



*Home of the Tualatin River National Wildlife Refuge*

# **Planning Commission Meeting Packet**

**FOR**

**November 14, 2017**

**Regular Meeting at 7 PM**

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



City of Sherwood  
**PLANNING COMMISSION**  
Sherwood City Hall  
22560 SW Pine Street  
Sherwood, OR 97140  
November 14, 2017  
7:00 PM Regular Meeting

**1. Call to Order**

**2. Consent Agenda**

- a. June 13, 2017, 2017 Planning Commission Meeting Minutes approval
- b. August 8, 2017 Planning Commission Meeting Minutes approval
- c. August 22, 2017 Planning Commission Meeting Minutes approval
- d. October 24, 2017 Planning Commission Meeting Minutes approval

**3. Council Liaison Announcements**

**4. Staff Announcements** (Erika Palmer)

**5. Community Comments**

**6. New Business**

**a. Public Hearing – PA 17-01 New Sherwood High School Text Amendment**

The Sherwood School District proposes to

- 1) Amend the Comprehensive Plan text in Chapter 8 and all maps to include 82.3 acres (76.2 private land & 6.1 acres for public road right-of-way);
- 2) Amend the Comprehensive Plan and Zoning Map to designate the property “Institutional and Public” which would be applied to the property upon annexation;
- 3) Adopt a Metro Title 11 Concept Plan for the area added to the UGB by Metro; and
- 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan which the applicant proposes to modify to accommodate the proposed school use.

More information can be found at

[www.sherwoodoregon.gov/planning/project/new-sherwood-high-school-comprehensive-plan-amendment](http://www.sherwoodoregon.gov/planning/project/new-sherwood-high-school-comprehensive-plan-amendment)

**7. Planning Commissioner Announcements**

**8. Adjourn**

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City of Sherwood, Oregon  
Planning Commission  
June 13, 2017

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**Planning Commissioners Present:**

Chair Jean Simson  
Vice Chair Russell Griffin  
Commissioner Justin Kai  
Commissioner Daniel Matzinger

**Staff Present:**

Julia Hajduk, Community Development Director  
Bob Galati, City Engineer  
Connie Randall, Planning Manager  
Joy Chang, Associate Planner  
Kirsten Allen, Department Program Coordinator

**Planning Commission Members Absent:**

Commissioner Chris Flores  
Commissioner Rob Rettig  
Commissioner Lisa Walker

**Council Members Present:**

Councilor Sean Garland

**1. Call to Order/Roll Call**

Chair Jean Simson convened the meeting at 7:00 pm.

**2. Consent Agenda**

- a. May 9, 2017 Planning Commission Minutes approval
- b. May 23, 2017 Planning Commission Minutes approval

Vice Chair Griffin asked that minutes reflect that he wanted serpentine landscaping instead of serpentine sidewalks at Edy Road along the assisted living facility in the May 9<sup>th</sup> minutes.

**Motion: From Commissioner Justin Kai to approve the consent agenda as amended, seconded by Vice Chair Russell Griffin. All Present Commissioners voted in favor.**

**3. Council Liaison Announcements**

No report was given.

**4. Staff Announcements**

Connie Randall, Planning Manager stated the Planning Department was fully staffed and introduced Joy Chang, Associate Planner. Ms. Chang has more than 20 years of planning experience and has worked for the City of Portland and Washington County. She will work on current planning applications. Carrie Brennecke, Senior Planner has also joined city staff and has a lot of experience with the Comprehensive Plan process and community outreach. She will be working exclusively on long range planning and the Comprehensive Plan Update. Ms. Randall announced that her family was moving to Chicago and her last day would be July 12, 2017. Julia Hajduk, Community Development Director indicated that recruitment had already begun for a new Planning Manager. She asked the Commission to help facilitate public input at the at a public work session on the Tannery Site on July 25, 2017. Ms. Randall noted there would be a Planning Commission vacancy as of July 1, 2017; interested parties were encouraged to apply. Chair Simson

commented that over the next three years the Planning Commission would be working on the Comprehensive Plan which would help shape the future of the City. The update would involve a Community Advisory Committee and be heard by the Planning Commission before approval by the City Council.

## **5. Community Comments**

None were received.

## **6. New Business**

### **a. Public Hearing – SP 16-09/CUP 16-04 Oregon Street Townhomes**

Chair Simson read the public hearing statement, said the Planning Commission was the final hearing authority, and asked for ex parte contact, bias, or conflict of interest from Commission members.

Vice Chair Griffin disclosed he lived near the proposed development and his acquaintance with Mr. Fisher would not affect his ability to make a decision. Chair Simson asked if any member of the audience wished to challenge any Commissioner's ability to participate. None were received.

Connie Randall provided a memo to the Commission and gave a presentation of the staff report (see record, Exhibits 1-2). She said the matter before the Planning Commission was a request for Site Plan and Conditional Use Permit approvals for a 25-unit townhome development along the southeastern side of Oregon Street in Old Town. The site was located behind City Hall on a 1.2 acres site; on the southeast were the railroad tracks and the Cannery Square PUD area, to the north were single-family homes, the Springs Senior Living Facility and the New Life Assembly of God Church, and to the west was City Hall. Ms. Randall explained the site was located within the Old Cannery area of Old Town Overlay district, zoned Retail Commercial (RC) and said this was important because townhomes were allowed on properties zoned RC in the Old Cannery Area of the Old Town Overlay with a Conditional Use Permit. Additionally the site was being proposed to develop as condominium platted townhomes, which meant it would be processed as a site plan instead of a subdivision. Subdivisions would be platted units on individual lots that were attached at the property line. Condominiums were processed as a site plan with one parent lot and each unit condo platted above the lot. Ms. Randall noted the project was proposed to be constructed in two phases. Phase I consisted of 17 units in four Townhome Blocks with 26 proposed parking spaces (23 were required). She said it was important to note that the Townhome section of the Code required two parking spaces per unit which would normally mean 34 required parking spaces on a townhome development, however the Old Town Overlay capped the required parking at 65% of what would be required; 18 spaces would be standard spaces and 8 would be compact.

Ms. Randall reported townhome projects were required to provide 5% open space and the site was proposing 13% open space. A condition of approval required the final site plan delineate the open space in square footage and the percent of total space so staff could ensure the required amount was provided. The site featured a variety of landscaping materials, trees, shrubs and groundcover in accordance with the Code. At build-out, the site would have 25 units in six Townhome Blocks. Buildings 1 and 4 would be similar in elevation to each other and Buildings 2 & 3 would be similar to each other. Buildings 5 & 6 were set back from the road and would have unique elevations. Ms. Randall said 50 parking spaces would be provided after all phases were complete, which would be required for a townhome development in any

other part of the city, but within the Old Town Overlay only 33 spaces were required; 28 of the spaces would be standard spaces and 22 would be compact. The full site featured 18% open space with appropriate site landscaping including the retention of a stand of trees on the northern side of the site. She said there was a future commercial pad identified at the north end of the site and the site had two points of access; one was the existing drive off SW Oregon Street which would serve Phase I, a second driveway entrance would be at the west end of the site. If the future commercial pad were to develop it would be required to come back to the Planning Commission for site plan review and approval as well as be required to take access from the second private drive.

Ms. Randall explained the site was two properties. Prior to Phase II being built the applicant was required to do a property line adjustment or a lot consolidation. The main issue was that the property line split Building 3 and that would not be allowed unless there was a fire wall at the property line.

Ms. Randall explained that Mr. Fisher's site had been reduced over time for the development of Oregon Street and he had given part of his property to the city for the construction of Oregon Street. The construction of Phase II included improvements to Oregon Street to correct a bump in the curb line along with reconstructing the sidewalk and relocating the street lights. Included in the staff report was a condition of approval to require street trees be planted in tree wells in the sidewalk, consistent with other street trees in Old Town, was.

Ms. Randall showed elevations of the proposed buildings along Oregon Street. She said the buildings were 31 feet 8 inches tall where 50 feet was allowed on retail commercial properties in Old Town's Old Cannery Area. The block width ranged from 76-95 feet, well within the 150 foot maximum and there would be four or five units per block; code required townhome blocks to be between two and six units. She said Code required townhomes be subject to the standards in the High Density Residential (HDR) zone with a minimum 1,200 square foot size. The units would be between 1,372-1,751 square feet. Ms. Randall explained that the requirement for distinct looking units was achieved through a variety of colors and materials. The homes would front onto the public street with garage access in the rear and a distinct, varied roof lines with multiple building materials and colors used throughout. Each unit had covered porches and balconies. Ms. Randall pointed out the four-sided architecture and said it was not required by code, but the applicant had done a great job by wrapping treatment around the sides and back of the building that faced internally to the site or the railroad on the other buildings. The stone on the first floor and the banding between the upper stories and window trim around all of the windows provided pedestrian scale, a requirement in Old Town. She showed the elevations of two buildings next to each other to show what the completed project would look like.

Ms. Randall reviewed the required findings for Site Plan approval. She said the project should meet the applicable zoning district and design standards with the approval of the Conditional Use Permit in RC zoned property in the Old Cannery Area of Old Town Overlay as well as public water, sanitary sewer and storm sewer services requirements. She said Conditions, Covenants and Restrictions (CC&Rs) and a Home Owners Association (HOA) Agreement would be required with the Final Site Plan and would be used as a vehicle to ensure the common areas and the private driveways were maintained, because the site was going to be condominium platted. She clarified that the city did not enforce CC&Rs, but required they be recorded with Washington County to address maintenance responsibilities. There were no significant

natural features on site and the project was estimated to generate 145 daily trips. The estimate was below the threshold requiring a traffic analysis. Ms. Randall explained that staff had researched past traffic studies and found that 145 daily trips would increase the average daily trips in the area about two percent. She noted the commercial and industrial design standards were not applicable and the building design conformed to Old Town Design Standards.

Ms. Randall explained the required findings for Conditional Use Permit approval. She noted the proposed facility met the overall needs of the community by implementing goals from the Sherwood Town Center Plan which set goals for future residential growth, economic development, and public investment into the Town Center to enhance urban vibrancy, encourage active transportation, and improve safety and efficiency for all modes of traffic. She stated by having people living in townhomes downtown it would support the businesses with trips made on foot or by bicycle instead of driving. Ms. Randall said Chapter 4 of the Comprehensive Plan sought to locate land uses to minimize the adverse effects of one another, to provide convenient and energy efficient movement of people, vehicles and goods within and among the major land use categories and to minimize the adverse effects of human activity on the natural environment. She said the proposal also supported the Comprehensive Plan's desire to provide a diverse mix of housing types. She further explained that the proposal would not negatively affect surrounding properties, it was compatible with the proposed senior living facility proposed north of the site, and was consistent with supporting the businesses in Old Town. Ms. Randall relayed that the site was linear and narrowed to a point at one end. The site had been reduced to accommodate the need for the public roadway over time, but was of adequate shape and size and the applicant found a creative way to use the site. It would not have adverse impact to sensitive wildlife species or the natural environment and was not a wireless communication facility or a transportation facility improvement. Staff recommended approval in accordance with the Conditions of Approval.

Ms. Randall pointed out a correction to the Conditions of Approval in the memo received by the Commission (Exhibit 2). She explained that in an earlier submission of the project the applicant was considering multi-family which required ADA accessible parking and connectivity between the drive aisles and private pedestrian pathways to the accessible parking. The narrative was not corrected when the application was revised to propose the townhome development which was considered single family attached residential, not multi-family. Ms. Randall said the staff report required marked crosswalks be provided on the final site plan. The applicant had informed staff of the mistake and the memo proposed a correction to the staff analysis and findings regarding the marked crosswalk and accessible parking. She said there were other typos and corrections noted in the memo. Staff was available to answer questions.

Commissioner Kai asked if each unit would have individual water meters. Staff deferred to the applicant and said it would be expected that each condo would have a meter.

Chair Simson asked for testimony from the applicant.

**Zach Pelz**, AKS Engineering and Forestry, and Jim Fisher, applicant/property owner, came forward. Mr. Pelz thanked the Commission and commended staff for the presentation and support throughout the project. He gave a presentation (see record, Exhibit 3) which showed how the architecture complemented the surrounding area and was a good fit for the site in the context of existing and planned development.

**Jim Fisher** said he moved his business to Sherwood in 1983 with a sublease from Sherwood Lumber Yard then he purchased property from Southern Pacific Railroad in 1985 where the townhomes were proposed. He said he owned and operated Jim Fisher Roofing until 2008 when they sold the company and built a new complex on Galbreath Drive, choosing to stay in Sherwood because he liked the community. Personally, Mr. Fisher has been involved with Sherwood for many years by serving on the first SURPAC Board and as an active member of the Sherwood Chamber of Commerce he has watched Sherwood grow to the community it is today. He said he understood Old Town history and believed the design fit Sherwood well. Mr. Fisher commented on Sherwood being named a top place to live in the country more than once and said the credit had to go to the Planning Commission. He felt like the Oregon Street Townhomes were the right fit for Old Town Sherwood; it would enhance the livability of an already vibrant Old Town community with the walkway ending right at the entrance and it would allow families in the townhomes to walk or ride their bikes to Old Town to visit the shops and restaurants to be a part of the culture of Sherwood. Mr. Fisher specified a few amenities of the project; 170% of the open space requirement, 150% of the parking with every unit having an attached garage, playground, garden spot with raised beds, outside picnic area, and each unit would have a personal patio on the ground floor and decks on the second floor.

**Zach Pelz** showed the subject site off of Oregon Street and said it was behind the city hall parking lot, west of the Oregon Pacific Rail right of way. He stated there was an excellent network of existing streets and sidewalks that served the site, including the pedestrian promenade, which provided a direct connection between Old Town Sherwood and the site. In addition there was a good mix of commercial, civic, and residential uses in the immediate vicinity and the inclusion of the townhome project would continue to complement the existing mixed uses in the area. He showed there were three existing buildings on the site, which would all be demolished as part of the development, that were used for a landscaping business and outdoor storage. The majority of the site was a large expanse of asphalt that served as a quasi-industrial use since the 1980's.

Mr. Pelz pointed out the townhome units were slightly larger than staff mentioned, because of added articulation on the third floor which increased the square footage. The two bedroom units would be between 1,350 and 1,900 square feet. Mr. Pelz reported there was ample landscaping, open space, and off street parking. He displayed some 3-D renderings and believed they showed how the site complemented the City's objectives for the architectural style of Old Town. He said the design had a number of features to be consistent with the requirements for townhomes through the use of different types of siding materials, colors on the units, various roof forms and articulation which helped distinguish one townhome unit from the next. He showed views from different perspectives and said the project would help frame the pedestrian realm around Oregon Street and provide an inviting and attractive streetscape for pedestrians and motorists as they entered into Sherwood's Old Town, creating a nice gateway. Mr. Pelz pointed out the first floor stoops and second floor balconies and said they created an outdoor open space for residents that would promote social interaction between residents and people walking by. He said staff did a good job of talking about the criteria, but because it was a conditional use, he wanted to cover the discretionary criteria. Mr. Pelz said there were adequate public facilities, and the proposed use was compatible with abutting uses. He spoke of City objectives for development in the area and said the applicant felt that any impacts to the environment were mitigated as there were not any environmental

resources on site. Mr. Pelz went over the two policy considerations from the Comprehensive Plan discussed by staff. The first was the Sherwood Town Center Plan that talked about future residential growth in the area, promoting economic development, encouraging public investment in the Town Center, enhancing urban vibrancy, encouraging active transportation and improving safety and efficiency for all modes of transportation. He stated the proximity of the townhome units to Sherwood's Old Town would help put people in proximity to businesses and services in the area create a good synergy to continued investment in Sherwood's Old Town. The second policy was Chapter 4 of the Comprehensive Plan that talked about minimizing impacts and making the use complementary with the existing development pattern. Mr. Pelz stated the proposal created opportunities for a more walkable and vibrant Old Town in Sherwood. To support his statement, he showed a piece of the Sherwood Main Street Map which had a full range of services and uses within a short walk from the townhome site. He cited that Sherwood had received awards for being a great place to live, commented on Sherwood's growth between 2000 and 2016, and said there were more and more reasons why people would continue to move to Sherwood. He added that the proposed development would provide an alternative to the typical single family home and it met the needs of Sherwood. Mr. Pelz offered to answer questions from the Commission and confirmed the applicant was in agreement with the revised conditions.

Commissioner Matzinger asked for the distance to the railroad tracks from the back of the building and if there were any changes in construction on those units to account for sound or vibration. Mr. Pelz responded the building was setback two feet from the rear property line and there were no mitigation strategies employed. Commissioner Matzinger asked if the fence was a sound wall. It was not.

Commissioner Kai asked if each unit would have individual water meters. Mr. Pelz stated it was undetermined and condos had the option to go either individual or a shared meter. Mr. Galati, City Engineer, responded that the City would bill the entity that owned the meters. If each unit had a meter they would pay for what they used. If there was a master meter with sub-meters the tenants could pay a proportionate share based on the meter readings. Commissioner Kai asked if each unit would be sold. Mr. Pelz said the units would be condominium platted and could be sold at some point, but the owner expected to retain them at this time. Ms. Randall explained that the units would be on a parent lot and for development purposes it was treated as one site plan; the CC&R's and an HOA were required to clarify maintenance responsibilities for common areas, but per Code in terms of ownership, townhomes were defined as single family attached products and Code was written in a way that they needed to be platted on individual lots or condominium platted. She reminded the Commission the city did not regulate people renting out their individual single family homes and had no jurisdiction or authority to force the owners to sell or not to rent them out. She clarified that the purchase of a condo unit would be for the building space not the land; the exterior and roofs of the building were part of the shared common area, and the condo spaces would be taxed individually.

Commissioner Kai asked if there was any remediation necessary to go from a light industrial use to a residential use. Mr. Pelz was not aware of any. The site was relatively vacant and did not have any contaminants.

Chair Simson asked for public testimony.

**Larry Pursel**, Sherwood resident and pastor at New Life Family Center across from the development said



he was in favor of the development as a neighbor. He thought it created a great community and had all of the assets of Old Town. He commented that the proximity to the faith community was overlooked and indicated there were two churches located nearby. Mr. Pursel thought it met the needs of Sherwood and it was a great opportunity to help keep Sherwood's Old Town alive.

**Gregg Jacot**, Sherwood resident for 21 years and president of Sherwood Main Street said Mr. Fisher and Mr. Pelz had been invited to present the development project at the next Sherwood Main Street general meeting. Mr. Jacot commented that cities in urban areas around the country were changing to first floor retail and second floor residential, however in Sherwood there was not a lot of upstairs living spaces. By having the extra living space from the project it would help pedestrian traffic and economic development. He said the townhomes would add to the pedestrian traffic in downtown Sherwood and the merchants in Sherwood would love to have more people walking around visiting their shops, eating in their restaurants, having pastries and painting plates. Mr. Jacot remarked there were five main entrances to Sherwood and Oregon Street was one of them. Right now it was unclear when people actually enter Old Town, so if the area could be cleaned up where the current Fisher lot was it would look wonderful; hopefully with some signage. He said 25 units with three or four people per unit was only about 100 people, but they could bring grandparents, families and friends to Sherwood to the Old Town events and build up the economic development in the area. Sherwood would have merchants lined up to lease or buy space and there would be no vacancies.

**Jamie O'Halloran**, resident in the Cannery Row Apartments, also in Old Town, said she had been in the community for a short while. They moved to Sherwood while building a home and loved walking in Old Town. She said the porches and balconies were one of the best parts of living in Cannery Row, because they built community. She lived across from Saturday Market and she was able to sit out on the front porch and visit with people as they walked by. When the grandkids came over it gave them some outdoor space that was close and she was glad the owner of the project was putting porches in.

**Gary Rychlick**, Sherwood community member from Grahams Ferry Road who attended Sherwood schools said he was also a member of the Sherwood Chamber and Rotary Club. He said he met Mr. Fisher right before the Rotary's annual tree sale many years ago where Mr. Fisher donated the use of three dump trucks which resulted in more money for high school scholarships and city park projects. Mr. Rychlick said he was initially concerned about parking in Old Town, but when he looked at the project he realized residents would not be driving to Old Town, but would walk to businesses. He commented that it would be a quality product and he was in favor of it.

Chair Simson invited the applicant for rebuttal. Mr. Pelz said he had no responses and offered to answer questions.

Vice Chair Griffin said the lighting in the photometric plan showed lights between Buildings 2 and 3, but not between Building 5 and 6. He said there were Oregon Grape plants across the front of the space, blocking it off, and a fence at the other end, but even though there was no pathway, kids could squeeze through. John Christiansen, from AKS, responded that no light was proposed, there were side windows on the units and a fence in the back that might shed some light.

Mr. Pelz noted the rear fence was 2-4 feet from the patios depending on the articulation of the building.

Ms. Randall added that ODOT Rail had requested a fence be placed on the property as reflected in the condition of approval, a new fence would be placed on the property line or the applicant would need to provide documentation from ODOT Rail affirming the existing fence was sufficient. The existing wrought iron fence was to prevent people from running onto the track. Mr. Fisher said his company had used the property from the railroad by since 1985 when the property was purchased and the fence was rebuilt at that time. ODOT Rail does not want to sell the property, but have given permission to use it. The applicant intends to get a letter so the existing fence could remain in the same location. Vice Chair Griffin asked about landscaping for the space between the property line and the existing fence. Mr. Fisher said it would be grass; because it was not part of the property, it could not be included as part of the required open space.

Vice Chair Griffin received confirmation that each unit would have a rolling garbage cart and there would be no parking along the curb in front of the units. Mr. Fisher said the curbs would be painted and the narrow street prevented curb parking because there was no room. The driveways did not meet the code required depth, but might be used for compact parking. Commissioner Kai asked where overflow parking could be found. Ms. Randall indicated there were several locations for legal parking in Old Town.

Chair Simson commented that the 18% open space included the space for the future commercial pad. Staff confirmed and said there would have to be a separate Site Plan approval for the commercial pad where the review would insure that the required open space for residential was not diminished. It appeared that it would be feasible.

Vice chair Griffin commented the west elevation that faced City Hall on Building 1 showed windows on the lower level, but the applicant's 3-D renderings did not show windows. He asked what would separate the City Hall parking lot from the people living in the first unit. Ms. Randall said there was landscaping with a row a trees. Sinan Gumusoglu, project architect, said there were windows on the façade of the lower level, second level, and the third floor that faced the City Hall parking lot. The first floor windows were not in living spaces, but a utility room and kitchenette. Vice Chair Griffin asked if there would be a fence between the properties. He was told it had not been determined and a fence was not required.

Vice Chair Griffin said he loved the pedestrian pathway and asked if the CC&R's would control how the area was maintained. Mr. Fisher replied the CC&R's would take care of all of the landscaping. Vice Chair Griffin expressed concern about extra loud noise coming into the public space, people hanging laundry or storing items on the balcony, regarding how that would look for the entrance of Sherwood. Mr. Fisher responded the goal was to retain ownership and rent them through a rental management company. The management company would ensure that does not happen.

Chair Simson noted the CC&R's would have the original intent of the patios to remain free of excessive debris if the property changed hands. The applicant would address concerns in the CC&R's. Chair Simson noted that the city did not enforce CC&R's, but if in the future if something egregious were to happen the Commission had done due diligence. She commented that garbage cans should be put out on garbage day and stored in the garages. She looked to staff to ensure that the conditions of approval had a review of the CC&R's to reflect those two items. Ms. Hajduk added that maintenance of the site in accordance with the approved plan was an ongoing requirement for site plans and could be covered in the CC&R's, but the city had the ability to utilize code compliance if something was completely changed from what was

originally approved. Ms. Randall cautioned on requiring something that would not be required for another single family homes in Sherwood. Vice Chair Griffin how the development would be a gateway to Old Town and though he did not know how property maintenance would be regulated, he wanted to bring the concept to the applicant. Ms. Randall explained a condition of approval was for CC&R's to be submitted prior to final site plan approval and in terms of nuisances and eye sores, the city had property maintenance code language in the Municipal Code to address non-compliance issues. The condition of approval was not changed.

Chair Simson commented on the street tree wells along Oregon Street and if they would interfere with the wide sidewalks. Ms. Randall said it should look similar to what was shown in the rendering and would look like the existing streets in Old Town unless the Commission wanted to exempt the applicant from providing street trees, but she thought the Commission was supportive of having trees. Mr. Pelz indicated the sidewalk would be 12 feet wide. Mr. Fisher said the trees were added at the last minute in response to the staff report. He was not opposed to the street trees, but they were a concern for Engineering and street lights that would be moved as a result. Discussion followed. The Commission did not support an exemption for street trees.

Commissioner Kai asked where the playground would be located. Mr. Fisher said there were a number of possibilities; the southwest corner, where the current office was or behind the commercial pad.

Chair Simson congratulated the applicant on a design that would fit into the community and complement the addition to the Springs Living across the street, and hoped it would continue to invigorate Old Town.

Chair Simson closed the public hearing and the Commission began deliberation. The following motion was received.

**Motion: From Vice Chair Russell Griffin to approve the application for Oregon Street Townhomes SP 16-09/ CUP 16-04 based on the applicant testimony, public testimony received and the analysis, findings, and conditions in the staff report as revised. Seconded by Commissioner Justin Kai. All present Commissioners voted in favor.**

## 7. Planning Commissioner Announcements

Chair Simson wanted to ensure the Washington County widening project for Roy Rogers was kept at the forefront with an update from City staff when the information was received and a page on the City website. She also noted the Police Advisory Committee minutes regarding traffic calming and said it was an issue that had come before the Planning Commission and she wanted to find a path by which citizens could have their voices heard for neighborhoods that had concerns about speeding in their neighborhood. Ms. Hajduk stated traffic concerns did come up regularly and staff could do a better job of explaining the process to the public. The council discussed this issue at their last work session and the City Manager suggested there should be more conversations about neighborhood traffic management and a more formal program. Councilor Garland added that it was something discussed during Council goal setting session as well and City Council received feedback from the citizens regularly regarding how to contact the police about people speeding and running stop signs. Chair Simson said there were scenarios where one offender was the neighbor that you can tell to slow down vs. a few streets that have become cut through streets that need to be addressed differently than a neighborhood street. Councilor Garland commented on the

flashing stop sign near Snyder Park that people still neglected to yield to. He said it was a matter of public outreach and awareness of common courtesy in driving.

**8. Adjourn**

Chair Simson adjourned the meeting at 8:45 pm.

Submitted by:

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Kirsten Allen, Planning Department Program Coordinator

Approval Date: \_\_\_\_\_

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**City of Sherwood, Oregon**  
**Planning Commission Work Session**  
**August 8, 2017**

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**Planning Commissioners Present:**

Chair Jean Simson  
Vice Chair Russell Griffin  
Commissioner Chris Flores  
Commissioner Justin Kai  
Commissioner Rob Rettig

**Staff Present:**

Julia Hajduk, Community Development Director  
Bob Galati, City Engineer  
Kirsten Allen, Dept. Program Coordinator

**Planning Commission Members Absent: Council Members Present:**

Commissioner Daniel Matzinger

None

Chair Simson convened the meeting at 7:00 pm

Julia Hajduk, Community Development Director announced a work session regarding the Comprehensive Plan Update on August 22, 2017 at 6 pm with a public work session for the Tannery Site to follow at 7pm. Ms. Hajduk introduced Kara Repp who would be appointed as the new Planning Commissioner at the next City Council meeting on August 15<sup>th</sup>.

Ms. Hajduk noted the work session was taking place because of the size and timeline of the new high school and turned the time over to the Sherwood School District.

Patrick Allen, Sherwood School Board member, said it was an exciting project for the district that would create headroom for students for a long time and the actual needs for a larger high school site had not been envisioned during the Sherwood West Preliminary Concept Plan process.

Keith Jones, from HHPR began a presentation and showed the timeline established to begin building the new school (see record, Exhibit 1). The Hearing Officer from Metro recommended approval for annexation for a public high school with a Metro Council hearing on August 10 and 17, 2017. The land use application to refine the Sherwood West Pre-concept Plan would be submitted the day following. Mr. Jones informed the Commission that the District's consultants met regularly with City, County, and Oregon Department of Transportation (ODOT) staff to discuss refinements, necessary amendments to the Comprehensive Plan, a property zone change to Institutional Public, and a subsequent concept plan for the property.

Karina Ruiz, from Dowa-IBI Group, explained the Sherwood West Preliminary Concept Plan was accepted by City Council and the next step was for it to be refined. The Plan had two potential school sites and the district focused on the southwest site. She showed proposed changes to the Plan, including a larger school site, street network locations, and a roundabout at Kruger Road. She showed access points for the staff and students from Haide Road and bus access from the southwest corner of the site. A north to south road directly west side of the school site was not proposed; the refined plan showed one further to the west. Discussion followed regarding refinements to the pre-concept plan. Planning Commission members wanted more opportunities for public input.

Scott Mansur, traffic consultant from DKS Associates, explained the traffic analysis for the plan amendment would include ten intersections and assumed 2,400 students would attend the high school at

full capacity (in approximately 20 years). Two analyses would be performed, one for the zone change and one for the land use development. The level of detail required for each land use review would be different which was why two studies were necessary. The school district would be required to mitigate the impacts from the high school through transportation improvements.

Commission members reiterated concern about the level of community input. Staff explained Metro had a separate process for schools and any other land use changes would include a public process; the Sherwood School District was proposing changes to the Sherwood West Preliminary Concept Plan and was being asked to reflect changes to amend the Plan. For anything else brought into the UGB there would be a public refinement plan known (concept plan) where zoning would be more specifically defined, roads locations shown, and detail how the infrastructure would work. It would include a public process.

Commission members voiced concerns about increased congestion as a result of the school and was assured there would be traffic studies to address traffic issues and the need for intersection modifications.

Staff was asked to post the School District's timeline and presentation on the website.

The meeting adjourned at 8:11 pm.

Submitted by:

\_\_\_\_\_  
Kirsten Allen, Planning Department Program Coordinator

Approval Date: \_\_\_\_\_

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**City of Sherwood, Oregon**  
**Planning Commission Work Session**  
**August 22, 2017**

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**Planning Commissioners Present:**

Chair Jean Simson  
Vice Chair Russell Griffin  
Commissioner Chris Flores  
Commissioner Justin Kai  
Commissioner Kara Repp

**Staff Present:**

Julia Hajduk, Community Development Director  
Carrie Brennecke, Senior Planner  
Kirsten Allen, Dept. Program Coordinator

**Planning Commission Members Absent:**

Commissioner Daniel Matzinger  
Commissioner Rob Rettig

**Council Members Present:**

None

**Work Session Agenda**

**1. Comprehensive Plan Update Draft Work Program and Process**

Julia Hajduk, Community Development Director, convened the meeting at 6:05 pm and introduced Carrie Brennecke, Senior Planner.

Ms. Brennecke gave a presentation to the Commission on the Comprehensive Plan (see record, Exhibit 1) which outlined that a Comprehensive Plan was a set of goals and policies which would define how the City would grow over time. Comprehensive plans must adhere to the Oregon Statewide Planning Goals and are reviewed by the State, Metro, Washington County and other affected partners.

Sherwood's original Comprehensive Plan was adopted in 1980 and was updated in 1991. There have been thirteen ordinances which have amended the Comprehensive Plan since 1991. The current update would extend through 2040. There are three elements to a comprehensive plan; goals and policies, maps showing future development patterns, and a list of capital improvement projects. Staff would begin working on updating the citizen involvement elements and establishing a community advisory committee. Discussion followed.

Ms. Hajduk called a recess at 7:03 pm and convened the public work session at 7:05 pm.

**Public Work Session**

**1. Tannery Site Assessment**

Julia Hajduk, Community Development Director, introduced Michelle Peterson and Paul Stull with AMEC Foster Wheeler, the City's consultant contracted to assess the Former Frontier Leather Tannery Site for soil contamination.

Ms. Peterson gave a presentation of the Analysis of Brownfield Cleanup Alternative Report (ABCA) created by the consultant (see record, Exhibits 2-4). The report discussed the feasibility of cleanup, choices for alternative cleanup solutions, and showed Option 4: Placement of contaminated sediment and hide splits into a chemically stabilized containment cell on-site as the best fit for the needs of the City. At the end of the presentation, the group was asked to provide input on four questions:

- 1) What are your concerns about the clean-up in terms of cost, ecology, economy, and health? What

- are the potential benefits?
- 2) Does the proposed clean up alternative address your concerns/achieve your desired benefits?
  - 3) Is there another alternative you'd prefer? Why?
  - 4) How should a successful cleanup be measured/monitored?

Discussion followed. The following comments were received from Commission members and the public:

**1) What are your concerns about the clean-up in terms of cost, ecology, economy, and health? What are the potential benefits?**

One participant felt that the preferred alternative was the “cheapest” option and questioned why we don’t spend the money to get all the contamination gone. (Note that the analysis did not estimate the cost of 100% clean up, because that would be cost prohibitive; the alternatives analyzed cleaning up the “hot spots” only).

Others noted that while the preferred alternative was cheaper than some, it also had a lot of other benefits including a smaller carbon footprint.

A concern was expressed about what it would cost to repair a breach in the liner and whether that would have long term maintenance issues/concerns

The preferred alternative is the greenest option which is a benefit when applying for grants

**2) Does the proposed clean up alternative address your concerns/achieve your desired benefits?**

Most participants felt that the proposed alternative would address their concerns after learning more about the options and the site assessment.

One participant wanted all material gone and felt that a private developer would be better able to make that happen compared to the City and questioned why the City wasn’t looking for private development investment.

**3) Is there another alternative you'd prefer? Why?**

One participant commented that they would like Consideration for total removal and disposal of contaminants instead of onsite containment; felt that it could be done by a private developer

Others felt that the preferred option was the better option because:

- It resulted in fewer trucks having to haul off site (and associated pollution, carbon footprint, possibility of accidents, etc.), and
- Didn’t push our problem off to another location/facility
- Some liked the idea of containing on-site and saw opportunity to make that an amenity with grass, trail, interpretive signs, etc.

**4) How should a successful cleanup be measured/monitored?**

A successful cleanup depended on the goal;

- Redevelopment should be a net gain for the citizens with a better tax base

Net benefit to the community includes both clean site and economically useful site

Redevelopment opportunities include increase tax base, better location for public works, links to nature (views, overlooks, educational opportunities, etc.)



Development of a master plan for the site that guides development over time as funds and opportunities become available; develop what is developable and leave the remainder as open space

Long term liability of contamination should be moderate with little to no maintenance

**Other comments/questions:**

- A cost analysis could be done
- Other public options other than a PW yard
- Cost vs ecology
- Look at other properties that have has Prospective Purchaser Agreements (PPA) to see what issues from DEQ came up after purchase
- When do the assumptions in the ABCA become real and we can better rely on the cost estimates and ability to implement?
- If nothing happened on the site, how long would it take for nature to take its course?
- Have we looked at whether other off site issues have resulted in increased contamination showing up
- Have we explored private use of the property?

The meeting adjourned at 8:40 pm

Submitted by:

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Kirsten Allen, Planning Department Program Coordinator

Approval Date: \_\_\_\_\_

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**City of Sherwood, Oregon**  
**Planning Commission Work Session**  
**October 24, 2017**

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**Planning Commissioners Present:**

Chair Jean Simson  
Commissioner Chris Flores  
Commissioner Justin Kai  
Commissioner Daniel Matzinger  
Commissioner Kara Repp

**Staff Present:**

Julia Hajduk, Community Development Director  
Erika Palmer, Planning Manager  
Kirsten Allen, Dept. Program Coordinator

**Planning Commission Members Absent: Council Members Present:**

Commissioner Rob Rettig  
None- one seat vacant

Sean Garland

Chair Simson convened the meeting at 6:02 pm

Julia Hajduk, Community Development Director introduced Erika Palmer, the new Planning Manager and turned the time over to her.

**Sherwood West UGB Expansion**

Ms. Palmer reminded the Commission of the Sherwood West Urban Growth Boundary Expansion Meeting on October 25, 2017 at Edy Ridge Elementary from 6-7:30 pm. The purpose of the meeting was to gather meaningful input from property owners and community members towards adding to the city limits. A work session would follow with the City Council on November 7, 2017. Cities interested in expanding Metro's Urban Growth Boundary must submit a letter of interest by January 2018 with a formal request to follow in May 2018. Discussion followed with an entreaty to have a frequently asked questions section on the website.

**Comprehensive Plan Update**

Staff has worked on the background information of the Comprehensive Plan update and has submitted a grant request to perform an Economic Opportunities Analysis and to complete the Housing Needs Analysis draft from the Sherwood West Preliminary Concept Plan. Completion of these two items will inform on the next steps for the Comprehensive Plan Update.

**Training Topics**

Ms. Palmer asked the Commission for topics they would like additional training on. The following ideas were suggested:

- Understanding ex parte contact, bias and conflict of interest.
- Social media and email guidelines
- Reviewing subjective criteria
- Understanding criteria for approval or denial and how the Planning Commission can ask for improving an application

Councilor Sean Garland informed the Commission the City was in contract negotiations with the YMCA and expected to have a contract to review at a City Council meeting in December.

The meeting adjourned at 6:50 pm.

Submitted by:

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Kirsten Allen, Planning Department Program Coordinator

Approval Date: \_\_\_\_\_

City of Sherwood  
STAFF REPORT:

November 7, 2017

**File No: PA 17-02 Metro Title 11 Concept Plan, Comprehensive Plan & Map Amendment, and Sherwood West Preliminary Concept Plan Refinement for proposed High School site**

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Signed:   
**Matt Straite, Contract Planner**

**Proposal:** The Sherwood School District proposes to 1) Amend the Comprehensive Plan text in Chapter 8 and Amend all maps to include the 82.3 Acre property (76.2 private land & 6.1 acres for public road right-of-way); 2) Amend the Comprehensive Plan and Zoning Map to designate the property “Institutional and Public” which would be applied to the property upon annexation; 3) Adopt a Metro Title 11 Concept Plan for the area added to the UGB by Metro; and 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan which the applicant proposes to modify to accommodate the proposed school use.

**I. BACKGROUND**

A. The Process: The Sherwood School District has submitted an application to prepare a site for a new high school on property that is currently outside City limits. This application for case file PA 17-02 is NOT an application for the school use, construction, or annexation to the City. In order to develop the property as planned, there are several steps:

- The first step is to request an expansion to the “urban growth boundary” (UGB) from Metro. This is complete. Metro approved an expansion of the UGB in August, 2017 (Metro application file: UGB CASE NO. 17-02).
- The second step is being considered with this application (PA 17-02). See proposal above.
- A third step will propose the annexation of the property into the City limits.. A public hearing on the Annexation is anticipated for January 2018. An application for annexation has been submitted to the City, and the City is currently reviewing this separate application.
- The final step will be a formal Site Plan and Conditional Use Permit application for the new high school where parking, landscaping, building setbacks, transportation requirements, etc., will be evaluated culminating in a final land use decision. This is anticipated to go to a public hearing in Spring of 2018 (assuming all other steps are completed). These applications will be heard by the Planning Commission and will have opportunity for public input.

B. Applicant: Sherwood School District  
23295 SW Main Street  
Sherwood, OR 97140

- C. Location: 18880 SW Haide Road, 22895 SW Elwert Road, and 18985 SW Kruger Road in unincorporated Washington County. Tax Lots 2s236- 200, 201, 206 & 207.
- D. Review Type: The proposed text amendment requires a Type V review, which involves public hearings before the Planning Commission and City Council. The Planning Commission was scheduled to hear the application on October 10, 2017, however, that hearing was rescheduled to November 14, 2017. At the close of their hearing, the Commission will forward a recommendation to the City Council who will consider the proposal and make the final decision whether to approve, modify, or deny the proposed language on December 19, 2017 (tentative). Any appeal of the City Council's decision relating to this matter will be considered by the Oregon Land Use Board of Appeals (LUBA).
- E. Public Notice and Hearing: The hearing was originally scheduled for October 10<sup>th</sup> and notice was mailed and published for a hearing on that date. When the hearing was re-scheduled, notice of the November 14, 2017 Planning Commission hearings were published in *The Gazette* on September 21 and November 2, 2017 respectively. Notice was mailed to all property owners within 1000 feet of the proposed location, posted in five public locations around town (including three on the property) on October 6, 2017 and posted on the City's web site September 12 for the October 10 hearing and revised on October 6, 2017.
- Oregon Department of Land Conservation and Development (DLCD) notice was submitted on September 5, 2017 and revised on October 4, 2017.
- F. Review Criteria: §16.72 (Procedures for Processing Development Permits), §16.80 (Plan Amendments); Comprehensive Plan Criteria: Chapter 3- Growth Management, Chapter 4- Land Use; Chapter 5- Environmental Resources, Chapter 6- Transportation, Chapter 7- Community Facilities and Services, Chapter 8- Urban Growth Boundary Additions; Metro Urban Growth Management Functional Plan Regulations: Chapter 3.07- Title 11; Statewide Planning Goals: Goal 1- Citizen Involvement, Goal 2- Land Use Planning, Goal 3- Agricultural Lands, Goal 4- Forest Lands, Goal 5- Open Space, Scenic and Historic Areas, and Natural Resources, Goal 6- Air, Water and Land Resources Quality, Goal 7- Areas Subject to Natural Disasters and Hazards, Goal 8- Recreational Needs, Goal 9- Economic Development, Goal 10- Housing, Goal 11- Public facilities and Services, Goal 12- Transportation, Goal- 13 Energy Conservation, and Goal 14- Urbanization.
- G. Current Zoning: Agricultural and Forest District (AF-20) (County designation)
- H. Proposed Zoning: Institutional and Public (IP)(City designation)
- I. Property Size: 82.3 Acres (76.2 private property and 6.1 acres of public road right-of-way).
- J. Background: In November 2016, voters approved a bond measure to provide funds for school improvements in the Sherwood School District, including a new high school.

The Sherwood School District is proposing a school site within an area west of the current City limits, in unincorporated Washington County. In 2015, Metro designated a 1,291-acre area west of the City as Metro Urban Reserve Area 5B. Urban reserves are areas that the regional government have designated for eventual growth within a 50 year time frame. The City subsequently created a conceptual master plan for the area called the Sherwood West Preliminary Concept Plan (SWPCP). The new Sherwood High School is proposed to be located within a portion of what is identified as Phase A of the SWPCP. It's important to note that the SWPCP is not adopted by the City, it is not an official plan. The SWPCP was acknowledged by the Planning Commission and City Council, but the document is not binding because it was never adopted through a resolution or an ordinance. It is more like a vision document and should be treated as such.

As explained above, the first step for the School District was to expand the urban growth boundary (UGB) for Sherwood; a high school would not be permitted outside the UGB. Within the Metro regional area, UGB expansions are administered by the regional government. UGB changes are considered every 6 years typically but new schools, if adequate need is demonstrated, can apply for UGB changes anytime with a process called a major amendment. Metro Council approved the major amendment request for the high school site on August 17, 2017.

The next step in the process is included in this application request. This step is also partially dictated by Metro. Title 11 of the Metro code requires that a “concept plan” of the area within an expanded UGB be approved by the City, not by Metro, prior to annexation. The Metro required plan is called a ‘Title 11 concept plan’ named after the section of code that requires the plan. The City adopts these by ordinance.

A Metro Title 11 Concept Plan must include the following:

- Intergovernmental agreement – The City and County are currently working on an update to the existing Urban Planning Area Agreement (UPAA) to spell out City/County responsibilities, and primarily to indicate that the area will be governed by the City of Sherwood.
- Adopt Comprehensive Plan Provisions and Land Use Regulations – The applicant requests Institutional Public use (IP) zoning as well as amendments to the text of the comprehensive plan to support the urban use of the property.
- Public Streets Plan – The public streets plan is part of the concept plan map submitted with this application.
- Provisions for financing of public facilities – The applicant’s civil engineer has completed a financing plan for the public infrastructure, transportation, sanitary sewer and domestic water.

It is easy to confuse the Title 11 Concept Plan and the *Sherwood West Preliminary Concept Plan*. A preliminary plan creates a rough idea of what a community would like to see in an Urban Reserve. As explained above, Sherwood created the SWPCP shortly after Metro created the Urban Reserve. A Title 11 plan is intended to be far more specific, to prepare the site for annexation into a city. One builds on the other. For this site, the proposed location for the new high school was shown as a school site on the SWPCP, however, the area shown in the plan was not as large as the area currently proposed for the High School by the District. At the request of the City, the School District’s proposal also refines the SWPCP to assure that the new high school site can be incorporated in harmony with the remainder of the SWPCP area, to provide clarification on circulation within the plan, and to memorialize how the high school site concept will relate to the existing preliminary concept plan.

Additionally, before a property can be annexed into the City of Sherwood, the land must be included in the Comprehensive Plan and have a Zoning Designation applied. The City of Sherwood has a one map system where the comprehensive plan designations and zoning designations are the same. Once a property is designated with zoning, the land will take on the zoning designation automatically upon annexation.

Therefore, this application is the second step in the process, proposing to adopt a Comprehensive Plan Map Amendment/Zoning Designation, Comprehensive Plan text amendment, and a Title 11 Concept Plan, all through ordinance as well as acknowledging the refinement to the Sherwood West Preliminary Concept Plan.

The Planning Commission held three work sessions to discuss the timing and plan by the District as well as one work session before the City Council on May 23, 2017. All were open to the public. A summary of additional public outreach is provided in the applicant’s narrative, Appendix E.

## II. AFFECTED AGENCY, PUBLIC NOTICE, AND PUBLIC COMMENTS

### Agencies:

Department of Land Conservation and Development (DLCD) notice was submitted on September 5, 2017 and revised on October 4, 2017. Notice was mailed to affected agencies electronically on October 4, 2017. To date, two comment letters have been received by staff, one by Washington County and another by ODOT, both dated November 7, 2017, both are attached as exhibits G and H. Other agencies that received notices from the City included the Department of State Lands, Trimet, the Bonneville Power Administration, Northwest Natural Gas, Clean Water Services, Kinder Morgan, Pride Disposal, U.S. Fish and Wildlife Service, Metro, Genesee & Wyoming Inc., and the Sherwood School District.

### Public:

The Planning Commission held three Work Sessions to discuss potential amendments to the code as well as one work session before the City Council on May 23, 2017. All were open to the public. Additionally, notice of the October 10, and November 14, 2017 hearing was mailed to all property owners within 1,000 feet of the property. To date, no written comments have been received by staff.

## III. REQUIRED FINDINGS FOR A PLAN TEXT AMENDMENT

The findings required for the application come from a variety of sources including the Sherwood Zoning code, the Comprehensive Plan, Metro Regulations and Statewide Planning Goals. All are discussed below.

## CITY OF SHERWOOD ZONING AND COMMUNITY DEVELOPMENT CODE

The applicable Plan Text Amendment review criteria are 16.72 and 16.80.030.A

### **16.72.010.5 Type V**

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

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

**FINDING:** The proposed project is a Type V because it is a Plan Map and Text change.

### **16.80.030.A - Text Amendment Review**

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

**ANALYSIS:** As discussed in great length in the applicants narrative, the Sherwood School District is exceeding capacity at most schools, especially the High School. The current high school site is surrounded by single family development and incapable of any additional growth on the site. An extensive search was done for a site within the City limits, including an alternatives analysis in the applicant's narrative, vetted by Metro during the UGB expansion hearings. The best suitable site for the new high school is just outside the City limits in an area that has already been designated as an Urban Reserve and preliminarily planned (visioned) by the City of Sherwood. As discussed previously, the SWPCP included a potential school on the site. While this was not an adopted plan, this does shows consistency with the City vision for land uses on the site.

The applicant's narrative adds the following details:

*It should be noted that the Sherwood West Preliminary Concept Plan, by design, was intended to be a starting point for all future discussions related to the expansion of the City into the study area. There is discussion of carrying capacity of the entire area, a discussion of where it makes the most sense to locate low, medium, and high-density housing, and small-scale neighborhood commercial uses; and, most importantly, a discussion about utility service provision, transportation needs, growth, and governance. Formal zoning for the properties and specific residential densities was purposely not addressed as the timing of any future UGB expansions and development was not known. The actual size of the school sites was never explored or identified, except to say that, ideally, they would be central to surrounding neighborhoods.*

*As was mentioned previously, there was an identified need within Sherwood West for two school sites. One of the schools was to be located in the north, and one in the south. No specifics about these school sites were discussed, but there was always an understanding that a refinement plan would be necessary following any UGB expansion, and that there would be subsequent processes for annexation and development.*

Regarding consistency with the Comprehensive Plan, the site is currently outside the City limits, therefore, the Comprehensive Plan is silent on the proposed site. The City's desire to eventually have a School on the site is affirmed in the SWPCP. This application proposes to add details regarding the site to the Comprehensive Plan, specifically in Chapter 8 of the plan, similar to other annexations that have happened in the City. Likewise, the Transportation System Plan (TSP), which is considered an extension of the Comprehensive Plan, will also add the streets that will need to be annexed for the site during the next TSP update. As discussed in greater detail further in this report (beginning on page \_\_\_\_), the staff recommendation includes a condition of approval requiring the applicant to provide all the technical documents required for this update prior to or concurrent with the use applications (CUP). The streets required for the school site are included in this application request. Having that said, the project will be consistent with the Comprehensive Plan once adopted as outlined in more detail below in the review of the Comprehensive Plan requirements and criteria. The same is true of the Zoning, once the property has zoning applied, as requested with this application.

#### Applicable Regional (Metro) Standards

All Metro code requirements are discussed in detail below.

#### Consistency with Statewide Planning Goals

All Statewide planning Goals are reviewed elsewhere in this document and in the applicant's narrative.

**FINDING:** As discussed above in the analysis, there is a need to incorporate the applicants property into the Comprehensive Plan and Zoning for the City for the future home of a new high school. Upon adoption, the proposed amendments are consistent with the Comprehensive Plan and applicable City, regional and State regulations and policies. This criteria is met.

#### **16.80.030.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.**

**ANALYSIS:** As discussed previously, the property is not located within the City. The request is to designate the property with Institutional and Public (IP) Zoning. The project is not inconsistent with any goals or policies of the Comprehensive Plan, the Development Code or the TSP with conditions of approval. The traffic report indicates that the classification of the surrounding streets will not need to change to accommodate the traffic from the school.

The applicant's narrative adds:

*The current enrolment of the high school is 1,700 students, and within another 9 years the projected enrollment is 2,250... In this case, building a new high school will free up existing buildings to be converted to elementary and middle school uses addressing capacity issues across all grade levels.*

*The existing high school was expanded in 2006, and in the years following the expansion, it was decided that the site was not large enough to accommodate the district's future high school needs... In 2015 and 2016, the City commissioned the Sherwood West Preliminary Concept Plan and accepted the final results as a tool that would be used to address expansion within the City.*

*Given that the majority of future growth in Sherwood appeared to be targeted at the west end of town, the district began studying and participating in the Sherwood West Preliminary Concept Plan process to identify potential locations for school facilities. Two locations were identified on the Sherwood West Preliminary Concept Plan as potential school sites. The Sherwood West Preliminary Concept Plan was accepted in early 2016, and the school bond was subsequently passed in November of 2016. It was at this point that the district prepared an alternatives analysis for six potential high school sites in Sherwood West. The property that best fit the district's needs is the property that is under consideration in this application. There is a demonstrable need for a new school, and the proposed zoning to IP is the most appropriate zone for a school.*

**FINDING:** As discussed above in the analysis, there is a need to incorporate the applicant's property into the Comprehensive Plan and Zoning for the City with a zone designation of IP for the future home of a new high school as conditioned for in the Metro UGB expansion. Upon adoption, the proposed amendments are consistent with the Comprehensive Plan. This criteria is met.

- 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.**

**ANALYSIS:** The timing of the proposal works for a number of factors outlined in detail in the applicant's narrative. They include a current lack of capacity, patterns of development in the area, specifically the proposed expansion of the City to the west, existing land uses surrounding the site, specifically homes to the east of the site, changes in the community, and the availability of most utilities at the site (or the ability to extend those needed to the site affordably). The district's civil engineer, in consultation with the City engineer and Clean Water Services, have determined that public utilities are available and can be extended to serve the site. Additional information is available in Section III of the applicant's narrative.

**FINDING:** Changes in the community and the addition of the Urban Reserve and UGB expansion warrant the proposed amendment and utilities are available with reasonable extensions. This criteria is met.

**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.**

**ANALYSIS:** The applicant provided an alternatives analysis in their narrative. The alternative sites play a significant role in the requirements from Metro, which will be discussed later in this document. Areas within the UGB were first explored, however the criteria list for a new high school is quite demanding and few sites could satisfy these criterion, none within the City. These School District criteria include at least 50 acres of land, zoning that would allow for a school, location near homes, generally flat topography, no environmental constraints such as wetlands, availability of utilities and drainage, and access to transportation sufficient for the proposed student population.

**FINDING:** No other properties within the City satisfied the needs of the School District for a new High School. This criteria is met.

**16.80.030.C - – Transportation Planning Rule Consistency**

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

**ANALYSIS:** The applicant provided a traffic study specifically for Transportation Planning Rule (TPR), analysis performed by DKS Associates dated November 1, 2017. It is important to note that a TPR study is not the same as a Transportation Impact Analysis that is typically done for a standard development project. At this stage it is not usually known what will be built on the site. This stage is only proposing a Land Use and Zoning designation, done through a Title 11 Concept Plan. The analysis done in a TPR study is usually more conceptual as a result. The School district will do a project specific Transportation Impact Analysis at the development stage (a Conditional Use Permit) that will be in addition to this TPR analysis. Any improvements or mitigation reflected in the CUP traffic study will be in addition to the mitigation identified in the TPR study.

The TPR study analyzes an eventual student population of 2,400 students and the trip shift that would occur as those high school students drove to the proposed site instead of the current site. The trips were analyzed up to the year 2035 with all additional land use assumptions added in, showing an increase in traffic related to other anticipated growth as well as school traffic. The study takes into account several factors including planned roadway improvements that are identified in either the Regional Transportation Plan (RTP), the Washington County TSP, or the City of Sherwood TSP regardless of whether the new high school is constructed at the proposed location or not. Because the TPR is intended to ensure that the 20 year transportation system is not impacted beyond what has already been identified in local plans, the TPR allows that all road projects that are planned and funded (fiscally constrained projects) to be assumed as complete in the analysis. The analysis looks at the additional impacts of this particular zone change above and beyond what has already been assumed will be needed and provided over the 20 year planning period. Mitigation measures are identified for both motor vehicle improvements and pedestrian and bicycle improvements to ensure that the overall system, over the 20 year planning period, is not impacted the proposed change. Lastly, a financial plan must be provided in a TPR study to support the funding needed to address the eventual construction of the mitigation measures (if funding is needed beyond those already programed). Often funding for new improvements are covered by the impact fees paid for any new development that may occur within the newly annexed areas requested by an applicant. In this case impact fees alone that may occur within the proposed IP zone will likely not be sufficient to cover all the costs of the identified mitigation from the TPR study. The identified additional improvements as a result of changing the site zoning from unincorporated Washingtonian County to IP are:

- Dual Northbound lanes at the SW Pacific Highway (99W), SW Sunset Blvd., and SW Elwert Road intersection; and,
- A second lane for the planned SW Elwert Road and Kruger Road roundabout.

City staff has reviewed the study and concurs with the analysis and mitigation measures as proposed in the TPR study. This review included review by third party experts in traffic analysis. The applicant will be required to provide these improvements. While estimated costs are provided by the applicant, the actual cost will be determined at the time of construction. The applicant has indicated that they will provide the funding for these mitigation projects. However, they have not provided any detail regarding how this funding will be provided.

**FINDING:** As demonstrated by the record and the analysis above, the application does not fully comply with the Oregon State Transportation Planning Rule because it does not include a TSP amendment or a funding plan for the TPR identified mitigation, even though the applicant has indicated that they will be providing any funding required for the mitigation. However, it is possible for the TPR to be met with the conditions below:

**PROPOSED CONDITIONS OF APPROVAL:**

1. Prior to or concurrent with the approval of any land use permits on the site, a TSP amendment shall be approved that incorporates this site area and surrounding streets, as well as fully incorporating the TPR identified mitigation. The applicant shall provide all required technical analysis, appropriate reporting, and TSP language for staff to provide to the City Council for a TSP amendment that address and reflects all transportation system changes as well as any funds required to process the TSP amendment.
2. Prior to the zone change taking effect on the subject property (which is essentially annexation), the funding requirements for the TPR mitigation shall be defined via a memorandum of understanding (MOU) and/or a Development Agreement /agreements (if multiple agreements are required). The agreement(s) shall clearly outline the agreed plan for how the applicants will assure construction, the timing of the construction, the funding that will be contributed to support TPR identified projects. These will be in addition to any projects required for site plan and conditional use, though these may also be included in the MOU/Development Agreements.

**City of Sherwood Comprehensive Plan II**

The following are relevant and pertinent criteria from the Comprehensive Plan. Chapters one and two are generally just information about the City and contain no criteria.

**Chapter 3- Growth Management**

**B. Policy Goals and Objectives**

Chapter 3 discusses the growth of the City. These policies are applicable to the project because the School did not find a location within the City and is requesting to grow the City limits to accommodate the campus. Chapter three includes the following Policy Goal #1:

**To adopt and implement a growth management policy which will accommodate growth consistent with the growth limits, desired population densities, land carrying capacity, environmental quality and livability.**

**Policies:**

- a. **Focus growth into areas contiguous to existing development rather than "leap frogging" over developable property.**

- b. Encourage development within the present city limits, especially on large passed-over parcels that are available.**
- c. Encourage annexation inside the UGB where services are available.**
- d. When designating urban growth areas, consider lands with poorer agricultural soils before prime agricultural lands.**
- e. Achieve the maximum preservation of natural features.**
- f. Provide proper access and traffic circulation to all new development.**
- g. Establish policies for the orderly extension of community services and public facilities to areas where new growth is to be encouraged, consistent with the ability of the community to provide necessary services. New public facilities should be available in conjunction with urbanization in order to meet future needs. The City, Washington County, and special service districts should cooperate in the development of a capital improvements program in areas of mutual concern. Lands within the urban growth boundary shall be available for urban development concurrent with the provision of the key urban facilities and services.**
- h. Provide for phased and orderly transition from rural to suburban or urban uses.**

**ANALYSIS:** The applicant's narrative addresses these by explaining that the area was brought into the UGB by Metro and refers to the very detailed analysis Metro did for their process. In fact, the Metro analysis does ask many of the same questions (see below in the analysis of the Metro requirements). In summary of that analysis, the area proposed for the school site is next to existing single family development, in an Urban Reserve. With detailed analysis of why the school could not find a location within the existing City limits, which is included in the exhibits, the proposed project meets the criteria identified in Policy a. Policy b is generally a requirement of the City, not the applicant, and does not specifically apply. The project site is within the UGB and therefore consistent with the criteria outlined in Policy c. When the Comprehensive Plan was created, Metro did not yet have full control of the UGB process; however, Metro now has full jurisdiction of the UGB expansion process, including the establishment of Urban Reserves. The Metro process to expand a UGB considers the soil types and suitability of farm soils. As has been noted previously, the area west of the City limits was selected by Metro as an Urban Reserve. Even though the area was already identified for future expansion of urban uses, the School Districts request to grow the UGB into this area reviewed that topic yet again. A detailed soil analysis was included in the Metro review of the property. Regarding Policy e, there are no specific natural features on the site to preserve. This was one of the reasons why the property was selected by the School District. Lastly, the property is already located along roads that have capacity (in designation, not currently built to these standards) to accommodate the proposed zoning and land use designation without changing the existing designations of these streets. SW Elwert Road is a designated arterial in the City and County Transportation System Plan (TSP), SW Edy Road, which will accommodate some volume of traffic for the project, is designated as a collector in the City and County TSP. Both SW Kruger and SW Haide Roads, which border the project site, are both designated as local streets in the City and County TSP's, and it should be noted that at this stage of development, the applicants are not proposing the actual use of the site, they are only requesting to add the zone and text to the Comprehensive Plan as well as adoption of the Title 11 Concept Plan. To comply with this, from a traffic perspective, the applicants are required to show consistency with the Oregon Transportation Planning Rule (TPR), more formally ORS section 660-012-0060. This kind of analysis looks at the horizon year of the

Sherwood and Washington County TSP's and evaluates the potential impact of the project while considering all logically foreseeable (and funded) transportation projects planned in that horizon. Then, mitigation specific to the un-addressed impacts (not addressed by planned projects on the whole system) is identified, as is funding for these improvements. Actual traffic impacts related to an actual high school will be addressed in a full traffic impact analysis that will accompany the use application, in this case, a Conditional Use Permit.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed and is supported by the whole record.

#### **F. Growth Management Policy**

Section F of Chapter 3 addresses growth management. There are a number of policies (1-5) within this section that address UGB changes, including a host of criteria for UGB expansions. However, this criteria is specific to the Cities review of Metro UGB requests and is therefore not applicable to the project, because a UGB change is not being requested.

Policy 6 in this section requires the City and the County to have an Urban Planning Area Agreement (UPAA) for all areas proposed to be included within the City. This is required specifically for the Title 11 Concept Plan. The agreement was completed by the City and County and is considered part of the Title 11 Plan. Policy 6 has been met.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed and is supported by the whole record.

#### **Policy 7 - All new development must have access to adequate urban public sewer and water service.**

**FINDING:** As demonstrated in the applicant's narrative, the site has adequate access to sewer and water service. City sewer, storm sewer, and water facilities will be extended to the study area based on the proposed Title 11 Concept Plan. Future development within the study area would be subject to the regulations of the Sherwood Zoning and Community Development Code that are intended to implement this goal, consistent with the Title 11 Plan. The proposed Comprehensive Plan Amendment, Zone Change, and Title 11 Concept Plan are consistent with this policy.

#### **Policy 8 - No new lots outside the City and inside the UGB shall be created that contain less than ten acres. Development of existing lots of record and newly created lots of 10 or more acres shall be limited to single family dwellings, agricultural activities; accessory uses which are directly related to the primary residential or agricultural use and necessary public and semipublic uses.**

**ANALYSIS:** The applicants are not proposing any subdivisions. Additionally, no development is proposed with this application. The eventual proposed school use is a public use that is ancillary to residential. Therefore, the zoning designation, text addition to the Comprehensive Plan and Title 11 Concept Plan are appropriate.

**FINDING:** As demonstrated in the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is met.

#### **Policy 9 - Urban sanitary sewer and water service shall not be extended beyond the City limits or UGB with the following exceptions: 1) Where an immediate demonstrable threat to the public health exists, as a direct result of the lack of the service in question. 2) Where urban services are required by a public facility which by the nature of its service, the size**

**and location of its service area or by virtue of special siting requirements cannot be met by sites within the City limits or UGB.**

**ANALYSIS:** The Area will be within the City before any utilities would be extended to the area, additionally, the proposed use would fall under number 2 above, because the school and the zone proposed is a public use and zone, and cannot be met within the City limits. Either way, this project is consistent with this policy.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is met.

**Policy 10 - New private septic tanks and water wells shall be allowed outside the City limits and inside the UGB only for permitted uses on existing lots of records and new lots of ten (10) or more acres in size.**

**ANALYSIS:** Pursuant to the proposed Title 11 Concept Plan, the site will use public utilities, not septic and wells.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is met.

#### Chapter 4- Land Use

Chapter 4 is the Land Use Chapter of the Comprehensive Plan. This Chapter is divided into sections that describe the existing Land Use patterns, the predicted patterns (from 1998) and separate goals and policies for a few different types of land uses. The following polices are applicable to the project:

##### D. POLICY GOALS

**To create a flexible planning framework for the allocation of land for residential, commercial and industrial activities so as to create a balanced, livable urban environment where persons may live, work, play and shop.**

**To locate land uses so as to:**

- **Minimize the adverse effects of one use on another.**
- **Provide for convenient and energy-efficient movement of persons, vehicles and goods within and among the major categories of land use activity.**
- **Minimize the adverse effects of human activity on the natural environment.**

**ANALYSIS:** While actual zoning was not applied to the site through the Sherwood West Preliminary Concept Plan, the study did use a map as a tool to help plan future uses in the area that would be compatible. The proposed zone is consistent with the uses shown on the plan, and are compatible with the property to the east currently zoned for residential uses within the City. The designations of the streets surrounding the site are capable of accommodating the capacity of traffic a school or other use the zoning designation may bring (see discussion above). In addition, the applicant has proposed a refinement to the SWPCP that shows the high school site in context with the Sherwood West area. This helps demonstrate that the high school can be compatible with the development surrounding it, Care will need to be given when the school comes in for land use review and when the City develops Title 11 concept plans for the portions of Sherwood West adjacent to the school site to ensure that they are compatible.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

Subsection M discusses the Institutional and Public zoning designation, however, there are no policies or goals related to this zone. Specifically the text reads:

**Public and semi-public uses serve to complement and support residential, commercial, and industrial activities. Public uses include facilities and services provided by government agencies and special districts such as utilities, libraries, schools, police and fire protection, recreation facilities, open space, and governmental buildings. Semi-public uses include services provided by quasi-public agencies, and organizations. Semi-public is broadly defined to include facilities and services provided by non-profit private groups as well as government supported and/or regulated agencies providing a public service. These uses include day care centers, fraternal organizations, hospitals, retirement homes, churches, electric natural gas and telephone facilities. All existing institutional, public, and quasi public areas are planned and zoned Institutional/Public (IP).**

**ANALYSIS:** The proposed zone is intended for a school, however, any permitted use in that zone would be consistent with the plan and surroundings. There is a church to the south of the site, hospitals, government buildings and other permitted uses would co-exist well with the existing urban residential neighbors to the east and the lower density residential neighbors in the County property to the west and north as well as the church. Eventually this area should be built out as envisioned in the SWPCP, which calls for urban densities surrounding the site.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

## **O. Community Design**

**Policy 1: The City will seek to enhance community identity, foster civic pride, encourage community spirit, and stimulate social interaction through regulation of the physical design and visual appearance of new development.**

### **Strategy:**

- **Seek to establish community identity buffers between Sherwood and the cities of King City and Tualatin. Preserve and/or develop natural or man-made features which serve to define the communities.**
- **Develop a civic/cultural center and plaza park as a community focus.**
- **Promote community wide events such as the Robin Hood Festival.**
- **Develop a system of streets, bikeways, sidewalks, malls, and trails linking schools, shopping, work, recreation and living areas.**
- **Promote the preservation of historically or architecturally significant structures and sites.**

**ANALYSIS:** Most of these requirements were taken into consideration when the SWPCP was created. The proposed zoning is consistent with the Plan, which shows a consistency with the City vision for the area in the future. However, because the plan is not formally adopted, the proposed change must stand on its own. The proposed designation and Land Use does not conflict with these community design provisions. Specifically, there is ample space to leave a buffer between neighboring cities. A potential school site or civic use on the site would help create a community focus area, as schools are often a location of community engagement. The site would not hamper the Robin Hood festival and may act as a satellite location for events and

activities. The traffic is discussed above, trail linkages will be addressed in the next stage of development more specifically. There have been no identified historic or culturally significant sites on the property.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

**Policy 2: The formation of identifiable residential neighborhoods will be encouraged.**

**Strategy:**

- **Neighborhood scale facilities such as retail convenience centers, parks and elementary schools will be provided in or near residential areas.**
- **Natural and manmade features shall be used to define neighborhoods and protect them from undesirable encroachment by incompatible uses.**
- **Buffers will be established where development adjoins natural areas, wetlands, and greenways.**

**ANALYSIS:** The proposed site is currently outside the City. As discussed above, the proposed site is consistent with the City's vision for the area west of the City although official zoning for this concept area has not yet been adopted. The proposed site zoning would allow institutional uses all of which would be compatible with this policy. The site is surrounded by residential uses (City and County) and uses for an institutional site would be built at a neighborhood scale. A hospital could be built to many stories and could possibly exceed a neighborhood scale; however, because a small hospital could be appropriate, the proposed use is not incompatible. The same is true for a potential school on the site. Most high schools are built to a community scale, anything that could possibly be proposed out of scale would be limited through the site review and use permit process. Features to define neighborhoods and buffers to natural areas would be considered at the development review stage, however, nothing on the site precludes a future project from conforming to this requirement.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

**Policy 3 The natural beauty and unique visual character of Sherwood will be conserved.**

**Strategy:**

- **Eliminate the visual presence of public utilities where possible.**
- **Adopt a sign ordinance which regulates the number, size and quality of signs and graphics. Standardize and improve the quality of public signs and traffic signalization.**
- **Encourage the use of visually appealing fencing throughout the City.**
- **Preserve significant vista points especially on public land.**
- **Establish a system of interconnected parks, greenways and visual corridors throughout the Urban Area.**
- **Develop and apply special site and structural design review criteria for multi-family, and manufactured housing parks, commercial and industrial developments.**



- **Develop and maintain landscaped conservation easements along major roadways and parkway strips along minor streets.**
- **Develop and implement a tree ordinance which regulates the cutting of trees and the planting of street trees.**
- **Implement the Old Town design guidelines in the 1983 "Sherwood Old Town Revitalization Plan".**

**Policy 4 Promote creativity, innovation and flexibility in structural and site design.**

**Strategy:**

- **Encourage the use of the Planned Unit Development technique for larger residential commercial and industrial sites.**
- **Make use of density transfer as a means of preserving open space and developing recreational areas within a single development.**
- **Encourage the use of energy saving techniques in the design of sites and structures.**
- **Encourage visual variety in structural design.**

**ANALYSIS:** The site is currently an abandoned farm, mostly Christmas trees, some abandoned and some occupied single family homes. The site currently provides scenic opportunities in the form of vistas and generally open spaces. The existing County zoning for the property requires some farming of the site in order to have homes. Many of the requirements listed above are requirements for the City and do not apply specifically to this application such as fencing requirements, calls for parks and signage revisions, site design review, and tree ordinance requirements. Some that do apply are the requirements for vista preservation and landscaping along streets.

Development of the property would not in and of itself preclude the scenic views the property currently affords. A school, hospital, church or other use could be built in a way that could maintain existing views. In fact, most schools feature wide open ball fields and large amounts of open space. These will be addressed at the development review stage. The same is true for landscaping along streets. All future development of the site will have to comply with these requirements. For this application it's important to note that the designation does not preclude the possibility of vista preservation or landscaping for streets.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

## **Chapter 5- Environmental Resources**

Chapter 5 addresses the environment. These are intended to address State Goal 5. Section A and B list goals of the City and provide background. Sections C through E contain policies and are discussed below. Section F contains requirements for the City only and is not applicable to a project.

### **C. Natural Resources and Hazards**

Section C includes four policies specific to flood plains, habitat, soils and drainage.

**ANALYSIS:** As the applicant explains in their narrative, Statewide Planning Goal 5 requires communities to identify and protect natural resources, conserve scenic and historic resources and significant open spaces. Title 13 of the Metro Urban Growth Management Functional Plan adopted an inventory of regionally significant fish and wildlife habitat and established the Nature in Neighborhoods program, which for jurisdictions within the Metro region, is intended to establish compliance with Goal 5.

Further, the City of Sherwood relies primarily on programs established by the Tualatin Basin Partners, including Clean Water Services (CWS), to protect and enhance natural resources. The City also protects and conserves significant resources through flexible regulatory means (i.e. planned unit developments, reduced lot sizes, and variances), tree preservation, and its own environmental regulations, which mirror those of Title 13. This proposal would designate an area specifically brought into the UGB for the purposes of a high school to be annexed, zoned, and subject to existing City and State regulations as they pertain to environmental resources if they are subsequently found on site. There are no mapped Goal 5 resources or flood plains on the site. Soils were taken into consideration through the Metro UGB expansion process and were deemed to be suitable for development. The site slopes to the north, drainage will be looked at more specifically in the site development process. The SWPCP refinement plan also does not preclude the City from realizing the goals, policies, and strategies of this Chapter.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

#### **D. Environmental Quality**

Section D contains additional policies regarding the quality of air, water, and noise within the City of Sherwood. Policies and strategies are included to assure uses and building construction adhere to standards.

**ANALYSIS:** Water, air and noise quality will be evaluated through the project design. Comprehensive Plan Policies for these will all be addressed at the development stage of the project, the change of the zoning, the Land Use and the Title 11 Concept Plan do not preclude sensitivity to these environmental areas. The proposed zone is compatible with the existing surrounding City and County zoning and will not place industrial uses or any other significant air, water or noise polluting sources near the residential zones.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

#### **E. Recreational Resources**

Section F includes policies to protect open spaces and recreational opportunities. These include policies to link greenways, share facilities, conflicting uses, a call for private recreational areas and a requirement to preserve historic and cultural sites.

**ANALYSIS:** Many of these requirements will be scrutinized at the development stage; however, there are no cultural sites that the City is aware of on the property, and any institutional use that is constructed will be required to include links through sidewalks and trails between greenspaces within the City. Additionally, should a school be built on the site, the City will peruse joint-use agreements to capitalize on the sports fields for shared use during off hours, similar to other schools in the area.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

## Chapter 6- Transportation

Chapter 6 addresses transportation. This section includes many goals and several policies to support each goal. For brevity only the goals are re-stated below, however the proposed land use/ zoning change, Title 11 Concept Plan and SWPCP revision are consistent with all policies as well. Only those goals which apply to the project are listed below, specifically Goals 1, 4, 5 and 7.

**Goal 1: Provide a supportive transportation network to the land use plan that provides opportunities for transportation choices and the use of alternative modes serving all neighborhoods and businesses.**

**Goal 4: Develop complementary infrastructure for bicycles and pedestrian facilities to provide a diverse range of transportation choices for city residents.**

**Goal 5: Provide reliable convenient transit service to Sherwood residents and businesses as well as special transit options for the city's elderly and disabled residents.**

**ANALYSIS:** As discussed previously, the TSP designations of the streets that will be used to access the site are already capable of supporting a use that would be consistent with the proposed land use/ zoning designation, including churches, hospitals and schools. Responsibility to revise the TSP to reflect the school has been added as a condition of approval. The City has adopted development regulations and design standards that improve access for pedestrian, bicycle, and vehicular modes of travel. The development standards include provisions for right-of-way dedications, and minimum dimensional standards for construction. The TSP includes access spacing requirements and cross sections for each street type. This proposal does not impede the City's ability to achieve this goal. Upon the development stage details showing compatibility will be provided. Specifically, traffic study for the use, also known as the site plan and conditional use permit, will support the City of Sherwood land use approval. The study will be provided at a later date, and it will give a detailed look at the entire transportation operations for the short-term period, which is the anticipated project year of opening, 2020.

The following components are not included in the TPR but have been studied in draft form and will be finalized and submitted as part of the forthcoming Land Use application:

- Safety Analysis
- Pedestrian, Bike, and Transit Facilities: Existing Conditions and Mitigations
- Short term (2020) intersection operations
- Neighborhood Connectivity Discussion
- Vertical Curve/Sight Distance Discussion
- Site Plan Evaluation
- Driveway Access Operations and Sight Distance
- Queuing Analysis on Elwert Road

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

**Goal 7: Ensure that efficient and effective freight transportation infrastructure is developed and maintained to support local and regional economic expansion and diversification consistent with City economic plans and policies.**

**ANALYSIS:** SW Tualatin-Sherwood Road and SW Pacific Highway are designated freight corridors within the City, County, and State TSP. SW Elwert Road is a designated arterial in the City and County TSP, and SW Edy Road is a designated collector in the City and County TSP. The proposed land use/ zone change and preliminary concept plan revision are not proposed along any freight pathways. The change to the site will have ramifications on these roads. A Transportation Planning Rule Study (TPR) has been submitted to show potential impacts of the application on the surrounding ODOT, County and City transportation system. Mitigation is included for two intersections, including the SW Pacific Highway 99W and SW Sunset intersection. With the proposed mitigation, the application would not preclude the City from meeting this goal.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

## Chapter 7- Community Facilities and Services

Chapter 7 includes public facility information, including a sewer, water and drainage plan. Since the publication of the Comprehensive Plan sewer, water, and drainage master plans have been adopted. This section also discusses schools in the City.

**ANALYSIS:** Part of the School District's analysis included detailed plans for the provision of utilities to the site, as reflected in the Title 11 Concept Plan. Most are available already with the exception of a sewer line that will need to be extended from across Pacific Highway. Because this site is outside the City limits, the master infrastructure plans do not specifically address this location, however, the applicant's analysis clarifies the availability. The applicant explains narrative explains:

*Service areas and acceptable levels of service are already established by the appropriate providers. The School District and its consultants have coordinated with service providers and service provider letters are have been issued indicating that services can be extended to serve the high school site and post UGB expansion Title 11 concept plan area.*

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

## Chapter 8- Urban Growth Boundary Additions

Chapter 8 is perhaps the most applicable to this application because it relates to growing the limits of the City. Sections A and B provide background data on the City. Section C contains 20 policies, some of which apply to the project, some apply to the City alone. Section D contains information regarding the expansion of the UGB. In this subsection, each addition to the City contains policies and background information specific to each new addition. To follow suit, this application has provided text that will be incorporated into the Comprehensive Plan for the addition of the proposed high school site. The applicant has proposed no text additions besides this text in Chapter 8.

