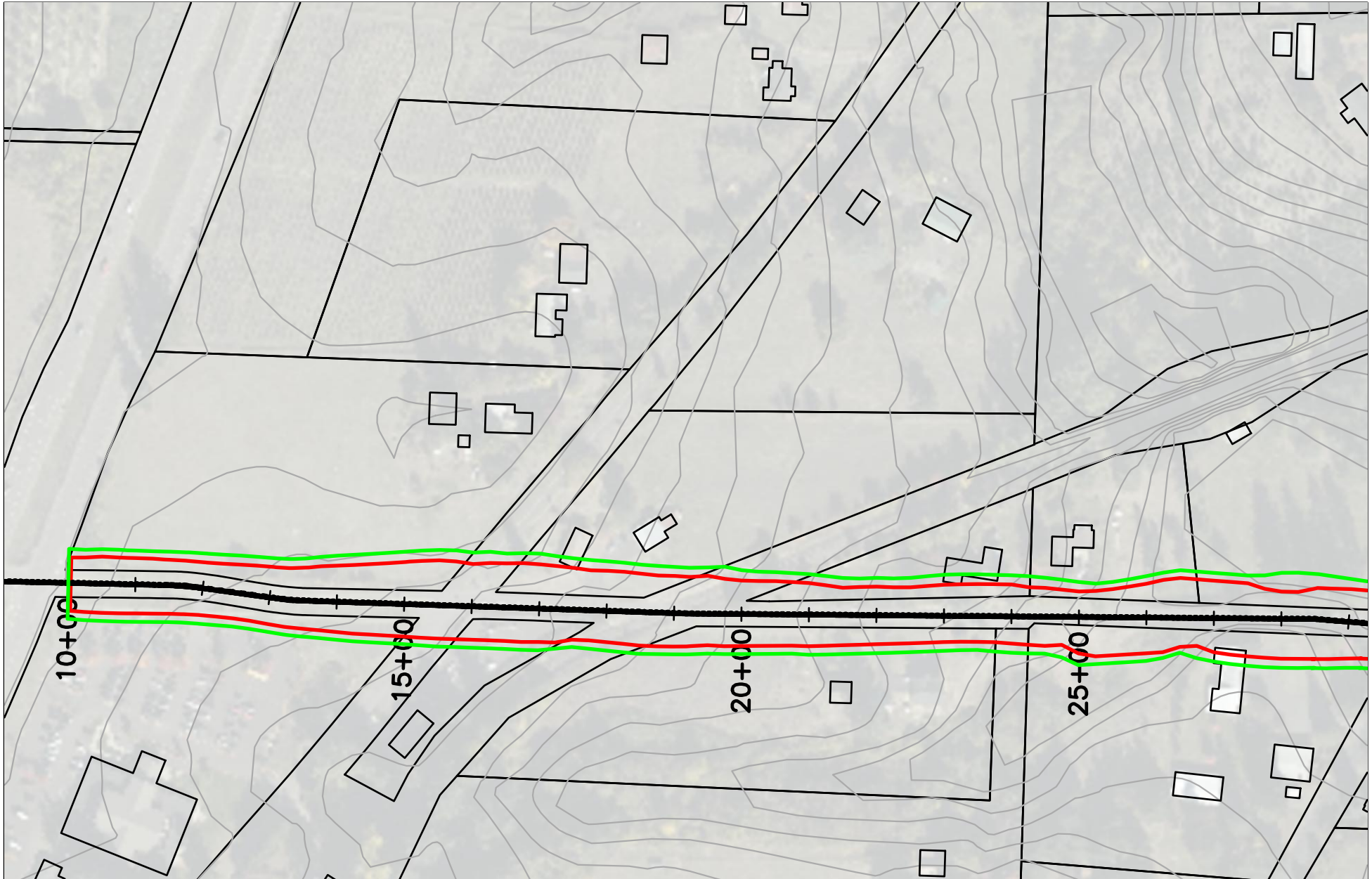
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- 5-LANE ARTERIAL COUNTY ROAD SECTION
- 3-LANE ARTERIAL ALTERNATE CITY ROAD SECTION



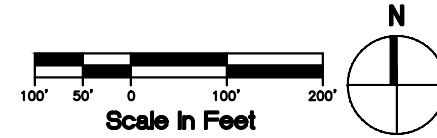
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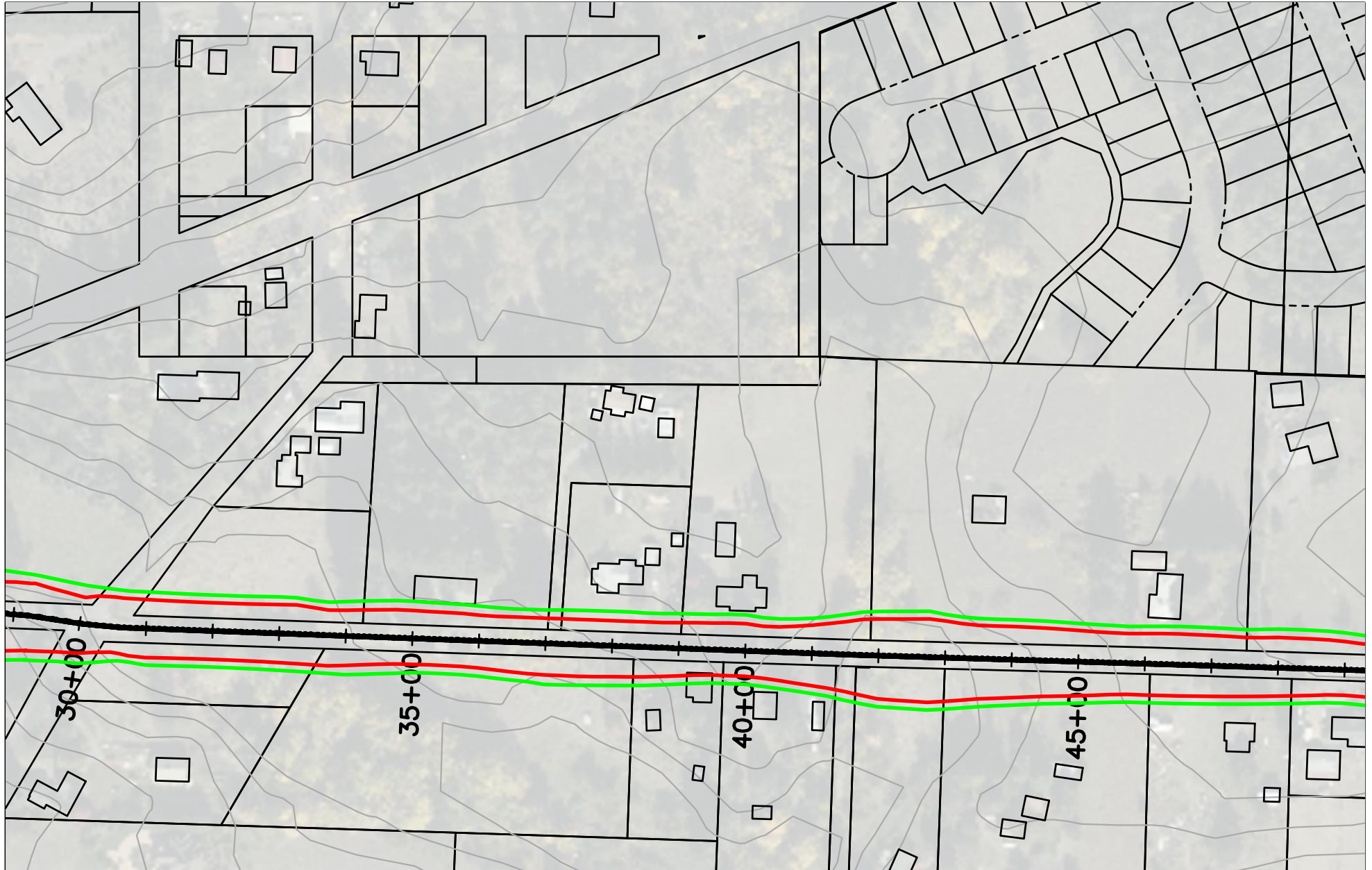
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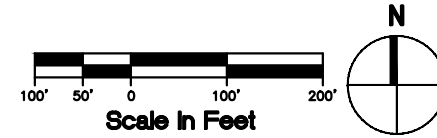


