

# 2040 SHERWOOD COMPREHENSIVE PLAN

## STRATEGIC AND COLLABORATIVE GOVERNANCE DRAFT BACKGROUND REPORT



FEBRUARY 7, 2020

## I. Introduction

### Context

In past years, Sherwood has been one of the fastest growing cities in Oregon. While a bedroom community in the Portland/Vancouver Metropolitan Region, Sherwood's population grew from about 3,000 residents in 1990 to nearly 20,000 residents in 2019. Despite this record growth, Sherwood maintains an exceptional quality of life, driven by access to renowned schools, quality medical services, high level of public safety, a unique park and recreation system, a revived central business district, and excellent cultural facilities and community events.

### Community Vision and Goals

In 2018, the City conducted a visioning process for the Comprehensive Plan Update and the community identified the desire for a “*Strategic and Collaborative Governance*.” This theme will constitute a section of the City's updated Comprehensive Plan. The vision states that in 2040:

*“Residents enjoy well-funded police, fire and emergency response services that keep Sherwood safe. The city is governed in a fiscally responsible and responsive manner that allows for strategic, well-planned growth and the adequate provision of services.”*

### Purpose

The City of Sherwood is preparing a series of background reports intended to inform community conversations about Sherwood's future. This report explores four topics related to the Strategic and Collaborative Governance theme, which include:

- Urbanization and Growth Management
- Land Use Planning and Procedures
- Community Health and Safety
- Natural Hazards

As part of this plan update, community health and safety, encompassing natural hazards, are combined with the topics of governance and growth management. This reflects significant public input that shows the importance of these concepts in developing livable communities. Goals and policies set for each of these topic areas are intended to address only aspects as they relate to land use planning and development; goals and policies will not generally address departmental operations or programming.

Information on each topic explores current assets, practices and conditions, describes the regulatory context, identifies current trends and drivers of change, and where applicable, proposes key policy questions for the community to consider.

## II. Urbanization and Growth Management

### Current Assets, Practices and Conditions

During its relatively short 125 years of urbanization, Sherwood has experienced significant growth in both population and physical size. In just over 20 years, Sherwood boomed from 3,000 to 20,000 people over just 1.5 square miles, but still describes itself as “small-town.”

#### **Metro Urban Growth Boundary**

Under Oregon’s land use planning system, Metro maintains the urban growth boundary for the Portland metropolitan region. The boundary is a line that separates urban communities from rural lands. Periodically, Metro makes determinations as to whether additional acreage is needed to maintain a 20-year supply of land to accommodate projected population and employment growth. Sherwood, as a city on the fringe of Metro’s Urban Growth Boundary (UGB), is adjacent to both unincorporated land (land within the UGB that is not annexed into City limits) as well as designated rural and urban reserve land (land outside, but adjacent, to the UGB).

#### **Metro Urban and Rural Reserves**

In 2005, the state of Oregon allowed for an urban and rural reserve designation process. Metro and the Counties within the region collaborated and Metro designated the Urban Reserve areas and the Counties designated the Rural Reserve areas. Prior to 2005, when a boundary expansion was up for consideration, Metro was required by state land use laws to consider soil quality above everything else. The system provided a way to decide where not to develop. While protecting high quality farm soils is important, the system didn’t provide a method for determining ideal locations and conditions for developing urban communities.

It also stymied development: every five years residents wrestled with identifying areas for urban expansion. Landowners at the edge of the boundary were in perpetual limbo, unsure whether or when their lands might be targeted for urbanization. It also made it difficult to invest in communities.

In 2007, the Oregon Legislature enacted Senate Bill 1011, which allows the Portland region to consider where to urbanize based on a broad set of factors. It created a process for designating lands as “rural reserves” or “urban reserves.” Urban reserves are lands suitable for accommodating urban development over the 50 years after their designation. Rural reserves are lands that are high value working farms and forests or have important natural features like rivers, wetlands, buttes and floodplains. These areas will be protected from urbanization for 50 years after their designation.

These designations do not change current zoning or restrict landowners’ currently allowed use of their lands. They do provide greater clarity regarding long-term expected uses of the land, allowing public and private landowners to make long-term investments with greater assurance.

Metro and the Counties within the region adopted Urban and Rural Reserve legislation and the implementing map with designations in 2010. In 2011, the Metro Council and Washington County Board of Commissioners adopted new ordinances, plan changes and maps in April and submitted them to the Oregon Land Conservation and Development Commission for review and acknowledgement. In August, the commission

acknowledged the revised designations of urban and rural reserves in Washington County and formally acknowledged the urban and rural reserves in Clackamas and Multnomah counties that it had accepted earlier.

A map of the urban reserves in Sherwood's area of interest is shown in Attachment A to this report.

## **Annexation**

Annexation is the process of changing municipal boundaries to bring adjacent unincorporated areas into an existing city, typically to provide urban services not presently available. Annexation may be initiated by property owners, in accordance with local, regional and state regulation.

Until 2016, the Sherwood City Charter required that most annexation requests be referred to Sherwood voters. However, in 2016 the Oregon Legislature passed Senate Bill 1573, which effectively overruled voter-approved annexation. It defers final decision on proposed annexations to City Council, without submission to the voters, regardless of any local charter or ordinance requirements. City Council is required to approve annexation proposals if:

- The territory is included within an urban growth boundary adopted by the city or Metro, as defined in ORS 197.015;
- The territory is, or upon annexation of the territory into the city will be, subject to the acknowledged comprehensive plan of the city;
- At least one lot or parcel within the territory is contiguous to the city limits or is separated from the city limits only by a public right-of-way or body of water; and
- The proposal conforms to all other requirements of the city's ordinances.

