



Sherwood Transportation System Plan (TSP)

The City of Sherwood began master planning for a new transportation system in February 2003. The Transportation System Plan is a state mandated requirement and replaces the Transportation Plan Update that was adopted in 1990. A technical advisory committee (TAC), which is a group of government agencies that manage transportation, the Planning Commission (acting as the Citizens Advisory Committee), along with DKS Associates a transportation engineering consultant, has developed a new Transportation System Plan (TSP).

The TSP is a 20-year comprehensive plan that addresses all modes of transportation, including motor vehicles, bikes, pedestrians, and transit. Each mode of transportation has a list of policies and implementation strategies on how to achieve or realize the needed improvements in the community. In addition, each travel mode has a map that identifies where new streets are planned, new connections between existing neighborhoods, multi-use paths, and transit facilities are needed over the next twenty years. The last part of the TSP lists improvement projects and identifies financing sources to build the improvements. Over \$66 million of improvements are planned for Sherwood over the next twenty years. Funding sources could include improvements required for land use approval, transportation improvement fees, city's share of state gas tax revenue, system development charges (SDCs), and local improvement districts (LIDs). Overall, the TSP is focused on providing more choices over the next twenty years to get around town and to other cities in the Metro region.

After two years of development, three open houses, four work sessions, and six public hearings, the City adopted the TSP on March 15, 2005. (Ordinance 2005-006)

The final version (March 2005) of the TSP is now available. It can be downloaded by clicking on the chapter titles below.

To view the TSP files, you need Adobe Acrobat Reader which is free and may be downloaded here: [Get Acrobat](#). To print parts of the document you will need to first save the appropriate chapters to your computer, exit your web browser, and then reopen the document in Adobe Reader to print it.

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Comments on the TSP can be emailed to Planning Supervisor, Kevin Cronin, at : cronink@ci.sherwood.or.us

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1. SUMMARY

Overview

This Sherwood Transportation System Plan (TSP) identifies projects and programs needed to support the City's Goals and Policies and to serve planned growth over the next 20 years. This document presents the investments and priorities for the Pedestrian, Bicycle, Transit, and Motor Vehicle systems along with new transportation programs to correct existing shortfalls and enhance critical services. For each travel mode, a Master Plan project map and list are identified to support the city's transportation goals and policies. The most critical elements of these Master Plans are referred to as Action Plans. The final chapter identifies the estimated plan costs and makes recommendations about potential new funding sources to support the plan.

Plan Process and Committees

The Sherwood TSP was developed in close coordination with Sherwood city staff and key representatives from the surrounding communities. Two formal committees were formed to participate in the plan development:

- *Technical Advisory Committee* – Agency staff from Metro, Oregon Department of Transportation, Tualatin Valley Fire & Rescue, TriMet, Washington County, Tualatin and Sherwood participated in reviewing the technical methods and findings of the study. The focus of this group was on consistency with the plans and past decisions in adjoining jurisdictions, and consensus on new recommendations.
- *Citizen Advisory Committee* – The Sherwood Planning Commission served as the representatives for citizens and community members. A series of meetings were held with the Planning Commissioners to report interim study findings and any outstanding policy issues that required their direction. The meetings were through the standard Planning Commission hearing process, and were open to participation by the general public.

The committees met regularly through the plan development process to review interim work products, assist in developing and ranking transportation solutions, and to refine master plan elements to ensure consistency with community goals.

Three public meetings were held, beginning in May 2004, to present the initial TSP elements to the community. The public feedback from that meeting was compiled for the record, and changes were incorporated into the revised Public Draft TSP document. The Public Draft TSP was then submitted to the Planning Commission, who held public hearings and other open houses to make further refinements, as appropriate, before recommending the Plan to the City Council for approval and implementation.

Plan Organization

This document is divided into ten chapters and a separate Technical Appendix. The title and focus of each chapter is summarized below:

- *Chapter 1: Summary* – This chapter provides a brief overview of the plan recommendations and presents the estimated funding needed to implement it.
- *Chapter 2: Goals and Policies* – This chapter presents the goals and policies related to transportation for adoption into the City’s Comprehensive Plan.
- *Chapter 3: Existing Conditions* – This chapter examines the current transportation system in terms of the built facilities, how well they perform and comply with existing policies, and where outstanding deficiencies exist.
- *Chapter 4: Land Use Forecasts and Travel Demands* – This chapter presents the details of how the City of Sherwood is expected to grow under its present Comprehensive Plan over the next 20 years, and how travel demands on the city and regional facilities will change from general growth in the Metro and nearby areas. This includes new UGB areas that have recently been added to the city’s 20 year planning area.
- *Chapter 5: Pedestrian Plan* – This chapter presents strategies and plan recommendations to enhance pedestrian facilities and focus new improvements in areas with the highest concentration of activity.
- *Chapter 6: Bicycle Plan* – This chapter presents strategies and plan recommendations to enhance bicycle facilities and focus new improvements in areas with the highest concentration of activity.
- *Chapter 7: Transit* – This chapter makes recommendations to be considered by TriMet in their future enhancements to transit services. Also, implementation issues related to site development applications and improving access to transit services is discussed.
- *Chapter 8: Motor Vehicles* – This chapter presents strategies and plan recommendations to provide adequate mobility and access to the city, county and state facilities as travel demands grow to 2020 levels. This chapter also recommends new street design standards, access spacing standards, functional class designations, and other programs to monitor and manage travel demand.
- *Chapter 9: Other Modes* – This chapter discusses transportation issues related to rail, air, water, and pipeline transportation.
- *Chapter 10: Financing and Implementation* – This chapter presents the complete estimated revenues and costs for the transportation projects and programs developed in the plan. New funding alternatives are presented to bridge the gaps between the two.

Goals and Policies

The city’s Comprehensive Plan lays out a policy framework regarding transportation services. The goals and polices pertaining to Transportation are presented in Chapter 2. Goals are defined as brief guiding statements that describe a desired result. Policies associated with each of the individual goals describe the actions needed to move the community in the direction of completing each goal. These goals and policies were applied in the development of this Transportation System Plan to develop strategies and implementing measures for each of the travel modes applied in the City of Sherwood.

Other Implementing Land Use Actions

Several recommendations are made regarding implementing the pedestrian, bicycle, and transit Master Plans during application development review periods. These are explained in detail in the Pedestrian Plan (Chapter 5), Bicycle Plan (Chapter 6) and Transit Plan (Chapter 7), and summarized briefly below:

- Pedestrian Facilities In-Fill –A City program could be developed either funded by the City or matching funds provided by the City to provide sidewalks in areas of the City where gaps occur in the system. This would affect primarily older parts of Sherwood such as downtown and neighborhoods to the east.
- Bicycle Facilities – The current city zoning code recommends provisions for bike parking facilities for many uses. It does not presently require these provisions. The zoning code be amended to require the bicycle provisions it currently recommends.
- Transit Facilities – The city’s development code (or zoning code) could be amended to require a review of the proposed site’s propensity to generate transit trips. Developments above a defined threshold could be required to accommodate and/or construct transit related improvements such as bus shelters, bus turnouts, or connecting pathways.

Projects and Programs

Pedestrian

Detailed analysis was conducted on existing collector and arterial streets to identify locations where new or in-fill facilities would be required. Separate recommendations were made for enhancements to existing crossings at key arterial locations. Key findings and recommendations included:

- Establishing new Pedestrian Districts in the Downtown Overlay Area and Six Corners Town Center areas. The Pedestrian District will have new standards for enhanced pedestrian connectivity and street crossings.
- Identifying a toolbox of improvements that can be applied for pedestrian crossing enhancements including raised center refuge islands, pedestrian countdown timers at traffic signals, and curb extensions where on-street parking is provided (or planned).
- Identifying a series of sidewalk in-fill projects (Pedestrian Action Plan) to connect existing sidewalks to key major pedestrian generators, such as schools, government facilities, etc.
- Modifying street standards to setback sidewalks from the curb (e.g., landscape strip) on all facilities. A landscaped (or hardscaped) buffer of six feet is recommended between sidewalks and the street curb in these cases. Also, modify standards to eight feet in residential areas.

The total cost of the Pedestrian Action plan: \$2.3 million

Bicycle

A Bicycle Master Plan was developed to provide bicycle access to all areas of the City, particularly key destinations. Key findings and recommendations included:

- Providing for key north-south and east-west routes to connect residential neighborhoods to employment centers, transit centers, and regional trail facilities.
- Identifying program costs to expand arterial streets to provide on-street bike facilities (or off-street trails).
- As re-development and street improvements occur, provide sufficient space for on-street bike facilities where identified on the Bicycle Master Plan map.

The total cost of the Bicycle Action plan: \$7.3 million

The Bicycle Action Plan has a significant cost to implement bicycle facilities on major roadways within the city. Past decisions about city street design standards excluded bike lanes on collector and arterial routes, and much of the recent construction, within the last ten years, have been built without these facilities the required right-of-way to be add them later. This past policy and street design standard will be modified with this TSP update to provide for these facilities, and make Sherwood consistent with statewide planning standards.

A major portion of the \$7 million cost is related to retro-fitting substandard street sections to comply with the new standard created by this plan. The primary purpose for these projects is to provide a safe and convenient route for bicycle travel along major routes in the city. It is acknowledged that this will occur only as property re-develops, or when the city undertakes a major new improvement project on a designated street.

Transit

A number of strategies were reviewed including increased fixed-route bus services and extended transit services between Sherwood and Tualatin. However, based on input from TriMet, any service improvements beyond what TriMet is already planning would likely require alternative services and funding sources such as local shuttle services and/or vanpools or phasing of local service capital projects within the Sherwood service area in partnership with TriMet. Joint funding through intergovernmental agreements or other mechanisms would likely be necessary since local service is low on TriMet's priority list.

Additional costs for new and expanded services have not been determined.

Motor Vehicle

A comprehensive analysis of the 2020 motor vehicle needs for city streets and affected state highway facilities was performed within the City of Sherwood. Some of the new facilities required to serve 2020 travel demand were previously in Metro's *RTP*, Washington County's *Transportation System Plan*, and the City's *Capital Improvement Plan*. All of these projects were found to be important to maintain mobility standards for city and state facilities. A few key findings and recommendations from the Motor Vehicle chapter are summarized below:

- Tualatin-Sherwood Road will continue to function at an acceptable level of service in 2020 with its current three-lane geometry, as long as Adams Street is constructed between Pine Street and Tualatin-Sherwood Road. However, the intersection at ORE 99W/Tualatin-Sherwood Road is borderline in 2020 (i.e. very close to ODOT's maximum congestion threshold). A five-lane section would be preferable from east City Limits to Borchers Drive for optimum performance.
- Adams Street would need to be constructed between Pine Street and Tualatin-Sherwood Road in order for Tualatin-Sherwood Road to function acceptably in 2020.
- A number of "traffic control enhancement" projects will be necessary by 2020. These are locations where existing traffic control (typically stop signs) will be insufficient to handle the projected traffic volumes. Opportunities and constraints should be evaluated at each of these locations to determine the appropriate traffic control measure (i.e. traffic signal, roundabout, etc.).
- A number of local, neighborhood and collector street connections should be made, either as development occurs or funding is available. While some of these are essential to circulation and operations (i.e. Adams Street), others would be desirable to improve

circulation and connectivity.

- The “Downtown Streets Plan” should be implemented. This realigns the existing Oregon Street on the south side of the railroad track (eliminating an at-grade crossing), extends Pine Street over the track (adding an at-grade crossing) and eliminates the Washington Street at-grade crossing. A preliminary plan has been developed for traffic and it has been determined that no streets in the downtown area will require a center turn lane. A special street cross-section has been developed downtown that emphasizes the shared use of the roadway between pedestrians, bicycles and motor vehicles.

The motor vehicle projects for the City of Sherwood total: \$36.9 million

Several elements of the road system will require further study to determine the preferred solution, and the above cost total for the city funds required would increase accordingly. Many of these roadways are owned and maintained by Washington County or ODOT (e.g., Oregon Street, Elwert Road, Kruger Road), and will require on-going coordination between planning and engineering to find solutions that are supportable by all the affected agencies.

Transportation Programs

Table 1-1 summarizes the elements of the plan that were not specifically defined in the project lists, and explains how costs will be addressed for these elements.

Table 1-1: Non-Auto, Pedestrian and Bicycle Costs Issues

Travel Mode	Issues
Parking	The Transportation System Plan does not define specific projects. Private property owners will provide off-street parking as land develops.
Neighborhood Traffic Management (NTM)	Specific NTM projects are not defined. These projects will be subject to neighborhood consensus based upon City placement and design criteria. A city NTM program, if desired, should be developed with criteria and policy adopted by the City Council. Traffic humps can cost \$2,000 to \$4,000 each and traffic circles can cost \$3,000 to \$8,000 each. A speed trailer can cost about \$10,000. It is important, where appropriate, that any new development incorporate elements of NTM as part of its on-site design. The City has no allocation for NTM in the current budget.
Public Transportation	TriMet will continue to develop costs for implementing transit related improvements. The Cities can supplement this by incorporating transit features through development exactions and roadway project design. Developing new transit services in Sherwood will require TriMet to reallocate funding or seek additional sources of operating funds.
Trucks/Freight	Roadway funding will address these needs.
Rail	Costs to be addressed and funded by private railroad companies and the state.
Air, Water, Pipeline	Not required by the City
Transportation Demand Management	Not required by the City

Financing

Table 1-2 summarizes the costs outlined in the Transportation System Plan to implement the Action Plans for Pedestrian, Bicycles, and Motor Vehicles elements, and several other transportation programs (see Table 10-3 for details) that support the transportation goals and policies identified in the TSP update. The 20-year cost is estimated at \$64.2 million for the city funded portion of the identified projects.

Table 1-2: Sherwood Transportation Action Plans Costs over 20 years (2003 Dollars)

Transportation Element	Approximate Cost (\$1,000)
Street Improvement Projects: Unfunded Action Plan	\$36,900
Road Maintenance (\$725,000/yr)	\$14,500
Bicycle Action Plan	\$7,300
Pedestrian Action Plan	\$2,300
Pedestrian/School Safety Program (\$10,000/yr)	\$200
Sidewalk Grant Program (\$50,000/yr)	\$1,000
Neighborhood Traffic Management (\$75,000/yr)	\$1,500
Transportation System Plan Support Documents (i.e. Design standard update, TSP updates)	\$500
20 YEAR TOTAL in 2004 Dollars	\$64,200

Several additional transportation projects have yet to be defined because they require further study to closely examine the design trade-offs of particular solutions. There are listed in Chapter 8, in Table 8-10, and include intersection solutions for Sherwood Blvd. / Langer Dr., Oregon St. / Tonquin Road, and Elwert Road – Kruger Road at Highway 99W. Once these projects have been selected, the share of the costs contributed by the city, if any, would be added to the above totals in Table 1-2.

2. GOALS AND POLICIES

Background

This chapter summarizes the new transportation policies for the City of Sherwood. The new policies respond to adopted goals and policies from the Regional Transportation System Plan and Washington County Transportation System Plan.

Sherwood Comprehensive Plan

The Transportation Element of the Sherwood Comprehensive Plan resides in Part 2, Chapter 6 of the plan. The document has been reviewed and the following organizational problems have been noted:

- Inconsistent organization and use of language for plan goals, policies, and strategies;
- A significant number of technical standards are located in the comprehensive plan;
- Awkward organization for some topics with related policies and strategies scattered in the document; and
- Required elements are not addressed in the plan per state and regional planning requirements.

To remedy these problems, the Transportation Element of the Sherwood Comprehensive Plan will be reorganized. The document would primarily function as a policy document. Goals, policies and strategies would be grouped by topic. Most standards and implementing procedures will be removed from the plan. Two important lists remain in the plan: the functional classification definitions and map, and a list of major transportation system improvements. The Comprehensive Plan would reference several important supporting documents that would augment and/or implement it. These include:

- Sherwood Transportation System Plan – This document would be adopted by reference as part of the Comprehensive Plan, but would function as a separate technical document and reference manual;
- Sherwood Development Code – Most technical standards would be removed from the comprehensive plan and placed in the development code; and
- Sherwood Public Works Standards – Public works technical standards are often listed in a separate manual. There are differences of opinion about the need to codify this type of manual, which frequently includes street and utility dimensional standards and construction specifications for public infrastructure that is constructed by private interests.

The City's Comprehensive Plan Part 2 lays out a policy framework regarding transportation services. Goals are defined as brief guiding statements that describe a desired result. Policies and strategies are associated with each of the goals and describe how to move the community in the direction of completing each goal. The policy element of the plan would generally be organized as follows:

- Goal Statement - A statement that describes an ideal condition that the city desires to attain over time for various aspects of the transportation system. E.G. Provide access to safe, affordable and reliable transportation choices for all Sherwood residents and businesses;
- Policy Statements – One or more statements that are intended to help define positions, requirements, or rules that the city will use to achieve the goal; and
- Strategy statements – One or more statements that are intended to outline specific action steps that will be taken to achieve a policy or goal.

The following summarizes the transportation policies and strategies. They are based on the City’s Vision Statement, but updated as described previously. It includes specific language for modified and/or new policies that are in response to local, regional or state regulations, such as the state Transportation Planning Rule and portions of the Metro Functional Plan. The Appendix includes a memorandum summarizing the changes that were made to the existing goals and policies.

Goals and Policies

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.

Policy 1 – The City will ensure that public roads and streets are planned to provide safe, convenient, efficient and economic movement of persons, goods and services between and within the major land use activities. Existing rights of way shall be classified and improved and new streets built based on the type, origin, destination and volume of current and future traffic.

Policy 2 – Through traffic shall be provided with routes that do not congest local streets and impact residential areas. Outside traffic destined for Sherwood business and industrial areas shall have convenient and efficient access to commercial and industrial areas without the need to use residential streets.

Policy 3 – Local traffic routes within Sherwood shall be planned to provide convenient circulation between home, school, work, recreation and shopping. Convenient access to major out-of-town routes shall be provided from all areas of the city.

Policy 4 – The City shall encourage the use of more energy-efficient and environmentally-sound alternatives to the automobile by:

- The designation and construction of bike paths and pedestrian ways;
- The scheduling and routing of existing mass transit systems and the development of new systems to meet local resident needs; and
- Encouraging the development of self-contained neighborhoods, providing a wide range of land use activities within a single area.

Policy 5 — The City shall work cooperatively with the Port of Portland and local governments in the region to ensure sufficient air and marine passenger access for Sherwood residents.

Policy 6 – The City shall work to ensure the transportation system is developed in a manner consistent with state and federal standards for the protection of air, land and water quality, including the State Implementation Plan for complying with the Clean Air Act and the Clean Water Act.

Policy 7 – The City of Sherwood shall foster transportation services to the transportation-disadvantaged including the young, elderly, handicapped, and poor.

Policy 8 – The City of Sherwood shall consider infrastructure improvements with the least

impact to the environment.

Policy 9 – The City of Sherwood shall develop a transportation demand management program to complement investments in infrastructure (Supply).

Strategies

1. Make traffic safety a continuing effort through effective law enforcement and educational programs.
2. Adopt an acceptable level of service for the roadway network that is consistent with regional transportation policies.
3. Develop an array of transportation assets and services to meet the needs of the transportation-disadvantaged.
4. Evaluate, identify, and map existing and future neighborhoods for potential small scale commercial businesses to primarily serve local residents.
5. Adopt a strategy for reducing impacts of impervious surfaces to stormwater management.
6. Identify and adopt a transportation demand management strategy to provide incentives to employers who develop transportation options for employees.

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.

Policy 1 – The City shall implement the transportation plan based on the functional classification of streets shown in Figure 8-1.

Policy 2 – The City shall maintain a transportation plan map that shows the functional classification of all streets within the Sherwood urban growth area. Changes to the functional classification of streets must be approved through an amendment to the Sherwood Comprehensive Plan, Part 2, Chapter 6 - Transportation Element.

Policy 3 – The Sherwood transportation system plan shall be consistent with the city’s adopted land use plan and with transportation plans and policies of other local jurisdictions, especially Washington County, Clackamas County, City of Wilsonville, and the City of Tualatin.

Policy 4 – The City will coordinate with Metro regarding implementation of the Regional Transportation Plan and related transportation sections of the Metro Functional Plan.

Policy 5 – The City shall adopt a street classification system that is compatible with Washington County Functional Classification System for areas inside the Washington County Urban Area Plan and with Washington County 2020 Transportation Plan (Ordinance 588).

Policy 6 — The City will work with Metro and other regional transportation partners to implement regional transportation demand management programs where appropriate.

Policy 7 – The City shall work cooperatively with the Port of Portland and local governments in the region to ensure sufficient air and marine passenger access for Sherwood residents.

Policy 8 - Establish local non-Single Occupant Vehicle (SOV) modal targets, subject to new data and methodology made available to local governments, for all relevant design types identified in the RTP. Targets must meet or exceed the regional modal targets for the 2040 Growth Concept land use design types as illustrated in the following table:

2040 Regional Modal Targets Non-single Occupancy Vehicles

2040 Design Type	Modal Target
Regional centers	45 to 55 percent
Town centers	
Main streets	
Station communities	
Corridors	
Industrial areas	40 to 45 percent
Employment areas	
Inner neighborhoods	
Outer neighborhoods	

Strategies

1. Develop an intergovernmental agreement between Sherwood, Washington County and the City of Tualatin, consistent with ORS 195.065, to establish urban service boundaries and responsibilities for transportation facilities within and adjacent to the City of Sherwood.
2. Work cooperatively with ODOT, Washington County, and Metro to develop an interchange area management plan for the Pacific Highway 99W and Tualatin-Sherwood Highway intersection.
3. Work cooperatively with ODOT, Metro, Washington County, and Tualatin to develop a corridor management plan for Pacific Highway 99-W and Tualatin-Sherwood Road to preserve existing access to the highway for the city’s arterial and collector streets.
4. Participate in regional planning efforts, including the development of the Regional Transportation Plan (RTP), to secure funding for safety and capacity improvements to the City of Sherwood’s arterial and collector street system that are necessary to maintain acceptable levels of service for local and through traffic.
5. Define transportation corridors in advance through long range planning efforts
6. Coordinate the transportation network with adjacent governmental agencies, such as Washington County, Metro, and the State. Coordinate with ODOT in implementing their Six-Year Plan and the State Highway Improvement Program.

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.

Policy 1 – The City of Sherwood shall adopt requirements for land development that mitigate the adverse traffic impacts and ensure all new development contributes a fair share toward on-site and off-site transportation system improvement remedies.

Policy 2 – The City of Sherwood shall require dedication of land for future streets when development is approved. The property developer shall be required to make street improvements for their portion of the street commensurate with the proportional benefit that the improvement provides the development.

Policy 3 – The City of Sherwood shall require applicable developments (as defined in the development code), to prepare a traffic impact analysis.

Policy 4 – The City of Sherwood shall adopt a uniform set of design guidelines that provide one or more typical cross section associated with each functional street classification. For example, the City may allow for a standard roadway cross-section and a boulevard cross-section for arterial and collector streets.

Policy 5 – The City shall adopt roadway design guidelines and standards that ensure sufficient right-of-way is provided for necessary roadway, bikeway, and pedestrian improvements.

Policy 6 – The City shall adopt roadway design guidelines and standards that ensure sidewalks and bikeways be provided on all arterial and collector streets for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial and recreational areas.

Policy 7 – The City of Sherwood will generally favor granting property access from the street with the lowest functional classification, including alleys. Additional access to arterials and collectors for single family units shall be prohibited and use access from frontage roads and local streets. Frontage roads shall be designed as local streets.

Policy 8: The City will adopt access control and spacing standards for all arterial and collector streets to improve safety and promote efficient through street movement. Access control measures shall be generally consistent with Washington County access guidelines to ensure consistency on city and county roads.

Policy 9 - The City will establish guidelines and standards for the use of medians and islands for regulating access and providing pedestrian refuge on arterial and collector streets.

Policy 10 - The City will develop uniform traffic control device standards (signs, signals, and pavement markings) and uniformly apply them throughout the city.

Policy 11 - The City of Sherwood will adopt parking control regulations for streets as needed. On-street parking shall not be permitted on any street designated as an arterial, unless allowed by special provision within the Town Center (Old Town) area or through the road modifications process outlined in the Sherwood Development Code.

Policy 12 – The City of Sherwood shall adopt new development codes to fill in gaps in existing sidewalks to achieve a consistent pedestrian system.

Strategies

1. Incorporate typical street cross section guidelines in the City’s public works design standards that address vehicular, bicycle, pedestrian, and transit needs.
2. Include a Road Modification Process in the Sherwood Development Code to provide a procedure for granting variances from street design standards for parking, pedestrian facilities, signals, and other roadway features.
3. Consider the Metro 2040 Plan Regional Street Design Elements when planning for improvements to City transportation facilities, including those built by ODOT or Tri Met.
4. Incorporate guidelines in the City’s development code that establish when a local street refinement plan must be prepared and the process for preparing such a plan.
5. Amend the city development code as necessary to regulate vehicular access, spacing, circulation, and parking consistent with plan policies.

6. Amend the city development code as necessary to include specific guidelines for determining the proportional benefit contribution associated with requirements for street dedication and the construction of off-site transportation improvements.
7. Amend the development code to include standards and procedures for a transportation impact analysis (TIA). Refer to Appendix for example.
8. Develop a list to prioritize refinement plan needs, such as corridor plans and interchange area management plans.
9. Amend development code to include provisions for implementing traffic calming mechanisms.
10. Create a map that identifies locations targeted for on-street parking, such as in neighborhood commercial areas and the town center that support multi-modal options.
11. Regularly update the development code to ensure consistency with regional parking requirements.
12. Develop a “conceptual new streets plan” map for all contiguous areas of vacant and redevelopable parcels of 5 (five) or more acres planned or zoned for residential or mixed-use development, and adopt the map as part of the TSP.
13. Consider a “mixed-use” overlay zone in the development code that will apply to the Six Corners area. Include design standards that will encourage a vibrant, pedestrian friendly environment through the implementation of boulevards, medians, mixed-use development and site design.

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

Policy 1 – The City of Sherwood shall provide a supportive transportation network to the land use plan that provides opportunities for transportation choices and the use of alternative modes.

Policy 2 – Sidewalks and bikeways shall be provided on all arterial and collector streets for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial and recreational areas.

Policy 3 – The City of Sherwood will pursue development of local and regional pedestrian trail facilities, especially a trail system connection between the city and the Tualatin National Wildlife Refuge.

Policy 4—The City of Sherwood shall provide design standards for roadway traffic calming features such as traffic circles, curb extensions, bulb-outs, and speed humps.

Policy 5 – The City of Sherwood shall include requirements for the provision of bicycle parking on large commercial, industrial, and multi-family residential projects.

Policy 6 – The City of Sherwood will coordinate the bikeway system with adjacent jurisdictions, especially Tualatin, Wilsonville, Clackamas and Washington County.

Policy 7 – The City will work to eliminate architectural barriers from buildings and public improvements, which limit elderly and handicapped use of the transportation system.

Strategies

1. Include pedestrian and bike projects in the capital improvement plan to ensure

investment in alternative modes;

2. Use intergovernmental agreements with Tualatin and Washington County for the coordination of urban services per ORS 196.065 to coordinate the bikeway system and trail system;
3. Include design standards for sidewalk and bikeway facilities in the city's roadway design guidelines;
4. Include provisions for planning the location of pedestrian and bike routes for connecting residential, school, commercial, employment and recreational areas in the development code guidelines for preparing local street refinement plans;
5. Include a system of bikeways along collector and arterial roadways as illustrated on the Transportation Plan Map;
6. Include requirements in the development code for private development to provide bike and pedestrian facilities as indicated on the Transportation Plan Map;
7. Include design standards for sidewalks and bicycle facilities in the city's roadway design guidelines;
8. Pursue traffic calming techniques for neighborhood and local streets so as to provide safe passage for pedestrians and bicyclists, and a more pleasant neighborhood environment for residents.
9. Construct and install infrastructure, including storm drain inlets, which are pedestrian and bicycle-friendly.

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.

Policy 1 – Public transportation shall be provided as an alternative means of transportation in Sherwood.

Policy 2 – The City of Sherwood will work with TriMet to expand transit services to all parts of the City through additional routes, more frequent service, and transit oriented street improvements.

Policy 3 – Park-and-ride facilities should be located with convenient access to the arterial system to facilitate rider transfer to transit and car pools.

Policy 4 – Encourage the construction of bus shelters and park-n-ride lots in the vicinity of planned transit corridors.

Policy 5 – The City of Sherwood will support the establishment of a "feeder" transit route from Sherwood to Tualatin employment centers.

Policy 6 – The City of Sherwood will support park and ride facilities that are sited for the maximum convenience of commuters and transit riders.

Policy 7—The City of Sherwood will support regional efforts for the preservation and development of appropriate rail rights-of-way for passenger rail service, in particular for serving local and regional commuter rail needs in Washington County, Clackamas County, and Yamhill County.

Policy 8 – The City of Sherwood will encourage the provision of special transportation services (i.e., van pools, or car pools, dial-a-ride, etc.) to transportation disadvantaged by TriMet and community-based service providers.

Policy 9 – Fully integrate the City into the regional transit system by expanding hours and destinations served by transit providers.

Policy 10 – The City will meet RTP goals of providing a safe and convenient pedestrian circulation system.

Strategies

1. Develop design standards to separate buses from the arterial roadway while transferring passengers. Establish a bus turnout design for stops on arterial streets.
2. Update development code to include design guidelines that require transit stops to be accessible to transit riders, especially the elderly and handicapped.
3. Amend development code to require development on sites at major transit stops (defined by the City of Sherwood) to do the following:
 - Locate within 20 feet of (or provide a pedestrian plaza) at the major transit stop;
 - Provide reasonably direct pedestrian connections between the transit stop and building entrances on the site;
 - Provide a transit service passenger landing pad accessible to disabled persons;
 - Provide an easement or right-of-way dedication for a passenger shelter and underground utility connection from the new development to the transit amenity if requested by the public transit provider; and
 - Improve public safety by providing lighting at transit stops.
4. Work with Tri-Met and Metro to extend transit options to Sherwood, which may include:
 - High capacity transit service along 99W terminating near Six Corners;
 - Potential extension of commuter rail line from Lake Oswego to Sherwood on the existing rail line with service to Newberg or McMinnville; and
 - Other regional transit service connections, such as frequent bus, interurban bus, as appropriate.

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

Policy 1 – The City of Sherwood shall continue to refine and develop existing and new design guidelines and special standards for the Town Center and Six Corners areas to facilitate more pedestrian and transit friendly development.

Policy 2 – The City of Sherwood shall work to provide connectivity, via the off-street trail system and public right-of-way acquisitions and dedications, to better achieve street spacing and connectivity standards.

Strategies

1. Provide handicap ramps at all intersections with landings connected to sidewalk improvements, especially within Six Corners and Old Town areas.
2. Design transit stops in Six Corners and Old Town areas to meet ADA requirements for transit accessibility.

3. Adopt design and development guidelines for the Town Center areas that facilitate pedestrian use and a mix of commercial and residential development.
4. Adopt parking guidelines for the Town Center areas that are compatible with the parking guidelines established in Title 2 of the Metro Urban Growth Management Functional Plan.

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.

Policy 1—The City of Sherwood will collaborate with federal, state and neighboring local governments and private business to ensure the investment in transportation infrastructure and services deemed necessary by the City to meet current and future demand for industrial and commercial freight movement.

Policy 2—The City of Sherwood will adopt implementing regulations that provide for safe and convenient access to industrial and commercial areas for commercial vehicles, including freight loading and transfer facilities.

Policy 3—The City of Sherwood will work cooperatively with local, regional and state agencies to protect the viability of truck and freight service routes within, through, and around the City of Sherwood, especially for Pacific Highway 99-W, the Tualatin-Sherwood Highway, and the planned I-5/Hwy 99-W Connector corridor.

Policy 4—The City of Sherwood will work cooperatively with local, regional and state governments to ensure there is adequate air transportation infrastructure to serve local needs at regional airport facilities, including the Hillsboro Airport and Portland International airport.

Policy 5—The City of Sherwood will strongly encourage the preservation of rail rights-of-way for future rail uses, and will work with appropriate agencies to ensure the availability of rail services to its industrial lands.

Policy 6—The City of Sherwood will cooperate with local, regional and state governments to provide for regional marine freight infrastructure sufficient to serve local needs.

Policy 7—The City of Sherwood will cooperate with the Portland Development Commission, Port of Portland, Washington County, and other economic development agencies to ensure the availability of inter-modal connectivity facilities deemed necessary to facilitate seamless freight transfer between all transport modes.

Strategies

1. Revise the Sherwood Development Code as necessary to include clear and objective standards for the provision of freight loading and handling facilities, such as restricted on-street parking, loading docks, truck access ways, and rail spurs, in all industrial and commercial development districts.
2. Participate in regional economic development planning efforts related to inter-modal transportation facilities.
3. Adopt appropriate standards to ensure the preservation of rail access corridors to Sherwood's industrial land base.

Goal 8: The Sherwood 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.

Policy 1 – The City of Sherwood shall develop a systematic approach to implementing the transportation network.

Policy 2 – The City of Sherwood shall pursue a diversified funding strategy to implement the transportation system plan including private, public and regional sources.

Policy 3 – The City of Sherwood shall use its adopted capital improvement plan to prioritize and schedule transportation projects based upon need as shown in the Transportation System Plan. Incorporate the transportation system priorities from the TSP into the city’s capital improvement planning process.

Policy 4 – Project scheduling shall be performed in a systematic manner based on the priority rating process outlined in the Transportation System Plan and available financial resources.

Policy 5 – The Transportation System Plan shall be periodically updated, preferably on a five-year cycle, to assure consistency with changing ideas, philosophies, and related policies.

Strategies

1. Participate in MPAC, JPACT and other Metro advisory bodies to promote Sherwood transportation system improvements.
2. Local private financing resources will include right of way dedication and developer contributions to street improvements, and local improvement districts. Public resources will include local system development charges and bonding authority. Regional sources will include Washington County Traffic Impact Fees (TIF) and projects bonded through the County MSTIP program. Regional sources will also include Metro Transportation Improvement Plan (MTIP) resources and other state and federal grant assistance programs.
3. Adopt a comprehensive local system development charge ordinance to either augment or replace CAP and collector street SDC.
4. Develop a method for scheduling improvement projects based on priority and funding sources.
5. Assign city staff and elected officials to participate in regional transportation planning processes.
6. Secure intergovernmental agreements between Sherwood and adjoining communities and regional service providers that outline cooperative measures for coordinating transportation investment and regulation per ORS 195.065.

3. EXISTING CONDITIONS

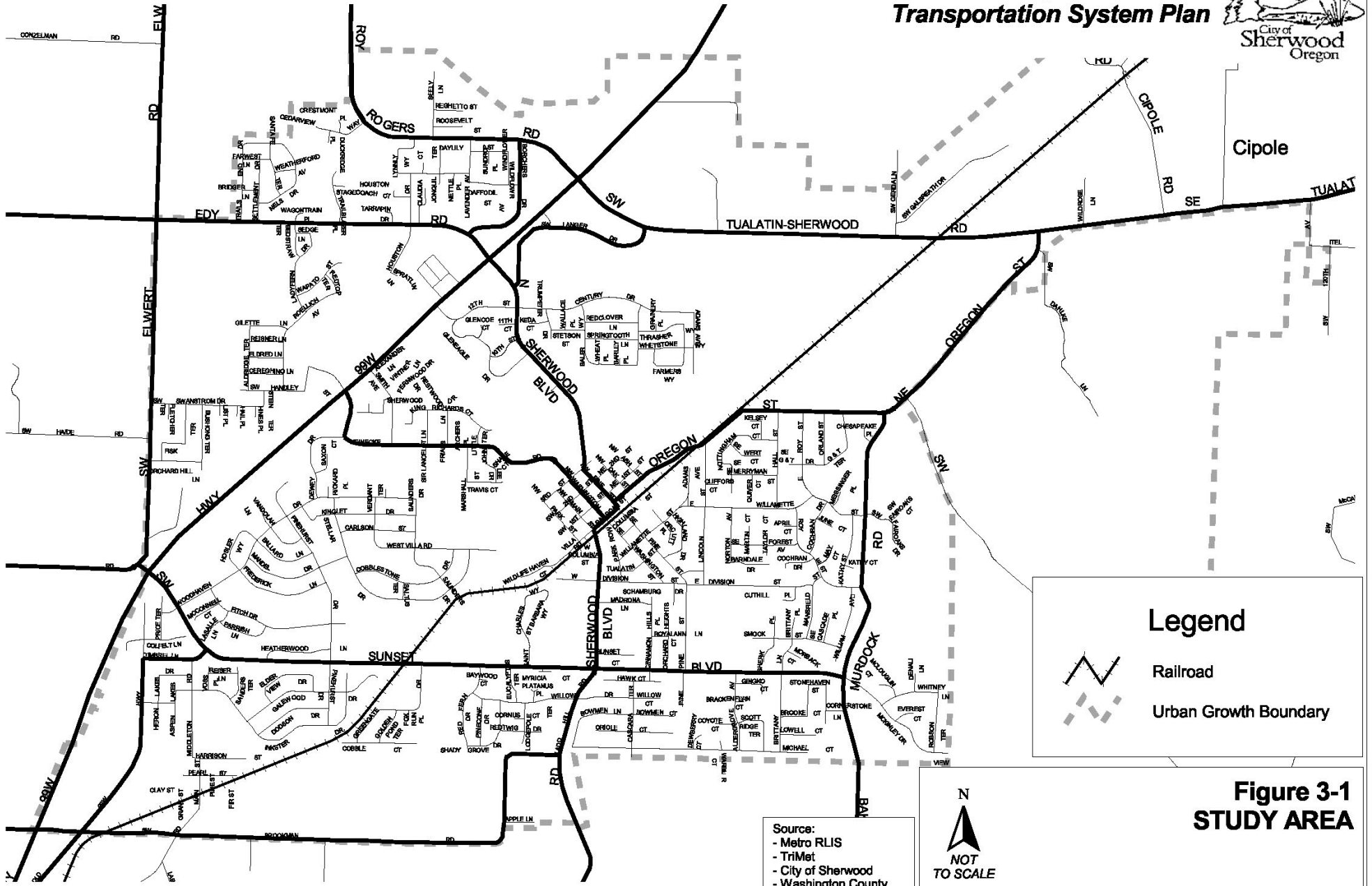
Existing transportation conditions were evaluated as part of the City of Sherwood Transportation System Plan (TSP). This chapter summarizes existing traffic and transportation operation in the City. It considers all modes including pedestrians, bicycles, transit, motor vehicles, freight, water, air, and pipelines. In the spring of 2003, an inventory of traffic conditions in Sherwood was undertaken to establish a base year for the TSP. Much of this data provides a benchmark (basis of comparison) for future assessment of transportation performance in Sherwood relative to desired policies.

The study area for the TSP was expanded beyond the city limits and existing urban growth boundary (UGB) to respond to planning area agreements and potential future annexations. The updated study area is shown in Figure 3-1, which includes Metro's UGB expansion areas. Thirty-five intersections within the study area were selected for evaluation. Traffic data was gathered at these locations and analyzed in order to evaluate area traffic conditions including volumes and levels of service. In addition, regional transportation system inventories were utilized to map existing facilities. The following sections describe the existing systems, usage, and performance for the applicable travel modes in the City of Sherwood.

Pedestrians

Figure 3-2 shows the existing sidewalk inventory in Sherwood. Large portions of the arterial and collector streets in Sherwood have sidewalks on at least one side of the street. There are some locations where sidewalks are not connected; however, connectivity and pedestrian linkages are relatively good, in particularly to parks and schools. In addition, a majority of the residential streets are shown to have sidewalks on both sides of the street, providing connections to major roadways and other neighborhoods. There is no trail system identified within Sherwood that supports the sidewalk system. The TSP should consider multi-use path alignments to provide additional connections between neighborhoods and complete the pedestrian grid system.

**City of Sherwood
Transportation System Plan**



Legend

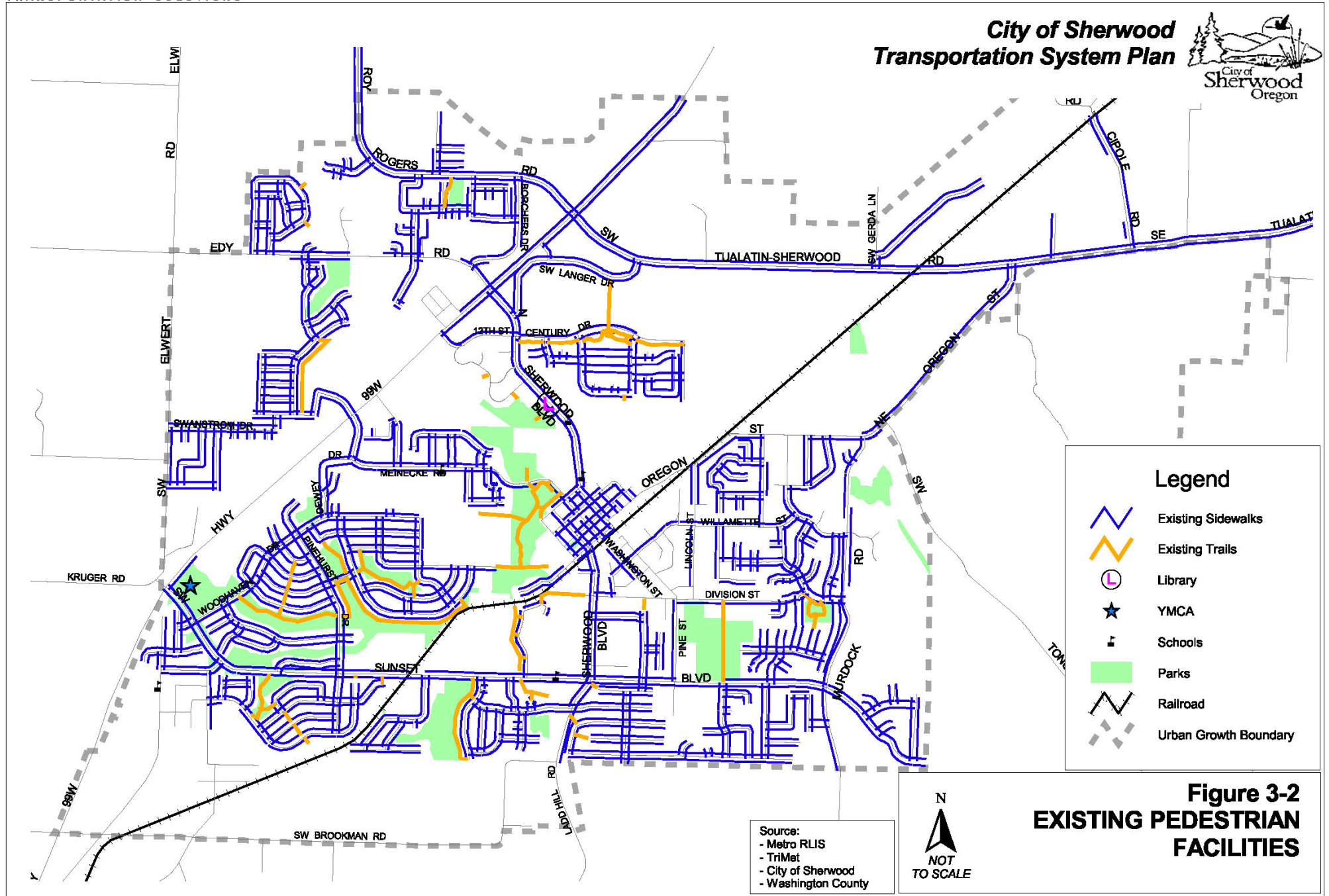
- Railroad
- Urban Growth Boundary



Source:
- Metro RLIS
- TriMet
- City of Sherwood
- Washington County

**Figure 3-1
STUDY AREA**

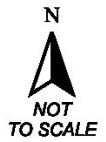
**City of Sherwood
Transportation System Plan**



Legend

- Existing Sidewalks
- Existing Trails
- Library
- YMCA
- Schools
- Parks
- Railroad
- Urban Growth Boundary

Source:
- Metro RLIS
- TriMet
- City of Sherwood
- Washington County



**Figure 3-2
EXISTING PEDESTRIAN
FACILITIES**

Pedestrian crossing volumes at the study intersections were counted during the PM peak hour turn movement counts. The pedestrian crossing volumes are shown in Figure 3-3. The most significant pedestrian movements occur near retail, recreational, and transit areas, including Railroad Avenue, Sherwood Boulevard, Tualatin-Sherwood Road, and Sunset Boulevard. Along major roadways such as Highway 99W and Tualatin Sherwood Road, pedestrian crossings are limited to locations with traffic signal controls due to high motor vehicle volumes and speeds. Highway 99W has five signalized crossings providing pedestrian crossings along its three-mile length through the study area. The TSP should examine providing additional crossings and connections to the pedestrian system to improve crossing spacing along Highway 99W.

Bicycles

Figure 3-4 shows the existing bicycle facility inventory in Sherwood. Besides Highway 99W and Tualatin-Sherwood Road, most of the roadways in the study area do not provide bike lanes. The current City policy is to provide non-motorized facilities in an off-street path system. The existing bike lane system does not provide adequate connections from neighborhoods to schools, parks, retail centers, or transit stops. Cyclists desiring to travel through the City generally either share the roadway with motor vehicles on major streets or find alternate routes on lower volume local streets.

