



SHERWOOD WEST CONCEPT PLAN

AGENDA

Community Advisory Committee Meeting #7

DATE: February 23, 2022
TIME: 5:30 – 7:30 PM
LOCATION: Virtual – ZOOM platform. To provide public comment, please send an email to Erika Palmer, Planning Manager at palmere@sherwoodoregon.gov at least 24-hours prior to the meeting to receive instructions on how to participate. Public comments are limited to three minutes. The meeting will be recorded and posted to the City's YouTube page. City of Sherwood's YouTube Channel: <https://www.youtube.com/user/CityofSherwood>

Meeting Purpose

- Review updates to the Western Edge North-South Connector
- Review design studies and discuss potential locations for land uses
- Review a draft Community Engagement Strategy

Agenda

5:30 PM	1. Welcome <i>Approve meeting summary from CAC #6</i>	Erika Palmer, City of Sherwood Joe Dills, APG
5:40 PM	2. Public Comment	Erika Palmer
5:50 PM	3. Update of Western Edge North-South Connector	City staff
6:00 PM	4. Defining Scenarios (continued) – Design Studies <i>This agenda item will review the attached design studies for the central area of the plan – exploring ideas for the locations of key land uses and walkable village master planning.</i>	Joe Dills Saumya Kini, Walker Macy
7:15 PM	5. Community Engagement Strategy	Erika Palmer
7:30 PM	6. Next Steps and Adjourn	Joe Dills



SHERWOOD WEST CONCEPT PLAN

MEETING MINUTES

Community Advisory Committee (CAC)

DATE: December 15, 2021 – Meeting #6

TIME: 5:30 PM to 7:30 PM

LOCATION: Virtual Online, YouTube Link: <https://www.youtube.com/watch?v=552C8FwMDwo>

CAC Members Present: Emily Campbell, Tim Rosener, Jean Simson, Doug Scott, Rodney Lyster, Brian Dorsey, John Clifford, and Brian Fairbanks.

Consultants and Sherwood Staff Present: Joe Dills, Angelo Planning Group; Kyra Haggart, Angelo Planning Group; Erika Palmer, Planning Manager; Julia Hajduk, Community Development Director; Bruce Coleman, Economic Development Manager; and Bob Galati, City Engineer.

Agenda Item

1. Welcome and Introductions

Members of the CAC introduced themselves. Mr. Dills asked if there were any comments to the Meeting Summary for Meeting #5. Chair Simson commented on Page 2 and suggested adding language to Councilor Scott's comments stating the Sherwood West Concept Plan was adopted several years ago. She also suggested adding language to Page 4 clarifying that these are the current maximums for density.

2. Public Comment

Planning Manager Erika Palmer read the public comments into the record.

- Cindy Bells submitted comments on December 13, 2021, which were included in the meeting packet. She stated that people who live here like the small-town feel and don't want all the problems that come with larger cities. She asked why the City is pushing to keep building more houses and growing Sherwood. Disappearing countryside, increasing strain on resources, worsening traffic, higher taxes and she said please explain how any of this is good for existing Sherwood residents.
- Tim Derby provided an email on December 13, 2021, which was included in the meeting packet. He stated that Sherwood West development is going to happen even if every single citizen is against it and requested to be on the record that he is opposed to the new development. He asked the committee to listen to the citizens and do the right thing.

Brian Fairbanks asked if the public comments are available for the public to view. He stressed the importance of communication with the public and incorporating an educational component. Ms. Palmer said the public comments are part of the meeting record and on the City website and staff can provide

to those interested. Discussion followed regarding the lack of understanding and confusion regarding the Urban Growth Boundaries, House Bill 2001, and planning for growth and how to educate the public. Brian Dorsey suggested using the marketing slogan “Steering the future of Sherwood so the State doesn’t”.

3. Informational Update on Western Edge North/South Connector

Ms. Palmer discussed the proposed North/South connector that runs north from Chapman to Edy Road. She said there will be improved intersections, a new crossing bridge at Chicken Creek, and existing Eastview Road right-of-way. She said the western side will not have improvements because it abuts to the Urban Reserve. She said further analysis is needed and staff will provide updates concerning costs and other issues. Discussion followed.

4. Defining Scenarios for Sherwood West

- **Community park and school locations and sizes**

Ms. Palmer said during the Comprehensive Plan Update and Residential Design Standards process staff conducted community surveys and the community-supported middle housing types included ADUs, small single-family detached, townhomes, cottage clusters, and duplexes. She noted that with these housing types it is important to have community amenities nearby. She said based on the Housing Needs Analysis, Sherwood will have an increasing need for medium to higher density housing during the next 20+ years.

Ms. Palmer discussed defining “affordable” in the Sherwood context and noted more than one-third of Sherwood’s households are cost-burdened. She provided affordable housing options from around the region. Mr. Dills asked if these examples will be appropriate for Sherwood West. Feedback included the importance of parking, curb appeal, landscaping, and access to homes. Mr. Dills provided information on Villebois Village and Frog Pond. He said Villebois is a developer-led master planned community and required very minor amendments to comply with HB 2001 because of its existing density and diversity of housing types. He said Frog Pond is a City-led concept plan and master plan with 27 property owners.

Ms. Haggart commented on Sherwood West residential acreage and said the net buildable residential land supply is 305 acres. She provided the updated scenario variables and scenario constants. She said the calculation for buildable land includes an elementary and middle school site (50 acres) and a community park site (20 acres). The committee noted the importance of parks and noted 20 acres may need to be increased.

- **Potential new tools for residential and mixed-use**

Mr. Dills provided custom zoning ideas to consider which include multifamily, middle housing, small lot homes, green neighborhoods, and mixed use neighborhood commercial. Discussion followed regarding the importance of being creative when developing custom zoning. Mr. Dills suggested adding graphic work to these potential new tools and providing capacity calculations at the next meeting. He said the challenge is to keep it at the concept planning level.

- **Direction for defining scenarios in Sherwood West**

Mr. Dills stated the process is not ready to draft options for “themes” rather refining the tools. He said they will use housing mix choices, neighborhood variety choices, open space choices, and hybrid to refine the new tools.

5. Next Steps and Adjourn

Mr. Dills suggested a meeting on February 22, 2022 and adjourned the meeting.

Meeting adjourned at 7:50 pm.



SHERWOOD WEST CONCEPT PLAN

SHERWOOD WEST DESIGN STUDIES

TO: Sherwood West Community Advisory Committee
FROM: Project Team
CC: Sherwood West Technical Advisory Committee
DATE: February 15, 2022

Overview

In November and December, the project committees discussed ideas for the Sherwood West Concept Plan scenarios (alternatives). The committees reviewed background information regarding middle housing, housing affordability in the Sherwood context, master planning (Villebois and Frog Pond examples) and residential acreage metrics. The committees also reviewed scenario-related information and concepts: “constants and variables” of the plan; potential public uses; and “new tools” for residential and mixed-use planning. The memorandum dated December 9, 2021, is attached for reference.

This memorandum introduces conceptual design studies to supplement the ideas and tools reviewed in December. The design studies focus on the central area of the plan, between Chicken Creek and Goose Creek, where there are relatively large areas of less-sloped land and where infrastructure is close by. These studies assume that the Mixed Employment areas in the northern and southern portion of the study area will be a constant – new ideas are advanced for the potential employment areas in the central area.

Discussion Questions

The attached studies are intended to help visualize and test possibilities for several elements of the plan. They explore the following questions, which will be discussed at the committees’ meetings.

1. Park and school locations

- a. If the community park (20+ acres) and potential middle school and elementary school were in the central area, where might they be located?
- b. Can they “fit” in the subareas between the planned roads?
- c. What are the access issues to be considered?
- d. If they are not located in the central area, what other locations (with relatively flat land) might be considered within the entire Sherwood West planning area?

2. SW Elwert Road's western "edge"

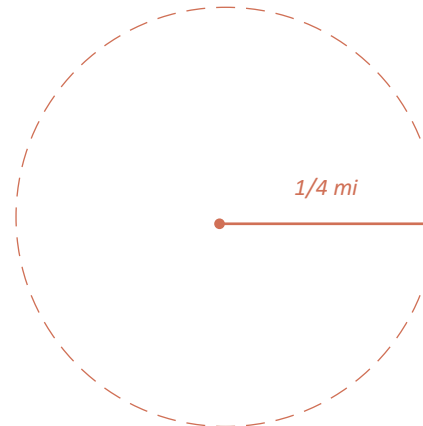
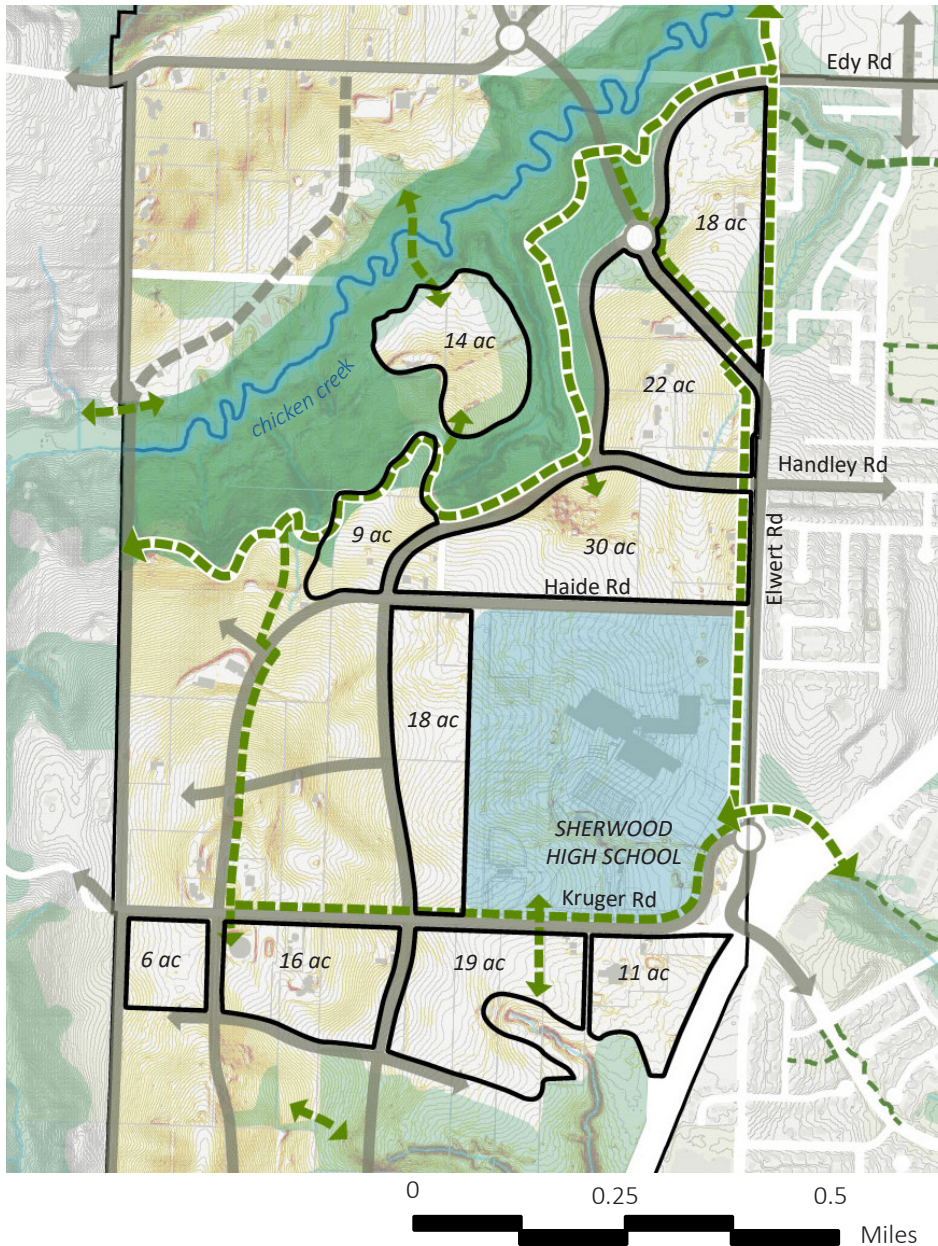
- a. What are the possibilities for a "public and green edge" along the west side of SW Elwert Road north of the High School?
 - i. Examples of this concept include Woodhaven City Park, Archer Glen Elementary School and Snyder Park along SW Sunset Blvd.