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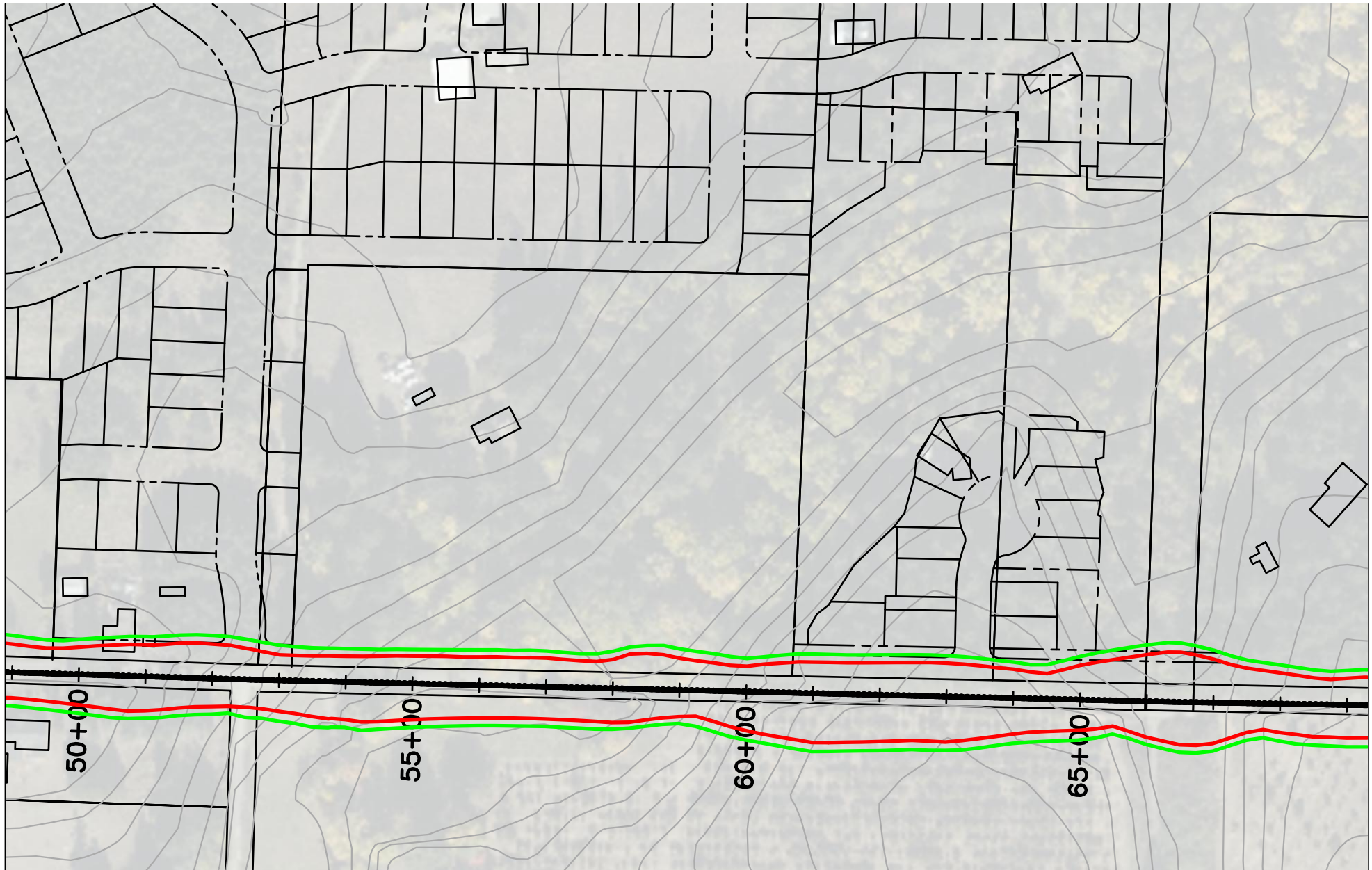


BROOKMAN ROAD ALIGNMENT

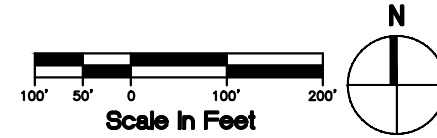
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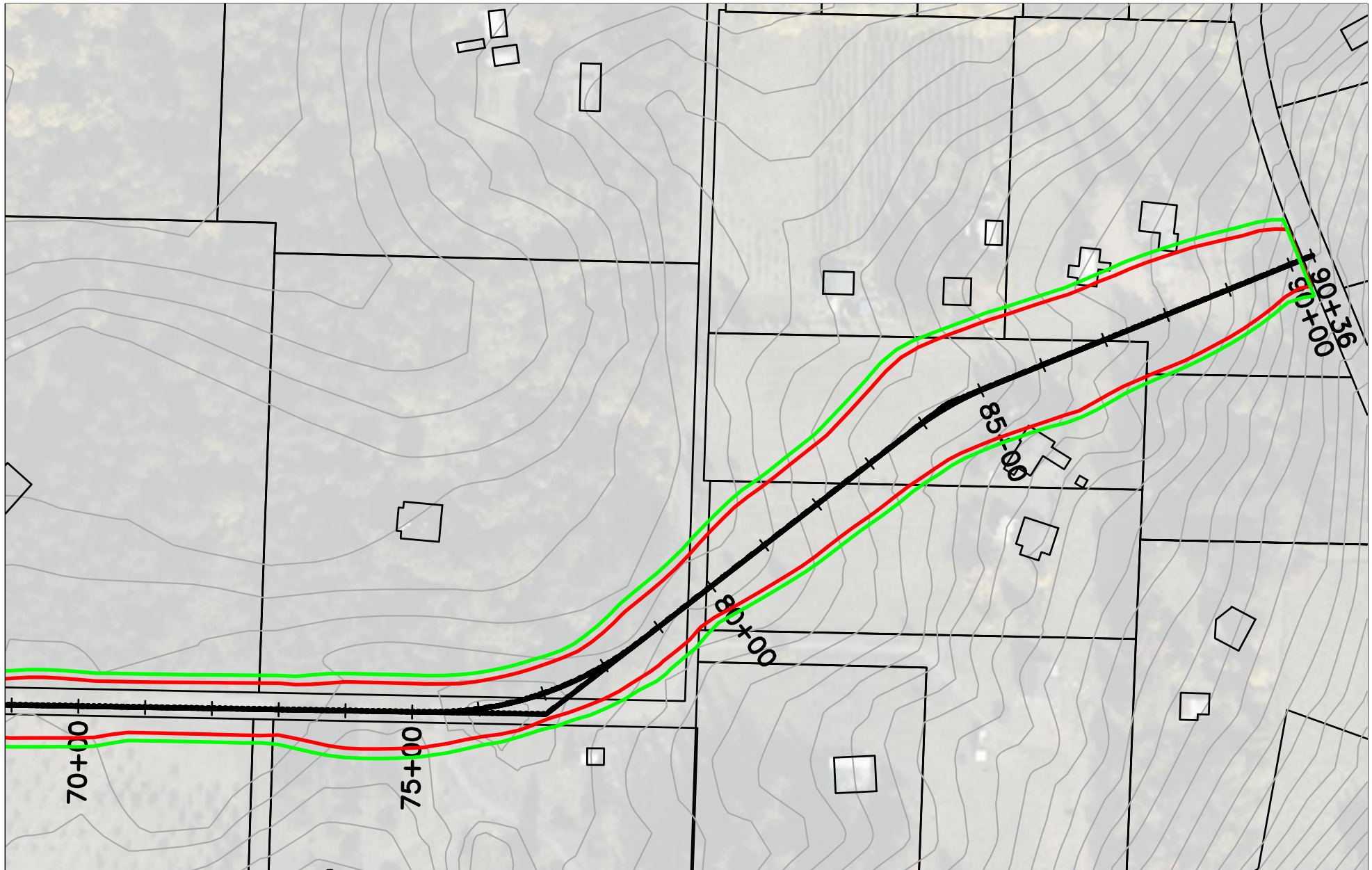
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B.1

ADDENDUM TO THE BROOKMAN ADDITION CONCEPT PLAN





B.1

ADDENDUM TO THE BROOKMAN ADDITION CONCEPT PLAN



PROJECT PURPOSE

The purpose of this document is to summarize analysis and identify changes, as applicable, to the alignment and road classification of SW Brookman Road. As the alignment could also affect future land use designations, land uses were also evaluated to determine whether changes to the land use designations identified in the adopted Brookman Addition Concept Plan should also be modified.

In 2019, the City of Sherwood received a Metro 2040 Community Planning grant to refine the Concept Plan. Many factors have changed since the adoption of the Brookman Concept Plan in 2010 including the new Sherwood High School, ODOT requirements for a connection with Highway 99W, Washington County changes to the classification of Brookman Road, annexation requests, and land-use applications for new developments. In a coordinated effort with Washington County, ODOT, and Metro, the City began an effort to analyze the alignment and possible design of Brookman Road.

The following goals provided direction during the plan refinement process.

1. Developing and analyzing potential design concepts for Brookman Road.
2. Identifying an alignment that best reflects the future transportation needs of the community.
3. Providing multi-modal transportation facilities.
4. Minimizing impacts to properties in the Concept Plan area.
5. Reviewing zoning compatibility against potential alignments.
6. Aligning the final recommendation with City and County transportation plans.

