

City of
Sherwood



COMPREHENSIVE PLAN

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Dear Sherwood Community,

It is my honor to present to you the City’s updated Comprehensive Plan, “Moving Forward Together, Sherwood 2040.” It has been over three decades since City Council last adopted a Plan. In nearly thirty years, Sherwood has grown from 3,000 residents to almost 20,000. The Comprehensive Plan is our guiding document for how we should grow as a community. This document represents our collective vision for the future. It is the product of three years of dedication and commitment from a Community Advisory Committee, City staff, and input from Sherwood residents.



Growth is on the heart and minds of our community. We often hear that we need to keep Sherwood, Sherwood. For our community, this means Sherwood is a place where trails, sidewalks, and streets enable families to explore parks and neighborhoods and access schools safely on foot or by bike; creating spaces where art, culture, and our heritage are valued; respecting and preserving the natural environment; and making sure that growth supports our tax base to support our exemplary services (police, library, recreation) and improvements to our infrastructure such as roads and utilities. This Plan sets the course for moving Sherwood into the future as a resilient, evolving, and prosperous community that supports our values.

The success of this Plan will depend on your continued participation as we work together to strengthen neighborhoods and businesses. We all must work together to realize the future that we have collectively envisioned. As we move forward together to the year 2040, residents of Sherwood will appreciate their friendly, safe, connected, and family-orientated community. Those who grew up in Sherwood stay for family-wage jobs and high quality of life, and those who raised families here can retire in the place they proudly call home. Sherwood is renowned for its excellent schools, parks, thriving local businesses, small-town feel, access to amenities, jobs, and natural areas.

Thank you all for your hard work, and we look forward to working with you to implement this Plan.

Sincerely,

Keith Mays, City of Sherwood Mayor

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WHAT IS A COMPREHENSIVE PLAN?



What is a Comprehensive Plan?

The Comprehensive Plan is a planning document that directs all activities related to land use and the future of natural and man-made systems and services in Sherwood over the next 20 years. The Comprehensive Plan helps manage expected population and employment growth through a set of goals and policies that align with the community’s vision. Land use planning procedures are used to connect the goals and policies of a comprehensive plan to the administrative review process for development applications, and help ensure consistency with the development code, capital improvement plans and other implementing codes and plans.

Who uses the Comprehensive Plan?

City leaders use the Comprehensive Plan to coordinate public investments, establish the services that a City provides, and make decisions about how and where land is developed. In addition to its use by City Council, appointed commissions, committees, boards, and City staff, a Comprehensive Plan is designed to be used by individuals and groups, including public agencies, organizations, residents, businesses, and property owners.

All community members may use the Plan to:

- Support or advocate for specific programs in the City’s work plan or annual budget;
- Review, evaluate and comment on proposed land use projects, infrastructure improvements, and public service provisions.
- Learn about planning topics, issues, and trends in Sherwood, as well as specific land use designations for their property and neighborhood; and
- Inform development of applications for grants or other funding.

The Comprehensive Plan is a living document. As demographics, economics and technology change, so do the attitudes and aspirations of the community. City Council will consider decisions to adopt, amend, or repeal parts of the Comprehensive Plan or implementation tools in response to changing conditions, needs, trends, and other information.

How is the Comprehensive Plan used in decision-making?

The Comprehensive Plan contains a broad range of policies for decision-makers, like City Council, to consider when making legislative and quasi-judicial land use decisions. Policies are examined for their applicability to the decision at hand, and Council must weigh and balance applicable policies to determine whether a particular decision would “on the whole” comply with the Comprehensive Plan.

Almost all decisions will include applicable policies that weigh more than others, based on supporting facts and the type of decision being made. In cases where there are competing directions embodied by different policies, City Council may choose the direction they believe best embodies the spirit of the Plan, based on the community’s vision.

Oregon Land Use Planning Requirements

Comprehensive planning in Oregon was mandated by the 1973 Legislature with the adoption of Senate Bill 100 (ORS Chapter 197). Under this Act, the Land Conservation and Development Commission (LCDC) was created and directed to adopt Statewide Planning Goals and Guidelines. These Goals and Guidelines were adopted by LCDC in December 1974 and became effective January 1, 1975.

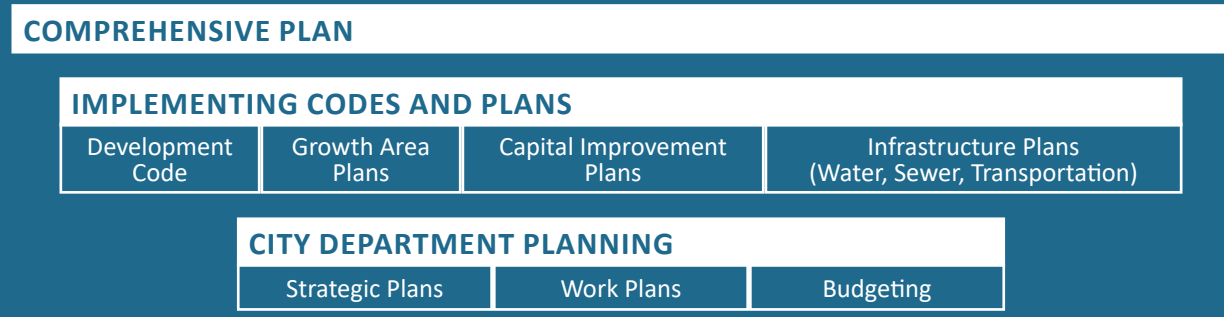
To date, Oregon has adopted nineteen Statewide Planning Goals, and all Oregon cities and counties are required to have a Comprehensive Plan that is consistent with these Goals. Statewide Planning Goals include topics such as land use planning, citizen involvement, housing supply, economic development, transportation systems, natural resources management, recreation, and more. Each Statewide Planning Goal includes a set of guidelines that, in conjunction with community priorities, help direct the content within comprehensive plans. Once adopted, all area and community plans, zoning codes, permits, and public improvements are required be consistent with the Comprehensive Plan. This structure ensures that cities implement the State’s policy goals first through the comprehensive plan, and then by more detailed supporting and implementing documents. Twelve of the of the nineteen Statewide Planning Goals apply to Sherwood. These include:

- Goal 1 **CITIZEN INVOLVEMENT**
- Goal 2 **LAND USE PLANNING**
- Goal 5 **NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES**
- Goal 6 **AIR, WATER, AND LAND RESOURCE QUALITY**
- Goal 7 **AREAS SUBJECT TO NATURAL HAZARDS**
- Goal 8 **RECREATIONAL NEEDS**
- Goal 9 **ECONOMIC DEVELOPMENT**
- Goal 10 **HOUSING**
- Goal 11 **PUBLIC FACILITIES**
- Goal 12 **TRANSPORTATION**
- Goal 13 **ENERGY CONSERVATION**
- Goal 14 **URBANIZATION**

IMPLEMENTING THE COMPREHENSIVE PLAN

Zoning and development code serves as the major implementation mechanism of the Comprehensive Plan. LCDC Goals and Guidelines require “ordinances controlling the use and construction on the land, such as building codes, sign ordinances, subdivision and zoning ordinances” be adopted to carry out the Plan. The City’s zoning map shows the type, location and density of land development and redevelopment permitted in the future and may be updated to reflect the policy framework established by the Comprehensive Plan.

In addition, the Comprehensive Plan is also implemented through area-specific and topic-specific plans, which guide public investments. Area-specific planning efforts take place for a smaller part of the city, like a district or neighborhood. The City of Sherwood also adopts plans that are topic or infrastructure specific, such as a Water Management and Conservation Plan. These plans contain many components, such as background information, vision statements, policies, code amendments, land use or zoning map changes, as well as potential Capital improvement Projects (CIP). These plans should follow the ethos of the Comprehensive Plan and should not contradict its goals. The components of area-specific or topic-specific plans either can be adopted by ordinance or resolution. They can also result in an amendment to the Comprehensive Plan or its implementation tools to ensure they stay current over time.



Updating the Comprehensive Plan

Like all cities in Oregon, we must plan for current and future generations. We know that communities that plan for growth have the best chance of managing their destiny in a way that retains the qualities that brought us here in the first place: our small-town character, forests and farms, parks and public spaces, excellent schools, and thriving businesses.

Why Now?

Sherwood last updated its Comprehensive Plan in 1990. Since then, the city has changed dramatically over the years, yet the community's vibrancy and small-town character has endured. In 1990, Sherwood was home to only 3,000 residents. Today, the city has more than 19,000 residents. The city has also doubled in physical size and is witnessing a change in the demographics of its population. Because of the dramatic growth over the past 30 years, the last comprehensive Plan no longer represents the vision and values of the current Sherwood residents and its business community.

Developing the Sherwood 2040 Vision and Comprehensive Plan

In the spring of 2018, the City of Sherwood launched the Sherwood 2040 Comprehensive Plan Vision, a city-wide community engagement process that outlines a desired future for the Sherwood community in the year 2040. The City undertook the Visioning Process as one of the initial steps in updating

the Comprehensive Plan. The Visioning Process engaged community members to develop a shared understanding of Sherwood today and create a planning process that will address key issues for the future.

Undertaking a Visioning Process before updating the comprehensive Plan was especially important for a community like Sherwood, given the city's dramatic growth and change over the years. The Sherwood 2040 Comprehensive Plan Vision was the first step in identifying what makes Sherwood special, envisioning what it will look like tomorrow and creating a new Comprehensive Plan to realize that vision.

The Visioning Process spanned the spring, summer and fall of 2018. Through Community Conversations, booths and surveys at community-wide fairs and events, Comprehensive Plan Vision Summits and online engagements, the Visioning Process engaged hundreds of community members in conversations about what makes Sherwood unique. In these conversations, community members also envisioned what Sherwood could look like in 2040.

During the Visioning Process, the community engaged in conversations about:

- *What do we love about Sherwood today?*
- *Where is Sherwood headed?*
- *What do we want to see in Sherwood in the future?*
- *How do we get there?*



With guidance from a community Advisory Committee and support from City staff, this input helped craft the Sherwood 2040 Comprehensive Plan Vision and Goals. The Vision is organized around six core areas, which covers broad, interconnected topics that are consistent with community priorities identified through the process. Each core area includes a set of Goals, which provide the basis for the policy framework of the comprehensive Plan.

The process for developing the comprehensive Plan was organized around these six theme areas. over the course of two years, the community, City staff, and a Community Advisory Committee (CAC), Technical Advisory Committee (TAC) and Project Advisory Committee (PAT) engaged in learning and discussion around trends, opportunities, challenges and key policy considerations.

For each theme area, background information, data and technical analyses related to the topics were compiled and reviewed to understand current conditions and trends.

Then, key policy questions were identified and discussed through a combination of surveys, focus groups and booths at Sherwood events with community members, touching hundreds of community members over the 24 month process.



Thriving and Diversified Economy



Strong Community, Culture, and Heritage



Strategic and Collaborative Governance



Attractive and Attainable Housing



Coordinated and Connected Infrastructure



Healthy and Valued Ecosystem



In March of 2020, midway through the process, the COVID-19 global pandemic brought unprecedented uncertainty to the engagement and outreach efforts of the Comprehensive Plan process. Given the mandatory pivot to digital platforms for communication, the City turned to social media, newsletters and City-wide listservs to share information and provide opportunities for feedback, all while actively exploring the parameters of online engagement.

To ensure the continuity of high quality learning and engagement at a time when broader, in-person outreach efforts were limited by the COVID-19 pandemic, each theme area included in-depth phone and video interviews with community organizations, groups, agencies and/or partners that represent various areas of expertise, offered in-depth knowledge and understanding of specific topic areas. This guidance and feedback helped craft the policies and objectives of the Comprehensive Plan and were reviewed in an iterative process among the community, CAC, TAC, Planning Commission, City Council and staff to ensure alignment with the Vision and Goals.



What is Sherwood like today?

WHO WE ARE

Sherwood is attracting younger people and more households with children over time. Compared to Washington County, Sherwood has a greater number of family households (nearly 78%).

Age Group	2010 Census	Sherwood Households	
Younger than 18	31%	Average household size	31%
18 to 24	5%	Households / Children Under 18	5%
25 to 44	41%	Households / Children Under 65	41%
45 to 64	16%		
65 and older	5%		

HOW WE'VE GROWN

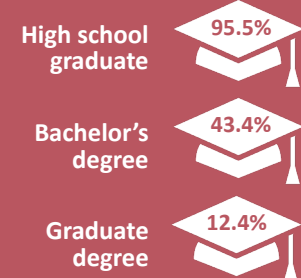
During its 125 years of urbanization, Sherwood has experienced significant growth in both population and physical size. The average annual growth rate from 1990 to 2013 was 8%. For comparison, Washington County grew at 2.5% annually between 1990-2013. It remains a desirable place to live, as demonstrated by appearances in national "Best Places to Live" listings.



In 1952, Sherwood spanned 9 blocks and had less than 600 people. By 2015, Sherwood was 4.3 square miles with over 19,000 people. The average residential density in the past 15 years (2010-2014) was 8.2 dwelling units per acre.

