

## **LAND USE**

### **A. INTRODUCTION**

The Land Use Chapter forms the backbone of the Comprehensive Plan. It expresses and applies City policy governing the allocation of land resources in the Planning Area. It specifies the kind, location and distribution of land use which the community intends to see developed. The development of land use policy has been the result of a carefully defined planning process which has encouraged the involvement of all persons and agencies with an interest in the use of land within the Planning Area. Policy has been determined based on an analysis of current data and identified policy goals and objectives. Strategies for the implementation of selected policies were determined from an analysis of current data and identified policy goals and objectives. Strategies for the implementation of selected policies were determined from an evaluation of practical alternatives. The goals, policies and strategies contained in this Section are based on the material in Section III-IV of Part I, Background Data and Analysis. General findings relating to the current land use pattern are summarized in Section B of this chapter. More specific findings related to residential, commercial, industrial, public and semi-public land uses are summarized in Sections E through H of this chapter.

### **B. GENERAL FINDINGS**

An existing land use inventory and analysis was conducted in 1977 and again in 1989 to determine factors contributing to the existing pattern of development and the possible effects of the existing land use pattern on future development. A buildable land survey was taken to determine the nature and extent of vacant and developable land which is available and suitable for future urban growth. An analysis of current zoning was made to determine the relationship between land use as it has been planned and land use as it has actually developed. Finally, standards were developed and applied to make a determination of future space needs for each major category of land use. These studies will be periodically updated to provide the most reliable basis for plan policy:

#### **1. EXISTING DEVELOPMENT PATTERN**

- a. Existing development in the Sherwood Planning Area is located in and around the original town center along the Southern Pacific Railroad line. The development pattern clearly indicates the historic reliance of the first community of Sherwood on the railroad for transportation of person and goods.
- b. The development pattern indicates historic growth outward from the original town center grid to the hillside south of the railroad tracks and along major radial streets.

- c. The existing 1990 distribution of developed land by major category in the Urban Growth Boundary is residential 54%; commercial 6%; industrial 17%; and public and semi-public 22% (See Table IV-1).
- d. More recent development in the Six Corners area indicates the market "pull" of the Highway 99W corridor. Highway 99W may be expected to exert a similar influence on development in Sherwood that the railroad has exerted, especially after improvements to the Six Corners intersection and widening of Tualatin-Sherwood Road in 1991-92.

**2. DEVELOPABLE LAND**

- a. About 1641 buildable acres are available within the 1990 Urban Growth Boundary for development. The 2006 Economic Opportunities Analysis, a component of the Economic Development Strategy (EDS) identifies the employment land supply within the Sherwood City limits as of May 2006 as illustrated in Table IV-1 below. Per the table, there are 215.7 vacant acres of employment land and 177 redevelopable acres of employment land within the City limits.

**TABLE IV-1 EMPLOYMENT LAND SUPPLY, SHERWOOD CITY LIMITS MAY 2006**

Zone	Total Acres	Total Developed Acres	Total Constrained Acres	Total Vacant Acres	Total Redevelopable Acres
General Commercial	72.5	37.4	1.4	4.4	30.8
Retail Commercial	84.7	43.6	0	4.3	36.9
Office Commercial	17.4	9.7	1.9	4.7	3.0
Neighborhood Commercial	1.0	0	0	0	1.0
Office Retail	0	0	0	0	0
General Industrial	276.8	153.6	10.8	48.7	74.5
Light Industrial	271.8	87.8	50.1	153.6	30.4
Subtotal Commercial Land	175.7	90.6	3.3	13.4	71.6
Subtotal Industrial Land	548.6	241.4	60.9	202.3	104.9
Total	724.2	332.0	64.2	215.7	177.0

*Source: City of Sherwood Planning Department, May 2006. Excludes areas outside existing city limits including Areas 48 and 54-55.*

- b. About 205 acres, or almost 9% of all land within the urban area, is non-buildable due primarily to flood plains, creek bank slopes, and power line easements.
- c. Assuming a 60/40 residential nonresidential land use distribution in the urban area at full development, approximately 1,158 vacant residential acres

and 503 nonresidential acres would be available and suitable for development to the year 2010. These assumptions from the 1990 plan must be modified and augmented per the data from the EDS Economic Opportunities Analysis and Table IV-1, above.

- d. The most significant amounts of buildable land are located in the north-central portion of the urban area south of Highway 99W, and in the southwest portion of the Planning Area between the present City limits and Old Highway 99W. (See Section III Background Data and Analysis for detailed analysis of buildable land and population holding capacities by Planning Sub area.)

### **3. EXISTING ZONING**

- a. Over half of the acreage within the UGB is zoned for low density residential use. In addition, there is a significant amount of low density use.
- b. Nearly 70% of all land within the UGB is zoned for residential use in areas with medium and high density zoning. The 1990 Plan update rezoned existing, established single family areas near downtown from high density to low density residential.
- c. Table IV-2 illustrates the extent of currently developed lands in the Sherwood UGB.

**TABLE IV-2**  
**1990 SHERWOOD UGB RESIDENTIAL<sup>1</sup> LAND USE**  
**& BUILDABLE LAND INVENTORY**

<b>Land Use/Zone</b>	<b>Total Acres</b>	<b>Built Acres</b>	<b>Unbuildable Acres</b>	<b>Buildable Acres</b>	<b>% of Total Buildable</b>
Very Low Density Residential ( <i>VLDR</i> )	123	7	3	113	7
Low Density Residential ( <i>LDR</i> )	865	163	70	630	40
Medium Density Residential Low ( <i>MDRL</i> )	249	67	31	151	10.5
Medium Density Residential High ( <i>MDRH</i> )	233	41	20	172	9
High Density Residential ( <i>HDR</i> )	91	9	10	72	4
Institutional Public ( <i>IP</i> )	130	130	0	0	0
<b>TOTAL</b>	<b>1691</b>	<b>417</b>	<b>134</b>	<b>1138</b>	<b>70.5</b>

**TABLE IV-3**  
**1989 LAND USAGE ACCORDING TO ZONING DENSITY**  
**SHERWOOD UGB**

<b>Land Use Category</b>	<b>Use</b>	<b>Zoned</b>	<b>% Developed</b>
<b>Residential</b>			
Very Low Density	8	123	6
Low Density	163	865	18
Medium Density	67	249	27
High Density	50	324	15
<b>Commercial</b>			
General	4	64	6
Retail	33	94	35
Office	2	19	10
Industrial			
General	65	305	21

<sup>1</sup> The Economic Opportunities Analysis, incorporated herein and adopted by reference provides up dated inventories for Employment lands within the City limits.

Light	24	216	10
<b>Institutional/Public</b>	130	130	100
<b>TOTAL ACRES</b>	<b>531</b>	<b>2387</b>	

## **C. STATEWIDE HOUSING TRENDS**

Oregon's current and projected housing situation will be reflected in communities like Sherwood. The following facts and trends were prepared by Robert E. Clay, AICP, City of Portland Housing Bureau in the article "Oregon's Housing Future", August 1988.

### **1. FINDINGS**

#### **a. RESIDENTIAL CONSTRUCTION TRENDS**

Housing is generally regarded as a prime indicator of economic activity so that, when the economy is strong, residential building permits increase. A major state and national trend the past few years is the increase in the number of permits for remodeling and rehabilitation which began during the recessionary period of the early 1980's as households adapted their existing housing rather than to sell and "trade-up."

The number of new single and multi-family units reported in Oregon peaked in 1977 with almost 40,000 units and reached a low in 1982 with about 7,500 units. Since 1985, permits have fluctuated between 9,000 and 13,000 units. 1987 saw almost 13,000 units produced. Year-end 1988 is expected to drop about 10 percent to just under 12,000. The Oregon Housing Agency's economist expects new unit production to stay in the 9,000-13,000 range over the next five years. During the 1970's manufactured housing assumed a greater portion of the total new housing units produced.