## **Urban Growth Areas**

Sherwood has three urban growth areas that the city is focusing planning efforts on, all of which are at different stages of planning and development: Sherwood West, Brookman Area, and the Tonquin Employment Area (TEA). Sherwood West is currently outside of the UGB and remains a designated urban reserve area, having undergone preliminary concept planning. The TEA and Brookman are within the UGB and have approved concept plans, a prerequisite for annexation into city limits. In 2017 portions of Brookman were annexed and in 2019, portions of the TEA were brought into City limits.

### *Sherwood West*

Sherwood West is a 1,291-acre area designated as an urban reserve. It is the largest urban reserve area adjacent to Sherwood, and given the location of existing utilities, the area that is logically the best direction for the City to consider growing in over the next 50 years. Because it is an urban reserve and outside the Metro UGB, Sherwood West has the longest development timeline out of all of Sherwood's urban growth areas.

In 2016 City Council approved the Sherwood West Preliminary Concept Plan, which is a long-range planning tool to help guide future community discussions and decisions about how the community grows over the next 50 years. The Plan illustrates how the Sherwood West area could be incorporated into the fabric of the City over time, with a focus on livable neighborhoods. The plan does not place any interim or future zoning designations on any of the properties. The conditions within the area will remain the same until each phase is brought into the Urban Growth Boundary

(UGB). The Plan includes a phasing plan, a comprehensive look at the costs associated with extending existing utilities into the area, and an action plan for moving forward (i.e. Comprehensive Plan Update, coordination with partner agencies on timing and improvements within the area). Zoning and Comprehensive Plan designations are placed upon the properties when refinement plans are completed after smaller areas are brought into the UGB.

Amid political divergence, in 2018 Sherwood City Council ultimately withdrew a request to expand the urban growth boundary for portions of Sherwood West. In 2018, the Sherwood School District requested annexation of approximately 85 acres of Sherwood West into the City for a new high school, after having brought it into Metro's UGB through a process that fast tracks the process for school districts. The Sherwood West Plan identified the proposed area as an institutional use, though traffic management issues remain a priority. The new high school is slated to open in fall 2020.

#### *Brookman Area*

The Brookman Road area was brought into the Urban Growth Boundary by Metro in 2002 in order to accommodate an identified region wide need for additional residential land. The area's boundaries include the existing city limits to the north, Brookman Road to the south, Highway 99W to the west, and properties located due east of Ladd Hill Road. The area encompasses roughly 235 acres of rolling hills, floodplains, secondary forests, the former railroad station town of Middleton, and multiple rural residential properties.

In 2009, City Council adopted the Brookman Concept Plan. The concept planning effort included a comprehensive review of the existing inventory of land use, Goal 5 resources, transportation and public facilities, a market study, and surveyed the needs of current residents and property owners. The project also identified future land uses, public facilities, including parks and open space, civic uses, and transportation corridors.

Annexation of the Brookman area has been piecemeal, and roughly half of the area still remains in unincorporated Washington County. Requests for annexation by property owners were submitted three times before the passing of SB 1573 overruled voter-approved annexation. As of 2017, City Council has annexed approximately 92 acres of the Brookman area.

#### *Tonquin Employment Area*

The Tonquin Employment Area (TEA) is a roughly 300-acre expansion area that was brought into the Urban Growth Boundary in 2004. The land is zoned Employment Industrial and will target the growth of clean technology, advanced manufacturing, and outdoor gear and activewear industries. The new employment land may also provide opportunities to reduce commute times for Sherwood's workforce, many of whom commute outside of the City for work. In 2015, Sherwood adopted an implementation plan that provides an in-depth analysis of issues and opportunities along with specific recommendations that the City could consider providing, including incentives or removing obstacles to encourage development in the area.

Because the TEA comprises a large proportion of available land for development, it is a key site for future economic development in Sherwood. However, the area remains largely undeveloped due to difficulty serving the area with necessary infrastructure. Fortunately, Sherwood received and approved three annexation requests in 2019, for a total of 132 acres of new industrial land brought into City limits.

Other urban reserve areas: South of Brookman, South of TEA, North of city limits to floodplain. No planning has occurred for these areas which is a pre-requisite for consideration by Metro to bring into the UGB.

## Regulatory Environment

### Statewide Planning Framework

Since 1973, Oregon has maintained a strong statewide program for land use planning based on 19 Statewide Planning Goals. Local Comprehensive Plans must be consistent with the Statewide Planning Goals. Statewide Planning Goal 14 focuses on urbanization. Specifically, Goal 14 focuses on the need to ensure efficient use of land, accommodate 20-year projected population and employment growth within UGBs, and provide for an orderly and efficient transition from rural to urban land use.

Goal 14 outlines the creation and maintenance of UGBs. UGBs are to be established and changed through a review of six factors. The first two factors involve land need. Specifically, a demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments. There must be also be a demonstrated need for housing, employment opportunities, and livability or uses such as public facilities, streets and roads, schools, parks or open space. The remaining factors for the creation and modifications of UGBs involve the UGB boundary location. Specifically, the UGB boundary location and proposed boundary changes must consider the efficient accommodation of identified land needs, orderly and economic provision of public facilities and services, comparative environmental, energy, economic and social consequences, and the compatibility of the proposed urban uses with nearby agricultural and forest activities on farm and forest lands outside the UGB.