3. Master planned "villages"

- a. What might the area north of SW Haide Road (north to Chicken Creek) look like if designed as a master planned walkable village?
 - i. This portion of the plan is a cohesive area where there is potential for public uses, a variety of residential types and strong walkability – all knit together and implemented by a master plan.
- b. What would a "walkable village" concept look like for the lands south of SW Kruger Road?
 - i. Similar to the area north of SW Haide Road (but with more slope to the west), the area south of SW Kruger Road has a fairly cohesive identity that can be master planned as a walkable village.
 - ii. Several ideas expressed by local land-owners have been included in the attached concepts, including a wine-related destination at the west end of Kruger and neighborhood commercial/mixed use at the east end of SW Kruger Road.

The team would like to engage the Committees in these questions and use the feedback to define scenarios to be reviewed at the next meeting.

POTENTIAL "VILLAGE" AREAS AND ACREAGES

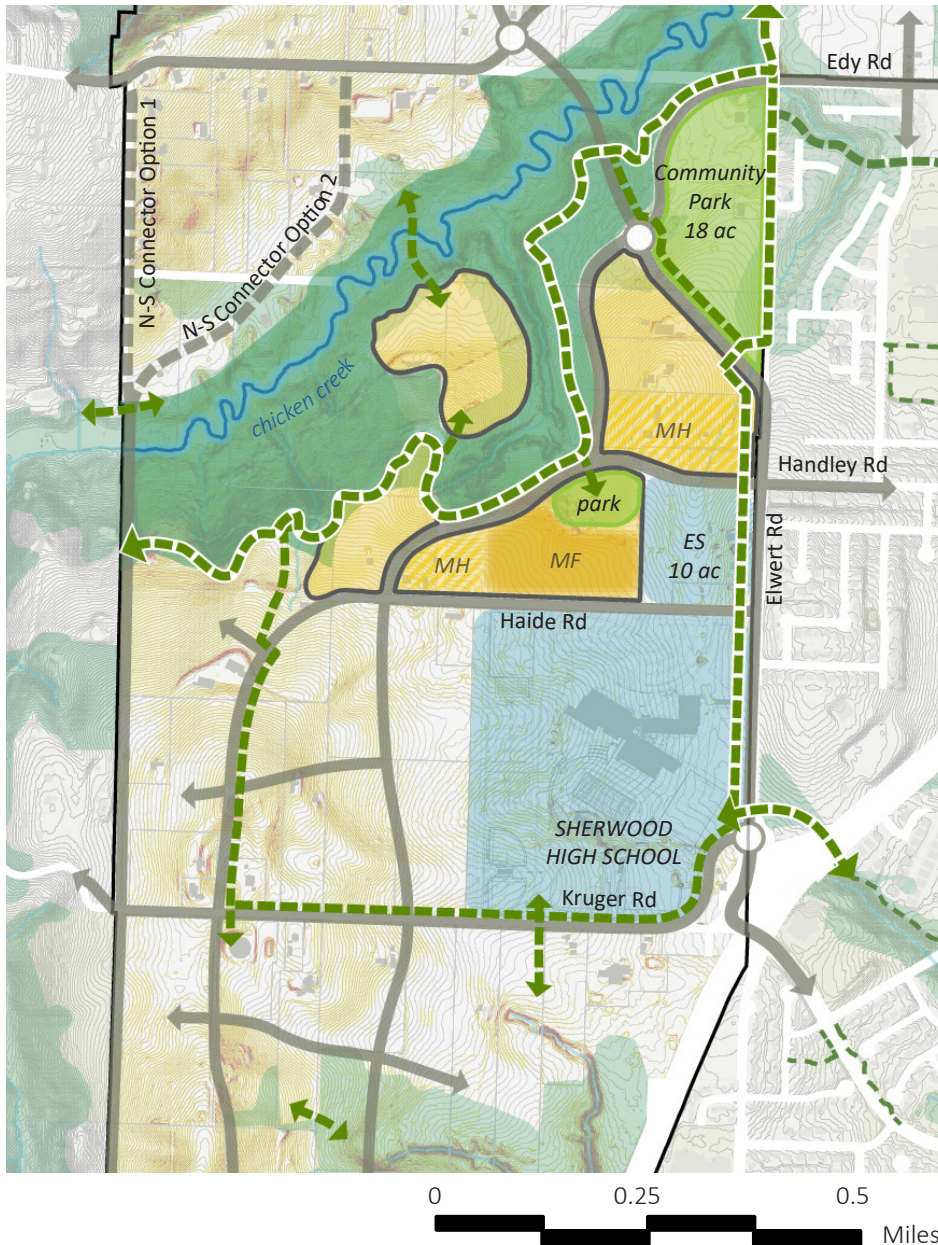


LEGEND

- Potentially Developable Areas
- Steep Slopes
- Proposed Trails
- Existing Trails



NORTH VILLAGE - CONCEPT 1

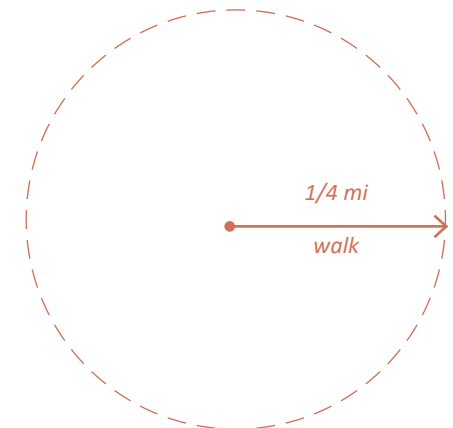


This concept for the North Village explores the following ideas:

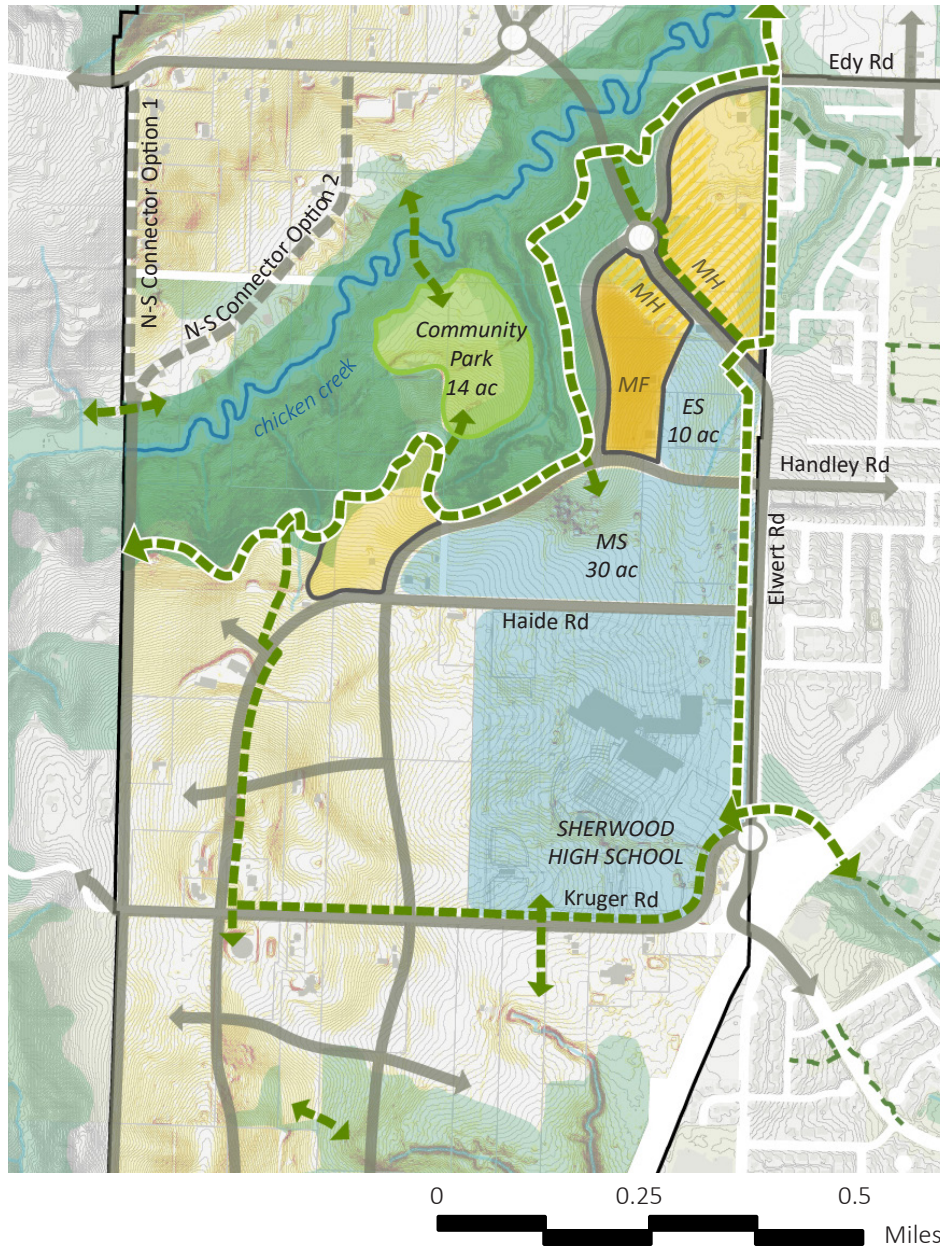
- A potential 10-acre Elementary School along Elwert Rd., just north of existing Sherwood High School
- Apartments and attached housing focused around the schools and park
- A small neighborhood park at the center of the village with connections to Chicken Creek
- A community park east of Edy Rd. and Elwert Rd. realignments