An analysis of permits reveals that the three-county Portland Metropolitan area has become more predominant since 1985, particularly for multi-family units. Prior to the beginning of the recession in 1981, about 40-50 percent of all new multi-family units were in the Portland region. This trend reflects the growing concentration of economic activity in the Portland Metropolitan area.

#### **b. AGING TRENDS**

It is widely known that the state's and nation's population is aging. The number of persons reaching retirement and at or over 65 years is expected to dramatically escalate beginning about 2003 and reach its peak about 2005 to 2010.

Oregon is regarded as a state that attracts retirees. A major trend toward retirement living is particularly pronounced in certain regions, including Southern Oregon and the Oregon Coast.

California's tremendous in-migration, economic growth, and the affects of

Proposition 13 have greatly reduced that state's ability to provide drastically needed transportation and transit improvement projects. Many experts believe these factors are causing a lowered livability standard, and widespread anti-growth initiatives that may result in Oregon attracting Californians fleeing the livability and housing pinch.

Greater numbers of aged who also live longer and larger numbers of infirm or special needs, creates specific needs for a continuum of housing services for retirees and disabled persons.

In the next 10-20 years, the aging trend should accelerate the consumer popularity in housing types different from the single-family detached residence on individual lot. While less conventional housing types are received with mixed reactions in Oregon, depending on the locality, it is expected that the forces of demographics, lifestyle, affordability, and land availability will significantly alter public perception and acceptance. The aging trend itself should result in larger market shares for condominium construction, planned communities, a variety of elderly congregate care apartments, and manufactured housing parks. Other more specialized housing types such as "commercial flats" or residential lofts created by adaptive reuse of commercial or industrial buildings will likely occur in more densely populated urban areas.

**c. HOUSING NEEDS**

Below is a brief summary characterizing housing needs in Oregon from available data sources and excerpted from a 1984 report titled, "Oregon Housing Trust Fund Feasibility Study", and later reprinted in two other reports published by the Center for Urban Education. Among the studies' many findings were some of the following highlights.

- 1) Twenty to twenty-five percent of Oregonians can afford to purchase the average home, with only seven to ten percent of renters able to afford home purchase. Mortgage delinquencies and foreclosures have climbed sharply and steadily since 1979, as much as a six-fold increase over pre-recession levels.
- 2) During the 1980-85 recessionary period, construction and forest products employment plummeted alarmingly, down 50 percent and 33 percent respectively. New construction permits fell 83 percent from 1979 levels.
- 3) The feasibility study also found that despite what are generally perceived in Oregon as low rents, many Oregonians are burdened by their rent payments. Nearly 40 percent pay more than 30 percent of

their income for rent and utilities. The vast majority of these burdened renters- 81 percent- are poor, with family incomes below \$10,000. Twenty-eight percent of Oregon renters live in substandard housing, and of these, nearly two-thirds are poor.

- 4) The study found that among the state's poorest citizens, many are doubly disadvantaged by special needs, which increase their housing costs. Nearly 53,000 elderly Oregonians spend more than 30 percent on their annual housing costs.

Ninety percent of these individuals have yearly incomes below \$10,000. The housing and related social service costs for the mentally and physically handicapped are heavy. However, the state has few reliable statistics on the number of Oregonians in such need.

- 5) More than 40 percent of Oregon's single parent households must devote an excessive portion of their income to housing. Nearly 70 percent of these, or 33,600 families, are poor. The vast majority, perhaps 90 percent, are female heads of household.
- 6) Statewide statistics on the homeless and single-room-occupancy (SRO) hotel tenants are unavailable. There are at least 3,400 such citizens in Portland alone. The 1979 median income for single-room-occupancy in Portland was \$3,120.
- 7) Oregon's farm work force fluctuates seasonally, numbering between 1,000 and 19,000 workers. Farm workers are among Oregon's poorest citizens. Annual income for a family of six averages \$3,900.

**d. SUMMARY OF EMERGING HOUSING TRENDS**

Below are a few highlights of current and future housing issues which trends indicate will challenge planners and decision makers in the future.

- 1) An increase in elderly households will result in a greater number of retirement communities and housing types with a wider range of human services and care required. It will also result in finding more creative ways for the elderly on low fixed incomes to maintain their homes, possibly through shared equity, reverse annuity financing, or shared housing programs.
- 2) A wider range of community based housing and human services models to provide supervised living to the developmentally disabled that earlier might have been institutionalized will necessitate further solutions to land use siting issues.

- 3) A substantial demand for migrant farm worker housing in rural locations and areas of exclusive farm use that necessitates finding solutions to land use siting problems.
- 4) A gradual restructuring of Oregon's economy toward service sector employment and high technology manufacturing may result in overall lower wage levels than lumber and wood product industries, making it difficult for service worker incomes to keep pace with housing prices.
- 5) An increase in the overall proportion of non-traditional family household units, particularly smaller households living arrangements. These factors, when combined with increasing costs of services, land and construction will necessitate flexibility in planning and zoning regulations to permit greater use of common wall construction, zero lot line, planned unit development, rowhouses, and accessory apartments.
- 6) Rapidly changing construction technology requires local governments to review building code enforcement, zoning ordinances, and permit processing requirements.
- 7) Increasing scarce residential land will necessitate vigilant review of local ordinances, flexible site designs for clustering with common open space and reduced lot sizes to reduce costs of housing and infrastructure while still appealing to consumer interest.
- 8) Consumer interest in manufactured housing will continue to challenge local governments on ways to best accommodate the compatible siting on this housing form.

Lastly, the Oregon State Housing Council Plan priorities for 1988-1990 are summarized below.

Priority One:	Low Income Housing
Priority Two:	Migrant Housing
Priority Three:	Housing for the Disabled
Priority Four:	Housing Availability and Affordability

## **D. POLICY GOALS**

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

To locate land uses so as to:

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

## **E. RESIDENTIAL LAND USE**

### **1. FINDINGS**

#### **a. Residential Growth**

Residential growth in Sherwood has been slow due primarily to a lack of sewer treatment capacity in the 1970's, the lack of easy access and the Oregon recession in the 1980's. Growth between 1970 and 1977 averaged 41 units per year. Between 1980 and 1987 there was an average of 24 units built per year in the Sherwood UGB. An additional 468 to 4800 housing units by 2010 will be needed to accommodate new population expected to locate in Sherwood depending on growth conditions.

#### **b. Housing Density and Mix**

Developed residential uses in Sherwood are currently characterized by single family units on larger lots and low density multi-family developments. Residential density refers to the number of dwelling units per acre of residential land. Within the 1977 City limits, the most typical developed lot was between five and eight thousand square feet. By 1989 this had changed very little.

Based on the Plan and Zone Map adopted in December, 1990, Table IV-4 illustrates the planned residential land use by zone, the number of gross buildable acres and the dwelling unit capacity. The overall average density is 6.9 dwelling units per acre.

Residential mix refers to the percentage distribution of units of varying density ranges and housing types. The following table summarizes previous and planned housing density and mix within the City limits and UGB.

