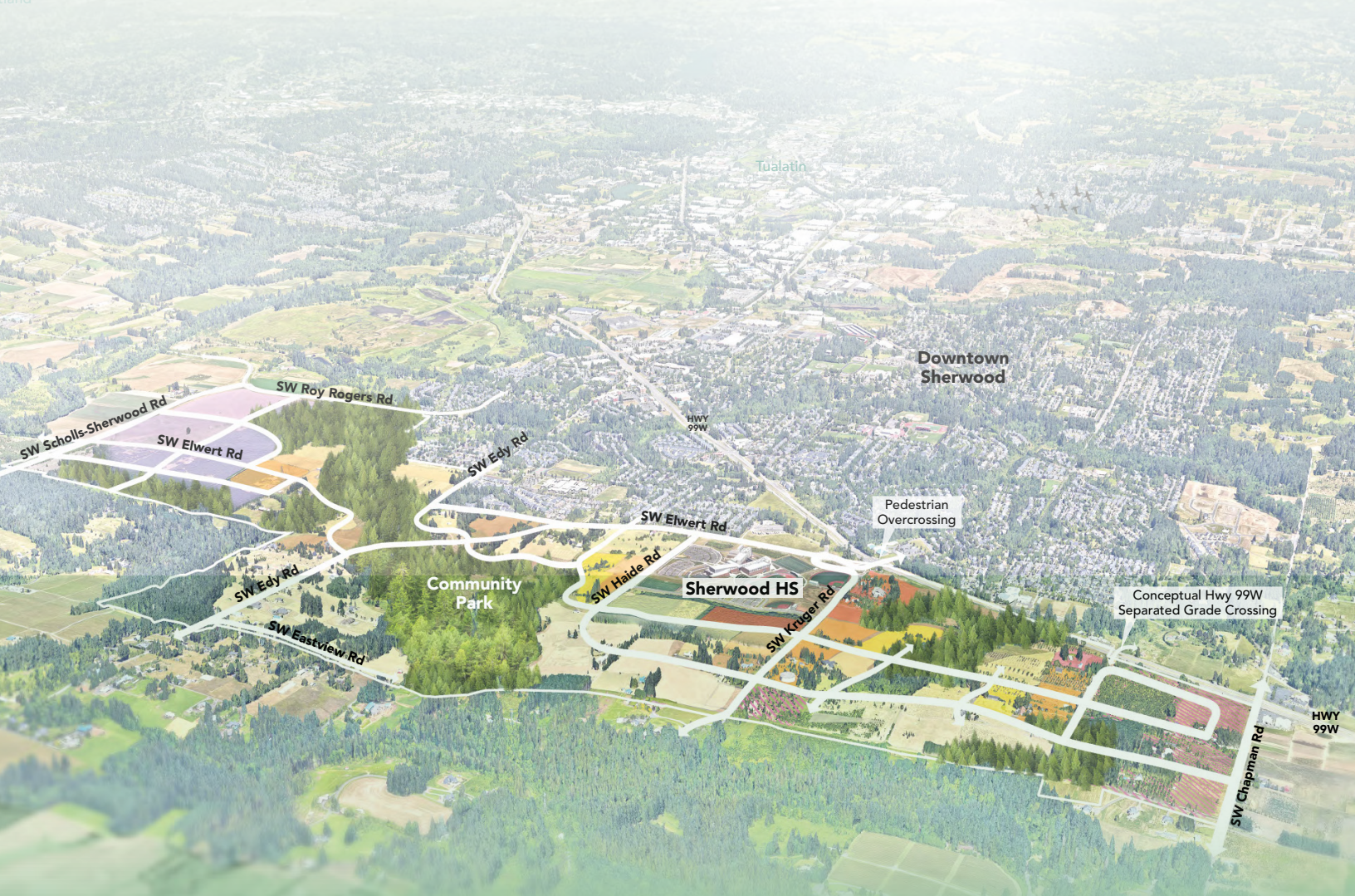


SHERWOOD WEST CONCEPT PLAN

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DRAFT MAY 2023



ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

Overview

The Sherwood West Concept Plan is a long-range planning document intended to guide Sherwood community members, decision makers, and staff as they make plans and decisions about future growth in Sherwood West. Sherwood West is a large Urban Reserve area located just to the west of Sherwood city limits, which the City of Sherwood has identified as an area for future growth. Future development in Sherwood West will require expansion of the Metro urban growth boundary (UGB).

This Concept Plan is an update to the Sherwood West Preliminary Concept Plan accepted by Sherwood Council on February 16, 2016 (Resolution 2016-009). Since that time, the city and surrounding areas have seen significant changes including:

- Shifting of City Council priorities focusing on employment and job growth to diversify the city's tax base,
- Construction of a new high school within the Sherwood West study area,
- Adoption of the Sherwood 2040 Comprehensive Plan, and
- Recent changes to statewide and local housing regulations to plan for “missing middle housing” in residential areas.

This updated plan better reflects these changing conditions, while carrying forward ideas from the Preliminary Plan that are still valid and supported by the Sherwood community.

The Concept Plan provides a general framework for locating various land uses, transportation networks, open spaces, and public services. Once the area is brought into the UGB, the City will conduct additional analysis and undertake a comprehensive planning effort to refine the general concepts that are laid out in the Concept Plan – a necessary next step prior to land being eligible for future annexation and development.

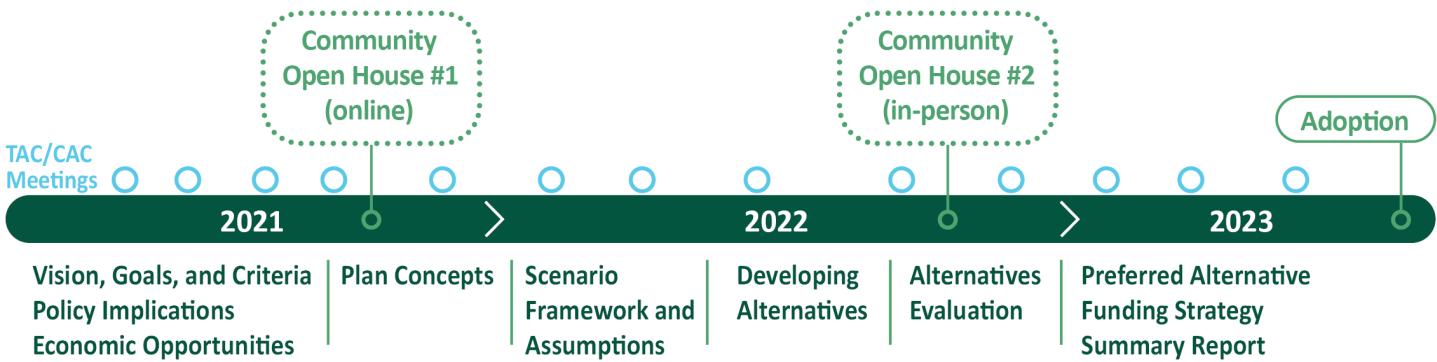
EXECUTIVE SUMMARY



Planning and Engagement Process

The Sherwood West Concept Plan was developed between spring 2021 and spring 2023 through a collaborative planning process that engaged a multitude of Sherwood residents, business and property owners, local organizations, technical advisors, City staff, and consultants. The project timeline is depicted below.

Project Timeline



The City convened two stakeholder groups to help guide the project—the Community Advisory Committee (CAC) and the Technical Advisory Committee (TAC)—which represented a broad range of interests. Together, these committees represented a broad range of interests and expertise that helped shape the direction and result of this process.

In addition, the City provided a wide range of engagement opportunities, including community open houses, online surveys, targeted outreach to high school students, meetings with neighborhood associations, stakeholder interviews, a project webpage, and periodic emails to interested parties.

Every step of the way, Sherwood community members provided meaningful guidance and feedback. This guidance has been essential to the Sherwood West planning process and the design of the Concept Plan is a reflection of this work.

Project Goals

The project vision, goals, and evaluation criteria were developed early in the planning process to guide Concept Plan development. The following six goals helped to develop and evaluate the concepts, alternatives and recommendations:

1. The area is designed as a natural extension of Sherwood and is integrated into the existing pattern of growth in order to preserve the community’s heritage and small-town feel.
2. The area attracts a variety of businesses and employment opportunities, which help satisfy the City’s need for an expanded tax base.
3. Transportation facilities serve to connect, rather than divide, neighborhoods.

EXECUTIVE SUMMARY



4. Residents have access to a variety of parks and natural areas, anchored by the Chicken Creek Greenway.
5. The area is served by a robust network of active transportation options that are integrated into Sherwood's existing network.
6. Growth and development are well-planned and implementation of the area is pragmatic.

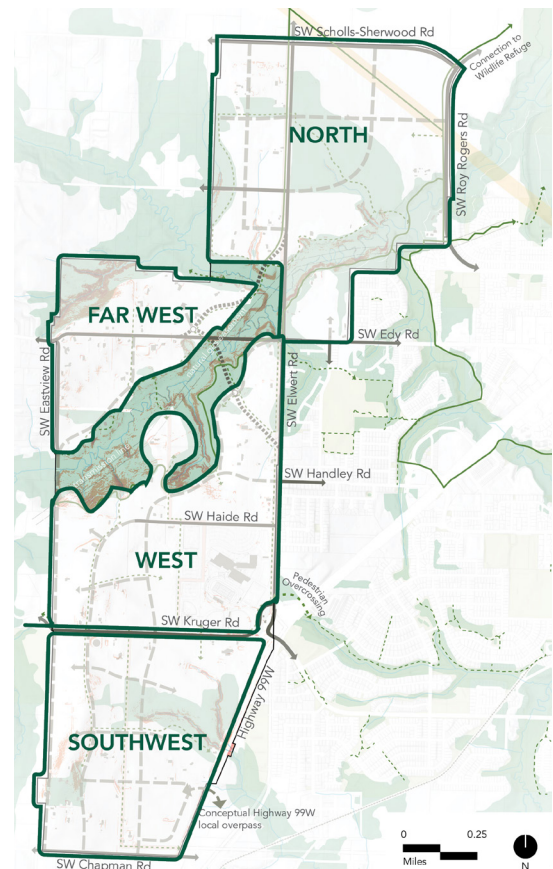
Concept Plan

Land Use

The Concept Plan identifies conceptual locations for future residential, commercial, employment, and open space areas.

- Land Use Themes – Key land use themes are associated with four distinct subdistricts:
 - › **North District** – Mixed Employment is the main focus of this area due to its flat topography and transportation access. The plan also locates a cluster of housing near SW Elwert Road and a community park near West Fork Chicken Creek.
 - › **Far West District** – The plan designates this area for mostly low-density housing, due to existing rural homes and sloping terrain.
 - › **West District** – This area surrounds the new Sherwood High School and has relatively good access to existing infrastructure. The plan includes a mix of medium and higher-density housing types near the high school and some mixed-use land along Kruger Road. The plan also locates a community park nestled into the Chicken Creek Greenway.
 - › **Southwest District** – The plan focuses mixed-use development at the Kruger-Highway 99W intersection, with higher-density housing along Kruger Road. The southern end of the district is focused on being the “Gateway to Wine Country.” Sherwood has an opportunity to capitalize on visitors entering or leaving wine country on Highway 99W. Uses in this area can focus on the growing wine and specialty agriculture tourism industry and provide lodging, tasting rooms, restaurants, and small retail shops.

Study Area and Subdistricts



EXECUTIVE SUMMARY



- **Housing** – Planning for a variety of housing options that will meet the needs of a wide range of Sherwood West residents was a key objective of the concept planning process. Providing housing opportunities for first-time home buyers, seniors who may prefer to age in place or downsize their housing, and moderate-income households will require a wider range of housing types than has typically been provided in Sherwood.

Housing types that have designated places in Sherwood West include single detached homes on smaller lots; cottage clusters; townhomes; duplexes, triplexes, and fourplexes; garden apartments; and mid-rise apartments. These types will be in addition to the standard single detached housing that has typified Sherwood’s development so far.

- **Employment** – Sherwood wants and needs more jobs. Expanding existing businesses and attracting new employment to Sherwood—particularly the right kind of jobs in the right places—will provide opportunities for industrial and commercial development with higher wage jobs, help diversify and balance the City’s tax base, and build a self-sustaining and vibrant local economy.

A key theme of the Sherwood West Concept Plan is to designate land for Mixed Employment, which includes a mix of office, light industrial, and flex space uses in the same development or area of the city. The plan identifies potential areas for future Mixed Employment development, intended to accommodate the type of job growth desired for Sherwood West.

- **Schools** – Sherwood will eventually need new schools to accommodate future households in Sherwood West. The Concept Plan anticipates an eventual need for two schools in the area—one middle school and one elementary school. Because these schools will be needed in later stages of growth in the area, specific locations have not been identified but the potential land needs have been factored into the plan.

Transportation

As the City of Sherwood grows, a well-designed and connected network of streets, paths, and trails in Sherwood West should focus on safety, knitting the existing and new growth together, creating livable and walkable neighborhoods, and mitigating impacts of regional through-traffic.

Key elements of the transportation plan for Sherwood West focus on north-south connectivity through the area and providing for active (non-vehicular) transportation.

- **SW Elwert Road** – This key north-south arterial street is an important opportunity for providing access and defining urban design in Sherwood West. Design concepts for the roadway are aimed at making Elwert a livable and positive addition to the growth of Sherwood West and the adjacent neighborhoods on its east side. The concept is to create a safe, connected, and attractive boulevard inspired by SW Sunset Boulevard, that includes: buffered sidewalks, safe crossings, bike lanes, a planted median with canopy trees, and path connections to key sites and destinations.

EXECUTIVE SUMMARY



- **Potential Elwert-Edy Realignment** – The Concept Plan explores two options for future upgrades to SW Elwert Road and SW Edy Road: realigning the roads to reduce impacts to natural resources or maintaining the current intersection location. In either case, Elwert Road will need to be upgraded to current standards when development occurs in Sherwood West. The CAC and project team recommend the realignment option, although further analysis will be necessary before the decision about Elwert Road’s alignment is finalized.
- **Active Transportation and Trails** – Trails, cycling routes, transit, “micromobility,” and other ways of getting around without a car are designed into Sherwood West. These active transportation options will connect between local parks, green spaces, schools, neighborhoods, and employment areas to encourage walking, rolling, and biking. The Concept Plan trail framework identifies potential future trail connections between new growth in Sherwood West and existing areas of Sherwood; future safe routes to school; and opportunities to ensure future transit can be as successful as possible.

Green Space Network

The Concept Plan for parks and open space take advantage of the natural landscape in Sherwood West to enhance access to nature and outdoor recreation. Sherwood West’s green space network will include creek corridors and their habitat areas, trails and greenways, tree and tree canopy protected by Sherwood’s code, stormwater facilities, neighborhood parks, community parks, and school fields.

- **Chicken Creek Greenway** – The concept for a future Chicken Creek Greenway is an opportunity to preserve and enhance natural stream corridors, provide wildlife crossings, incorporate stormwater management practices, and provide access to nature through a network of connected walking trails.
- **Neighborhood and Community Parks** – Park spaces are integrated into Sherwood West’s overall trail and open space network. The Concept Plan identifies two possible locations for future community parks, which provide opportunities for active recreation and organized play where they can best accommodate anticipated increased demand. The plan also identifies conceptual locations for smaller, neighborhood parks to serve nearby residents.
- **Natural Resources** – Natural resource areas in Sherwood West will be preserved and integrated into the open space network. In addition to the Chicken Creek Greenway, regulations at the regional, state, and federal level will require protection of wetlands, habitat areas, and other natural resources as part of future development.

Chicken Creek Natural Area



EXECUTIVE SUMMARY



Utilities

In addition to transportation infrastructure, future development in Sherwood West will require provision of water, sanitary sewer, and stormwater utilities. Below is a summary of opportunities and potential phasing of future utility extension.

- **Water** – The area’s West and Southwest districts can be served with water infrastructure in the near future. Water infrastructure will need to be extended east to west to serve the hillsides. The Far West district can be served after water infrastructure improvements, such as an additional pump station, are constructed. The North district will need further study and significant water infrastructure improvements to be served.
- **Sewer** – The West and Southwest districts also can be served with sanitary sewer infrastructure in the near future, through connection to existing and planned sewer lines. Sanitary sewer infrastructure would need to be extended into the hillside area of the West and Southwest districts and Far West district as those areas develop. The North district needs further study on how to serve the area and if any significant infrastructure is necessary to serve sanitary sewers in this area.
- **Stormwater** – All areas within Sherwood West can handle stormwater with required infrastructure improvements as development occurs. The West and Southwest districts in Sherwood West may be the easiest to serve.

Implementation

The Concept Plan will need to be formally accepted by the Sherwood City Council. City Council adoption will enable the Concept Plan to serve as a resource for future discussion about expanding the UGB and more detailed planning for growth and development in Sherwood West. There are a range of identified potential strategies and considerations for implementing the concepts laid out in the plan, including:

- **UGB Expansion Request** – The City of Sherwood will have the ability to request expansion of the UGB to include Sherwood West in 2024.
- **Infrastructure Funding Strategy** – The Preliminary Infrastructure Funding Strategy includes a high-level estimate of infrastructure costs, revenues, and potential tools for funding the development of priority districts in Sherwood West. Next steps involve continued refinement of projects and costs and financial modeling and discussions with developers on potential funding strategies.
- **Future Comprehensive Planning** – A detailed comprehensive planning process will assign land use designations and zoning, identify specific locations for major road connections, protect natural resources, and develop infrastructure plans.

EXECUTIVE SUMMARY



- **Natural Resource Protection** – For resource areas subject Metro Title 13 / Statewide Goal 5, the City will need to further analyze specific resources, make significance determinations; conduct an ESEE analysis; and adopt plans for resource protection through the Comprehensive Plan and Development Code
- **Future Development Code Regulations**
 - › *Custom Zoning* – The land use plan recommends two residential designations (Cottage Cluster and Middle Housing) and a Hospitality designation that would be implemented through custom zoning strategies.
 - › *Master Planning or “Village Planning”* – Master planning for the entire area, or specifically focused on smaller “villages,” can help prepare this future UGB expansion area for annexation and development. A master plan approach would allow for more certainty for coordinating multiple developments into cohesive neighborhoods; ability to coordinate unique plan elements; and coordination of infrastructure phasing and funding.
 - › *Future Annexation* – The City could consider requiring or allowing Annexation Agreements (binding contracts between the property owner and City) to ensure that proposed annexations are beneficial to the City and that key elements of the Sherwood West Concept Plan are implemented.
- **Transportation and Infrastructure**
 - › *Future Alternatives/Feasibility Studies* – The City will need to conduct several alternatives analyses and feasibility studies to determine the final location, alignment, and design of key transportation improvements.
 - › *Public Facility Plans* – Updates to the Sherwood Transportation System Plan and Capital Improvement Plan will be necessary to incorporate street design standards and improvement projects for facilities within Sherwood West. The City’s water and sewer master plans should also be updated to incorporate future utility extension in Sherwood West.
 - › *Funding Tools* – To establish detailed infrastructure funding plans, more detailed cost estimates, revenue projections, and infrastructure planning is needed.
- **Continued Community Engagement** – The City should continue engaging with property owners and the Sherwood community about Sherwood West. This should include outreach via periodic email updates, the project website, and neighborhood engagement.

Next Steps

There is more work to be done to prepare Sherwood West for future growth and development. The comprehensive planning and zoning process offers an opportunity for the City to reach out to affected property owners and the larger community to refine higher-level concepts. Robust community engagement, in addition to further evaluation of the topics addressed in this plan, will be an essential component of the City’s next steps in developing refined plans and future regulations for Sherwood West.



INTRODUCTION



INTRODUCTION



Concept Plan Background and History

Sherwood West is a geographic area located west of the existing Sherwood city limits and adjacent to the Metro Urban Growth Boundary (UGB). Sherwood West is a designated Metro urban reserve (Urban Reserve Area 5b) and, at 1,291 total acres, is a large area for potential future growth.