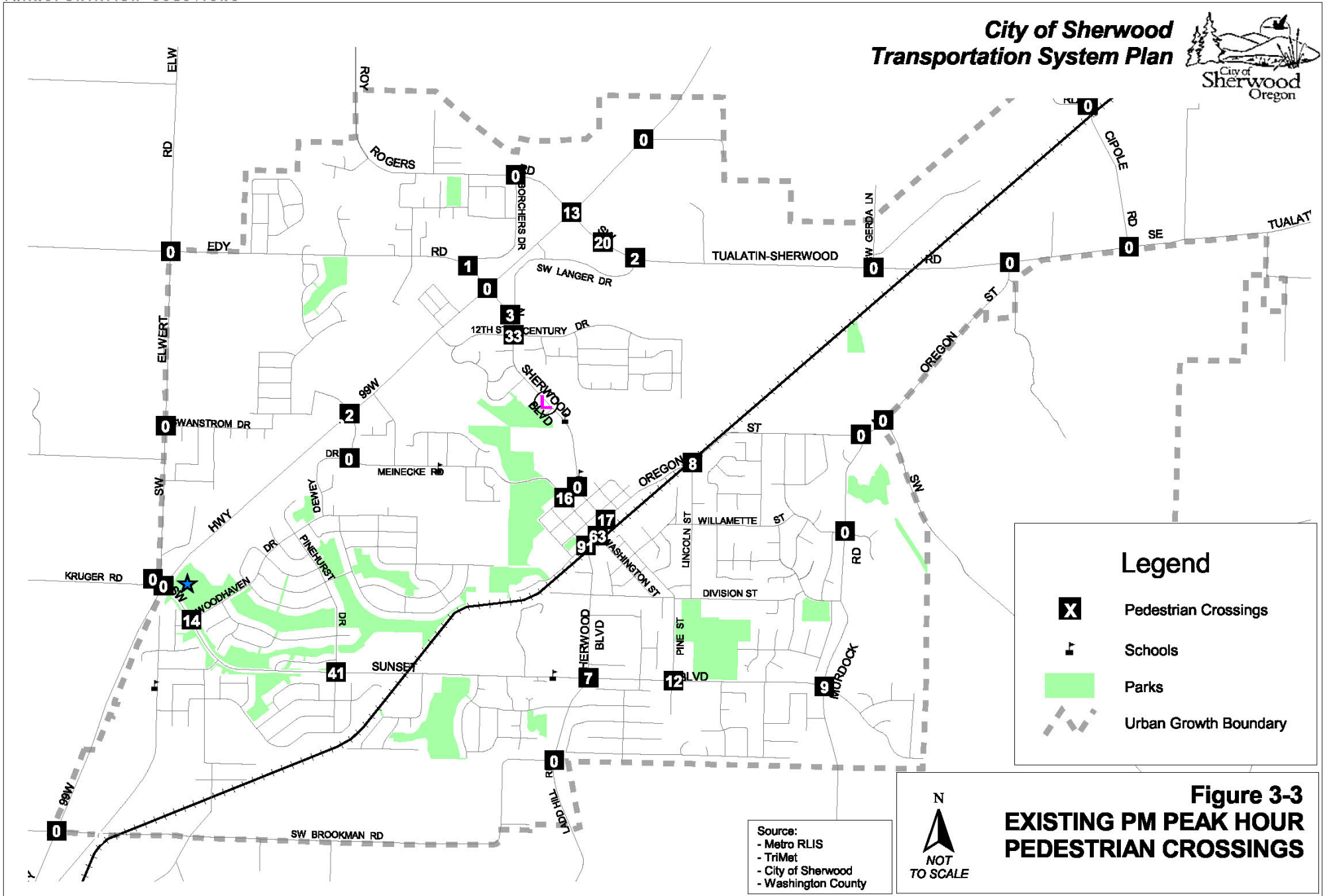
Bicycle counts were conducted during the evening peak period (4:00 to 6:00 PM) at the study intersections in Sherwood and are shown in Figure 3-5. The existing bicycle volumes are generally low and can be expected to increase in residential areas during the summer months.

Transit

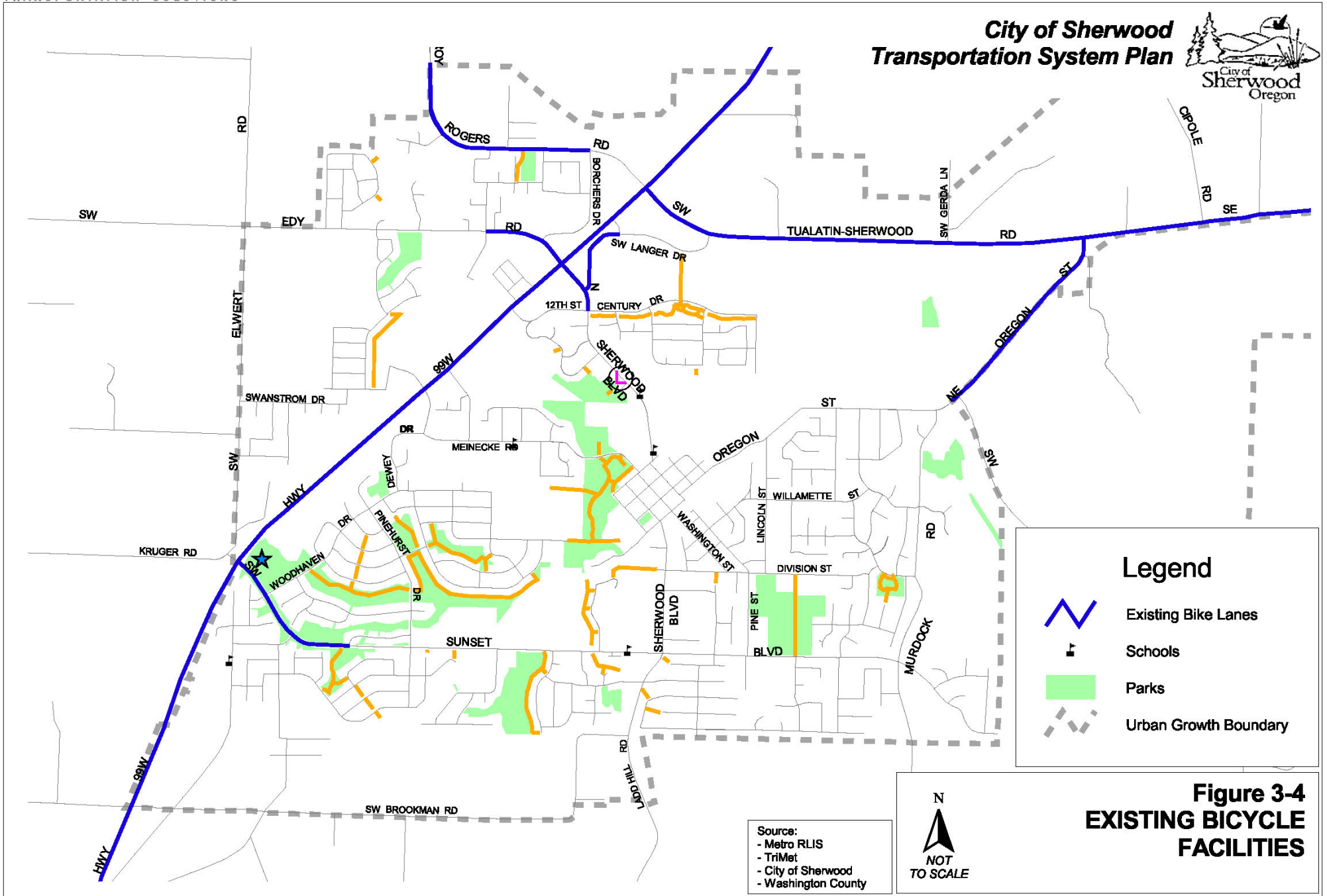
Transit service is provided to Sherwood by the Tri-County Metropolitan District of Oregon (TriMet). The Link Bus Express also offers morning, afternoon and evening service from McMinnville to Sherwood, connecting to the TriMet bus system. Figure 3-6 shows current TriMet bus routes serving Sherwood, which includes routes 12, 94, and 95. These routes connect downtown Sherwood to Highway 99W and run to/from the north. Park and ride lots are provided downtown on Railroad Avenue and off of Tualatin-Sherwood Road at the Regal Cinemas parking lot. Table 3-1 lists the average routes headways and corresponding level of service (based on the *Highway Capacity Manual*¹) for each of the routes serving Sherwood.

¹ 2000 *Highway Capacity Manual*, Transportation Research Board, 2000, Chapter 27.

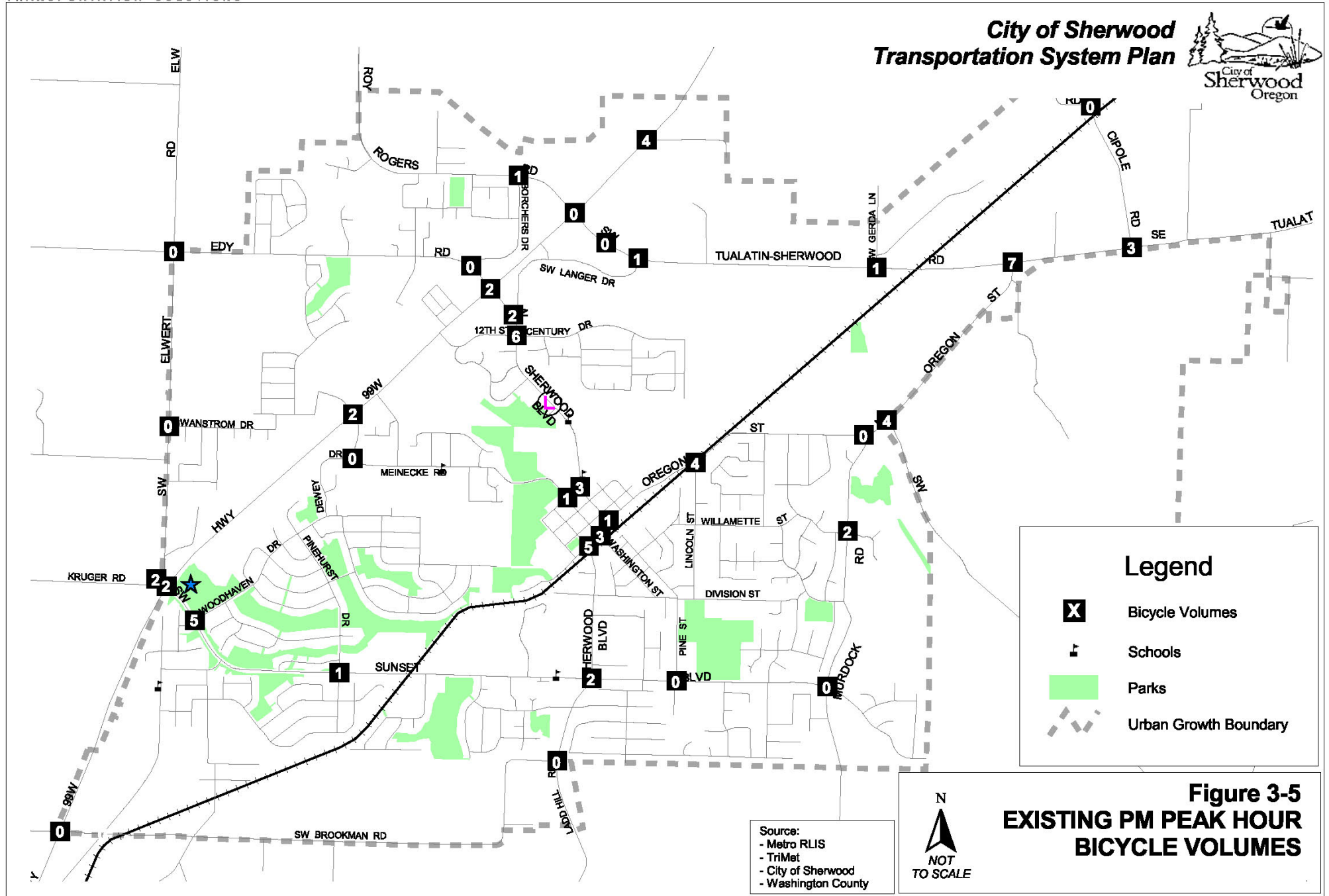
**City of Sherwood
Transportation System Plan**



**City of Sherwood
Transportation System Plan**



**City of Sherwood
Transportation System Plan**



**City of Sherwood
Transportation System Plan**

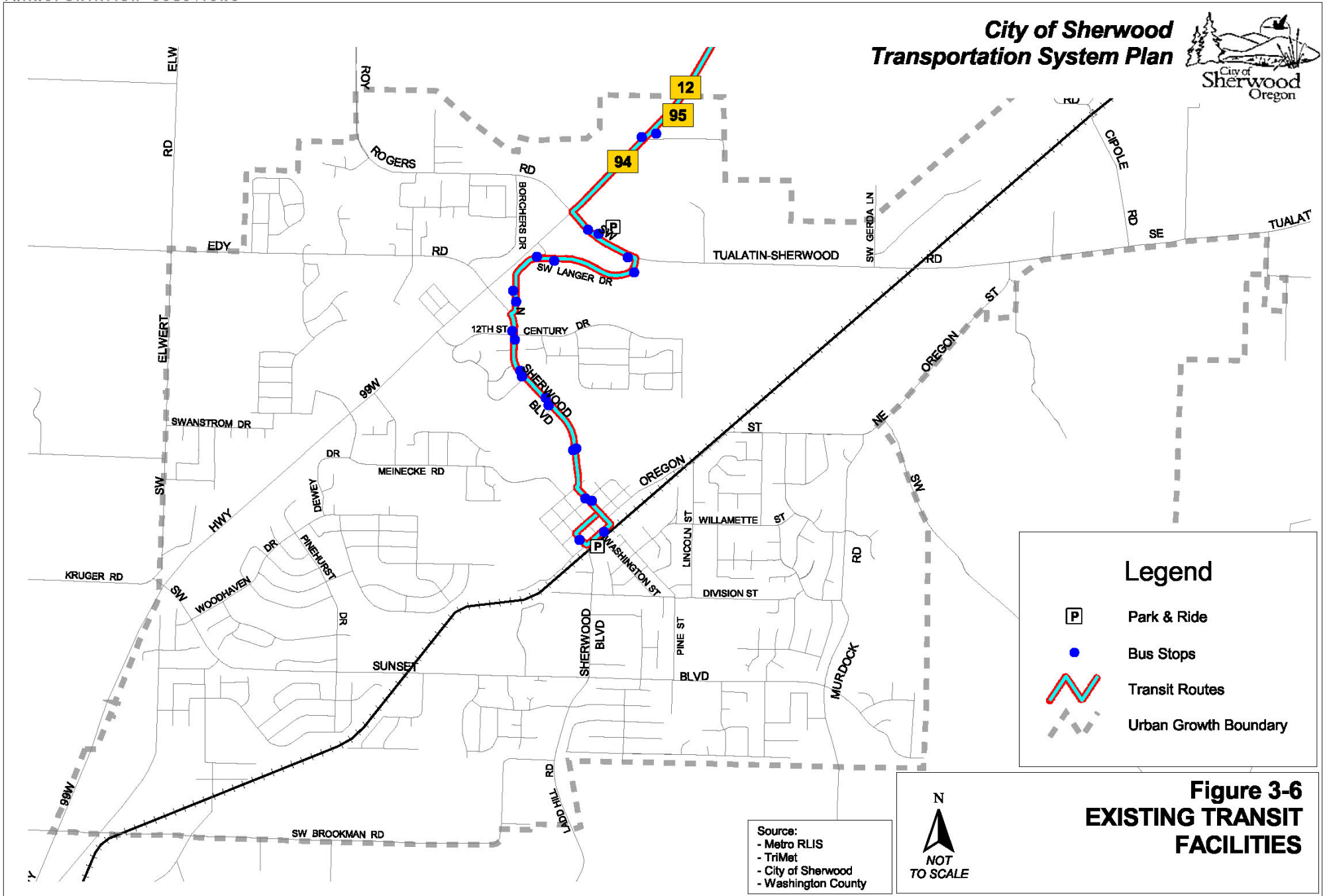


Table 3-1: TriMet Service Routes and Weekday Peak Period Level of Service

Route	Average Headways (minutes)			Level of Service		
	AM	Midday	PM	AM	Midday	PM
#12 Barbur Blvd	30	30	30	E	E	E
#94 Sherwood/Pac Hwy	15	>60	12	C	F	B
#95 Tigard/I-5 Express	30	>60	24	E	F	D

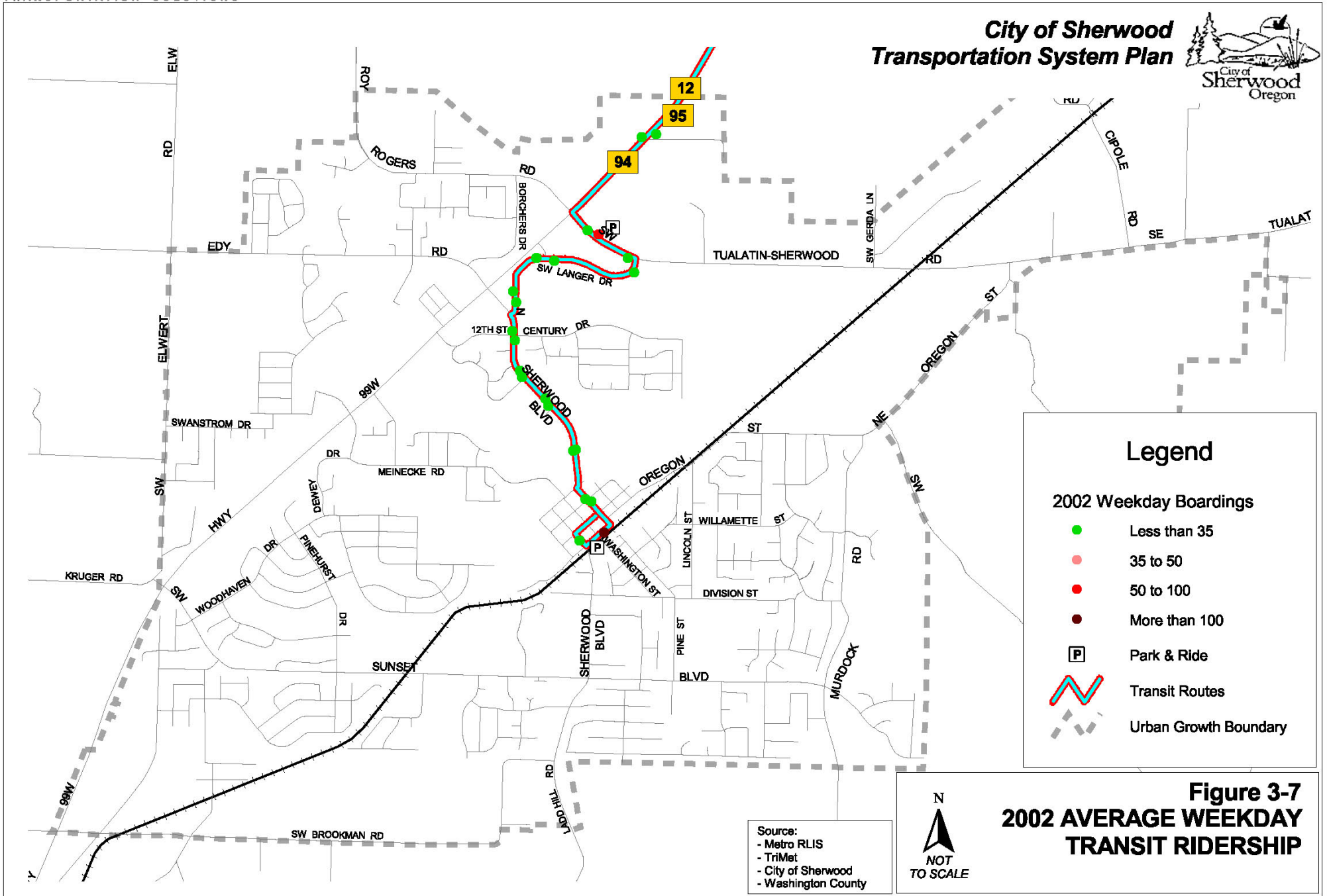
Note: AM Period = 06:00-08:30, Midday Period = 08:30-16:00, PM Period = 16:00-18:00
 Level of Service (LOS) for transit service based on headway: less than 10 minutes = LOS A;
 10-14 minutes = LOS B; 14-19 minutes = LOS C; 20-29 minutes = LOS D; 30-60 minutes = LOS E;
 and greater than 60 minutes = LOS F.

In addition to the headway level of service measure, transit level of service can be analyzed based on area of coverage and route reliability. Transit coverage is based on comparing land that has a high enough density to support transit service versus a 1/4-mile walking distance buffer around transit stops. As land use details are complete for the travel demand forecasting for the TSP, transit coverage analysis will be added as a performance measure. Transit service reliability is primarily measured by the ability for buses to maintain schedules along corridors. Transit routes serving Sherwood depend on roadway operations to the north (Highway 99W in Tigard, I-5 north of Tigard, and Barbur Boulevard). Reliability in these areas is addressed by the Tigard TSP, the Washington County TSP, the Oregon Highway Plan, and the Regional Transportation Plan. Within Sherwood, this TSP should address transit reliability by maintaining adequate travel speeds and intersection operation along transit routes (this could include measures such as signal coordination and bus priority).

Weekday bus boarding information was received from TriMet and reflects the current fall 2002 census. Figure 3-7 shows the average weekday boardings at each transit stop. In addition, Figure 3-7 shows that the only existing transit shelter in Sherwood is located at the downtown Park and Ride. TriMet typically considers locating transit shelters at stops with 35 or more boardings per day². The Tualatin-Sherwood Park and Ride transit stop is the only stop in Sherwood that currently meets the transit shelter requirement that does not have a shelter.

² Design Criteria, TriMet, August 2002.

**City of Sherwood
Transportation System Plan**



Motor Vehicles

Functional Classification

The functional classification system is designed to serve transport needs within the community. The schematic diagram on the following page illustrates the competing functional nature of roadway facilities as it relates to access, mobility, multi-modal transport, and facility design. The diagram is useful to understand how worthwhile objectives can have opposing effects. For example, as mobility is increased (bottom axis), the provision for non-motor vehicle modes (top axis) is decreased accordingly. Similarly, as access increases (left axis), the facility design (right axis) dictates slower speeds, narrower travelways, and non-exclusive facilities. The goal of selecting functional classes for particular roadways is to provide a suitable balance of these four competing objectives.

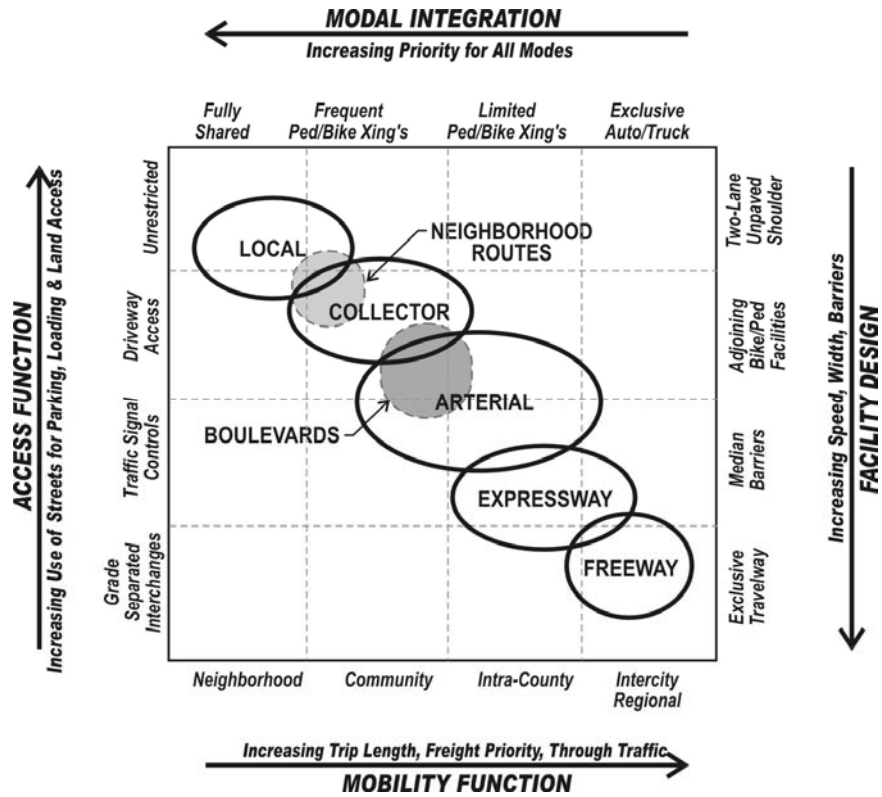
The diagram shows that as street classes progress from local to collector to arterial to freeway (top left corner to bottom right corner) the following occurs:

- *Mobility Increases* – Longer trips between destinations, greater proportion of freight traffic movement, and a higher proportion of through traffic.
- *Integration of Pedestrian and Bicycle Decreases* – Provisions for adjoining sidewalks and bike facilities are required up through the arterial class, however, the frequency of intersection or mid-block crossings for non-motorized vehicles steadily decreases with higher functional classes. The expressway and freeway facilities typically do not allow pedestrian and bike facilities adjacent to the roadway and any crossings are grade-separated to enhance mobility and safety.
- *Access Decreases*– The shared uses for parking, loading, and direct land access is reduced. This occurs through parking regulation, access control and spacing standards (see opposite axis).
- *Facility Design Standards Increase* – Roadway design standards require increasingly wider, faster facilities leading to exclusive travelways for autos and trucks only. The opposite end of the scale is the most basic two-lane roadway with unpaved shoulders.

Table 3-2: Existing Functional Classification of Sherwood Streets

Roadway	Federal	ODOT	Metro
ORE 99W	Principal Arterial	Statewide Highway - NHS Freight Route	Principal Arterial (Highway)
Tualatin-Sherwood Road	Urban Collector	Not Classified	Minor Arterial
Roy Rogers Road	Urban Collector	Not Classified	Minor Arterial
Oregon Street (east of Murdock)	Urban Collector	Not Classified	Minor Arterial
Murdock Road	Urban Collector	Not Classified	Minor Arterial
Sunset Boulevard	Local Road	Not Classified	Minor Arterial
Sherwood Boulevard	Urban Collector	Not Classified	Collector of Regional Significance
Oregon Street (west of Murdock)	Urban Collector	Not Classified	Collector of Regional Significance

Sources: ODOT, Oregon Highway Plan, 1999, and Metro, 2000 Regional Transportation Plan, Regional Motor Vehicle System. Refer to RTP for complete description of lower class roadways.



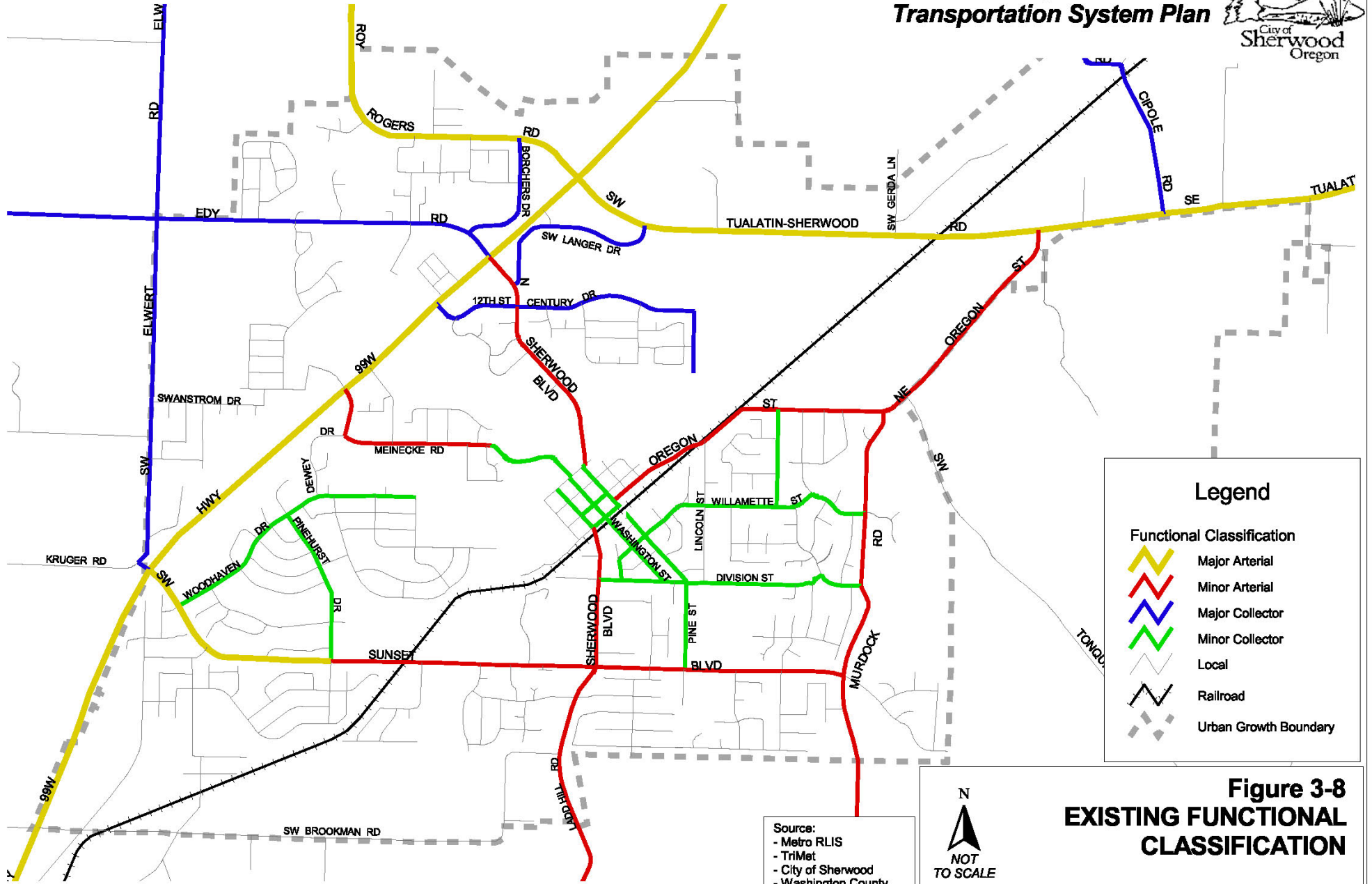
Two additional areas are noted on the diagram for **Neighborhood Routes** and **Boulevards** that span two conventional street classes.

The existing Sherwood functional class system for roadway facilities (shown on

Figure 3-8) ties together roadway design speed, number of travel lanes, and roadway cross-section. Linking functional class to road design standards has enabled the City to construct uniform high-quality improvements that were much needed with recent growth. However, this type of system also has limitations that include:

- High design speeds required on arterials in rolling and mountainous terrain can be cost prohibitive to construct.
- Modifying design standards to allow narrower roadway cross-sections (i.e., travel lanes, median lanes) where significant right-of-way, environmental or other design constraints can be difficult.
- Responding to Metro 2040 Street Guidelines that allow on-street parking, mid-block crossing and other “main street” design speeds on urban arterials.
- No clear systematic response to urban neighborhoods in addressed traffic calming needs.
- Sizing streets to better accommodate forecasted travel demands.

**City of Sherwood
Transportation System Plan**



Legend

- Major Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- Railroad
- Urban Growth Boundary

Source:
- Metro RLIS
- TriMet
- City of Sherwood
- Washington County



**Figure 3-8
EXISTING FUNCTIONAL
CLASSIFICATION**

The last point relates to a recurring complication when developments are proposed within the allowed range of uses in a comprehensive plan, but the estimated added demand exceeds functional class parameters for the fronting county streets. For example, a high intensity use such as a regional shopping center, sports facility, or medical center may require more travel lanes on a collector facility than the three lanes typically allowed. The present plan organization would require a transportation plan amendment to address this issue. The new approach would better allow for the number of lanes to be determined independent of the functional classification.

In addition to the limitations listed above, the existing Sherwood functional classification is discontinuous along some roadways, with arterials leading to downtown switching to collectors in order to match existing design criteria. The TSP should address the limitations of the existing functional class and establish a system that better meets City and regional policy issues. A functional class system based primarily on connectivity would allow the design flexibility to handle each of the issues identified above.

Aside from the currently delineated road network, Sherwood has a history of a network of alleys serving the historic central business district. The Smockville Town plat (the original name for the City of Sherwood) identifies 9 blocks served by alleys, each designed with a 14 foot right-of-way. Smock Addition, added after the original settlement was constructed, includes five additional alleys.

Roadway Characteristics

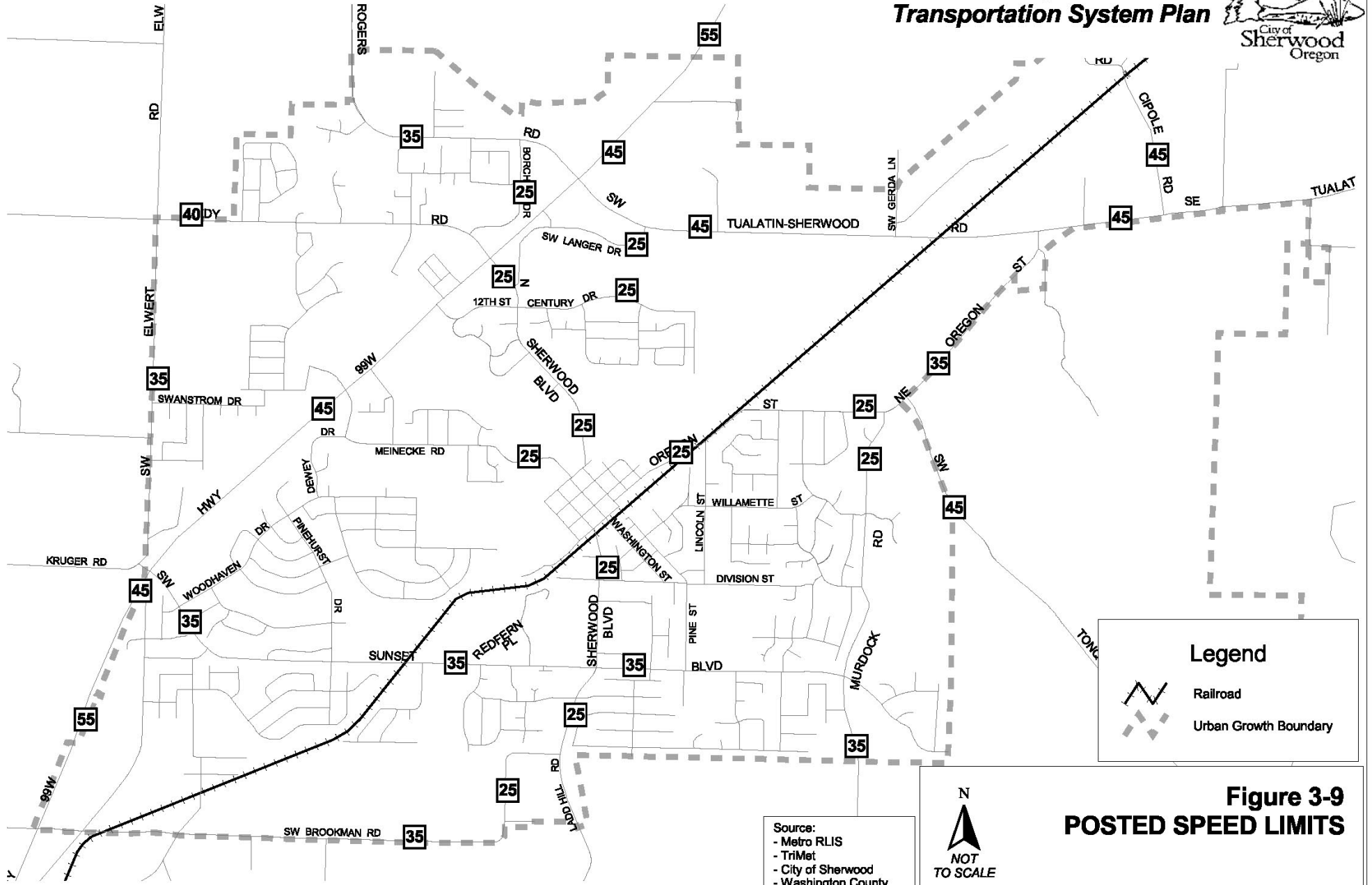
Field inventories were conducted to determine characteristics of major roadways in the TSP study area. Data collected included posted speed limits, roadway lanes, and intersection controls. These characteristics define roadway capacity and operating speeds through the street system, which effects travel path choices for drivers in Sherwood.

Figure 3-9 shows a limited inventory of the posted speeds in Sherwood. The majority of roadways in Sherwood are posted at 25 miles per hour (mph). Arterial roadways such as Highway 99W, Tualatin-Sherwood Road, and Sunset Boulevard are posted at higher speeds ranging from 35 to 55 mph. Collector roadways such as Elwert Road, Edy Road, and Borchers Drive are posted at 35 to 40 mph.

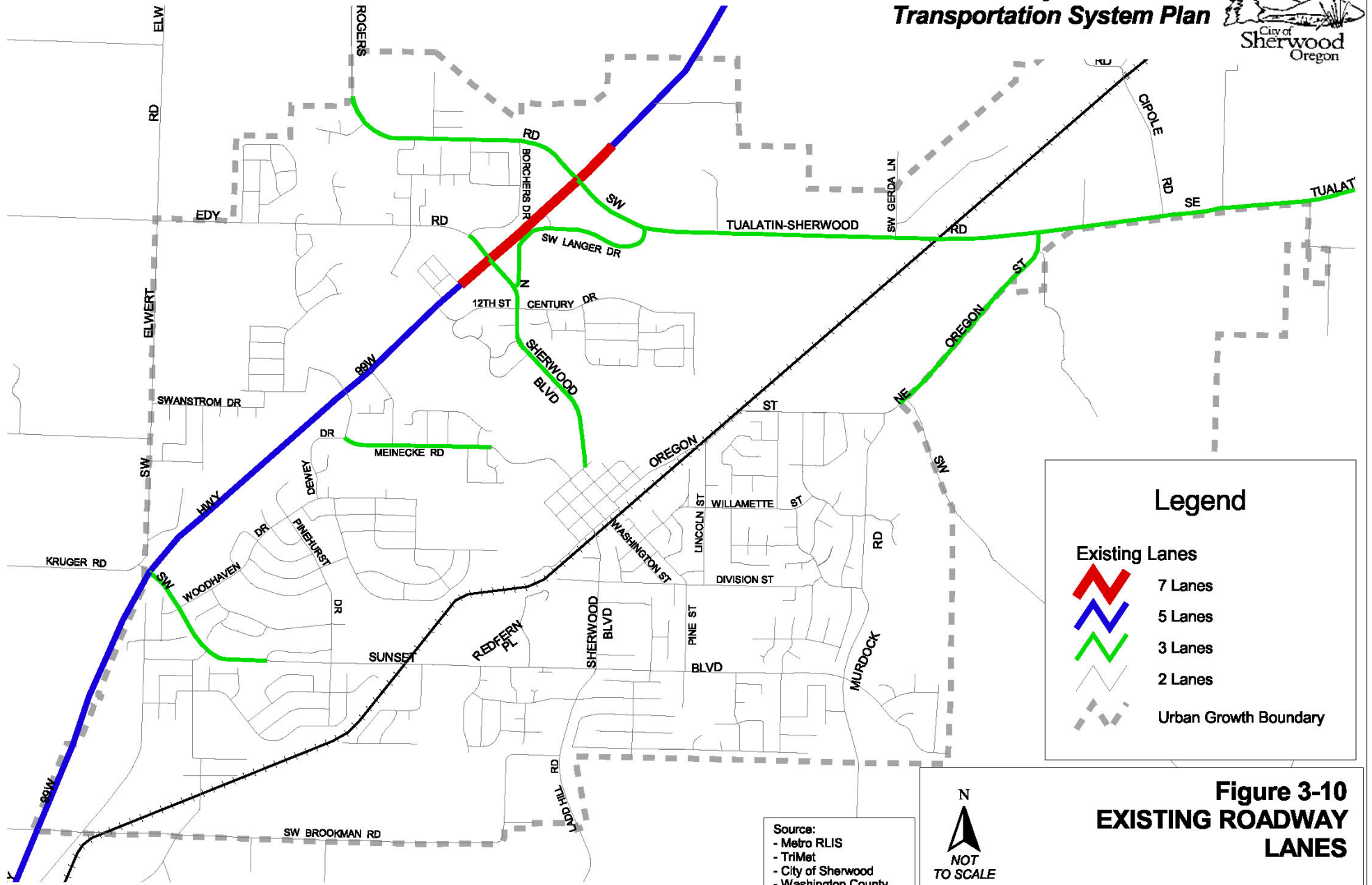
Figure 3-10 shows the existing number of lanes on each roadway in Sherwood. The widest roadway is Highway 99W, which is generally 5-lanes with a 7-lane section between Sherwood Boulevard and Home Depot. Tualatin-Sherwood Road, parts of Oregon Street, Langer Drive, Sherwood Boulevard, and the western end of Sunset Boulevard are 3-lane roadways.

Figure 3-11 shows the existing intersection controls at the study intersections. Traffic signals exist mainly along Highway 99W and Tualatin Sherwood Road. As of 2003, Sherwood has three roundabouts that replace unsignalized intersections.

City of Sherwood Transportation System Plan



**City of Sherwood
Transportation System Plan**



Legend

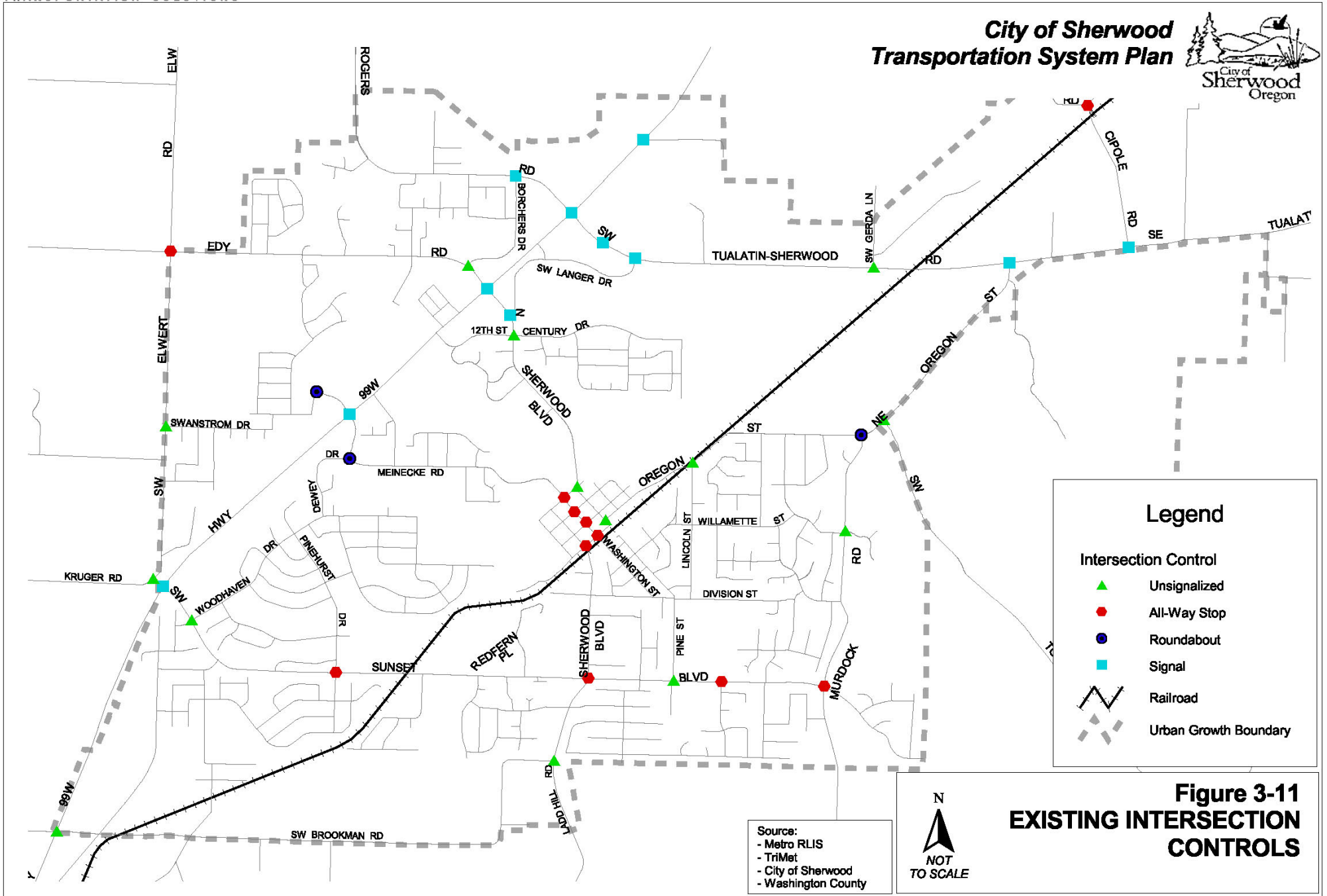
- Existing Lanes 7 Lanes
- Existing Lanes 5 Lanes
- Existing Lanes 3 Lanes
- Existing Lanes 2 Lanes
- Urban Growth Boundary

Source:
- Metro RLIS
- TriMet
- City of Sherwood
- Washington County



**Figure 3-10
EXISTING ROADWAY
LANES**

**City of Sherwood
Transportation System Plan**



Emergency Response Routes

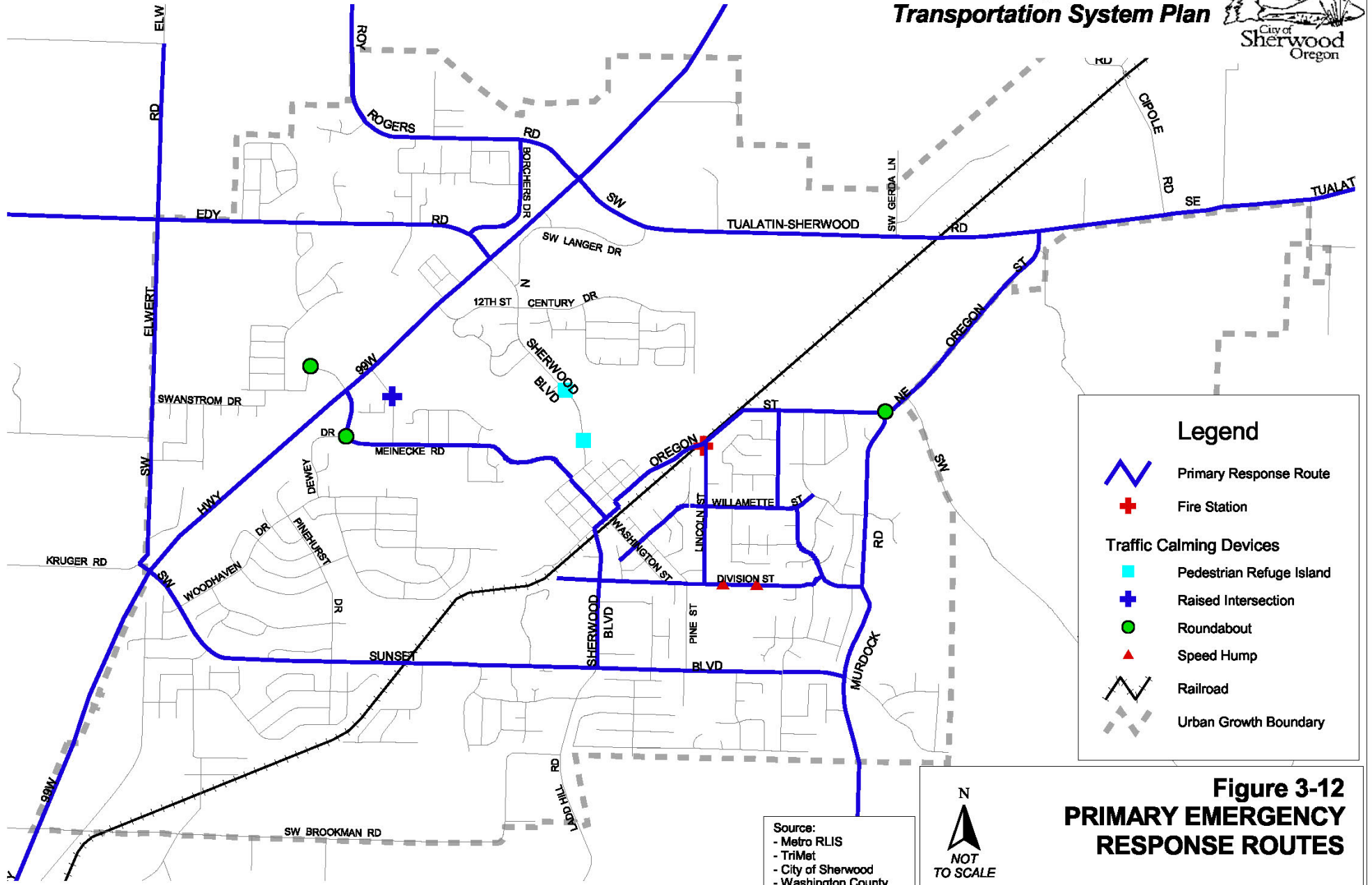
Emergency services are provided in Sherwood by the Tualatin Valley Fire and Rescue District (TVFR). TVFR's Sherwood station is located at the corner of Oregon Street and Lincoln Street. Response times are a top priority for TVFR. In an effort to improve and maintain existing response times, TVFR is working with jurisdictions in their service area to establish primary response route designations and traffic calming device standards. Figure 3-12 shows the preliminary primary response routes in Sherwood. In addition, Figure 3-12 shows the existing traffic calming devices located on Sherwood streets. Generally, restrictive or deflective traffic calming devices (e.g. speed humps, raised intersections, and diverters) should not be located on primary emergency response routes.