### Metro Regulations

In 1997, Metro adopted a Regional Framework Plan (RFP) and the Urban Growth Management Functional Plan (UGMFP), codified as Metro code. Under state law, cities and counties within Metro's boundaries are required to comply and be consistent with the requirements comprising the RFP and the UGMFP.

The RFP unites all of Metro's adopted land use, transportation and other regional planning requirements. It includes land use planning policies that guide Metro in the development of urban and rural reserves, management of the urban growth boundary, and compact urban form.

The UGMFP provides tools to meet goals of the 2040 Growth Concept, Metro's long-range growth management strategy for the Portland metropolitan area. The UGMFP is codified as Metro code. UGMFP Title 11 calls for long-range planning, including concept planning and Comprehensive Plan provisions to ensure that areas brought into the UGB are urbanized efficiently and become or

contribute to mixed-use, walkable, transit-friendly communities. It is also the purpose of Title 11 to guide long-range planning for urban reserves and provide interim protection for areas added to the UGB until city or county amendments allow for urbanization to move forward. UGMFP Title 14 prescribes criteria and procedures for amendments to the UGB to provide a clear transition from rural to urban development, an adequate supply of urban land to accommodate long-term population and employment, and a compact urban form.

### **Existing Comprehensive Plan**

Sherwood's current Comprehensive Plan includes all standard urban growth policies and regulations as per statewide and regional requirements. All policies must be in agreement with those of the county, Metro and state. The Plan expands upon annexation requirements with the following policy criteria applicable to the City of Sherwood:

- The City will coordinate with Washington County policies and procedures governing the conversion of urbanizable land to urban land. Such policies shall be included in the Washington County-Sherwood Urban Planning Area Agreement (UPAA). Specifically, the City will consider whether proposals to annex to the City include lands which meet one or more of the following criteria:
  - Land contiguous to the City limits needed to extend facilities or services to areas within the City limits.
  - Lands where urban services are available or are programmed for the immediate future.
  - Conservation of a needed amount of open space.
  - Land where existing man-made conditions indicate a pre-existing commitment to urban development.

### **Current Drivers of Change**

- **Jobs-housing balance:** As a city on the fringe of a large metropolitan region, Sherwood is primarily a bedroom community. With recent, significant population growth across the area, budgetary constraints have become an increasing concern as the City struggles to fund services and infrastructure that ensure the quality and livability of the community. Sherwood has looked towards methods of balancing the tax base to lessen the burden borne primarily on residential land. One method for doing so is to improve the ratio of employment land to residential land, focusing on incentivizing the development of land for new jobs and businesses that bring in higher tax revenue than housing development. The City's desire for a more balanced ratio of jobs to housing will have impacts on the ways in which urban reserve areas are planned and managed, and land use decisions are made. While the Tonquin Employment Area is the City's main area for business expansion, the land has significant infrastructure constraints which render much development unfeasible. This may lead to shifts in how other urban



growth areas are concept planned, or whether the City requests a UGB expansion in the future.

- **House Bill 2001:** In light of a statewide housing crisis, the Oregon Legislature passed a landmark bill in 2019 aimed to address rising housing costs by increasing the supply of smaller, more varied housing types. HB 2001 effectively eliminates single-family zoning by requiring cities in the Portland Metro region to allow the development of duplexes, triplexes, fourplexes, cottage clusters and townhomes in single-family zones. Specific requirements vary for cities based on population and those outside the metro region. Cities are required to amend their zoning codes to allow for the provision of HB 2001 by 2022. However, the transformation of housing choice is expected to be relatively gradual, and its implications on whether, and how this development will occur remains uncertain. With the City's desire for employment and the state's desire for housing, future land use decisions and urbanization strategies for Sherwood will need to reflect both priorities.

### Policy Questions to Consider

- Given the constraints in the Tonquin Employment Area, should we look at more jobs in the Sherwood West area? Given how these areas have been planned for, and the increasing importance of economic, social and environmental health, do we need to modify or refine our course?
- What are the criteria or policies that we should consider when deciding the order of annexation?

### III. Community Health and Safety

Historic patterns of growth and development can lend to built environments that have a substantial impact on the health and safety of a community. There is an important connection between population health and the design of the built environment. Historically, when cities were centers of industry, disease, and epidemics spread through unsanitary conditions and lack of public infrastructure. This prompted social reform and the introduction of many planning practices that govern urbanization and land use today, primarily through zoning ordinances. Zoning was a result of a dominant view that population concentration and proximity between businesses and residences were unhealthy. Ordinances separated land uses, specified heights and densities, and were justified for the purposes of improving public health, safety, and welfare.

Today, nearly all aspects of the built environment are shaped by regulatory decision-making. As infectious disease has been brought under control, the nature of governance regarding the layout and planning of communities has shifted. Whereas public health concerns were once concerned with infectious disease, the primary concerns today revolve around chronic diseases, which has risen partially as a result of the unintended consequences of land use governance. Today, nearly half of Americans live in suburban settings. While these are effectively healthier and safer settings than the industrialized cities of the early 19<sup>th</sup> century, the decentralized nature of the suburbs lends to an increased reliance on the automobile, which in turn contributes to air pollution and sedentary lifestyles. These changes suggest a sharply different focus than a hundred years ago. A culture of deconcentrating populations and separating land uses, compounded by a shifting social, economic and environmental landscape, now contributes to a different suite of health and safety issues.