Urban reserves are designated by Metro in coordination with partner cities and counties and identify land that will be considered for addition to the region's UGB for urbanization over a 50 year period. Given its size, and the location of existing infrastructure, Sherwood West is logically the best direction for the City to consider growth in the future.

Preliminary Concept Plan

Starting in 2015, the City of Sherwood undertook a community process to develop a long-range planning tool that would help guide future community discussions and decisions about the city's long-term growth. The result was the Sherwood West Preliminary Concept Plan, which was accepted by City Council in 2016.

Re-Look Project

Significant changes in Sherwood and the surrounding areas since the adoption of the Preliminary Concept Plan spurred the City to reconsider growth options for Sherwood West and embark on the Sherwood West Concept Plan Re-look project.

Shifting priorities...

- › Sherwood City Council has prioritized adding employment land and job growth as a major goal to create a more diversified tax base. Sherwood West is an opportunity to help achieve that goal.
- › The City adopted the Sherwood 2040 Comprehensive Plan in 2021, which updated the vision, goals, and policies for the city as a whole.
- › The City updated plans for Brookman Road as a refinement of the Brookman Addition Concept Plan, the guiding planning document for the area just southeast of Sherwood West.

Changing conditions...

- › The Sherwood School District constructed the new 350,000 square foot Sherwood High School on 73 acres inside the Sherwood West area.
- › The city continues to see rapid growth and development. Since 1990, Sherwood has added hundreds of residents every year, with annual growth rates between 3-8%.
- › Washington County completed its Urban Reserve Transportation Study (URTS), which provides updated transportation information to help with future planning in urban reserve areas.



Changing housing regulations...

- › The State of Oregon adopted House Bill 2001 in 2019, which directs cities to allow for “middle housing” (such as duplexes, townhomes, and cottage clusters) within areas zoned single-family residential. (Refer to Appendix Q, Housing Policy Implications Memo for more information.) The City adopted new Residential Design Standards in 2021 to ensure middle housing and other housing types fit into the City’s desired neighborhood character.

While many of the ideas and concepts in the Preliminary Concept Plan continue to be valid and are reflected in this update, the current plan better reflects existing and expected conditions. Specifically, the Sherwood West Concept Plan builds off the earlier accepted plan by addressing new land use and growth patterns, transportation plans, housing regulations, and opportunities for employment and economic growth.

The Role of the Concept Plan

The Concept Plan is a long-range planning tool intended to guide Sherwood community members, decision makers, and staff as they make plans and decisions about future growth in Sherwood West. Specifically, creating and adopting a concept plan is a required step prior to amending the UGB, which is a necessary precursor to development in Sherwood West. There are specific requirements for the types of information that must be included and what issues must be considered in a concept plan in order to inform UGB amendment decisions. Metro and the State ultimately make those decisions.

Concept planning also provides a foundation for the more detailed comprehensive planning work that will follow UGB expansion. The concept plan provides a general framework for locating various land uses, transportation networks, open spaces, and public services. While vitally important as a policy document to provide planning direction, a concept plan is not a regulatory document, and the City must take additional actions to govern future urbanization. Once an area is brought into the UGB, a city will conduct additional analysis and undertake a comprehensive planning effort to assign land use designations and zoning, identify specific locations for major road connections, protect natural resources, and develop infrastructure plans within Sherwood West. For Sherwood, that later process will refine the general concepts that are laid out in this plan – a necessary next step prior to land being eligible for annexation and development.



PLANNING & ENGAGEMENT PROCESS

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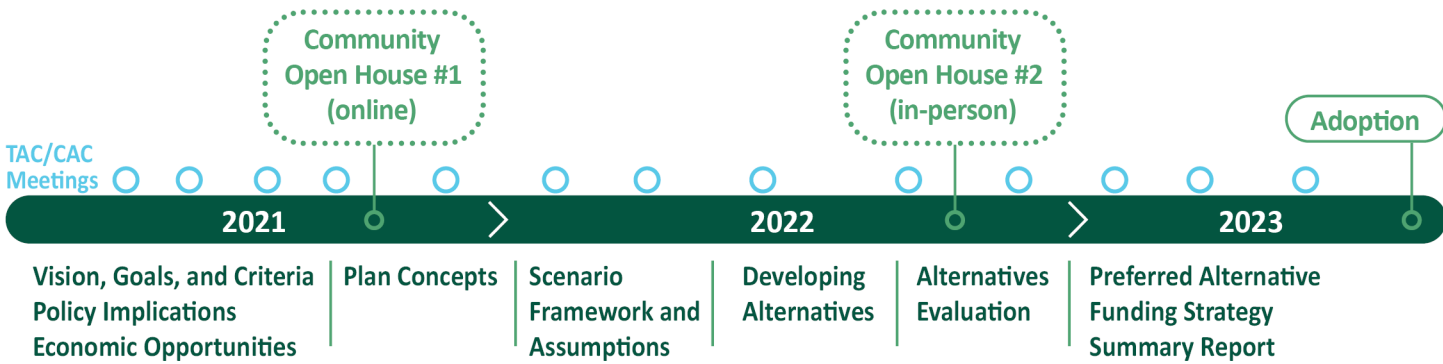


PLANNING & ENGAGEMENT PROCESS



The Sherwood West Concept Plan was developed between spring 2021 and spring 2023 through a collaborative planning process that engaged a multitude of Sherwood residents, business and property owners, local organizations, technical advisors, City staff, and consultants. The diagram below provides an overview of the Concept Plan process.

Figure 1. Concept Plan Process



Community Engagement

Engaging with Sherwood residents and other stakeholders was considered essential for producing a plan that reflects community values with integrity and foresight. To help guide the project, two stakeholder committees were formed to include a broad range of interests: the Community Advisory Committee (CAC) and the Technical Advisory Committee (TAC). Together, these committees worked to help shape the direction and result of this process.

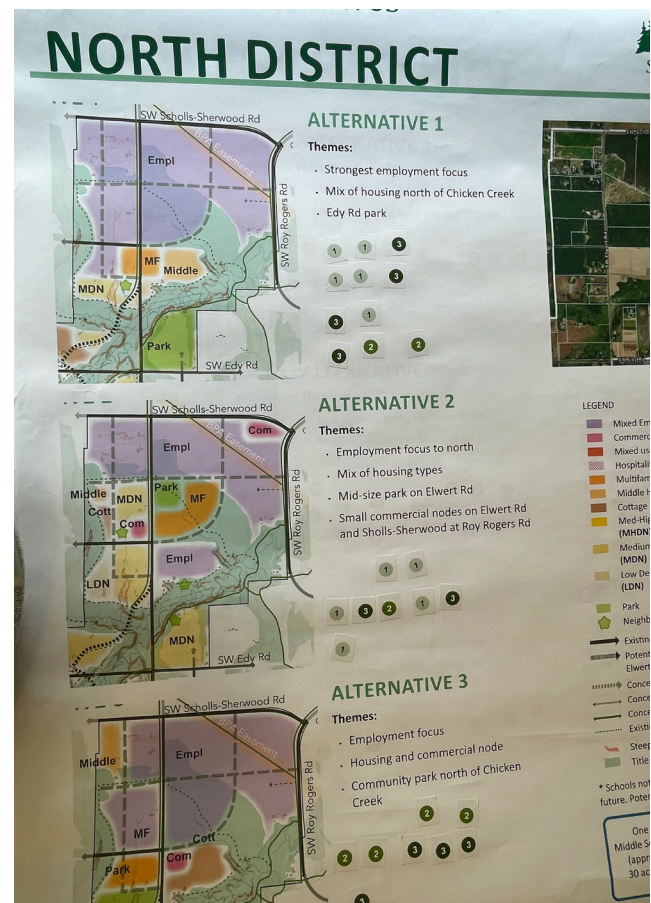
- **The CAC** was made up of 16 community members who live or own property within the city as well as those in the study area, and representatives from the City’s Parks Board, Planning Commission, City Council, the Sherwood School District, and Sherwood Chamber of Commerce. They were charged with reviewing materials from the consultant team, providing broad perspectives to ensure the Sherwood West Concept Plan reflects diverse needs, participating in public outreach regarding the plan, and providing recommendations on plan alternatives. They were recruited and selected by the City Council through an open application process. Twenty-three individuals applied to be on the CAC and 16 were selected.
- **The TAC** was comprised of essential public service provider representatives: City Public Works, Engineering, Community Services, Police Department, Clean Water Services, Tualatin River National Wildlife Refuge, Tualatin Valley Fire and Rescue, the Oregon Department of Transportation (ODOT), Metro Oregon Home Builders, City of King City, Washington County Land Use & Transportation, and Metro. TAC members reviewed project deliverables for technical adequacy, policy, and regulatory compliance.

PLANNING & ENGAGEMENT PROCESS



Every step of the way, Sherwood community members provided meaningful guidance and feedback, gathered through interviews, public events, CAC public testimonies, online surveys and open houses. In addition, high school students' input was received through an on-line survey. This guidance has been essential to the Sherwood West planning process. The design of the Concept Plan is a reflection of this work. Together, we:

1. **Refreshed the vision, goals and evaluation criteria that guided the Concept Plan.** This work was informed by CAC and TAC input and background research into updated policies, regulations, transportation issues, and economic opportunities.
2. **Designed alternative concept plan scenarios.** Based on community core values, vision, existing conditions and discussions with the CAC and TAC, three draft alternative concept plan scenarios were developed to explore a variety of ideas for comparison.
3. **Considered the relative merits of each scenario and the key features that best represent the goals and objectives of Sherwood West.** Through a community open house and workshop and online surveys, the CAC, TAC, staff, and consultant team worked to identify preferences for individual and collective plan elements using the evaluation criteria they helped develop.
4. **Designed a Concept Plan that builds upon community feedback, technical guidance, and a landform analysis.** The Concept Plan is a hybrid of the three alternatives, combining the preferred elements into a recommended draft “hybrid” Concept Plan.



PLANNING & ENGAGEMENT PROCESS



Each step of the planning process incorporated a variety of community engagement activities, as listed below, designed to reach a broad spectrum of Sherwood residents.

Community Engagement Activities

- Community Advisory Committee (CAC) Meetings - total of 14 meetings
- Public Testimony at CAC Meetings
- CAC Interested Parties Email Subscription
- Project Website
- Social Media (Facebook, Twitter, Next Door)
- Sherwood Utility Billing Email Listings Notices
- Sherwood Archer Newsletter
- Project Video
- Property Owner Mailing - Introduction to project (June 2021)
- Online Survey – Informational and Initial Concepts (October 2021)
- Coffee Klatches with Neighbors and Homeowners Associations (Summer 2021)
- Movies in the Park (August 2022)
- Cedar Creek Trail Grand Opening (September 2022)
- Community Open House with Property Owner Mailing (October 2022)
- Virtual Open House (October 2022)
- Technical Advisory Committee (TAC) Meetings – total of 12 meeting
- Metro Home Builders Association Presentation (August 2021)
- Sherwood West Economic Development Stakeholder Interviews (June 2021)
- Metro Technical Advisory Committee (MTAC) Presentation (July 2022)

To learn more about engagement approaches and results, refer the appendices (Appendix C, Community Engagement Plan; Appendix D, Open House #1 (Online) Summary; and Appendix E, Open House #2 and Survey Summary).



VISION, GOALS & EVALUATION CRITERIA

land



VISION, GOALS & EVALUATION CRITERIA



Vision Statement

The vision statement was developed early in the Concept Plan Re-Look process, updating the vision from the 2016 Preliminary Concept Plan. The vision describes the community's desired future for the Sherwood West area. The vision and its associated goals were developed and revised through a visioning exercise and subsequent discussions with the Community Advisory Committee and reflect current community priorities for Sherwood West.

Sherwood West is a walkable community with a balanced mix of employment, residential, commercial, and greenspace land uses—it is a place where families can safely live, work, shop, and play. Sherwood West is home to a variety of businesses that offer stable, high-paying jobs and those employment opportunities have helped satisfy the City's need for an expanded tax base to protect and maintain Sherwood's great quality of life. Sherwood West is attractive to employers and residents because of its well-planned infrastructure, well-connected streets, walkable neighborhoods, and variety of well-designed housing choices. The area feels like a natural extension of Sherwood's existing neighborhoods, and it is integrated with other nearby urbanizing areas and regional destinations such as the Tualatin River National Wildlife Refuge. Sherwood West's natural landscape is anchored by the Chicken Creek Greenway, which protects the creek corridor and connects the area's neighborhoods through a network of natural areas, parks, and trails.





Goals and Evaluation Criteria

Following are specific goals for various aspects of Sherwood West’s future and corresponding criteria for evaluating Concept Plan alternatives. Like the vision statement, the goals and criteria were updated from the 2016 Preliminary Concept Plan to reflect current community priorities and desires for Sherwood West.

Table 1. Goals and Evaluation Criteria

GOAL	EVALUATION CRITERIA
1. The area is designed as a natural extension of Sherwood and is integrated into the existing pattern of growth in order to preserve the community’s heritage and small-town feel.	<ul style="list-style-type: none"> • There is a balanced mix of office, industrial, commercial, and residential land uses and open spaces • A variety of housing options accommodates a diverse range of family structures, income levels, and lifestyles • Neighborhood retail nodes provide residents with walkable access to goods and services • Housing density and implementation is pragmatic • View corridors and separation from other cities contribute to Sherwood’s unique identity
2. The area attracts a variety of businesses and employment opportunities, which help satisfy the City’s need for an expanded tax base.	<ul style="list-style-type: none"> • Infrastructure is well-planned to make Sherwood West attractive to developers and large employers • There are large low-impact employment areas available for the growth of technology parks and other higher-wage jobs • There are opportunities to leverage the area’s unique location for destination retail, hospitality, and visitor-related uses
3. Transportation facilities serve to connect, rather than divide, neighborhoods.	<ul style="list-style-type: none"> • A network of streets provides north-south connections to and through the area • The Concept Plan helps realize the opportunity for a Highway 99 pedestrian crossing • Streets are designed to balance accommodating vehicle traffic and parking while also being welcoming places for people • Streets are designed with consideration for safety and emergency response vehicles • Sherwood is “transit-ready” for future transit service

VISION, GOALS & EVALUATION CRITERIA



GOAL	EVALUATION CRITERIA
4. Residents have access to a variety of parks and natural areas, anchored by the Chicken Creek Greenway.	<ul style="list-style-type: none"> • The Chicken Creek corridor is protected • Creek connections to the Tualatin River National Wildlife Refuge are preserved and, where possible, enhanced • Residents have access to nature through a network of multi-use and soft-surface trails • Parks and natural areas serve as places where families and community members can gather together • Existing mature trees and areas of dense tree canopy are preserved where feasible
5. The area is served by a robust network of active transportation options that are integrated into Sherwood's existing network.	<ul style="list-style-type: none"> • Residents can easily walk or bike to access local destinations such as schools, parks, employment areas, and shopping centers • Active transportation facilities connect to existing Sherwood neighborhoods and nearby regional destinations • Students have safe options to walk or bike to school
6. Growth and development are well-planned and implementation of the area is pragmatic.	<ul style="list-style-type: none"> • The extension of public facilities and services are phased and coordinated with development • Land uses serve Sherwood's needs and are complementary to other expansion areas along the western Urban Growth Boundary





EXISTING CONDITIONS



EXISTING CONDITIONS



Study Area

Sherwood West is a 1,291-acre area just west of the existing Sherwood city limits—see Figure 2. The area is bounded on the east by Highway 99W, SW Elwert Road, and SW Roy Rogers Road. The area's southern boundary is SW Chapman Road; its northern extent is SW Lebeau Road and SW Scholls-Sherwood Road. The western boundary is the outer edge of Metro's Urban Reserves, with Rural Reserve land lying further to the west). Site topography generally slopes from west to east, with an elevation difference of approximately 150 to 200 feet.

Figure 2. Sherwood West Study Area





Land Use and Zoning

Existing land use in Sherwood West includes a mix of farmland, orchards, rural homes, and natural areas. The new Sherwood High School and the adjacent Countryside Community Church represent the few non-rural uses in the study area. Sherwood West is considered highly “parcelized” because it is divided up into numerous individual properties—126 tax lots in total. A majority of those properties (75 percent) are under 10 acres in size.

The land inside Sherwood West is currently under Washington County’s jurisdiction and is zoned for agricultural and forest uses (except for the high school, which is inside city limits and is zoned for institutional/public use).

Nearby landmarks and developed neighborhoods inside Sherwood include Ridges Elementary School, the Oregon Trail neighborhood, Heritage Estates, and Middleton.

Economic Opportunities

One of the main goals for updating the Sherwood West Concept Plan is to plan for additional employment land and to prioritize job growth and expansion of the City’s tax base, as directed by the Sherwood City Council. A better future jobs-to-housing ratio will provide the opportunity for more Sherwood residents to work in the city, rather than having to commute elsewhere for work. This has benefits in terms of quality of life, traffic congestion, and lower emissions.

To understand opportunities for economic development and job creation in Sherwood West, the project team (staff and consultants) studied economic opportunities and development trends, evaluated the area’s assets and constraints, and spoke with local developers, stakeholders, and leading economists. Key findings from these studies are summarized below. Full summaries can be found in Appendix F, Development Trends and Implications Memo, and Appendix G, Economic Opportunities Memo.

Target Industries and Sectors

The following sectors represent likely employment and development opportunities in Sherwood West:

- **Employment/Industrial.** There is strong potential for mixed employment and industrial development, considering the increasing demand for, and limited supply of, high-quality buildable employment land in the region, particularly large sites. Target tenants for industrial spaces include tech companies, logistics, light or advanced manufacturing, R&D, software/media design, professional and business services, healthcare, etc.
- **Tech Clusters.** Sherwood is centrally located between existing tech clusters in Wilsonville and the Sunset Corridor, and developers are looking for opportunities elsewhere in the region. The Sherwood area is beginning to draw interest from existing tech companies in Hillsboro and elsewhere.

EXISTING CONDITIONS



- **Wine Businesses.** The wine industry is an important part of the local and regional economy which may dovetail with industrial, retail, and hospitality uses in Sherwood.
- **Hospitality.** Hotels are in demand in the region, and Sherwood is well positioned with its proximity to wine country and Highway 99W. However, other cities to the south are better located for an immersive wine country experience. New hotels in Sherwood will likely be feasible as a follow-on use once employment growth occurs, and the market is proven.
- **Retail.** Sherwood should focus on convenience-based retail, such as grocery and health and personal care, as well as neighborhood-serving retail, such as foodservice and drinking places, either as neighborhood-centers or main street corridor approach that diversifies the retail mix and supports the growth independent retailers and restaurateurs.

Strategies and Recommendations

The top recommendations related to planning for employment uses and positioning Sherwood West for successful economic development include:

- **Plan for Mixed Employment.** Most of the opportunities for long-term job creation will likely require a mixed employment approach—namely industrial, flex, and office. Mixed Employment in centers/parks of 20-100 acres is the strongest market.
- **Reserve large, flat parcels with transportation access for employment uses.** Land needs for mixed employment range from 40 to 50 acres per “center” or “park” allowing for buildings averaging 50,000 square feet, each on five to six acres. The City should target areas of Sherwood West with the largest and flattest contiguous tracts of land for these developments, with slopes of less than 3.0 percent. The largest tract of flat land in Sherwood West is located to the north, adjacent to Roy Rogers and Scholls-Sherwood Roads.
- **Target Highway 99W for transportation-dependent uses.** Considering the limited frontage, retain 99W for certain users that require access and visibility.
- **Be Flexible.** Maintain as much flexibility (zoning, land, tools, approach) as possible in planning for employment growth as market cycles and trends over the next 20 years are unclear. This means maintaining large, contiguous sites but not mandating large-lot sites.



EXISTING CONDITIONS



Transportation

The summary in this section describes key features of the Sherwood West transportation network, as illustrated in Figure 3, and current plans for future improvements. Appendix H, Transportation Issues Memo, contains more detailed information on the existing and planned transportation system.