OUR EDUCATION

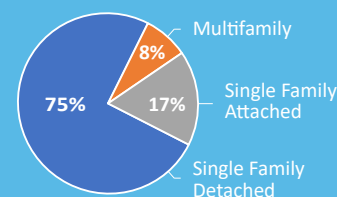
Adult Education Attainment



The Sherwood School District has a total enrollment is more than 6,000 students in four elementary schools, two middle schools and one high school. A new high school opened in 2020, with the two existing middle schools occupying the former high school. Sherwood also has two private schools and one charter school. Sherwood schools have been recognized for academic excellence at the state and national level, and enjoy the reputation of being one of the premier public school districts in the U.S. Sherwood is so well educated that the high school graduation rate is nearing 100%, and over 40% of the adult population holds a bachelor's degree.

OUR HOMES

Mix of Sherwood Housing Types, 2009-2013



Homes in Sherwood are generally newer, more valuable, and more likely to be owner-occupied than those in Washington County. As of 2016, the median home value in Sherwood was \$381,700, but current estimates are at \$415,000. Median rent for 2016 was \$1,500, but we have a relatively high rate of home ownership – 73% of homes are owner occupied.

OUR PLAY



11 Developed parks



4 Special-use facilities (Arts Center, City-owned YMCA, senior center, & field house)



300 Acres of City-owned open space



6.5 Miles of paved multi-use trails (more to come with Cedar Creek/Tonquin Ice Age Trail)



270 Bird and animal species at the 2000-acre Tualatin National Wildlife Refuge, one of only ten urban refuges in the United States

OUR WORK

Sherwood's Largest Industries



Health care and social assistance



Manufacturing



Retail trade



Professional, scientific, management and administrative services

Over 72% of Sherwood's population over the age of 16 is in the labor force. The average commute time is 26.8 minutes, with 81% driving alone to work. Nearly 7% work from home or telecommute. The median household income is \$78,355. With the ratio of jobs to population at 0.3 (2004), Sherwood is "housing rich, and jobs poor."

OUR COMMUNITY

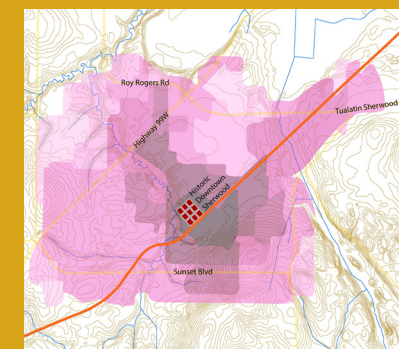
Our citizens are active in a wide range of community organizations and host many regular events, including the Robin Hood Festival, Cruise-In, Movies in the Park, Music on the Green, Farmer's Market, and Art Walk. Our organizations invest in the community, raising thousands of dollars to support our families, children and schools. Sherwood boasts a Center for the Performing Arts.

Citizen Involvement

- Parks and Recreation Board
- Urban Renewal Agency Planning Advisory Committee
- Policy Advisory Board
- Cultural Arts Commission
- Library Board
- Planning Commission
- Budget Committee
- Citizen Advisory Committees

OUR LANDFORM

Sherwood's Historic Growth 1889-2014



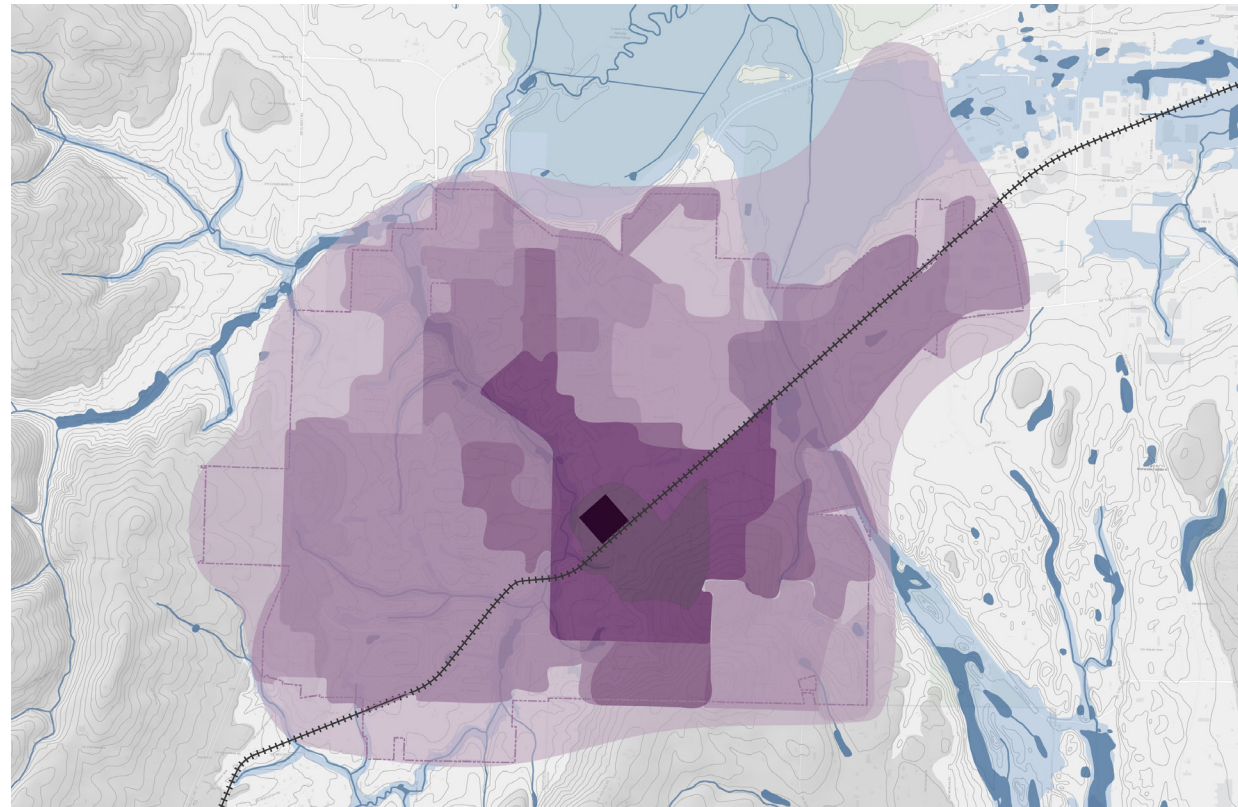
During its short 125 years of urbanization, Sherwood has experienced significant growth in both population and physical size. Yet somehow, Sherwood has kept its small town appeal. One of the possible explanations for the small town identity lies in the neighborhood scale of individual developments. Analysis reveals a pattern of walkable (quarter mile radius) neighborhoods circling the historic downtown. It appears that Sherwood was deliberately planned around the concept of the walkable neighborhood as the building block of the community as a whole. Taken together, the entire town fits within an imaginary circle with a radius of only one mile: all local destinations are close and potentially within walking and biking distance from any residence.

OUR URBAN FORM



HOME	INN / TIME	GUESTS
BALL	STRIKE	OUT

Sherwood's Footprint



City Footprint Expansion, 1889-Present.

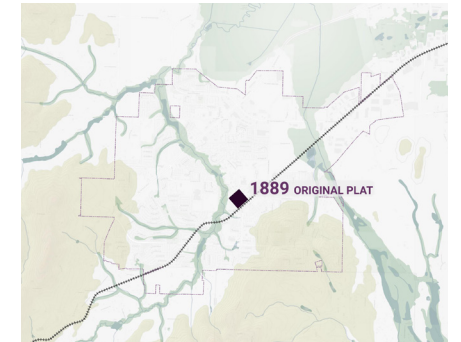
Understanding Sherwood's past is key to planning Sherwood's future. Sherwood as it exists today did not just happen; it is the result of many years of small and big, individual and collective decisions. By understanding the history and pattern of growth in Sherwood, we obtain valuable insights into the local identity and values that help to guide future urban growth.

PRE-SETTLER ERA

Prior to the arrival of immigrants, the Sherwood area was inhabited by the Atfalati band of the Kalapuya nation, who ranged across the valley in a hunter-gather style. They are known to have used deliberate burns to clear the valley floor to encourage the growth of the camas plant and to maintain habitat beneficial to deer and elk.

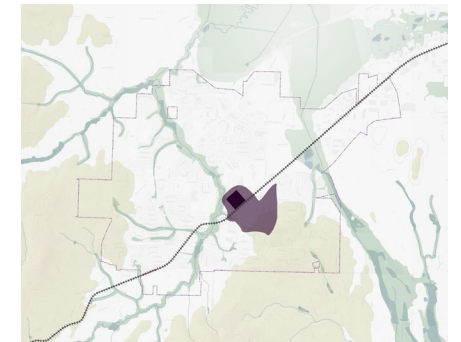
SMOCKVILLE

In 1885 founders James and Mary Smock settled on nearly flat pasture along the east bank of Cedar Creek. They platted "Smock Ville" in 1889, after donating a right-of-way across their property to the Portland and Willamette Valley Railway, providing access to the larger region for people and cargo. Unlike most newly-platted towns from this period, Sherwood's streets were platted with a 40 degree rotation relative to the cardinal points. The diagonal route of the railway explains the orientation of Sherwood's original nine block plat.



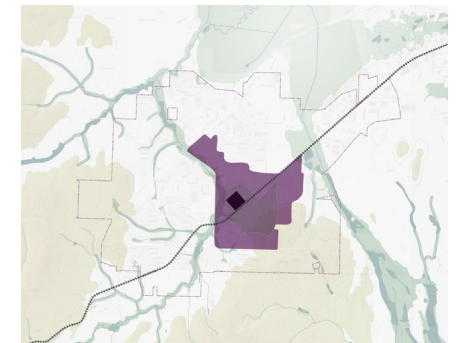
1889-1960

During the first decade, Sherwood's footprint on the landscape was largely contained within the original nine block town plat. In the later decades up to 1960, Sherwood grew modestly, but some expansion took place towards the southeast around the train depot and up the hill along Pine Street. All destinations in town were in close walkable proximity to each other. The population in 1960 was around 680 people.



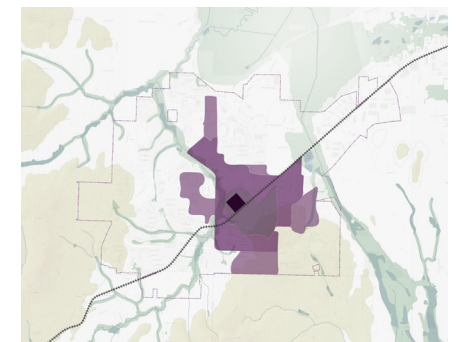
1960-1970

Around 1960, the automobile started affecting urban settlement patterns across the nation, resulting in more dispersed settlement patterns that are also reflected in Sherwood's expanding urban footprint. A series of annexations took place over the next 50 years that changed the landscape and the community. The first annexation accommodated growth along the east bank of Cedar Creek towards Highway 99W. In ten years' time, the population doubled to 1,396 residents.



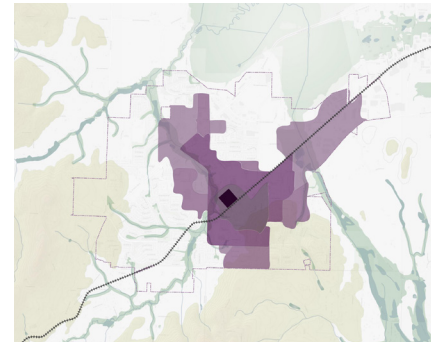
1970-1980

Sherwood continued to attract newcomers and the next decade saw growth across Cedar Creek for the first time with the new High School forming an important component. Growth also occurred towards the southeast, on hillsides facing north and west. In this decade the population grew by nearly 1,000 to 2,386 people.



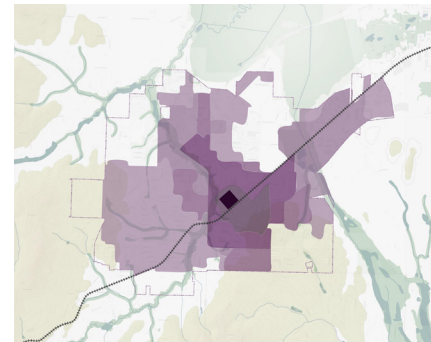
1980-1990

Between 1980 and 1990, the pace of development dropped a little due to recession but the population still grew by about 700 people to 3,093. To accommodate this increase, the town continued to expand around Cedar Creek and, for the first time, north of Highway 99W. Employment areas were developed in the northeast, along the railway.



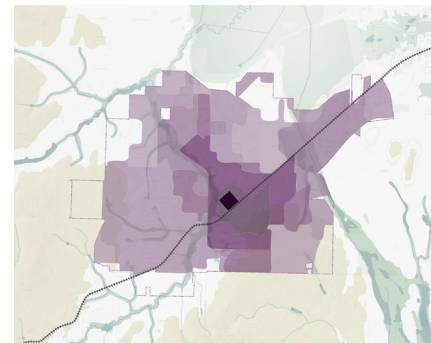
1990-2000

During the last decade of the twentieth century, Sherwood experienced a real boom in population and expansion. Fueled by a strong regional and national economy, the population grew by nearly 9,000 to 11,791 in 2000 for a 380% population increase. The physical imprint on the landscape expanded significantly with the realization of large subdivisions such as Woodhaven. During this decade, urban development also took place northwest of Highway 99W, and into the hills southeast and southwest of town.