Motor Vehicle Volume

A complete inventory of peak hour traffic conditions was performed in the spring of 2003 as part of the Sherwood TSP. The traffic turn movement counts conducted as part of this inventory provide the basis for analyzing existing problem areas as well as establishing a base condition for future monitoring. Turn movement counts were conducted at 35 intersections during the evening (4-6 PM) peak period to determine existing operating conditions. These counts were conducted after construction closures on Oregon Street and Meinecke Road. Study intersections were chosen in coordination with the City of Sherwood staff in order to address areas major roadways and noted areas of concern.

Figure 3-13 shows the two-way existing traffic volumes on streets in the Sherwood area. These two-way traffic volumes can vary from day to day and month-to-month based on weather, surrounding roadway conditions, holidays and school days. In addition, seasonal recreational traffic can vary the traffic volumes along Highway 99W by plus or minus five percent.

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Legend

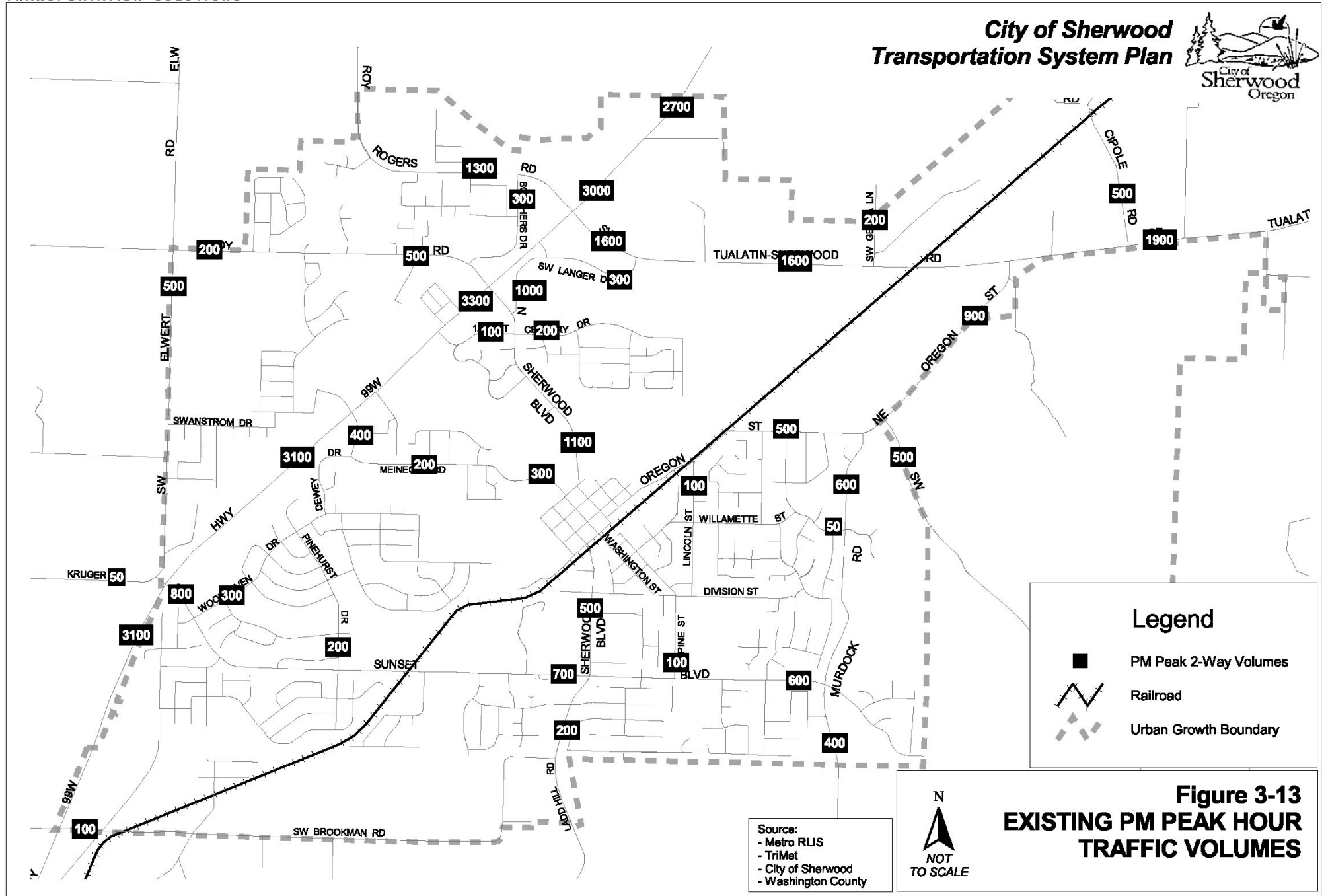
- Primary Response Route
- Fire Station
- Traffic Calming Devices**
- Pedestrian Refuge Island
- Raised Intersection
- Roundabout
- Speed Hump
- Railroad
- Urban Growth Boundary

Source:
- Metro RLIS
- TriMet
- City of Sherwood
- Washington County



**Figure 3-12
PRIMARY EMERGENCY
RESPONSE ROUTES**

**City of Sherwood
Transportation System Plan**



Traffic Levels of Service

Level of Service (LOS) is used as a measure of effectiveness for intersection operation and is based on analysis of the PM peak hour as these volumes are typically the highest observed on a system wide basis. However, it should be noted that specific movements at particular intersections can experience operational issues at times other than peak periods. LOS is similar to a “report card” rating based upon average vehicle delay. Level of Service A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. Level of Service D and E are progressively worse peak hour operating conditions. Level of Service F represents conditions where average vehicle delay exceeds 80 seconds per vehicle entering a signalized intersection and demand has exceeded capacity. This condition is typically evident in long queues and delays. Level of service D or better is generally the accepted standard for signalized intersections in urban conditions. Unsignalized intersections provide levels of service for major and minor street turning movements. For this reason, LOS E and even LOS F can occur for a specific turning movement; however, the majority of traffic may not be delayed (in cases where major street traffic is not required to stop). LOS E or F conditions at unsignalized intersections generally provide a basis to study intersections further to determine availability of acceptable gaps, safety and traffic signal warrants. A summary of the descriptions for level of service for signalized and unsignalized intersections is provided in the Level of Service Descriptions in the Sherwood Transportation System Plan technical appendix.

The intersection turn movement counts conducted during the evening peak periods were used to determine the existing 2003 LOS based on the *2000 Highway Capacity Manual* methodology for signalized and unsignalized intersections³. Traffic counts and level of service calculation sheets can be found in the appendix. Table 3- lists the existing PM peak hour intersection operation at the 35 study intersections. Each of the study intersections operates at a LOS of D or better, except for the unsignalized approaches at ORE 99W/Brookman and Sherwood Blvd/Century Drive. Figure 3-14 shows a summary of the study intersection operating conditions.

Table 3-3: Existing PM Peak Hour Intersection Level of Service

Intersection	Level of Service	Average Delay	Volume / Capacity
ORE 99W/Home Depot	B	10.4	0.70
ORE 99W/Tualatin-Sherwood Rd	D	43.0	0.84
ORE 99W/Sherwood Blvd	D	35.7	0.75
ORE 99W/Meinecke Rd	B	15.2	0.68
ORE 99W/Sunset Blvd	C	27.1	0.79
ORE 99W/Brookman Rd	C/F		
Tualatin-Sherwood Rd/Cipole Rd	C	24.8	0.84
Tualatin-Sherwood Rd/Oregon St	D	36.4	0.94
Tualatin-Sherwood Rd/Gerda Ln	B/F		
Tualatin-Sherwood Rd/Langer Dr	B	19.2	0.64
Tualatin-Sherwood Rd/Regal Cinemas	C	21.0	0.60
Brookman Rd/Ladd Hill Rd	A/A		
Cipole Rd/Herman Rd	B	10.6	0.43
Edy Rd/Borchers Dr	A/C		

³ *2000 Highway Capacity Manual*, Transportation Research Board, 2000.

Intersection	Level of Service	Average Delay	Volume / Capacity
Edy Rd/Elwert Rd	B	12.0	0.60
Elwert Rd/Kruger Rd	A/B		
Elwert Rd/Swanstrom Dr	A/B		
Meinecke Rd/Dewey Dr	A	3.6	0.17
Murdock Rd/Willamette St	A/C		
Oregon St/Lincoln St	A/B		
Oregon St/Murdock Rd	A	7.3	0.68
Oregon St/Tonquin Rd	A/D		
Pine St/Oregon St	A/D		
Roy Roger Rd/Borchers Dr	A	9.0	0.55
Sherwood Blvd/3rd St	A/D		
Sherwood Blvd/Century Dr	A/F		
Sherwood Blvd/Langer Dr	D	42.2	0.65
Sherwood Blvd/Railroad Ave	B	11.6	0.56
Sunset Blvd/Murdock Rd	B	10.4	0.44
Sunset Blvd/Pine St	A/C		
Sunset Blvd/Pinehurst Dr	B	12.2	0.57
Sunset Blvd/Sherwood Blvd	C	19.4	0.82
Sunset Blvd/Woodhaven Dr	A/C		
Washington St/3rd Ave	A	8.2	0.21
Washington St/Railroad Ave	B	12.8	0.62

Signalized and All-Way Stop Intersection LOS:

LOS = Level of Service

Delay = Average vehicle delay in the peak hour for entire intersection

V/C = Volume to Capacity Ratio

Unsignalized Intersection LOS:

A/A=Major Street turn LOS/Minor street turn LOS

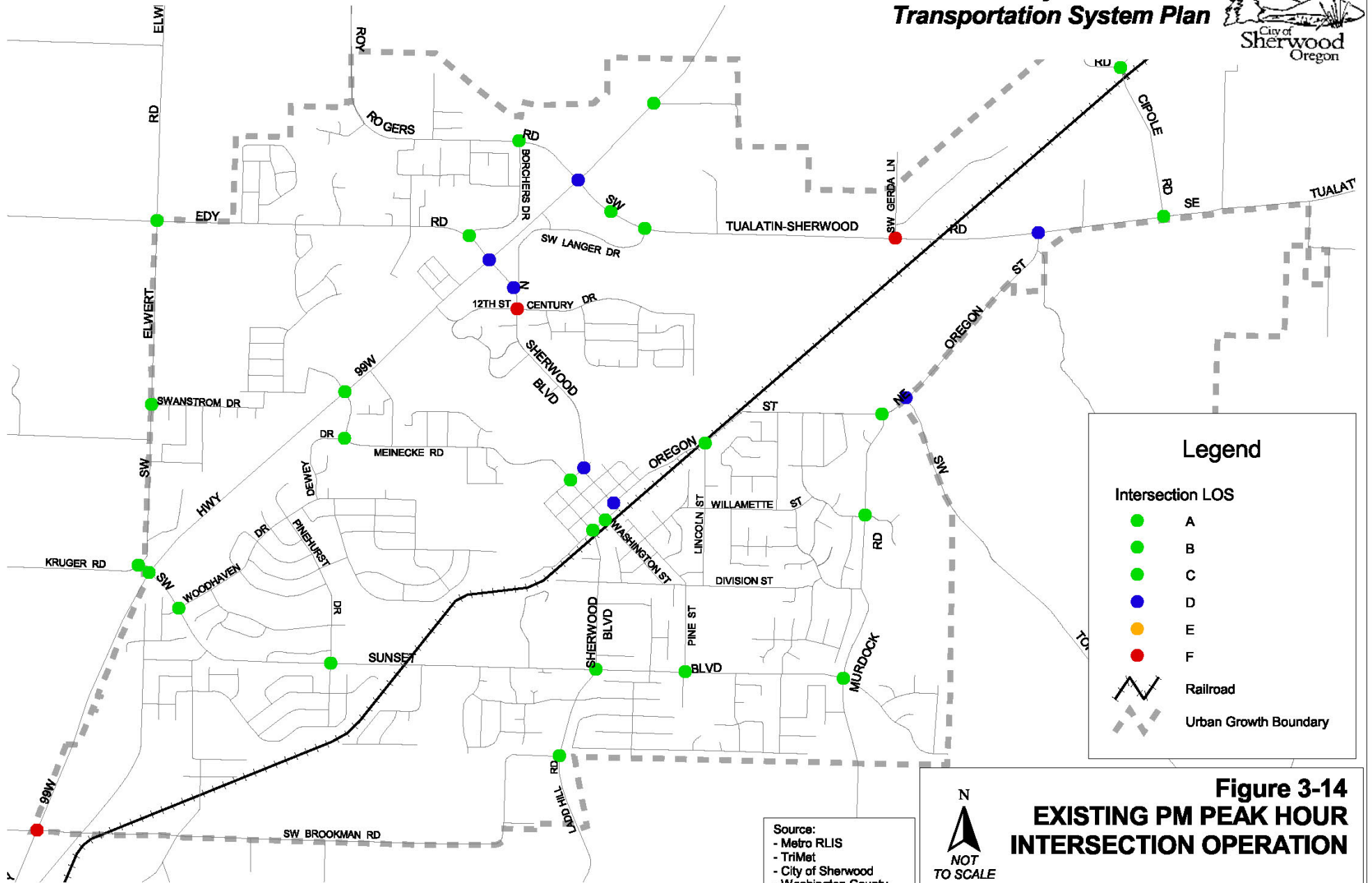
Roundabout Intersection LOS:

LOS = FHWA Methodology Level of Service

Delay = FHWA Methodology Level of Service

V/C = HCM Methodology worst approach Volume to Capacity Ratio

**City of Sherwood
Transportation System Plan**



Source:
- Metro RLIS
- TriMet
- City of Sherwood
- Washington County



**Figure 3-14
EXISTING PM PEAK HOUR
INTERSECTION OPERATION**

The Highway Capacity Manual Methodology for signalized intersection analysis treats each intersection as an isolated signal within a roadway system. In addition, travel time is a key measure of transportation service and accessibility in a city. It provides a common reference for comparison between modes and a historical reference in future years. Arterial level of service for the entire system is based on the average travel speed of a vehicle to passing through the study area. The *2000 Highway Capacity Manual* includes a methodology for calculating the arterial level of service based on measured or estimated travel speeds along the study corridor. A detailed description of the methodology is included in the appendix.

Travel time runs were conducted during April 2003 along ORE 99W and Tualatin-Sherwood Road. The travel time runs were conducted during the AM and PM peak periods, starting at Cipole Road on Tualatin-Sherwood Road and finishing at Sunset Boulevard on ORE 99W. Table 3- lists the average travel speeds measured during the travel time runs. As listed in the table, the average travel speeds indicate that ORE 99W operates at a LOS of B during both the AM and PM peak periods. Tualatin-Sherwood Road operates at a LOS of B in the eastbound direction and a LOS of C in the westbound direction during both peak periods. Plots of the real time travel speeds (in 3-second increments) are included in the appendix.

The travel time runs were conducted after the completion of two key improvements: the Highway 99W/Tualatin Road intersection improvements stretching through the Regal Cinemas signal, and the opening of the Oregon Street roundabout. The average speeds listed in Table 3-3 indicate that the recent improvement projects have significantly improved the operation of these facilities, which used to commonly bottleneck on Tualatin-Sherwood Road from Highway 99W through Langer Drive, also causing queue backups for turning movements from Highway 99W onto Tualatin-Sherwood Road.

Table 3-4: Existing (2003) Average Travel Speeds and LOS

Route	Average Travel Speed (mph)		Level of Service	
	AM	PM	AM	PM
Tualatin-Sherwood Road Eastbound	28	30	B	B
Tualatin-Sherwood Road Westbound	22	27	C	C
Highway 99W Southbound	28	34	B	B
Highway 99W Northbound	31	34	B	B

The segment of Highway 99W listed in Table 3- includes a portion of the area managed by the City of Sherwood 99W Capacity Allocation Program (CAP) program, which covers Highway 99W from the north to the south city limits. The CAP ordinance was established with a LOS of E threshold for Highway 99W (corresponding to a seven-minute travel time through the city limits). The existing travel speeds indicate that the portion of Highway 99W from Tualatin-Sherwood Road to Sunset operates significantly better than the LOS E CAP threshold.

Collisions

Collision data was obtained from Washington County and used to create a high collision intersection list for intersections within Sherwood. The County ranks intersections in their Safety Priority Index System (SPIS) based on the most current three years of collision data. The SPIS rankings are derived from factors such as the number of collisions, the type of collisions, the collision severity, and traffic volumes. The collision data only includes those collisions

reported to the Oregon Department of Transportation. In addition, the County SPIS list only includes intersections that have at least one county controlled approach. Sherwood has five intersections on the County SPIS list for 1999-2001. Table 3- lists each intersection. The safety at these intersections should be considered in this TSP.

Table 3-5: SPIS Ranking of Five Highest Sherwood TSP Study Area Intersections (1999-2001)

Ranking	Street	Cross Street	Number of Collisions	Fatal Collisions	Injury Collisions
69	Highway 99W	Tualatin-Sherwood Rd	20	1	6
81	Oregon Street	Tualatin-Sherwood Rd	20	0	13
95	Cipole Road	Tualatin-Sherwood Rd	25	0	10
152	Brookman Rd	Highway 99W	6	1	3
206	Edy Rd-Sherwood Blvd	Highway 99W	13	0	5

In addition to motor vehicle crashes, pedestrian and bicycle modes often face serious challenges in relation to safety issues. Table 3-6 identifies the crashes involving pedestrians and bicyclists in Sherwood between 1999 and 2001.

Table 3-6: Pedestrian and Bicycle Crashes in the Sherwood TSP Study Area (1999-2001)

Mode	Number of Collisions	Fatal Collisions	Injury Collisions
Pedestrian	3	0	3
Bicycle	4	0	4

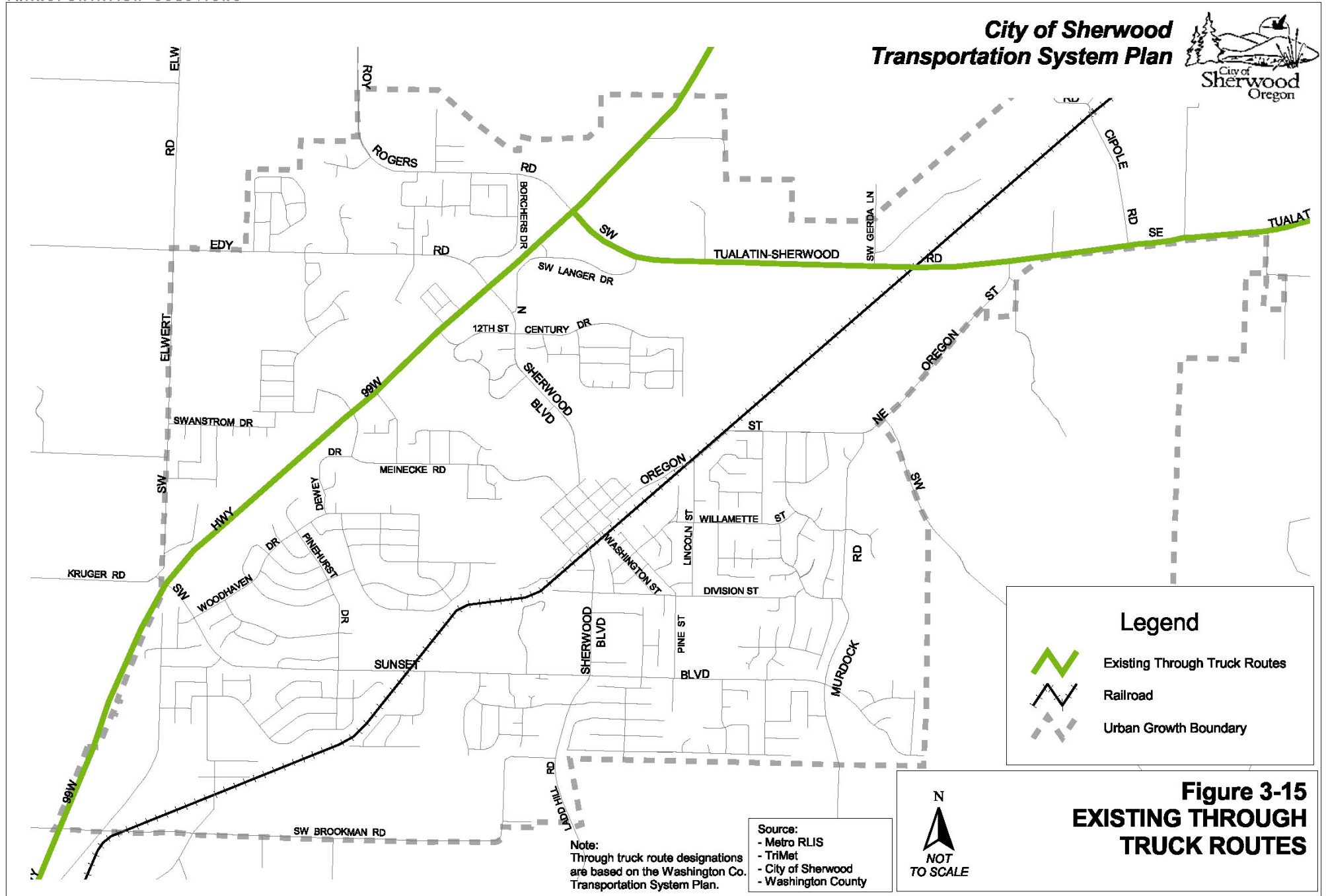
Trucks

Efficient truck movement plays a vital role in the economical movements of raw materials and finished products. The designation of through truck routes provides for this efficient movement while at the same time maintaining neighborhood livability, public safety, and minimizing maintenance costs of the roadway system. The Washington County TSP identifies through truck routes in the Sherwood areas as ORE 99W and Tualatin-Sherwood Road, which is shown in Figure 3-15. In addition, ODOT designates ORE 99W as a freight route⁴.

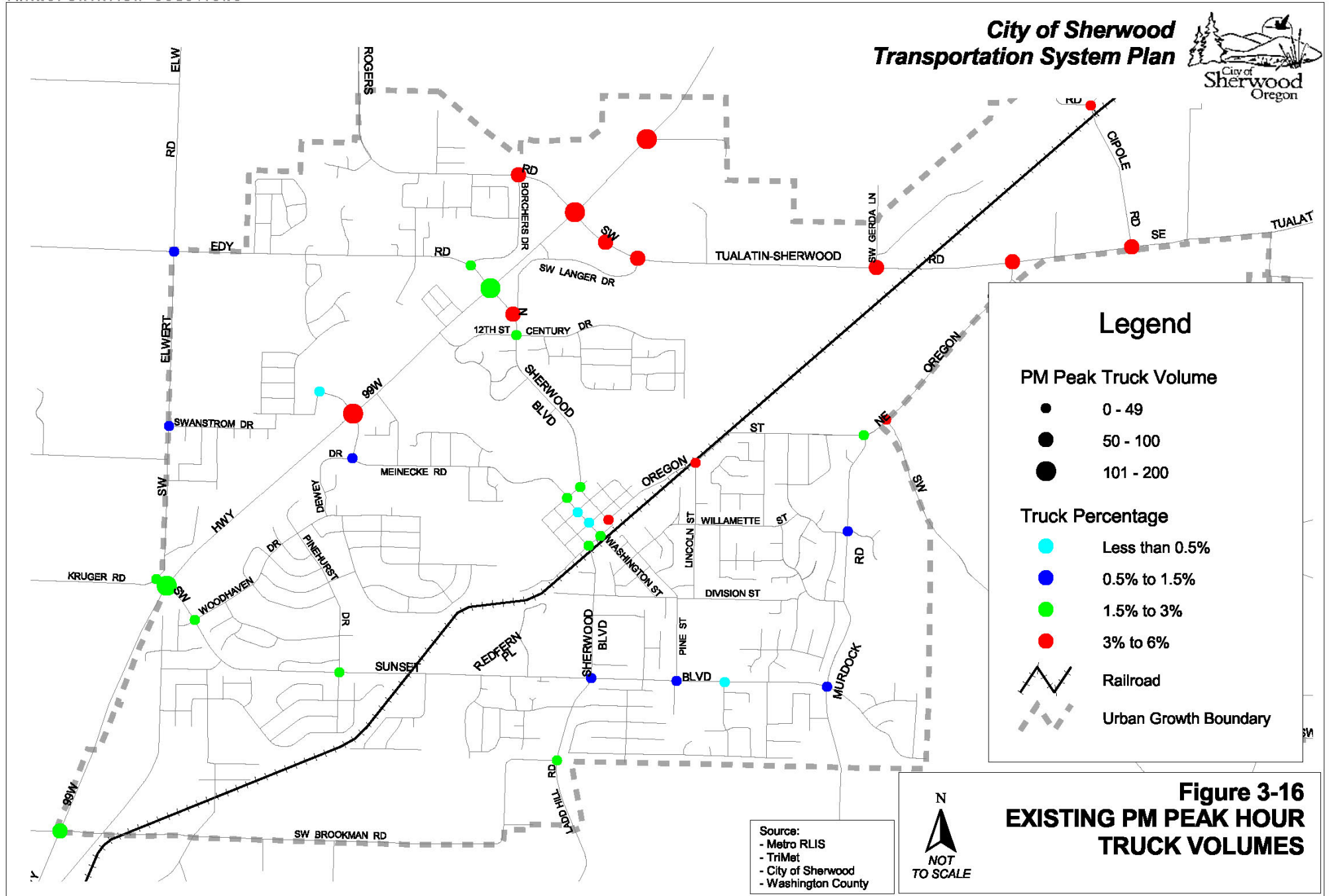
The truck (heavy vehicle) volumes and percentages of the traffic stream were collected as part of the intersection turn movement counts in April 2003. Figure 3-16 shows the PM peak hour truck volume and percentages at each of the study intersection. Truck volumes exceed 100 vehicles per hour (vph) along ORE 99W. Truck volumes exceed 50 vph along Tualatin-Sherwood Road, Roy Rogers Road, and Sherwood Boulevard north of Century Drive.

⁴ 1999 Oregon Highway Plan, The Oregon Department of Transportation, May 1999.

**City of Sherwood
Transportation System Plan**



**City of Sherwood
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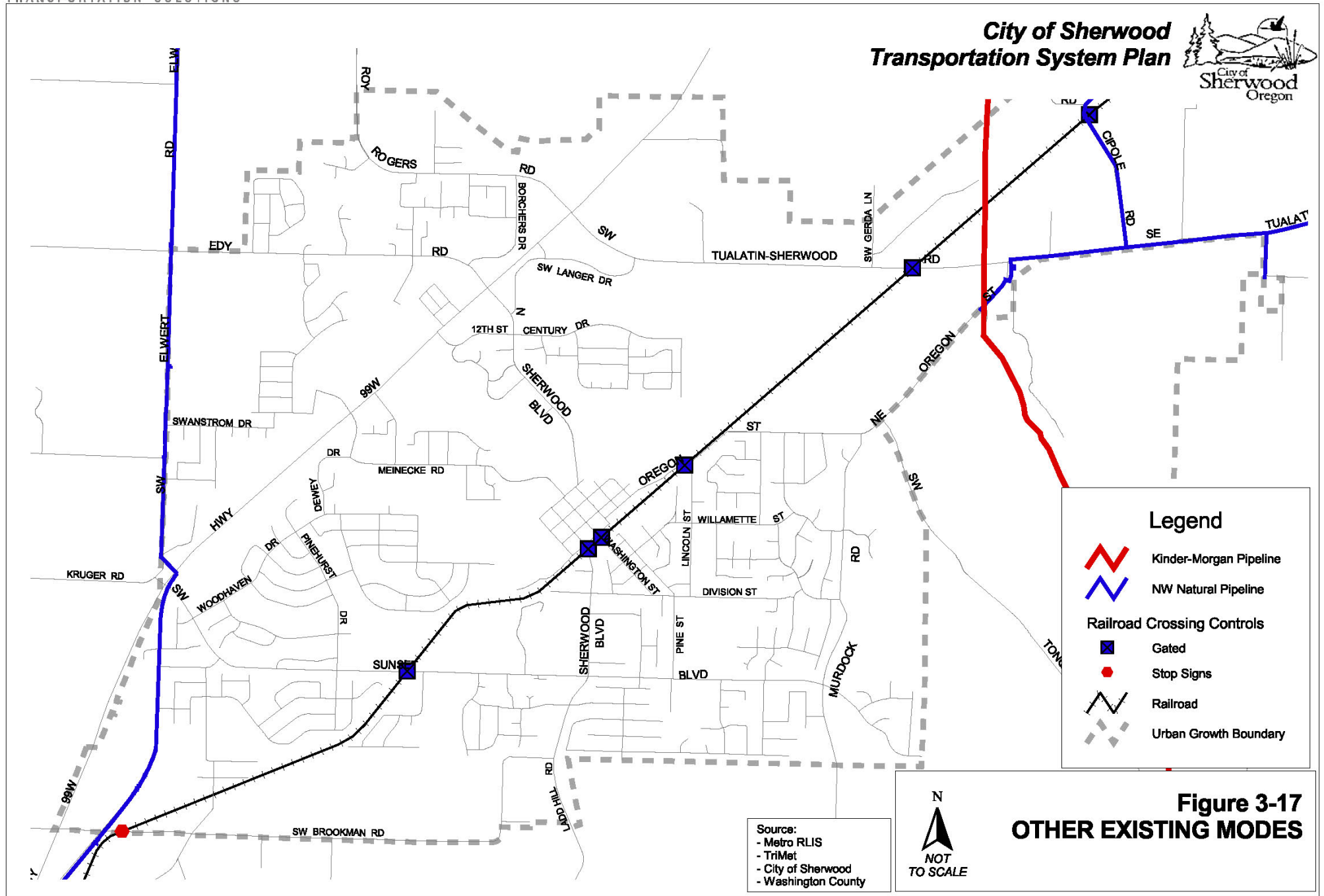
Other Modes

There are four other modes of transportation in Sherwood included in the TSP: rail, pipeline, air, and water. There are no designated airports or heliports in the TSP study area. There are also no navigable waterways in the TSP study area. Figure 3-17 shows the rail and pipeline facilities in Sherwood.

The rail line in Sherwood is operated by Portland & Western (P&W), a sister company of Willamette & Pacific (W&P) Railroad and a subsidiary of Genesee & Wyoming Incorporated. The line runs north and west of Sherwood, passing through Tualatin and Lake Oswego on its way to the Willamette River crossing.

Northwest Natural operates several high-pressure pipelines that serve Sherwood. These lines run along Elwert Road, Cipole Road, Tualatin-Sherwood Road, and Oregon Street. In addition, Kinder Morgan operates a petroleum gas line (gasoline and diesel) that runs from the Port of Portland to Eugene through the eastern part of Sherwood.

**City of Sherwood
Transportation System Plan**



4. FUTURE DEMAND AND LAND USE

The Sherwood Transportation System Plan addresses existing system needs and additional facilities that are required to serve future growth. Metro’s urban area transportation forecast model was used to determine future traffic volumes in Sherwood. This forecast model translates assumed land uses into personal travel, selects modes, and assigns motor vehicles to the roadway network. These traffic volume projections form the basis for identifying potential roadway deficiencies and for evaluating alternative circulation improvements. This section describes the forecasting process including key assumptions and the land use scenario developed from the existing Comprehensive Plan designations and allowed densities.

Projected Land Uses

Land use is a key factor in developing a functional transportation system. The amount of land that is planned to be developed, the type of land uses, and how the land uses are mixed together have a direct relationship to expected demands on the transportation system. Understanding the amount and type of land use is critical to taking actions to maintain or enhance transportation system operation.

Projected land uses were developed for areas within the urban growth boundary (including the recently adopted expansion areas) and reflect the Comprehensive Plan and Metro’s land use assumptions for the year 2020. Complete land use data sets were developed for the following conditions:

- Existing 2000 Conditions (base travel forecast for the region)
- Year 2020 Conditions

The base year travel model is updated periodically and for this study effort, the available base model provided by Metro was for 2000. Land uses were inventoried throughout Sherwood by Washington County and Metro. This land use database includes the number of dwelling units, the number of retail employees, and the number of other employees. Table 4-1 summarizes the land uses for existing conditions and the future scenario within the Sherwood TSP study area. While these summaries only outline land use in Sherwood for the purposes of this study, the travel demand forecasts that have been evaluated reflect the regional land use growth throughout the Portland metropolitan area (the four county area). A detailed summary of the uses for each Transportation Analysis Zone (TAZ) within the Sherwood study area is provided in the Appendix.

Table 4-1: Sherwood Land Use Summary

Land Use	2000	2020	Increase	Percent Increase
Households (HH)	4,813	7,769	2,956	61%
Retail Employees (RET)	572	1,964	1,392	243%
Other Employees (OTH)	3225	6,476	3,251	101%

At the existing level of land development, the transportation system generally operates without significant deficiencies in the study area. As land uses are changed in proportion to each other (i.e. there is a significant increase in employment relative to household growth), there will be a shift in the overall operation of the transportation system. Retail land uses generate higher amounts of trips per acre of land than do households and other land uses. The location and design of retail land uses in a community can greatly affect transportation system operation. Additionally, if a community is homogeneous in land use character (i.e. all employment or residential), the transportation system must support significant trips coming to or from the community rather than within the community. Typically, there should be a mix of residential, commercial, and employment type land uses so that some residents may work and shop locally, reducing the need for residents to travel long distances.

Table 4-1 indicates that significant growth is expected in Sherwood in the coming decades. The transportation system in Sherwood should be monitored to make sure that land uses in the plan are balanced with transportation system capacity. This TSP balances needs with the forecasted 2020 land uses.

For transportation forecasting, the land use data is stratified into geographical areas called transportation analysis zones (TAZs), which represent the sources of vehicle trip generation. There are approximately 10 Metro TAZs within the Sherwood TSP study area. These 10 TAZs were subdivided, as part of this plan, into 40 TAZs to more specifically represent land use in Sherwood. The disaggregated model zone boundaries are shown in Figure 4-1.

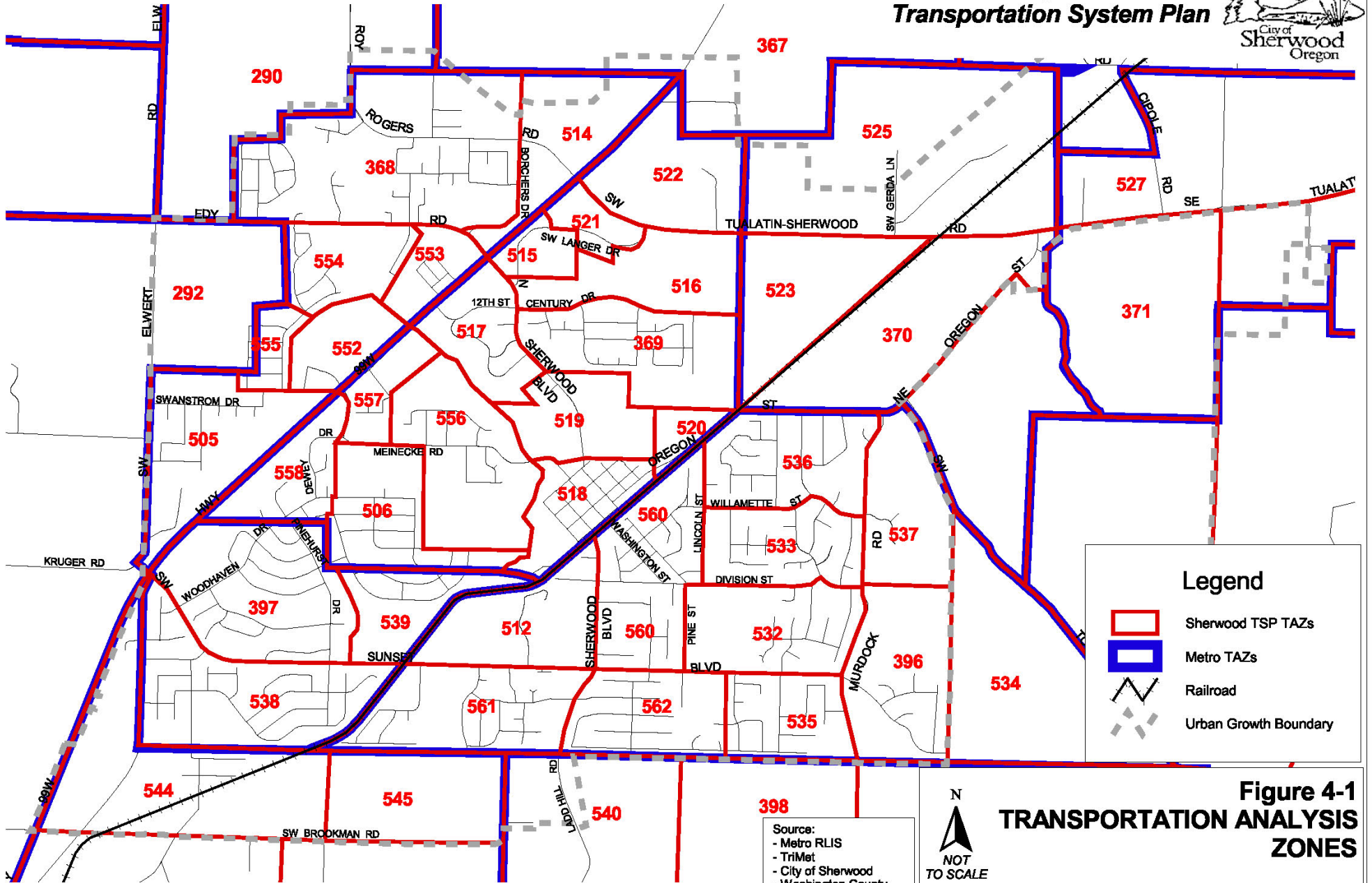
Metro Area Transportation Model

A determination of future traffic system needs in Sherwood requires the ability to accurately forecast travel demand resulting from estimates of future population and employment for the City. The objective of the transportation planning process is to provide the information necessary for making decisions on when and where improvements should be made to the transportation system to meet travel demand as developed in an urban area travel demand model as part of the Regional Transportation Plan update process. Metro uses EMME/2, a computer based program for transportation planning, to process the large amounts of data for the Portland Metropolitan area. For the Sherwood TSP, the Washington County focused area model was used to forecast 2020 travel with substantially more detail added into the Sherwood area.

Traffic forecasting can be divided into several distinct but integrated components that represent the logical sequence of travel behavior (Figure 4-2). These components and their general order in the traffic forecasting process are as follows:

- Trip Generation
- Trip Distribution
- Mode Choice
- Traffic Assignment

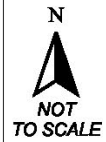
**City of Sherwood
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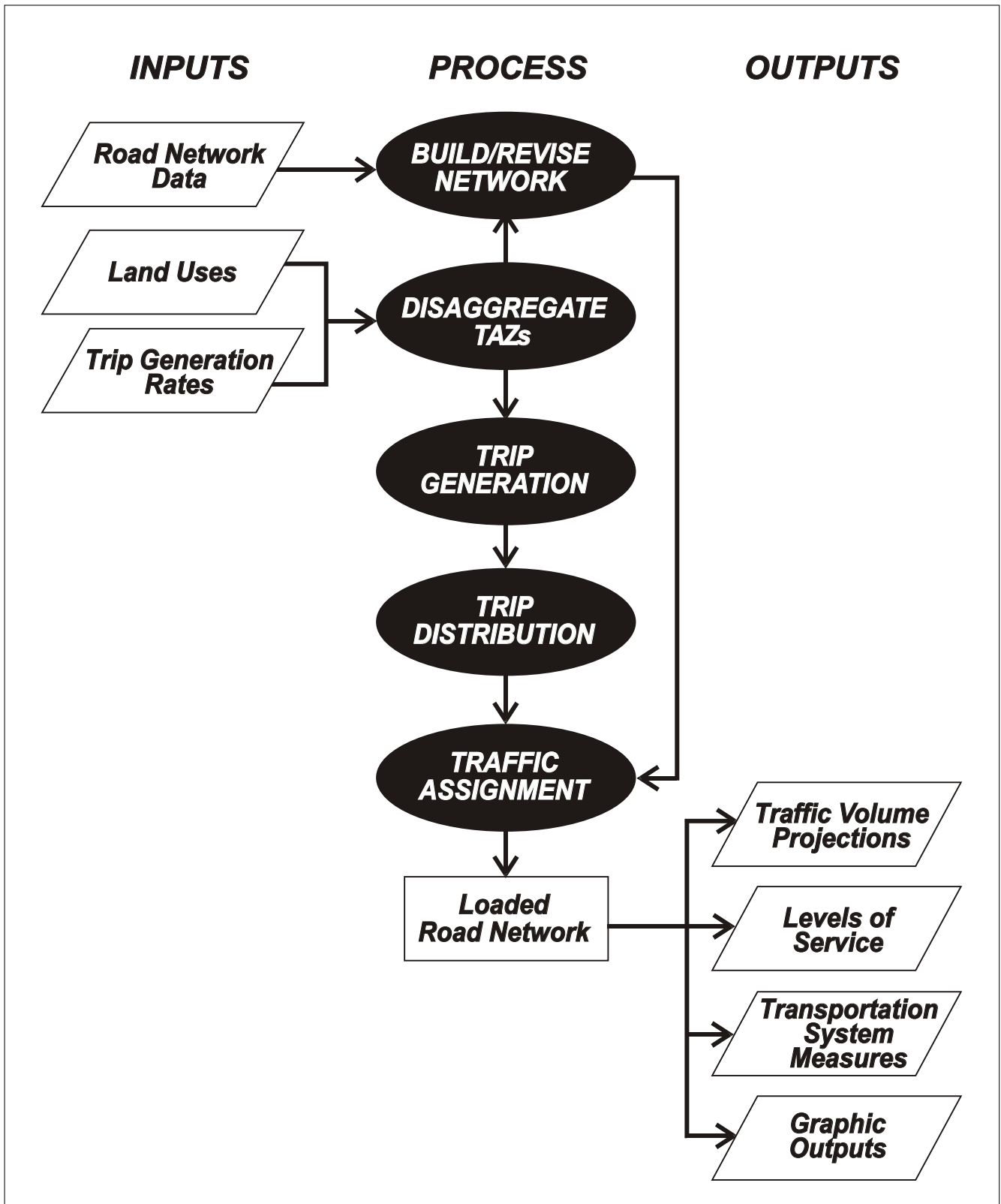
Legend

- Sherwood TSP TAZs
- Metro TAZs
- Railroad
- Urban Growth Boundary

Source:
- Metro RLIS
- TriMet
- City of Sherwood
- Washington County



**Figure 4-1
TRANSPORTATION ANALYSIS
ZONES**



**Figure 4-2
MODEL PROCESS**

Trip Generation

The trip generation process translates land use quantities (number of dwelling units, retail, and other employment) into vehicle trip ends (number of vehicles entering or leaving a TAZ or sub-TAZ) using trip generation rates established during the model verification process. The Metro trip generation process is elaborate, entailing detailed trip characteristics for various types of housing, retail employment, non-retail employment, and special activities. Typically, most traffic impact studies rely on the Institute of Transportation Engineers (ITE) research for analysis¹. The model process is tailored to variations in travel characteristics and activities in the region. For reference, Table 4-2 provides a summary of the approximate average evening peak hour trip rates used in the Metro model. These are averaged over a broad area and thus, are different than driveway counts represented by ITE. This data provides a reference for the trip generation process used in the model.

Table 4-2: Approximate Average PM Peak Hour Trip Rates Used in Metro Model

Unit	Average Trip Rate/Unit		
	In	Out	Total
Household (HH)	0.43	0.19	0.62
Retail Employee (RET)	0.78	0.69	1.47
Other Employee (OTH)	0.07	0.29	0.36

Source: DKS/Metro

Table 4-3 illustrates the estimated growth in vehicle trips generated within the Sherwood area during the PM peak period (2-hr peak) between 2000 and 2020. It indicates that vehicle trips in Sherwood would grow by approximately 55 percent between 2000 and 2020 if the land develops according to Washington County and Metro's 2020 land use assumptions. Assuming a 20-year horizon to the 2020 scenario, this represents an annualized growth rate of about 2 percent per year.

Table 4-3: Existing and Future Projected Vehicle Trip Generation PM Peak 2-Hour Period Vehicle Trips

	2000 Trips	2020 Trips
Sherwood TSP study area	10,900	16,900

¹ *Trip Generation Manual*, 6th Edition, Institute of Transportation Engineers, 1997.

Trip Distribution

This step estimates how many trips travel from one zone in the model to any other zone. Distribution is based on the number of trip ends generated in each zone pair, and on factors that relate the likelihood of travel between any two zones to the travel time between zones. In projecting long-range future traffic volumes, it is important to consider potential changes in regional travel patterns. Although the locations and amounts of traffic generation in Sherwood are essentially a function of future land use in the city, the distribution of trips is influenced by regional growth, particularly in neighboring areas such as Tualatin, Tigard, Wilsonville, and Newberg, as well as unincorporated areas to the north, south, and east of Sherwood. External trips (trips that have either an origin and not a destination in Sherwood or have a destination but not an origin in Sherwood) and through trips (trips that pass through Sherwood and have neither an origin nor a destination there) were projected using trip distribution patterns based upon census data and traffic counts performed at gateways into the Metro area Urban Growth Boundary (UGB) calibration.

Mode Choice

This is the step where it is determined how many trips will be by various modes (single-occupant vehicle, transit, truck, carpool, pedestrian, bicycle, etc.). The 2000 mode splits are incorporated into the base model and adjustments to that mode split may be made for the future scenario, depending on any expected changes in transit or carpool use. These considerations are built into the forecasts used for 2020.

Traffic Assignment

In this process, trips from one zone to another are assigned to specific travel routes in the network, and resulting trip volumes are accumulated on links of the network until all trips are assigned.