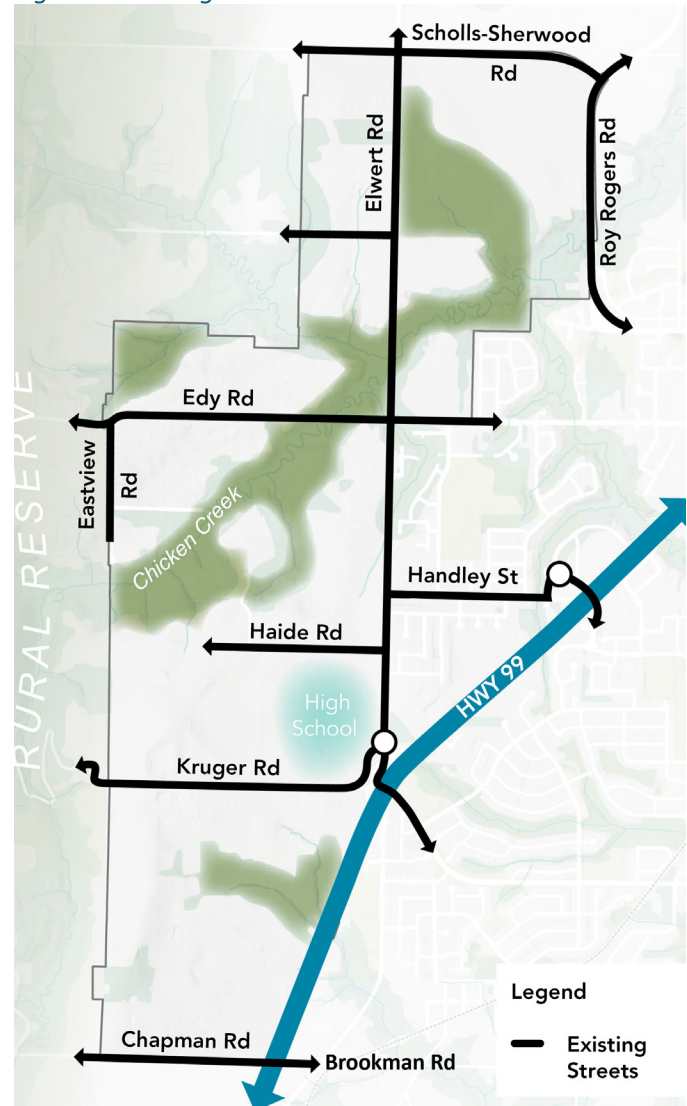
Elwert Corridor

Spanning the length of the Sherwood West area, from SW Scholls-Sherwood Road to SW Kruger Road, SW Elwert Road is a key north-south route. Designed as a two-lane rural arterial under Washington County jurisdiction, it is now commonly used as an alternative route to Highway 99W for both local and commuter (through) travel.

Travel along Elwert Road is characterized by rolling hills that include acute vertical sags and crests, which result in poor vertical sight distances and intersection sight distances. While sidewalks have been constructed along portions of Elwert Road adjacent to developed land (on the east side), Elwert Road will eventually need to be upgraded to urban standards as more land develops and vehicular trips increase.

Both the Washington County Transportation System Plan (TSP) and the City of Sherwood TSP identify the future build-out condition of Elwert Road as a 3-lane arterial which will include sidewalks and bike lanes on both sides of the road. It will be important to strike a balance between local connectivity and regional travel needs when developing the ultimate design of this facility.

Figure 3. Existing Street Network



EXISTING CONDITIONS



Regional Transportation Improvements

Highway 99W

Highway 99W is a state-designated freight corridor and limited-access highway. It is identified as a principal arterial in both the County and City TSPs. New access onto Highway 99W must be coordinated with the Oregon Department of Transportation (ODOT). The intersections of SW Chapman, SW Brookman, and SW Elwert roads will all need to be studied and possibly reconfigured or signalized depending on the amount of traffic generated by future land uses within the area.

Roy Rogers Road

The County plans to expand SW Roy Rogers Road to a five-lane roadway – two travel lanes in either direction plus a center turn lane – south into Sherwood and through to Highway 99W. The final southerly extent of this improvement will be from Chicken Creek to Borchers Drive. The estimated \$14 million project is funded by the County's MSTIP program, and it is planned for completion by Spring 2024.



Intersection of Elwert and Edy.

This regional corridor connects SW Scholls Ferry Road to Highway 99W and connects between job centers in Hillsboro, Beaverton and housing areas in Sherwood, Wilsonville, and western Clackamas County. Horizon year (2040) travel forecasts are roughly 40,000 vehicles on an average weekday, which is similar to levels observed today on Highway 99W between Tigard and Tualatin. This high level of travel demand may influence the type and location of potential development along the SW Roy Rogers Road corridor, specifically making it more attractive for retail and mixed-use development.

Brookman Road

An extension of SW Brookman Road will ultimately define a new southern edge of Sherwood. When properties in the Brookman Addition area annex to the City, SW Brookman Road will be upgraded to a full urban arterial facility and its current intersection with Highway 99W will be upgraded to comply with Washington County and ODOT multi-modal standards to safely accommodate driving, bicycling, and walking. The recent update to the Brookman Addition Concept Plan recommends an interim 3-lane arterial cross-section on Brookman Road until such a time as a 5-lane section is required.

The SW Brookman Road extension west of Highway 99W, via SW Chapman Road, will also serve as the southern edge of the greater Sherwood West planning area. The scope and character of its intersection with Highway 99W, and additional connectivity between the Brookman Addition and Sherwood West areas are still being planned. See the transportation recommendations in Section VI for further discussion.



Multimodal Transportation

A key component of the Sherwood West transportation network is the incorporation of safe and convenient walking and bicycling facilities into the higher classification street facilities. Planned improvements to arterial and collector class streets will include these elements. In addition, the natural areas and varied terrain in Sherwood West offer opportunities for a separate trail system to promote non-motorized travel away from the roadway network.

Transit does not currently serve the immediate Sherwood West area. The closest TriMet service is Route 94 which connects to Portland along Highway 99W. The nearest stop is over a mile away. The Concept Plan explores how to make the area “transit-ready” with transit-supportive land use and sufficient connectivity of the street system.

Parks, Trails, and Open Spaces

There are no formal multi-use trails or parks in Sherwood West. Chicken Creek forms a natural greenway flowing southwest to northeast through the study area, eventually draining to the Tualatin River via Cedar Creek. The Cedar Creek greenway through the city connects at Chicken Creek. West Fork Chicken Creek and Goose Creek form smaller natural greenways in the central and southeast portions of the study area, respectively. Upper Chicken Creek, a 38-acre Metro-owned natural area, is located just outside the study area and abuts its western edge south of Kruger Road.

Sherwood’s updated Parks and Recreation Master Plan (2021), discusses recommendations for park, trail, and facility development throughout the City and within planned growth areas such as Sherwood West. Recommendations for parks and facilities within Sherwood West include the following:

- Provide parks or park amenities in natural areas and along trail corridors to meet **the 10-minute walk goal**.
- Provide a **connected trail network** throughout the concept plan area. Explore the potential of a trail in the powerline corridor and an off-street shared use path along the Elwert Road corridor.
- Site a community park south of Edy Road, potentially adjacent to a natural area.
- **Consider a sports complex within Sherwood West** to include rectangular fields with lighting and potentially a new fieldhouse. At least 10 acres of relatively level, developable land is needed to accommodate a complex of this type. Specific considerations for the use and siting of this type of facility are detailed in Chapter 4 of the Parks and Recreation Master Plan (PRMP).

The PRMP also establishes minimum standards for parks and open space—including minimum sizes and levels of service for neighborhood parks, community parks, and other types of facilities (see PRMP Chapter 3).



Environment and Natural Resources

Floodplains

There is a defined 100-year floodplain for a portion of Chicken Creek and West Fork Chicken Creek within Sherwood West (Figure 4). The floodplain for Cedar Creek at its intersection with Chicken Creek is also defined. The upper reaches of Chicken Creek and Goose Creek do not have available flood study data.

Wetlands

Wetlands that are mapped by the National Wetland Inventory and Metro's inventory comprise just over 31 acres within the study area. Most prominently, these are found along the riparian corridor of Chicken Creek, but also near the headwaters of Goose Creek. Additional wetland areas are also expected to exist within the study area, most likely along smaller tributaries of Chicken Creek, Cedar Creek, and Goose Creek. An inventory will be necessary to determine the likely extent of these wetlands.



Metro Title 13 Habitat

Figure 4 also depicts Metro Title 13 habitat areas. Title 13 establishes baseline requirements to protect, conserve, and restore the region's significant riparian corridors and wildlife habitat resources, collectively referred to as Habitat Conservation Areas. Habitat Conservation Areas include rivers, streams, wetlands, and adjacent resource areas, as well as upland wildlife habitat patches and habitats of concern. Riparian habitat areas are classified as Class I, II, and III and Upland habitat areas are classified as Class A, B, and C. Protections for Title 13 habitat areas will be established as part of the comprehensive planning for Sherwood West once it is brought into the UGB.

Steep Slopes

The Sherwood West area mostly consists of gently sloped terrain, but there are also areas of steep slopes (25% or greater). Such steep slopes are found along drainage corridors for Chicken Creek, West Fork Chicken Creek, Goose Creek, and their tributaries, as well as at a higher point in the southwest portion of the study area (Figure 5). These areas are generally considered unbuildable.

Figure 5 depicts the range of slope conditions found in Sherwood West. Note that this map is from the Preliminary Concept Plan and predates the construction of Sherwood High School.

Figure 4. Natural Resources Existing Conditions

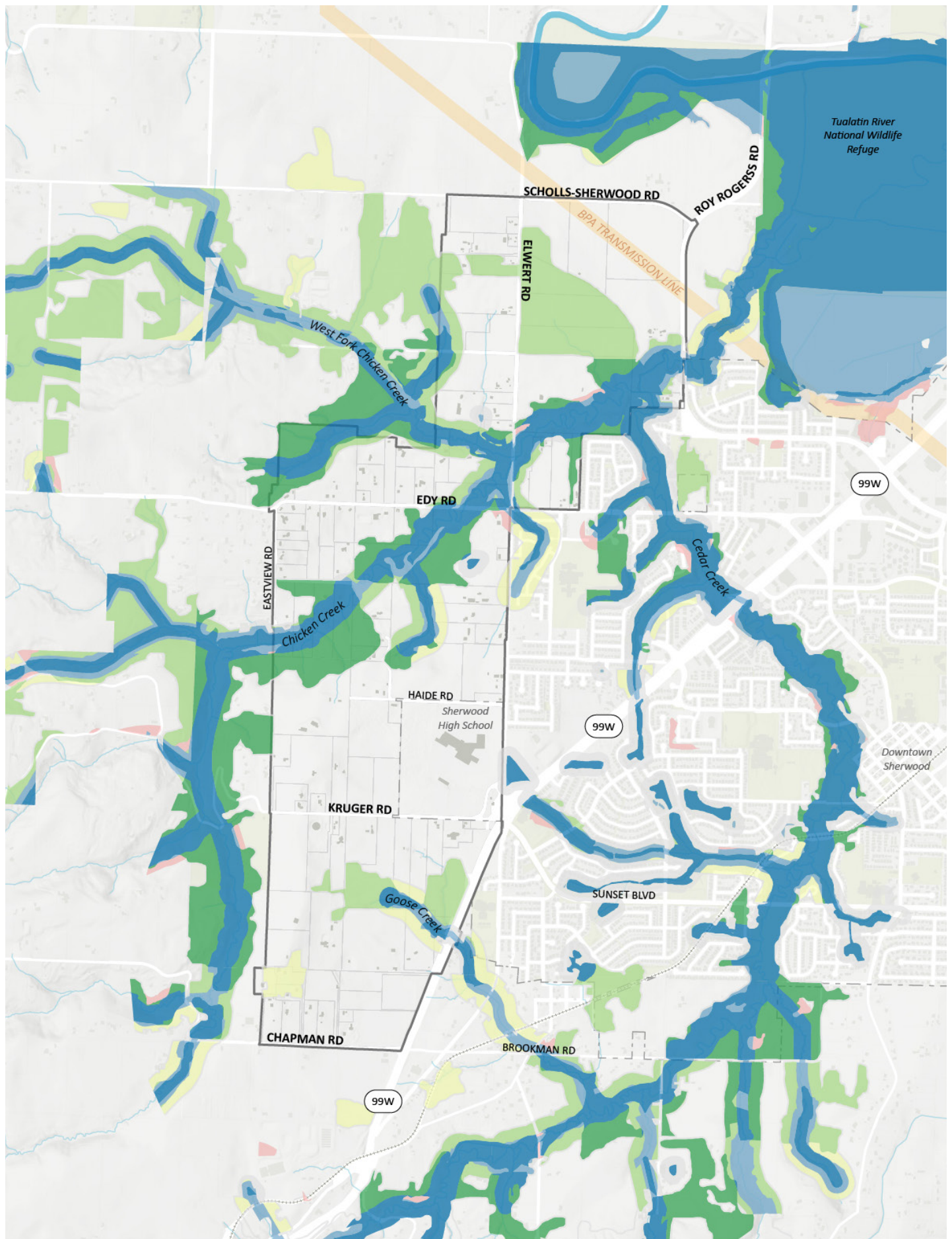
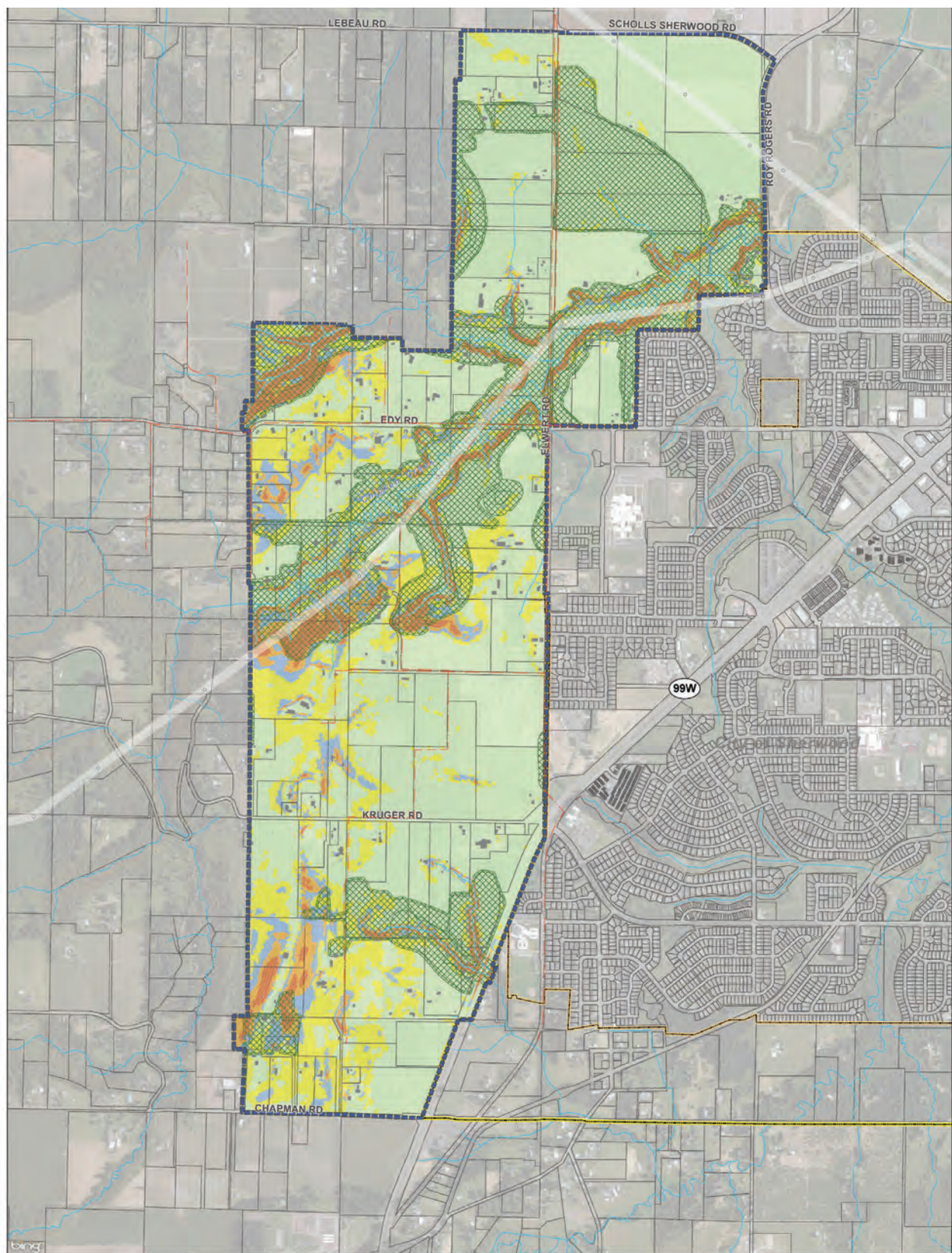
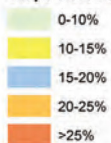


Figure 5. Slope Analysis (from Preliminary Concept Plan)



Slope Percentage

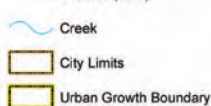


Study Area

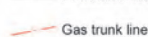


Identified riparian and upland habitat conservation areas as mapped by Washington County and Metro. For detail, see Metro Regional Government Urban Growth Management Functional Plan Title 13 Nature in Neighborhoods.

Contour (10 ft)



Powerline Corridor



0 300 600 1,200 Feet

May 27, 2015

DISCLAIMER: NOT FOR CONSTRUCTION; FOR PLANNING PURPOSES ONLY.

EXISTING CONDITIONS



Public Facilities

As properties in Sherwood West annex into the city boundary for future development opportunities, public facilities will need to be extended to support intended uses.

Water

Existing Conditions

The current Water System Master Plan was adopted in May 2015 and considers all areas within the city limits, the UGB, and the Sherwood West area. The City's primary water supply is from the Wilsonville Water Treatment Plant, supplemented by groundwater wells. The City maintains an emergency connection and transmission piping to the Tualatin-Portland supply main. The City's distribution system includes three service zones supplied by three storage reservoirs and two pumping stations. The majority of Sherwood customers are served from the 380 Pressure Zone which is supplied by gravity from the City's Sunset Reservoirs. The 535 Pressure Zone, serving the area around the Sunset Reservoirs, is supplied with constant pressure by the Sunset Pump Station, and the 455 Pressure Zone serves higher elevation customers on the western edge of the City by gravity from the Kruger Reservoir.

Opportunities and Constraints

Initial anticipated growth in Sherwood West will be served by extending the existing 380 and 455-Zone distribution mains. Future customers along the ridge north and south of the existing Kruger Reservoir will be served by constant pressure from the proposed Kruger Pump Station at the existing reservoir site. Some future customers in Sherwood West may need to be served through a Pressure Relief Valve (PRV)-controlled sub-zone or through individual PRVs on each service in order to maintain required service pressures. A small area on the western edge of the Sherwood West, along Edy Road near Eastview Road, is too high in elevation to receive adequate service pressure from the adjacent 380 Zone. This area will be served by constant pressure from the proposed Edy Road Pump Station. An additional pump station would potentially be needed to serve this area. Extensive large-diameter mains will be needed to expand the City's water service area to supply water to Sherwood West as development occurs.

Sanitary Sewer

Existing Conditions

The existing Sanitary Sewer Master Plan was completed in 2016 and considers all areas within the city limits and the UGB, but not Sherwood West. The City of Sherwood is served by two sanitary sewer trunk lines, the Sherwood Trunk Sewer (24-inch) which conveys sewage from the Cedar Creek sewage collection basin and the Rock Creek Trunk Sewer (18-inch) which conveys sewage from the Rock Creek sewage collection basin. Both trunk lines convey flows to the Sherwood Pump Station, owned by Clean Water Services (CWS), which sends sewage to the Durham Advanced Wastewater Treatment Plant via the Upper Tualatin Interceptor, also owned by CWS.