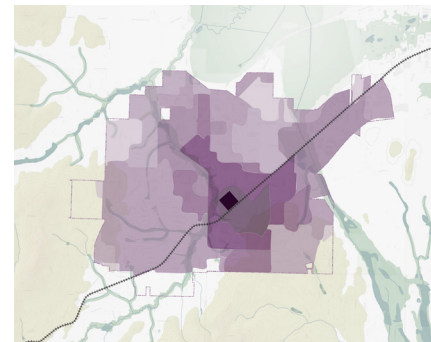
2000-2010

The first decade of the twenty-first century saw continued but slightly more tempered growth. A 154% population increase over ten years added approximately 6,000 people to Sherwood, bringing the total to 18,194 by the end of the decade. This growth is accommodated mostly in areas in the northwest area of town along Cedar Creek (Roy Rogers Road) and between the historic Old Town and Tualatin-Sherwood Road.



2010-2014

US census data takes us only four years farther to 2014, when Sherwood hovers around a population of 19,000 with a lower population increase compared to the two decades prior, most likely as an effect of the Great Recession. Most of the growth that did occur took place along the ever expanding edges of Sherwood in the north and southeast.



Urban Framework

A combination of nature, human civil engineering ingenuity, and a national land surveying strategy.

Human settlements in the American West are almost always inspired by the local landscape context, and subsequently shaped by it as the settlement grows over time. Settlements turn into villages, towns, and even cities, in response to the specific landscape constraints or opportunities. With Sherwood, this pattern is no different.

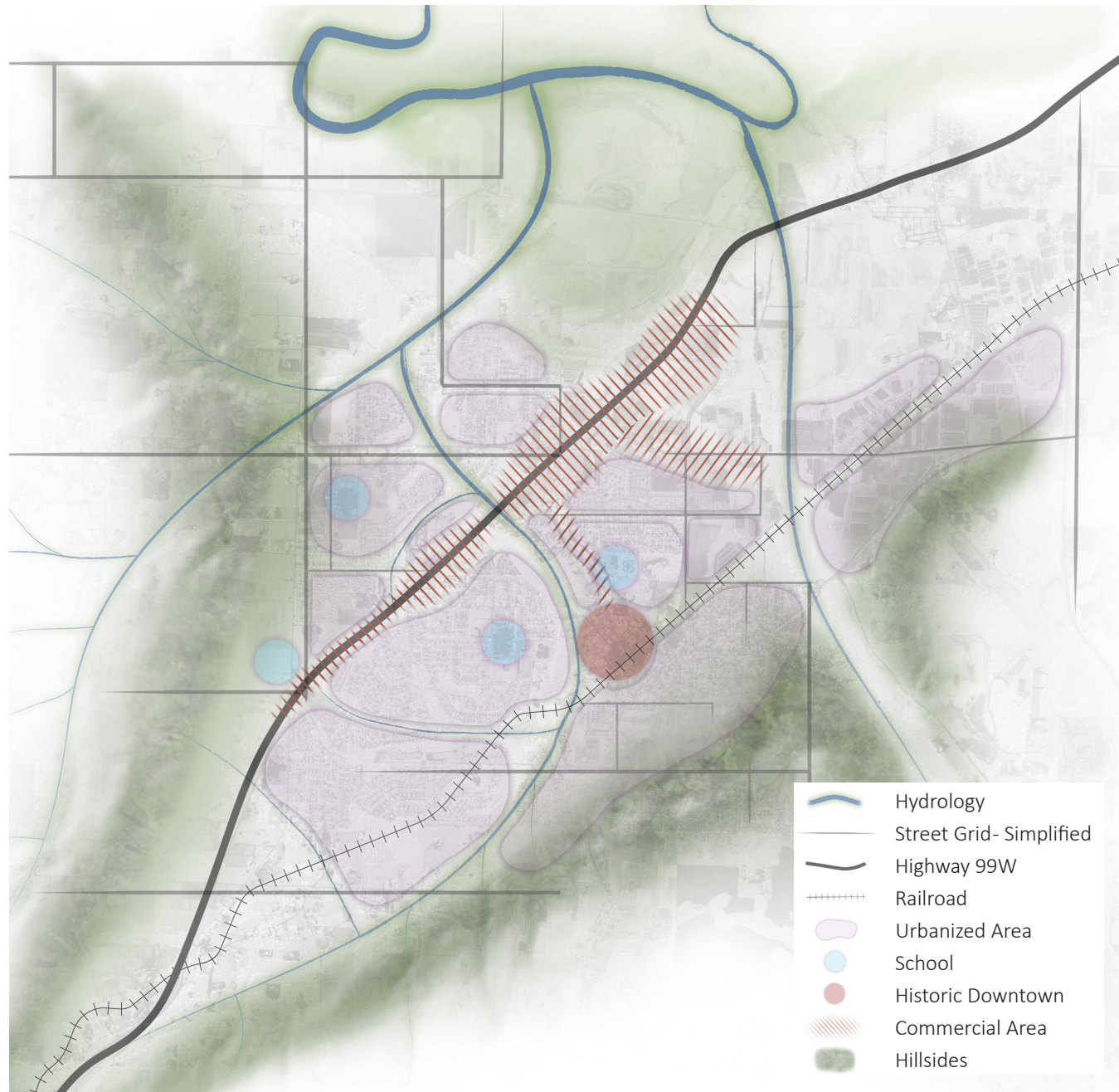
The landscape underlying and surrounding Sherwood is rich, consisting of two ridgelines (Chehalem and Parett Mountains) along a river floodplain (the Tualatin). Three Creeks: Chicken, Cedar, and Rock Creek, connect the mountains to the river, carrying runoff and carving out canyons along the way. Sherwood settled on the banks of Cedar Creek. Sherwood's circa 150 years of development are influenced by the steepness of the terrain, and the challenge and cost of crossing creeks.

Those challenges can still be "read" in the alignment of the Railroad that was the impetus for Sherwood's initial settlement, and Highway 99 following later. These regional connections sought the easiest route through the landscape, often based on ancient native paths. The unique 45-degree orientation relative to the cardinal directions of Sherwood's downtown is a direct result of the railroad's path of least resistance.

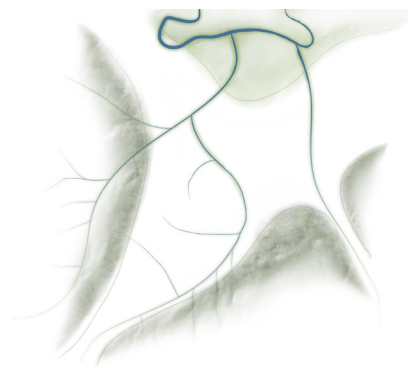
The final force shaping Sherwood is the Public Lands Survey System (PLSS) from 1785, also known as the "Jeffersonian Grid". These imaginary lines across the American West Territories form perfect square mile sections, a system to divide real property for settling or for sale. Imaginary lines became boundaries over time, manifesting themselves as an urban grid, becoming a physical guide for (re-)development.

Thus, Sherwood's form and spatial framework is a combination of three systems: the natural, the human, and the political.

Inside of this framework Sherwood found its place, and it will continue to shape Sherwood.



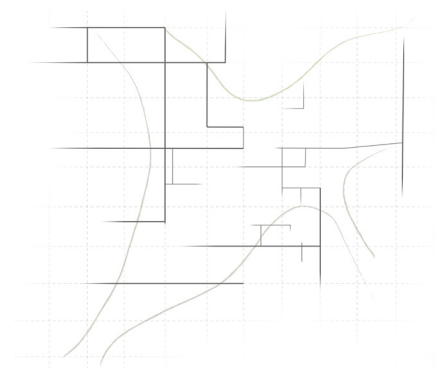
Urban Framework



Underlying Landform



Manmade Connections

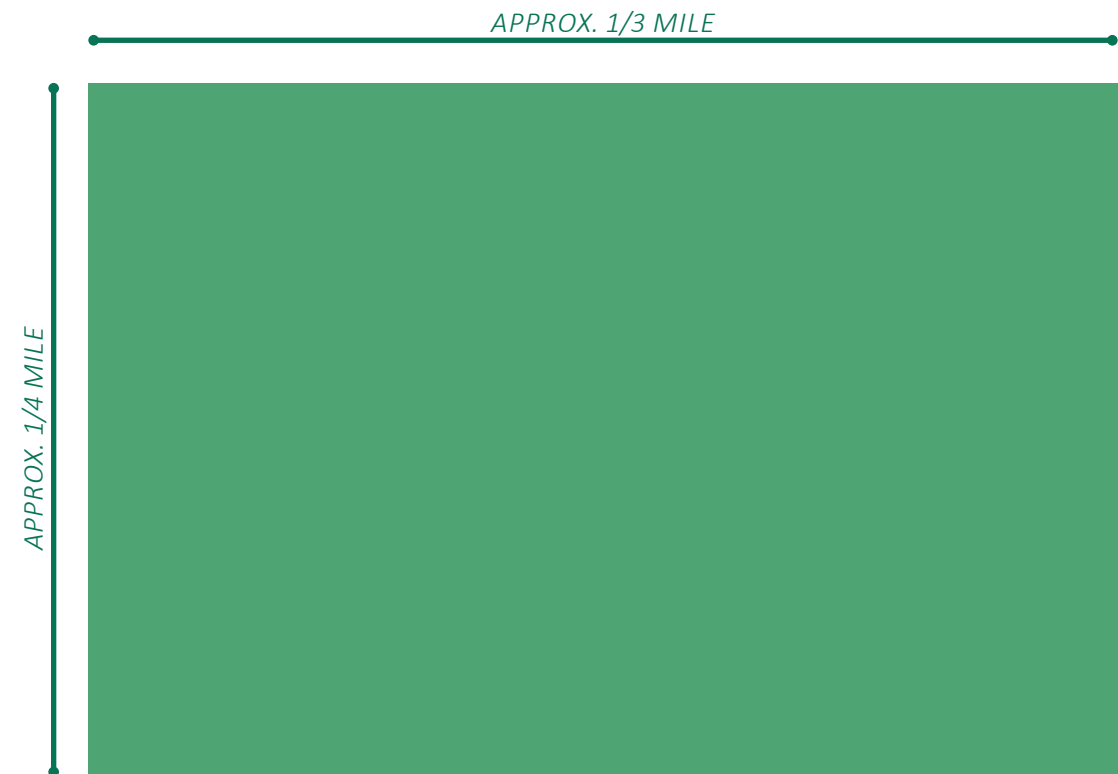


Urban Grid

Land Use Gallery

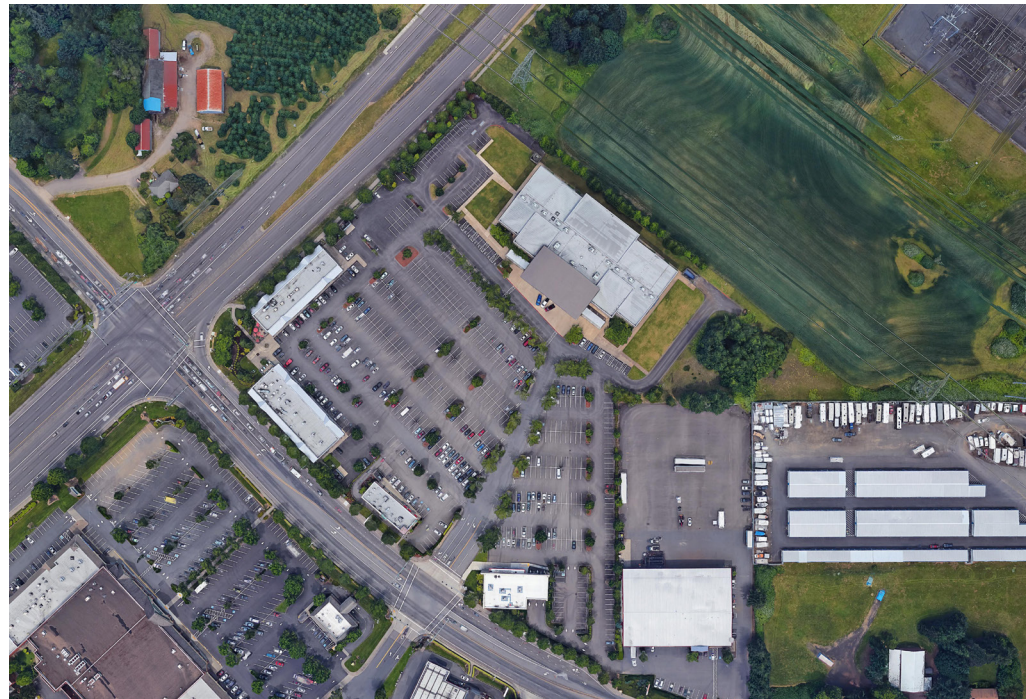
Regulated by the Comprehensive Plan, land use zoning, and transportation planning, Sherwood has taken on a physical form that defines the experience of anyone who lives, works, or visits Sherwood. The resulting development pattern provides the stage on which daily life takes place. The following pages explore these development patterns, revealing the relationship between the system of land use regulations, transportation, and the underlying landform. Since the land use gallery reflects a layering of these three factors, categories in this section are not meant to directly align with zoning designations. Understanding current development patterns in this way is valuable for determining the direction and form of future development. Each pattern is briefly described and illustrated with an aerial photo (courtesy of Google Earth) combined with a typical view from the ground. The aerial photos are all shown at the same scale to allow for side by side comparison.