LEGEND

- Potential Parks
- Schools
- Multifamily Residential
- Middle Housing
- Residential (all types, except Multifamily)
- Potential Streets
- Proposed Trails
- Existing Trails



NORTH VILLAGE - CONCEPT 2

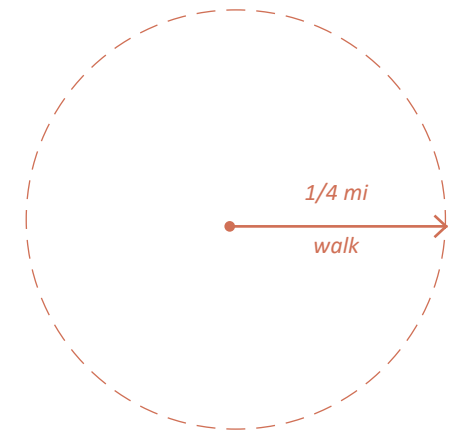


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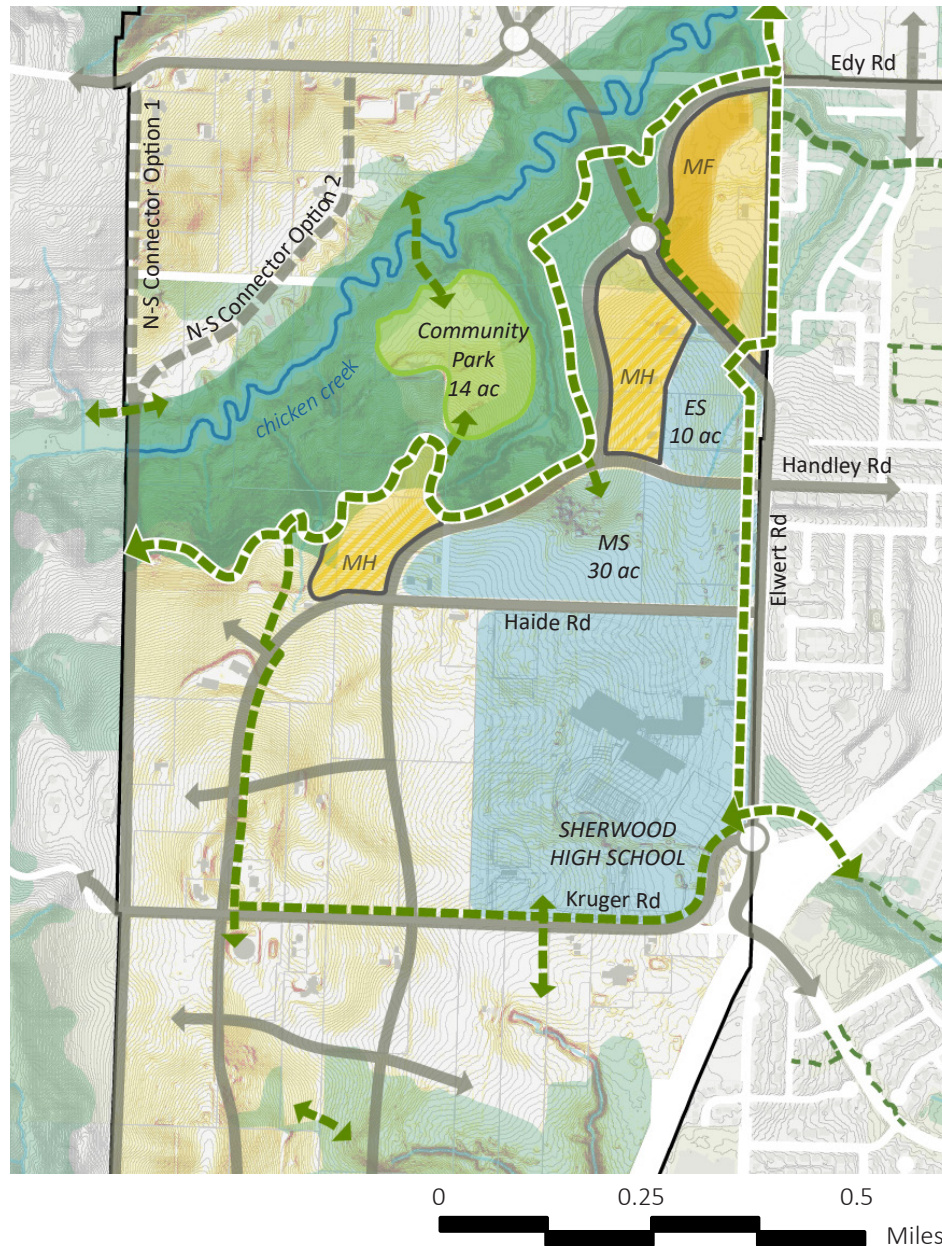
- A potential 30-acre Middle School collocated with a 10-acre Elementary School along Elwert Rd.
- Apartments located along the Chicken Creek greenway and middle housing arrayed along Elwert Rd. and Edy Rd. realignment
- A community park located adjacent to the Chicken Creek corridor, connected to local and regional trails

LEGEND

- Potential Parks
- Schools
- Multifamily Residential
- Middle Housing
- Residential (all types, except Multifamily)
- Potential Streets
- Proposed Trails
- Existing Trails



NORTH VILLAGE - CONCEPT 3

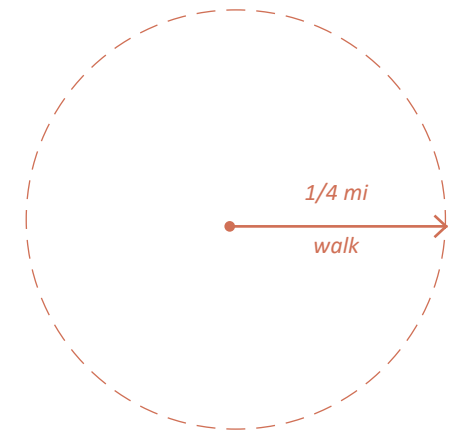


This concept for the North Village explores the following ideas:

- A potential 30-acre Middle School collocated with a 10-acre Elementary School along Elwert Rd.
- Apartments located east of the realignments of Elwert Rd. and Edy Rd., with middle housing distributed between the east and west of the village
- A community park located adjacent to the Chicken Creek corridor, connected to local and regional trails

LEGEND

- Potential Parks
- Schools
- Multifamily Residential
- Middle Housing
- Residential (all types, except Multifamily)
- Potential Streets
- Proposed Trails
- Existing Trails

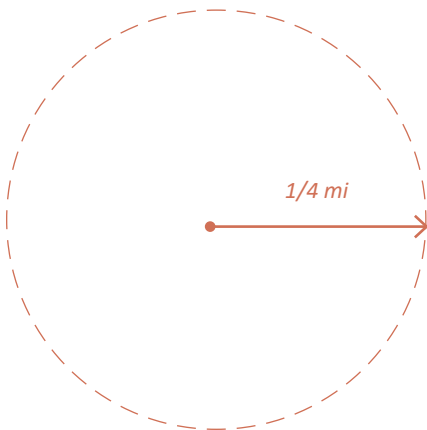


NORTH VILLAGE - SCALE COMPARISON



NORTH VILLAGE AREA

Approximately 125 acres



SHERWOOD WEST CONCEPT PLAN | VILLAGES



WOODHAVEN AREA

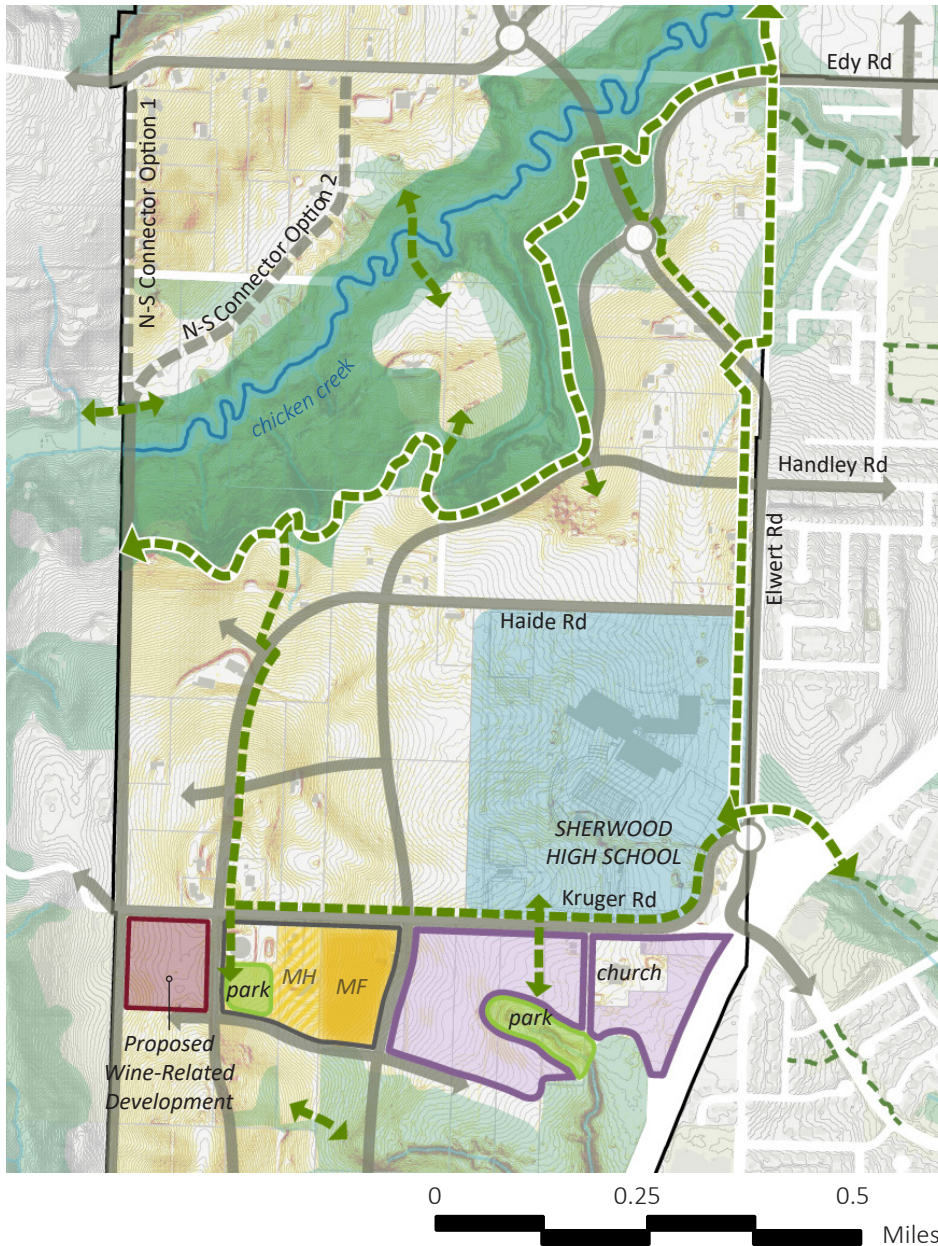
Approximately 268 acres



DRAFT / FEBRUARY 2022

Note: Conceptual locations of land uses, streets, and trails are for study purposes only and are subject to change. Streets are illustrative and represent a framework - not all streets are shown.