### C. General Policy Goals and Objectives

**Goal: To insure the provision of quality community services and facilities of a type, level and location which is adequate to support existing development and which encourages efficient and orderly growth at the least public cost.**

**Policy 1: Focus growth into areas contiguous to existing development rather than "leap frogging" over developable property.**

**Policy 2: Encourage development within areas that have access to public facility and street extensions in the existing city limits.**

**Policy 3: Encourage annexation inside the UGB where City services are available and can be extended in a cost-effective and efficient manner.**

**ANALYSIS:** The property location is contiguous to existing City limits, to the east, in an Urban Reserve designated for future growth by Metro. The proposed site is not leap-frogging. The applicant sought a location within the City limits and have provided extensive, detailed analysis of why no sites exist within the City. The applicant has submitted an annexation application and request that the property be annexed into the City immediately following approval of this Concept Plan / Comprehensive Plan Amendment request (not part of this application or current requests). The UGB expansion was approved by Metro Council on August 17, 2017 (Metro Case No. 17-02). As discussed previously, City services are available and can be extended to the site in a cost effective and efficient manner.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed

**Policy 4: When Metro and Sherwood designates future urban growth areas, consider lands with poorer agricultural soils before prime agricultural lands, lands that are contiguous to areas planned for urban services, and land that resides in Washington County to reduce confusion over jurisdictional administration and authority.**

**ANALYSIS:** The proposed site is located within a Metro Urban Reserve. The designation of an Urban Reserve takes into account soil, services, and political boundaries, amongst other considerations. The Metro approval, included within the record, contains great detail on these considerations.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed

**Policy 5: Achieve the maximum preservation of natural and historic resources and features consistent with Goal 5 of the Statewide Land Use Planning program and Chapter 5 of this Plan.**

**Policy 6: Provide multi-modal access and traffic circulation to all new development that reduces reliance on single occupant vehicles (SOV) and encourages alternatives to cars as a primary source of transportation.**

**ANALYSIS:** These were both addressed previously. The land for the site was previously farmed and contains no historic or cultural sites that the applicant or the City is aware of. Additionally, all multi-modal, and traffic circulation requirements will be specifically taken into account at the development stage. These will be reviewed in greater detail for the Conditional Use Permit application. There is nothing on the site that would preclude compliance with these requirements.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed

**Policy 7: Establish policies for the orderly extension of community services and public facilities to areas added for new growth consistent with the ability of the community to provide necessary services. New public facilities should be available in conjunction or concurrently with urbanization in order to meet future needs. The City, Washington County, and special service districts should cooperate in the development of a capital improvements program in areas of mutual concern. Lands within the urban growth boundary shall be available for urban development concurrent with the provision of the key urban facilities and services.**

**ANALYSIS:** As previously explained, there was great coordination in the creation of the SWPCP after Metro designated this area as an Urban Reserve. The School District, ODOT, the County, the City and several other agencies have been meeting regularly for months prior to the application to continue the intergovernmental coordination. The designation of the site as an Institutional Use will help assure that the proper services are available in advance of the surrounding development, while still continuing to serve the existing community.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed

**Policy 8: Provide for phased and orderly transition from rural to suburban or urban uses. Larger UGB expansion areas shall include a phased development plan to achieve a sustainable transition over time.**

**ANALYSIS:** The SWPCP included a phasing plan that identified needed improvements as well as where it makes the most sense to extend public services in an orderly and efficient manner. This application includes a refinement plan for 82.3 acres which is identified within Phase A of the plan, and is consistent with the siting of educational facilities identified in that plan. Thus, the location is consistent with the vision for the area. The plan, however, is not yet adopted. The applicant's proposed site is not large enough to include phases on its own, so this Policy does not apply.

**FINDING:** This policy does not apply.

***Policies 9-11 do not apply to individual projects***

**Policy 12: Changes to concept plans can be made prior to implementation based on supported evidence and may be proposed by the City, County, special districts, and individuals in conformance with City, County, and Metro procedures for amendment of their respective Comprehensive Plans. Concept plan maps shall be adopted in this Chapter and new development shall conform to the land uses, transportation network, parks and open space, and other applicable concept level designs.**

**ANALYSIS:** This request includes a refinement plan to part of the SWPCP. That plan was acknowledged by the City Council, and laid the general foundation for future planning within the area. This policy is speaking specifically to adopted Metro Title 11 concept plans however, one has not been adopted for the site. As explained previously a "preliminary" concept plan is simply a vision for an area, a framework for a future full Title 11 Plan. Therefore, this technically does not apply to the project. This request is to formally adopt an all new post-UGB Title 11 Concept Plan for the 82.3 acres recently added to the UGB, not a revision to an *adopted* Title 11 Concept Plan.

**FINDING:** This policy does not apply.

**Policy 13: Generally, new concept plans shall conform to Title 11 requirements and any conditions of approval related to the addition of the land. Concept plans shall strive to balance the needs of existing and new residents and businesses to ensure a sustainable tax base to deliver services. Mixed residential and mixed use shall be considered for each concept plan as an opportunity to provide neighborhood and civic oriented services within walking distance, efficient, transportation alternatives, and a variety of housing and employment choices.**

**ANALYSIS:** This concept plan is consistent with the applicable Metro Title 11 requirements as discussed below in this staff report.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

***Policies 14-17, and 20 do not apply to individual projects.***

**Policy 18: Regarding the concept planning process, the following steps shall be required to initiate the concept plan through annexation:**

- (1) Governance: Determine jurisdictional boundaries and urban service providers.**
- (2) Concept Plan: Develop a concept plan consistent with Metro 2040 Growth Concept.**
- (3) Implementation: Adopt comprehensive plan policies, zoning codes, etc. by ordinance.**
- (4) Annexation: Allow property owners to petition the City for annexation after concept plan implementation is substantially complete.**

**ANALYSIS:** The applicant has indicated that the area was concept planned for the purposes of siting a public high school. A preliminary concept plan for the area was completed and acknowledged by the City of Sherwood. The preliminary concept plan recognized that the City would be responsible for governance within the Sherwood West area and the area subject to this refinement plan. The concept plan and conditions of approval from the Metro UGB expansion would limit development within the area to a public high school and associated public facilities. Zoning the site IP will further protect this area from uses that are inconsistent with the plan.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

**Policy 19: City plan and zoning designations will be determined consistent with the Metro 2040 Growth Concept Design Types illustrated on the 2040 map, unless the 2040 map designation is inappropriate, in which case the City will propose that Metro change their map consistent with City policy.**

**ANALYSIS:** The Metro 2040 map designates the area within this concept plan as an urban reserve. Subsequently, the City of Sherwood completed a preliminary concept plan for the area that supports the location of a school within this general area. The proposed land use/zoning designation is consistent with Metro plan for the area and the City's vision for future land use.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

#### **D. Mapping of Urban Growth Boundary Additions**

Section D contains a number of requirements to show on new mapping of Title 11 concept areas.

**FINDING:** The applicant has provided a suite of Title 11 illustrations, all of which fully comply with the requirements of Section D. See Exhibit E.

#### **Metro Urban Growth Functional Plan Regulations Chapter 3.07- Title 11**

Section 3.07 of the Metro regulations covers many different aspects of Urban Growth Boundaries and the rules that regulate them. The UGB has already been changed by Metro. For the current application the applicable section of Metro code is section 3.07.1120 which applies to concept planning.

##### **3.07.1120 Planning for Areas Added to the UGB**

- (a) The county or city responsible for comprehensive planning of an area, as specified by the intergovernmental agreement adopted pursuant to section 3.07.1110(c)(7) or the ordinance that added the area to the UGB, shall adopt comprehensive plan provisions and land use regulations for the area to address the requirements of subsection (c) by the date specified by the ordinance or by section 3.07.1455(b)(4) of this chapter.**
- (b) If the concept plan developed for the area pursuant to section 3.07.1110 assigns planning responsibility to more than one city or county, the responsible local governments shall provide for concurrent consideration and adoption of proposed comprehensive plan provisions unless the ordinance adding the area to the UGB provides otherwise.**

**ANALYSIS:** The intergovernmental agreement (IGA) was approved by the City and the County. The site is only within one jurisdiction. This application is proposing to add comprehensive plan provisions and land use regulations to the existing City Comprehensive Plan, specifically in Chapter 8. The proposed text additions are included in Exhibit C. Staff did not request any revisions to the proposed text. This proposed text addresses subsection C fully.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

##### **(c) Comprehensive plan provisions for the area shall include:**

- (1) Specific plan designation boundaries derived from and generally consistent with the boundaries of design type designations assigned by the Metro Council in the ordinance adding the area to the UGB;**

**ANALYSIS:** The property was approved by Metro for UGB expansion under a major amendment process and conditioned for school use only. The City has an Institutional and Public Comprehensive Plan Map/Zoning Map designation that the City typically applies to public school uses. The applicant has requested that the site be zoned Institutional and Public (IP) consistent with the Metro decision and City of Sherwood land use designations.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

- (2) Provision for annexation to a city and to any necessary service districts prior to, or simultaneously with, application of city land use regulations intended to comply with this subsection;**



**ANALYSIS:** The applicant has submitted an annexation application to the City (not a part of this application or staff report). Annexation into the Clean Water Service boundary will also be required prior to land use approval. The site is already within the boundaries of the Tualatin Valley Fire and Rescue district.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

**(3) Provisions that ensure zoned capacity for the number and types of housing units, if any, specified by the Metro Council pursuant to section 3.07.1455(b)(2) of this chapter;**

**(4) Provision for affordable housing consistent with Title 7 of this chapter if the comprehensive plan authorizes housing in any part of the area.**

**(5) Provision for the amount of land and improvements needed, if any, for public school facilities sufficient to serve the area added to the UGB in coordination with affected school districts. This requirement includes consideration of any school facility plan prepared in accordance with ORS 195.110;**

**FINDING:** These do not apply to the project. Housing is not permitted in the requested zone or pursuant to the condition of approval on the Metro UGB approval.

**(6) Provision for the amount of land and improvements needed, if any, for public park facilities sufficient to serve the area added to the UGB in coordination with affected park providers.**

**ANALYSIS:** The proposed zoning designation would generally permit the types of uses that would not be required to include parks in the design. It should be noted that the Metro approval of the UGB requires a high school on the site, and the School District has indicated that they plan to enter into joint use agreements that would allow public access on some areas of the campus during off hours.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

**(7) A conceptual street plan that identifies internal street connections and connections to adjacent urban areas to improve local access and improve the integrity of the regional street system. For areas that allow residential or mixed-use development, the plan shall meet the standards for street connections in the Regional Transportation Functional Plan;**

**ANALYSIS:** The applicant provided a street plan and a TPR Traffic Study that identifies needed traffic improvements. This study was done in conjunction with the County, ODOT, and the City, and is consistent with all TSP designations (City and County). The study shows that, with mitigation, the site would accommodate the uses allowed in the zone. It should also be noted that the TPR Traffic Study only addressed the project site at the level required by the Oregon Transportation Planning Rule, it did not go into details on a proposed High School. The study addressed the possible uses at the site that could include a high school. At a future stage the use permit (CUP) application will be submitted and a full, detailed traffic impact study will be required that will address the specific details of the High School buildings to support its' approval.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

**(8) Provision for the financing of local and state public facilities and services; and**

**ANALYSIS:** The school is a public facility and the construction of the school will be funded through a recently approved bond levy. The School District's civil engineer and transportation engineer have provided financing plans on how utilities and transportation infrastructure will be financed.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the criteria is addressed.

**(9) A strategy for protection of the capacity and function of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.**

**FINDING:** This does not apply. The site is not located near any existing or proposed State interchanges. The site is near, and will impact SW Pacific Highway (99W). Mitigation has been provided to address these identified impacts however these are not interchanges as SW 99W is not a controlled access highway.

**(d) The county or city responsible for comprehensive planning of an area shall submit to Metro a determination of the residential capacity of any area zoned to allow dwelling units, using a method consistent with a Goal 14 analysis, within 30 days after adoption of new land use regulations for the area.**

**FINDING:** This does not apply. Residential uses are not permitted in the proposed zone.

**Oregon Statewide Planning Goals**

The State's planning is grounded in a set of 19 Statewide Planning Goals. The goals express the state's top down policies on land use. The goals are achieved through local comprehensive planning. State law requires that each city adopt a comprehensive plan and the zoning ordinances needed to put the plan into effect. The Sherwood comprehensive plan must be consistent with the Statewide Planning Goals. This application is proposing both zoning, a change to the Sherwood Comprehensive Plan, both a text change and a map change (reflected by the zone change because the City uses a one-map system where comprehensive land use designations and City zoning are the same thing), and a Title 11 Concept Plan. Because the application includes these kinds of changes, it is important to go through the State Planning Goals to assure the changes proposed by the applicant are consistent with the State Goals.

**Goal 1 Citizen Involvement**

***Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.***

**ANALYSIS:** The City's public hearing process meets the requirements of this Goal for citizen involvement in the land use process. Notices have been distributed to neighbors and published in two newspapers. Signs on the site were posted to further notify passersby. The public will be given a chance to speak at the hearings. A public hearing to consider the request will be held by the Planning Commission who will make recommendation City Council. In turn the Council will make a decision following an open public hearing. Additionally, the applicant's narrative explains that the School District has actively engaged the public for the past three years through public meetings surrounding the topic of a new high school. After the November 2016 election results were announced, the School District began discussing the preferred location of the new high school. The district's public engagement process is documented in Appendix E of their narrative. This process meets the requirements of this Goal for citizen involvement in the land use planning process.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## **Goal 2 Land Use Planning**

***Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted. It requires that plans be based on "factual information"; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.***

**ANALYSIS:** The City of Sherwood has an acknowledged Comprehensive Plan. The application proposes to add text to the acknowledged Comprehensive Plan. This proposed text was sent to the Department of Land Conservation and Development (DLCD) for review and ultimately, acknowledgement. The proposed text addition contains a summary of the proposed area to be added. As reviewed above, the proposal is consistent with the policies and goals of the Comprehensive Plan.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## **Goal 3 Agricultural Lands**

***Goal 3 defines "agricultural lands." It then requires counties to inventory such lands and to "preserve and maintain" them through farm zoning. Details on the uses allowed in farm zones are found in ORS Chapter 215 and in Oregon Administrative Rules, Chapter 660, Division 33.***

**ANALYSIS:** The subject property is comprised of land that is currently located within the Urban Growth Boundary (UGB), and within an urban reserve. It is expected that the land will be converted from agriculture and forest lands for urban use. Therefore, this goal generally does not apply to the project because Metro has already placed the site within an Urban reserve, and approved a UGB expansion of the site for a high school specifically.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## **Goal 4 Forest Lands**

***This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses."***

**ANALYSIS:** As explained above, the site is within the UGB of Sherwood. Sherwood, and most cities, do not have forest land within their boundaries. The project is also within an Urban Reserve as designated by Metro, which means the area was designed to transition to an urban use. The proposed Comprehensive Plan Amendment, Zone Change and Title 11 Concept Plan will not impact forest lands. The site has been farmed for some time in the past.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## **Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces**

***Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventoried and evaluated. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resource and the uses that would conflict with it.***

**ANALYSIS:** The City of Sherwood has adopted a section of ordinance that specifically addresses sensitivity to environmental resources. This is intended to satisfy Goals 5 and 6. Any future use case on this site will be processed using criteria and standards from that section of code. There is nothing on the site currently that is showing on Metro's sensitive resources map of the area and there are no historic or cultural sites within the limits of the property, as far as the City or the applicant is aware.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## **Goal 6 Air, Water and Land Resources Quality**

***This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.***

**ANALYSIS:** The subject property is located within the UGB and urban reserve area, where urban scale and density is anticipated to occur. Environmental regulations in the Sherwood Development Code are intended to address these Goal 5 and 6 requirements. The uses specifically allowed within the property will change, however, those uses should not be harmful to air, water or other natural resources. No significant negative change in the quality of air is expected to occur. The proposed uses do not involve any additional noise or smoke that would affect the surrounding air, water, or land resource quality. The District will still need to process a Conditional Use Permit and Site plan that will be required to comply with all of the City's Ordinance requirements, which include full analysis of details required by this State Goal.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## **Goal 7 Areas Subject to Natural Hazards**

***Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development there.***

**ANALYSIS:** The site is not located within a flood zone. The site was previously farmed and is generally flat, with no significant slopes. There is a natural gas fuel line crossing the property. This line is within an easement and setbacks to that easement will be required regardless of the future use on the site. All future uses on the site will be transmitted to Northwest Natural Gas for review to assure any project is consistent with their safety requirements. With setbacks the site is considered safe from any hazard presented by the gas line. There are no other known hazards on the site.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## Goal 8 Recreational Needs

***This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them. It also sets forth detailed standards for expedited siting of destination resorts.***

**ANALYSIS:** The proposed amendments, and the conditions of approval by Metro on the UGB expansion, will allow for uses on the site specifically to include a new public high school. The Sherwood School District and the City of Sherwood have a shared agreement that allows the public to utilize the sports fields at the public schools in Sherwood. Future development of the site will include the transportation improvements that will enhance access to other recreational areas in the neighborhood (parks and schools). Therefore, the proposed Comprehensive Plan Map Amendment and Zone Change are in compliance with Goal 8 by providing opportunities consistent with the shared use agreement and access through transportation improvements around the study area.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## Goal 9 Economic Development

***Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.***

**ANALYSIS:** The proposed changes to the Comprehensive Plan and zoning will allow for job generating uses on the property, surrounded by a master planned area that includes housing and other community uses. Civic uses permitted in the IP zone will help attract additional homes and other economic generators. This proposal will help implement the requirements of Goal 9 through the orderly and planned urbanization of the property.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## Goal 10 Housing

***This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.***

**ANALYSIS:** Metro designed several hundred acres of property west of the existing city limits in part because a housing analysis indicated that the City of Sherwood did not have enough capacity for housing and needed more. The City then did a preliminary concept plan of the area to assure a vision for future development within this designed Urban Reserve. The proposed change is generally consistent with this vision of the area. Part of the application is proposing to update the preliminary plan to account for the slightly larger size of the school site than was proposed in the original preliminary concept plan. While the proposed change is not specifically related to housing, it is important to show that the property was never intended for housing, and the proposed use is fully consistent with the vision of the area and the

uses allowed within an Urban Reserve. Therefore the proposal will not preclude conformity with Goal 10.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## Goal 11 Public Facilities and Services

**Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that public services should be planned in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs.**

**ANALYSIS:** The City has adopted Transportation, Stormwater, Wastewater and Water master facility plans. These plans outline the public facilities and services needed to serve land within the UGB. The subject property was very recently brought into the City UGB. While some preliminary concept planning has been done for the Sherwood West Preliminary Concept Plan area, the analysis did not go to the level of mapping out utilities. This effort does show that the area was and is planned for future development as it is within an urban reserve. The School Districts application is being proposed in advance of any larger Title 11 Concept Planning for the area. As a result, the District is providing Title 11 Concept Plan level infrastructure plans that include running utilities and other infrastructure to the site. The existing public services and facilities in the area can be extended to serve the refinement plan area consistent with the utility master plans. By providing these details in a Title 11 Concept Plan, the project is consistent with the requirements of Goal 11.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

## Goal 12 Transportation

**The goal aims to provide "a safe, convenient and economic transportation system." It asks for communities to address the needs of the "transportation disadvantaged."**

**ANALYSIS:** The City of Sherwood's Transportation System Plan (TSP) is currently in compliance with the requirements of this Goal. The proposed site is outside the limits of the City, and therefore many of the streets surrounding the proposed site are not within the City TSP. Any use permit on the site will have to perform a Traffic Impact Analysis (TIA). A similar TIA would be needed to update the TSP to reflect the changes needed by the project, even if only to convert the streets from a County TSP designation to a City matching designation. Therefore, a proposed condition of approval has been added to the project that requires a TSP update/amendment in conjunction or prior to the use permit to clarify all changes needed to the TSP in order accommodate the project site. With the proposed condition of approval the project can be found to be consistent with the City TSP, and by extension, part of Goal 12.

Another part of Goal 12 is the Transportation Planning Rule, which basically requires that the land use decisions are made in conjunction with any needed transportation improvements to accommodate the decision. The relationship of the proposal to the transportation system, and its impacts, have been discussed in the applicant submitted Transportation Planning Rule (TPR) Traffic Study. The plan includes suggested improvements and mitigation to ensure that the proposal will meet TPR requirements. The analysis concludes that the traffic impacts of the project will not cause a change in the functional classification of any street or transportation facility and will not require or result in changes to the standards that implement the functional classifications of the City or County TSP's. The funds for the

mitigation identified in the study will be provided by the School District. The proposed plan amendment is therefore in compliance with the Oregon Transportation Planning Rule.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

### **Goal 13 Energy Conservation**

***Goal 13 declares that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."***

**ANALYSIS:** The changes to the land use designation and zoning do not have much bearing on the energy efficiency of the site. Proper master planning will help reduce vehicle trips. While an official plan for the area has not yet been crated, a vision in the form of the Sherwood West Preliminary Concept Plan has been created and the project is generally consistent with the plan, fully consistent with the small revisions proposed based on the larger campus. Additionally the site will be analyzed at the use permit stage for energy efficiency, consistent with the provisions of the Sherwood Development Code. The proposed project does not hinder conformity with Goal 13.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

### **Goal 14 Urbanization**

***This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish an "urban growth boundary" (UGB) to "identify and separate urbanizable land from rural land."***

**ANALYSIS:** The text of the goal provides implementation requirements. They include a requirement for services to be available, public transit to be accounted for, boundary sensitivity to rural adjacency, and requirements on the City to assure these get done. The entire concept plan is located within the UGB. All required public facilities and services are available and can be extended to the property upon annexation, as shown in the Title 11 Concept Plan provided by the applicant. The use of the site is generally consistent with earlier visioning efforts, fully consistent wit he proposed revision, and should contribute to an efficient arrangement of land uses within the UGB, and to the efficient use of urban services, consistent with the directives of this Goal. Boundary sensitivity is not critical for this site given that it is not located at the edge of the Urban Reserve, meaning neighboring rural uses are expected to transition to urban uses. Thus, some degree of boundary sensitivity will be administered at the use permit stage through the design of the project, but the lack of direct mitigation or conditions on this proposed land use and zoning change are not needed to assure compliance with State Goal 14.

**FINDING:** In the analysis above, the applicant's narrative, and the appendix to the narrative, the record reflects that the project is consistent with this State Goal.

**Goals 15 through 19** apply to State and are not applicable to this application

## **IV. RECOMMENDATION**

Based on the above findings of fact, and the conditions of approval, to the satisfaction of the applicable criteria, staff recommends Planning Commission forward a recommendation to the City Council of approval of PA 17-02; more specifically, that the City Council 1) amend the Comprehensive Plan text in

Chapter 8 and Amend all maps to include the 82.3 Acre property (76.2 private land & 6.1 acres for public road right-of-way); 2) amend the Comprehensive Plan and Zoning Map to designate the property “Institutional and Public (IP)” which would be applied to the property upon annexation; 3) approve a Metro Title 11 Concept Plan for the area added to the UGB by Metro; and 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan to accommodate the proposed school site.

## V. CONDITIONS OF APPROVAL

1. Prior to or concurrent with the approval of any land use permits on the site, a TSP amendment shall be approved that incorporates this site area and surrounding streets, as well as fully incorporating the TPR identified mitigation. The applicant shall provide all required technical analysis, appropriate reporting, and TSP language for staff to provide to the City Council for a TSP amendment that address and reflects all transportation system changes as well as any funds required to process the TSP amendment.
2. Prior to the zone change taking effect on the subject property (which is essentially annexation), the funding requirements for the TPR mitigation shall be defined via a memorandum of understanding (MOU) and/or a Development Agreement /agreements (if multiple agreements are required). The agreement(s) shall clearly outline the agreed plan for how the applicants will assure construction, the timing of the construction, the funding that will be contributed to support TPR identified projects. These will be in addition to any projects required for site plan and conditional use, though these may also be included in the MOU/Development Agreements.

## VI. EXHIBITS

- A. Applicants Narrative. All appendices to the narrative, listed below, are available online at this link- <https://www.sherwoodoregon.gov/planning/project/new-sherwood-high-school-comprehensive-plan-amendment>
  1. Appendix A – Concept Site Plan
  2. Appendix B – Infrastructure Financing Plan
  3. Appendix C – Proposed Zoning Designation Map
  4. Appendix D - 2008 Sherwood School District Long Term Facilities Plan
  5. Appendix E - School Facilities Planning and Public Outreach Process Summary (2016 Bond Measure Projects)
  6. Appendix F - Strategic Plan
  7. Appendix G - Guiding Principles
  8. Appendix H - DOWA Existing Sherwood High School Expansion Options
  9. Appendix I - Sherwood School District: 10-Year Student Population Projections by Residence: Fall 2016-2025 study (May 11, 2016)
  10. Appendix J – 2016 School Capacities and Floor Plans DOWA – IBI Group Architects, Inc.
- B. Proposed Comprehensive Plan Text
- C. Proposed Zone Change Exhibit
- D. Proposed refinement to the Sherwood West Concept Plan Map
- E. Title 11 Concept Plan
- F. Transportation Planning Rule Study Dated 1/1/2017
- G. Washington County Letter dated 11/7/17
- H. Oregon Department of Transportation Letter dated 11/7/17



## **Exhibit A Appendices**

Exhibit A consists of the following files. The narrative is included in this packet. The remainder can be reviewed electronically at the web address below:

Application

Narrative

Appendix A – Concept Site Plan

Appendix B – Infrastructure Financing Plan

Appendix C – Proposed Zoning Designation Map

Appendix D - 2008 Sherwood School District Long Term Facilities Plan

Appendix E - School Facilities Planning and Public Outreach Process Summary (2016 Bond Measure Projects)

Appendix F - Strategic Plan

Appendix G - Guiding Principles

Appendix H - DOWA Existing Sherwood High School Expansion Options

Appendix I - Sherwood School District: 10-Year Student Population Projections by Residence: Fall 2016-2025 study (May 11, 2016)

Appendix J – 2016 School Capacities and Floor Plans DOWA-IBI Group Architects, Inc.

<https://www.sherwoodoregon.gov/planning/project/new-sherwood-high-school-comprehensive-plan-amendment>

**Type V Metro Title 11 Concept Plan,  
Comprehensive Plan & Map Amendment; and  
Sherwood West Preliminary Concept Plan Refinement  
New Sherwood High School Site**

**Owner/Applicant:** Sherwood School District  
23295 SW Main St  
Sherwood, OR 97140

Contact: Jim Rose  
[jrose@sherwood.k12.or.us](mailto:jrose@sherwood.k12.or.us)  
(503) 825-5000

**Representative:** Harper Houf Peterson Righellis Inc.  
205 SE Spokane St, Suite 200  
Portland, OR 97202

Contact: Keith Jones, AICP  
[keithj@hhpr.com](mailto:keithj@hhpr.com)  
(503) 221-1131

**Tax Lot(s):** 2S236 - 200, 201, 206 & 207

**Site Address:** 18880 SW Haide Road, 22895 SW Elwert Road, and  
18985 SW Kruger Road, Sherwood,OR 97140

**UGB Expansion Size  
(Approved by Metro Major  
Amendment on 8/17/17):** 82.3 Acres (76.2 private land & 6.1 acres public road  
right-of-ways)

**Current Zoning:** AF-20 (Agricultural and Forest District)

**Proposed Zoning:** Institutional Public Use (IPU)

**Summary of Request:** Type V approval for adoption of Metro Title 11 Concept  
Plan and zoning for new high school site; and  
acknowledgement of refinements to the Sherwood  
West Preliminary Concept Plan.

**Report Date:** September 5, 2017



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## I. PROPOSAL DESCRIPTION

### PROJECT OVERVIEW

Sherwood School District voters approved a bond measure in November 2016 providing funding for school improvements including construction of a new high school. The bond will replace the existing Sherwood High School with a new high school on a new site to accommodate future growth, significantly increase the number of athletic fields for schools and community use, and reduce the District's reliance on portable classroom buildings.

Over the course of 2015 and 2016, the City of Sherwood completed a preliminary concept plan for the urban reserve area west of SW Elwert Road (Metro Urban Reserve Area 5B) also known as the Sherwood West Preliminary Concept Plan. Urban reserves are lands that the regional government and its partners have agreed are suitable for accommodating urban development over the next 50 years. The designation for Sherwood West was made under Metro Ord. No. 11-1255 and relates to a 1,291-acre area located north and west of the existing City of Sherwood City limits. The new Sherwood High School is proposed to be located within a portion of what is identified as Phase A of the Sherwood West Preliminary Concept Phasing Plan.

The first step to developing the site for the new high school is to bring the site into the urban growth boundary (UGB). Metro allows for the UGB to be expanded to accommodate new schools under a "Major Amendment" request. Metro Council approved the Major Amendment request on August 17, 2017.

Now that the site is within the UGB, the next step is to prepare a post UGB concept plan under Metro requirements (Metro Functional Plan Title 11) and amend the Sherwood Comprehensive Plan to include the area for future development. Once a concept plan has been adopted, the site can be annexed into the City of Sherwood. The School District plans to annex the property soon after the comprehensive plan amendment/concept plan is approved.

### APPROVAL REQUEST

The applicant requests the following approvals:

1. Comprehensive Plan Map Amendment (Adopted through City Council Ordinance) to identify 82.3 acres of land recently added to the Urban Growth Boundary as Institutional Public use (IP) on the Comprehensive Plan Map. (The City of Sherwood has a one map system where the comprehensive plan designations and zoning designations are the same. Once designated IP, the site will take on the IP zoning automatically upon annexation.)
2. Comprehensive Plan Text Amendment (Adopted through City Council Ordinance) Proposed amendments to Chapter 8 of the Comprehensive Plan to recognize the 82.3 acres recently added to the Urban Growth Boundary as a part of Sherwood's urban service area. Those proposed amendments are provided in Section IV of this report under response to Comprehensive Plan Chapter 8 (An annexation to the city limits has to be submitted and will be considered following the decision of this Comprehensive Plan/Concept Plan request if it is approved.)
3. Metro Title 11 Concept Plan (Adopted through City Council Ordinance), a proposal to approve a concept plan for areas added to the Urban Growth Boundary (Metro Code 3.07.1120) including the following:



- Intergovernmental agreement – The City and County are currently working on an update to the existing Urban Planning Area Agreement (UPAA) to spell out City/County responsibilities, and primarily to indicate that the area will be governed by the City of Sherwood.
  - Adopt Comprehensive Plan Provisions and Land Use Regulations – The applicant requests Institutional Public use (IP) zoning as well as amendments to the text of the comprehensive plan to support the urban use of the property.
  - Public Streets Plan – The public streets plan is part of the concept plan map submitted with this application.
  - Provisions for financing of public facilities – The applicant’s civil engineer has completed a financing plan for the public infrastructure, transportation, sanitary sewer and domestic water.
4. Sherwood West Preliminary Concept Plan Refinements – The Sherwood West Preliminary Concept Plan provides a general direction for growth in the area. The preliminary concept plan did not specify residential densities, but did indicate that the area will be primarily residential with limited neighborhood/local commercial uses. The plan also identified two school site locations including the subject site. It is common for schools to locate within residential zoning districts as schools are a public facility that must locate near the students that it serves.

The concept plan did not contain specifics about the two school sites, because the sites are conceptual and based on the information available at the time of the concept plan drafting. The proposed high school campus is larger in size then what may have been contemplated for the school use during the concept planning process, but there is information in the concept plan appendices that supports the need for a new high school given the capacity issues that were occurring at the time and that were expected to worsen over time. Therefore, the proposal refines the current preliminary concept plan to identify the actual school use need and the applicant is seeking to formally identify these refinements and memorialize how the high school site concept will relate to the existing preliminary concept plan. Sherwood West Preliminary Concept Plan is in an urban reserve area that plans for 50 years of growth and additional refinements will be needed for any future UGB expansion areas in Sherwood West. Refinements to a preliminary concept plan are a normal aspect of planning, as it is not possible to accurately predict what will eventually be constructed. Further, future concept planning is required before any areas added to the UGB are developed. All areas added to the UGB, including the proposed high school, require approval of a Metro Title 11 concept plan before being annexed and developed.



Figure 1 – Vicinity Map

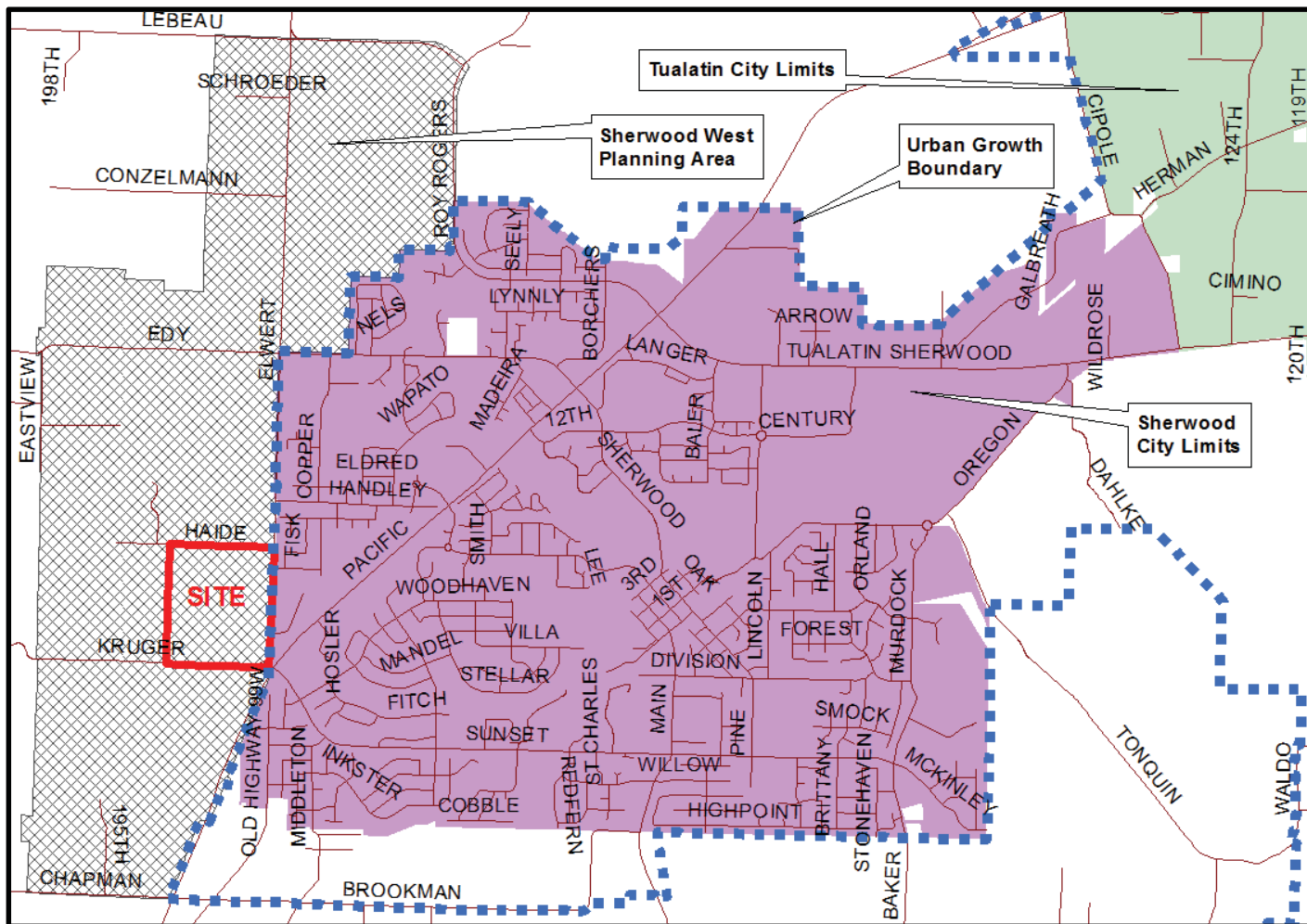
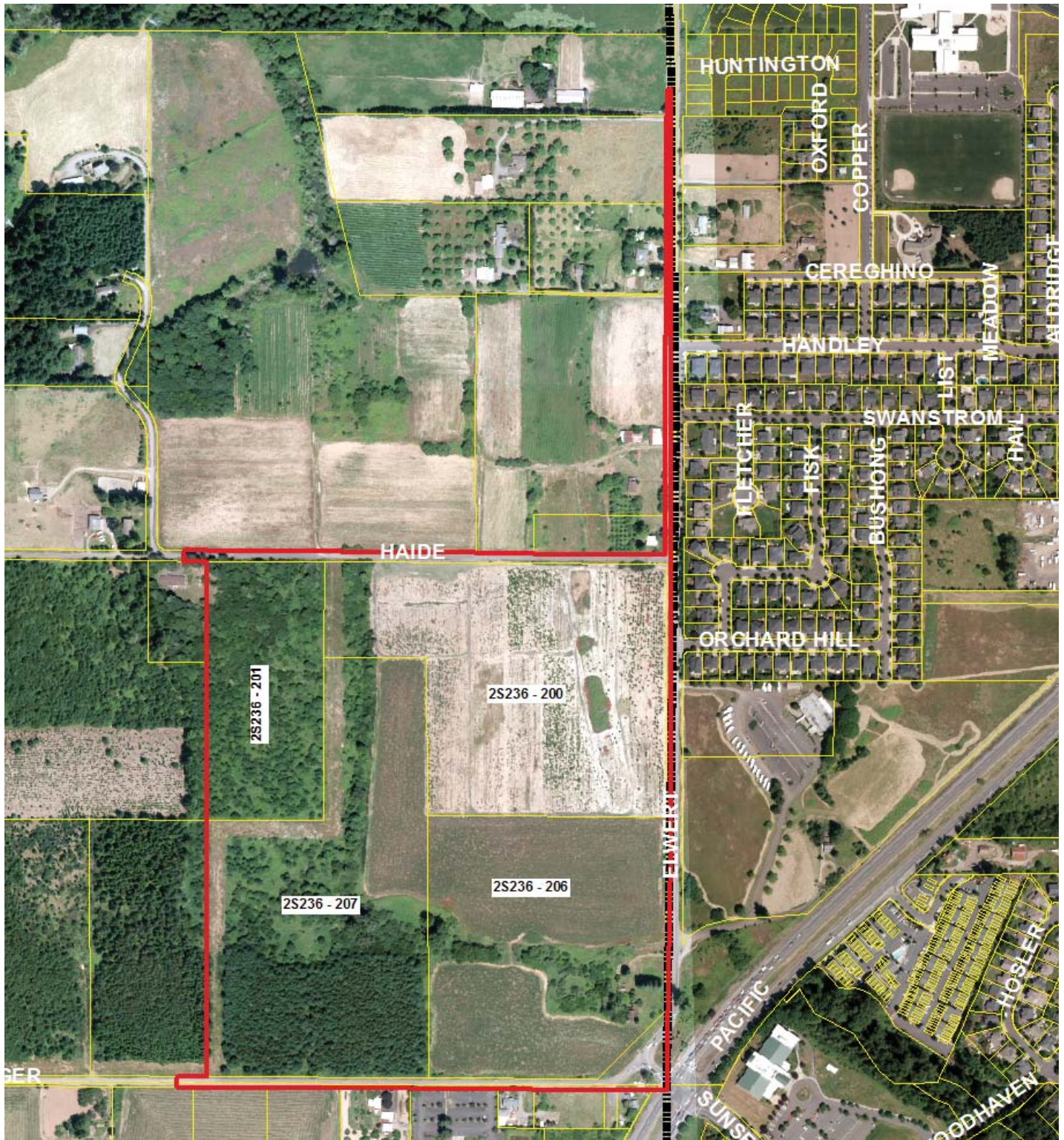




Figure 2 – Site Parcel Map



## II. BACKGROUND INFORMATION

### SITE INFORMATION

The site consists of four tax lots (Tax Lot 200, 201, 206 and 207 of Tax Map 2S236) and is located within unincorporated Washington County on the west side of SW Elwert Road just north of Highway 99W, between SW Haide Rd and SW Kruger Rd (see Figure 2 – Site Parcel Map, page 8). The property has frontage on SW Elwert, Haide and Kruger Roads. The entire property is zoned AF-20 (Agricultural and Forest District) by Washington County with a minimum lot size of 80 acres. The entirety of the property is located within the Sherwood West Preliminary Concept Plan area (aka Metro Urban Reserve Area 5B) and was recently brought into the urban growth boundary by Metro Ordinance No.17-1406. The site slopes gently down to the east towards Elwert Road with an approximately 40-foot grade change across the site. There is a shallow valley and ridge within the site topography.

The site has been used as a tree farm and small scale agriculture. At the southwest corner (southern half of tax lot 207) of the site there was a dense stand of tall conifer trees, with some deciduous trees (cottonwood, maple, birch, etc.) intermixed. The southwest corner was planted for timber in the early 1990s. At the northwest corner of the site (tax lot 201 and the northern half of tax lot 207) was a scrub-shrub, open forest of tall Douglas fir and deciduous trees (maple, cottonwood, birch, etc.) and Himalayan blackberry thicket, apparently a plantation that was harvested in the late 1990s and not replanted. A majority of the trees were removed in August 2017, in anticipation of the high school development. There is also a grassy/shrubby pipeline easement through tax lots 201 and 207. The northeast corner of the site (tax lot 200) has recently been used as a Christmas tree farm and is planted with young conifers.

An existing house is located in an open stand of trees and Himalayan blackberry thickets in the southeast corner of the site (tax lot 206). Large portions of this tax lot and a section of tax lot 207, to the west, have remained in agriculture; a mix of row and cover crops. On the east side of SW Elwert Road, there is an unnamed tributary to Cedar Creek that flows southeast, away from the site.

### VICINITY INFORMATION

#### Zoning

The site is surrounded by land that is either within the City of Sherwood or the Sherwood Urban Reserve Area 5B (aka Sherwood West Preliminary Concept Plan Area) (see Figure 1 page 7). The land in the City located north and east of SW Elwert Road is fully urbanized with single-family subdivisions and constructed houses and is zoned City Low Density Residential (LDR). City land located south and east of SW Elwert Road is the location of the Sherwood Elks Lodge. The Elks Lodge site contains a large area of vacant land around the existing building and parking lot. The Elks Lodge and undeveloped surrounding land is zoned Low Density Residential (LDR).

Land to the north, south and west is currently primarily rural and within the urban reserve area (Sherwood West Preliminary Concept Plan area). This County land is zoned Agricultural Forest (AF) and is a patchwork of sites zoned AF-5, AF-10 and AF-20 with the subject site zoned AF-20. AF-5 has a minimum lot size of 5 acres, AF-10 has a minimum lot size of 10 acres and AF-20 has a minimum lot size of 80 acres. The surrounding property has been highly parcelized



and consists of a patchwork of small forests/farms and rural residential properties, none of which are more than 80 acres. In fact, many of the properties are under five acres in size.

## **PUBLIC FACILITIES AND SERVICES**

### **Utilities**

There is no physical development proposed at this stage. This application is simply a request to rezone the property for school facilities and to amend the comprehensive plan to memorialize the planning efforts in the area. It is, however, necessary to demonstrate that urban utilities can be brought into the area to accommodate future development.

To this end, the School District's civil engineer, KPFF, prepared a preliminary utility layout for the area to demonstrate that it is feasible to extend existing city utilities into the 82.3-acre area. The preliminary layout included review of existing nearby services for domestic water, sanitary sewer and stormwater drainage with specific information needed to service a high school and ancillary facilities. As stated elsewhere in this report, the only use that would be permitted by Metro for this UGB expansion is a high school and accessory uses. The Sherwood School District Proposed New High School Preliminary Site & Utility Exhibit is provided in Appendix A.

### **Water**

The site is located just east of the 3.0 MG Kruger Reservoir, and is adjacent to the existing 18-inch public water line located in SW Kruger Road, and the existing 12-inch public water line located in SW Elwert Road. Future service to the site could be provided via an extension of these services. The costs for the public water mains would be paid for by the Sherwood School District.

### **Sanitary Sewer**

Sanitary sewer infrastructure is not currently available to the site. For this area, it is feasible that the site could be served by a 15-inch sanitary sewer extension in SW Haide Road and SW Elwert Road. Future sewer service could connect to the existing sanitary sewer manhole in SW Elwert Road, installed for the Daybreak Subdivision project. This sanitary system conveys wastewater to the 24-inch Sherwood Trunk Sewer. The Trunk line flows to the Sherwood Pump Station, owned by Clean Water Services (CWS), which sends sewage to the Durham Advanced Wastewater Treatment Plant via the Upper Tualatin Interceptor, also owned by CWS. The costs for the public sanitary sewer extension in SW Haide and SW Elwert Roads would be paid for by the Sherwood School District. Within the Sherwood West Preliminary Concept Plan, it was anticipated that sanitary sewer to the general area would require a pump station.

### **Storm Water Drainage**

The stormwater runoff from the site presently flows to the east, continuing through a drainage path offsite. The runoff is conveyed through an existing 36-inch storm drain culvert located under Highway 99W where it discharges to an unnamed stream tributary to Cedar Creek located south of the highway. Storm drainage from Haide Road frontage flows to the north within an unnamed drainage basin that flows to Chicken Creek.

Stormwater detention and water quality are required by Clean Water Services. The area will be addressed for both water quality and detention for all impervious areas with use of vegetated extended dry basins. Flow control structures could reduce runoff to the predevelopment



condition for the required design storms. From the extended dry basins, the runoff would need to be routed to mimic the existing historic flow paths from the site: one to the north crossing SW Haide Road, and one to the east crossing SW Elwert Road. The existing culverts under these roads could be upsized and improved as needed during the resulting off-site public right-of-way improvements required for development within the plan area.

The District would be required to operate and maintain the stormwater management facilities to ensure standards are met without impacting downstream infrastructure, water bodies and habitat. With new construction in the area, storm drainage improvements would also be required for the offsite public roadway improvements fronting the project along SW Elwert Road, SW Haide Road and SW Kruger Road. All of the costs for storm drainage improvements for the onsite and offsite frontage improvements would be paid for by the Sherwood School District.

### **Natural Gas**

A 40-foot wide permanent Northwest Natural Gas Easement follows the west property line of Tax Lot 207, continuing to the east along the south property line of Tax Lot 201, and then north along the east property line of Tax Lot 201. The easement comes with specific development restrictions required for future development within the area. Further, the U.S. Department of Transportation has specific safety regulations that apply to all natural gas pipelines, including NW Natural Gas, to ensure the integrity of the gas line is not compromised. Future development within the area will be subject to review and comment from both NW Natural Gas and Tualatin Valley Fire and Rescue. Within the Sherwood West Preliminary Concept Planning process, the area around the natural gas easement was slated for housing, small scale retail, and in this area, a school facility. There was not a lot of extensive study on the natural gas easement, as there are natural gas easements throughout the country in urban areas and neighborhoods.

### **Transportation**

#### **Major Streets**

SW Elwert Road from Highway 99W to Scholls-Sherwood Road is currently functioning as a two-lane rural arterial. Elwert Road historically was a rural road used primarily for providing transportation access for farm equipment and rural residents. Over time, Elwert Road has become a secondary bypass route for commuter traffic (through trips) traveling between Highway 99W and Scholls-Sherwood Road and Roy Rogers Road, avoiding the intersection signals along the Highway 99W route.

Elwert Road's physical characteristics currently consist of two 11-foot paved lanes, a straight horizontal alignment, and a vertical alignment consisting of rolling hills that include vertical sags and crests. Access points onto Elwert Road include several private driveways and seven street intersections (both local and collector).

Both Kruger and Haide Roads are classified as Local Streets, primarily providing direct access to adjacent land. The streets are currently paved with narrow lane widths and roadside ditches to provide drainage.

The City of Sherwood's Transportation System Plan (COS TSP) and Washington County's Transportation System Plan (WACO TSP) coordinated the analysis and results for Elwert Road from the intersection of Highway 99W to the Scholls-Sherwood Road intersection. Both plans



identify the future build-out condition of Elwert Road as a 3-lane arterial, including sidewalks and bike lanes on both sides of the road.

The Kruger/Elwert/Sunset Blvd/Highway 99W intersection is identified in the Major Streets Transportation Improvement Plan (MSTIP) for reconstruction as a roundabout. This improvement is intended to alleviate the congestion created by inadequate stacking distance and restricted traffic by-pass flow off Highway 99W towards Scholls-Sherwood Road. The intersection improvements are currently scheduled for construction in 2017-2019.

### ***Pedestrian and Bicycle Facilities***

There are presently no pedestrian or bicycle facilities adjacent to the site. In addition, there are no formal multi-use trails within the current Sherwood West area.

As stated above, the City of Sherwood's Transportation System Plan (COS TSP) and Washington County's Transportation System Plan (WACO TSP) identify the future build-out condition of Elwert Road as a 3-lane arterial, including sidewalks and bike lanes on both sides of the road.

### ***Transit***

Limited transit service is provided to the City of Sherwood, and there are existing TriMet bus stops located approximately one mile east of the site. Line 93-Tigard/Sherwood provides local service between Sherwood and Tigard via Pacific Highway seven days a week. Line 94-Pacific Hwy/Sherwood provides local weekday service between Sherwood and Tigard and express service between Tigard and Portland City Center. Line 97-Tualatin-Sherwood Road provides local weekday service between the Tualatin WES Commuter Rail station and the Sherwood Plaza.

TriMet operates the Westside Express Service (WES), which is a commuter rail service with a stop in Tualatin, just east of Sherwood. WES connects Tigard, Tualatin, and Beaverton via morning and evening commutes Monday through Friday.

### ***Fire Protection and Emergency Services***

Fire protection and emergency services are provided by Tualatin Valley Fire and Rescue (TVFR). TVFR currently has one operating station (No. 33), located at 15440 SW Oregon St, approximately 2 miles east of the site. TVFR supports the application and has prepared a letter of support (see Appendix B). All of Sherwood West and the surrounding area is served by Tualatin Valley Fire and Rescue.

### ***Police***

The Sherwood Police Department provides law enforcement services to the City limits. The Police Department office is located 1.5 miles northeast of the site, just north of 99W, at 20495 SW Borchers Drive. At this time, primary police service to the area is provided by Washington County Sheriff Patrol District W41. In case of emergency that requires back up, both the Sherwood Police Department and Oregon State Highway Patrol support the Sheriff's patrol district. Upon future annexation into the City of Sherwood, primary police service to the area would be the responsibility of the Sherwood Police Department.



### **Parks and Recreation**

The City of Sherwood has a Public Works Department that is responsible for parks, trails, open space and recreation services. Adopted in October 2006, the Parks and Recreation Master Plan conducted a comprehensive review of existing recreation facilities and land resources, and developed goals, objectives, and actions to implement long-term strategies for future park development, preservation, design, and funding mechanisms. Key recommendations of the plan include completion of the community trail system and expansion of recreation opportunities. Within the city limits, Sherwood manages over 300 acres of open space, including most of the 100-year floodplain along Cedar Creek and portions along Rock Creek.

In total, 6.5 miles of paved multi-use trails are present in the City's existing open space system. Existing hard surface trails terminate at Highway 99W just south of Sunset Boulevard and approximately 600 feet to the north at Highway 99W in the greenway north of the Sherwood YMCA. These are the closest multi-use trail connections to the site.

At this time, there are no formal multi-use trails or parks in Sherwood West. Chicken Creek forms a natural greenway flowing southwest to northeast through the Sherwood West Preliminary Concept Plan study area, eventually draining to the Tualatin River via Cedar Creek. The Cedar Creek greenway through the City connects at Chicken Creek. West Fork Chicken Creek and Goose Creek form smaller natural greenways in the central and southeast portions of the Sherwood West study area, respectively. Upper Chicken Creek, a 38-acre Metro-owned natural area, is located just outside the study area and abuts its western edge south of Kruger Road.

The Sherwood West Preliminary Concept Plan did not formally designate any parks within the study area, with the exception of a request by a family off of Elwert Road to designate their land as a natural area. Certain needs were identified through the process, as well as a discussion of the need for regional facilities. The City and the School District have a shared use agreement that would potentially increase public access to the sportsfields and more formal open space that would be associated with a high school, if it is ultimately constructed in this location.

## **III. PURPOSE AND NEED**

### **OVERVIEW**

#### **Sherwood School District**

As of 2015, the Sherwood School District was serving a population of approximately 5,000 students and a few of the schools were either at, or nearing capacity. The Sherwood School District current boundary includes:

- The City of Sherwood city limits;
- A portion of the western area of the City of Tualatin (mostly industrial land);
- Rural Clackamas County (primarily between Sherwood and Wilsonville); and
- Rural Washington County north and west of Sherwood, as well as a small area east of I-5 between Wilsonville and Tualatin.



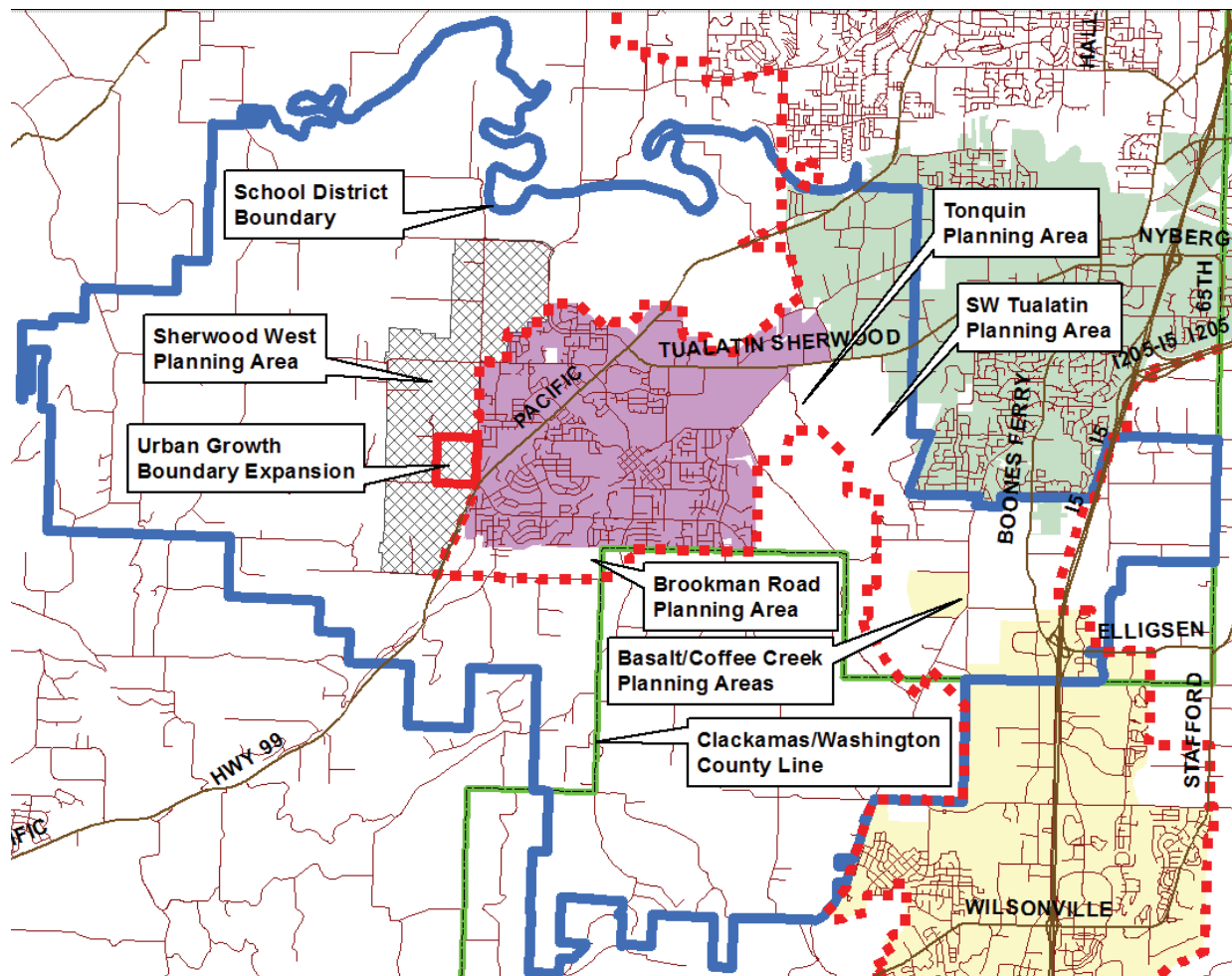
The current UGB within the School District boundary includes the city limits of Sherwood, portions of the cities of Tualatin and Wilsonville, as well as future urban areas (planning areas) that are currently not annexed into a city. The planning areas within the UGB include:

- Brookman Road Concept Plan (south of Sherwood)
- Tonquin Employment Area (southeast of Sherwood between Sherwood and Tualatin)
- Southwest Tualatin Planning Area (Southwest of Tualatin between Tualatin and Sherwood)
- Basalt Creek Planning Area (west of I-5 between Tualatin and Wilsonville)
- Coffee Creek Planning Area (northwest of Wilsonville)

(See School District Boundary map Figure 3 next page).



Figure 3 – Sherwood School District





### Sherwood School District Facilities Planning

To facilitate future planning and to comply with State requirements for a fast-growing school district, the Sherwood School District adopted a long-term facilities plan in January of 2008. Preparation of the plan facilitated a 2006 bond measure approved by voters, construction of a new elementary school/middle school (The Ridges), and expansion of Sherwood High School. The long-term plan stated that the 2006 bond measure projects would allow for capacity until approximately the 2015/2016 school year. The 2008 Long Term Facilities Plan is provided in Appendix C.

## STUDENT ENROLLMENT AND SCHOOL CAPACITY

### Existing Conditions

As predicted in the 2008 long-term facilities plan, school facilities have recently become overtaxed. In 2015, to assess current resources, the Sherwood School District completed a Facilities Planning and Assessment Report. There are currently four primary schools, two middle schools and one high school operated by the District. Each school was evaluated by an architectural/engineering project team for both condition and available capacity. The August 2015 Facilities Planning and Assessment Report by DOWA – IBI Group Architects, Inc. including updated 2016 school capacity and floor plan analysis is provided in Appendix I.

Enrollment based on the most current demographic data and capacity is indicated in Table 1 below. As shown in Table 1, school capacity is near or over capacity in all school levels.

**Table 1 – Current Enrollment and Main School Building Capacities**

Existing Conditions	Enrollment March 1, 2017	January 2016 Main Building Capacity (without portables) (DOWA Architects)	% Capacity
<b>Elementary School</b>			
Archer Glen	548	500	110%
Edy Ridge	572	575	99%
Hopkins	529	625	85%
Middleton	599	575	104%
<i>Subtotal</i>	2248	2275	99%
<b>Middle School</b>			
Laurel Ridge	478	620	77%
Sherwood Middle	712	940	76%
<i>Subtotal</i>	1190	1560	76%
<b>High School</b>			
Sherwood High School	1689	1550	109%

### School Capacity and 10-year Enrollment Forecast

Secondly, the School District commissioned Davis Demographics & Planning Inc. to complete an updated 10-year demographic study in May of 2016. The study reviewed the following



factors that determine student enrollment: (1) the current and planned residential development over the next ten years; (2) student yield factors that apply to new residential development; (3) birth factors for the District area; and (4) mobility factors, which examine the in/out migration of students within existing housing units.

The forecast projects a deficiency in capacity in all levels, with the high school level having the largest deficiency. Table 2 below, shows 10-year enrollment projections compared with existing school building capacity. The table demonstrates that if no capacity is added (no-build scenario), the school facilities will be well over capacity in 10 years, with the Sherwood High School having the largest capacity issue operating at 141% of capacity. The Sherwood School District: 10-Year Student Population Projections by Residence: Fall 2016-2025 study dated May 11, 2016 is provided in Appendix H.

**Table 2 – Projected Enrollment (No Build)**

<b>Future Capacity (No-Build)</b>	<b>10-year Projection - Year 2025 (Davis Demographics)</b>	<b>January 2016 Main Building Capacity (without portables) (DOWA)</b>	<b>% Capacity</b>
<b>Elementary School</b>			
Archer Glen	704.8	500	141%
Edy Ridge	505.8	575	88%
Hopkins	750.2	525	143%
Middleton	633.2	575	110%
<i>Subtotal</i>	2594.0	2175	119%
<b>Middle School</b>			
Laurel Ridge	554.1	620	89%
Sherwood Middle	1069.9	865	124%
<i>Subtotal</i>	1624.0	1485	109%
<b>High School</b>			
Sherwood High School	2181.9	1550	141%

## 2016 BOND MEASURE PLANNING

### Background

From the updated capacity assessment and demographic data, it became apparent that facilities must be expanded to keep pace with continued student enrollment growth. A Long-Range Planning Committee, Bond Steering Committee, Bond Visioning Committee and Sherwood High School Programming Committee were formed to study facility needs. Led by the Bond Management Team, these committees met from 2014 to 2016 making recommendations to the Sherwood School District Board. The process included input from a number of participants from the community including City Council and staff representation, School District staff, architects, civil engineers, financial advisors, business leaders, citizens, parents and students. Throughout this process, the Sherwood City Council was provided with updates and



community input was sought via various public outreach methods. A summary of the school facilities planning and public outreach process is provided in Appendix D.

The School District prides itself on providing high quality K-12 education. The School District is not only concerned about the basic capacity of school buildings, but also seeks to provide facilities designed to support the educational mission, and programs that will help students succeed within the demands of the 21<sup>st</sup> Century. This includes well-planned and designed learning environments, such as appropriate lab space for current math and science programs, integrated modern technology, reduced class sizes resulting in more individualized attention from teachers, and open areas to allow flexible spaces for a variety of adaptable learning environments.

To this end, the bond planning process included development of a strategic plan completed in November of 2015. The strategic plan set three main goals for the District including:

- 1) Ensure Positive Student Outcomes
- 2) Build a Positive Culture
- 3) Ensure Efficient and Effective Operations

The strategic plan document is provided in Appendix E.

In February of 2016, the District developed a list of “Guiding Principles” to further guide future school district needs. The guiding principles include the following objectives:

- Ensure that Schools have Capacity to Support Future Growth
- Ensure Schools are Secure yet Welcoming
- Provide Spaces that Invite Activity and Collaboration
- Embrace Technology as a Crucial Learning Tool
- Provide Spacious, Flexible and Adaptable Facilities that Support the Needs of Next Generation Learners
- Support Schools as Spatial Hubs of Community Activity
- Create Inviting Learning Environments that Celebrate Students by Displaying their Work and Activities
- Provide Spaces to Support Science, Technology, Engineering, Art and Mathematics (STEAM) Activities at all Grade Levels
- View the Outdoor Environment as an Extension of the Classroom

The guiding principles document is provided in Appendix F.

### **Options for Expanding Existing Facilities**

As evidenced by the capacity study and demographic growth data, the high school level is where there is the biggest need for additional capacity both now and to a greater extent within 7 to 10 years. Therefore, the Bond Management Team first looked to the existing high school campus for opportunities for expansion to accommodate this growth.

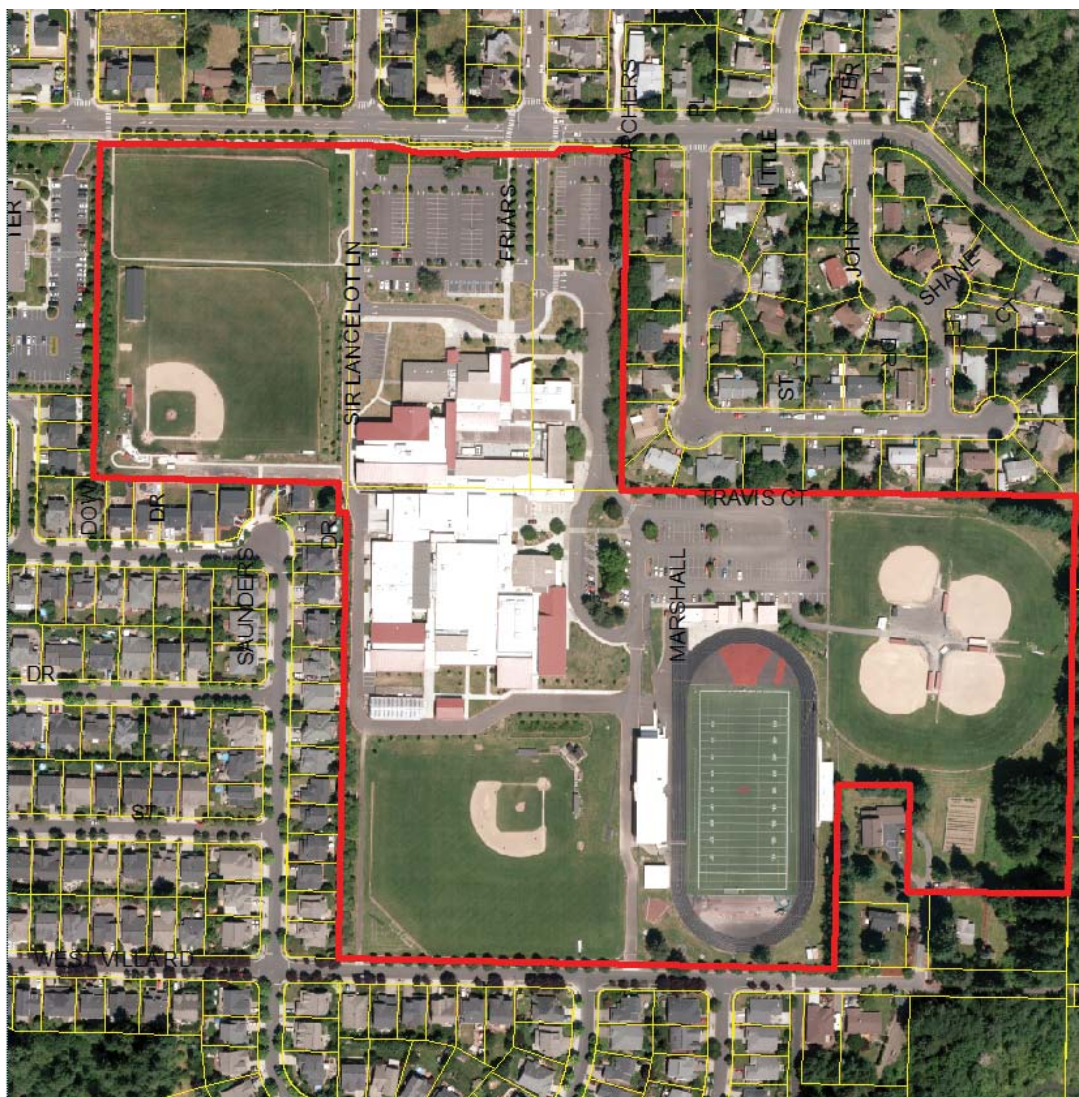


**Existing Sherwood High School (Expansion Options)**

The existing Sherwood High School is located on approximately 37.8 acres of land on SW Meinecke Road in Sherwood (16956 SW Meinecke Road). The existing high school has capacity for 1,550 students and, as of the writing of this report, is well over capacity with an enrollment of 1,689. This growth is expected to continue with a needed student capacity of approximately 2,200 by the year 2025 and peaking at approximately 2,400 students. Therefore, the School District will need a long-term high school capacity for 2,400 students.

Expanding the existing high school campus to meet this need is problematic on many fronts due to existing size limitation and irregular configuration of the site boundaries. Further, the campus cannot expand beyond its current boundaries as the campus is surrounded by existing residential development to the north, south and west and Stella Olsen Park and the sensitive wetland areas along Cedar Creek to the east.

**Figure 4 – Existing High School Campus**



With respect to the buildings themselves, the School District has made additions over the years to accommodate growth, but the buildings are now completely overtaxed. Based on a capacity analysis performed by the School District's contract architect, DOWA, the existing high school campus could be renovated to accommodate only another 450 students. This would increase capacity from 1,550 to approximately 2,000 students. However, at 2,000 students, the school would only have capacity for 7 years requiring the School District to add capacity again down the road. In review of the School District's bonding capacity, the School District will not be in a financial position to make any changes in 7 years and would be saddled with overcapacity schools for the foreseeable future. Therefore, expanding the existing campus would provide for a short-term fix but would not provide the long-term solution sought by the District. A building specific evaluation has been provided by DOWA and provided in Appendix G.

Capacity issues are not limited to the high school level, as the elementary and middle schools are also experiencing capacity issues that will overtax these facilities within this same 7 to 10-year timeframe. The School District has enough space currently to add onto existing facilities at the elementary and middle school facilities. However, without an adequately sized high school, a bottleneck will be created and the high school will continue to gain growth that it cannot accommodate.

With the conclusion that the existing high school cannot be upsized to meet demand, the District's Bond Management Team began looking for a long-term solution and the School Board, with voter approval, ultimately decided to build a new high school. The new high school is planned to be sized to initially accommodate 2,000 students, but allow for easy expansion to 2,400 students. This size will allow for projected growth over the next 10 years and foreseeable future.

Once a new high school is online, the existing high school building can be repurposed as a consolidated middle school with both existing middle schools (Laurel Ridge and Sherwood Middle) being relocated to the existing high school campus. Once this occurs, the two existing middle schools can be converted to elementary school use to expand needed elementary school capacity. Finally, the proposal allows for Hopkins Elementary School, a building nearing its useful lifespan, to be taken out of school service and converted to administrative functions. The existing administrative offices consist of portable buildings in varying locations and with the conversion of Hopkins, office space can be centralized for increased efficiencies.

An added benefit of relocating the two middle schools to the current high school campus, is allowing adequate lab space and special learning environments that cannot be accommodated at the current two middle school campuses. This consolidation and relocation also allows for economies of scale where all middle school students can easily take advantage of special programs from one centralized location.

## **POTENTIAL NEW HIGH SCHOOL SITES**

### **New High School Siting Criteria**

With the determination that a new high school is needed, the Bond Management Team identified the following siting criteria for aid in locating sites for further consideration:



1. Minimum Size: 50 acres
2. Zoning: Site must be zoned or planned for residential or institutional use that allow schools
3. Location: Site must be in Sherwood or contiguous to Sherwood (The City of Sherwood and mostly western Sherwood is where 90% of the student population resides)
4. Topography: Flat to mostly flat to accommodate ballfields
5. Wetlands and Waterways: No wetlands or minimal wetlands/waterways
6. Water and Sanitary Sewer: Adequate public utilities must be available or can feasibly be extended to serve the site
7. Stormwater Drainage: Downstream drainage capacity must exist to accommodate new impervious areas
8. Transportation: Site must be located near major streets to allow ease of access for students and limited routing of school traffic and buses through existing or planned residential areas

### **New High School Site Search**

The initial site search considered available sites within the Sherwood School District boundary as follows:

1. Inside the Existing Sherwood Urban Growth Boundary
2. Within the Wilsonville or Tualatin Existing Urban Growth Boundary
3. Within Urban Reserve Areas

### ***Inside the Existing Sherwood Urban Growth Boundary***

#### Northeast Sherwood (Commercial and Industrial Land)

##### *Sherwood City Limits*

The northwest area of the City of Sherwood is zoned commercial and industrial; zoning that does not allow for school uses. In addition, much of the commercial and industrial land is built-out or contains wetlands and sensitive areas that cannot be developed. The largest vacant developable site in this area is located at the southeast corner of SW Langer Farms Parkway and SW Century Drive and is only 22 acres, too small for a high school.

##### *Tonquin Employment Area*

In 2004, 300 acres of industrial land was added to the Sherwood urban growth boundary in east Sherwood, known as the Tonquin Employment Area. A concept planning document was completed for this area in October of 2010. None of the area has of yet been annexed into the City of Sherwood to allow for urban development. There is an 88 acre parcel that fronts SW Tualatin-Sherwood Road that has potential to accommodate a new high school (12900 SW Tualatin Sherwood Road – 2S128D000100). However, this parcel was added to the UGB for the purpose of providing industrial uses and not for school uses. In addition, this site is located at the east end of the existing Sherwood city limits, far from the student population that predominately resides on the west side of Sherwood. Therefore, locating the school here would result in an inconvenient and isolated high school campus in the midst of industrial uses. Thus, the site was rejected from further consideration.



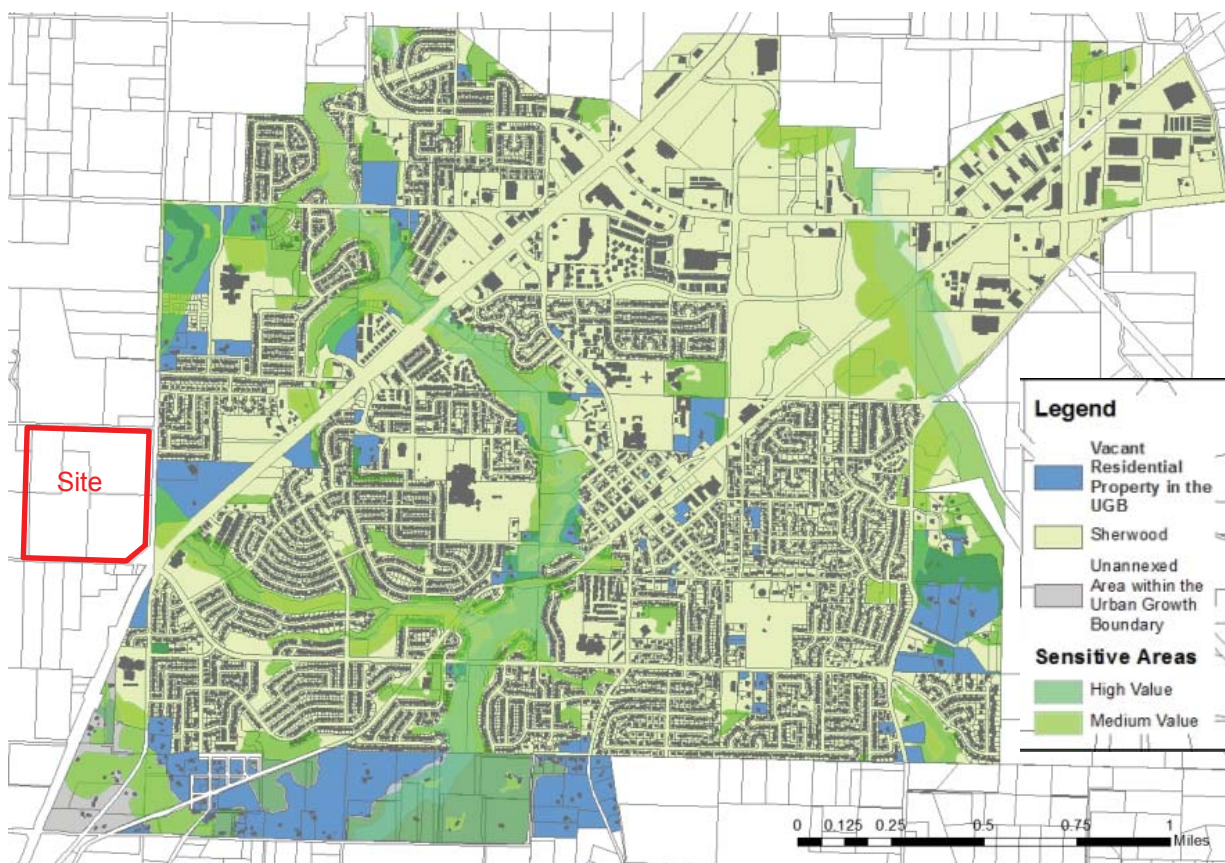
South and West Sherwood (Residential Land)

The southern and western areas of Sherwood are mostly residential. Residential zoning allows for school uses. The majority of the School District's student population (90%) resides in southern and western Sherwood.

South of the existing city limits and within the urban growth boundary, is the 250-acre Brookman Road Addition Concept Planning Area (Brookman Planning Area). The primarily residential Brookman Planning Area has a completed concept plan from May of 2009. However, the area has not yet been annexed into the City of Sherwood and therefore has not been developed for urban uses.

The City of Sherwood recently completed a draft Housing Needs Analysis dated June 2015 for the existing urban growth boundary. The housing needs analysis contained a 2014 residential buildable lands inventory map that identified vacant buildable residential land within the City's UGB including the Brookman Planning Area. The residential buildable lands inventory map identified some available residential land. However, the available land is fragmented and/or constrained with no large developable sites that would accommodate a high school campus of 50 acres. Further, there is no opportunity to consolidate this fragmented land in a way that would meet the District's criteria for a high school site. The Sherwood Buildable lands map is shown in Figure 5 below.

**Figure 5 – 2014 Sherwood Residential Buildable Lands Inventory Map**



**Within the Wilsonville or Tualatin Urban Growth Boundary**

There are some limited areas of the Sherwood School District that are within Wilsonville and Tualatin’s urban growth boundary, including the following:

**Southwest Tualatin Concept Planning Area**

Adjacent and east of the Sherwood Tonquin Employment Area is the Southwest Tualatin Concept Planning Area. Similar to Tonquin, this 614-acre area was added to the urban growth boundary in 2004. The area is planned for industrial use, and is even further from west Sherwood students than Tonquin Road. Therefore, the area was rejected from further consideration.

**Basalt Creek and Coffee Creek Planning Areas**

Both Basalt Creek and Coffee Creek planning areas are located too far from the majority of the Sherwood student population to be seriously considered. In addition, discussions with the City of Tualatin, who is leading the planning for Basalt Creek, indicates that there are no sites large enough with the correct zoning within Basalt Creek that would accommodate a new high school. The Coffee Creek planning area is designated by Metro as Regionally Significant Industrial land. This designation does not allow for school uses under any circumstances.

**Within Urban Reserve Areas**

In 2014, Metro adopted new Urban and Rural reserve areas. Urban reserves are lands outside the existing urban growth boundary that are considered suitable for accommodating urban development and expanding the growth boundary when additional urban land is determined to be needed over a 50-year period. Rural reserves are high value working farms and forest lands, or have important natural features that are considered protected from urbanization.