Network travel times are updated to reflect the congestion effects of the traffic assigned through an equilibrium process. Congested travel times are estimated using what are called “volume-delay functions” in EMME/2. There are different forms of volume/delay functions, all of which attempt to simulate the impact of congestion on travel times (greater delay) as traffic volume increases. The volume-delay functions take into account the specific characteristics of each roadway link, such as capacity, speed and facility type. This allows the model to reflect conditions somewhat similar to driver behavior.

Model Verification

The base 2000 modeled traffic volumes were compared against actual traffic volume counts across screenlines, on key arterials, and at key intersections. Most arterial traffic volumes meet screenline tolerances for forecast adequacy. Based on this performance, the model was used for future forecasting and assessment of circulation change.

Metro Travel Demand Model Application to Sherwood

Intersection turn movements were extracted from the model at key intersections for both the base year 2000 and forecast year 2020 scenarios. These intersection turn movements were not used directly, but a portion of the increment of the year 2020 turn movements over the 2000 turn movements was applied (added) to existing (actual 2003) turn movement counts in Sherwood. A post processing technique is utilized to refine model travel forecasts to the volume forecasts utilized for 2020 intersection analysis. The turn movement volumes used for future year intersection analysis can be found in the technical appendix for the TSP. Figure 4-3 shows the forecasted PM peak hour two-way volumes on major roadways in Sherwood based on a 2020 No-Build scenario. The No-Build scenario includes the Washington County TSP mitigation projects outside of the Sherwood area.

The forecasted 2020 peak hour volumes on Tualatin-Sherwood Road and Highway 99W are significantly lower than what previous planning projects had identified (Washington County TSP, Tualatin TSP, Oregon Highway Plan). This difference in forecasts is related to both a change in the base year model and a change in the future 2020 model.

The base year for the travel demand model used for previous studies was 1994. The latest travel demand model used for the Sherwood TSP is based on the year 2000. Between the year 1994 and 2000, Sherwood and the surrounding area has grown significantly. The 2000 base model volumes are significantly higher than the 1994 volumes, which corresponds to recent development. The base year 2000 model volumes were calibrated with the 2003 peak hour counts conducted for the TSP. Therefore, the 2000 base year travel demand model better reflects existing conditions. The higher base year volumes reduces the growth increment applied to the existing (2003) counts, which reduces the final 2020 post-processed volume forecasts.

In addition to the increase in the base year model volumes, the 2020 model has a significant change in the external zone representing Newberg and the communities south of Sherwood on Highway 99W. Metro has recently reduced the forecasted growth for the external Newberg zone, corresponding to a decrease of approximately 10% in 2020 trips traveling through Sherwood on Highway 99W². Combined with the increased base year volumes, this decrease in 2020 volumes results in the lower forecast of traffic volume on Tualatin-Sherwood Road and Highway 99W.

² Based on conversation with Steve Kelley, Washington County, July 2003.

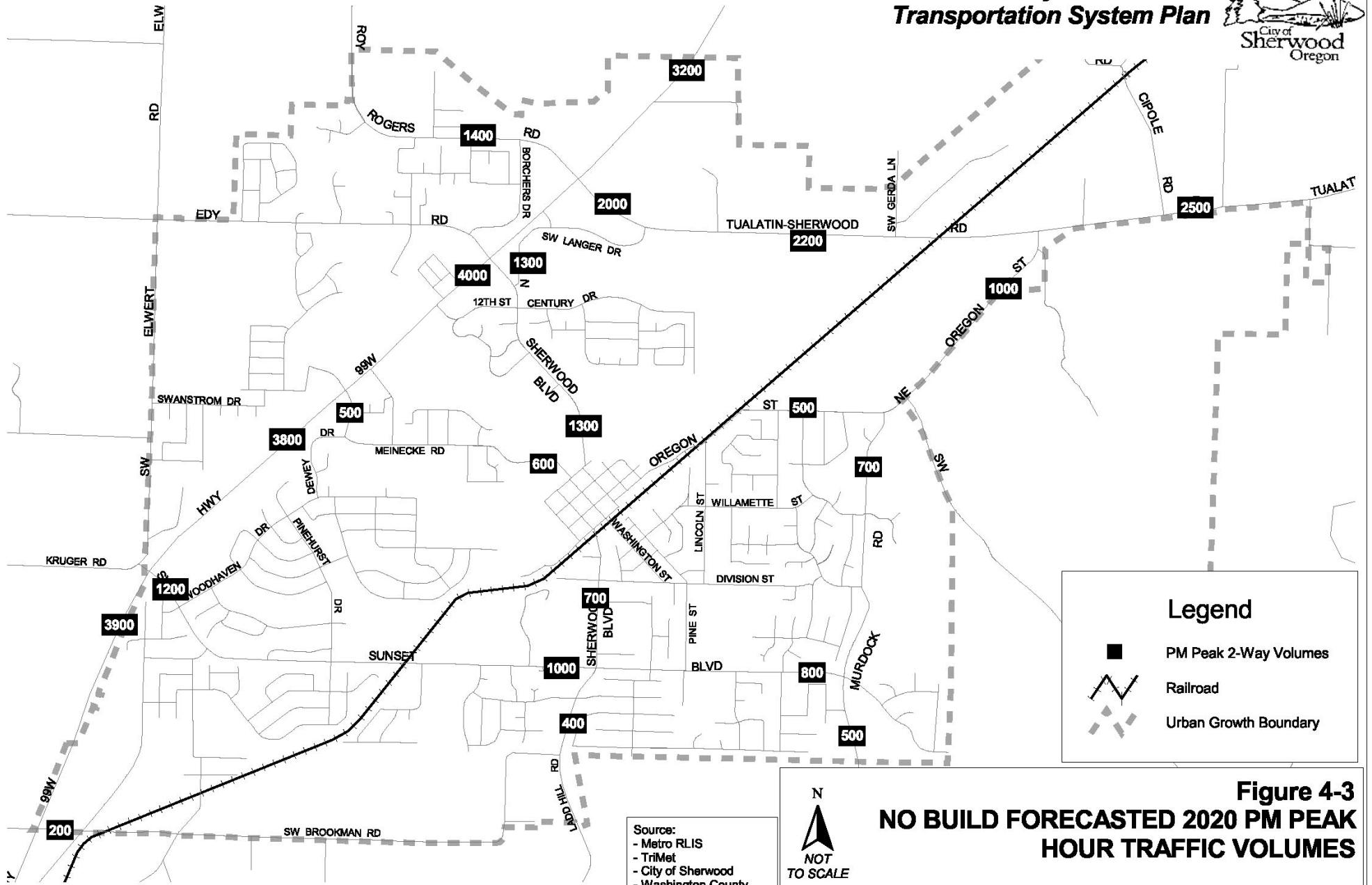
Future (2020) System Assumptions

The Metro regional travel demand forecast model was used to determine future (2020) traffic volumes for the City of Sherwood. The 2020 base model assumed RTP programmed improvements as a base case scenario. The improvements that are located within the City of Sherwood and have an impact on motor vehicle roadway capacity are listed in Table 4-4. Other projects in the area (i.e. adjacent cities and counties) are included as listed in the RTP. These other projects could have impact on travel behavior within Sherwood.

Table 4-4: RTP Projects Included in Future (2020) Travel Demand Modeling

Project	Estimated Cost (\$1,000s)	Model Updates
Oregon Street Improvements—widen to three lanes with a traffic signal at Tualatin-Sherwood Road (Tualatin-Sherwood to Murdock)	\$5,500	Additional center turn lane
Edy Road/Sherwood Boulevard Improvements—Borchers to Pine/3 rd Street	\$1,500	Additional center turn lane
Tualatin-Sherwood Road Improvements—widen to five lanes with bike lanes and sidewalks, intertie signals at Oregon and Cipole streets	\$25,000	Two additional travel lanes (one each direction)

**City of Sherwood
Transportation System Plan**



5. PEDESTRIAN PLAN

This chapter summarizes existing and future pedestrian needs in the City of Sherwood, and outlines strategies and an Action Plan. The criteria used in evaluating pedestrian needs and the strategies for addressing needs were identified through work with the City's Technical Advisory Committee.

Needs

Sidewalks are provided on a majority of the arterial and collector roadways (see Figure 5-1) in the City of Sherwood, resulting in a fairly good existing pedestrian network. Another important consideration is the availability and convenience for crossing arterial roadways, usually provided by pedestrian traffic signals at major intersections or a marked crosswalk at lower volume intersections. However, in many cases, the spacing between these marked and controlled crossings is designed to facilitate safe and efficient vehicular traffic flow rather than accessibility by pedestrian travelers. This can create unsafe situations where pedestrians cross arterials at mid-block locations without any controls.

The most important existing pedestrian needs in the City of Sherwood are providing sidewalks on arterials and collectors connecting key activity centers in the City. This includes the need for safe, well lighted arterials and collector streets with suitable pedestrian amenities for on-street and crossing facilities reducing the barriers to pedestrian travel. The City of Sherwood has made a policy decision to provide an extensive off-street trail system for pedestrians and bicyclists. The off-street trail system augments the roadway sidewalk facilities, primarily for recreational and longer walking and cycling trips. Connections between the trails and city streets should be emphasized to maximize the utility of the trail system.

Walkway needs in Sherwood must consider the three most prevalent trip types:

Residential based trips – home to school, home to home, home to retail, home to park, home to transit, home to entertainment, and home to library.

Service based trips – multi-stop retail trips, work to restaurant, work to services, work/shop to transit

Recreational based trips – home to park, exercise trips, casual walking trips.

Residential trips need a set of interconnected sidewalks radiating out from homes to destinations within one-half to one mile. Beyond these distances, walking trips of this type become substantially less common (over 20 minutes). Service based trips require direct, conflict-free connectivity between uses (for example, a shopping mall with its central spine walkway that connects multiple destinations). Service based trips need a clear definition of connectivity. This requires mixed use developments to locate front doors which relate directly to the public right-of-way and provide walking links between uses within one-half mile. Recreational walking trips have different needs. Off-street trails, well landscaped sidewalks and relationships to unique environment (creeks, trees, farmland) are important.

Because all of these needs are different, there is no one pedestrian solution. The most common need is to provide a safe and interconnected system that affords the opportunity to consider the walking mode of travel, especially for trips less than one mile in length.

Facilities

Sidewalks should be built to current design standards of the City of Sherwood and in compliance with the Americans with Disabilities Act (at least four feet of unobstructed sidewalk).¹ Wider sidewalks may be constructed in commercial districts or on arterial streets. Additional pedestrian facilities may include accessways, pedestrian districts and pedestrian plazas.

Accessway – A walkway that provides pedestrian and/or bicycle passage either between streets or from a street to a building or other destinations such as a school, park or transit stop.

Pedestrian District – A plan designation or zoning classification that establishes a safe and convenient pedestrian environment in an area planned for a mix of uses likely to support a relatively high level of pedestrian activity.

Pedestrian Plaza – A small, semi-enclosed area usually adjoining a sidewalk or a transit stop which provides a place for pedestrians to sit, stand or rest.

Metro has identified the area between Tualatin-Sherwood Road and 12th Street/Century Drive in north Sherwood and the historic downtown core as “town centers”, meaning that they provide a pedestrian focus and attempt to encourage non-motorized forms of transportation for intra-area trips. Additionally, the City of Sherwood has designated the downtown as an overlay area², and includes such pedestrian amenities and traffic calming techniques as curbless streets and tight corners requiring vehicles to go slow in order to traverse the turn safely. The purpose of this downtown overlay is to make a traditionally auto dominated realm into a shared space atmosphere where the pedestrian is given just as much priority as the automobile.

In addition to the traffic calming techniques these pedestrian districts will provide, investment must also be made to enhance pedestrian accessibility to surrounding land uses through the provision of facilities and/or street crossing treatments. Guidelines for marking crosswalks or other pedestrian enhancements for street crossings are found in the Institute of Transportation Engineer’s *Traffic Control Devices Handbook*³.

Sidewalks should be sized to meet the specific needs of the adjacent land uses and needs. Guidance to assess capacity needs for pedestrians can be found in the *Highway Capacity Manual*.⁴ Typically, the base sidewalk sizing for local streets should be six feet (clear of obstruction). The City has indicated a preference on neighborhood routes for sidewalks to be eight feet. The critical element is the effective width of the walkway. Because of street utilities and amenities, a six-foot walkway can be reduced to three feet of effective walking area. This is the greatest capacity constraint to pedestrian flow. Therefore, landscape strips should be considered on all walkways to reduce the impacts of utilities and amenities – retaining the full sidewalk capacity.

As functional classification of roadways change, so should the design of the pedestrian facilities. Collectors may need to consider minimum sidewalks widths of 6 to 8 feet and arterials should have sidewalk widths of 6 to 10 feet. Wider sidewalks may be necessary depending upon urban design needs and pedestrian flows (for example, adjacent to storefront retail or near transit stations). The City of Sherwood has made it a policy to include landscape strips for all rights of way regardless of functional classification. Additionally, the city prefers to have at least eight (8) foot sidewalks along arterials, collectors and neighborhood routes in residential and commercial areas.

¹ *Americans with Disabilities Act*, Uniform Building Code.

² *Downtown Sherwood Streetscape Master Plan*, City of Sherwood, 2003

³ *Traffic Control Devices Handbook*, Institute of Transportation Engineers, 2001, Chapter 13.

⁴ *Highway Capacity Manual*, Transportation Research Board, 2000; Chapter 18.

Criteria

A set of goals and policies were developed for this TSP to guide transportation system development in Sherwood (see Chapter 2). Several of these goals and policies pertain specifically to pedestrian needs:

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.

- Policy 4 – The City shall encourage the use of more energy-efficient and environmentally-sound alternatives to the automobile by:
 - The designation and construction of bike paths and pedestrian ways.

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.

- Policy 6 – The City shall adopt roadway design guidelines and standards that ensure sidewalks and bikeways be provided on all arterial and collector streets for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial and recreational areas.

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

- Policy 1 – The City of Sherwood shall provide a supportive transportation network to the land use plan that provides opportunities for transportation choices and the use of alternative modes.
- Policy 2 – Sidewalks and bikeways shall be provided on all arterial and collector streets for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial and recreational areas.
- Policy 3 – The City of Sherwood will pursue development of local and regional pedestrian trail facilities, especially a trail system connection between the city and the Tualatin National Wildlife Refuge.

These goals and policies are the criteria that all pedestrian improvements in Sherwood should be compared against to determine if they conform to the intended vision of the City.

Strategies

Several strategies were developed for future pedestrian projects in Sherwood. These strategies are aimed at providing the City with priorities to direct its funds towards pedestrian projects that meet the goals and policies of the City.

Strategy 1 - “Connect Key Pedestrian Corridors to Schools, Parks, Recreational Uses, Transit Centers and Activity Centers”

This strategy provides sidewalks leading to activity centers in Sherwood, such as schools and parks and can include an extensive off-street trail network. It provides added safety on routes to popular pedestrian destinations by separating pedestrian flows from auto travel lanes. These routes are also common places that children and elderly individuals may walk to and from activity centers. A quality pedestrian (and bicycle) system close to transit centers is an important aspect of attracting and retaining transit riders.

A key element of this strategy is to require all new development to define direct safe pedestrian paths to parks, activity centers, schools and transit (in the future) within one mile of the development site. Direct will be defined as 1.25 times the straight line connection to these points from the development.

Strategy 2 - “Fill in Gaps in the Network Where Some Sidewalks Exist”

This strategy provides sidewalks that fill in the gaps between existing sidewalks where a substantial portion of a pedestrian corridor already exists. This strategy maximizes the use of existing pedestrian facilities to create complete section of an overall pedestrian network. These on-street pedestrian facilities can be complemented with the off-street trail system.

Strategy 3 - “Coordination of Land Use Approval Process to Provide Sidewalks and Links to Existing Sidewalks”

This strategy uses the land use approval process to ensure that sidewalks are provided adjacent to new development and that links from that new development to existing sidewalks are evaluated. If there are existing sidewalks in close proximity, the developer will be required to extend the sidewalk adjacent to the new development to meet the existing nearby sidewalk. The development shall use the pedestrian master plan as a basis for determining adjacent sidewalk placement. To effectively implement this strategy, close proximity shall be determined to be within 300 feet of the proposed development. In addition, if extension is not found to be roughly proportional to the development, the City shall add this to future years Capital Improvement Program candidate project list.

Strategy 4 - “Improved Crossings”

This strategy focuses on ensuring that safe street crossing locations are available, particularly along high traffic volume streets or locations where there is high pedestrian traffic (i.e., adjacent to schools, activity centers, etc.) and can include such pedestrian amenities as raised crosswalks, curb extensions or pedestrian signals.

Strategy 5 - “Pedestrian Corridors that Connect to Major Recreational Uses”

This strategy provides a connection between the sidewalk network and major recreational facilities, such as the many parks in the Sherwood area, the current off-street trail system, etc.

Strategy 6 - “Reconstruct All Existing Substandard Sidewalks to City of Sherwood Standards”

This strategy focuses on upgrading any substandard sidewalks to current city standards. Current standards are for six-foot sidewalks. Sidewalks that do not meet the minimum six-foot requirement should be widened. Fronting property owners are responsible for sidewalk maintenance where pavement has fallen into disrepair.

Table 5-1 provides an assessment of how each of the strategies meets the requirements of the goals and policies related to pedestrian facilities.

Table 5-1: Pedestrian Facility Strategies Comparisons

Strategy	Policies					
	1-4	3-6	3-13	4-1	4-2	4-3
1. Connect Key Pedestrian Corridors to Schools, Parks, Recreational Uses, Transit Centers and Activity Centers	□	■	□	□	□	●
2. Fill in Gaps in the Network Where Some Sidewalks Exist	□	□	●	□	□	□
3. Coordination of Land Use Approval Process to Provide Sidewalks and Links to Existing Sidewalks	□	●	■	□	●	□
4. Improved Crossings	●	●	□	●	□	○
5. Pedestrian Corridors that Connect to Major Recreational Uses	□	□	●	□	■	●
6. Reconstruct All Existing Substandard Sidewalks to City of Sherwood Standards	□	○	●	●	●	●

- Fully meets criteria
- Mostly meets criteria
- Partially meets criteria
- Does not meet criteria

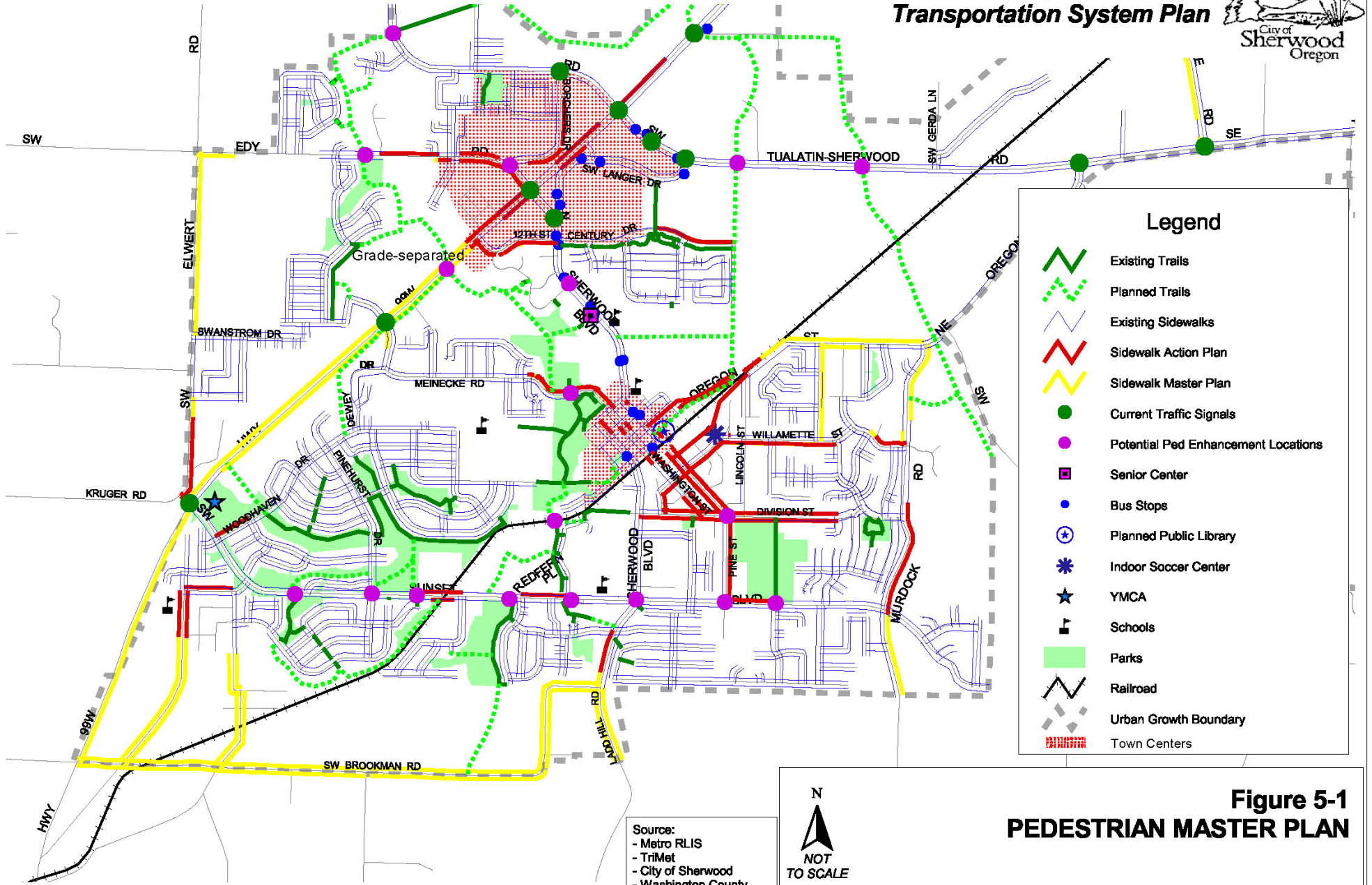
Pedestrian Facility Plan

A list of likely actions to achieve fulfillment of these strategies was developed into a Pedestrian Master Plan. The Master Plan (Figure 5-1) is an overall plan and summarizes the ‘wish list’ of pedestrian related projects in Sherwood. From this Master Plan, a more specific shorter term, Action Plan was developed. The Master Plan elements recommending new facilities, both sidewalks, and off-street trails, are consistent with the RTP designations. Additional local facilities and crossing enhancements in this plan extend beyond the regional scope of the RTP.

The Action Plan consists of projects that the City should give priority to in funding. As development occurs, streets are rebuilt and other opportunities (such as grant programs) arise, projects on the Master Plan should be pursued as well.

It is preferable to provide pedestrian facilities on one side of the street if it means a longer section of the system could be covered (i.e. sidewalk on one side of the street for two miles is preferable to sidewalk on both sides of the street for one mile). In the case of significant stretches where sidewalk is only provided on one side of the road, particular emphasis should be placed on developing safe crossing locations. Development will still be responsible for any frontage improvements, even if a pedestrian facility already exists opposite the proposed development. Sidewalks on both sides of all streets are the ultimate desire.

**City of Sherwood
Transportation System Plan**



Project List

Table 5-2 outlines potential pedestrian projects in Sherwood. The City, through its Capital Improvement Program (CIP), joint funding with other agencies (Washington County, ODOT) and development approval would implement the projects. The following consideration should be made for each sidewalk installation:

Every attempt should be made to meet City standards.

All sidewalks should be a minimum of six feet wide.

Landscape strips are required (see standard street cross-sections in the Motor Vehicles chapter).

Action Plan Projects

Table 5-2 summarize the Pedestrian Action Plan, which are shown on Figure 5-1.

Table 5-2: Action Plan Pedestrian Projects

Street	Side	From	To	Length (feet)
12 th Street	South	Hwy 99W	Sherwood Boulevard	1,300
Borchers Drive	North	Borchers Drive	Houston Drive	
Century Drive	North	Baler Way	Adams Avenue	1,200
Division Street	Both	Sherwood Boulevard	Cuthill Place	3,000
Edy Road	South	Hwy 99W	Terrapin Drive	2,300
Edy Road	North	Borchers Drive	Houston Drive	600
Elwert Road	East	Hwy 99W	Orchard Hill Lane	1,300
Hwy 99W	East	UGB	Sunset Boulevard	2,800
Hwy 99W	East	12 th Street	Sherwood Boulevard	650
Hwy 99W	East	Sherwood Boulevard	Tualatin-Sherwood Rd	550
Hwy 99W	West	12 th Street	Sherwood Boulevard	1,100
Hwy 99W	West	Sherwood Boulevard	Tualatin-Sherwood Rd	850
Hwy 99W	West	Tualatin-Sherwood Rd	North	1,000
Main Street	North	2 nd Street	3 rd Street	300
Meinecke Road	North	3 rd Street	Lee Drive	1,500
Murdock Road	East	City Limits	Division Street	1,700
Oregon Street	North	Murdock Street	Ash Street	2,000
Pacific Highway	Both	UGB	Timbrel Lane	1,500
Pine Street	Both	Division Street	Railroad	1,300
Pine Street	East	Division Street	Sunset Boulevard	1,200
Pine Street	East	Oregon Street	Railroad	200
Roy Street	North	Murdock Road	Cochran Drive	600
Sherwood Boulevard	West	Willow Drive	UGB	800
Sunset Boulevard	North	Pine Street	Aldergrove	750
Sunset Boulevard	North	Saint Charles Way	Redfern Drive	750
Sunset Boulevard	South	Greengate Way	West	700
Sunset Boulevard	North	Greengate Way	West	300

Street	Side	From	To	Length (feet)
Timbrel Lane	North	Pacific Highway	Middleton Road	750
Washington Street	Both	Division Street	Tualatin Street	450
Washington Street	Both	Columbia Street	Oregon Street	350
Washington Street	Both	2 nd Street	South	200
Willamette Street	South	Roy Street	Division Street	3,500

Arterial Crossing Enhancements

Pedestrian safety is a major issue. Pedestrian conflicts with motor vehicles are a major issue in pedestrian safety. These conflicts can be reduced by providing direct links to buildings from public rights-of-way, considering neighborhood traffic management (see Chapter 8: Motor Vehicles), providing safe roadway crossing points and analyzing/reducing the level of pedestrian/vehicle conflicts in every land use application.

In setting priorities for the pedestrian action plan, school access was given a high priority to improve safety. However, beyond simply building more sidewalks, school safety involves education and planning. Many cities have followed guidelines provided by Federal Highway Administration and Institute of Transportation Engineers. Implementing plans of this nature has demonstrated accident reduction benefits. However, this type of work requires staffing and coordination by the Sherwood School District as well as the City to be effective. The ‘Safe Routes to School’ program attempts to provide walking and bicycling infrastructure, encouraging children to walk and bike to school in an effort to improve safety and reduce traffic and air pollution in the vicinity of schools.

Several “pedestrian crossing evaluation” locations were identified during the preparation of the Pedestrian Master Plan and on the Pedestrian Action Plan. A screening evaluation was done for arterial streets within Sherwood to identify roadway segments that should be considered for enhanced pedestrian crossing treatments. The criterion used was based on roadway daily volumes, posted speeds, and proximity to pedestrian generators based on published guidelines⁵ in the *Traffic Control Devices Handbook*. Enhancements may include a raised median island, or a pedestrian activated signal, if warranted, for the sole purpose of allowing pedestrians to cross the roadway. The crossing type in the rightmost column of Table 5-3 indicates whether enhancements are optional (type B) or mandatory (type C) for the specified location. Locations with a type A indication note that standard crosswalk controls are sufficient⁶. Further site specific study is required to determine the appropriate crossing design at each location with a type B rating.

⁵ *Traffic Control Devices Handbook*, Institute of Transportation Engineers, 2001; Chapter 13, Table 13-2.

⁶ See pages 5-10.

Table 5-3: Pedestrian Crossing Enhancement Locations

Intersection	2003 Daily Volume	Posted Speed	Number Travel Lanes	Crossing Type (1)
Edy Road and Cedar Creek Trail	500	40	2	B
Edy Road and Borchers Drive	800	40	2	B
Tualatin-Sherwood Road and Adams Drive	1,600	45	3	B
Sherwood Boulevard and Gleneagle Drive	1,100	25	3	A
Meinecke Road and Existing Trail	300	25	2	A
Pine Street and Division Street	300	25	2	A
Pine Street and Sunset Boulevard	800	35	2	A
Sunset Boulevard and Sherwood Boulevard	1,300	35	2	A
Sunset Boulevard and Saint Charles Way	700	35	2	A
Sunset Boulevard and Redfern Drive	700	35	2	A
Sunset Boulevard and Galewood Drive	700	35	2	A
Sunset Boulevard and Aldergrove	700	35	2	A
Sunset Boulevard and Pinehurst	700	35	2	A
Cedar Creek off street trail and railroad tracks	N/A	N/A	N/A	C
Rock Creek off street trail and Tualatin-Sherwood Road	1,600	45	3	B
Roy Rodgers Road and off street trail	1,300	35	3	A
99W and off street trail	3,200	45	5	B
Sunset Boulevard and Existing Trail	700	35	3	A





Notes:



(1) Crossing Type Categories: A = Candidate for marked crosswalk alone.; B = Marked crosswalk plus potential additional enhancements (e.g., raised median refuge, pedestrian traffic signal, etc.); C = Marked crosswalk and mandatory additional enhancements.

For Category B crossings, there is a range of possible improvements than can be applied as illustrated and described in Table 5-4. Each crossing location should be reviewed to determine the appropriate combination of improvements. For example, curb extensions are effective for reducing crosswalk lengths, and exposure to conflicting vehicles, but these are only reasonable where on-street parking is provided on both sides of the roadway. The curb extension ‘shadows’ the parked cars. Another example is the pedestrian count down timers, which can only be applied at existing or new traffic signal controlled crossings. These examples represent a tool box of solutions for pedestrian enhancements⁷. Special emphasis should be given to the designated Overlay District within the Central Business District.

⁷ A separate evaluation should be conducted to determine whether a marked crosswalk should be implemented at each of the locations identified in Table 5-3.

Table 5-4: Measures for Enhancing Pedestrian Crossings

Improvement	Description	Illustration	Cost Range
Marked Crosswalk	White, thermoplastic markings at street corner. Alternative material could include non-white color or textured surfaces.		\$500 to \$1,000 each crossing
Raised Crosswalk	Crosswalks that are level with the adjacent sidewalks, making pedestrians more visible to approaching traffic.		\$4,000
New Corner Sidewalk Ramp	Construct ADA compliant wheelchair ramps consistent with city standards		\$3,000 to \$5,000 each corner
Median Refuge	Construct new raised median refuge area. Minimum width 6 feet, and minimum length of 30 feet. Curb can be mountable to allow emergency vehicles to cross, if required.		\$3,000 to \$10,000 depending on overall length and amenities.
Pedestrian Count Down Timer Signal	Install supplemental pedestrian signal controls to indicate the time remaining before crossing vehicles get 'green' signal indication.		\$500 each signal head

Improvement	Description	Illustration	Cost Range
Curb Extensions	Construct curb extension on road segments with on-street parking. Reduces pedestrian crossing area, and exposure to vehicle conflicts.		\$5,000 to \$8,000 depending on design amenities and aesthetic treatments.
Mid-Block Pedestrian Signal and Crossing	Construct new pedestrian signal that is synchronized with major street traffic progression to reduce interruption of through traffic. Appropriate near high pedestrian generators.		\$100,000 to \$150,000

Address Gaps in Pedestrian System

Recent annexation of land into the urban growth boundary has left some arterial and collector streets with no sidewalk frontage. Additionally, there are small gaps in the system throughout the city and in the old town area. In an effort to provide adequate pedestrian infrastructure, land developers in the City of Sherwood are required to build sidewalks on project frontages. However, developers often have little means or incentive to extend sidewalks beyond their property. Additionally, property owners without sidewalks are unlikely to independently build sidewalks that do not connect to anything. In fact, some property owners are resistant to sidewalk improvements due to cost (they do not want to pay) or changes to their frontage (they may have landscaping in the public right-of-way). As an incentive to fill some of these gaps concurrent with development activities, the City could consider an annual walkway fund that would supplement capital improvement-type projects. A fund of about \$20,000 to \$25,000 per year could build over a quarter mile of sidewalk to help fill gaps. If matching funds were provided, over double this amount may be possible. The fund could be used several ways:

- Matching other governmental transportation funds to build connecting sidewalks identified in the master plan.
- Matching funds with land use development projects to extend a developer's sidewalks off-site to connect to non-contiguous sidewalks.
- Supplemental funds to roadway projects which build new arterial/collector sidewalks to create better linkages into neighborhoods.
- Matching funds with adjacent land owners that front the proposed sidewalk.
- Reimbursement agreements with developers

Parks and Trail Development

The City of Sherwood has planned for the extensive use of off-street, multi-use trails that will

provide both recreational activities and non-motorized infrastructure. The city currently has approximately 5.4 miles of off-street trails and is planning an additional 10 miles over the next 20 years. Many of the parks within Sherwood are currently traversed by these trails, and the additional infrastructure will provide linkages between existing trails and parks. Some segments of the off-street trail system will serve as major pedestrian/bicycle corridors, such as the Adams Street pedestrian/bicycle trail, and will connect many destinations within the City of Sherwood. These additional pedestrian and bicycle infrastructure facilities will help to augment the on-street pedestrian facilities such as sidewalks and pedestrian crossings located on arterial and collector streets throughout the city.

Complementing Land Use Actions

Land use actions enable significant improvements to the pedestrian system to occur. A change in land use from vacant or under utilized land creates two key impacts to the pedestrian system:

- Added vehicle trips that conflict with pedestrian flows
- Added pedestrian volume that requires safe facilities

The above mentioned impacts require mitigation to maintain a safe pedestrian system. Pedestrians walking in the traveled way of motor vehicles are exposed to potential conflicts that can be minimized or removed entirely with sidewalk installation. The cost of a fronting sidewalk to an individual single family home would be roughly \$1,000 to \$2,000 (representing less than one percent of the cost of a house). Over a typical 50-year life of a house, this would represent less than \$50 per year assuming that cost of money is 4% annually. This cost is substantially less than the potential risk associated with the cost of an injury accident or fatality without safe pedestrian facilities (injury accidents are likely to be \$10,000 to \$50,000 per occurrence and fatalities are \$500,000 to \$1,000,000). Sidewalks are essential for the safety of elderly persons, the disabled, transit patrons and children walking to school, a park or a neighbor's house. No area of the city can be isolated from the needs of these users (not residential, employment areas or shopping districts). Therefore, fronting improvements including sidewalks are required on every change in land use or roadway project.

For any developing or redeveloping property in Sherwood, the cost savings to the private developer is the only benefit of not providing sidewalks – at the potential risk and future expense to the public. Therefore, sidewalks are required in Sherwood with all new development and roadway projects.

It is important that, as new development occurs, connections or accessways are provided to link the development to the existing pedestrian facilities in as direct manner as possible. As a guideline, the sidewalk distance from the building entrance to the public right-of-way should not exceed 1.25 times the straight line distance. If a development fronts a sidewalk (as shown in the Pedestrian Master Plan), the developer shall be responsible for providing the walkway facility as part of any frontage improvement required for mitigation.

It is also very important that residential developments consider the routes that children will use to walk to school and provide safe and accessible sidewalks to accommodate these routes, particularly within one mile of a school site. Additionally, all commercial projects generating over 1,000 trip ends per day should provide a pedestrian connection plan showing how pedestrian access to the site links to adjacent uses, the public right-of-way and the site front door. Conflict free paths and traffic calming elements should be identified, as appropriate.

6. BICYCLE PLAN

This chapter summarizes existing and future facility needs for bicycles in the City of Sherwood. The following sections outline the criteria to be used to evaluate needs, provide a number of strategies for implementing a bikeway plan and recommend a bikeway plan for the City of Sherwood.

Needs

Bicycle trips are different from pedestrian and motor vehicle trips. Common bicycle trips are longer than walking trips and generally shorter than motor vehicle trips. Where walking trips are attractive at lengths of a quarter mile (generally not more than a mile), bicycle trips are attractive up to three miles. Bicycle trips can generally fall into three groups: commuting, activity-based and recreational. Commuter trips are typically home/work/home (sometimes linking to transit) and are made on direct, major connecting roadways and/or local streets. Bicycle lanes provide good accommodations for these trips. Activity based trips can be home-to-school, home-to-park, home-to-neighborhood commercial or home-to-home. Many of these trips are made on local streets with some connections to arterials and collectors. Their needs are for lower volume/speed traffic streets, safety and connectivity. It is important for bicyclists to be able to use through streets¹. Recreational trips share many of the needs of both the commuter and activity-based trips, but create greater needs for off-street routes, connections to rural routes and safety. Typically, these bike trips will exceed the normal bike trip length.

The existing bike lane system on arterial and collector streets and off-street trails does not provide adequate connections from neighborhoods to schools, parks, retail centers, or transit stops. Continuity and connectivity are key issues for bicyclists and the lack of facilities (or gaps) cause significant problems for bicyclists in Sherwood. Without connectivity of the bicycle system, this mode of travel is severely limited. Local streets do not require dedicated bike facilities since the lower motor vehicle volumes and speeds typically allow for both autos and bikes to share the roadway. Cyclists desiring to travel through the City generally either share the roadway with motor vehicles on major streets or find alternate routes on lower volume local streets. There are designated on-street bike facilities along Tualatin-Sherwood Road and Highway 99W within the Sherwood City limits. Additionally, short segments along Edy Road, Sherwood Boulevard, Roy Rodgers Road, Meineke Road, and Oregon Street have existing on-street bike lane facilities. There are also several multi-use paths that can be used by both pedestrian and bicycle travelers. These paths currently provide recreational opportunities at the various park locations throughout the city, but do not yet provide a cohesive, connected bicycle network.

¹ This can include end of cul-de-sac connections, but even better is regular spacing of local streets.

Facilities

Bicycle facilities are comprised of two primary categories:

- route facilities
- parking facilities

Route Facilities

Bicycle lanes (or trails) are the most common type of bicycle route facilities in Sherwood. There are three main bicycle route facility types: bike lanes, bicycle accommodation, or off-street bike paths/multi-use trails.

Bike lanes are areas within the street right-of-way designated specifically for bicycle use. Federal research has indicated that bike lanes are the most cost effective and safe facilities for bicyclists when considering all factors of design. Bicycle lanes adjacent to the curb are preferred to bicycle lanes adjacent to parked cars or bicycle lanes combined with sidewalks. According to the Oregon Bicycle and Pedestrian Plan², on-street bike lanes should be six-feet wide. Provision of a bicycle lane not only benefits bicyclist but also motor vehicles which gain greater shy distance/emergency shoulder area. Additionally, pedestrians gain a buffer between walking areas and moving vehicles. On reconstruction projects, bicycle lanes of five feet may be considered due to right-of-way constraints.

Bicycle accommodations are where bicyclists and autos share the same travel lane, including a wider outside lane and/or bicycle boulevard treatment (priority to through bikes on local streets). Widening the curb travel lane (for example, from 12 feet to 14 or 15 feet) can provide bicycle accommodations. This extra width is more accommodating to bicycle travel and provides a greater measure of safety.

Multi-use paths are generally off-street routes (typically recreationally focused) that can be used by several transportation modes, including bicycles, pedestrians and other non-motorized modes (i.e. skateboards, roller blades, etc.). Wide sidewalks (greater than eight feet), can also be considered multi-use paths, however, the provision of wide sidewalks should not preclude the provision of on-street bike lanes. The shared space on the wide sidewalks can decrease pedestrian levels of service as well as pose adverse safety problems for both bikers and pedestrians. Off-street trails in the City of Sherwood should be planned for 10-12 feet in width³, which is desirable for mixed-use activity (pedestrian and bike).

Parking Facilities

Racks, lockers and shelters are typical bicycle parking facilities and are provided at individual land use sites. The provision, or lack there of, parking facilities can have a significant effect on bicycle ridership, especially for individuals attempting to use the bicycle as an alternative form of transportation to the automobile.

Signing and marking of bicycle lanes should follow the *Manual on Uniform Traffic Control Devices*. Design features in the roadway can improve bicycle safety. For example, using curb storm drain inlets rather than catch basins significantly improves bicycle facilities. This

² Oregon Department of Transportation, *Oregon Bicycle and Pedestrian Plan*, Adopted June, 1995.

³ Ibid.

technique is being implemented with the City of Sherwood downtown streets plan.

Criteria

The city has developed a set of goals and policies to guide transportation system development in Sherwood (see Chapter 2) as part of this TSP. Several of these policies pertain specifically to bicycle needs:

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.

- Policy 4 – The City shall encourage the use of more energy-efficient and environmentally-sound alternatives to the automobile by:
 - The designation and construction of bike paths and pedestrian ways.

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.

- Policy 6 – The City shall adopt roadway design guidelines and standards that ensure sidewalks and bikeways be provided on all arterial and collector streets for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial and recreational areas.

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

- Policy 2 – Sidewalks and bikeways shall be provided on all arterial and collector streets for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial and recreational areas.
- Policy 3 – The City of Sherwood will pursue development of local and regional pedestrian trail facilities, especially a trail system connection between the city and the Tualatin National Wildlife Refuge.
- Policy 5 – The City of Sherwood shall include requirements for the provision of bicycle parking on large commercial, industrial, and multi-family residential projects.
- Policy 6 – The City of Sherwood will coordinate the bikeway system with adjacent jurisdictions, especially Tualatin, Wilsonville, Clackamas and Washington County.

These goals and policies are the criteria that all bikeway improvements in Sherwood should be measured against to determine if they conform to the intended direction of the City.

Strategies

Several strategies were considered for construction of future bikeway facilities in Sherwood. These strategies are aimed at providing the City with priorities since it is likely that the available funding will be insufficient to address all of the projects identified in the Bikeway Master Plan.

Strategy 1 - “Connect Key Bicycle Corridors to Schools, Parks, Transit Centers and Activity Centers”

This strategy provides bikeway links to schools, parks, recreational facilities and activity centers from the arterial/collector bikeway network. This strategy provides added safety to likely bicyclist destinations as well as destinations where children are likely to travel. Examples would include Sunset Boulevard, Sherwood Boulevard, Meinecke Road and the off-street multi-use paths throughout Sherwood. As with pedestrian facilities, bicycle facilities are important to provide access to transit centers and major transit stops. Most of the transit system’s riders begin or end their trip either as a pedestrian or cyclist.

Strategy 2 - “Bicycle Corridors that Connect to Major Recreational Facilities”

This strategy provides a connection between the bikeway network and major recreational facilities. An example would be the Adams Street Trail.

Strategy 3 - "Fill in Gaps in the Network where Some Bikeways Exist"

This strategy provides bikeways that fill in the gaps between existing bikeways where a significant portion of a bikeway corridor already exists. This strategy maximizes the use of existing bicycle facilities to create complete sections of an overall bikeway network.

Strategy 4 - “Develop Maintenance Program to Clean Bike Lanes”

This strategy establishes a program to provide maintenance services to clean the bike lanes. Debris in bike lanes is one of the biggest complaints (deterrents) of bicyclists.

Strategy 5 - “Bicycle Corridors that Commuters Might Use”

This strategy focuses on providing bicycle facilities where commuters are likely to go such as local (within Sherwood) or regional (i.e. Tualatin, Tigard, Portland) employment centers or leading to transit that provides access to regional employment centers.

Strategy 6 - "Bicycle Corridors that Connect Neighborhoods"

This alternative puts priority on bicycle lanes for routes that link neighborhoods together. Some of these could include paths crossing parks, schools or utility rights-of-way.

Strategy 7 - “Construct All Bikeways to City of Sherwood Standards”

This strategy focuses on upgrading any substandard existing bikeways to current city/county standards. Current standards are for six foot wide bike lanes with appropriate striping and signs for bicycle safety.

Table 6-1 provides an assessment of how each of the strategies meets the requirements of the goals and policies related to bicycle facilities.

Table 6-1: Bicycle Facility Strategies Comparisons

Strategy	Policies					
	1-4	3-6	4-2	4-3	4-5	4-6
1. Connect Key Bicycle Corridors to Schools, Parks, Recreational Uses, Transit Centers and Activity Centers	□	■	■	■	□	●
2. Bicycle Corridors that Connect to Major Recreational Uses	□	□	□	□	□	●
3. Fill in Gaps in the Network where Some Bikeways Exist	●	●	□	●	□	○
4. Develop Maintenance Program to Clean Bike Lanes	○	○	●	●	●	○
5. Bicycle Corridors that Commuters Might Use	■	□	■	■	●	○
6. Bicycle Corridors that Connect Neighborhoods	□	■	□	□	□	●
7. Construct All Bikeways to City of Sherwood Standards	●	□	●	●	□	■

- Fully meets criteria
- Mostly meets criteria
- Partially meets criteria
- Does not meet criteria

Table 6-2 summarizes the bicycle corridors created by overlaying the bicycle network over the arterial and collector system in Sherwood.

Table 6-2: Corridors in Bikeway Network

North-South Corridors	East-West Corridors
Sherwood Boulevard	Sunset Boulevard
Murdock Road	Meinecke Road
Adams Road	Edy Road

Since bicyclists can generally travel further distances than pedestrians, connections that lead to regional destinations such as Tualatin and Tigard, as well as providing the opportunity for individuals to make intracity recreational and work related trips via bicycle are important. Sherwood’s bicycle network should connect to surrounding agencies bicycle networks so as to provide regional, non-motorized connectivity. Key locations where connections should be made to these other jurisdiction’s networks are shown in Table 6-2.