**TABLE IV-3 HOUSING DATA\***

<b>Total Housing Units</b>	<b>City Limits</b>		<b>UGB</b>		<b>School District</b>	
1980	919		1016		3357	
1985	1030		1138		4117	
1987	1069		1183		4329	
1990	1139		1315		4927	
2005	1482		1979		7532	
<b>Single Family</b>	<b>City</b>		<b>UGB</b>		<b>School District</b>	
1980	767	83.5%	848	83.5%	2702	80.5%
1985	854	82.9%	944	82.9%	3354	81.2%
1987	885	82.8%	979	82.8%	3517	81.2%
1990	945	82.9%	1090	82.9%	3978	80.7%
2005	1246	84.2%	1663	84.1%	6015	79.9%
<b>Multiple Family</b>						
1980	152	16.5%	168	16.5%	656	19.5%
1985	176	17.1%	195	17.1%	763	18.5%
1987	184	17.2%	204	17.2%	812	18.8%
1990	194	17.1%	224	17.1%	949	19.3%
2005	236	15.9%	316	15.9%	1516	20.1%
<b>Owner/Renter 1980</b>						
Total Occupied Units	893	100.0%	987	100.0%	3192	100.0%
Owner Occupied	683	76.5%	755	76.5%	2338	73.2%
Renter Occupied	210	23.5%	232	23.5%	855	26.8%
<b>1985 Household Income</b>	1042	100.0%	1145	100.0%	3852	100.0%
Less than \$10,000	68	6.6%	75	6.6%	285	7.4%
\$10,000 to \$14,999	121	11.6%	133	11.6%	386	10.0%
\$15,000 to \$24,999	247	23.7%	271	23.7%	1000	26.0%
\$25,000 to \$34,999	201	19.3%	221	19.3%	741	19.2%
\$35,000 to \$49,999	277	26.6%	304	26.6%	807	20.9%
\$50,000 or More	127	12.2%	140	12.2%	633	16.4%
<b>Mean Household Income</b>	\$33,518		\$33,518		\$33,930	

**\*Data provided by MSDB**

The single family/multi-family mix of 82% to 18% during the 1980's when compared to the regionally defined year 2000 target of 50% to 50% reveals a need to develop additional multi-family units. Citizen input received from surveys and Sherwood Citizens Planning and Advisory Committee meetings during the original plan development strongly supported the concept of keeping overall housing densities consistent with the current "small town" atmosphere. A need for a proper balance of single family and multi-family units was also recognized. Emphasis was given to medium density multi-

family units in properly balancing the stock of low density single family detached units. Single family/multi-family mix of 65/35 was generally felt to be an acceptable balance. Although vacant, properly zoned land has been available, there has never been a market demand for multi-family housing in Sherwood. This is expected to change. A summary of the number and distribution of new units based on the Plan Map is shown in Table IV-6.

c. Existing Housing Conditions

A City survey of housing conditions in 1978 indicated that ninety-eight percent of Sherwood's current units were standard. A housing conditions survey was not done in 1989 but it is estimated that housing conditions were about the same.

d. Manufactured Housing Need

In the three single family residential zones (VLDR, LDR, and MDRL) there are 894 gross buildable acres. At an average density of 6 dwelling units an acre, there are 5,364 (894 x 6) potential single family dwelling units. Of those, 76% are expected to be conventional housing in the VLDR and LDR zones, and 24% can be expected to be manufactured or conventional housing. This is surmised because 24% of Sherwood's population has an annual income of \$5,000-\$24,999, (1985 data), the income required to qualify for a manufactured home on a lot.

Based on the above data, the following table illustrates the allocation and land needs for single family and manufactured housing on individual lots.

<u>Single Family Housing</u>	<u>% Split</u>	<u>Units Dwelling</u>	<u>Gross per Acre</u>	<u>Acres Needed</u>
Conventional	76%	4,077	6	680
Manufactured or Conventional	24%	1,287	6	215

As illustrated in Table IV-4, there are 743 acres zoned VLDR and LDR for strictly conventional housing, and 151 acres zoned MDRL, for conventional or manufactured housing. This indicates a shortage of 64 acres available in the MDRL zone for manufactured housing. Therefore, the City permits manufactured homes on individual lots in the MDRH zone, of which there are 172 buildable acres (Table IV-4). The City then exceeds the requirements for meeting the needs of manufactured housing.

## 2. RESIDENTIAL PLANNING DESIGNATIONS

### a. GENERAL OBJECTIVES:

1. Encourage the formation of balanced neighborhoods with a mix of residential, commercial, institutional and recreational uses appropriate to local resident needs.
2. See to provide housing which meets local needs with regard to style, price, density, quality and energy efficiency.
3. Specify the purpose and density requirements for residential land use classifications used in the Comprehensive Plan.

### b. POLICIES AND STRATEGIES

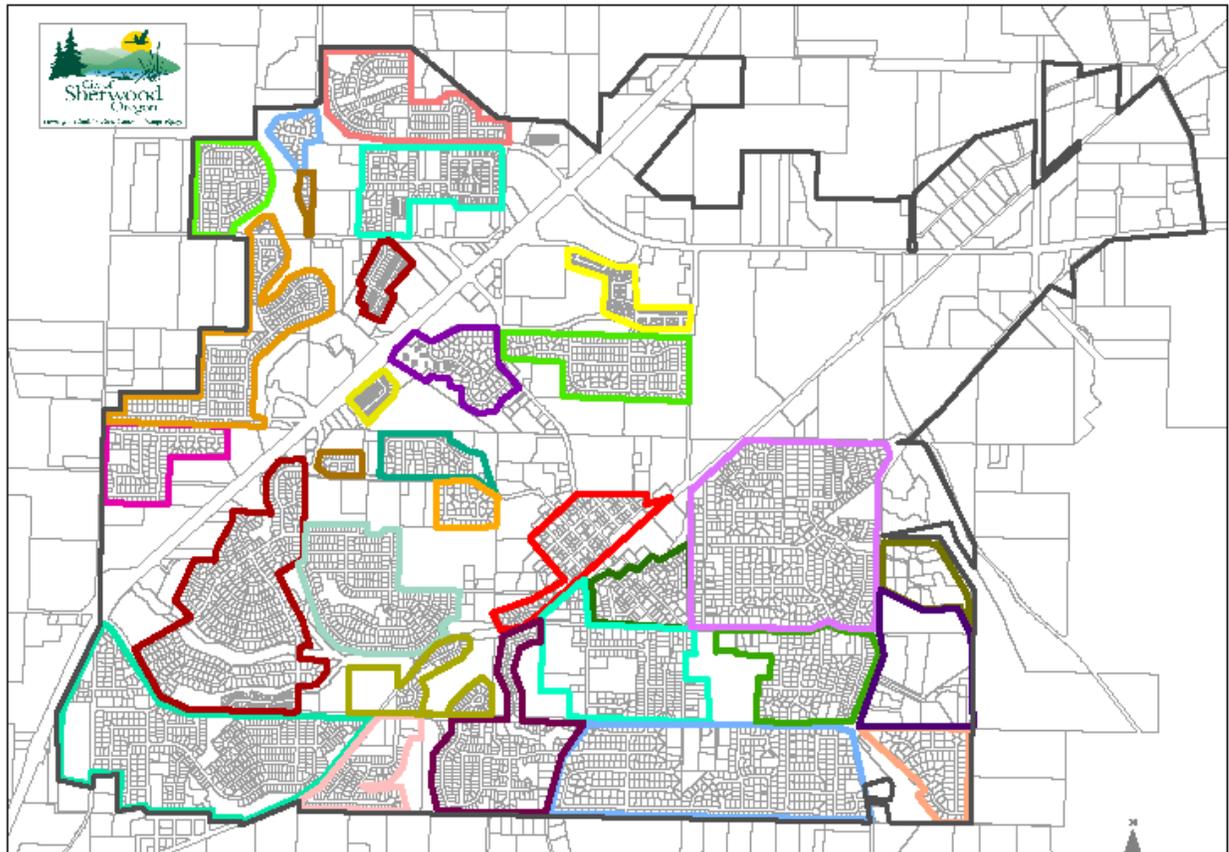
To meet the above objectives the following policies shall be established.