The following urban reserve areas are within the Sherwood School District Boundary:

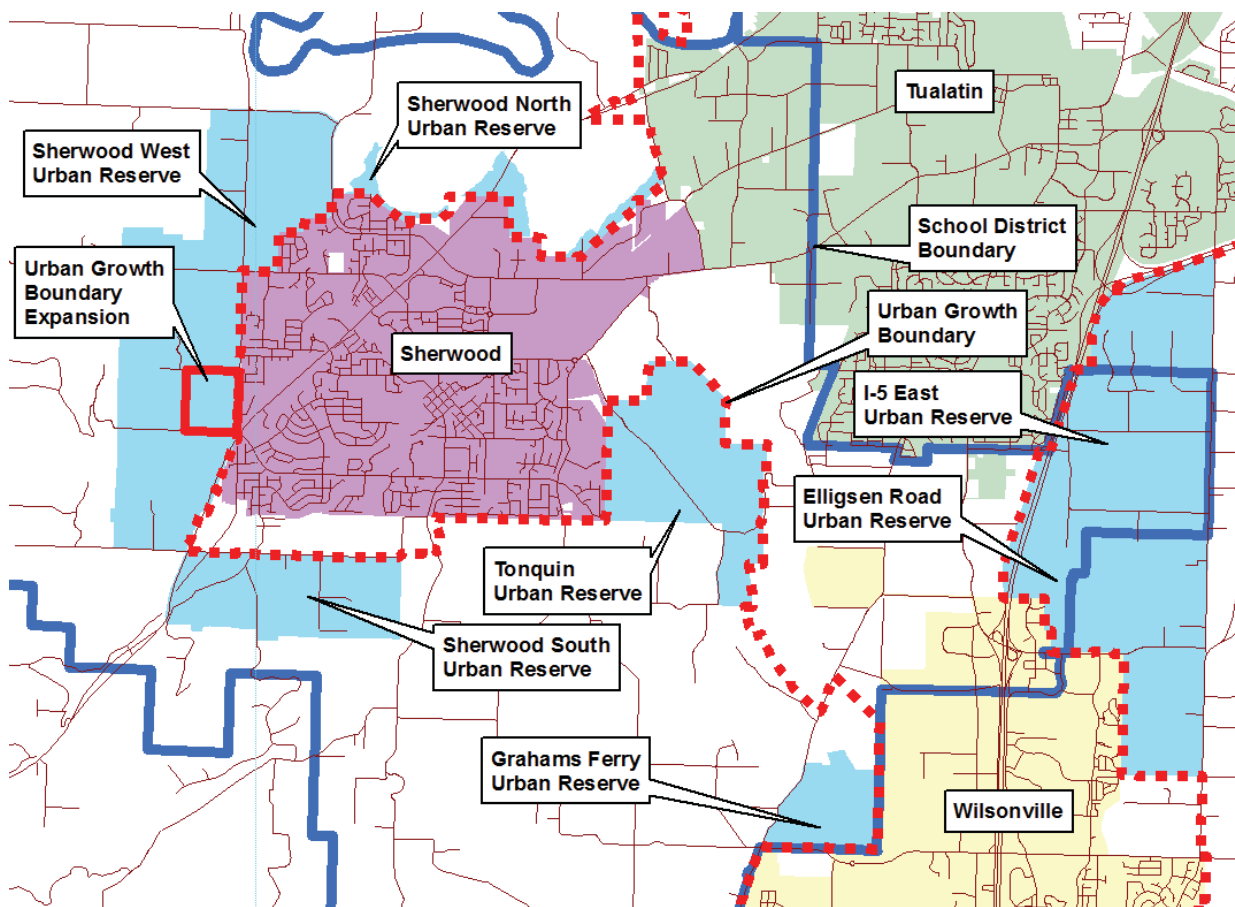
- Sherwood North – North of Sherwood UGB
- Sherwood South – South of Sherwood UGB
- Sherwood East – East of Sherwood UGB
- Sherwood West – West of Sherwood UGB
- Tonquin – South and West of Sherwood UGB
- Grahams Ferry – Northwest of Wilsonville
- I-5 East – East of I-5 and north of Wilsonville
- Elligsen Road - East of I-5 and north of Wilsonville

These Urban Reserve areas are identified on the map (Figure 6) on the following page:





Figure 6 – Urban Reserve Areas within the Sherwood School District Boundary



*I-5 East, Elligsen Road and Grahams Ferry Urban Reserve Areas*

These urban reserve areas were immediately rejected from further consideration due to the distance from west and south Sherwood where the majority of the student enrollment resides. These areas are 2 to 5 miles away in a straight line and even further when traveling on the road network.

*Tonquin Urban Reserve Area*

This area is directly south of the Sherwood Tonquin Employment UGB area and west of the Southwest Tualatin UGB area. The Tonquin Urban Reserve area encompasses approximately 571 acres. The area has parcels large enough to accommodate the high school site. However, much of the property is mapped as containing Upland Habitat Class A (Metro Title 13) and Riparian Areas Class I, II and III (Metro Title 3). This urban reserve area is likely to be designated industrial and/or employment due to its proximity to other industrial areas and the I-5 corridor. This urban reserve area is on the east side of the City and not centrally located for use by the majority of the School District students. The area is further isolated by a rock bluff that forms the eastern boundary of the current urban growth boundary and Sherwood City limits. This bluff is perched above the Rock Creek stream corridor that effectively isolates this area from the existing residential neighborhoods of Sherwood. Finally, the City has not indicated



interest in expanding in this direction, and the area does not have an adopted concept plan or a proposed plan for extending utilities to the area.

*Sherwood North Urban Reserve Area*

The Sherwood North Urban Reserve area represents slivers of land along the existing urban growth boundary at the north end of the City of Sherwood. The area was designated urban reserve because it is not within the floodplain of the Tualatin River. However, this land is not large enough to accommodate a high school site, the City has expressed little interest in expanding in this location, and the area was therefore rejected from further consideration.

*Sherwood South Urban Reserve Area*

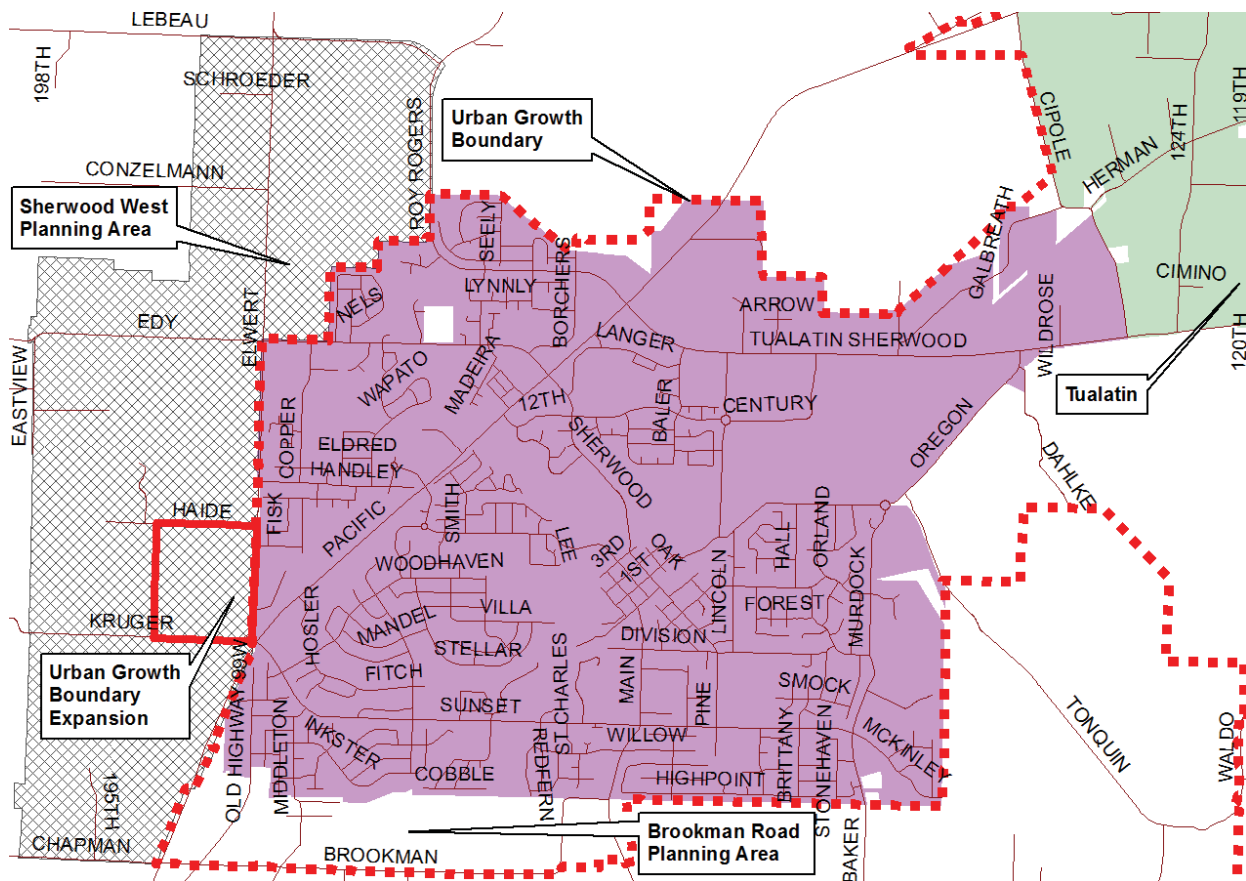
The Sherwood South Urban Reserve area is directly south of the Brookman Road UGB area. The area consists of rolling hills with much of the area identified by Metromap online mapping system having slopes greater than 10%. There are also two stream corridors that travel through the area with many areas mapped by Metromap as being riparian or upland habitat. One potential site is located between Oberst Road and Labrousse Road that is not mapped as having upland habitat or riparian areas. However, this land is mapped by Metro as having slopes of greater than 10% making development of a high school campus and ballfields difficult. The biggest challenge of developing in this area is that the Brookman Road UGB area would need to be annexed and developed first before this area can be made available for development. Therefore, development in this urban reserve area is likely years away and the only promising site is at the south end of, and not next to, the existing Brookman Road UGB area. This area also does not have a concept plan. For these reasons, this area was rejected from further consideration.

*Sherwood West Urban Reserve Area*

In February 2016, Sherwood completed a Preliminary Concept Plan for the Sherwood West Planning area (aka Metro Urban Reserve Area 5B). The Sherwood School District participated in that effort and worked with City staff and the public to identify two primary sites within the area to locate schools. Sherwood West encompasses 1,291 acres along the west border of Sherwood's existing urban growth boundary. The Sherwood West Planning Area is shown in Figure 7 on the following page.



**Figure 7 – Sherwood West Planning Area**



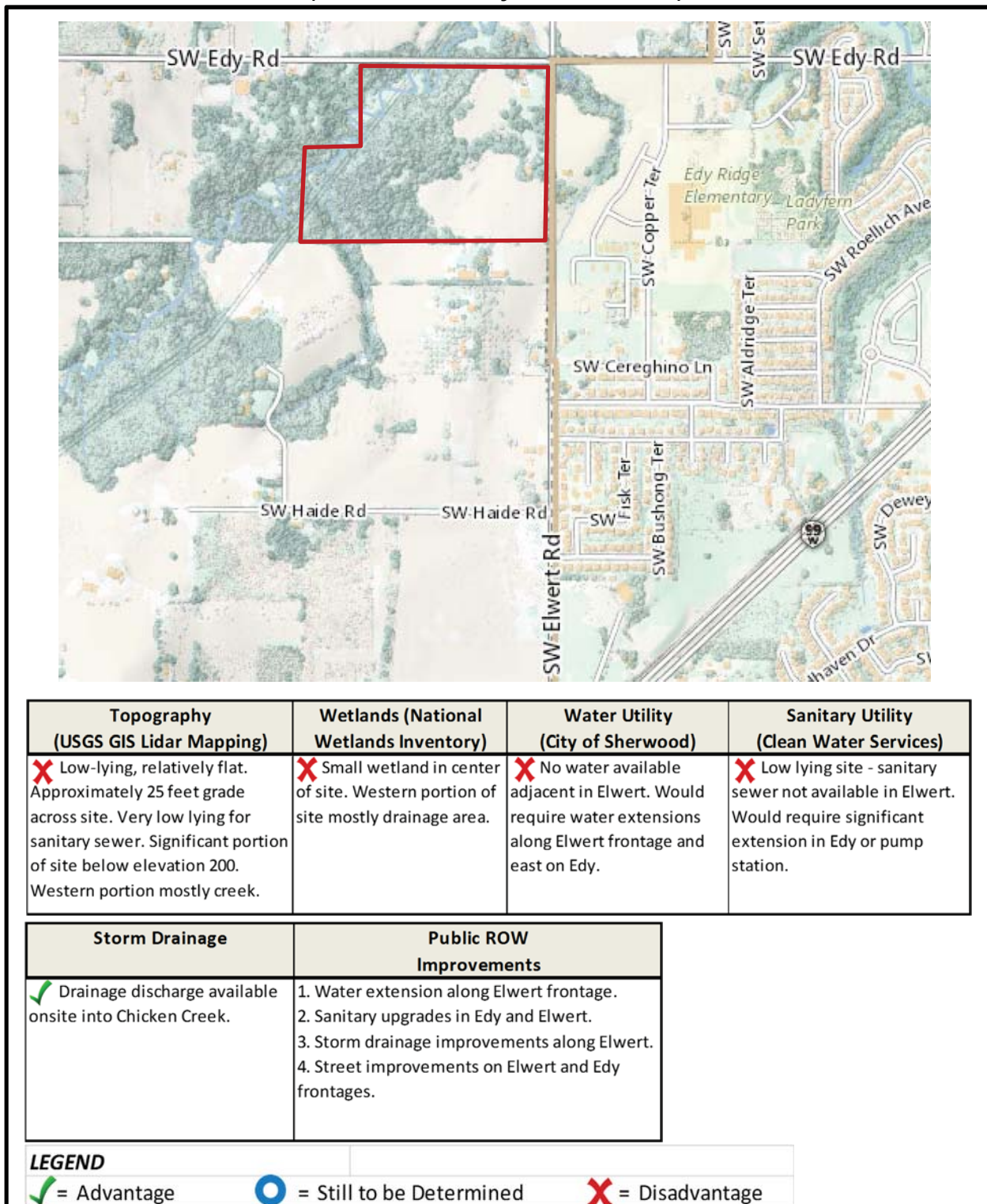
While the City, the residents, and the school district only identified two potential locations for school sites, the district and its consultants studied six different sites within the Sherwood West area that meet the siting criteria, and are large enough to accommodate a new High School. These alternative sites are discussed in the next section below.

**Alternative High School Sites (Sherwood West Concept Plan)**

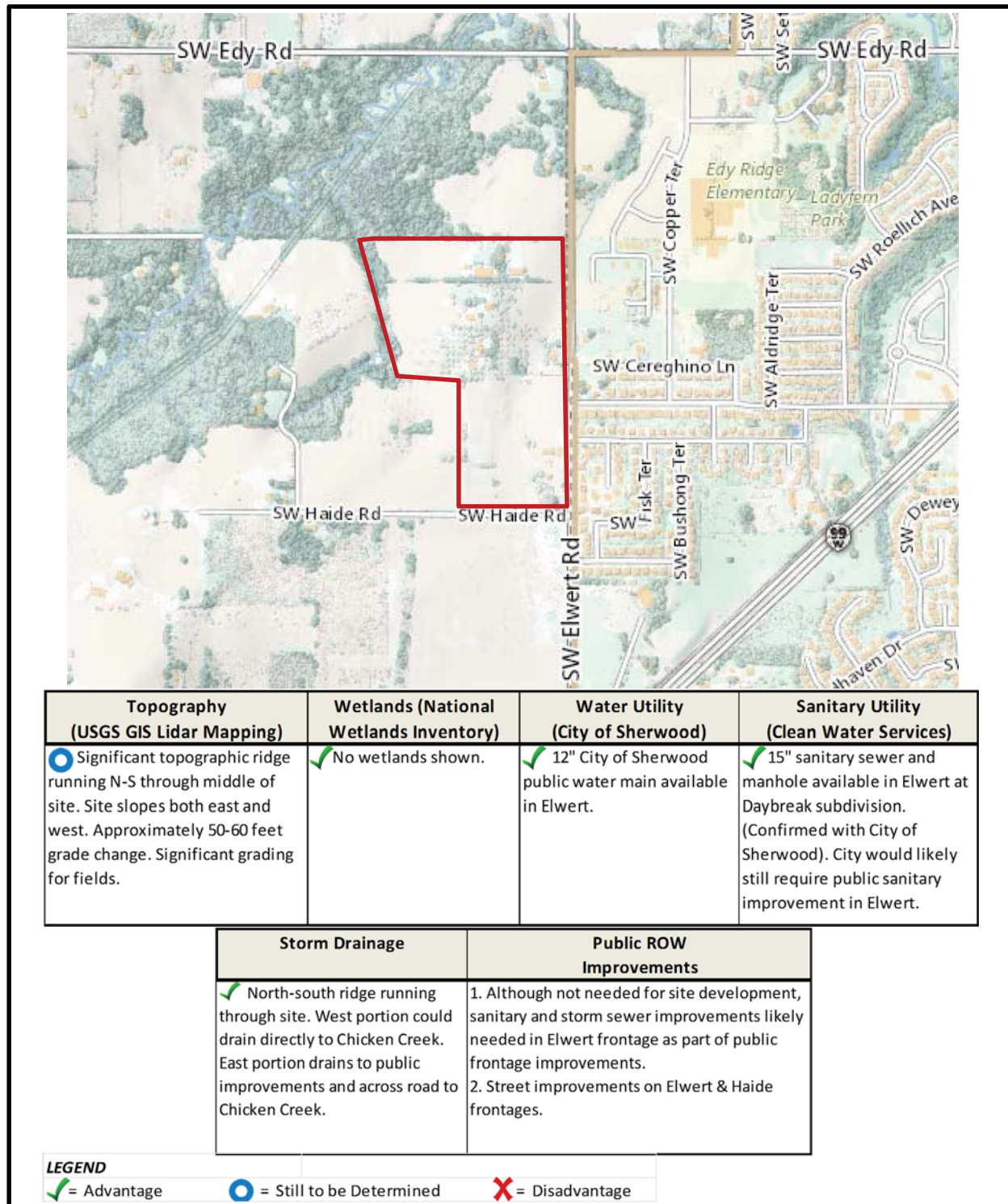
Six sites were identified within the Sherwood West Concept Plan based on the siting criteria. The sites were given letters A-F as shown in the figures on the following pages.



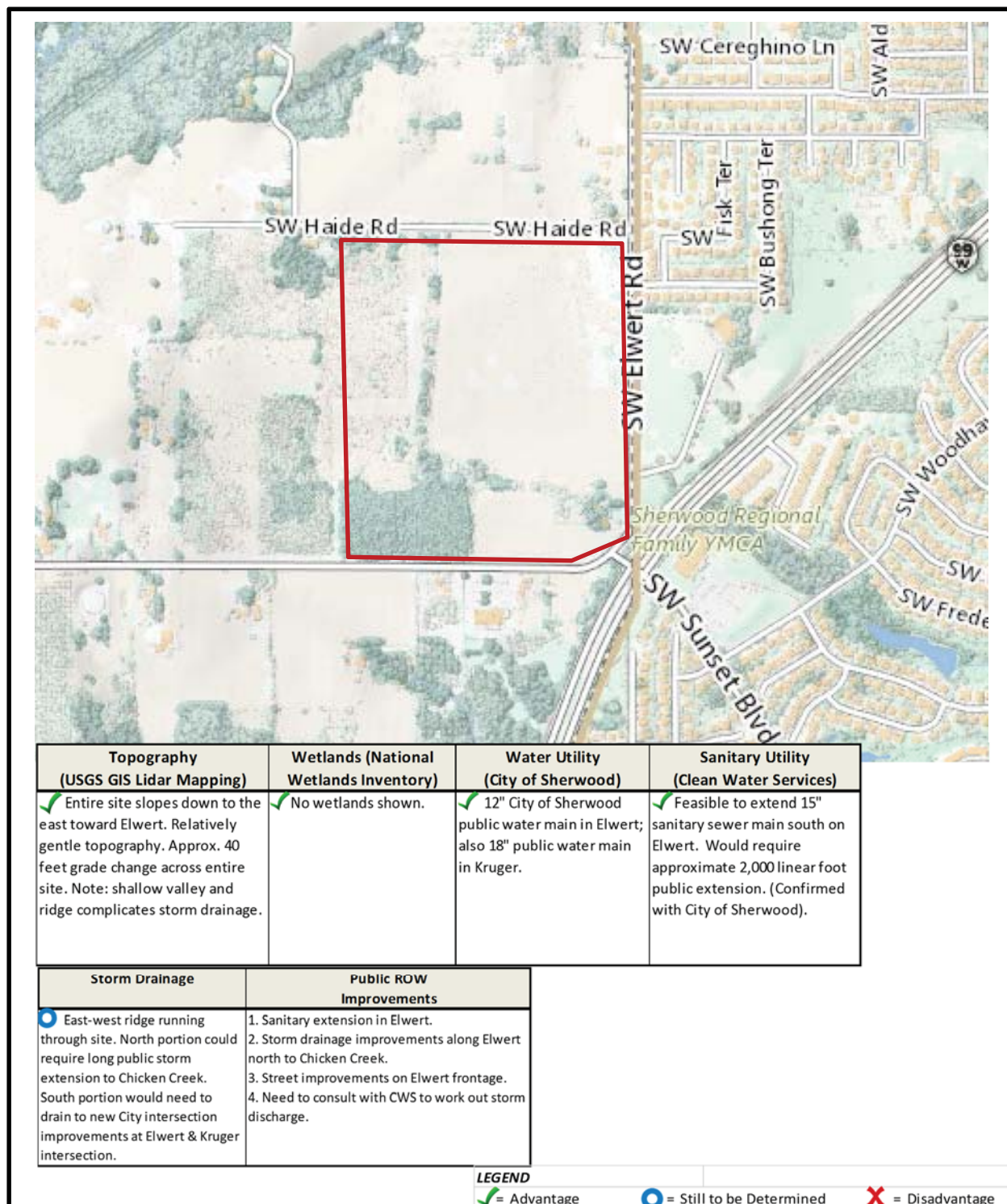
**Figure 8 – Alternative High School Site A  
(SW Corner of Edy & Elwert Road)**



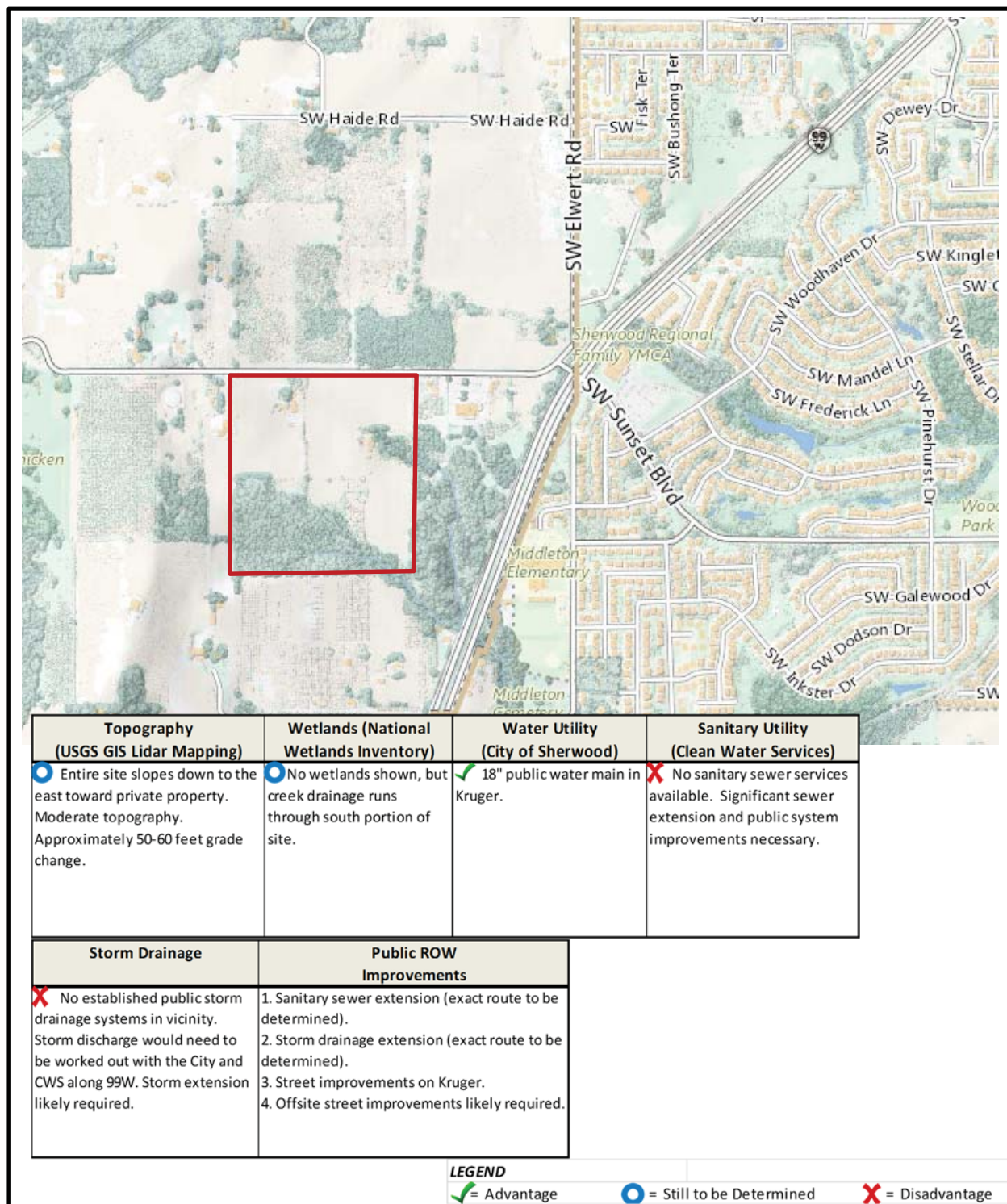
**Figure 9 – Alternative High School Site B  
(NW Corner Haide & Elwert)**



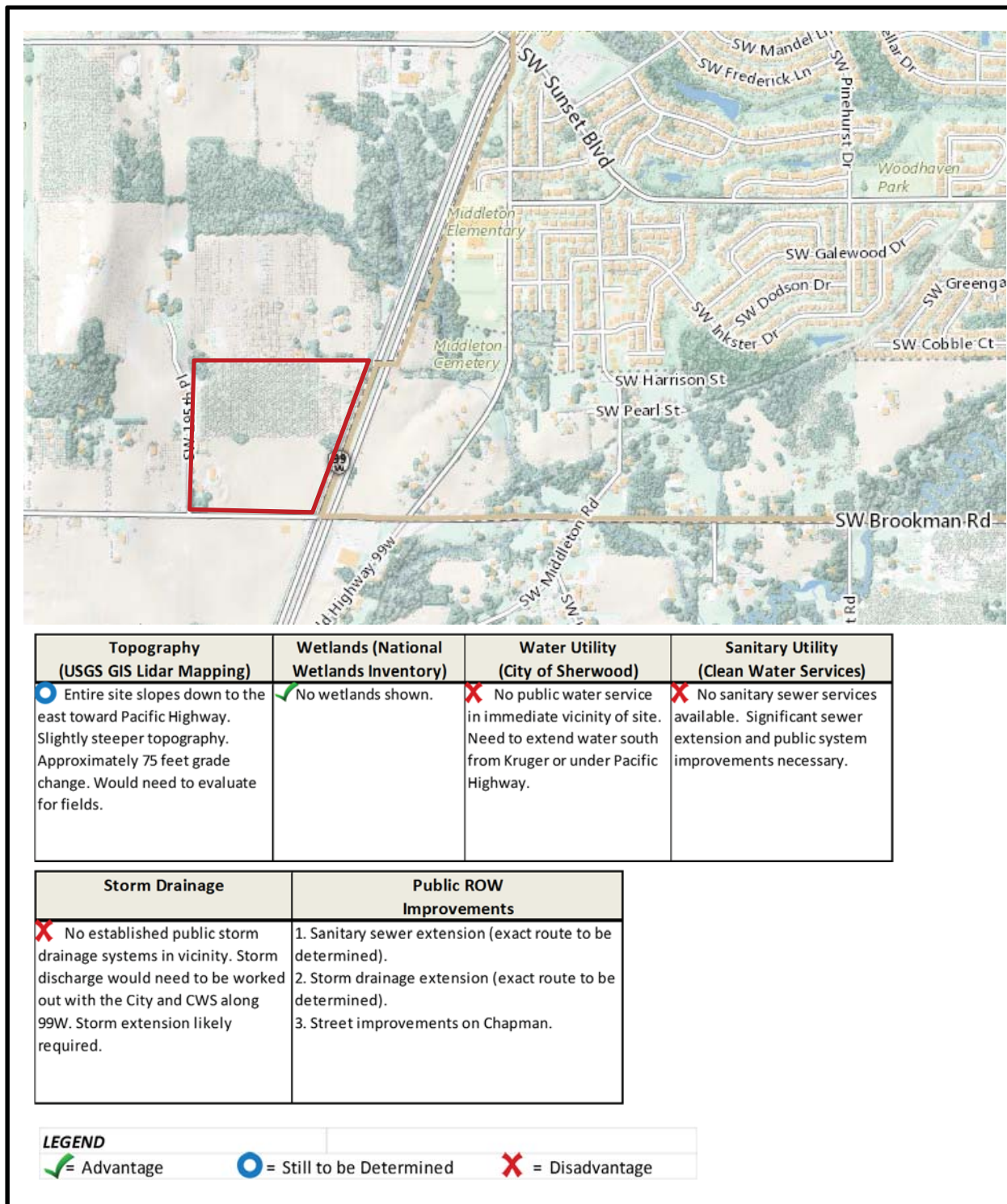
**Figure 10 – Alternative High School Site C (Preferred Site)  
(NW Corner Kruger & Elwert)**



**Figure 11 – Alternative High School Site D  
(South Side of Kruger Road)**

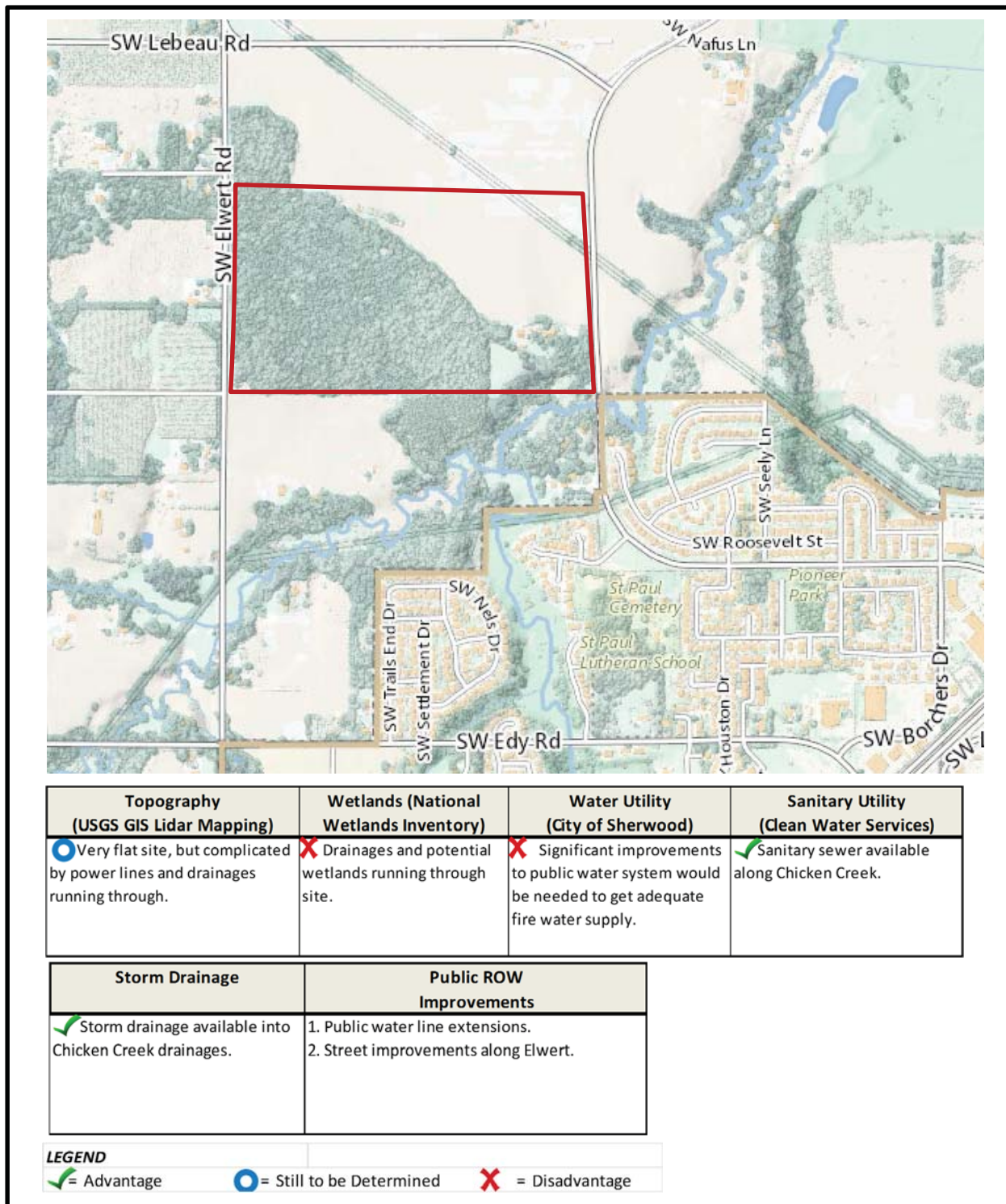


**Figure 12 – Alternative High School Site E  
(NW Corner Chapman & Pacific Highway)**





**Figure 13 – Alternative High School Site F  
(North Elwert)**



## PREFERRED ALTERNATIVE HIGH SCHOOL SITE SELECTION

The six alternative sites (A-F) within the Sherwood West Concept Plan Area were evaluated based on site selection criteria. The site locations and evaluation criteria are indicated in Figure 8 to 13 above. The School District's site alternative analysis is summarized in Table 3 below.

**Table 3 – Alternative Sites Summary**

Alternative Selection Criteria	Alternative Sites*					
	A	B	C	D	E	F
<i>Flat Topography</i>	N	U	Y	U	U	U
<i>Wetlands</i>	N	Y	Y	U	Y	N
<i>Water Service</i>	N	Y	Y	Y	N	N
<i>Sanitary Sewer Service</i>	N	Y	Y	N	N	Y
<i>Storm Drainage</i>	Y	Y	U	N	N	Y
* Y-Meets Criteria - N-Does Not Meet Criteria – U-Undetermined						

From the site alternatives analysis, it became clear that Sites B and C were the most promising, with other sites lacking utilities, having significant wetlands, drainage issues and/or significant topography that would make construction challenging. Alternative Sites B and C are located near each other both west of SW Elwert Road at SW Haide Road, just north of Highway 99W. Site C was selected due to having more of a gentle slope and less grade changes. Most of Site C has a consistent slope change of approximately 40 feet over the length of the site with only a small valley and ridge. Site B has a more drastic slope change of 50 to 60 feet with a more defined ridge running through the middle of the site. Site B would be far more challenging to grade and develop for a high school than Site C. The Sherwood West Concept Plan contained a phasing and funding strategy. The phasing plan identified six phases (A-F). The subject site (Site C) is located within Phase A of the concept plan, and is in the general vicinity of one of two locations identified through the Sherwood West planning process.

## PROPOSED HIGH SCHOOL SITE PLANNING

After selecting the preferred location for the new high school (Site C), the team began completing additional due diligence and site planning. The current conceptual site layout is shown in Figure 3 on page 15. Under the Metro UGB amendment process, the School District proposed to add approximately 76.2 acres of private property and 6.7 acres of existing right-of-way to the urban growth boundary to accommodate the new school. This is more than the 50-acre minimum the high school initially identified. However, additional property is needed for the following reasons:

1. Elwert Road Realignment and Roundabout (4 acres approximate)  
The County is currently designing the realignment of Elwert Road and roundabout as shown on the concept site plan (see Figure 3 page 15). This realignment will occupy approximately 4-6 acres of land in the southeast corner of the property.
2. Gas Pipeline Easement (2.2 acres)



There is a large-diameter interstate gas pipeline within an easement that runs generally north to south across the site. To protect the pipeline, no construction or grading can occur within the 40-foot wide easement, which occupies approximately 2.2 acres of the site. Further, because of topography in the vicinity of the easement, this protection area extends even outside the easement boundaries and effectively constrains additional land. In addition, the pipeline location and change of direction within the property, effectively give the property an irregular shape, which makes the spatial development of the property less efficient. All of these factors result in a development impact that is effectively more than the 2.2 acres encompassed within the easement itself.

3. City of Sherwood and Sherwood School District Shared Ballfields

The City of Sherwood and the Sherwood School District have an intergovernmental agreement to share ballfields. The City of Sherwood owns an extensive system of parks and trails. However, the City's ballfield resources are very limited with only a couple of sports fields located at the City's Snyder Park. In the early 1990s, prior to rapid growth in the preceding 20 years, the City took measures to protect natural resources. This included the protection of floodplains and wetland areas surrounding the Cedar Creek stream corridor that flows south to north through the center of the City limits to the Tualatin National Wildlife Refuge. The City acquired much of this land and maintains these areas as natural open space, wetlands and walking paths. Since most of the areas are sensitive and passive recreation areas, they are off limits to ballfield construction. Because Sherwood has a very active sports community, the City and School District decided to share sports fields with most of these facilities being on school grounds and provided primarily for school purposes.

4. 2,400 Student High School vs. 1,500 Student High School

The new high school will be ultimately designed to accommodate 2,400 students. Although 40 to 50 acres is a typical size for a high school of 1,500 students, a new high school that could accommodate up to 2,400 students would need to be larger, and require more space to accommodate the additional capacity.

## CONCEPT PLAN AND SITE COMPATIBILITY

The School District's consultant team has worked to design the buildings, site parking and ballfields to be a functional school facility while being compatible with existing development east of Elwert and future development within the Sherwood West Preliminary Concept Plan. the building mass is placed in the center of the site. The building mass will be broken into forms across the center of the site and angled to provide interest and reduce overall mass of the structure and take advantage of natural light to the building.

Like other schools within the district, the new high school in this location will serve as a focal point for existing neighborhoods, and future residential neighborhoods in Sherwood West. The high school is strategically located on the site to respect the surrounding small scale agricultural uses in the area. The ball fields and open spaces are in keeping with what the Citizens of Sherwood have come to expect of the schools within the area. The schools that have been constructed more recently utilize the open spaces to buffer the more intensive activities associated with the school day from the surrounding neighbors. Schools were identified as a very important component to the community in the Sherwood West Preliminary Concept Plan.



This high school, in this location, reinforces this connection with the community, and will only serve to strengthen the community as it grows into this area.



## IV. APPLICABLE REVIEW CRITERIA AND CODE

Responses to all applicable sections of the Metro Growth Management Functional Plan, referred to throughout this report as the “functional plan,” the Sherwood Comprehensive Plan, and the Sherwood Development Code are provided below. Sections that are not applicable may be omitted, and sections not requiring a response are marked as Noted.

### SHERWOOD DEVELOPMENT CODE

#### Chapter 16.80 Plan Amendments

##### A. Text Amendment

*An amendment to the text of the Comprehensive Plan or the Zoning and Community Development Code must be based upon a need for such an amendment as identified by the Council or the Commission. Such an amendment must 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.*

**Response:** As discussed previously, the need for more land to alleviate the capacity constraints of the District's existing facilities and construct a new high school was established by the school district over the course of its long-range planning efforts, and supported by the success of the 2016 Sherwood school bond. The proposed location for the school and this concept plan refinement is situated in Sherwood West in one of two sites conceptually identified in the Preliminary Concept Plan as ideal locations for future schools.

It should be noted that the Sherwood West Preliminary Concept Plan, by design, was intended to be a starting point for all future discussions related to the expansion of the City into the study area. There is discussion of carrying capacity of the entire area, a discussion of where it makes the most sense to locate low, medium, and high-density housing, and small-scale neighborhood commercial uses; and, most importantly, a discussion about utility service provision, transportation needs, growth, and governance. Formal zoning for the properties and specific residential densities was purposely not addressed as the timing of any future UGB expansions and development was not known. The actual size of the school sites was never explored or identified, except to say that, ideally, they would be central to surrounding neighborhoods.

As was mentioned previously, there was an identified need within Sherwood West for two school sites. One of the schools was to be located in the north, and one in the south. No specifics about these school sites were discussed, but there was always an understanding that a refinement plan would be necessary following any UGB expansion, and that there would be subsequent processes for annexation and development.

There is a provision within the Metro functional plan that allows for a UGB to be expanded outside of the normal cycle for the purposes of siting new schools. This refinement plan will be considered a post-UGB amendment plan. This particular request, then, is associated with an 82.3-acre area that was brought into the UGB by Metro Ord. No. 17-1406 under the Major Urban Growth Boundary major amendment process in Metro Code Section 3.07.1440. Under



the conditions of that decision, this site can only be used for a public high school and associated accessory uses.

This specific request would adopt a post-UGB expansion concept plan under Metro Code Section 3.07.1120 (Title 11) for the 82.3 acres and designate the property on the Sherwood Comprehensive Planning Zoning Map as Institutional and Public (IP).<sup>1</sup> The Sherwood Zoning and Community Development Code purpose statement for the IP zone (Section 16.36.010) states that the zone provides for major institutional and governmental activities such as schools and is therefore an appropriate zone for the proposed high school use and associated sports fields.

The need for a new high school was confirmed by public support of the Sherwood School Bond in November of 2016. The bond was intended to alleviate capacity concerns within the district.

*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:*

**Response:** The property is currently zoned AF-20 in Washington County. The request is to designate the properties as Institutional and Public (IP) for construction of a new high school. Consistency with the Sherwood Comprehensive Plan, the Sherwood Transportation System Plan (TSP) and the Sherwood Development Code are demonstrated in this narrative and the supporting documents.

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

**Response:** The concept plan is consistent with the goals and policies of the Sherwood Comprehensive Plan as discussed later in this narrative. The proposed designation does not affect any of the existing designations of the transportation facilities within either the Sherwood TSP or Washington County TSP. Additional mitigation may be necessary as a result of a future high school at this location, but as discussed in the traffic report, these applications will not affect the existing classification of the streets surrounding the study area.

- 2. There is an existing and demonstrable need for the particular uses and zoning proposed, taking into account the importance of such uses to the economy of the City, the existing market demand for any goods or services which such uses will provide, the presence or absence and location of other such uses or similar uses in the area, and the general public good.*

**Response:** In 2006, the Sherwood School District passed a bond to make improvements to the high school to accommodate a capacity of 1,550 students. The current enrollment of the high

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<sup>1</sup> The City of Sherwood has a combined Comprehensive Plan Map and Zoning Map. This request would add this property to the Map as Institutional and Public with the zoning becoming effective upon annexation to the City. The district is seeking approval of an annexation after this comprehensive plan amendment is approved.



school is 1,700 students, and within another 9 years the projected enrollment is 2,250. The City is known for its quality of life and family friendly nature. Schools are an important component to the success of the City and are a major consideration as to why people move to Sherwood, and in turn, businesses choose to locate within Sherwood. This growth and desire by the citizens to provide quality schools in turn leads to the need to expand facilities. In this case, building a new high school will free up existing buildings to be converted to elementary and middle school uses addressing capacity issues across all grade levels.

The existing high school was expanded in 2006, and in the years following the expansion, it was decided that the site was not large enough to accommodate the district's future high school needs. As alternatives, the district began to consider the construction of a second high school elsewhere within Sherwood or simply the construction of a larger high school. In 2014, the district believed that the timing was right to begin exploring options to address capacity. Many factors come into play including the district's bonding capacity, condition of existing facilities and whether the voters are willing to pay additional property taxes for upgraded and new facilities.

In the meantime, the City was unsuccessful in obtaining approval from voters to annex land in the Brookman Road Area, located along the southern boundary of the City that was added to the urban growth boundary in 2002. To address growth pressures, the City began to study the urban reserve area west of Elwert Road. In 2015 and 2016, the City commissioned the Sherwood West Preliminary Concept Plan and accepted the final results as a tool that would be used to address expansion within the City.

Given that the majority of future growth in Sherwood appeared to be targeted at the west end of town, the district began studying and participating in the Sherwood West Preliminary Concept Plan process to identify potential locations for school facilities. Two locations were identified on the Sherwood West Preliminary Concept Plan as potential school sites. The Sherwood West Preliminary Concept Plan was accepted in early 2016, and the school bond was subsequently passed in November of 2016. It was at this point that the district prepared an alternatives analysis for six potential high school sites in Sherwood West. The property that best fit the district's needs is the property that is under consideration in this application. There is a demonstrable need for a new school, and the proposed zoning to IP is the most appropriate zone for a school.

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

**Response:** The proposed new high school and this request for land to be included into the City and appropriately zoned is timely based on the following factors:

#### School Capacity Issues

To facilitate future planning and to comply with State requirements for a fast-growing school district, the Sherwood School District adopted a long-term facilities plan in January of 2008. Preparation of the plan facilitated a 2006 bond measure approved by voters and construction of a new elementary school/middle school (The Ridges), and expansion of Sherwood High School. The long-term plan stated that the 2006 bond measure projects would allow for capacity until



approximately the 2015/2016 school year. The 2008 long-term plan assumed that additional school capacity would therefore likely be needed within 10 years of the plan's adoption. The 2008 Long Term Facilities Plan is provided in Appendix C.

As predicted in the 2008 long-term facilities plan, school facilities have recently become overtaxed. In 2015, to assess current resources, the Sherwood School District completed a Facilities Planning and Assessment Report. There are currently four primary schools, two middle schools and one high school operated by the District. Each school was evaluated by an architectural/engineering project team for both condition and available capacity. The August 2015 Facilities Planning and Assessment Report by DOWA – IBI Group Architects, Inc. including updated 2016 school capacity and floor plan analysis is provided in Appendix I. The report found that the elementary and high schools are operating near or over capacity. According to staff, students and teachers, the capacity issues are most dire at the high school with overcrowded class rooms and students eating lunches in the hallways.

The School District commissioned Davis Demographics & Planning Inc. to complete an updated 10-year demographic study in May of 2016. The study reviewed the following factors that determine student enrollment: (1) the current and planned residential development over the next ten years; (2) student yield factors that apply to new residential development; (3) birth factors for the District area; and (4) mobility factors, which examine the in/out migration of students within existing housing units.

The forecast projects a deficiency in capacity in all levels, with Sherwood High School having the largest capacity issue operating at 141% of capacity. The Sherwood School District: 10-Year Student Population Projections by Residence: Fall 2016-2025 study dated May 11, 2016 is provided in Appendix H.

Therefore, it is both timely and critical to address this issue now before it leads to additional overcrowding and continues to negatively affect students' ability to learn. To determine the best course of action the School District began planning to address facility issues in 2014. The School district formed a Bond Management Team, which, in turn, formed a Long Range Planning Committee, Bond Steering Committee, Bond Visioning Committee and Sherwood High School Programming Committee. The team and these committees met many times between 2014 and 2016 making recommendations to the Sherwood School District Board.

Through this process, the District reviewed the ability to expand the existing high school but unfortunately determined that the campus and building are too constrained and antiquated to allow efficient reuse/expansion for high school level curricula and would not meet the District's educational goals and programming needs. Specifically the existing high school was rejected from further consideration based on the following factors:

- Irregular configuration of the site boundaries
- Campus size limitation of 37.8 acres (50 acre minimum is needed)
- No room to expand beyond the existing site boundary (surrounded by residential development and wetland constraints)
- Parking, drop-off loops and outdoor athletic facilities are all below the school's requirements with no room to redevelop to meet standards.





- Inadequate spaces such as the existing library, cafeteria, classrooms, counselling, and other important student support areas that are cost prohibitive or lack available area to expand or reconfigure.
- Lack of internal storage space resulting in items being stored in hallways and classrooms and adding to the crowding within the building.
- “Core spaces” such as the cafeteria and auditorium have proven difficult to improve given their central location within the school and the landlocked nature of the site.
- Students note challenges associated with these inadequate program spaces such as the inability to house the entire band for performances, the inability of parents and family members to secure tickets to concerts, and the constraints caused by insufficient stage and back-stage areas.
- Existing corridors, intersections, and configurations are often circuitous and do not properly accommodate timely and efficient flow of students.
- Maze-like corridors present challenges to wayfinding and the confusion resulting from one-way circulation patterns in stairways and other areas.
- Students struggle to find quiet study areas as well as private space to meet with students to study or to talk with teachers.
- Lack of adequate display space that hinder ability to explore, chart a path, learn from peers and make visual connections between big picture topics and areas of study.

Given the physical constraints of the existing high school, the district determined construction of a new high school would be the best use of district resources and result in a long-term plan that would address capacity issues at all grade levels for the long term. This is because a new high school will free the existing high school building to be reconfigured for middle school use and the existing middle schools to be converted to elementary school use. Finally, the proposal allows for Hopkins Elementary School, a building nearing its useful lifespan, to be taken out of school service and converted to administrative functions. This would then allow existing constrained administrative offices to be consolidated at one location.

The voters agreed with construction of a new high school and approved the bond measure to allow funds to move forward with this option in November of 2016.

#### Pattern of Development in the Area

The City of Sherwood experienced rapid growth from the early 1990s to the mid-2000s. Sherwood’s residential areas are located primarily in west and south areas of the city. After the slowing caused by the Great Recession, residential growth has returned but not at the pace once experienced. Residential development has pushed up against the urban growth boundary to the north and west, and commercial and industrial land in the northeast area of the City.

The Brookman Road Area is located at the south end of the City and includes area planned to be primarily residential. However, the area is constrained by slopes, wetlands and streams that make it difficult to develop, significantly reducing the amount of buildable residential land. The area was also rejected by voters for annexation on three separate occasions and only recently was a portion annexed into the City.

The district needs a minimum of 50 acres of generally flat developable land that is close to the residential population of the city located in southern and western Sherwood. Schools must also



locate on institutional or residential land as industrial and commercial lands are not appropriate for school uses. Given the fact that the existing city residential properties are mostly built-out and the Brookman UGB area is too constrained to accommodate a generally flat, 50-acre site, the District narrowed its search to the Sherwood Preliminary Concept Planning Area.

The Sherwood West Preliminary Concept Plan does have sites with potential to accommodate a new high school use near the existing residential neighborhoods. The district studied six sites within Sherwood West and selected the preferred location because it met the district's site selection criteria and needs. The alternatives analysis was submitted to Metro for the urban growth boundary expansion request and Metro concurred with the District's request to expand the urban growth boundary to accommodate the high school use. Additional detail is provided in Section III of this report and the alternative site selection process.

#### Surrounding Land Uses

The proposed high school site is located on the western edge of Elwert Road. Across Elwert, much of the land is developed with residential uses and is located in the City limits. Urban development has been brought to the western edge of the growth boundary and as evidenced by this narrative, there is not room to place the needed new high school within the existing city limits or UGB. Further, it is the development of these residential properties that have attracted families to locate in the City, driving the need to increase capacity of public services including school capacity. As explained throughout this narrative, the site is the most viable for several reasons, and the fact that it is next to developed residential neighborhoods and on an arterial street make it the most viable site for the proposed high school.

#### Changes in the Community

Sherwood's population growth and desirability is largely because it is viewed as a community friendly to families with great schools. This growth and desire for topnotch educational facilities has resulted in the existing School District facilities being outpaced by student growth and district needs. These changes over time have led to the need and desire by voters to construct a new high school. As stated previously, the growth of residential land has resulted in the existing residential areas reaching full build-out with no room to accommodate a high school that meets district and community needs. This resulted in the need for the district to look outside the existing UGB, and to select the current site and to bring the site into the UGB to be developed as a new high school.

#### Availability of Utilities and Services

The district's civil engineer, in consultation with the City engineer and Clean Water Services, has determined that public utilities are available and can be extended to serve the site. A summary of available utilities is provided in Section III of this report. Further, the applicant's civil engineer has provided a financing plan for extension of utilities and a proportional share determination for how the District will pay its proportional share of improvements. The financing plan is included along with this application.

The new high school is a public service and the new facility will increase capacity to support future capacity and programming needs and desires consistent with district and City goals and policies.



4. *Other lands in the City already zoned for the proposed uses are either unavailable or unsuitable for immediate development due to location, size or other factors.*

**Response:** The School District did a complete and thorough alternatives analysis prior to selecting the preferred location. The alternatives analysis is described in detail in Section III of this report. The analysis included casting a broad net and looking first at areas within the existing urban growth boundary and, once it was determined that no land was available for the school use, considered urban reserve areas. After this search, six sites were selected for further analysis. All six sites are located within the Sherwood West Urban Reserve Area. Each site was evaluated based on the following criteria:

1. Minimum Size: 50 acres
2. Zoning: Site must be zoned or planned for residential or institutional use that allow schools
3. Location: Site must be in Sherwood or contiguous to Sherwood (The City of Sherwood and mostly western Sherwood is where 90% of the student population resides)
4. Topography: Flat to mostly flat to accommodate ballfields
5. Wetlands and Waterways: No wetlands or minimal wetlands/waterways
6. Water and Sanitary Sewer: Adequate public utilities must be available or can feasibly be extended to serve the site
7. Stormwater Drainage: Downstream drainage capacity must exist to accommodate new impervious areas
8. Transportation: Site must be located near major streets to allow ease of access for students and limited routing of school traffic and buses through existing or planned residential areas

After review of the alternative sites, the subject site was chosen as it met all the criteria needed to support it where other sites did not. As demonstrated throughout the materials submitted along with this application, lands already within the City are not suitable for immediate development and not available.

### *C. Transportation Planning Rule Consistency*

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

**Response:** A traffic study was prepared by Scott Mansur, PE, PTOE a reputable, professional and licensed traffic engineer with DKS Associates. Mr. Mansur's report forecasts and analyzes the trips for a high school with an ultimate capacity for 2,400 students to year 2035 as required by the Transportation Planning Rule (TPR).<sup>2</sup> In 2014, the City of Sherwood adopted an update to the Transportation System Plan (TSP) with a planning horizon that ended in 2035. The report

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<sup>2</sup> At the time of the opening in 2020, it is projected that the high school enrollment will be 1,870 students with a capacity for 2000 students. After approval of this application to zone the property Institutional Public and annex the property into the City limits, a traffic impact study for day of opening will be prepared and submitted with a forthcoming land use application (conditional use permit)



prepared by DKS evaluated the impacts of traffic generated by the new high school on 10 study area intersections including:

1. Pacific Highway West (99W)/Brookman Road
2. Edy Road/ Elwert Road
3. Pacific Highway West (99W)/ Sunset Boulevard-Elwert Road
4. Elwert Road/ Haide Road
5. Pacific Highway West (99W)/ Meinecke Parkway
6. Elwert Road/ Orchard Hill Lane
7. Pacific Highway West (99W)/ Edy Road
8. Elwert Road/ Handley Street
9. Pacific Highway West (99W)/ Tualatin-Sherwood Road
10. Elwert Road/ Kruger Road

On each of these intersections, Mr. Mansur's report evaluates the operational impacts of a new high school on the studied streets/intersections for the City's planning horizon year of 2035. The study takes into account several factors including planned roadway improvements that are identified in either the Regional Transportation Plan (RTP), the Washington County TSP, or the City of Sherwood TSP regardless of whether the new high school is constructed at the proposed location or not. Mitigation measures are identified for both motor vehicle improvements and pedestrian and bicycle improvements.

The report is a comprehensive review of the impacts created from the traffic generated by the new high school for the AM/PM peak hours, in the proposed location, and in conjunction with planned improvements in place. Then, the report identifies the locations where the operational conditions are failing and speaks to the mitigation necessary to bring the facility back to acceptable operating standards. It is important to note that in some cases, the intersections will fail even if a high school is not constructed in the study area.

Nevertheless, the traffic report finds that six study intersections will be significantly impacted by the proposed development as defined by the Transportation Planning Rule (TPR) Guidelines including:

- Pacific Highway West (99W)/Sunset Boulevard-Elwert Road
- Pacific Highway West (99W)/Meinecke Parkway
- Pacific Highway West (99W)/Edy Road
- Edy Road/ Elwert Road
- Elwert Road/ Kruger Road
- Pacific Highway West (99W)/Brookman Road

The School District is currently in discussion with the City, the County and ODOT regarding required mitigation needed to satisfy the TPR and will likely enter into a development agreement to memorialize the School District's responsibilities.



Finally, it is important to note that none of the functional classifications within either the City or County's TSPs of the studied streets/intersections will be altered as a result of a high school being constructed within the study area.

## **METRO URBAN GROWTH FUNCTIONAL PLAN REGULATIONS CHAPTER 3.07 –TITLE 11**

### **3.07.1120 – Planning for Areas Added to the UGB**

*(a) The county or city responsible for comprehensive planning of an area, as specified by the intergovernmental agreement adopted pursuant to section 3.07.1110(c)(7) or the ordinance that added the area to the UGB, shall adopt comprehensive plan provisions and land use regulations for the area to address the requirements of subsection (c) by the date specified by the ordinance or by section 3.07.1455(b)(4) of this chapter.*

**Response:** The City and County are working on an Urban Planning Area Agreement (UPAA) to serve the area with urban services with the City taking jurisdiction of the area. The draft UPAA currently on schedule to be adopted by the Board of County Commissioners in September.

*(b) If the concept plan developed for the area pursuant to section 3.07.1110 assigns planning responsibility to more than one city or county, the responsible local governments shall provide for concurrent consideration 3.07 - 60 (Updated on 01/06/16) and adoption of proposed comprehensive plan provisions unless the ordinance adding the area to the UGB provides otherwise.*

**Response:** The concept plan area will be entirely within the City of Sherwood. The applicant will apply for annexation and requested approval of the annexation soon after this Comprehensive Plan Amendment request is approved by City Council.

*(c) Comprehensive plan provisions for the area shall include:*

*(1) Specific plan designation boundaries derived from and generally consistent with the boundaries of design type designations assigned by the Metro Council in the ordinance adding the area to the UGB;*

**Response:** The property was approved by Metro for UGB expansion under a major amendment process specific to school use. The City has an Institutional and Public Comprehensive Plan Map/Zoning Map designation that the City typically applies to public school uses. The applicant requests that the site be zoned Institutional and Public (IP) consistent with the Metro decision and City of Sherwood land use designations.

*(2) Provision for annexation to a city and to any necessary service districts prior to, or simultaneously with, application of city land use regulations intended to comply with this subsection;*

**Response:** The applicant will request approval of annexation into the City of Sherwood and will request annexation into the Clean Water Services boundary. The area is already within the Tualatin Valley Fire & Rescue District. These three entities will provide all necessary urban services and utilities to allow development and use of the property as a new high school.



*(3) Provisions that ensure zoned capacity for the number and types of housing units, if any, specified by the Metro Council pursuant to section 3.07.1455(b)(2) of this chapter;*

**Response:** Does not apply. The applicant requests that the area be used for a public high school and is requesting that the area have a Comprehensive Plan/Zoning Map that designates the area as Institutional and Public, a zoning that allows for schools and institutional uses and not housing. Further the proposed use is a public school that provides services that support existing residential development.

*(4) Provision for affordable housing consistent with Title 7 of this chapter if the comprehensive plan authorizes housing in any part of the area.*

**Response:** Does not apply as stated in (3) above.

*(5) Provision for the amount of land and improvements needed, if any, for public school facilities sufficient to serve the area added to the UGB in coordination with affected school districts. This requirement includes consideration of any school facility plan prepared in accordance with ORS 195.110;*

**Response:** Does not apply as the entire UGB area is for a school use with ancillary facilities and no other uses are proposed.

*(6) Provision for the amount of land and improvements needed, if any, for public park facilities sufficient to serve the area added to the UGB in coordination with affected park providers.*

**Response:** The entire area is proposed as a public school. However, the City and the School District currently share playfields and intend to continue this agreement with the new school allowing fields to be used by both the community and students for sports.

*(7) A conceptual street plan that identifies internal street connections and connections to adjacent urban areas to improve local access and improve the integrity of the regional street system. For areas that allow residential or mixed-use development, the plan shall meet the standards for street connections in the Regional Transportation Functional Plan;*

**Response:** The applicant has provided a conceptual street plan with the concept plan.

*(8) Provision for the financing of local and state public facilities and services; and*

**Response:** The school is a public facility and the construction of the school will be funded through a recently approved bond levy. The School District's civil engineer and transportation engineer have provided financing plans on how utilities and transportation infrastructure will be financed.

*(9) A strategy for protection of the capacity and function of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.*



**Response:** Does not apply. The scope of the applicant's traffic impact study does not include an interchange. The closest interchange is located on I-5/Tualatin-Sherwood Road in Tualatin, approximately 6 miles east of the site.

*(d) The county or city responsible for comprehensive planning of an area shall submit to Metro a determination of the residential capacity of any area zoned to allow dwelling units, using a method consistent with a Goal 14 analysis, within 30 days after adoption of new land use regulations for the area.*

**Response:** This provision does not apply to this request as the area will be zoned and used for school purposes with no housing proposed.

### **SHERWOOD COMPREHENSIVE PLAN**

Chapters 1-3 of the City's Comprehensive Plan include general information about the City, definitions, the Citizen Involvement program, the planning process, and the metrics (i.e. population projections, housing, employment, and buildable lands). Many of the forecasts within Chapter 3 have been surpassed and out of date since as early as 2005. There are no specific goals or policies within the first two chapters that would be relevant to this proposal.

### **Chapter 3 Growth Management**

*Goal: To adopt and implement a growth management policy which will accommodate growth consistent with growth limits, desired population densities, land carrying capacity, environmental quality and livability.*

*Policies:*

- a. Focus growth into areas contiguous to existing development rather than "leap frogging" over developable property.*
- b. Encourage development within the present city limits, especially on large passed-over parcels that are available.*
- c. Encourage annexation inside the UGB where services area available.*
- d. When designating urban growth areas, consider lands with poorer agricultural soils before prime agricultural lands.*
- e. Achieve the maximum preservation of natural features.*
- f. Provide proper access and traffic circulation to all new development.*
- g. Establish policies for the orderly extension of community services and public facilities to areas where new growth is to be encouraged, consistent with the ability of the community to provide necessary services. New public facilities should be available in conjunction with urbanization in order to meet future needs. The City, Washington County, and special service*



*districts should cooperate in the development of a capital improvements program in areas of mutual concern. Lands within the urban growth boundary shall be available for urban development concurrent with the provision of the key urban facilities and services.*

*h. Provide for phased and orderly transition from rural to suburban or urban uses.*

**Response:** Many of these policies are achieved through implementation of the Sherwood Zoning and Community Development Code. With respect to the applicable policies beneath this goal, the area subject to this refinement plan was brought into the UGB by Metro in August of this year (2017). The School District actively sought out a site within the existing city limits that would be large enough to accommodate a new high school. Their careful analysis, part of this application, resulted in the selection of the refinement area. Through compliance with the development code and review process this goal will be satisfied, and the policies realized.

## Chapter 4 Land Use

### D. POLICY GOALS

*To create a flexible planning framework for the allocation of land for residential, commercial and industrial activities so as to create a balanced, livable urban environment where persons may live, work, play and shop.*

*To locate land uses so as to:*

- *Minimize the adverse effects of one use on another.*
- *Provide for convenient and energy-efficient movement of persons, vehicles and goods within and among the major categories of land use activity.*
- *Minimize the adverse effects of human activity on the natural environment.*

**Response:** Schools are an essential public facility, and a primary reason that people and businesses choose to locate within a community. The Sherwood Zoning and Community Development Code, through its implementation, is intended to separate incompatible uses from each other. In the event that uses are not necessarily incompatible, but have impacts to one another, the development review process allows the applicant to employ and the City to require measures that would be intended to mitigate those impacts.

As discussed in response to the goals and policies of Chapter 6, Transportation, the School District is proposing to mitigate its impacts to the surrounding transportation system through either direct physical improvements to the surrounding transportation facilities, or in the case of larger improvements, contribute a proportional share towards the mitigation measures.

The proposed concept plan would zone land for the purposes of constructing a new public high school within the study area. The concept plan does not allocate any land for residential, commercial, or industrial activities at this time.

### M. INSTITUTIONAL, PUBLIC AND SEMI-PUBLIC LAND USE





*Public and semi-public uses serve to complement and support residential, commercial, and industrial activities. Public uses include facilities and services provided by government agencies and special districts such as utilities, libraries, schools, police and fire protection, recreation facilities, open space, and governmental buildings. Semi-public uses include services provided by quasi-public agencies, and organizations. Semi-public is broadly defined to include facilities and services provided by non-profit private groups as well as government supported and/or regulated agencies providing a public service. These uses include day care centers, fraternal organizations, hospitals, retirement homes, churches, electric natural gas and telephone facilities. All existing institutional, public, and quasi-public areas are planned and zoned Institutional/Public (IP).*

**Response:** As stated within the plan, public uses, including schools, serve to complement and support residential, commercial, and industrial activities. The refinement area is surrounded largely by residentially zoned land within the City and small agricultural, institutional, and hobby farm uses within the County - most of which will eventually be displaced by residential development. The primary impact of a high-school in this location will likely be to the transportation system, but the use itself will complement the community as it has been identified as a need within the community. The primary purpose of the refinement plan is to assign IP zoning to 82.3 acres that was added to the UGB for the purposes of constructing a new high school.

#### *O. Community Design*

*Policy 1: The City will seek to enhance community identity, foster civic pride, encourage community spirit, and stimulate social interaction through regulation of the physical design and visual appearance of new development.*

#### *Strategy:*

- *Seek to establish community identity buffers between Sherwood and the cities of King City and Tualatin. Preserve and/or develop natural or man-made features which serve to define the communities.*
- *Develop a civic/cultural center and plaza park as a community focus.*
- *Promote community wide events such as the Robin Hood Festival.*
- *Develop a system of streets, bikeways, sidewalks, malls, and trails linking schools, shopping, work, recreation and living areas.*
- *Promote the preservation of historically or architecturally significant structures and sites.*

**Response:** The refinement plan does not affect this policy. The School District fosters many of the community events in their extra-curricular activities. These strategies have been realized



through capital improvements, city initiatives, or regulation through the Transportation System Plan and the Sherwood Zoning and Community Development Code.

*Policy 2 The formation of identifiable residential neighborhoods will be encouraged.*

*Strategy:*

- *Neighborhood scale facilities such as retail convenience centers, parks and elementary schools will be provided in or near residential areas.*
- *Natural and manmade features shall be used to define neighborhoods and protect them from undesirable encroachment by incompatible uses.*
- *Buffers will be established where development adjoins natural areas, wetlands, and greenways.*

**Response:** Schools are generally accepted as neighborhood centers. In the case of the Sherwood School District, it provides community gathering space for events, and open spaces that are shared with the community. The Sherwood West Preliminary Concept Plan identified some small-scale neighborhood retail in proximity to the school site, and this refinement plan does not preclude those uses from being located within the surrounding areas as future refinement plans are prepared and development occurs.

*Policy 3 The natural beauty and unique visual character of Sherwood will be conserved.*

*Strategy:*

- *Eliminate the visual presence of public utilities where possible.*
- *Adopt a sign ordinance which regulates the number, size and quality of signs and graphics. Standardize and improve the quality of public signs and traffic signalization.*
- *Encourage the use of visually appealing fencing throughout the City.*
- *Preserve significant vista points especially on public land.*
- *Establish a system of interconnected parks, greenways and visual corridors throughout the Urban Area.*
- *Develop and apply special site and structural design review criteria for multi-family, and manufactured housing parks, commercial and industrial developments.*



- *Develop and maintain landscaped conservation easements along major roadways and parkway strips along minor streets.*
- *Develop and implement a tree ordinance which regulates the cutting of trees and the planting of street trees.*
- *Implement the Old Town design guidelines in the 1983 "Sherwood Old Town Revitalization Plan".*

**Response:** This policy generally relates to regulations that are already existing within the Sherwood Zoning and Community Development Code. The City has not identified any protected view corridors, and given the topography of the site in relation to surrounding uses, will have nominal impacts, if any, to any scenic vistas. Future development of the school in conformance with the development regulations and review process will assist in the implementation of these strategies.

*Policy 4 Promote creativity, innovation and flexibility in structural and site design.*

*Strategy:*

- *Encourage the use of the Planned Unit Development technique for larger residential commercial and industrial sites.*
- *Make use of density transfer as a means of preserving open space and developing recreational areas within a single development.*
- *Encourage the use of energy saving techniques in the design of sites and structures.*
- *Encourage visual variety in structural design.*

**Response:** The Sherwood West Preliminary Concept Plan identified much of the area as residential land. It is likely that the high school will be a prominent feature in this location. The proposed zoning is IP; a zone intended to support such development. The refinement plan will not preclude the City from achieving this goal, its associated policies, and strategies as future growth and expansion occurs.

## **Chapter 5 Environmental Resources**

**Response:** This chapter is intended to ensure that the City and any subsequent plans comply with Statewide Planning Goal 5 which requires communities to identify and protect natural resources, conserve scenic and historic resources and significant open spaces. However, in 2005, the Metro Council established Title 13. Title 13 of the Metro Urban Growth Management Functional Plan adopted an inventory of regionally significant fish and wildlife habitat and established the Nature in Neighborhoods program, which for jurisdictions within the Metro region, is intended to establish compliance with Goal 5.



Further, the City of Sherwood relies primarily on programs established by the Tualatin Basin Partners, including Clean Water Services (CWS), to protect and enhance natural resources. The City also protects and conserves significant resources through flexible regulatory means (i.e. planned unit developments, reduced lot sizes, and variances), tree preservation, and its own environmental regulations, which mirror those of Title 13. This proposal would designate an area specifically brought into the UGB for the purposes of a high school to be annexed, zoned, and subject to existing City and State regulations as they pertain to environmental resources if they are subsequently found on site. There are no mapped Goal 5 resources on the site. The refinement plan does not preclude the City from realizing the goals, policies, and strategies of this Chapter.

## Chapter 6 Transportation

The following goals are from Chapter 6 Transportation, of Volume II of the Sherwood Comprehensive Plan.

*Goal 1: Provide a supportive transportation network to the land use plan that provides opportunities for transportation choices and the use of alternative modes serving all neighborhoods and businesses.*

**Response:** Transportation choices are not limited by the proposed plan. Rather, the plan and implementation of the suggested mitigation measures will increase opportunities and choice for people within the City by the expansion of the bicycle and pedestrian network.

*Goal 2: Develop a transportation system that is consistent with the City's adopted comprehensive land use plan and with the adopted plans of state, local, and regional jurisdictions.*

**Response:** The proposed zoning and subsequent future development continues to memorialize the existing network, is consistent with the goals of the comprehensive plan, and as discussed within the report, does not change the functional classification of any street within the City.

*Goal 3: Establish a clear and objective set of transportation design and development regulations that addresses all elements of the city transportation system and that promote access to and utilization of a multi-modal transportation system.*

**Response:** The City has adopted development regulations and design standards that improve access for pedestrian, bicycle, and vehicular modes of travel. The development standards include provisions for right-of-way dedications, and minimum dimensional standards for construction. The TSP includes access spacing requirements and cross sections for each street type. This proposal does not impede the City's ability to achieve this goal.

*Goal 4: Develop complementary infrastructure for bicycles and pedestrian facilities to provide a diverse range of transportation choices for city residents.*

**Response:** The City's TSP identifies pedestrian and bicycle facilities for streets within the City. The proposed amendments do not preclude the City from meeting this goal.



*Goal 5: Provide reliable convenient transit service to Sherwood residents and businesses as well as special transit options for the city's elderly and disabled residents.*

**Response:** The proposed amendment does not preclude the City from meeting this goal.

*Goal 6: Provide a convenient and safe transportation network within and between the Sherwood Old Town (Town Center) and Six Corners area that enables mixed use development and provides multimodal access to area businesses and residents.*

**Response:** The proposed plan amendment does not significantly impact the transportation network between Old Town and the Six Corners area.

*Goal 7: Ensure that efficient and effective freight transportation infrastructure is developed and maintained to support local and regional economic expansion and diversification consistent with City economic plans and policies.*

**Response:** Tualatin-Sherwood Road and Pacific Highway are designated freight corridors within the City, County, and State TSP. Elwert Road is a designated arterial in the City and County TSP, and Edy Road is a designated collector in the City and County TSP. The proposed amendment would not preclude the City from meeting this goal.

*Goal 8: The Sherwood City's transportation network will be managed in a manner that ensures the plan is implemented in a timely fashion and is kept up to date with respect to local and regional priorities.*

**Response:** Currently, the City employs all of the strategies associated with this goal. The City is represented on all local, regional, and state traffic planning processes, has an adopted Capital Improvement Plan, and collects Systems Development Charges (SDC's) to assist paying for improvements to the City's transportation network.

## **Chapter 7 Community Facilities and Services**

*Goal: To insure the provision of quality community services and facilities of a type, level and location which is adequate to support existing development and which encourages efficient and orderly growth at the least public cost.*

*Objective 1 Develop and implement policies and plans to provide the following public facilities and services; public safety fire protection, sanitary facilities, water supply, governmental services, health services, energy and communication services, and recreation facilities.*

**Response:** As indicated earlier in this report, public services were shown to be available to the plan area through analysis by the project engineer as well as, the planning efforts associated with the Sherwood West Preliminary Concept Plan. Services are available to the plan area, and will be extended by the District to support the high school.



*Objective 2 Establish service areas and service area policies so as to provide the appropriate kinds and levels of services and facilities to existing and future urban areas.*

**Response:** Service areas and acceptable levels of service are already established by the appropriate providers. The School District and its consultants have coordinated with service providers and service provider letters are have been issued indicating that services can be extended to serve the high school site and post UGB expansion Title 11 concept plan area.

*Objective 3 Coordinate public facility and service plans with established growth management policy as a means to achieve orderly growth.*

**Response:** Public facility and service plans consistent with programming that was anticipated as part of the Sherwood West Preliminary Concept Plan, and the specific utility master plans that have been adopted by the City of Sherwood since the acceptance of the plan will be honored in the provision of services to the plan area.

*Objective 4 Coordinate public facility and service provision with future land use policy as a means to provide an appropriate mix of residential, industrial and commercial uses.*

**Response:** The entire concept plan area would be for an institutional use, but does not preclude the future provision of services to adjacent properties that will potentially achieve a mix of uses through refinement planning.

## **Chapter 8 Urban Growth Boundary Additions**

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

*Policy 1 Focus growth into areas contiguous to existing development rather than "leap frogging" over developable property.*

**Response:** As was discussed previously in this narrative, there are not any opportunities within the existing city limits to obtain a parcel or group of adjacent parcels large enough to site a high school able to accommodate 2,400 students. The proposal is contiguous to the existing City limits in an area designated as urban reserve and subject to a recent preliminary concept plan for an area where it would be most likely that the City of Sherwood would expand its limits for accommodating new residential lands. While in front of that proposed expansion, the preliminary concept plan identifies the majority of the area as residential.

*Policy 2 Encourage development within areas that have access to public facility and street extensions in the existing city limits.*

**Response:** The concept plan area has access to existing public facilities, and would benefit from the improvement of existing transportation facilities. The area was brought into the UGB under a major amendment process specifically geared towards the provision of schools and other essential public facilities.



*Policy 3 Encourage annexation inside the UGB where City services are available and can be extended in a cost-effective and efficient manner.*

**Response:** The School District intends to submit an annexation application and request that the property be annexed into the City immediately following approval of this Concept Plan / Comprehensive Plan Amendment request. The UGB expansion was approved by Metro Council on August 17, 2017 (Metro Case No. 17-02). As discussed previously, City services are available and can be extended to the site in a cost effective and efficient manner.

*Policy 4 When Metro and Sherwood designates future urban growth areas, consider lands with poorer agricultural soils before prime agricultural lands, lands that are contiguous to areas planned for urban services, and land that resides in Washington County to reduce confusion over jurisdictional administration and authority.*

**Response:** This concept plan covers an area of land already located within a designated Urban Reserve and in an area that has been preliminarily concept planned for future residential growth associated with the City of Sherwood. This land was previously designated, presumably with this policy in mind.

*Policy 5 Achieve the maximum preservation of natural and historic resources and features consistent with Goal 5 of the Statewide Land Use Planning program and Chapter 5 of this Plan.*

**Response:** The land subject to this request was previously farmed, and while no natural or historic resources have been previously identified, any and all future development associated with the plan will comply with any regulations for preservation or protection should resources be eventually identified on the site.

*Policy 6 Provide multi-modal access and traffic circulation to all new development that reduces reliance on single occupant vehicles (SOV) and encourages alternatives to cars as a primary source of transportation.*

**Response:** The proposed concept plan recognizes all existing public transportation facilities. Any and all future improvements to the adjacent facilities will meet the improvement standards for that specific facility including curb, sidewalk, and, where called for, bike lanes.

*Policy 7 Establish policies for the orderly extension of community services and public facilities to areas added for new growth consistent with the ability of the community to provide necessary services. New public facilities should be available in conjunction or concurrently with urbanization in order to meet future needs. The City, Washington County, and special service districts should cooperate in the development of a capital improvements program in areas of mutual concern. Lands within the urban growth boundary shall be available for urban development concurrent with the provision of the key urban facilities and services.*



**Response:** As discussed previously in this narrative, existing public services are adjacent to or can be extended into the area. As proposed, the extension of community services would be orderly and efficient as the site is adjacent to the city limits and urban development.

*Policy 8 Provide for phased and orderly transition from rural to suburban or urban uses. Larger UGB expansion areas shall include a phased development plan to achieve a sustainable transition over time.*

**Response:** The Sherwood West Preliminary Concept Plan included a phasing plan that identified needed improvements as well as where it makes the most sense to extend public services in an orderly and efficient manner. This refinement plan for 82.3 acres is identified within Phase A of the plan, and is consistent with the siting of educational facilities identified in that plan.