EXISTING CONDITIONS



Opportunities and Constraints

Existing sanitary sewer facilities adjacent to or near Sherwood West are limited. The Sherwood Interceptor crosses the study area near the northeast corner of the area at Cedar and Chicken Creeks, and any sewer mainlines would need to cross these creeks to connect. The Brookman Addition is an area within the UGB on the south end of Sherwood between the city limits and SW Brookman Road. The City recently constructed a sewer mainline to the northern boundary of the Brookman area.

Clean Water Services and the City of Sherwood are working together to extend necessary sewer services to the Brookman and Sherwood West areas. The Brookman sanitary project will connect the Brookman and Sherwood West areas to the existing lines in the Ladd Hill area.

The sanitary sewer line is needed because the new Sherwood High School (annexed in 2018 as part of the West Sherwood planning area) was constructed in an area where there was no existing sanitary service. A short-term pump station provides service to the new Sherwood High School but long-term the school must be converted over to this new sewer extension.

Stormwater

Existing Conditions

The existing Stormwater Master Plan was completed in 2016 and considers all areas within the city limits and the UGB, but not Sherwood West. Sherwood West lies primarily within the Chicken Creek Drainage Basin. The basin flows north and northeast along Chicken Creek. Cedar Creek flows into Chicken Creek at the northeast corner of Sherwood West near SW Roy Rogers Road. West Fork Chicken Creek enters the Sherwood West area at the northwest boundary and flows east into Chicken Creek. A small portion of the Sherwood West area in the southeastern corner is part of the Cedar Creek Drainage Basin. On-site runoff enters Goose Creek, which flows from west to east, crosses under Hwy 99W, and reaches Cedar Creek.

The Stormwater Master Plan notes that Chicken and Cedar Creeks have been identified by the Environmental Protection Agency (EPA) as providing habitat for anadromous fish that are listed as threatened under the Federal Endangered Species Act. The area in the vicinity of Chicken and Cedar Creeks and their tributaries have been designated by Metro as riparian corridors, upland wildlife habitat, and aquatic impact areas. Some areas within the riparian corridors are also shown on the National Wetland Inventory Opportunities and Constraints. Beyond the natural streams, channels and roadside ditches, there is no developed stormwater infrastructure within the Sherwood West area except for the Sherwood High School site and the surrounding public roads that drain southeast through a large stormwater management pond and into a storm culvert under the highway and the east through the Woodhaven greenway over to Cedar Creek.

As development occurs in the future, stormwater would likely be discharged into the floodplains of the adjacent creeks and tributaries flowing to the north and south of the high school site that drains the middle part of the study area. The City of Sherwood requires that all stormwater facilities meet the requirements of Clean Water Services Design and Construction Standards for conveyance, water quality treatment, hydromodification, and water quantity treatment. The City has indicated that they prefer to use regional stormwater facilities where possible within Sherwood West, similar to the vegetated stormwater ponds near the roundabout, with Low Impact Development Approaches (LIDA), proprietary treatment, and underground storage preferred only private property only.



LAND USE ALTERNATIVES





Developing Alternatives

The project team developed three Concept Plan alternatives through an iterative process that involved close collaboration with the Community Advisory Committee. The alternatives were intended to explore and compare a variety of ideas and to solicit preferences for plan elements that would be advanced and combined into a single preferred alternative.

The process of developing alternatives started with a series of baseline assumptions, based on consideration of existing conditions, ideas carried forward from the Preliminary Concept Plan, the vision statement and project goals, and recent regulatory changes (e.g., middle housing requirements under Oregon House Bill 2001). The team also developed a series Plan Concepts that addressed key topics for the Concept Plan—transportation, employment, open space, housing, etc. These concepts then fed into the assumptions and alternatives (see Appendix I. Plan Concepts).

Themes and Assumptions

Several baseline assumptions and key themes factored into the three alternatives:

- **Employment Focus** – Mixed Employment uses, defined as a mix of office, light industrial, and flex space uses in the same development or area, emerged as a key driver of the land use alternatives. This focus was informed by the City Council prioritizing job creation and opportunities identified in the Economic Opportunities and Challenges memo (Appendix G). However, the amount of mixed employment land, as well as other commercial and employment lands, was not a constant between alternatives.
- **Community and Neighborhood Parks** – The alternatives targeted 10-20 acres for one or more community parks in Sherwood West. In addition, neighborhood parks (average 2 acres) would be distributed throughout the neighborhoods. The location of parks varied across alternatives.
- **Open Space** – In every alternative, nearly 500 acres – approximately 40% of Sherwood West – would be reserved as open space, either in the form of natural resource lands, tree groves, parks, or open space set aside as part of development.
- **Schools** – An estimated 35-40 acres would be needed for future schools in Sherwood West – 25-30 acres for a middle school and 10 acres for an elementary school. While these land needs were factored into the alternatives, the City of Sherwood and the school district cannot identify specific locations for schools at this point.
- **Transportation Network** – Feedback received from the advisory committees and the online open house showed a clear preference for the Elwert-Edy realignment concept, which was studied in the Preliminary Plan (and described in Section VI, below). This alignment, as well as a general framework of local streets, was kept constant across the three alternatives.
- **Custom Land Use Designations for Middle Housing** – The State’s middle housing requirements were a key consideration for developing land use concepts for Sherwood West. State law requires that Sherwood allow development of duplexes, triplexes, fourplexes, cottage clusters, and townhouses in residential areas zoned for detached single-family homes.

LAND USE ALTERNATIVES



The CAC was interested in developing custom land use designations for the middle housing types that are most favored by the Sherwood community: duplexes, townhomes, and cottage clusters. Custom designations would provide areas for these middle housing types only, and would not allow single-family detached dwellings, which would give the City more flexibility to customize their design and development standards. See below for a description of the land use designations.

Land Use Designations for the Concept Plan

The following land use designations are included in the three alternatives maps (Figure 6). Note that, with the exception of Middle Housing and Cottage Cluster, the residential land use designations are based on the City's existing residential zones and associated densities.

Table 2. Concept Plan Land Use Designations

DESIGNATION	PURPOSE AND ATTRIBUTES
RESIDENTIAL	
Multifamily	<ul style="list-style-type: none"> • Purpose: To provide intentional locations for apartments and condominiums in Sherwood West. • Housing Types: Apartments, condominiums, townhomes, triplexes, and quadplexes would be permitted in this zone. • Density: 16.8-24 dwelling units/acre (based on High Density Residential [HDR] zone).
Middle Housing	<ul style="list-style-type: none"> • Purpose: To provide intentional locations for specific middle housing choices of duplexes, townhomes, and cottage clusters. These are the middle housing types that have been most favored by the CAC and Sherwood community, and would provide different housing choices—including options for more affordable homeownership, as compared to single detached dwellings. • Housing Types: Apartments, condominiums, townhomes, triplexes, and quadplexes would be permitted in this zone. • Density: 16.8-24 dwelling units/acre
Cottage Cluster	<ul style="list-style-type: none"> • Purpose: To provide intentional locations for cottage cluster housing. • Housing Types: This zone would only allow cottage cluster housing. Cottage clusters are groupings of relatively small homes clustered around a shared courtyard or open space. Their smaller footprints and shared amenities can make cottage cluster housing appealing to many seniors, small households, and first-time homebuyers. • Density: 12.8-16 dwelling units/acre
Neighborhood Designations	<ul style="list-style-type: none"> • Purpose: To provide land for a range of single and middle housing types, ensuring open space with each project. • Housing Types: These are the zones for single detached homes; by law, the full range of middle housing (duplexes, triplexes, quadplexes, townhouses, and cottage clusters) must also be allowed (with design standards). • Densities: See below. (Note that state law limits how cities can regulate density for middle housing.)

LAND USE ALTERNATIVES



DESIGNATION		PURPOSE AND ATTRIBUTES	
<ul style="list-style-type: none">• Medium-High Density Neighborhood• Medium Density Neighborhood• Low Density Neighborhood		<ul style="list-style-type: none">• 5.5-11 units/acre – This zone would likely be applied in flatter areas with larger sites where there would be more flexibility for creation of smaller lots. (Based on Medium Density Residential High [MDRH] zone.)• 5.6-8 units/acre – This zone is also likely to be applied in flatter areas with larger sites. (Based on Medium Density Residential [MDRL] zone.)• 3.5-5 units/acre – This zone would likely be applied in hillside and hilltop areas, and in parcelized areas with existing homes, where lots would be larger and densities would be lower. This would better accommodate topography, utility access, partial development, and other features, which would typically require larger lot zoning. (Based on Low Density Residential [LDR] zone.)	
EMPLOYMENT, COMMERCIAL, AND MIXED-USE			
Mixed Employment		Provide land that supports living-wage employment opportunities for Sherwood residents. Mixed Employment includes a mix of office, tech, healthcare, light industrial, warehouse, and limited retail uses. This type of development typically requires large sites (at least 40-50 acres), flat topography, and good access to transportation.	
Commercial		Provide opportunities for commercial businesses, including retail, dining, services, offices, and civic uses. These areas should have good visibility and access to transportation.	
Mixed Use		Provide opportunities for commercial businesses, including retail, dining, services, offices, and civic uses. These areas should have good visibility and access to transportation.	
Hospitality		This is a new concept for Sherwood, which emerged from discussions with the CAC. This zone would provide intentional locations for uses such as hotels/motels, restaurants, wineries, and similar uses that could capitalize on Sherwood West’s location as the “entrance to wine country.” These uses typically rely on strong visibility to the public—e.g., from Highway 99W.	
PARKS			
Community Parks		Community parks are large parks (10 to 20 acres) that are intended to serve the broader community, and which may include amenities such as sports fields, picnic areas, pathways, and playgrounds. Community parks need relatively flat acreages and good transportation access for all modes of travel. The land use alternatives maps identify one or two locations for community parks.	
Neighborhood Parks		Neighborhood parks are smaller (2 to 5 acres) and provide recreation opportunities for nearby residents, who typically live within walking and bicycling distance. The maps identify very conceptual locations for neighborhood parks, spread among the various residential areas.	

Process

To create the three alternatives, the project team led the CAC through a hands-on exercise in which small groups developed the maps interactively. Each small group was given a base map and a set of land use “chips” that represented all the land uses listed in Table 2. The groups were then asked to place the chips on the map using their best judgment as to the appropriate location and overall layout of the land uses. Table facilitators helped organize the exercise and suggested parameters for placing the chips (e.g., certain uses, such as employment and schools, should not be placed on steeply sloped land).

The results of the chip exercise were then digitized and refined by the project team, with additional input from the CAC.

LAND USE ALTERNATIVES



Land Use Alternatives

The three land use alternatives in Figure 6 share several common themes:

- Focus on mixed employment in the northern, flat area
- Community park on the south side of the Chicken Creek corridor
- Commercial/mixed-use and higher-density housing along Kruger Road
- Mix of housing types throughout
- Low density residential along western hilltop

Figure 6. Land Use Alternatives Maps



Alternative 1

- Largest amount of Neighborhood residential
- Moderate Mixed Employment land
- Community park northeast of Edy-Elwert intersection
- Hospitality on western end of Chapman Road

Alternative 2

- Most multi-family
- Least Mixed Employment land
- Community park west of Goose Creek
- Largest hospitality area, whole southern portion of study area

Alternative 3

- Mixed-use residential focus west of high school
- Most Mixed Employment land
- Community park northwest of where Chicken Creek crosses Elwert Road
- Smallest hospitality area, at Kruger and Highway 99W

LAND USE ALTERNATIVES



Alternatives Evaluation

The three alternatives were evaluated through a community open house and survey and through application of the evaluation criteria (Section III). The project team also confirmed employment concepts through additional stakeholder engagement, and evaluated transportation alternatives through a Traffic Impact Analysis. The outcomes of each of these steps are briefly summarized below. Refer to the Appendices for full summaries.

Community Feedback

The Sherwood community had the opportunity to weigh in on the three land use alternatives, transportation concepts, and other plan concepts at an in-person open house and accompanying online survey in Fall 2022.

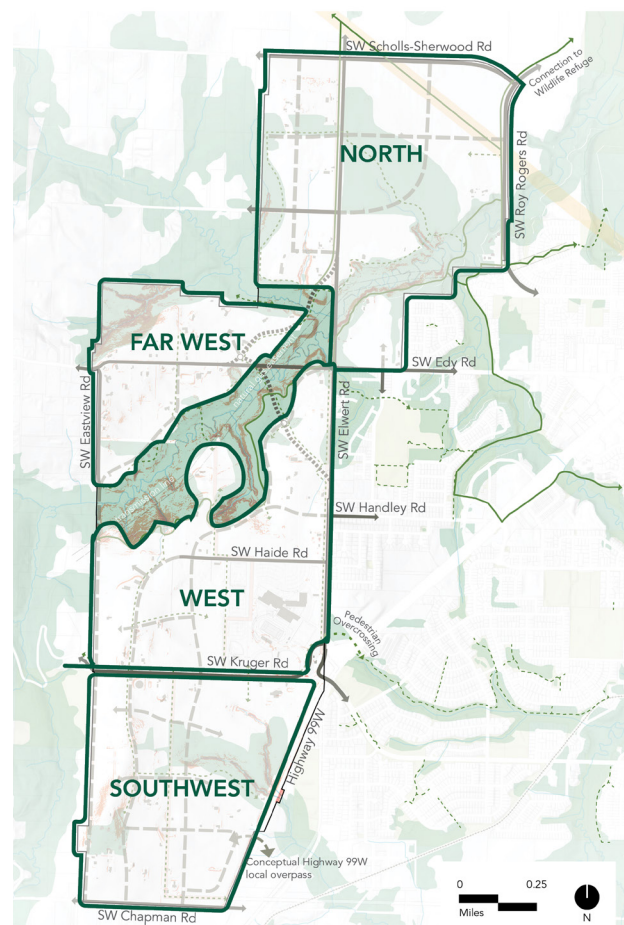
For the purpose of assessing the alternatives, the maps were broken up into the four distinct districts identified in the Preliminary Plan: North, Far West, West, and Southwest. Participants were asked to rank the alternatives in order of preference. Overall, participants favored Alternative 1 for the North and Far West districts, and Alternative 2 for the West and Southwest districts. See Appendix E for a full summary of survey/open house results.

Qualitative Evaluation

The project team also evaluated the three land use alternatives using the qualitative evaluation criteria identified earlier in the concept planning process. Table 3 summarizes the extent to which each alternative meets each criterion. See Appendix I for the full evaluation memo.

Generally speaking, all three alternatives are supportive of the project goals. None of the alternatives were given a score of “does not support project objectives” for any of the criteria. However, Alternative 1 rated the highest, with Alternatives 2 and 3 close behind, as shown in Table 3.



















Figure 7. Sherwood West Subdistricts






LAND USE ALTERNATIVES



Table 3. Alternatives Evaluation Summary

GOAL	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3
1. The area is designed as a natural extension of Sherwood and is integrated into the existing pattern of growth in order to preserve the community's heritage and small-town feel.			
2. The area attracts a variety of businesses and employment opportunities, which help satisfy the City's need for an expanded tax base.			
3. Transportation facilities serve to connect, rather than divide, neighborhoods.			
4. Residents have access to a variety of parks and natural areas, anchored by the Chicken Creek Greenway.			
5. The area is served by a robust network of active transportation options that are integrated into Sherwood's existing network.			
6. Growth and development are well-planned and implementation of the area is pragmatic.			

 Supports Objectives
  Partially Supports
  Does Not Support

Developer Feedback

In Fall 2022, the City of Sherwood hosted a driving tour and discussion of the Sherwood West Concept Plan area with stakeholders from the development and brokerage community. The purpose was to gather insights about the draft plan concepts from development practitioners and to provide advice for future implementation. Some key takeaways from these discussions are provided below. A full summary of developer feedback, including recommendations for infrastructure and funding needs is included in Appendix J.

Industrial/Employment Opportunities

- Industrial development at the north end of Sherwood West could be developed as soon as the land is brought into the UGB and utilities are available. The region is virtually out of industrial land today.
- Likely industrial uses would be multi-tenant buildings in the 50,000-70,000 square foot range.
- Sherwood's Employment Industrial (EI) zone is an appropriate one for Sherwood West. It is flexible and does not restrict by tenant use unlike some zones in neighboring cities.

LAND USE ALTERNATIVES



Other Commercial Uses

- Office development is unlikely in Sherwood West.
- Some support retail would make sense near the industrial uses, but zoning should remain flexible.
- Sloped sites or sites at a higher grade than the adjacent street lend themselves better to housing than retail uses.

Hospitality

- The hospitality designation needs a destination use to make it viable if the area is not visible from or directly located on Highway 99W.
- A wine-themed destination would best be built off of an existing working winery, although offsite tasting rooms are becoming popular.

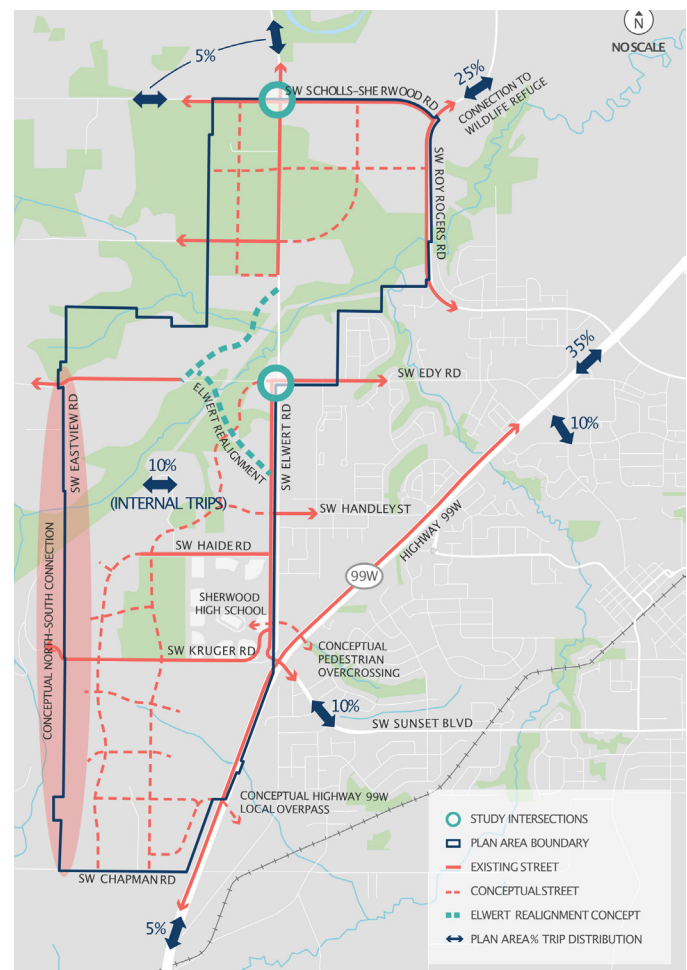
The development and brokerage participants also provided feedback on necessary conditions for development to occur in Sherwood West, including needed utilities and funding. These elements are discussed in more detail under Implementation (Section VII).

Traffic Analysis

A traffic analysis evaluated the potential transportation impacts of the three land use alternatives and examined potential transportation network upgrades for the Concept Plan area. Below is a summary of the findings and recommendations. See Appendix L for the full Traffic Impact Analysis memo.

Findings

- **Total Trips** – All three land use alternatives have a comparable number of total proposed housing units, total jobs, and total vehicle trips. Overall estimated vehicle trips are also similar to the number estimated by Washington County as part of the Urban Reserve Transportation Study (URTS) for this area.
- **Travel Patterns** – Variations in land use and layout in the three alternatives would be expected to have a minimal impact on overall travel patterns, based on an examination of the origin and destination of trips.