**Policy 1 Residential areas will be developed in a manner which will insure that the integrity of the community is preserved and strengthened.**

#### **Strategy:**

- Higher density residential development will be located so as to take advantage of arterial and major collector streets; nearby shopping, parks, mass transit and other major public facilities and services.
- All residential development will be located so as to minimize the impact of nonresidential uses and traffic.
- New housing will be located so as to be compatible with existing housing. Infill and redevelopment projects will not adversely affect established neighborhoods, and additional public notice will be required for infill projects, as depicted on the “Infill Notification Area” map, Map IV-1.
- Buffering techniques shall be used to prevent the adverse effects of one use upon another. These techniques may include varying densities and types of residential use, design features and special construction standards.
- The City will encourage the use of the Planned Unit Development (PUD) on parcels of five acres or more in all residential land use categories in order to allow flexibility and innovation in site development and land use compatibility.

Map IV-1 Infill Notification Area



Note: Color coding not significant.  
Used to visually distinguish notification areas.

**Policy 2**      **The City will insure that an adequate distribution of housing styles and tenures are available.**

**Strategy:**

- New developments will be encouraged to provide an adequate distribution of owner occupied and renter occupied units of all types and densities.
- The City will allocate land to residential densities and housing types in accordance with a periodic assessment of housing needs.
- The City will maintain a minimum overall density of six (6) dwelling units an acre.

**TABLE IV-4**

**PLANNED RESIDENTIAL LAND USE AND POPULATION  
FOR THE SHERWOOD UGB (2010)**

<b>Plan Use</b>	<b>Total Acres</b>	<b>Unbuildable Acres</b>	<b>Gross Acres</b>	<b>Buildable Acres</b>	<b>Residential per Acre</b>	<b>Dwelling Unit Capacity</b>
VLDR	123	10	113		3	339
LDR	865	235	630		5	3150
MDRL	249	98	151		8	1208
MDRH	233	61	172		11	1892
HDR	91	19	72		16	1152
<b>Totals</b>	<b>1561</b>	<b>423</b>	<b>1138</b>			<b>7741</b>

Average density of buildable land: 7741 du/1138 gross acres = 6.9 du per acre

(du - dwelling unit)

**Policy 3      The City will insure the availability of affordable housing and locational choice for all income groups.**

**Strategy:**

The City will participate in the regional “fair share” housing program to provide housing opportunities for the low and moderate income, elderly, large family and handicapped household.

- The City will reduce housing costs by allocating land for smaller lot single family and manufactured housing uses, providing multi-family housing opportunities, expediting the development review process, and assuring that an adequate supply of buildable land is available for all residential categories of use.
- Housing shall be of a design and quality compatible with the neighborhood in which it is located.

**Policy 4      The City shall provide housing and special care opportunities for the elderly, disadvantaged and children.**

**Strategy:**

- Residential homes for physically or mentally handicapped persons shall be a permitted use in single family zones.
- Residential care facilities for mentally handicapped persons shall be permitted as a conditional use in the City’s medium and high density zones.

- Family Day Care Providers which accommodate fewer than 13 children or less in the providers home, shall be permitted in residential and commercial zones.
- For elderly family members, accessory units, elder cottages, homesharing or share-living residences may be a conditional use in some residential zones.

**Policy 5      The City shall encourage government assisted housing for low to moderate income families.**

**Policy 6      The City will create, designate and administer five residential zones specifying the purpose and standards of each consistent with the need for a balance in housing densities, styles, prices and tenures.**

c.      **RESIDENTIAL ZONES OBJECTIVES**

The following subsection defines the five residential land use classifications to be used in the land use element giving the purpose and standards of each. All density ranges are for minimum lot sizes and shall not restrict larger lots within that residential designation. For each residential designation on the Plan/Zone Map, maximum density has been indicated. The maximum density represents the upper limit which may be allowed - it is not a commitment that all land in that area can or should develop to that density. The implementing ordinances contained in the City Zoning Code define the circumstances under which the maximum density is permissible. Density transfers are applied in instances where appropriate to achieve the purposes of the Plan such as the encouragement of quality planned unit developments, flood plain protection, greenway and park acquisition, and the use of efficient energy systems. Unless these circumstances pertain, the maximum density allowable will be specific in the zoning standards for each designation.

**1)      Very Low Density Residential (VLDR)**

Minimum Site Standards:

1 DU/Acre, 1 acre minimum lot size

This designation is intended to provide for single family homes on larger lots and in PUD's in the following general areas:

- Where natural features such as topography, soil conditions or natural hazards make development to higher densities undesirable. This zone is appropriate for the Tonquin Scabland Natural Area.
- Along the fringe of expanding urban development where the

transition from rural to urban densities is occurring.

- Where a full range of urban services may not be available but where a minimum of urban sewer and water service is available or can be provided in conjunction with urban development.

**2) Low Density Residential (LDR)**

Minimum Site Standards:

5 DU/Acre, 7000 sf lot minimum

This designation is intended to provide for the most common urban single family detached home. The designation is applicable in the following general areas:

- Where single family development on individual lots will be compatible with existing natural features and surrounding uses.
- Where a full range of urban facilities and services are provided or can be provided in conjunction with development.
- Where major streets serving development are adequate or can be provided in conjunction with development.

**3) Medium Density Residential Low (MDRL)**

Minimum Site Standards:

8 DU/Acre, 5,000 sq. ft. lot minimum

This designation is intended to provide for dwellings on smaller lots, duplexes, manufactured homes on individual lots, and manufactured home parks. The designation is applicable in the following general areas:

- Where there is easy access to shopping.
- Where a full range of urban facilities and services are provided in conjunction with development.
- Where major streets are adequate or can be provided in conjunction with development.

**4) Medium Density Residential High (MDRH)**

Minimum Site Standards:

11 DU/Acre, 3,200-5,000 sf lot minimum.

This designation is intended to provide for a variety of medium density housing styles, designs, and amenities in keeping with sound site planning. Included in this designation are, low density apartments and condominiums, manufactured homes on individual lots, and row housing. This designation is applicable in the following general areas:

- Where related institutional, public and commercial uses may be appropriately mixed or are in close proximity to compatible medium density residential uses.
- Where a full range of urban facilities and services are provided in conjunction with development.
- Where medium urban densities can be maintained and supported without significant adverse impacts on neighborhood character or environmental quality.

**5) High Density Residential (HDR)**

Minimum Site Standards:

16 DU/Acre, 2,000-5,000 sf lot minimum

This designation is intended to provide for high density multi-family urban housing with a diversity in style, design and amenities in keeping with sound site planning principles in the following general areas:

- Where related public, institutional and commercial uses may be mixed with or are in close proximity to compatible high density residential uses.
- Where a full range of urban facilities and services are available at adequate levels to support high density residential development.
- Where direct access to major fully improved streets is available.
- Where higher density development will not exceed land, air or water carrying capacities.

## F. ECONOMIC DEVELOPMENT

### 1. INTRODUCTION

In 2006, the Sherwood Urban Renewal Policy Advisory Committee (SURPAC) led an update to the City's Economic Opportunities Analysis, a part of a greater Economic Development Strategy (EDS). During this process, a vision for economic development in Sherwood was developed:

*The City of Sherwood will drive economic development and support businesses that provide jobs for our residents by building on our assets and developing the necessary infrastructure to retain existing businesses and support new businesses. Economic development also will be supported by maintaining our livability and character as a clean, healthy, and vibrant suburban community where one can work, play, live, shop and do business.*

SURPAC and the City recognized that a strong and diversified local economy is important both for a community's identity and its tax base. Sherwood is a thriving "bedroom" community largely due to its close proximity to the City of Portland job market. The comprehensive land use plan represents a tool the City has to provide opportunities for a variety of economic activities. The Economic Development Strategy and the Economic Opportunities Analysis, adopted as part of the Comprehensive Plan, contains the following information:

- The economic trends at the national, state and local level.
- The site requirements of business and industry.
- The availability of industrial and commercial land.
- The community's economic development potential.
- The ability to provide industrial and commercial areas with public facilities.
- The amount of land needed to fulfill the economic objectives of the City.
- Short, medium and long term growth objectives with an emphasis on short-term developable land.
- A fiscal analysis.
- An action plan to implement the strategy.