Because the urban landscape is dictated by a regulatory framework, governance can have a profound impact on improving community health and safety. Good governance can help design communities that improve police and fire response times, reduce collective energy use, increase local food access, and encourage land use patterns that reduce vehicle trips and congestion and improve traffic safety, and even increase resilience in the face of natural hazards.

#### Current Assets, Practices and Conditions

##### **Police and Fire Services**

###### *Tualatin Valley Fire and Rescue (TVFR)*

Tualatin Valley Fire & Rescue (TVF&R) is a special-purpose government firefighting and emergency services district in the Portland metropolitan area. Established in 1989 with a merger between Washington County Fire District 1 and the Tualatin Rural Fire Protection District, it primarily provides fire and emergency medical services in eastern Washington County, but also provides services in neighboring Multnomah, Clackamas, and Yamhill counties. In addition to serving Sherwood, TVFR serves Beaverton, Tigard, Tualatin, West Linn, Wilsonville, and Newberg as well as unincorporated areas. With over

400 firefighters and 27 fire stations, the district is the second-largest fire department in the state and has an annual budget of \$197 million.

TVFR's 2018-2020 Strategic Plan identifies a mission, vision and value statements to define TVFR's purpose and intention. The plan also outlines organization-wide goals and corresponding strategies. Divisional/departmental tactics further focus on the organization's work toward achieving its priorities.

### **Sherwood Police Department**

The Sherwood Police Department (SPD) is a publicly funded, municipal government agency with 29 employees. The following table shows the activities and response times for the Police Department over the last two years.

**Table 1. Sherwood Police Departmental Activity, 2018-2019**

	Total Calls/Activities	Public Demand Calls	Response Times*		
			Priority 1	Priority 2	Priority 3
2018	13,993	5,988	3.77 minutes	4.97 minutes	6.65 minutes
2019	17,806	5,880	3.27 minutes	5.05 minutes	6.77 minutes

\* Priority 1 calls are those that immediate threat to life; Priority 2 calls are those that have don't have an immediate threat to life, but crime could be still occurring; Priority 3 calls, reporting a crime that has happened; Priority 4 and 5 calls are low-level calls (non-criminal reports).

As a part of, and in coordination with *Goal #4: Public Safety* of the Sherwood City Council, the Police Department developed a 2019-2020 strategic plan to establish the department's strategic goals, objectives and activities. City Council's goal for Public Safety includes the following elements:

- Begin to implement the Police Staffing Plan
- Collaborate with School District regarding Safe Routes to School
- Develop a Traffic Calming Program

As per City Council's goal for public safety, the Police Department's 2019-2020 Strategic Plan outlines the following five goals:

1. *Maintain and enhance community and officer safety*
2. *Implement the Police Staffing plan*
3. *Develop a Traffic Calming program*
4. *Collaborate with Sherwood School District regarding Safe Routes to School*
5. *Develop and deliver a Police Community Academy*

## **Community Health**

While public safety is ensured through police and fire services, community health in Sherwood is also determined by many interconnected social and environmental factors. Social determinants of health include income and employment opportunities, education, environmental conditions, social support networks and access to health care services. In addition, a population's health can be adversely affected by factors that comprise the built environment, such as poor air or water quality, substandard housing conditions, lack of access to nutritious food, few safe places to exercise, ready access to fast food, and dangerous traffic conditions.

In 2016, Washington County undertook a Community Health Assessment (CHA) that identified prevalent health issues and leading causes across the county. The CHA highlighted the following three leading neighborhood and built environment indicators that affect the health of residents in Washington County, including Sherwood:

- Housing serves to provide a place of safety, security, and shelter. However, the cost of housing can have a significant impact on the financial stability of families. Housing is a substantial expense, often the largest single monthly expense for families, effectively reducing household resources available to pay for healthcare and food. Figure 1 illustrates the percentage of occupied housing units with one or more of these substandard conditions. Approximately a third (32.4%) of occupied housing units in Washington County pay more than 30% of their monthly income on housing costs.
- A diet of nutritious food is essential for health and is associated with a lower risk of obesity, nutrient deficiencies, and chronic diseases such as hypertension and diabetes. Limited access to sources of healthy and affordable food can make it harder to maintain a healthy diet. A food desert is an area where the population has both physical and economic barriers to accessing healthy food. In 2014, 14.7% of the Washington County population lived in a food desert.
- A long commute to work can have a profound impact on a person's health, including increased levels of stress, increased risk of obesity, less time for physical and social activities, and low back pain. Compared to other metro counties, workers in Washington County have the shortest commute (average of 25.7 minutes). However, 2018 census data shows that Sherwood residents have a mean commute time of 28.4 minutes, which is longer than both Washington County and Metro (24.8 minutes). Overall, commute times have been getting longer each year. Recent data suggests that the Portland Metro region is climbing the ranks for the worst commute times in the county overall.

**Table 2. Washington County CHA Community Health Indicators, 2016\***

Indicator	County			
	Washington	Clackamas	Clark	Multnomah
Percentage of occupied housing units paying 30% or more of their monthly income on housing costs/gross rent	32.4	31.8	31.1	38.2
Food deserts (% of population in census tracts designated as food desert) <sup>a</sup>	14.7	17.0	23.2	13.1
Travel time to work (average minutes)	25.7	28.5	27.2	26.3

Source: Community Commons using 2014-2018 American Community Survey estimates (housing burden), Community Commons using 2010 USDA Economic Research Service estimates (food deserts), 2018 American Community Survey estimates (travel time to work)

<sup>a</sup>Food deserts are defined as: a low-income census tract in which a substantial number or share of percentage of residents has low access to a supermarket or large grocery store

\*Table values modified from its original version, updated with most recent 5-year 2018 ACS data

## Regulatory Environment

While public safety is often regulated within the context of public facilities and services, community health is not explicitly governed in a regulatory environment, rather relying on the interconnected nature of policies that deal with physical, environmental and economic characteristics of cities.