LAND USE ALTERNATIVES



- **Traffic Operations** – Initial findings indicate that Sherwood West growth will be served adequately with the planned street network, including planned street upgrades, as described in the Concept Plan. Further study is recommended to develop a more comprehensive list of improvements and associated cost estimates as this area is made ready for urban development.

Recommendations

- Advance the **Elwert Road re-alignment** concept with the Sherwood West Concept Plan; conduct further study to determine the best alignment and intersection configurations.
- Adopt **design themes for the Elwert Road corridor** consistent with the City’s vision, as represented by the Sunset Boulevard corridor.
- **Upgrade Elwert Road** to a 3-lane cross-section with bike lanes and sidewalks as development occurs.
- Upgrade the **Elwert at Lebeau/Scholls-Sherwood intersection** to adequately support traffic growth through to the 2040 horizon year. The intersection with Elwert Road will require additional study, reconfiguration, and eventual signalization or roundabout improvement as development occurs.
- Make **multimodal safety improvements** to the Elwert-Edy intersection consistent with the Concept Plan. Other intersections should also be reviewed for possible multimodal safety upgrades as development occurs nearby, including the Elwert-Handley intersection, and the Elwert-Haide intersection.
- Upgrade **Edy Road** east of Elwert/Chicken Creek 3-lane collector with bike lanes and sidewalks, consistent with the Sherwood TSP. Keep Edy Road west of Chicken Creek as a two-lane collector road.

Preferred Alternative

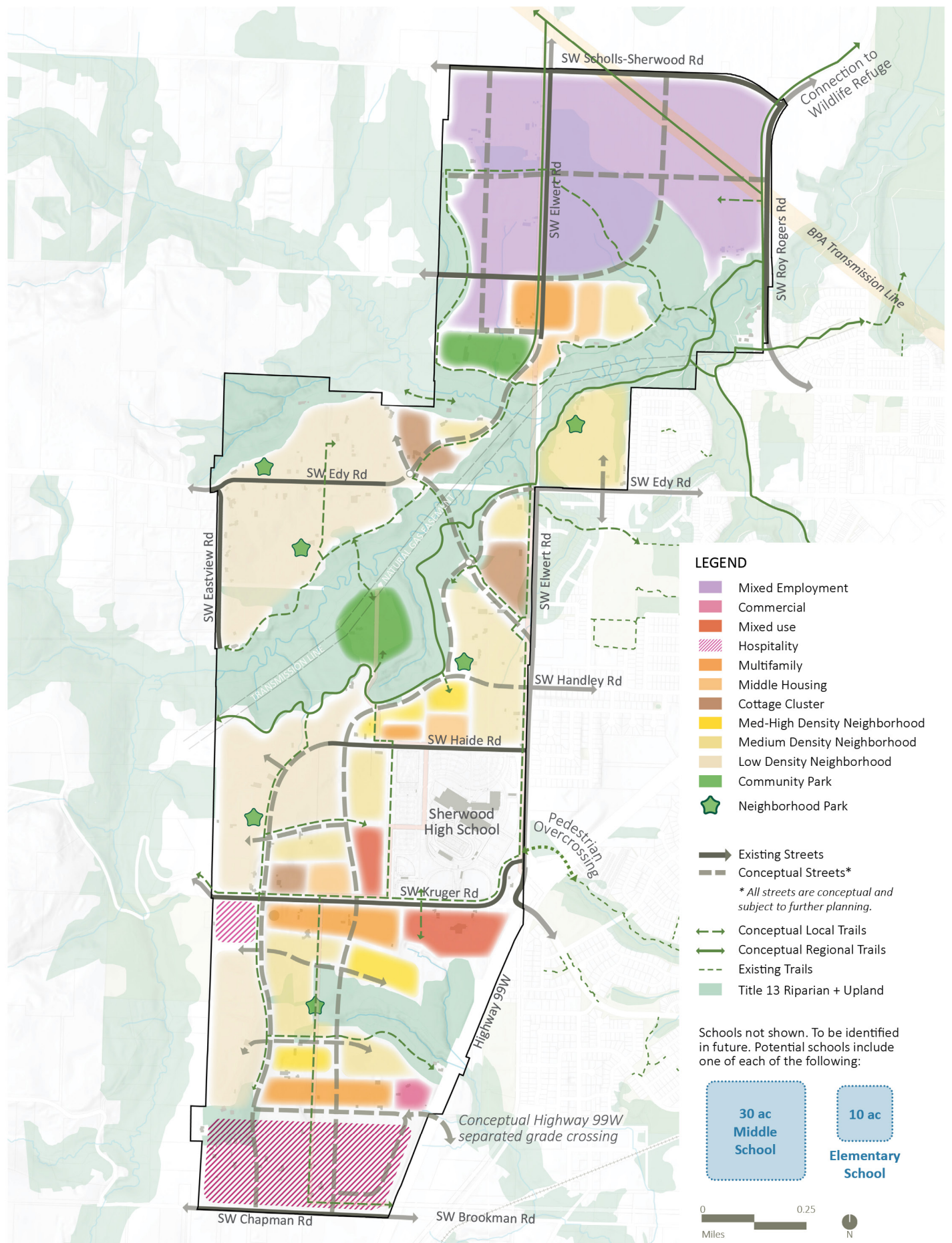
The preferred alternative for the Sherwood West Concept Plan is described in the next section. The preferred land use map was developed by taking the most supported ideas from the three land use alternatives reviewed at the community open house and online survey. By comparing the districts (North, Far West, West, and Southwest) across alternatives, the best ideas from each could be incorporated into the final map. The CAC considered the community’s input and provided direction as to which alternative they preferred for each district. The preferred layout of the North and Far West districts is based primarily on Alternative 1, while the West and Southwest districts are based primarily on Alternative 2. The CAC and project team also suggested modifications and refinements to the land uses in a few areas, for consistency with earlier plan concepts.



CONCEPT PLAN



Figure 8. Composite Concept Plan Map



CONCEPT PLAN



Overview

The map in Figure 8 illustrates the recommended land uses, street network, parks, and trails for the Sherwood West area. The map shows how all these components come together to form complete and connected neighborhoods in Sherwood West. The accompanying descriptions related to land use, transportation, green space, and utilities further explain how these elements are integrated into the Concept Plan.

Land Use Plan

Figure 13 depicts the preferred land use designations for Sherwood West, as well as key themes within each district – North, Far West, West, and Southwest. In Sherwood West, each of the four distinct subdistricts has unique qualities, shaped by the area’s creeks, hills, valleys, and major roads. The land use plan for each district is described below.

North District

The North district is the employment center for Sherwood West. Located south of Scholls-Sherwood Road and north of Chicken Creek, this area features mostly flat terrain to the northeast, many large parcels, and good transportation access to SW Roy Rogers Road—all favorable qualities for Mixed Employment uses.

The plan for this area also features a mix of housing types clustered near Elwert Road, just north of Chicken Creek. A community park of roughly 13 acres (net) takes advantage of access from Elwert and adjacency to a Chicken Creek tributary.

Far West District

Located northwest of Chicken Creek with access to Sherwood via Edy Road, this area features mostly sloping terrain and has many existing parcels and rural residential homes. The plan for the Far West district includes low-density housing with a pocket of cottage cluster and medium-density residential near Edy Road and Chicken Creek.

Figure 9. North District

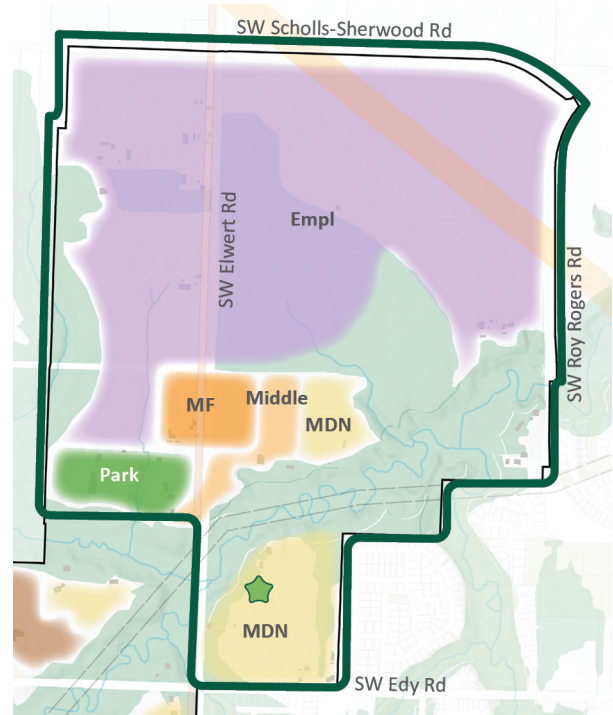
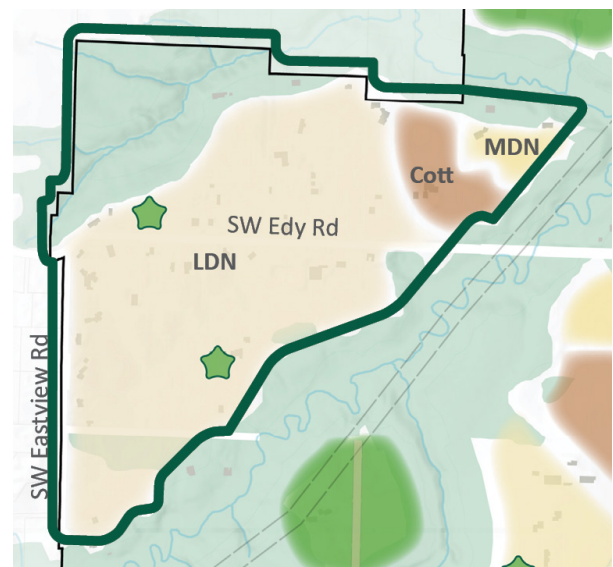


Figure 10. Far West District



CONCEPT PLAN



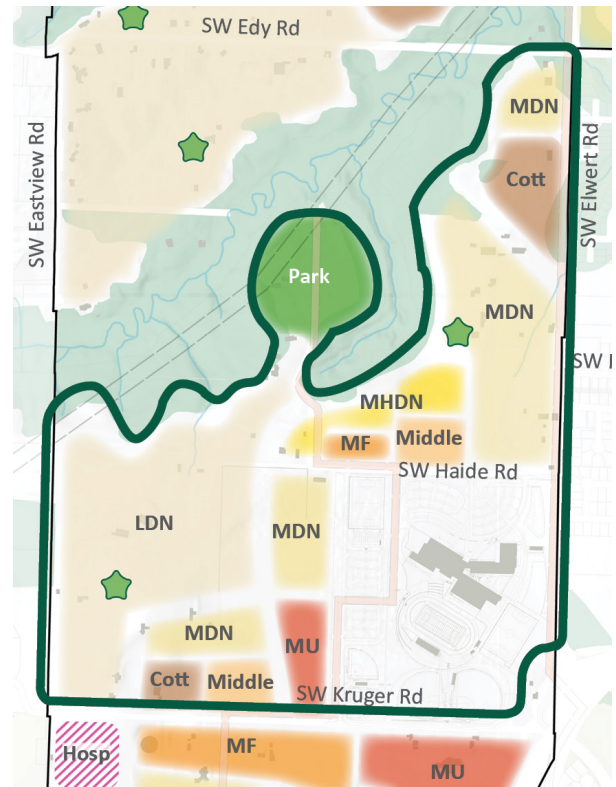
West District

Located in the middle of the planning area, directly west of Elwert Road, north of Kruger Road, and south of Chicken Creek, this area surrounds the new Sherwood High School and has relatively good access to existing infrastructure as compared to the other districts. The terrain features steeper slopes and higher elevations to the west.

The plan for the West district includes a mix of housing types west of the high school. Mixed-use residential, cottage cluster, and middle housing are focused along Kruger Road. Medium-density and cottage cluster housing provide frontage along Elwert Road. The hilltop area to the west is designated for low-density residential.

A second, approximately 8-acre (net) community park is nestled into the Chicken Creek greenway. This area is relatively flat, with access to the future greenway trails, natural areas, and street access from the south.

Figure 11. West District



Southwest District

The Southwest district is located west of Highway 99W, between Kruger Road and Chapman Road. The terrain features steeper slopes and higher elevations to the west, but mostly flat land along Kruger Road.

The plan focuses mixed-use development at the Kruger-99W intersection, with higher-density housing along Kruger Road. The southern end of the district is focused on being the “Gateway to Wine Country.” Sherwood has an opportunity to capitalize on visitors entering or leaving wine country on Highway 99W. Uses in this area can focus on the growing wine and specialty agriculture tourism industry and provide lodging, tasting rooms, restaurants, and small retail shops. Another hospitality node is also located at the west end of Kruger Road, where the current property owner has plans for a wine-related business.

A small commercial node along Highway 99W, a variety of housing, and a low-density area on the hilltop round out the remainder of the Southwest district.

Figure 12. North District

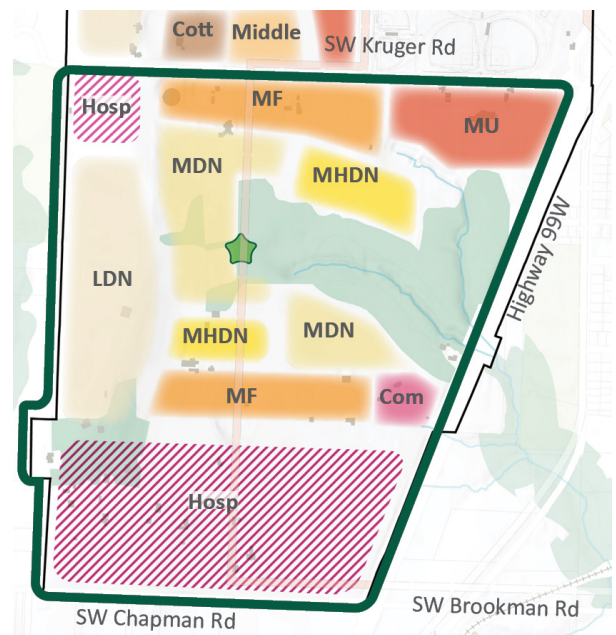
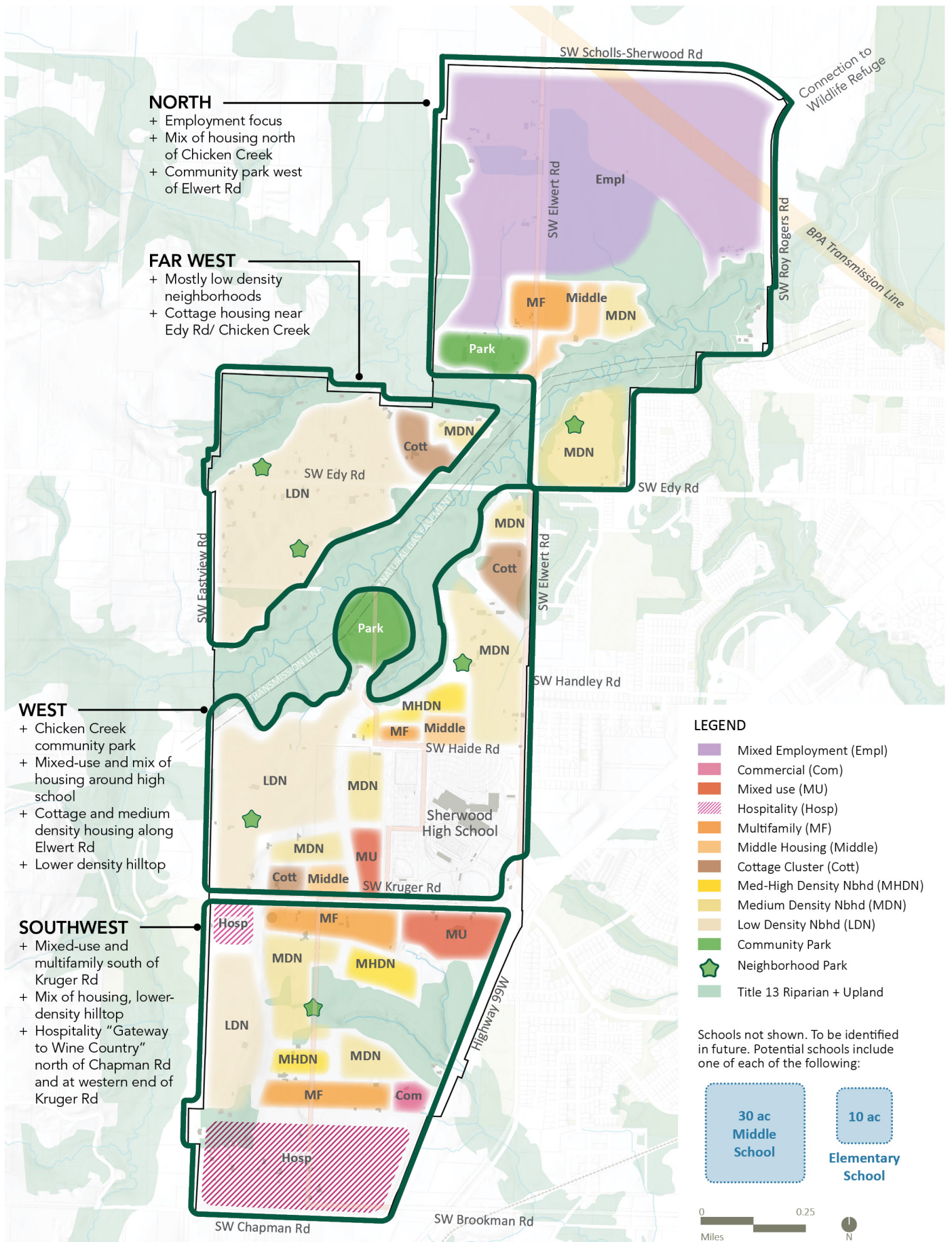


Figure 13. Land Use Plan Map





Housing

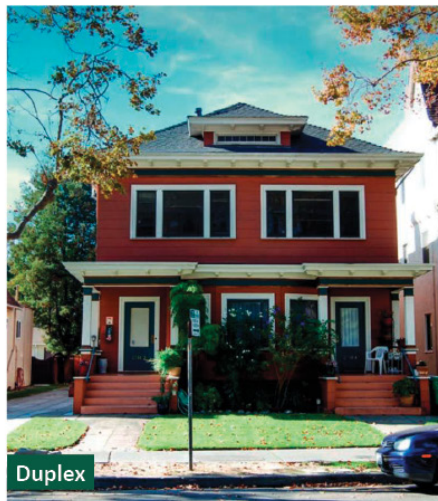
Planning for a variety of housing options that will meet the needs of a wide range of Sherwood West residents was a key objective of the concept planning process. Providing housing opportunities for first-time home buyers, seniors who may prefer to age in place or downsize their housing, and moderate-income households will require a wider range of housing types than has typically been provided in Sherwood. Examples of housing types that have designated places in Sherwood West include: single detached homes on smaller lots, cottage clusters, townhomes, duplexes, triplexes, fourplexes, garden apartments, and mid-rise apartments. These types will be in addition to the standard single detached housing that has typified Sherwood's development so far.

Residential Design Standards

Design standards will shape the look and feel of housing in Sherwood West. The City recently adopted new Residential Design Standards in 2021 to ensure middle housing (plexes, townhomes, etc.) and other housing types fit into the City's desired neighborhood character. The standards focus on entry location and orientation, design of garage and off-street parking areas, window coverage, minimum landscaping required in all residential zones, and other specific design details. These new standards also will apply in Sherwood West to ensure that all new housing maintains design features that are within the context, scale, and compatibility with the Sherwood community. Additional design standards could also be customized for the Sherwood West area (see Section VII. Implementation for further discussion).



Accessory Dwelling Unit (ADU)



Duplex



Townhouse



Standard Single-Family Detached



Cottage Cluster



Small Single-Family Detached



Triplex



Custom Zoning

As described in Section V. Land Use Alternatives, custom land use designations were developed to plan for the middle housing types that are most favored for future development in Sherwood West: duplexes, townhomes, and cottage clusters. Sherwood West's custom designations for Cottage Cluster housing and Middle Housing would not allow single-family detached development. This will not only help ensure middle housing is built in Sherwood West, but it will also give the City more flexibility to customize the design and development standards that apply in these zones.