Table 6-3: Bicycle Connectivity to Adjacent Jurisdictions

Jurisdiction	Interface Street	Link Included in Sherwood Bike Master Plan
Tigard	Highway 99W	Highway 99W
Tualatin	Tualatin-Sherwood Road	Cipole Road
Clackamas County	Ladd Hill Road	Sherwood Boulevard
	Baker Road	Murdock Road
Washington County	Roy Rodgers Road	Roy Rodgers Road
	Edy Road	Edy Road

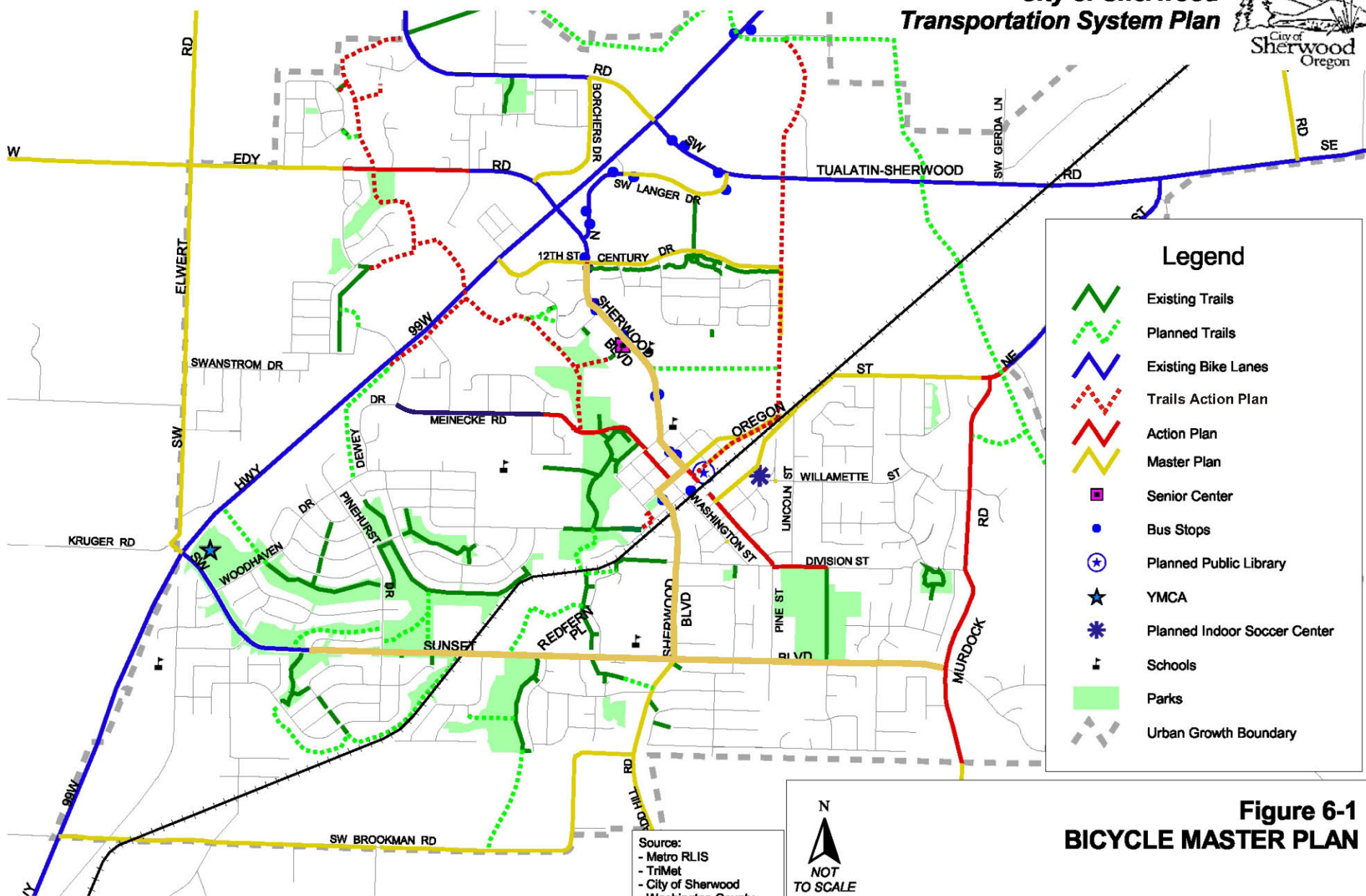
Bicycle Facility Plan

A list of likely actions to achieve fulfillment of these priorities was developed into a Bicycle Master Plan. The Bicycle Master Plan is an overall plan and summarizes the list of bicycle-related projects in Sherwood, providing a long-term map for planning bicycle facilities. From this Master Plan, a more specific, shorter term, Action Plan was developed. The Action Plan consists of projects that the City should actively try to fund. These projects form a basic bicycle grid system for Sherwood. As development occurs, streets are rebuilt (Oregon law requires that bikeways be provided wherever streets or roadways are constructed or reconstructed) and other opportunities (such as grant programs) arise, projects on the Master Plan should be pursued as well. The Master Plan elements considered bicycle facilities identified in the adopted Regional Transportation Plan⁴. New facilities, on-street bike lanes, and off-street trails, are consistent with the RTP bike route designations. Additional bike facilities within the city streets are in this plan that extend beyond the regional scope of the RTP.

The City of Sherwood places a large emphasis on the provision of off-street trails and paths as a means to provide non-motorized transportation alternatives. Facilities such as the Adams Street off-street bicycle and pedestrian trail augment the gridded, bicycle frame-work that is outlined in this TSP. North/South and East/West corridors have been designated in an effort to connect the major traffic generating districts within the City of Sherwood, as well as linking the many off-street paths and trails in order to provide a complete and cohesive non-motorized network. For regional bicycle trips, TriMet provides bike racks on their buses, allowing bikers to utilize non-motorized, bicycle transportation at the beginning and end of their trips.

⁴ Metro, 2000 *Regional Transportation Plan*, Adopted August 2000.

**City of Sherwood
Transportation System Plan**



Legend

- Existing Trails
- Planned Trails
- Existing Bike Lanes
- Trails Action Plan
- Action Plan
- Master Plan
- Senior Center
- Bus Stops
- Planned Public Library
- YMCA
- Planned Indoor Soccer Center
- Schools
- Parks
- Urban Growth Boundary

Source:
 - Metro RLIS
 - TriMet
 - City of Sherwood
 - Washington County



**Figure 6-1
BICYCLE MASTER PLAN**

Project List

Table 6-4 outlines planned bicycle projects in Sherwood. The City, through its Capital Improvement Program (CIP), along with joint funding with other agencies such as ODOT and Washington County would implement these projects. Wherever possible, multi-use paths identified on the bicycle plans should be aligned to cross roadways at intersections for safe crossing rather than crossing roadways at mid-blocks without traffic control.

Table 6-4: Bicycle Action Plan Projects

Street	From	To	Length (ft)
Murdock Road	Urban Growth Boundary	Oregon Street	5,600
Meinecke Road	Highway 99W	1 st Street	5,000
Snyder Street	Stevens Dr.	Off street trail	
Pine Street	1 st Street	Off street trail	2,500
<i>Off Street Bike Facilities</i>			
	Roy Rodgers	Meinecke Road	11,500
	Villa Road	1 st Street	650
	99W	1 st Street	6,600
	Urban Growth Boundary	Roy Rodgers Road	4,100
	Urban Growth Boundary	Tualatin-Sherwood Road	3,300
	Tualatin-Sherwood Road	Sherwood Boulevard	4,600
	Sherwood Boulevard	Adams Street	1,700
	Tualatin-Sherwood Road	Urban Growth Boundary	4,800
	Highway 99W	Woodhaven Drive	1,000
	Steller Drive	Sunset Boulevard	1,600
	Sunset Boulevard	Saint Charles Way	1,500
	Saint Charles Way	Villa Road	1,200
	Ladd Hill Road	Existing Trail	450
	Sunset Road	Inkster Drive	3,500
	Highway 99W	Redfern Drive	7,800

Complementing Land Use Actions

The City, through its Zoning Code, has in place recommendations for bicycle parking. The existing code specifies that on-site bicycle parking facilities must be located within fifty feet of an entrance to a building. The code continues by providing a recommended number of bicycle parking spaces for land use categories including residential, commercial, industrial, service and other categories. While the code does provide some guidance for the provision of bicycle infrastructure, it is rather nebulous. Since the provision of a bicycle network will not be fully utilized without the supporting infrastructure, it is in the City's best interest to make bicycle options available. This section of code be expanded to include bike-parking facilities requirements as opposed to recommendations.

It is important that, as new development occurs, connections or accessways are provided to link the development to the existing bicycle and pedestrian facilities in as direct manner as is reasonable. If a development fronts a bikeway or sidewalk (as shown in the Bicycle or Pedestrian Master Plans), the developer shall be responsible for providing the bikeway or walkway facility as part of any half-street improvement required for project mitigation.

7. TRANSIT

This chapter summarizes existing and future transit needs in the City of Sherwood. The following sections outline the criteria used to evaluate needs, strategies for implementing a transit plan and the transit plan for the City of Sherwood. The method used to develop the transit plan combined TriMet, city staff and other agencies input.

Needs

TriMet is the regional transit provider for the Portland area and operates the fixed route transit service in Sherwood, which is located in the southwest corner of TriMet's service area. Due to its geographic location, Sherwood is the end point for the regional service system. Three lines serve Sherwood including:

- Route 12- Barbur Boulevard
- Route 94- Sherwood/Pacific Highway Express
- Route 95- Tigard/1-5 Express

All three lines follow the same route, traveling along Highway 99W, Tualatin-Sherwood Road, Langer Drive and Sherwood Boulevard before terminating in old town Sherwood. Within the City of Sherwood boundaries there are two park and ride lots and 22 bus stops. Route 12 is designated as a Tier III priority candidate for frequent service (meaning buses are scheduled to arrive 15 minutes apart 7 days a week) by TriMet. However, TriMet predicts it will be approximately ten (10) years before this service is put into place due to the Tier III distinction, which designates the service upgrade as lower priority than those routes with a Tier I or Tier II distinction. Route 94 is only operational during the weekday peak hours and strictly serves the two park and ride lots in Sherwood. Route 95 operates during the weekday peak hours, but differs from Route 94 in that it stops at all designated locations in Sherwood. Additionally, Link Bus Transportation offers morning, afternoon and evening service from McMinnville to Sherwood, connecting to the TriMet bus system.

Minimum density required to support a fixed route transit bus service with 1-hour scheduled between arrivals is about four (4) housing units an acre. Many of the neighborhoods in the City of Sherwood have the minimum density required to support fixed route transit, but are not currently covered by the regional system. The most notable needs for transit service in Sherwood is in the southern section of the city. Not only does this area currently have the density required to support fixed route transit, it has recently been expanded with the adoption of Metro's updated Urban Growth Boundary and should be planned with high enough densities to support transit service. While this minimum density serves as a threshold, it alone does not justify service provision. Other factors must be considered such as the regional priority for expansion of routes, and the establishment of funding. The city must work with TriMet and other stakeholders in order to determine actual service needs and determine how those needs will be met. Since many of the residents of Sherwood work in other municipalities in the metro region, providing commute options for Sherwood could play a significant role in reducing congestion for both the Sherwood area the Portland region.

The Transit Investment Plan, created to direct regional transit growth in the TriMet service area and provide a framework for how transit investments are made, provides a list of priorities for regional transit service¹ planning methods. These priorities are, in order:

1. Maintain the quality of the existing system
2. Grow the high capacity transit system
3. Expand the Frequent Service system
4. Improve local service

Priorities were established to direct investment for expansion of service and provision of amenities. According to the hierarchy, local service expansion routes in Sherwood receive the lowest priority for regional transit funds. However, local transit needs could be met through alternatives to fixed route expansion such as local shuttle services and/or vanpools or the phasing of local service capital projects within the Sherwood service area in partnership with TriMet.

Criteria

A set of goals and policies has been created to guide transportation system development in Sherwood (see Chapter 2). Several of these policies pertain specifically to transit needs:

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.

Policy 4 – The City will encourage the use of more energy-efficient and environmentally-sound alternatives to the automobile by:

- The scheduling and routing of existing mass transit systems and the development of new systems to meet local resident needs.

Policy 7 – The City of Sherwood will foster transportation services to the transportation disadvantaged including the young, elderly, handicapped and poor.

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.

Policy 1 – Public transportation will be provided as an alternative means of transportation in Sherwood.

Policy 2 – The City of Sherwood will work with TriMet to expand transit services to all parts of the City through additional routes, more frequent service, and transit oriented street improvements.

Policy 3 – Park-and-ride facilities should be located with convenient access to the arterial system to facilitate rider transfer to transit and car pools.

Policy 5 – The City of Sherwood will support the establishment of a “feeder” transit route from Sherwood to Tualatin employment centers.

Policy 6 – The City of Sherwood will support park-and-ride facilities that are sited for the maximum convenience of commuters and transit riders.

¹ *Transit Investment Plan* TriMet, 2003.

Policy 7 – The City of Sherwood will support regional efforts for the preservation and development of appropriate rail rights-of-way for passenger rail service, in particular for serving local and regional commuter rail needs in Washington County, Clackamas County and Yamhill County.

Policy 8 – The City of Sherwood will encourage the provision of special transportation services (i.e. van pools or car pools, dial-a-ride, etc.) to transportation disadvantaged by TriMet and community based service providers.

Policy 10 – The City will meet RTP goals of providing a safe and convenient pedestrian circulation system.

Strategies

TriMet is responsible for any changes in routes through their annual transit service plan process. In order for the City to have its transit needs assessed, the City can provide input to TriMet through this process.

Several strategies were developed for the implementation of future transit facilities in Sherwood. These strategies were developed to provide the City with priorities in providing guidance to TriMet since it is likely that the available funding will be insufficient to address all of the projects identified in the Transit Master Plan. These priorities are not necessarily in order.

Strategy 1 - "Provide Express Routes to Regional Employment Centers"

This strategy is aimed at providing service directly from Sherwood transit centers to regional employment centers such as Portland, Washington Square, the Sunset Corridor, the City of Tualatin and the City of Tigard. This might include a few local stops followed by express service to a central transit shelter or implementing a vanpool system for employees in these areas.

Strategy 2 - "Provide Bus Shelters/Improved User Amenities"

This strategy focuses on installation of bus shelters and other user amenities along bus routes in Sherwood. The need for bus shelters at bus stops, as well as other user amenities, should be evaluated in conjunction with any new commercial or residential development adjacent to a transit street. Typical daily boarding thresholds of 35 patrons or more could be used to support installation of a covered bus shelter and bench. One highly valued user amenity is "real time" bus schedule information at major bus stops, indicating how long it would be before the next bus arrives at a particular stop. This type of tracking system requires on-board bus GPS units, and a centralized control process, which are currently being installed on the TriMet bus fleet.

Strategy 3 - "Provide More Local Transit Service"

This strategy focuses on providing more transit service on routes that serve the Sherwood area. An assessment of existing transit route coverage in Sherwood was done comparing current and future placement of transit services in relationship to land use densities that would be supportive of transit use. The land use data from the travel demand forecast model was utilized in this assessment. A one-quarter mile "buffer" was established around each transit stop and compared to the adjacent land use. The existing conditions indicate that about 71 percent of the land area in Sherwood with density supportive of transit use would be within one-quarter mile of a transit stop (Figure 7-1). Future transit coverage would remain the same as existing, and the same transit supportive land area in Sherwood would be served (Figure 7-2).

This does not specifically address the frequency of some of the transit services or the destinations (which would require coordination with TriMet for this strategy to be effectively implemented).

Strategy 4 - "Provide Access to Commercial Areas"

This strategy focuses on providing access to locations where people choose to do their shopping. Commercial areas in the greater Sherwood area might include the six-corners area in Sherwood, and shopping centers along Highway 99W, and retail stores in Tualatin.

Strategy 5 - "Provide Additional Park & Ride Lots"

This strategy provides park & ride lots at locations where concentrated transit demand exists or where it is desirable for TriMet to stop.

Strategy 6 - "Provide Access to Activity & Service Centers"

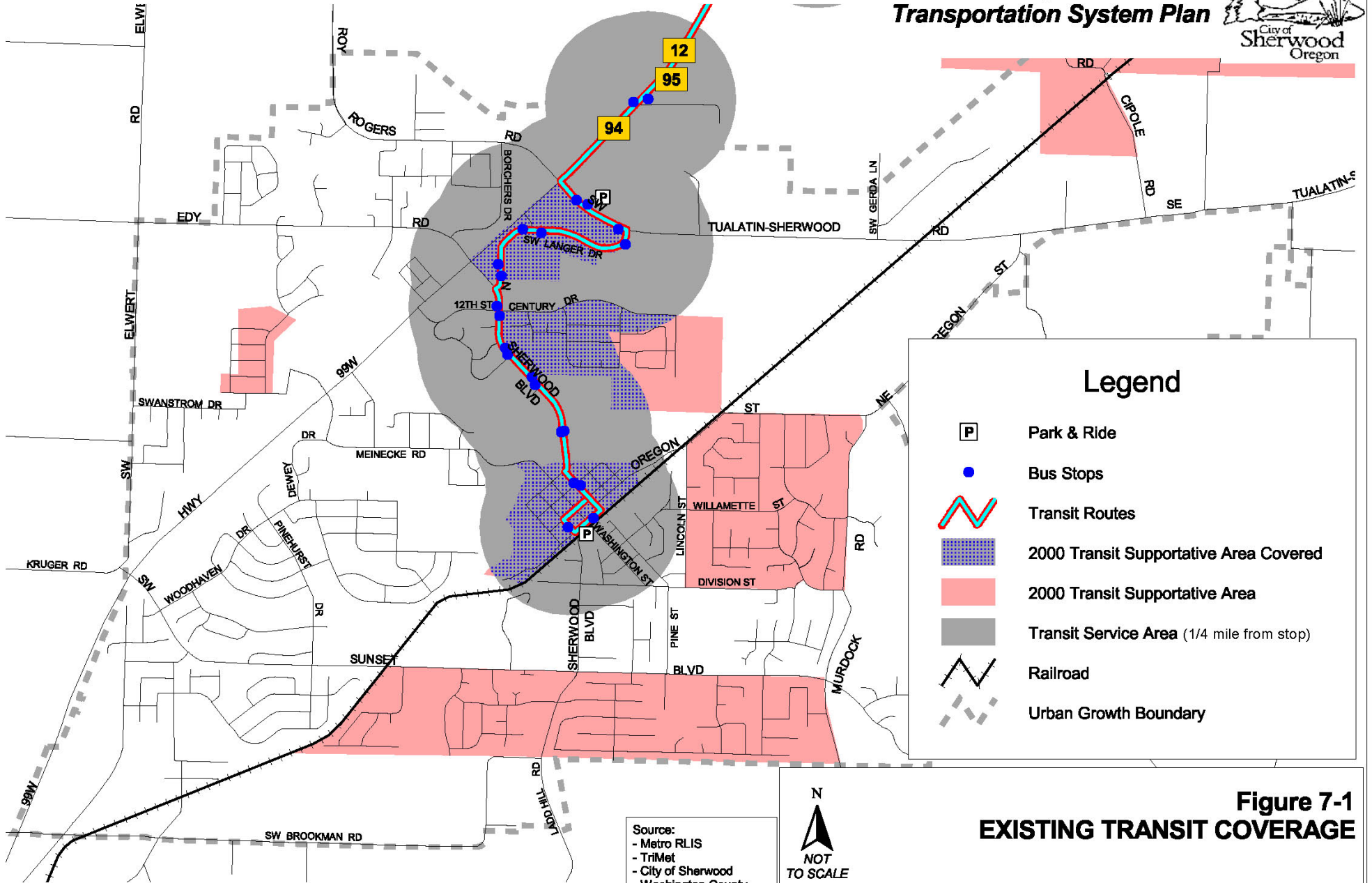
This strategy focuses on providing transit access to destinations such as community centers, hospitals, schools, churches, etc.

Table 7-1 summarizes the strategies in terms of meeting the transportation goals and policies of Sherwood.

Table 7-1: Transit Facility Strategies Comparisons

Strategy	Policies					
	1-4	1-6	5-1	5-2	5-7	5-8
1. Provide Express Routes to Regional Employment Centers	■	■	■	□	□	○
2. Provide Bus Shelters/Improved User Amenities	□	■	●	○	○	●
3. Provide More Local Transit Service	■	■	□	■	●	□
4. Provide Access to Commercial Areas	■	■	●	■	□	●
5. Provide Additional Park & Ride Lots	□	●	□	○	□	●
6. Provide Access to Activity & Service Centers	■	■	●	■	●	□
■ Fully meets criteria □ Mostly meets criteria ● Partially meets criteria ○ Does not meet criteria						

**City of Sherwood
Transportation System Plan**

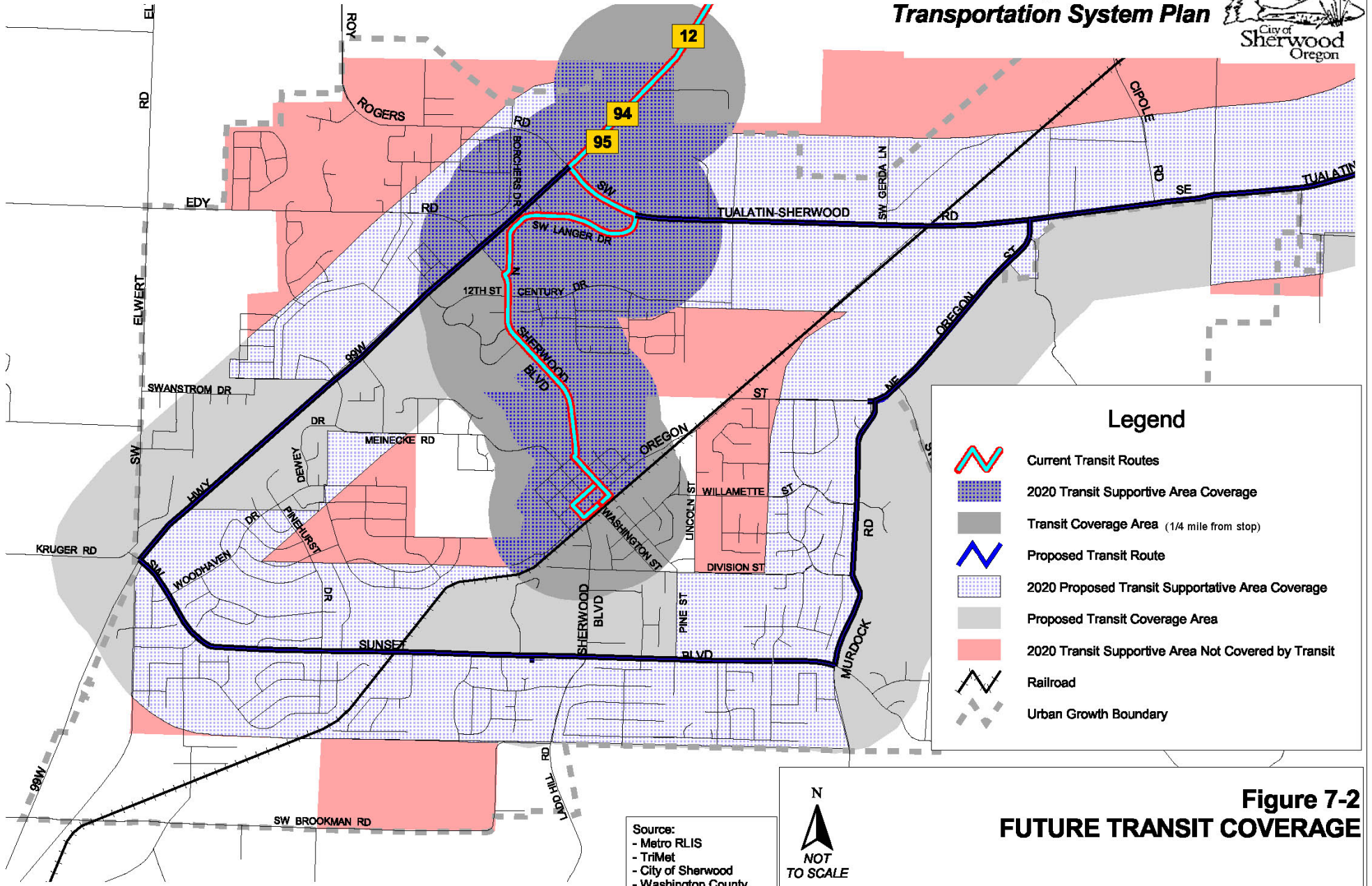


Source:
- Metro RLIS
- TriMet
- City of Sherwood
- Washington County



**Figure 7-1
EXISTING TRANSIT COVERAGE**

**City of Sherwood
Transportation System Plan**



Transit Plan

Transit enhancements within the TriMet service area are ultimately decided based on regional transit goals. As such, Sherwood has little control over dictating the expansion of local service or decreasing headways. These decisions can be influenced however, if the proper densities are achieved along the transit routes, a decision over which the City has more control. Another tactic for increasing transit service to the City of Sherwood is through inter-governmental agreements and funding strategies between the City of Sherwood and TriMet in order to leverage transit dollars for local projects, providing better connections to transit facilities and supplying amenities at transit locations. Transit projects are summarized in Table 7-2. Transit projects were determined based on strategies listed above and project feasibility.

Table 7-2: Potential Transit Projects

Rank	Project	Agency Responsible	Description
1	Provide Transit Amenities at Major Transit Stops	Sherwood/TriMet	Provide shelters, information kiosks, etc along key transit routes in Sherwood with land use development. Expand park and ride lots where demand exceeds existing capacity.
2	Improve Pedestrian Connections to Transit Facilities	Sherwood/TriMet	Construct sidewalks, crosswalks, etc. adjacent to transit routes and facilities (i.e. park-and-ride lots, bus stops, etc.). Within one-quarter mile of bus stops, focus on enhancing pedestrian access. Give priority to improvements within the designated overlay district downtown.
3	Increase Density Adjacent to Transit	Sherwood	Direct growth to increase the density of houses within transit lines in the City of Sherwood in an effort to support regional transit service goals.
4	Decrease Headways	TriMet	Provide more frequent transit service during peak commute periods.
5	Provide More Local Service	TriMet	Provide services along Sunset Boulevard and in the southern part of the City, including the newly expanded UGB area as well as Murdock Road. Expand fixed-route services, as development requires. Time additional transit service to coordinate with major road extensions or street improvements.

TriMet has identified the potential to connect Sherwood to Tualatin with a new route along Tualatin-Sherwood Road². If this route circled Sherwood by traveling along Oregon Street, Murdock Road, Sunset Boulevard, and Highway 99W, a major portion of the unserved areas would be covered. In this case, the new route would cross the existing TriMet routes on Tualatin-Sherwood Road between Langer Drive and Highway 99W. This could be a location to consider a Transit Center and an expanded park and ride facility.

² Transit Choices for Livability Handbook, TriMet, 2000.

In addition to the planned Tualatin-Sherwood TriMet route, the planned Commuter Rail project from Wilsonville to Beaverton has the potential to someday connect to Sherwood. If this connection were completed, the commuter rail stop in Sherwood would likely be located downtown next to the park and ride.

Currently, there are two park and ride facilities located in the City of Sherwood, providing the opportunity for residents to be connected via transit to the larger Portland region. One facility is located in downtown Sherwood at the intersection of Oregon Street and Sherwood Boulevard while another facility is located at 99W and Tualatin-Sherwood Road in the Regal Cinema parking lot. Due to a change in land use, the downtown park and ride will be discontinued in 2004 and turned into a combination of a bike only park and ride and parking for downtown businesses.

As the downtown park and ride will be converted into a bike and ride lot, a second park and ride lot must be constructed in order to better serve commuters patronizing TriMet in Sherwood. Two potential locations meet the Cities requirements:

- Adams Road between Tualatin-Sherwood Road and the Home Depot
- Brookman Road and the Rail Road tracks

The first alternative is advantageous due to the relatively inexpensive cost of land (under the existing power lines) and the connectivity to both 99W and Tualatin-Sherwood Road. However, there is currently a park and ride located in the Regal Cinemas parking lot, so both lots would effectively serve the same commuters. The second alternative would better serve the southern section of town, the newly expanded UGB area and potentially the proposed Interstate 5/99W Connector (if the preferred alignment is determined to be south of Sherwood). Additionally, this location could serve as a multi-modal facility and transfer point with the possible commuter rail extension.

Complementing Land Use Actions

There are three determining factors that play a role in the provision of a successful transit system: net housing density, transit level of service (frequencies) and proximity to station locations. The City of Sherwood has the ability to control the net housing densities located around current and potential transit stops and the proximity of development to these stops. While TriMet makes decisions regarding the third factor, transit level of service, the focus of development and land use decisions within proximity of transit locations will greatly effect the service decisions made by TriMet.

In order to provide a density high enough to support frequent service scheduled for Route 12 within ten (10) years, the housing density along the current transit corridor should be increased. Guiding development within the City of Sherwood to this corridor would help support the regional transit goal of providing an efficient and effective transit system, as well as reducing the reliance on the automobile for inter-jurisdictional work trips made by individuals living or working in this corridor.

In order to promote higher density developments, the City should consider requirements in the City of Sherwood Development Code that provides approval criteria related to public transit. The following provisions:

- (a) Provisions within the plan shall be included for providing for transit if the development proposal is adjacent³ to existing or proposed transit route;
- (b) The requirements for transit facilities shall be based on:

³ The code provision should define adjacent as having a bus stop within 500 feet of the property.

- The location of other transit facilities in the area; and
- The size and type of the proposal.

(c) The following facilities may be required after City and TriMet review:

- Bus stop shelters;
- Turnouts for buses; and
- Connecting paths to the shelters.

8. MOTOR VEHICLES

This chapter summarizes needs for the motor vehicle system for both existing and future conditions in the City of Sherwood. This chapter also outlines the criteria to be used in evaluating needs, provides a number of strategies and recommends plans for motor vehicles (automobiles, trucks, buses and other vehicles). The needs, criteria and strategies were identified in working with the City's Technical Advisory Committee for the Transportation System Plan. This group explored automobile and truck needs in the City of Sherwood and provided input about how they would like to see the transportation system develop. The Motor Vehicle modal plan is intended to be consistent with other jurisdictional plans including Metro's *Regional Transportation System Plan (RTP)*, and Washington County's *Transportation System Plan (TSP)* and ODOT's *Oregon Highway Plan (OHP)*.

The motor vehicle element involves several elements. This chapter is separated into the following ten sections:

- Criteria
- Functional Classification (including summary of cross sections and local street connectivity)
- Circulation and Capacity Needs
- Safety
- Access Management
- Maintenance
- Neighborhood Traffic Management
- Parking
- Transportation System Management (TSM)/Intelligent Transportation Systems (ITS)
- Transportation Demand Management (TDM)
- Truck Routes

Criteria

An updated set of goals and policies to guide transportation system development in Sherwood has been developed as part of this TSP (see Chapter 2). Many of these goals and policies pertain specifically to motor vehicles. These goals and policies represent the criteria that all motor vehicle improvements or changes in Sherwood should be measured against to determine if they conform to the intended direction of the City.

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.

Policy 1 – The City will ensure that public roads and streets are planned to provide safe,

convenient, efficient and economic movement of persons, goods and services between and within the major land use activities. Existing rights of way should be classified and improved and new streets built based on the type, origin, destination and volume of current and future traffic.

Policy 2 – Through traffic should be provided with routes that do not congest local streets and impact residential areas. Outside traffic destined for Sherwood business and industrial areas shall have convenient and efficient access to commercial and industrial areas without the need to use residential streets.

Policy 3 – Local traffic routes within Sherwood shall be planned to provide convenient circulation between home, school, work, recreation and shopping. Convenient access to major out-of-town routes shall be provided from all areas of the city.

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.

Policy 1 – The City shall implement the transportation plan based on the functional classification of streets shown in Figure 8-1.

Policy 2 – The City shall maintain a transportation plan map that shows the functional classification of all streets within the Sherwood urban growth area. Changes to the functional classification of streets must be approved through an amendment to the Sherwood Comprehensive Plan, Part 2, Chapter 6 - Transportation Element.

Policy 4 – The City will coordinate with Metro regarding implementation of the Regional Transportation Plan and related transportation sections of the Metro Functional Plan.

Policy 5 – The City shall adopt a street classification system that is compatible with Washington County Functional Classification System for areas inside the Washington County Urban Area Plan and with Washington County 2020 Transportation Plan (Ordinance 588).

Policy 6 – The City will work with Metro and other regional transportation partners to implement regional transportation demand management programs where appropriate.

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

Policy 2 – The City of Sherwood shall require dedication of land for future streets when development is approved. The property developer shall be required to make street improvements for their portion of the street commensurate with the proportional benefit that the improvement provides the development.

Policy 5 – The City will adopt roadway design guidelines and standards that ensure sufficient right-of-way is provided for necessary roadway, bikeway, and pedestrian improvements.

Policy 7 – The City of Sherwood will generally favor granting property access from the street with the lowest functional classification, including alleys. Additional access to arterials and collectors for single family units shall be prohibited and use access from frontage roads and local streets. Frontage roads shall be designed as local streets.

Policy 9 – The City will establish guidelines and standards for the use of medians and islands for regulating access and providing pedestrian refuge on arterial and collector streets.

Policy 10 – The City will develop uniform traffic control device standards (signs, signals, and

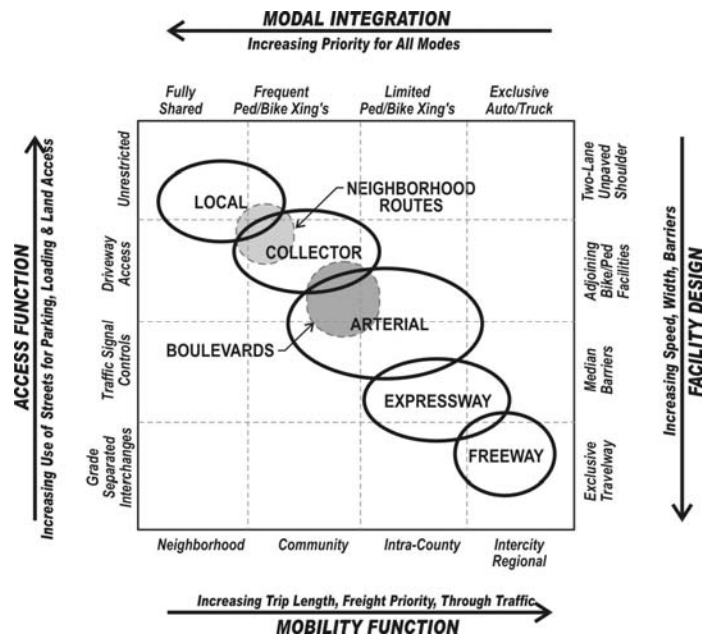
pavement markings) and uniformly apply them throughout the city.

Policy 12 – The City of Sherwood will adopt parking control regulations for streets as needed. On-street parking shall not be permitted on any street designated as an arterial, unless allowed by special provision within the Town Center (Old Town) area or through the road modifications process outlined in the Sherwood Development Code.

Functional Classification

Roadways have two functions, to provide mobility and to provide access. From a design perspective, these functions can be incompatible since high or continuous speeds are desirable for mobility, while low speeds are more desirable for land access. Arterials emphasize a high level of mobility for through movement; local facilities emphasize the land access function; and collectors offer a balance of both functions

Functional classification has commonly been mistaken as a determinate for traffic volume, road size, urban design, land use and various other features which collectively are the elements of a roadway, but do not represent function. For example, the volume of traffic on a roadway is directly related to land uses and because a roadway carries a lot or a little traffic does not necessarily determine its function. The traffic volume, design (including access standards) and size of the roadway are outcomes of function, but do not define function.



Connectivity and Functional Class

Function can be best defined by connectivity. Without connectivity, neither mobility nor access can be served. Roadways that provide the greatest reach of connectivity are the highest level facilities. Conversely, those with the shortest connections are the lowest level facilities. For a community such as Sherwood, the linkage between connectivity and street functional definition helps to relate street design, access spacing, and other transportation elements to issues specific to community design and livability. Other agencies, such as Washington County, Metro and ODOT use terms that conform to federal conventions (see next section for details), and generally have a much higher requirement for mobility, whereas, most of the city streets (collector, local) emphasize access and neighborhood type values.

Arterials can be defined by regional level connectivity. These routes go beyond the city limits in providing connectivity and can be defined into two groups: principal arterials (typically state routes) and arterials. The efficient movement of persons, goods and services depends on an interconnected arterial system. **Collectors** can be defined by citywide or district wide connectivity. These routes span large areas of the city but typically do not extend significantly into adjacent jurisdictions. They are important to city circulation. The past textbooks on functional classification generally defined all other routes as **local streets**, providing the highest level of access to adjoining land uses. These routes do not provide through connection at any significant regional, citywide or district level.

However, based upon connectivity, there is a fourth level of functional classification - **neighborhood route**. In many past plans, agencies defined a minor collector or a neighborhood collector; however, use of the term collector is not appropriate. Collectors provide citywide or large district connectivity and circulation. There is a function between a collector and a local street that is unique due to its level of connectivity. Local streets can be cul-de-sacs or short streets that do not connect to anything. Other routes people use to get in and around their neighborhood. They have connections within the neighborhood and between neighborhoods. These routes have neighborhood connectivity, but do not serve as citywide streets. They have been the most sensitive routes to through, speeding traffic due to their residential frontages. Because they do provide some level of connectivity, they can commonly be used as cut-through routes in lieu of congested or less direct arterial or collector streets that are not performing adequately. Cut-through traffic has the highest propensity to speed, creating negative impacts on these neighborhood routes. By designating these routes, a more systematic citywide program of neighborhood traffic management can be undertaken to protect these sensitive routes.

In the past, traffic volume and the size of a roadway have been directly linked to functional classification. More recently, urban design and land use designations have also been tied to functional classification. All of these approaches to functional classification tend to be confusing and ever changing, complicating an essential Transportation System Planning exercise. The planning effort to identify connectivity of routes in Sherwood is essential to preserve and protect future mobility and access, by all modes of travel. Without defining the varying levels of connectivity now in the Transportation System Plan, the future impact of the adopted Comprehensive Plan land uses will result in a degraded ability to move goods and people (existing and future) in Sherwood. The outcome would be intolerable delays and much greater costs to address solutions later rather than sooner.

By planning an effective functional classification of Sherwood streets, the City can manage public facilities pragmatically and cost effectively. These classifications do not mean that because a route is an arterial it is large and has lots of traffic. Nor do the definitions dictate that a local street should only be small with little traffic. Identification of connectivity does not dictate land use or demand for facilities. The demand for streets is directly related to the land use. The highest level connected streets have the greatest potential for higher traffic volumes, but do not necessarily have to have high volumes as an outcome, depending upon land uses in the area. Typically, a significant reason for high traffic volumes on surface streets at any point can be related to the level of land use intensity within a mile or two. Many arterials with the highest level of connectivity have only 35 to 65 percent “through traffic”. Without the connectivity provided by arterials and collectors, the impact of traffic intruding into neighborhoods and local streets goes up substantially.

If land use is a primary determinate of traffic volumes on streets, then how is it established? In Oregon, land use planning laws require the designation of land uses in the Comprehensive Plan. These land use designations are very important not only to the City for planning purposes, but to the people that own land in Sherwood. The adopted land uses in Sherwood have been used in this study, working with the Metro regional forecasts for growth in the region for the next 20 years. As discussed in Chapter 10, if the outcome of this Transportation System Plan is either too many streets or solutions that are viewed to be too expensive, it is possible to reconsider the core assumptions regarding Sherwood’s livability - its adopted land uses or its service standards related to congestion. The charge of this Transportation System Plan is to develop a set of multi-modal transportation improvements to support the Comprehensive Plan land uses. Key to this planning task is the functional classification of streets.

Functional Classification Definitions

The functional classification of streets in Sherwood is shown in Figure 8-1. Any street not designated as an arterial, collector or neighborhood route is considered a local street.

Principal Arterials are typically freeways and state highways that are access controlled and provide the highest level of connectivity. These routes connect over the longest distance (sometimes miles long) and are less frequent than other arterials or collectors. These highways generally span several jurisdictions and many times have statewide importance (as defined in the State Highway Classification System).¹ In Sherwood, ORE 99W is the only route designated as a Statewide Highway. Tualatin-Sherwood Road is not designated in the State Highway Classification System.

Arterial streets serve to interconnect and support the principal arterial highway system. These streets link major commercial, residential, industrial and institutional areas. Arterial streets are typically spaced about one mile apart to assure accessibility and reduce the incidence of traffic using collectors or local streets for through traffic in lieu of a well placed arterial street. Access control is the key feature of an arterial route. Arterials are typically multiple miles in length. Many of these routes connect to cities surrounding Sherwood.

Collector streets provide both access and circulation within and between residential and commercial/industrial areas. Collectors differ from arterials in that they provide more of a citywide circulation function, do not require as extensive control of access (compared to arterials) and penetrate residential neighborhoods, distributing trips from the neighborhood and local street system. Collectors are typically greater than 0.5 to 1.0 miles in length.

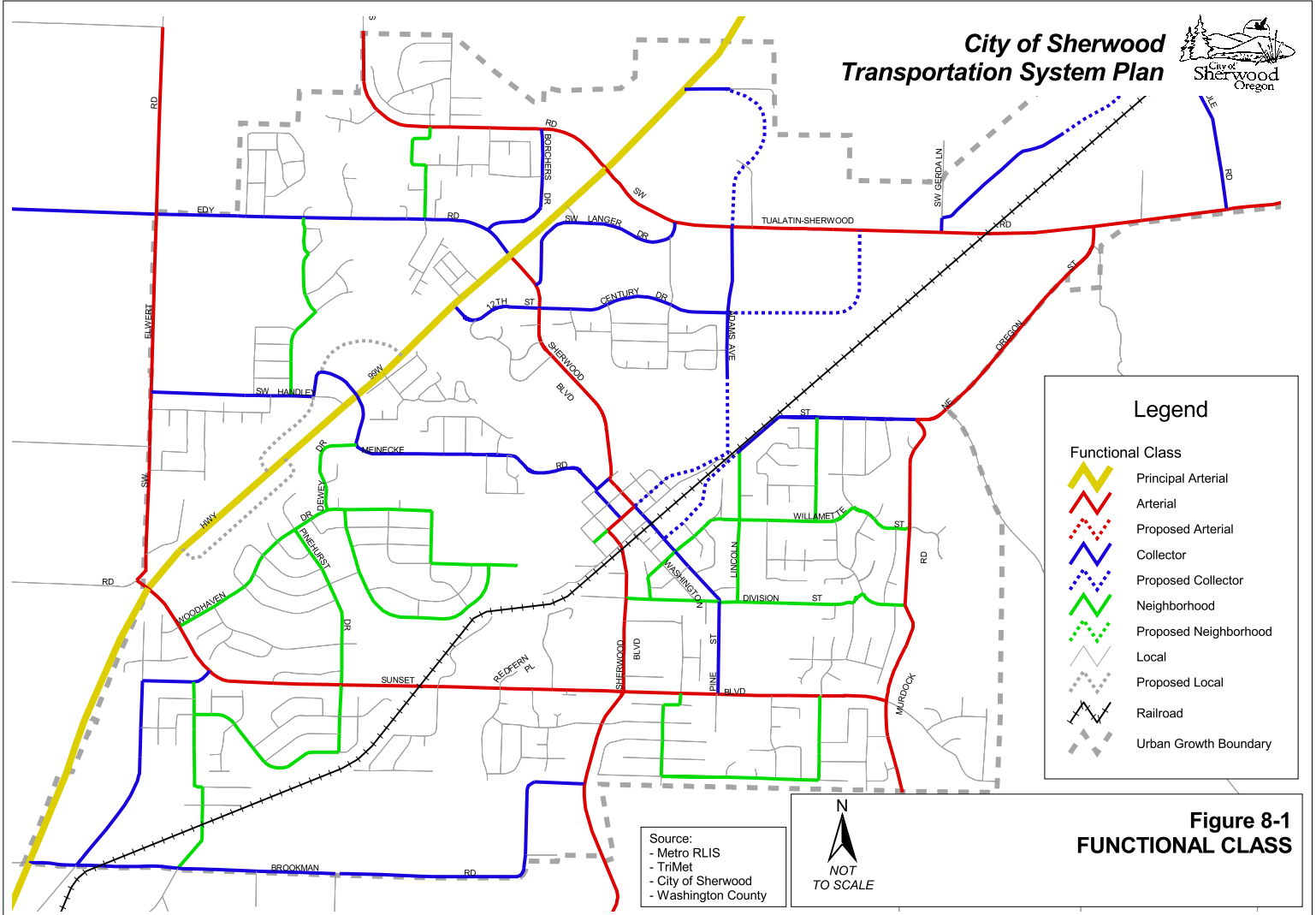
¹ 1999 Oregon Highway Plan, An Element of the Oregon Transportation Plan, Adopted by the Oregon Transportation Commission, March 18, 1999.

Neighborhood routes are usually long relative to local streets and provide connectivity to collectors or arterials. Because neighborhood routes have greater connectivity, they generally have more traffic than local streets and are used by residents in the area to get into and out of the neighborhood, but do not serve citywide/large area circulation. They are typically about a quarter to a half-mile in total length. Traffic from cul-de-sacs and other local streets may drain onto neighborhood routes to gain access to collectors or arterials. Because traffic needs are greater than a local street, certain measures should be considered to retain the neighborhood character and livability of these routes.

Neighborhood traffic management measures are often appropriate (including devices such as speed humps, traffic circles and other devices - refer to later section in this chapter). However, it should **not** be construed that neighborhood routes automatically get speed humps or any other measures. While these routes have special needs, neighborhood traffic management is only one means of retaining neighborhood character and vitality.

Local Streets have the sole function of providing access to immediate adjacent land. Service to “through traffic movement” on local streets is deliberately discouraged by design.

**City of Sherwood
Transportation System Plan**



Other Jurisdictions and Functional Class Definitions

The City of Sherwood will need to coordinate with regional agencies to assure consistency in cross section planning as ODOT's Highway Plan and Metro's RTP move forward in its periodic update. The designations for major regional facilities within the study area are summarized in Table 8-1.

In addition, Sherwood will need to define routes separately according to street functional class conventions established by the Federal Highway Administration (FHWA). These designations are required for federal plan monitoring and funding applications. These designations can be different from Sherwood's local functional classification system. Two tables, one listing Sherwood's FHWA functional classification changes and another comparing the Washington County, Metro and FHWA's functional classifications, can be found in the Appendix.

Table 8-1: ODOT and Metro Regional Motor Vehicle Designations

Roadway	ODOT	Metro
ORE 99W	Statewide Highway - NHS Freight Route	Principal Arterial (Highway)
Tualatin-Sherwood Road	Not Classified	Minor Arterial
Roy Rogers Road	Not Classified	Minor Arterial
Oregon Street , (east of Murdock)	Not Classified	Minor Arterial
Murdock Road	Not Classified	Minor Arterial
Sunset Boulevard	Not Classified	Minor Arterial
Sherwood Boulevard	Not Classified	Collector of Regional Significance
Oregon Street (west of Murdock)	Not Classified	Collector of Regional Significance

Sources: ODOT, Oregon Highway Plan, 1999, and Metro, 2000 Regional Transportation Plan, Regional Motor Vehicle System. Refer to RTP for complete description of lower class roadways.

Functional Classification Changes in Sherwood

The functional classification (shown in Figure 8-1) differs from the existing approved functional classification. Neighborhood routes were not defined in the existing functional classification. The functional classification was developed following detailed review of Sherwood and Washington County's functional classification. Table 8-2 summarizes the major differences between the functional classification and the existing designations for streets in Sherwood. Generally, all Major Arterials are now Principal Arterials, all Minor Arterials are now Arterials, all Major Collectors are now Collectors and all Minor Collectors are now Neighborhood Routes, unless called out differently in the table below.

Elwert Road, Meinecke Road, Sunset Boulevard and Oregon Street were changed primarily because their classification seemed to better match the use of the roadway and also to be consistent with Washington County. Tualatin-Sherwood Road is classified by Washington County differently from ORE 99W (Arterial versus Principal Arterial). The appropriate status of this roadway should be determined as part of this TSP process. A number of streets (Sherwood Boulevard, Pine Street, Main Street, 1st Street, Washington Street) were changed due to planned realignments and to meet the intent of the Downtown Streets Plan. Lastly, a number of neighborhood routes were added in areas of the City where they were not previously defined.