SOUTH VILLAGE - CONCEPT 1

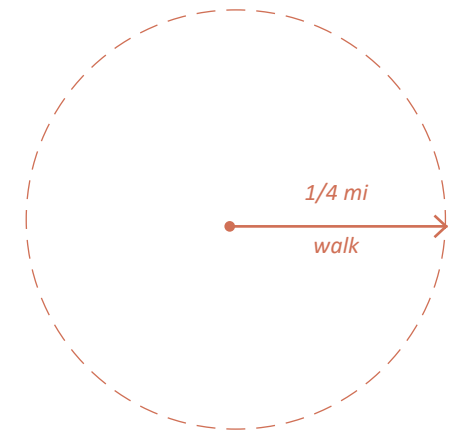


This concept for the South Village explores the following ideas:

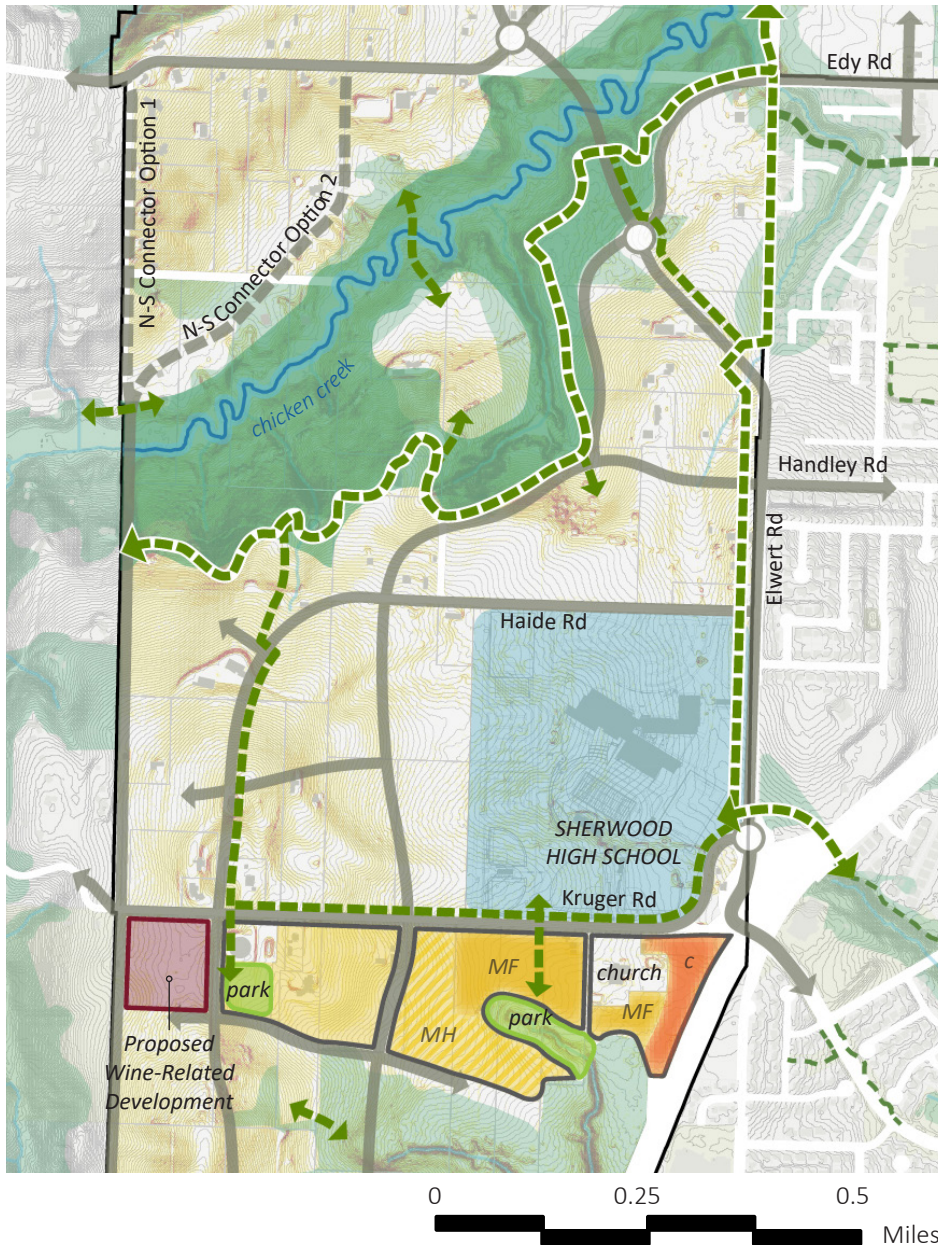
- Mixed employment areas across from Sherwood High School south of Kruger Rd. with a park along the creek
- Multifamily and middle housing up the slope along Kruger Rd., adjacent to a park, trails, and potential wine-related development

LEGEND

- Potential Parks
- School
- Multifamily Residential
- Middle Housing
- Residential (all types, except Multifamily)
- Mixed Employment
- Proposed Wine-Related Development
- Potential Streets
- Proposed Trails
- Existing Trails



SOUTH VILLAGE - CONCEPT 2

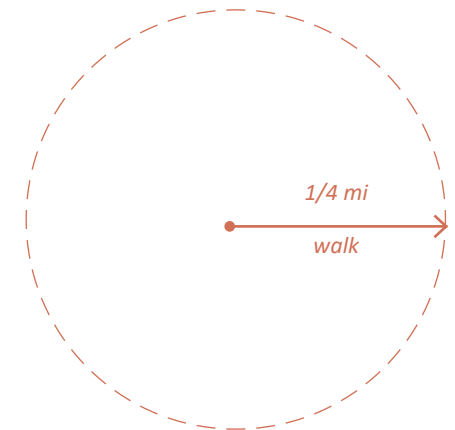


This concept for the South Village explores the following ideas:

- A commercial node at the corner of Kruger Rd. and Hwy. 99
- Multifamily residential and middle housing located along Kruger Rd. south of the high school
- Two parks, one along the creek and one at the top of the hill, connected by trails

LEGEND

- Potential Parks
- School
- Multifamily Residential
- Middle Housing
- Residential (all types, except Multifamily)
- Commercial Node
- Proposed Wine-Related Development
- Potential Streets
- Proposed Trails
- Existing Trails



SOUTH VILLAGE - CONCEPT 3

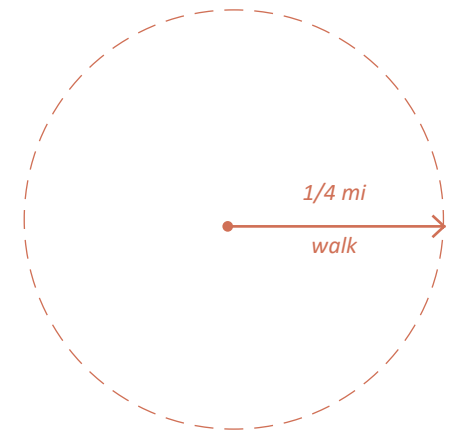


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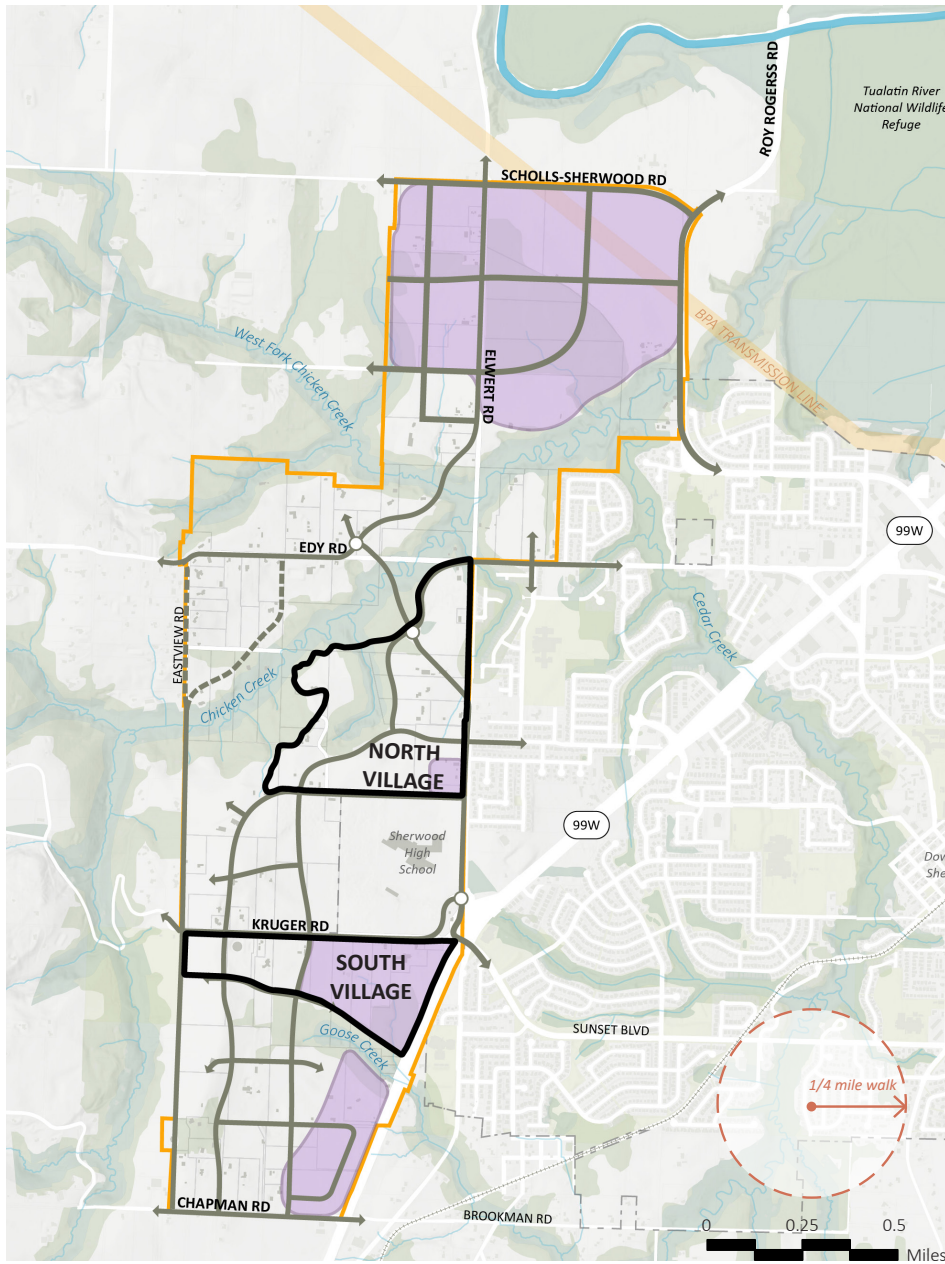
- A commercial node at the corner of Kruger Rd. and Hwy. 99
- Multifamily residential located in nodes at the bottom and top of the hill, with middle housing spread in between along Kruger Rd.
- Two parks, one along the creek and one at the top of the hill, connected by trails