The Sherwood TSP and Brookman Addition Concept Plan originally identified the future function

of SW Brookman Road as a three-lane collector facility with bicycle and pedestrian improvements. The Washington County TSP and I-5/99W Connector Study (included as part of Metro's 2018 Regional Transportation Plan) identify SW Brookman Road as a 5-lane arterial in the future. Following this designation by the County, the Sherwood TSP was amended to designate SW Brookman Road as a 5-lane arterial; constructing the road as a three-lane arterial but reserving additional road right-of-way for five lanes. In addition to widening SW Brookman Road to accommodate either a three-lane or five-lane cross-section, the Sherwood TSP and other planning documents have identified the need to realign SW Brookman Road slightly to the north to provide safe geometrics for turning movements to and from side streets.

This document is organized into the following sections:

1. **Background**, which provides the context for completing this project.
2. **Public Engagement**, which covers the two engagement opportunities over the course of the project and overall themes that emerged.
3. **Brookman Road Design Alternatives**, which summarizes the cross-section alternatives and roadway alignments analyzed for the project.
4. **Transportation Analysis**, which highlights key points from the evaluation of future conditions to determine the long-term roadway and intersection capacity and operational needs from the transportation analysis prepared by DKS and Associates.
5. **Implementation**, which includes the final recommendation and next steps for implementation.

BACKGROUND

The Brookman Addition Concept Plan, adopted by the city Council in June 2009, is a guide for the creation of a new 250-acre community in Sherwood. The Concept Plan 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. A conceptual layout of basic infrastructure systems including transportation, trails, utilities, and stormwater management has been integrated with future land uses. The Concept Plan follows a 2002 decision by Metro to bring the area into the regional urban growth boundary (UGB).

The 2009 concept planning effort included a comprehensive review of the existing inventory of land use, Goal 5 resources, transportation and public facilities, a market study, and a survey of the needs of current residents and property owners. The Concept Plan also identified future land uses, public facilities, including parks and open space, civic uses, and transportation corridors. Until annexation occurs, the Brookman area will remain in unincorporated Washington County. Since the Plan's adoption, the City has applied zoning to land annexed into the Sherwood City Limits consistent with the general land use categories identified within the Concept Plan and Sherwood Comprehensive Plan. Those areas are already in various stages of development

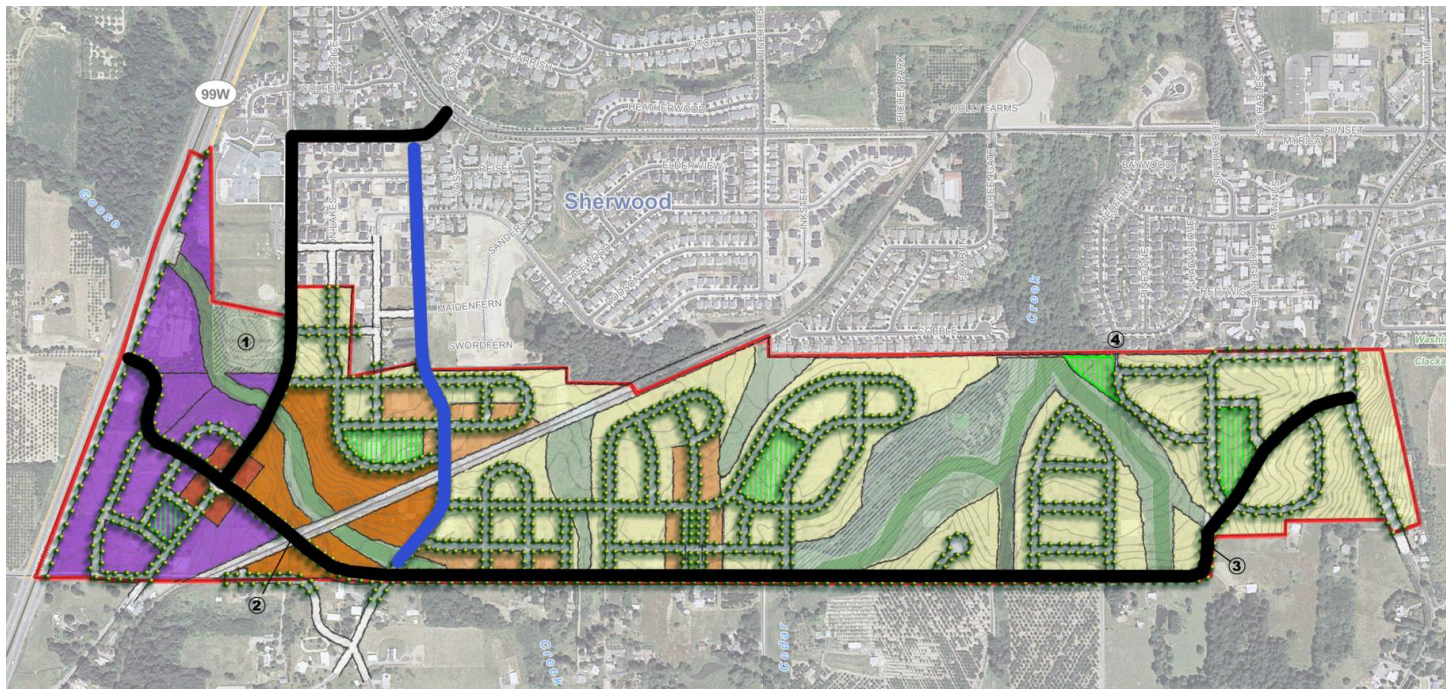
The Concept Plan and the City's Transportation System Plan designates Brookman Road as a collector roadway with the OR 99W/Brookman Road intersection realigned approximately 1,300 feet to the north of the existing intersection. Brookman Road is intended to serve as the primary east-west connection between OR 99W and Ladd Hill Road. Figure 1 illustrates the proposed location of the road constructed as a three-lane collector. The realigned Brookman Road would also include a new grade separated crossing of the railroad tracks. The plan also proposed a physically separated multi-use pathway for bicyclists and pedestrians running parallel to Brookman Road.

Since the adoption of the 2009 Concept Plan, the Washington County TSP states access spacing and other requirements will need to be evaluated on a case by case basis. Along collector roadways, access spacing should be a minimum of 100

The long-term intent was to reevaluate the Concept Plan in a coordinated multi-agency effort to determine the future function, general capacity, and design needs for Brookman Road and as a three-lane roadway and as a possible five-lane Arterial.

feet and a maximum of 400 feet to meet City of Sherwood and Washington County standards. The Concept Plan achieves these standards, with several minor exceptions. Access spacing greater than 400 feet occurs along green spaces where motor vehicle access will not be provided, as well as at the grade-separated rail crossing on Brookman Road. The long-term intent was to reevaluate the Concept Plan in a coordinated multi-agency effort to determine the future function, general capacity, and design needs for Brookman Road as a three-lane roadway and as a possible five-lane Arterial.

However, as development has begun in the Brookman Area, the City is attempting to address a lack of uniform street classifications for Brookman Road. Additionally, the City is seeking to review the current land uses to assure they are still appropriate as the area builds out. This review includes an analysis of the potential urban development and the intersection of an additional arterial road with OR 99W (Pacific Highway). During the development of the Brookman Addition Concept Plan the location of a southern arterial i-5 connector was not known and the Concept Plan indicated Brookman Road could serve as a collector roadway and that the existing intersection of SW Brookman Road and 99W be realigned north to avoid conflicts with the southern arterial. Since the adoption of the Concept Plan, SW Brookman Road has been designated as a 5-lane arterial by both the Washington County and City of Sherwood transportation system plans to provide for future flexibility. Both recognized that additional multi-agency planning efforts were needed to reevaluate the needs of SW Brookman Road and refine the Concept Plan.

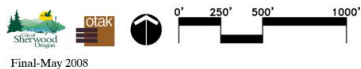


Brookman Addition Concept Plan

Functional Street Classification

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

Figure 1: 2009 Brookman Additional Concept Plan Functional Street Classification and Zoning

PUBLIC ENGAGEMENT

The planning process engaged local landowners and residents at two events during the project: in-person stakeholder meetings during the project initiation phase of the project and an online open house to vet potential Brookman Road alignments. Public information, including information about opportunities to provide input, was distributed through established City communication channels and direct mailings to area addresses. A project webpage on the Sherwood website served as an informational portal through the plan refinement process.

Stakeholder Meetings – June 12, 2019

At the outset of the planning process, the project team met with developers currently active in the Brookman area, landowners, residents, and businesses in the plan area. These in-person

interviews provided insights into key issues and opportunities along the Brookman Road corridor. Several key themes emerged from the stakeholder interviews:

- » **Brookman Road is not safe in its current condition.** Due to a variety of users, the lack of right-of-way creates an unsafe road. High vehicle speeds, restricted site lines, and tight curves add to a consensus that immediate improvements are needed to address safety.
- » **The vision should reflect the area.** Participants articulated a vision for the future of Brookman Road which included safety for all users, including wildlife; a primarily residential road that incorporates scenic qualities; a practical design that is not overbuilt; and serves local land uses.