Housing Metrics

Based on the Land Use Map depicted in Figure 13, the total estimated amount of future housing in Sherwood West could range from roughly 3,120 units up to 5,580 units, depending on how much middle housing is developed in the Neighborhood zones (see Table 4). The low end of the range represents no middle housing being developed in the Low-Density, Medium-Density, and Medium-High Density Neighborhood zones; the high end represents 50% of these areas being developed as middle housing at maximum allowable densities.

While middle housing will be permitted in the Neighborhood zones (as required by state law), it is unknown how much will actually be developed. Currently there is still a strong market for single-family detached housing in the region. Based on current development trends and consultation with developers in the region and housing economists, a realistic estimate is that somewhere in the range of 5-10% of single-family areas will be developed with middle housing. Because of the number of variables that can impact the actual percentage built, it was important to test a range of potential outcomes. Table 4 calculates total units based on a range of middle housing scenarios in the Neighborhood zones: 0%, 10%, 20%, and 50%.

This results in an estimated overall residential density of 9.2 to 10.6 units per acre (or up to 16.4 in the less likely 50% middle housing scenario). Average density is slightly lower factoring in the 15% open space that is required by the Sherwood Community Development Code.

See Appendix M. Housing Memo for additional information about the Concept Plan's consistency with state and regional requirements for housing.

Table 4. Sherwood West Housing Estimates

	Density Range (Net)	Total Acres (Net)	% of Residential Acres	Total Housing Units (with % of Middle Housing in Neighborhood areas)			
				0% MH	10% MH	20% MH	50% MH
Multi-Family	16.8 to 24	33	10%	798	798	798	798
Middle Housing	5.5 to 11	16	5%	173	173	173	173
Cottage Cluster	12.8 to 16	23	7%	362	362	362	362
Med/High Density Nbhd	5.5 to 11	23	7%	248	279	311	406
Medium-Density Nbhd	5.6 to 8	102	30%	816	990	1,163	1,683
Low-Density Nbhd	3.5 to 5	144	42%	720	1,008	1,296	2,160
TOTAL		340	100%	3,117	3,610	4,103	5,582
Total Average Density				9.2	10.6	12.1	16.4
Total Average Density with Open Space				7.8	9.0	10.3	13.9



Employment

Sherwood wants and needs more jobs. Expanding existing businesses and attracting new employment to Sherwood—particularly the right kind of jobs in the right places—will provide opportunities for industrial and commercial development with higher wage jobs, help diversify and balance the City's tax base, and build a self-sustaining and vibrant local economy.

Key employment concepts for Sherwood West are described below.

Mixed Employment

Mixed Employment, which involves a mix of office, light industrial, and flex space uses within the same development or area of the city, emerged as an important theme of the Concept Plan. The economic opportunities study (Appendix G) identified mixed employment as a key economic development and job creation opportunity for Sherwood West. The land use plan locates Mixed Employment areas in the North district based on favorable characteristics for siting this type of use: large sites (at least 40-50 acres), flat topography (less than 3-5% slopes), larger ownerships, and easy access to major freight routes.

Hospitality

The proposed hospitality-focused land use designation is intended to accommodate uses such as lodging, wine tasting rooms, restaurants, and small retail shops—which typically rely on strong visibility to the public, e.g., from Highway 99W. This informed the placement of the hospitality designation at Highway 99W and Kruger Road—visible from the highway and closest to the vineyard areas to the southwest of Sherwood.

Section VII, Implementation includes potential approaches to implementing a hospitality designation, including a new base zone and an overlay zone.

Precedent Example: The Allison Inn & Spa

A luxury hotel in Oregon's wine country, The Allison Inn & Spa in Newberg, Oregon is an example of a type of destination resort that could distinguish Sherwood's own "Gateway to Wine Country."



Image Source: The Allison



Employment Metrics

Table 5 presents estimated employment potential for Sherwood West, based on the Land Use Map depicted in Figure 13. Based on these estimates, the total employment potential in Sherwood West is roughly 4,500 jobs.

Table 5. Sherwood West Employment Estimates

	Total Acres (Net)	Jobs / Net Acre (est.)	Total Jobs	Percent of Jobs	% of Employment Acres
Mixed Employment	130	18	2,398	53%	49%
Commercial	7	36	237	5%	2%
Mixed Use	25	25	638	14%	9%
Hospitality	63	15	938	21%	24%
Schools	40	8	314	7%	15%
TOTAL	265		4,524	100%	100%

The jobs-per-acre estimates for each land use type are rough estimates gleaned from the Metro 2014 Urban Growth Report and from the scenario planning software Urban Footprint.

Jobs-to-Housing Ratio

Sherwood's current jobs-to-housing ratio is 0.9, meaning that for every 10 households in the city, there are 9 jobs. The potential jobs-to-housing ratio for Sherwood West is calculated by comparing the total housing and employment estimates (see Table 6). The estimated ratio ranges from 0.8 to 1.5, depending on how much additional housing results from middle housing being built in the Neighborhood zones. A reasonable "most likely" scenario is 1.3 jobs for each unit of housing.

Table 6. Sherwood West Jobs-to-Housing Ratio

	Middle Housing Scenario		
	0% MH	10% MH	50% MH
Total housing units	3,117	3,610	5,582
Total jobs	4,524	4,524	4,524
Jobs-Housing Ratio	1.5	1.3	0.8

According to 2019 Census data, approximately 92% of local Sherwood residents work outside of the community. This suggests that some residents are seeking employment outside Sherwood because the jobs available within the city do not match their needs. Adding more employment land in Sherwood West is intended to help balance the jobs-housing ratio in the city, help balance the types of jobs in the community, and allow more residents to live and work in Sherwood.



Community Services

Schools

Given the opportunities for new households in Sherwood West, as the area is built out there will likely be demand for additional school facilities. While potential locations for school sites were part of the discussion, the CAC recommended that specific school locations not be included in the updated Concept Plan. Schools will be built in later development phases, and the School District does not typically reserve land many years in advance. The Land Use Map (Figure 13) only indicates the general land need for an elementary school and middle school; the school acreages also are factored into the housing and employment metrics in Table 4 and Table 5, above.



Other Services

In addition to schools, other community services and facilities will need to be provided in Sherwood West as the area grows. Existing community services and facilities may need to expand, such as the Sherwood library and Field House, Tualatin Valley Fire & Rescue, and Portland General Electric (PGE). PGE anticipates that a new substation in Sherwood West will be needed north of Edy Road to serve this area. The City of Sherwood will continue working with our local service providers to ensure community services are being met through planned and orderly development.

Transportation Plan

Streets

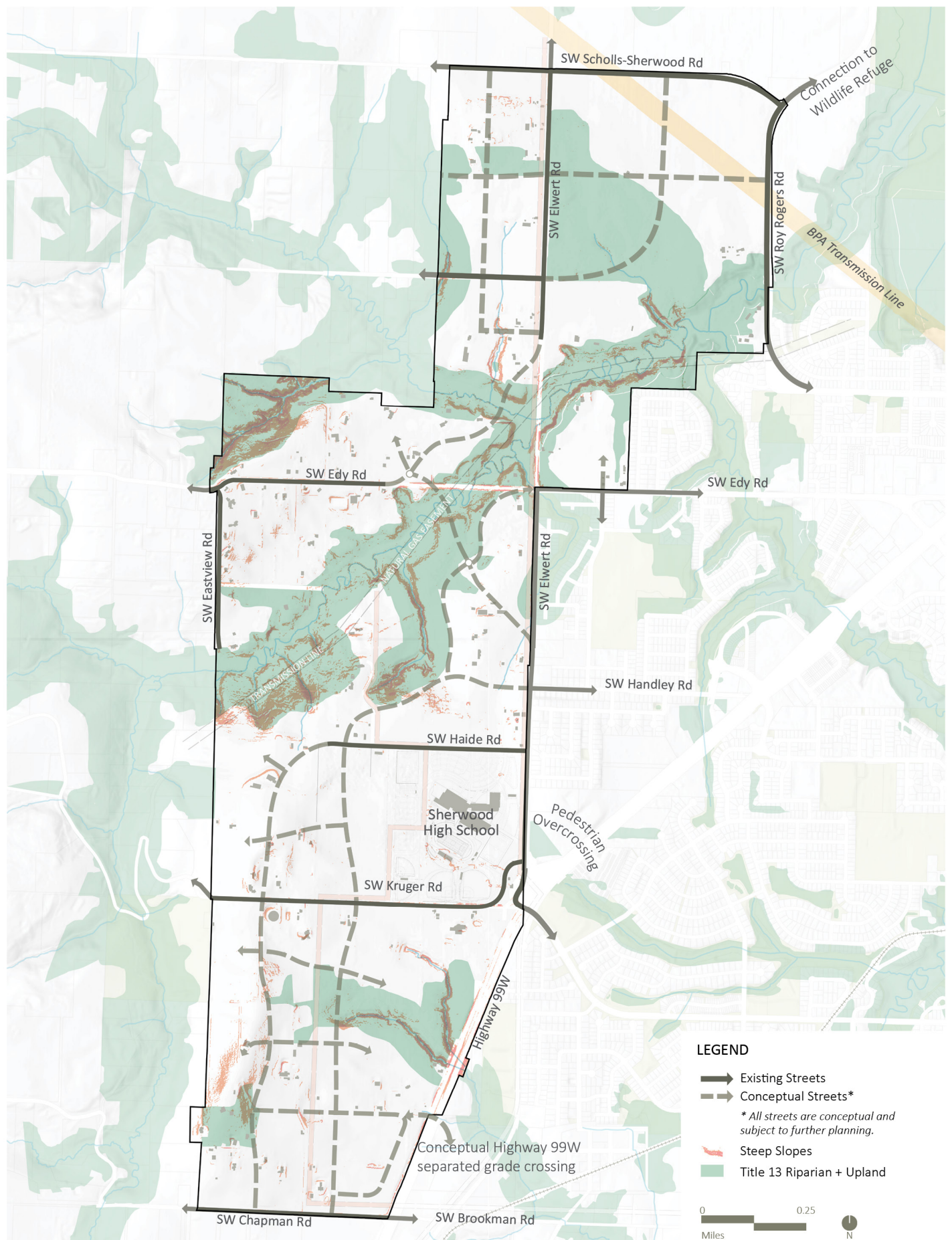
As the City of Sherwood grows, a well-designed and connected network of streets, paths, and trails in Sherwood West should focus on safety, knitting the existing and new growth together, creating livable and walkable neighborhoods, and mitigating impacts of regional through-traffic.

Figure 14 shows a conceptual framework of livable and connected streets for Sherwood West. Locations and alignments of proposed new streets (dashed gray lines) are conceptual and approximate. Additional local streets will be built between the framework streets, depending on land uses.

Transportation Principles for Sherwood West:

- Design for safety
- Integrate with existing Sherwood
- Connect all areas of Sherwood West
- Streets are places for people of all ages and abilities
- Provide for all modes of travel

Figure 14. Conceptual Street Framework for Sherwood West



CONCEPT PLAN



Key features of the streets framework include:

- North of Chicken Creek, the street framework is designed to serve Mixed Employment land uses. There are continuous parallel routes to SW Elwert Road so that local trips can move freely and turning movements Elwert are minimized.
- The Elwert-Edy Road intersection is realigned as described below (and in the Preliminary Concept Plan).
- A neighborhood street connects from SW Handley to SW Haide and south to SW Chapman Road. This street connects multiple neighborhoods and the central and southern employment areas.
- A north-south hilltop route provides additional north-south access and a second continuous north-south route for emergency access and other services.

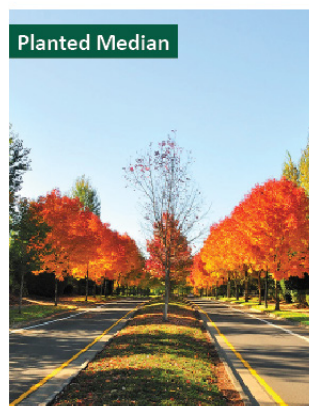
Elwert Road

Design Concept

SW Elwert Road is a key north-south arterial street, and an important opportunity for providing access and defining urban design in Sherwood West. Design concepts for the roadway are aimed at making Elwert a livable and positive addition to the growth of Sherwood West and the adjacent neighborhoods on its east side. The concept is to create a safe, connected, and attractive boulevard with buffered sidewalks, safe crossings, bike lanes, a planted median with canopy trees, and path connections to key sites and destinations.

Design Ideas: Learning from SW Sunset Boulevard

Elwert Road connects to SW Sunset Boulevard at its southern end. The City can incorporate ideas from Sunset Boulevard into the design of Elwert Road. Desired roadway elements exemplified by Sunset Boulevard are illustrated at right.



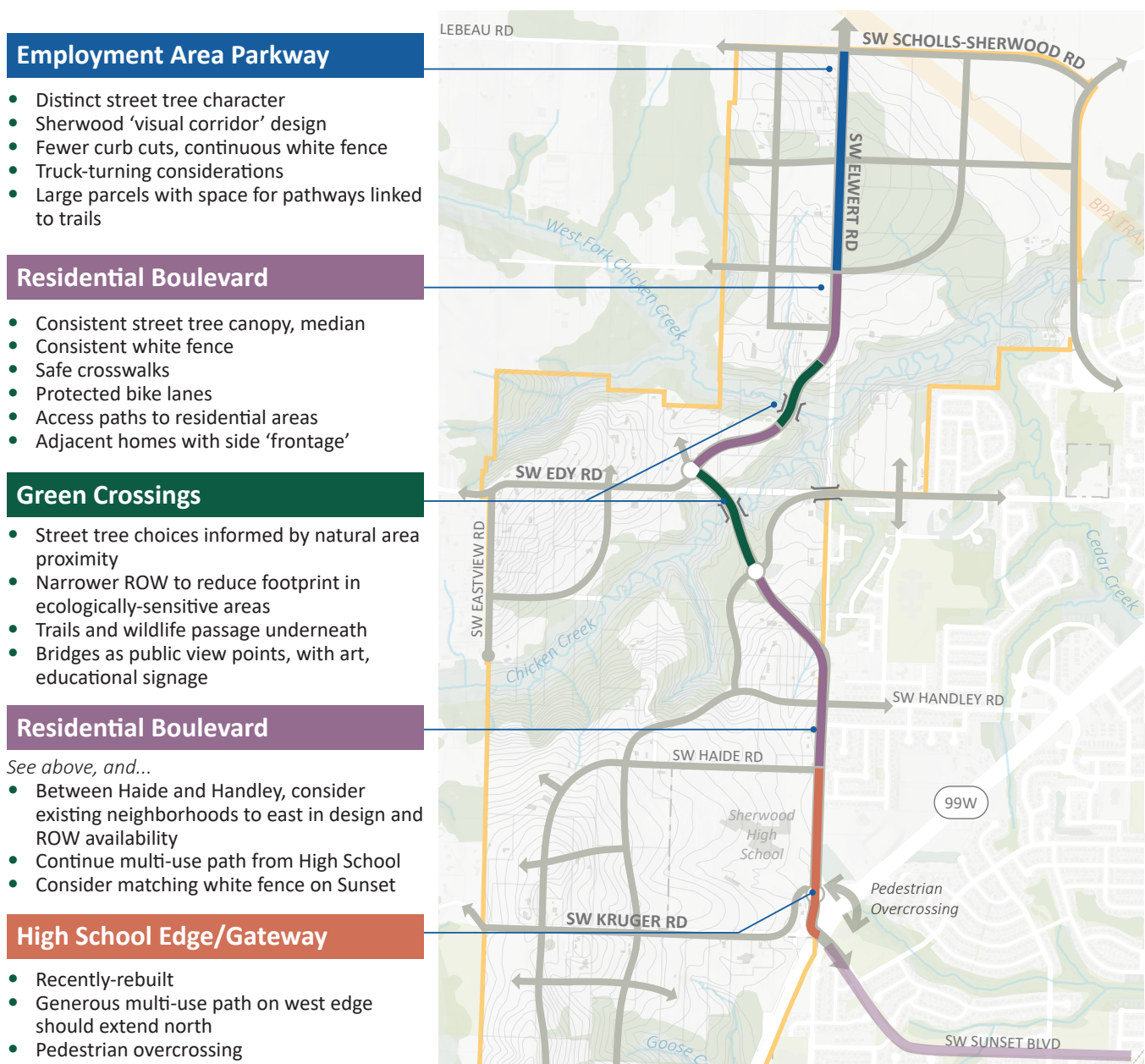
CONCEPT PLAN



Design Ideas: A Distinctive, Context-Sensitive Elwert Road

The design of Elwert Road should respond to the varied landscape and land use contexts along its length. Ideas for potential design strategies are specific to the identified land uses along the roadway. Elwert is currently a County roadway and future design details will require further study and collaboration with Washington County.

Figure 15. Contextual Design Concepts for Elwert Road



CONCEPT PLAN



Potential Elwert Realignment

The Concept Plan Re-Look project examined two options for the intersection of SW Elwert Road and SW Edy Road, which are described in detail in the Preliminary Concept Plan. In either case, Elwert Road will need to be upgraded to current standards when development occurs in Sherwood West.

Realignment (Figure 16)

This option would realign Elwert and Edy Roads and add two new intersections on either side of Chicken Creek. As described in the Preliminary Concept Plan, this option has several advantages:

- Crosses two Chicken Creek tributary streams at the narrowest points, thereby reducing or eliminate wetland mitigation issues.
- Eliminates the excessive fills within the Elwert-Edy intersection and follows the existing terrain.
- Likely discourages freight traffic usage of the road and enhances safety by reducing speeds while still allowing significant local residential and commuter traffic flow.
- Allows the existing Elwert-Edy alignments and intersection to remain in use until construction of the realigned roadway is nearly complete.

This option would require construction of structural bridging and acquisition of right-of-way to accommodate the realignment of SW Elwert Road.

Existing Alignment (Figure 17)

This option retains the current location of the Edy-Elwert intersection, which would require correcting the intersection's vertical alignment to meet safety standards. This means raising the road elevation approximately 10-20 feet to flatten the rolling topography for safer stopping sight distances at intersections. In contrast to the realignment approach, this option has a few disadvantages:

Figure 16. Realignment Option

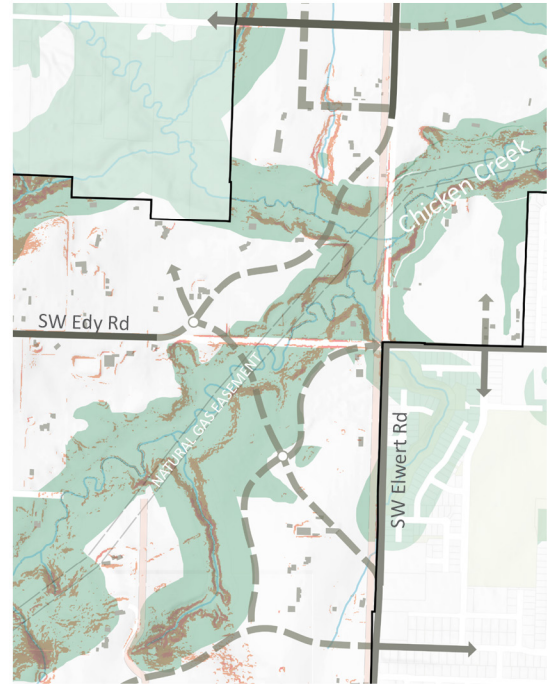
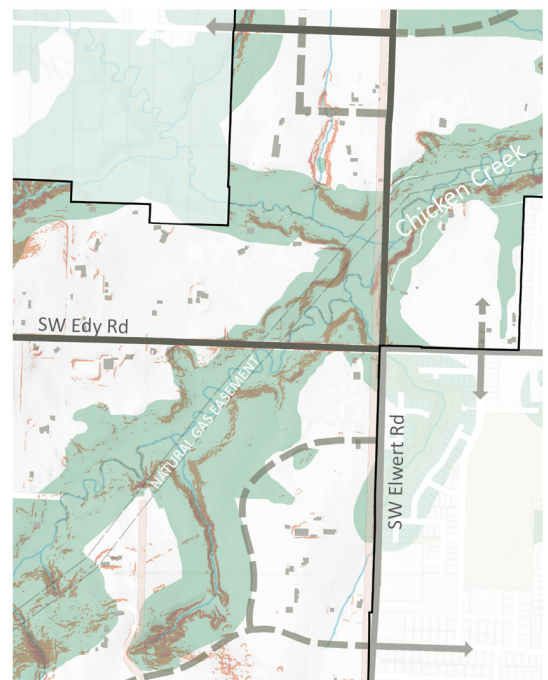


Figure 17. Existing Alignment Option



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- By raising the road along this length, there would be impacts to the existing right-of-way and adjacent wetlands due to the need for additional fill.
- An estimated 20 to 40 feet of additional right-of-way would be required to account for fill slope.
- The additional environmental impacts would require extensive wetlands mitigation.
- Local and commuter traffic would be heavily impacted during construction.