## **2. ECONOMIC OPPORTUNITIES ANALYSIS**

The Economic Opportunities Analysis (EOA) includes the following elements: a review of national, state, and local trends; a discussion of the types of sites that will be needed by industrial and commercial uses; an inventory of the industrial and commercial lands; and, an assessment of the City's economic development potential. It was adopted by the City and is contained under separate cover, but incorporated by reference into this section.

### **G. SUMMARY ECONOMIC ANALYSIS**

#### **1. PROBLEMS AND OPPORTUNITIES**

The following economic problems and opportunities were identified by citizens, SURPAC, the Planning Commission and the City Council during the development of the 2006 EDS.

##### **Jobs/Housing Imbalance**

Sherwood is “housing rich and jobs poor” compared with the rest of Washington County. The jobs-to-population ratio is only 0.30 in Sherwood, 0.10 less than Washington County. Sherwood had an estimated 14,940 residents in 2005, up from only 3,093 residents in 1990. The rapid growth rate in Sherwood has begun to flatten a bit in recent years, but still averages 4.8 percent annually. Existing employment levels for Sherwood are estimated to range from 3,992 to 4,315 jobs.

Adequate land is available to provide for expanded local job opportunities, but not all job growth would require new development. Local infill, redevelopment, and home-based employment are expected to accommodate none of the industrial jobs, 5-15% of all commercial-service jobs, and 30-40% of all commercial-retail jobs. This equates to up to 688 jobs being accommodated through infill, redevelopment, and home-based employment.

##### **Workforce Development**

A lack of qualified labor (for manufacturing operations) was identified as a weakness in the 2006 Business Outreach Survey. The vast majority (85%) of Sherwood's labor force commutes outside of the urban area to work. The City should identify the workforce needs of local employers and train Sherwood residents to fill these positions.

**Business Retention**

The 2006 Business Outreach Survey found that over half of the business respondents indicated that they have plans to expand their operations. One half of the respondents stated that they have no room to expand on their current site, and one out of four said they would need to find a different location in order to grow.

The City should focus on retaining and expanding existing commercial and light industrial employers. Sherwood’s manufacturing jobs provide family wages. A major issue will be working with existing businesses to help them expand, as appropriate, on site in Sherwood, including assistance with building rehabilitation or relocation to other sites within the city.

**Business Recruitment**

Sherwood is dominated by residential use. "Bedroom" communities often find it difficult to hold down taxes and at the same time provide quality services due to a lagging tax base and a lack of commercial and industrial expansion. Local and sub-regional commercial, light industrial and institutional development activities appear to have the greatest development potential within Sherwood in both the near- and long-term.

Commercial

Sherwood should explore commercial infill and redevelopment as a short-term strategy, and plan for integrated commercial development within future master-planned employment and neighborhood districts, including Areas 48, 54-55, and 59.

Industrial

Existing industrial development in Sherwood is dominated by durable good manufacturing. The city’s employment base is heavy in manufacturing (27% of all employees), compared to the state (13%) and the remainder of Washington County (20%). An opportunity exists to attract several target industries identified by the state which will help diversify the local economy.

In the short-term, Sherwood should develop a proactive marketing strategy aimed at further defining, enhancing, and attracting existing high-growth industry clusters, including industries such as:

- Small to mid-size light manufacturing establishments
- Specialty contractors and construction firms
- Creative service individuals and establishments
- Amusement, recreation, sporting and lodging services
- Educational facilities
- Nursing and health care support services

Long term strategies should include planning for new industrial sites (with integrated commercial and residential development) within future master-planned employment districts in Area 48.

The city has a number of amenities to entice new businesses, such as accessibility to public facilities, I-5 and I-205, regional labor force and market centers, good schools, an attractive downtown and cultural and recreational amenities. However, investments should be made to

ensure that public infrastructure, such as public utilities and roads, meets the needs of potential employers.

**Tourism**

Tourism – cultural, sports, wilderness, wine country, hotels/bed and breakfast is a major opportunity for Sherwood. The issue is that the resources are not fully developed. A plan for maximizing Sherwood’s location and assets is not in place.

The focus on tourism should include:

- Sports Town USA Initiative: The City has taken several steps to position itself as a regional destination for youth and amateur sporting events, including spending \$90,000 in 2004 to install artificial turf fields at the Sherwood High School for football and other sports. Develop a business strategy that encourages sports clubs to use Sherwood’s recreational facilities for sports tournaments.
- Sherwood has identified itself as the “Gateway to Oregon Wine Country.” Continue to promote Sherwood area wineries.
- Tualatin National Wildlife Refuge opened to the public on June 3, 2006 as an important natural resource center that hosts 30,000 migratory species of birds along the banks of the Tualatin River. The refuge included a \$4.6 million public investment and offers 1,300 acres of open space, environmental learning opportunities, and pathways.
- Hotel/Motel Initiative. The city council has expressed interest in identifying a site and recruiting a tenant for a future hotel or motel within the city limits, which would support economic development and provide an additional source of tax revenue.

**Downtown Revitalization**

The city’s primary commercial areas are Old Town and the Six Corners area, located around the intersection of Pacific Highway (Highway 99W), Tualatin-Sherwood Road and Sherwood Boulevard. While Sherwood should experience a trend toward decentralization of many retail and service uses. An opportunity exists to comprehensively plan for expanded commercial growth near Six Corners while revitalizing the historic Old Town area. The Sherwood Urban Renewal District is completing a major downtown streetscape project. The City should continue to invest in the downtown area by redeveloping the Cannery site, enhancing public parking, and enhancing amenities (such as parks and wireless internet access).

**2. POLICY GOAL**

The City will allocate land and monetary resources so as to encourage balanced economic growth consistent with Economic Development Strategy.

**H. ECONOMIC DEVELOPMENT POLICIES AND STRATEGIES**

**Policy 1      The City will coordinate on-going economic development planning with involved public and private agencies at the state, regional, county and local level.**

**Strategy:**

- The City will cooperate with the Washington County OEDP Committee through the exchange of data and the development and implementation of a County Economic Development Plan.
- The City will develop and update an economic database through a two-way sharing of information between public and private agencies involved in economic planning.

**Policy 2      The City will encourage economic growth that is consistent with the management and use of its environmental resources.**

**Strategy:**

- The City will adopt and implement environmental quality performance and design standards for all industrial, commercial and institutional uses.
- The City will seek to attract non-polluting industries to the urban area.
- The City will acquire and preserve the Cedar Creek and Rock Creek greenways and provide bikeway and pedestrian linkages between residential and non-residential areas.

**Policy 3      The City will direct public expenditures toward the realization of community development goals by assuring the adequacy of community services and facilities for existing and future economic development.**

**Strategy:**

- The City will develop and implement a 5-year capital improvements program and budgeting system for land acquisition and capital facilities development consistent with the Comprehensive Plan.
- The City will coordinate planning with special districts providing services to the urban area to assure the adequacy of those services to support economic development.
- The City will continue to develop plans and improvement programs for parks, libraries and other “soft” services, recognizing that adequate facilities in these areas are an important component in business attraction and retention.

**Policy 4      The City will seek to improve regional access to the urban area as a means to encourage local economic development.**

**Strategy:**

- The City will work with the cities of Tualatin, Tigard, and Wilsonville, MSD, and Tri-Met to improve local access to the Planning Area via Highway 99W and I-5. See transit policies in Chapter 6.
- The City will encourage the maximum use of the railroad corridor, encourage the development of spur service lines where needed and evaluate the feasibility of passenger service.