*Policy 9 To provide a regionally consistent population projection methodology and the accurate allocation of people, a revised population projection for Sherwood should be developed and coordinated with other County jurisdictions, Washington County, and Metro during periodic review of the Metro UGB and Sherwood's Comprehensive Plan.*

**Response:** This policy is not impacted by this request.

*Policy 10 The City of Sherwood shall lead the concept planning for areas contiguous to the existing UGB. The City of Sherwood and special districts, such as Tualatin Valley Fire & Rescue, are the primary service providers. Washington County does not want to provide urban services outside of city limits. Sherwood will work cooperatively with the County, special districts, and neighboring cities, including Tualatin, to determine urban service boundaries, service delivery, and when feasible share resources, such as public facilities to encourage cooperation, cost-effective delivery, and economic development in future growth areas.*

**Response:** The City of Sherwood City Council accepted the Sherwood West Preliminary Concept plan, the first step in concept planning for the area. The refinement plan associated with this request is adjacent to the existing UGB and has included communication and coordination with the special districts within the area that will be providing services to the 82.3 acre site.

*Policy 11 As part of the concept planning process, the City will submit findings from any study or technical analysis to inform Metro on appropriate future revisions to the Urban Growth Boundary (UGB) in conformance with the Metro 2040 Growth Concept Plan and the need to accommodate urban growth to the year 2017 and beyond. The City will work with neighboring cities, Washington County, and Metro on an "urban reserve" program that identifies future lands beyond a 20 year planning horizon to facilitate efficient and well planned public facilities and services.*

**Response:** This particular request is associated with an 82.3 acre area that was brought into the UGB by Metro Ord. No. 17-1406 under the Major Urban Growth Boundary amendment process in Metro Code Section 3.07.1440. Oregon's Statewide Planning Goals include schools





in their definition of “key facilities” and “urban facilities and services.” Cities are required by Goals 11 and 14, and related statutes and administrative rules to plan in coordination with large school districts for schools in their comprehensive plans and to ensure that UGBs are located based, in part, on the need for schools.

Cities and school districts are required by ORS 195.110 to plan for school siting needs with at least a ten-year planning horizon. The School District actively participated in the Sherwood West Preliminary Concept Planning process as a stakeholder on the Technical Advisory Committee and worked with the Citizens Advisory Committee to identify up to two general locations for school sites within the area.

*Policy 12 Changes to concept plans can be made prior to implementation based on supported evidence and may be proposed by the City, County, special districts, and individuals in conformance with City, County, and Metro procedures for amendment of their respective Comprehensive Plans. Concept plan maps shall be adopted in this Chapter and new development shall conform to the land uses, transportation network, parks and open space, and other applicable concept level designs.*

**Response:** This request includes a refinement plan to an area within the Sherwood Preliminary Concept Plan area. That plan was accepted by the City Council, and laid the general foundation for future planning within the area. This request is to formally adopt a post-UGB Title 11 Concept Plan for the 82.3 acres recently added to the UGB that was expanded specifically for the high school use.

*Policy 13 Generally, new concept plans shall conform to Title 11 requirements and any conditions of approval related to the addition of the land. Concept plans shall strive to balance the needs of existing and new residents and businesses to ensure a sustainable tax base to deliver services. Mixed residential and mixed use shall be considered for each concept plan as an opportunity to provide neighborhood and civic oriented services within walking distance, efficient, transportation alternatives, and a variety of housing and employment choices.*

**Response:** This concept plan is consistent with the applicable Title 11 requirements as discussed previously within this narrative.

*Policy 14 Generally, new neighborhoods shall be designed and built based on architectural form as opposed to land based regulatory tools, such as setbacks, lot sizes, and lot coverage. In lieu of these requirements more shared and usable open space and parks can be dedicated to the public in addition to any non-buildable areas. Furthermore, a form-based code is preferable to reduce regulatory hurdles and costs for customers and the City, respectively.*

**Response:** The City has not adopted a form-based code. The high school would naturally become the nucleus of another neighborhood within the City of Sherwood as development within Sherwood West occurs.



*Policy 15 The City shall work with the Tualatin River National Wildlife Refuge on a long term urbanization plan that could include provision of urban services and preservation of additional lands for fish and wildlife habitat.*

**Response:** This is a directive to the City of Sherwood, and while the site is not adjacent to or within the Tualatin River National Wildlife Refuge, future development within the study area will be subject to the rules and regulations that are intended to identify and preserve lands that are important for fish and wildlife habitat.

*Policy 16 Consistent with Goal 1, the City shall establish an advisory committee to develop evaluation criteria and a concept plan for any area over 20 acres while collecting input from affected agencies, property owners, and other stakeholders.*

**Response:** The City did not initiate this Title 11 Concept Plan; instead it is being requested by the Sherwood School District. The School District will be the only landholder in the concept plan area and has immediate position of three of the four properties in the area and is negotiating a purchase and sale agreement to purchase the fourth property. The School District has engaged the community and stakeholders in an extensive public process. This process has consisted of the involvement of a Long Range Planning Committee, Bond Visioning Committee, Bond Steering Committee, community forums and input sessions, as well as various design committees. The School District and project team have provided updates to the City Council and Planning Commission and have met regularly with City, County and ODOT staff.

*Policy 17 Regarding the concept planning process, the following steps shall be required to initiate the concept plan through annexation:*

- (1) Governance: Determine jurisdictional boundaries and urban service providers.*
- (2) Concept Plan: Develop a concept plan consistent with Metro 2040 Growth Concept.*
- (3) Implementation: Adopt comprehensive plan policies, zoning codes, etc. by ordinance.*
- (4) Annexation: Allow property owners to petition the City for annexation after concept plan implementation is substantially complete.*

**Response:** This area was concept planned for the purposes of siting a public high school. A preliminary concept plan for the area was completed and accepted by the City of Sherwood in 2016. The preliminary concept plan recognized that the City would be responsible for governance within the Sherwood West area and the area subject to this refinement plan. The concept plan would limit development within the area to a public high school and associated public facilities. Zoning the site IP would protect this area from uses that are inconsistent with the plan. There is no need for additional comprehensive plan policies associated with this request. Future development will be subject to the existing implementing ordinances of the Sherwood Zoning and Development Code.



*Policy 18 City plan and zoning designations will be determined consistent with the Metro 2040 Growth Concept Design Types illustrated on the 2040 map, unless the 2040 map designation is inappropriate, in which case the City will propose that Metro change their map consistent with City policy.*

**Response:** The Metro 2040 map designates the area within this concept plan as an urban reserve. Subsequently, the City of Sherwood completed a preliminary concept plan for the area that supports the location of a school within this general area.

*Policy 19 The City shall find outside sources of funds, including participation in Metro’s Construction Excise Tax program, to finance the concept planning in lieu of general funds.*

**Response:** Funding for improvements associated with this concept plan will be paid for through a bond passed by the Sherwood School District in November of 2016.

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

**Response:** The applicant proposes to add the following text (in underline below) to Chapter 8 part D of Part II of the City Comprehensive Plan. This language is to document the background and land use for the Sherwood High School Urban Growth Boundary Addition.

#### **Proposed Text Amendment language:**

##### D.4 – New Sherwood High School Expansion Area

###### Background

Sherwood West is a 1,291 acre designated urban reserve area (5B) located east and north of the existing city limits of Sherwood. Beginning in 2014, the City, with the aid of a Metro Community Planning and Development Grant, conducted a 14 month study of the area to better understand how the area would transition from rural to urban as the City expanded. The study included an extensive public engagement process, and explored such topics as: governance, public sentiments about growth from both citizens of Sherwood and landowners within the study area, land use mix, residential carrying capacity within the area, school locations, park and natural resource locations, future infrastructure needs for the area, costs, and phasing for future expansion. The City Council accepted the results of the Preliminary Concept Plan on February 16, 2016 (RES. 2016-009) after receiving a positive recommendation from the Sherwood Planning Commission.

Meanwhile, parallel to the City’s planning efforts, the Sherwood School District was considering its need to expand. First, the Sherwood School District commissioned the preparation of a Facilities Planning and Assessment Report by a team of consultants to review a long-term facilities plan that was completed in 2008 and to assess the district’s current resources. Second, the representatives from the School District served on the Sherwood West technical advisory committee to begin identifying potential locations to accommodate future facility growth within the district.



Next, the School District hired Davis Demographics & Planning Inc. to complete an updated 10-year demographic study in May of 2016. The study reviewed the following factors that determine student enrollment: (1) the current and planned residential development over the next ten years; (2) student yield factors that apply to new residential development; (3) birth factors for the District area; and (4) mobility factors, which examine the in/out migration of students within existing housing units.

Considering the findings of these studies together, the School District determined that there would be a deficiency in school capacity for all levels, with the high school level having the largest deficiency.

Prior to the culmination of these reports, the District formed a Long Range Planning Committee, Bond Steering Committee, Bond Visioning Committee and Sherwood High School Programming Committee to study facility needs from a School District perspective. Led by the Bond Management Team, these committees met from 2014 to 2016 making recommendations to the Sherwood School District Board. The process included input from a number of participants from the community including City Council and staff representation, School District staff, architects, civil engineers, financial advisors, business leaders, citizens, parents and students. Throughout this process, the Sherwood City Council was provided with updates and community input was sought via various public outreach methods.

In June of 2016, the Sherwood School District's Board of Directors unanimously decided to place a bond on the November ballot to relieve existing overcrowding and meet projected enrollment needs; improve student safety and security district-wide, including seismic upgrades; address district-wide deferred maintenance; upgrade district-wide technology; and add capacity within the School District by constructing a new high school and reconfiguring existing schools to accommodate other grade levels. In the November 2016, 54% of Sherwood voters approved the bond.

Shortly thereafter, the School District began evaluating properties in and around Sherwood to build a new high school. After careful consideration of possible locations for the School including land within the existing Sherwood Urban Growth Boundary (UGB) and City Limits, the Tualatin UGB, the Wilsonville UGB, and the surrounding urban reserves, it was determined that one of the two potential sites identified within the Sherwood West Preliminary Concept Plan would be the most accessible to current students and suitable given the needs of the School District.

The property that makes up this refinement plan area was brought into the UGB on August 17, 2017 by approval of Metro Ord. No. 11-1255 under the Major Urban Growth Boundary major amendment process in Metro Code Section 3.07.1440. This process allows for out of sequence UGB expansions for specific purposes such as schools.

#### Land Use

As conditioned by the Metro Major UGB Amendment decision (Metro Ord. No. 17-1406, the 82.3-acre Urban Growth Boundary expansion area can only be used as a public high school, associated accessory uses and public transportation improvements. The School District proposes to construct a new high school on the site consistent with the concept plan and Major Amendment decision. The new high school is planned to be opened in the fall of 2020 with



1,870 students and a capacity for 2,000. The high school building is design so that the core facilities (gym, cafeteria, etc.) of the high school building are sized for the ultimate buildout of 2,400 student. With core facilities in place, additional classroom space can be added once the need arises.

## STATEWIDE PLANNING

### GOAL 1 – Citizen Involvement

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

**Response:** The School District has actively engaged the public for the past three years through public meetings surrounding the topic of a new high school. After the November 2016 election results were announced, the School District began discussing the preferred location of the new high school. The district's public engagement process is documented in Appendix E of this report. The City's public hearing process meets the requirements of this Goal for citizen involvement in the land use process. Notice of the proposal will be provided to all property owners within the notice area, published in the newspaper, and will also be posted on the subject property, giving interested citizens an opportunity to be involved in the process. A public hearing to consider the request will be held by the Planning Commission who will make recommendation City Council who will make a decision following an open public record period and hearing. Through the notice and public hearing process, all interested parties are afforded the opportunity to review the application, comment on the proposal, and participate in the decision. This process meets the requirements of this Goal for citizen involvement in the land use planning process. In accordance with the findings presented above, the proposed Comprehensive Plan and Zoning Map Amendment are consistent with Goal 1.

### GOAL 2 – LAND USE PLANNING

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

**Response:** The Sherwood Comprehensive Plan is acknowledged to be in compliance with the Statewide Planning Goals and provides goals, policies and procedures for reviewing and evaluating land use requests. The City's adopted Type V land use planning process provides for Plan Map Amendments and is consistent with Goal 2.

### GOAL 3 – AGRICULTURAL LANDS

*To preserve and maintain agricultural lands.*

**Response:** The subject property is comprised of land that is currently located within the Urban Growth Boundary (UGB), and formerly within an urban reserve. It is expected that the land will be converted from agriculture and forest lands for urban use. The Comprehensive Plan Map Amendment and Zone Change will only affect the study area identified for siting of a new public high school. The refinement plan rezones the entire study area IP.



#### **GOAL 4 – FOREST LANDS**

*To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.*

**Response:** The subject property is comprised of land that is currently located within the Urban Growth Boundary (UGB), and formerly within an urban reserve. It is expected that these areas will be areas converted from agriculture and forest lands for urban use. The Comprehensive Plan Map Amendment and Zone Change will only affect the study area identified for siting of a new public high school. The refinement plan rezones the entire study area IP.

#### **GOAL 5 – OPEN SPACE, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES**

*To protect natural resources and conserve scenic and historic areas and open space.*

**Response:** Inclusion into the City will afford natural resource and open space within the area additional protections as the property is developed. There are no known historic or designated scenic areas in the concept plan area. All future development within the refinement plan area would be subject to the same regulations within the City that are intended to satisfy Goal 5.

#### **GOAL 6 – AIR, WATER AND LAND RESOURCES QUALITY**

*To maintain and improve the quality of the air, water and land resources of the state.*

**Response:** The subject property is located within the UGB and formerly an urban reserve area, where development at an urban scale and density is anticipated to occur. While the organization of uses and those uses specifically allowed within the property will change, no significant negative change in the quality of air is expected to occur. The proposed uses do not involve any additional noise or smoke that would affect the surrounding air, water, or land resource quality.

City sewer, storm sewer, and water facilities will be extended to the study area. Future development within the study area would be subject to the regulations of the Sherwood Zoning and Community Development Code that are intended to implement this goal. The proposed Comprehensive Plan Map Amendment and Zone Change is consistent with Goal 6.

#### **GOAL 7 – AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS**

*To protect people and property from natural hazards.*

**Response:** The subject property is located outside the 100-year floodplain. The site is gently sloping with slopes between 3 and 5 percent. There are no known landslide hazards or steep



slopes. Detailed review of the site will be completed during the subsequent development of the high school to assure natural hazards are mitigated to the greatest extent practical.

### **GOAL 8 – RECREATIONAL NEEDS**

*To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

**Response:** The proposed amendments will allow for the potential development of the study area with a new public high school. The Sherwood School District and the City of Sherwood have a shared agreement that allows the public to utilize the sports fields at the public schools in Sherwood. Future development of the site will include the transportation improvements that will enhance access to other recreational areas in the neighborhood (parks and schools). Therefore, the proposed Comprehensive Plan Map Amendment and Zone Change are in compliance with Goal 8 by providing opportunities consistent with the shared use agreement and access through transportation improvements around the study area.

### **GOAL 9 – ECONOMIC DEVELOPMENT**

*To provide adequate opportunities throughout the state for the variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

**Response:** The proposed amendment adds an essential public facility to the community. The added capacity that this plan intends to provide for the School District would potentially enhance opportunities for the community to attract new residents and businesses. The proposal does not preclude the City from meeting its Goal 9 planning obligations.

### **GOAL 10 – HOUSING**

*To provide for the housing needs of the citizens of the state.*

**Response:** The proposed Comprehensive Plan Map Amendment does not affect the inventory of available housing within the City limits. The entire study area would be designated IP with the intention of constructing a new high school in the near future. The proposal does not preclude the City from meeting its Goal 10 planning obligations.

### **GOAL 11 – PUBLIC FACILITIES AND SERVICES**

*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:** The City maintains an infrastructure of public facilities and services to support urban development. The City has adopted Transportation, Stormwater, Wastewater and Water master facility plans. These plans outline the public facilities and services needed to serve land within the UGB. The existing public services and facilities in the area can be extended to serve the refinement plan area consistent with the utility master plans. The plan proposed is consistent with Goal 11.



## **GOAL 12 – TRANSPORTATION**

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

**Response:** The City of Sherwood’s Transportation System Plan (TSP) is in compliance with the requirements of this Goal. The relationship of the proposal to the transportation system, and its impacts, have been set forthcoming in the Transportation Planning Rule (TPR) Traffic Memo prepared by the applicant’s traffic engineer, DKS Associates. The plan includes improvements and mitigation to ensure that the proposal will meet TPR requirements. The analysis has found that the traffic impacts of the project will not cause a change in the functional classification of any street or transportation facility and will not require or result in changes to the standards that implement the functional classifications system. The proposed plan amendment is therefore in compliance with the Oregon Transportation Planning Rule, the Sherwood Transportation System Plan and the goals and policies contained within the Sherwood Comprehensive Plan. In accordance with findings presented above, the proposed plan is consistent with Goal 12.

## **GOAL 13 – ENERGY CONSERVATION**

*To conserve energy.*

**Response:** The design and construction of the proposed high school and campus is intended to be located in close proximity to 90% of the student population allowing the opportunity for less vehicle trips and miles traveled resulting in a reduction in the consumption of gasoline and associated emissions. Future development of the site, and surrounding transportation infrastructure should encourage the use of alternative modes of transportation (bicycles, walking). The existing system should provide direct, efficient and convenient access to the school, and its proximity to adjacent developed residential neighborhoods may also help to reduce the vehicle miles traveled as this will encourage walking to the high school. The buildings will be designed and constructed in compliance with the latest energy codes. For these reasons, the proposal will help conserve energy and be energy efficient, in keeping with the intent of this Goal.

## **GOAL 14 – URBANIZATION**

*To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

**Response:** The entire concept plan is located within the UGB. All required public facilities and services are available and can be extended to the property upon annexation. The use of the site is consistent with earlier planning efforts and should contribute to an efficient arrangement of land uses within the UGB, and to the efficient use of urban services, consistent with the directives of this Goal. The proposal does not affect the size or location of the UGB. In accordance with the findings presented above, the Comprehensive Plan Map Amendment and Zone Change is consistent with Goal 14.





**GOAL 15-19**

**Response:** Statewide planning goals 15-19 are not applicable to this area of the state and are not addressed as a part of this proposal.



**V. APPENDIX**



## **APPENDIX A – Concept Site Plan**



## **APPENDIX B – Infrastructure Financing Plan**



## **APPENDIX C – Proposed Zoning Designation Map**



## **APPENDIX D - 2008 Sherwood School District Long Term Facilities Plan**



## **APPENDIX E - School Facilities Planning and Public Outreach Process Summary (2016 Bond Measure Projects)**



## **APPENDIX F - Strategic Plan**





## **APPENDIX G - Guiding Principles**



## **APPENDIX H - DOWA Existing Sherwood High School Expansion Options**



**APPENDIX I - Sherwood School District: 10-Year Student  
Population Projections by Residence: Fall 2016-2025 study  
(May 11, 2016)**



## **APPENDIX J – 2016 School Capacities and Floor Plans DOWA – IBI Group Architects, Inc.**



## PA 17-02- Applicant Proposed Chapter 8 Comprehensive Plan Text

### Proposed Text Amendment language:

#### D.4 – New Sherwood High School Expansion Area

##### *Background*

*Sherwood West is a 1,291 acre designated urban reserve area (5B) located east and north of the existing city limits of Sherwood. Beginning in 2014, the City, with the aid of a Metro Community Planning and Development Grant, conducted a 14 month study of the area to better understand how the area would transition from rural to urban as the City expanded. The study included an extensive public engagement process, and explored such topics as: governance, public sentiments about growth from both citizens of Sherwood and landowners within the study area, land use mix, residential carrying capacity within the area, school locations, park and natural resource locations, future infrastructure needs for the area, costs, and phasing for future expansion. The City Council accepted the results of the Preliminary Concept Plan on February 16, 2016 (RES. 2016-009) after receiving a positive recommendation from the Sherwood Planning Commission.*

*Meanwhile, parallel to the City's planning efforts, the Sherwood School District was considering its need to expand. First, the Sherwood School District commissioned the preparation of a Facilities Planning and Assessment Report by a team of consultants to review a long-term facilities plan that was completed in 2008 and to assess the district's current resources. Second, the representatives from the School District served on the Sherwood West technical advisory committee to begin identifying potential locations to accommodate future facility growth within the district.*

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*Considering the findings of these studies together, the School District determined that there would be a deficiency in school capacity for all levels, with the high school level having the largest deficiency.*

*Prior to the culmination of these reports, the District formed a Long Range Planning Committee, Bond Steering Committee, Bond Visioning Committee and Sherwood High School Programming Committee to study facility needs from a School District perspective. Led by the Bond Management Team, these committees met from 2014 to 2016 making recommendations to the Sherwood School District Board. The process included input from a number of participants from the community including City Council and staff representation, School District staff, architects, civil engineers, financial advisors, business leaders, citizens, parents and students. Throughout this process, the Sherwood City Council was provided with updates and community input was sought via various public outreach methods.*

*In June of 2016, the Sherwood School District's Board of Directors unanimously decided to place a bond on the November ballot to relieve existing overcrowding and meet projected enrollment needs; improve student safety and security district-wide, including seismic upgrades; address district-wide deferred maintenance; upgrade district-wide technology; and add capacity within the School District by constructing a new high school and reconfiguring existing schools to*

## PA 17-02- Applicant Proposed Chapter 8 Comprehensive Plan Text

*accommodate other grade levels. In the November 2016, 54% of Sherwood voters approved the bond.*

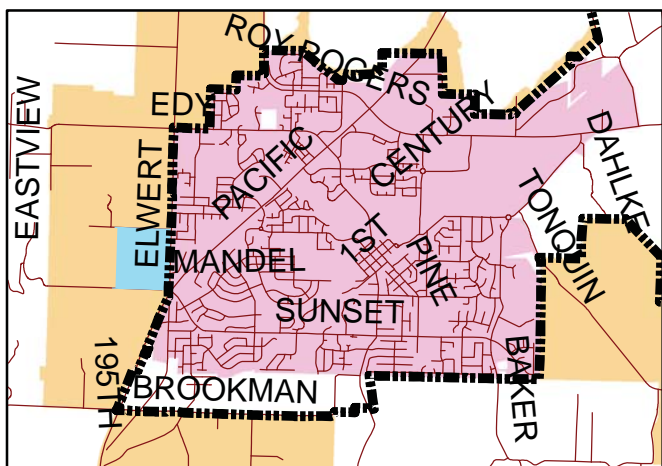
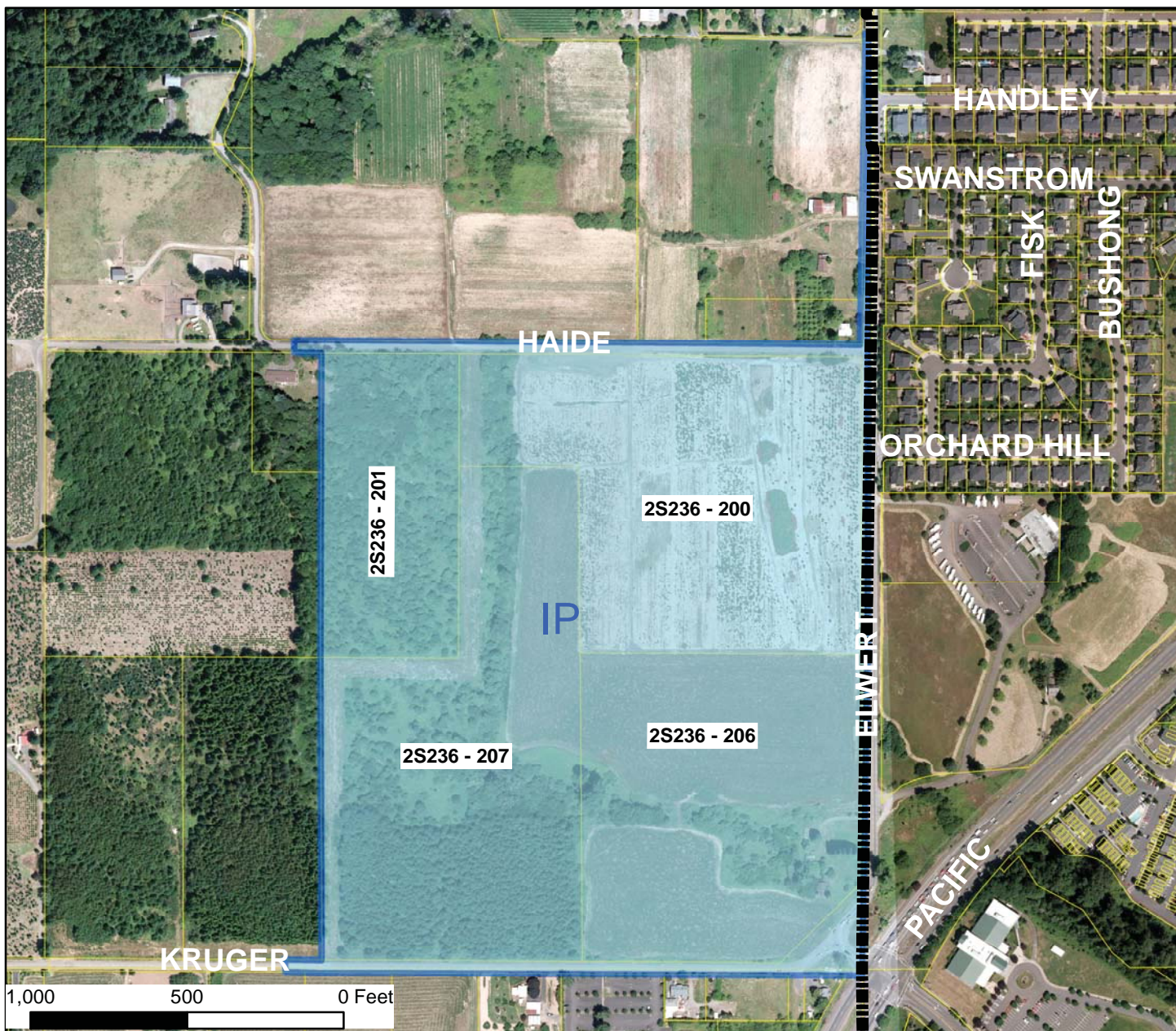
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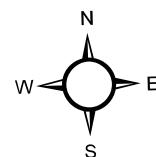
### *Land Use*

*As conditioned by the Metro Major UGB Amendment decision (Metro Ord. No. 17-1406, the 82.3-acre Urban Growth Boundary expansion area can only be used as a public high school, associated accessory uses and public transportation improvements. The School District proposes to construct a new high school on the site consistent with the concept plan and Major Amendment decision. The new high school is planned to be opened in the fall of 2020 with 1,870 students and a capacity for 2,000. The high school building is design so that the core facilities (gym, cafeteria, etc.) of the high school building are sized for the ultimate buildout of 2,400 student. With core facilities in place, additional classroom space can be added once the need arises.*

# New Sherwood High School Proposed Plan and Zone Map Designation

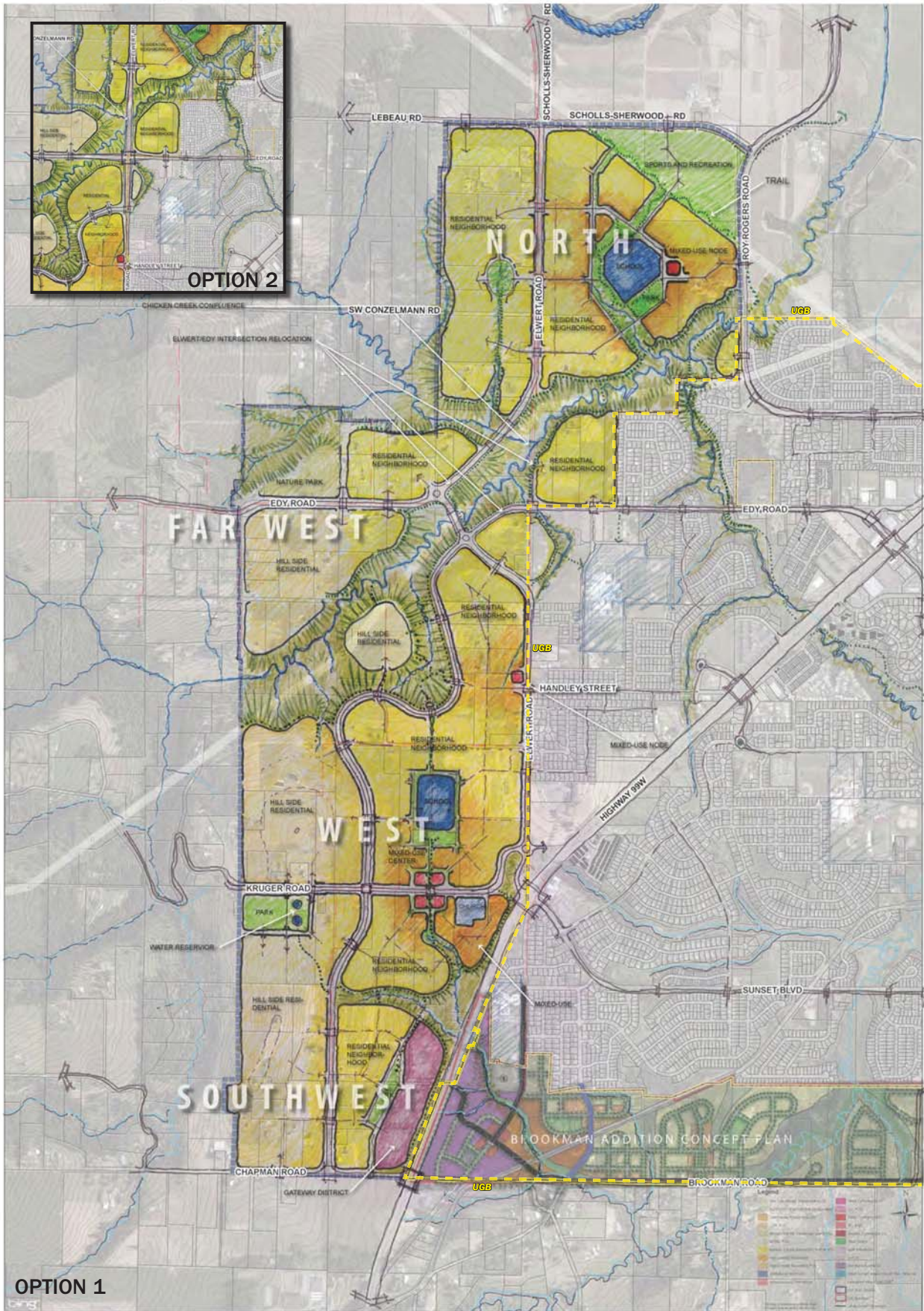


- Urban Growth Boundary
- IP Institutional & Public (IP)
- Urban Reserve
- Sherwood



Air Photo: July 2012  
Source: Metro RLIS  
Created: 7/13/2017





**OPTION 1**

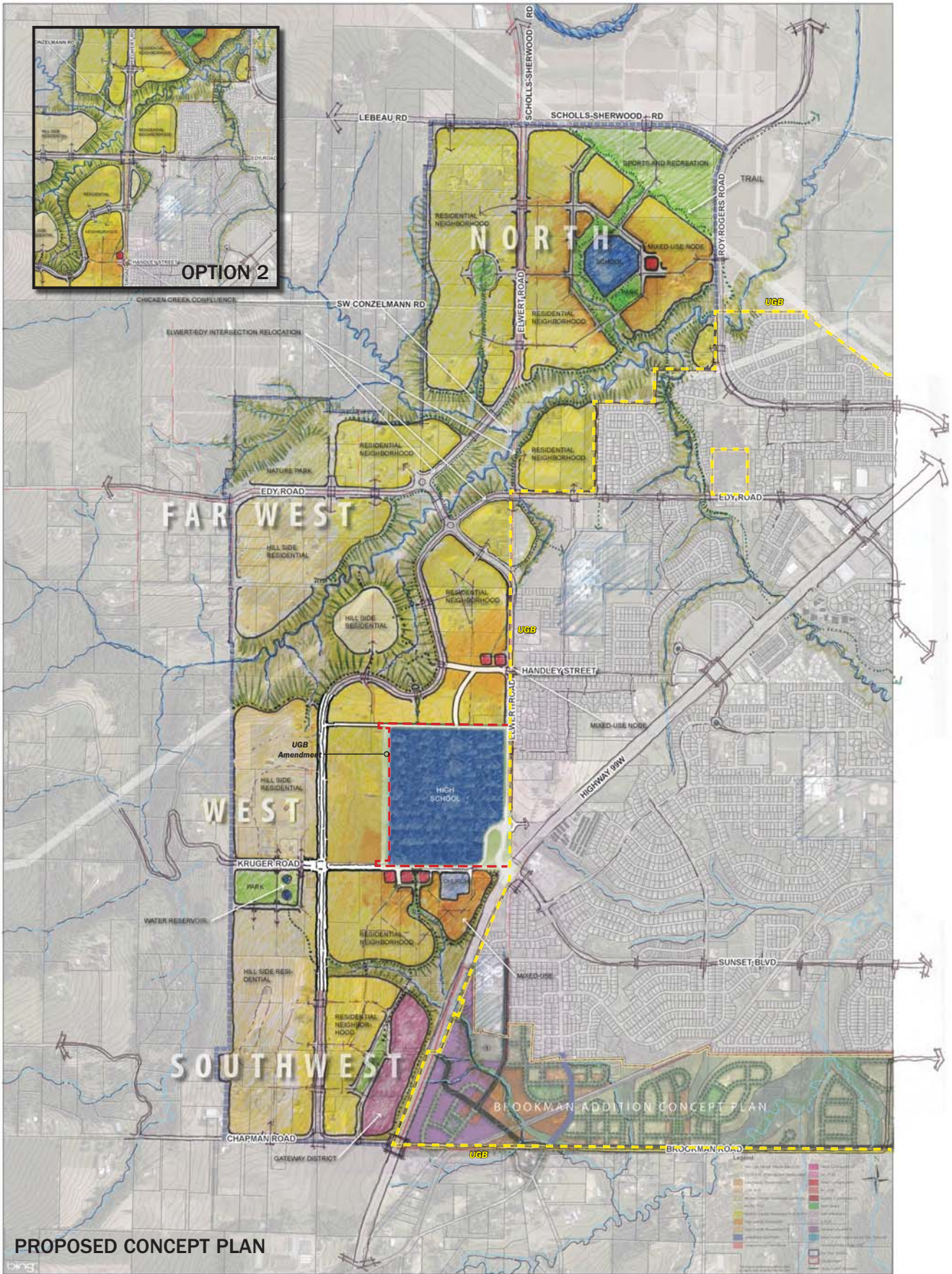
- LEGEND**
- RESIDENTIAL - HILLSIDE
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - MIXED-USE
  - MIXED USE COMMERCIAL
  - GATEWAY DISTRICT
  - SCHOOL
  - CHURCH
  - PARK/OPEN SPACE
  - CREEK CORRIDOR OPEN SPACE
  - TRAIL



**2015 Sherwood West Concept Plan**

Exhibit D



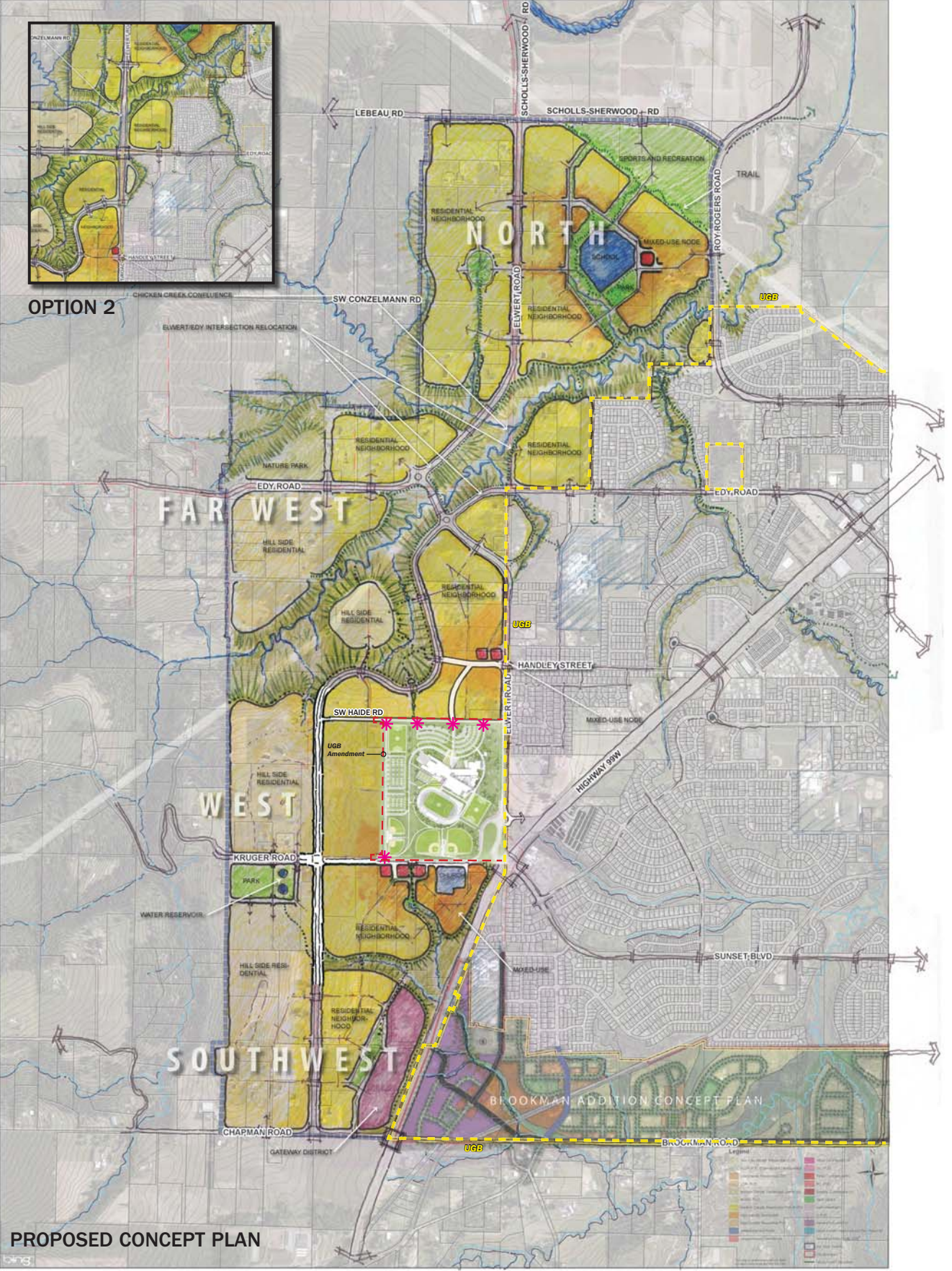


**PROPOSED CONCEPT PLAN**

- LEGEND**
- RESIDENTIAL - HILLSIDE
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - MIXED-USE
  - MIXED USE COMMERCIAL
  - GATEWAY DISTRICT
  - SCHOOL
  - CHURCH
  - PARK/OPEN SPACE
  - CREEK CORRIDOR OPEN SPACE
  - TRAIL



**Sherwood West Concept Plan**  
 (with new High School site)



**PROPOSED CONCEPT PLAN**

- LEGEND**
- RESIDENTIAL - HILLSIDE
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - MIXED-USE
  - MIXED USE COMMERCIAL
  - GATEWAY DISTRICT
  - SCHOOL
  - CHURCH
  - PARK/OPEN SPACE
  - CREEK CORRIDOR OPEN SPACE
  - TRAIL

\* Proposed Site Vehicular Access



**Sherwood West Concept Plan**  
 (with new High School draft site concept)



\* Proposed Site  
Vehicular Access

## Sherwood West Concept Plan-Detail (with new High School draft site concept)

# New Sherwood High School Metro Title 11 Concept Plan

November 6, 2017



## Executive Summary

### Project Description

Sherwood School District voters approved a bond measure in November 2016 providing funding for school improvements including construction of a new high school. The bond will replace the existing Sherwood High School with a new high school on a new site to accommodate future growth, significantly increase the number of athletic fields for schools and community use, and reduce the District's reliance on portable classroom buildings.

Over the course of 2015 and 2016, the City of Sherwood completed a preliminary concept plan for the urban reserve area west of SW Elwert Road (Metro Urban Reserve Area 5B), also known as the Sherwood West Preliminary Concept Plan. Urban reserves are lands that the regional government and its partners have agreed are suitable for accommodating urban development over the next 50 years. The designation for Sherwood West was made under Metro Ord. No. 11-1255 and relates to a 1,291-acre area located north and west of the existing City of Sherwood city limits. The new Sherwood High School is proposed to be located within a portion of what is identified as Phase A of the Sherwood West Preliminary Concept Phasing Plan.

The first step to developing the site for the new high school is to bring the site into the urban growth boundary (UGB). Metro allows for the UGB to be expanded to accommodate new schools under a "Major Amendment" request. Metro Council approved the Major Amendment request on August 17, 2017.

Now that the site is within the UGB, the next step is to prepare a post-UGB concept plan under Metro requirements (Metro Functional Plan Title 11) and amend the City's Comprehensive Plan. The Sherwood School District submitted an application to the City of Sherwood for approval of the concept plan and to amend the Comprehensive Plan in August of 2017 (PA-17-02).

### Metro Title 11 Concept Plan Components

The Metro Growth Functional Plan indicates that a concept plan for areas added to the Urban Growth Boundary (Metro Code 3.07.1120) must include the following:

1. Intergovernmental agreement
2. Adopt Comprehensive Plan Provisions and Land Use Regulations
3. Public Streets Plan
4. Provisions for financing of public facilities

The following pages provide a summary of the four components included in a Metro Title 11 Concept Plan for the new Sherwood High School.

## **Project Information**

**Tax Lot(s):** 2S236 - 200, 201, 206 & 207

**Site Address:** 18880 SW Haide Road, 22895 SW Elwert Road, and  
18985 SW Kruger Road, Sherwood, OR 97140

**UGB Expansion Size  
(Approved by Metro Major  
Amendment on 8/17/17):** 82.3 Acres (76.2 private land & 6.1 acres public road  
right-of-ways)

**Current Zoning:** AF-20 (Agricultural and Forest District)

**Proposed Zoning:** Institutional Public Use (IPU)

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## I. Background Information

### Site Information

The site consists of four tax lots (Tax Lot 200, 201, 206 and 207 of Tax Map 2S236) and is located within unincorporated Washington County on the west side of SW Elwert Road just north of Highway 99W, between SW Haide Rd and SW Kruger Road. The property has frontage on SW Elwert, Haide and Kruger Roads. The entire property is zoned AF-20 (Agricultural and Forest District) by Washington County with a minimum lot size of 80 acres. The entirety of the property is located within the Sherwood West Preliminary Concept Plan area (aka Metro Urban Reserve Area 5B) and was recently brought into the urban growth boundary by Metro Ordinance No.17-1406. The site slopes gently down to the east towards Elwert Road with an approximately 40-foot grade change across the site. There is a shallow valley and ridge within the site topography.

The site has been used as a tree farm and small scale agriculture. At the southwest corner (southern half of tax lot 207) of the site there was a dense stand of tall conifer trees, with some deciduous trees (cottonwood, maple, birch, etc.) intermixed. The southwest corner was planted for timber in the early 1990s. At the northwest corner of the site (tax lot 201 and the northern half of tax lot 207) was a scrub-shrub, open forest of tall Douglas fir and deciduous trees (maple, cottonwood, birch, etc.) and Himalayan blackberry thicket, apparently a plantation that was harvested in the late 1990s and not replanted. A majority of the trees were removed in August 2017, in anticipation of the high school development. There is also a grassy/shrubby pipeline easement through tax lots 201 and 207. The northeast corner of the site (tax lot 200) has recently been used as a Christmas tree farm and is planted with young conifers.

An existing house is located in an open stand of trees and Himalayan blackberry thickets in the southeast corner of the site (tax lot 206). Large portions of this tax lot and a section of tax lot 207, to the west, have remained in agriculture; a mix of row and cover crops. On the east side of SW Elwert Road, there is an unnamed tributary to Cedar Creek that flows southeast, away from the site.

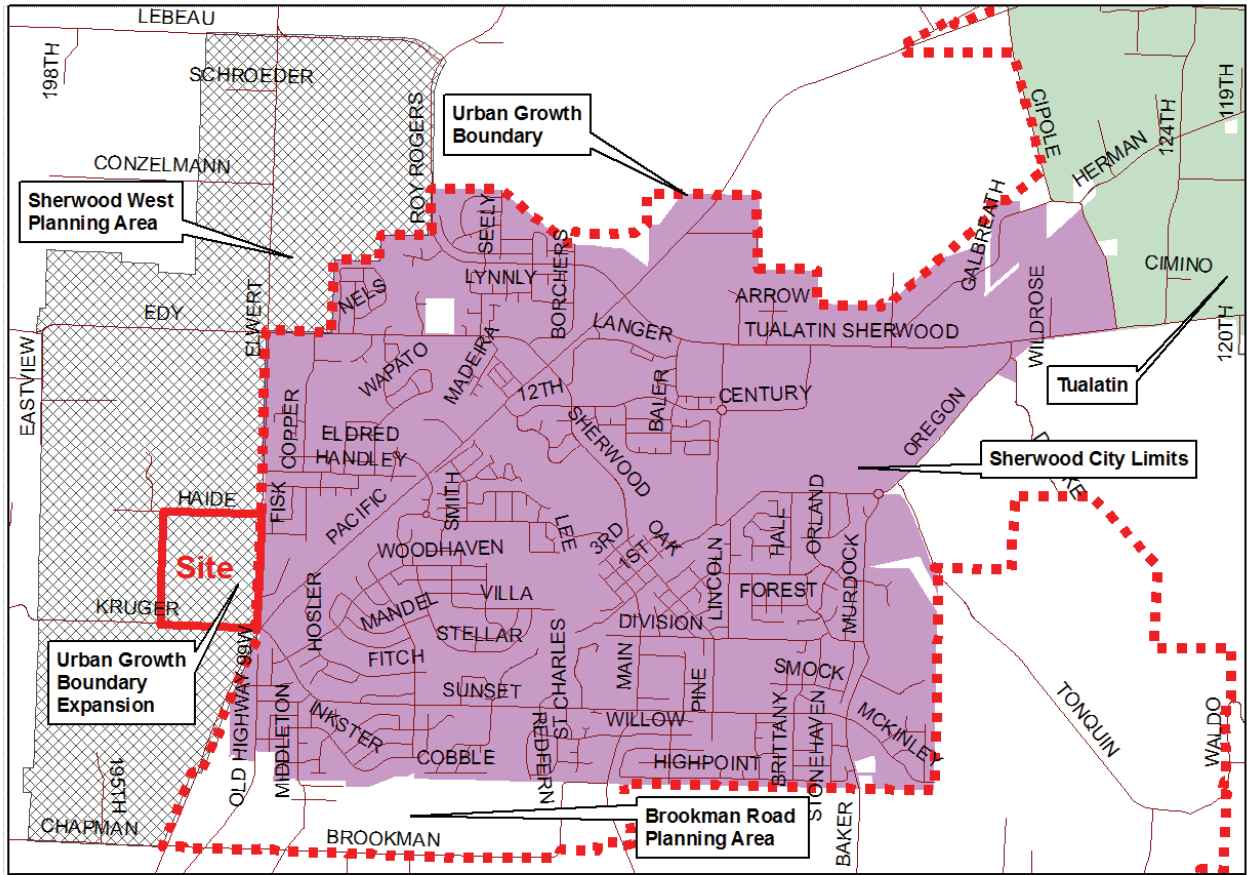
### Vicinity Information

The site is surrounded by land that is either within the City of Sherwood or the Sherwood Urban Reserve Area 5B (aka Sherwood West Preliminary Concept Plan Area). The land in the City located north and east of SW Elwert Road is fully urbanized with single-family subdivisions and constructed houses and is zoned City Low Density Residential (LDR). City land located south and east of SW Elwert Road serves as the location of the Sherwood Elks Lodge. The Elks Lodge site contains a large area of vacant land around the existing building and parking lot. The Elks Lodge and undeveloped surrounding land is zoned Low Density Residential (LDR).

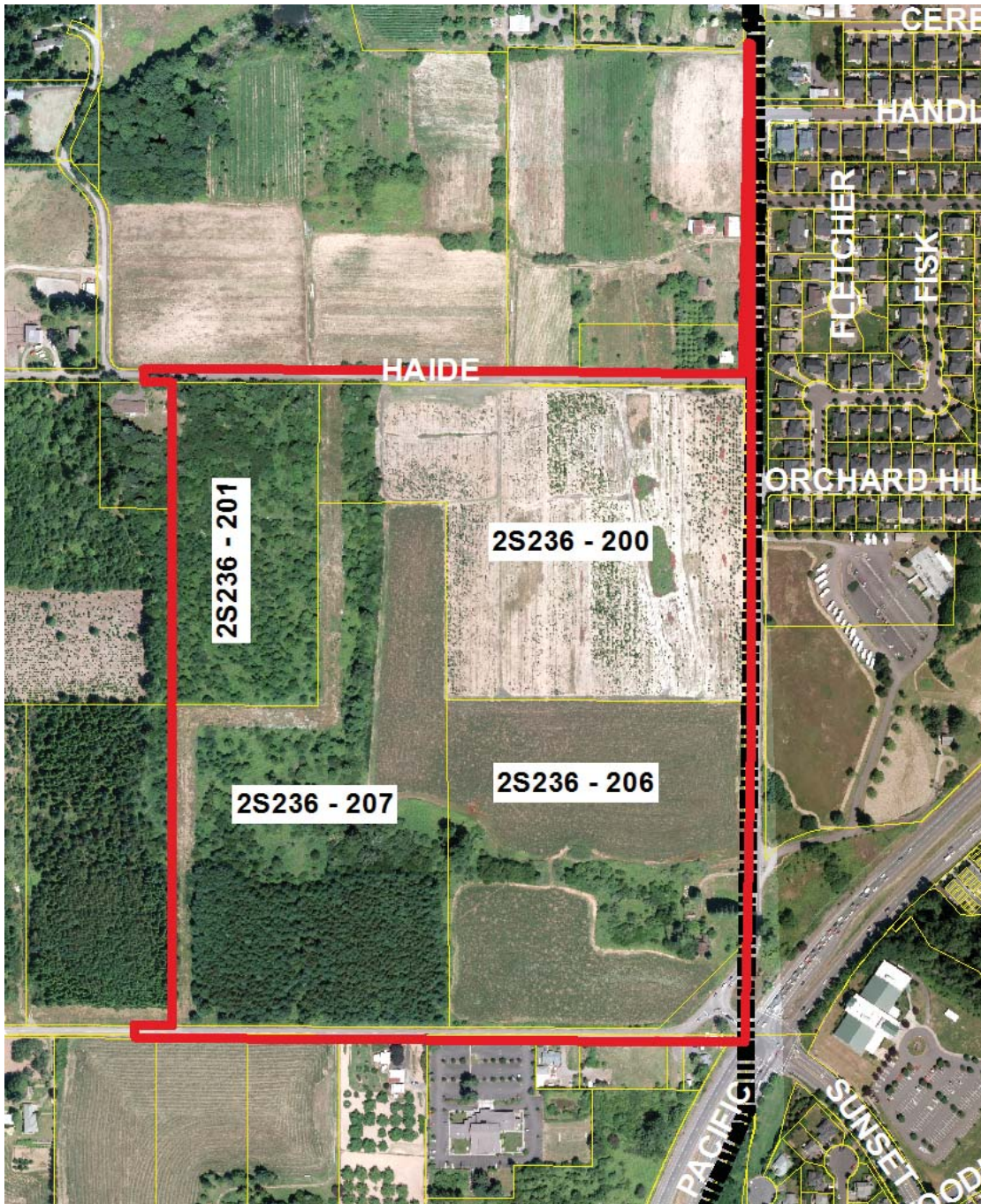
Land to the north, south and west is currently primarily rural and within the urban reserve area (Sherwood West Preliminary Concept Plan area). This County land is zoned Agricultural Forest (AF) and is a patchwork of sites zoned AF-5, AF-10 and AF-20 with the subject site zoned AF-20. AF-5 has a minimum lot size of 5 acres, AF-10 has a minimum lot size of 10 acres and AF-20 has a minimum lot size of 80 acres. The surrounding property has been highly parcelized and consists of a patchwork of small forests/farms and rural residential properties, none of which are more than 80 acres; many of the properties are under five acres in size.



### Vicinity Map



Site Parcel Map



## II. Concept Plan

### Background

The concept plan for the new Sherwood High School is unique from other concept plans that have been developed for the City of Sherwood. In this case, the urban growth boundary was expanded specifically for a public high school use and based on Metro Major UGB Amendment approval; the property can only be used as a public high school. This limits the scope of the concept plan, and makes the concept plan much more specific than in cases where the use and the development of the site is less defined.

### Concept Plan and Site Compatibility

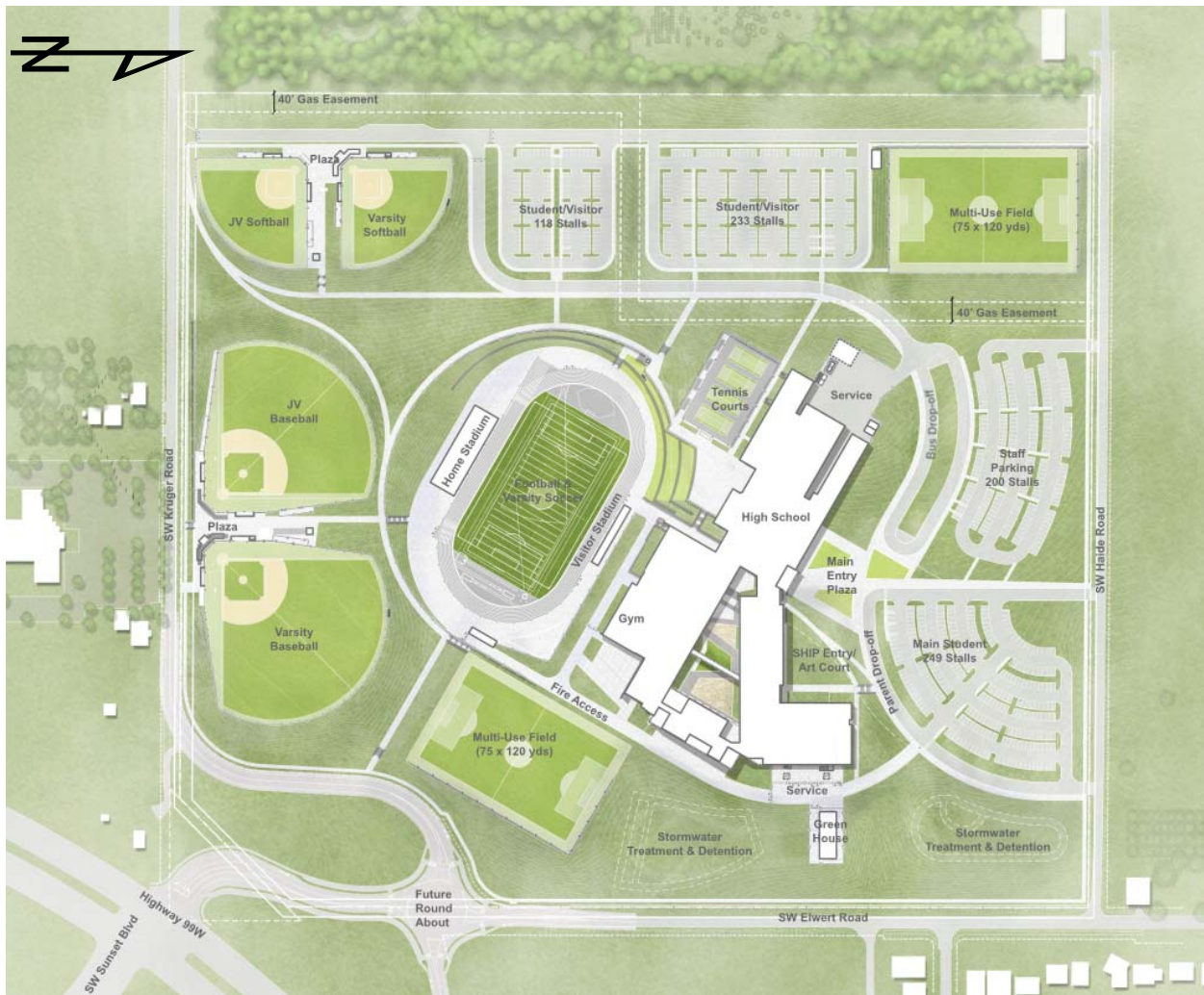
The School District's consultant team has worked to design the buildings, site parking and ballfields to be a functional school facility, while being compatible with existing development east of Elwert and future development within the Sherwood West Preliminary Concept Plan. The building mass is placed in the center of the site. The building mass will be broken into forms across the center of the site and angled to promote interest and reduce the overall mass of the structure, providing natural light to the building.

Similar to other schools within the district, the new high school in this location will serve as a focal point for existing neighborhoods, and future residential neighborhoods in Sherwood West. The high school is strategically located on the site to respect the surrounding small scale agricultural uses in the area. The ball fields and open spaces are in keeping with the expectations of the citizens of Sherwood. The schools that have been constructed more recently utilize the open spaces to buffer the more intensive daily school activities from the surrounding neighbors.

Schools were identified as a very important component to the community in the Sherwood West Preliminary Concept Plan. The proposed high school, in this location, reinforces this connection with the community, and will only serve to strengthen the community as it grows within this area.

The concept site plan is shown in on the following page. The complete concept plan documents are included in Appendix A.

### Concept Site Plan



### III. Metro Title 11 Concept Plan Elements

The Metro Growth Functional Plan indicates that a concept plan for areas added to the Urban Growth Boundary (Metro Code 3.07.1120) must include the following:

1. Intergovernmental agreement
2. Adopt Comprehensive Plan Provisions and Land Use Regulations
3. Public Streets Plan
4. Provisions for financing of public facilities

These elements are described as follows:

#### **Intergovernmental Agreement (Appendix B)**

Metro Code requires that the City and County enter into an intergovernmental agreement that specifies responsibility for providing land use regulations and urban services for areas brought into the urban growth boundary. An Urban Planning Area Agreement (UPAA) that includes the subject property was approved by the Washington County Board of Commissioners in September of 2017 and subsequently approved by the Sherwood City Council on October 17, 2017. This document is in the process of obtaining final signatures from both agencies. The document specifies that the area shall be annexed into the City of Sherwood, and the City shall provide urban services and land use controls over the property. The UPAA approved by City Council on October 17, 2017 is attached as Appendix B.

#### **Comprehensive Plan Provisions and Land Use Regulations (Appendix C)**

Chapter 8 of Part II of the City Comprehensive Plan contains goals and policies regarding Urban Growth Boundary Additions to the City. Section D of Chapter 8 provides descriptions of the concept plans that have been prepared to support these additions to the City's UGB. The applicant proposes amendments to Chapter 8 as part of the Comprehensive Plan Amendment application, consistent with past practice. The proposed amendments are attached in Appendix C and are currently under review by the City. The applicant proposes to rezone the property to Institutional & Public (IP). The proposed high school will be a conditional use in this zoning district. A map showing the proposed zoned is provided in Appendix C.

#### **Public Streets Plan**

The proposed high school will front existing roads including SW Haide Road to the north, SW Kruger Road to the south and SW Elwert Road to the east. The School District proposes to improve the site frontages of all three streets to City and County standards including sidewalks and curbs.

In addition to proposed on-site frontage improvements, the applicant's traffic engineer, DKS, prepared a Transportation Planning Rule (TPR) Traffic Study dated November 1, 2017 that identifies needed off-site transportation improvements. Needed off-site transportation improvements as determined by the study include:

1. Highway 99W/Sunset Boulevard-Elwert Road intersection
  - Add a second northbound left turn lane on Highway 99W and widen Elwert Road to have two receiving lanes.
  - Safety improvements to reduce rear end and turning collisions, and pedestrian enhancements to address long pedestrian crossings.

2. Elwert Road/Kruger Road intersection

Construct a dual lane roundabout and widen Elwert Road to four lanes from Highway 99W to 500 feet north of Kruger Road.

The Sherwood West Preliminary Concept Plan identified a new north/south collector or arterial street located west of Elwert Road. The updated concept plan shows this road being moved farther to the west than previously shown. The alignment of this road is not impacted by the high school concept plan, and future alignment of this road will be decided once areas west of the existing high school site are brought into the UGB and more site specific concept plans for these areas are developed.

The Public Streets Plan is shown on the Concept Plan maps in Appendix A.

### **Financing Plan (Appendix D)**

The new Sherwood High School concept plan is very specific and narrow in scope as the proposal is limited to construction of a public high school over the entirety of the property. Needed improvements to public infrastructure to support the concept plan and development of the new high school include the following:

#### Public Utilities (Water, Sanitary and Stormwater)

Public utilities are available in surrounding roads. The School District's civil engineer, KPFF, has prepared a technical memorandum dated August 17, 2017 outlining required extensions and estimated costs. The total cost of these improvements is estimated at \$2.1 million.

#### Transportation Improvements

The applicant's traffic engineer, DKS, prepared a Transportation Planning Rule (TPR) Traffic Study dated November 1, 2017 that identifies needed off-site transportation improvements. These improvements include widening of Elwert Road (including four-lane roundabout) and upgrades to the 99W/Elwert/Sunset intersection.

Based on the results of the TPR traffic study, the School District's civil engineer, KPFF, has prepared a summary of preliminary construction costs and associated schematic drawing dated October 5, 2017 outlining estimated costs. The total cost of these transportation improvements is estimated at \$3,636,500.

#### Funding

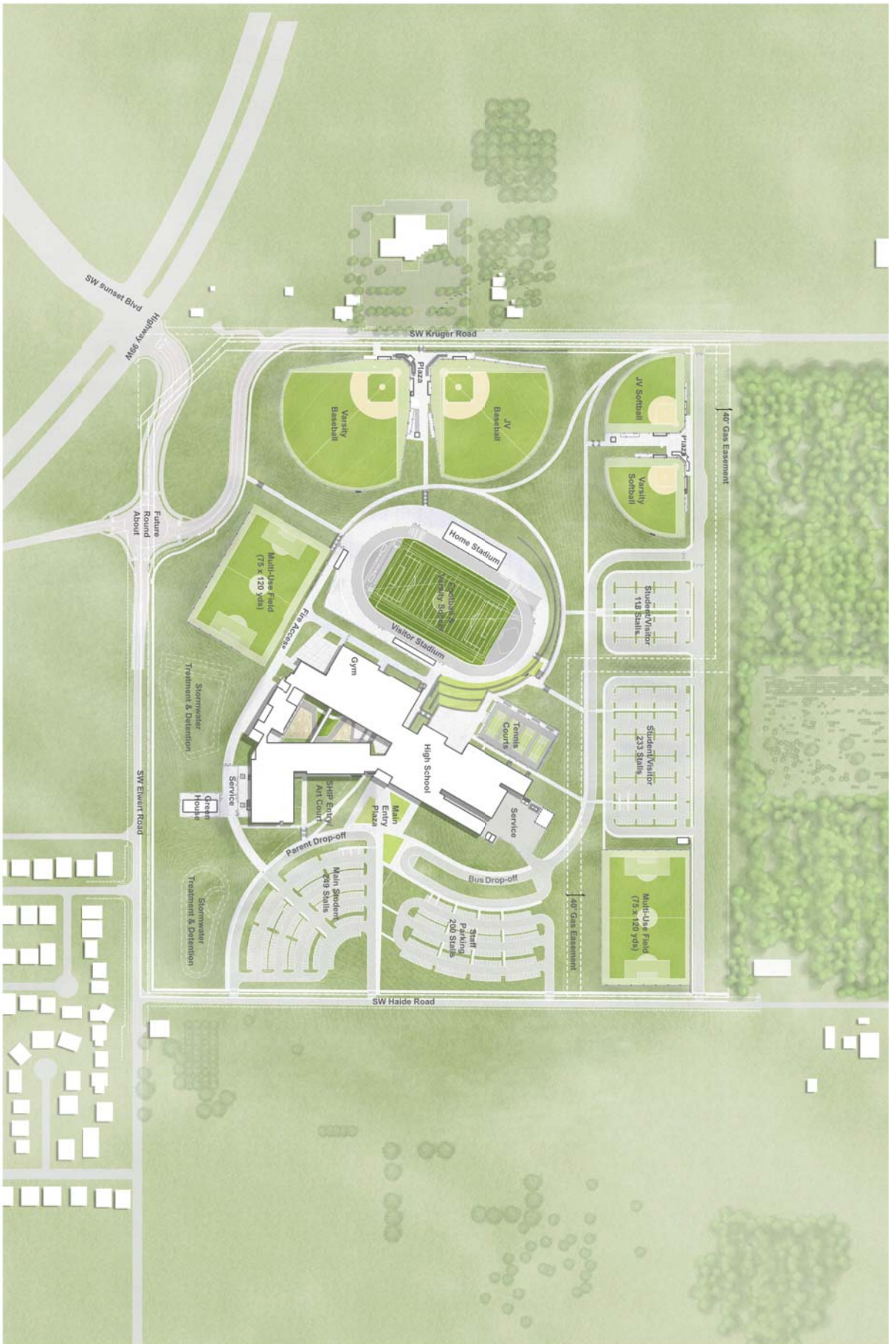
All costs associated with extension of public utilities and construction of street improvements will be paid for by the School District and completed with future construction of the high school. The School District may apply for system development charge (SDC) credits and enter into latecomer agreements to offset costs of oversizing these utilities and the installation of road improvements.

#### **IV. Implementation**

The new Sherwood High School Concept plan is unique in that the concept involves one very specific use, a new public high school. Unlike other concept plans that are phased, and where specific development is more uncertain, this project is more of a specific development proposal than a concept plan. The Sherwood School District plans to begin construction of the project in 2018 and proposes to pay all of the cost of needed public infrastructure. The School District may request SDC credits or latecomer agreements to offset costs of oversizing the infrastructure to support the project.

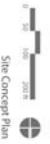
## **APPENDIX A – Concept Site Plan**



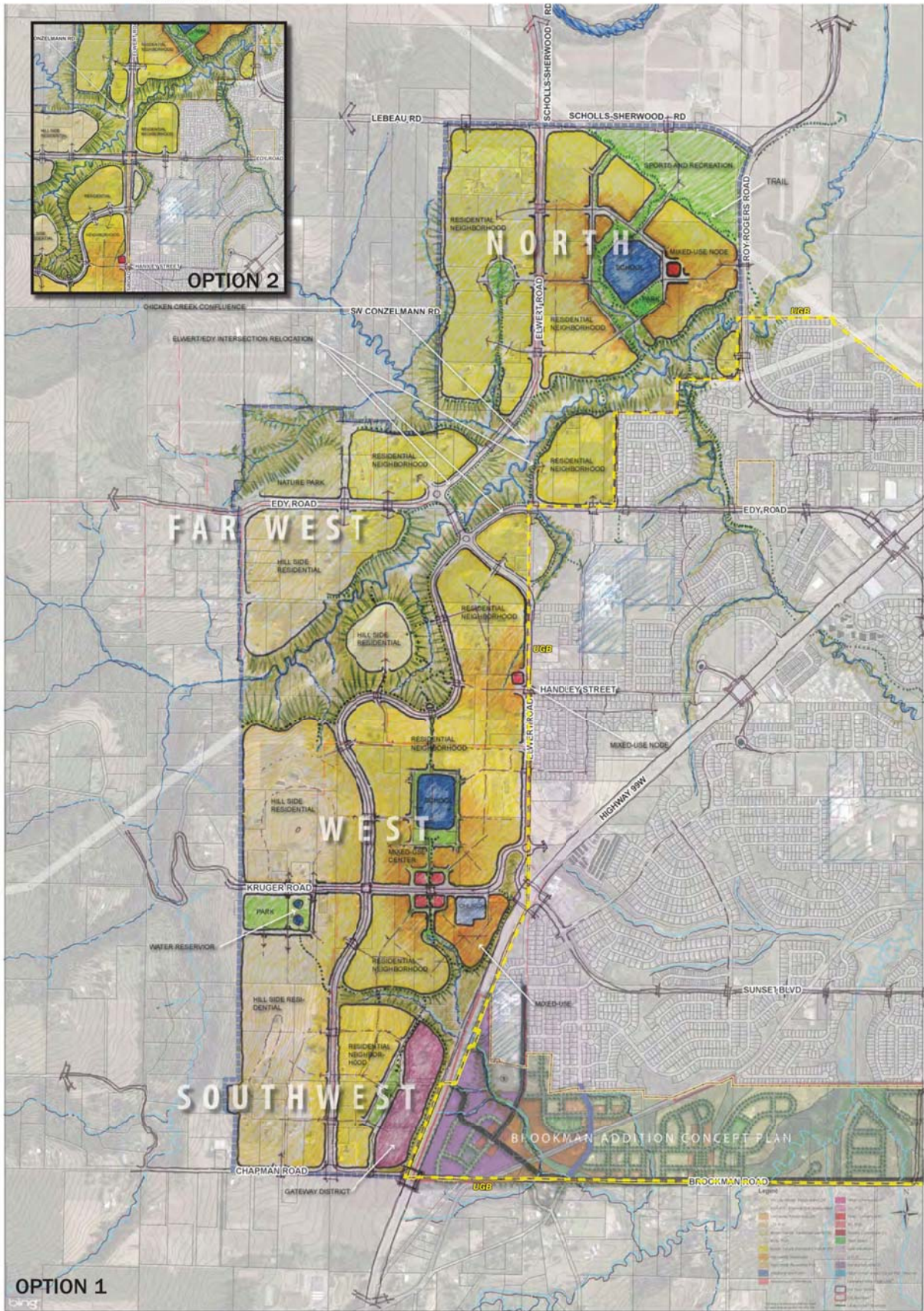


08.14.17

New Sherwood High School



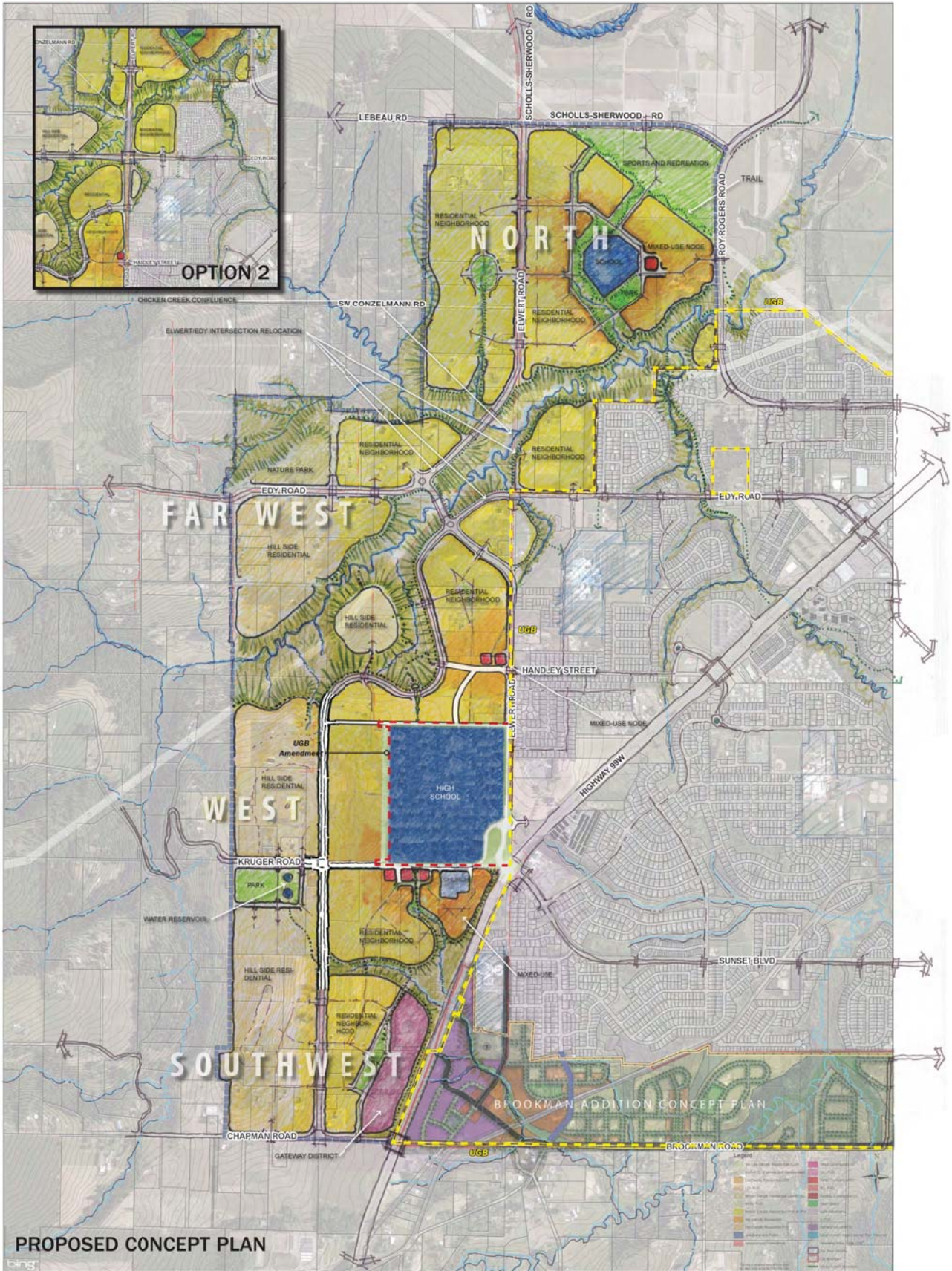
Site Concept Plan



- OPTION 1**
- LEGEND
- RESIDENTIAL - HILLSIDE
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - MIXED-USE
  - MIXED USE COMMERCIAL
  - GATEWAY DISTRICT
  - SCHOOL
  - CHURCH
  - PARK/OPEN SPACE
  - CREEK CORRIDOR OPEN SPACE
  - TRAIL

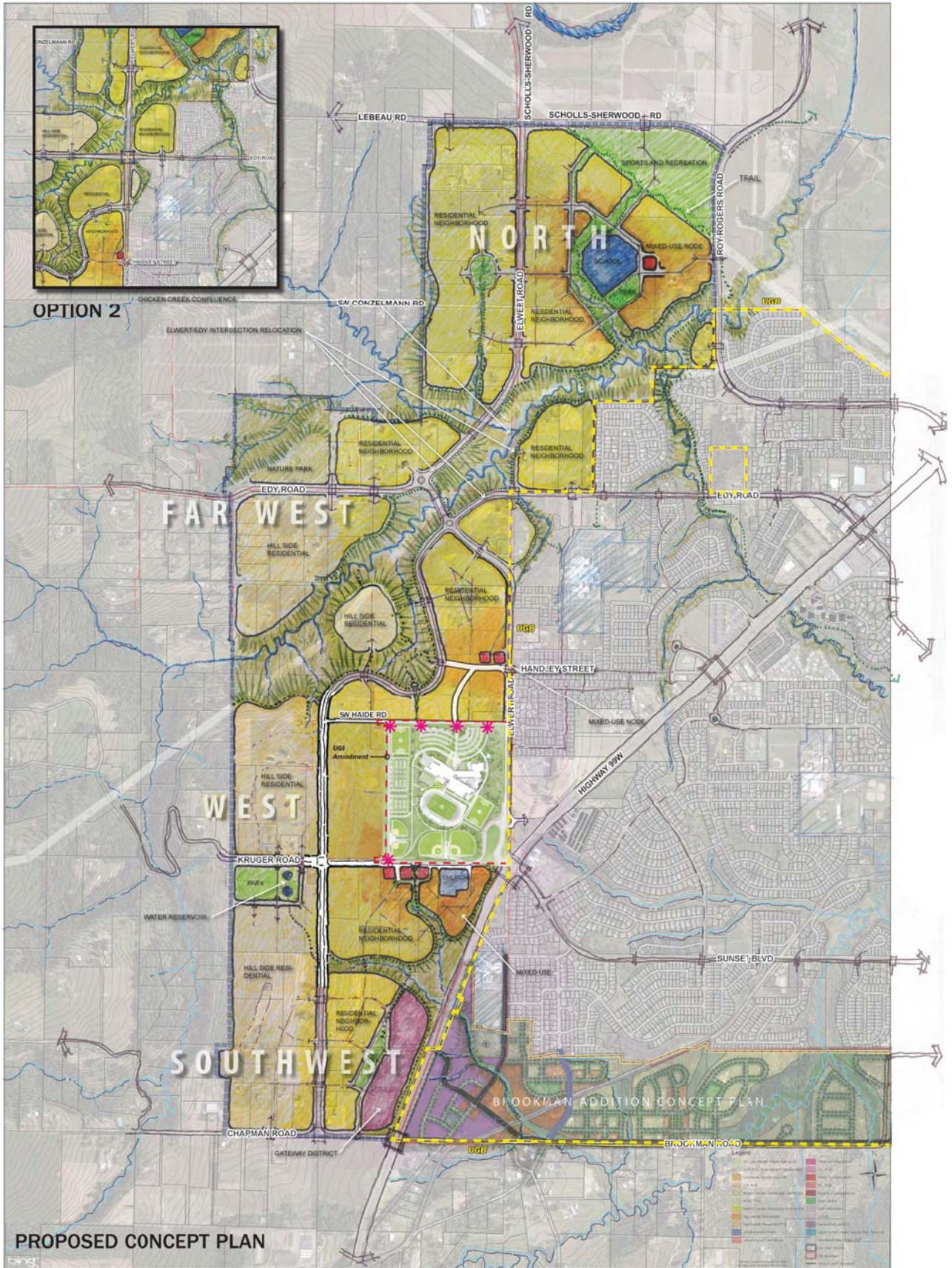


## 2015 Sherwood West Concept Plan



- LEGEND**
- RESIDENTIAL - HILLSIDE
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - MIXED-USE
  - MIXED USE COMMERCIAL
  - GATEWAY DISTRICT
  - SCHOOL
  - CHURCH
  - PARK/OPEN SPACE
  - CREEK CORRIDOR OPEN SPACE
  - TRAIL

**Sherwood West Concept Plan**  
(with new High School site)



- LEGEND**
- RESIDENTIAL - HILLSIDE
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - MIXED-USE
  - MIXED USE COMMERCIAL
  - GATEWAY DISTRICT
  - SCHOOL
  - CHURCH
  - PARK/OPEN SPACE
  - CREEK CORRIDOR OPEN SPACE
  - TRAIL
- \* Proposed Site  
 Vehicular Access

**Sherwood West Concept Plan**  
 (with new High School draft site concept)



\* Proposed Site  
 \* Vehicular Access



**Sherwood West Concept Plan–Detail**  
 (with new High School draft site concept)

## **APPENDIX B – Urban Planning Area Agreement**



## RESOLUTION 2017-075

### **A RESOLUTION AUTHORIZING THE SIGNING OF AN UPDATED URBAN PLANNING AREA AGREEMENT BETWEEN THE CITY OF SHERWOOD AND WASHINGTON COUNTY**

**WHEREAS**, Washington County and the City of Sherwood have had an Urban Planning Area Agreement (UPAA) outlining procedures to be used to coordinate the comprehensive planning activities of the County and the City since 1983; and

**WHEREAS**, the UPAA was most recently updated in 2010 via Resolution 2010-010; and

**WHEREAS**, following the Urbanization Forum process, the County through Resolution & Order 09-63, and the City through Resolution 2009-046, agreed that all future additions to the Urban Growth Boundary (UGB) must be governed and urbanized by the City in the County; and

**WHEREAS**, since the 2010 update, the State legislature, with House Bill 4078-A in 2014 and House Bill 2047 in 2015, validated the acknowledged UGB and urban and rural reserves established through the Metro Regional process involving both the County and the City; and

**WHEREAS**, there is currently no clearly designated authority to plan for areas within Urban Reserve Areas and no clear process and coordination agreement; and

**WHEREAS**, the County and City desire to amend the UPAA to:

- Add language related to coordination of planning activities in the new Urban Reserves
- Make minor amendments to the coordination of planning activities in the Urban Planning Area, and
- Modify the map to reflect updates to the Urban Planning Area and inclusion of the Urban Reserve Lands ; and

**WHEREAS**, ORS 190.010 provides that units of local governments may enter into agreements for the performance of any or all functions and activities that a party to the agreement, its officers and agents, have authority to perform; and

**WHEREAS**, Statewide Planning Goal #2 requires that the plans and actions of city, county, state, and federal agencies and special districts shall be consistent with the comprehensive plans of cities and counties as adopted under ORS Chapter 197; and

**WHEREAS**, the Oregon Land Conservation and Development Commission requires each jurisdiction requesting acknowledgement of compliance to submit an agreement setting forth the

Resolution 2017-075

October 17, 2017

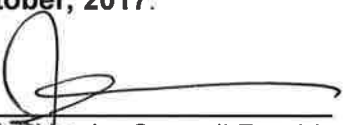
Page 1 of 2 with Exhibit 1 (10 pgs)

means by which comprehensive planning coordination within the Regional Urban Growth Boundary will be implemented.