- » **Any future design should accommodate growth.** As Sherwood grows, there should be a long-term vision in place of where growth should occur and what improvements need to be made to accommodate that growth. However, road improvements could be focused on improving capacity within the UGB, not in periphery locations such as Brookman Road.
- » **Consider connections to the north of Brookman.** Some participants identified a potential connection to the area using Redfern Place.
- » **Clarity on the cost of the project.** The size and potential cost of modifying Brookman Road from its current conditions to an arterial should be clear and transparent.
- » **Transparency from the City.** Several participants requested frequent and transparent communication from City staff regarding current and future planning efforts for the area.

A summary of the meeting is included as **Attachment 1** to this addendum.

Online Workshop – April 2020

A public workshop was planned in March of 2020 to discuss potential Brookman Road design alternatives. Prior to holding the meeting, State of Oregon requirements to reduce the spread of COVID-19 restricted large gatherings. As a result, the in-person event was hosted as an online open house, which provided the same information as what would have been presented at the in-person event. An online event was produced as a PowerPoint presentation that the public could view. A draft of this was first presented to the City Council on April 7, 2020. The presentation was hosted on the City website and the community was encouraged to provide comments to the consulting team. The online open house was available from April 15, 2020 through May 4, 2020, during which two comments were received. Comments included requests for preservation of the existing community and requests that the City study the area through the prism of developer buildability.

BROOKMAN ROAD DESIGN ALTERNATIVES

Three cross section options and alignment alternatives were developed during the project to identify potential tradeoffs between various options, road configurations, and potential revisions to the existing alignment identified in the Concept Plan. The following three alternative concepts were presented as potential designs for SW Brookman Road as the area is annexed and developed. Both three- and five- lane cross sections were considered as well as multiple alignment options. Both cross sections are assumed to be constructible for any of the alignments.

Three-and five-lane options were considered because:

- » The Concept Plan identifies Brookman Road as a three-lane collector. The TSP originally included the future roadway as a three-lane collector with the western terminus north of the existing intersection, consistent with the Figure 1 of the Concept Plan.
- » Washington County has identified in its TSP that Brookman Road should be a five-lane limited access arterial along the length of the roadway. The location of Brookman Road was not identified specifically, but is assumed to be the general location of the existing alignment.

Prior to developing the Brookman Road Alignment options, the City, Washington County and ODOT coordinated to confirm that existing plans are incorporated into the alignment and cross section options. The results of this coordination informed the cross sections and alignment options, which were then vetted through the March online open house.

CROSS SECTION OPTIONS

The following cross sections provide general guidance on how Brookman Road could be constructed at some point in the future. No construction (other than what is required to be constructed as part of subdivisions already being constructed or within the entitlement process) is proposed. If construction were to occur in the future, additional site analysis and public outreach would occur as part of the formal design process.

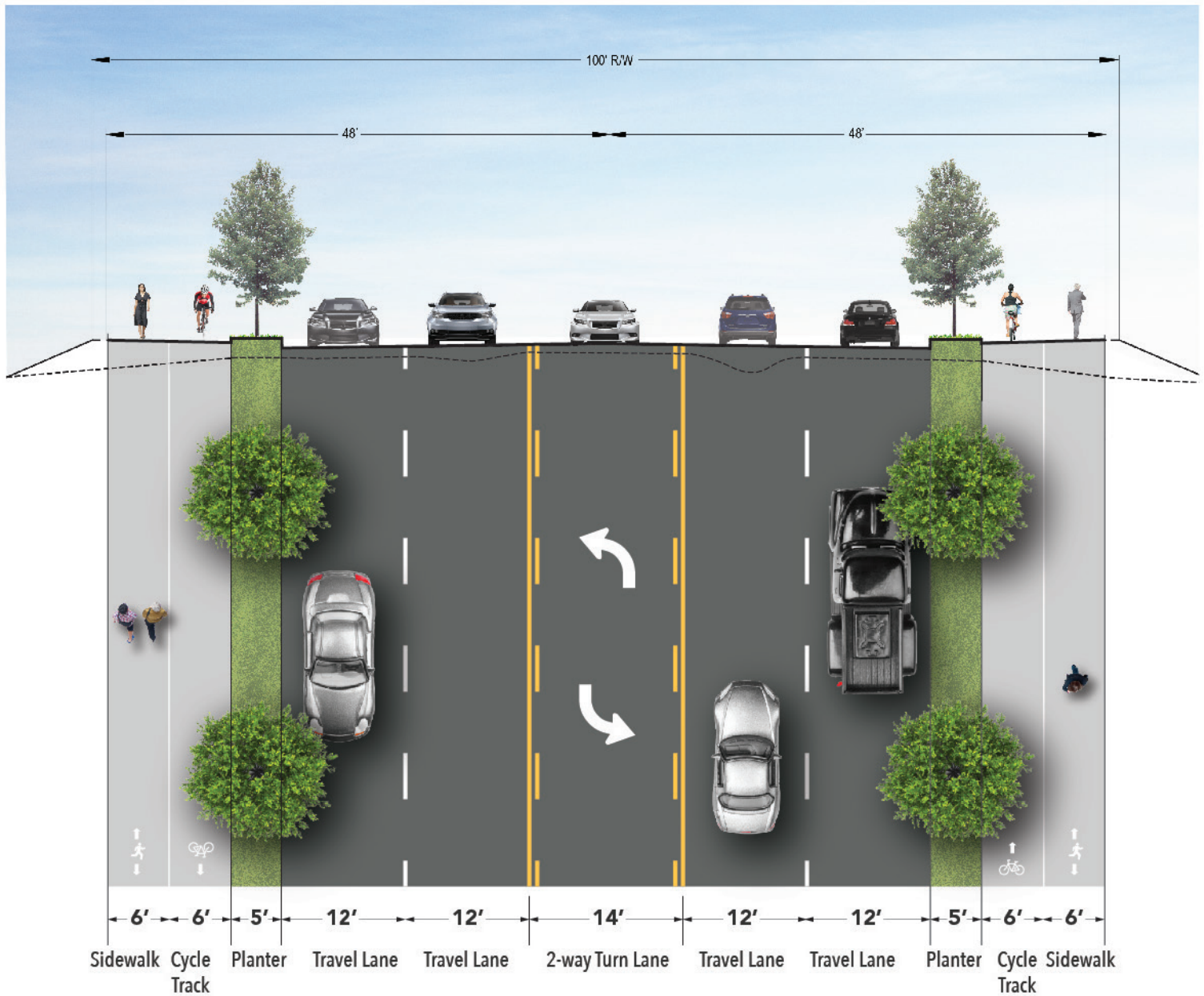


Figure 2: 5-Lane Cross Section

OPTION 1: 5-LANE CROSS SECTION

This option includes two 12-foot lanes in each direction with a 14-foot center turn lane, planting strips, six-foot cycle tracks, and six-foot paved sidewalks. In total, the road and associated improvements would be 96 feet wide. Option 1

would be built to County standards and Washington County transportation system plan designations for SW Brookman Road as a 5-lane arterial, which would also likely require access modifications to meet access spacing standards.