## Statewide and Regional Planning Framework

Oregon Statewide Planning Goal 11 addresses Public Facilities and Services, including police and fire services. Municipalities are required to develop and maintain public facilities plans for key urban services including public safety. Specifically, as related to police and fire services, Goal 11 requires:

- **Coordination:** Plans to expand the City through annexation and/or urbanization must include coordination of expansion of public safety service coverage sufficient to accommodate planned uses and densities;
- **Adequacy:** Public safety services should be provided at levels necessary and suitable for urban uses;
- **Capital Improvement Programming:** Budgets and finance programs should be designed to achieve the desired types and levels of public services across the City;
- **Expansion Capacity:** Public services should be appropriate to support sufficient amounts of land to maintain an adequate housing market in areas undergoing development or redevelopment;
- **Implementation:** Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to relevant governmental bodies.

A number of additional state statutes, administrative rules, and other policies govern provisions of police and fire services in the state, although most govern department operational or oversight activities and have little relationship to land use planning. These statutes and rules include:

- Police services
  - Oregon Revised Statutes Chapter 181
  - Oregon Administrative Rules Chapters 257 and 259
- Fire services
  - Oregon Revised Statutes Chapter 476 (including the Conflagration Act, ORS 476.510)
  - Oregon Administrative Rules Chapters 654 and 837

Under Metro regulations, public health and police and fire services are not explicitly governed by the Urban Growth Management Functional Plan or the Regional Framework Plan.

### **Existing Comprehensive Plan**

The current Comprehensive Plan considers police and fire services in the context of broader public facilities, as well as public health in the context of the provision of health facilities. Police and fire services, as well as health and social facilities, are addressed in Chapter 7, Community Facilities and Services, and the provision of these services relate to the following objectives:

- *Objective 1: Develop and implement policies and plans to provide the following public facilities and services; public safety fire protection, sanitary facilities, water supply, governmental services, health services, energy and communication services, and recreation facilities.*
- *Objective 2: Establish service areas and service area policies so as to provide the appropriate kinds and levels of services and facilities to existing and future urban areas.*
- *Objective 3: Coordinate public facility and service plans with established growth management policy as a means to achieve orderly growth.*
- *Objective 4: Coordinate public facility and service provision with future land use policy as a means to provide an appropriate mix of residential, industrial and commercial uses.*
- *Objective 8: It shall be the policy of the City to seek the provision of a wide range of public facilities and services concurrent with urban growth. The City will make an effort to seek funding mechanisms to achieve concurrency.*

Other sections of the plan have additional language that relates to public safety and health facilities:

- **Public Safety**
  - *Police Protection: The City of Sherwood, Washington County, and the State Police co- ordinate police protection within the Planning Area. In 1989 the Sherwood Police Force consisted of five officers. To meet future demand, it is anticipated that the department will need additional patrolmen proportional to the projected increase in*

*population. The State formula for City police protection is one officer per 500 people. The police force should expand accordingly*

- *Fire Protection: The Planning Area is wholly contained within the Tualatin Valley Consolidated Fire and Rescue District. One engine house is located within the City. The District feels that present physical facilities will be adequate to serve the projected year 2000 growth in the area with some increase in manpower and equipment. The District currently employs a 5-year capital improvement planning process which is updated annually. The City will coordinate its planning with the district to assure the adequacy of fire protection capability in the Planning Area.*  
*Health Facilities: The City will encourage the decentralization of Metropolitan health care delivery to assure that a broad range of inpatient, outpatient, and emergency medical services are available to Sherwood residents. To that end, the City will support the location of a St. Vincent's Satellite Center in Sherwood and encourage the appropriate expansion of Meridian Park facilities to meet the growing needs of the Planning Area*
- *Social Facilities and Services: A broad range of social services will be needed in the Planning Area to serve a growing urban population. Sherwood will continue to depend on metropolitan area services for which the demand does not justify a decentralized center. Multi-purpose social and health services and referrals are offered by the Washington County Satellite Center in Tigard. The City will encourage the continued availability of such services.*

## Current Drivers of Change and Opportunities

- **Demographic shifts and population growth:** Shifting demographics can have an impact on both the nature and provisioning of public safety and community health services. Combined with rapid population growth, aging populations, as well as changes in the types of development, demands on health and safety services will increase. For example, public safety services like the Fire Department see some of the highest users of its services from care homes located throughout the City. As Sherwood's population ages and diversifies, public services will need to be able to engage all of the City's communities through preventative programs and community-based policing. Furthermore, changes in demographics will also result in different needs and preferences related to employment types, housing choice and transportation modes. With these being key impacts on public health, diversifying Sherwood's land uses to allow for greater choice and availability of housing, employment and transportation helps yield changes in the built environment that directly affect health.

**Designing the built environment:** While building codes ensure the fundamental health and safety of buildings, there are additional macro and micro-scale measures that can be considered to enhance the built environment. On a macro level, the development of new neighborhoods, or improvement of existing ones, can be designed around key principles and policies that emphasize walkability, safety, social connection, economic resilience, and green design, among many others. These create environments that influence everything from the air and water quality, to the number of car trips, to physical activity levels of residents, to a community's ability to mobilize effectively in the



case of an emergency. On a micro level, additional building code measures collectively referred to as “Crime Prevention through Environmental Design” (CPTED), help create safer neighborhoods through natural methods of surveillance, access control and definition of space.