The following pages present Sherwood Land Use types in aerial format (Google Earth). To facilitate easy comparisons between land use types, the scale of each of the aerials is approximately the same, shown below. The aerials comprise an area of nearly 57 acres.



General Commercial

This highway oriented commercial use dominates the experience for people passing through Sherwood. Use provides space for shopping, restaurants and entertainment facilities, such as the movie theater. Most people access these facilities by car, so large surface parking lots offer space for parking. The volume and speed of vehicles associated with this land use type makes it difficult for pedestrian and bicyclists to access them safely. The goals and policies reflected in this plan reflect future bike and pedestrian pathways to these areas, and safe crossings at Highway 99W to connect the area to all of Sherwood.



Office Commercial

This land use type is also rare in Sherwood, though there are several office parcels that remain undeveloped. Development in these areas is difficult due to access and lot configuration challenges along Highway 99W. Some of those challenges could be resolved as the market demand for this type of development increases, and as part of the goals and policies of this plan. The image to the right shows an area where office commercial is permitted but none has been developed due to the aforementioned constraints.



Neighborhood Commercial

This land use type is allowed in some places but is rare in Sherwood, perhaps because market conditions do not favor this smaller commercial land use type. This commercial type is often able to deliver small retail and services in close proximity to neighborhoods, making walking or biking to shopping and services possible.



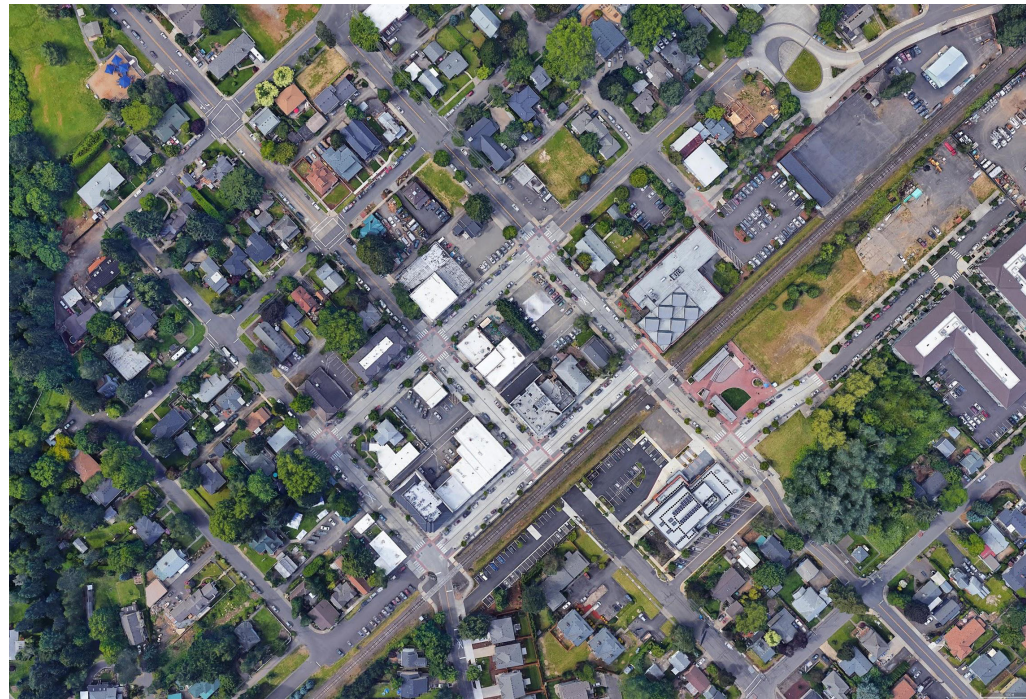
Retail Commercial

Like the General Commercial land use category, this retail commercial is primarily oriented along Highway 99W. This development pattern is of the typical “strip mall” variety, with buildings setback from the highways to make space for ample surface parking lots. This type of development serves as the location for many of the daily needs and services of Sherwood residents.



Old Town Retail Commercial

The Old Town district is a smaller, more intimate and pedestrian oriented type of retail, located in the historic core of Sherwood. Parking is mostly provided on the street and a high quality streetscape provides a safe and comfortable pedestrian experience. The Old Town district also provides the backdrop for some of the most significant community events.



General Industrial

Most employment land in Sherwood consists of general industrial land. Good jobs and industry support a healthy local economy, centered on distribution and manufacturing. Most of this land use type is located in the eastern part of the city, adjacent Tualatin-Sherwood Road. The development pattern is characterized by large, single story buildings surrounded by loading docks, lay down yards and parking lots.



Employment Industrial

This land use category is intended to promote development that provides jobs in key industries in Sherwood as identified by the State of Oregon and the City's economic development strategy. The land use pattern will reflect large and medium-sized parcels that can accommodate small and mid-sized industrial campuses. Recent development has occurred along Tualatin-Sherwood Road and SW 124th Avenue, including the Tualatin Sherwood Corporate Park and the Willamette Water Supply Program located in the Tonquin Employment Area. This type of development will continue to occur and is critical to meeting the City's economic development goals.



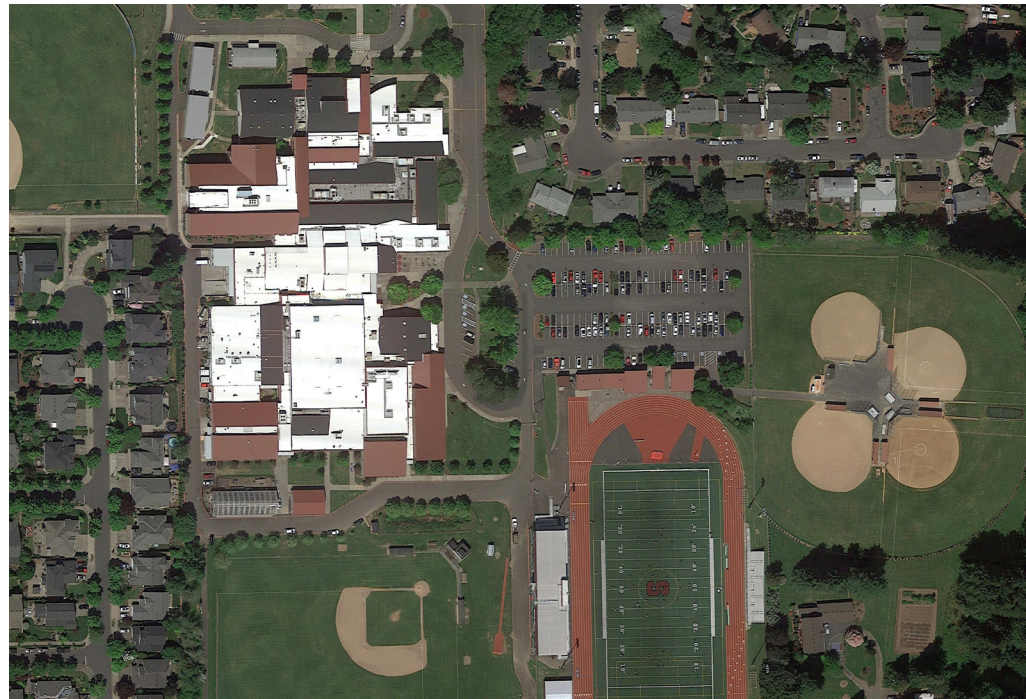
Light Industrial

This land use category provides space for smaller and less intensive land use types. These uses include light manufacturing, small-scale food and beverage production, contractor and construction supplies, and auto-care facilities. Compared to the general industrial land use, parcels and buildings are smaller.



Institutional Use - Public

This land use category provides space for critical community services such as schools, fire stations, libraries, and other facilities that serve the community. Often these uses become iconic landmarks in the community, as in the case of Laurel Ridge and Edy Ridge Schools. The sports facilities associated with these schools take up a significant amount of space, and they serve as a distinct community focus in the daily life of many families. Surface parking lots also take up considerable amounts of space; despite the presence of a trails network, most visitors reach these facilities by car.



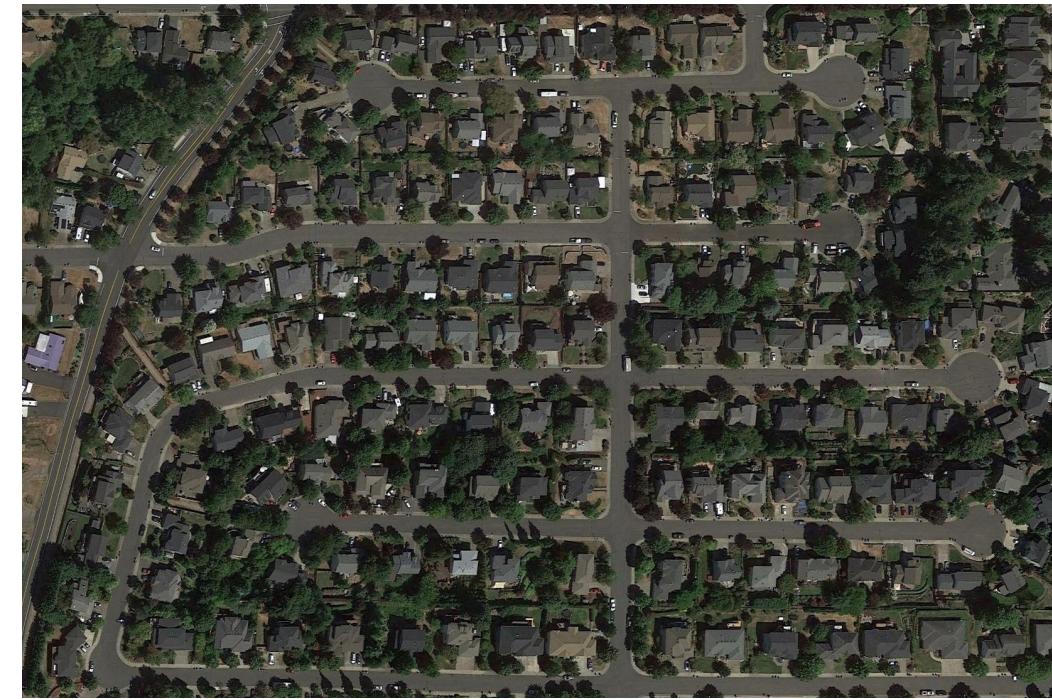
Open Space

Although technically not a land use category in the Comprehensive Plan, natural open space is a key element of the form and character of Sherwood. As described in the landform analysis, Sherwood neighborhoods are nestled between creeks. These creeks have carved out canyons and corridors that are filled with lush vegetation. Most of these corridors are accessible through a vast network of trails. Several public parks are located adjacent these natural features to take advantage of their beauty. Access to nature is one of the key elements in the unique quality of life in Sherwood.



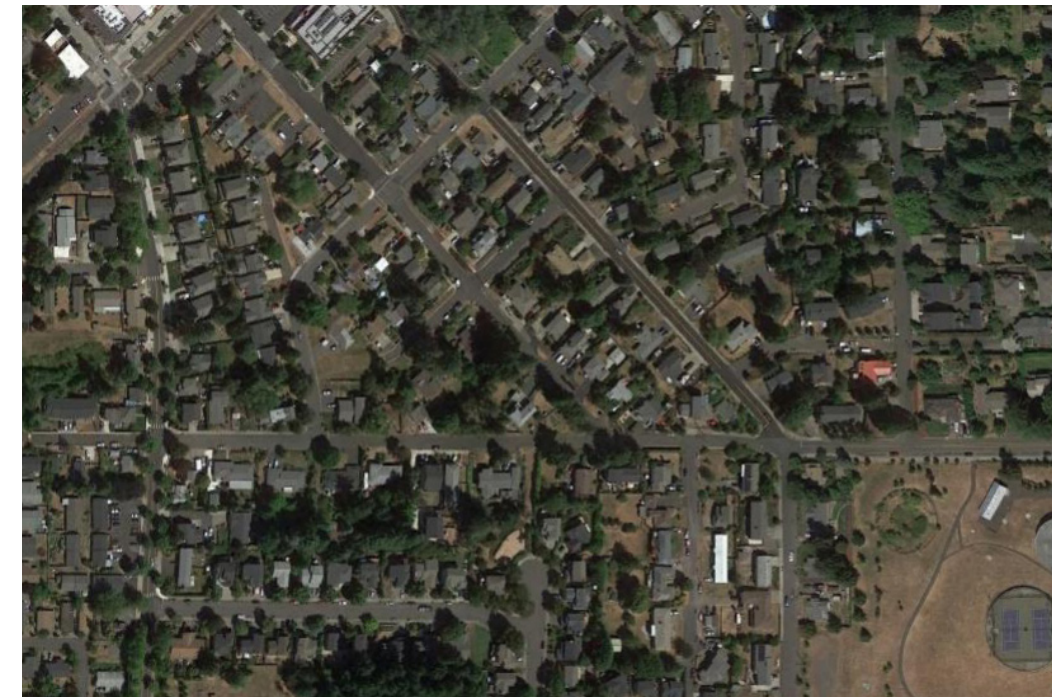
High Density Residential

Permitted multifamily housing types in high density residential areas include condos, apartments, and townhomes. Common open spaces and parks provide room for play and recreation. Homes are closer together and typically two stories tall. The street patterns trend toward the efficiency of more grid-like networks, but an occasional cul-de-sac can still be found. The inclusion of trails and walkways provide access to schools, parks and other local destinations, allowing for a more walkable character and lifestyle. Sherwood is lacking HDR available land.