**Policy 5      The City will seek to diversify and expand commercial and industrial development in order to provide nearby job opportunities, and expand the tax base.**

**Strategy:**

- The City will encourage the revitalization of the Old Town Commercial area by implementation of 1983's "Old Town Revitalization Plan" and the Old Town Overlay Zone.
- The City will encourage the development of light industrial and office parks.
- The City will seek to attract industries that are labor and capital intensive.
- The City will seek to attract "target" industries which will expand industrial sectors inadequately represented in the urban area in order to diversify and stabilize the local economy.

**Policy 6      The City will seek funding through EDA or HUD for the rehabilitation of the Old Town and Washington Hill neighborhoods.**

**Strategy:**

- The City will seek implementation of new and rehabilitated housing goals set in the Regional Housing Opportunity Plan.
- The City will encourage the provision of affordable housing by designating areas within the City for medium density and high density developments, and by participating in State and Federal housing subsidy programs.

**In addition to the policies and strategies developed by the Community with the 1990 Comprehensive Plan, the Economic Development Strategy (EDS) developed in 2006 includes the following policies and strategies (referred to as goals and objectives in the EDS).**

**Policy 1: Support existing businesses and recruit additional businesses that provide local family-wage jobs. Replace any employment land rezoned for other uses with other employment land.**

- Strategy 1.1: Capture existing workers in Sherwood who now work elsewhere.
- Strategy 1.2: Provide locations and support for local jobs for local residents.
- Strategy 1.3: Support and build upon manufacturing and other industries likely to produce family-wage jobs.

**Policy 2: Support tourism as an economic engine.**

- Strategy 2.1: Promote the cultural arts and historical attractions as tourism generators.
- Strategy 2.2: Continue to promote sporting events (i.e., Sports Town USA) as a tourism engine for Sherwood.
- Strategy 2.3: Leverage the presence of the Tualatin River National Wildlife Refuge, and its anticipated 50 to 60 visitors per day, to increase tourism in Sherwood.
- Strategy 2.4: Promote Sherwood as the “Gateway to the Oregon wine country.”
- Strategy 2.5: Address the lack of hotels or other bed and breakfast lodging within the city limits to increase Sherwood’s tourism potential.

**Policy 3: Develop the infrastructure and services necessary to support economic development in Sherwood.**

- Strategy 3.1: Identify and protect strategic industrial and other employment sites.
- Strategy 3.2: Prioritize infrastructure improvement projects according to their anticipated economic benefit.
- Strategy 3.3: Calculate the employment land mix necessary to help the city be self-sustaining in terms of the provision of adequate utilities and services.
- Strategy 3.4: Encourage the growth of a variety of restaurants and retail establishments that would cater to business people.
- Strategy 3.5: Improve transportation access to support tourism and other economic development strategies.

**Policy 4: Develop a local workforce of residents whose skills are compatible with the needs of local businesses.**

- Strategy 4.1: Identify the workforce needs of local employers.
- Strategy 4.2: Provide workforce training for Sherwood residents.

**I. COMMERCIAL LAND USE**

**1. FINDINGS**

- a. Existing commercial development currently comprises only six percent of present City limits development and one percent of the Planning Area's total acreage. Commercial development is concentrated in two principal areas; at Six Corners and in a five block portion of the downtown grid. Scattered uses are found north along No. Sherwood Blvd. from the downtown grid and along Highway 99W southwest of Six Corners.

Significant growth in commercial development did not occur until 1977 when the eleven acre Sherwood Plaza Shopping Center at Six Corners was built. Between 1977 and 1989 there was very little additional commercial development. Existing commercial uses are of a primarily retail/service nature.

- b. Commercial Space Needs

Sherwood has historically depended on nearby communities such as Tualatin and Tigard for commercial services. The City has not had the market area population to support more than a minimal commercial sector. The planned Tualatin-Sherwood Road widening will change that pattern by greatly improving access to and from Sherwood to regional freeways. If a Western Bypass is built, accessibility will dramatically improve.

Taking into consideration a market area comprising the Sherwood Urban Growth area and the larger Sherwood School District the 1987 population potentially served by existing commercial development is about 11,000 persons. Projected School District population may be expected to reach 18,000 by 1990 and over 19,000 by the year 2005. Using existing market conditions and projected growth, future commercial space needs may be estimated. Using the Washington County overall average of 27.3 retail and non-retail employees per acre and the Metro projection of 3170 employees by 2005, 116 commercial acres are needed. Using this same average for the market area projected population of 9925, there is a need for 363 retail and non-retail commercial areas by 2005.

- c. Retail

Prior to the development of the shopping center along Highway 99W at Six Corners, the historic downtown area served as the major commercial center for the community. Due to the lack of available land adjacent to the old downtown area and the competitive market advantage of Hwy. 99W and the Six Corners shopping area, it is anticipated that there will be little expansion of the downtown retail commercial area. The buildable land inventory identifies 94

acres zoned Retail Commercial, 61 of which are vacant.

d. Non-Retail

The Sherwood area is favorably situated for various kinds of non-retail enterprises which distribute goods and services throughout Washington County. Currently non-retail or "heavy" commercial uses are mixed with retail uses in the City.

e. Neighborhood Convenience Centers

In addition to centralized retail commercial uses, a need for small neighborhood convenience centers is foreseen. These centers would be located in or near residential areas so as to be easily accessible by pedestrian, bicycle or vehicle. Experience in other cities has shown that convenience centers including three or four uses on from 1 to 3 acres will serve a population of 2,000 to 4,000 persons.

**2. COMMERCIAL PLANNING DESIGNATIONS**

a. General Objectives

- 1) To provide for commercial activities which are suitable to regional, community and neighborhood demand.
- 2) To locate commercial activities with safe and convenient access by consumers.
- 3) To encourage the location of commercial uses in well-planned commercial centers.
- 4) To provide an adequate amount of serviceable commercial land that meets market demand.

b. Policies and Strategies

In order to address the above general objectives the following policies are established.

**Policy 1 Commercial activities will be located so as to most conveniently service customers.**

**Strategy:**

- Community wide and neighborhood scale commercial centers will be established.
- Commercial centers will be located so that they are easily accessible on major

roadways by pedestrians, auto and mass transit.

- Neighborhood commercial centers will be designated in or near residential areas upon application when need and compatibility to the neighborhood can be shown.

**Policy 2      Commercial uses will be developed so as to complement rather than detract from adjoining uses.**

**Strategy:**

- Commercial developments will be subject to special site and architectural design requirements.
- The number and locations of commercial use access will be limited along major streets in accordance with the City’s Transportation Plan.
- Non-Retail and primarily wholesale commercial uses will be separated from retail uses where possible.
- The older downtown commercial area will be preserved as a business district and unique shopping area.
- A buffer between commercial uses and adjoining greenways, wetlands, and natural areas shall be established.

**Policy 3      Highway 99W is an appropriate location for commercial development at the highway’s intersections with City arterial and major collector roadways.**

**Policy 4      The 1983 “Sherwood Old Town Revitalization Plan” and its guidelines and strategies are adopted as a part of the Sherwood Comprehensive Plan.**

- The City will continue to encourage implementation of the goals, objectives, strategies and improvement projects outlined in the “Old Town Revitalization Plan.”

c.      Commercial Planning Designation Objectives

1)      Retail Commercial (RC)

This designation is primarily intended to provide areas for retail and service uses which are of a type and size to serve community wide needs consistent with sound site planning.

This designation is intended for the following general areas:

- Where retail and service uses can be centrally located in the

community and/or are easily accessible on major fully improved streets from all areas of the City.

- Where the creation and/or expansion of planned commercial center(s) will not create undue congestion or produce substantial conflicts with the established land use pattern.
- Where concentrations of residential use are, or in the foreseeable future will be sufficient to support retail activity.
- Where adequate off-street parking and pedestrian ways are provided or can be provided in and near where development is to occur.
- Where a full range of urban facilities and services are available or can be provided in conjunction with development.