**NOW, THEREFORE THE CITY OF SHERWOOD RESOLVES AS FOLLOWS;**

- Section 1.** The Sherwood City Council supports the Urban Planning Area Agreement and map attached as "Exhibit 1".
- Section 2.** The City Council authorizes the Council President to sign the agreement.
- Section 3.** This Resolution shall become effective upon approval and adoption.

**Duly passed by the City Council on the 17<sup>th</sup> day of October, 2017.**

  
\_\_\_\_\_  
Jennifer Harris, Council President

ATTEST:

  
\_\_\_\_\_  
Sylvia Murphy, MMC, City Recorder



## Washington County – Sherwood Urban Planning Area Agreement

THIS AGREEMENT is entered into by WASHINGTON COUNTY, a political subdivision of the State of Oregon, hereinafter referred to as the “COUNTY”, and the CITY OF SHERWOOD, an incorporated municipality of the State of Oregon, hereinafter referred to as the “CITY”.

WHEREAS, ORS 190.010 provides that units of local government may enter into agreements for the performance of any or all functions and activities that a party to the agreement, its officers or agents, have authority to perform; and

WHEREAS, Statewide Planning Goal #2 (Land Use Planning) requires that city, county, state and federal agency and special district plans and actions shall be consistent with the comprehensive plans of the cities and counties and regional plans adopted under ORS Chapter 197; and

WHEREAS, the Oregon State Land Conservation and Development Commission (LCDC) requires each jurisdiction requesting acknowledgment of compliance to submit an agreement setting forth the means by which comprehensive planning coordination within the Regional Urban Growth Boundary (UGB) will be implemented; and

WHEREAS, following the Urbanization Forum process, the COUNTY through Resolution & Order 09-63, and the CITY through Resolution 2009-046, agreed that all future additions to the UGB during or after 2010 must be governed and urbanized by the CITY in the COUNTY and also agreed to urge Metro to expand the UGB only to such areas as are contiguous to incorporated areas of Washington County; and

WHEREAS, the State legislature, with House Bill 4078-A in 2014 and House Bill 2047 in 2015, validated the acknowledged UGB and Urban and Rural Reserves established through the Metro Regional process involving both the COUNTY and the CITY; and

WHEREAS, the COUNTY and CITY desire to amend the Urban Planning Area Agreement (UPAA) to reflect the changes to the UGB, the CITY’s Urban Planning Area, and the need for urban planning of the new urban reserve lands; and

WHEREAS, the COUNTY and the CITY, to ensure coordinated and consistent comprehensive plans, consider it mutually advantageous to establish:

1. An Urban Planning Area Agreement incorporating both a site-specific Urban Planning Area within the UGB within which both the COUNTY and the CITY maintain an interest in comprehensive planning and an Urban Reserve Planning Area outside the UGB where both the COUNTY and the CITY maintain an interest in concept planning; and

Agreement amended by  
Washington County Land Use A-Engrossed Ordinance No. 821  
Adopted September 26, 2017

2. A process for coordinating comprehensive planning and development in the Urban Planning Area and concept planning in the Urban Reserve Planning Area; and
3. Policies regarding comprehensive planning and development in the Urban Planning Area and concept planning in the Urban Reserve Planning Area; and
4. A process to amend the Urban Planning Area Agreement.

NOW THEREFORE, THE COUNTY AND THE CITY AGREE AS FOLLOWS:

I. Location of the Urban Planning Area and Urban Reserve Planning Area

The Urban Planning Area and Urban Reserve Planning Area, mutually defined by the COUNTY and the CITY, include the areas designated on the Washington County - Sherwood UPA Map “Exhibit A” to this Agreement.

II. Coordination of Comprehensive Planning and Development

A. Amendments to or Adoption of a Comprehensive Plan or Implementing Regulation

1. Definitions

Comprehensive Plan means a generalized, coordinated land use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including, but not limited to, sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs. “Comprehensive Plan” amendments do not include small tract comprehensive plan map changes.

Implementing Regulation means any local government zoning ordinance, land division ordinance adopted under ORS 92.044 or 92.046 or similar general ordinance establishing standards for implementing a comprehensive plan. “Implementing regulation” does not include small tract zoning map amendments, conditional use permits, individual subdivision, partitioning or planned unit development approvals or denials, annexations, variances, building permits and similar administrative-type decisions.

2. The COUNTY shall provide the CITY with the appropriate opportunity to participate, review and comment on proposed amendments to or adoption of the COUNTY comprehensive plan or implementing regulations. The CITY shall provide the COUNTY with the appropriate opportunity to participate, review and comment on proposed amendments to or adoption of the CITY comprehensive plan or implementing regulations. The following procedures shall be followed by the COUNTY and the CITY to notify and involve one another in the process to amend or adopt a comprehensive plan or implementing regulation.

Agreement amended by  
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Adopted September 26, 2017

- a. The CITY or the COUNTY, whichever has jurisdiction over the proposal, hereinafter the originating agency, shall notify the other agency, hereinafter the responding agency, by first class mail or as an attachment to electronic mail of the proposed action at the time such planning efforts are initiated, but in no case less than thirty-five (35) days prior to the first hearing on adoption. For COUNTY or CITY comprehensive plan updates with the potential to affect the responding agency's land use or transportation system, the originating agency shall provide the responding agency with the opportunity to participate in the originating agency's planning process prior to the notification period, such as serving on the originating agency's advisory committee.
- b. For COUNTY or CITY comprehensive plan updates with the potential to affect the responding agency's land use or transportation system, the originating agency shall transmit the draft amendments to the responding agency for its review and comment before finalizing. The responding agency shall have ten (10) days after receipt of a draft to submit comments orally or in writing. Lack of response shall be considered "no objection" to the draft.
- c. The originating agency shall respond to the comments made by the responding agency either by a) revising the final recommendations, or b) by letter to the responding agency explaining why the comments cannot be addressed in the final draft.
- d. Comments from the responding agency shall be given consideration as a part of the public record on the proposed action. If after such consideration, the originating agency acts contrary to the position of the responding agency, the responding agency may seek appeal of the action through the appropriate appeals body and procedures.
- e. Upon final adoption of the proposed action by the originating agency, it shall transmit the adopting ordinance to the responding agency as soon as publicly available, or if not adopted by ordinance, whatever other written documentation is available to properly inform the responding agency of the final actions taken.

B. Development Actions Requiring Individual Notice to Property Owners

1. Definition

Development Action Requiring Notice means an action by a local government which requires notifying by mail the owners of property which could potentially be affected (usually specified as a distance measured in feet) by a proposed development action which directly affects and is applied to a specific parcel or parcels. Such development actions may include, but not be limited to, small

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tract zoning or comprehensive plan map amendments, conditional or special use permits, land divisions, planned unit developments, variances, and other similar actions requiring a quasi-judicial hearings process.

2. The COUNTY will provide the CITY with the opportunity to review and comment on proposed development actions requiring notice within the designated Urban Planning Area and Urban Reserve Planning Area. The CITY will provide the COUNTY with the opportunity to review and comment on proposed development actions requiring notice within the CITY limits that may have an effect on unincorporated portions of designated Urban Planning Area or the COUNTY's transportation network.
3. The following procedures shall be followed by the COUNTY and the CITY to notify one another of proposed development actions:
  - a. The CITY or the COUNTY, whichever has jurisdiction over the proposal, hereinafter the originating agency, shall send by first class mail or as an attachment to electronic mail a copy of the public hearing notice or comment period notice with no public hearing which identifies the proposed development action to the other agency, hereinafter the responding agency, at the earliest opportunity, but no less than ten (10) days prior to the date of the scheduled public hearing or end of the comment period. The failure of the responding agency to receive a notice shall not invalidate an action if a good faith attempt was made by the originating agency to notify the responding agency.
  - b. The agency receiving the notice may respond at its discretion. Comments may be submitted in written or electronic form or an oral response may be made at the public hearing. Lack of written or oral response shall be considered "no objection" to the proposal.
  - c. If received in a timely manner, the originating agency shall include or attach the comments to the written staff report and respond to any concerns addressed by the responding agency in such report or orally at the hearing.
  - d. Comments from the responding agency shall be given consideration as a part of the public record on the proposed action. If, after such consideration, the originating agency acts contrary to the position of the responding agency, the responding agency may seek appeal of the action through the appropriate appeals body and procedures.

C. Additional Coordination Requirements

1. The CITY and the COUNTY shall do the following to notify one another of proposed actions which may affect the community, but are not subject to the

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notification and participation requirements contained in subsections A and B above.

- a. The CITY or the COUNTY, whichever has jurisdiction over the proposed actions, hereinafter the originating agency, shall send by first class mail or as an attachment to electronic mail a copy of all public hearing agendas which contain the proposed actions to the other agency, hereinafter the responding agency, at the earliest opportunity, but no less than three (3) days prior to the date of the scheduled public hearing. The failure of the responding agency to receive an agenda shall not invalidate an action if a good faith attempt was made by the originating agency to notify the responding agency.
- b. The agency receiving the public hearing agenda may respond at its discretion. Comments may be submitted in written or electronic form or an oral response may be made at the public hearing. Lack of written or oral response shall be considered “no objection” to the proposal.
- c. Comments from the responding agency shall be given consideration as a part of the public record on the proposed action. If, after such consideration, the originating agency acts contrary to the position of the responding agency, the responding agency may seek appeal of the action through the appropriate appeals body and procedures.

### III. Concept Planning for Urban Reserve Areas

#### A. Definitions

1. Urban Reserve means those lands outside the UGB that have been so designated by Metro for the purpose of:
  - a. Future expansion over a long-term period (40-50 years), and
  - b. The cost-effective provision of public facilities and services when the lands are included within the UGB.
2. Urban Reserve Planning Area means those Urban Reserves identified as ultimately being governed by the CITY at such time as the UGB is amended to include the Urban Reserve Area.
3. Urban Reserve - Planning Responsibility Undefined means those Urban Reserves that the CITY and at least one other city may have an interest in ultimately governing, but no final agreement has been reached. These areas are not considered part of the Urban Reserve Planning Area.

- B. The CITY’s Urban Reserve Planning Area and the Urban Reserve - Planning Responsibility Undefined are identified on “Exhibit A” to this Agreement.

Agreement amended by  
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- C. The CITY and COUNTY shall be jointly responsible for developing a concept plan for the Urban Reserve Planning Area in coordination with Metro and appropriate service districts. The concept plan shall include the following:
  - 1. An agreement between the COUNTY and CITY regarding expectations for road funding, jurisdictional transfer over roadways to and from the CITY and COUNTY, and access management for county roads in the Urban Reserve Planning Area. The agreement should describe any changes to the CITY and/or COUNTY Transportation System Plans, other Comprehensive Plan documents, or codes that have been adopted or will be necessary to implement this agreement.
  - 2. An agreement between the COUNTY and CITY that preliminarily identifies the likely providers of urban services, as defined in ORS 195.065.(4), when the area is urbanized.
- D. The concept plan shall be approved by the CITY and acknowledged by the COUNTY.
- E. Upon completion and acknowledgement of the concept plan by the CITY and COUNTY, and the addition of the area into the UGB by Metro, the affected portion of the Urban Reserve Planning Area shall be designated as part of the Urban Planning Area. Inclusion in the Urban Planning Area is automatic and does not require an amendment to this agreement.

#### IV. Comprehensive Planning and Development Policies for Urban Planning Areas

##### A. Definition

Urban Planning Area means the incorporated area and certain unincorporated areas contiguous to the incorporated area for which the CITY conducts comprehensive planning and seeks to regulate development activities to the greatest extent possible. The CITY's Urban Planning Area is designated on "Exhibit A" to this Agreement.

- B. The CITY shall be responsible for comprehensive planning within the Urban Planning Area.
- C. The CITY and COUNTY will implement the applicable Urban Reserve concept plan and related agreements as the comprehensive plan is prepared for the Urban Planning Area to ensure consistency and continuing applicability with the original concept plan. If modifications to the original concept plan are made during the comprehensive planning process, the parties will update the related agreements to reflect these changes, which may include transportation, access and funding.
- D. The CITY shall be responsible for the preparation, adoption and amendment of the

Agreement amended by  
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Adopted September 26, 2017

public facility plan required by OAR 660-011 within the Urban Planning Area.

- E. As required by OAR 660-011-0010, the CITY is identified as the appropriate provider of local water, sanitary sewer, storm sewer and transportation facilities within the Urban Planning Area. Exceptions include facilities provided by other service providers subject to the terms of any intergovernmental agreement the CITY may have with other service providers; facilities under the jurisdiction of other service providers not covered by an intergovernmental agreement; and future facilities that are more appropriately provided by an agency other than the CITY.
  - F. The COUNTY shall not approve land divisions within the unincorporated Urban Planning Area that are inconsistent with the provisions of the Future Development 20-Acre District (FD-20).
  - G. The COUNTY shall not approve a development proposal in the Urban Planning Area if the proposal would not provide for, nor be conditioned to provide for, an enforceable plan for redevelopment to urban densities consistent with the CITY's Comprehensive Plan in the future upon annexation to the CITY as indicated by the CITY Comprehensive Plan.
  - H. The COUNTY will not oppose any orderly, logical annexation of land to the CITY within the CITY's Urban Planning Area.
- V. Amendments to the Urban Planning Area Agreement
- A. The following procedures shall be followed by the CITY and the COUNTY to amend the language of this agreement or the Urban Planning Area Boundary:
    - 1. The CITY or COUNTY, whichever jurisdiction originates the proposal, shall submit a formal request for amendment to the responding agency.
    - 2. The formal request shall contain the following:
      - a. A statement describing the amendment.
      - b. A statement of findings indicating why the proposed amendment is necessary.
      - c. If the request is to amend the planning area boundary, a map that clearly indicates the proposed change and surrounding area.
    - 3. Upon receipt of a request for amendment from the originating agency, the responding agency shall schedule a review of the request before the appropriate reviewing body, with said review to be held within forty-five (45) days of the date the request is received.

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4. The CITY and COUNTY shall make good faith efforts to resolve requests to amend this agreement. Upon completion of the review, the reviewing body may approve the request, deny the request, or make a determination that the proposed amendment warrants additional review. If it is determined that additional review is necessary, the following procedures shall be followed by the CITY and COUNTY:
    - a. If inconsistencies noted by both parties cannot be resolved in the review process as outlined in Section V. A. (3), the CITY and the COUNTY may agree to initiate a joint study. Such a study shall commence within thirty (30) days of the date it is determined that a proposed amendment creates an inconsistency, and shall be completed within ninety (90) days of said date. Methodologies and procedures regulating the conduct of the joint study shall be mutually agreed upon by the CITY and the COUNTY prior to commencing the study.
    - b. Upon completion of the joint study, the study and the recommendations drawn from it shall be included within the record of the review. The agency considering the proposed amendment shall give careful consideration to the study prior to making a final decision.
  - B. The parties will jointly review this Agreement periodically, or as needed, to evaluate the effectiveness of the processes set forth herein and to make any necessary amendments. Both parties shall make a good faith effort to resolve any inconsistencies that may have developed since the previous review. If, after completion of a sixty (60) day review period inconsistencies still remain, either party may terminate this Agreement.
  - C. Any boundary changes due to annexation into the CITY or updates to the UGB are automatic and do not require an amendment to “Exhibit A”.
- VI. This Agreement shall become effective upon full execution by the COUNTY and the CITY and shall then repeal and replace the Washington County-Sherwood Urban Planning Area Agreement effective March 3, 2010. The effective date of this Agreement shall be the last date of signature on the signature page.

Agreement amended by  
Washington County Land Use A-Engrossed Ordinance No. 821  
Adopted September 26, 2017



IN WITNESS WHEREOF the parties have executed this Urban Planning Area Agreement on the date set opposite their signatures.

CITY OF SHERWOOD

By \_\_\_\_\_ Date \_\_\_\_\_  
Mayor

Approved as to Form:

By \_\_\_\_\_ Date \_\_\_\_\_  
City Attorney

By \_\_\_\_\_ Date \_\_\_\_\_  
City Recorder

WASHINGTON COUNTY

By \_\_\_\_\_ Date \_\_\_\_\_  
Chair, Board of Commissioners

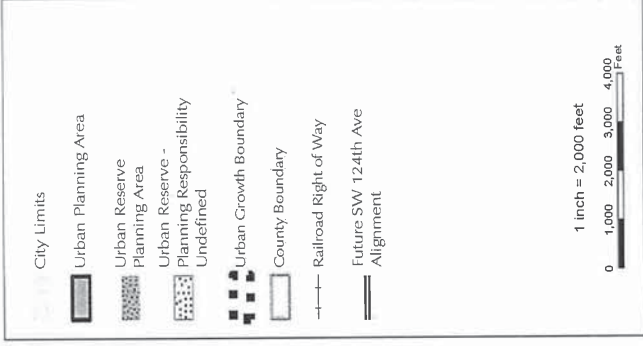
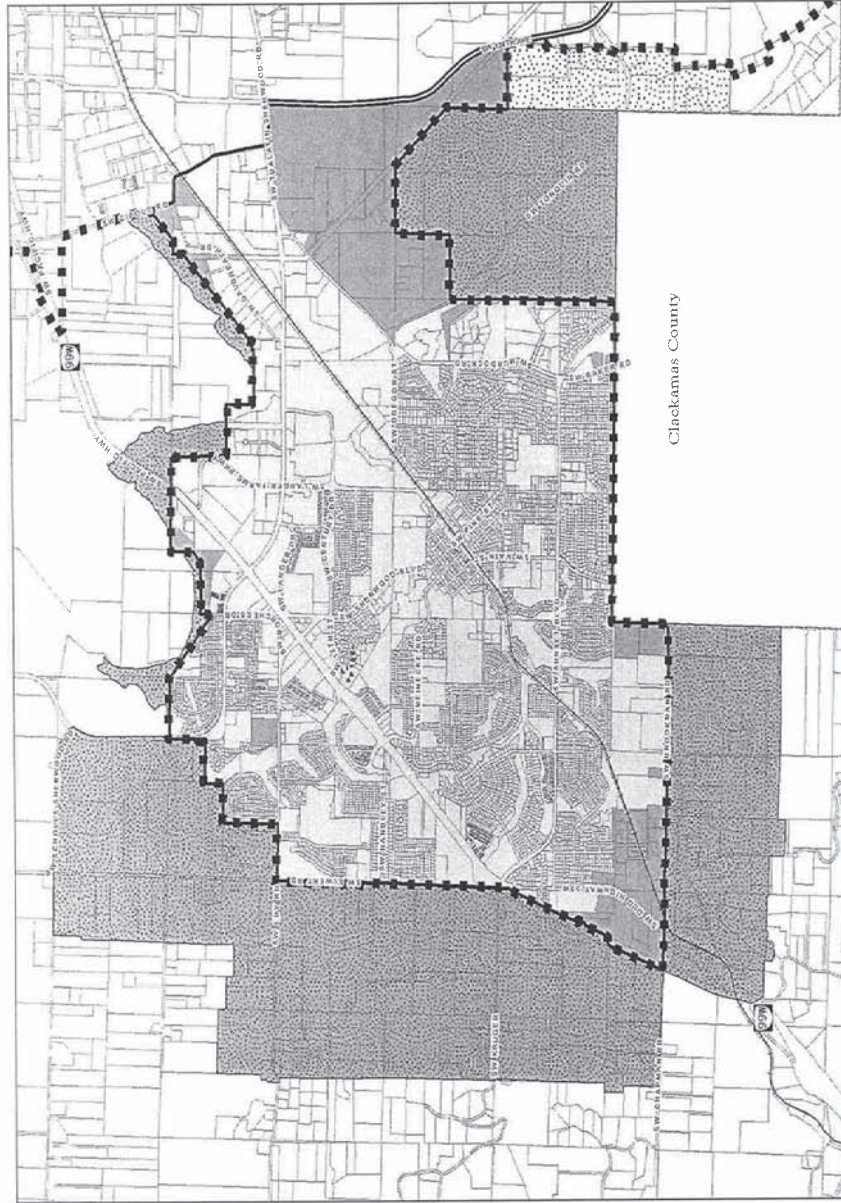
Approved as to Form:

By \_\_\_\_\_ Date \_\_\_\_\_  
County Counsel

By \_\_\_\_\_ Date \_\_\_\_\_  
Recording Secretary

Agreement amended by  
Washington County Land Use A-Engrossed Ordinance No. 821  
Adopted September 26, 2017

City of Sherwood  
 Urban Planning Area  
 Washington County - Sherwood  
 Urban Planning Area Agreement  
 Exhibit A



## **APPENDIX C – Proposed Comprehensive Plan Text and Map Amendments**

**Proposed Text Amendment language (Chapter 8 Sherwood Comprehensive Plan Part II):  
Drafted 11/2/2017**

D.4 – New Sherwood High School Expansion Area

Background

Sherwood West is a 1,291 acre designated urban reserve area (5B) located east and north of the existing city limits of Sherwood. Beginning in 2014, the City, with the aid of a Metro Community Planning and Development Grant, conducted a 14 month study of the area to better understand how the area would transition from rural to urban as the City expanded. The study included an extensive public engagement process, and explored such topics as: governance, public sentiments about growth from both citizens of Sherwood and landowners within the study area, land use mix, residential carrying capacity within the area, school locations, park and natural resource locations, future infrastructure needs for the area, costs, and phasing for future expansion. The City Council accepted the results of the Preliminary Concept Plan on February 16, 2016 (RES. 2016-009) after receiving a positive recommendation from the Sherwood Planning Commission.

Meanwhile, parallel to the City's planning efforts, the Sherwood School District was considering its need to expand. First, the Sherwood School District commissioned the preparation of a Facilities Planning and Assessment Report by a team of consultants to review a long-term facilities plan that was completed in 2008 and to assess the district's current resources. Second, the representatives from the School District served on the Sherwood West technical advisory committee to begin identifying potential locations to accommodate future facility growth within the district.

Next, the School District hired Davis Demographics & Planning Inc. to complete an updated 10-year demographic study in May of 2016. The study reviewed the following factors that determine student enrollment: (1) the current and planned residential development over the next ten years; (2) student yield factors that apply to new residential development; (3) birth factors for the District area; and (4) mobility factors, which examine the in/out migration of students within existing housing units.

Considering the findings of these studies together, the School District determined that there would be a deficiency in school capacity for all levels, with the high school level having the largest deficiency.

Prior to the culmination of these reports, the District formed a Long Range Planning Committee, Bond Steering Committee, Bond Visioning Committee and Sherwood High School Programming Committee to study facility needs from a School District perspective. Led by the Bond Management Team, these committees met from 2014 to 2016 making recommendations to the Sherwood School District Board. The process included input from a number of participants from the community including City Council and staff representation, School District staff, architects, civil engineers, financial advisors, business leaders, citizens, parents and students. Throughout this process, the Sherwood City Council was provided with updates and community input was sought via various public outreach methods.

In June of 2016, the Sherwood School District's Board of Directors unanimously decided to place a bond on the November ballot to relieve existing overcrowding and meet projected enrollment needs; improve student safety and security district-wide, including seismic upgrades; address district-wide deferred maintenance; upgrade district-wide technology; and add capacity

within the School District by constructing a new high school and reconfiguring existing schools to accommodate other grade levels. In the November 2016, 54% of Sherwood voters approved the bond.

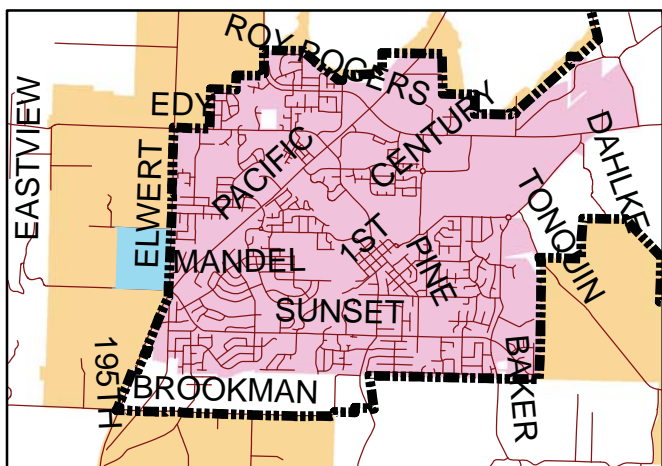
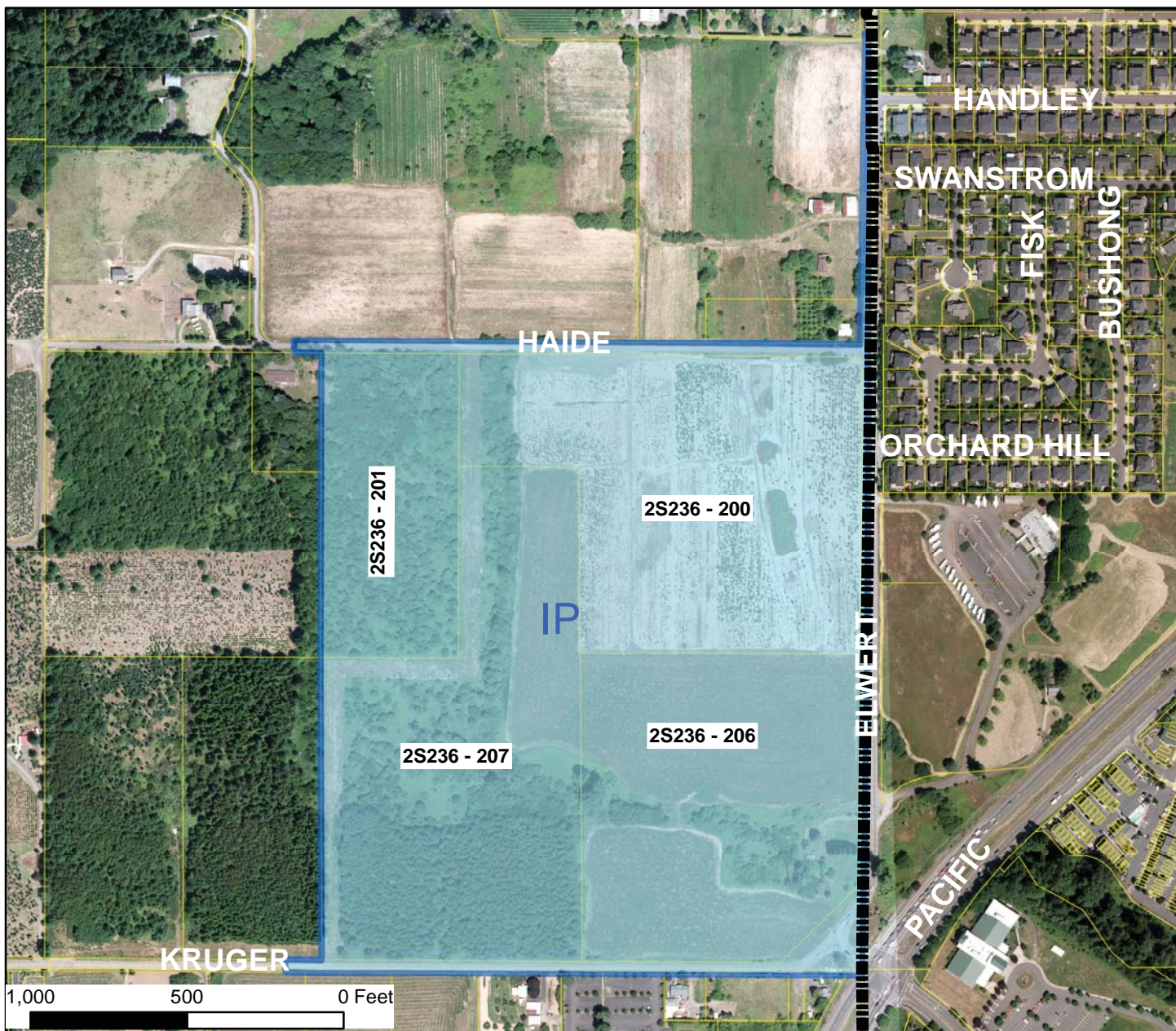
Shortly thereafter, the School District began evaluating properties in and around Sherwood to build a new high school. After careful consideration of possible locations for the School including land within the existing Sherwood Urban Growth Boundary (UGB) and City Limits, the Tualatin UGB, the Wilsonville UGB, and the surrounding urban reserves, it was determined that one of the two potential sites identified within the Sherwood West Preliminary Concept Plan would be the most accessible to current students and suitable given the needs of the School District.

The property that makes up this refinement plan area was brought into the UGB on August 17, 2017 by approval of Metro Ord. No. 11-1255 under the Major Urban Growth Boundary major amendment process in Metro Code Section 3.07.1440. This process allows for out of sequence UGB expansions for specific purposes such as schools.

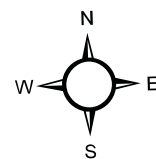
#### Land Use

As conditioned by the Metro Major UGB Amendment decision (Metro Ord. No. 17-1406, the 82.3-acre Urban Growth Boundary expansion area can only be used as a public high school, associated accessory uses and public transportation improvements. The School District proposes to construct a new high school on the site consistent with the concept plan and Major Amendment decision. The new high school is planned to be opened in the fall of 2020 with 1,870 students and a capacity for 2,000. The high school building is design so that the core facilities (gym, cafeteria, etc.) of the high school building are sized for the ultimate buildout of 2,400 student. With core facilities in place, additional classroom space can be added once the need arises.

# New Sherwood High School Proposed Plan and Zone Map Designation



- Urban Growth Boundary
- IP Institutional & Public (IP)
- UR Urban Reserve
- Sherwood



Air Photo: July 2012  
Source: Metro RLIS  
Created: 7/13/2017



## **APPENDIX D – Infrastructure Cost Estimates**



## Memorandum

Page 1 of 2

**DATE:** November 7, 2017

**PROJECT:** 1700180-Sherwood High School      **SUBJECT:** Public Fiscal Impact Summary

**TO:** Karina Ruiz      **FROM:** Adam Roth  
BRIC      KPFF Consulting Engineers

**PHONE:** 503-595-4900      **PHONE:** 503-542-3819

**EMAIL:** Karina.ruiz@bric-arch.com      **EMAIL:** Adam.roth@kpff.com

Below is a summary of the public utility and transportation improvements and estimated construction costs required for the new Sherwood High School project:

### Storm Drainage

Estimated Construction Cost: \$650,000

Stormwater detention and water quality are required by Clean Water Services, as well as by the National Marine Fisheries Service (NMFS), based on the Standard Local Operating Procedures for Endangered Species Program (SLOPES V). The current plan for stormwater management on site is to provide water quality and detention for all impervious areas in two vegetated extended dry basins. Flow control structures will reduce runoff to the predevelopment condition for the required design storms. From the extended dry basins, the runoff is ultimately routed to mimic the existing historic flow paths from the site: one to the north crossing SW Haide Road and one to the east crossing SW Elwert Road. The existing culverts under these roads will be upsized and improved as needed during the resulting off-site public right-of-way improvements project.

The District will be required to operate and maintain the stormwater management facilities to ensure standards are met without impacting downstream infrastructure, water bodies and habitat. Storm drainage improvements will also be required with the offsite public roadway improvements fronting the project along SW Elwert Road, SW Haide Road and SW Krueger Road. This will include stormwater management planters and/or swales, catch basins and piping that will connect to the existing public drainage infrastructure or to future infrastructure that will be installed by Washington County as a part of the roundabout project. All of the costs for storm drainage improvements for the onsite and offsite frontage improvements will be paid for by the Sherwood School District.

### Sanitary Sewer

Estimated Construction Cost: \$390,000

Sanitary sewer infrastructure is not currently available to the site. The City's utility master plan for Sherwood West shows the site with sanitary sewer service from a future public sewer main extended up through the Brookman subdivision and SW Elwert Road. The City and Clean Water Services will be constructing this sewer main in the next few years but it will not be complete by the time the School construction is complete. Therefore the City is requiring the School District to install a private temporary lift station with a force main connection to an existing 8-inch sewer main across SW Elwert Road in SW Orchard Hill Lane. The District will be required to construct the portion of the master planned sewer main in SW Elwert Road that is within the frontage improvement limits and within the future roundabout limits.





## Memorandum

Page 2 of 2

November 7, 2017

This includes approximately 2030 lineal feet of new public sanitary sewer main and approximately 7 manholes. This portion of the sewer main will not be active until the remainder of the master planned sewer main through the Brookman subdivision is constructed. At that time the District can decommission the temporary lift station and make a permanent gravity connection to the system. The costs for the public sanitary sewer main in SW Elwert Road would be paid for by the Sherwood School District. The temporary lift station and force main connection to the existing manhole in SW Orchard Hill Lane is not included in these costs.

### Water Distribution

Estimated Construction Cost: \$725,000

An 18-inch public water main exists in SW Krueger Road and a 12-inch public water line exists in SW Elwert Road adjacent to the site. The City of Sherwood is requiring an 8-inch public water main extension in SW Haide Road for the entire frontage of the project site as well as an 8-inch public water main in the private north-south roadway along the western edge of the school site. This line would connect to the new main in SW Haide Road and the existing 18-inch main in SW Krueger Road. The costs for the public water mains would be paid for by the Sherwood School District.

### Intersection at SW Elwert Rd/ OR99W

Estimated Construction Cost: \$1,800,000

A second left turn lane from northbound OR99W onto SW Elwert Road as well as signal modifications and new curb ramps will be constructed. See attached cost estimate for a detailed breakdown for this work.

### Additional Lanes at Roundabout

Estimated Construction Cost: \$1,650,000

Additional lanes will be constructed with the County's proposed roundabout to accommodate increased traffic. See attached cost estimate for a detailed breakdown for this work.

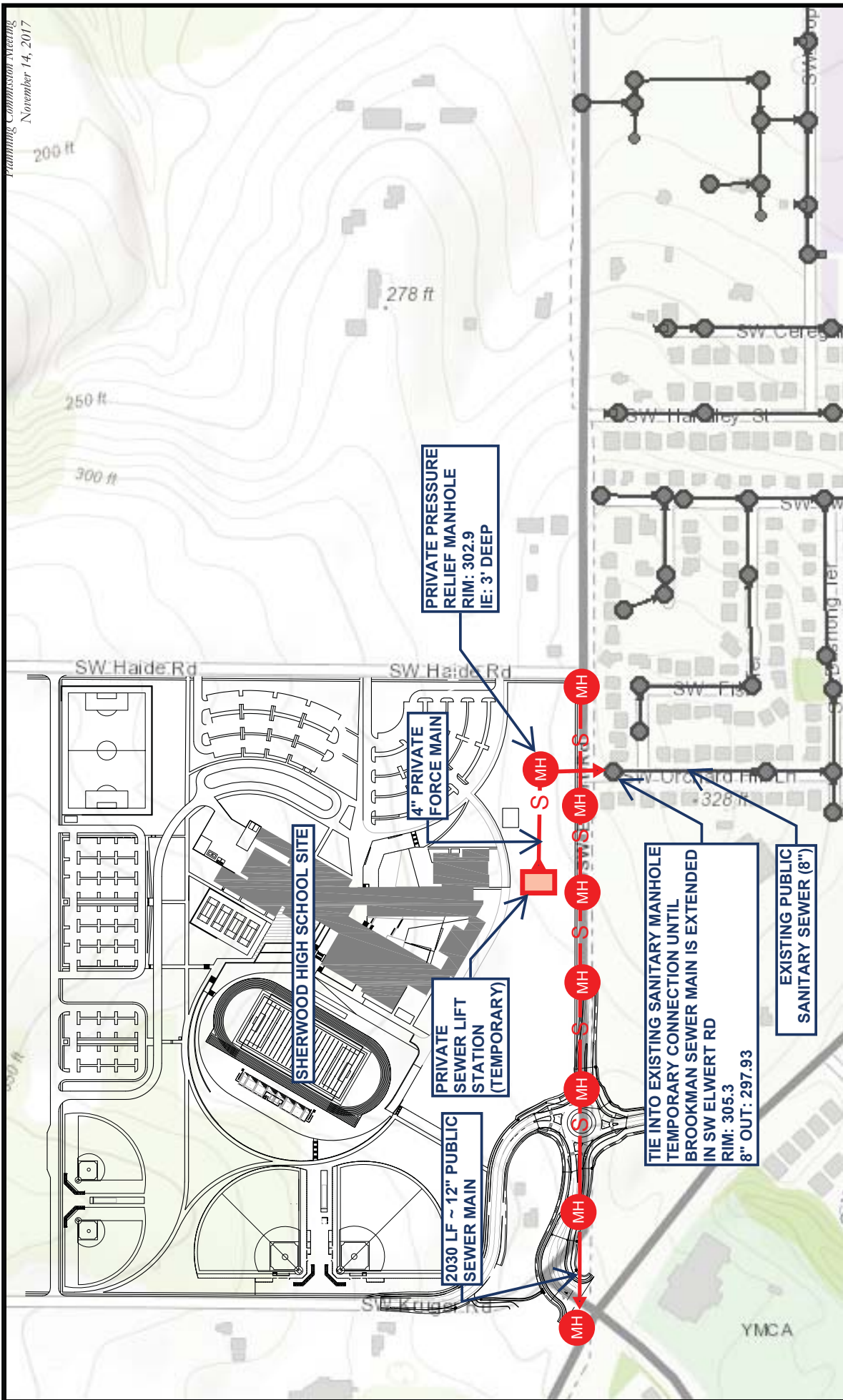
### COPIES:

Tonie Esteban – BRIC

Keith Jones - HHPR

Mark Wharry - KPFF

10101700038- bd



PRIVATE PRESSURE  
RELIEF MANHOLE  
RIM: 302.9  
IE: 3' DEEP

4" PRIVATE  
FORCE MAIN

SHERWOOD HIGH SCHOOL SITE

PRIVATE SEWER LIFT  
STATION  
(TEMPORARY)

2030 LF ~ 12" PUBLIC  
SEWER MAIN

TIE INTO EXISTING SANITARY MANHOLE  
TEMPORARY CONNECTION UNTIL  
BROOKMAN SEWER MAIN IS EXTENDED  
IN SW ELWERT RD  
RIM: 305.3  
8" OUT: 297.93

EXISTING PUBLIC  
SANITARY SEWER (8")

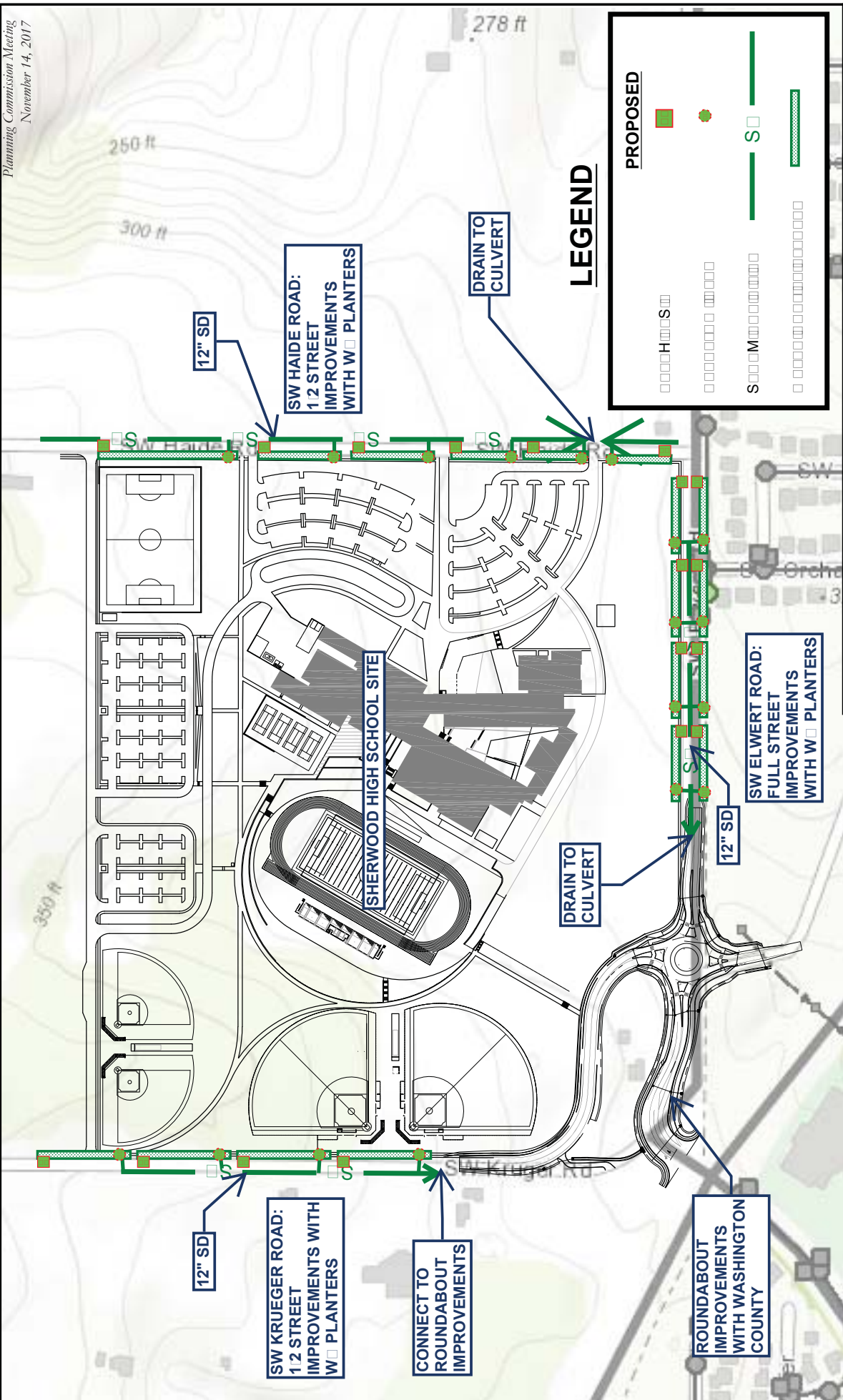




#1700038

SHERWOOD HIGH SCHOOL  
OFFSITE SEWER OPTION 5:  
PRIVATE TEMPORARY LIFT STATION

EXH-1
11/06/2017



### LEGEND

PROPOSED	
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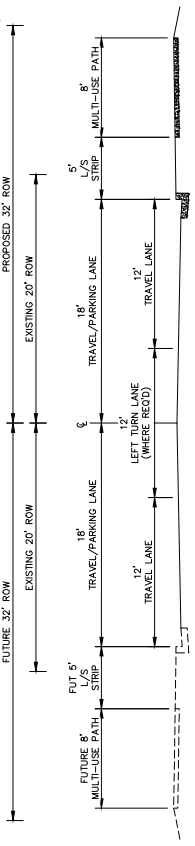
SHERWOOD HIGH SCHOOL  
OFFSITE STORM SEWER

#1700038

EXH-2

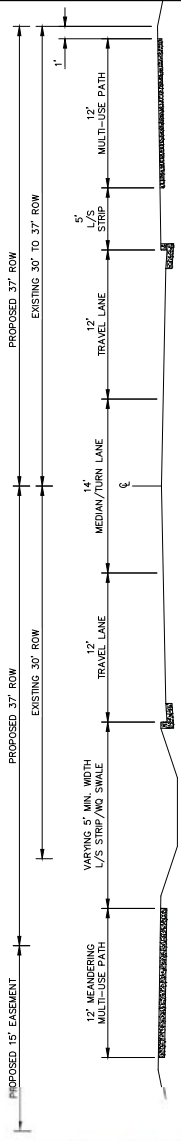
07/11/2017





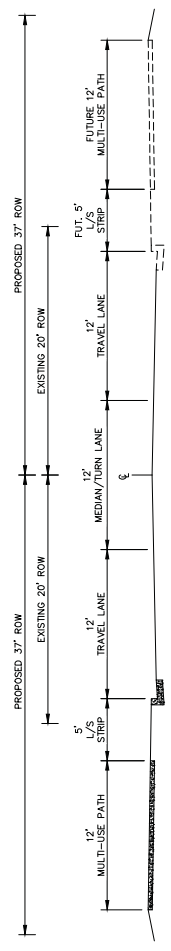
1 SW HAIDE ROAD (LOOKING EAST)  
SCALE: NTS

##### #3  
##### S  
##### S  
##### H



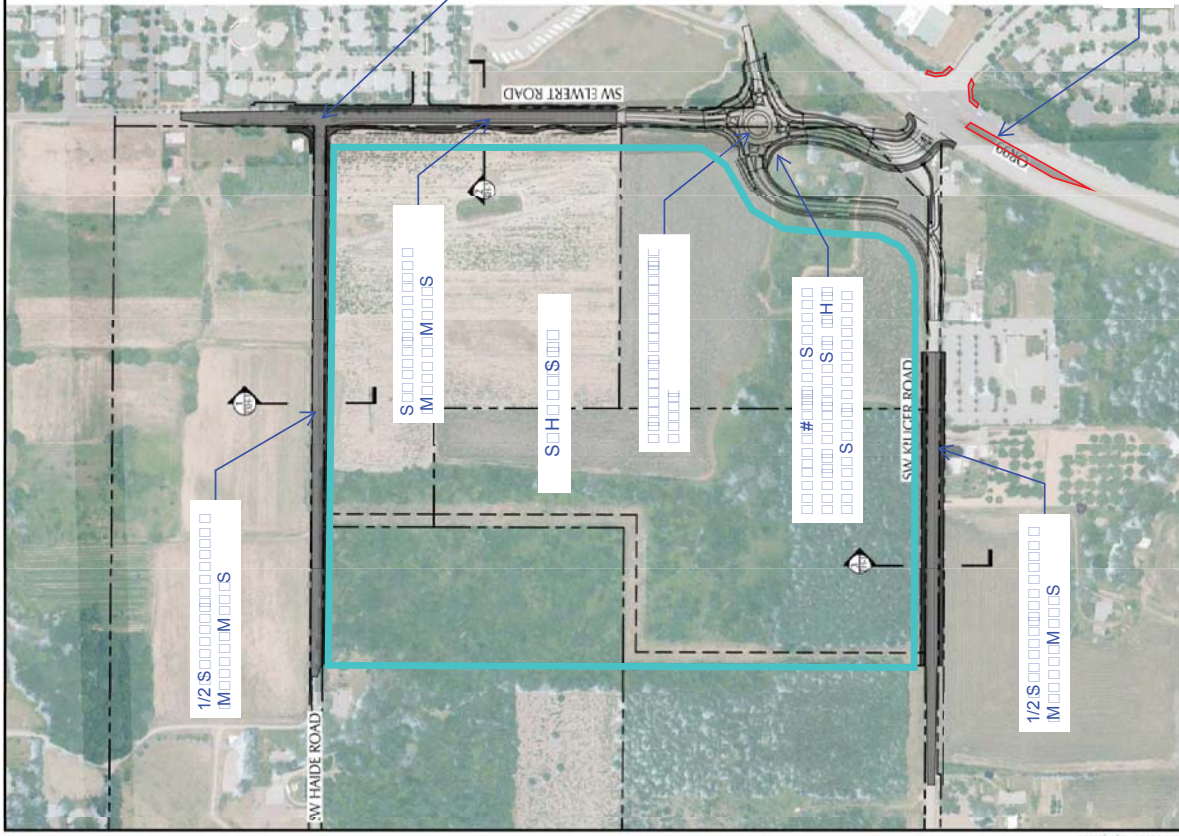
2 SW ELWERT ROAD (LOOKING NORTH)  
SCALE: NTS

##### #3  
##### S  
##### S  
##### H

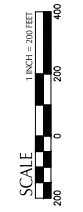


3 SW KRUGER ROAD (LOOKING EAST)  
SCALE: NTS

##### #3  
##### S  
##### S  
##### H



JOB NO.: 1700088		DESIGNED BY: JRC	DRAWN BY: JRC	CHECKED BY: CV	DATE: 08/17/17	SCALE: NTS	DATE: 08/17/17
JOB NAME: 2006 SW MAIN STREET		SHERWOOD HIGH SCHOOL DILIGENCE & IMPROVING		SHERWOOD HIGH SCHOOL PUBLIC IMPROVEMENTS		SHEET 1 OF 3	
JOB NO.: 1700088		DESIGNED BY: JRC	DRAWN BY: JRC	CHECKED BY: CV	DATE: 08/17/17	SCALE: NTS	DATE: 08/17/17
JOB NAME: 2006 SW MAIN STREET		SHERWOOD HIGH SCHOOL DILIGENCE & IMPROVING		SHERWOOD HIGH SCHOOL PUBLIC IMPROVEMENTS		SHEET 1 OF 3	
JOB NO.: 1700088		DESIGNED BY: JRC	DRAWN BY: JRC	CHECKED BY: CV	DATE: 08/17/17	SCALE: NTS	DATE: 08/17/17
JOB NAME: 2006 SW MAIN STREET		SHERWOOD HIGH SCHOOL DILIGENCE & IMPROVING		SHERWOOD HIGH SCHOOL PUBLIC IMPROVEMENTS		SHEET 1 OF 3	



REVISION	DATE	DESCRIPTION	BY

FOR INFORMATION ONLY

EXH-1

PRELIMINARY CONSTRUCTION COSTS  
for  
Sherwood High School Traffic Mitigation

Sherwood School District



**PROJECT NO. 3 - ELWERT RD/HAIDE RD - SIGNAL WITH LT AND RT LANES**

ITEM NUMBER	ITEM DESCRIPTION	QUANTITY	UNIT PRICE	ITEM COST
<b>PART 00200 - TEMPORARY FEATURES AND APPURTENANCES</b>				<b>\$ 376,000.00</b>
0210-010000A	MOBILIZATION	1 LS	\$ 171,000.00	\$ 171,000.00
0225-0101000A	TEMPORARY WORK ZONE TRAFFIC CONTROL, COMPLETE	1 LS	\$ 171,000.00	\$ 171,000.00
0280-0100000A	EROSION CONTROL	1 LS	\$ 34,000.00	\$ 34,000.00
<b>PART 00300 - ROADWORK</b>				<b>\$ 302,000.00</b>
0305-0100000A	CONSTRUCTION SURVEY WORK	1 LS	\$ 51,000.00	\$ 51,000.00
0310-0106000A	REMOVAL OF STRUCTURES AND OBSTRUCTIONS	1 LS	\$ 51,000.00	\$ 51,000.00
0320-0100000R	CLEARING AND GRUBBING	2.0 ACRE	\$ 5,000.00	\$ 10,000.00
0330-0105000K	GENERAL EXCAVATION	7,900 CU YD	\$ 20.00	\$ 158,000.00
0330-0123000K	EMBANKMENT IN PLACE	0 CU YD	\$ 30.00	\$ -
0331-0106000J	12 INCH SUBGRADE STABILIZATION	1,600 SQ YD	\$ 20.00	\$ 32,000.00
<b>PART 00400 - DRAINAGE AND SEWERS</b>				<b>\$ 20,000.00</b>
0445-MISC	ALLOWANCE FOR STORM SEWER SYSTEM	1 LS	\$ 20,000.00	\$ 20,000.00
<b>PART 00500 - BRIDGES</b>				<b>\$ -</b>
0596-0111000A	RETAINING WALL, CAST-IN-PLACE CONC SEMI-GRAVITY CANTILEVER	1 LS	\$ -	\$ -
<b>PART 00600 - BASES</b>				<b>\$ 156,000.00</b>
0641-0102000M	AGGREGATE BASE	7,800 TON	\$ 20.00	\$ 156,000.00
<b>PART 00700 - WEARING SURFACES</b>				<b>\$ 273,600.00</b>
0744-0302000M	LEVEL 3, 1/2 INCH ACP MIXTURE	2,200 TON	\$ 100.00	\$ 220,000.00
0749-0110000E	ASPHALT APPROACHES	3 EACH	\$ 2,000.00	\$ 6,000.00
0759-0100000F	CONCRETE CURBS	700 FOOT	\$ 26.00	\$ 18,200.00
0759-0126000J	CONCRETE DRIVEWAYS	SQFT	\$ 10.00	\$ -
0759-0128000J	CONCRETE WALKS	4,900 SQFT	\$ 6.00	\$ 29,400.00
0759-0144000J	10 INCH CONCRETE SURFACING	0 SQFT	\$ 20.00	\$ -
<b>PART 00800 - PERMANENT TRAFFIC SAFETY AND GUIDANCE DEVICES</b>				<b>\$ 10,000.00</b>
0811-0102000F	CABLE BARRIER, TEST LEVEL 4	0 FOOT	\$ 30.00	\$ -
865-MISC	ALLOWANCE FOR STRIPING	1 LS	\$ 10,000.00	\$ 10,000.00
<b>PART 00900 - PERMANENT TRAFFIC CONTROL AND ILLUMINATION SYSTEMS</b>				<b>\$ 365,000.00</b>
0940-MISC	ALLOWANCE FOR SIGNING	1 LS	\$ 5,000.00	\$ 5,000.00
0970-MISC	ALLOWANCE FOR LIGHTING	1 LS	\$ 45,000.00	\$ 45,000.00
0990-0101000A	TRAFFIC SIGNAL INSTALLATION, _____	1 LS	\$ 300,000.00	\$ 300,000.00
0990-0102000A	TRAFFIC SIGNAL MODIFICATION, _____	1 LS	\$ -	\$ -
0990-0105000A	INTERCONNECT SYSTEM	1 LS	\$ 15,000.00	\$ 15,000.00
<b>PART 01000 - RIGHT OF WAY DEVELOPMENT AND CONTROL</b>				<b>\$ 204,000.00</b>
1010-MISC	ALLOWANCE FOR WATER QUALITY FACILITIES	1 LS	\$ 100,000.00	\$ 100,000.00
1030-0108000R	PERMANENT SEEDING	1.0 ACRE	\$ 4,000.00	\$ 4,000.00
1040-MISC	ALLOWANCE FOR LANDSCAPING	1 LS	\$ 100,000.00	\$ 100,000.00
<b>PART 01100 - WATER SUPPLY SYSTEMS</b>				<b>\$ -</b>
1160-0100000E	HYDRANT ASSEMBLIES	0 EACH	\$ 10,000.00	\$ -
<b>CONSTRUCTION SUBTOTAL</b>				<b>\$ 1,706,600.00</b>
<b>CONTINGENCY (40.0%)</b>				<b>\$ 682,600.00</b>
<b>CONSTRUCTION TOTAL</b>				<b>\$ 2,389,200.00</b>
<b>ENGINEERING (25.0%)</b>				<b>\$ 597,300.00</b>
<b>ADDITIONAL COSTS (Utility Relocations)</b>				<b>\$ -</b>
<b>ADDITIONAL COSTS (Right-of-Way)</b>				<b>\$ -</b>
<b>TOTAL ESTIMATED COST</b>				<b>\$ 2,986,500.00</b>

**Notes:**

1. Estimate based on standard measurement and payment practices as specified in the 2015 Oregon Standard Specifications for Construction
2. Unit prices based on ODOT Weighted Average Item Prices - Calendar Year 2016 dated 3/7/2017
3. Estimate does not include costs for Right-of-Way acquisition (It is assumed 10,000 sf on 3 properties may be impacted)
4. Estimate assumes the majority of the SW Elwert Road pavement section (20' wide) can remain; to be confirmed by pavement report
5. Estimate does not include costs for frontage improvements related to the new high school (ie. multi-use path, Kruger Road)
6. Estimate does not include any additional corrective work related to poor intersection or stopping sight distance

PRELIMINARY CONSTRUCTION COSTS  
for  
Sherwood High School Traffic Mitigation

Sherwood School District



**PROJECT NO. 5 - 99W/SUNSET BLVD - ADD SECOND NBL AND ADD WBT**

ITEM NUMBER	ITEM DESCRIPTION	QUANTITY	UNIT PRICE	ITEM COST
<b>PART 00200 - TEMPORARY FEATURES AND APPURTENANCES</b>				<b>\$ 272,000.00</b>
0210-010000A	MOBILIZATION	1 LS	\$ 127,000.00	\$ 127,000.00
0225-0101000A	TEMPORARY WORK ZONE TRAFFIC CONTROL, COMPLETE	1 LS	\$ 120,000.00	\$ 120,000.00
0280-010000A	EROSION CONTROL	1 LS	\$ 25,000.00	\$ 25,000.00
<b>PART 00300 - ROADWORK</b>				<b>\$ 115,000.00</b>
0305-010000A	CONSTRUCTION SURVEY WORK	1 LS	\$ 38,000.00	\$ 38,000.00
0310-0106000A	REMOVAL OF STRUCTURES AND OBSTRUCTIONS	1 LS	\$ 38,000.00	\$ 38,000.00
0320-010000R	CLEARING AND GRUBBING	1.0 ACRE	\$ 5,000.00	\$ 5,000.00
0330-0105000K	GENERAL EXCAVATION	1,400 CUYD	\$ 20.00	\$ 28,000.00
0330-0123000K	EMBANKMENT IN PLACE	0 CUYD	\$ 30.00	\$ -
0331-0106000J	12 INCH SUBGRADE STABILIZATION	300 SQYD	\$ 20.00	\$ 6,000.00
<b>PART 00400 - DRAINAGE AND SEWERS</b>				<b>\$ 20,000.00</b>
0445-MISC	ALLOWANCE FOR STORM SEWER SYSTEM	1 LS	\$ 20,000.00	\$ 20,000.00
<b>PART 00500 - BRIDGES</b>				<b>\$ -</b>
0596-0111000A	RETAINING WALL, CAST-IN-PLACE CONC SEMI-GRAVITY CANTILEVER	1 LS	\$ -	\$ -
<b>PART 00600 - BASES</b>				<b>\$ 16,000.00</b>
0641-0102000M	AGGREGATE BASE	800 TON	\$ 20.00	\$ 16,000.00
<b>PART 00700 - WEARING SURFACES</b>				<b>\$ 72,800.00</b>
0744-0302000M	LEVEL 3, 1/2 INCH ACP MIXTURE	500 TON	\$ 100.00	\$ 50,000.00
0749-0110000E	ASPHALT APPROACHES	0 EACH	\$ 2,000.00	\$ -
0759-0100000F	CONCRETE CURBS	300 FOOT	\$ 26.00	\$ 7,800.00
0759-0126000J	CONCRETE DRIVEWAYS	0 SQFT	\$ 10.00	\$ -
0759-0128000J	CONCRETE WALKS	2,500 SQFT	\$ 6.00	\$ 15,000.00
0759-0144000J	10 INCH CONCRETE SURFACING	0 SQFT	\$ 20.00	\$ -
<b>PART 00800 - PERMANENT TRAFFIC SAFETY AND GUIDANCE DEVICES</b>				<b>\$ 30,000.00</b>
0811-0102000F	CABLE BARRIER, TEST LEVEL 4	0 FOOT	\$ 30.00	\$ -
865-MISC	ALLOWANCE FOR STRIPING	1 LS	\$ 30,000.00	\$ 30,000.00
<b>PART 00900 - PERMANENT TRAFFIC CONTROL AND ILLUMINATION SYSTEMS</b>				<b>\$ 675,000.00</b>
0940-MISC	ALLOWANCE FOR SIGNING	1 LS	\$ 75,000.00	\$ 75,000.00
0970-MISC	ALLOWANCE FOR LIGHTING	1 LS	\$ 100,000.00	\$ 100,000.00
0990-0101000A	TRAFFIC SIGNAL INSTALLATION, _____	1 LS	\$ 400,000.00	\$ 400,000.00
0990-0102000A	TRAFFIC SIGNAL MODIFICATION, _____	1 LS	\$ -	\$ -
0990-0105000A	INTERCONNECT SYSTEM	1 LS	\$ 100,000.00	\$ 100,000.00
<b>PART 01000 - RIGHT OF WAY DEVELOPMENT AND CONTROL</b>				<b>\$ 72,000.00</b>
1010-MISC	ALLOWANCE FOR WATER QUALITY FACILITIES	1 LS	\$ 35,000.00	\$ 35,000.00
1030-0108000R	PERMANENT SEEDING	0.5 ACRE	\$ 4,000.00	\$ 2,000.00
1040-MISC	ALLOWANCE FOR LANDSCAPING	1 LS	\$ 35,000.00	\$ 35,000.00
<b>PART 01100 - WATER SUPPLY SYSTEMS</b>				<b>\$ -</b>
1160-0100000E	HYDRANT ASSEMBLIES	0 EACH	\$ 10,000.00	\$ -
<b>CONSTRUCTION SUBTOTAL</b>				<b>\$ 1,272,800.00</b>
<b>CONTINGENCY (40.0%)</b>				<b>\$ 509,100.00</b>
<b>CONSTRUCTION TOTAL</b>				<b>\$ 1,781,900.00</b>
<b>ENGINEERING (25.0%)</b>				<b>\$ 445,500.00</b>
<b>ADDITIONAL COSTS (Utility Relocations)</b>				<b>\$ -</b>
<b>ADDITIONAL COSTS (Right-of-Way)</b>				<b>\$ -</b>
<b>TOTAL ESTIMATED COST</b>				<b>\$ 2,227,400.00</b>

**Notes:**

1. Estimate based on standard measurement and payment practices as specified in the 2015 Oregon Standard Specifications for Construction
2. Unit prices based on ODOT Weighted Average Item Prices - Calendar Year 2016 dated 3/7/2017
3. Estimate does not include costs for Right-of-Way acquisition (It is assumed there are no ROW impacts)
4. Estimate assumes no barrier is required in the median

PRELIMINARY CONSTRUCTION COSTS  
for  
Sherwood High School Traffic Mitigation

Sherwood School District



**PROJECT NO. 9 - ELWERT RD/KRUGER RD - CONSTRUCT DUAL LANE ROUNDABOUT AND  
WIDEN ELWERT TO FOUR LANES 500 FT NORTH OF KRUGER**

ITEM NUMBER	ITEM DESCRIPTION	QUANTITY	UNIT PRICE	ITEM COST
<b>PART 00200 - TEMPORARY FEATURES AND APPURTENANCES</b>				<b>\$ 257,000.00</b>
0210-010000A	MOBILIZATION	1 LS	\$ 117,000.00	\$ 117,000.00
0225-0101000A	TEMPORARY WORK ZONE TRAFFIC CONTROL, COMPLETE	1 LS	\$ 117,000.00	\$ 117,000.00
0280-010000A	EROSION CONTROL	1 LS	\$ 23,000.00	\$ 23,000.00
<b>PART 00300 - ROADWORK</b>				<b>\$ 291,000.00</b>
0305-010000A	CONSTRUCTION SURVEY WORK	1 LS	\$ 35,000.00	\$ 35,000.00
0310-0106000A	REMOVAL OF STRUCTURES AND OBSTRUCTIONS	1 LS	\$ 35,000.00	\$ 35,000.00
0320-010000R	CLEARING AND GRUBBING	1.0 ACRE	\$ 5,000.00	\$ 5,000.00
0330-0105000K	GENERAL EXCAVATION	10,000 CUYD	\$ 20.00	\$ 200,000.00
0330-0123000K	EMBANKMENT IN PLACE	0 CUYD	\$ 30.00	\$ -
0331-0106000J	12 INCH SUBGRADE STABILIZATION	800 SQYD	\$ 20.00	\$ 16,000.00
<b>PART 00400 - DRAINAGE AND SEWERS</b>				<b>\$ 100,000.00</b>
0445-MISC	ALLOWANCE FOR STORM SEWER SYSTEM	1 LS	\$ 100,000.00	\$ 100,000.00
<b>PART 00500 - BRIDGES</b>				<b>\$ -</b>
0596-0111000A	RETAINING WALL, CAST-IN-PLACE CONC SEMI-GRAVITY CANTILEVER	1 LS	\$ -	\$ -
<b>PART 00600 - BASES</b>				<b>\$ 70,000.00</b>
0641-0102000M	AGGREGATE BASE	3,500 TON	\$ 20.00	\$ 70,000.00
<b>PART 00700 - WEARING SURFACES</b>				<b>\$ 212,200.00</b>
0744-0302000M	LEVEL 3, 1/2 INCH ACP MIXTURE	1,100 TON	\$ 100.00	\$ 110,000.00
0749-0110000E	ASPHALT APPROACHES	0 EACH	\$ 2,000.00	\$ -
0759-0100000F	CONCRETE CURBS	1,300 FOOT	\$ 26.00	\$ 33,800.00
0759-0126000J	CONCRETE DRIVEWAYS	0 SQFT	\$ 10.00	\$ -
0759-0128000J	CONCRETE WALKS	11,400 SQFT	\$ 6.00	\$ 68,400.00
0759-0144000J	10 INCH CONCRETE SURFACING	0 SQFT	\$ 20.00	\$ -
<b>PART 00800 - PERMANENT TRAFFIC SAFETY AND GUIDANCE DEVICES</b>				<b>\$ 20,000.00</b>
0811-0102000F	CABLE BARRIER, TEST LEVEL 4	0 FOOT	\$ 30.00	\$ -
865-MISC	ALLOWANCE FOR STRIPING	1 LS	\$ 20,000.00	\$ 20,000.00
<b>PART 00900 - PERMANENT TRAFFIC CONTROL AND ILLUMINATION SYSTEMS</b>				<b>\$ 120,000.00</b>
0940-MISC	ALLOWANCE FOR SIGNING	1 LS	\$ 20,000.00	\$ 20,000.00
0970-MISC	ALLOWANCE FOR LIGHTING	1 LS	\$ 100,000.00	\$ 100,000.00
0990-0101000A	TRAFFIC SIGNAL INSTALLATION, _____	1 LS	\$ -	\$ -
0990-0102000A	TRAFFIC SIGNAL MODIFICATION, _____	1 LS	\$ -	\$ -
0990-0105000A	INTERCONNECT SYSTEM	1 LS	\$ -	\$ -
<b>PART 01000 - RIGHT OF WAY DEVELOPMENT AND CONTROL</b>				<b>\$ 102,000.00</b>
1010-MISC	ALLOWANCE FOR WATER QUALITY FACILITIES	1 LS	\$ 50,000.00	\$ 50,000.00
1030-0108000R	PERMANENT SEEDING	0.5 ACRE	\$ 4,000.00	\$ 2,000.00
1040-MISC	ALLOWANCE FOR LANDSCAPING	1 LS	\$ 50,000.00	\$ 50,000.00
<b>PART 01100 - WATER SUPPLY SYSTEMS</b>				<b>\$ -</b>
1160-0100000E	HYDRANT ASSEMBLIES	0 EACH	\$ 10,000.00	\$ -
<b>CONSTRUCTION SUBTOTAL</b>				<b>\$ 1,172,200.00</b>
<b>CONTINGENCY (40.0%)</b>				<b>\$ 468,900.00</b>
<b>CONSTRUCTION TOTAL</b>				<b>\$ 1,641,100.00</b>
<b>ENGINEERING (25.0%)</b>				<b>\$ 410,300.00</b>
<b>ADDITIONAL COSTS (Utility Relocations)</b>				<b>\$ -</b>
<b>ADDITIONAL COSTS (Right-of-Way)</b>				<b>\$ -</b>
<b>TOTAL ESTIMATED COST</b>				<b>\$ 2,051,400.00</b>

**Notes:**

1. Estimate based on standard measurement and payment practices as specified in the 2015 Oregon Standard Specifications for Construction
2. Unit prices based on ODOT Weighted Average Item Prices - Calendar Year 2016 dated 3/7/2017
3. Estimate does not include costs for Right-of-Way acquisition (It is assumed 15,000 sf on 2 properties may be impacted)
4. Estimate based on conceptual layout overlaid on most current County Roundabout design work as of this date





# **Sherwood High School**

## *Transportation Planning Rule Traffic Study*

*Prepared for Cornerstone Management Group, Inc.*



***Prepared By:***



**November 1, 2017**

Exhibit F



November 1, 2017

Casey Cunningham  
Cornerstone Management Group, Inc.  
31425 SW Country View Lane  
Wilsonville, OR 97070

**Subject: Sherwood High School - Transportation Planning Rule Traffic Study**

Dear Casey:

DKS Associates is pleased to submit this Transportation Planning Rule Traffic Study for the proposed Sherwood High School located on the northwest corner of the SW Kruger Road/SW Elwert Road intersection in Sherwood Oregon.

Please feel free to call if you have any questions or comments regarding this study.

Sincerely,

A handwritten signature in blue ink that reads "Scott M." followed by a stylized flourish.

Scott Mansur, P.E., PTOE  
Transportation Engineer

**DKS Associates**  
117 Commercial Street NE  
Suite 310  
Salem, OR 97301  
503.391.8773  
www.dksassociates.com





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## Chapter 1: Introduction and Background

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The Sherwood School District recently submitted a Major Amendment to expand the Urban Growth Boundary (UGB). The Metro Council recently approved the UGB expansion with the condition that the site can only be used as a high school as proposed. The School District will make application to the City of Sherwood for a Comprehensive Plan Amendment to zone the property for Institutional/Public and request to annex the site into the City of Sherwood city limits. As required by Metro Code (Title 11) an approval of a post-UGB expansion concept plan is also requested with approval of City annexation and zoning. Once annexed, the School District will apply for a Conditional Use Permit approval that will need to be approved by the Sherwood Planning Commission.

The School District is preparing to submit two traffic studies. The first required study is this document, which supports the Title 11 Concept Plan, comprehensive plan amendment, and rezoning and annexation request. This study provides mitigation strategies that meet the Transportation Planning Rule (TPR) requirements, Oregon Department of Transportation (ODOT), Washington County, and City of Sherwood development guidelines. The document evaluates the worst-case zoning proposed under the Institutional/Public Zone (2,400 students) for future year 2035.

The second study needed is the transportation impact analysis (TIA) report, which will support the City of Sherwood land use (Conditional Use Permit) approval. This TIA will be provided at a later date, and it will give a detailed look at the entire transportation operations for the short-term period, which is the anticipated project year of opening, 2020.

The following components are *not* included in this traffic study, but have been studied in draft report form and will be finalized and submitted as part of the forthcoming Land Use (Conditional Use Permit) application:

- Safety Analysis
- Pedestrian, Bike, and Transit Facilities: Existing Conditions and Mitigations
- Short term (2020) intersection operations
- Neighborhood Connectivity Discussion
- Vertical Curve/Sight Distance Discussion
- Site Plan Evaluation
- Driveway Access Operations and Sight Distance
- Queuing Analysis on Elwert Road

### **Sherwood High School Bond**

The Sherwood High School Bond includes a project list which outlines some of the planned city-wide school changes. The construction, furnishing, and equipping of the new high school has a target completion date of June 2020. With the opening of the new high school, the existing high school will be converted into one middle school with a target completion of September of 2020. The existing Sherwood Middle School and Laurel Ridge Middle School will then be converted to additional elementary school space for Hopkins Elementary and Edy Ridge Elementary Schools..



**Agency Coordination**

Key parameters for this traffic study were developed in close coordination with Oregon Department of Transportation (ODOT), Washington County, and City of Sherwood to assure that the standards and methods applied in this report comply with agency requirements. The study coordination included the study area roadways and key intersections to evaluate performance, future project scenarios, planned improvements, seasonal factors to be applied, and more.

## Chapter 2: Existing Conditions

This chapter provides documentation of existing study area conditions, including the study area roadway network and existing traffic volumes and operations.

### Study Area Roadway Network

The study area was selected with the intention of evaluating transportation impacts related to the proposed comprehensive plan and zone change. Figure 1 shows the ten study intersections that were chosen in coordination with ODOT, Washington County, and City of Sherwood. Table 1 lists the characteristics of key roadways in the study area.

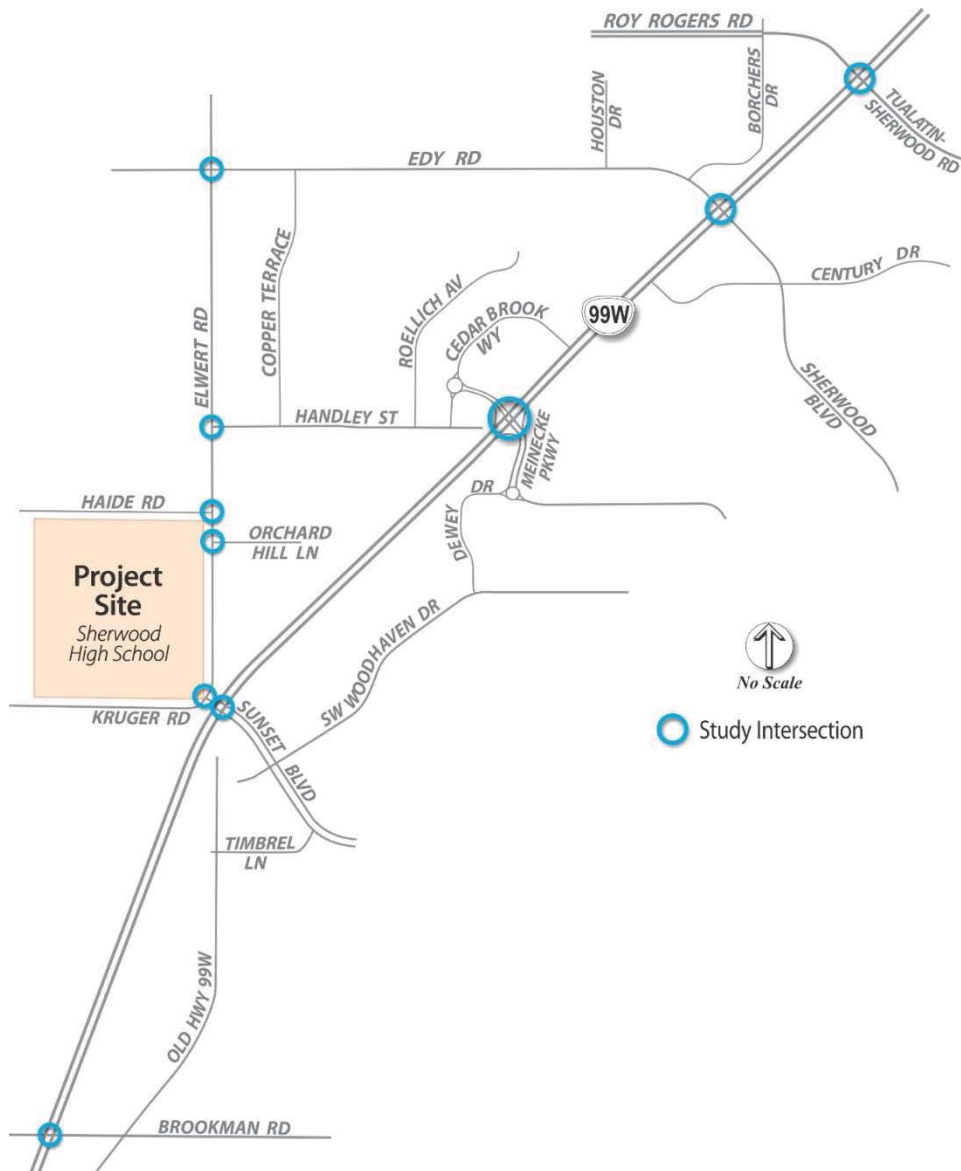


Figure 1: Transportation Planning Rule Review Study Area

**Table 1: Study Area Roadway Characteristics**

Roadway	Classification	Jurisdiction	No. of Lanes	Posted Speed	Side-walk	Bike lanes	On-street parking
Pacific Highway West (99W)	Statewide Highway	ODOT	4-6	45 mph	Limited	Yes	No
Roy Rogers Road	Arterial	County	3	35 mph	Yes	No	No
Tualatin-Sherwood Road	Arterial	County	3-6	35 mph	Yes	Yes	No
Sunset Boulevard	Arterial	City	2	35 mph	Yes	Yes	No
Elwert Road	Arterial	County	2	45 mph	No	No	No
Sherwood Boulevard	Arterial	City	2	25 mph	Yes	Yes	No
Meinecke Parkway	Collector	City	2	25 mph	Yes	Yes	No
Edy Road	Collector	County	2	40 mph	Partial	Limited	No
Handley Street	Collector	City	2	25 mph	Yes	No	Yes
Haide Road	Local	County	2	Not posted	No	No	No
Orchard Hill Lane	Local	City	2	25 mph	Yes	No	Yes
Kruger Road	Local	County	2	Not posted	No	No	No
Brookman Rd	Arterial	County	2	Not Posted	No	No	No

<sup>a</sup>Roadway Classifications per the Sherwood Transportation System Plan, June 17, 2014

## Existing Traffic Volumes

Existing AM and PM peak hour traffic operations were analyzed at the following ten study intersections, which were selected based on coordination with Washington County, ODOT and the City of Sherwood.