Medium Density Residential

The medium residential land use type allows for a generous lot size. Yards are a little less wide and homes are located somewhat closer to each other, but back yards are still spacious, and the resulting neighborhood character is still decidedly suburban. The street pattern mimics the suburban character with quiet cul-de-sacs and maze-like street connections, opening up to collector streets. Medium density residential land uses are allowed in two zones: MDR-Low and MDR-High.



Low Density Residential

This land use is one of the most ubiquitous in Sherwood. Typical street patterns are characterized by curvilinear alignments and cul-de-sacs, lined with trees. This development pattern remains popular with families in Sherwood for the generously sized private yards and quiet streets. Transportation wise, this land use type relies on the car for most trips, and on the school bus for getting to and from school.



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Very Low Density Residential

Very Low Density Residential is found in a few places in Sherwood, and it allows for housing on large tracts of land. The homes on these parcels are typically large and accessed by private, and sometimes shared, driveways. This land use type allows for residential on constrained land with challenging topography or wetlands, that can be excluded from development impact. Property in this zone that is developed through a Planned Unit Development process and generally conforms to the SE Sherwood Master Plan may develop to a maximum density of four dwelling units per net buildable acre. This land use type can form an appropriate transition from the city to agrarian or natural lands beyond the urban growth boundary. Residents in this land use type typically rely on cars to access their daily needs, since the large parcel sizes involved keep most other uses at a distance.



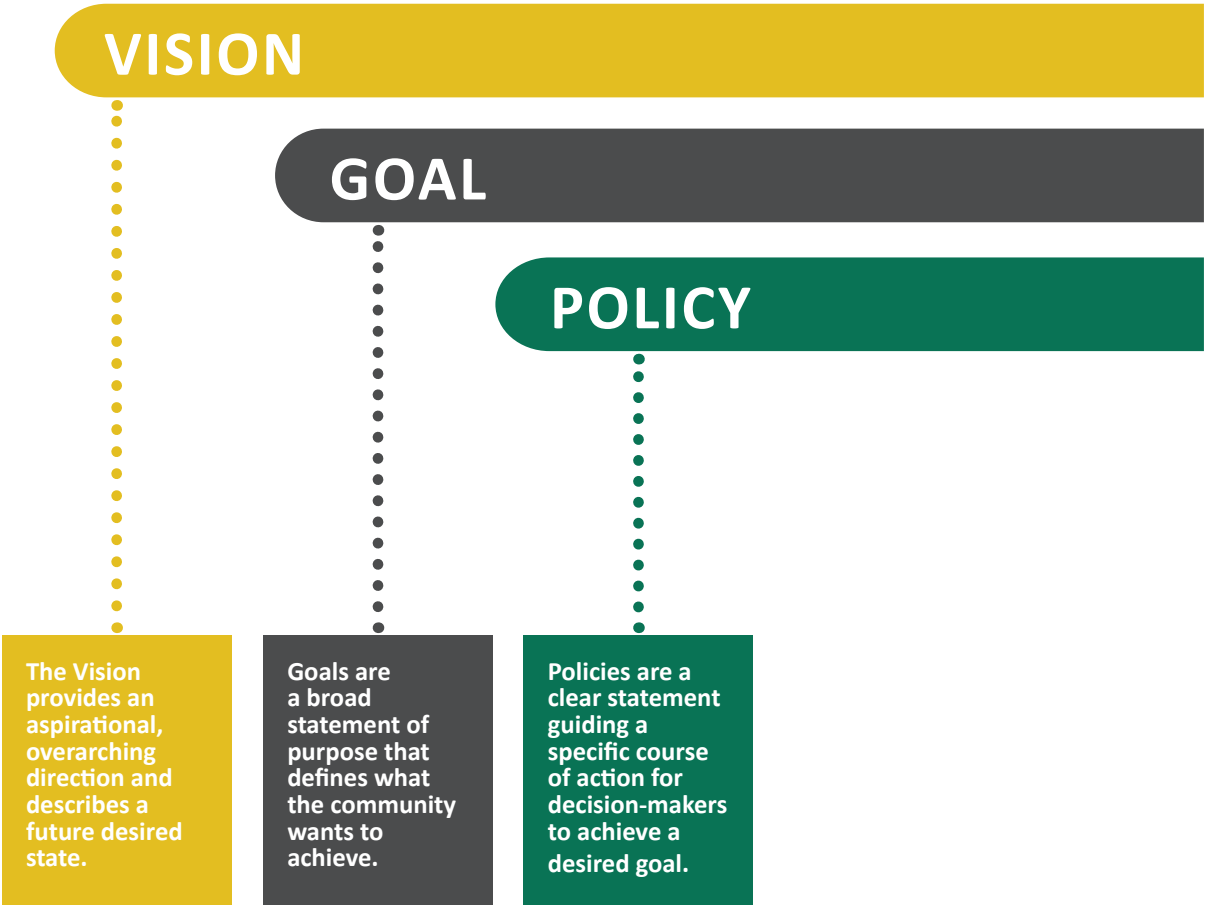
VISION, GOALS, AND POLICIES



User Guide

The Sherwood 2040 Comprehensive Plan is organized around the six Theme Areas identified in the Comprehensive Plan Vision. Each Theme Area covers broad, interconnected topics with a set of goals and policies that are consistent with community priorities identified in the 2018 Sherwood Visioning Process, as well as Oregon’s Statewide Planning Goals.

Each Theme Area opens with an overview of the topics covered to provide content and information about the City’s overall policy strategy. Guided by a Vision Statement, each Theme Area presents a series of Goals. Each Goal includes a set of Policies.



Comprehensive Plan Vision

In the year 2040, residents of Sherwood appreciate their safe, connected, family-oriented and friendly community. Those who grew up in Sherwood stay for family wage jobs and a high quality of life, and those who raised their families here can retire in the place they proudly call home. Sherwood is renowned for its excellent schools, parks, thriving local businesses, small town feel and access to metropolitan amenities, jobs and natural areas.



Thriving and Diversified Economy

In 2040, the Sherwood economy has grown to include a variety of businesses big and small that offer stable employment opportunities, higher-wage jobs, and balance the tax base to protect and maintain Sherwood’s quality of life. Sherwood provides great destinations and experiences for both residents and visitors.



Strong Community, Culture, and Heritage

In 2040, Sherwood successfully retains its treasured small-town character and strong sense of community while welcoming diverse businesses and residents. Old Town preserves its historic atmosphere as an attractive place to shop, dine, and gather. The library and performing arts center play a vital role as place of learning and sharing, and art and creativity are woven into the fabric of the city. A variety of community events uphold a legacy of bringing the community together and giving Sherwood a sense of place.



Strategic and Collaborative Governance

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.



Attractive and Attainable Housing

In 2040, Sherwood has a range of housing choices for a diversity of ages and income levels, providing community members the ability to live in Sherwood throughout all stages of life.



Coordinated and Connected Infrastructure

In 2040, the city’s transportation system is efficient, safe, and provides transportation options. The town has an active and connected transportation network where residents enjoy walking and bicycle paths between neighborhoods, parks, schools, the Tualatin National Wildlife refuge and Old Town. Quality public facilities, services, and utilities contribute to a high quality of life. Sherwood has an excellent school system, an asset that draws families to the community. Sherwood residents of all ages enjoy the city’s robust park system, community centers and state-of-the-art athletic and recreation facilities.



Healthy and Valued Ecosystem

In 2040, Sherwood is a leader as a steward of its natural environment. Vegetated corridors are protected and weave through the city providing habitat, safe passage for wildlife, clean water and air, and a place for people to connect with nature. The city actively preserves mature trees and natural areas.



Thriving and Diversified Economy

In 2040, the Sherwood economy has grown to include a variety of businesses big and small that offer stable employment opportunities, higher-wage jobs, and balance the tax base to protect and maintain Sherwood’s quality of life. Sherwood provides great destinations and experiences for both residents and visitors.

Sherwood’s economy is linked with the entire region. While the City has a diverse economy, with Retail Trade (17%), Accommodation and Food Services (13%), and Manufacturing (11%) sectors accounting for 41% of Sherwood’s employment, over 90% of Sherwood residents commute outside of the city for work.

Despite a highly skilled and educated population and an availability of light industrial land for development, Sherwood is met with constraints. Infrastructure development, capacity and a location on the geographic fringes of the Metro region limits the viable development of employment land. As a result, the City struggles with an unbalanced tax base. Projected City budget shortfalls create concern that the City will not be able to maintain or increase level of services to its citizens and businesses in the future. In order to get the services Sherwood needs and desires, the City’s tax base needs to expand the supply and development of revenue-generating employment land, which is one of the greater contributors to the City’s tax base. Expanding existing businesses and attracting new employment to Sherwood— particularly the right kind of jobs in the right places –will provide opportunities for higher wage jobs and help balance the City’s tax base.

The Thriving and Diversified theme explores the topic of economic development and complies with:

Goal 9: Economic Development

This is a top priority for City Council, and the City of Sherwood is renewing efforts to build a self-sustaining, vital and vibrant local economy. To support these efforts and guide future growth and development, the City of Sherwood prepared an Economic Opportunities Analysis (EOA) and Economic Development Strategy for the 2021-2041 planning forecast. The EOA is a key requirement to a Comprehensive Plan update and complying with Statewide Planning Goal 9. The EOA was prepared concurrently during the Visioning Process in 2018 and updated with new data and a new planning horizon during the Comprehensive Plan process.

The EOA is used to help develop Comprehensive Plan goals and policies that are consistent with the EOA and which reflect City priorities and strategies. The EOA update includes a number of components to meet the requirements of Goal 9, including an Economic Trends Analysis, a Target Industry Analysis, a Forecast of Employment Land Need, and an Evaluation of Employment Land Supply (the Buildable Land Inventory). The EOA also includes an Economic Development Strategy that includes specific recommendations for the City’s employment areas, including the Tonquin Employment Area and Old Town Sherwood (part of the Town Center).

Goal 1

Accelerate the growth of local businesses and attract new businesses that balance the City's tax base, provide stable, high-wage jobs and capitalize on Sherwood's location and enhance the high-quality of life.

- POLICY 1.1** Existing Business Retention, New Business Development, and Attraction of New Businesses: The City will support retention and expansion of existing businesses, growth and creation of entrepreneurial business, and attraction of new businesses that align with Sherwood's Community Vision and provide a diverse mix of economic activity. The types of businesses the City wants to attract most are non-polluting businesses with wages at or above the Washington County average, such as the industries identified in the most recent Economic Opportunities Analysis.
- POLICY 1.2** Encourage development of employment to increase the city's tax base through a faster growth rate of jobs.
- POLICY 1.3** Pursue development of higher employment densities in areas with planned or existing public facilities, utilities, and transportation infrastructure.
- POLICY 1.4** Support business growth in Sherwood to diversify and expand commercial and industrial development in order to provide employment opportunities and expand the tax base.
- POLICY 1.5** Retain and encourage growth of existing and new businesses in Sherwood. Allow and encourage development of commercial and industrial areas.
- POLICY 1.6** Support the creation, development, and retention of small, entrepreneurial businesses in Sherwood.
- POLICY 1.7** Attract businesses identified as Target Industries in Sherwood's most recent Economic Opportunities Analysis.
- POLICY 1.8** Support growth of businesses that create destinations and experiences for residents of Sherwood and visitors.
- POLICY 1.9** Encourage opportunities for workforce development and training that meets the needs of new and existing businesses in Sherwood.

Goal 2

Prioritize and promote economic development to balance the City's tax base by maintaining a supply of land to target growth industries and accelerate Sherwood's desired economic growth.