LEGEND

- Potential Parks
- School
- Multifamily Residential
- Middle Housing
- Residential (all types, except Multifamily)
- Commercial Node
- Proposed Wine-Related Development
- Potential Streets
- Proposed Trails
- Existing Trails



NORTH & SOUTH VILLAGES WITHIN THE CONCEPT PLAN AREA





SHERWOOD WEST CONCEPT PLAN

DEFINING SCENARIOS FOR SHERWOOD WEST

TO: Sherwood West Community Advisory Committee
FROM: Project Team
CC: Sherwood West Technical Advisory Committee
DATE: December 9, 2021

Overview

This memorandum provides information for the Community Advisory Committee (CAC) to use in defining and describing scenarios for the Sherwood West Concept Plan. It is a follow-up to guidance provided by the CAC at their fifth meeting on November 3rd regarding housing types. The feedback heard focused on the potential of 'new tools' for the residential and mixed-use concepts to help define housing scenarios and learning from Villebois and Frog Pond two master planned communities in Wilsonville. This memo is organized into the following two sections:

Background Information:

- Community-Supported Middle Housing Types
- Defining "Affordable" in the Sherwood Context
- Learning from Villebois and Frog Pond
- Sherwood West's Potential Residential Acreage

Defining Scenarios:

- Summary of constants and variables
- Locating two key public uses: a Community Park and a school(s) site
- Potential "new tools" for the residential and mixed-use concepts

Background Information

COMMUNITY-SUPPORTED MIDDLE HOUSING TYPES

In 2019, the State of Oregon passed into law House Bill 2001 (HB 2001), which requires Sherwood and other cities of a certain size to allow for "middle housing" within traditional single-family zoned areas. Middle housing as defined by the bill includes duplexes, triplexes, quadplexes, and cottage cluster development. In the context of Sherwood West, the CAC has stated that they would like to explore options for providing the types of middle housing that were most supported by the community based on feedback received to-date. The City has completed extensive citywide outreach regarding middle

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housing as part of the recent Comprehensive Plan Update and Residential Design Standards projects. Through the Comprehensive Plan housing survey and the Residential Design Standards Visual Preference Survey, the following middle housing forms received relatively more support from the community with conditions and qualifiers regarding building design.

Middle Housing Form

Accessory Dwelling Unit (ADU)

ADU's are permitted for all single-family detached dwellings. ADU's can be internal within an existing home, located above a detached garage, or detached as a separate unit on a lot.

- Maximum 800 square feet
- Must meet required setbacks in underlying zone



Small Single-Family Detached

- Quality design is important – highly articulated facades facing public streets
- Positive response to traditional massing than modern massing; very negative response to "edgy" modern massing



Townhome

- Quality design is important – highly articulated facades facing public streets
- Should be a variety of front facades so they do not all look the same
- Preference for deeper, landscaped setbacks rather than shallow or zero lot line setbacks
- Strong negative response to examples that only provided on-street parking; some preference for parking that was visible but not visually dominant; and support for parking in back.



Middle Housing Form

Cottage Cluster

- A clear preference for generous, well-landscaped courtyards as opposed to linear and/or hardscaped courtyards



Duplex

- Quality of design is important – highly articulated facades facing public streets
- Preference for deeper, landscaped setbacks rather than shallow or zero lot line setbacks
- Strong negative response to examples that only provided on-street parking; some preference for parking that was visible but not visually dominant; and support for parking in back.
- Preference for less ‘modern’ looking architecture



DEFINING “AFFORDABLE” IN THE SHERWOOD CONTEXT

The CAC noted that “affordability” is a goal of the Sherwood West Concept Plan, with the understanding that affordability should be defined within the context of Sherwood’s policies and community values. The following background information provides some context for what types of housing families can afford to rent or buy in Sherwood today, and how that compares to other communities in the Metro region.


SHERWOOD WEST CONCEPT PLAN





Source: Sherwood Comprehensive Plan Update – Attractive & Attainable Housing Community Profile


The following examples from the Sherwood Housing Snapshot that was presented in the summer of 2020 as part of the Comprehensive Plan Update represent a collection of stories from community members about their experiences finding local housing based on needs, desires, and resources. More recent data through October 31, 2021 from Zillow reports that the typical home value in Sherwood is \$600,434. This value is seasonally adjusted and only includes the middle price tier of homes. Sherwood home values have gone up 21.9% over the past year.


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KARA - Clinic Manager, age 33



LOCATION
Snyder Park


1-5 Years in Home


\$1,200
Monthly Housing Payment


YEARLY INCOME **\$85,000+**


2

Person Household





Kara used to live in Sherwood with her husband in a single-family home near Snyder Park. The house had already been in the family – Kara bought it from her grandfather, who had decided it was time to downsize. A few years later, Kara and her grandfather began searching for a new living situation that allowed


her grandfather to live with Kara and her family rather than move to a senior care home. Kara and her husband began searching for homes that were configured for separate living quarters and/or were large enough with first-floor access, while still being close enough to walk to shops and the library downtown.


When they were having trouble finding something that met their needs, Kara had to expand her search outside of Sherwood. Although Kara's family is happy in their new home, Kara was sad to leave Sherwood, where she grew up, and is making plans to move back to town in the future.



DAN - Retired, age 65



LOCATION
Cedar Creek


10+ Years in Home


\$2,950
Monthly Housing Payment


YEARLY INCOME **\$85,000+**


2

Person Household





Dan and his wife moved to Sherwood for a job opportunity, and he was determined to live in the community he was serving. At the time of their search, the housing market was tight, and they were feeling stressed about the limited options and staying within their budget. The house they found and now live in is a two-story single-family house with a backyard that borders green space. He loves that it is a low-maintenance house that has


a small footprint and is very energy efficient. He hardscaped the backyard to reduce yard maintenance while still being able to enjoy the greenspace in his neighborhood. However, he and his wife are contemplating a move in the next 4-5 years, and will be searching for a single-level home they can age into. He doesn't see many options in Sherwood and recognizes that they may need to look elsewhere. Dan feels that


there are many people that have lived in Sherwood for a long time and invested in this community, but won't be able to age in place and stay connected to their communities if there aren't more housing options for the aging population. He feels that city leaders are working hard to help diversify the housing stock but there is still a lot of work to be done.



ROSE - Library Assistant, age 36



LOCATION
Archer Glen


1-5 Years in Home


\$1,600
Monthly Housing Payment


YEARLY INCOME **\$85,000+**


4

Person Household




Rose lives in a two-story, 1,200 sq ft single-family house with her husband and two kids. They love their home's curb appeal, the backyard, and the quiet street. However, the house is smaller than they would like. When they bought the house, they couldn't afford anything larger. The larger homes seemed to either be far away from anything, or were in a walkable location but had very small yards. Having a decent yard in a walkable location was important for her family. Rose hopes that they can build an addition to their house in the future.

Rose loves the safety and friendliness of the tight-knit Sherwood community, but is worried that housing is getting too expensive. She has a friend who rents an apartment and was having a hard time finding something in her price range. As Sherwood grows, she wants to maintain the small-town feeling and ensure there are housing options for everyone.

SHERWOOD WEST CONCEPT PLAN


MARK - Teacher, age 52


LOCATION
 Snyder Park


10+ Years in Home


2


Person Household






YEARLY INCOME


\$85,000+


Mark and his wife live in a two-story home with a backyard, located in a subdivision near Snyder Park. They moved to this house from another one in Sherwood because they needed more space for their young family at the time, while also providing a reasonable commute. The close proximity to Snyder Park and, to a lesser extent, Murdock Park, was a bonus. At the time, it was the most affordable option for these advantages.


Mark feels fortunate that they bought in the early 2000s. Based on home prices today, he thinks it's quite likely they would not be able to afford a comparable home in their neighborhood. He feels that there should be more affordable options available for both people starting out and for empty nesters looking for a smaller home. Mark thinks that current housing trends will make it prohibitively expensive for his kids to live here one day.



WILLIAM - Firefighter, age 33



LOCATION
 Archer Glen


1-5 Years in Home



2


Person Household




MONTHLY HOUSING PAYMENT

\$2,000


YEARLY INCOME

\$85,000+

Will lives with his wife in a 1,400 sq ft single-family ranch house in a subdivision. They wanted to live in Sherwood because of the highly rated school district, and the safety of the community. This was what they could find in their price range, although they spend more than 30% of their income on their mortgage. He enjoys the convenient location which

allows him to bike to work, as well as their friendly neighbors. He feels that the house meets their needs right now, but as his family grows, they may need to find a house with a little more room. Will thinks that the cost for entry-level homes is very high, and as a growing community, Sherwood has a need for more housing and better infrastructure to support development.

Source: Sherwood Comprehensive Plan Update – Attractive & Attainable Housing Community Profile

This information provides a very helpful snapshot and observation of the housing market in Sherwood today. In the context of long-range concept planning, taking a future perspective is also important. Assuming land in Sherwood West is brought into the Urban Growth Boundary (UGB) in 2024, Sherwood West will likely see its first residential construction in 2028 at the earliest. Buildout of the area could occur over a 20+ year period. Based on the Sherwood Housing Needs Analysis (HNA), Sherwood has an anticipated need for all housing types, but will have an increasing need for medium to higher density housing (townhomes, plexes, multi-family) during that time period, which should be considered in defining scenarios for the Concept Plan.