- Pacific Highway West (99W)/Brookman Road
- Pacific Highway West (99W)/Sunset Boulevard/Elwert Road
- Pacific Highway West (99W)/Meinecke Parkway
- Pacific Highway West (99W)/Edy Road
- Pacific Highway West (99W)/Tualatin-Sherwood Road-Roy Rogers Road
- Edy Road/Elwert Road
- Elwert Road/Haide Road
- Elwert Road/Orchard Hill Lane
- Elwert Road/Handley Street
- Elwert Road/Kruger Road

## Traffic Volume Development

To perform the intersection analysis, traffic counts were collected during the AM peak (7:00 – 9:00 am) and PM peak (4:00-6:00 pm) periods<sup>1</sup> at nine of the intersections listed above. Historical traffic data was used at the Pacific Highway West (99W)/Brookman Road intersection<sup>2</sup>.

<sup>1</sup> The AM peak hour counts were collected on February 1, 2017 and the PM peak hour counts were collected on January 31, 2017. The counts for Pacific Highway West (99W)/Tualatin-Sherwood Road-Roy Rogers Road were collected on May 11, 2017.

<sup>2</sup> Historical traffic counts were acquired from All Traffic Data and a previous DKS project.  
*Sherwood High School Transportation Planning Rule*



Study intersections on ODOT facilities (i.e. Pacific Highway West (99W)) were analyzed using estimated 30th highest hour traffic volume (30 HV) conditions. The 30 HV development process for existing conditions includes the determination of seasonal adjustments.

The traffic count data collected in January, February, and May of 2017 represent a period where traffic volumes are lower than the average weekday conditions. Adjustments are required to reach the desired conditions using methodology from the ODOT Analysis Procedures Manual. To determine when the average weekday conditions occur, data is examined from Automatic Traffic Recorder (ATR) stations that record traffic highway volumes year-round. The closest ATR to Sherwood on Pacific Highway West (99W) is ATR #36-004 in Newberg. The ATR has the following characteristics relevant to the study area of Pacific Highway West (99W): commuter trend, rural area, four lanes, weekday traffic trend, and similar AADT. Thus, this ATR was used to develop a single seasonal factor for the three study intersections on Pacific Highway West (99W). Table 2 shows the seasonal factors used in this study.

**Table 2: 30<sup>th</sup> Highest Hourly Traffic Volume Seasonal Factors for 2017 Traffic Counts**

Automatic Traffic Recorder Identification	January	February	May	Where Factor Applies
#36-004	1.087	1.087	1.029	Highway to highway movements along Pacific Highway West (99W) during the AM and PM Peak Hour

These factors were developed by applying a June factor of 105% despite August being the busiest month of the year with a factor of 110%. The June factor was used since it was the highest factor during the months when school is still in session. This decision to use a June factor instead of August was made in collaboration with the City of Sherwood. The first two sets of traffic counts were collected on the last day of January and the first day of February. The two factors were adjusted to the month of June, then averaged to produce one seasonal factor, 1.087. These seasonal factors were only applied to the through movements on Pacific Highway West (99W) during the AM and PM peak hours. Another set of traffic counts was collected in May 2017 and the through movements were factored by 1.029. The seasonally adjusted base volumes for the existing AM and PM peak hour scenarios can be found in the appendix.

### **Intersection Performance Measures**

Volume-to-capacity (v/c) ratios are a commonly used performance measure that provides a good picture of intersection operations. In addition, they are often incorporated into agency mobility standards.

**Level of service (LOS):** A “report card” rating (A through F) based on the average delay experienced by vehicles at the intersection. LOS A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. LOS D and E are progressively worse operating conditions. LOS F represents conditions where average vehicle delay has become excessive and demand has exceeded capacity.

**Volume-to-capacity (v/c) ratio:** A decimal representation (typically between 0.00 and 1.00) of the proportion of capacity that is being used at a turn movement, approach leg, or intersection.

It is determined by dividing the peak hour traffic volume by the hourly capacity of a given intersection or movement. A lower ratio indicates smooth operations and minimal delays. As the ratio approaches 1.00, congestion increases and performance is reduced. If the ratio is greater than 1.00, the turn movement, approach leg, or intersection is oversaturated and usually results in excessive queues and congestion.

**Jurisdictional Operating Standards/Mobility Targets**

All study area intersections are desired to operate at or below the operating standards/mobility targets otherwise modifications may be necessary to serve future growth. The applicable performance standard for roadways and intersections varies depending on the jurisdiction that owns and operates the facility. Within this study area, we have roadways that are operated by ODOT and Washington County. Table 3 shows the operating standard/mobility target for the jurisdictions involved in this analysis.

**Table 3: Jurisdiction Operating Standard/Mobility Target**

Jurisdiction	Operation Standard/Mobility Target
ODOT	0.99 v/c or less at all traffic signals
Washington County	0.99 v/c or less at all intersections

The County standards are defined in their Transportation System Plan as  $v/c \leq 0.99$  for the relevant study intersections. Intersections under ODOT jurisdiction should comply with the v/c ratio mobility target of  $v/c \leq 0.99$  per the Oregon Highway Plan (OHP)<sup>3</sup>. Although two of the study intersections fall within the Metro Town Center limits, the proposed project itself will not be located within the Town Center limits. Therefore, none of the study intersections are subject to the Town Center operating standard of  $v/c \leq 1.10$ .

**Existing Intersection Operations**

Existing traffic operations at the study intersections were determined for the AM and PM peak hour based on 2000 Highway Capacity Manual (HCM) methodology for signalized intersections, the 2010 HCM methodology for unsignalized intersections, and the HCM 6<sup>th</sup> edition methodology for roundabouts. The v/c ratio for each intersection is shown in Table 4. The intersections that do not meet the operating standard/mobility target are highlighted and shown in bold text. Looking at Table 4, all the intersections meet the operating standard/mobility target.

<sup>3</sup> Table 7, Oregon Highway Plan, December 2011.  
*Sherwood High School Transportation Planning Rule*



**Table 4: Existing Study Intersection Operations (2017)**

Intersection	Intersection Control	Operating Standard/Mobility Target	AM	PM
			v/c	v/c
Pacific Highway West (99W)/ Sunset Blvd/ Elwert Rd	Signalized	v/c ≤ 0.99	0.90	0.90
Pacific Highway West (99W)/ Meinecke Pkwy	Signalized	v/c ≤ 0.99	0.89	0.71
Pacific Highway West (99W)/ Edy Rd	Signalized	v/c ≤ 0.99	0.78	0.88
Edy Rd/Elwert Rd	AWSC	v/c ≤ 0.99	0.95	0.99
Elwert Rd/Haide Rd	TWSC	v/c ≤ 0.99	0.01	0.01
Elwert Rd/Orchard Hill Ln	TWSC	v/c ≤ 0.99	0.02	0.01
Elwert Rd/Handley St	TWSC	v/c ≤ 0.99	0.10	0.04
Elwert Rd/Kruger Rd	TWSC	v/c ≤ 0.99	0.04	0.01
Pacific Highway West (99W)/ Tualatin-Sherwood Rd-Roy Rogers Rd	Signalized	v/c ≤ 0.99	0.86	<b>1.01</b>
Pacific Highway West (99W)/Brookman Rd	TWSC	v/c ≤ 0.99	0.68	0.07
<b>Highlighted and Bold:</b> Does not meet County operating standard or ODOT mobility target				
<u>Signalized:</u>		<u>Two-Way or All-Way Stop Controlled:</u>		
LOS = Level of Service of Intersection		LOS = Level of Service of Major Street/Minor Street		
v/c = Volume-to-Capacity Ratio of Intersection		v/c = Volume-to-Capacity Ratio of Worst Movement		

## Chapter 3: Project Impacts

This chapter reviews the worst-case impacts that the proposed Institutional/Public Zone has on the study area transportation system. This section includes the future traffic volumes, planned improvements, and future intersection operations.

### Future Traffic Volumes

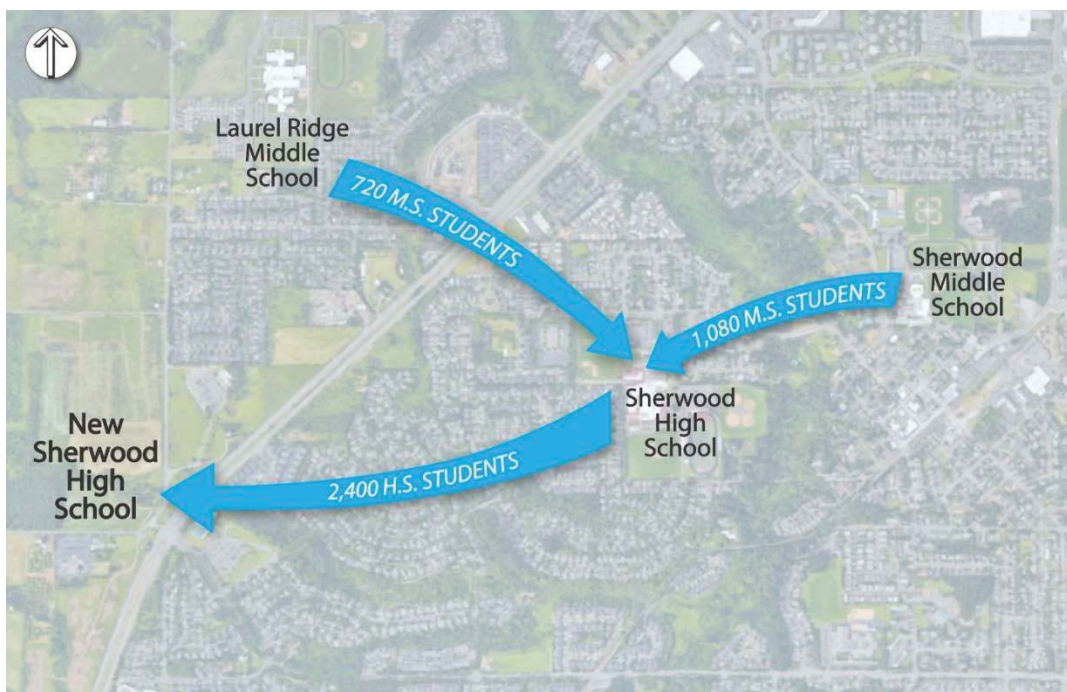
Four future year traffic volume scenarios were developed in coordination with the City of Sherwood. The scenarios are as follows:

- 2035 No Build AM and PM (includes background traffic growth)
- 2035 Build AM and PM (includes background and proposed land use change traffic growth)

The following sections describe how these traffic volumes were developed, including discussion on land use scenarios, the No-Build traffic volumes, the Build traffic volumes, and the trip generation and distribution. Volume figures showing these four scenarios can be found in the appendix.

### Land Use Scenarios

As noted earlier in the document, the proposed land use change would amend the Sherwood Comprehensive Plan by adding land to the Urban Growth Boundary specifically for the development of a new high school (replacing the current high school). The proposed action and development of a new high school would include several changes to school locations and enrollment boundaries, including moving the high school from the existing site to the proposed site and then shifting the two middle schools (Laurel Ridge Middle School and Sherwood Middle School) to the existing high school site. Figure 2 shows this proposed shifting of land use.



**Figure 2: Middle School and High School Relocations**

A key factor of the proposed land use change is that the addition to the urban growth boundary and development of the high school site is not intended to change the forecasted land use control totals (i.e., future year citywide households, jobs, and students) compared to the no-build scenario. This is an important distinction given the size of the proposed land use action for developing traffic volume forecasts and assessing impact to Sherwood’s adopted Transportation System Plan (TSP), as described in ODOT’s Modeling Procedures Manual for Land Use Changes<sup>4</sup>. In this situation, the Transportation Planning Rule (TPR) evaluation to determine adequacy of the transportation system relies upon developing land use scenarios with the same control totals where the only difference is the location of the land use growth. For this study, the following school enrollment control totals were utilized to evaluate impact to the Sherwood TSP:

- **No Build Scenario (aligned with the adopted Sherwood TSP)**
  - High School
    - 2,400 students (representing a reasonable worst-case build-out of the high school)
    - All students located at the current high school site
  - Middle School
    - 1,800 students (representing 75% of the high school enrollment)
    - 1,080 students located at the existing Sherwood Middle School, and 720 students located at Laurel Ridge Middle School (matching the existing enrollment ratio between the two sites)
- **Proposed Scenario**
  - High School
    - 2,400 students (representing a reasonable worst-case build-out)
    - All students located at the proposed high school site
  - Middle School
    - 1,800 students (representing 75% of the high school enrollment)
    - All students located at the existing high school site

Besides the shifting of the school locations between the two scenarios, all other land use for travel forecasting remained consistent with the adopted Sherwood TSP.

### **2035 No-Build Traffic Volume Forecasts**

To determine future 2035 traffic volumes for the No-Build Scenario traffic volumes aligning with the adopted Sherwood TSP were estimated for the study intersections. The City of Sherwood’s mesoscopic travel demand model (built for creating the TSP) was used to determine future year traffic volume growth, which was then added to existing 2017 traffic volumes. The future year intersection turn

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<sup>4</sup> *Modeling Procedures Manual for Land Use Changes*, Oregon Department of Transportation – Transportation Planning and Analysis Unit, February 2012.  
*Sherwood High School Transportation Planning Rule*

volumes were calculated and distributed based on the link level growth between the 2010 and 2035 travel demand models and the existing turn counts using the NCHRP 255 methodology [1]. The travel demand model does not include an AM peak scenario. Therefore, for forecasting growth in the AM period the traffic volume growth patterns were inverted from the PM peak model (to represent travel patterns in the morning).

### **2035 Build Traffic Volume Forecasts**

The AM and PM peak hour traffic volume forecasts for the Build Scenario were developed by adjusting the 2035 No-Build Scenario traffic volumes to reflect the proposed land use changes previously discussed. This process included estimating trip generation for each school use and re-assigning the trips onto the system with the proposed land use changes, as described in the following subsections.

#### **Trip Generation for High School**

This study evaluated the impacts that the proposed high school has on the surrounding street network during the adjacent street AM and PM peak hour. The actual PM peak hour for the school occurs earlier in the day. However, traffic conditions on the adjacent street network are generally less busy during the school PM peak. Therefore, the adjacent street peak hour was selected for analysis as the most representative period for peak high school expansion traffic impacts.

Based on the overall systemwide school changes planned by the Sherwood School District (discussed above), the Transportation Planning Rule analysis discussed later in this chapter (see Chapter 4) considers the trip generating characteristics for each of the planned school relocations. The future modeling of the schools is discussed in detail in previous sections in this chapter.

The ITE Trip Generation Manual<sup>5</sup> contains daily and adjacent street AM and PM peak hour trip rates for high schools calculated based the student enrollment. Standard engineering practices are to use national ITE rates unless three to five local high school data points are available. When the proposed High School was currently in operation, count data was collected on January 31, February 1, and February 2, 2017 and a student enrollment of 1,726 was confirmed. This data was used as a comparison to the ITE trip generation rates. Additionally, high school trip generation rates developed from nearby suburban high schools as part of the Beaverton New High School Traffic Impact Analysis<sup>6</sup> are also provided for comparison. The local area suburban high school rates are based on weighted averages of Aloha High School, Wilsonville High School, Westview High School, and Southridge High School. The results of the high school trip generate rate analysis are presented in Table 5.

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<sup>5</sup> *Trip Generation, 9th Edition*, Institute of Transportation Engineers, 2012, Land use code 530 (High School).

<sup>6</sup> Beaverton School District New High School Traffic Impact Analysis, DKS Associates, March 2015.  
*Sherwood High School Transportation Planning Rule*



**Table 5: High School Trip Generation Rates Comparison**

Peak Hour / Method	Trip Rate per student	Total Trips <sup>b</sup>	In/Out	In/Out
<b>AM Peak Hour</b>				
ITE Rate (Code 530)	0.43	742	505/237	68%/32%
Sherwood High School Rate	0.59	1,018	633/393	62%/38%
Local High Schools Rate <sup>a</sup>	0.48	828	530/298	64%/36%
<b>PM Peak Hour</b>				
ITE Rate (Code 530)	0.13	224	105/119	47%/53%
Sherwood High School Rate	0.14	241	123/118	51%/49%
Local High Schools Rate <sup>a</sup>	0.10	173	81/92	47%/53%

<sup>a</sup>Rates from Beaverton School District New High School TIA, DKS Associates, March 2015

<sup>b</sup>Total trips are based on the Sherwood High School Student Enrollment of 1,726

As indicated in Table 5, the trips generated by the Sherwood High School are higher than the trip rates from both ITE and the local suburban high school data. During the AM peak hour, the highest rate, the existing Sherwood High School rate, is 37% higher than the ITE rate and 23% higher than the local high school rate. This higher rate is attributed to a higher number of parent/student drop-off trips, as shown by the higher percentage of exiting trips.

By 2035 it is assumed that much of West Sherwood will be developed with low to medium density residential land use as shown in the West Sherwood Concept Plan. As development in the surrounding area occurs over time, the number of students walking and biking to school is expected to increase to levels like the existing high school.

Utilizing the trip generation rates from the existing Sherwood High School site, a conservative worst-case estimate of the number of trips being generated by the Institutional/Public Zone were calculated. Table 6 summarizes the 2035 projected high school primary trips in the AM and PM peak hours. In total, the High School is expected to generate 1,416 (878 in, 538 out) AM peak hour trips and 336 (171 in, 165 out) PM peak hour trips.

**Table 6: High School Trip Generation**

Land Use	Number of Students	AM Peak Hour			PM Peak Hour		
		Trip Rate	Total	In/Out	Trip Rate	Total	In/Out
High School	2,400	0.59	1,416	878/538	0.14	336	171/165

The trip generation rate proposed in Table 6 only represents passenger car trips and does not account for school bus trips. Table 7 summarizes the projected school bus trips in the AM peak hour. The current high school has 15 large buses and 3 special education (SPED) buses serving the school and only transports less than a quarter of the students to the high school. With the proposed high school on the other side of Pacific Highway West (99W), it is anticipated that the number of students using school

buses will increase. An assumption of 25 regular route school buses for the proposed high school in 2035 was chosen in coordination with the City of Sherwood.

**Table 7: School Bus Trip Generation**

Scenario	Number of Students	Future AM Peak Hour School Bus Trip Ends	
		Total	In/Out
2035 – Horizon Year	2,400	50	25/25

Consistent with Highway Capacity Manual methodology, each school bus was counted as equivalent to two passenger cars in the traffic analysis. These trips add a total of 100 passenger car equivalent trips (in and out) to the network model for 2035 build scenarios in the AM peak hour. Based on discussions with the Sherwood School District Transportation Manager<sup>7</sup>, 17 (of the total 25 buses) were assumed to serve the south side of Pacific Highway West (99W) and 8 school buses were assumed to serve the north side of Pacific Highway West (99W), including the residential areas near Handley Street and the rural area to the west of Elwert Road. There are currently no bus routes running in the PM peak hour (4:00 to 6:00 PM).

**Trip Generation for Middle School**

The trip generation for the Middle School was based on ITE Trip Generation Manual<sup>8</sup>. The estimated number of trips for 1,800 student Middle School/Jr High is show below in Table 8. In total, the Middle School is expected to generate 972 (535 in, 437 out) AM peak hour trips and 288 (141 in, 147 out) PM peak hour trips.

**Table 8: Middle School Trip Generation**

Land Use (ITE Code)	Number of Students	AM Peak Hour			PM Peak Hour		
		Trip Rate	Total	In/Out	Trip Rate	Total	In/Out
Middle/Junior High School (522)	1,800	0.54	972	535/437	0.16	288	141/147

**Trip Distribution**

The trip distribution and assignment of the proposed land use changes were developed in the following steps:

1. Trips for the proposed high school site were added to the 2035 volumes
2. Trips for the existing high school site were subtracted from 2035 volumes
3. Trips for the proposed middle school (at the existing high school site) were added to the 2035 volumes
4. Trips for the existing middle school sites were subtracted from the 2035 volumes

<sup>7</sup> Phone conversation with Sandy Miller, Sherwood School District Transportation Manager, July 21, 2017.

<sup>8</sup> *Trip Generation, 9th Edition*, Institute of Transportation Engineers, 2012, Land use code 530 (High School).  
*Sherwood High School Transportation Planning Rule*



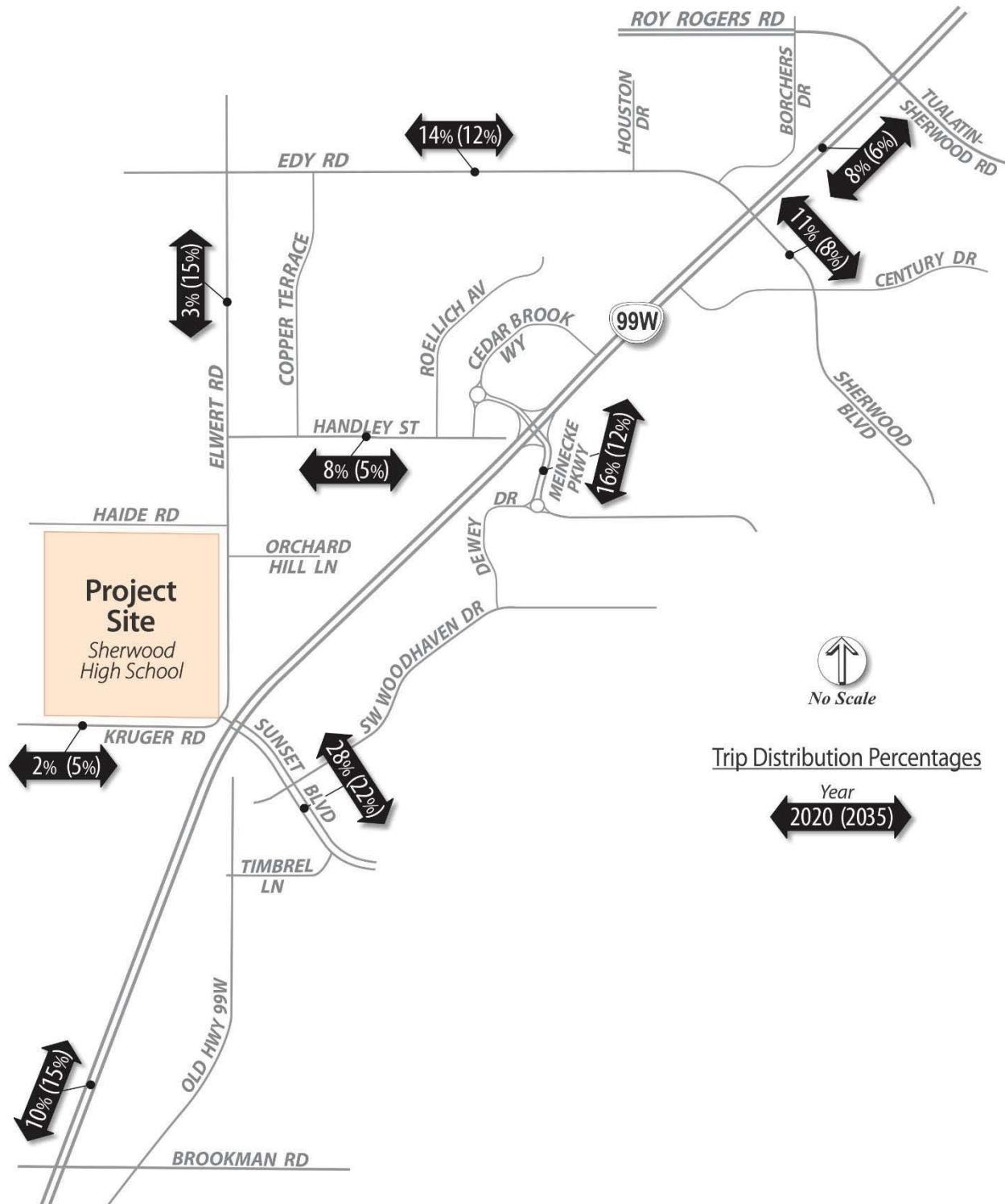


The trips for Step 1 were distributed based on the existing travel patterns in the study area and the distribution of student residency in the school’s service area. Table 9 lists the breakdown of passenger car trip distribution shares in both the AM and PM peak hour.

**Table 9: Passenger Car Trip Distribution**

Zone	2035 Share (%)
	To/From High School
Kruger/West Sherwood South	5
99W South	1
Sunset Blvd	12
Meinecke East	6
Sherwood Blvd	8
99W North	2
Houston Dr	2
Elwert North	3
Edy West	3
Roellich Ave	2
Orchard Hills	2
West Sherwood Central	5
West Sherwood North (S of Edy)	5
North Copper Terrace	2
South Copper Terrace	2
Dewey Dr	6
Tualatin-Sherwood Rd	3
North Meinecke	1
Roy Rogers	1
North Woodhaven Dr	5
South Woodhaven Dr	1
Timbrel Ln	4
Brookman Rd	13
Chapman Rd	1
Borchers Dr	2
Edy (between Copper and Houston)	3

Figure 3 summarizes the percentage of passenger car trip distribution throughout the study area. Trips between the high school site and zones along or east of 99W were routed along Elwert Road, Handley Street to Meinecke Parkway, or Edy Road depending on the path distance to the distribution zone and whether trips originated.



**Figure 3: Passenger Car Trip Distribution**

School buses were also distributed between the new high school and the study area zones based on information provided by the Sherwood School District. There is a total of 25 school buses assumed to be entering and exiting the high school property via Kruger Road, equaling 50 school bus trips in total



during the AM peak hour. As previously discussed, 17 of the buses were assumed to serve the east side of Pacific Highway West (99W) and 8 school buses were assumed to serve the west side of Pacific Highway West (99W), including the residential areas near Handley Street and Edy Road and the rural areas to the west of Elwert Road.

The trips for Step 2 of the process (subtracting the existing high school) utilized the same trip generation and distribution as the proposed high school site. However, for this step the trips reductions were assigned to the network based on likely routes to/from the existing high school location.

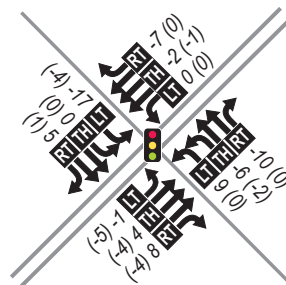
For Step 3 (adding the new middle school), the trip distribution and assignment matched Step 2, reflecting a single middle school travel pattern on the network.

In Step 4, trip distribution and assignment for the existing middle schools utilized an assessment of current enrollment boundaries and travel demand model trip assignment patterns to approximate how those trips would be routed onto the network.

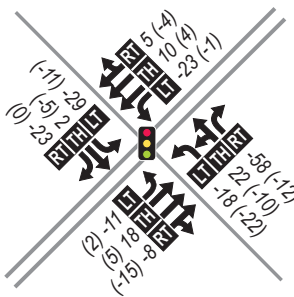
The results of these four steps add volume to some movements at study intersections and remove volume from others, as shown in Figure 4. In general, the resulting net change in traffic volumes represents some reduction in traffic volumes crossing OR 99W near the current high school and middle school sites (at Edy Road and Meinecke Road) and significant increases traffic volume near the new high school site at OR 99W/Elwert Road-Sunset Boulevard.

November 14, 2017

**1. 99W @ Tualatin-Sherwood Rd./Roy Rogers Rd.**



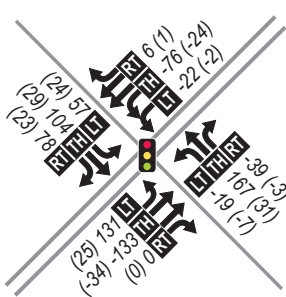
**2. 99W @ Edy Rd./ Sherwood Blvd.**



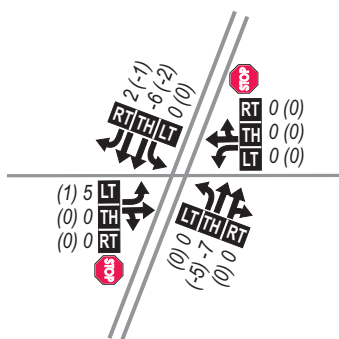
**3. 99W @ Meinecke Pkwy.**



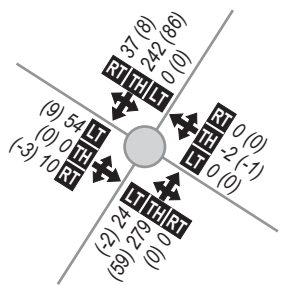
**4. 99W @ Sunset Blvd.**



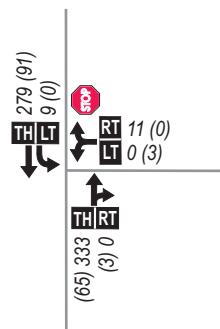
**5. 99W @ Brookman Rd.**



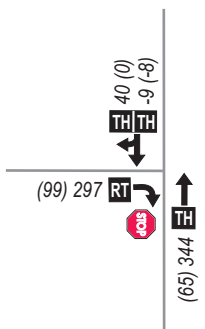
**6. Kruger Rd. @ Elwert Rd.**



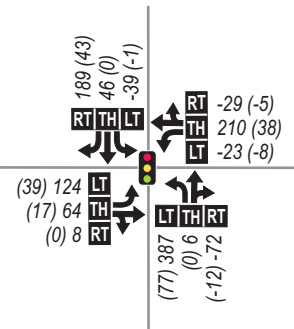
**7. Elwert Rd. @ Orchard Hill Ln.**



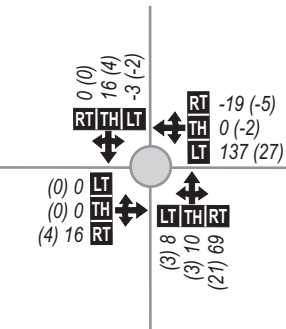
**8. Elwert Rd. @ Haide Rd.**



**9. Elwert Rd. @ Handley St.**



**10. Elwert Rd. @ Edy Rd.**



**LEGEND**

- # - Study Intersection
- Traffic Signal
- Stop Sign
- Lane Configuration
- AM (PM) - PM Peak Hour Traffic Volumes
- Volume Turn Movement  
Left•Thru•Right

**DKS**

No Scale

**Figure 4**

**2035 Future Weekday  
AM (PM) Peak Hour  
Net Project Trips**

## Planned Improvements

Projects in the study area to be completed by 2035 as outlined in the Sherwood West Concept Plan and Sherwood Transportation System Plan<sup>9</sup> (TSP) were included in the future 2035 model. The projects are described in the following sections.

### ***Sherwood West Concept Plan***

In the horizon year, 2035, the Handley Street extension was assumed to be the main access road to the high school. The extension was assumed to be constructed as part of the Sherwood West Concept Plan Development. The Elwert Road/Handley Street intersection will become a four-leg intersection with a traffic signal as part of these improvements. The Elwert Road/Haide Road intersection is assumed to become a right-in, right-out intersection.

### ***Sherwood TSP Projects***

City of Sherwood has indicated that the following transportation related projects from the Sherwood TSP are planned to be completed near the project site by 2035. Washington County staff also provided direction on County transportation projects that could be considered. These projects are part of the financially constrained network and are reflected in the modeled 2035 future scenarios.

- D13: Pacific Highway West (99W)/Tualatin-Sherwood Road Improvements – widen eastbound and westbound to five lanes between Borchers Drive and Baler Way by adding eastbound left turn lane and westbound through lane. Add a southbound right turn lane and overlap phasing to right turns.
- D17: Pacific Highway West (99W)/Meinecke Parkway Intersection Improvements – change westbound and eastbound left turn phasing to protective-permissive phasing.
- D22: Kruger Road/Elwert Road Intersection Safety Improvement – realign Elwert Road to provide more storage at Pacific Highway West (99W), and realign Kruger Road intersection to the Cedar Brook extension location as a single lane roundabout.
- D31: Pacific Highway West (99W)/Sunset Boulevard/ Elwert Road Intersection Improvements – add westbound and eastbound left turn lanes with protective-permissive phasing.
- P3: Pacific Highway West (99W) Crosswalks – add missing crosswalks at Meinecke Parkway and Sunset Boulevard.
- D4: Elwert Road Improvements – upgrade Elwert Road to a three-lane arterial with bike lanes and sidewalks.
- D14: Pacific Highway West (99W)/Brookman Improvements – Brookman Road becomes a three-lane roadway with unsignalized (two-way stop) traffic control.
- D30: Elwert Road/ Edy Road Roundabout – add a single lane roundabout at the Elwert Road/ Edy Road intersection.

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<sup>9</sup> Sherwood Transportation System Plan, June 17, 2014  
*Sherwood High School Transportation Planning Rule*

## Future Intersection Operations

The operational impacts of the proposed new high school project were evaluated for the City’s planning horizon year, 2035. By comparing the operational results at each location between the “No Build”, which means without the new high school, and the “Build”, which means with the new high school added, the traffic impacts are revealed. Intersection results that fail to meet agency standards are shown in bold text and highlighted.

It is important to note that the 2035 results include several planned roadway improvements that will be implemented with or without the proposed high school development. Refer to the section labeled *Planned Improvements* for details.

Table 10 shows the impacts of the net increase from the planned High School and Middle School project trips in the 2035 Horizon Year for both AM and PM peak hour traffic operations. In the 2035 Build scenario, seven of the ten intersections fail to meet the operating standard/mobility target. However, the intersections’ operations for four of the failed intersections on Pacific Highway West (OR 99W) remain the same or slightly improve with the addition of the project trips; therefore there would be no significant affect per TPR guidelines. These four intersections are Pacific highway West (OR 99W)/Meinecke Parkway, Pacific Highway West (OR 99W)/Edy Road, Pacific Highway West (OR 99W)/Tualatin-Sherwood Road-Roy Rogers Road, and Pacific Highway West (OR 99W)/Brookman Road. In addition, according to Washington County impact thresholds<sup>10</sup>, if the project trips constitute less than 10% of the base volume for all approach links, mitigation is not needed. This would apply to the Edy Road/Elwert Road intersection in the PM peak hour, where the westbound link has the highest trip percentage of 3.5%. Per the Washington County impact thresholds, no mitigation is required at Edy Road/Elwert Road intersection. The two other failed intersections, Pacific Highway West (OR 99W)/Sunset Boulevard/Elwert Road and Elwert Road/Kruger Road, need to be mitigated to the mobility targets or to the equivalent no-build condition. These proposed mitigations are summarized in Chapter 4.

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<sup>10</sup> *Determining Traffic Safety Improvements Under the Traffic Impact Fee Ordinance, RO 86-95*, Washington County Department of Land Use and Transportation, July 22, 1986  
*Sherwood High School Transportation Planning Rule*



**Table 10: Horizon Year Study Intersection Operations (2035)**

Intersection	Intersection Control	Operating Standard/Mobility Target	AM Peak		PM Peak	
			No Build	Build	No Build	Build
Pacific Highway West (99W)/ Sunset Blvd/ Elwert Rd	Signalized	v/c ≤ 0.99	0.87	0.99	<b>1.03</b>	<b>1.08</b>
Pacific Highway West (99W)/ Meinecke Pkwy	Signalized	v/c ≤ 0.99	<b>1.33</b>	<b>1.30</b>	0.95	0.95
Pacific Highway West (99W)/ Edy Rd	Signalized	v/c ≤ 0.99	<b>1.15</b>	<b>1.11</b>	<b>1.23</b>	<b>1.22</b>
Edy Rd/Elwert Rd	Roundabout	v/c ≤ 0.99	0.76	0.90	<b>1.07</b>	<b>1.08</b>
Elwert Rd/Haide Rd	TWSC	v/c ≤ 0.99	0.40	0.72	0.20	0.20
Elwert Rd/Orchard Hill Ln	TWSC	v/c ≤ 0.99	0.09	0.06	0.05	0.03
Elwert Rd/Handley St	*TWSC **Signalized	v/c ≤ 0.99	*0.36	**0.87	*0.10	**0.51
Elwert Rd/Kruger Rd	Roundabout	v/c ≤ 0.99	0.61	<b>1.07</b>	0.48	0.59
Pacific Highway West (99W)/ Tualatin-Sherwood Rd-Roy Rogers Rd	Signalized	v/c ≤ 0.99	0.97	0.95	<b>1.07</b>	<b>1.07</b>
Pacific Highway West (99W)/Brookman Rd	TWSC	v/c ≤ 0.99	<b>4.77</b>	<b>4.66</b>	<b>&gt;5.00</b>	<b>&gt;5.00</b>
<b>Highlighted and Bold:</b> Does not meet County operating standard or ODOT mobility target						
<u>Signalized:</u>		<u>Two-Way or All-Way Stop Controlled and Roundabouts:</u>				
LOS = Level of Service of Intersection		LOS = Level of Service of Major Street/Minor Street				
v/c = Volume-to-Capacity Ratio of Intersection		v/c = Volume-to-Capacity Ratio of Worst Movement				

## Chapter 4: TPR Review and Required Mitigations

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This chapter covers the requirements of the Transportation Planning Rule (TPR) and the necessary mitigation strategies for each of the study intersections.

### Transportation Planning Rule Review

To preserve the function of the study area roadways and to provide safe access to the proposed development, it is recommended that a series of transportation mitigation measures be performed. These measures should also significantly reduce the expected transportation impacts resulting from the proposed zone change to Institutional/Public Zone and worst-case 2,400-student high school.

#### ***Transportation Planning Rule (TPR) Mitigation Requirements***

Transportation system planning in Oregon is guided and enforced by Statewide Planning Goal 12: Transportation<sup>11</sup>. The Transportation Planning Rule (TPR), OAR 660-012, describes how to implement Planning Goal 12 in all communities throughout the State<sup>12</sup>. By implementing Planning Goal 12, the TPR promotes the development of safe, convenient, and economic transportation systems that are designed to reduce reliance on the automobile. OAR 660-012-0060 of the TPR addresses amendments to plans and land use regulations and includes measures to be taken to ensure allowed land uses are consistent with the identified function and capacity of existing and planned transportation facilities. This rule includes criteria for identifying significant effects of plan or land use regulation amendments on transportation facilities, actions to be taken when a significant effect would occur, identification of planned facilities, and coordination with transportation facility providers.

The foregoing transportation impact analysis indicates that several facilities in the surrounding transportation network will be significantly impacted by a proposed change in zoning.

### Required Mitigations

The transportation impact analysis documented in this report indicates that two of the following study intersections will be significantly impacted by the proposed development as defined by the TPR Guidelines. The improvements identified to address significant impacts to the local transportation system are described below, based on the findings from the previous Project Mitigation Section. The funding and implementation of these improvements will need to be coordinated with the City of Sherwood, Washington County, and ODOT.

- **Pacific Highway West (99W)/Sunset Boulevard-Elwert Road:** Add a second northbound left turn lane and widen Elwert Road to have two receiving lanes. Include safety improvements as part of the traffic signal to reduce rear end and turning collisions as well as pedestrian safety enhancements for the long pedestrian crossings.
- **Elwert Road/Kruger Road:** Construct a dual lane roundabout and widen Elwert Road to four lanes from Pacific Highway West (OR 99W) to 500 feet north of Kruger Road where it will transition to two travel lanes.

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<sup>11</sup> Statewide Planning Goals: <http://www.oregon.gov/LCD/goals.shtml>

<sup>12</sup> Transportation Planning Rule: [http://arcweb.sos.state.or.us/rules/OARS\\_600/OAR\\_660/660\\_012.html](http://arcweb.sos.state.or.us/rules/OARS_600/OAR_660/660_012.html)





The mitigation strategies must mitigate project impacts to meet either the greater of the operating standard/mobility target or the v/c ratio of the equivalent no-build condition. Table 11 shows the required mitigations for the zone change for Institutional/Public Zone of a 2,400-student high school. These mitigation strategies will not significantly affect the transportation system per the TPR mitigation requirements.

**Table 11: Horizon Year Study Intersection Operations with Mitigations (2035)**

Intersection	Mitigation	Mitigation Standard	AM Peak	Mitigation Standard	PM Peak
Pacific Highway West (99W)/ Sunset Blvd/ Elwert Rd	Dual NBL	-	-	$v/c \leq 1.03$	0.97
Elwert Road/ Kruger Rd	Dual lane roundabout	$v/c \leq 0.99$	0.92	-	-



## APPENDIX

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### Appendix 1

- HCM Analysis Reports (existing and future scenarios) Page 1 – 179
- HCM Analysis Reports (mitigation scenarios) Page 180 - 186
- Collected Traffic Count Data Page 187 - 235
- Historical Traffic Count Data Page 235 - 242
- Mitigation Project Concept Plan Page 243 – 244
- Mitigation Cost Estimates Page 245 - 246
- Proportionate Share Costs Overview Page 247 – 248

### Appendix 2

- HCM Analysis Volumes Figures



# WASHINGTON COUNTY

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## OREGON

November 6, 2017

**Matt Straite, Planner**

City of Sherwood  
22560 SW Pine St  
Sherwood, OR 97140

Dear Mr Straite:

Washington County staff reviewed the materials provided for the Zoning, Comprehensive Plan Amendment, Title 11 Adoption, and Preliminary Plan refinement of a new High School site (PA 17-02) located at the northwest corner of Elwert and Kruger Roads.

As required by the Transportation Planning Rule (TPR), the applicant, Sherwood School District, submitted TPR findings, based on a transportation analysis report. County staff have several concerns with the TPR analysis and findings, further explained below.

The transportation modeling tools utilized by the district's consultant team may not have accurately reflected the true impacts of the high school. The analysis raised technical questions about the correct way to account for shifting existing and new student populations between the high, middle and elementary school sites as proposed by the district. The methodology used did not account for the additional school capacity made available by the new high school. Rather the methodology assumed existing high school traffic would shift to the new high school location and assumed middle school traffic would shift to the former high school. Further, the methodology assumed that the elementary schools and elementary school trips would not increase their impact on the transportation system.

The analysis indicated that two transportation mitigation projects are necessary due to the district's proposed plan amendment. County staff agree with these required mitigation projects:

1. Upscaling the planned roundabout at Kruger and Elwert from one lane to two lanes and making Elwert four lanes from 99W to just north of Kruger; and
2. Improvements to the intersection of 99W/Sunset Boulevard-Elwert Road.

The district's planning level cost estimates for the two projects total approximately \$4.2M. These cost estimates may not accurately reflect the cost of construction and acquisition of right-of-way.

The Transportation Planning Rule requires that a funding plan be in place to ensure that the required mitigation projects will be constructed. The School District's memo dated October

31, 2017 is not a funding plan but it does state that the District will provide the funding for the projects identified in the TPR analysis. This is acceptable to County staff since this is not a typical concept plan process, which could establish new funding sources to serve the formerly rural lands to pay for the improvements needed to serve those lands over time. The School District is the only developer in this case and therefore must fund the two identified mitigation projects.

Despite County staff concerns about the TPR analysis methodology, we believe fulfilling the following conditions will adequately address our concerns:

- The School District should fully fund the two mitigation projects identified in their TPR analysis, in addition to funding all or part of additional improvements identified during the development review analysis, in a timely manner.
- The School District must be required to enter into an IGA with the County to fund capacity improvements at the Elwert/Kruger intersection and the increase in Elwert Road from 2 lanes to 4 lanes from Hwy 99W to just north of Kruger prior to receiving development permits for the proposed high school.

Additionally, building a high school in a rural area, served by roads built to rural standards, creates a number of challenges. Particular attention should be given to the safety of the student population. This should be addressed in the subsequent development review process for the proposed high school. The TPR analysis for the high school showed that development of Sherwood West will have major ramifications for the transportation system. We strongly encourage Sherwood to continue planning efforts for Sherwood West. The planning process should identify the necessary transportation improvements and include a funding strategy to ensure they are implemented.

County staff looks forward to further coordination with the City of Sherwood as this project advances.

Sincerely,



Erin Wardell, Principal Planner



# Oregon

Kate Brown, Governor

## Department of Transportation

Region 1 Headquarters

123 NW Flanders Street

Portland, OR 97209

Phone: (503) 731-4753

ODOT Case No: 7830

November 7, 2017

Matt Straite, Planner  
City of Sherwood  
22560 SW Pine Street  
Sherwood, OR 97140

Subject: PA 17-02 Sherwood High School

### Introduction

In recent years, the Oregon Department of Transportation (ODOT) has partnered with the City of Sherwood (COS) on its Transportation System Plan (2014), the Brookman Road Concept Plan (2009), the Sherwood West Concept Plan (2016) and more. These plans are essential for fulfilling Oregon's mandate for balanced, integrated transportation and land use. Partnership on these plans is essential because it is ODOT's duty to provide transportation on key facilities that is both safe and efficient within and through communities across the state.

The Sherwood West Concept Plan (SWCP) recognizes many of the challenges that significant future growth will entail. It recognizes that setting strategic goals enables the City to control its future in a way that maximizes benefits to the entire community while managing costs. The plan envisions the placement of land use types to serve all parts of the city, new and old.

ODOT is concerned that the School District's approach to citing a new high school unnecessarily conflicts with the SWCP. The district's investment strategy will create a new high school but not in the locations envisioned by the City's own planning efforts. ODOT is concerned that this approach will produce tradeoffs with student safety and compromises the City's own ability to achieve the vision of its concept planning.

ODOT takes its responsibility to provide safe transportation facilities very seriously, particularly when it comes to Safe Routes to School.

### Concerns about the Methodology

The applicant has created two challenges regarding the process of reviewing the traffic analysis for this proposal. First, the applicant engaged the same traffic consultant retained by the City as its on-call engineering consultant. This presents the appearance of a conflict of interest that could have been avoided and should be avoided in future phases of these proceedings. Second, the applicant made significant revisions to the methodology without consulting with the facility owners (city, county and state) as is the accepted procedure in these cases. ODOT concurs with Washington County's concerns about the substance of the methodology.

### Transportation Planning Rule Compliance

For zone changes and comprehensive plan amendments, local governments must make a finding that the proposed amendment complies with the Transportation Planning Rule (TPR), OAR 660-012-0060. There must be substantial evidence in the record to make a finding of "no significant effect" on the transportation system.

Exhibit H

ODOT has reviewed the applicant's proposal to amend the Comprehensive Plan and Zoning Map to designate the property "Institutional and Public" for a 2,400-student high school. The site is in the vicinity of OR 99W, which is classified by the 1999 Oregon Highway Plan (OHP) as a Statewide Highway; ODOT has permitting authority for this facility<sup>1</sup> and an interest in assuring that the proposed plan amendment is consistent with the identified function, capacity and performance of this facility. Among its distinctions, 99W is a designated OHP freight route; a "reduction review route" protected under ORS366.215; and, an RTP Freight Route designated by Metro. ODOT has recently invested more than \$200M in the Newberg-Dundee Bypass to improve the reliability of the 99W corridor, saving time for the nearly 40,000 vehicles a day in the corridor. The Oregon Legislature also recently dedicated \$100M for improvements to Highway 217 which will improve access to 99W from US 26 and from I-5, and which will also increase the number of vehicles accessing destinations along 99W.

Because the relevant intersections are already projected to operate above the 0.99 volume/capacity ratio, the relevant performance standard is "no further degradation" per OHP Policy 1F5. The applicant's traffic impact study (TIS) shows that the proposed plan amendment will have a significant effect at the 99W/Sunset Boulevard intersection.

To mitigate this significant effect and comply with TPR 0060, the applicant proposes to add a second northbound left turn lane on 99W and widening Elwert Road to have two receiving lanes. ODOT agrees that this additional capacity will adequately mitigate the significant effect. We note that the design of these modifications will require approval by the State Roadway/Traffic Engineer and will need to be consistent with the Oregon Highway Design Manual (HDM).

To comply with TPR 0060, ODOT recommends that the city attach a condition of approval that the applicant shall fully fund the two mitigation projects identified in their TPR analysis, including the addition of a second northbound left turn lane on OR-99W and widening Elwert Road to have two receiving lanes.

TPR 0060 also requires that adequate funding for the mitigation be deemed "reasonably likely" so that the mitigation can be implemented within the planning horizon. The applicant has proposed to cover the full cost of this improvement. ODOT is satisfied that the applicant's commitment fulfills the "reasonably likely" requirement and recommends, consistent with Washington County, that the School District enter into an IGA regarding their obligation to fully fund these projects.

## Conclusion

The Oregon Department of Transportation does not object to the staff recommendation for approval of the plan amendment. We do feel that advancing the high school ahead of the concept plan poses a number of risks for the City as well as the State.

- **Safety:** In the foreseeable future, most of the district's high school students will have to cross the state highway to get to school, which was not anticipated to be necessary at the previously designated high school site. This is likely to reduce the opportunities for students to walk or bike to school. This is also likely to increase the number of students driving and the amount that they drive. This outcome is inconsistent with the Oregon Legislature's commitment to creating safe routes to school as well as the goals of state, regional, county and city plans.
- **Mobility:** As the traffic impact analysis has shown, 99W in Sherwood is already a congested facility. The designated function of 99W is to serve trips of statewide significance; local trips that access or cross the highway will experience increasing delays over time. Just as the SWCP comprehensively considered these tradeoffs, the Planning Commission should understand and consider whether the benefits of the new school site outweigh the costs to the community, at least until the tradeoffs can be comprehensively considered by the community.
- **Cost of Development:** The SWCP considered its costs, especially for infrastructure. By approving this land use change now, the school will not be subject to the assessment of development charges when they are planned and administered in the future. While this helps save the burden of infrastructure costs on the constrained school bond

<sup>1</sup> OAR 734-051 website: [http://arcweb.sos.state.or.us/rules/OARS\\_700/OAR\\_734/734\\_051.html](http://arcweb.sos.state.or.us/rules/OARS_700/OAR_734/734_051.html)

measure. But the costs of providing adequate infrastructure to serve the full plan don't disappear; in fact they become more concentrated on the remaining development.

If the Planning Commission accepts the staff recommendation to approve this plan amendment, it should do so with eyes wide open. To best mitigate these risks, ODOT suggests the following:

- Move quickly to complete the work of the concept planning: develop master plans; assess infrastructure costs; craft a master development agreement so that these costs can be prudently distributed as development occurs. ODOT is interested in working in partnership with the City and the County on this effort.
- Develop a Safe Routes to School (SRTS) and Transportation Demand Management (TDM) strategy for the high school with meaningful performance targets and an investment strategy. The district's approach to reducing trips (more parking for students) is out of step with contemporary thinking on the subject.
- Focus on mitigating safety risks during the forthcoming annexation and development review processes. The School District's haste should not put student safety at risk.

Finally, ODOT wishes to enter into the record the fact that its legislative mandates (HB 2017) preclude it from delivering the 99W/Sunset mitigation project by September 2020 in addition to its existing projects. We encourage the applicant to begin working with ODOT and the County on an alternative delivery mechanism.

C: Rian Windsheimer, ODOT Region 1 Manager  
Jon Makler, ODOT Region 1 Planning Manager  
Marah Danielson, ODOT Region 1 Development Review  
Avi Tayar, P.E., ODOT Region 1 Traffic  
Erin Wardell, Washington County Principal Planner

Sherwood Planning Commission Meeting

Date: November 14, 2017

Meeting Packet

Approved Minutes

Date Approved: Nov. 28, 2017

Request to Speak Forms

Documents submitted at meeting:

Exhibit 1 - Additional info memorandum from  
Matt Straite for staff to report

Exhibit 2 - Sherwood HS concept plan condition  
language

Exhibit 3 - Sherwood HS concept plan power point  
from Sherwood School District

Exhibit 4 - HS Powerpoint by staff



**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14/17 Agenda Item: 6 (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant: \_\_\_\_\_ Proponent: \_\_\_\_\_ Opponent: \_\_\_\_\_ Other:

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: JON MAKLER  
Address: 123 NW Flanders  
City/State/Zip: Portland, OR 97212  
Email Address: JON.MAKLER@ODOT.GATE.OR.US

I represent: **Myself** \_\_\_\_\_ **Other**  ODOT

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14 Agenda Item: School (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant: \_\_\_\_\_ Proponent: \_\_\_\_\_ Opponent: \_\_\_\_\_ Other:

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Erin Wardell, Washington County

Address: 587 NE Goldie Dr

City/State/Zip: Hillsboro, OR 97124

Email Address: erin\_wardell@co.washington.or.us

I represent: **Myself** \_\_\_\_\_ **Other**

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11-14-17 Agenda Item: Public Hearing GA Eugene Stewart (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant: \_\_\_\_\_ Proponent: \_\_\_\_\_ Opponent: \_\_\_\_\_ Other:

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Eugene Stewart  
Address: PO Box 534  
City/State/Zip: Sherwood, OR 97140  
Email Address: EugeneS103@aol.com

I represent: **Myself**  **Other** \_\_\_\_\_

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14 Agenda Item: Schools (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant: \_\_\_\_\_ Proponent: X Opponent: \_\_\_\_\_ Other: \_\_\_\_\_

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Pat Allen

Address: 14296 Pine Cove Ave

City/State/Zip: Sherwood OR 97146

Email Address: Patallen@sherwood.k12.or.us

I represent: **Myself** X **Other** \_\_\_\_\_

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14/2017 Agenda Item: New Sherwood High School (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant:  Proponent:  Opponent:  Other:

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Shaurya Gaur

Address: 20478 SW Lavender Terrace

City/State/Zip: Sherwood, OR 97140

Email Address: Shaurya.gaur@live.com

I represent: **Myself**  **Other**  Sherwood High School Student Body

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14/17 Agenda Item: Schools (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant: \_\_\_\_\_ Proponent: X Opponent: \_\_\_\_\_ Other: \_\_\_\_\_

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Sue Hekker  
Address: 15019 SW Gingko Ct  
City/State/Zip: Sherwood OR 97140  
Email Address: jsrshecker@comcast.net

I represent: **Myself** X **Other** \_\_\_\_\_

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14 Agenda Item: SSD (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant: \_\_\_\_\_ Proponent: X Opponent: \_\_\_\_\_ Other: \_\_\_\_\_

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Liz Barrett  
Address: ~~7675~~ 5920 SW Murray Blvd  
City/State/Zip: Beaverton OR 97005  
Email Address: ebarrett@sherwood.ks/2.or.us

I represent: **Myself** X **Other** \_\_\_\_\_

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11-14-17 Agenda Item: New Sherwood HS (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant: \_\_\_\_\_ Proponent: X Opponent: \_\_\_\_\_ Other: \_\_\_\_\_

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Nicole Brutosky

Address: 22134 SW Hixes Pl.

City/State/Zip: Sherwood, OR 97140

Email Address: bratosky4@gmail.com

I represent: **Myself** X **Other** \_\_\_\_\_

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**



**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14/17 Agenda Item: Sherwood HS Test Amendment (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant:  Proponent:  Opponent:  Other:

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Ken Bell  
Address: 22285 SW Fisk Terrace  
City/State/Zip: Sherwood, OR 97140  
Email Address: kbell@sherwood.k12.or.us

I represent: **Myself**  **Other**

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14 Agenda Item: \_\_\_\_\_ (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant:  Proponent: \_\_\_\_\_ Opponent: \_\_\_\_\_ Other: \_\_\_\_\_

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Keith Jones  
Address: 205 SW Spokan Street  
City/State/Zip: Portland OR 97262

Email Address: \_\_\_\_\_

I represent: **Myself** \_\_\_\_\_ **Other** \_\_\_\_\_

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11-14-17 Agenda Item: New HS. Concept Plan Amendment (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant: X Proponent:        Opponent:        Other:       

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Jim Rose

Address: 20360 SW Lynally Way

City/State/Zip: Sherwood, OR 97140

Email Address: jrose@sherwood.k12.or.us

I represent: **Myself**        **Other** X

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14/17 Agenda Item: 6-PA-02 (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant:  Proponent:  Opponent:  Other:

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: KARINA RUIZ - BRIC ARCHITECTURE  
Address: 1233 NW NORTHrup St. SUITE 100  
City/State/Zip: PORTLAND, OR 97209  
Email Address: KARINA.RUIZ@bric-arch.com

I represent: **Myself**  **Other**

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**

**I HAVE READ AND UNDERSTOOD THE RULES FOR MEETINGS IN THE CITY OF SHERWOOD.**

**1. PLEASE INDICATE THE ITEM YOU WOULD LIKE TO SPEAK ABOUT**

Date: 11/14/17 Agenda Item: -02 (From Agenda)

**NOTE: If you want to speak to the Commission about more than one subject, please submit a separate form for each item.**

**2. PLEASE MARK YOUR POSITION/INTEREST ON THE AGENDA ITEM**

Applicant:  Proponent:  Opponent:  Other:

**3. PLEASE PROVIDE YOUR NAME AND ADDRESS IN A LEGIBLE FORMAT TO RECEIVE A COPY OF THE NOTICE OF DECISION ON THIS MATTER.**

Name: Scott Mansur  
Address: 720 SW Washington St Suite 500  
City/State/Zip: Portland OR, 97205  
Email Address: simme@dkrassociates.com

I represent: **Myself**  **Other**  Sherwood School District

**4. PLEASE GIVE THIS FORM TO THE RECORDING SECRETARY PRIOR TO YOU ADDRESSING THE PLANNING COMMISSION. Thank you.**



## MEMORANDUM

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

To: Sherwood Planning Commission  
From: Matt Straite  
RE: Additional Information and a revised Condition of Approval for Agenda Item a  
Date: November 14, 2017

### Additional Information:

Staff received two letters after the publication of the staff report. Both letters are attached and staff response is shown in *italics*:

1) Memorandum from DKS, Chris Maciejewski dated November 13, 2017, subject:  
**Sherwood High School Transportation Planning Rule Analysis Methodology**

*This Memo goes over the methodology for the TPR study in more detail. Staff agrees with the summary. This requires no additional staff response.*

2) Jennifer Brager- Tomasi Salyer Martin dated November 13, 2017

*This letter is from an attorney representing the Byers Properties. The letter outlines three specific issues that the author contends are grounds for denial of the application.*

*The first issue argues that the Comprehensive Plan Amendment and Zoning Map Amendment cannot be approved because the City of Sherwood lacks authority to change the zone. This is incorrect. The City Zoning Ordinance section 16.04.030 explains:*

*The zoning districts shown on the Official Plan and Zoning Map, for land outside of the incorporated area of the City but within the Urban Growth Boundary, shall serve as a guide to development in these areas. Actual land use regulation and development shall be controlled under the terms of the Urban Planning Area Agreement between the City and Washington County. An area incorporated into the City shall, upon annexation, be given an interim zoning consistent with the Official Plan and Zoning Map.*

*The Second issue contends that the City's Goal 10 analysis is incomplete. The letter argues that the "Concept Plan" shows other uses on the proposed school site. This is true. However, as noted in the staff report, the Sherwood West Preliminary Concept Plan is not adopted by the City and acts a guide, a vision, for the area. And, because other Land Uses*

11-14-17  
Date

PC  
Gov. Body

1  
Agenda Item

1  
Exhibit #



720 SW Washington St.  
Suite 500  
Portland, OR 97205  
503.243.3500  
[www.dksassociates.com](http://www.dksassociates.com)

## MEMORANDUM

**DATE:** November 13, 2017

**TO:** Matt Straite, City of Sherwood

**FROM:** Chris Maciejewski, P.E., PTOE

**SUBJECT:** Sherwood High School Transportation Planning Rule Analysis Methodology

---

During a multi-agency (City of Sherwood, Washington County, ODOT, and Sherwood School District) coordination meeting on September 27, 2017, we identified that the preliminary traffic evaluation for the Transportation Planning Rule (TPR) assessment was likely over-estimating impacts and double-counting trips on the system for school uses. Based on direction from that meeting, DKS Associates developed a modified methodology to assess traffic impacts for the TPR evaluation that avoids double-counting the impacts of the school traffic. To facilitate review of the approach, DKS Associates coordinated with ODOT and Washington County staff to discuss the approach used in detail. The purpose of this memorandum is to provide documentation of that updated analysis methodology used to assess TPR compliance for the proposed Comprehensive Plan and Zone Change amendment for the Sherwood High School Project. The following sections describe the purpose of the TPR evaluation, key assumptions, the approach utilized for analysis, and the types of findings that were made.

### What is the Purpose of the TPR Evaluation?

The proposed School District's project to relocate the new high school includes several land use and transportation assessment processes. First, the School District worked through Metro Council to obtain approval for an Urban Growth Boundary (UGB) expansion for the project site, as the proposed site was outside of the existing UGB. This approval included a restriction of the UGB expansion for use as a high school site. The second (and current) step in the land use process is the support Title 11 Concept Planning, Comprehensive Plan and Zoning Map amendments, and annexation into Sherwood to incorporate the site into the adopted plans for the City. This second step in the analysis includes a detailed assessment of potential long-range (e.g., year 2035) transportation impacts for the project, as the City's current adopted Transportation System Plan (TSP) is based on the current plan designations as well as some growth in urban reserves outside of the current UGB, but did not include the proposed high school site. The third step in the land use process is annexation. The fourth step is the site plan application for the actual high school development plan. The site plan application will include a detailed transportation assessment focused on near-term (e.g., day of opening) conditions and provide more detail on topics such as site access, safe walking routes to school, site circulation, and potential travel demand management policies/programs.



population/residences that was included in the land use forecasts and corresponding travel demand analysis resulted in an approximately 70% increase in daily school-based vehicle trips (per the regional travel demand model refined for Washington County). Therefore, growth in school enrollment corresponding to community growth has already been accounted for in the City's TSP. However, the *location* of the schools in the future year scenario assessed for the City's TSP was assumed to be the same as today. That means that the TSP "assumes" that the existing school sites could and would accommodate the increased student enrollment and corresponding travel demand. These trips, then, were built into the TSP. They were just allocated to the schools at their current locations.

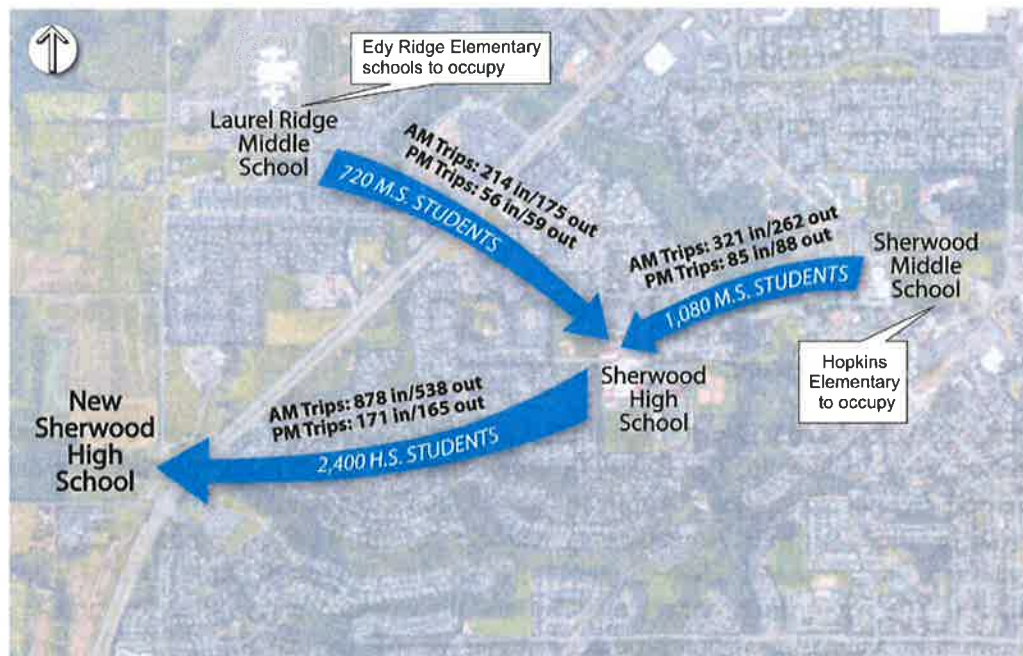
- **Land Use Control Totals** – In a TPR evaluation, a key decision is to determine if the proposed land use action would likely modify the planned land use control totals (i.e., forecasted population, residences, jobs, etc.)<sup>1</sup>. For this application, the proposed new high school (and other corresponding School District Bond Measure projects) is intended to provide improved facilities for the student enrollment that will result from already planned growth in the area. The new school construction is not intended or expected to attract new growth to the City. Therefore, citywide/district-wide population, households, jobs, and student enrollment was assumed to not change with the proposed land use designation change. The number of students estimated for the reasonable worst-case high school enrollment was 2,400 students (which is consistent with the 70% increase in school trip demand determined from the travel model). The number of middle school students utilized for the evaluation was 1,800 students (scaled from the 2,400 high school enrollment based on the number of grades at the schools).
- **School Enrollment Shifts** – Per the determination of maintaining land use control totals, the proposed action was assessed as a shift (or relocation) in where students would attend school. There will not be two high schools in Sherwood and so the TPR analysis should not contain assumptions that operate as if there will be two high schools. This assumption is a critical factor in how the TPR evaluation was conducted, as it avoids "double-counting" the proposed high school use (including the capacity increase compared to the existing site) as new trips on the system. Instead, it evaluates those trips as redistributed (or net-neutral) trips on the system, because, as described above, the TSP already accounts for them - it just accounts for them at different locations. In addition to the relocation of the high school, the two existing middle schools would relocate to the existing high school building. The elementary school enrollment would utilize the adjacent existing middle school buildings. With these shifts, the building capacities can then adequately serve the forecasted student populations. While shifting 2,400 high school students is a simple 1-for-1 shift, shifting two middle schools to one combined site is more complex. For this study, it was assumed the two existing middle schools that are accounted for in the City's TSP would grow at similar rates so that the future year 1,800 students would be broken into 720 students at Laurel Ridge Middle School and 1180 students at Sherwood Middle School.
- **Planned Transportation Improvements** – As required by the TPR, only planned transportation facility improvements that were determined in the City, County, and regional TSPs to be reasonably likely to be funded (i.e., financially constrained), were included in the evaluation. This is an important component of the conservative nature of TPR evaluation, as it does not allow proposed amendments to rely upon "aspirational" improvements without a reasonable funding stream to accommodate increases in travel

---

<sup>1</sup> *Modeling Procedures Manual for Land Use Changes*, Oregon Department of Transportation, February 2012.



Figure 1: Proposed School Shifts



- **Evaluate Transportation Impacts** – Operations analysis at study intersections was conducted for both 2035 No-Build and 2035 Build Scenarios. Locations where the 2035 Build Scenario were found to cause facilities to no longer meet standards, or further degrade a location planned to not meet standard, were identified as impacts from the proposed land use action.
- **Identify Potential Mitigation Measures** – To mitigate impacts from the proposed land use action, mitigation measures including additional turn lanes, signal modifications, roadway widening, and roundabout modifications, were assessed and improvements that would mitigate the impacts were recommended.

**What Types of Findings Are Made?**

As described above, the TPR evaluation provides an assessment to understand the potential impacts of the proposed land use action on planned facilities and if warranted, potential improvements to mitigate the impacts. The improvements do not address all system needs that would exist in the year 2035 - only those that are caused by the proposed land use action.

It is also important to remember that the fourth step in the land use process will include an assessment of the actual proposed site plan, including a detailed transportation assessment focused on near-term (e.g., day of opening) conditions and provide more detail on topics such as site access, safe walking routes to school, site circulation, and potential travel demand management policies/programs.

*Metro*, LUBA No. 2017-085. The appeal to the Oregon Land Use Board of Appeals means that the validity of the Major Amendment is questionable and should give the City pause in moving forward with the proposed application that relies on the property being included in the UGB.

If the City moves forward prematurely, then it risks a rezoning for a property that is not even located within the City's UGB and could not be annexed. Yet, the Applicant states:

"The School District intends to submit an annexation application and request that the property be annexed into the City immediately following approval of this Concept Plan / Comprehensive Plan Amendment Request." Application, p. 54.

The School District is aggressively pursuing approvals even though it is already facing one land use hurdle and will likely face more if this application is approved.

## II. The City's Goal 10 analysis is incomplete.

The staff report appears to rely on the Applicant's brief and non-responsive Goal 10 analysis:

"The proposed Comprehensive Plan Map Amendment does not affect the inventory of available housing with the City limits. The entire study area would be designated IP with the intention of constructing a new high school in the near future. The proposal does not preclude the City from meeting its Goal 10 planning obligations." Application, p. 62.

The Applicant's Goal 10 analysis incorrectly focuses on how the proposed school is not in conflict with housing. However, this is the Applicant's attempt to avoid having any governing body with land use decision making authority from analyzing the impacts of an oversized school and land grab to cater to sports and recreation instead of providing land available for housing. The land was added to the urban reserve to ensure that the City could meet its housing needs. Yet, Metro ignored Goal 10 in its Major Amendment approval, and the Applicant is asking the City to fall into the same trap.

The Concept Plan, as approved, included a much smaller school site than the currently contemplated 82.3-acre school site. The staff report's analysis for Goal 10 states, "it is important to show that the property was never intended for housing, and the proposed use is fully consistent with the vision of the area uses allowed within an Urban Reserve." Staff Report, p. 26. But, this analysis is incorrect because the current Concept Plan shows that the smaller footprint for the contemplated high school would be surrounded by residential development, including on the Byers' Lot. See Exhibit 1, Figures 9.1 and 9.2, the preferred alternatives in the Concept Plan. This application reduces the availability of the remaining land for housing development, which is inconsistent with Goal 10.

This change in scale has regional implications that have not been examined under Goal 10. The local government, City of Sherwood, must demonstrate that its actions do not leave it with less than adequate residential land supplies in the types, locations, and affordability ranges

The Goal 10 analysis must be performed considering the numbers portray a haunting reality. Instead, the Applicant seeks to avoid analysis of the City's housing needs. The application contains no housing analysis even though Goal 10 directly requires an analysis. The City should be troubled that the Applicant is requesting the land be zoned as Institutional and Public, removing land the Concept Plan previously designated for housing.

Also, given the foregoing, the proposed Comprehensive Plan and Zone Amendment are not timely considering the pattern of development in the area under Sherwood City Code 16.80.030.B.3, where the pattern shows exclusionary zoning for protected classes, as well as those of lower incomes. Further, any Comprehensive Plan policies promoting housing are abrogated by a decision to rezone property for an oversized school at the expense of needed housing. For example, the City has failed to meet Land Use Policy 3: "The City will insure the availability of affordable housing and locational choice for all income groups." As set forth above, the City has failed in this regard, and approving the refinement of the Concept Plan will only make the problem worse.

Moreover, both the Applicant and staff report identify that the construction of the school will have a housing impact. The Applicant states: "The added capacity that this plan intends to provide for the School District would potentially enhance opportunities for the community to attract new residents and businesses." Application p. 62. Staff embraces the concept in its analysis: "Civic uses permitted in the IP zone will help attract additional homes and other economic generators." Staff Report, p. 26. Thus, the approval of this application will result in greater demand for new housing while at the same time limiting land available for housing. Yet, no analysis of Goal 10 impacts has been performed.

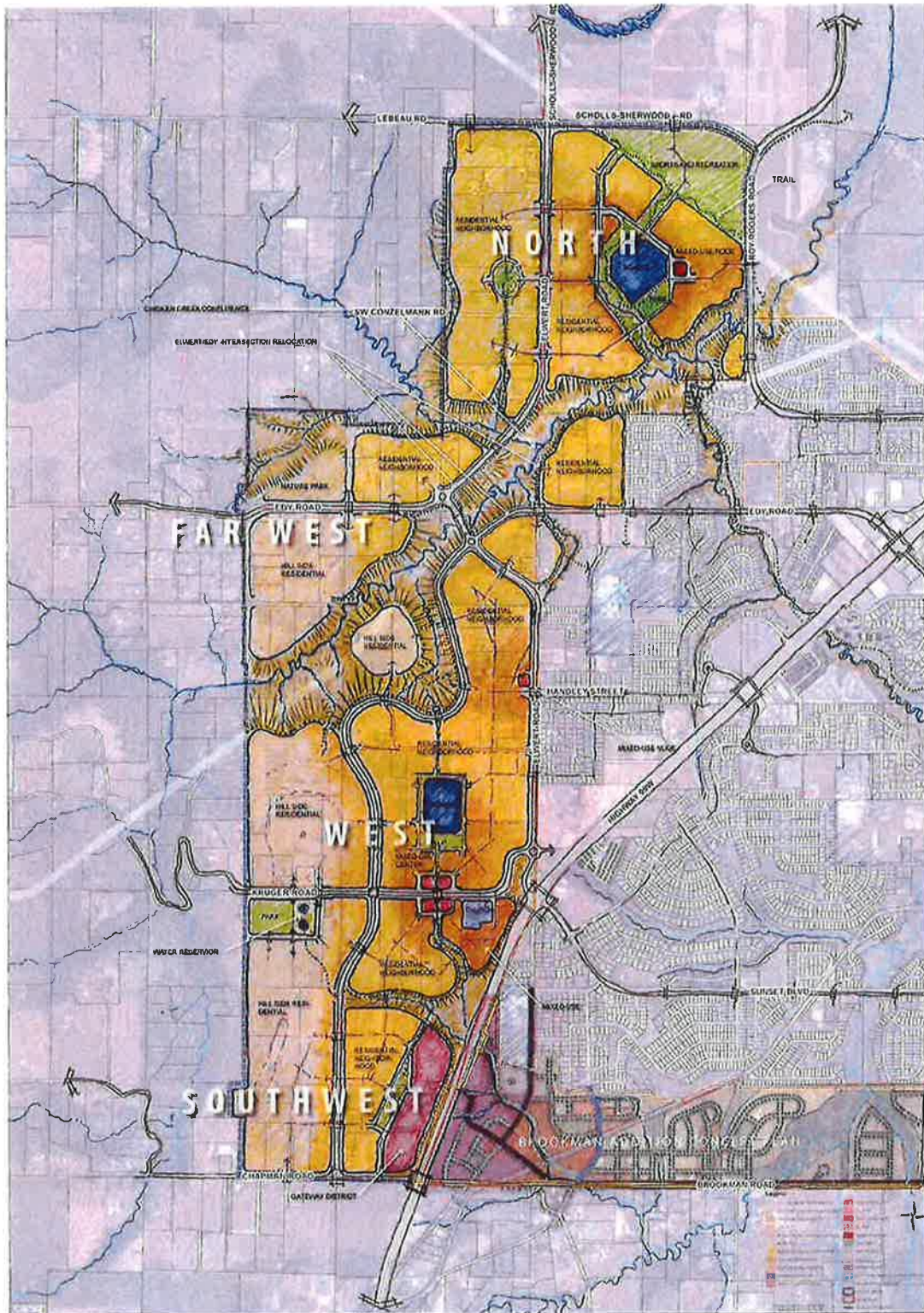
The application should be denied for failure to analyze Goal 10.

### III. Adequate Transportation Planning Rule compliance findings cannot be made.

In its November 7, 2017 letter, the Oregon Department of Transportation ("ODOT") has identified several transportation related reasons for proceeding first with a Concept Plan refinement and later with a Comprehensive Plan and Zone Map Amendment. Byers Properties' echoes the concerns about traffic impacts, problems with the methodology used in the traffic study, and related safety concerns for Sherwood's youth. ODOT's warning letter strongly suggests that the City should not put the cart before the horse in approving a plan and map amendment.