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## IV. Land Use Planning and Procedures

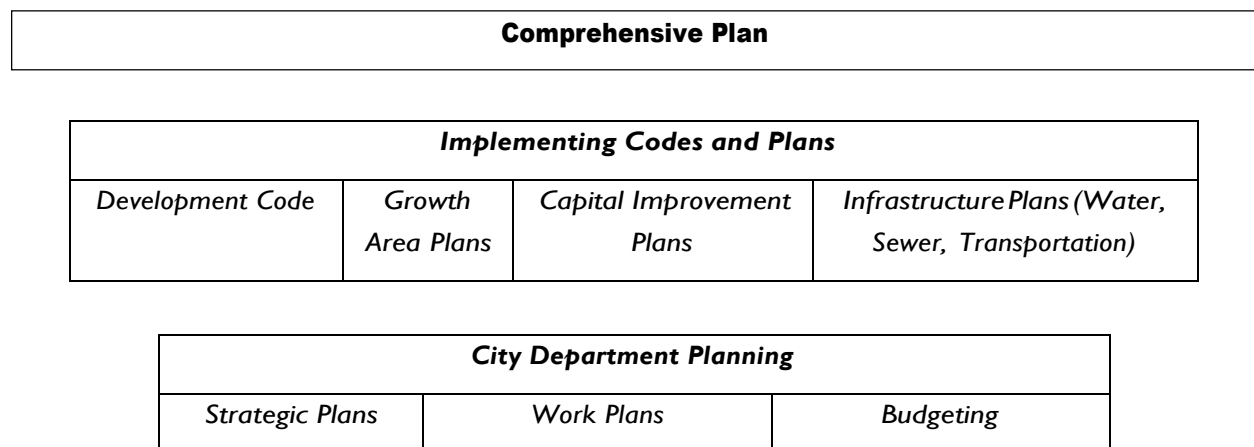
### Current Practices and Regulatory Environment

The topic of land use planning and procedures, Statewide Planning Goal 2, guides the internal management of the Comprehensive Plan and operations of the Sherwood Community Development Department. Administration of the Plan includes its relationship to implementation mechanisms as well as regional and state law. The nature of this topic is more procedural compared to other comprehensive plan topics, guiding the question of *how* rather than the *where* of land use.

A Comprehensive Plan establishes a policy framework, rooted in factual information, that helps inform other critical planning documents and implementation mechanisms to provide the City with an overarching, long-term land use strategy. This strategy establishes the services that a City provides, as well as how and where land is developed. Land use planning procedures connect the aspirations set forth in the vision and goal statements of a comprehensive plan to the administrative review process for development applications. This is the mechanism for translating a community’s vision through land use planning operations. Procedures establish mechanisms for ensuring consistency between the Comprehensive Plan goals and policies with the development code, capital improvement plans, and infrastructure plans, among others.

### Comprehensive Plan Components

In addition to goals and policies, Comprehensive Plans are required to include other components. This includes analyses and background research to help set the policy framework, as well as implementing plans that provide detailed guidance for specific systems and geographies. The following flow chart shows the relationship between these components.



Source: City of Hillsboro, 2016.



### ***Technical Analysis and Inventories***

Analyses and inventories are performed and compiled for specific topics to establish findings that serve as the technical basis for developing policy recommendations. They provide a factual base for the Comprehensive Plan and all subsequent land use decisions and actions. The following analyses and inventories are typically collected and performed, with the latest data, as part of a Comprehensive Plan:

- Economic Needs Analysis (EOA): Goal 9, Economic Development
- Housing Needs Analysis (HNA): Goal 10, Housing
- Buildable Lands Inventory (BLI): Goal 10, Housing
- Natural Resources Inventory (NRI): Goal 5, Natural Resources, Scenic and Historic Areas, Open Spaces
- Cultural Resource Inventory (CRI): Goal 5, Natural Resources, Scenic and Historic Areas, Open Spaces

### ***Implementing Plans***

#### Systems Plans

Required by state law, system plans are the mechanism for implementing policies related to the provision of services and infrastructure. These guide public investments for streets, parks, water, stormwater, wastewater, etc. Sherwood has the following systems plans:

- Parks Master Plan
- Transportation System Plan
- Sanitary/Stormwater Master Plan
- Water System Master Plan

#### Area Plans

Area plans establish policy at the neighborhood or sub-area level, or across a specific geography, within the policy framework of the comprehensive plan. In addition to the three growth area plans noted in the Urbanization section (Brookman Area, Tonquin Employment Area, and Sherwood West), Sherwood has also adopted the following concept plans:

- Sherwood Town Center Plan
- Area 59 Concept Plan
- Adams Avenue North Concept Plan

## **Implementation**

Statewide Planning Goal 2 requires local governments to provide management implementation tools, such as ordinances, regulations, or project plans; and/or site or area specific implementation tools, such as construction permits and provision of public facilities and services, adequate to fulfill the purpose of the Comprehensive Plan. Within each of the Statewide Planning Goals, there are also directives for local jurisdictions to provide implementation measures addressing more specific policy applications for each topic area.