- POLICY 2.1** Land Supply: The City will provide a 20-year supply of suitable commercial and industrial land on sites with a variety of characteristics (e.g., site sizes, locations, visibility) and manage the supply of employment land to make most efficient use of commercial and industrial land.
- POLICY 2.2** Provide for an adequate supply of commercial and industrial land to accommodate the types and amount of economic development and growth anticipated in the future, as described in the City's most recent Economic Opportunities Analysis (EOA).
- POLICY 2.3** Provide a range of site sizes and locations to accommodate the market needs of a variety of office-commercial, retail commercial, and industrial employment uses.
- POLICY 2.4** Maintain an adequate short-term supply of suitable office commercial, retail commercial and industrial land to respond to economic development opportunities as they arise.
"Short-term supply" means suitable land that is ready for construction usually within one year of an application for a building permit or request for service extension.
- POLICY 2.5** Monitor and replenish the short-term supply and total available commercial and industrial land on a regular, periodic basis.
- POLICY 2.6** Support and encourage infill and redevelopment, especially in existing commercial areas, as a way to use land and existing infrastructure more efficiently. The City will develop and implement policies and programs to encourage office commercial and mixed-use development across Sherwood.
- POLICY 2.7** Continue to provide flexibility in Sherwood's development code to support non-retail commercial and industrial development with the Target Industries identified in the recent EOA, most of which will need space in an existing building, sites smaller than five acres, or sites between five and 15 acres in size.
- POLICY 2.8** Explore options for more mixed-use development in Sherwood to provide additional space for office commercial, flexible and startup development within the City limits.
- POLICY 2.9** Develop criteria, in conjunction with objectives of this chapter, to identify industrial or commercial areas that are more appropriate for other uses (e.g., industrial land re-designated for commercial uses) based on their site characteristics (e.g., location, size, configuration, or transportation access), as needed.



Strong Community, Culture and Heritage

In 2040, Sherwood successfully retains its treasured small-town character and strong sense of community while welcoming diverse businesses and residents. Old Town preserves its historic atmosphere as an attractive place to shop, dine, and gather. The library and performing arts center play a vital role as place of learning and sharing, and art and creativity are woven into the fabric of the city. A variety of community events uphold a legacy of bringing the community together and giving Sherwood a sense of place.

Community Engagement

Proactive and effective public involvement is a cornerstone of planning practice, and focused community engagement is crucial to achieve success in land use and transportation planning initiatives that impact the entire community. The City maintains a Public Involvement Program (PIP) that helps ensure the opportunity for its residents to be involved in planning processes.

In addition, the City conducts many public involvement activities including public notification of land use applications, hosting meetings and events for various projects, including the formation of community advisory committees and outreach activities catered to the specific needs of the project. The City also utilizes multiple channels of communication to share public information, such as the City's website and social media. To further government transparency and education, the City also runs the Sherwood Citizen University, and hosts a strong volunteer program across the City. The broader Sherwood community is also home to many civic groups, organizations, clubs, non-profits and churches that lend to an active and engaged citizenry.

The Strong Community, Culture, and Heritage theme explores the topics of community engagement, historic and heritage resources, as well as civic, arts, and cultural spaces. This theme complies with:

Goal 1: Citizen Involvement

Goal 5: Historic Resources (Part 1)

Goal 11: Public Facilities and Services (Part 1)

Historic and Heritage Resources

Historic sites and cultural facilities maintain continuity with the City's past and provide places for people to congregate, learn about and enjoy Sherwood's heritage. Historic resources in Sherwood are regulated by historic landmark protection standards in the City's Development Code. Special resource and overlay zones, like the Old Town Overlay District, establish objectives and define a set of standards to guide physical development for the preservation, protection and management of the historic or cultural resource. A Cultural Resources Inventory process was last undertaken in 1989 to comply with Goal 5 and resources were evaluated according to four broad criteria: historic significance, architectural significance, integrity and use considerations.

Civic, Arts, and Cultural Spaces

While there are few regulations which govern the provision of civic, arts and cultural spaces from a land use planning perspective, many of these civic and cultural spaces are planned for as best practice through infrastructure master plans, community concept plans and transportation system plans. Sherwood owns and operates many buildings and civic spaces. In addition, the community benefits from other public and private facilities and amenities, as well as events, festivals and activities that lend to the quality of life and sense of community. The Visioning Process uncovered civic, arts and cultural spaces as a key community priorities.

Goal 1

Value Sherwood’s heritage, traditions, and diverse community wisdom by working together and thinking creatively through meaningful, informed and innovative participation by all.

- POLICY 1.1** Practice collaborative and inclusive community engagement to reach the full spectrum of the Sherwood community.
- POLICY 1.2** Create and maintain a Public Involvement Program (PIP) that develops consistent procedures and outlines how staff will plan, implement and evaluate public involvement activities within the context of planning projects.
- POLICY 1.3** Ensure the Planning Commission meets annually as the Committee for Community Involvement to review and make recommendations to improve public involvement efforts.
- POLICY 1.4** Provide information to the public in a variety of accessible and easy to understand formats, including multiple languages where appropriate.
- POLICY 1.5** Develop innovative strategies to facilitate meaningful participation from the City’s diverse communities and address participatory barriers such as language, time, location, and level of involvement.
- POLICY 1.6** Create opportunities for youth and seniors to be engaged in civic affairs and public decision-making processes through advisory boards, commissions and other activities.
- POLICY 1.7** Preserve and enhance distinctive historical and cultural features to create a sense of place and reflect Sherwood’s heritage, landform, and urban framework.
- POLICY 1.8** Update the 1989 Cultural and Historic Resources Survey to determine designated landmarks to be protected by Sherwood landmark protection standards in the code.
- POLICY 1.9** Review and update design and development standards of the Old Town Overlay zone.
- POLICY 1.10** Identify and codify key elements for the development code that contribute to Sherwood’s history and heritage.
- POLICY 1.11** Promote adaptation and reuse of historic buildings to encourage preservation.
- POLICY 1.12** Recognize and publicize good stewardship of historic and cultural sites and resources.
- POLICY 1.13** Promote Sherwood’s cultural events, activities and festivals.

Goal 2

Actively explore accessible, and effective methods of communication and participation to foster transparency and connection to the community.

- POLICY 2.1** Uphold traditional methods of involvement while embracing emerging technologies to extend participation and engagement.
- POLICY 2.2** Maintain effective traditional methods and channels of engagement so they remain accessible.
- POLICY 2.3** Improve the City’s website interface and platform for better ease of access to information, services, news, records, maps and databases.
- POLICY 2.4** Work in partnership with groups and organizations to create a clearinghouse of resources and information about events, activities and services across the City.
- POLICY 2.5** Promote a sense of community and culture of service.
- POLICY 2.6** Maintain City capability to coordinate and connect different service and volunteer-based organizations, clubs and groups with Sherwood residents.
- POLICY 2.7** Expand and promote City-wide volunteer opportunities to build stewardship and community pride.
- POLICY 2.8** Promote community educational opportunities to increase understanding, engagement and service among residents for planning, governance and public decision-making purposes.
- POLICY 2.9** Harness current and emerging technologies and availability of open source data for interactive participation in all phases of the planning process.

Goal 3

Foster a culture of collaboration and partnership between residents, community groups, businesses, service providers and government.

- POLICY 3.1** Plan, coordinate, and support the development of civic, institutional, arts and cultural spaces.
- POLICY 3.2** Support the evolving role of key facilities such as the Sherwood library, performing arts and senior centers to maintain value and access for all members of the community.
- POLICY 3.3** Coordinate with school districts on acquisition, siting, facility planning and development of facilities.
- POLICY 3.4** Support the development of a public art program that invests in community-driven art projects and enriches the public realm for the benefit and enjoyment of the community.
- POLICY 3.5** Collaborate with public and private partners to expand and co-locate community gathering spaces and multi-purpose venues across Sherwood to help meet civic, institutional, arts and cultural use needs.

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Strategic and Collaborative Governance

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.

Urbanization and Growth Management

In recent years, Sherwood was one of the fastest growing cities in Oregon. While a bedroom community in the metro region, Sherwood’s population grew from about 3,000 residents in 1990 to nearly 20,000 residents in 2019, within a 1.5 square mile radius. To plan for and mitigate the effects of continued, future growth, the city is studying three urban growth areas, which are now all at different stages of planning and development: Sherwood West, Brookman Area, and the Tonquin Employment Area (TEA).

Sherwood’s projected growth over the next 50 years means that the City will likely request an expansion of the urban growth boundary for portions of Sherwood West. Developing these urban growth areas can lend to a more balanced ratio of employment to residential land, bringing in higher tax revenues that ensure the quality and livability of the community. Sherwood will also require compliance with the recent passage of House Bill 2001, which requires zoning and code updates to allow for the development of greater variety of housing types. Good governance and management of new growth areas is paramount to the continued livability of Sherwood, and relies on land use planning and procedures that guide administration of the Comprehensive Plan, its implementation mechanisms, as well as regional and state law.

The Strategic and Collaborative Governance theme explores the topics of urbanization, land use planning and procedures, as well as community health and safety and natural hazards. This theme complies with:

Goal 2: Land Use Planning

Goal 7: Natural Hazards

Goal 11: Public Facilities and Services (Part 2)

Goal 14: Urbanization

Community Health and Safety

Because the urban landscape is dictated by a regulatory framework, good governance can also have a profound impact on improving community health, safety and risk management. Combining these topics with those of urbanization and growth management reflects the significant public input captured through the Visioning Process that emphasized the important relationship among these concepts in maintaining a livable community.

While community 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. Therefore, good governance can help design communities that improve police and fire response times, reduce collective energy use, increase resilience in the face of natural hazards and encourage land use patterns that reduce vehicle trips and congestion and improve traffic safety. Well-designed communities can also help mitigate the effects of public health outbreaks as well as natural hazards that pose the greatest risk to the Sherwood (earthquakes, floods and winter storms).

Governance and Growth Management

Goal 1

Coordinate with adjacent jurisdictions, local service providers and regional and state governmental agencies to manage growth and development in Sherwood.

- POLICY 1.1** Maintain a Comprehensive Plan and associated implementation tools consistent with the Metro Urban Growth Management Functional Plan, Regional Framework Plan, and Regional Transportation Plan; the Oregon Statewide Planning Goals; and all other applicable state and federal regulations.
- POLICY 1.2** Ensure that land use and plan administration procedures are compatible with the goals and policies in the Comprehensive Plan, consider relevant agreements with and plans by other local jurisdictions, and comply with regional, state, and federal plans and regulations.
- POLICY 1.3** Routinely verify whether the City's supply of developable land is sufficient to meet short- and long-term employment and housing needs and coordinate with Metro and Washington County to request additional lands for urbanization when Sherwood's growth areas will not accommodate the 20-year projected demand for employment and/or housing.
- POLICY 1.4** Establish and periodically update urban service, urban planning, and other formal intergovernmental agreements as needed to support urbanization, annexation, and urban service provision.

Goal 2

Provide timely, efficient and fiscally responsible delivery of public facilities and services to balance the development of complete neighborhoods, employment areas, schools and public spaces.

- POLICY 2.1** Coordinate the extension of public facilities, utilities, and services and prioritization of capital expenditures with Washington County, other public agencies, and special districts.
- POLICY 2.2** Adopt updates to system plans, as required by state law or necessary to address changing community needs and incorporate these plans by reference in the Comprehensive Plan.

Goal 3

Ensure that the rate, amount, type, location and cost of new development will preserve and enhance Sherwood's quality of life so that it is accessible to all community members.

- POLICY 3.1** Maintain a Comprehensive Plan comprised of coordinated and interrelated components developed with guidance from the community-wide vision so that the consistent implementing tools further the aspirations of the Plan and, subsequently, the vision in day-to-day land use decisions and actions.
- POLICY 3.2** Designate land uses in a manner that accommodates projected population and employment growth and ensure development is consistent and compatible with the community's needs and resources.
- POLICY 3.3** Provide for compatible, phased and orderly transition from rural to suburban or urban uses, reflecting Sherwood's landform on adjacent land outside Sherwood city limits or the Metro urban Growth Boundary.
- POLICY 3.4** Ensure annexation to the City occurs in an orderly and coordinated manner, and services are provided to support urban growth consistent with the 2040 Vision. Consider annexation proposals which meet the following criteria:
 - a.) *The subject property must be located within the Metro Urban Growth Boundary.*
 - b.) *The subject property must be contiguous to the existing City limits or separated from it only by a public right of way.*
 - c.) *Right-of-way that is not within City limits may be annexed for road reconstruction or modification or for the placement of utilities.*
 - d.) *The proposed use for the site complies with the Sherwood Comprehensive Plan and with the designation(s) thereon. If a re-designation of the plan map is requested after an annexation is finalized, the uses allowed under the proposed designation must comply with the Comprehensive Plan.*
 - e.) *An adequate level of urban services and infrastructure are available or can be extended in a cost effective and efficient manner to the area.*
 - f.) *The proposed annexation represents a logical direction for City expansion, promotes an orderly, reasonable and economically feasible expansion of the City boundaries and, in the judgment of the City, serves the present and future interests of the City.*
 - g.) *Improvements for needed infrastructure may be secured by a funding mechanism that will place the primary economic burden on the territory proposed for annexation and not on the City of Sherwood generally.*
- POLICY 3.5** Require larger UGB expansion areas to complete concept plans that conform to local, regional and state requirements, include a phased development plan and reflect Sherwood's landform to achieve a sustainable transition over time. Concept plans shall strive to:
 - *Balance the needs of existing and new residents and businesses to ensure a sustainable tax base to deliver services.*
 - *Consider a variety of housing and employment uses for each concept plan as an opportunity to provide walkable neighborhood services and efficient transportation alternatives.*

Goal 4

Provide open and transparent governance by assuring information is available and disseminated through a variety of methods that is accessible to people of diverse ages, abilities and backgrounds.