2) General Commercial (GC)

This designation is intended to provide for primarily highway, wholesale, and large commercial uses which may not be appropriate in central retail areas or within residential neighborhoods. This designation is applicable in the following general areas.

- Where uses may be separated from primarily retail and personal service land uses.
- Where impacts on residential uses can be minimized.
- Where adequate off street parking, good pedestrian access and access onto major streets is or can be made available.
- Where a full range of urban facilities and services are available or can be provided in conjunction with development.

3) Office Commercial (OC)

This designation is intended to provide for business and professional offices and related uses in locations where they can be closely accommodated with residential areas and adequate major streets. This designation is applicable in the following general areas:

- Where access onto major streets can be safely provided and where there is adequate off-street parking.
- Where a full range of urban facilities and services are available or

can be provided in conjunction with development.

- Where impacts on residential areas can be minimized.

4) Neighborhood Commercial (NC)

This designation is intended to provide for neighborhoods serving small scale retail and service uses consistent with sound site planning in the following general areas:

- Areas which are within reasonable walking distance from living areas and/or convenient access by way of collector or arterial streets.
- Areas where retail or service uses can be adequately screened from adjoining living areas so as to enhance rather than detract from the residential character of the neighborhood. Site review standards relating to setbacks, landscaping, buffering, signs, access and architectural features shall assure compatibility with surrounding uses.
- Where a full range of urban facilities and services are available or can be provided in conjunction with development.

5) Old Town (OT)

The OT zoning district is an overlay district generally applied to commercially zoned property, and residential properties with the potential for commercial conversion, in the Smockville Subdivision, also known as Old Town. The OT zone recognizes the unique and significant characteristics of Old Town, and is intended to provide development flexibility with respect to uses, site size, setbacks, heights, and site design elements, in order to preserve and enhance the area's commercial viability and historical character.

**J. INDUSTRIAL LAND USE**

**1. FINDINGS**

a. Growth and Current Distribution

Existing industrial development currently comprises 8% of developed land in the City and 6% of developed land in the urban area. Only 26% of incorporated land and 2% of unincorporated land which is industrially zoned is currently developed. Industrial development is generally located along the railroad track near the downtown grid and extending northeast along the tracks along Edy Rd.

and Tualatin-Sherwood Road to Cipole Road.

Industrial growth in the Planning Area has been slowed by lack of major utility service to the northeast industrial area. Land extensive industrial uses have recently been developed in the unincorporated portion of the urban area.

Existing industrial uses in the City including a tannery have produced conflicts with surrounding residential uses.

A fully developed northeast industrial area will require improved major road access to Highway 99W and I-5. Soils with poor support strength and poor drainage will require careful siting considerations in much of the northeast industrial area. Scattered development of unincorporated land and extensive industrial land has resulted in inefficient land usage, premature demand for urban services, a lessened demand for higher cost incorporated sites, and a worsening of conditions on important regional road linkages.

b. Industrial Space Needs

Although for many years a free standing community, Sherwood economically depends on the Portland Metropolitan area for its basic employment. Housing survey results (City of Sherwood 1978) show that about 85% of Sherwood's labor force works outside of the Urban Area. General projections of industrial employment and space requirements for the Sherwood urban area have been provided by Metro. However, Sherwood continues to maintain a longstanding goal of achieving a proper balance between residential and non-residential uses.

**K. INDUSTRIAL PLANNING DESIGNATIONS**

**1. GENERAL OBJECTIVES:**

- a. To encourage the development of non-polluting industries in designated, well planned industrial areas.
- b. To locate industrial development so as to assure its compatibility with the natural environment and adjoining uses.
- c. To establish criteria for the location of designated classes of industrial uses.
- d. To promote diversification of the City's economic base by promoting business retention and expansion, business recruitment and marketing.
- e. To assure that public facilities are extended in a timely and economic fashion to areas having the greatest economic development potential.

## **2. POLICIES AND STRATEGIES**

In order to address the above general objectives, the following policies for industrial development are established.

**Policy 1 Industrial uses will be located in areas where they will be compatible with adjoining uses, and where necessary services and natural amenities are favorable.**

**Strategy:**

- Only non-polluting industries meeting specific performance standards relating to noise, glare, vibration, water, air and land pollution will be allowed.
- Industrial uses will be subject to special design and site review standards including those assuring proper access, landscaping, buffers, setbacks and architectural design. Buffers shall be established between industrial uses and designated greenways, wetlands and natural areas.
- Industrial uses will be encouraged to locate in industrial planned unit developments.
- Industrial development will be allowed only on suitable land and soils which have adequate support strength.
- Industrial development will be restricted to those areas where adequate major roads, and/or rail, and public services can be made available.

**Policy 2 The City will encourage sound industrial development by all suitable means to provide employment and economic stability to the community.**

**Strategy:**

- The City will allocate land to meet current and future industrial space needs which will provide an appropriate balance to residential and commercial activities.
- The City will encourage clean capital and labor intensive industries to locate in Sherwood.
- The City will prohibit the development of large-scale retail uses with significant traffic impacts and large parking requirements on industrially zoned land.

## **L. INDUSTRIAL PLANNING DISTRICT OBJECTIVES**

### **1. Employment Industrial (EI)**

Minimum Site Standards: 10,000 square feet

The EI zoning district provides employment areas that are suitable for, and attractive to, key industries and industry clusters that have been identified by the State of Oregon and the City's economic development strategy as important to the state and local economy. The following are preferred industry sectors for areas zoned EI: Clean Technology; Technology and Advanced Manufacturing; and Outdoor Gear and Active Wear.

Land zoned EI shall provide for large and medium-sized parcels for industrial campuses and other industrial sites that can accommodate a variety of industrial companies and related businesses. Areas zoned EI are also intended to provide the opportunity for flex building space within small- and medium-sized industrial campuses and business parks to accommodate research and development companies, incubator/emerging technology businesses, related materials and equipment suppliers, and or spin-off companies and other businesses that derive from, or are extensions of, larger campus users and developments. Retail and commercial uses are allowed only when directly supporting area employers and employees.

## 2. **Light Industrial (LI)**

Minimum Site Standards: 10,000 square feet

This designation is primarily intended to provide for the manufacturing, processing, assembling, packaging, and treatment of products which have been previously prepared from raw materials. Processes involved should not produce significant amounts of vibration, noise, glare, air, water and land pollution as defined and limited by DEQ. The designation is applicable in the following general areas.

- Where there are sites with suitable soil and terrain and of sufficient size to provide ample space for expansion, parking, landscaping and buffering.
- Where light industrial development will be compatible with existing or planned long range land use patterns and will not detract from existing environmental assets. Generally, this designation encourages the development of suitable uses into industrial subdivisions or parks.
- Where a full range of urban services are available or can be provided in conjunction with development and where the provision of services to a future expanded industrial area is feasible.
- Where adequate major road and/or rail access is available to serve the proposed uses.

**2. General Industrial (GI)**

Minimum Site Standards: 20,000 square feet/site

This designation is intended to provide for the manufacturing, processing, or assembling of products from previously prepared or raw materials, excepting those processes which cause significant amounts of vibration, noise, glare, air, water and land pollution as defined and limited by DEQ. This designation is applicable in the following general areas.

- Where there are sites with suitable soil and terrain and of sufficient size to provide ample space for expansion, parking, landscaping and buffering.
- Where more intensive industrial uses may be accommodated in areas adequately separated from and not suitable for retail commercial, residential and related uses.
- Where a full range of urban services are available or can be provided in conjunction with development and where the provision of services to a future expanded industrial area is feasible.
- Where adequate major road and/or rail access is available to serve proposed uses.
- Where industrial uses will not unduly detract from existing environmental assets.