Drawing on “future housing needs” as forecasted in the HNA, providing housing opportunities for first time home buyers, moderate income earners, and community elders (who prefer to age in place or downsize their housing) will require a wider range of housing types in Sherwood than has historically been constructed.

LEARNING FROM VILLEBOIS AND FROG POND

The following two summaries are intended as brief introductions to Villebois and Frog Pond, with a focus what might be learned for the Sherwood West Concept Plan.

Villebois Village

Villebois is a 482-acre master planned community in Wilsonville. Formally the site of the Dammasch State Hospital, it was sold by the State of Oregon in the late 1990's. It is an example of a **developer-led master planned community** where:

- An overall [master plan](#) was prepared by the developer and approved by the City of Wilsonville in 2013 (the master plan was preceded by a [concept plan](#), approved 10 years earlier in 2003).
- A 40-page [Village Zone](#) code chapter was added to Wilsonville's development code to guide implementation and ensure consistent design.
- Implementation has occurred in phases, with each development review providing oversight on site-specific design, engineering, and code compliance.
- Implementation has also included amendments and updates to the original master plan.

The developer is [Costa Pacific Communities](#), led by Rudy Kadlub. The project's vision, plan, and implementation has continued under the developer's leadership and management throughout the 20-year history of Villebois Village. The project has won multiple awards.

Key elements of the plan

- A focused application of the following principles:
 - **Connectivity:** Refers to a series of physical connections created within the village that also fosters other "connections," such as the link between land use and transportation, as well as a sense of place and a sense of community.
 - **Diversity:** Refers to Villebois' commitment to providing a community that offers many options and choices for those who live, work, and play there.
 - **Sustainability:** Refers to the thread of stewardship and viability—social, environmental, and economic – that is woven throughout every aspect of Villebois.
- A multi-disciplinary design approach where the developer, architects, urban designers, landscape architects, engineers and others worked together to prepare the "layers" of the master plan, generalized as follows:
 - Land use plan
 - Neighborhood concept diagram
 - Village center plan
 - Specific area plan boundaries
 - Phasing (sequence of development)
 - Recreational experiences, parks, and open space
 - Composite utilizes
 - Rainwater management
 - Street plan, trails plan and street and trail cross-sections
- 2,645 total dwellings on 197 net acres, for an average density of 13.4 dwelling units per acre.
- An elementary school co-located with a park.
- 160 acres of green open spaces.
- 119 acres in connected rights-of-way and stormwater detention ponds (25% of gross area).

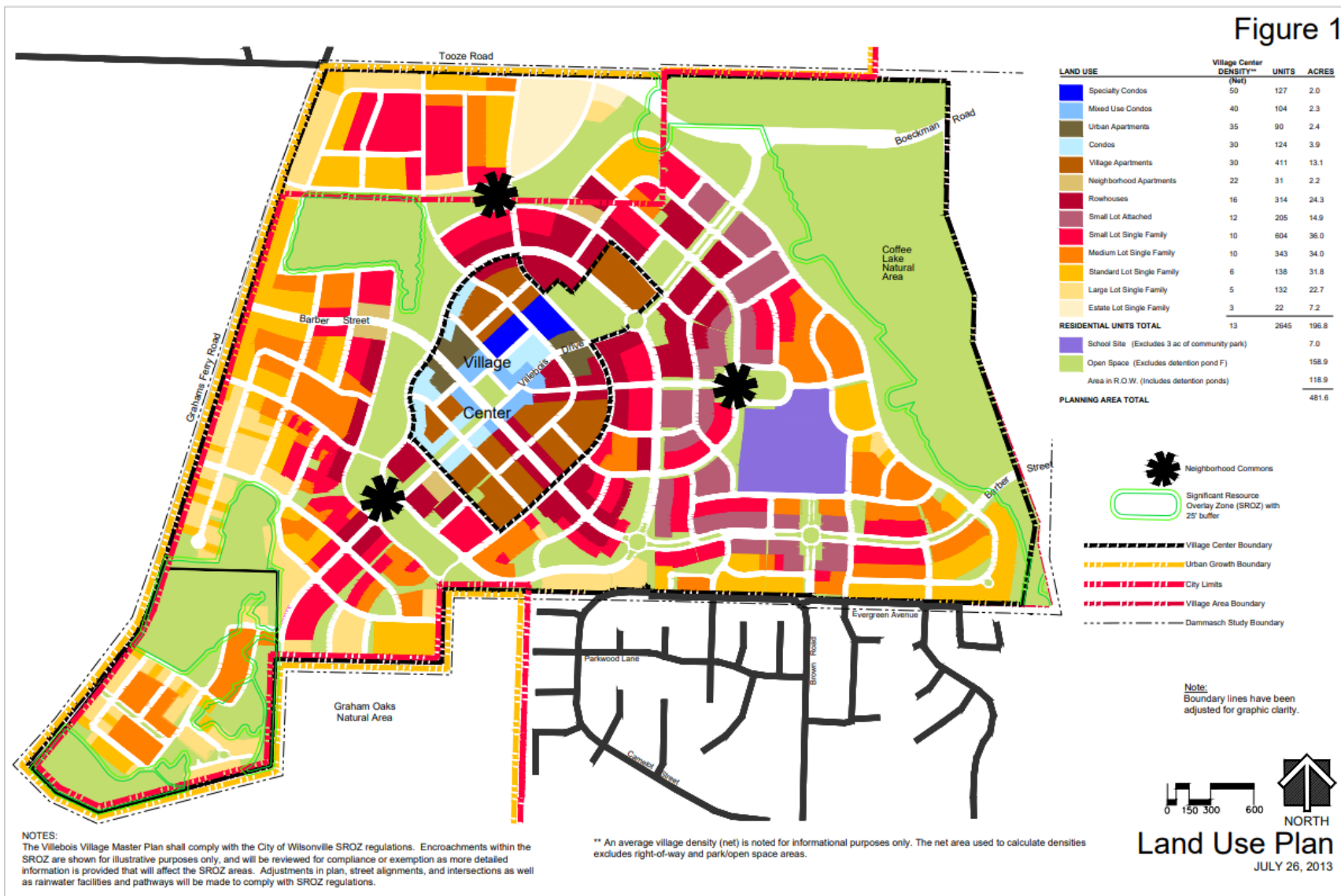
- Design features (selected):
 - Detailed, block-level design
 - Variety of lots and building types—13 types listed on the Land Use Plan
 - Attention to architectural detail and variety
 - Small blocks and robust connectivity, resulting in a highly walkable community
 - Use of alleys throughout the project, which enhances the walkability by removing driveways and driveway parking along most streets
 - Transect of development form—larger buildings and attached housing near the village center and larger lots near the periphery
 - Greenspaces woven throughout the community, with many sizes and types of parks and green open spaces
 - Pedestrian circulation integrated with open spaces, and organized into major paths, minor paths, nature trails, major-minor connections, and sidewalks

How middle housing is addressed in Villebois Village

In November 2021, the City of Wilsonville adopted a comprehensive package of code amendments to implement HB 2001. Villebois is an “adopted master plan” as defined by HB 2001. It required very minor amendments to comply with HB 2001 because of its existing density and diversity of housing types.

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Figure 1



Frog Pond

Frog Pond is a 500-acre Urban Growth Boundary (UGB) expansion area located along Stafford Road in east Wilsonville. The western one-third of the area was added to the UGB in 2002. The eastern two-thirds were designated urban reserves then added to the UGB in 2018. Frog Pond is an example of a **city-led concept plan and master plan** for a new community where:

- The entire 500-acre area was concept planned in a public planning process that created the [Frog Pond Area Plan](#) (adopted in 2015).
- The western area, known as the Frog Pond West Neighborhood, was planned in more detail via a subsequent process that created the [Frog Pond West Master Plan](#) (adopted in 2017).
- Development is underway in Frog Pond West. Four approvals to date have resulted in entitlements for 267 lots. Another 159 lots are currently (or soon to be) in development review, bringing the total to 426 lots. This is 75% of the planned 571-lot neighborhood, a relatively rapid pace over the course of three 3 years.
- The City has recently initiated a master planning process for the Frog Pond East and South neighborhoods.

Key elements of the Area Plan

- Guiding framework plans for land use, streets, parks and open spaces, trails and infrastructure that coordinate future development for the entire 500-acre area.
- A vision statement and guiding principles that emphasize Frog Pond as an integral part of the city, quality development, open spaces and convenient walking and circulation.
- Organization of the area into three walkable neighborhoods:
 - **Frog Pond West Neighborhood:** planned originally for single detached dwellings at 6.7 dwellings/net acre, two parks and an elementary school.
 - **Frog Pond East and South Neighborhoods:** planned for a mix of single detached and single attached dwellings at approximately 10 dwellings per net acre, a 3-acre neighborhood commercial center, the historic Frog Pond Grange as a community use, and one new park (the area is adjacent to a school site and future community park site).

Key elements of the Master Plan

The land use regulations for Frog Pond West are comprised of the Master Plan (adopted as a supporting element of the Wilsonville Comprehensive Plan) and a new code chapter titled [Residential Neighborhood \(RN\) Zone](#). This approach was established in order to: (1) draw from the successful master planning elements of Villebois; (2) combine master planning with a tailored code that was simpler than Villebois' Village Zone; and (3) create regulations that would create a cohesive neighborhood through an anticipated 10-20 development reviews across 27 different ownerships.

The Frog Pond West Master Plan includes the elements listed below. Many are implemented through the Residential Neighborhood Zone.