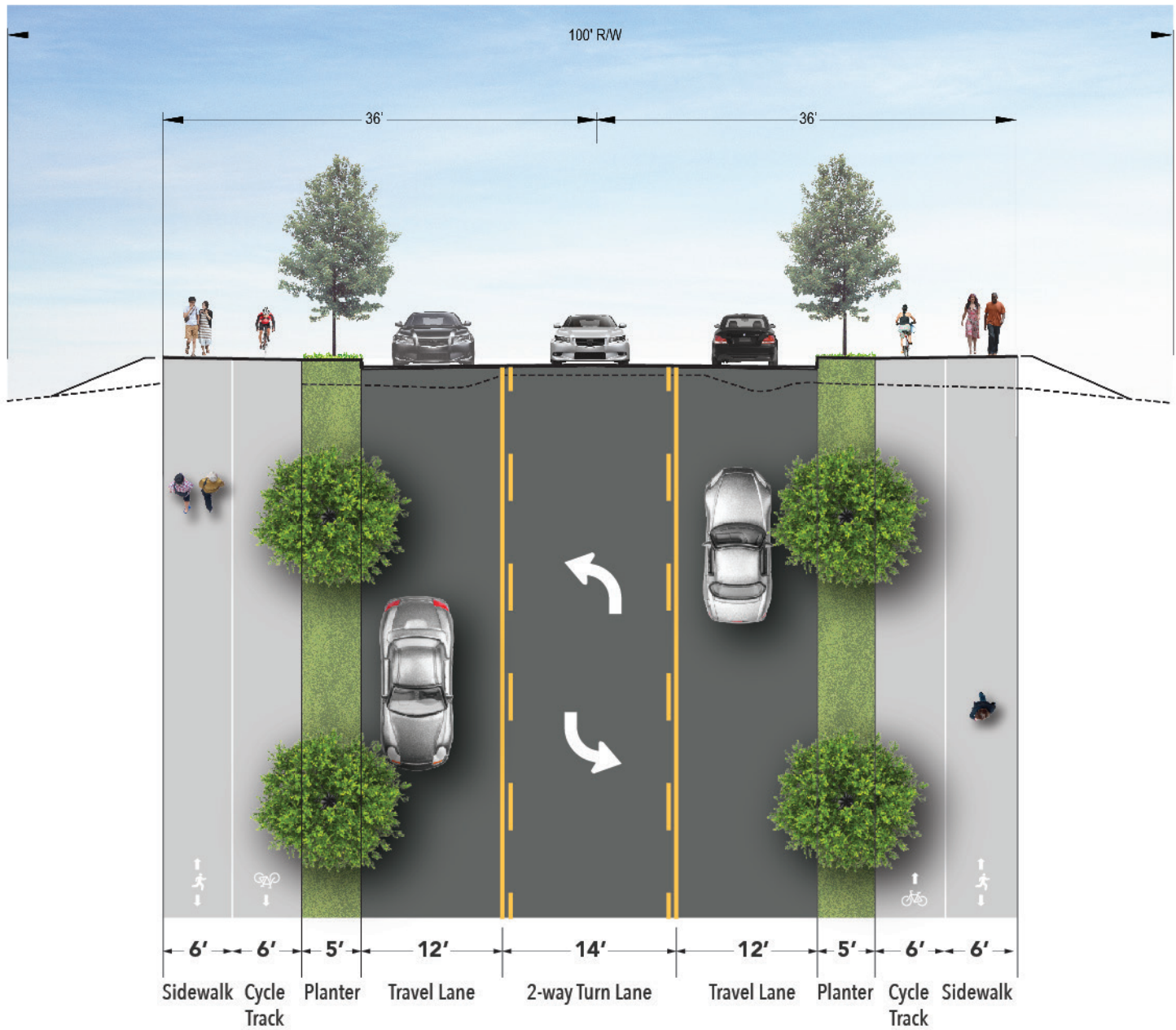


Figure 3: 3-Lane Cross Section

OPTION 2: 3-LANE CROSS SECTION (CONCEPT PLAN CROSS SECTION)

This cross section is the cross section that was adopted as part of the Brookman Addition Concept Plan and classified as a collector roadway. The three-lane cross section includes one 12-foot lane

in each direction and one 14-foot center turn lane, five-foot wide planting strip, six-foot bicycle track, and a six-foot sidewalk for a total width of 72 feet.

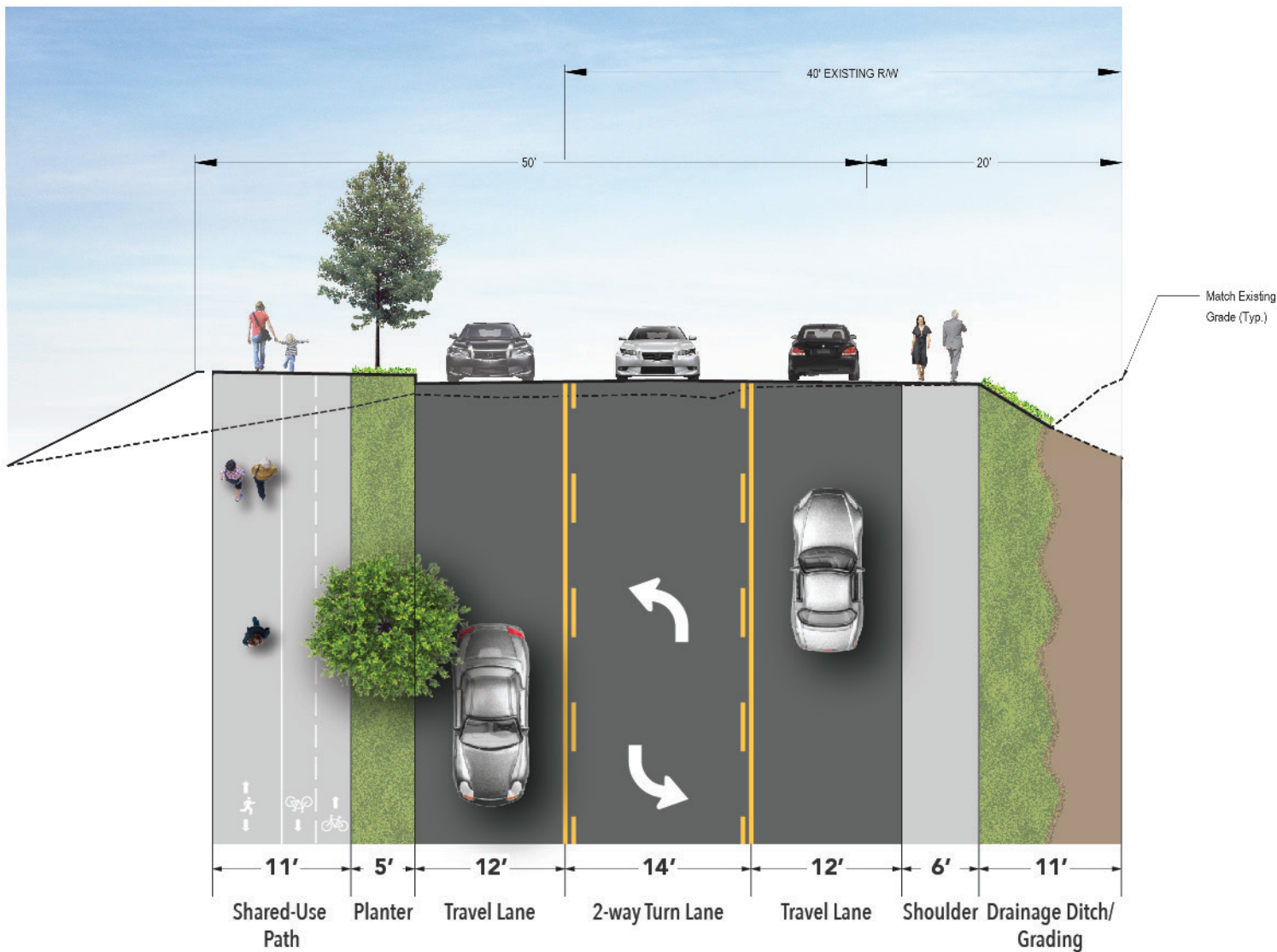


Figure 4: 3-Lane Transitional Road Cross Section

OPTION 3: 3-LANE TRANSITIONAL ROAD

Brookman Road currently serves as the southern boundary for Metro’s Urban Growth Boundary (UGB). The north side of the roadway is within the existing UGB, while the south side is outside of the UGB and designation and Urban Reserve, and designation that identifies the area as potentially developable if the UGB were expanded in the future to include this land. Washington County, because it is also planning and designing facilities within the County on the edge of the UGB, has developed conceptual “transitional street concepts” that provides urban style road features for areas within the UGB while still maintaining rural standards for adjacent parcels outside of the UGB on the opposite side of the roadway. This

concept is similar to the County’s transitional street concept and is consistent with the requirements for development currently underway for land within the Brookman Road City Limits.

This three-lane concept includes 12-foot travel lanes with a 14-foot center turn lane. The north side of the road contains a five-foot planting strip and an 11-foot shared-use path. The south side of the road has a six-foot shoulder and an 11-foot drainage ditch. The road and all improvements measure 70 feet in width. This option would allow for the road to expand to a 5-lane arterial consistent with the County and Sherwood TSP designation if traffic volumes increase in the future when additional road capacity is needed.



Figure 5: Brookman Road Concept Plan refinement planning recommended alignment. Full graphic attached as Appendix A



Figure 6: Brookman Concept Plan Subareas and Alignment Options Considered

CORRIDOR ANALYSIS

The Brookman Addition Concept Plan divided the area into three distinct subareas during the planning process: the western subarea, central subarea, and eastern subarea. Brookman Road also has unique design considerations within each of these areas. This analysis considered the original Brookman Road alignment recommended in the Concept Plan as well as a number of options in the western and eastern subareas to identify connections that minimized impacts to property while still meeting transportation demands.