- *Development Code:* Zoning and land division ordinances and regulations are the primary tools for implementing the Comprehensive Plan, codifying specific standards and zones for land uses and activities. Sherwood currently, has a one-map system, meaning land use designations identified in the Comprehensive Plan Map follows the same land use categories as the City's zoning map. Sherwood's Development Code has been updated in a piecemeal approach over time.
- *Urban Renewal:* Cities may designate urban renewal areas for the purpose of borrowing against future tax revenues to redevelop underutilized and blighted areas in Sherwood. The City designated an Urban Renewal Area for the Old Town District in 2000, through tax increment financing that is set to close out by FY2022-23.
- *Service Coordination Agreements:* Statewide Planning Goal 2 requires consistency between City and County plans. Sherwood and Washington County have adopted service coordination agreements to provide another tool for implementing the goals and policies related to public service in the Comprehensive Plan. Sherwood's Urban Planning Area Agreement (UPAA) with Washington County was updated in 2017.

## **Land Use Procedure Policy Updates and Changes to Consider**

Many updates can be made to the organization, implementation, and administration of land use procedures for Sherwood's Comprehensive Plan. The following land use procedure policy updates and changes to document structure are derived from a list of recommendations made by the City of Hillsboro for their 2018 Comprehensive Plan update process. They are informed by best practices and other jurisdictional experience. Recommendations that are relevant and may be considered for Sherwood include:

- Include implementation measures within a separate approved document, rather than adopting them as part of the Comprehensive Plan, to provide flexibility in their use as a City work plan.
- Retain the background reports prepared to inform policy development for this Comprehensive Plan in a separate approved document that may be updated to reflect changes in existing conditions, new laws and regulations, and the latest information to serve as the basis for future Comprehensive Plan updates.

- Design the Comprehensive Plan document to present information in a way that is clear and accessible, avoiding the use of jargon, to provide a tool that is useful to the community, as well as the City, and that is appealing enough to invite public use. Use technology as appropriate to make the document available and engaging to a wider audience, including versions translated into multiple languages.
- As an introduction to the Comprehensive Plan, provide guidance on the scope, intent, and use of the Plan, its role in land use regulation, and the City's plans:
  - Illustrate the relationships between the vision statement, goals and policies, and describe how the Plan and its action plan are used together as part of a coordinated planning effort.
  - Ensure that the information provided clearly articulates how the public may use the Plan to act as an informed participant in the land use planning process and to potentially leverage policy initiatives in partnership with the City to benefit the community.
  - Demonstrate the connections between the City's vision and the Plan to make it clear that the consistency requirements cascade, ultimately resulting in implementing actions and procedures that also embody the vision.
- Adopt analyses, inventories and system plans by reference, where applicable, to streamline the Comprehensive Plan document and reduce redundancy from repeating policies adopted in a separate document. Include any applicable plans adopted since the last plan amendment.
- Adopt new community plans as legislative amendments to the Comprehensive Plan and/or implementation tools, as identified. Such amendments could include policies specific to the plan area, land use designation changes, zoning map changes, zoning code changes, and public facility projects necessary to serve designated land uses.
- Modernize policies in the Comprehensive Plan to reflect updated land use processes, statewide rules, and best practices (e.g., addressing severability in the adopting ordinance).

## V. Natural Hazards

### Current Assets, Practices and Conditions

The City of Sherwood lies within four main landforms: the Chehalem mountains to the west, Tonquin Scablands to the east, Tualatin River to the north, and Parrett Mountain to the south. Located in the Cascadia Subduction Zone, in the vicinity of liquefiable soils, landslide areas, flood-prone lands, and wildland fire zones, the City is at risk of natural hazards even as it continues to grow economically and in population.

As detailed in Washington County's 2015 Natural Hazards Mitigation Plan (NHMP), Sherwood is located in a region that is vulnerable to 8 of the 11 natural hazards that affect Oregon communities: earthquakes, floods, winter storms, windstorms/tornadoes, landslides, wildfires, drought and volcanic activity. Sherwood is not susceptible to coastal hazards, dust storms, or tsunamis. The three natural hazards posing the greatest risk for Sherwood are earthquakes, floods, and winter storms. Of these, the risk from earthquakes and winter storms are relatively uniform across Sherwood. The following risks are listed as described in Washington County's 2015 Hazard Analysis, noting the probability and vulnerability assessment of each natural hazard across the County:

- **Earthquakes:** The probability of experiencing an earthquake is "moderate", meaning one incident is likely within the next 50-year period. The local faults, the county's proximity to the Cascadia Subduction Zone, potential slope instability, and the prevalence of certain soils subject to liquefaction and amplification combine to give the county a high-risk profile. The analysis rated the county as having a "high" vulnerability to earthquake hazards, meaning more than 10% of the region's population or assets would be affected by a major disaster.
- **Floods:** The probability of experiencing a flood is "high", meaning one incident is likely within the next 10-year period. The floodplains in Washington County are generally located along the Tualatin River and its tributaries, including Sherwood. Most of Sherwood is not built within the 100-year floodplain but flooding is still a potential concern for travel. In 2007, the county revised the floodplain model to include potential development areas (including portions of the Urban and Rural reserves) and conducted new mapping that clarifies previous floodplain analysis.  
  
Due to the expanded flood model, the updated floodplain data reveals a significant increase in the amount of property — both land and buildings — in the floodplain. As such, the analysis rated the county as having a "moderate" vulnerability of flood hazards, meaning that between 1-10% of the region's population or assets would be affected by a major disaster.
- **Winter Storms:** A severe winter storm is generally a prolonged event involving snow or ice. The probability of experiencing a winter storm is "high", meaning one incident is likely within the next 10-year period. The analysis rated the county as having a "high" vulnerability to winter storm hazards, meaning that more than 10% of the region's population or assets would be affected by a major disaster. Severe freezes, where high temperatures remain below freezing for five or more days, occur every three to five years in Washington County.