- Vision statement and guiding principles
- The ten essentials of residential design

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- Zoning through the creation of 13 “subdistricts” including designation of large lot, medium lot, and small lot subdistricts and establishment of the minimum and maximum lots allowed (see middle housing notes below)
- Residential design guidance for main entrances, garages, and architecture (including windows and articulation, a design menu, and house plan variety)
- Tailored standards for small lots, including:
 - Alleys
 - Common greens and entry courtyards
 - Orientation to pedestrian connections
 - Recess garages
 - Additional open space required (10%)
- Streetscape design for Boeckman and Stafford Roads
- Design guidelines for development fronting Boeckman Creek
- Orientation of east-west streets to create view corridors to Boeckman Creek
- Site planning guidelines to preserve trees and wetlands
- Street “demonstration” plan illustrating a local street network that development must be consistent with
- Street types and cross-sections
- Pedestrian connections and trail plan
- Boeckman trail alignment, cross-section and how it interfaces with neighborhood development
- Parks plan for a neighborhood park and trailhead park
- Identification of significant natural overlay zones and how development interfaces with them
- Plan for lighting, street trees, gateways, and signage—no individual subdivision signs are permitted, and the entire neighborhood is called “Frog Pond West”
- Infrastructure funding plan with strategies including:
 - A baseline of typical obligations that developers have for providing infrastructure
 - Establishment of a new Infrastructure Fee to fund three street, sewer and park projects that serve the entire neighborhood
 - Public-private cost sharing approaches for Boeckman and Stafford Roads
 - Options for funding the replacement of the Boeckman Creek bridge
 - System development charge funding of the Boeckman trail and trailhead park

How middle housing is addressed Frog Pond

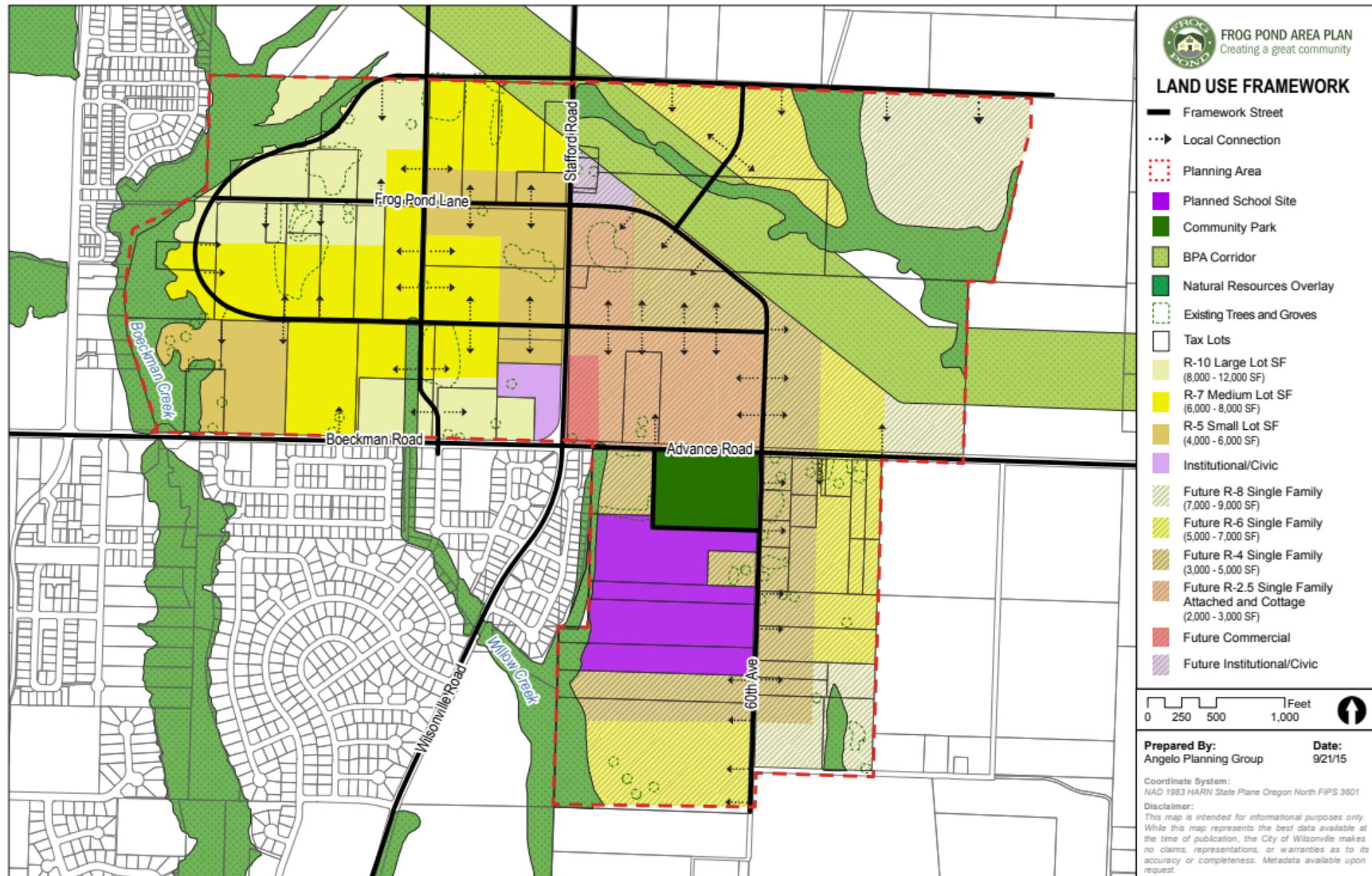
As with Villebois, Frog Pond West is an “adopted master plan” as defined by HB 2001. As such, the state’s requirements were to increase allowed density to a minimum of 8 dwelling units per acre and allow for duplexes on all new lots. The Frog Pond West Master Plan and Residential Zone were updated to:

- Allow duplexes on all new residential lots;
- Allow triplexes on corners of new residential lots;
- Allow the full range of middle housing types on future redevelopment of already developed/platted lots; and

- Make minor amendments to siting and design standards.

The Frog Pond East and South Neighborhood Master Plan process is in its beginning stages. How middle housing will be integrated will be determined through the public planning process in 2022. Adoption of the East and South Master Plan is anticipated to occur in December 2022.

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SHERWOOD WEST'S POTENTIAL RESIDENTIAL ACREAGE

An analysis of buildable land was conducted for Sherwood West in July 2021 and presented to the CAC at their November 3rd meeting. Based on feedback received at that meeting, the project team has updated the estimated residential land supply for Sherwood West to reflect 20 acres set aside for a new community park and 50 acres set aside for a new elementary school and a new middle school.

TOTAL GROSS ACRES	1,291
TOTAL NET BUILDABLE ACRES*	591
<i>Less Mixed Employment Acres</i>	<i>198</i>
<i>Less Future Neighborhood Park Acres</i>	<i>18</i>
<i>Less Future Community Park Acres</i>	<i>20</i>
<i>Less Future New Elementary-Middle School Site Acres</i>	<i>50</i>
Net Buildable Residential Land Supply (Acres)	305

* Net buildable land calculation includes removal of constrained land, deduction of 0.25-acre from lots greater than 0.5-acre with a dwelling unit, and a percent deduction for future street right-of-way

Defining Scenarios

SUMMARY OF CONSTANTS AND VARIABLES

The following summarizes the plan elements assumed to be constants or variable in the Scenarios.

Variables

Some elements of the scenarios are variables that can be changed to measure how they impact outcomes. In Sherwood West, the suggested variables include:

- The amount, types, and location of housing
- The location of a neighborhood commercial node (acres included in mixed employment dedication noted below)
- The number and locations of neighborhood parks
- The location of a future elementary school and middle school
- The location of a future community park (per Sherwood Parks and Recreation Master Plan)

Constants

Not all of aspects of the scenarios are options—there are some logical constants that have emerged from discussions to date. These elements in Sherwood West include:

- The Option 1 realignment of the Elwert-Edy intersection
- The 1.6-mile Chicken Creek Greenway, including protection of the riparian corridor, trails, wildlife passages, and integration of stormwater facilities
- Planned transportation improvements and studies (including improvements to SW Roy Rogers Road and a study of the SW Chapman Road/SW Brookman Road intersection with Highway 99W)

- All housing mix options include at least 50% of new housing units as Single Dwelling Attached and Multi-Dwelling housing types, per Sherwood’s HNA
- Trails as shown in the Great Neighborhoods Plan Concept
- 30 acres dedicated for a future co-located elementary and middle school
- 20 acres dedicated for a future community park
- 198 acres dedicated for future mixed employment uses

LOCATING TWO KEY PUBLIC USES: A COMMUNITY PARK AND A SCHOOL(S) SITE

The scenarios are an opportunity to explore locations for the Community Park and a school(s) site. Both sites need relatively flat acreages and good transportation access for all modes of travel. The project team will prepare an exercise for Committee members to suggest and discuss potential site for these two key uses. An agenda item at the December 15th meeting will explore this topic.

POTENTIAL “NEW TOOLS” FOR THE RESIDENTIAL AND MIXED-USE CONCEPTS

At its November meeting, the CAC requested that the project team bring “new tools” for the residential and mixed-use concepts to be used to define the scenarios. Reasons included: a general concern with use of the City’s current comprehensive plan designations resulting to too much density and uncertainty for built outcomes; wanting to prioritize specific middle housing types (see above summary); and wanting to ensure that generous amounts of open space are an outcome. From the discussion, staff heard an interest in new zoning types and strategies—at least at a conceptual level. Three tools are offered and discussed further below:

1. Custom zoning
2. Master Plan approach
3. Incentives

Custom Zoning

Five customized zone districts are summarized below. These are intended to be responsive to the ideas and issues discussed to date by the CAC. All zones below assume application of Sherwood design standards, natural resource protection and other applicable provisions. These are intended to be used as guiding concepts in the Concept Plan, understanding that further definition will occur at the Comprehensive Plan level prior to annexation and development.

Table 1. Potential Zones for Sherwood West

Zone	Purpose and Attributes
Multifamily	<ul style="list-style-type: none"> • Purpose: to provide intentional locations for apartments and condominiums in Sherwood West • Draft density assumption: TBD - up to 24 dwelling units/acre would match the City’s High Density Residential Zone. Modern apartment projects are being built at densities in the 30+ du/acre range.
Middle Housing	<ul style="list-style-type: none"> • Purpose: to provide intentional locations for specific middle housing choices of duplexes, townhomes, and cottage clusters

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Zone	Purpose and Attributes
	<ul style="list-style-type: none"> Detached dwellings (aka single family) other than cottage clusters would not be permitted, allowing the zone to focus on specific middle housing forms Draft density assumption: TBD – 16 to 20 dwelling units/acre are common for this type of zone
Small Lot Homes	<ul style="list-style-type: none"> Purpose: to provide intentional locations for small lot detached homes Consistent with middle housing rules, this zone would allow small lot detached homes, duplexes, and townhomes. Triplexes, quadplexes would not be a permitted use because the maximum lot size permitted outright would be less than 5000 square feet. Draft density assumption: up to 9 dwelling units/acre
Green Neighborhoods	<ul style="list-style-type: none"> Purpose: to provide land for a range of single and middle housing types, ensuring a minimum of 30% open space with each project This is the zone(s) for single detached homes; by law, the full range of middle housing must be allowed (with design standards) because single detached dwellings are permitted Several types of Green Neighborhoods could be explored: <ol style="list-style-type: none"> Near Chicken Creek and other resource areas, development would be required to “block up” their open space to help preserve/enhance the resource In lowland areas, the 30% open space could be more flexibly used for trails, community gardens, tree preservation, etc. In hillside and hilltop areas, additional flexibility would be provided to include the open space as part of lots. This would provide a tool for land where there is topography, views and other features that would typically have larger lot zoning Draft density assumptions: TBD – potential ranges are 5-7 dwelling units/acre in lower areas and 3-5 dwelling units/acre in hillside and hilltop areas; flexibility would be provided to cluster homes to block up open space
Mixed Use Neighborhood Commercial	<ul style="list-style-type: none"> Purpose: to provide neighborhood-scale commercial services within walking-biking distances of neighborhoods, with the opportunity for housing above

Master Plan Approach

The City of Wilsonville uses master plans to prepare the UGB expansion areas for annexation and development. In the Sherwood West context, a master plan could be prepared as a follow up step to the Concept Plan, as was done for Frog Pond West in Wilsonville. See above section about Frog Pond West

for a list of what is included in that master plan. A master plan approach, led by the City in advance of development, would have the following characteristics and issues to address:

- More certainty for coordinating multiple developments into cohesive neighborhoods
- Ability to coordinate unique elements like views, trails, specific greenspaces, public uses, street trees, streetscape design
- More specific land planning can help coordinate infrastructure phasing and funding
- Requires a public planning process, with the associated time, City staff time and costs, and community participation
- Potential challenges if some property owners are ready/favorable toward development and others are not – this should be thoroughly assessed prior to initiation
- Reduced flexibility for developers in subsequent development review
- Zoning provisions that are clear and objective standards for residential uses – this can be achieved through a “two-track” code: (1) clear and objective standards; and (2) discretionary review

Infrastructure planning to date has identified infrastructure phasing for the Sherwood West project area. Sherwood could prepare master plans in phases that follow that same general sequence of development.