Byers Properties raised these issues about the inability to provide orderly and economic provision of public facilities in the Metro UGB Major Amendment process. Specifically, Byers Properties commented on the inability to satisfy the no further degradation policies because the School District's own traffic study identified the project will result in operations above the .99 volume/capacity ratio (Metro's mobility standard, as well as ODOT's). ODOT's letter in these proceedings verify the concerns raised by Byers Properties to Metro, who has approved a Major Amendment and passed the problem onto the City. The red flag warning from ODOT, joined by

Figure 9.1 Sherwood West Preliminary Concept Plan, Option 1



- LEGEND
- RESIDENTIAL - HILLSIDE
  - RESIDENTIAL - NEIGHBORHOOD
  - RESIDENTIAL - MEDIUM-DENSITY
  - MEDIUM-DENSITY COMMERCIAL
  - GATEWAY DISTRICT
  - SCHOOL
  - CHURCH
  - PARK OPEN SPACE
  - CREEK CORRIDOR OPEN SPACE
  - TRAIL



SHERWOOD WEST PRELIMINARY CONCEPT PLAN, OPTION 1

*Disclaimer: This is a preliminary concept plan only and subject to change and future refinement. This drawing is illustrative and for planning purposes only. This plan should not be relied upon as a representation express or implied, of the final size, location or dimensions of any particular land use or future City of Sherwood zoning designations.*

*Note the color legend differs for the Brookman Addition Concept Plan*

**HOUSEHOLDS AND FAMILIES**

According to the 2012 ACS data, there were 200,160 households in Washington County, of which approximately 134,176 (67.0%) were considered “family” households. The remainder (33.0%) was “non-family” households, consisting of individuals living alone or unrelated individuals living together. Of the 134,176 family households, 79.0% consisted of a male or female householder living with a spouse, including those with children or other related family members. The remaining families consisted of a male (6.0%) or female (15.0%) householder living with children or other family members but not with a spouse.

In 2012, the average household size for the county was 2.63 persons. There was a significant difference between the average household size for the county’s Latino population (4.30 persons) and that of the non-Latino population (2.34 persons) in 2012. Table 3-99 in Chapter 3 provides information on the average household size for all cities in the county for 2012, the most recent year for which this information is available. This table shows that the average household sizes for the cities with all or a portion of their land within Washington County ranged from 3.57 persons (Cornelius) to 1.57 persons (King City). More current data on average household sizes (from the five year 2008-2012 American Community Survey) show the household sizes for the following cities: Banks, (3.26 persons), Sherwood (2.97 persons), Forest Grove (2.72 persons), Hillsboro (2.94 persons), Tualatin (2.65 persons), Tigard (2.50 persons), Beaverton (2.45 persons) and Durham (2.25 persons).

**INCOME AND POVERTY**

In 2012, the county’s cost of living was among the highest in Oregon. The median household income in Washington County was \$64,375. The standard for self-sufficiency in Washington County, as reported by Worksystems, is \$65,800 for a four-person household, which is currently the highest self-sufficiency standard in Oregon. The cities in the county with the highest median income were Sherwood (\$82,257), Durham (\$65,313) and Banks (\$65,000). The lowest median household incomes were in King City (\$36,446), Forest Grove (\$45,892) and Cornelius (\$50,977). The per capita income in Washington County in 2012 was \$31,476, with the highest in Durham (\$41,490). The lowest per capita income was in Cornelius (\$17,582).

Median household incomes in Washington County grew by \$12,253 from 2000 to 2012, an increase of 23.5%.

In 2000, 7% of residents had incomes below the poverty rate; by 2012, the poverty rate had increased to 10.9%. All told, between 2000 and 2012, the number of people in poverty in Washington County grew by 76%. Poverty rates were lowest in Sherwood (4.6%) and Banks (5.1%). Poverty rate was highest in Cornelius (16.9%) and Forest Grove (19.6%). The poverty rate in Forest Grove grew by almost 4 percentage points since 2007.

County-wide, over half of the residents below the poverty level were White, although the percentage of all White residents who were below the poverty level was lower than any other ethnic group. The highest poverty rates in 2012 were found among residents who defined themselves as having some other race (25.8%), American Indian or Alaska Native residents (25.5%) and Black or African American (18.6%). The poverty rate for the Latino population was 24.1%. All of these ethnic and racial groups bear a disproportionate percentage of poverty. See Table 1-4 for a full description of the percentages of persons living in poverty in Washington County by race and ethnicity.

## CHAPTER 3

As noted in the regulation at 91.205(b)(2), a “disproportionately greater need” exists when the percentage of persons in a category of need who are members of this particular racial group is at least 10 percentage points higher than the percentage of low income persons in Washington County with one or more of the four housing problems: lacks complete kitchen facilities; lacks complete plumbing facilities; more than one person per room; or housing cost burden is greater than 30% of household monthly income. Three racial or ethnic groups have disproportionately greater needs, as identified in Tables 13 – 16 across income levels ranging from 0% to 100% of the Area Median Income (AMI) derived from 2007-2011 CHAS data. Those racial or ethnic groups include: persons who are Black or African American, Pacific Islanders and persons who are of Asian descent.

As indicated in Table 3-17, 86% of persons in the 0-30% Area Median Income (AMI) range reported having one or more of four housing problems: lacks complete kitchen facilities; lacks complete plumbing facilities; more than one person per room; or housing cost burden is greater than 30% of household monthly income. Of the described racial and ethnic categories, Pacific Islanders showed a disproportionately greater need in that 100% of persons in this category of need (0-30%AMI) reported having one or more housing problems (14 percentage points higher than the County as a whole). While not quite exceeding the 10 percentage points higher than threshold to meet the regulatory definition of “disproportionately greater need”, it should be noted that 93% of American Indian/Alaska Natives (7 percentage points higher than the County as a whole) and 95% of Hispanic or Latino persons (9 percentage points higher than the County as a whole) in the 0-30% AMI income range reported having housing problems.

As indicated in Table 3-18, 84% of all persons in the 30-50% AMI range reported having one or more of four housing problems. Of the described racial and ethnic categories, Pacific Islanders showed a disproportionately greater need in that 100% of persons in this category of need (0-50% AMI) reported having one or more housing problems (16 percentage points higher than the County as a whole). While not quite exceeding the 10 percentage points higher than threshold to meet the regulatory definition of “disproportionately greater need”, it should be noted that 91% of Hispanic or Latino persons in the 0-50% AMI range reported having housing problems (9 percentage points higher than the County as a whole).

Table 3-19 shows that 53% of all persons in the 50-80% AMI range reported having one or more of the four housing problems. Of the described racial and ethnic categories in this category of need (50-80% AMI), Black or African Americans, Asians and Pacific Islanders all showed a disproportionately greater need. 82% of persons who are Black or African American reported having one or more of the four housing problems (29 percentage points higher than the County as a whole). 64% of persons who are Asian reported having one or more of the four housing problems (11 percentage points higher than the County as a whole). 80% of persons who are Pacific Islanders reported having one or more of the four housing problems (27 percentage points higher than the County as a whole).

Table 3-20 shows that 35% of all persons in the 80-100% AMI range reported having one or more of the four housing problems. Of the described racial and ethnic categories in this category of need (80-100% AMI), persons who are Asian showed a disproportionately greater need. 52% of persons who are Asian reported having one or more of the four housing problems (17 percentage points higher than the County as a whole). 64% of persons who are Asian reported having one or more of the four housing problems (11 percentage points higher than the County as a whole). 80% of persons who are Pacific Islanders reported having one or more of the four housing problems (27 percentage points higher than the County as a whole). 39% of Hispanic or Latino persons reported having one or more of the four housing problems (only 4 percentage points higher than the County as a whole, but the only other racial/ethnic category that indicates a greater percentage of need in the 80-100% AMI range).

Table 3-69 Distribution of Subsidized Housing highlights where the 7,030 regulated and unregulated units are located in Washington County.

**TABLE 3-69 Distribution of Subsidized Housing, Washington County (2011)**

Jurisdiction	Number of sites	Unregulated units	Regulated units	Total units
Beaverton	34	11	501	512
Cornellus	10	0	10	10
Durham	1	0	210	210
Forest Grove	31	7	597	604
Hillsboro	62	4	2,196	2,200
North Plains	1	0	33	33
Sherwood	7	1	96	97
Tigard	18	10	632	642
Tualatin	3	0	604	604
Unincorporated County	89	7	2,096	2,118
<b>Washington County</b>	<b>256</b>	<b>40</b>	<b>6,975</b>	<b>7,030</b>

Source: 2011 Metro Affordable Housing Inventory Report

A significant percentage of the units (almost a third) are located in Hillsboro. Tigard, Tualatin, Forest Grove and Beaverton each include nearly 500 or more units. A substantial number of units in the inventory are also located in unincorporated portions of the County. In comparing these numbers to the proportion of the population living in these areas of the County, Hillsboro, Forest Grove and Tualatin appear to have higher concentrations of units compared to their share of County population.

The Washington County Department of Housing Services (DHS) manages public housing units owned by the County and administers the Section 8 vouchers. HUD directly administers the Section 811 and 202 housing assistance programs.

Altogether, there are 7,030 subsidized housing units and 2,784 households with housing vouchers in Washington County. Some households with housing vouchers live in subsidized housing units and some live in private market units. There are about 7,000 – 9,000 households living in subsidized housing in Washington County, which represents 3.6% - 4.6% of all housing units in the County. As discussed in the following section, this supply of subsidized housing does not necessarily meet the demand for it, particularly for those in Washington County who are earning less than 30% AMI, given that there are approximately 29,000 low- and moderate-income households in Washington County that are “cost-burdened” (spend more than 30% of their income on housing).

**TABLE 3-75 Housing Affordability**

<b>% Units affordable to Households earning</b>	<b>Renter</b>	<b>Owner</b>
30% HAMFI	1,691	No Data
50% HAMFI	7,994	2,080
80% HAMFI	39,810	5,973
100% HAMFI	No Data	17,398
<b>Total</b>	<b>49,495</b>	<b>25,451</b>

Source: 2007-2011 CHAS

**Home Ownership Costs:** In 2012, median monthly homeownership costs (for homeowners with a mortgage) were \$1,888 for Washington County. In 2000, the median costs were \$1,358, which represents an increase of 3.2% per year. This increase outpaced inflation during that time.

**TABLE 3-76 Median Homeownership Costs, Washington County (2012)**

<b>Name of Area</b>	<b>Median Selected Monthly Owner Costs With A Mortgage (\$)</b>
Banks	1,765
Beaverton	1,868
Cornelius	1,654
Durham	2,184
Forest Grove	1,562
Gaston	1,769
Hillsboro	1,820
King City	1,148
Lake Oswego (part)	0
North Plains	1,629
Portland (part)	2,756
Rivergrove (part)	3,250
Sherwood	2,083
Tigard	1,948
Tualatin (part)	1,909
Wilsonville (part)	0
Unincorporated	n/a
<b>Washington County</b>	<b>1,888</b>

Source: 2008-2012 ACS

In 2012, ownership costs (with a mortgage) were highest in Rivergrove (partial) at \$2,076 and lowest in King City (\$1,148). Similar to rental costs, owner costs were also relatively lower in several smaller outlying communities (e.g., North Plains, Gaston, Cornelius and Forest Grove).



11/14/2017

Sherwood High School Concept Plan Proposed Condition #1 language:

“Prior or concurrent to land use approval, the applicant’s traffic engineer shall provide City staff with a technical memorandum. The technical memorandum will be used by City staff in support of a future City Transportation System Plan (TSP) amendment. The purpose of the future TSP amendment is to establish road classifications and transportation improvements related to the Sherwood High School Title 11 Concept Plan.”

11-14-17  
Date

PC  
Gov. Body

1  
Agenda Item

2  
Exhibit #



Sherwood High School – Title 11 Concept Plan  
 Planning Commission 11.14.17

11-14-17  
 Date

PC  
 Gov. Body

1  
 Agenda Item

3  
 Exhibit #

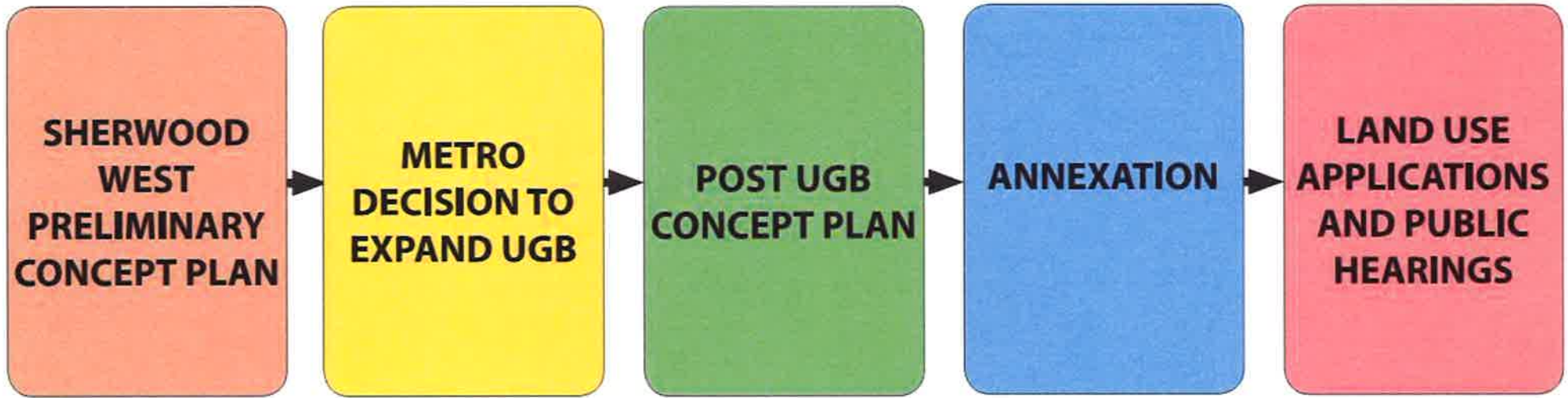


# Introductions

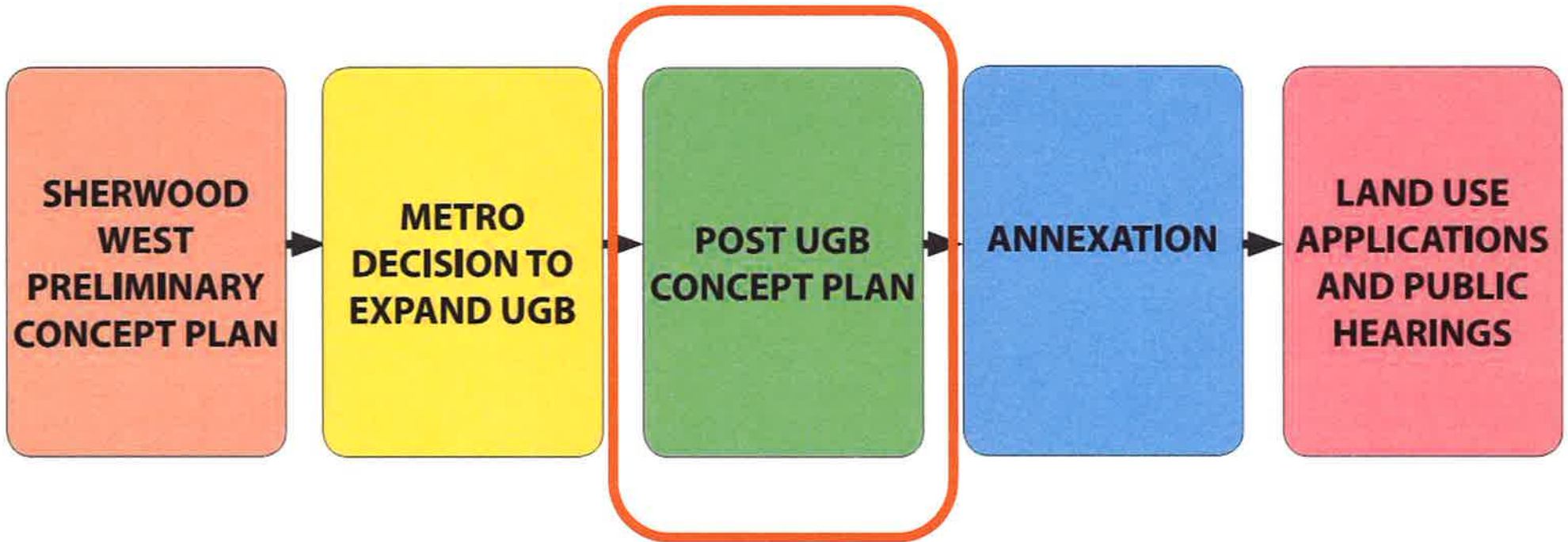


Jim Rose, Sherwood School District COO

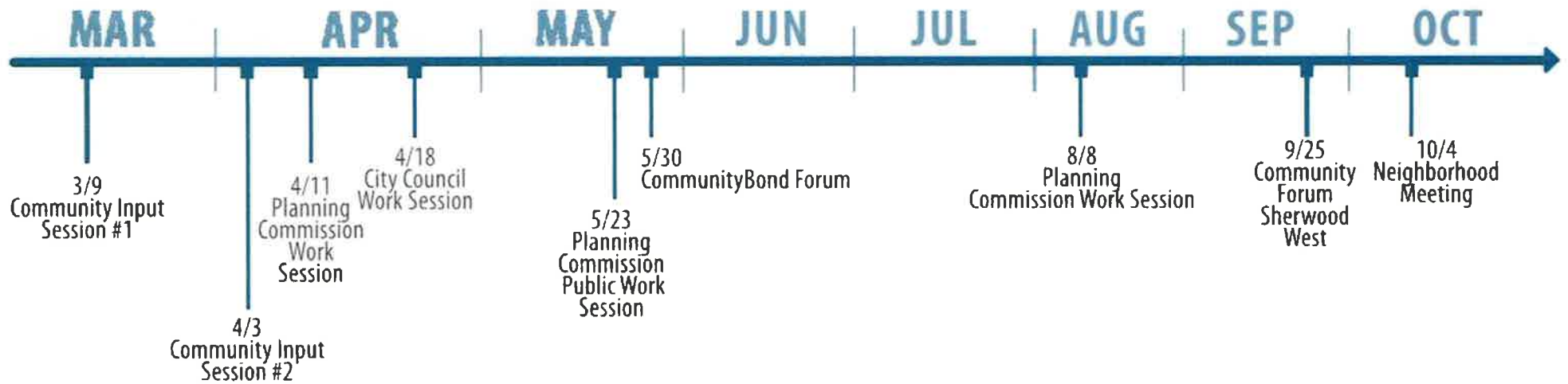
# Process



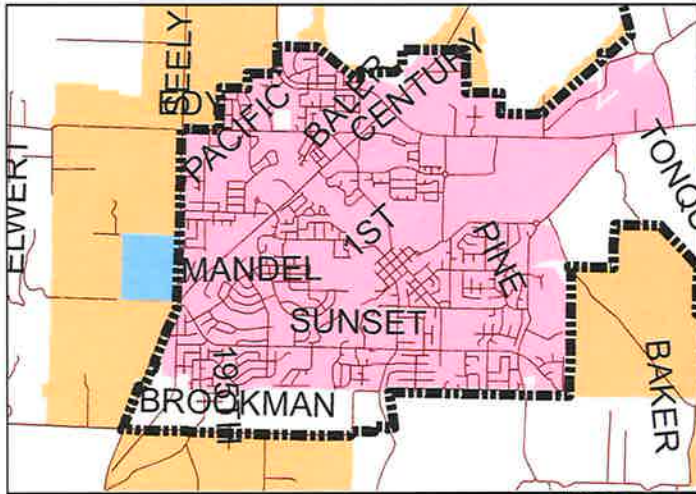
# Process



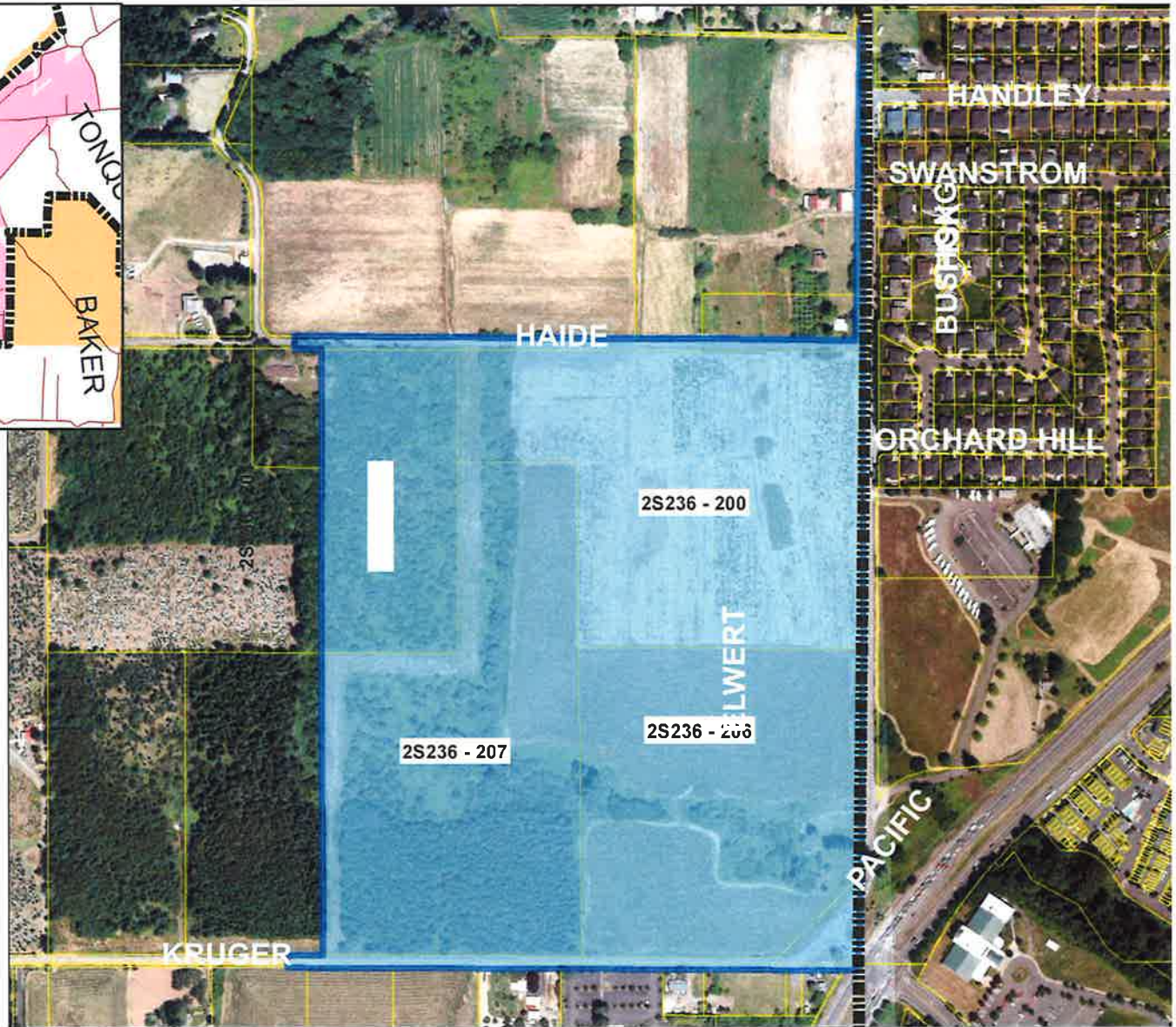
# Public Involvement



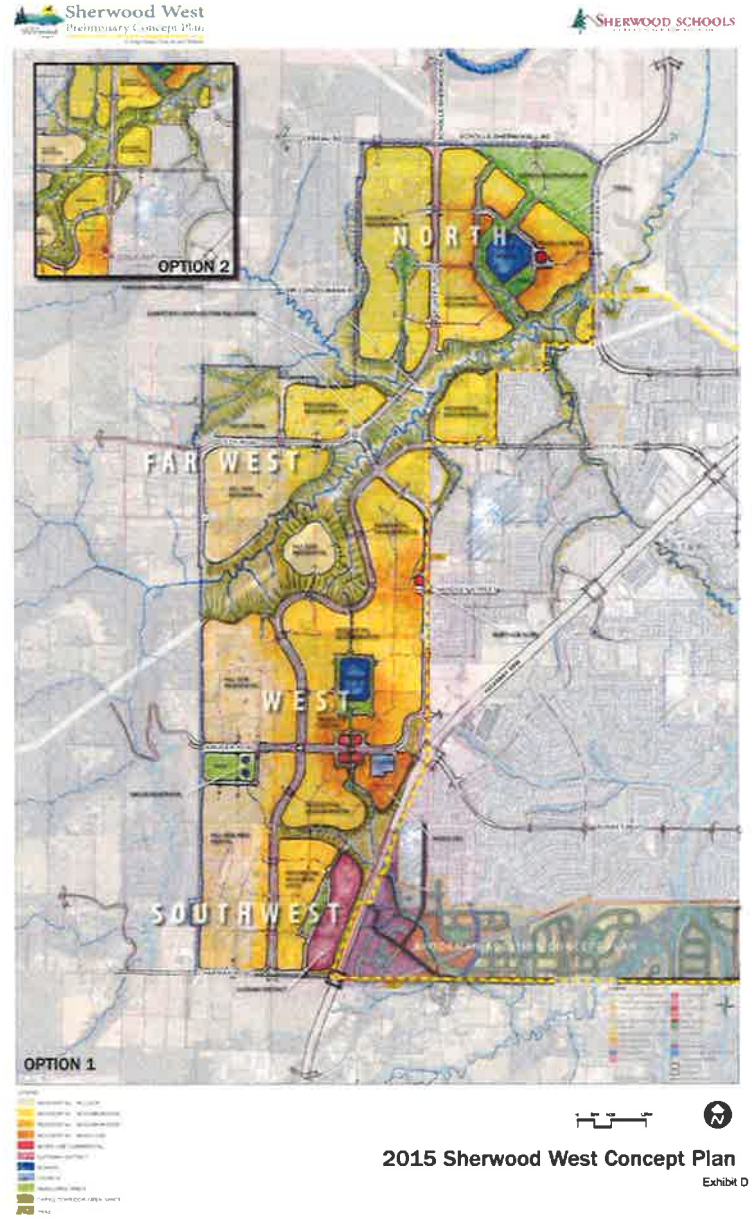
# Proposed Zoning



- Urban Growth Boundary
- Institutional & Public (IP)
- Urban Reserve
- Sherwood

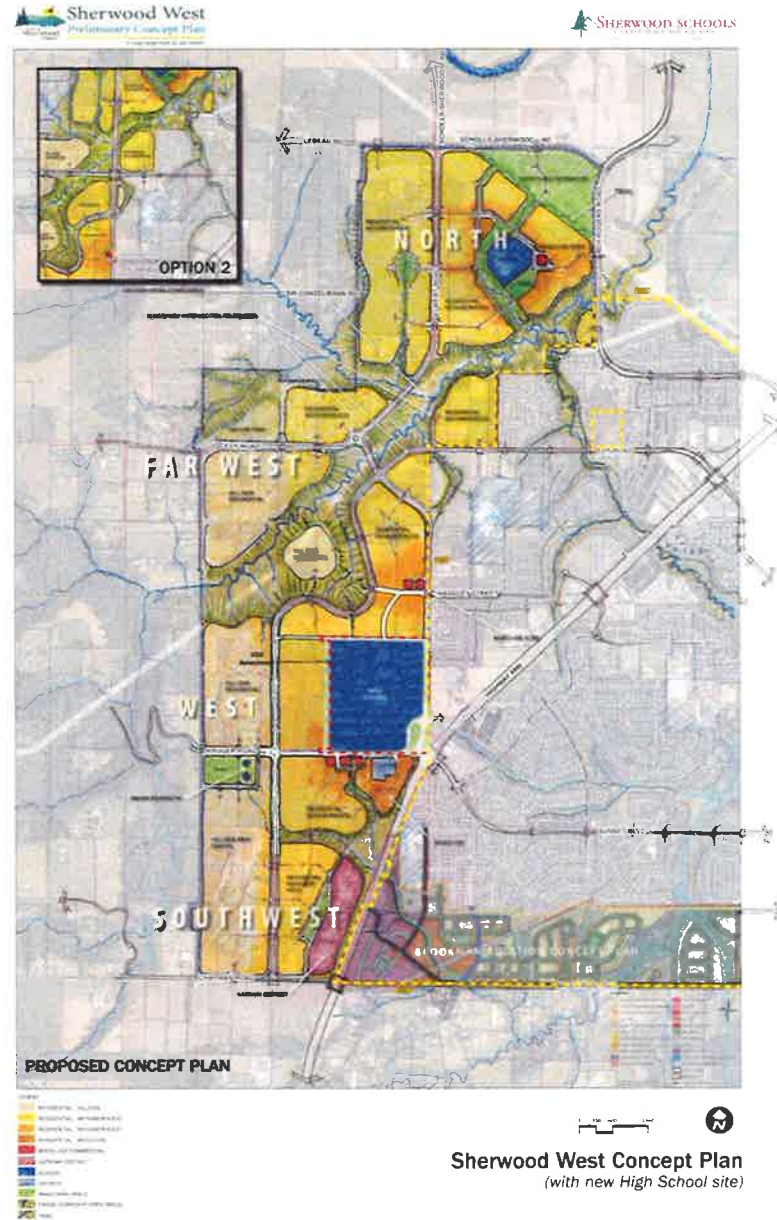


# Sherwood West Concept Plan

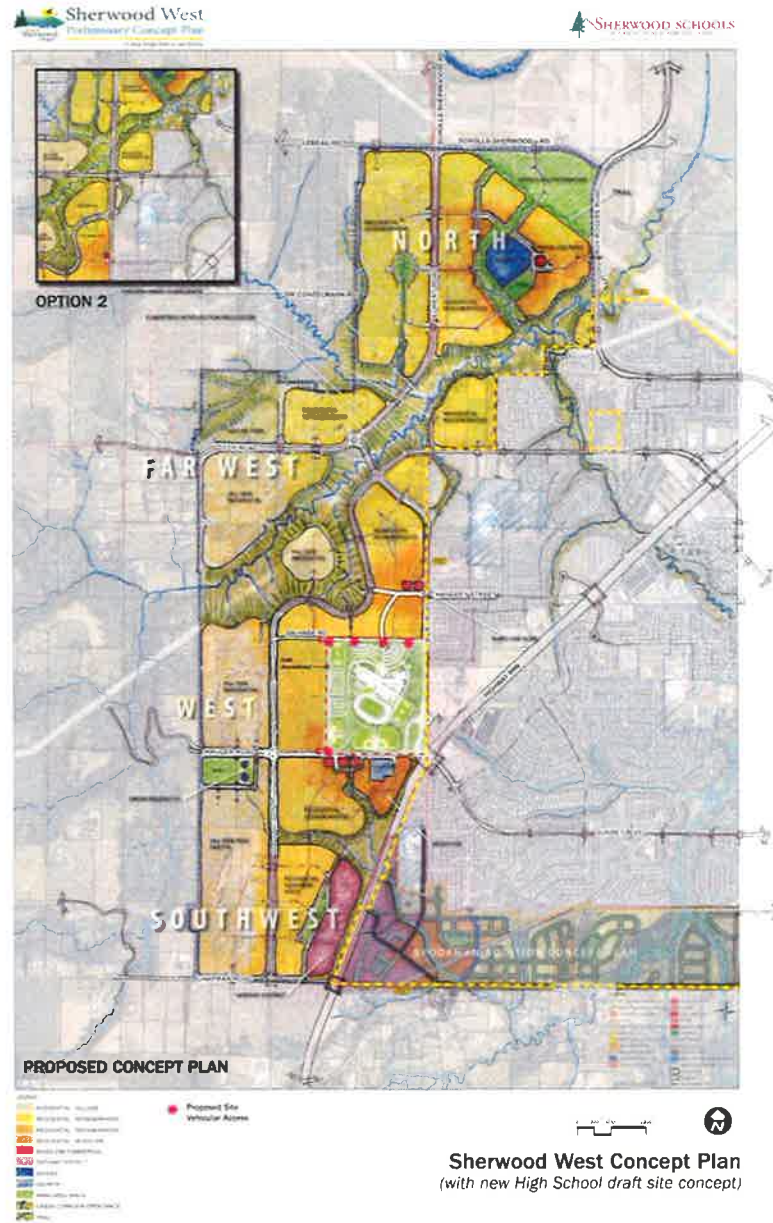




# Sherwood West Concept Plan



# Sherwood West Concept Plan



# Sherwood West Concept Plan



\* Proposed Site  
\* Vehicular Access





# Sherwood High School



# Traffic Study – Project Background



Two Traffic Studies Required for Sherwood High School now that the UGB expansion is approved:

- Transportation Planning Rule (TPR) for Title 11 Concept Plan  
This transportation study evaluates the reasonable worst case 2035 scenario proposed under the Institutional/Public Zone (2,400 students)
- Site Plan Land Use Application  
Short-term 2020 day of opening evaluation of a maximum capacity of 2,000 students. This study provides a detailed look at the entire transportation operations of the site and surrounding network.

# Traffic Study – TPR Purpose



- ....answers the question: Is the proposed land use designation and corresponding transportation “demand” consistent with what was planned in the City’s TSP?
- ...assess if the proposed land use action significantly affects the planned transportation system.
- ...evaluates a reasonable worst-case scenario under the proposed Institutional/Public Zone for long-range (2035) transportation impacts.
- ...identifies the significant impacts attributable to the proposed land use action. The mitigations are not intended to make all facilities meet standard, only address the impact due to land use action.

# Traffic Study – Agency Coordination



## ■ Coordination Meetings

- Consistently met throughout Summer/Fall 2017
- All agencies: City, County, and ODOT

## ■ Modeling Change Coordination Meetings (Sept/Oct)

- All agencies (Sept 27<sup>th</sup>, 2017)
  - Directed a modified approach to the TPR evaluation
- Follow up meetings with DKS, County, and ODOT (Oct 17<sup>th</sup>, 2017 and Oct 26<sup>th</sup>, 2017 )

# Traffic Study – Existing 2017 Conditions



- Heavy congestion on study area roadways in AM and PM peak today
- Study intersections **over** or near mobility standard target ( $v/c \leq 0.99$ )

Intersections	v/c ratio AM	v/c ratio PM
Edy Rd/Elwert Rd	0.95	0.99
Pacific Highway West (99W)/ Brookman Rd	0.68	0.07
Pacific Highway West (99W)/ Sunset Blvd/ Elwert Rd	0.90	0.90
Pacific Highway West (99W)/ Meinecke Pkwy	0.89	0.71
Pacific Highway West (99W)/ Edy Rd	0.78	0.88
Pacific Highway West (99W)/ Tualatin-Sherwood Rd-Roy Rogers Rd	0.86	<b>1.01</b>



# Traffic Study – Key TPR Assumptions



- Control Totals

- Total Student Population the same between planned and proposed scenarios

- Trip Generation

- Used SHS observed rates which were 37% higher than ITE standard rates and 23% higher than ITE recommended local rates in the AM peak

Trip Generation Method	AM Trip Rate	PM Trip Rate
SHS Observed Rates	0.59	0.14
ITE Standard Rates (Code 530)	0.43	0.13
ITE Recommended Local Rates	0.48	0.10

- Trip Distribution

- Based on forecasted land use, including growth areas

- Planned Improvements

- Assumed Financially Constrained improvements are in-place as provided by Agency staff

# Traffic Study – TSP Background



## ■ Land Use

- Household growth – 4.5% per year
- Student trip growth – 70% increase (Sherwood Travel Demand Model)
- Existing school sites assumed in the TSP

## ■ Planned Improvements

- OR 99W/Tualatin-Sherwood Rd/Roy Rogers Rd Improvements
- OR 99W/Meinecke Pkwy Improvements
- Kruger Rd/Elwert Rd Roundabout
- OR 99W/Sunset Blvd/Elwert Rd Improvements
- Elwert Rd Improvements
- Edy Rd/Elwert Rd Roundabout

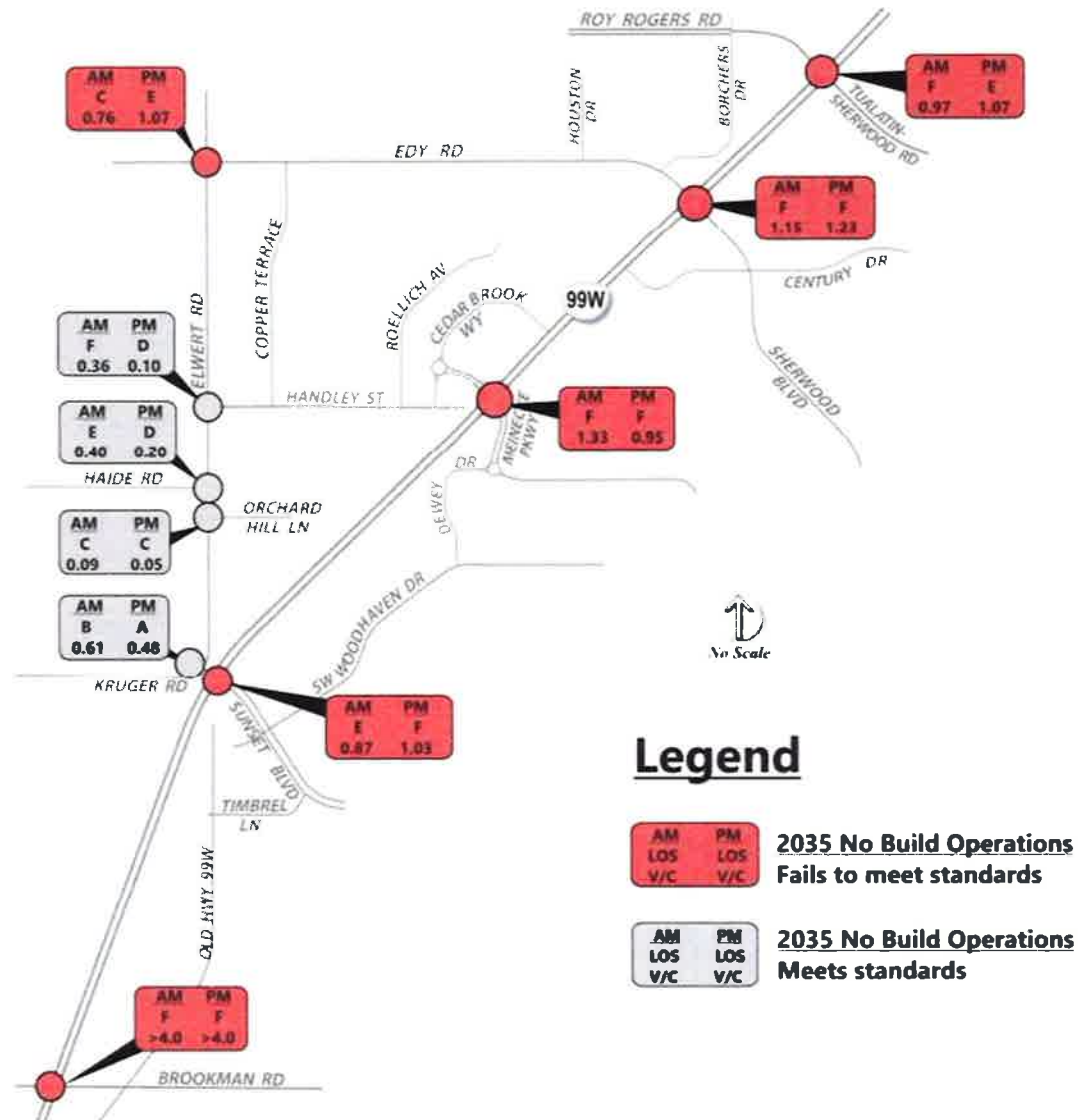
# Traffic Study – TSP Background



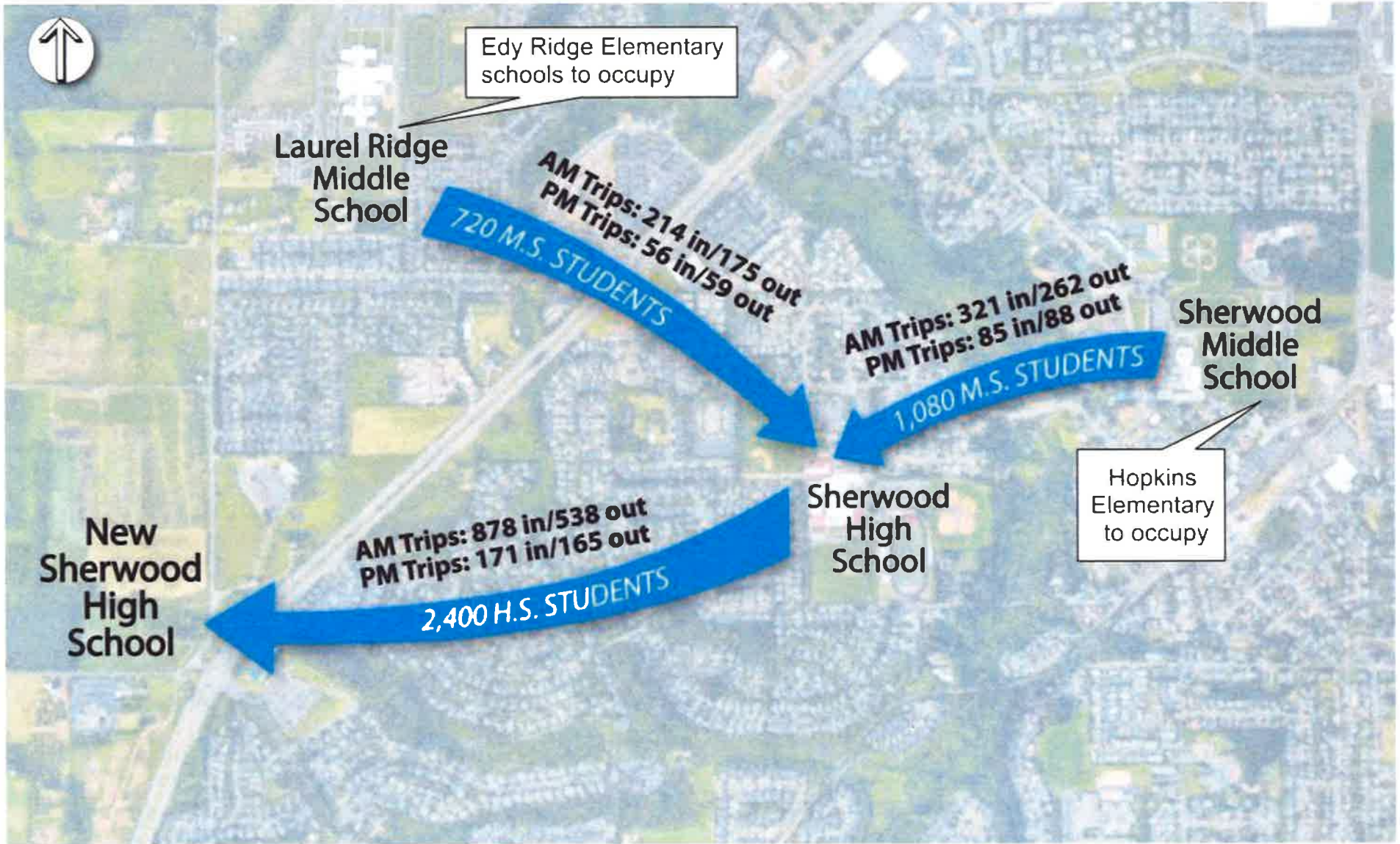
## 2035 No Build Operations

10 study intersections

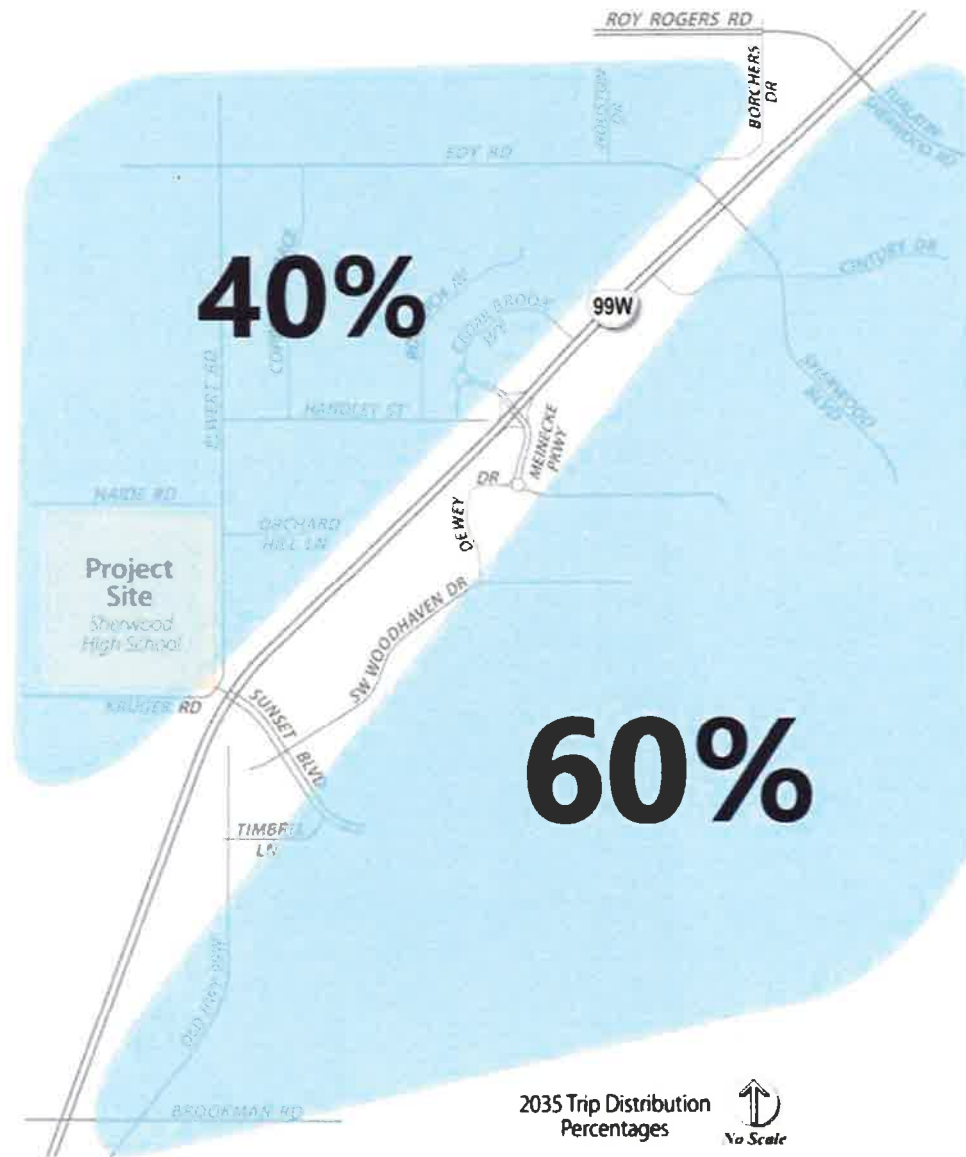
- LOS = Level of Service
- V/C = volume to capacity ratio
- Standard Target =  $V/C \leq 0.99$



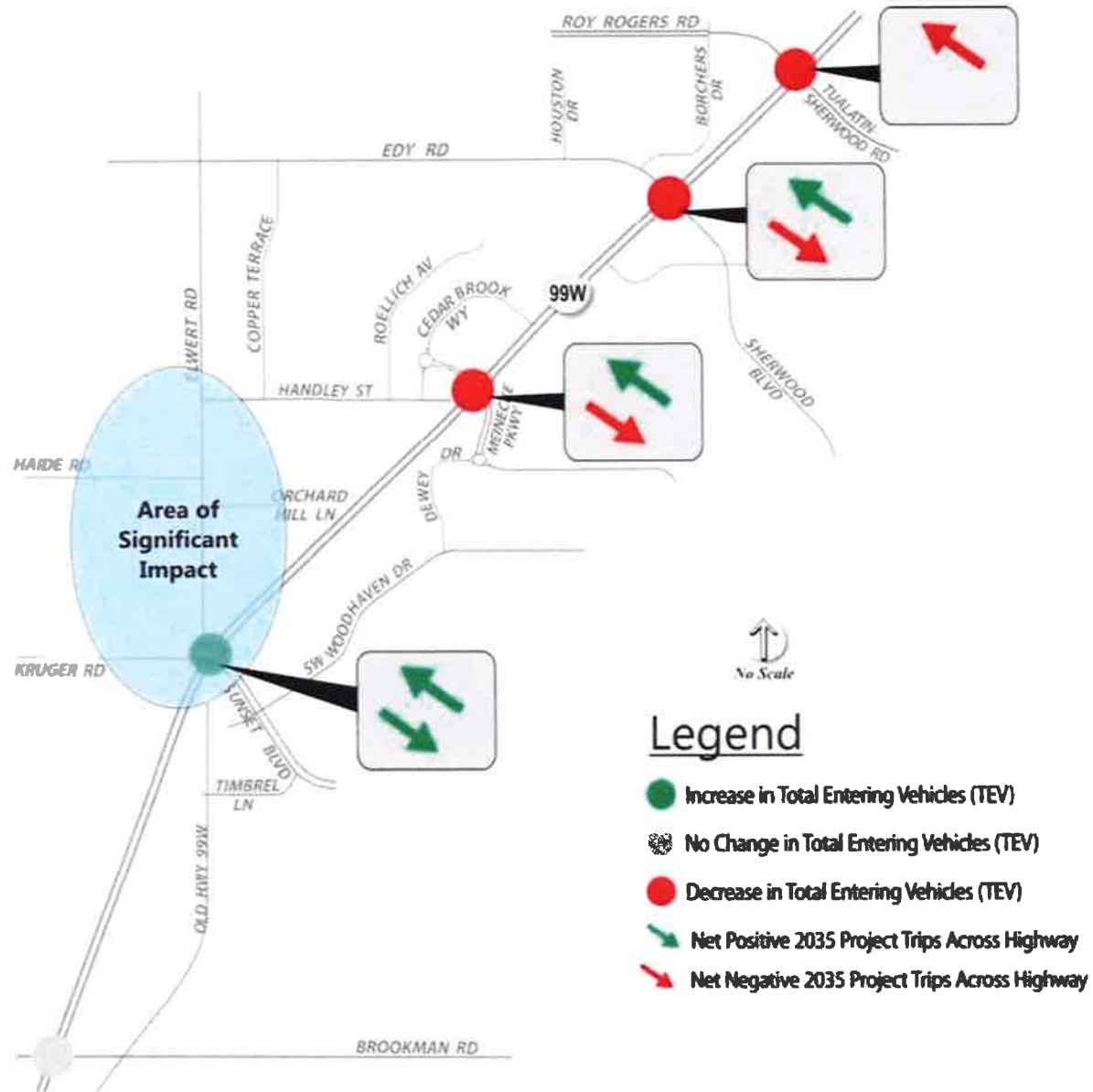
# Traffic Study – Trip Generation/Proposed Shift



# Traffic Study – Trip Distribution



# Traffic Study – Highway Volume Impacts



# Traffic Study – Recommendations & Next Steps



## ■ Recommendations

- District to fund following improvements to improve highway operations
  - OR 99W/Sunset Blvd/Elwert Rd (\$2.2M)
    - Dual northbound left turn lanes
    - Widen Elwert Rd to have two receiving lanes
  - Elwert Rd/Kruger Rd (\$2.1M)
    - Upgrade roundabout to dual lanes
    - 4-lane Elwert Rd from 99W to 500 feet north of Kruger Rd

## ■ Next Steps

- Items covered in Site Plan Land Use Application Transportation Impact Study
  - Safe Routes to School Evaluation
  - Travel Demand Management Program
  - Neighborhood Traffic Impact Evaluation
  - Site Access and Circulation

Thank You



Questions?



# Sherwood High School

PA 17-02

- 1) Amend the Comprehensive Plan text;
- 2) Amend the Zoning Map;
- 3) Adopt Title 11 Concept Plan;
- 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan.

17-14-17  
Date

PC  
Gov. Body

1  
Agenda Item

4  
Exhibit #

# City of Sherwood Oregon



SW Kruger Rd.

SW Sunset Blvd.



## Vicinity Map

# City of Sherwood Oregon

- 4 Parcels
- 82 Acres- whole site
- 76.2 Acres Private
- 6.1 Acres ROW

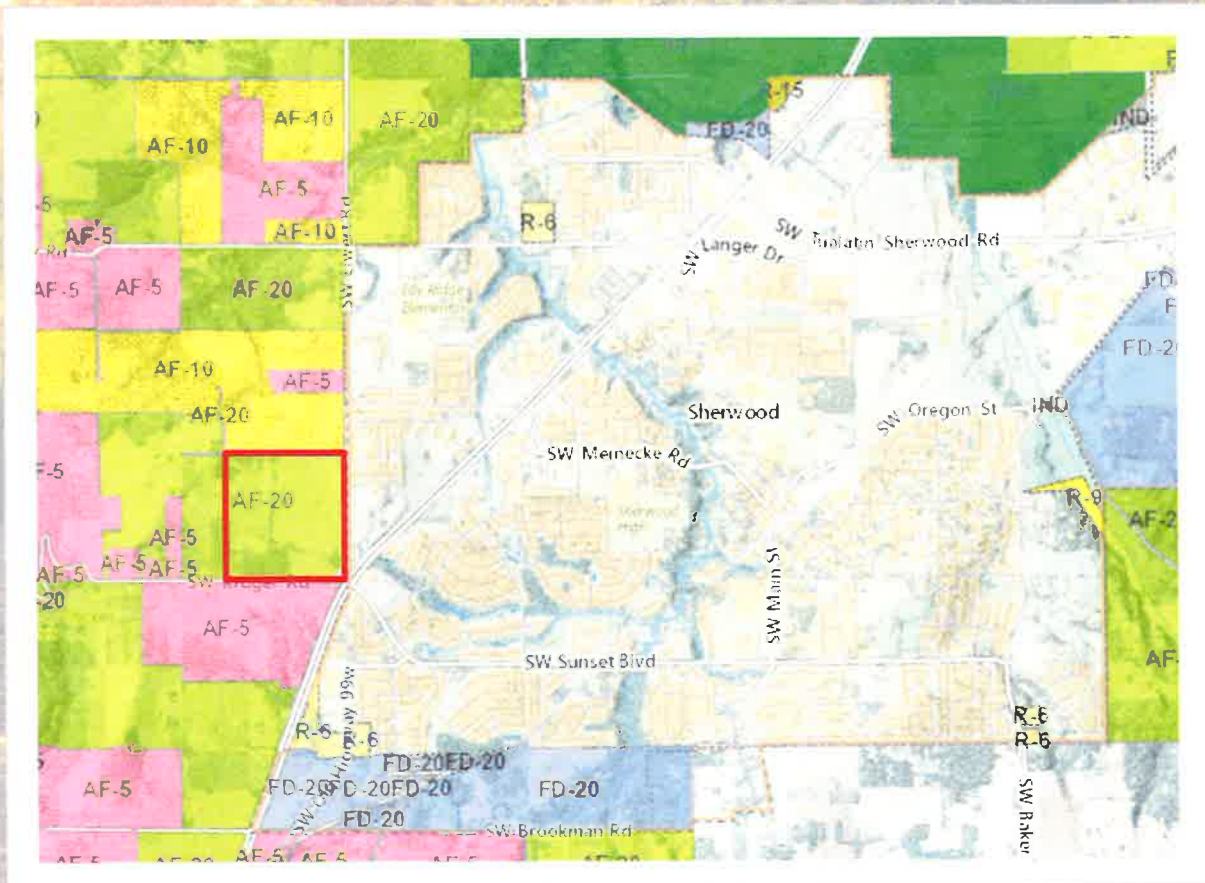
Site Parcel Map



## Vicinity Map

# City of Sherwood Oregon

- Agricultural and Forest (AF-20)
- Unincorporated Washington County



Current Zone

## Four Steps for the High School

1

UGB  
Expansion

2

PA-17-02

3

Annexation

4

CUP/SP

- 1) Sherwood Comprehensive Plan text;
- 2) Planning Map;
- 3) Concept Plan;
- 4) Refinements to the Sherwood West Preliminary



# City of Sherwood Oregon

## Comprehensive Plan text

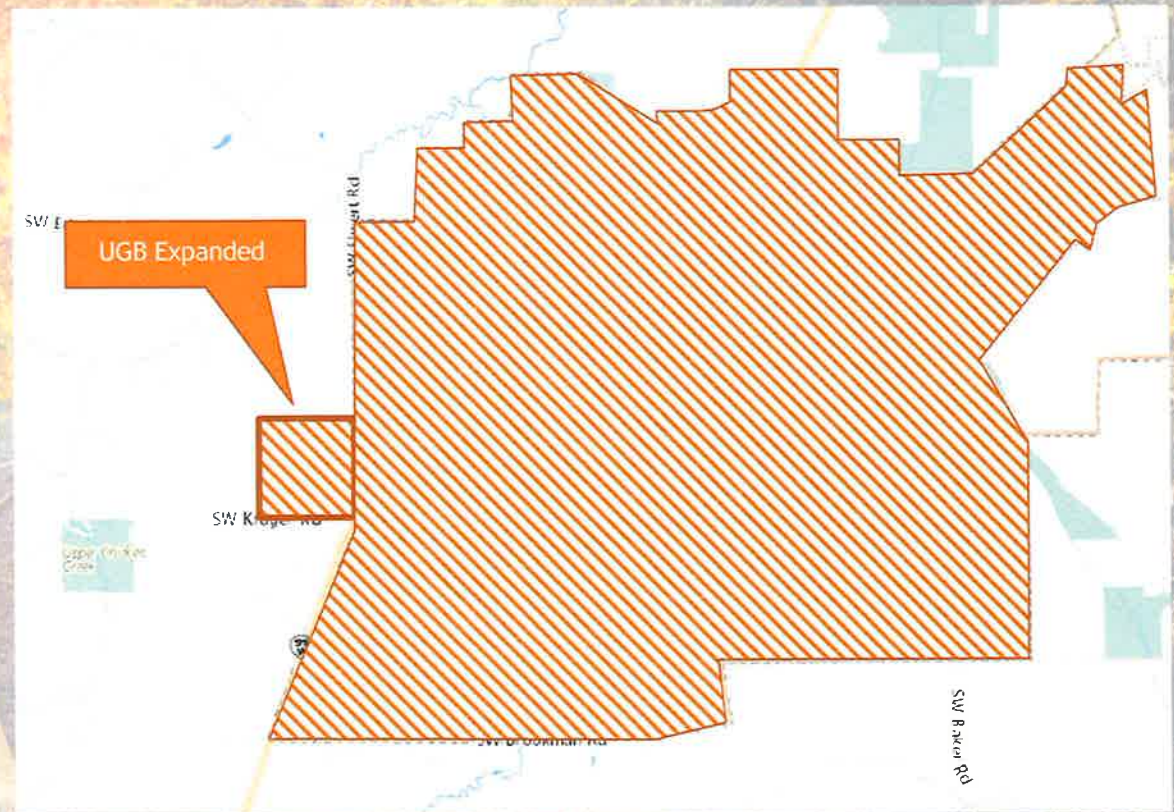
- Metro Rules
- Text- Chapter 8

1) Amend the Comprehensive Plan text;

2) Amend the Zoning Map;

3) Adopt Title 11 Concept Plans;

4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan.



## Project Description

## Comprehensive Plan text

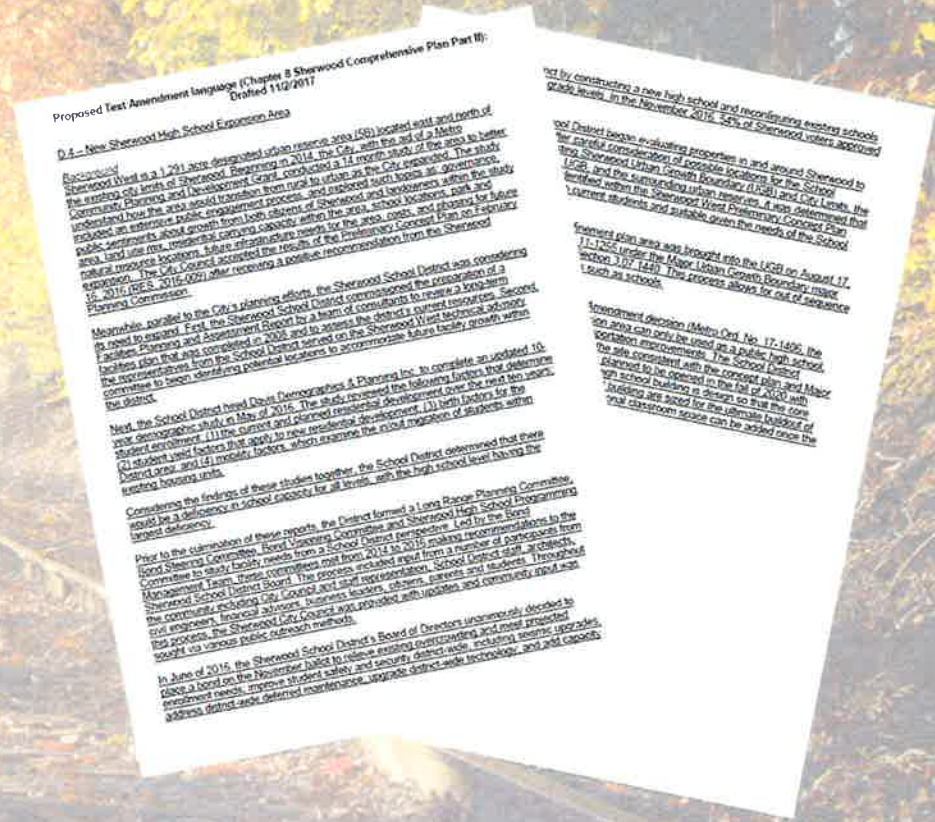
- Metro Rules
- Text- Chapter 8
- Similar to others
- Concise- Single User

1) Amend the Comprehensive Plan text;

2) Amend the zoning laws;

3) Adopt Title 1, Concept Plan;

4) Acknowledge reliance on the new  
West Preliminary Comprehensive Plan



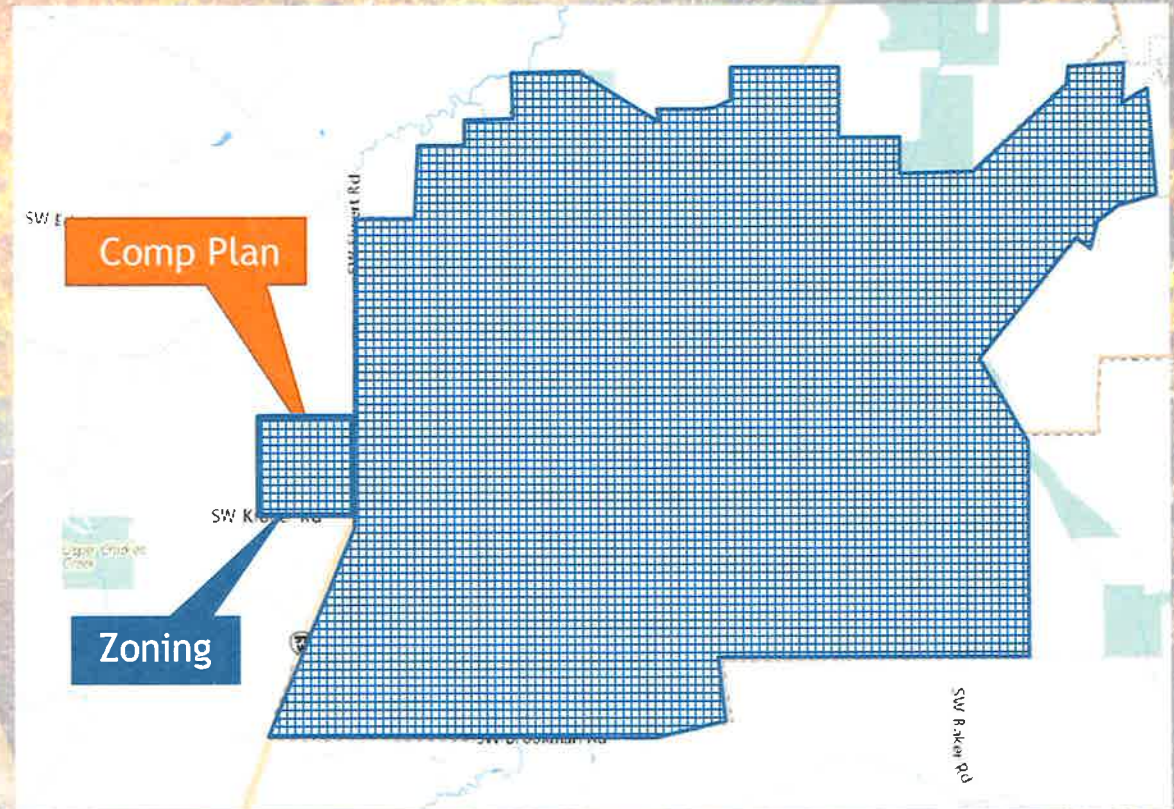


# City of Sherwood Oregon

## Amend the Zoning Map

- Apply zoning

- 1) Amend the Comprehensive Plan
- 2) Amend the Zoning Map;
- 3) Adopt Title 10 Concept Plan
- 4) Acknowledge refinements to the Shaw Road West Preliminary Concept Plan



## Project Description

# City of Sherwood Oregon

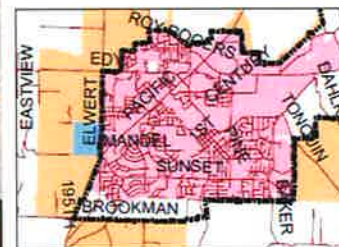
## Amend the Zoning Map

- Apply zoning
- Institutional and Public (IP)
- Metro COA- School only

- 1) Amend the Comprehensive Plan
- 2) Amend the Zoning Map;
- 3) Adopt Title 11 Concept Plan
- 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan

## Project Description

### New Sherwood High School Proposed Plan and Zone Map Designation



- Urban Growth Boundary
- Institutional & Public (IP)
- Urban Reserve
- Sherwood



Air Photo: July 2012  
Source: Metro RLIS  
Created: 7/13/2017

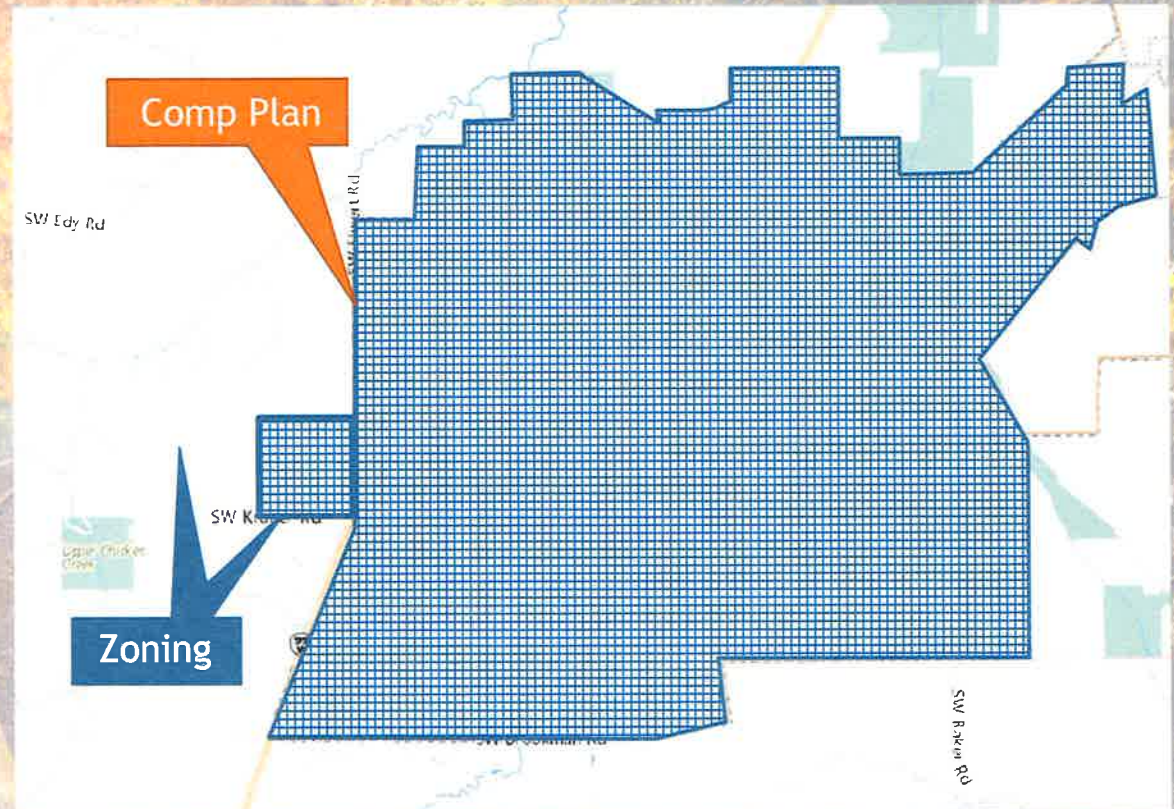


# City of Sherwood Oregon

## Amend the Zoning Map

- Apply zoning
- Institutional and Public (IP)
- Metro COA- School only
- Takes effect upon Annexation

- 1) Amend the Comprehensive Plan text
- 2) Amend the Zoning Map;
- 3) Adopt Title 11 Concept Plan;
- 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan;

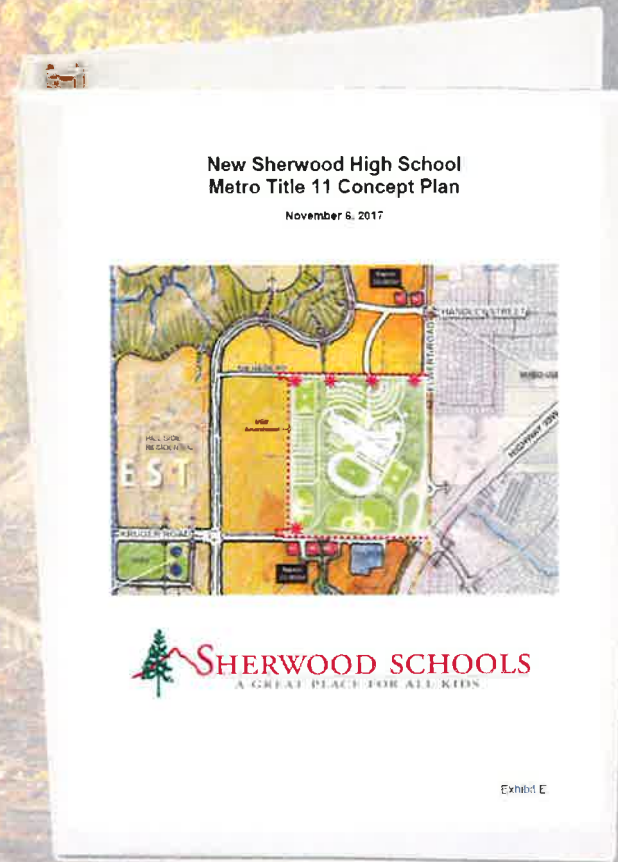


## Project Description

## Adopt Title 11 Concept Plan

- Metro requirement

- 1) Amend the Comprehensive Plan text
- 2) Amend the Zoning Map;
- 3) Adopt Title 11 Concept Plan;
- 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan.



# City of Sherwood Oregon

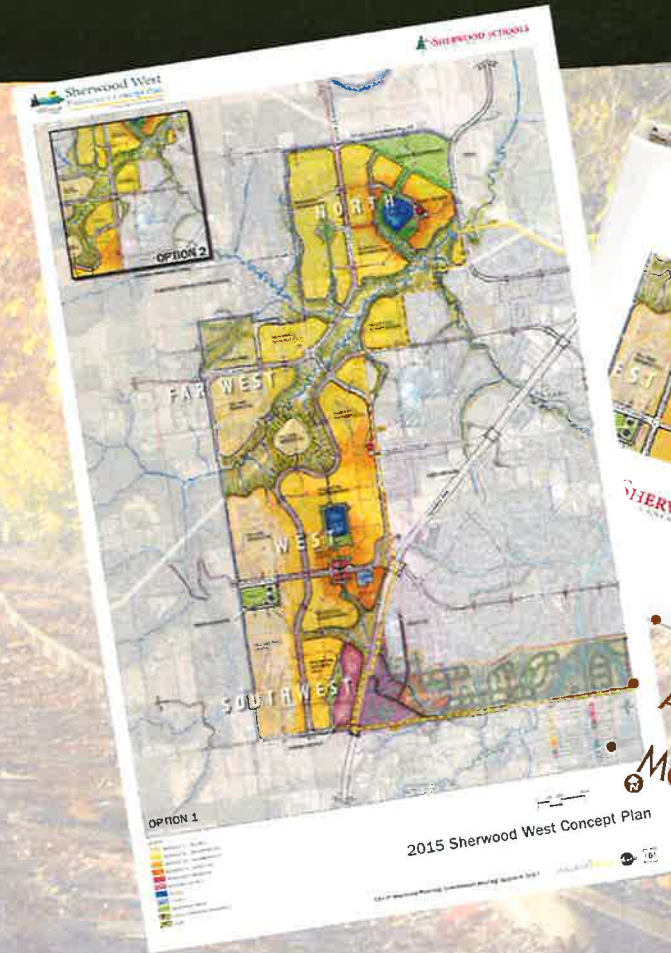
## Adopt Title 11 Concept Plan

- Metro requirement
- Not a *Preliminary* concept

### SWPCP

- Preliminary
- Not adopted
- City Vision
- Lack of detail

- 1) Amend the Comprehensive Plan
- 2) Amend the Zoning Map
- 3) Adopt Title 11 Concept Plan;
- 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan



- **Title 11**
- **Formal**
- **Adopted**
- **More detail**

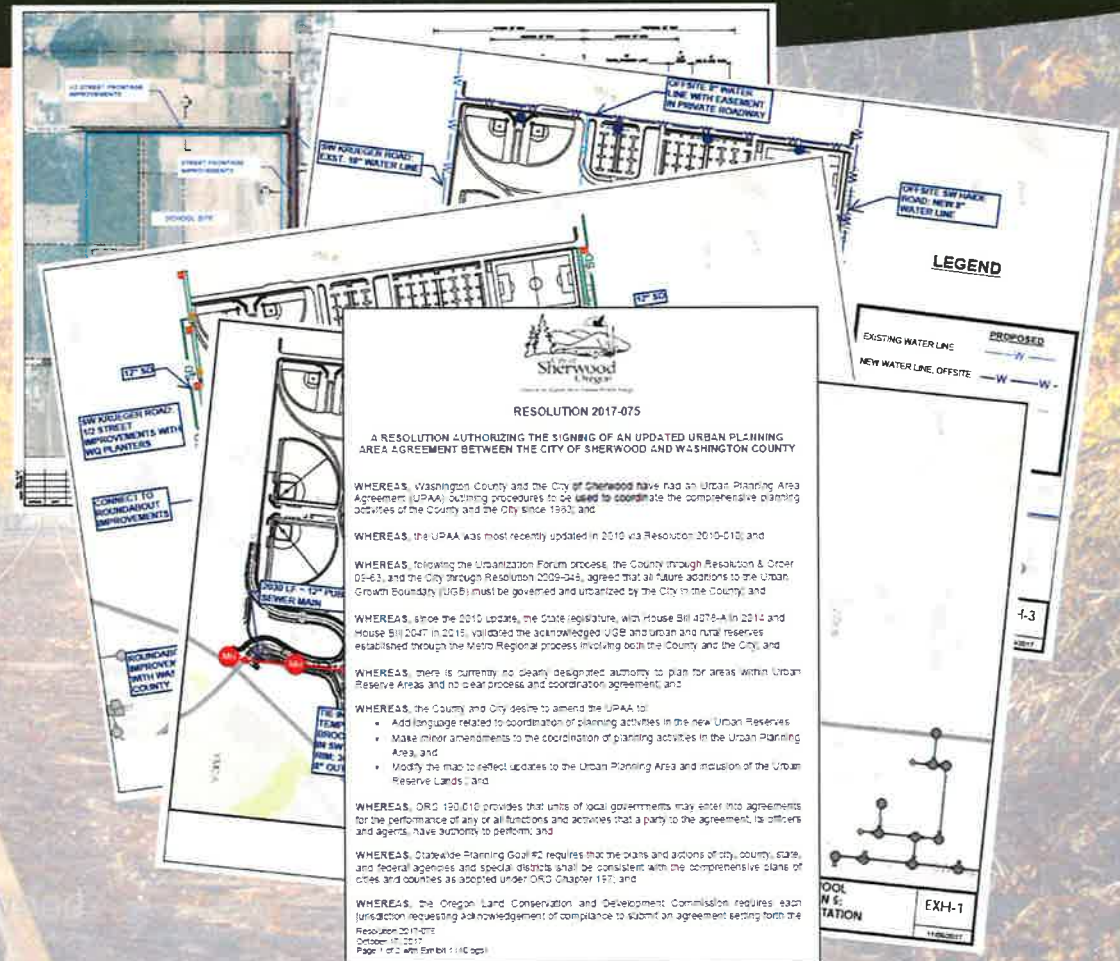
# Project Description

# City of Sherwood Oregon

## Adopt Title 11 Concept Plan

- Metro requirement
- Not a *Preliminary* concept
- Street Plan
- Infrastructure Plans
- IG Agreements

- 1) Amend the Comprehensive Plan
- 2) Amend the Zoning Map
- 3) Adopt Title 11 Concept Plan;
- 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan.