WESTERN SUBAREA

The 2009 Concept Plan defined the western subarea as approximately 80 acres located between the two large transportation barriers, OR 99W to the west and the rail corridor to the east. The purpose of this area was to capitalize on highway access and visibility by providing

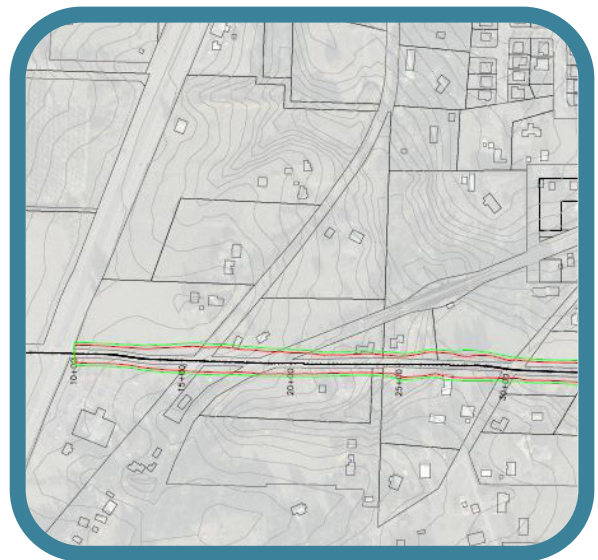


Figure 7: Western Subarea Closeup

space for business and employment opportunities. In the western subarea, SW Brookman Road would be realigned to provide better access through the sub-area and a new intersection would be constructed for SW Brookman Road and OR 99W about 1,300 feet to the north. The railroad crossing would be grade separated, requiring additional right-of-way for the approaches. By shifting the intersection, SW Brookman Road would be separated from the potential Southern Arterial connection at OR 99W.

Recommended Corridor Alignment

The intersection and alignment proposed in the Concept Plan would require extensive amounts of new right-of-way and a grade-separated over crossing. This refinement plan recommends Alignment Option 2, maintaining SW Brookman

Road's existing right-of-way and intersection with OR 99W. This would also align with the Chapman Road intersection and future connections to Sherwood West. Under the 2009 Concept Plan, Brookman Road would cross the existing rail line at a 90-degree angle. Following meetings with the City, Washington County, and ODOT Rail Division, it was determined that the refinement plan would not require a 90-degree crossing, although bicycle paths would cross at 90-degree to ensure a safer crossing. The City will need to coordinate with Northwest Natural Gas for this alignment due to existing facilities along the road. If the intersection of SW Brookman Road and OR 99W becomes signalized in the future, there will need to be improvements on eastbound OR 99W that signals to traffic that they are entering an urban area.



Figure 8: Western Alignment Options.

Alignment Option 1, shown in blue, is consistent with the alignment proposed under the original Concept Plan.

Alignment Option 2, shown in red, follows the alignment of Brookman Road as it exists today.



Figure 9: Recommended Rail Crossing

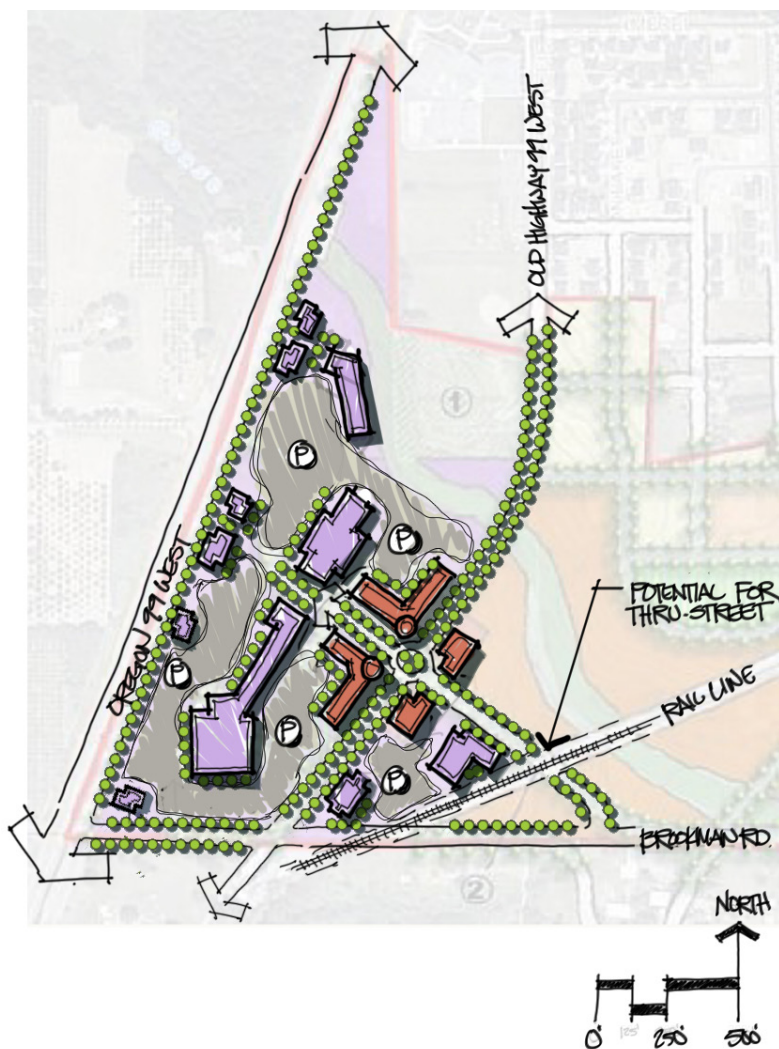


Figure 10: Conceptual design of the western portion of the Brookman Addition with the new Brookman Road alignment. Traffic calming measures should be reviewed to mitigate and reduce vehicle trips through the neighborhood to the north.

CENTRAL SUBAREA

The 2009 Concept Plan's central subarea was designed to be a walkable residential area that allows a mix of housing types while maintaining a lower residential density. Brookman Road would provide the primary east-west access at the southern edge of the neighborhood.

Within this area, the general alignment of Brookman Road would be maintained to minimize impacts to property and natural resources. Additionally, there are sections of this subarea that are being constructed with half-street improvements as part of adjacent subdivision development.

Recommended Corridor Alignment

This refinement plan recommends maintaining the existing road alignment. Future road construction and widening would analyze mitigation options such as a retaining wall or other measures to minimize right-of-way acquisition. Some newly approved subdivisions are already building half-street improvements on portions of the north side of Brookman Road while others are paying a fee-in-lieu for improvements that would be placed in a dedicated fund for future improvements.

EASTERN SUBAREA

Bordered by Cedar Creek to the west and Ladd Hill Road to the east, the eastern subarea is designated for single-family detached dwelling units. SW Brookman Road would still provide primary east-west access to the neighborhood with enhanced pedestrian and bicycle facilities. Currently, the eastern section of Brookman Road curves sharply to the north, traveling approximately 1,300 feet before curving sharply to the east past existing homes and connecting to Ladd Hill Road. Under the 2009 Concept Plan, SW Brookman Road would veer south to avoid using the narrow road past existing homes and that second sharp turn.

Recommended Corridor Alignment

This refinement plan recommends Alignment Option 3, which shifts the northern curve to south and shortens the connection to Ladd Hill Road. This would flatten out the first sharp curve and minimize impacts to existing residences, but would require new right-of-way acquisition to make the new connection to Ladd Hill. This recommended alignment is not currently shown in the Clackamas County TSP.



Figure 11: Central Subarea Closeup



Figure 12: Eastern Subarea Closeup



Figure 13: Eastern Alignment Options

Alignment Option 1, shown in blue, is consistent with the alignment proposed under the original Concept Plan

Alignment Option 2, shown in red, follows the alignment of Brookman Road as it exists today.

Alignment Option 3, shown in green, shows the refinement plan recommendation.



Figure 14: Study Area Intersections

TRANSPORTATION ANALYSIS

A transportation analysis was conducted for SW Brookman Road between OR 99W and SW Ladd Hill Road to evaluate corridor alternatives. The analysis inventoried existing transportation facilities including operational analysis, a review of historical plans for SW Brookman Road, and an evaluation of future conditions to determine the long-term roadway and intersection capacity and operational needs.

Four study intersections were selected along the corridor and included:

- » OR 99W (SW Pacific Hwy W) and SW Brookman Road
- » SW Old Highway 99 W and SW Brookman Road
- » SW Middleton Road and SW Brookman Road
- » SW Ladd Hill Road and SW Brookman Road

SW Brookman Road is under County jurisdiction and is classified as an arterial. The two-lane road has a posted speed of 35 mph and only a segment of built sidewalk.

Table 1: Roadway Characteristics within Study Area

Roadway	Jurisdiction	Functional Classification	Cross Section	Posted Speed (mph)	Sidewalks	Bicycle Lanes
SW Brookman Road	County	Arterial	2 lanes	35 mph	Partial*	No
OR 99W (SW Pacific Hwy W)	ODOT	Principal Arterial	4 lanes (divided)	55 mph	No	No
SW Old Highway 99 West	City	Collector	2 lanes	35 mph	No	No
SW Middleton Road	City	Neighborhood / Local ¹	2 lanes	Unposted	No	No
SW Ladd Hill Road	City	Arterial	2 lanes	Unposted	No	No

¹ SW Middleton Road is classified as a neighborhood roadway north of SW Brookman Road and designated as a local street to the south.