Incentives

Incentive zoning allows new development to voluntarily achieve additional flexibility or density in exchange for providing public benefits. For example, a development might be allowed to provide 20% open space, instead of 30% open space, if their proposal provided a particular type of open space preservation or improvement. Codes will usually “enable” the use of incentives and specify: (1) what may be approved for development if adequate incentives are provided; (2) the types of public benefits that may be proposed (e.g., recreational amenities, childcare facilities, public art, sustainable development, etc.); and (3) the process for evaluating proposals.

Incentives are typically used by cities as an extra “tool” within a larger zoning structure. In the project team’s experience, they are not used very often, except in locations like Portland’s central city. Incentives should be kept in mind as Sherwood conducts planning for Sherwood West, but they are not a primary strategy for defining scenarios. An additional challenge is Oregon’s requirement for clear and objective residential zoning standards—incentive zoning is inherently a negotiation and discretionary situation.

SHERWOOD WEST COMMUNITY ENGAGEMENT

The goals of the community engagement process for this project are to

- Communicate complete, accurate, understandable, and timely information to the greater Sherwood community throughout the course of the project.
- Help participants in the process understand the benefits and challenges of planning issues and alternatives for Sherwood West.
- Actively seek input from individuals, businesses, and organizations who are most likely to be impacted by the outcomes of the planning process.
- Intentionally engage culturally-diverse community members and those whose voices have been historically under-represented in previous planning processes.
- Provide meaningful opportunities for all community members to provide input into the plan, and clearly demonstrate how that input has influenced the process.

The key messages for this project

The City will be the key point of contact for all communications with the public regarding this project. The City will also be the lead for notifications, emailing lists, media contact, and event logistics. The following key messages summarize the **what, where, why, when, who, and how** of the project, and constitute the basic talking points when communicating with the public about the planning process.

- **What:** The City of Sherwood is taking a second look at Sherwood West to prepare a Concept Plan for the area. The Concept Plan will address new land use and growth patterns, new transportation plans, new State rules related to housing, and new opportunities for employment and economic growth in Sherwood. This plan is not starting from scratch; it will build from the Sherwood West Preliminary Concept Plan, which was adopted in 2016.
- **Where:** Sherwood West is a 1,291-acre area located west of the existing city limits and outside the Urban Growth Boundary (UGB). It is bound by SW Lebeau Road to the north and SW Chapman Road to the south. Sherwood West is a designated Metro urban reserve (Urban Reserve Area 5b) and is the largest of Sherwood's three future growth areas.

- **Why:**

Creating a better balance of land uses and a diversified tax base

Expanding economic activity within Sherwood is one of the City Council's primary goals. When the employment tax base expands, businesses within the community share in the costs associated with running the community (police, fire, local parks, infrastructure, etc.). As we grow, a healthy mix of businesses of different types, sizes, and industry sectors can generate a sustainable dynamic and contribute to the costs of the City's services. More people who live in Sherwood may have the opportunity to work in Sherwood.

Growth is happening

The City of Sherwood is growing along with the rest of the Portland region. Since 1990, we have added hundreds of people every year, with annual growth rates between 3-8%. It is projected that

Sherwood will add 1,729 new households within the existing city boundary and the Brookman area over the next twenty years.

We're running out of places for people to live

Sherwood has a shortage of land available for housing. If we don't add more land for new housing, people will still move here, housing prices will continue to rise, and our community will experience more pressure for infill development at higher densities. This could result in three things: 1) rising housing costs may price many people out of the market, including young families, single people and older people on fixed incomes; 2) pressure on the City to rezone for residential uses or rezone for higher residential densities; and 3) infill development pressures could result in higher density housing which could change the character of existing neighborhoods. Increasing the land supply for residential development in a thoughtful manner is one way to help relieve this upward price pressure and make sure our community remains vibrant and affordable.

Growing better together

Planned communities grow better. Sherwood has seen significant changes since the adoption of the Preliminary Concept Plan in 2016. In 2018 the Sherwood School District annexed a portion of the Sherwood West area into city limits and constructed a new 350,000 square foot high school, which was completed in 2020 and opened to students in 2021. The State of Oregon adopted new housing rules (House Bill 2001) in 2019, which allows for the development of middle housing types within areas zoned single-family residential. In 2020 Washington County completed its Urban Reserve Transportation Study (URTS), which provides detailed transportation impact information to help with future planning in urban reserve areas such as Sherwood West. In addition, the City just completed a three-year planning and visioning process to update its citywide Comprehensive Plan.

- **When:** This project kicked-off in May 2021 and will take approximately 17 months to complete.
- **Who:** The process is guided by input from two advisory committees. The Community Advisory Committee (CAC) is made up of community members who live or own property within the City and Sherwood West, and representatives from the City's Parks Board, Planning Commission, City Council, Police Advisory Board, and the Sherwood School District. The Technical Advisory Committee (TAC) is comprised of public service provider representatives: City Public Works, Engineering, Community Services, the Police department, Clean Water Services, Oregon Department of Transportation, and regional economic and housing development professionals. The Concept Plan project team includes staff from Sherwood's Community Development Department, supported by a team of consultants led by Angelo Planning Group|MIG that includes Walker Macy (urban design), Leland Consulting Group (economics), and DKS Associates (transportation).
- **How:** As this project progresses, the Sherwood community will see articles in local community newsletters; city social media posts to Facebook, Twitter, Nextdoor; public meeting notices online and flyers; 'pop-up' engagement at local community events (consistent with COVID-19 protocols); online surveys; engagement with Sherwood High School students and families; and Frequently Asked Questions sheets. In addition to these opportunities, feedback is always welcome via email at any point in the process.

Community Engagement Activities and Timelines

Engagement Type	Activities	Timeline	Goal
Web-based	Project Page on City's website	Spring 2021 (updated ongoing)	Community-wide information on the overall project, timeline, engagement activities, meeting dates, material information, etc. Landing page for all project-related information
Mailings	A letter about the start of project, where to seek information, how to get involved, etc.	Spring 2021	To inform residents within Sherwood West about the project and how to get involved and provide input
	A postcard about an open house	Spring 2022	To inform residents within Sherwood West about the planned Open House and how to be involved and provide input
	A postcard about adoption process	Summer/Fall 2022	To inform property owners in Sherwood West about the adoption process and how to provide input
Email list-serve	Interested Parties List (100+ subscribers). Project updates through email interested parties list	Ongoing	Notify interested parties of TAC/CAC meeting dates and packets, update information on the project webpage, how they can provide input
	Utility billing email list. Project updates for online surveys, open houses, and always directs people to project website, etc.	Ongoing when needed	To inform the community about the project, where to find information, how to provide input, etc.
	All city email distribution lists - City Council Planning Commission Budget Committee Parks and Recreation Committee Sherwood Cultural Arts Committee Library Board Police Advisory Board Senior Advisory Board Traffic Safety Committee City of Sherwood General Updates	Ongoing when needed	

Social Media	Project updates through city social media accounts (Facebook, Twitter, Nextdoor)	Ongoing	Community-wide information on project updates, meeting dates, and meeting materials. Directs people to online surveys and open house events and how they can provide input – always directs people back to the project webpage
Archer Newsletter Articles	Project updates through the city's newsletter	Ongoing <ul style="list-style-type: none"> • Spring 2021 • Fall/Winter 2021 & 2022 • Spring 2022 (upcoming) 	Community-wide information delivered to all residents within the City of Sherwood.
Utility Billing	Quick project updates through the city's utility paperbill directing people to the project website	Spring 2022	Community-wide information delivered to all residents within the City of Sherwood.
Flyers	Posters City Hall, library, Center for the Arts, Senior Center, YMCA, Post Office, Starbucks (2 locations), school district, assisted living facilities (Ackerly, Avamere, The Springs), downtown monuments	Fall 2021 Spring 2022	Community-wide information about surveys, open houses, public hearings, etc.
Online Surveys	Community surveys High school surveys	Fall 2021 Spring 2022(?)	To receive community input on proposed draft plan concepts
Open House Events	TBD	Spring 2022	To receive community input on proposed plan concepts
Speaker Events	Short presentations about the project to community based organizations	Ongoing	To present information about the project and to receive community input from groups on proposed plan concepts
	<ul style="list-style-type: none"> • Rotary 	March 2022	
	<ul style="list-style-type: none"> • Chamber of Commerce 	TBD	
	<ul style="list-style-type: none"> • Main Street 	TBD	
	<ul style="list-style-type: none"> • School District 	TBD	
Community Events – Tabling	Robin Hood Festival	Summer 2022	
	Sherwood Farmer's Market	Spring 2022	
	Movies in the Park	TBD	
	Music on the Green	TBD	
	High School sports activities	TBD	
Coffee-Klatch meetings with	Meeting with neighborhood stakeholders	Ongoing, continues after	To present information about the project and to receive community

neighborhood groups		adoption of Concept Plan, UGB submittal, etc. 2022 – beyond 2024	input from groups on proposed plan concepts
	<ul style="list-style-type: none"> Eastview Rd HOA (online) 	February 2022 (ongoing)	

Long term community outreach strategy – Contracting with a community engagement firm. Future engagement will focus on the adopted plan, the UGB Legislative process (2024), the comprehensive/master planning process (zoning, comprehensive plan amendments etc.), educational process for annexation process, etc.