# Project Description

# City of Sherwood Oregon

## Adopt Title 11 Concept Plan

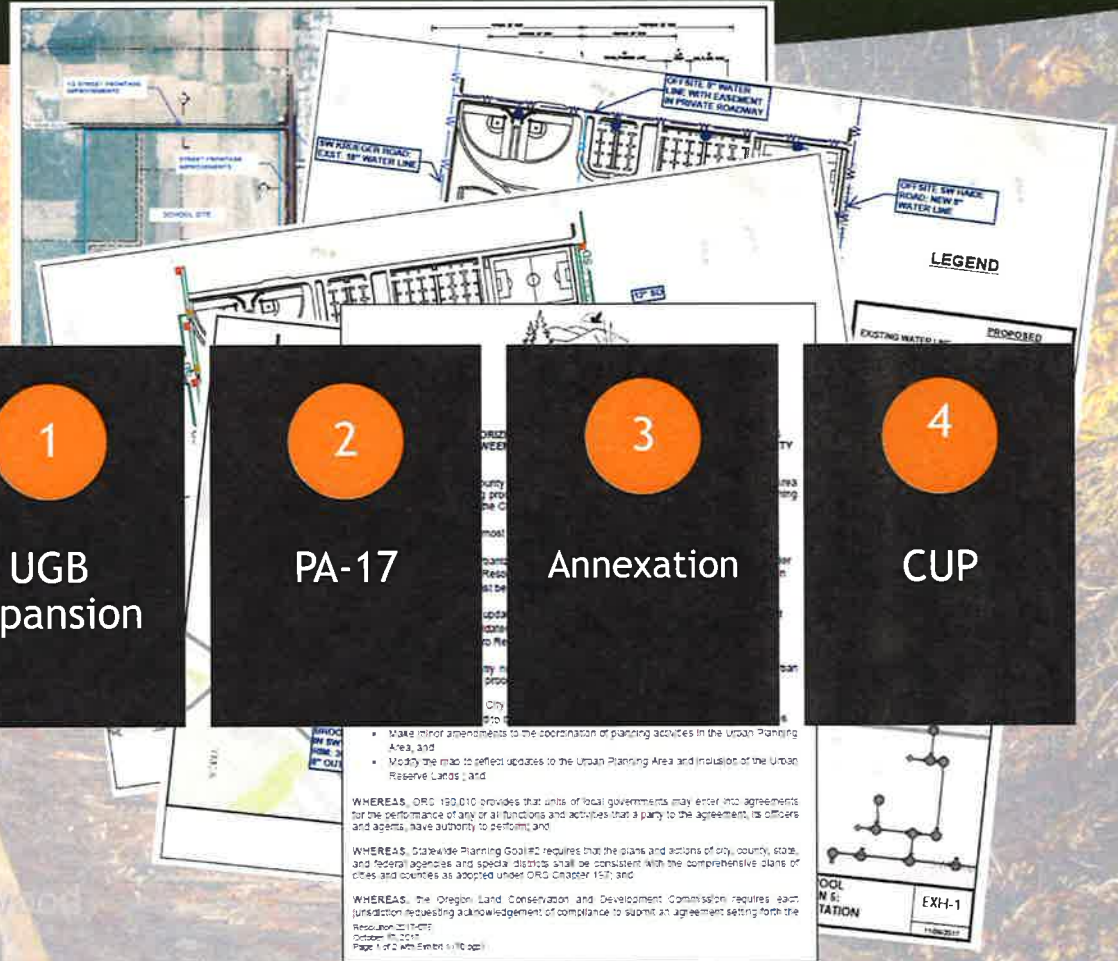
- Metro requirement
- Not a *Preliminary* concept
- Street Plan
- Infrastructure Plans
- IG Agreements
- **MUST** adopt *prior* to annexation

1  
UGB  
Expansion

2  
PA-17

3  
Annexation

4  
CUP



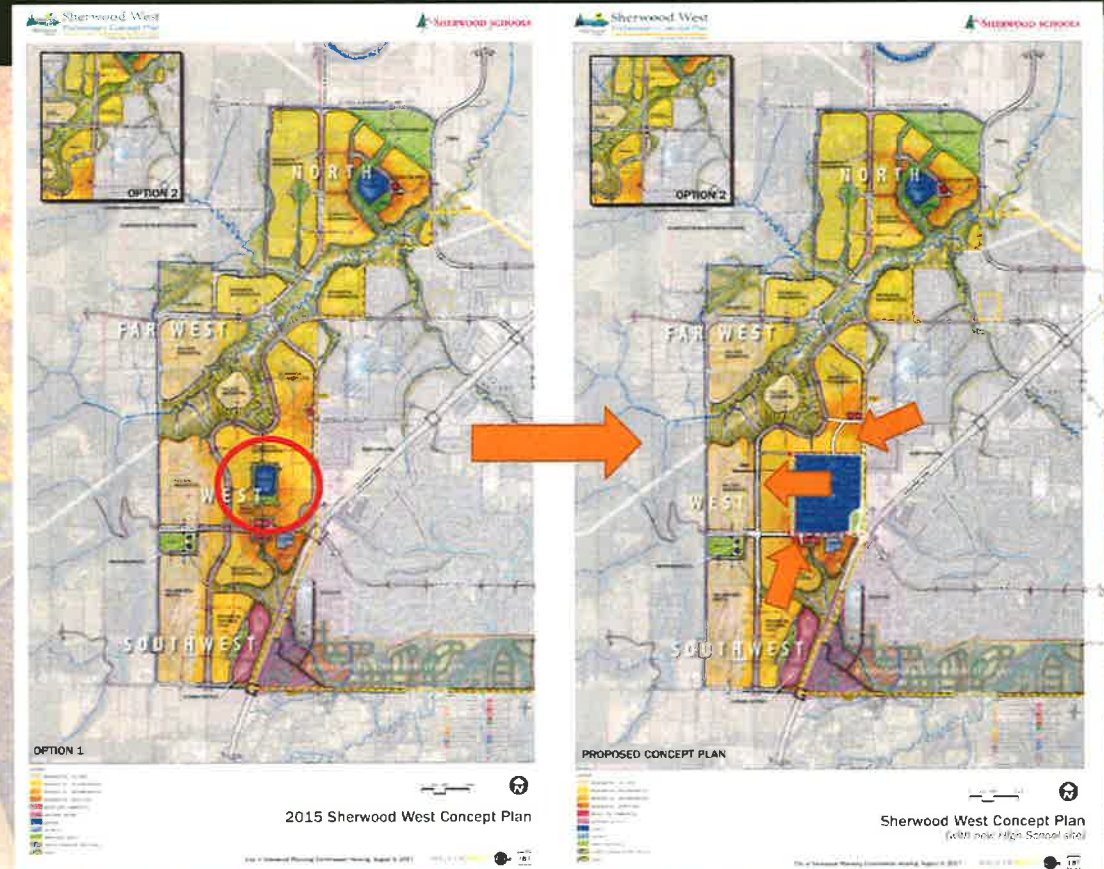
# Project Description

# City of Sherwood Oregon

## Acknowledge refinements to SWPCP

- Alternatives
- School already in SWPCP
- Street shift
- Land Use shifts
- City Departments support refinement
- Community Meetings

- 1) Amend the Comprehensive Plan
- 2) Amend the Zoning Map
- 3) Adopt Site/Concept Plan
- 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan.



# Project Description



# City of Sherwood

Oregon

Zoning Ord

Comp Plan

Metro

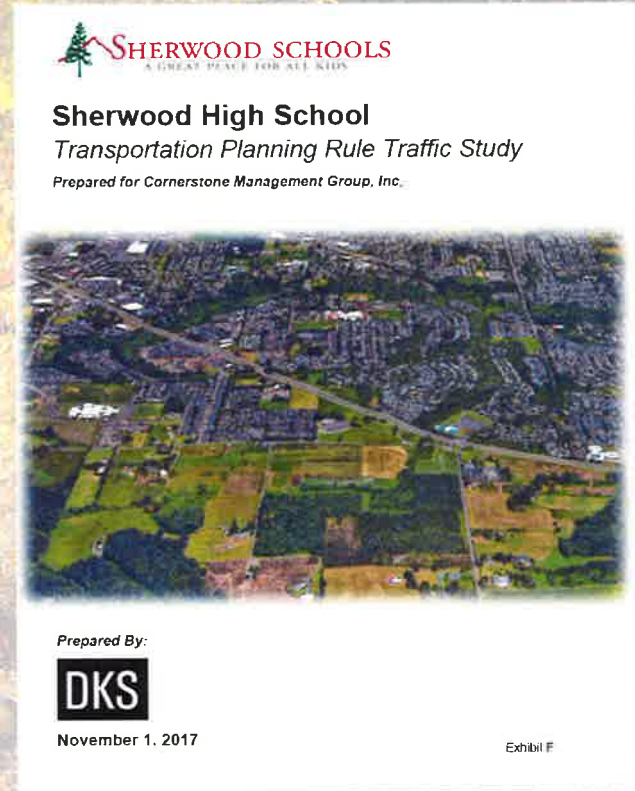
State Goals

§16.72 (Procedures for Processing Development Permits), §16.80 (Plan Amendments); Comprehensive Plan Criteria: Chapter 3- Growth Management, Chapter 4- Land Use; Chapter 5- Environmental Resources, Chapter 6- Transportation, Chapter 7- Community Facilities and Services, Chapter 8- Urban Growth Boundary Additions; Metro Urban Growth Management Functional Plan Regulations: Chapter 3.07- Title 11; Statewide Planning Goals: Goal 1- Citizen Involvement, Goal 2- Land Use Planning, Goal 3- Agricultural Lands, Goal 4- Forest Lands, Goal 5- Open Space, Scenic and Historic Areas, and Natural Resources, Goal 6- Air, Water and Land Resources Quality, Goal 7- Areas Subject to Natural Disasters and Hazards, Goal 8- Recreational Needs, Goal 9- Economic Development, Goal 10- Housing, Goal 11- Public facilities and Services, Goal 12- Transportation, Goal- 13 Energy Conservation, and Goal 14- Urbanization.

## Findings



- OAR 660-012-00600
- TPR Study
  - 2 Mitigation Projects
- Team effort
- Funding “Reasonably Likely”



### Chapter 3

#### Growth MGMT

- No Leap-frog
- Encourage inside
- Soils
- Access
- Facilities
- UPAA/IGA

### Chapter 4

#### Land Use

- Min effects
- Include public uses
- Enhance community identity
- Natural Beauty
- Promote innovative site design

### Chapter 5

#### Env Resources

- Conserve Scenic
- Conserve Historic
- Env Quality
- Recreational Resources

Chapter 3

Chapter 4

Chapter 5

Env Resources

- Conserve Scenic
- Conserve Historic
- Env Quality
- Recreational Resources

Chapter 6  
Transportation

- Choices
- Bikes & Ped
- Buses
- Freight

Chapter 7  
Community Facilities

- Compliance with Master Plans
- Title 11 plan

Chapter 8  
Urban Growth Boundary Additions

- No Leap Frog
- Access
- Facilities
- Encourage inside
- Soils
- Natural & Hist.
- Transition

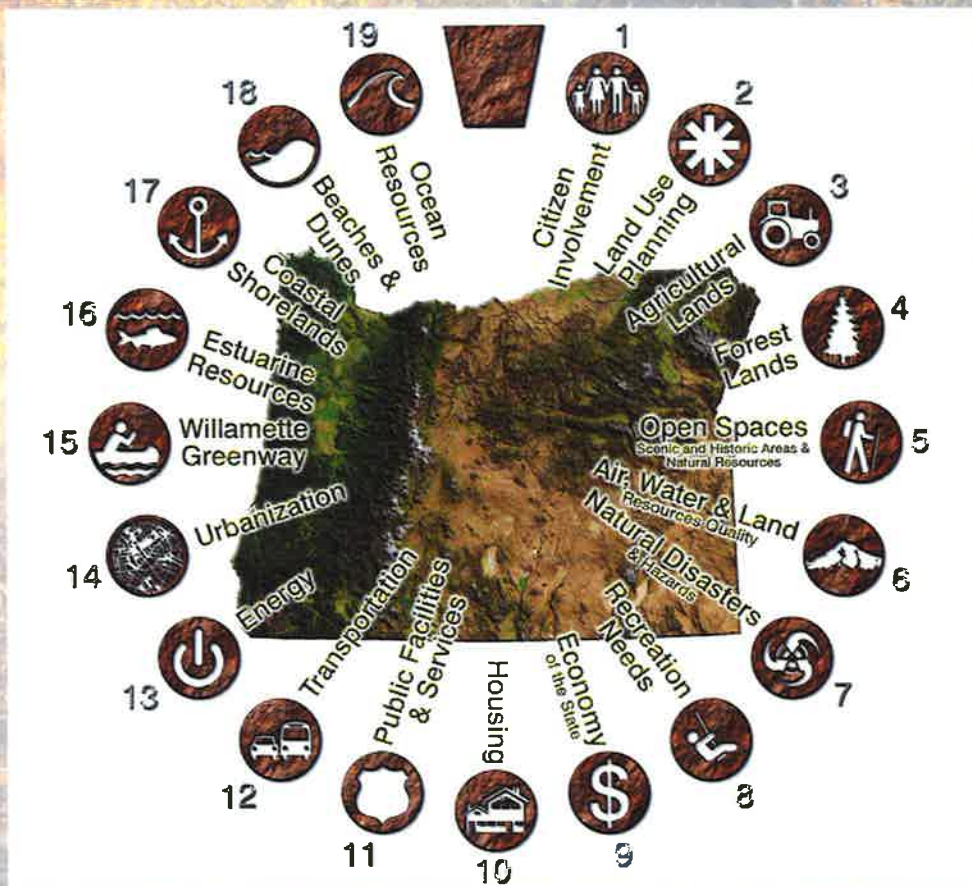
Metro  
Title 11



# City of Sherwood

Oregon

- Many addressed through City processes (Ord, Comp Plan)
- Many are requirements *on* Sherwood (Econ Dev, Housing)
- Many addressed by Metro UGB processes
- Many do not apply to Sherwood
- Project meets all State Goals and does not impede any



## Findings- State Planning Goals

Based on the above findings of fact, and the conditions of approval, to the satisfaction of the applicable criteria, staff recommends Planning Commission forward a recommendation to the City Council of approval of PA 17-02; more specifically, that the City Council 1) amend the Comprehensive Plan text in Chapter 8 and Amend all maps to include the 82.3 Acre property (76.2 private land & 6.1 acres for public road right-of-way); 2) amend the Comprehensive Plan and Zoning Map to designate the property “Institutional and Public (IP)” which would be applied to the property upon annexation; 3) approve a Metro Title 11 Concept Plan for the area added to the UGB by Metro; and 4) Acknowledge refinements to the Sherwood West Preliminary Concept Plan to accommodate the proposed school site.



# City of Sherwood Oregon



# City of Sherwood

Oregon

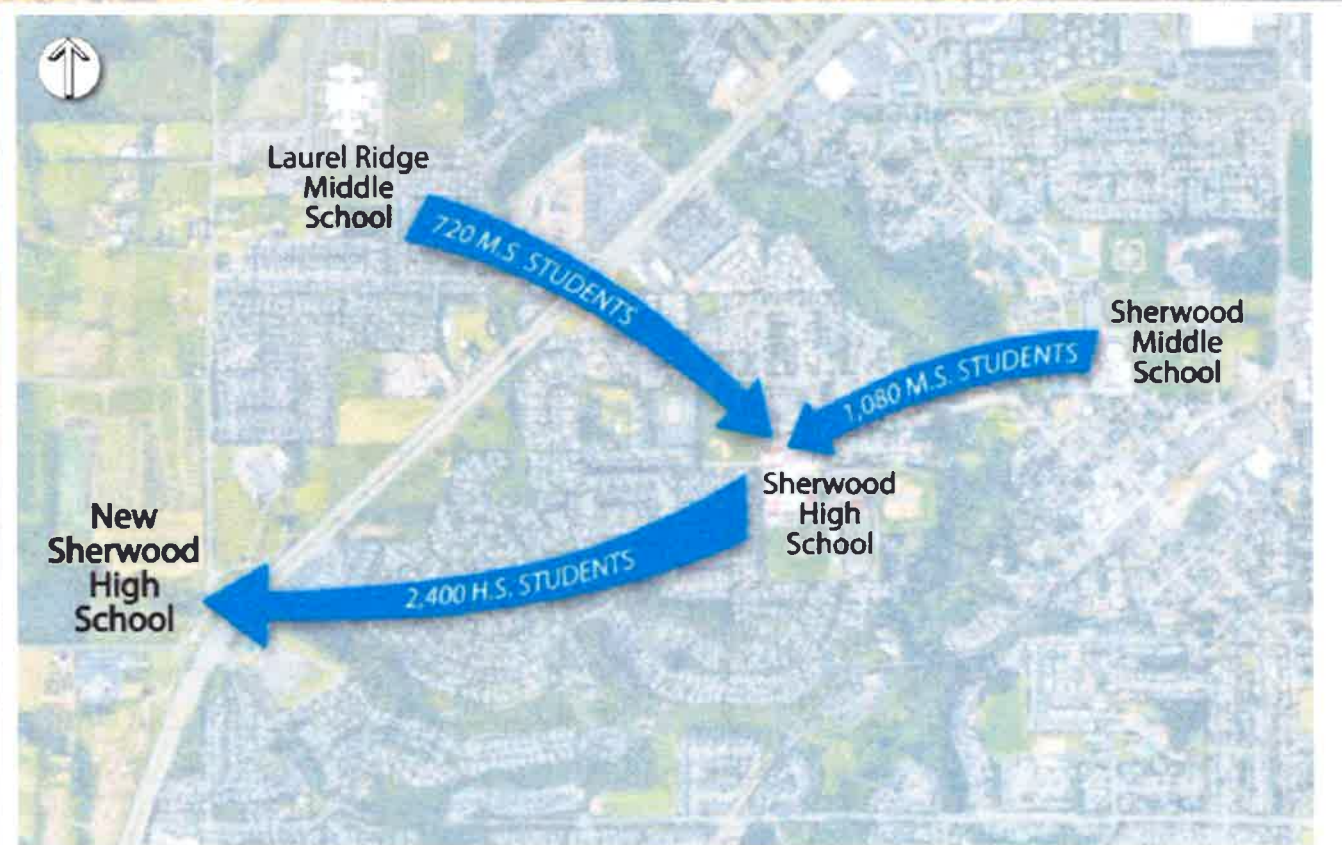
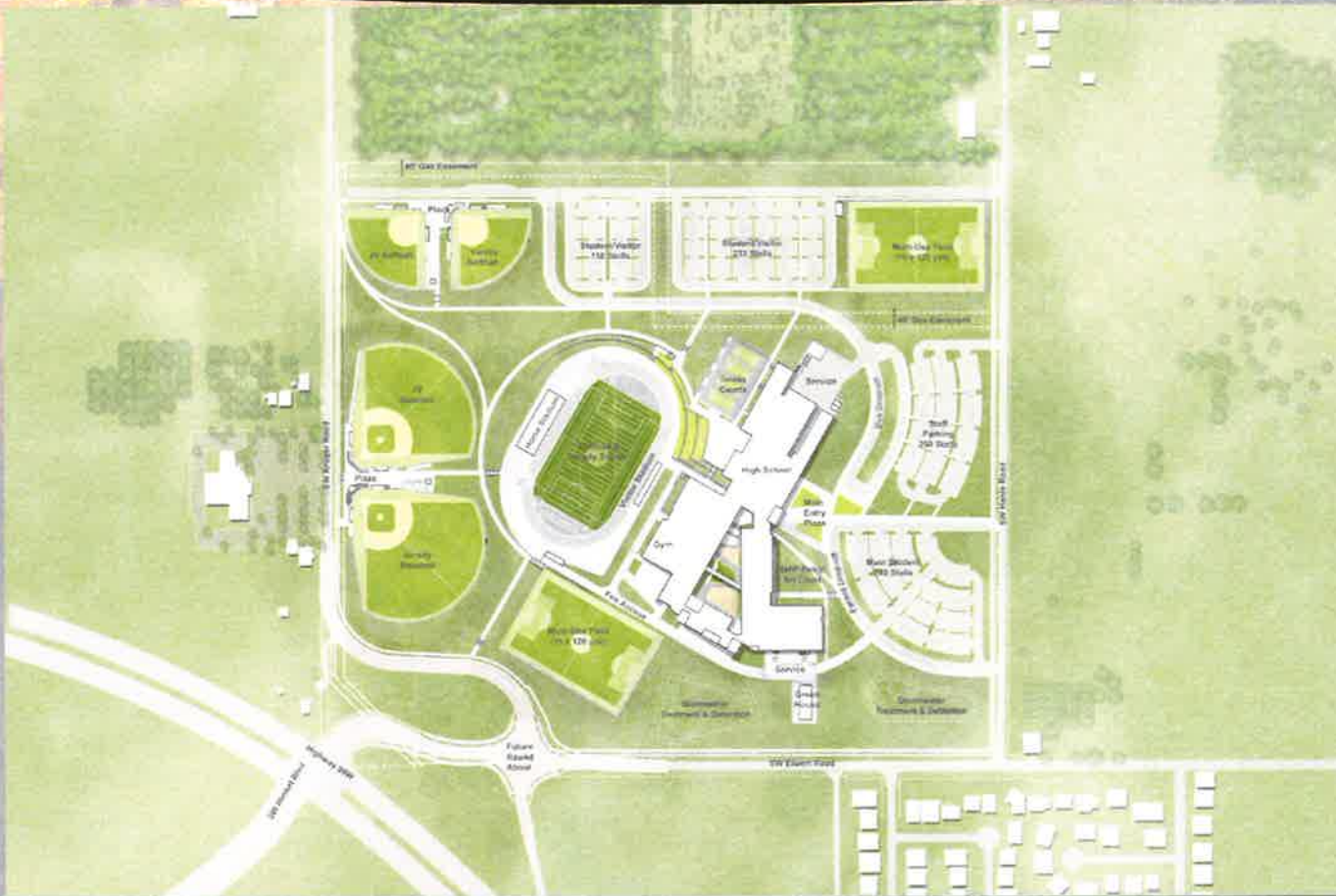


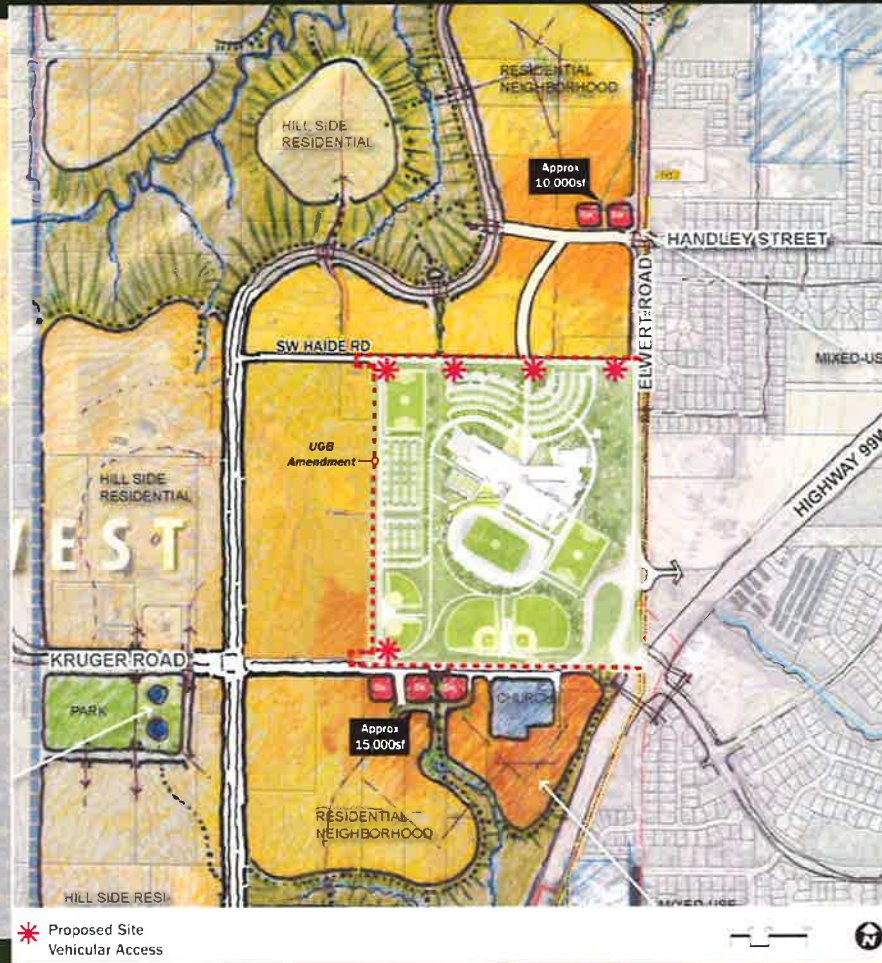
Figure 2: Middle School and High School Relocations

# City of Sherwood

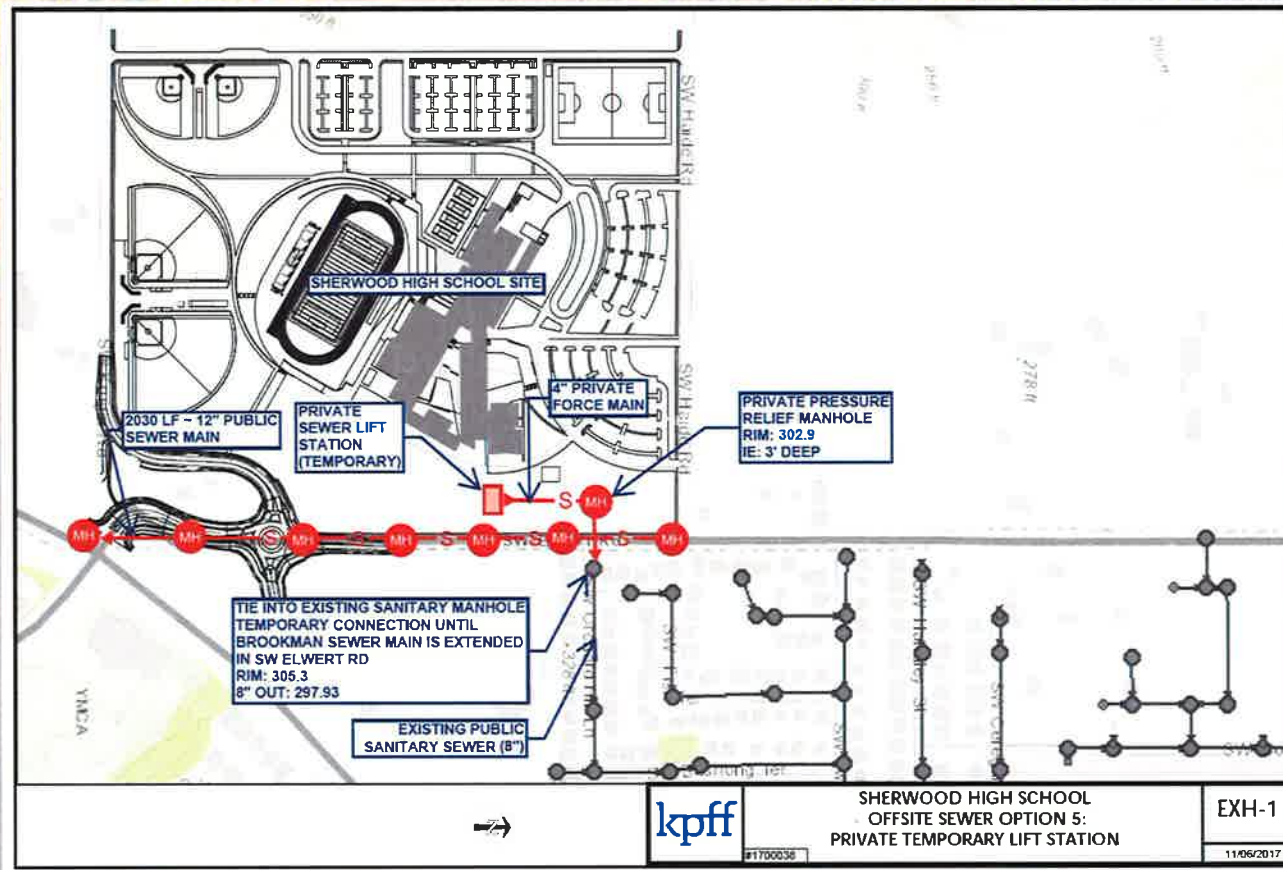
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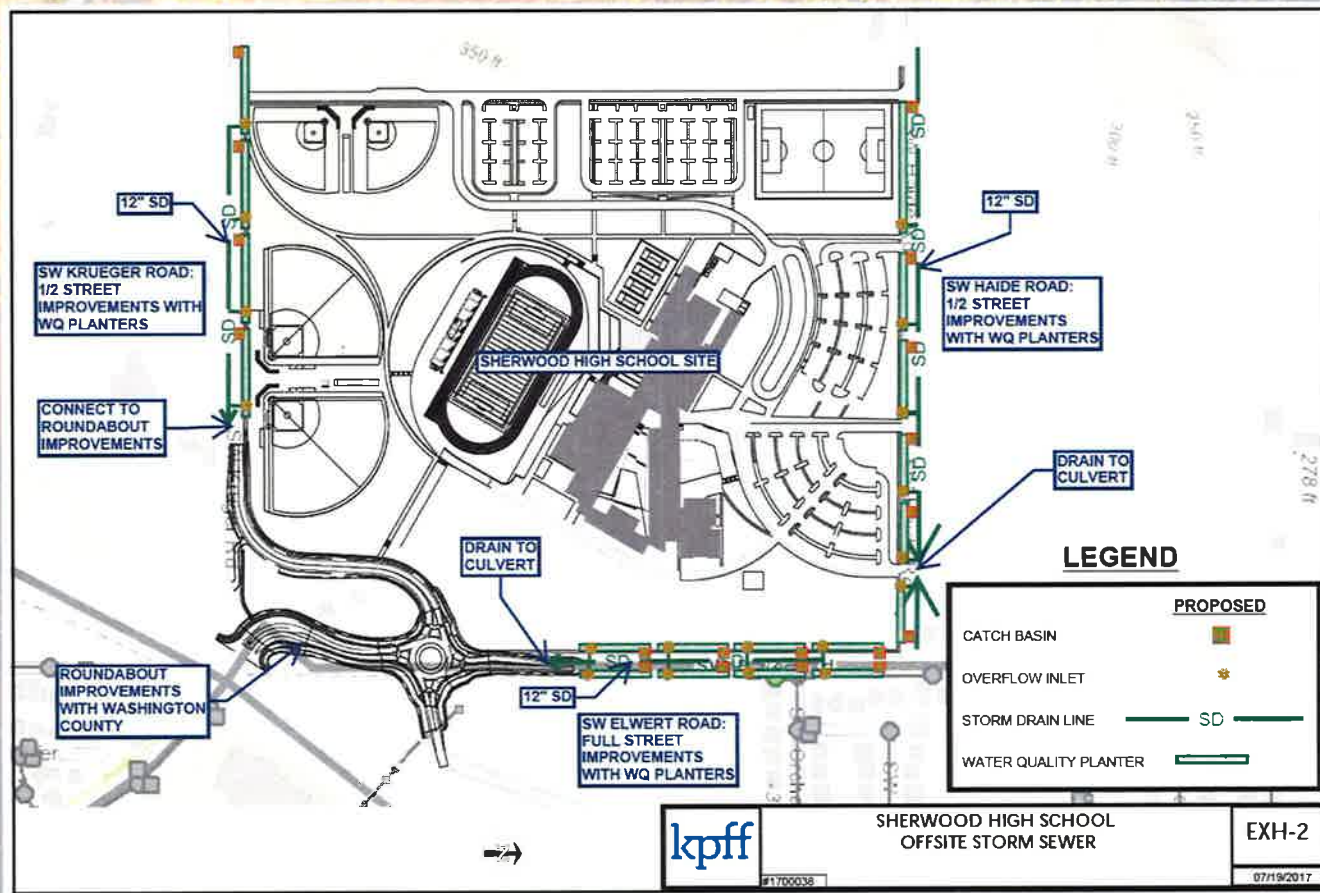
# City of Sherwood Oregon



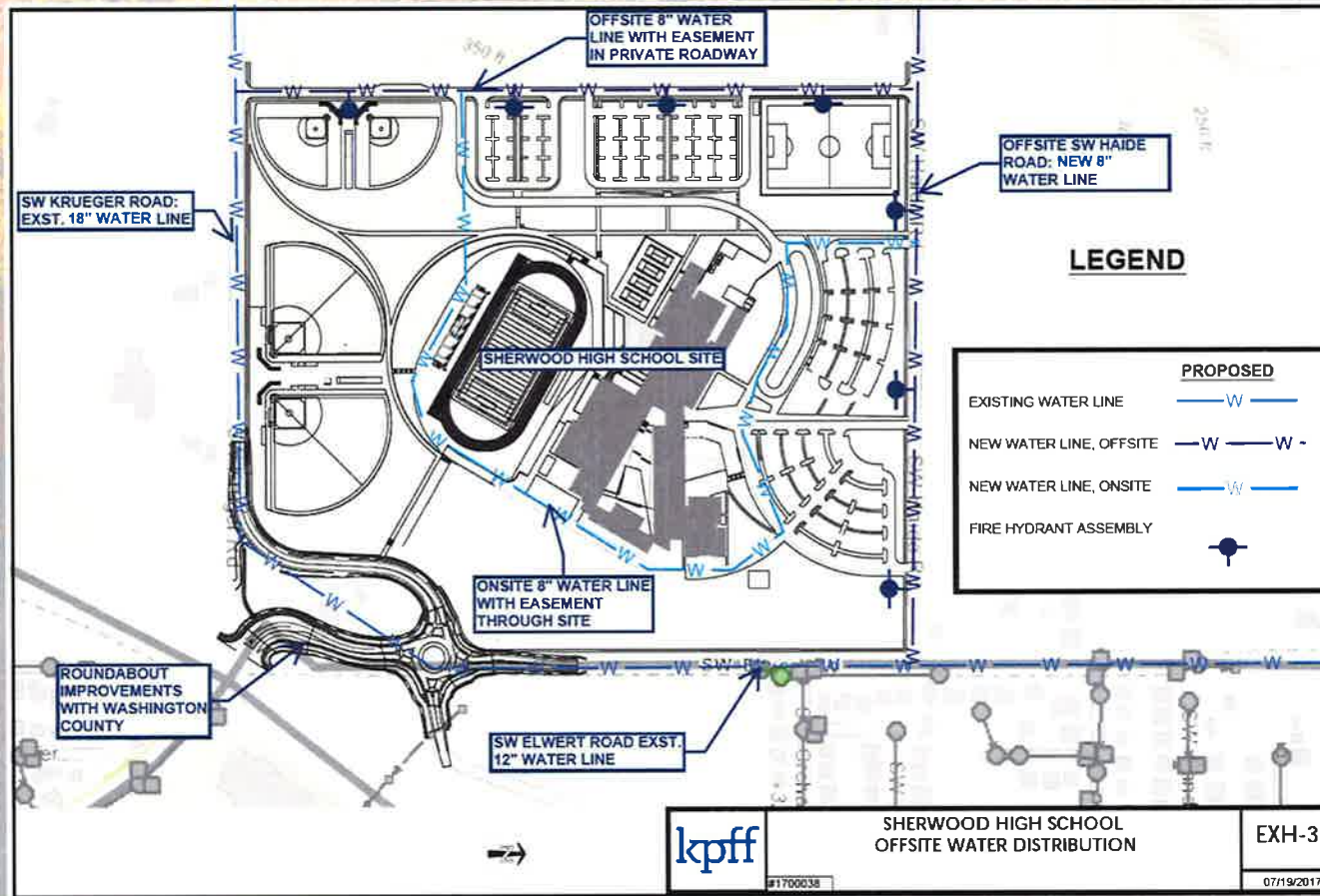
# City of Sherwood Oregon



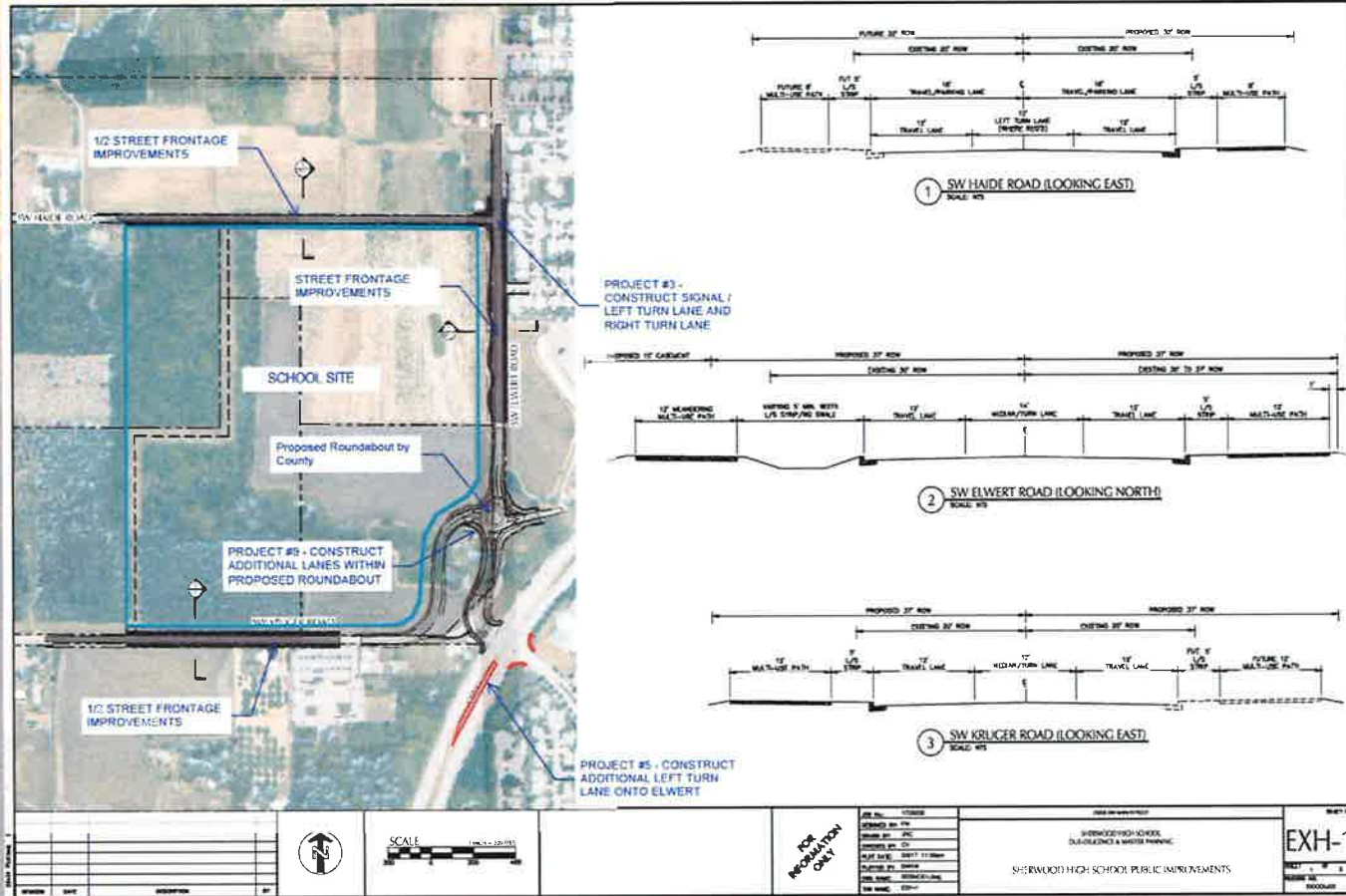
# City of Sherwood Oregon



# City of Sherwood Oregon



# City of Sherwood Oregon







# City of Sherwood

Oregon

## Required Mitigations

The transportation impact analysis documented in this report indicates that two of the following study intersections will be significantly impacted by the proposed development as defined by the TPR Guidelines. The improvements identified to address significant impacts to the local transportation system are described below, based on the findings from the previous Project Mitigation Section. The funding and implementation of these improvements will need to be coordinated with the City of Sherwood, Washington County, and ODOT.

- **Pacific Highway West (99W)/Sunset Boulevard-Elwert Road:** Add a second northbound left turn lane and widen Elwert Road to have two receiving lanes. Include safety improvements as part of the traffic signal to reduce rear end and turning collisions as well as pedestrian safety enhancements for the long pedestrian crossings.
- **Elwert Road/Kruger Road:** Construct a dual lane roundabout and widen Elwert Road to four lanes from Pacific Highway West (OR 99W) to 500 feet north of Kruger Road where it will transition to two travel lanes.

Table 11: Horizon Year Study Intersection Operations with Mitigations (2035)

Intersection	Mitigation	Mitigation Standard	AM Peak	Mitigation Standard	PM Peak
Pacific Highway West (99W)/ Sunset Blvd/ Elwert Rd	Dual NBL	-	-	w/c ≤ 1.03	0.97
Elwert Road/ Kruger Rd	Dual lane roundabout	w/c ≤ 0.99	0.92	-	-

# **APPROVED MINUTES**

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**City of Sherwood, Oregon**  
**Planning Commission**  
**November 14, 2017**

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**Planning Commissioners Present:**

Chair Jean Simson  
Vice Chair Christopher Flores  
Commissioner Justin Kai  
Commissioner Kara Repp  
Commissioner Rob Rettig

**Staff Present:**

Joe Gall, City Manager  
Julia Hajduk, Community Development Director  
Erika Palmer, Planning Manager  
Bob Galati, City Engineer  
Matt Straite, Contract Planner  
Kirsten Allen, Department Program Coordinator

**Planning Commission Members Absent:**

Commissioner Daniel Matzinger

**Council Members Present:**

Council President Sean Garland

**1. Call to Order/Roll Call**

Chair Jean Simson convened the meeting at 7:02 pm.

Chair Simson added an item under new business to elect a new Vice Chair.

**2. Consent Agenda**

- a. June 13, 2017, 2017 Planning Commission Meeting Minutes approval
- b. August 8, 2017 Planning Commission Meeting Minutes approval
- c. August 22, 2017 Planning Commission Meeting Minutes approval
- d. October 24, 2017 Planning Commission Meeting Minutes approval

**Motion: From Commissioner Christopher Flores to approve the consent agenda, seconded by Commissioner Rob Rettig. All Present Commissioners voted in favor.**

**3. Council Liaison Announcements**

Council President Sean Garland announced two City Council vacancies were declared at the City Council meeting on November 7, 2017. Interested parties can apply for temporary appointment to City Council until 5 pm on November 27, 2017. He said Lee Weislogel was appointed as the interim mayor and appointed positions will serve until after the March 2018 elections are certified.

**4. Staff Announcements**

Erika Palmer, Planning Manager said there were two tentative public hearings scheduled for November 28, 2018. Julia Hajduk, Community Development Director, reminded there was a Planning Commission vacancy with applications due November 17, 2017.

**5. Community Comments**

None were received.

**6. New Business**

**New item – Elect a new Vice Chair**

Planning Commission Meeting Minutes  
November 14, 2017  
Page 1 of 15

Nominations were accepted and Christopher Flores was elected as the new Vice Chair to the Planning Commission.

**a. Public Hearing – PA 17-02 New Sherwood High School Text Amendment**

Chair Simson read the public hearing statement and said the Planning Commission would make a recommendation to the City Council, the final hearing authority in the city.

Matt Straite, contract planner for the city gave a presentation of the staff report (see record, Exhibit 1). He said PA 17-02 was an application to help pave the way for a new Sherwood High School. The project site was located outside the city limits near Metro's Urban Reserve area and inside the newly expanded Urban Growth Boundary and bordered on the south by Kruger Road, north by Haide Road and east by Elwert Road. The site consisted of four parcels totaling 82 acres; 76.2 were private and 6.1 acres of right of way. The site was in unincorporated Washington County with a zoning designation of Agriculture and Forest with a 20 acre minimum (FD-20). Mr. Straite said the application was the second step towards building the high school; first being the UGB expansion approved by Metro in August 2017, the was third annexation and fourth, the Site Plan and Conditional Use Permit. The application before the Commission would not pertain to the construction of the school or the impacts of the school's construction.

The application proposed to amend Comprehensive Plan text and the Zoning Map, to adopt a Metro Title 11 Concept Plan, and to acknowledge refinements to the Sherwood West Preliminary Concept Plan. Mr. Straite noted Metro rules required property must be included in a city's Comprehensive Plan prior to being annexed. Every annexed area had a small description of the property in Comprehensive Plan. Larger concept planned areas like Brookman had policies, but this proposed text amendment was more concise based on the proposed designated zoning. The applicant provided proposed text language (see record, Exhibit 2)

Mr. Straite said zoning must be designated to all property before it could be annexed. The proposed zoning was Institution and Public (IP). When Metro approved the expansion of the Urban Growth Boundary for the high school they added a condition of approval that required the site could only be used for a high school even though the IP zone allowed for other uses. The Comprehensive Plan changes would take effect the moment the City Council adopted it, whereas the zoning on the site was only a pre-designation and would take effect upon annexation.

Mr. Straite explained the Title 11 Concept Plan required by Metro was different from the Sherwood West Preliminary Concept Plan as it was not an adopted plan, but more like the city vision for the area. A Title 11 concept plan would be a formal adopted plan with street plans and infrastructure plans, such as sewer and storm water plans, and inter-governmental agreements (IGA) to make it clear who provided which services. The Title 11 concept plan must be adopted prior to annexation.

Lastly, the application was proposing a revision to the Sherwood West Preliminary Concept Plan. The applicant tried to find property within the City limits, but was unable to due to the list of criteria for a high school and demand for around fifty acres of land. A detailed alternatives analysis was provided in the application packet listing other sites considered. The Sherwood West Preliminary Concept Plan showed two school sites. The southern site was chosen because it met more of the school districts requirements. As the school site became larger it did not match the plan any longer, so a revision to the Sherwood West

Preliminary Concept Plan was part of the application to make sure the intent of the Plan was preserved. An analysis resulted in some small changes such as an unnamed street to the west of the proposed school site which was shifted to make a more viable residential area. The larger school site displaced some conceptual land uses, so they were relocated elsewhere in the Plan. City departments support these proposed revisions and the applicant held a community meeting to update the public involved in creation of the Sherwood West Preliminary Concept Plan.

Approval criteria can be broken down into criteria for the zoning ordinance, comprehensive plan, Metro requirement, and state goals.

Both the Comprehensive Plan text amendment and the zone map change required the need for the change and consistency with the Comprehensive Plan. The need was outlined in great detail in the applicants' materials. They talked about why the school was needed now and where the school had to be through the alternatives analysis and the demographic study provided. Based on staff analysis both the text amendment and the zone map change would be consistent with the Comprehensive Plan upon adoption. Additional map change requirements were for consistency with the Transportation System Plan (TSP) and that the request is timely. A condition of approval has been added for the applicant to assist the city in updating our TSP in order to reflect the changes and maintain consistency. Mr. Straite indicated the timing tied to the need as covered in the materials submitted by the applicant. Staff felt the criterion was met.

The zoning map change necessitated consistency with the TPR. The applicant provided a study to analyze the Transportation Planning Rule (TPR) through the horizon year of 2035; a study of the transportation impacts up to the year 2035 the same year projected for the city's Transportation System Plan (TSP). Using models, they projected traffic in 2035, assuming all the projects in the TSP were built and then added the increased traffic attributed to the project. The applicant would be required to mitigate the difference. Mr. Straite said two mitigation projects were identified.

- 1) Pacific Highway West (99W) / Sunset Boulevard – Elwert Road: Add a second northbound left turn lane and widen Elwert Road to have two receiving lanes.
- 2) Elwert Road / Kruger Road: Construct a dual lane roundabout and widen Elwert road to four lanes from Pacific Highway West (OR 99W) to 500 feet north of Kruger Road where it will transition to two travel lanes.

Information about the required mitigation is found in the TPR in Exhibit F (Transportation Planning Rule Study Dated 11/1/2017)

The TPR study does not represent the entirety of the mitigation that a High School would have to do on the site. Once the formal application was received for the new high school a Transportation Impact Analysis (TIA) would have to be provided. The TIA would have more detail and require additional mitigation after the two mitigation projects identified in the Transportation Planning Rule study.

The Transportation Planning Rule study went through several iterations and was also reviewed by the Oregon Department of Transportation (ODOT) and Washington County. Both agencies submitted comments (see planning record, Exhibits G, H). There are a lot of different ways to do a transportation planning rule study, particularly one done for a school with no standardized process. Each party had ideas about how a TPR study should be done, so there are certain elements where the three agencies might not

be in full agreement. But in the end all parties agreed with the key points including the methodology and the two mitigation projects identified. After the publication of the staff report staff continued to work with those agencies to further refine the conditions of approval to accommodate what was wanted. The study identified reasonably likely funding and the applicants will be paying for that.

Requirement for amending the Comprehensive Plan amendment are contained in several chapters of the plan.

- Chapter 3: Growth Management
  - No leap frog growth; the area must be contiguous to the city.
  - The applicant was required to try to find property within the city first, before going outside the city, which the applicant documented in detail.
  - The better soils for farming were to be preserved. This was part of the Metro UGB process.
  - Site access and intergovernmental agreement would be addressed in the Title 11 plan.
- Chapter 4: Land Use
  - Minimize effects of the project dealt with the construction and use permit aspect of the case and would be applicable to the Conditional Use Permit (CUP)
  - Preservation of the natural beauty of the area and an innovative site design both related more to the use permit and would be addressed later.
  - Enhance the community identity may be accomplished through the new high school project.
- Chapter 5: Environmental Resources
  - Conserve scenic and historic aspects of the site. Staff was not aware of any historic or cultural resources on the site.
  - Environmental quality and recreational resources would be addressed with the CUP. Note: the applicants said they would enter agreements with the city to allow joint use of their fields as recreational areas.
- Chapter 6: Transportation
  - Bike, pedestrian, and transit choices. Covered with CUP.
  - Preserve the freight corridors in the city; there are two freight corridors in the city. One of which was 99W. With the mitigation identified in the TPR study staff was satisfied how they have met the requirement
- Chapter 7: Community Facilities
  - Compliance with the City's adopted master plans.
  - Title 11 plan provided those details for community facilities
- Chapter 8: Urban Growth Boundary Additions
  - A number of the requirements are repeats from previous chapters; no leap frogging, access and facilities provided, development encouraged inside the city, soils, natural and historic areas
  - Project be designed to transition between the different kinds of uses. This would also be addressed with the land use application.

Mr. Straite explained the Metro Title 11 code outlined several different requirements for the Comprehensive Plan update. A zoning designation must be applied; the Institutional and Public zoning would be reflected on the zoning map change. The change must provide for a school (in the case it is a

high school) and for parks, generally IP uses do not require parks. The Sherwood School District indicated that joint use agreements would allow access to fields. A street plan was provided and a condition added for the applicant to assist with a TSP update. Last the school district will provide all funds required for infrastructure.

The state has 19 planning goals. Many of these state goals are addressed by the City through ordinances and the Comprehensive Plan. Many are requirements like economic development and housing. Others are addressed by Metro in the UGB process. Other still do not apply to Sherwood like coastal and sand dune requirements. Based on staff review, and the entirety of the record, the project complied with and did not impede the state goals.

Mr. Straite directed the Planning Commission to a memo dated November 14, 2017, which was a memo from the City's transportation team which outlined in more detail the methodology for the Transportation Planning Rule study. This was something the other agencies wanted and did not introduce anything new. The second item was a letter from Jennifer Bragger representing the Buyer's properties. She outlined a number of reasons that may be grounds for a denial of the application. Staff addressed her concerns in the memo and felt no new information or concerns were initiated as the staff report and applicants' materials addressed the concerns already.

Staff proposed revisions to add more details to the second condition at ODOT and Washington County's request. This condition related to funding and basically that an IGA be part of the approval, the two mitigation projects be identified in the condition, and to clarify the funding responsibility was on the applicant.

Staff recommend that the Planning Commission recommend approval of the application to the City Council.

Chair Simson asked for applicant testimony.

**Jim Rose**, Sherwood School District Chief Operations Officer and 15-year resident to Sherwood said he worked on the 2016 Capital Improvement Bond and said the construction of the new high school was critical to delivering the capacity Sherwood needed for its school. The Sherwood School District was fully vested in ensuring the community needs were addressed including public access, infrastructure, and transportation. He began a presentation (See record, Exhibit 3) and said the proposed work aligned with the Sherwood West Preliminary Concept Plan and provided a key piece of infrastructure for the community. He said he had many conversations over the past months with a dedicated group from the City, Washington County, and the state (ODOT) to get the best possible outcome for the community.

Karina Ruiz from Brick Architecture introduced Keith Jones, Harper Hough Peterson Reghellis, and Scott Mansur, DKS Associates. Mr. Jones reminded the Commission of the steps for the process; Sherwood West Preliminary Concept Plan, Metro UGB expansion and now the post UGB Concept Plan. Following this step was annexation and then to Land Use approvals for the project.

Mr. Jones said over the last few months the school district hosted several public involvement opportunities starting with a community input session in March 2017, work sessions with the Planning Commission and the City Council in April, a public work session with the Planning Commission and a community bond



forum in May, PC work session in August, a community forum for Sherwood West interested parties in September and a neighborhood meeting in October. Only the neighborhood meeting was a required

The School District was asking for IP zoning as noted in the Metro’s UGB expansion decision. The applicant was in agreement with the two conditions of approval, however the way the first condition was worded it sounds as though the school district would do a TSP amendment prior to getting the conditional use approval. The applicant would support with technical information, but city staff would amend the TSP.

Ms. Ruiz reintroduced the Sherwood West Preliminary Concept Plan which was accepted by the City Council as a vision for how Sherwood would develop when the land was brought into the UGB. Metro’s first action in the Sherwood West Preliminary Concept Plan was to grant an expansion of the UGB in its Urban Reserves for the proposed high school site. She said there was consistency in the plan in terms of its location, some changes were made to the plan that addressed the north/ south arterial to the west of the site to allow for more usable land directly adjacent to the west. The other adjustment was the quantity and location of the proposed mixed use commercially zoned property. Ms. Ruiz indicated it was still provided as nodes that encompassed approximately the same square footage to the south and to north of the school site along Handley. A preliminary road network was formed that would be refined when development occurred. The site was analyzed from a pedestrian and bike, roadway network, utility infrastructure and land use that was providing a plan consistent with what was originally intended as the vision for the city.

Scott Mansur, DKS associates noted the TPR study done for the 2035 scenario assumed 2400 students. The purpose if the TPR study was to answer how the proposal was consistent with assumptions in the TSP and the significant effects created by the additional traffic caused by the new high school. It also evaluated a reasonable worst case scenario under the TSP horizon year of 2035. Because there were significant impacts mitigation would be needed to ensure all roadways met agency standards.

Coordination meetings with the city, county and state resulted in changes for the modeling and methodology. The baseline of the study was for new counts and to evaluate peak traffic conditions based on 2017 counts. He showed a summary of the studied intersections and explained the target volume over capacity was .99 v/c. The best way to explain v/c was if you had a cup of water, if the water was all the way to the top, it would be a capacity of 1.0. Many of the studied intersections were near the mobility standard. When looking to the future growth in year 2035 those were the mitigations and impacts they were looking for.

<u>Intersections</u>	<u>AM v/c ratio</u>	<u>PM v/c ratio</u>
Edy Rd/Elwert Rd	0.95	0.99
99W/ Brookman Rd	0.68	0.07
99W/ Sunset Blvd/ Elwert Rd	0.90	0.90
99W/ Meinecke Pkwy	0.89	0.71
99W/ Edy Rd	0.78	0.88
99W/ Tualatin-Sherwood Rd-Roy Rogers Rd	0.86	1.01

Mr. Mansur said the TPR assumed the same student assumptions as the City’s TSP model for the current high school site, except the high school location was being relocated. Without additional information the

national trip rate standards would be used, but local rates were collected from Sherwood High school and it was found they were 37% higher than the standard rate and 23% higher than the local rates from area schools such as Beaverton and Wilsonville high schools. The more conservative Sherwood High School rate was used then forecasted up to 2400 students. The applicant worked with the Sherwood School District Transportation Supervisor for walking boundaries and areas where bus trips would be and used a transportation model to evaluate trips based on the new high school site. Planned improvements from other agencies were communicated and assumed to be reasonably funded; the list received was from the City, Washington County and ODOT for 2035 transportation improvements likely to be constructed. There were six intersections along Hwy 99W. The land use assumed in the model had a household growth of 4.5% per year. From the current volumes to the horizon year of 2035 the analysis showed about a 70% increase in student trip growth. Using the 2035 TSP analysis with the high school in the current location as a baseline, each intersection was evaluated to determine how the existing intersections projected to operate in the future. All of the intersections on Hwy 99W were over capacity and would not meet the current ODOT mobility target. The Edy Road /Elwert Road intersection was also over capacity without the new high school site. Mr. Mansur said the applicant would be required to mitigate the net impact, not to bring each of those intersections back to the desired standard, but to mitigate the proportional share or additional impact from the relocation of students to the new high school site.

Mr. Mansur stated the evaluation assumed 2400 students in the current Sherwood high school location and relocated those trips to the new Sherwood High School location. It took the trips from Laurel Ridge Middle School and Sherwood Middle School and relocated them to the high school location on Meinecke in 2020 per the Sherwood bond. The trip distribution assumptions showed that 40% of the trips were distributed northwest of Hwy 99W and 60% were southeast of Hwy 99W in 2035.

He showed a figure showing how relocating the high school to the proposed site would impact Hwy 99W. With the additional households on the west side there would be more traffic traveling across the highway. Moving the high school location resulted in a much higher concentration of traffic at the Hwy 99W/Sunset Blvd/Elwert Road intersection. Relocating the high school and the changes in the middle schools had some net decrease in overall project trips at the other intersections along Hwy 99W.

The applicant recommended the district to fund the improvements at the Hwy 99W/Sunset Blvd/Elwert Road intersection with an estimated cost of about \$2.2m with dual northbound left turn lanes from the highway onto Elwert Road and to widen Elwert Road to have two receiving lanes. At the Elwert/ Kruger Road intersection Washington County was already planning a single lane roundabout. The applicant recommended making it a dual lane roundabout and to extend the four lane cross section of Elwert from Hwy 99W, through the roundabout and about 500 feet north of the Elwert/ Kruger roundabout.

Mr. Mansur said the land use application would include a safe routes to school evaluation, travel demand management program, such as what can be done to reduce trips to the site, and neighborhood traffic impacts for new trips through neighborhoods as well as site access and circulation evaluation.

Ms. Ruiz offered to answer questions from the Commission. None were received.

Chair Simson called for public testimony.

**Sue Hekker**, Sherwood resident of 21 years, parent from Sherwood High School and a member of the board of directors said Sherwood had grown over the past 22 years and so had the district as young families moved to Sherwood and enrolled their children in school. Throughout this time the community supported education, passing much needed bonds for new schools. The Sherwood community supports education in an unprecedented manner, leading the state in bond indebtedness. Recently growth has slowed, however the student population has climbed to the point of overcrowding again. There has been a lot public outreach which discovered the need of Sherwood was different than in the past; adding a new elementary or remodeling the high school was not going to meet student needs. The message from the community was to craft a bond that met the needs of current students and to plan for the future; do it right, on time and on budget.

Ms. Hekker said overcrowding was more than a number, but about human beings. Moments happen in the lives of human beings that cannot be repeated. If there was no room for parents to watch their child perform or receive an award the moment was gone and the opportunity lost. Every year that the students sit on the floor to eat lunch or have small group time in a storage closet, the opportunity to learn without distraction is lost. She pointed out the district was not a developer, but in the business of educating children, and did not have the ability to raise revenue outside of taxes and had a responsibility to use the tax payer dollars to benefit all the students.

**Liz Barrett**, Sherwood High School Computer Science Teacher said the school's current situation was a lot of kids. Her classroom was created for 25 students and she has 35 students. There was little more floor space than their keyboards and there were teachers and students in six portable classrooms. Close in spaces made it hard to move around. Most of the extra space available had been utilized to create additional classrooms, during assemblies the gym is so full, but the biggest dilemma was lunch time. The commons is not large enough for the students; the lunches were split and this creates an issue because the students have nowhere to sit; they are on stairs, in the hallway, creating disruptions for other students. Ms. Barrett was on the new high school committee and was excited for what was to come.

**Nichole Brutosky**, residents of Sherwood for eight years and Sherwood High School PAC president said her family loved Sherwood School District and in the time living in Sherwood has witnessed a staggering amount of growth which directly impacted students. Her oldest son started at the high school in 2015 when enrollment was 150 students over capacity; now it was closer to 250. She stated overcrowding effected students in many ways; classrooms were packed with more students than designed for, textbook depositories and storage rooms were used for classes, portable classrooms were added for core classes. Her son told her he had to go to the end of the hall to turn around for a classroom across the hall, because the hallways were too crowded. The commons was overflowing so students ate in the hallways, on the stairs or even in the greenhouse. Some teachers opened their classrooms to students, while this shows how much staff cared about the students it also took away valuable collaboration and down time for the teachers. Ms. Brutosky attended a number of public outreach opportunities and was vice chair for the bond campaign committee where she talked to people all over the community and the overwhelming

sentiment was that parents were relieved the district was taking a pro-active approach and trying to get ahead of the growth with the new high school. If everything stayed on track her younger son would enter the new high school building his sophomore year. To delay the process meant the students would face more crowding in the hallways and the classrooms than today. The Sherwood community was overwhelmingly supportive of the long term solution which would benefit the students and the community.

**Ken Bell**, Sherwood High School Principal, parent and neighbor to the new site reported that from an administrative perspective there are 1730 students at the high school which is 250 students overcapacity. The school was forced to convert every available space to classroom space and add six portable classrooms. The school has grown by 50-70 students per year and projected growth was to continue at that rate. The current high school site was 45 acres and had been maximized in terms of expansion with five remodels. The gym held 1400 people which was under enrollment and did not include staff. Cafeteria held about 500 which is 1/3 of student body so lunchtime was split into two lunches and spread out across the building. The auditorium held 260 people which did not allow for holding class meetings and also meant when the band performs both parents cannot come to watch. The are issues of students eating around school and classrooms designed for 30 students when class size was at about 38, so students sit on folding chairs. Mr. Bell thought the new high school project would allow the kids to pursue the opportunities in education that they deserved and he believed it was a good thing for the community.

Chair Simson commented one of her concerns was the student capacity at the middle schools was projected at 1800 students. She asked if the high school was at capacity at 1730, how did moving the middle schools into the high school help. Mr. Bell said he believed the enrollment at both of the middle school was around 1300 with was three grades instead of the four at the high school. The applicant would be asked to clarify.

**Shaurya Gaur**, Junior at Sherwood High School and member of the school's robotics club said the club met in the Engineering room and one of the projects they worked on was a t-shirt cannon which was awkward to get out the door due to the size of the equipment. Demonstrations in the Engineering room were crowded because the room is not large enough; a larger room designed for the purpose would be beneficial. For the past year he had not eaten in the cafeteria, but in the hallways, in teachers' classrooms. He said that could not be sustained because it created a big distraction for the classes in session during lunch. The portables were taking space in a small parking lot that blocked an entrance to take equipment outside and also take up space to congregate with friends while waiting for the bus. The auditorium was too small and the school play had to have extra shows, maybe even for free, because tickets sold out too fast. Mr. Gaur said he had a niece that would be attending the new high school and he wanted her to have the opportunities to freely explore what she wanted to do and not be constrained by the overcrowding.

**Patrick Allen**, member of the School Board and former member of the Planning Commission wanted the Planning Commission to take to heart that the school board members were not developers or speculators who wanted to make a profit on a deal, but friends and neighbors who volunteered to find out how to make the community a better place and to bring the Planning Commission a project and set of decisions it would agree with. The people of this community entrusted the board with a lot of money to be able to address the crowding issues the Commission had heard about and the board believed dealing with the

transportation impacts of the project were part of what was expected. The people expected a lot of bang for the buck in terms of educational opportunity for all of our kids and he hoped at this stage and later stages the Planning Commission would resist any temptation to have the money be an opportunity for the state, county or others to access the money to catch up with past investments that haven't been made in transportation problems. The school had an obligation to fund its share of the issues caused by the development, but not to address problems that existed before the project was conceived of. Mr. Allen commented that schools open in September and opening a school was months' long process that took a huge amount of work and preparation, especially in the summer months before the school opened. What that meant was that within some narrow tolerances there were one year windows. Not making a windows meant a delay of another school year. Time was of the essence while moving through each stage of the process.

**Eugene Stewart**, property owner within the city and resident in the school district boundaries said he understood the problems of overcrowding, but as a citizen there was also crowding on the roadways. He did not know if the project would abate the problems on Hwy 99W, but in fifty plus years of driving Hwy 99W it was not getting any better, but worse. He said state engineers tell us that the Portland metropolitan area was at capacity and the options were to take mass transit or to ride a bike and as Sherwood grew it was going to get worse. One of the things he had not seen was the future north/south road for the County not far from the new high school location. He said Washington County had requested a portion of Hwy 99W be reserved for this road on their TSP somewhere between Sunset Blvd and Brookman Road. The road would be for trucks and to tie into 124<sup>th</sup> Avenue. Mr. Stewart commented he heard when the bypass around Newberg and Dundee was completed our area could expect more traffic, because it would be easier to get around and the trucks would no longer use I-5. He said it took about an hour to get from Sherwood to Barbur Blvd during morning rush hour traffic and he used a different, longer route coming home because it was faster. This was without considering the people moving in south of Sherwood coming through. He said the City should think about a bypass around Sherwood due to the traffic being added and needed to look at the total traffic being added and figure out what was to be done. With the relocated high school there may be more kids crossing Hwy 99W and the walk time would have to be extended which would mean sitting at the light longer and back the traffic up.

**Erin Wardell**, Washington County's Principle Transportation Planner, said she worked closely with staff from the City of Sherwood as well as ODOT and the Sherwood School District to get where we are at now and she looked forward to further collaboration as the project moved forward. Ms. Wardell stated building a new high school in a primarily rural was complicated and her role, at the County, was managing the County's transportation system and the impacts the high school had were primarily to county and state facilities. She reiterated the conditions the County would like placed on the approvals and the school district should fully fund the two mitigations projects identified through the TPR analysis. The County did not have additional funding to pay for the mitigations because they were not planned for and would not be necessary if a high school were not being built in that site. The high school should fund them because they are creating the problems. The second condition was that the school district enter, as soon as possible, an IGA with Washington County to fund the additional capacity to the roundabout that the County was planning on constructing to realign the intersection of Elwert and Kruger Roads. Washington

County has committed \$6m from our Major Streets [Transportation] Improvement Program (MSTIP) funded by county taxpayer dollars and used for transportation projects all around Washington County. The high school's development showed there was a need for the roundabout to go up to two lanes and it was the most efficient and best use of the taxpayers' money to design and build the roundabout to the ultimate size needed. It was in the School District's best interest for the roundabout to be completed as close as possible to the opening date of the school.

Commissioner Kai asked Ms. Wardell the cost of the second lane to the roundabout. She responded the school district estimated the cost to be \$2.1m. The County was unsure that was the correct amount, but it was about in line with what was expected.

Chair Simson said there were concerns about the methodology of the Transportation Planning Rule analysis and asked Ms. Wardell if the County had changed position with the additional information provided in the memo provided by staff. Ms. Wardell said it did not, while the County believed it was a solid technical effort by the district's consultants, it did support the two mitigation projects identified. There were concerns with the methodology used, because it was not the way that County staff would have done it. Ms. Wardell was not sure a different methodology would have identified additional mitigation projects and did not want that methodology to set precedent. The districts consultants worked closely to try to manage the County's concerns and their primary purpose was to ensure the School District fully funded the mitigation.

Commissioner Kai asked if the County was concerned about the amount of traffic that would be turning left from Handley Street onto Elwert Road. Ms. Wardell thought it would be discussed more in the next phases of the development review. Improvements of that intersection did not show up through the year 2035 analysis, but she thought they might show up through the development review analysis because the methodology was a bit different. There were concerns with the area, all of the intersections along Elwert and the impacts caused by the school. What is complicated about Handley Street was its proximity to Haide Road which was most likely going to have to be signalized as a part of the application. There cannot be a signal at both of those intersections. Ultimately what the County would like to see as Sherwood West developed was that Handley Street was actually the location of the signal as the east west connector through that part of Sherwood West. At that time a signal at Haide Road would need to go away and have a right in/right out only intersection. In the interim the County would be talking about safe routes to school, because there were a lot of student safety concerns with students needing to get to the school site.

Chair Simson commented this process provided a bigger picture of the transportation plan, but did not go to the site level detail that would be addressed in the future. In this process required mitigation was being identified with potentially more mitigation at the next level. Ms. Wardell commented that jurisdictions in Oregon were required to have Comprehensive Plans and Transportations System Plans and the Transportations System Plan served the land uses in those Comprehensive Plans. That was why when a plan amendment was made the TSP was evaluated to ensure it could still serve the land use. Ms. Wardell managed the County's TSP and a change in Sherwood's land use had an impact on the TSP she managed. What was wanted was to identify mitigations that were not assumed in the twenty year Transportations

System Plan that would be needed, because a change in land use was made. What this analysis showed was two items, not in the TSP, because of the 2500 student high school; a dual lane roundabout and additional capacity added to Hwy 99W. Ms. Wardell said the County wanted to make sure the lines drawn on their TSP show what is needed to serve the land uses and the Comprehensive Plan in 20 years. Ms. Wardell said Washington County viewed Elwert road as a very important north south arterial. There was not an adopted north south arterial that would serve the same mobility need as Elwert Road.

**Jon Makler**, Oregon Department of Transportation's Region 1 Planning Manager which covered Washington, Clackamas, Multnomah and Hood River Counties said he was empathetic to the needs for a new high school and it was the intent of the staff report to hold all of the statewide goals in balance. He noted it was about tradeoffs and how to handle risks. He was neither for nor against the proposal, but wanted to ensure that Sherwood had adequate school roadways by considering all of the tradeoffs and making the appropriate mitigations. A set of mitigation projects that the City, State, and County were comfortable with had been reached and ODOT felt the projects would adequately mitigate the effect of relocating the high school and the conditions met ODOT's needs. He said the city could make a Goal 12 finding as long as the conditions of approval were included; particularly that the School District had agreed to fully fund the two projects at the roundabout and at the intersection. The applicant provided cost estimates, which he was not sure were the right costs, but the district had made clear it was responsible for making sure those projects get delivered. Mr. Makler affirmed the mitigation projects and that the finding was valid. He expressed concern about the urgency of the timeline and said there would be very hard questions to ask during proceedings with respect to annexation and the Conditional Use Permit. He appreciated the urgency of providing the school capacity, the consequences of not having adequate capacity for schools, but questioned the policy about timely adoption. Though it was clearly timely for the school District to have a new high school, it would also be considered from the prospective of if it was timely from the planning process and how to make sure that the preliminary concept plan for Sherwood West was followed through on and that everything else developed suitably. He said there were a lot of comments about congestion, but we have to keep our eyes on safety for the students and to make sure the roadways provide adequate efficiency of operations as well as adequate safety of operations.

Chair Simson said ODOT had concerns about the appearance for a conflict of interest and asked if the applicants memorandum had helped alleviate concerns from Exhibit H. Mr. Makler said it was prudent to have the memo, because it documented things that have been said and he had suggested to city staff that the applicant and reviewer not have same traffic consultant. He did not think it was advisable.

Commission Kai asked if ODOT had a prospective on the amount of students that would be crossing Hwy 99W, if there was the potential for an overpass or underpass. Mr. Makler responded that there were many cities in Oregon that were bisected by a state highway, who dealt with this issue all the time for schools, businesses, churches, etc. As Sherwood grows to the west this would be something ODOT staff would be involved in due to the kind of impacts that would happen. ODOT was concerned, because Hwy 99W had a designation of statewide highway, so the purpose, function, and performance expected from the legislature and the Oregon Transportation Commission was at the level of statewide significance. ODOT would be under tremendous pressure to maintain the productivity of Hwy 99W for through traffic

and already received complaints about how long people have to wait to cross the highway. Those calls would continue to come and there will be tension between those that want to cross the highway and the traffic that wants to move along it. Our obligation for a statewide highway will be for ODOT to serve the traffic along the highway. Sherwood residents will be frustrated by the level of service they experience. Mr. Makler said this was no longer about the school, but ODOT would ensure traffic interacts in the safest way possible. He thought the improvements on Elwert Road (the roundabout) and its connection to the highway would address an identified safety risk and this was a good opportunity to make an improvement. The idea of creating separated crossings? ODOT would have to keep working on that in plans.

Chair Simson noted Mr. Makler's written comments stated the Hwy 99W /Sunset Blvd mitigation project could not be completed by the September 2020 opening. He expressed concern that the requirements to construct projects like these by date of opening was onerous. He said if the TIA found the projects needed to be done by date of opening ODOT did not have the capability itself to deliver a project that has been designed, in a preliminary way, by September 2020, because it did not have the capacity. There were alternative delivery mechanisms; to deliver it themselves in cooperation with ODOT. He believed there was a scenario in which ODOT would collaborate with Washington County which has already been working on that roundabout. There were ways to get the project delivered by 2020, but that would require an extraordinary feat of collaboration and efficiency. Chair Simson acknowledged it was not just a school's effort to move forward, but there was buy in from the City, County, and State at every level and it was a herculean effort to consider what had to be involved to make it happen. Mr. Makler noted there were items in the design that would require the state traffic engineer to approve, and on an ordinary day it would take three to six months. He said ODOT appreciated the urgency and he hoped the degree of collaboration was higher going forward. Chair Simson asked if the not having the infrastructure in place would prevent the school to opening. He was unable to answer. Ms. Palmer said the TIA would address the projects and prioritize.

Chair Simson commented Sherwood was held to a higher through traffic standard than Tigard because the traffic flow that traveled through Tigard went much slower than through Sherwood or even Dundee with fewer crossings or driveway access. She asked if that would change as Sherwood grew on both sides of the highway or would there still be limited access and a 45 mph zone through the city. Mr. Makler responded that the unique characteristics on Hwy 99W for Sherwood were not unlike the pressure of other cities along the edge of Metro's urban growth boundary were experiencing. From a traffic engineering perspective what we talk about at ODOT, especially in the context of Brookman more than Elwert, was the dynamic at the entrance to an urbanized area from rural to urban and how to accomplish that safely, because of the speed differential. Drivers should be slowing down to 45 mph when entering Sherwood and ODOT did not see that changing. Communities that go through this period of transition often engage with ODOT to talk about the future of the state highway. There are tools that could be employed when there is mutual interest. To say Sherwood was held to a different standard was true, because it was the point of entry into the urban area. The way ODOT designed and managed the highway was different than the subsequent downstream communities that passed from urban to urban. Chair Simson commented that during the planning of the Town Center Plan the city was obligated to keep the town center area on one side of Hwy 99W and south of Tualatin Sherwood Road, because outside agencies did not want



Sherwood to have a walkable community across Hwy 99W. As Sherwood develops the Comprehensive Plan Update we need tools and resources that grow the community together. Mr. Makler noted, at that level of planning, the City would have to go to the Oregon Transportation Commission and ask for a change in expectation for the highway. As planners we have to balance the goals against getting kids from east to west and Sherwood would be crossing the highway in a different way. If that means separated crossings it would entail finding ways to pay for it.

Chair Simson called for a recess at 9:03 pm and reconvened at 9:12 pm. She noted that if the Commission continued the hearing it would not delay the process, because it was scheduled to be heard by City Council on December 19, 2017. Ms. Hajduk gave options for continuing to the Commission and discussion followed. The Commission intended to close the public hearing and to deliberate at the next Planning Commission meeting.

Chair Simson gave the applicant their remaining 7:10 for rebuttal.

Karina Ruiz ensured the Commission that the public did have extensive public involvement opportunities to help develop the plan and the community had a strong voice in what was developed. She pointed out there had been extraordinary coordination between the four agencies that met regularly and would be entering development agreements with all four agencies; the School District, City, County and State to deliver the project on time and in time for school opening. There were a variety examples where there had been alternative procurement paths to ensure necessary paths and she had a long track record of delivering those. Regarding capacity at the middle schools the combined enrollment was closer to 1300 and the longest forecast would push it to about 1450; under the 1550 capacity the current high school building had. The programing associated with a middle school was not as intense as a high school so there would be spaces used for high school purposes that would be not be needed for middle school student, easing capacity issues. Mr. Mansur added the 1800 count for the TPR analysis was a reasonable worse case analysis number and not what was planned. He clarified there were no recommended changes to the classification of any roads for the County, ODOT or City facilities. He said there were pedestrians crossing Hwy 99W today and as the Sherwood West Pre-concept Plan developed in the future a lot of that residential was going to be creating the need for high school students on the opposite site of Hwy 99W from the existing high school. One way or the other there would be a demand for students to cross the highway. The improvements at Hwy 99W/Sunset Blvd/ Elwert Road would also be paying attention to safe routes to schools and how to make the crossings as safe as possible. The next land use plan would include best options to make it as safe as possible for kids to cross the highway.

Chair Simson asked about the change in the language to Condition 1 and directed staff to provide a revised staff report with modified conditions of approval.

Commissioner Rettig asked for comments on the methodology that was questioned. Mr. Mansur replied that the methodology made a number of general assumptions and he had worked with Mr. Makler at ODOT to look at different options. He noted a quote from ODOT's traffic engineer who said if there had been one hundred traffic engineers, there would be one hundred different methodologies. He stated the methodology met the requirement and believed it provided a reasonable worst case evaluation for the

flashing stop sign near Snyder Park that people still neglected to yield to. He said it was a matter of public outreach and awareness of common courtesy in driving.

### 8. Adjourn

Chair Simson adjourned the meeting at 8:45 pm.

Submitted by:



Kirsten Allen, Planning Department Program Coordinator

Approval Date: November 14, 2017