Because of these reasons, the CAC and project team recommend the realignment approach. However, further analysis, including more in-depth environmental, engineering, and cost analysis, will be necessary before the decision about Elwert Road's alignment is finalized.

Transportation Improvements Under Study

Pedestrian Overcrossing

A new Highway 99W pedestrian overcrossing is planned in the vicinity of Sherwood High School and is currently being designed (as of spring 2023). The new overcrossing will address the major barrier that the highway presents for pedestrians today. It would also help connect the high school, the YMCA, and the greater Sherwood West area with existing trails and destinations on the east side of the highway. The preferred alignment for the overcrossing is illustrated in Figure 18.

Figure 18. Pedestrian Overcrossing Alignment



CONCEPT PLAN



Connection to Brookman Area

The City of Sherwood has been studying several alternatives for improving connectivity between the Brookman Area and Sherwood West. Sherwood City Council recently endorsed the alternative that would locate a new grade-separated crossing of Highway 99W to the north of SW Chapman Road (see Figure 19). The crossing would serve local access (no interchanges from Highway 99W), and would connect to Old Highway 99W to the east and to the western side of Sherwood West via new local streets.

The connectivity alternative also includes intersection improvements (signal or roundabout) at the intersection of SW Brookman Road/ SW Chapman Road and Highway 99W, which would provide access to and from the highway.



Figure 19. OR 99W/Brookman-Chapman Alternative 2

Other Transportation Concepts for Future Study

The existing transportation system in Sherwood West is limited to very few routes, is characterized by rural road conditions, and has almost no pedestrian and bicycle facilities. A key challenge to future development in the area is the current reliance on Oregon Highway 99W and SW Elwert Road for north-south travel, particularly for through-trips that do not have an origin or destination in Sherwood. Highway 99W is designed for this traffic; however, SW Elwert Road is not. Elwert's future improvements should support Sherwood West as a livable, walkable part of Sherwood, not only as a conduit for through traffic.

The transportation network for Sherwood West will serve local travel, provide excellent walking and biking routes, and minimize trips through Sherwood's neighborhoods. Toward this end, the strategies in the Concept Plan are to:

- Plan and develop a well-connected street network that connects existing and new neighborhoods;
- Plan and develop a robust, safe and inviting pedestrian and bike network – for all users;
- Implement the Chicken Creek Greenway with a regional trail that connects Sherwood West to the existing city and the Tualatin National Wildlife Refuge;

CONCEPT PLAN



- Implement the Elwert Road Design Concept described and illustrated above, using Sunset Boulevard as inspiration;
- Build the Brookman separated-grade crossing;
- Build the Highway 99W pedestrian overpass; and
- Provide additional north-south connectivity that directs traffic away from neighborhoods rather than through them.

The diagrams in Figure 20 and Figure 21 show a concept for additional north-south connectivity, for further study. The core idea is to connect SW Chapman Road to the north end of Sherwood West, enhancing regional connectivity and providing an option away from neighborhoods. The route is conceptual and its specific alignment has not been identified. The City is aware of the challenges – topographic, environmental, conflicts with existing development – but seeks to continue to study this long range transportation corridor.

Figure 20. Existing Transportation Network

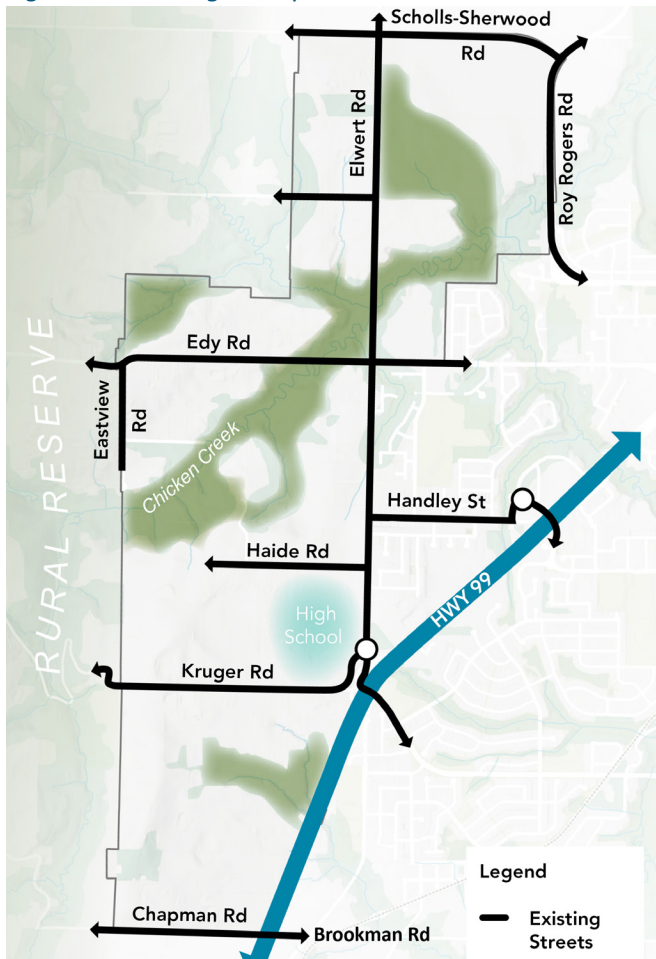
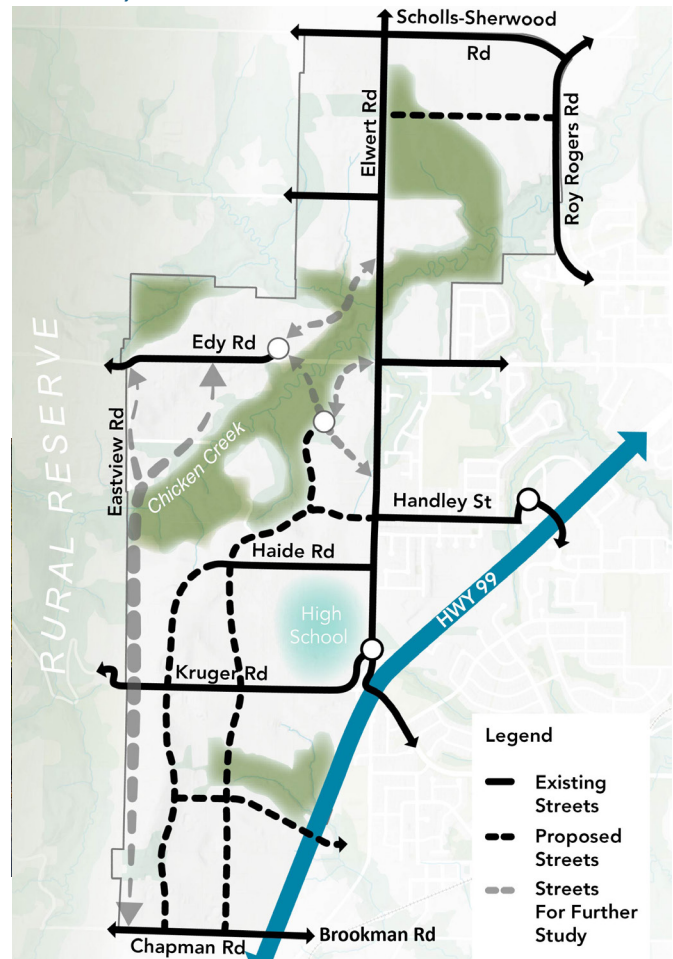


Figure 21. Potential Future Transportation Network with Study Corridor





Active Transportation and Trails

Trails, cycling routes, transit, “micromobility,” and other ways of getting around without a car will be designed into Sherwood West. It is expected that active transportation options will connect between local parks, green spaces, schools, neighborhoods, and employment areas to encourage walking, rolling, and biking. This Concept Plan provides an opportunity to pre-plan key connections between new growth in Sherwood West and existing areas of Sherwood. There is also an opportunity through plan implementation to ensure future transit can be as successful as possible.



Sherwood West’s streets will be an important part of providing active transportation options, along with off-street trails and the location of parks, schools, and community gathering spaces.

Trail Network

The maps in Figure 23 and Figure 25 illustrate a conceptual trail network for Sherwood West, ranging from larger regional trails to smaller community trails. Future trails in the Sherwood West area will prioritize connections to existing and planned trail networks.

Chicken Creek will also form a key component of the future trail network. See the Green Space Network section, below, for a discussion of Chicken Creek Greenway concepts.

Safe Routes to School

The Concept Plan illustrates the potential for a bicycle and pedestrian network that is safe, connected, and serves all ages and abilities. Key elements include:

- Chicken Creek Regional Trail;
- Local trails serving every neighborhood and providing continuous routes throughout Sherwood West (north to south and east to west);
- Key connections to Sherwood at SW Edy Road, SW Chapman Road, and SW Elwert Road / SW Sunset Boulevard, with associated pedestrian and bicycle improvements;
- A pedestrian overcrossing of Highway 99W connecting to Sherwood High School; and
- Potential safe routes to Ridges Elementary School at SW Handley, SW Copper Terrace and via trail connections from SW Elwert and SW Edy.



CONCEPT PLAN



Future Transit, Micromobility, and the “First and Last Mile”

The Sherwood West lies directly adjacent to TriMet’s current service boundary but TriMet does not currently provide transit service to the area. The closest bus stops are about a mile away in Old Town, which is served by lines 93 and 94. The Concept Plan helps Sherwood West to be “transit-ready” by planning land uses, key streets, and trails to accommodate and support future transit service. The diagram at right shows potential future transit routes in orange as conceptually noted in the TSP.

In addition, the inclusion of “micromobility” services, like bike-sharing and scooters, can help people to get around more easily without a car. Micromobility stations could be included at schools, employment and commercial areas, and near existing transit stops. Access to micromobility services can help people access transit and make the “first and last mile” of a trip and provides options for getting to and from school, work, and leisure activities.

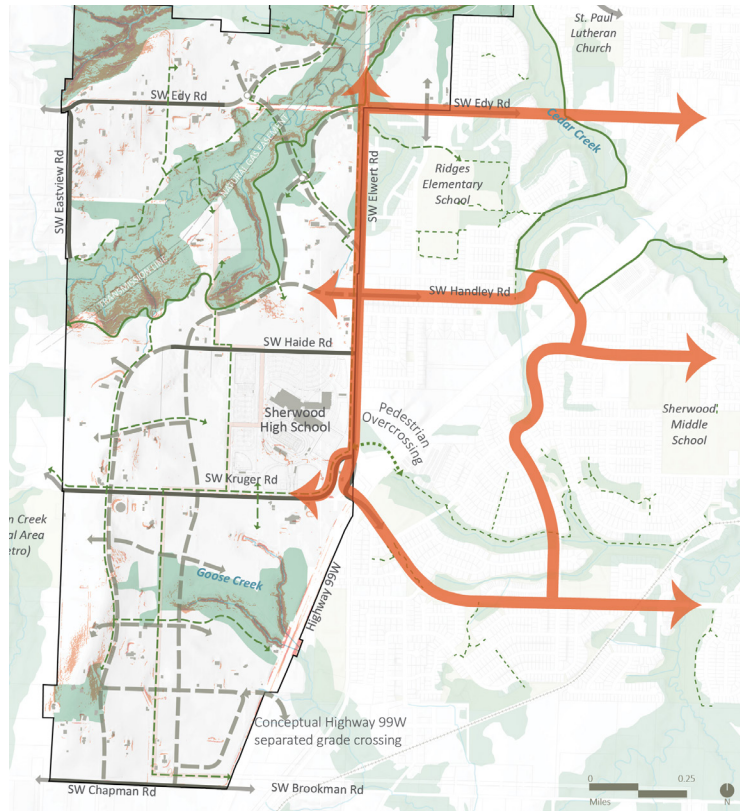
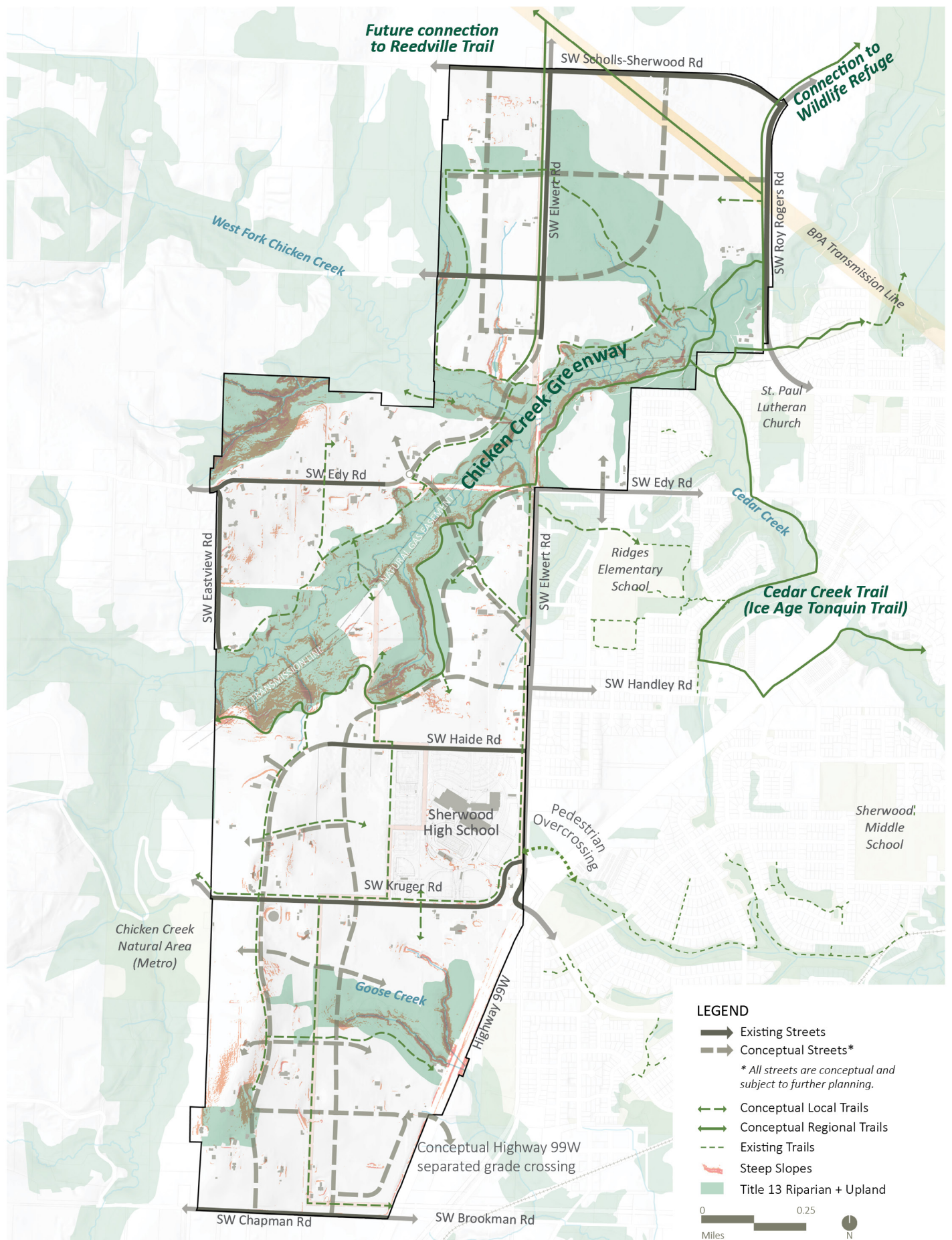


Figure 22. Potential Future Transit Routes Connecting to Old Town (Source: Sherwood TSP)



Figure 23. Overall Transportation Framework for Sherwood West





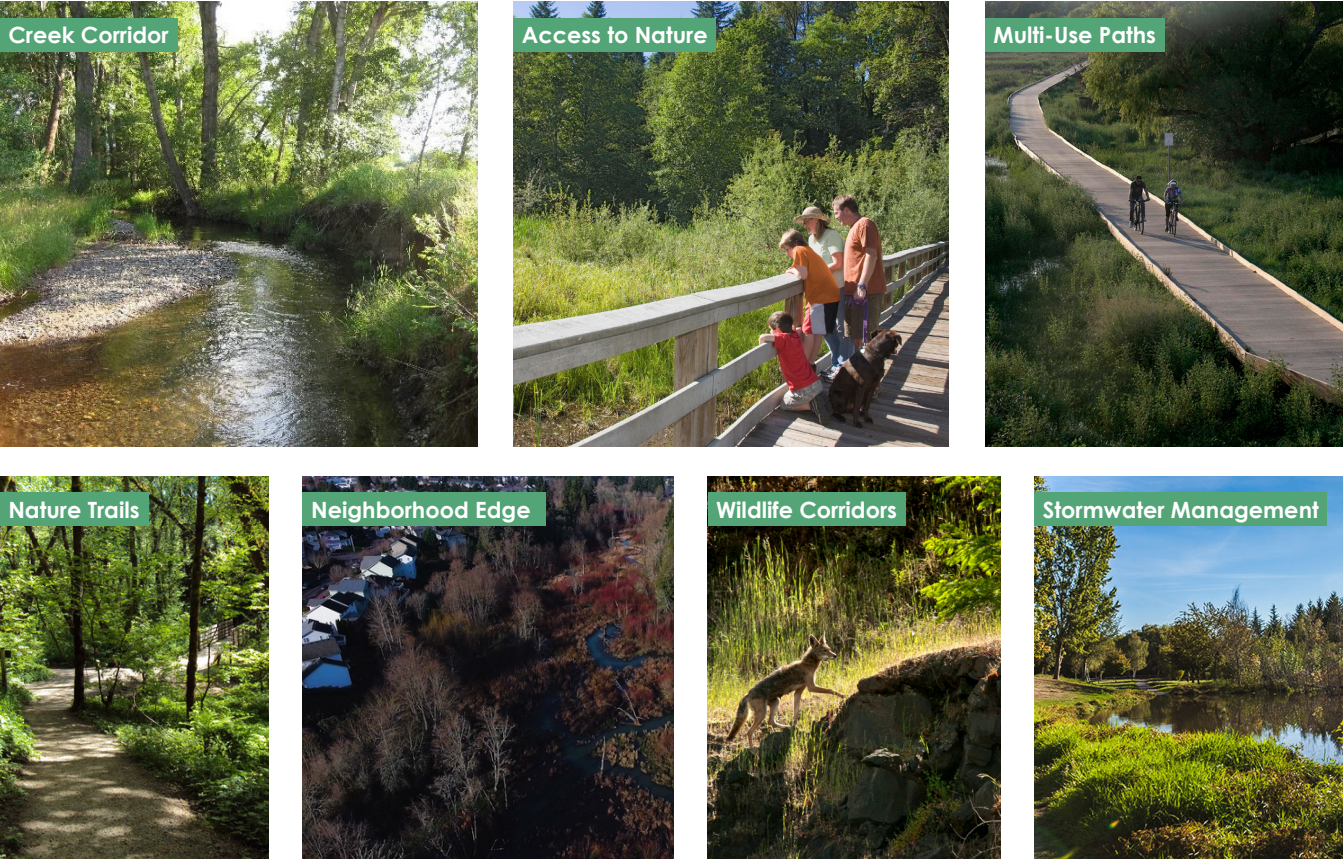
Green Space Network

A vital component of Sherwood’s livability is its access to nature and open spaces. Sherwood’s landscape is defined by the creek corridors that flow through the city and drain to the Tualatin River at the Tualatin River National Wildlife Refuge. Parks and open space illustrated in the Concept Plan take advantage of the natural landscape in Sherwood West to enhance access to nature and outdoor recreation. Sherwood West’s green space network includes creek corridors and their habitat areas; trails and greenways; tree and tree canopy, as protected by Sherwood’s code; stormwater facilities; and neighborhood parks, community parks, and school fields.