Criteria for Determining Changes to Functional Classification

The criteria used to assess connectivity have two components: the extent of connectivity (as defined previously) and the frequency of the facility type. Maps can be used to determine regional, city/district and neighborhood connections. The frequency or need for facilities of certain classifications is not routine or easy to package into a single criterion. While planning textbooks call for arterial spacing of a mile, collector spacing of a quarter to a half-mile, and neighborhood connections at an eighth to a sixteenth of a mile, this does not form the only basis for defining functional classification. Changes in land use, environmental issues or barriers, topographic constraints, and demand for facilities can change the frequency for routes of certain functional classifications. While spacing standards can be a guide, they must consider other features and potential long term uses in the area (some areas would not experience significant changes in demand, where others will). Linkages to town centers are another consideration for addressing frequency of routes of a certain functional classification. Connectivity to these areas is important, whereas linkages that do not connect any of these centers could be classified as lower levels in the functional classification. It is acceptable for the city to re-classify street functional designations to have different naming conventions than the RTP street functional classifications, however, the general intent and purpose of the facility, whatever the name, should be consistent with state and federal guidelines. A table comparing the functional classification with FHWA, Washington County and Metro is provided in the appendix.

Table 8-2: Changes to Existing Roadway Functional Classification

Street	Existing Class	Adopted Class	Comment
Oregon Street (Murdock Road to Pine Street)	Minor Arterial	Collector	Street realigned, causing function to change.
Sherwood Boulevard (3rd Street to 1 st Street)	Minor Collector	Arterial	Planned as primary route connecting old town with 99W.
Pine Street	Minor Collector	Collector	Upgrading to provide direct connection between Sunset Boulevard and 99W.
Meinecke Road (ORE 99W to Lee Drive)	Minor Arterial	Collector	Provide cohesive classification of street.
Meinecke Road (Lee Drive to downtown)	Minor Collector	Collector	Provide cohesive classification of street.
New connection between Woodhaven Drive and Meinecke Road	New Street	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
Sunset Boulevard (ORE 99W to Pinehurst Drive)	Major Arterial	Arterial	Provide cohesive classification of street.

Street	Existing Class	Adopted Class	Comment
Brookman Road	Not Classified	Collector	Upgrading to serve the recent UGB expansion.
Elwert Road	Major Collector	Arterial	Upgrading to serve the recent UGB expansion.
Adams Street	Not Classified	Collector	New extension.
Washington Street (1 st to Division)	Minor Collector	Local	Downgrading and moving functional class to Pine Street.
Galbreath Drive	Not Classified	Collector	Collector to provide connection between Sherwood Industrial area and Cipole Road
Century Drive	New Street	Collector	Collector to provide connection between new Adams connection and principal arterial.
Washington Street (3 rd Street to 1 st Street)	Minor Collector	Collector	Upgrade to serve as alternative to Sherwood Boulevard in downtown.
1 st Street	Minor Collector	Arterial	Upgrading to serve as primary old town through route.
Main Street (1 st Street to 3 rd Street)	Minor Collector	Local	Downgrading for alternative routes in downtown.
Main Street (Railroad Street to 1 st Street)	Minor Collector	Arterial	Upgrading to serve as primary old town through route.
Railroad Avenue	Minor Collector	Local	Downgrading for alternative routes in downtown.
Handley Street	Not Classified	Collector	Upgrading to serve the recent UGB expansion.
Lincoln Street	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
Dewey Drive	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
Saunders Drive (Woodhaven Drive to Villa Road)/Villa Road (Saunders Drive to 1 st Street)	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
Stellar Drive (Woodhaven to Villa Road)	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
1st Street (Villa Road to Main Street/ South Sherwood Boulevard)	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
Handley Street/Cedar Brook Way/Meinecke Parkway	Not Classified	Collector	Provide connections from local neighborhoods to collectors or arterials.
Middleton Road (Brookman Road to Timbrel lane)	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.

Street	Existing Class	Adopted Class	Comment
Inkster Drive	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
Roellich Avenue/Ladyfern Drive/Bedstraw Terrace	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
Old Pacific Highway	Not Classified	Collector	Upgrading to serve the recent UGB expansion.
Timbrel Lane	Not Classified	Collector	Upgrading to serve the recent UGB expansion.
Pinehurst Drive	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
Cinnamon Hills Place (Sunset Boulevard to Hawk Court)/Hawk Court/Cascara Terrace/Highpoint Drive (Cascara Terrace to Brittany Lane)/Brittany Lane	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
Houston Dr (Edy Road to Lynnly Way)/Lynnly Way (Houston Drive to Roy Rogers Road)	Not Classified	Neighborhood Route	Provide connections from local neighborhoods to collectors or arterials.
ORE 99W Frontage Roads	New Streets	Local Commercial/Industrial	These roads do not serve cross-town traffic as a collector would, but should be built to the wider commercial/industrial standard to accommodate commercial/industrial traffic volumes and parking needs.

Characteristics of Streets for each Functional Classification

The design characteristics of streets in Sherwood were developed to meet the function and demand for each facility type. Because the actual design of a roadway can vary from segment to segment due to adjacent land uses and demands, the objective was to define a system that allows standardization of key characteristics to provide consistency, but also to provide criteria for application that provides some flexibility, while meeting standards. Figure 8-2 to Figure 8-6 depict sample street cross-sections and design criteria for arterials, collectors, neighborhood routes and local streets. Figure 8-2 shows the standard cross-sections for Arterials, Figure 8-3a the cross-section of Alleys, Figure 8-3b shows the ODOT standard cross-section for ORE 99W, Figure 8-4 shows the cross-sections for Collectors, Figure 8-5a shows the Local Street standard cross-sections, and Figure 8-5b shows the pedestrian street cross-section that is to be used in the Downtown area. Figure 8-6 shows the trail cross-sections.

Planning level right-of-way needs can be determined utilizing these figures, Table 8-3 and the lane geometry outlined later in this chapter. Specific right-of-way needs will need to be monitored continuously through the development review process to reflect current needs and conditions (that is to say that more specific detail may become evident in development review which requires improvements other than these outlined in this 20 year general planning assessment of street needs).

The analysis of capacity and circulation needs for Sherwood outlines several roadway cross sections. The most common are 2, 3 and 5 lanes wide. Where center left turn lanes are identified (3 or 5 lane sections), the actual design of the street may include sections without center turn lanes (2 or 4 lane sections²) or with median treatments, where feasible. The actual treatment will be determined within the design and public process for implementation of each project. The plan outlines requirements, which will be used in establishing right-of-way needs for the development review process.

Table 8-3: Street Characteristics

Street Element	Characteristic	Width/Options
Vehicle Lane Widths: (Minimum widths ³)	Truck Route =	12 feet
	Bus Route =	11 feet
	Arterial =	12 feet
	Collector =	11 feet
	Neighborhood =	10 feet
	Local =	9 ⁴ to 10 feet
	Turn Lane =	12 feet ⁵
On-Street Parking:		8 feet ⁶
Bicycle Lanes: (minimum widths)	New Construction =	6 feet
	Reconstruction =	5 to 6 feet
Curb Extensions for Pedestrians:	Required on all collectors and arterials where parking is allowed.	
Sidewalks: (Minimum width)	Local =	6 feet ⁷
	Neighborhood =	8 feet ⁷
	Collector =	6 to 8 ⁸ feet
	Arterial =	6 to 12 ⁸ feet
Landscape Strips:	Required on all streets	
Medians:	5-Lane =	Required
	3-Lane =	Required
	2-Lane =	Optional
Neighborhood Traffic Management:	Local =	Should not be necessary
	Neighborhood =	Should Consider
	Collectors =	Under Special Conditions
	Arterials =	Prohibited

² For example, adjacent to environmentally sensitive or physically constrained areas.

³ A special pedestrian street cross-section has been developed specifically for downtown streets (both arterials and collectors). This cross-section allows 11 foot travel lanes and 7 foot parking lanes.

⁴ 9 foot lanes would only be used in conjunction with on-street parking.

⁵ In constrained conditions on collectors, neighborhood and local routes, a minimum width of 10 feet may be considered (i.e. at intersections, except on bus routes)

⁶ For 32 foot streets, the City recognizes that there will not be 20 feet of unobstructed pavement. On arterials, on-street parking should be limited to special circumstances, such as in the downtown area.

⁷ Sidewalks should be 6 feet on local streets, 8 feet on neighborhood routes and 6 feet in commercial/industrial areas, except in the downtown area where they will be 12 feet, as designated in the pedestrian street cross-section, developed specifically for downtown.

⁸ Larger sidewalks than minimums should be considered for areas with significant pedestrian volumes. In commercial areas where pedestrian flows of over 100 pedestrians an hour are present or forecast, specific analysis should be conducted to size sidewalks appropriately for safe movement.

Street Element	Characteristic	Width/Options
Transit:	Arterial/collectors = Neighborhood =	Appropriate Only in special circumstances
Turn Lanes:	When Warranted ⁹	
Access Control:	See later section for Arterials and Collectors	

Under some conditions a variance to the adopted street cross-sections may be requested from the City Engineer. Typical conditions that may warrant consideration of a variance include (but are not limited to) the following:

- Infill sites
- Innovative designs (such as the curbless downtown streets called ‘woonerfs’)
- Severe topographic constraints
- Existing developments and/or buildings that make it extremely difficult or impossible to meet the design standards.

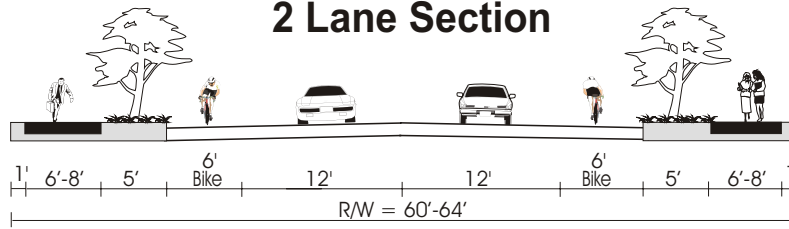
Wherever arterial or collectors cross each other, planning for additional right-of-way to accommodate turn lanes should be considered within 500 feet of the intersection. Figure 8-7 summarizes the Sherwood streets that are anticipated within the Transportation System Plan horizon to require right-of-way for more than two lanes. Planning level right-of-way needs can be determined utilizing Figure 8-2 through Figure 8-6 and the lane geometry outlined later in this chapter. Specific right-of-way needs will need to be monitored continuously through the development review process to reflect current needs and conditions. This will be necessary since more specific detail may become evident in development review which requires improvements other than these outlined in this 20 year general planning assessment of street needs.

These cross sections are provided for guiding discussions that will update the City of Sherwood’s *Construction Standard Drawings*¹⁰.

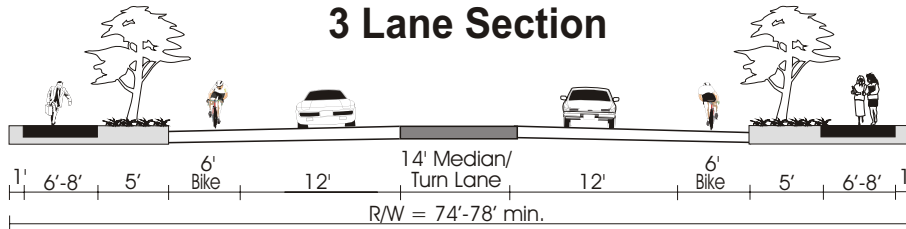
⁹ Turn lane warrants should be reviewed using Highway Research Record, No. 211, NCHRP Report No. 279 or other updated/superseding reference.

¹⁰ *Construction Standard Drawings*, City of Sherwood, Oregon, adopted November 1998, revised June 1999.

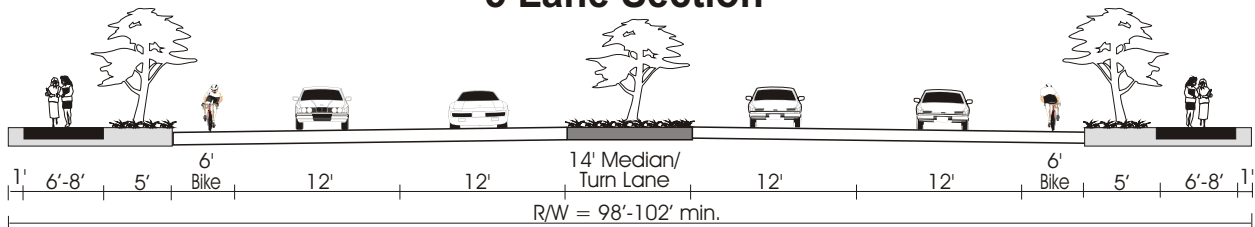
2 Lane Section



3 Lane Section

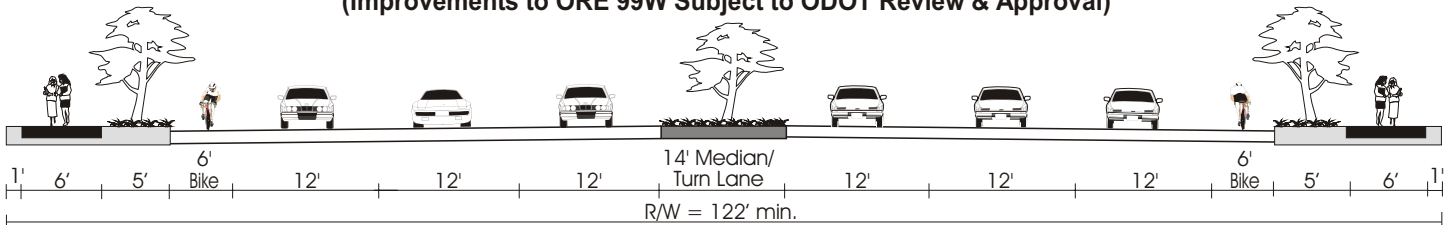


5 Lane Section



7 Lane Section

(Improvements to ORE 99W Subject to ODOT Review & Approval)



Arterial Street Design Characteristics

A variance requires demonstration of hardship or other exceptional circumstances resulting from conditions of the property. Variances must meet Sherwood Development Code and TPR criteria.

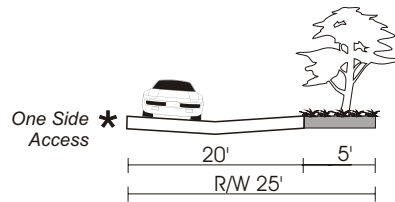
Characteristic	Arterials
Vehicle Lane Widths (Turn Lane - 12-14 ft.)	12 ft.
On-Street Parking	Only in (i.e. downtown) (8 ft.)
Bicycle Lanes (minimums)	6 ft.
Sidewalks (minimums)	6-8 ft. *1
Landscape Strips	Required
Raised Medians	Required
Neighborhood Traffic Management (NTM)	Prohibited
Transit	Appropriate
Turn Lanes	When Warranted *2
Access Control	See Later Discussion

Notes:

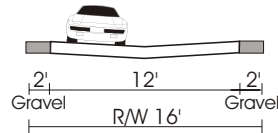
1. 8 feet for residential streets, 6 feet in commercial/industrial areas.
2. Turn lane warrants should be reviewed using Highway Research Record No. 211, NCHRP Report No. 279 or other updated/superseding reference.

Figure 8-2
ARTERIAL STREETS
SHERWOOD
STREET CROSS SECTIONS

**Alley
(No Parking)**



**Alley
(No Parking)**



A variance requires demonstration of hardship or other exceptional circumstances resulting from conditions of the property. Variances must meet Sherwood Development Code and TPR criteria.

**Figure 8-3A
ALLEY STANDARD
STREET CROSS SECTIONS**

7 Lane Section

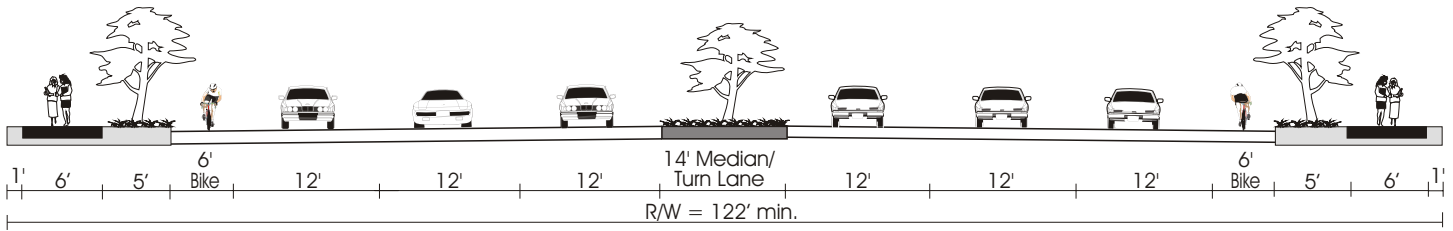
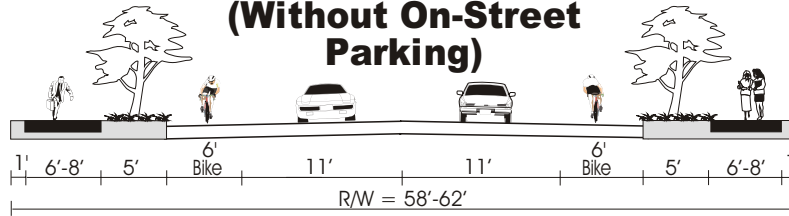
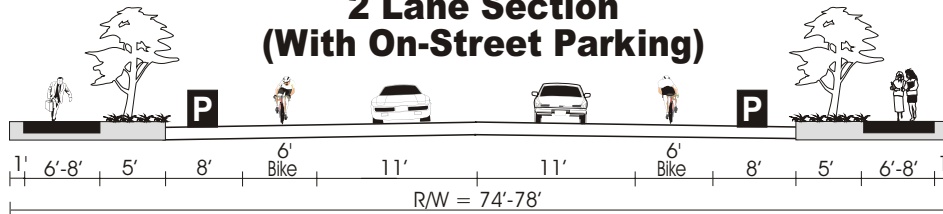


Figure 8-3B
ORE99W ODOT STANDARD
STREET CROSS SECTION

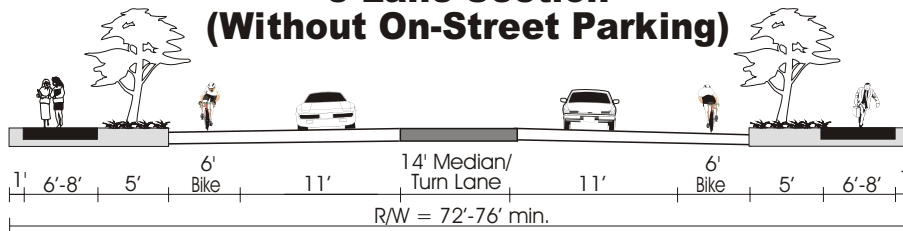
2 Lane Section (Without On-Street Parking)



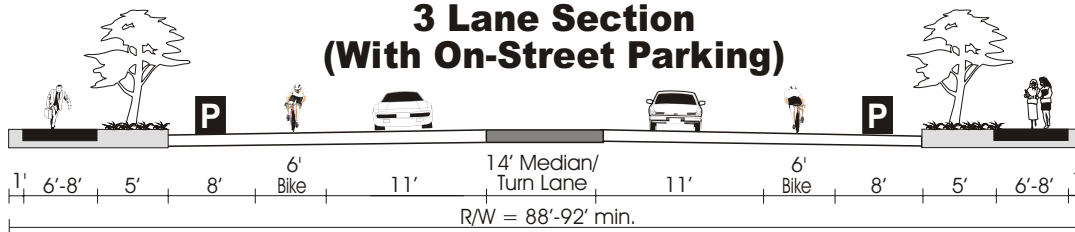
2 Lane Section (With On-Street Parking)



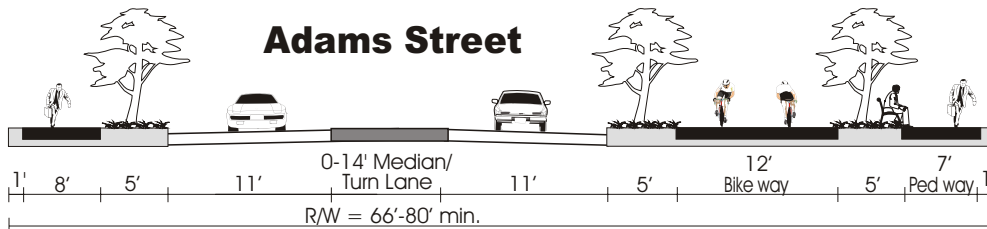
3 Lane Section (Without On-Street Parking)



3 Lane Section (With On-Street Parking)



Adams Street



A variance requires demonstration of hardship or other exceptional circumstances resulting from conditions of the property. Variances must meet Sherwood Development Code and TPR criteria.

Collector Street Design Characteristics

P - On-street Parking Lane (except at intersections)

Notes:

- In constrained conditions on collectors a minimum width of 10 feet may be considered (i.e. for intersection turn lanes). 14-feet is desirable for continuous two-way left turn lanes.
- 8 feet for residential streets, 6 feet in commercial/industrial areas.
- Turn lane warrants should be reviewed using Highway Research Record No. 211, NCHRP Report No. 279 or other updated/superseding reference.

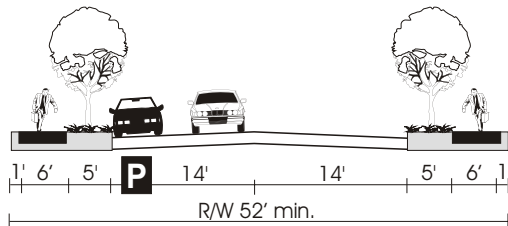
Characteristic	Collectors
Vehicle Lane Widths (Turn Lane - 12-14 ft.) *1	11 ft.
On-Street Parking	8 ft.-Optional
Bicycle Lanes (minimums)	6 ft.
Sidewalks (minimums)	6-8 ft. *2
Landscape Strips	Required
Raised Medians	Optional (Required where 3-lane section used)
Neighborhood Traffic Management (NTM)	Under Special Conditions
Transit	Appropriate
Turn Lanes	When Warranted *3
Access Control	See Later Discussion

Figure 8-4
COLLECTOR STREETS
SHERWOOD
STREET CROSS SECTIONS

A variance requires demonstration of hardship or other exceptional circumstances resulting from conditions of the property. Variances must meet Sherwood Development Code and TPR criteria.

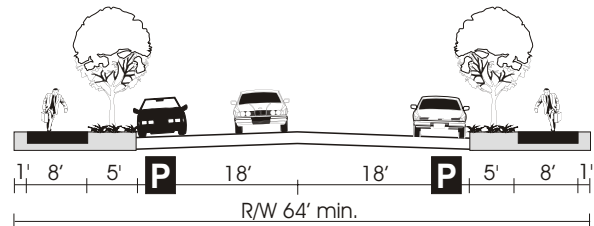


28' Standard Residential *



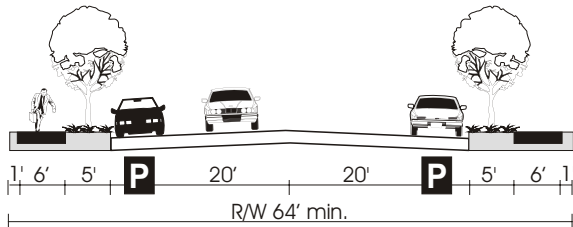
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36' Neighborhood Route

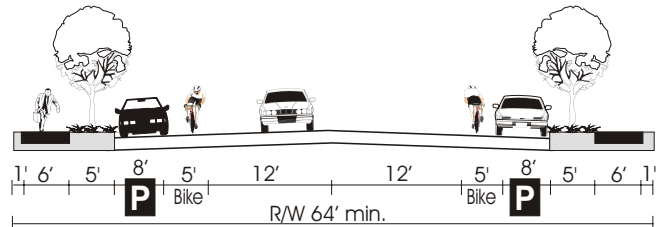


>1,000 vpd

40' Standard Commercial/Industrial Not Exceeding 3,000 Vehicles Per Day



50' Standard Commercial/Industrial Exceeding 3,000 Vehicles Per Day



Local Street Design Characteristics
(typically minimums unless stated otherwise)

Characteristic	Neighborhoods	Locals	Comm/Ind
Vehicle Lane Widths (Bus Route - 11 ft.)	10 ft.	10 ft.	20 ft. *
On-Street Parking	8 ft.		
Sidewalks (minimums)	8 ft.	6 ft.	6 ft.
Landscape Strips	Required	Required	Required
Neighborhood Traffic Management (NTM)	Acceptable	Should Not be Necessary	Acceptable
Transit	Special Circumstances	Not Appropriate	Acceptable

* Combined travel/parking lane.

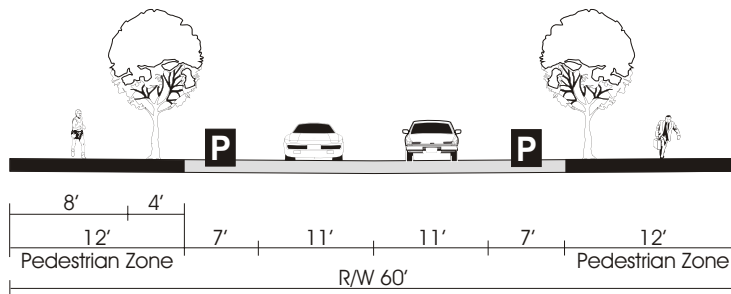
Legend

P - On-street Parking Lane

***** - Parking can be provided on both sides if it can be demonstrated that curb cuts make up at least 40% of street frontage.

Figure 8-5a
LOCAL/NEIGHBORHOOD STREETS
SHERWOOD
STREET CROSS SECTIONS

Pedestrian Streets**



** No Curbs

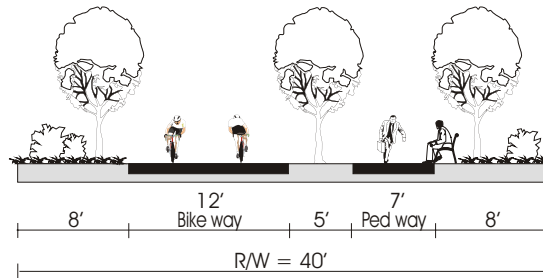
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P - On-street Parking Lane (except at intersections)

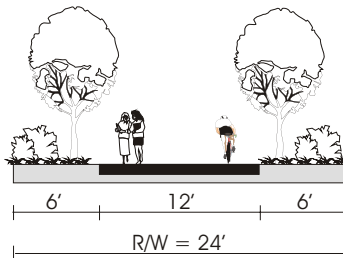
Figure 8-5b
DOWNTOWN STREET STANDARDS
RESIDENTIAL/PEDESTRIAN

A variance requires demonstration of hardship or other exceptional circumstances resulting from conditions of the property. Variances must meet Sherwood Development Code and TPR criteria.

Pedestrian/Bicycle Greenway



Primary Trail



Feeder Trail

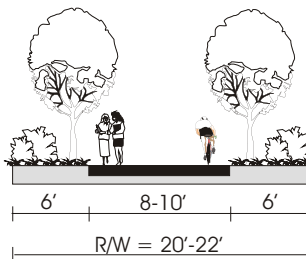
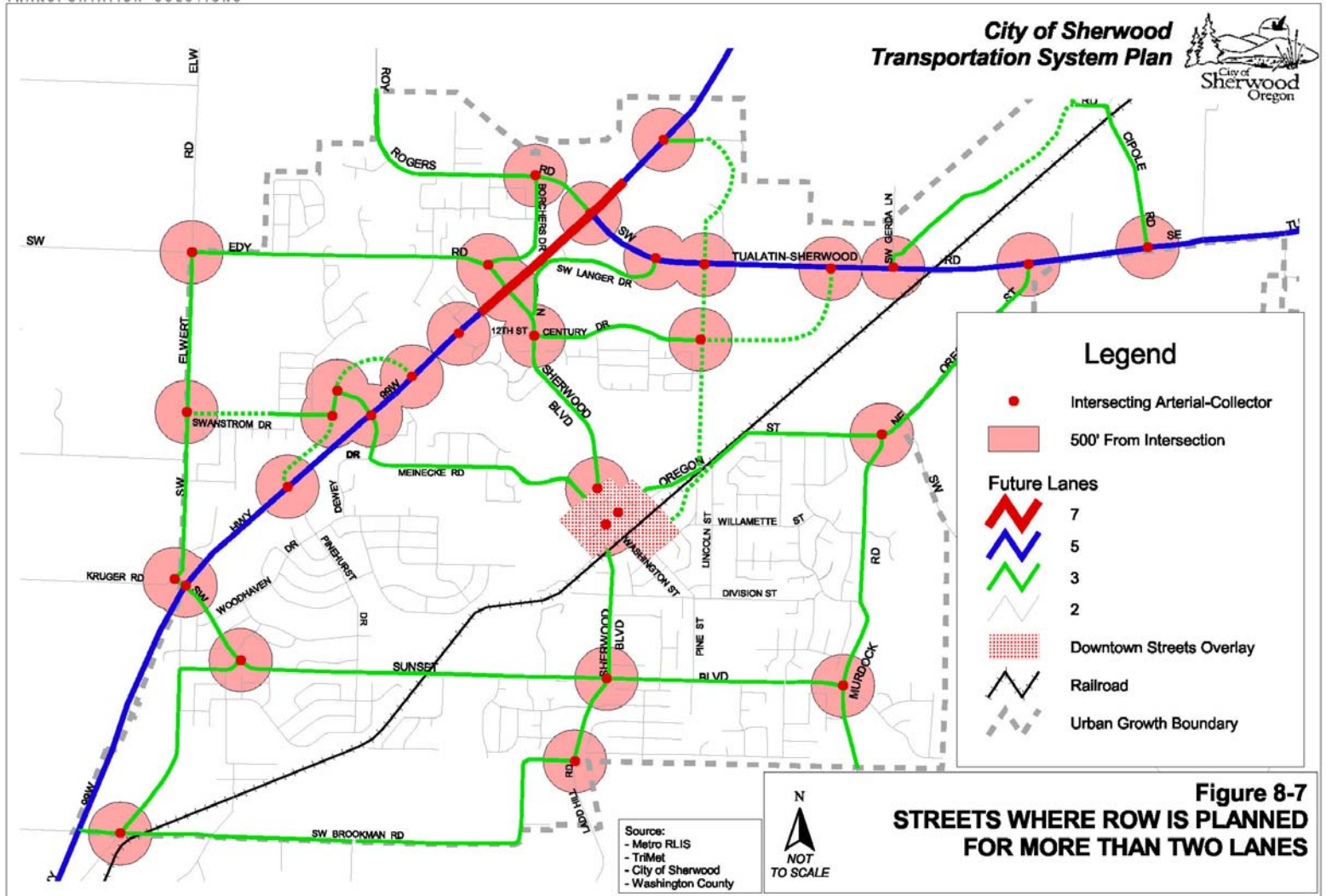


Figure 8-6
TRAIL STANDARDS
SHERWOOD
CROSS SECTIONS



Connectivity/Local Street Plan

Much of the local street network in Sherwood is built and, in many cases, fairly well connected. In other words, multiple access opportunities exist for entering or exiting neighborhoods. However, there are a number of locations where, the majority of neighborhood traffic is funneled onto one single street. This type of street network results in out-of-direction travel for motorists and an imbalance of traffic volumes that impacts residential frontage. The outcome can result in the need for wider roads, traffic signals and turn lanes (all of which negatively impact traffic flow and degrade safety). By providing connectivity between neighborhoods, out-of-direction travel and vehicle miles traveled (VMT) can be reduced, accessibility between various modes can be enhanced and traffic levels can be balanced out between various streets. Additionally, public safety response time is reduced. Several goals and policies established by this Transportation System Plan are intended to accomplish these objectives.

In Sherwood, some of these local connections can contribute with other street improvements to mitigate capacity deficiencies by better dispersing traffic. Several roadway connections will be needed within neighborhood areas to reduce out of direction travel for vehicles, pedestrians and bicyclists. This is most important in the areas where a significant amount of new development is possible. Figure 8-8 shows the Local Street Connectivity Plan for Sherwood. In most cases, the connector alignments are not specific and are aimed at reducing potential neighborhood traffic impacts by better balancing traffic flows on neighborhood routes. The arrows shown in the figures represent potential connections and the general direction for the placement of the connection. In each case, the specific alignments and design will be better determined upon development review. The criteria used for providing connections is as follows:

- Every 300 feet, a grid for pedestrians and bicycles
- Every 500 feet, a grid for automobiles

To protect existing neighborhoods from potential traffic impacts of extending stub end streets, connector roadways should incorporate neighborhood traffic management into their design and construction. Neighborhood traffic management is described later in this chapter. All stub streets should have signs indicating the potential for future connectivity. Additionally, new development that constructs new streets, or street extensions, must provide a proposed street map that:

- Provides full street connections with spacing of no more than 530 feet between connections except where prevented by barriers
- Provides bike and pedestrian access ways in lieu of streets with spacing of no more than 330 feet except where prevented by barriers
- Limits use of cul-de-sacs and other closed-end street systems to situations where barriers prevent full street connections
- Includes no close-end street longer than 220 feet or having no more than 25 dwelling units
- Includes street cross-sections demonstrating dimensions of ROW improvements, with streets designed for posted or expected speed limits

The arrows shown on the local connectivity figures indicate priority connections only. Topography, railroads and environmental conditions limit the level of connectivity in Sherwood. Other stub end streets in the City's road network may become cul-de-sacs, extended cul-de-sacs or provide local

connections. Pedestrian connections from the end of any stub end street that results in a cul-de-sac should be considered mandatory as future development occurs. The goal would continue to be improved city connectivity for all modes of transportation.

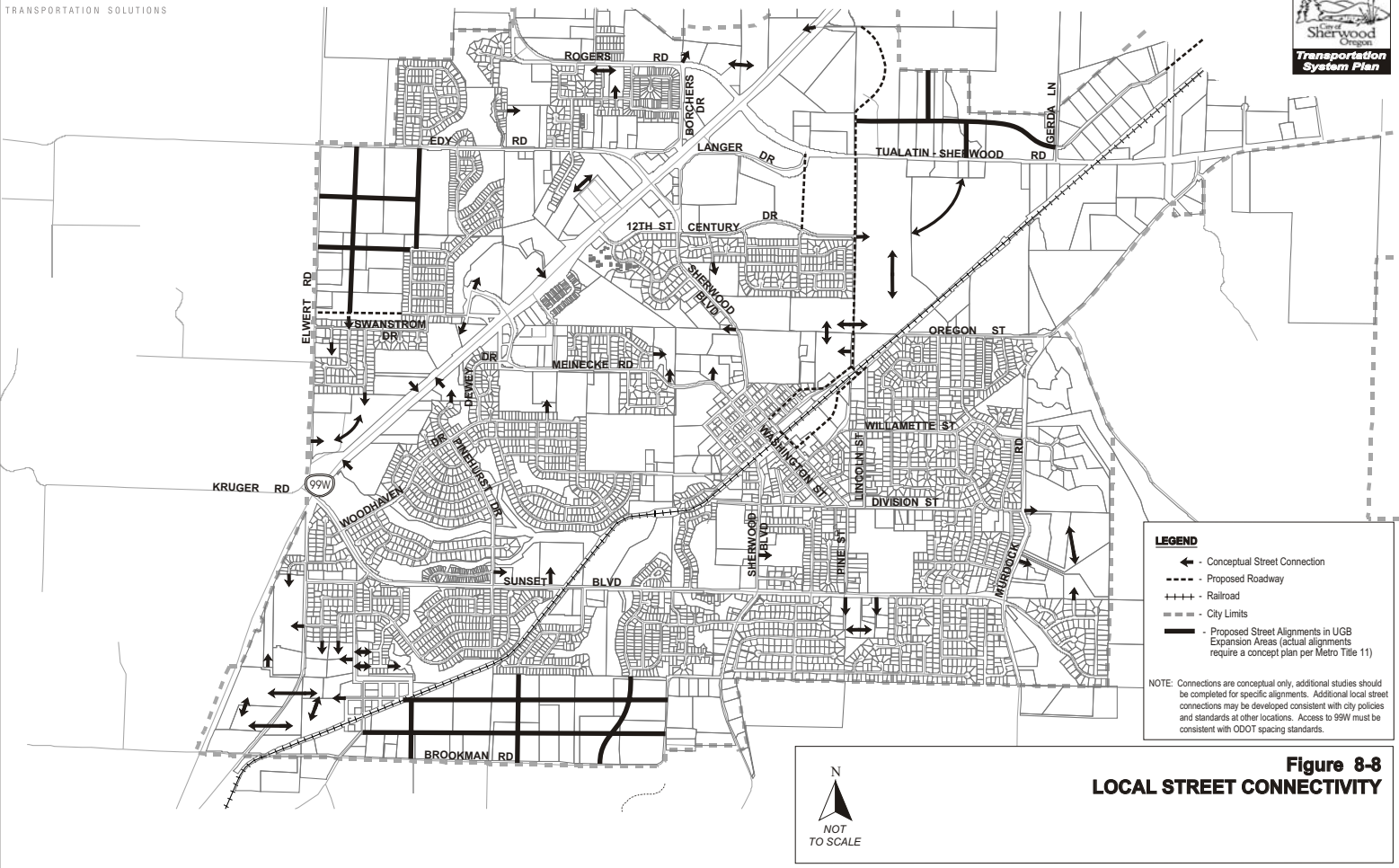


Figure 8-8
LOCAL STREET CONNECTIVITY

Circulation and Capacity Needs

The motor vehicle capacity and circulation needs in Sherwood were determined for existing and future conditions. The process used for analysis is outlined below, followed by the findings and recommendations of the analysis. The extent and nature of the street improvements for Sherwood are significant. Many of the improvements discussed in this section were previously identified in the Washington County TSP and the RTP. The 2020 capacity analysis done through the city's Transportation System Plan confirmed the need for investments, plus it identifies additional projects for traffic signal and intersection improvements that compliment other roadway projects. The study also highlights long-range issues on state facilities that will require further analysis and design decisions to adequately support regional mobility and performance standards.

This section outlines the type of street improvements that would be necessary as part of a long-range master plan. Phasing of implementation will be necessary since not all the improvements can be done at once. This will require prioritization of projects and periodic updating to reflect current needs. It should be understood that the improvements outlined in the following section are a guide to managing growth in Sherwood, defining the types of right-of-way and street needs that will be required as development occurs.

Strategies

A series of strategies were developed to address the future motor vehicle needs of Sherwood. The following listing reflects the initial prioritization of strategies.

- Promote Regional Circulation (ORE 99W, Tualatin-Sherwood Road)
- Improve Local Street Circulation (connectivity)
- Provide Additional Street System Capacity to LOS D¹¹ (turn lanes, signals, widening, new roads)
- Improve Operation of Existing System (signal coordination, intelligent transportation systems, neighborhood traffic management)
- Transportation Demand Management (telecommuting, alternative modes, pricing)
- Change Land Use to Promote Alternative Modes Use
- Improve Access Control to increase capacity
- Change Level of Service Definitions

Future Intersection Capacity Analysis

Year 2020 traffic volume forecasts were analyzed to identify locations where peak hour performance will drop below minimum desirable levels (worse than LOS D). This focuses on the 35 study intersections that were previously examined under Existing Conditions (2003 traffic volumes), but also includes a review of road segment approaches to major intersections. The following tables summarize intersection levels of service in Sherwood for 2020 operating conditions for both Build and No-Build scenarios. The planned street improvements listed in Chapter 4 (see **Error! Reference source not found.**) are expected to be constructed and operational by 2020.

¹¹ Level of service D as defined by the Highway Capacity Manual, latest version.

The No-Build scenario includes the following improvement, which was constructed after the base year model (2000) was developed in 2000:

Oregon Street: Widen from two-lanes to three-lanes between Tualatin-Sherwood Road and Murdock Road. Traffic Signal at Oregon Street/Tualatin-Sherwood Road.

The Build scenario includes the “No-Build” improvement, plus the following improvements:

Tualatin-Sherwood Road: Widening from three-lanes to five-lanes between Teton Road and ORE 99W. Intertie signals from Borchers to Adams and between Oregon and Cipole.

Downtown Street Plan (i.e. Oregon Street Realignment, Pine Street Extension, Railroad Avenue disconnected)

Adams Street between Pine Street and Tualatin-Sherwood Road

Intersection-specific mitigation measures (these are described later in this chapter)

Traffic volumes were developed as described previously and applied to existing intersection geometries, except where additional through lane capacity was programmed in the future. The value in this analysis as a starting point in reviewing the motor vehicle system performance is that it highlights where the planned system fails to meet performance standards. These locations will be reviewed to consider street improvements alternatives that could better serve planned growth.

Findings

For the No-Build scenario, many of the intersections controlled by traffic signals will continue to operate at LOS C or better with growth planned to 2020. However, a number of intersections will degrade to LOS E. For the Build scenario, many study intersections improve slightly and none will degrade below LOS D or volume-to-capacity worse than 0.90.

Many of the unsignalized intersections operate at LOS D or worse for both the No-Build and Build scenarios. This means that the minor street approaches to these intersections experience moderate to long delays. The major street movements generally are not impeded and typically only a handful of minor street vehicles experience delay. Signal warrants were evaluated to determine where traffic signals might be needed at locations that do not have a traffic signal today (see discussion below). Several of the study intersections in Sherwood met MUTCD’s Eight-Hour Volume Warrant (Warrant 1) under 2020 traffic volume conditions. Table 8-4 shows the future 2020 No-Build intersection levels of service within Sherwood and Table 8-5 shows the future 2020 Build intersection levels of service.

A 2020 Build (Mitigated) scenario was evaluated. This scenario includes improvements that are needed beyond the improvements that were assumed for the 2020 modeling work (described previously). The additional mitigation that would be required to achieve the levels of service for 2020 Build (Mitigated) are as follows:

- Tualatin-Sherwood Road/Langer Drive: Remove traffic signal due to close proximity to signal at Tualatin-Sherwood Road/Regals Cinemas and future signal at Tualatin-Sherwood Road/Adams Street.
- Sherwood Boulevard/Langer Drive: Remove traffic signal due to close proximity to signal at ORE 99W/Sherwood Boulevard and future signal at Sherwood Boulevard/Century Drive. Limit movements to left-in and right-in/right-out only (i.e. restrict left turn movement from Langer Drive onto Sherwood Boulevard south-eastbound).

- Edy Road/Borchers Drive: Some type of traffic control enhancement would be required at this intersection. A traffic signal or roundabout are possibilities. Level of service reported in table assumes traffic signal is in place.
- Sherwood Boulevard/Century Drive: Install traffic control device (could be traffic signal or roundabout).
- Oregon Street/Tonquin Road: Some sort of traffic control enhancement will be required at this intersection. A traffic signal is not a likely candidate due to the close proximity to the roundabout at Oregon Street/Murdock Road. A roundabout may be a candidate, however, there are topography and other issues that must be considered. No traffic control enhancements were assumed for the analysis reported in the table.
- Tualatin-Sherwood Road/Gerda Lane: This intersection operates poorly, but Gerda Lane is planned to be extended east to meet Cipole Road. This will provide an additional outlet to the businesses located along Gerda Lane, including access to a traffic signal at Tualatin-Sherwood Road/Cipole Road. The analysis reported in this table does not assume the Gerda Lane extension, but the minor street movement would likely still operate at LOS F, even with the extension in place. This poor level of service would be acceptable given alternative signalized access would be available and given access management policies on Tualatin-Sherwood Road.

The Oregon Highway Plan sets maximum volume-to-capacity ratios (v/c) for peak hour operating conditions, based on ODOT’s highway classification and other criteria for state facilities (indicated with an * in Table 8-4 and Table 8-5). For statewide freight routes within the Metro area (i.e. ORE 99W through Sherwood), intersections are required to operate at a v/c of 0.95 or better (2040 Concept Area) or 0.90 or better (Non-Concept Area)¹². Additionally, alternate highway mobility standards have been defined for specifically designated areas within Metro’s boundaries¹³. Specifically, Corridors (as 99W is designated) have a maximum v/c ratio of 0.99 for both the first and second hours. Under existing and future conditions, these criteria are met for all state facilities in the study area.

Table 8-4: 2020 No-Build PM Peak Hour Intersection Level of Service

<i>Intersection</i>	<i>Level of Service</i>	<i>Average Delay</i>	<i>Volume / Capacity</i>
<i>Signalized Intersections</i>			
ORE 99W/Home Depot*	C	25.9	0.90
ORE 99W/Tualatin-Sherwood Rd*	E	55.9	0.99
ORE 99W/Sherwood Blvd*	D	48.0	0.94
ORE 99W/Meinecke Rd*	B	18.5	0.76
ORE 99W/Sunset Blvd*	D	36.8	0.92
Tualatin-Sherwood Rd/Cipole Rd	C	25.7	0.89
Tualatin-Sherwood Rd/Oregon St	E	78.6	1.20
Tualatin-Sherwood Rd/Langer Dr	C	33.4	0.90

¹² 2040 Growth Concept, Metro, adopted December 14, 1995 and last amended November 14, 2002.

¹³ Amendment to 1999 Oregon Highway Plan Alternate Highway Mobility Standards Metro Area, Table 7.