- **Windstorm:** The probability of experiencing a windstorm is “high”, meaning one incident is likely within the next 10-year period. Areas close to Sherwood that tend to experience the strongest winds include southern areas in the Chehalem Mountains. The analysis determined the probability of experiencing a tornado (a specific type of windstorm) is “low”, meaning one incident is likely within the next 100-year period.
- **Landslides:** The probability of experiencing a landslide is “low”, meaning one incident is likely within the next 100-year period. The analysis rated the county as having a “low” vulnerability to landslide hazards, meaning that less than 1% of the region’s population or assets would be affected by a major disaster. However, many high landslide potential areas are in hilly-forested areas and on steep slopes, characteristic of certain parts of Sherwood.
- **Wildfires:** The probability of experiencing a wildland fire is “moderate”, meaning one incident is likely within the next 50-year period. The analysis rated the county as having a “moderate” vulnerability to wildland fire hazards, meaning that between 1-10% of the region’s population or assets would be affected by a major disaster. Maps of fire-prone landscapes indicate Sherwood moderate vulnerability and that it is surrounded by a wildland urban interface of low to high density. The interface is the urban-rural fringe where homes and other structures are built into a densely forested or natural landscape.
- **Drought:** The probability of experiencing a locally severe drought as “moderate,” meaning one incident is likely within the next 35 – 75-year period. The analysis rated the county as having a “moderate” vulnerability to drought hazards, meaning between 1-10% of the region’s population or assets would be affected by a major drought emergency or disaster. Prolonged periods of drought can impact forest conditions and set the stage for potentially destructive wildfires.
- **Volcanic Activity:** There has been no recent volcanic activity in close proximity to the county. The 1980 explosion of Mt. Saint Helens is the latest on record and both Mt. Saint Helens and Mt. Hood remain listed as active volcanoes. The probability of experiencing a volcano is “low”, meaning one incident is likely within the next 100-year period. However, although unlikely, the impacts of a significant ash fall are substantial. The analysis rated the county as having a “high” vulnerability to volcano hazards, meaning that more than 10% of the region’s population or assets would be affected by a major disaster (volcanic ash).

## Regulatory Environment

### Statewide Planning Framework

The purpose of Statewide Planning Goal 7 is to "protect life and property" from natural disasters and hazards such as floods, landslides, and earthquakes. To achieve this protection, the state requires local governments to develop plans based on an inventory of known areas subject to natural hazards.

Goal 7 states that local governments should consider the following in adopting policies to protect people and property from natural hazards:

- Benefits of maintaining natural hazard areas as open space, recreation, or other low-density use.
- Potential positive outcomes of natural hazards on the environment.
- Effects of hazard mitigation measures on natural resource management.

The primary responsibility for the development and implementation of risk reduction strategies and policies lies with local jurisdictions. However, additional resources exist at the state and federal levels, though any jurisdiction applying for FEMA mitigation funds is required to have a hazard mitigation plan approved by FEMA. Key state agencies support local jurisdiction efforts including Oregon Emergency Management (EOM), Oregon Building Codes Division (BCD), Oregon Department of Forestry (ODF), Oregon Department of Geology and Mineral Industries (DOGAMI), and the Department of Land Conservation and Development (DLCD).

Local governments have responded to Goal 7 by incorporating hazard inventories into their comprehensive plans and by adopting policies and ordinances to protect people and property from the identified hazard. Washington County's Natural Hazard Mitigation Plan and Emergency Operation Plans identify the hazards to which the County, including Sherwood, is vulnerable; these Plans also document risk and preparedness opportunities to protect life and property in the City.

### **Metro Regulations**

Title 3 of the Urban Growth Management Functional Plan (*Water Quality and Flood Management*; Section 3.07 of the Metro Code) seeks to protect water quality and function from development impacts and protect life and property from the effects of flooding. Sherwood complies through Clean Water Services and the City's Floodplain Overlay regulations.

In addition, Sherwood is part of Washington County's Emergency Management Cooperative (EMC). The EMC was established to provide an integrated system for disaster preparation, response, recovery and mitigation. The EMC supports government preparedness and helps to educate the residents of participating jurisdictions. The City of Sherwood coordinates and participates with the County on activities in all phases of emergency management.

### **Current Drivers of Change**

Climate change is the key driver behind increased frequency, duration and intensity of many of the natural hazards and events detailed above. More extreme weather conditions may lead to an increase in the number and duration of wind or winter hazards and more extreme seasonal temperatures and conditions. For example, drier conditions will increase incidence of drought and wildfire, and wetter conditions will increase incidence of flooding and landslides.

### Policy Questions to Consider

- Should the City develop its own Natural Hazards Plan?
- Should the City develop a Climate Action Plan?
- How can we raise awareness about natural hazard risks and preparedness? How can we target this education towards vulnerable groups?





# Sherwood Urban-Rural Reserve Map

- City of Sherwood Boundary
- Urban Growth Boundary
- Sherwood West Boundary
- Tax Lots
- Rural Reserves
- Urban Reserves
- Unannexed Parcels in Sherwood UGB
- City of Tualatin
- City of Wilsonville
- City of Sherwood
- Areas Inside UGB