POLICY 4.1 Ensure that the Comprehensive Plan empowers community members to act as informed participants in the land use planning process by describing how the Plan and implementation tools work together.

POLICY 4.2 Provide a technical documents that evaluate existing conditions related to social, economic, energy, and environmental needs in order to inform and refine policy recommendations and act as a foundation for future updates to the Comprehensive Plan.

POLICY 4.3 Codify a set of review procedures and approval criteria for ministerial, administrative, quasi-judicial, and legislative land use decisions that comply with state and federal law and ensure these actions implement the Comprehensive Plan in a way that:

- *makes the review process clear and understandable for applicants,*
- *enables the public to effectively participate in the local decision-making process, and*
- *facilitates timely review of land use applications by the City.*

POLICY 4.4 Coordinate with the acting Citizen Involvement Committee to develop and approve a Public Communications and Engagement Plan for all legislative Comprehensive Plan amendments that considers public notice and involvement processes as appropriate to the scale and type of the proposed action, such as:

- *noticing requirements above and beyond those established for legislative amendments,*
- *a variety of communication methods to actively solicit public participation,*
- *advanced contextual and technical information on matters under consideration,*
- *a program for educating residents on land use and land use decision processes,*
- *strategies promoting effective communication between the public and officials,*
- *identifying opportunities for public engagement in all phases of the planning process,*
- *a feedback mechanism for compiling and summarizing public comments and recommendations,*
- *follow-up reporting on feedback received.*

POLICY 4.5 Ensure availability of information to build awareness about development and natural hazard measures to the public in a variety of formats, media, and languages, focusing especially on actionable items such as earthquake retrofitting and stocking emergency supplies.

Community Health and Safety

Goal 5

Ensure a high level of public health, and safety and community preparedness by providing well-funded and well-planned police, and fire protection, and emergency services for Sherwood residents.

POLICY 5.1 Build and maintain a citywide emergency, health and hazard response strategy based on existing plans and close coordination with public and private sector partners.

POLICY 5.2 Maintain police, fire, medical, and other public health and safety services at levels of service commensurate with the City's population and activities.

POLICY 5.3 Evaluate additional police and fire demand resulting from new development, redevelopment, or infill development.

POLICY 5.4 Support coordination of public facility and service planning between City departments and local and regional partners to improve efficiency, service delivery and overall community preparedness.

Goal 6

Maintain and improve the quality of the air, water and land resources.

POLICY 6.1 Support the preservation and maintenance of natural resources to mitigate the impact of natural hazards.

Goal 7

Encourage land use patterns that locate land use activities in close proximity, reduce or shorten vehicle trips and encourage energy conservation through sustainable site planning, landscaping and construction practices.

- POLICY 7.1** Encourage habitat-friendly development practices for developments with Regionally Significant Fish and Wildlife Habitats.
- POLICY 7.2** Build capacity for greater urban resilience and redundancy in infrastructure and essential public facilities.
- POLICY 7.3** Address public safety in development and redevelopment through building and site design, including Crime Prevention Through Environmental Design principles.
- POLICY 7.4** Promote compact mixed-use areas, innovative design, and limited neighborhood-serving commercial uses compatible within existing residential neighborhoods to reduce transportation demand.
- POLICY 7.5** Advance resource efficiency in the built environment through the integration of energy-conserving features and innovative construction methods in new development, redevelopment and retrofits.
- POLICY 7.6** Advance adaptive reuse when designing buildings and sites to respond to changing economic, environmental, and energy needs and conditions while remaining compatible with adjacent development and uses.

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Goal 8

Minimize impacts and risk to life and property from natural and human-caused hazards and disasters.

- POLICY 8.1** Ensure regular updates to spatial, economic and demographic data used by the City to support hazard planning and response in conjunction with federal, state, and local efforts.
- POLICY 8.2** Prohibit development on floodplain in order to reduce the risk of flooding, prevent or reduce risk of human life and property, and maintain functions and values of floodplains such as allowing for the storage and conveyance of stream flows through existing and natural flood conveyance systems.
- POLICY 8.3** Provide drainage facilities and regulate development in areas of runoff or erosion hazard.



Attractive and Attainable Housing

In 2040, Sherwood has a range of housing choices for a diversity of ages and income levels, providing community members the ability to live in Sherwood throughout all stages of life.

Sherwood's population growth and shifting demographics affect future housing growth and shape the changes in the City's housing market. While Sherwood's population has been growing relatively fast in recent years, the population has been aging while the community continues to attract younger people and more households with children. In addition, Sherwood's population is becoming more diverse. If all these trends continue, there will likely be changes in the types of housing demanded in Sherwood in the future.

The aging of the population is likely to result in increased demand for smaller single-family housing, multifamily housing, and senior living. The growth of younger and diversified households is likely to result in increased demand for a wider variety of housing that are affordable and appropriate for families with children, such as small single-family housing, townhouses, duplexes, and multifamily housing. Changes in commuting patterns could affect future growth in Sherwood.

Currently, Sherwood's housing stock is predominantly single-family detached. Housing prices are higher in Sherwood than the regional averages, though the City's increasing homeownership costs are consistent with the upward national trend. Almost three quarters of Sherwood's residents own their homes. Sherwood households have relatively high income, which affects the type of housing that is affordable, particularly for young people and new families. Future housing affordability will depend on the relationship between income and housing price, and whether housing prices will continue to outpace income growth.

The Attractive and Attainable theme explores the topic of housing and complies with:

Goal 10: Housing

The City's most recent Housing Needs Analysis (HNA) for the 2019-2039 period provides Sherwood with a factual basis to support future planning efforts related to housing, and is used to help develop Comprehensive Plan goals and policies that are consistent with the HNA while reflecting City priorities and strategies.

As required by state law, the HNA examines household growth based on Metro's coordinated forecast. The forecast includes growth in both areas within the city limits, as well as areas currently outside the city limits that the City expects to annex for residential uses. The HNA identifies an additional 1,728 new households between 2019 and 2039. Sherwood must provide enough land to accommodate forecasted housing needs for the next 20 years which can be met through continued annexation of the Brookman area and planning for Sherwood West.

Goal 1

Preserve and enhance the character of existing neighborhoods.

- POLICY 1.1** Plan for a 20-year supply of suitable land for Sherwood to meet housing needs.
- POLICY 1.2** Identify opportunities to address land deficits shown in the Housing Needs Analysis within the existing city limits.
- POLICY 1.3** Accommodate future growth through annexation of areas within the Metro Urban Growth Boundary (UGB) and work with Metro to bring urban reserve areas into the Metro UGB as needed.
- POLICY 1.4** Ensure that the City has enough land to accommodate Sherwood’s projected share of regional household growth, through regular monitoring and adjustments of available land through the Housing Needs Analysis.
- POLICY 1.5** Maintain a minimum overall density of six (6) dwelling units a net acre, per the Metropolitan Housing Rule.
- POLICY 1.6** Plan for infrastructure development to support residential development.
- POLICY 1.7** Continue to coordinate capital improvement planning to ensure infrastructure availability on residential land and continue to pursue funding for needed infrastructure to support housing growth.
- POLICY 1.8** Coordinate with regional partners to develop infrastructure to support housing growth across the City, ensuring availability of water and wastewater service and improving transportation access to the broader Portland Region.
- POLICY 1.9** Coordinate population, residential growth and infrastructure planning with the Sherwood School District to ensure that land is available for new schools as needed and that utilities can efficiently be provided to new school sites.
- POLICY 1.10** Maintain the quality of existing neighborhoods and ensure that new neighborhoods fit with Sherwood’s character, landform, and urban framework.

- POLICY 1.11** Ensure existing neighborhoods benefit from access and connections to trails, parks, open space and neighborhood amenities as new neighborhoods are developed.
- POLICY 1.12** Encourage infill residential development in areas near shopping, parks, transit and other major public facilities and services, with a focus on opportunities in the Old Town.
- POLICY 1.13** Encourage housing that is of a design and quality compatible with the neighborhood in which it is located.
- POLICY 1.14** Reduce the negative impacts of traffic, noise, parking, lack of privacy, and negative visual aesthetics, through compatible site and building design and buffering techniques.

Goal 2

Plan new residential developments to integrate with existing Sherwood as complete neighborhoods where community members can live, learn, shop and recreate.

- POLICY 2.1** Foster complete neighborhoods that provide housing choice, serve daily needs, and are walkable, connected, safe and integrated with the natural landscape.
- POLICY 2.2** Provide for a variety of techniques to foster flexibility, creativity, and innovation in the division of land, siting of buildings, and provisions of community amenities such trails and open space through the use of concept planning, master planning, and planned unit developments.
- POLICY 2.3** Encourage neighborhoods that are designed in a manner that incorporates the following principles:
- *Cultivate a mix of housing types that are designed in a way to enhance neighborhood character.*
 - *Create walkable neighborhoods that respond to their surrounding landscape.*
 - *Provide safe and effortless connectivity to schools, parks, and commercial centers for pedestrians, cyclists, and cars.*
 - *Enhance existing natural assets and integrate greenspaces and parks into new development.*
 - *Enhance Sherwood's small-town character and historic core through architectural balance and design that is accessible and inviting to all.*
- POLICY 2.4** Make use of density transfer as a means of preserving open space and developing recreational areas within new developments.
- POLICY 2.5** Promote housing and site design that supports the conservation, enhancement, and continued vitality of areas with special historic, architectural, or cultural value.

Goal 3

Provide the opportunity for a variety of housing types in locations and at price points that meet the needs of current and future residents.

- POLICY 3.1** Provide opportunities for the development of a range of housing types that are attainable to current and future households at all income levels, as described in the Sherwood Housing Needs Analysis, to maintain Sherwood's high quality of life.
- POLICY 3.2** Identify opportunities to support the city's housing mix, to ensure the housing supply includes a variety of housing types and unit sizes that support a range of housing prices.
- POLICY 3.3** Support a variety of housing types such as, but not limited to, townhomes, cottages, courtyard housing, accessory dwelling units, single story units, and extended family and multi-generational housing.
- POLICY 3.4** Support housing affordable to Sherwood's residents and workers at businesses in Sherwood, including housing options for first-time homebuyers, new families, the elderly, and persons with disabilities.
- POLICY 3.5** Support homeownership opportunities for all housing types by encouraging condominiums, cooperative housing, and other types of ownership methods.
- POLICY 3.6** Collaborate with organizations to provide opportunities for development of lower cost housing and housing development incentives in areas with access to jobs, transportation, open spaces, schools, and supportive services and amenities.



Coordinated and Connected Infrastructure

In 2040, the city's transportation system is efficient, safe, and provides transportation options. The town has an active and connected transportation network where residents enjoy walking and bicycle paths between neighborhoods, parks, schools, the Tualatin National Wildlife refuge and Old Town. Quality public facilitates, services, and utilities contribute to a high quality of life. Sherwood has an excellent school system, an asset that draws families to the community. Sherwood residents of all ages enjoy the city's robust park system, community centers and state-of-the-art athletic and recreation facilities.

Transportation

Transportation infrastructure within City limits is provided and maintained by several jurisdictions. The Oregon Department of Transportation owns and maintains certain highways and major arterials (e.g. Highway 99W), while Washington County is responsible for other major arterials such as SW Tualatin-Sherwood Road and SW Roy Rogers Road. City of Sherwood is responsible for most remaining roads, with the exception of private streets and drives. TriMet is responsible for Sherwood's transit service and provides connections within the Portland Metro region such as to Tigard, Beaverton and Portland. As Sherwood grows, the City will need to balance the needs of walking, bicycling, driving, transit and freight into an equitable and efficient transportation system.

The Coordinated and Connected Infrastructure theme explores the topics of transportation and public facilities and services such as water, sewer, stormwater and utilities. This theme complies with:

Goal 11: Public Facilities and Services (Part 3)

Goal 12: Transportation

Goal 13: Energy Conservation (Part 1)

Sherwood's Transportation Systems Plan (TSP) assesses local, regional and state needs and provides a foundation from which to evaluate and determine what improvements could or should be required as part of private development projects. Plan elements can be implemented by the City, private developers, and state or federal agencies. Typically, the goals and policies outlined in a City's TSP are mirrored in the Comprehensive Plan to ensure alignment between the two policy documents. Sherwood's TSP was last updated in 2014 and evaluates the current transportation system and outlines strategies and projects that are important to protecting and enhancing the quality of life in Sherwood through 2035.

Infrastructure and Energy

Public facilities planning allows jurisdictions to create coordinated strategies for infrastructure and service provision over a longer-term horizon than is normally used in programs such as Capital Improvement Programs (CIPs), which plan for the short-term (typically 1-5 years). Without adequate planning for public facilities, utilities and services, coordination between multiple city departments, service providers, and districts can prove challenging and may result in gaps in service, inefficiencies and/or unnecessary expenses. Sherwood addresses water, sewer, stormwater services through infrastructure and/or service master plans. The goals and policies of the Comprehensive Plan support the criteria required for evaluating these systems, as well as the process for identifying system deficiencies and recommended improvements, as outlined in each of these system master plans.