EXISTING FACILITIES

Existing Land Use

The Concept Plan area consists of residences located on large lots, particularly along SW Brookman Road. The area has not been fully built out and many parcels remain largely undeveloped. Immediately north of the Concept Plan area are residential subdivisions.

Existing Natural Resources

SW Brookman Road is moderately sloped as it is adjacent to Goose creek and Cedar Creek. These landforms and drainages create a series of small hills and dips along Brookman Road. Along SW Brookman Road there are riparian corridors and habitat as well as potential wetlands. The topography of Brookman Road makes it challenging to construct the type of facility identified in Metro's Regional Transportation Plan and Washington County and Sherwood Transportation System Plans.

Existing Access

SW Brookman Road serves as the primary east-west route through the Concept Plan area, connecting with OR 99W to the west and Ladd Hill Road to the east. Several side streets connect to SW Brookman Road and many existing homes have driveway access to Brookman.

Pedestrian Facilities

Sidewalks are present for only 500 feet of one side of SW Brookman Road in between OR 99W and Old Highway 99 West. Most of the study area lacks adequate pedestrian facilities.

Bicycle Facilities

There were no bicycle lanes or other facilities within the study area, though bicyclists have the option to share the roadway with motor vehicles. The study area as a whole lacks bicycle connectivity.

Transit Facilities

There are no transit facilities located directly within the study area, although services from TriMet and Yamhill County Transit serve Sherwood north of the study area. Daily fixed route service from TriMet is provided via Route 94 and Route 93, departing from downtown Sherwood and connecting to downtown Tigard and downtown Portland. Fixed route service from Yamhill County Transit provides connections from McMinnville to Tigard on weekdays, with two stops in Sherwood, the closest located over 2 miles from the study area. An inactive railroad crossing exists approximately 250 ft. east of 99W and Brookman Road.

Roadway Volumes

The study area roadways are used by motor vehicles, pedestrians, and bicyclists. The activity for each of these categories was recorded at each study intersection during the evening peak period (4 PM to 6 PM). Motor vehicle volumes were relatively low on SW Brookman Road during this time, although 99W carries significant volumes with over 3,700 vehicles during the evening peak. Count data indicates that little to no pedestrian activity occurs within the area and only three bicyclists were counted in total, all of them riding through the intersection at 99W and Brookman Road.

Table 2: Existing 2019 Intersection Operations

Intersection	Jurisdictional Standard	LOS	PM Peak Hour Delay	V/C
<i>Unsignalized</i>				
OR 99W (SW Pacific Hwy W) / SW Brookman Road	0.99 V/C	D / F	> 200	> 2.0
SW Old Highway 99 West / SW Brookman Road	LOS E 0.90 V/C	A / A	9.4	0.02
SW Middleton Road / SW Brookman Road	LOS E 0.90 V/C	A / A	9.6	0.11
SW Ladd Hill Road / SW Brookman Road	LOS E 0.90 V/C	A / B	10.3	0.09

Intersection Operations

Three of the four study area intersections operate within the corresponding jurisdictional standard. The intersection at OR 99W and SW Brookman Road is the only intersection that falls within ODOT jurisdiction, and has a performance target of V/C ratio (which represents the sufficiency of an intersection to accommodate vehicular demand, also known as volume to capacity) equal to or less than 0.99 outside the Town Center under the Oregon Highway Plan. All other study intersections fall under City of Sherwood jurisdiction and have a target of level of service D or a v/c ratio equal to or less than 0.85 for all way stop or roundabout intersections, and a target of level of service E or a v/c ratio equal or less than 0.90 for unsignalized two way stop controlled intersections. Level of service (LOS) is a mechanism used to determine how well a transportation facility is operating from a traveler's perspective. Typically, six levels of service are defined and each is assigned a letter designation from A to F, with LOS A representing the best operating conditions, and LOS F the worst.

The intersection of OR 99W and SW Brookman Road operates below the standard level of service. Excessive delays on side street movements and major street turning movements cause OR 99W and SW Brookman Road to operate well below ODOT mobility standards.

PROJECTED FUTURE CONDITIONS

Future Land Use

The Concept Plan designated future land-uses along Brookman Road including light industrial, high density residential, and medium density residential – high, however the majority of zoning consists of medium density residential – low. The Concept Plan intends to buffer lower density residential areas from the major transportation corridors with higher intensity land uses, wide sidewalks, trees, and generous landscaping.

Future Traffic

In the transportation analysis, Metro and Sherwood TSP future travel demand models were used for developing traffic volumes in the study area for the year 2040. The models generally contain regionally significant facilities, typically arterials and above, with some collector roadways. The project team reviewed network elements of the travel demand models in the study area (speeds, number of travel lanes, capacities, etc.) for consistency between facility types and with the existing roadway network and refined the models in the study area.

The baseline (2015) and future (2040) travel demand models were used to develop future year 2040 traffic volumes. The 2040 model includes regional improvements that are generally expected to be funded by 2040.

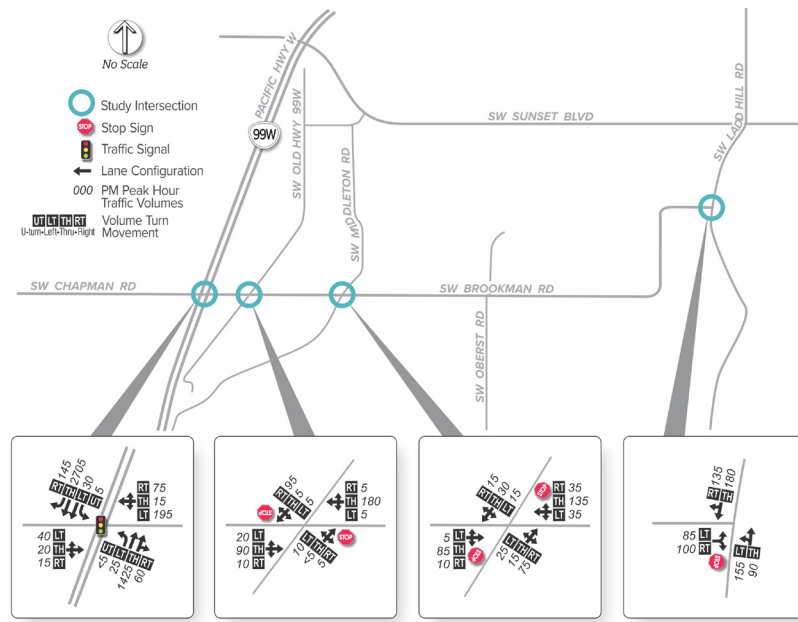


Figure 15: Future Year 2040 Peak PM Traffic Volumes

The following improvements were accounted for:
OR 99W and Brookman Road. Realign OR 99W intersection with Brookman Road a ¼-mile to the north and install a traffic signal, westbound left turn lane and southbound right turn lane. Construct grade separated rail crossing with realignment of Brookman Road (Sherwood TSP, Project D14; Brookman Concept Plan; Metro RTP, Financially Constrained Project #12047).

- » Middleton Road /Brookman Road –Move stop signs to north and south approaches and add a southbound left turn lane (Sherwood TSP, Medium-Term Project D34).
- » Ladd Hill Road /Brookman Road –All-way stop control with southbound right turn lane (Brookman Concept Plan).
- » Ladd Hill Road (Sunset Boulevard to UGB) –Upgrade to three-lane facility (Sherwood TSP, Medium-Term Project D7; Metro RTP, Financially Constrained Project #10693)
- » Sunset Boulevard (Aldergrove Avenue to Eucalyptus Terrace) –Upgrade to three-lane facility (Sherwood TSP, Medium-Term Project D15).
- » Baker Road (Sunset Boulevard to UGB) – Upgrade to two-lane facility (Sherwood TSP, Medium-Term Project D27).

The volume growth increment between the base and future year models was calculated at each study intersection and factored to reflect 21 years of linear growth (2019 to 2040), since existing traffic counts were collected in 2019. This growth was added to the existing traffic volumes and post-processed to estimate the 2040 volumes. The 2040 model was modified to represent each roadway network scenario described further below.

Future volumes were developed for the options, shown in Figure 2. Based on the model output, neither roadway cross-section option (three-lane or five-lane) is expected to significantly shift travel patterns to Brookman Road in the study area. Both cross-sections are expected to accommodate mostly local traffic and alleviate only some of the congestion on nearby parallel routes (Sunset Boulevard, Tualatin-Sherwood Road, etc.).

The future operating conditions at the study intersections were determined for the PM peak hour based on the 2010 Highway Capacity Manual methodology for unsignalized intersections and 2000 Highway Capacity Manual methodology for signalized intersections. Table 3 shows operational results for the Baseline scenario, where roadway configurations and cross-sections remain the same as in existing conditions while volumes increase in the year 2040.