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

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

**N. THE PLAN/ZONE MAP**

**1. INTRODUCTION**

The Plan/Zone Map is the graphic expression of the objectives and policies contained in each Plan section, as well as the designated zoning of all properties. In some cases it is supplemented by more detailed maps contained in other plan sections. The essential purpose of the Plan/Zone Map is to serve as a tool to shape the future land use pattern so

as to meet the needs of the Sherwood community for adequate land and development to live, work, play and shop. Together with the written goals, objectives, policies and strategies of the Plan, the Plan/Zone Map is to be used as a framework for all new public and private development decisions. It identifies appropriate uses for an area determined to be needed to accommodate urban growth for at least the next twenty years. It seeks to provide for a range of choices in development opportunities while protecting uses from the adverse effects of one use or another. In order to be effective, the Plan/Zone Map must be periodically evaluated and refined consistent with the Policy Goals of the community and with a view to what is best for the community as a whole.

**2. ZONE BOUNDARIES**

Boundaries between zones on the Plan/Zone Map have been located where possible to take advantage of the definability of property lines (or their extensions), roads, and natural features. When a boundary location is not clearly defined the boundary may be established by scaling the dimensions on the 400 scale official Plan/Zone Map at the City Hall.

**3. PLANNING DESIGNATIONS AS “ZONING DISTRICTS”**

To simplify the understanding and administration of the Comprehensive Plan, the zones detailed on the Plan/Zone Map will serve as "zoning districts" within the current incorporated limits of the City of Sherwood. Washington County zoning will continue to apply in unincorporated areas within the Sherwood Urban Growth Boundary until annexation occurs. When annexation occurs, the annexed properties will be subject to change to the zone on the Plan/Zone Map. The procedure detailed in the City Zoning Code Section 1.102 applies to all requests for changes in the Plan/Zone Map.

**4. NEIGHBORHOOD AREA DEVELOPMENT CONCEPTS**

The Plan/Zone Map may be described in terms of land use concepts applied to neighborhood areas. While neighborhood boundaries have not been specifically defined, it is intended that land usage be supportive of neighborhood development and formation in the following areas.

a. North

The North neighborhood comprises the Sherwood Planning Area north of Highway 99W. This area includes a major portion of the Plan's high density residential development which has been located in the Six Corners area. Commercial expansion of the Six Corners commercial area is planned in

conjunction with planned road improvements. Light industrial sites are located on Hwy 99W near the UGB limits. Commercial, medium and low density residential areas are included, with descending densities shown from Six Corners to the limits of the Urban Growth Boundary. A significant portion of the Cedar Creek Greenway is also in the north neighborhood. Commercial expansion along Hwy 99W is expected.

b. Central

The Central neighborhood area is generally defined as the area between Hwy 99 and Sunset Blvd. east of Cedar Creek, west of the industrial areas and Lincoln and Pine Streets. The area includes most of the built up area of the City including the Old Town area and the Six Corners commercial area. The Plan shows no significant expansion of the Old Town Commercial Area. Expansion of the Six Corners commercial area is expected. The area contains an existing elementary school and intermediate school. The area is characterized by primarily medium density residential uses with small single family sections south of Sherwood Boulevard and south of the existing schools on No. Sherwood Boulevard.

c. Southwest

The Southwest neighborhood is generally defined as the areas west of Cedar Creek and south of Highway 99W. The area is characterized by varying densities of residential use with commercial and medium to high densities along Highway 99W and a large low density area southwest of the Sherwood High School. The Cedar Creek Greenway area shall be reserved along the neighborhood's eastern boundary.

d. Southeast

The Southeast neighborhood is generally defined as the area east of Lincoln and Pine Streets and south of Oregon Street. The area is characterized by predominately single family use. Medium density residential use is indicated along Oregon Street and along Murdock Road. There is also very low density zoning of the Tonquin Scabland Geologic Area.

e. Northeast Industrial Area

This area comprises most of the urban area's industrial use and is located along the Southern Pacific Railroad, north of Oregon Street and west of Tualatin-Sherwood Road. Light industrial uses are planned where the area abuts a residentially designated area. The Rock Creek flood plain traverses the area and will be reserved as greenway.



See Current Zoning Map

**O. COMMUNITY DESIGN**

**1. INTRODUCTION**

Community design has to do with how a community looks and functions. The physical design of a community should reinforce what is unique and special about it and facilitate the land use activities which are its component parts. However, Sherwood is more than an assemblage of buildings, street and utilities, and places of work, residence, leisure and meeting. The identity of Sherwood is determined by its natural setting, how its land use activities fit into that setting and what people see, feel, smell or hear as they participate in the life of the community.

The planning process must involve specific steps to identify community design objectives which best enhance community identity and quality of life. The Plan must insure that strategies to achieve those objectives are carried out as development occurs.

**2. GENERAL FINDINGS**

- a. Community design and aesthetic quality must be consciously considered in the review of new developments in order to insure that Sherwood continues to be an attractive and efficiently functioning urban area.
- b. The visual attractiveness of site and structures will enhance property values.
- c. Careful attention to site design can result in the protection of natural and man-made features which contribute to the community's identity.
- d. Visual variety in the mass, form, height, texture, and color is necessary to avoid the monotonous urban landscape resulting from urban sprawl.
- e. Since 1976, the Sherwood Design Review Board or the Planning Commission has taken effective action to further community design values in the development of sites and structures. Explicit reference to community design and aesthetics goals, objectives and strategies will serve to strengthen the basis for their continuing efforts.

**3. GENERAL OBJECTIVES**

- a. To establish community design and aesthetics as a planning consideration in evaluating new development.
- b. To develop and implement policy which will encourage appropriateness and compatibility of new development with the existing natural and man-made environment, existing community activity patterns, and community identity.

- c. To develop and implement policy which will minimize or eliminate adverse visual effects caused or perpetuated by the design and location of new development including but not limited to effects from.
- 1) The scale, mass, height, area, and architectural design of buildings and structures.
  - 2) Vehicular and pedestrian ways and parking areas.
  - 3) Existing or proposed alteration of natural topographic features, vegetation and waterways.
  - 4) Other developments or structures including, utility lines, storage, or service areas and advertising features which may result in the interference with sun and light exposure, views, vistas, privacy and general aesthetic value of the neighborhood or area.

#### **4. POLICIES AND STRATEGIES**

In order to meet the above objectives the following policies are established.

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

**Strategy:**

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

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

**Strategy:**

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

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

**Strategy:**

- Eliminate the visual presence of public utilities where possible.
- Adopt a sign ordinance which regulates the number, size and quality of signs and graphics. Standardize and improve the quality of public signs and traffic signalization.
- Encourage the use of visually appealing fencing throughout the City.
- Preserve significant vista points especially on public land.
- Establish a system of interconnected parks, greenways and visual corridors throughout the Urban Area.
- Develop and apply special site and structural design review criteria for multi-family, and manufactured housing parks, commercial and industrial developments.
- Develop and maintain landscaped conservation easements along major roadways and parkway strips along minor streets.
- Develop and implement a tree ordinance which regulates the cutting of trees and the planting of street trees.
- Implement the Old Town design guidelines in the 1983 "Sherwood Old Town Revitalization Plan".

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

**Strategy:**

- Encourage the use of the Planned Unit Development technique for larger residential commercial and industrial sites.

- Make use of density transfer as a means of preserving open space and developing recreational areas within a single development.
- Encourage the use of energy saving techniques in the design of sites and structures.
- Encourage visual variety in structural design.

**Policy 5**      **Stabilize and improve property values and increase tax revenues by the prevention of blighting influences including those resulting from noise, heat, glare, air, water and land pollution, traffic congestion, improper site and structure maintenance and incompatible land uses.**

**Strategy:**

- Through traffic will be minimized in residential areas.
- Adopt environmental performance standards which set limits on pollution levels.
- Local site access will be discouraged along arterial and collector streets.
- Require site maintenance agreements for multifamily and manufactured housing parks, commercial and industrial development.
- Use a variety of buffering techniques to minimize the effects of incompatible uses.