In addition to public infrastructure and services like water, sewer and stormwater, the expansion of high-speed broadband capabilities across Sherwood is a FY2020-21 City Council priority. Growth in broadband as a public utility can aid in energy conservation, the deployment of smart city applications, and growth in other technologies.

Goal 1

Plan and implement a transportation system that is forward-looking, responsive and innovative to maximize capacity and ensure safety, efficiency and retention of Sherwood's livability and small-town character.

- POLICY 1.1** Develop, implement and regularly update the City's Transportation System Plan (TSP).
- POLICY 1.2** Provide a supportive transportation network to the land use plan that provides opportunities for transportation choices and the use of alternative modes serving all neighborhoods and businesses.
- POLICY 1.3** Promote access and utilization of a multi-modal transportation system.
- POLICY 1.4** Encourage complementary infrastructure for bicycles and pedestrian facilities providing a diverse range of transportation choices for city residents.
- POLICY 1.5** Manage the transportation network in a manner that ensures the plan is implemented in a timely fashion and is kept up to date with respect to local and regional priorities.
- POLICY 1.6** Prioritize incorporation of street design features and techniques that promote safe and comfortable travel by pedestrians, cyclists, emergency responders, transit users and motorists based on street context and function.
- POLICY 1.7** Promote the development of new vehicle technology, such as electric charging stations, in existing development, new development, and redevelopment.

Goal 2

Create and enhance safe and viable transportation options for travel between destinations locally and regionally with particular attention to connecting the areas of Sherwood east and west of Highway 99W, Old Town, and the Tualatin National Wildlife Refuge.

- POLICY 2.1** Develop a transportation system that is consistent with the City's adopted comprehensive land use plan and with the adopted plans of state, local, and regional jurisdictions.
- POLICY 2.2** Provide reliable convenient transit service to Sherwood residents and businesses as well as special transit options for the elderly and people with disabilities.
- POLICY 2.3** Provide a convenient and safe transportation network within and between Old Town and commercial centers, enabling mixed use development and providing multi-modal access to businesses and residents.
- POLICY 2.4** Ensure safe and convenient transportation access across Highway 99W for all modes of travel.
- POLICY 2.5** Ensure that efficient and effective freight transportation infrastructure is developed and maintained to support local and regional economic expansion and diversification consistent with City economic plans and policies.

Goal 3

Identify funding sources and collaborative partnerships to leverage resources for transportation system maintenance and improvements.

- POLICY 3.1** The Sherwood transportation network will be managed in a manner that ensures the plan is implemented in a timely fashion and is kept up to date with respect to local and regional priorities.
- POLICY 3.2** Partner with the Sherwood School District to develop a city-wide Safe Routes to School program that improves safety, encourages walking, rolling and biking to school, identifies critical infrastructure needs, and positions the City for regional, state and other funding opportunities.

Infrastructure and Energy

Goal 4

Ensure reliable, safe, affordable and adequate public facilities to meet Sherwood’s existing and future needs.

- POLICY 4.1** Develop, implement and regularly update water, sewer, stormwater and other public utility master plans.
- POLICY 4.2** Develop and implement the City of Sherwood’s Water Conservation and Management Plan.
- POLICY 4.3** Develop and implement a five-year capital improvements and service plan for City services which prioritizes and schedules major new improvements and services and identifies funding sources.
- POLICY 4.4** Explore a variety of funding mechanisms to complete priority projects for public facilities.
- POLICY 4.5** Develop a growth plan for Sherwood Broadband to expand fiber services for all users and support smart city applications.

Goal 5

Work with partner agencies to coordinate service delivery including but no limited to stormwater, water, electric, natural gas, broadband, and waste management.

- POLICY 5.1** Coordinate public facility planning and service provisioning with established urbanization policies as a means to achieve orderly growth and an appropriate mix of land uses.
- POLICY 5.2** Coordinate with Metro and local waste management partners to implement the Regional Waste Plan.
- POLICY 5.3** Coordinate with Clean Water Services to promote green infrastructure practices and identify opportunities for innovative stormwater management techniques in new growth areas.
- POLICY 5.4** Collaborate with governmental and private agencies engaged in climate change and energy conservation efforts and seek ways to expand its role and influence in achieving more efficient use of energy resources by:
 - *Developing and implementing an Energy Conservation Plan.*
 - *Ensuring responsive development code and standards that reflect emerging trends for addressing energy and climate change challenges and opportunities.*



Healthy and Valued Ecosystems

In 2040, Sherwood is a leader as a steward of its natural environment. Vegetated corridors are protected and weave through the city providing habitat, safe passage for wildlife, clean water and air, and a place for people to connect with nature. The city actively preserves mature trees and natural areas.

Sherwood's natural areas, parks and open spaces are a key element of the community's identity. The City's park system includes 67 acres of developed parks and an expansive network of trails and greenways, though many of these corridors have not yet been developed with public access. Sherwood's population growth, as well as the annexation and development of the Brookman Area and Sherwood West, will continue to drive the need for expanded parks and recreation services and facilities.

The City's 2021 Parks and Recreation Master Plan provides a framework to guide the City in setting priorities and making decisions about the provision of parks, trails, open space, natural areas, recreation facilities, and programs as well as providing design guidelines for parks and facilities. The PRMP was developed under the framework of the 2018 Visioning Process for the Comprehensive Plan and identifies eight overarching strategies to provide direction for Sherwood's parks and recreation system. Each of these strategies has accompanying actions, setting policy-level guidance for the recommended improvements which are incorporated into the Comprehensive Plan.

The Healthy and Valued Ecosystems theme explores the topic of parks, recreation, natural resources and environmental quality. This theme complies with:

Goal 5: Natural Resources (Part 2)

Goal 6: Air, Water and Land Resource Quality

Goal 8: Recreational Needs

Goal 13: Energy Conservation (Part 2)

Goal 13: Energy Conservation (Part 1)

In addition to parks and recreational areas, Sherwood is home to many natural resource areas such as Chicken, Rock and Cedar Creeks and their associated tributaries, flood plains, wetlands and ponds, the Tonquin Scabland Geologic Area (TSGA) as well as stands of mature trees and forest canopy. Sherwood last updated its Open Spaces and Natural Resources Inventory and Natural Resources and Recreation Plan Map in 1990. Based on Metro's more recent Regionally Significant Fish and Wildlife Habitat Inventory Map, Sherwood has a mix of riparian and wetland areas that support fish and wildlife habitat across the City.

Sherwood's growth will continue increasing demands on its environmental resources, creating conflicts between the competing values of conservation and development. Environmental resource planning in Sherwood must include recognizing the limits to the natural resource base, the carrying capacity of the environment and the availability of non-renewable energy resources

Goal 1

Develop a funding strategy and pursue funding sources for land acquisition, parks and recreation facility development, operations and maintenance.

- POLICY 1.1** Develop, implement and regularly update the City’s Park and Recreation Master Plan.
- POLICY 1.2** Manage efficient and fiscally sustainable parks and recreation services.
- POLICY 1.3** Build upon partnerships for protecting and enhancing natural areas.
- POLICY 1.4** Pursue funding for the acquisition, protection, or enhancement of natural areas through private environmental groups, private donations, federal or state agencies, or local groups.
- POLICY 1.5** Sustain Sherwood’s parks, open spaces and recreation facilities through proactive maintenance and stewardship.

Goal 2

Pursue the expansion and enhancement of the City’s parks, trail system and greenways that connect people to nature and their destinations.

- POLICY 2.1** Provide a park within a 10-minute walk of every resident.
- POLICY 2.2** Develop a comprehensive network of connected trails and pathways.
- POLICY 2.3** Acquire greenway areas along creeks through, private donations, dedication at the time of development or by purchase, to preserve drainageways, open space, wetlands, wildlife habitat and corridors, and to connect planned trail systems.
- POLICY 2.4** Expand the trail system regionally by connecting to trails from neighboring communities creating regional connectivity and collaboration from local partners like the cities of Newberg, Tualatin, Tigard, King City, Wilsonville and Washington County.

Goal 3

Plan, develop and enhance recreation opportunities, common open space areas, and recreation facilities for Sherwood residents of all ages and abilities.

- POLICY 3.1** Provide state-of-the-art indoor and outdoor recreation facilities that reflect Sherwood’s identity and increase recreation variety.
- POLICY 3.2** Provide outdoor park enhancements that consider and enhance the City’s quality of life, community identity and encourage functional, safe, and aesthetically pleasing development while maintaining compatibility with the surrounding environment.
- POLICY 3.3** Strengthen Sherwood’s community, culture and heritage through programming.
- POLICY 3.4** Consider parks and trails systems as potential economic drivers to the community.
- POLICY 3.5** Expand the park system as the city grows.
- POLICY 3.6** Secure planned parks and natural areas in Concept Plan areas, such as Brookman and Sherwood West.
- POLICY 3.7** Utilize sites required for public buildings for park and open space purposes where feasible. For instance, water tanks or reservoirs on elevated locations may also provide a suitable location for a neighborhood park or a place for viewing surrounding terrain.

Goal 4

Promote natural resources as a shared and critical community asset by being good stewards of Sherwood’s natural resources, ecosystems, and urban forest and protecting and enhancing their function, quality, and diversity.

POLICY 4.1 Recognize and encourage the ecological functions of riparian and upland habitat areas. These include:

- *Wildlife and fish habitat*
- *Recreation*
- *The prevention of soil erosion.*
- *The reduction of pollutants*
- *Urban buffers, windbreaks, scenic corridors, and site landscaping*
- *Educational opportunities*

POLICY 4.2 Maintain an up-to-date Local Wetlands Inventory (LWI) to identify the location, quantity and quality of wetland resources.

POLICY 4.3 Prohibit the development of floodplains in order to reduce the risk of flooding, prevent or reduce risk of human life and property, and maintain the function and value of floodplains.

POLICY 4.4 Protect and enhance natural areas including wildlife corridors through a combination of programs that involve development regulations, mitigation of impacts on resource sites, conservation easements, and educational efforts.

POLICY 4.5 Integrate nature and natural systems.

POLICY 4.6 Support site development and design practices that encourage “design with nature” by incorporating and promoting natural ecosystem elements, including the planting of native trees and vegetation, minimizing effects on natural resources, and avoiding the degradation or loss of wetland, watershed, habitat and ecosystem services.

POLICY 4.7 Provide consideration for meeting multiple objectives with open space conservation, such as recognizing the natural functions of the resources, wildlife, upland habitat connectivity, and passive recreation activities.

POLICY 4.8 Protect Sherwood’s urban forest by preserving tree canopy, inventorying significant tree stands and working with partners to plant more native trees.

POLICY 4.9 Reduce the negative impacts of light pollution on human health and safety, wildlife and ecosystem health, energy conservation, and night sky viewing by regulating the fixture, direction, and color temperature of outdoor lighting.

POLICY 4.10 Establish, restore, and maintain a network of connected wildlife habitat corridors that facilitate access and movement for species between habitat areas.

POLICY 4.11 Provide incentives and flexibility to the development community for the preservation of resources that are above and beyond code requirements.

POLICY 4.12 Coordinate the cleanup of brownfield sites and support technologies for resolving contamination for reuse and redevelopment of property.

REFERENCE DOCUMENTS

Transportation System Plan Ordinance 2014-012

Adopted 06.17.2014

Parks Master Plan Ordinance 2021-004

Adopted 05.18.2021

Housing Needs Analysis Ordinance 2020-010

Adopted 12.01.2020

Economic Opportunities Analysis Ordinance 2020-011

Adopted 12.07.2021

AMENDMENT HISTORY

SUPPORTING DOCUMENTS

The following list of supporting documents provide additional depth and background to the City's 2040 Comprehensive Plan Update process. Each theme area included a background report, a community profile presenting current data about the Sherwood community, and a community survey. These are listed to document the process but are not adopted as part of the Comprehensive Plan update. All documents are available through the City of Sherwood's Planning Department upon request.

- Thriving and Diversified Economy Background Report, May 2019
- Thriving and Diversified Economy Community Profile
- Thriving and Diversified Economy Community Survey
- Community Culture and Heritage Background Report, August 2019
- Community Culture and Heritage Community Profile
- Community Culture and Heritage Community Survey
- Strategic and Collaborative Governance Background Report, February 2020
- Strategic and Collaborative Governance Community Profile
- Strategic and Collaborative Governance Community Survey
- Attractive and Attainable Housing Background Report, July 2020
- Attractive and Attainable Housing Community Profile
- Attractive and Attainable Housing Community Survey
- Coordinated and Connected Infrastructure Background Report, October 2020
- Coordinated and Connected Infrastructure Community Profile
- Coordinated and Connected Infrastructure Community Survey
- Healthy and Valued Ecosystems Background Report, February 2021
- Healthy and Valued Ecosystems Community Profile
- Healthy and Valued Ecosystems Community Survey