Table 3: Future 2040 Baseline Intersection Operations

Intersection	Jurisdictional Standard	PM Peak Hour		
		LOS	Delay	V/C
Signalized				
OR 99W (SW Pacific Hwy W) / SW Brookman Road	0.99 V/C	D	40.7	1.06
Unsignalized				
SW Old Highway 99 West / SW Brookman Road	LOS E 0.90 V/C	A / B	11.5	0.14
SW Middleton Road / SW Brookman Road	LOS E 0.90 V/C	A / B	12.1	0.18
SW Ladd Hill Road / SW Brookman Road	LOS E 0.90 V/C	A	10.0	0.30

Table 4: Future Build Intersection Operations (PM Peak Hour)

Intersection	Jurisdictional Standard	3-lane Cross-section			5-lane Cross-section		
		LOS	Delay	V/C	LOS	Delay	V/C
Signalized							
OR 99W (SW Pacific Hwy W) / SW Brookman Road	0.99 V/C	D	52.0	1.03	D	51.5	0.99
Unsignalized							
SW Old Highway 99 West / SW Brookman Road	LOS E 0.90 V/C	A / B	11.5	0.13	A / B	11.7	0.17
SW Middleton Road / SW Brookman Road	LOS E 0.90 V/C	A / B	12.1	0.18	A / B	10.4	0.12
SW Ladd Hill Road / SW Brookman Road	LOS E 0.90 V/C	A	10.0	0.30	B	10.4	0.33

Table 5: Mitigated 2040 Intersection Operations (PM Peak Hour)

Intersection	Jurisdictional Standard	3-lane Cross-section		
		LOS	Delay	V/C
OR 99W (SW Pacific Hwy W) / SW Brookman Road	0.99 V/C	D	51.5	0.99

Table 6: 95th Percentile Queues at SW Brookman Road and Rail Crossing

Direction of Travel	95 th % Queue (ft)	Available storage (ft) ^a
Eastbound	75	125
Westbound	375	735

^a Measured to the nearest intersection.

Potential Mitigations

The OR 99W and SW Brookman Road intersection is forecasted to operate below standard on the side street approaches under the 3-lane cross-section scenario, while other intersections remain relatively the same in terms of operations for both scenarios. Adding dual westbound left turn lanes would mitigate 99W and Brookman Road in the 3-lane cross section scenario as shown above.

Constructing an additional left turn lane at the intersection would be more cost-effective than constructing a 5-lane cross-section on SW Brookman Road east of the intersection.

Potential Active Rail

An inactive railroad crossing exists approximately 250 feet east of SW Old Highway 99 West and SW Brookman Road. A queuing assessment was completed to determine the feasibility of the rail becoming active in the future for either freight or commuter traffic. The assessment quantified the potential impacts of queued vehicles on SW Brookman Road. The queuing assessment was based on 30-minute train frequencies with two minutes of total gate downtime for each train crossing SW Brookman Road affecting eastbound and westbound vehicle travel. Predicted traffic volumes in 2040 were used to measure the 95th percentile vehicle queues with a one lane

approach at the railroad crossing in each direction.

The 95th percentile eastbound queues were measured to be about 75 feet (three vehicles) in length, which could easily accommodate the available 300 feet of space between the rail crossing and SW Old Highway 99 West / SW Brookman Road. OR 99W is located 850 feet west of the rail crossing and would not be impacted by the delay caused by an active rail line. The 95th-percentile westbound queues were measured to be 375 feet, easily accommodated by the 735 feet of storage available to SW Middleton Road. If the railroad tracks were to become active in the future, queue lengths would be accommodated by existing road space and would not back up to SW Old Highway 99 West or 99W.





IMPLEMENTATION

Based on technical analysis, coordination with City, Washington County, and ODOT, the following amendments are recommended to the Concept Plan:

- » **Land Use.** The existing zoning identified in the 2009 Concept Plan should remain; no zoning changes are necessary to implement the refinement plan recommendation.

Further Action: Traffic calming measures will be reviewed and evaluated in the future western subarea to mitigate and reduce vehicle trips through the existing neighborhood to the north.

- » **Interim Design.** The 3-lane alternative road design (Option 3) should be used in the interim until a full 5-lane road is needed. Adding dual westbound left turn lanes would mitigate 99W and Brookman Road and allow the intersection to operate within the proper jurisdictional standard for level of service and volume to capacity ratio.

The interim design would feature an 11-foot shared use path on the northern side of the road.

Further Action: Amend text in the existing concept plan pages 5, 18, 20, 21-24 to reflect the interim design. Replace map on page 23 with new recommended road alignment. Update other maps within the concept plan to show the new alignment. Include the 3-lane alternative cross-section graphic as a figure.

- » **Long Term Design.** The 5-lane street design should remain as the official long-term design with an arterial designation.

Further Action: Amend pages 5, 18, 20, 21-24 to include references to a future 5-lane road. Include the 5-lane cross section graphic as a figure.

- » **Location.** The location of Brookman Road should remain the same in the central subarea and continue to provide primary east-west access at the edge of the plan area. In the western subarea, the alignment should deviate from the original Concept Plan and instead continue along its existing path. In the eastern subarea, the southernmost alignment option is preferred due to existing grades and has the least impact to existing residential development.

Further Action: Include graphics of the alignment in each subarea in the existing concept plan. Amend text on pages 18, 20, and 21 to reflect new alignment.

- » **Rail Crossing.** The railroad crossing should be designed to protect bike and pedestrian users by having a multi-use path cross the tracks at a 90-degree angle.

Further Action: Include rail crossing designs as figure in concept plan. Add bullet point discussing recommended road alignment in relation to the railroad on page 18.

Following the adoption of this Refinement Plan, the City will coordinate with Clackamas County to adopt the eastern alignment within their Transportation System Plan.

A new intergovernmental agreement (IGA) or an addendum to the existing IGA will also be needed. The current IGA between Clackamas County and Washington County is specific to the existing alignment of Brookman on the border between the two.

The City of Sherwood will continue to work with new developers to either construct or pay in-lieu fees for their share of future road improvements.

The City of Sherwood, Washington County, and ODOT will continue to work together and seek funding to implement the road improvements.

The following table notes the page number, item, and recommended changes to the Sherwood Transportation Plan to reflect the outcomes of the Addendum to the Brookman Addition Concept Plan.

Page #	Item	TSP Amendments
<i>Volume 1: Sherwood Transportation System Plan</i>		
18	Figure 5	Update figure to show new Brookman Road alignment
21	Figure 6: 2035 Motor Vehicle Conditions	Update figure to show new Brookman Road alignment
36	Text in Project D14 in Table 1:	The intersection of Brookman Rd and OR 99W to be improved with the installation of a traffic signal. All traffic signals on the state highway system need to be approved by the State Traffic Engineer and design coordination with ODOT is needed to ensure that the improvements are done in a manner that improves driver expectation and safety. The design of the intersection may result in the need for additional right of way to improve the intersection alignment.
41	Figure 11: Motor Vehicle Projects	Update figure to show new Brookman Road alignment and classification
42	Figure 12: Pedestrian Projects	Update figure to show new Brookman Road alignment
43	Figure 13: Biking Projects	Update figure to show new Brookman Road alignment
44	Figure 14	Update figure to show new Brookman Road alignment
57	Figure 17: Street Functional Classification	Update figure to show new Brookman Road alignment
60	Figure 18: Local Street Connectivity	Update figure to show new Brookman Road alignment
64	Figure 19: Through Truck Routes	Update figure to show new Brookman Road alignment
72	Figure 20: 2035 Non-SOV Share	Update figure to show new Brookman Road alignment
73	Text Amendment	Function and Design of Brookman Road and Concept Plan Area Update: Brookman Road is a rural corridor that sits on the southern edge of the Urban Growth Boundary(UGB). Through the Brookman Addition Concept Plan, it was identified that the road was needed to provide access to areas south of Sunset Road. The I-5 to 99W Connector project had conceptually identified the "Southern Arterial" as the primary east-west mobility route through the area, with an alignment along or just south of Brookman Road. Since the time of those planning efforts, additional planning efforts in the Basalt Creek area have refined the eastern portion of the "Southern Arterial". The

		Brookman Road Concept Plan Area underwent a multiagency refinement planning effort in 2019 and 2020. The results of that process recommended that Brookman Road should use a 3-lane "transitional" road design as the interim design until additional road capacity is needed. Brookman Road will maintain its Arterial designation, allowing widening to a five-lane arterial consistent with the Washington County and Sherwood TSP. This effort ensures the appropriate right of way can be reserved as the area is urbanized while providing accessibility to future development. While the majority of the existing road alignment would remain the same, the refinement process also recommended the intersection of Brookman Road and Ladd Hill Road be realigned approximately 700 feet to the south to flatten out a sharp curve and minimize impacts to residences.
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