<i>Intersection</i>	<i>Level of Service</i>	<i>Average Delay</i>	<i>Volume / Capacity</i>
Tualatin-Sherwood Rd/Regal Cinemas	C	23.9	0.72
Roy Rogers Rd/Borchers Dr	A	8.5	0.60
Sherwood Blvd/Langer Dr	E	55.5	0.77
<i>Roundabout Intersections</i>			
Meinecke Rd/Dewey Dr	A	4.0	0.30
Oregon St/Murdock Rd	A	7.9	0.72
<i>All-Way Stop Controlled Intersections</i>			
Sherwood Blvd/Railroad Ave	B	11.2	0.52
Sunset Blvd/Murdock Rd	B	11.2	0.47
Sunset Blvd/Pinehurst Dr	C	15.8	0.73
Sunset Blvd/Sherwood Blvd	D	33.3	0.97
Washington St/3 rd Ave	A	9.5	0.36
Washington St/Railroad Ave	B	12.4	0.61
Cipole Rd/Herman Rd	B	10.2	0.41
Edy Rd/Elwert Rd	B	13.0	0.65
<i>Unsignalized Intersections</i>			
ORE 99W/Brookman Rd*	C/F		
Tualatin-Sherwood Rd/Gerda Ln	B/F		
Brookman Rd/Ladd Hill Rd	A/B		
Edy Rd/Borchers Dr	A/C		
Elwert Rd/Kruger Rd	A/B		
Elwert Rd/Swanstrom Dr	A/B		
Murdock Rd/Willamette St	A/B		
Oregon St/Lincoln St	A/B		
Oregon St/Tonquin Rd	A/F		
Pine St/Oregon St	A/F		
Sherwood Blvd/3 rd St	A/D		
Sherwood Blvd/Century Dr	A/F		
Sunset Blvd/Pine St	A/D		
Sunset Blvd/Woodhaven Dr	A/E		

Signalized and All-Way Stop Intersection LOS:

LOS = Level of Service, Delay = Average vehicle delay in the peak hour for entire intersection,
V/C = Volume to Capacity Ratio

Unsignalized Intersection LOS:

A/A=Major Street turn LOS/Minor street turn LOS

Roundabout Intersection LOS:

LOS = FHWA Methodology Level of Service, Delay = FHWA Methodology Level of Service,

V/C = HCM Methodology worst approach Volume to Capacity Ratio

* Indicates intersection where ODOT v/c thresholds apply

Table 8-5: 2020 Build and Build (Mitigated) PM Peak Hour Intersection Level of Service

Intersection	2020 Build			2020 Build (Mitigated)		
	Level of Service	Average Delay	Volume / Capacity	Level of Service	Average Delay	Volume / Capacity
<i>Signalized Intersections</i>						
ORE 99W/Home Depot*	B	17.9	0.76	B	17.9	0.76
ORE 99W/Tualatin-Sherwood Rd*	D	43.9	0.86	D	43.9	0.86
ORE 99W/Sherwood Blvd*	D	38.1	0.80	D	38.1	0.80
ORE 99W/Meinecke Rd*	B	16.4	0.72	B	16.4	0.72
ORE 99W/Sunset Blvd*	C	31.3	0.85	C	31.3	0.85
Tualatin-Sherwood Rd/Cipole Rd	B	15.7	0.56	B	15.7	0.56
Tualatin-Sherwood Rd/Oregon St	C	22.1	0.75	C	22.1	0.75
Tualatin-Sherwood Rd/Langer Dr	B	16.3	0.47	B/B		
Tualatin-Sherwood Rd/Regal Cinemas	B	19.3	0.52	B	19.3	0.52
Roy Rogers Rd/Borchers Dr	A	7.6	0.56	A	7.6	0.56
Sherwood Blvd/Langer Dr	D	39.0	0.61	A/C		
<i>Roundabout Intersections</i>						
Meinecke Rd/Dewey Dr	A	2.8	0.15	A	2.8	0.15
Oregon St/Murdock Rd	A	5.4	0.34	A	5.4	0.34
<i>All-Way Stop Controlled</i>						
Sherwood Blvd/Railroad Ave	B	10.7	0.45	B	10.7	0.45
Sunset Blvd/Murdock Rd	B	10.2	0.39	B	10.2	0.39
Sunset Blvd/Pinehurst Dr	B	13.5	0.64	B	13.5	0.64
Sunset Blvd/Sherwood Blvd	C	23.0	0.83	C	23.0	0.83
Washington St/3 rd Ave	A	7.5	0.12	A	7.5	0.12
Washington St/Railroad Ave	A	7.8	0.19	A	7.8	0.19
Cipole Rd/Herman Rd	A	9.2	0.28	A	9.2	0.28
Edy Rd/Elwert Rd	B	11.4	0.57	B	11.4	0.57
<i>Unsignalized Intersections</i>						
ORE 99W/Brookman Rd*	C/F			C/F		
Tualatin-Sherwood Rd/Gerda Ln	B/F			B/F		
Brookman Rd/Ladd Hill Rd	A/B			A/B		
Edy Rd/Borchers Dr	A/C			B	13.7	0.50
Elwert Rd/Kruger Rd	A/B			A/B		
Elwert Rd/Swanstrom Dr	A/B			A/B		
Murdock Rd/Willamette St	A/B			A/B		
Oregon St/Lincoln St	A/B			A/B		
Oregon St/Tonquin Rd	A/E			A/E		
Pine St/Oregon St	A/D			A/D		
Sherwood Blvd/3 rd St	A/D			A/D		
Sherwood Blvd/Century Dr	A/F			B	18.7	0.51
Sunset Blvd/Pine St	A/C			A/C		
Sunset Blvd/Woodhaven Dr	A/D			A/D		

Signalized and All-Way Stop Intersection LOS:

LOS = Level of Service, Delay = Average vehicle delay in the peak hour for entire intersection,
V/C = Volume to Capacity Ratio

Unsignalized Intersection LOS:

A/A=Major Street turn LOS/Minor street turn LOS

Roundabout Intersection LOS:

LOS = FHWA Methodology Level of Service, Delay = FHWA Methodology Level of Service,
V/C = HCM Methodology worst approach Volume to Capacity Ratio

* Indicates intersection where ODOT v/c thresholds apply.

Bold indicates locations where mitigations beyond those assumed in the model (described previously) were analyzed.

The Highway Capacity Manual Methodology for signalized intersection analysis treats each intersection as an isolated signal within a roadway system. Congested environments where upstream intersection operations impact signal operations (usually excessive vehicle queues) can be better analyzed using Synchro and SimTraffic, which considers the intersections as a system and simulates each vehicle passing through the system. A simulation model was created to analyze the signals along Tualatin-Sherwood Road and Roy Rogers Road between Borchers Drive and Langer Drive. Table 8-6 lists the delay at each of the intersections estimated by twenty simulation iterations. As shown in the table, the impact of upstream signals can have a significant effect on the actual vehicle delay.

Table 8-6: 2020 No-Build PM Peak Hour Simulated Intersection Delay

Intersection	Lowest Average Delay	Highest Average Delay	Median Average Delay	Corresponding HCM LOS
Roy Rogers/Borchers	27.8	260.7	128.8	F
Tualatin-Sherwood/ORE 99W	55.6	70.0	63.8	E
Tualatin-Sherwood/Regal Cinemas	41.4	168.4	87.9	F
Tualatin-Sherwood/Langer Drive	48.9	320.4	165.0	F

In addition to the intersection operation, average travel speed was analyzed using the 2020 No-Build forecasts and intersection operations. Table 8-7 lists the travel time runs forecasted for Tualatin-Sherwood Road and Highway 99W. Travel speeds on Tualatin-Sherwood Road are forecasted to decrease by 35 to 50 percent from existing conditions.

Preliminary Traffic Signal Warrants

Preliminary signal warrants¹⁴ were evaluated at all unsignalized intersections in the project study under year 2020 No-Build and 2020 Build traffic volume conditions. The results of this analysis are shown in Table 8-8. Meeting signal warrants does not guarantee that a signal will be installed. Before a signal can be installed on a state highway, a traffic signal investigation must be conducted or reviewed by the Oregon Department of Transportation. Traffic signal warrants must be met and the State Highway Engineer approval obtained before a signal will be placed on a state highway. Signals on non-state facilities need to be reviewed and approved by appropriate local officials.

¹⁴ Preliminary Signal Warrants, MUTCD Warrant 1 (Eight Hour Vehicular Volume). Eight hour volumes were estimated based on peak hour volumes.

Table 8-7: Average PM Peak Hour Travel Speeds and LOS

Route	Average Travel Speed (mph)		LOS	
	Existing	2020 No-Build	Existing	2020 No-Build
Tualatin-Sherwood Road Eastbound	30	19	B	D
Tualatin-Sherwood Road Westbound	27	13	C	E
Highway 99W Southbound	34	33	B	B
Highway 99W Northbound	34	30	B	B

Preliminary signal warrants were met under year 2020 Build traffic volume conditions at four of the study intersections in Sherwood. Since only peak hour traffic volumes were available for study intersections, peak hour volumes were factored to estimate eighth highest hour traffic volumes. Eighth highest hour volumes typically represent about 56.5 percent of peak hour volumes¹⁵. Therefore, peak hour volumes were multiplied by 0.565 to estimate eighth highest hour volumes. Condition A—Minimum Vehicular Volume reflects whether there is enough volume on both the main street and side street to warrant a traffic signal. Condition B—Interruption of Continuous Traffic is also a measure of volume, but puts more emphasis on the volume of the main street. If either Condition A or Condition B is met, Warrant 1 is met. Under some circumstances (when all other alternatives have been exhausted), Warrant 1 can be met if both Condition A and Condition B are met to the 80% level. Intersections meeting signal warrants should be analyzed further to determine if the intersection should be improved with a signal, turn lanes, a roundabout or increasing roadway connectivity.

¹⁵ Based on surveys conducted by the Oregon Department of Transportation between 1991 and 1994.

Table 8-8: 2020 Signal Warrant Analysis

Intersection	2020 No-Build			2020 Build		
	Cond A Met	Cond B Met	Signal Warranted	Cond A Met	Cond B Met	Signal Warranted
ORE 99W/Brookman	No	80%	No	No	No	No
Tualatin-Sherwood/Gerda	No	No	No	No	No	No
Oregon/Tonquin	100%	100%	Yes	100%	No	Yes
Murdock/Willamette	No	No	No	No	No	No
Sunset/Murdock	80%	No	No	No	No	No
Sunset/Sherwood	100%	80%	Yes	100%	No	Yes
Edy/Elwert	No	No	No	No	No	No
Sherwood/Century	100%	100%	Yes	No	100%	Yes
Sherwood-Pine/3 rd	No	No	No	No	80%	No
Pine/Oregon	100%	80%	Yes	80%	No	No
Washington/Railroad	No	No	No	No	No	No
Washington/3 rd	No	No	No	No	No	No
Sherwood/Railroad	No	No	No	No	No	No
Cipole/Herman	No	No	No	No	No	No
Ladd Hill/Brookman	No	No	No	No	No	No
Sunset/Pine	No	80%	No	No	No	No
Sunset/Pinehurst	No	80%	No	No	80%	No
Sunset/Woodhaven	No	100%	Yes	No	80%	No
Elwert/Swanstrom	No	No	No	No	No	No
Elwert/Kruger	No	No	No	No	No	No
Borchers/Edy				100%	No	Yes
Oregon/Lincoln	No	No	No	No	No	No

System Circulation Alternatives

The 2020 traffic volume forecasts indicate significant growth on some facilities and negative growth on others. Selected model volumes for 2000 and 2020 summarized in Table 8-9 show substantial growth ORE 99W south of Tualatin-Sherwood Road, Tualatin-Sherwood Road and Sunset Boulevard. Negative growth is experienced on some facilities where planned improvements such as Adams Street and the downtown streets realignments redistribute traffic patterns. For example, Oregon Street between Tualatin-Sherwood Road and Tonquin Road is expected to decrease by 33% due to individuals taking the Adams Street connection between downtown and the northern section of Sherwood.

Table 8-9: Peak Hour Model Volumes (2000 and 2020)

Roadway	Segment	2000	2020	Percent Growth
ORE 99W	Tualatin-Sherwood north to Home Depot	2,700	2,800	4%
	Tualatin-Sherwood south to Sherwood Boulevard	3,250	4,000	23%
Tualatin-Sherwood Rd	ORE 99W to Langer	1,450	2,250	55%
Roy Rogers Road	ORE 99W to Borchers	875	1,000	14%
Oregon Street	Tualatin-Sherwood to Tonquin	900	600	-33%
Sherwood Boulevard	ORE 99W to Langer	700	575	-18%
	Century to 3 rd	900	750	-17%
Sunset Boulevard	Pinehurst Drive to Sherwood Blvd	420	825	96%

I-5/Highway 99W Connector

Washington County and Metro are pursuing goal exceptions to make land use decisions regarding need, mode, function and general location for the bypass. In addition, Washington County is currently conducting an alignment study. When goal exceptions are in place, the city should amend the TSP to add the connector as a planned facility consistent with the county plan and goal exception. When the county completes studies to select a preferred alignment, the TSP should be amended to include the preferred alignment.

Outstanding 2020 Circulation Issues

Several deficiencies in the city, county or state street facilities were found that require further study. Alternative measures have been explored on a preliminary basis to identify possible performance gains, but further study will be required to select the preferred solutions.

Table 8-10: Outstanding Circulation Issues for 2020

Location / Key Issues	Possible Solutions / Options
<p><u>Sherwood Bl. / Langer</u></p> <ul style="list-style-type: none"> ▪ Close spacing between major public street intersections including Highway 99, Langer Road, and Century Drive - 12th Street. Vehicle queues on Sherwood Boulevard can temporarily block upstream intersections during heavy use periods. ▪ Limited alternative north-south circulation routes from retail on Langer to destinations in central and south city. Modifying existing provision could make for major out-of-direction travel. ▪ Sherwood Boulevard is designated as a Collector facility. ▪ High cross street turning volumes near retail uses and schools. 	<ol style="list-style-type: none"> 1. Restricted access at existing intersection with Sherwood at Langer. Removal or modification of existing traffic signal Eliminates queue blocking from ORE 99W signal. 2. Install new traffic signal or roundabout at Century Drive - 12th Street intersection as secondary access to retail site, and improved access from Century Drive and the planned Adams Street extension.
<p><u>Elwert / Kruger / ORE 99W</u></p> <ul style="list-style-type: none"> ▪ Close spacing between ORE 99W and the north leg of Elwert Road (less than 100 feet) makes for awkward and potentially unsafe turning maneuvers. ▪ Urban Growth Boundary (UGB) is located along the west edge of Elwert Road. Roadway capacity improvements outside the UGB has major restrictions. ▪ Existing farm house west of intersection limits possible street re-alignments. 	<ol style="list-style-type: none"> 1. Realign Elwert Road approach so that intersection at ORE 99W opposite Sunset Drive is closer to 90 degrees. 2. Relocate and realign Kruger Road to intersect Elwert Road at least 500 feet from ORE 99W intersection.
<p><u>Edy Road / Borchers Drive</u></p> <ul style="list-style-type: none"> ▪ Close spacing to ORE 99W creates operational conflicts with queued vehicles spilling back from ORE 99W to block Borchers Drive intersection. ▪ Existing STOP sign controls on minor street approach will not be sufficient to serve future demands. ▪ Intersection will have long delays for vehicles on Borchers Drive bound to ORE 99W during peak periods. 	<ol style="list-style-type: none"> 1. Install traffic signal controls that are coordinated with the ORE 99W intersection to reduce vehicle queue impacts. 2. Consider a roundabout installation at the Edy / Borchers intersection.
<p><u>Oregon Street / Tonquin Road</u></p> <ul style="list-style-type: none"> ▪ Intersection likely to fail over the next 20 years without any improvements. ▪ Existing roundabout at Murdock Road is 	<ol style="list-style-type: none"> 1. Evaluate potential roundabout design. Operations appear to be feasible with adjoining intersection at Murdock Road, given the volumes and adjacent "T" shaped intersections. However, the grade on Oregon

Location / Key Issues	Possible Solutions / Options
roughly 200 feet further south.	<p>Street to the north and the slope in the northeast corner of this intersection may make the roundabout design inappropriate.</p> <p>2. Traffic signal controls at Oregon / Tonquin were considered, but there were significant safety concerns about the close spacing to the roundabout, and the negative effects of vehicles slowing or stopping so close to the exit leg of the roundabout.</p>
<p><u>Langer Drive / Tualatin - Sherwood Road</u></p> <ul style="list-style-type: none"> ▪ Signal spacing on Tualatin-Sherwood Road should be 1,000 feet apart. ▪ Existing and planned signals do not comply with this standard. ▪ North-south cross circulation is limited for retail services. 	<p>1. Existing traffic signal may need to be removed or modified once new signal on Tualatin-Sherwood Road at Adams Street is built.</p> <p>2. Signals on Tualatin-Sherwood Road should be interconnected to minimize delays for east-west traffic.</p>
<p><u>I-5 / ORE 99W Connector</u></p> <ul style="list-style-type: none"> ▪ Alternative routing for east-west commuter and freight traffic under study by Washington County and ODOT. ▪ New facility could significantly reduce travel demands forecasted for Tualatin-Sherwood Road corridor presented in this report. 	<p>When the Connector Study is complete (anticipated for late 2004), this TSP should be updated or amended to reflect any recommendations from the I-5/ORE 99W Connector Study directly (or indirectly) affecting Sherwood.</p>

ORE 99W Access Control. Several discussions were held between City and ODOT staff regarding access control along ORE 99W. A general access control plan has been agreed upon (i.e. where access will be allowed on ORE 99W in Sherwood). However, there has been some concern on the part of both ODOT and the City that by limiting all access to right-in, right-out only (de facto, by having a raised median in the center of the highway) will create the need for a large number of U-turns at signalized intersections (in particular, Sunset/ORE 99W). Based on preliminary development plans for properties located between Meinecke (the next traffic signal to the north) and Sunset, it was determined that this would likely not be an issue and that the planned capacity at that intersection could handle the volume of u-turning traffic that might be expected.

Improvements

Motor Vehicle Master Plan

The improvements needed to mitigate 2020 future conditions combine both those identified in prior plans (the Washington County TSP, Metro's RTP, and the ODOT STIP) and those determined as the outcome of the Transportation System Plan analysis. The improvements are shown in Figure 8-9 and listed in Table 8-11.

The cost estimates shown in these tables are taken from prior plan documents, or are estimated by DKS Associates using standard assumptions for new facilities. Further refinement should be made of these estimates prior to capital budgeting.

**City of Sherwood
Transportation System Plan**

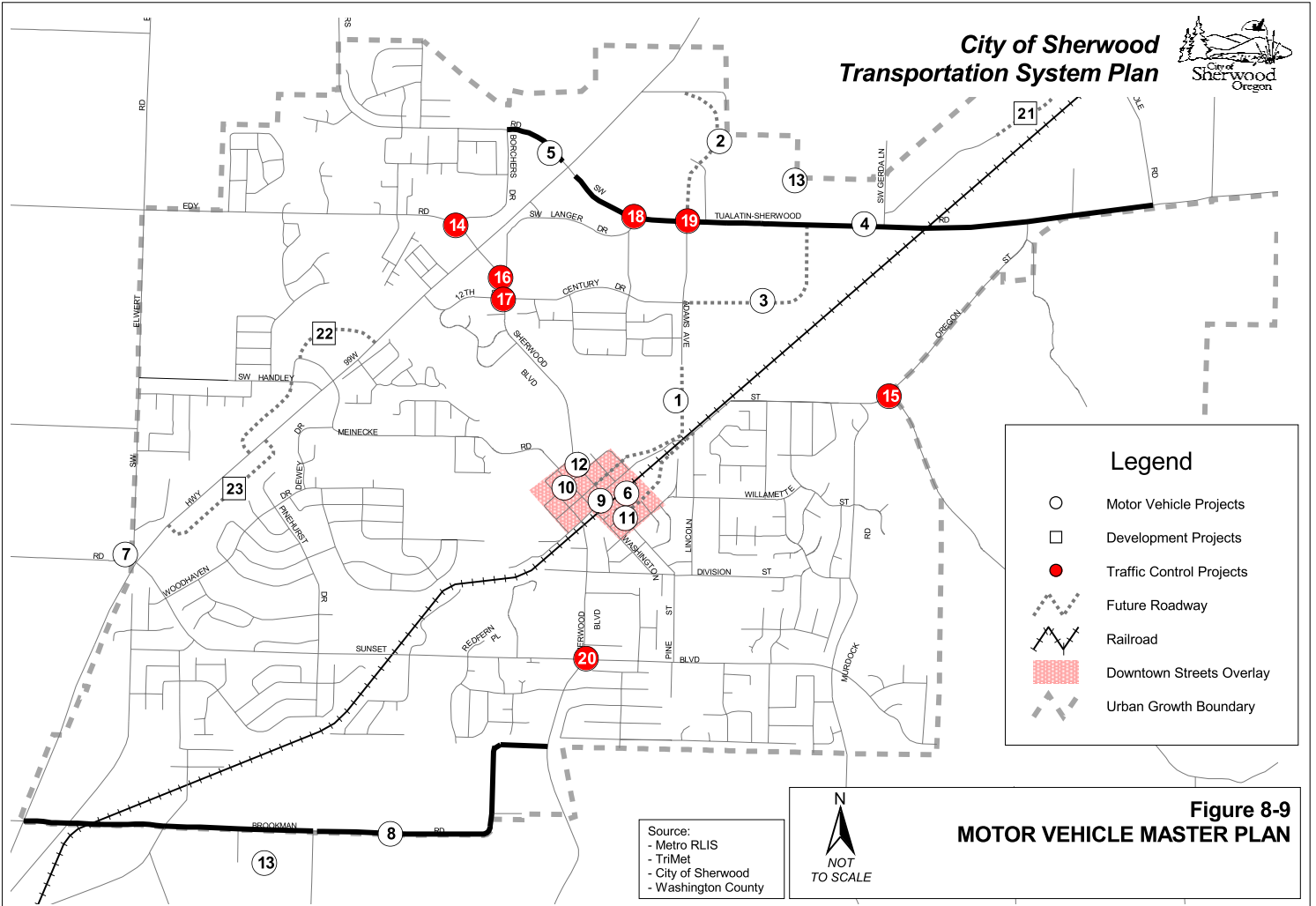


Table 8-11: City Street Projects

ID	Location	From	To	Project	Source*	Cost (\$1,000's)
<i>City Funded Motor Vehicle Projects</i>						
1	Adams Avenue	Pine Street	Tualatin-Sherwood Road	Construction of 3 lane road	CIP/TSP	\$6,100
2	Adams Avenue	Tualatin-Sherwood Road	Home Depot	Construction of 3 lane road	CIP/TSP	\$2,200
3	Century Drive	Adams Avenue	Tualatin-Sherwood Road	Construction of 3 lane road	TSP	\$2,800
4/5	Tualatin-Sherwood Road	Cipole Road	Borchers Drive	Signal timing/interconnect project	TSP	\$50
6	Oregon Street	Lincoln Street	Pine Street	Extension/realignment (3 lanes)	CIP	\$2,800
9	Pine Street	Willamette	Sunset	Extension across rail road tracks	CIP	\$2,550
10	Old Town Streets			Phase 1 of the Downtown Sherwood Streetscape Master Plan	City	\$10,800
11	Cannery Arterials*			Phase 2 of the Downtown Sherwood Streetscape Master Plan	City	\$2,550
12	Future Phases*			Phase 3-6 of the Downtown Sherwood Streetscape Master Plan	City	\$4,700
13	I-5/Hwy 99W Connector	Highway 99W	Interstate 5	Specific alignment to be determined	RTP	N/A
<i>Subtotal (City)</i>						\$34,550
<i>County Funded Motor Vehicle Projects</i>						
4	Tualatin-Sherwood Road	Hwy 99W	Cipole Road	Widen existing road to 5 lanes	RTP/Washington County TSP	\$15,900
5	Roy Rodgers Road	Borchers Drive	Hwy 99W	Widen existing road to 5 lanes	RTP/Washington County TSP	\$1,450
7	Elwert Road	ORE 99W	Kruger	Intersection safety improvement	TSP	\$1,550
8	Brookman Road	ORE 99W	Ladd Hill Road	Improve to collector standards	TSP	\$9,000
<i>Subtotal (County)</i>						\$27,900

Development Related Projects

ID	Location	From	To	Project Description	Source*	Cost (\$1,000's)
21	Galbrieth Drive	Gerda Lane	Cipole Road	Construction of 2 lane road	TSP	\$1,550
22	Cedar Brook Way	ORE 99W	ORE 99W	Construction of 2 lane road	TSP	\$3,700
23	South Loop Road	ORE 99W	ORE 99W	Construction of 2 lane road	TSP	\$1,900
11	Cannery Arterials**			Phase 2 of the downtown Sherwood Streetscape Master Plan	City	\$1,150
12	Future Phases**			Phase 3-6 of the Downtown Sherwood Streetscape Master Plan	City	\$1,050
Subtotal (Development Related Projects)						\$9,350

Traffic Control Enhancements (City Funded)

ID	Location	Project Description	Source*	Cost (\$1,000's)
14	Edy Road/Borchers Drive	Additional traffic control measure	TSP, CIP	\$300
15	Langer Drive/Tualatin-Sherwood Road	Remove Traffic Signal. Install raised median	TSP	\$100
16	Sherwood Boulevard/Langer Drive	Remove Traffic Signal. Allow lefts in only (no lefts from Langer to Sherwood)	TSP	\$150
17	Sherwood Boulevard/Century Drive	Install Traffic Signal or Roundabout	TSP	\$275
18	Oregon Street/Tonquin Road	Traffic Control Enhancement (consider roundabout)	TSP	\$1,000
19	Adams Street/Tualatin-Sherwood Road	Install Traffic Signal	TSP	\$250
20	Sherwood Blvd/Sunset Blvd	Traffic Control Enhancement	TSP	\$250
Subtotal (Traffic Control Enhancements)				\$2,325
Total (City Funded)				\$36,875
Total (Other Funding: State, Region, Development)				\$37,250

* Source: RTP=Metro's Regional Transportation System Plan, TSP=Mitigation Required Based on Sherwood TSP Analysis, CIP=City of Sherwood Capital Improvement Plan.

** Project costs paid through public/private partnership.

Traffic Control Master Plan

To guide future implementation of traffic signals to locations that have the maximum public benefit by serving arterial/collector/neighborhood routes, a framework master plan of traffic signal locations was developed (Figure 8-10). The intent of this plan is to outline potential locations where future traffic signals would be placed to avoid conflicts with other development site oriented signal placement. To maintain the best opportunity for efficient traffic signal coordination on arterials, spacing of up to 1,000 feet should be considered. No traffic signal should be installed unless it meets **Manual of Uniform Traffic Control Devices** warrants. The following key traffic signal issue should be addressed within the transportation policy of Sherwood:

Establish a traffic signal spacing standard of 1,000 feet and a traffic signal master plan to guide future traffic signal placements. When this standard is not met, additional evaluation should be prepared to assure signal progression could be efficiently maintained.

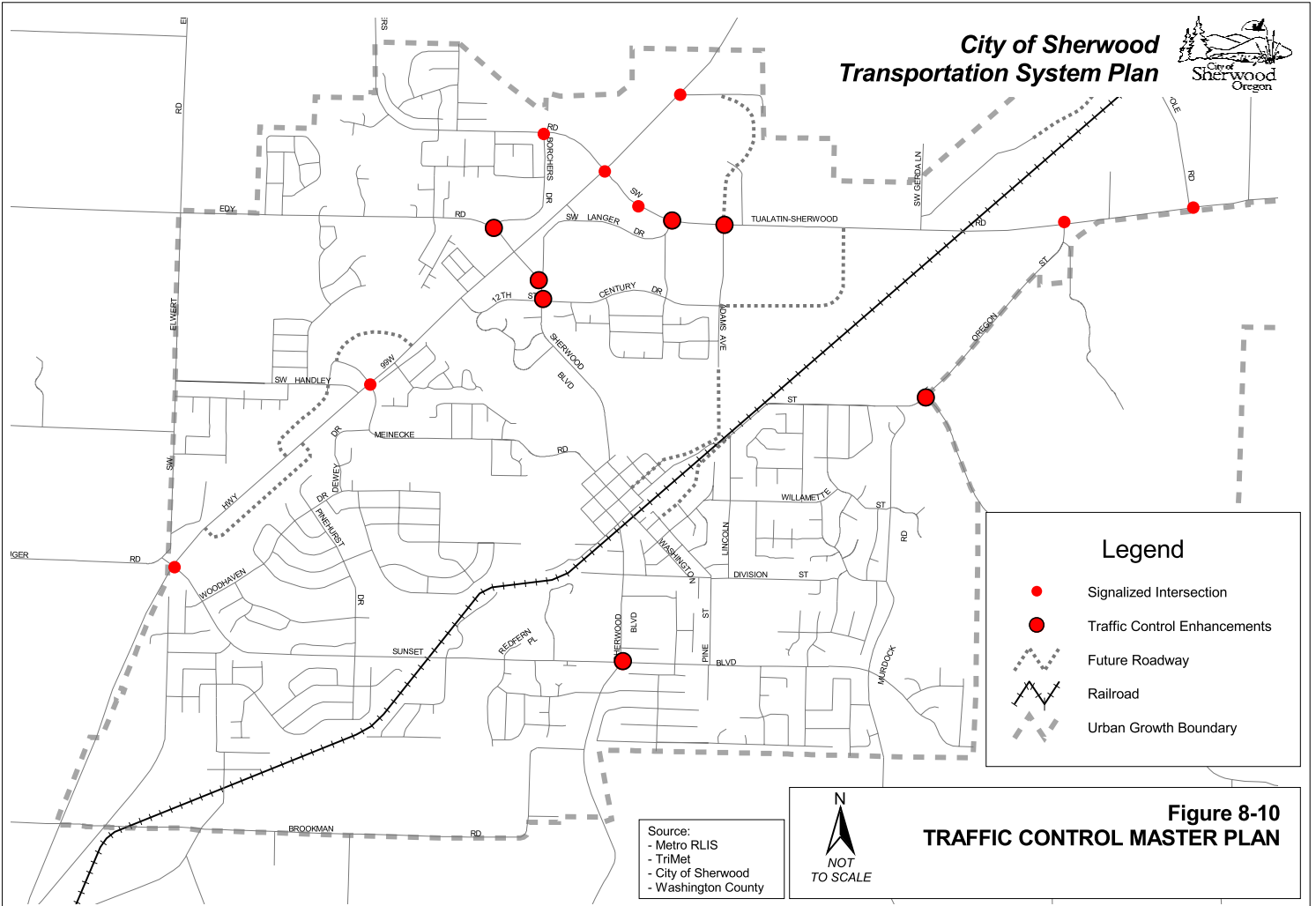
Traffic signals disrupt traffic flow. Their placement is important for neighborhood access, pedestrian access and traffic control. To not utilize the limited placement of traffic signals to serve private land holdings will limit the potential for use that will generally benefit the public, neighborhoods and pedestrian access. Limiting placement of traffic signals to locations that are public streets would minimize or eliminate the potential for traffic signals solely serving private access.

Emergency Vehicle Preemption – Some of the existing traffic signals do not have the capability to be preempted by emergency vehicles. This is a significant asset to reducing emergency response time. This technology is readily available and includes receivers at each intersection, transmitters in emergency vehicles, and control units attached to the existing signal controllers. The existing controllers may require upgrades to enable this feature. The general cost for adding these units is \$10,000 per intersection. This type of installation is required for every traffic signal in the city.

Traffic Signal Coordination – The existing traffic signals along Tualatin-Sherwood Road are not configured to provide progressive traffic flow through town. There is no interconnect or coordinated signal timings. Interconnect and coordinated signal timings should be conducted for the traffic signals along Tualatin-Sherwood/Roy Rodgers Roads between Borchers and Langer (to include Adams Street once it is built). Modern interconnect is preferred and could be either modem interconnect or radio interconnect, depending upon the specific conditions. There are existing loop detectors, so during peak periods when volume fluctuates, the controllers are responsive to changes in demand on an individual intersection basis. To upgrade these signals will likely require upgraded communication (either modem or radio interconnect) and new signal timing plans. The upgrade cost may range up to \$5,000 per signal.

ORE 99W/Tualatin-Sherwood Road Gap Out Time – In conducting baseline intersection analysis, it was noted that the “gap out” time between vehicles at the ORE 99W/Tualatin-Sherwood Road intersection is set to a very short 0.5 second. Simulations runs indicated that the signal would often “gap out” before the queue was exhausted or before “max green” was reached, because the next vehicle in the queue could not get to the loop detector fast enough. By setting the “gap out” time to 1.0 second, the analysis indicates that the intersection would work much better, with queues clearing on a regular basis. This is something a signal technician could adjust fairly easily in the field and would likely have a significant positive impact on the operation of this intersection.

**City of Sherwood
Transportation System Plan**



Legend

- Signalized Intersection
- Traffic Control Enhancements
- Future Roadway
- +— Railroad
- - - - Urban Growth Boundary

Source:
- Metro RLIS
- TriMet
- City of Sherwood
- Washington County



**Figure 8-10
TRAFFIC CONTROL MASTER PLAN**

Access Management

Access Management is a broad set of techniques that balance the need to provide efficient, safe and timely travel with the ability to allow access to the individual destination. ODOT and Washington County have clear access management policies and the supporting documentation to ensure that the highway system is managed as wisely as possible for the traveling public. Proper implementation of Access Management techniques should guarantee reduced congestion, reduced accident rates, less need for highway widening, conservation of energy, and reduced air pollution.

Access management is control or limiting of access on arterial and collector facilities to preserve their functional capacity. Numerous driveways erode the capacity of arterial and collector roadways. Preservation of capacity is particularly important on higher volume roadways for maintaining traffic flow and mobility. Whereas local and neighborhood streets function to provide access, collector and arterial streets serve greater traffic volume. Numerous driveways or street intersections increase the number of conflicts and potential for accidents and decrease mobility and traffic flow. Sherwood, as with every city, needs a balance of streets that provide access with streets that serve mobility.

Several access management strategies were identified to improve access and mobility in Sherwood:

- Provide left turn lanes where warranted for access onto cross streets
- Work with land use development applications to consolidate driveways where feasible
- Meet ODOT and Washington County access requirements on arterials and collectors
- Establish City access standards for new developments on collectors and arterials

The following recommendations are made for access management:

Incorporate a policy statement regarding prohibition of new single-family residential access on arterials and collectors. A design exception process should be outlined that requires mitigation of safety and NTM impacts. This addresses a problem in Sherwood where property owners consume substantial staff time on issues of residential fronting impacts after they have chosen to build adjacent to an arterial.

Use Washington County and ODOT standards for access on arterials and collectors under their jurisdiction.

Washington County standards are 100 feet on Collectors and 600 feet on Arterials¹.

ODOT standards (applies only to ORE 99W) are 990 feet from the center of one access point to the center of the adjacent access point on the same side of the roadway. A minor deviation may be available (with justification) to allow down to 530 feet between driveways and down to 740 feet between public streets. Any request to deviate beyond these limits is considered a major deviation².

Specific access management plans be developed for arterial streets in Sherwood to maximize the capacity of the existing facilities and protect their functional integrity. New development and roadway projects should meet the requirements summarized in Table 8-12. The minimum spacing of roadways and driveways listed in this table is consistent with Washington County's access spacing standards.

¹ Washington County Community Development Code, Article V: Public Facilities and Services, 501-8.5 (A).

² 1999 Oregon Highway Plan, Appendix C, Access Management Standards.

Table 8-12: Access Spacing Standards for City Street Facilities

Street Facility	Maximum spacing of roadways and driveways	Minimum spacing of roadways and driveways
Arterial	1,000 feet	600 feet
Collector:	400 feet	100 feet
All Roads	Require an access report stating that the driveway/roadway is safe as designed meeting adequate stacking, sight distance and deceleration requirements as set by ODOT, Washington County and AASHTO.	

Access management is not easy to implement and requires long institutional memory of the impacts of short access spacing – increased collisions, reduced capacity, poor sight distance and greater pedestrian exposure to vehicle conflicts. The most common opposition response to access control is that “there are driveways all over the place at closer spacing than mine – just look out there”. These statements are commonly made without historical reference. Many of the pre-existing driveways that do not meet access spacing requirements were put in when traffic volumes were substantially lower and no access spacing criteria were mandated. With higher and higher traffic volume in the future, the need for access control on all arterial roadways is critical – the outcome of not managing access properly is additional wider roadways which have much greater impact than access control.

Staff will have to come back at a later date to propose revisions to the development code to reflect the standards being developed in the Transportation System Plan and Comprehensive Plan. At that time, additional attention can be given to the specific standards and whether exceptions are appropriate to be written into the code or if variances are the action needed. Four standards are:

First, a restriction of direct access of new single-family units on arterials and collectors (this would include an exception process that addresses safety and neighborhood traffic management needs).

Second, an access report with new land development that requires applicants to verify design of their driveways and streets are safe meeting adequate stacking needs, sight distance and deceleration standards as set by ODOT, Washington County, the City and AASHTO (utilizing future traffic volumes from this plan as a future base for evaluation). Where possible, new developments should be required to provide “cross-over easements” as a condition to approval, thus insuring shared driveway access points.

Third, driveways should not be placed in the influence area of intersections. The influence area is that area where queues of traffic commonly form on the approach to an intersection (typically between 150 to 300 feet). In a case where a project has less than 150 feet of frontage, the site would need to explore potential shared access, or if that were not practical, place driveways as far from the intersection as the frontage would allow (permitting for 5 feet from the property line).

Fourth, access to principal arterials should only be from public roads. When a site that has private access onto a principal arterial is redeveloped, the private access will be eliminated if alternate access exists to the site.

Neighborhood Traffic Management

Neighborhood Traffic Management (NTM) is a term that has been used to describe traffic control devices typically used in residential neighborhoods to slow traffic or possibly reduce the volume of traffic. NTM is descriptively called traffic calming due to its ability to improve neighborhood livability. The following goals and policies pertaining to freight movement and facilities have been developed as part of this Transportation System Plan.

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

Policy 7—The City of Sherwood shall pursue traffic calming techniques for neighborhood and local streets so as to provide safe passage for pedestrians and bicyclists, and a more pleasant neighborhood environment for residents.

Policy 8—The City of Sherwood shall provide design standards for roadway traffic calming features such as traffic circles, curb extensions, bulb-outs, and speed humps.

The following are examples of neighborhood traffic management strategies:

- speed cushions (similar to speed hump, but allows emergency vehicles to avoid traversing the hump)
- speed wagon (reader board that displays vehicle speed)
- speed humps
- traffic circles
- medians
- landscaping
- curb extensions
- chokers (narrows roadway at spots in street)
- narrow streets
- closing streets
- photo radar
- on-street parking
- selective enforcement
- neighborhood watch

Typically, NTM can receive a favorable reception by residents adjacent to streets where vehicles travel at speeds above 30 MPH. However, NTM can also be a very contentious issue within and between neighborhoods, being viewed as moving the problem rather than solving it, impacting emergency travel or raising liability issues. A number of streets in Sherwood have been identified in the draft functional classification as neighborhood routes. These streets are typically longer than the average local street and would be appropriate locations for discussion of NTM applications. A wide range of traffic control devices is being tested throughout the region, including such devices as chokers, medians, traffic circles and speed humps. NTM traffic control devices should be tested within the confines of Sherwood before guidelines are developed for implementation criteria and applicability. Also, NTM may be considered in an area wide manner to avoid shifting impacts between areas and should only be applied where a majority of neighborhood residents agree that it should be done. Strategies for NTM seek to reduce traffic speeds on neighborhood routes, thereby improving livability. Research of traffic calming measures demonstrates their effectiveness in reducing vehicle speeds. Table 8-13 summarizes nationwide research of over 120 agencies in North America.

The City could consider adopting a neighborhood traffic management program. This program would help prioritize implementation and address issues on a systematic basis rather than a reactive basis. Criteria should be established for the appropriate application of NTM in the City. This would address warrants, standards for design, funding, the required public process, use on collectors/arterials (fewer acceptable measures – medians) and how to integrate NTM into all new development design. A toolbox of traffic calming techniques is included in the appendix.

Table 8-13: Neighborhood Traffic Management Effectiveness

Measures	No. of Studies	Speed Reduction (MPH)			Volume Change (ADT)			Public Satisfaction
		Low	High	Average	Low	High	Ave.	
Speed Humps	262	1	11.3	7.3	0	2922	328	79%
Speed Trailer	63	1.8	5.5	4.2	0	0	0	90%
Diverters	39	-	-	.4	85	3000	1102	72%
Circles	26	2.2	15	5.7	50	2000	280	72%
Enforcement	16	0	2	2	0	0	0	71%
Traffic Watch	85	.5	8.5	3.3	0	0	0	98%
Chokers	32	2.2	4.6	3.3	45	4100	597	79%
Narrow Streets	4	5	7	4.5	0	0	0	83%

SOURCE: Survey of Neighborhood Traffic Management Performance and Results, ITE District 6 Annual Meeting by R S. McCourt, July 1997.

Transportation System Management

Transportation System Management (TSM) focuses on low cost strategies to enhance operational performance of the transportation system. Measures that can optimize performance of the transportation system include signal improvements, intersection channelization, access management (noted in prior section), rapid incident response, and programs that smooth transit operation. The most significant measure that can provide tangible benefits to the traveling public is traffic signal coordination and systems. Traffic signal system improvements can reduce the number of stops by 35 percent, delay by 20 to 30 percent, fuel consumption by 12.5 percent and emissions by 10 percent³. This can be done without the major cost of roadway widening.

Intelligent Transportation Systems

Several of the motor vehicle strategies include facilities and programs that involve Intelligent Transportation Systems (ITS). ITS focuses on a coordinated, systematic approach toward managing the region's transportation multi-modal infrastructure. ITS is the application of new technologies with proven management techniques to reduce congestion, increase safety, reduce fuel consumption and improve air quality. One ITS element is Advanced Traffic Management Systems (ATMS). ATMS collects, processes and disseminates real-time data on congestion alerting travelers and operating agencies, allowing them to make better transportation decisions. Examples of future ITS applications include routine measures such as "smart" ramp meters, automated vehicle performance (tested recently in San Diego), improved traffic signal systems, improved transit priority options and better trip information prior to making a vehicle trip (condition of roads - weather or congestion, alternative mode options - a current "real time" schedule status, availability/pricing of retail goods). Some of this information will be produced by Sherwood, but most will be developed by ODOT, Washington County or other ITS partners (private and public). The information will be available to drivers in vehicles, people at home, at work, at events or shopping.

Washington County is currently developing a regional ITS Plan. Sherwood should participate in and support this process. Any recommendations from that plan should be incorporated in the next cycle of Transportation System Plan periodic reviews.

³ *Portland Regionwide Advanced Traffic Management System Plan*, ODOT, by DKS Associates, October 1993.

Transportation Demand Management (TDM)

The Transportation Planning Rule outlines a goal of reducing vehicle miles traveled (VMT) per capita. Transportation Demand Management (TDM) is the general term used to describe any action that removes single occupant vehicle trips from the roadway network during peak travel demand periods. TDM measures applied on a regional basis can be an effective tool in reducing vehicle miles traveled. Additionally, the Employee Commute Options (ECO) program administered by the Department of Environmental Quality (DEQ) under OAR 340-20-047 requires larger employers (more than 50 employees) to provide commute options that encourage employees to reduce auto trips to the work site. The following goal and policy pertaining to TDM have been developed as part of this Transportation System Plan.

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.

Policy 6— The City will work with Metro and other regional transportation partners to implement regional transportation demand management programs where appropriate.

TDM samples include:

- Employers installing bicycle racks, lockers and shower facilities
- Work with property owners to place parking stalls for carpoolers near building entrances
- Provide information regarding commute options to larger employers
- Encourage linkage of housing, retail and employment centers
- Encourage flexible working hours
- Encourage telecommuting
- Provide incentives to take transit and use other modes (i.e. free transit pass)
- Schedule deliveries outside of peak hours
- Business/government agencies with 50 or more employees develop TDM standards and programs to reduce peak hour traffic

TDM can include a wide variety of actions tailored to the individual needs of employers to achieve trip reduction. Table 8-14 provides a list of several strategies identified by Oregon's Employee Commute Option (ECO) program on TDM⁴. Research has indicated that a comprehensive set of complementary policies implemented over a large geographic area can have an effect on vehicle miles traveled⁵. However, the emphasis of much of the research indicates that these policies must go well beyond the low-cost, uncontroversial measures commonly attributed to TDM (such as carpooling, transportation coordinators/associations, priority parking spaces) to be effective. Elements including parking and congestion pricing, improved services for alternative modes and other market-based measures are needed for TDM to have significant impact on reducing overall vehicle miles traveled.

⁴ Oregon's Employee Commute Option (ECO) program.

⁵*The Potential for Land Use Demand Management Policies to Reduce Automobile Trips*, ODOT, by ECO Northwest, June 1992.

Table 8-14: Transportation Demand Management Strategies

Strategy	Description	Potential Trip Reduction	
Telecommuting	Employees perform regular work duties at home or at a work center closer to home, rather than commuting from home to work. This can be full time or on selected work days. This can require computer equipment to be most effective.	82-91% 14-36%	(Full Time) (1-2 day/wk)
Compressed Work Week	Schedule where employees work their regular scheduled number of hours in fewer days per week (for example, a 40 hour week in 4 days or 36 hours in 3 days)	7-9% 16-18% 32-36%	(9 day/80 hr) (4/40) (3/36)
Transit Pass Subsidy	For employees who take transit to work on a regular basis, the employer pays for all or part of the cost of a monthly transit pass.	19-32% 2-3%	(full subsidy, high transit service) (half subsidy, medium transit service)
Cash Out Employee Parking	An employer that has been subsidizing parking (free parking) discontinues the subsidy and charges all employees for parking. An amount equivalent to the previous subsidy is then provided to each employee, who then can decide which mode of travel to use (with subsidy above the cost of a monthly transit pass, those employees would realize monetary gain for using transit).	8-20 % 5-9 % 2-4%	(high transit service available) (medium transit services available) (low transit services available)
Reduced Parking Cost for HOVs	Parking costs charged to employees are reduced for high occupancy vehicles (HOV) such as carpools and vanpools.	1-3 %	
Alternative Mode Subsidy	For employees that commute to work by modes other than driving alone, the employer provides a monetary bonus to the employee. Most often, the bonus is provided monthly in the employee's paycheck.	21-34% 2-4%	(full subsidy of cost, high alt.modes) (half subsidy of cost, medium alt.modes)
On-Site Services	Provide services at the worksite that are frequently used by the employees of that worksite. Examples include cafes, restaurants, dry cleaners, day care and bank machines.	1-2 %	
Bicycle Program	Provides support services to those employees that bicycle to work. Examples include: safe/secure bicycle storage, shower facilities and subsidy of commute bicycle purchase.	0-10 %	
On-site Rideshare Matching for HOVs	Employees who are interested in carpooling or vanpooling provide information to a transportation coordinator regarding their work hours, availability of a vehicle and place of residence. The coordinator then matches employees who can reasonably rideshare together.	1-2 %	
Provide Vanpools	Employees that live near each other are organized into a vanpool for their trip to work. The employer may subsidize the cost of operation and maintaining the van.	15-25% 30-40%	(company provided van with fee) (company subsidized van)
Gift/Awards for Alternative Mode	Employees are offered the opportunity to receive a gift or an award for using modes other than driving	0-3 %	

Strategy	Description	Potential Trip Reduction
Use	alone.	
Provide Buspools	Employees that live near each other or along a specified route are organized into a buspool for their trip to work	3-11 %
Walking Program	Provide support services for those who walk to work. This could include buying walking shoes or providing showers.	0-3 %
Company Cars for Business Travel	Employees are allowed to use company cars for business-related travel during the day.	0-1 %
Guaranteed Ride Home Program	A company owned or leased vehicle or taxi fare is provided in the case of an emergency for employees that use alternative modes.	1-3 %
Time off with Pay for Alternative Mode Use	Employees are offered time off with pay as an incentive to use alternative modes (rather than monetary, bonus, gift or awards)	1-2 %

SOURCE: *Guidance for Estimating Trip Reductions From Commute Options*, Oregon Department of Environmental Quality, August 1996.

At the same time, the same research indicates that employee trip reduction programs can be an effective instrument of localized congestion relief⁶. For example, employers can substantially reduce peak hour trips by shifting work schedules, which may not reduce VMT but can effectively manage congestion. In Wilsonville, Oregon, a Nike warehouse/distribution site generates 80% less vehicle trips than standard similar uses in the evening peak hour by using employee shifts that are outside the peak period (4 - 6 PM)⁷. This type of congestion management technique can extend the capacity of transportation facilities.

Strategies

Several strategies were developed for transportation demand management in Sherwood. These strategies are aimed at providing the City with priorities toward implementing transportation demand management projects that meet the goals and policies of the City. The ranking of the strategies follows from most important to least important:

- Support regional TDM policies/strategies
- Telecommuting/Fiber Optic to all residents and businesses
- Mandate TDM though development review
- Limiting Parking (establish maximum parking ratios)
- Provide business association support for TDM coordination

TDM Plan

State and regional policy⁸ both call for encouraging and promoting transportation demand

⁶*Evaluation of Employee Trip Reduction Programs Based upon California's Experience with Regulation XV*, Institute of Transportation Engineers, Technical Council Committee 6Y-51, January 1994.

⁷ *Nike Parking Lot Expansion Trip Generation Study*, City of Wilsonville, by DKS Associates, May 1997.

⁸ Oregon's Transportation Planning Rule; Metro's Regional Transportation Plan and Washington County's Transportation System Plan.

management. The policy of this plan calls for the city to support TDM. Collectively, the implementation of the modal plans in this TSP, along with the TDM plan, will contribute to regional commuter vehicle mile reduction goals. Unlike bicycles, pedestrians and motor vehicles, implementation of this policy does not necessarily require capital infrastructure. In fact, much more of TDM is policy and management rather than concrete and asphalt. Because of this, the TDM plan for Sherwood consists of the following:

- Support continued efforts by Washington County, Metro and ODOT to develop productive TDM measures that reduce commuter vehicle miles and peak hour trips.
- Encourage the development of high speed communication in all parts of the city (fiber optic, digital cable, DSL, etc.). The objective would be to allow employers and residents the maximum opportunity to rely upon other systems for conducting business and activities than the transportation system during peak periods.
- Encourage developments that effectively mix land uses to reduce vehicle trip generation. These plans may include development of linkages (particularly non-auto) that support greater use of alternative modes.
- Mixed land use projects have demonstrated the ability to reduce vehicle trips by capturing internal trips between land use types, encouraging walk/bike trips and producing shorter vehicle trips⁹.

As vehicle traffic levels increase with the build out of land uses within Sherwood, it may become necessary to go beyond the coordination with the regional programs. This may include developing localized TDM programs for the city to address vehicle trip reduction. For example, measures which are appropriate for site planning such as close-in parking for carpools, bicycle parking and convenient transit stops could be included as part of the Community Development Code.

Trucks

Efficient truck movement plays a vital role in maintaining and developing Sherwood's economic base. Well planned truck routes can provide for the economical movement of raw materials, finished products and services. Trucks moving from industrial areas to regional highways or traveling through Sherwood are different than trucks making local deliveries. The transportation system should be planned to accommodate this goods movement need. The following goals and policies pertaining to freight movement and facilities have been developed as part of this Transportation System Plan.

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.

- Policy 1—The City of Sherwood will collaborate with federal, state and neighboring local governments and private business to ensure the investment in transportation infrastructure and services deemed necessary by the City to meet current and future demand for industrial and commercial freight movement.
- Policy 2—The City of Sherwood will adopt implementing regulations that provide for safe and convenient access to industrial and commercial areas for commercial vehicles, including freight loading and transfer facilities.

⁹ *Trip Generation*, 5th edition, Institute of Transportation Engineers, 1991, Chapter VII, indicates potential for PM peak hour capture of between 27% and 66%.

- Policy 3—The City of Sherwood will work cooperatively with local, regional and state agencies to protect the viability of truck and freight service routes within and through the City of Sherwood, especially for Pacific Highway 99-W, the Tualatin-Sherwood Highway, and the planned I-5/Hwy 99-W Connector corridor.
- Policy 4—The City of Sherwood will work cooperatively with local, regional and state governments to ensure there is adequate air transportation infrastructure to serve local needs at regional airport facilities, including the Hillsboro Airport and Portland International airport.
- Policy 5—The City of Sherwood will strongly encourage the preservation of rail rights-of-way for future rail uses, and will work with appropriate agencies to ensure the availability of rail services to its industrial lands.
- Policy 6—The City of Sherwood will cooperate with local, regional and state governments to provide for regional marine freight infrastructure sufficient to serve local needs.
- Policy 7— The City of Sherwood will cooperate with the Portland Development Commission, Port of Portland, Washington County, and other economic development agencies to ensure the availability of inter-modal connectivity facilities deemed necessary to facilitate seamless freight transfer between all transport modes.

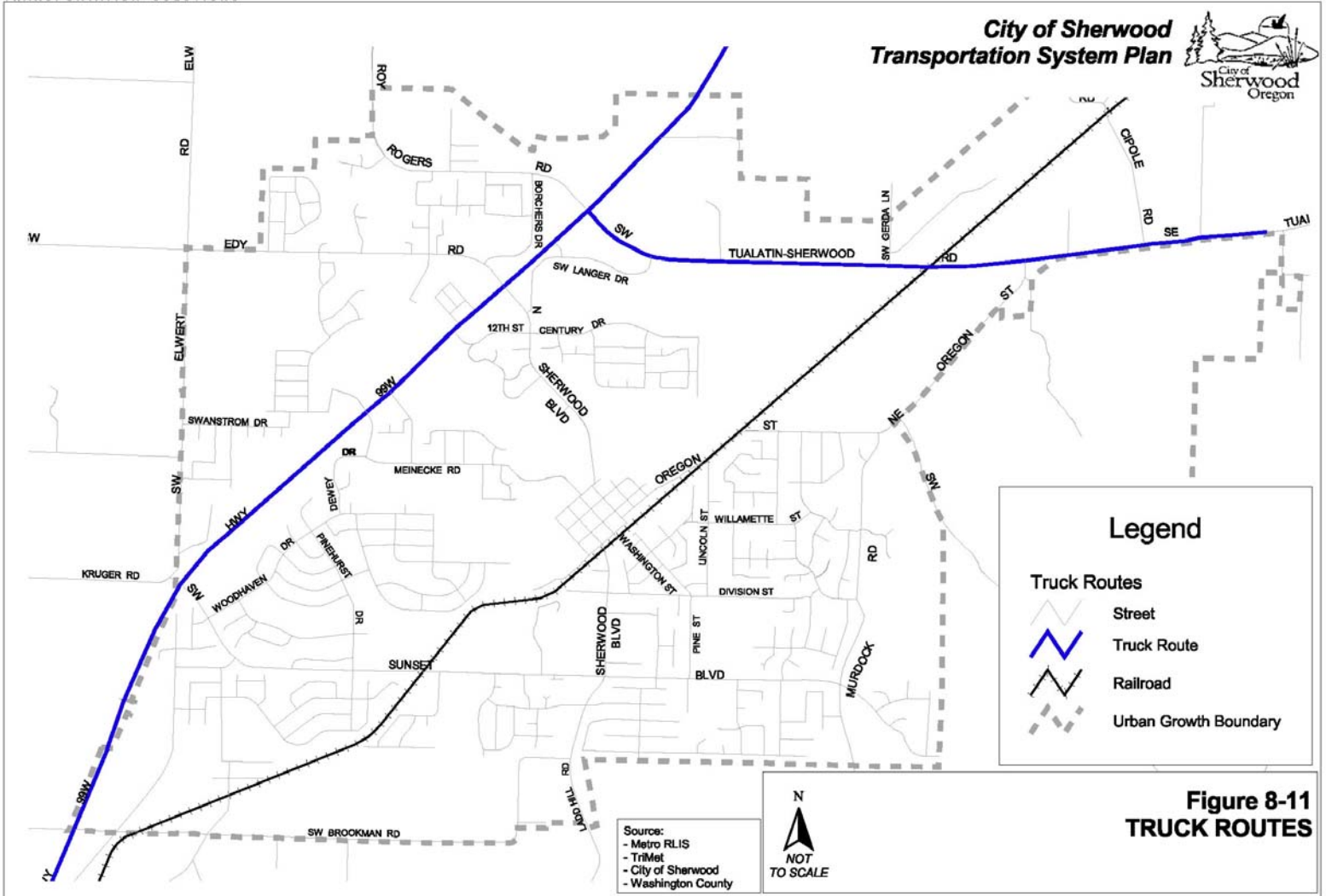
The establishment of through truck routes provides for this efficient movement while at the same time maintaining neighborhood livability, public safety and minimizing maintenance costs of the roadway system. A map of through truck routes in Sherwood were developed (Figure 8-11). This map is built from the Regional Transportation System Plan Freight System Map (2001) and this plan.

The plan is aimed at addressing the through movement of trucks, not local deliveries. The objective of this route designation is to allow these routes to focus on design criteria that is “truck friendly”, i.e., 12 foot travel lanes, longer access spacing, 35 foot (or larger) curb returns and pavement design that accommodates a larger share of trucks. Because these routes are through routes and relate to regional movement, they should relate to the regional freight system. The Regional Transportation Plan¹⁰ includes the following routes in the regional freight system in Sherwood, which is consistent with the city map:

- ORE 99W
- Tualatin-Sherwood Road

The truck route plan for the city is consistent with the RTP designations. Washington County is currently in the process of conducting an I-5/ORE 99W Connector Study. The purpose of this study is to determine a preferred alignment for an arterial-level, truck route, connector between I-5 and ORE 99W. At this time, no preliminary alignments have been selected. The connector could be located either north or south of the City. The proposed connector is an important facility for moving trucks through Sherwood. It will provide relief for Tualatin-Sherwood Road and will provide an additional east-west route for all vehicular traffic. Once a preferred alignment has been selected, the TSP should be amended to include the connector as a truck route.

¹⁰ 2000 Regional Transportation Plan, Metro, Adopted by Ordinance No. 00-869A and Resolution No. 00-2968B, Regional Freight System Map.



9. OTHER MODES

This chapter summarizes existing and future rail, air, water and pipeline needs in the City of Sherwood. While auto, transit, bicycle and pedestrian transportation modes have a more significant effect on the quality of life in Sherwood, other modes of transportation must be considered and addressed.

Criteria

The following goals and policies pertaining to rail, pipeline, air and water facilities have been developed as part of this Transportation System 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 residential areas and businesses.

- Policy 5—The City shall work cooperatively with the Port of Portland and local governments in the region to ensure sufficient air and marine passenger access for Sherwood 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.

- Policy 7—The City of Sherwood will support regional efforts for the preservation and development of appropriate rail rights-of-way for passenger rail service, in particular for serving local and regional commuter rail needs in Washington County, Clackamas County, and Yamhill County.

Facilities

Future needs for these modes of transportation are identified by their providers and are summarized below as they are understood.

Rail

The rail line in Sherwood is operated by Portland & Western (P&W), a sister company of Willamette & Pacific (W&P) Railroad and a subsidiary of Genesee & Wyoming Incorporated. The line runs north and west of Sherwood, passing through Tualatin and Lake Oswego on its way to the Willamette River crossing. According to P&W staff¹, there are currently two to four freight trains per day through Sherwood at 25 miles per hour. The trains vary in length from six to 60 cars. There is no fixed schedule for these trains. The volume, length and schedule of these freight trains are not expected to change significantly over the 20 year planning horizon.

¹ Per e-mail from Charles Kettenring, Assistant Vice President Engineering, Portland & Western Railroad, Inc., December 9, 2003.

The City is in the process of changing its downtown street network. The proposed changes will potentially affect at-grade rail crossings in Sherwood. Specifically, Oregon Street is being realigned to the southeast of the tracks, meeting Pine Street at Columbia Street, eliminating an at-grade rail crossing for motor vehicles. However, emergency vehicles will be permitted to cross (especially important for the adjacent fire station) and the crossing will be reconstructed to include new pedestrian/bicycle crossings. Also, Washington Street is planned to be vacated in the vicinity of the railroad track, eliminating a second at-grade crossing. Pine Street is to be extended across the track, creating an additional at-grade crossing. Overall, the downtown streets realignment plan would remove two at-grade crossings and add one, for a net reduction of one at-grade crossing. The crossing at Pine Street should be a gate-controlled crossing and should be coordinated with Portland & Western. These changes will need to be worked out in conjunction with P&W Railroad and the ODOT Rail division.

There has been some discussion regionally about the possibility of Commuter Rail extended from Tualatin into Sherwood along the existing P&W right-of-way. Currently, there are no specific plans for a project of this nature, but its possibility should be considered when making any changes in the vicinity of the P&W right-of-way. P&W staff have indicated that there are plans for upgrading this line to double track for commuter service between Portland and McMinnville. Speed will be 60 miles per hour and number of passenger trains will be about 30².

Pipeline

Northwest Natural operates several high-pressure pipelines that serve Sherwood. These lines run along Elwert Road, Cipole Road, Tualatin-Sherwood Road and Oregon Street. In addition, Kinder Morgan operates a petroleum gas line (gasoline and diesel) that runs from the Port of Portland to Eugene through the eastern part of Sherwood.

NW Natural has is in the process of constructing the South Mist Pipeline Extension Project. This project includes 24 inch high pressure pipeline on the outskirts of Sherwood. NW Natural is building the 62-mile (overall) transmission line to link its underground storage fields near Mist to the interstate pipeline gate station near Molalla. The project will allow the company to adequately serve customers on Portland's growing south and west sides by increasing capacity and keeping down gas costs. The portion of the pipeline in the vicinity of Sherwood is anticipated to begin construction in March, 2004³. It will be tunneled 80 feet (on average) deep, primarily along public right-of-way (ROW). Where it is not located within public ROW, private easements will be purchased. Due to the depth of the pipeline, no roadway projects should be affected.

Air

There are no designated airports or heliports in the Sherwood TSP study area

Water

There are no navigable waterways in the Sherwood TSP study area.

² Per e-mail from Charles Kettenring, Assistant Vice President Engineering, P&W Railroad, Inc., 12/09/03.

³ Per telephone conversation with Roy Rodgers, NW Natural, 12/11/03.

10. FINANCING & IMPLEMENTATION

This chapter outlines the funding sources that can be used to meet the needs of the transportation system. The costs for the elements of the transportation system plan are outlined and compared to the potential revenue sources. Options are discussed regarding how costs of the plan and revenues can be balanced.

Current Funding Strategies

Transportation funding is commonly viewed as a user fee system where the users of the system pay for infrastructure through motor vehicle fees (such as gas tax and registration fees) or transit fares. However, a great share of motor vehicle user fees goes to road maintenance, operation and preservation of the system rather than construction of new system capacity. Much of what the public views as new construction is commonly funded (partially or fully) through property tax levies, traffic impact fees and fronting improvements to land development.

The City of Sherwood utilizes a number of mechanisms to fund construction of its transportation infrastructure as described below. The first three sources collect revenue each year that is used to repair street facilities or construct new streets, with some restrictions on the type and location of projects. The last three programs are different in that they do not generate on-going revenue, but are a means to acquire needed property (Exaction) as development occurs, finance new streets within the downtown area (Urban Renewal District), or negotiate construction of capacity improvements on behalf of the city where land use intensity is over 43 trips per acre (99W CAP).

State Apportionment

The State of Oregon Highway Trust Fund collects various taxes and fees on fuel, vehicle licenses, and permits. A portion is paid to cities annually on a per capita basis. Sherwood's revenue has increased about \$70,000 annually over the last three years, with 2004-05 projected at \$700,000. By statute, the money may be used for any road-related purpose. Sherwood uses it for street operating needs.

Fuel Tax

A portion of the Washington County gas tax is distributed to cities. Sherwood gets about \$62,000 per year, which is used for operating needs.

Oregon gas taxes are collected as a fixed amount per gallon of gasoline served. Gas tax in Oregon has not increased since 1992 (currently 24 cents per gallon), and this tax does not vary with changes in gasoline prices. There is no adjustment for inflation tied to the gas tax, so the lack of change since 1992 means that the net revenue collected has gradually eroded over time as the cost to construct and repair transport systems increase. Fuel efficiency in new vehicles has further reduced the total dollars collected through this system.

Sherwood gets about \$725,000 per year in gas tax revenue (about \$663,000 from the state and \$62,000 from the County). This money is primarily spent on surface restoration of local streets.

Minor Collector System Development Charge (MCSDC)

The City passed the MCSDC into law in 1992 to fund expansion of a few specific “minor collectors” in Sherwood. The list to be funded includes a small number of streets on Washington Hill, south of downtown. Arterials, major collectors, minor collectors in other areas of the city, mass transit, and bike/pedestrian expansion projects are funded by other means per City law. The cost per average daily trip (ADT) is \$25.30 and the City receives about \$359,000 annually from this fund. To date, \$1.1 million has been collected for minor collector development and just \$170,000 has been spent.

Washington County Traffic Impact Fee

The County Traffic Impact Fee (TIF) is a tax on new development, approved by voters in 1990. The tax is levied on all new development based upon the amount of traffic added by the development, and pays for a portion of the new infrastructure needed to serve growth. TIF monies collected for development within incorporated cities are distributed back to those cities for their use on local street projects. There are limitations to the type of street projects that can be funded by TIF monies, and all projects must be approved by the Washington County Coordinating Council, which consists of city and county staff representatives.

The TIF includes automatic annual increases of 6% unless the Board of County Commissioners takes explicit action to change that year’s increase. Currently, the City receives about \$657,000 per year from this fund. The TIF charge for a typical single-family house in Sherwood is \$253 per daily trip, or about \$2,400 each. This is about average compared to other communities in the Portland-Vancouver metropolitan area, which have TIF programs that range from a low of \$1,500 to over \$5,000 per household.

The TIF was approved by voters as a tax and as such is not limited by existing state statute in terms of how it is calculated or applied though it does generally conform to statutory SDC requirements. Both the TIF cost basis and the allocation of TIF revenues is important as the City must not double collect. That is, if the City were to create a more wide reaching SDC that collected for all transportation systems, and then TIF revenues were applied to some of the projects included in calculating the SDC, the City would effectively be double collecting on a fraction of the SDC.

Therefore, the TIF provides certain challenges to the City implementing an SDC used to fund something more than minor collectors. In looking towards the calculation of the SDC, an allowance will need to be made for expected TIF funded projects that will impact Sherwood directly.

99W Capacity Allocation Program (CAP)

The 99W CAP was designed to manage congestion on Highway 99W. The program requires new construction on 99W to get a trip allocation certificate, specifying the expected trip generation at the site, before filing for a development certificate. The trip allocation certificate (TAC) is secured by performing a trip analysis. Exceptions exist for certain types of development including residential development, churches, schools and projects in the downtown area. Each affected project development requires an individual analysis.

New developments may generate only 43 trips per developed acre. Developments that generate more trips than that are allowed but must provide a mitigation plan to assure that the level of service on 99W is not impacted by the new development. The mitigation is derived by negotiation between the City and the developer. Mitigation may include right-of-way dedication,

construction of facilities, and/or other improvements that replace the trip capacity used by the new development.

Under the 99W CAP each new development is handled independently rather than formulaically. This leads to additional administrative costs.

While the 99W CAP has been effective at requiring improvements along 99W thus far, it appears to serve as a quasi-SDC program that is not set-up with a broad planning perspective. It solves traffic needs using a “one at a time” approach that is not necessarily coordinated or comprehensive. The dollars being allocated to each individual mitigation project might be more effectively used for a single large project rather than multiple “small” projects.

The original 99W CAP program identified a list of intersection improvements including traffic signals, new turning lanes, and extensions of existing turn lanes to provide adequate long-term capacity. Most of these improvements have been completed to date. Recent development applications have been conditioned to make improvement other than the original list, including the widening of Tualatin-Sherwood Road between Highway 99W and Adams Street. The value of improvements constructed under this program is not readily available from permit records kept by the city.

Urban Renewal District

The Urban Renewal District (URD), authorized in ORS 457, is a tax-funded district within the City. The URD was formed in 2000 following an extensive public process. The URD is funded with the incremental increases in property taxes that result from construction of applicable improvements. This type of tax increment financing has been used in Oregon since 1960. Uses of the funding include, but are not limited to, transportation. Total projected transportation funding over the life of the district is \$17.5 million. Approximately \$16.5 million of the tax increment financing is assumed in selected street improvement projects identified in the URD and TSP.

Limitations of the District are geographic in nature with the URD covering about 15% of the City. Because of the funding mechanism and its resulting cash flow over time, the City has made use of debt capacity in order to construct needed facilities.

This program was created under specific state law following a public process. It is tax-increment funded rather than fee funded and the URD provides for renewal that includes, but is not limited to, transportation projects.

Given the purposes of the URD, its funding mechanism, and the effectiveness of the approach, there is no reason to abandon this approach. However, the transportation projects financed via this method should be carefully identified or separated from the general transportation CIP to assure there is no redundancy.

Exactions

These are improvements that are obtained when development is permitted. Developers are required to improve their frontage and, in some cases, provide off site improvements depending upon their level of traffic generation and the impact to the transportation system.

Under the above funding programs, the City of Sherwood collects approximately \$1.7 million for street construction and repair, with the previously noted restrictions. Table 10-1 summarizes the current funding sources including recent annual revenues, and any unallocated balances or available funds, as applies to the URD.

Table 10-1: Summary of Current Funding Sources Used for Transportation

Funding Category	Annual Revenue	Estimated 2004 Balance or Available Funding
State Fuel Apportionment & County Gas Tax	\$725,000	—
MCSDC	\$359,000	\$930,000
County Traffic Impact Fee	\$657,000	\$4,395,472
99W Capacity Allocation Program	Not available	Not available
Urban Renewal District	—	\$17,500,000
Total	\$1,741,000	

Additional construction may be facilitated through project-by-project negotiation using the 99W CAP program, such as frontage improvements from development exaction. However, specific estimates of the amounts from these two programs are not readily available. Furthermore, the 99W CAP construction generally is limited to Highway 99W or approaches to that highway, and they would not be applicable to other projects identified within this transportation system plan. Project construction is expected to begin in the summer of 2005. Approximately \$16.5 million of the URD funding is assumed in selected street improvement projects identified in the TSP.

Projects and Programs

This section presents the recommended projects and programs developed for the City of Sherwood to serve local travel for the coming 20 years. The Pedestrian, Bicycle and Motor Vehicle projects were identified in the Action Plan for each mode, and represent those projects that have the highest short-term need for implementation to satisfy performance standards, or other policies established for the Sherwood Transportation System Plan. The costs for the remaining motor vehicle projects noted in the Motor Vehicle Master Plan are identified, but these have not been included in the funding needs analysis for the city because the Action Plan is limited to project most likely to be funded within the planning horizon. Other projects on the Master Plan list require additional funding, and they are expected to be built beyond the 20 year horizon.

The costs outlined in the Transportation System Plan to implement the Action Plans for Streets, Bicycles, Pedestrians total \$46.5 million, and several other recommended transportation operations and maintenance programs would add \$17.7 million for a total cost of \$64.2 million. The following sections outline several methods for increasing transportation funding or seeking alternative solutions to better balance transportation costs and revenue.

Table 10-2: Sherwood Transportation Action Plans Costs over 20 years (2004 Dollars)

Transportation Element	Approximate Cost (\$1,000)
System Improvement Projects (Action Plans to be funded by City)	
Motor Vehicle	\$36,900
Bicycle	\$2,500
Off-Street Multi-Use Paths and Trails	\$4,800
Pedestrian	\$2,370
Total Capital Projects	\$46,500
Operations and Maintenance Programs and Services	
Road Maintenance (\$725,000 per year)	\$14,500
Pedestrian/School Safety Program (\$10,000/yr)	\$200
Sidewalk Grant Program (\$50,000/yr)	\$1,000
Neighborhood Traffic Management (\$75,000/yr)	\$1,500
Transportation System Plan Support Documents (i.e. Public Works Design standard update, TSP updates)	\$500
Total Operations and Maintenance Programs	\$17,700
20 YEAR TOTAL in 2004 Dollars	\$64,200

Project Cost Estimates

Cost estimates (general, order of magnitude) were developed for the projects identified in the motor vehicle, bicycle and pedestrian elements. Cost estimates from the existing RTP, County and/or city projects in Sherwood were used in this study, if available. Other projects were estimated using general unit costs for transportation improvements, but do not reflect the unique project elements that can significantly add to project costs¹. Development of more detailed project costs can be prepared in the future with more refined financial analysis. Since many of the projects overlap elements of various modes, the costs were developed at a project level incorporating all modes, as appropriate. It may be desirable to break project mode elements out separately, however, in most cases, there are greater cost efficiencies of undertaking a combined, overall project. Each of these project costs will need further refinement to detail right-of-way requirements and costs associated with special design details as projects are pursued.

All cost estimates are based on 2004 dollars. Historical construction costs price index has increased by 2.5 to 2.75 percent per year according to Engineering News Record research². Since 1979, construction costs have increased 100 percent in 20 years.

¹ General plan level cost estimates do not reflect specific project construction costs, but represent an average estimate. Further preliminary engineering evaluation is required to determine impacts to right-of-way, environmental mitigation and/or utilities. Experience has shown that individual projects costs can increase by 25 to 75 percent as a result of the above factors.

² Engineering News Record Construction Cost Index as reported for the past ten years for 20 cities around the United States. Reference: <http://www.enr.com/features/conEco/costIndexes/constIndexHist.asp>

Non-Motorized Vehicle Facility Projects

About \$10 million in project improvements are expected for the city's pedestrian, bicycle and trail systems, which includes roughly 15 miles worth of new facilities. Most of the identified bike facility projects will occur through frontage improvement paid by re-development or by scheduled capital improvement projects since they require major roadway widening and/or relocation of on-street parking. Three on-street bike lane projects are shown, with a total estimated cost of \$2.5 million. The remaining \$4.8 million, or about two thirds of the Bicycle Action Plan costs, are attributed to off-street multi-use trails and pathways.

Table 10-3 outlines potential bicycle projects in Sherwood. The City, through its Capital Improvement Program (CIP) and bond measure funding (along with joint funding with other agencies such as ODOT or development approval) would implement these projects. Multi-use paths identified on the bicycle plans should be aligned to cross roadways at intersections for safe crossing rather than crossing roadways at mid-blocks without traffic control.

Table 10-3: Bicycle Action Plan Projects

Street	From	To	Cost (\$1,000)	Length (ft)
<i>On Street Bike Lanes</i>				
Murdock Road	Urban Growth Boundary	Oregon Street	1,050	5,600
Meinecke Road	Highway 99W	1 st Street	950	5,000
Pine Street	1 st Street	Off street trail	500	2,500
Subtotal			\$2,500	13,100
<i>Off Street Bike Facilities / Trails</i>				
	Roy Rodgers	Meinecke Road	964	11,500
	Villa Road	1 st Street	61	650
	99W	1 st Street	312	6,600
	Urban Growth Boundary	Roy Rodgers Road	496	4,100
	Urban Growth Boundary	Tualatin-Sherwood Road	421	3,300
	Tualatin-Sherwood Road	Sherwood Boulevard	430	4,600
	Sherwood Boulevard	Adams Street	159	1,700
	Tualatin-Sherwood Road	Urban Growth Boundary	449	4,800
	Highway 99W	Woodhaven Drive	93	1,000
	Steller Drive	Sunset Boulevard	149	1,600
	Sunset Boulevard	Saint Charles Way	140	1,500
	Saint Charles Way	Villa Road	112	1,200
	Ladd Hill Road	Existing Trail	41	450
	Sunset Road	Inkster Drive	327	3,500
	Highway 99W	Redfern Drive	730	7,800
Subtotal			\$4,800	55,300
Total			\$7,300	68,400

Table 10-4 outlines the recommended pedestrian projects in Sherwood, which included about 7 miles of new or improved pedestrian facilities. The City, through its Capital Improvement Program (CIP) and bond measure funding (along with joint funding with other agencies such as ODOT, Washington County or development approval) would implement these projects.

Table 10-4: Pedestrian Action Plan Projects

Street	Side	From	To	Cost (\$1,000)	Length (feet)
12 th Street	South	Hwy 99W	Sherwood Boulevard	70	1,300
Borchers Drive	North	Borchers Drive	Houston Drive	64	-
Century Drive	North	Baler Way	Adams Avenue	64	1,200
Division Street	Both	Sherwood Boulevard	Cuthill Place	327	3,000
Edy Road	South	Hwy 99W	Terrapin Drive	125	2,300
Edy Road	North	Borchers Drive	Houston Drive	33	600
Elwert Road	East	Hwy 99W	Orchard Hill Lane	70	1,300
Hwy 99W	East	UGB	Sunset Boulevard	152	2,800
Hwy 99W	East	12th Street	Sherwood Boulevard	35	650
Hwy 99W	East	Sherwood Boulevard	Tualatin-Sherwood Rd	29	550
Hwy 99W	West	12 th Street	Sherwood Boulevard	60	1,100
Hwy 99W	West	Sherwood Boulevard	Tualatin-Sherwood Rd	46	850
Hwy 99W	West	Tualatin-Sherwood Rd	North	55	1,000
Main Street	North	2 nd Street	3 rd Street	17	300
Meinecke Road	North	3 rd Street	Lee Drive	82	1,500
Murdock Road	East	City Limits	Division Street	92	1,700
Oregon Street	North	Murdock Street	Ash Street	109	2,000
Pacific Highway	Both	UGB	Timbrel Lane	164	1,500
Pine Street	Both	Division Street	Railroad	142	1,300
Pine Street	East	Division Street	Sunset Boulevard	65	1,200
Pine Street	East	Oregon Street	Railroad	11	200
Roy Street	North	Murdock Road	Cochran Drive	33	600
Sherwood Boulevard	West	Willow Drive	UGB	44	800
Sunset Boulevard	North	Pine Street	Aldergrove	41	750
Sunset Boulevard	North	Saint Charles Way	Redfern Drive	41	750
Sunset Boulevard	South	Greengate Way	West	38	700
Sunset Boulevard	North	Greengate Way	West	17	300
Timbrel Lane	North	Pacific Highway	Middleton Road	42	750
Washington Street	Both	Division Street	Tualatin Street	50	450
Washington Street	Both	Columbia Street	Oregon Street	38	350
Washington Street	Both	2 nd Street	South	22	200
Willamette Street	South	Roy Street	Division Street	191	3,500
Total				\$2,370	38,000

Motor Vehicle Projects

The Motor Vehicle Action Plan projects reported in Chapter 8 are summarized in Table 10-5. These include street extensions, re-alignments, traffic signals, and other recommended improvements to the city street system. The full scope and estimated costs for these projects require further study, and not all of these projects have identified funding.

The total city street projects included in the Action Plan represent \$74.1 million dollars over the next 20 years. The portion of that total to be funded by the City is \$36.9, which includes \$16.5 million from the Urban Renewal District in the Downtown area. The remaining \$20.4 million does not have specific funding programs identified from existing or new City funding programs. Local developmental projects within the city are expected to fund an additional \$9.3 million dollars of projects, and the County, Region and State are expected to contribute the remaining \$27.9 million through the Metropolitan Transportation Improvement Program (MTIP), Major Street Improvement Program (MSTIP) or other non-city sources.

Table 10-5: Other Motor Vehicle Project Costs for All Funding Sources

Funding Source	Estimated Cost (Million Dollars)
Unfunded City Action Plan Costs	\$20.4
Urban Renewal District	\$16.5
Development Related	\$9.3
County, Regional or State (MTIP, MSTIP, etc.)	\$27.9
Total (City, Development, Other)	\$74.1

Other Transportation Programs and Services

In addition to the physical system improvements identified in the previous section, the transportation facilities will require on-going operation and maintenance improvements across a variety of areas. These other transportation programs are recommended to respond to the specific policies and needs in maintaining roadway pavement quality, supporting safe routes to schools programs, allocations for implementing neighborhood traffic management, and on-going update and support of related planning documents.

Roadway Maintenance

The city does not have a Pavement Management System to aid in making forecasts for roadway patching, re-surfacing and reconstruction, but the a nominal average cost from similar communities is \$14,000 per lane mile. The annual cost was estimated at \$725,000, a portion of which is likely paid for by gas tax revenues from the state. Over 20 years, this accounts for \$14.5 million for on-going roadway maintenance, which is the second highest cost component of the transportation plan. The actual maintenance costs could vary from this estimate.

Neighborhood Traffic Management (NTM)

Specific NTM projects are not defined. These projects will be subject to neighborhood consensus based upon City placement and design criteria. A city NTM program, if desired, should be developed with criteria and policies adopted by the City Council. Traffic humps can cost \$2,000 to \$4,000 each and traffic circles can cost \$3,000 to \$8,000 each. A speed trailer can cost about \$10,000. It is important, where appropriate, that any new development incorporate elements of NTM as part of its on-site mitigation of traffic impacts. Annual allocation of \$75,000 is identified for the program development, and implementation of NTM projects.

School Safety Program

Each school within the city should be evaluated to review the convenience and safety of connections for pedestrians and bicycle travel from the neighborhoods that they serve. A “Safe Route to School” plan identifies key routes for pedestrian and bike circulation around the schools, and suggests needed improvements to traffic controls, crossing management, and on-

site circulation that would improve safety for school-aged children. An annual allocation of \$10,000 is set aside for this purpose.

Transportation System Plan Support Documents

The adopted transportation system plan requires a series of implementing and on-going update steps to retain its usefulness over the next 20 years. This includes refining and updating the affected Public Works Design standards for streets and trails, implementing the suggested development code and Comprehensive Plan text changes, and periodic updates and reviews of forecasts and project priorities. The State suggested that a city should update their TSP every five years to keep current on the latest land development trends, capital project funding conditions, and priorities of the community.

New Funding Sources and Opportunities

The new transportation improvement projects and recommended programs will require funding beyond the levels currently collected by the City. There are several potential funding sources for transportation improvements. This section summarizes several funding options available for transportation improvements. These are sources that have been used in the past by agencies in Oregon. In most cases these funding sources, when used collectively, are sufficient to fund transportation improvements for local communities. Due to the complexity of today's transportation projects, it is necessary to seek several avenues of funding projects. Unique or hybrid funding of projects generally will include these funding sources combined in a new package.

Within the Portland region, funding for major transportation projects often is brought to a vote of the public for approval. This is usually for a large project or list of projects. Examples of this public funding include the Major Streets Transportation Improvement Program (MSTIP) in Washington County or the Westside Light Rail Project. Because of the need to gain public approval for transportation funding, it is important to develop a consensus in the community which supports needed transportation improvements. That is the value of the Transportation System Plan. In most communities where time is taken to build a consensus regarding a transportation plan, funding sources can be developed to meet the needs of the community.

Transportation program funding options range from local taxes, assessments, and charges to state and federal appropriations, grants, and loans. All of these resources can be constrained based on a variety of factors, including the willingness of local leadership and the electorate to burden citizens and businesses; the availability of local funds to be dedicated or diverted to transportation issues from other competing City programs; and the availability and competitiveness of state and federal funds. Nonetheless, it is important for the City to consider all of its options and understand where its power may exist to provide and enhance funding for its Transportation programs.

The following funding sources have been used by cities to fund the capital and maintenance aspects of their transportation programs. There may be means to begin to or further utilize these sources, as described below, to address new needs identified in the Transportation System Plan.

- **General Fund Revenues:** At the discretion of the City Council, the City can allocate General Fund revenues to pay for its Transportation program. (General Fund revenues primarily include property, use taxes, and any other miscellaneous taxes and fees imposed by the City.) This allocation is completed as a part of the City's annual budget process, but the funding potential of this approach is constrained by competing community priorities set by the City Council. General Fund resources can fund any aspect of the program, from capital improvements to operations, maintenance, and administration. Additional revenues available from this source to fund new aspects of the Transportation program are only

available to the extent that either General Fund revenues are increased or City Council directs and diverts funding from other City programs.

- **Voter-Approved Local Gas Tax:** Communities such as Sandy, Woodburn, and Tillamook have adopted local gas taxes by public vote. In Sandy, the tax is 1 cent per gallon, paid to the city monthly by distributors of fuel. The process for presenting such a tax to voters will need to be consistent with Oregon State law as well as the laws of the City of Sherwood.
- **Street Utility Fee Revenue:** A number of Oregon Cities supplement their street funds with street utility fees. Establishing user fees to fund applicable transportation activities and/or capital construction ensures that those who create the demand for service pay for it proportionate to their use. From a system health perspective, forming a utility also helps to support the ongoing viability of the program by establishing a source of reliable, dedicated funding for that specific function. Fee revenues can be used to secure revenue bond debt used to finance capital construction. A street utility can be formed by Council action and does not require a public vote.
- **A single unified System Development Charge –** The SDC would be used as a funding source for all capacity adding projects for the transportation system as well as provide a capital recovery element to compensate for existing capacity paid for by current users. It would replace the existing MCSDC and 99W CAP program and expand the reach into a more generalized format not restricted by geography or specific street purpose but instead would serve all transportation needs ranging from arterials to mass transit and alternative transportation. The SDC should be based on afternoon peak-hour trips rather than the average daily trips currently used for the MCSDC, and should apply to all types of new development (e.g., commercial and residential).
- **Local Improvement District Assessment Revenue:** Subject to voter approval, the City may set up Local Improvement Districts (LIDs) to fund specific capital improvement projects within defined geographic areas, or zones of benefit. LIDs impose assessments on properties within its boundaries. LIDs may not fund ongoing maintenance costs. They require separate accounting, and the assessments collected may only be spent on capital projects within the geographic area. A vote by citizens representing 33% of the assessment can terminate a LID and overturn the planned projects so projects and costs of a LID must meet with broad approval of those within the boundaries of the LID.
- **TEA-21 Grant Revenue:** The Transportation Equity Act for the 21st Century, a federal program, provides for funding of surface transportation programs through grants with local matching. Funds are allocated to the states for distribution to capital projects at the local level. As with all special assistance programs provided by the state and federal governments, funding for specific projects is highly competitive; however these funds may be available for improvements identified in the Transportation Plan.
- **TGM Grant Program:** The State of Oregon TGM Grant Program provides grants for Transportation System Planning Projects. Under Category 1 of the program, projects can include system modeling to determine needs, planning for arterials and collectors, bike and pedestrian plans and public transportation plans. Category 2 includes grants for integrated land use and transportation planning projects. This includes corridor plans, specific development plans, and redevelopment plans for urban redevelopment districts.
- **Direct Appropriations:** The City can seek direct appropriations from the State Legislature and / or U.S. Congress for transportation capital improvements. There may be projects

identified in the Plan for which the City may want to pursue these special, one-time appropriations.

- **Special Assessments:** A variety of special assessments are available in Oregon to defray costs of sidewalks, curbs, gutters, street lighting, parking and CBD or commercial zone transportation improvements. These assessments would likely fall within the Measure 50 limitations. A regional example would be the Westside LRT where the local share of funding was voter approved as an addition to property tax.
- **Employment Taxes:** TriMet collects a tax for transit operations in the Portland region through payroll and self employment taxes. Approximately \$145 million are collected annually in the Portland region for transit.

Also, while not direct funding sources, debt financing can be used to mitigate the immediate impacts of significant capital improvement projects and spread costs over the useful life of a project. Though interest costs are incurred, the use of debt financing can serve not only as a practical means of funding major improvements, but is also viewed as an equitable funding strategy, spreading the burden of repayment over existing and future customers who will benefit from the projects. The obvious caution in relying on debt service is that a funding source must still be identified to fulfill annual repayment obligations.

- **Voter-Approved General Obligation Bond Proceeds:** Subject to voter approval, the City can issue General Obligation (G.O.) bonds to debt finance capital improvement projects. G.O. bonds are backed by the increased taxing authority of the City, and the annual principal and interest repayment is funded through a new, voter-approved assessment on property City-wide (a property tax increase). Depending on the critical nature of any projects identified in the Transportation Plan, and the willingness of the electorate to accept increased taxation for transportation improvements, voter-approved G.O. bonds may be a feasible funding option for specific projects. Proceeds may not be used for ongoing maintenance.
- **Revenue Bonds:** Revenue bonds are debt instruments secured by rate revenue. In order for the City to issue revenue bonds for transportation projects, it would need to identify a stable source of ongoing rate funding. Interest costs for revenue bonds are slightly higher than for general obligation bonds, due to the perceived stability offered by the “full faith and credit” of a jurisdiction.

It is recommended that the City consider establishing a transportation, or street, utility as the backbone of its capital funding approach. Street utility fees can provide a stable source of dedicated revenue useable for transportation system operations and maintenance and / or capital construction. Rate revenues can also secure revenue bond debt if used to finance capital improvements. Street utilities can be formed by Council action, and billed through the City utility billing system. In addition, the City should actively pursue grant and other special program funding in order to mitigate the costs to its citizens of transportation capital construction.

System Development Charge Analysis

Oregon Revised Statute (ORS) 223.297 - 223.314 defines SDCs and specifies how they shall be calculated, applied, and accounted for. By statute, an SDC is either of or the sum of the following two components:

a **reimbursement fee**, designed to recover costs associated with capital improvements *already constructed or under construction*, and

an **improvement fee**, designed to recover costs associated with capital improvements *to be constructed in the future*.

The reimbursement fee methodology must consider such things as the cost of existing facilities and the value of unused capacity in those facilities. The calculation must also ensure that future system users contribute no more than their fair share of existing facilities costs. Reimbursement fee proceeds may be spent on any capital improvements related to the systems for which the SDC applied. Transportation SDCs must be spent on transportation improvements.

The improvement fee methodology must include only the cost of projected capital improvements needed to increase system capacity for growth. In other words, the cost(s) of planned projects that correct existing deficiencies, or do not otherwise increase capacity, may not be included in the improvement fee calculation. Improvement fee proceeds may be spent only on capital improvements, or portions thereof, which increase the capacity of the systems for which they were applied.

In general, an SDC is calculated by adding the applicable reimbursement fee component to the applicable improvement fee component. Each separate component is calculated by dividing the eligible cost by the appropriate measure of growth in capacity. The unit of capacity used becomes the basis of the charge. A sample calculation is shown below where Peak Hour Trips (“PHTs”) are used.

Reimbursement Fee		Improvement Fee		SDC
Eligible cost of capacity in existing facilities	+	Eligible cost of planned capacity-increasing capital improvements	=	SDC (\$ / PHT)
Growth in PHTs		Growth in PHTs		

The calculation of the proposed SDC is summarized below.

Capacity Basis

It is estimated that the existing transportation system in the City of Sherwood supports 10,900 peak-hour trips. At buildout, the system is projected to support 16,900 peak-hour trips. The projects in the Plan will provide the capacity needed by this projected growth of 6,000 peak-hour trips. In the absence of project-specific capacity estimates, it is reasonable to assume that the project list as a whole will provide capacity for growth proportional to the growth in demand. That is to say, at buildout capacity of 16,900 peak-hour trips, 6,000 peak-hour trips, or 35.5% of system capacity, will be attributable to growth now yet to occur. It is reasonable to allocate 35.5% of each project to growth on that basis.

Reimbursement Fee Calculation

We do not recommend that the City adopt a reimbursement fee for the transportation service, because we could not reasonably identify a valid cost basis. More specifically, there are two reasons for this determination. First, the City does not have asset cost records for the transportation infrastructure. Second, construction of the transportation system has been funded through gas tax revenues and a variety of other general tax sources. It would be very difficult, if not impossible, to argue that the owner of a developing property had not already paid for a share of the transportation system through these general taxes.

In the future, with adequate asset records showing facilities that have been funded by SDC receipts, it will be possible to establish a reimbursement fee cost basis. The model has been constructed to allow for such a calculation.

Improvement Fee Calculation

The following approach was taken to determine the cost of capacity-increasing capital improvements, the numerator in the improvement fee calculation, and calculate the fee.

- City staff and DKS Associates compiled a list of needed capital projects for the Transportation System Plan. The sum of this list of project costs was \$74,125.
- The project team then deducted projected funding from other sources, primarily the URD, leaving a “City share” of \$57,675,000. Projects to be funded by the County TIF have not yet been explicitly identified, so this adjustment will be applied later to ensure no double charging.
- The project team then allocated 35.5% of the cost of each capacity-increasing project to the improvement fee cost basis. The sum of this list of capacity-increasing project costs, the gross improvement fee cost basis, was \$20,476,331.
- Next, the current transportation MCSDC fund balance, and the current County TIF fund balance were deducted from the gross improvement fee cost basis to (1) recognize that those fund balances are available for spending on the project list and (2) prevent new customers from paying for those project costs twice. This result, \$15,150,859, was the improvement fee cost basis.
- The improvement fee was then calculated as the improvement fee cost basis divided by growth in PHTs as an estimate of forecasted growth in system capacity. The result of this calculation was an improvement fee of \$2,577 per peak-hour trip.

Recommended System Development Charge

The recommended transportation SDC is the sum of the reimbursement fee (\$0 as recommended in this section) and the improvement fee, adjusted by an administrative cost recovery factor of 2.11%. The administrative cost recovery factor was derived by dividing estimated annual SDC program accounting and administrative costs, including the amortized cost of this study, by forecasted annual transportation SDC revenues.

The SDC calculation is summarized below.

System Development Charge Calculation Summary

I. Reimbursement Fee Cost Basis

Cost of Unused Capacity	\$ -
less: Outstanding Debt Principal	-
less: Contributions in aid of Construction (CIAC)	-
Net Allocable Plant-in-Service	\$ -

Net Existing Plant-in-Service Allocable to Growth	\$ -
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II. Improvement Fee Cost Basis

Project List Total	\$ 74,125,000
less: Other Funding Sources	16,450,000
Subtotal	57,675,000
less: Improvements Allocable to Existing Customers	37,198,669
less: Existing TIF and MCSDC Fund Balances	5,325,472

Net Capital Improvement Costs Allocable to Growth	\$ 15,150,859
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III. Capacity Analysis

Existing Customer Base (Peak-Hour Trips)	10,900
Maximum Customer Base (Peak-Hour Trips)	16,900
Growth's Share as Percentage of Build-out	35.5%

IV. Fee Calculation

Transportation Reimbursement Fee (per P-H T)	\$ -
Transportation Improvement Fee (per P-H T)	\$ 2,525
SDC Subtotal (per P-H T)	\$ 2,525
Administrative Fee 2.04% (per P-H T)	\$ 52

Total SDC per Peak-Hour Trip:	\$ 2,577
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A developing “typical” single family residence would pay a transportation SDC of \$2,577 under this approach.

County TIF Adjustment

It is our understanding from discussions with City staff and County staff, and our review of the TIF code language, that TIF receipts are to be spent only on capacity-increasing transportation system improvements. To the extent that there is or could be duplication in the project costs collected for, the City will need to make an explicit adjustment for the TIF to prevent double charging. The County reported that it does not have a list of TIF-eligible projects in Sherwood – it simply assesses the TIF and remits the proceeds to the City. Therefore, TIF revenues will be available for funding the same projects that form the basis for the City SDC. It is our recommendation that the City credit individual TIF charges against the City SDC in order to prevent this duplication. The net City SDC charged to development would be as illustrated in Table 10-6 below:

Table 10-6: Examples of City Transportation SDC Charge

Description	Amount for One Single-Family Detached House	Amounts per 1,000 Square Feet of Discount Super Store
City SDC per Peak Hour Trip times standard trips per unit	\$2,577	\$6,667
County TIF	\$2,578	\$3,193
Net Payable to City Transportation SDC Fund	\$0	\$3,474

For the residential example, the net fee collected by the city is zero because the county fee is slightly higher than the city fee. However, the TIF charge for the discount super store retail use is \$3,193 per 1,000 square foot, which is significantly less than the city rate, \$6,667, so the collected amount is \$3,474. For a typical 200,000 square foot super store, the SDC fee to the city would be \$694,800. Similar difference would be calculate for all other typical land use categories in the city, and the net fee due compared to the latest Washington County TIF rate would be shown.