Chicken Creek Greenway

Chicken Creek forms a natural greenway through the area, flowing southwest to northeast and eventually draining into the Tualatin River. It is fed by several other waterways: Cedar Creek, Goose Creek, and West Fork Chicken Creek. The future Chicken Creek Greenway preserves and enhances these natural corridors by providing wildlife crossings, incorporating stormwater management practices, and providing access to nature through a network of connected walking trails. As conceptualized, the Chicken Creek Greenway will incorporate the creek corridor as well as the surrounding riparian and upland habitat areas (as shown in Figure 24).

Figure 24. Elements of a Greenway





Neighborhood and Community Parks

The map in Figure 25 identifies potential locations for future neighborhood and community parks. These spaces will ultimately be integrated into Sherwood West’s overall trail and open space network.

Community Parks. Consistent with the Sherwood Parks and Recreation Master Plan, the Concept Plan locates two community parks with a minimum of 10 acres in Sherwood West. Specific future locations for community parks will depend on site suitability (e.g., topography, size, street access), phasing of development, and property acquisition opportunities.



Neighborhood and Pocket Parks. The Concept Plan also identifies conceptual locations for smaller neighborhood parks. While the City may identify preferred locations and acquire land for neighborhood parks, typically greater than 1.5 acres, often these areas can be dedicated as a part of land development. In addition, pocket parks, typically smaller than 1.5 acres and maintained by Homeowner Associations, will be required as part of usable open space through the land development process.

Natural Resources

Natural resource areas in Sherwood West will be preserved and integrated into the open space network. The Chicken Creek Greenway section, above, describes how creek corridors will form an essential component of the trail network and access to nature. In addition, regulations at the regional, state, and federal level require protection of wetlands, habitat areas, and other natural resources as part of future development.

Once Sherwood West is brought into the UGB, the next steps for riparian and other habitat areas subject to Metro Title 13 and Statewide Planning Goal 5 will be to analyze specific resources; make determinations about their significance; conduct an Economic, Social, Environmental and Energy Consequences (ESEE) analysis; and adopt plans for resource protection through the Sherwood Comprehensive Plan and Development Code.

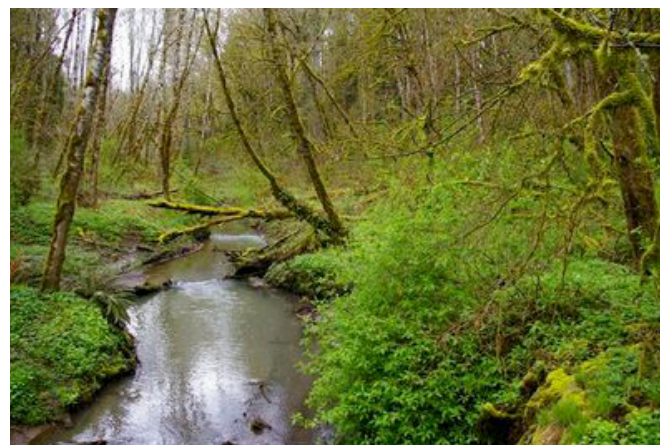
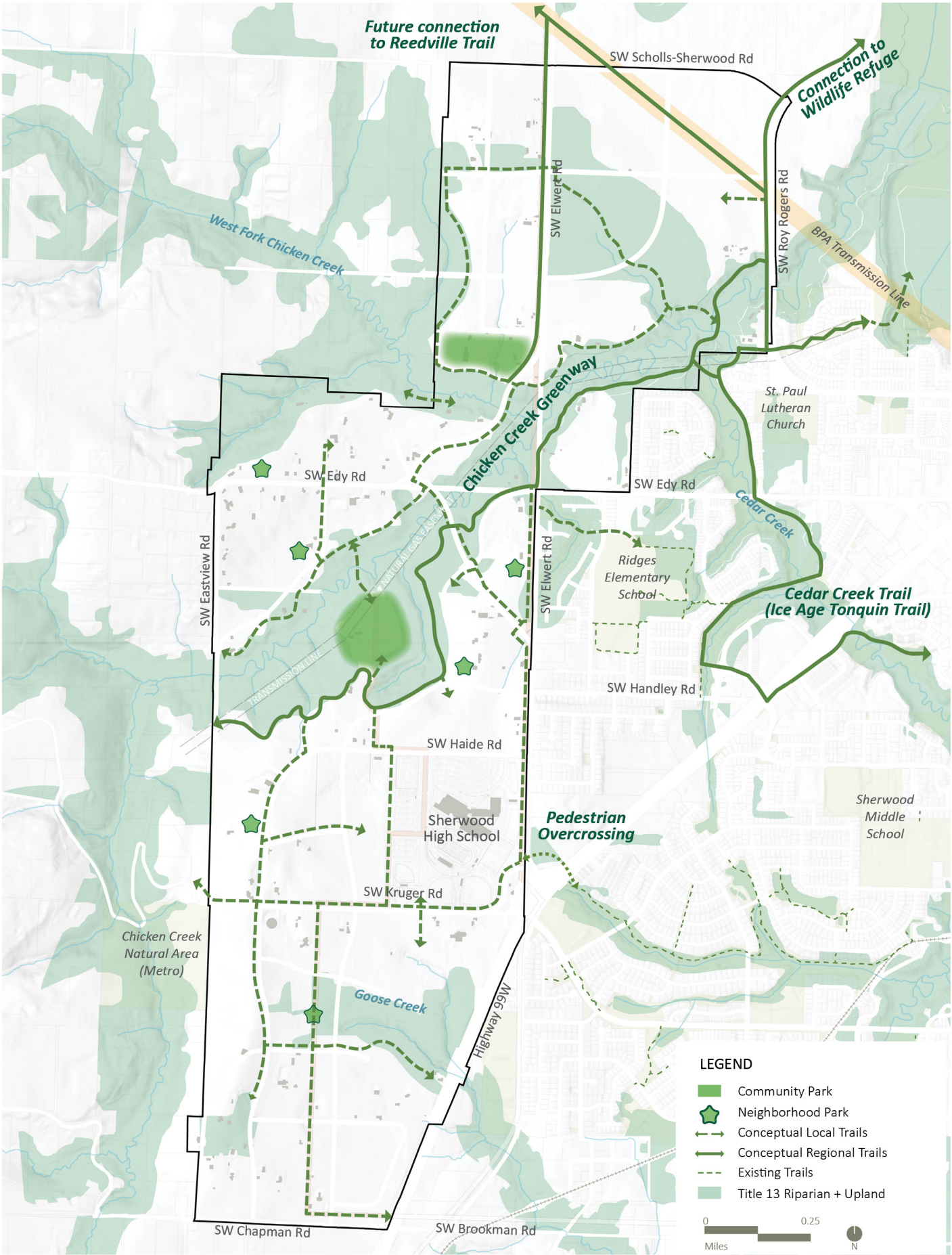


Figure 25. Sherwood West Trails and Open Space Network





Utilities

In addition to transportation infrastructure, future development in Sherwood West will require provision of water, sanitary sewer, and stormwater utilities. This section briefly summarizes future planning, phasing, and future extension of utilities. Additional detail is provided in Appendix M, Infrastructure Costs, Planning, and Phasing Memo) and Appendix N, Preliminary Infrastructure Funding Strategy.

Water

Existing water facilities in or near Sherwood West include a water reservoir, a supply line, and distribution lines. The Kruger Reservoir, which serves a portion of existing Sherwood, is located in Sherwood West, south of SW Kruger Road and approximately one-half mile west of Highway 99W. There is also an existing water main in SW Elwert Road between SW Kruger Road and SW Handley Street, and in the vicinity of Derby Terrace. This water main could be extended to serve Sherwood West development.

Phasing: Development in Sherwood West's West and Southwest districts can be served with water infrastructure in the near future. Water infrastructure will need to be extended east to west to serve the hillsides. The Far West district can be served after water infrastructure improvements, such as an additional pump station, are constructed. The North district will need further study and significant water infrastructure improvements to be served. The Preliminary Infrastructure Funding Strategy (Appendix N) includes cost estimates for extending infrastructure to the North district; water and transportation projects have the highest projected costs for this district.



Sewer

Existing sanitary sewer facilities adjacent to or near Sherwood West are limited. There are two options for the future provision of sanitary sewer services within the area:

- Option #1 involves a sewer mainline that was constructed in Copper Terrace as part of the Ridges Elementary School development. This mainline runs up Edy Road, down Copper Terrace, and ends at the north end of the school perimeter. To use this line, a new pump station is needed from the south to the crest of Handley Street. The line would need to cross private property or run to and down Edy Road to connect in.



- Option #2 is to gravity flow across Highway 99W at the future Brookman Road intersection to a future gravity system serving the Brookman Addition expansion. The Sherwood Trunk line serves this area; a current CWS project is extending the sewer trunk line to the boundary of the Brookman Addition and then north of Highway 99W to serve the new Sherwood High School. The extension project is anticipated to be completed in 2025.

Phasing: The West and Southwest districts in Sherwood West can be served with sanitary sewer infrastructure in the short-term through either option described above. Sanitary sewer infrastructure would need to be extended into the hillside area of the West and Southwest districts and Far West district as those areas develop. The North district needs further study on how to serve the area and if any significant infrastructure is necessary to serve sanitary sewers in this area.

Storm

Largely undeveloped today, Sherwood West has no existing stormwater infrastructure. As development occurs in the future, stormwater would likely be discharged onto the floodplain of the adjacent creeks and tributaries. All planned stormwater facilities must meet the requirements of Clean Water Services Design and Construction Standards for conveyance, water quality treatment, and water quantity treatment. Handling Sherwood West's future needs through regional stormwater facilities within Sherwood West is the City's preferred approach.

Phasing: All areas within Sherwood West can handle stormwater with required infrastructure improvements as development occurs.





IMPLEMENTATION





Once accepted by the Sherwood City Council, this Concept Plan will serve as a resource for future discussion about expanding the UGB and more detailed planning for growth and development in Sherwood West. The following strategies and considerations are suggested to implement the concepts laid out in this plan.

UGB Expansion Request

City Council will decide whether to make a UGB expansion request in the next review cycle, and Metro will decide whether Sherwood West is an appropriate area for expansion. With local acceptance of the Sherwood West Concept Plan, the City will have the ability to request a UGB expansion to include Sherwood West in 2024. The Metro Council must review and report on the regional 20-year land supply UGB every six years and, if necessary, adjust the UGB to meet land needs for that 20-year period. Metro's next review of the land supply will occur in 2024.

Possible timing for these decisions is included in the “Future Development Timeline” in Appendix A.

Infrastructure Funding Strategy

The City of Sherwood places a high priority on well-planned, efficient infrastructure to serve community goals. The Sherwood West Concept Plan’s Preliminary Infrastructure Funding Strategy (Appendix N) is consistent with City priorities and implements Project Goal #6, which states “(g)rowth and development are well-planned and implementation of the area is pragmatic.”

The Preliminary Infrastructure Funding Strategy includes a high-level estimate of infrastructure costs, revenues, and potential tools for funding future development in Sherwood West. The strategy addresses water, sanitary sewer, storm water, transportation, and parks.

Key findings of the preliminary infrastructure funding strategy analysis include:

- Envisioned development includes employment uses in the North district and a mix of housing and employment uses along Highway 99W in the West and Southwest districts.
- Several infrastructure projects are catalytic to making development possible in these areas. For the North, West, and Southwest districts, transportation projects are projected as the highest-cost, including the improvement of Elwert Road, Scholls-Sherwood Road in the North, and a new 2-lane collector in the West and Southwest districts. Additional catalytic projects include extending water and storm improvements along Elwert Road in the North and expanding water service in the West and Southwest districts.
- Preliminary analysis shows a revenue shortfall for water and storm and surplus for transportation, sewer, and parks when regional connection charge revenues to Clean Water Services and the Washington County Transportation Development Tax are included.



- Of all the potential funding strategies, a supplemental system development charge (SDC) would be easiest to implement to cover funding gaps, though the City should also aggressively seek outside funding from regional, state and federal programs to reduce the overall cost.
- Next steps involve continued refinement of projects and costs and financial modeling and discussions with developers on a potential supplemental fee.

Future Zoning And Regulations

Future Comprehensive Planning

The Sherwood West Concept Plan establishes the overall vision, goals, and framework plans for land use, transportation, parks, natural resources, and utility infrastructure. If Sherwood West is added to the UGB, the next phase is a more detailed comprehensive planning process. Outcomes of that process will include:

- New or revised Comprehensive Plan policies that address issues in Sherwood West (if needed)
- Property-specific Comprehensive Plan and zone map designations (these could be existing Plan designations or new designations tailored to Sherwood West)
- Development Code regulations
- Specific locations for major road connections and updates to the Transportation System Plan
- Detailed infrastructure plans
- Natural resource protection (see below)
- Other implementation strategies needed to set the stage for annexation and development

The comprehensive planning and zoning process is another opportunity for the City to reach out to affected property owners and the larger community to refine plans for Sherwood West. Robust community engagement will be an important component of developing detailed plans and regulations.

Natural Resource Protection

The Concept Plan identifies locations of Metro Title 13 / Statewide Goal 5 resources within Sherwood West. However, additional analysis and planning will be necessary to determine the level of significance of these resources and the extent to which they must be protected. As part of the future comprehensive planning process, the City will further analyze specific resources, make significance determinations; conduct an Economic, Social, Environmental and Energy Consequences (ESEE) analysis; and adopt plans for resource protection through updates to the Comprehensive Plan and Development Code.



Future Development Code Regulations

Objectives

The regulatory implementation for the Sherwood West Concept Plan should:

- Implement the Sherwood West vision and goals.
- Create a system that can implement the vision over time, with incremental development. Because Sherwood West is highly parcelized, development is likely to happen incrementally, rather than large areas being developed all at once.
- Design a zoning structure that will ideally work in the short- and long-term. Development in Sherwood West is expected to occur over several decades; therefore, regulations should be flexible and adaptable to changing conditions.
- Adopt new base zones only if there is a compelling reason to do so. A simple approach to zoning that limits the amount of “new code” is easier for City staff and applicants to work with, which can lead to better outcomes.
- Craft the fewest number of rules to get the job done while meeting the City’s expectations for quality development.

Custom Residential Zoning

While the objective is to minimize new zoning and related requirements, the land use plan for Sherwood West recommends two residential designations that would be implemented through new, custom zones:

- **Cottage Cluster** – This zone would allow only cottage clusters, which are groupings of relatively small homes clustered around a shared courtyard or open space. Their smaller footprints and shared amenities make them an appealing alternative to typical single detached dwellings.
- **Middle Housing** – This zone would allow duplexes, townhomes (attached housing on individual lots), and cottage clusters. These are the middle housing types that have been most favored by the CAC and Sherwood community and would provide different housing choices—including options for more affordable homeownership, as compared to single detached dwellings.

This strategy is recommended to help ensure that community-supported middle housing types are built in Sherwood West and to give the City flexibility to customize the design and development standards that apply in these zones.

In developing these zones, the City should evaluate how its current zones and recently-adopted Residential Design Standards are working as demonstrated by recent development. If different approaches to development and design would be beneficial in Sherwood West, those should be considered for the Cottage Cluster and Middle Housing zones. Care should be taken to ensure future regulations are not overly restrictive and discourage this type of development, especially given the limited housing types that will be permitted.



Hospitality Zoning

Specific approaches for implementing a Hospitality Zone, unique to Sherwood West, will need to be developed as part of the comprehensive planning/zoning process. To successfully capitalize on this area's ability to be the "Gateway to Wine Country," additional economic study and outreach to developers is recommended to assess the feasibility of this concept and options for implementation.

Potential approaches to accommodate hotels/motels, restaurants, wineries, destination tourism, and similar uses:

- New Hospitality base zone – Establish a new zone that would allow only those uses that are desired in this area.
- Overlay zone – Apply standard base zones, with an overlay zone that implements the City's hospitality objectives. The underlying zoning could be commercial zones that already allow lodging and restaurants, such as the City's Retail Commercial (RC) or General Commercial (GC) zones, and/or could include employment or residential zones. The overlay zone could either restrict uses or add additional allowed uses, depending on what is allowed in the underlying zone(s).
- Incentive zoning – Offer development incentives, such as increased building height or lot coverage, to desired hospitality uses.

Master Planning or "Village Planning"

Master planning is an approach used by some Metro-area jurisdictions to prepare UGB expansion areas for annexation and development. It is expected that a master plan approach, led by the City in advance of development, would have the following benefits and characteristics:

- More certainty for coordinating multiple developments into cohesive neighborhoods.
- Ability to coordinate unique elements like views, trails, specific greenspaces, public uses, street trees, and streetscape design.
- More specific land planning to help coordinate infrastructure phasing and funding.
- Required public planning process, with an associated timeline, 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.
- Phasing – Infrastructure planning to date has identified infrastructure phasing for the Sherwood West area. Sherwood could prepare master plans in phases that follow that same general sequence of development.



The “Village Planning” concept involves planning for a mix of land uses, walkable community design, and open spaces that can result in quality new development that reflects Sherwood values. Villages are assumed to be created through master planning processes that are either City led or developer led prior to annexation into the city. Precedents for village planning are Villebois Village and Frog East & South in Wilsonville.

A potential strategy for Sherwood West is to prepare master plans only for “village” portions of Sherwood West—such as the areas along SW Kruger Road and near Sherwood High School. These areas are primed for future development, offering locational and topographic features that lend themselves to a broader mix of uses and village-style development.

Note that if the City pursues a master planning approach, it should work with the Department of Land Conservation and Development (DLCD) to understand how state middle housing requirements would affect planning in Sherwood West.

Future Annexation

Annexation is the process by which land inside the UGB will be brought into Sherwood city limits. Annexation may be initiated by property owners and is a necessary step before development can occur.

The Sherwood Comprehensive Plan requires that annexations occur “in an orderly and coordinated manner, and services are provided to support urban growth consistent with the 2040 Vision” (Policy 3.4). Criteria include that the property is contiguous to the existing City limits or separated from it only by a public right of way and that an adequate level of urban services and infrastructure are available or can be extended in a cost effective and efficient manner to the area.

Some cities require or allow **Annexation Agreements**, which are binding contracts between the property owner and City, to ensure that a proposed annexation is in the public interest. The City of Sherwood could use a such a strategy to ensure that applicants are aware of the key elements of the Sherwood West Concept Plan and aware of what their development obligations will be regarding utilities, dedication of open space and trails, and other requirements applicable to the subject property.

Transportation and Infrastructure

Future Alternatives/Feasibility Studies

The City will need to conduct several alternatives analyses and feasibility studies to determine the final location, alignment, and design of key transportation improvements.

- **SW Elwert Road - SW Edy Road Alignment** – The City will need to conduct more in-depth environmental, engineering, and cost analysis, will be necessary before the decision about Elwert Road’s alignment is finalized. This should be undertaken as a separate feasibility study.



- **Connection to Brookman Area** – The recommendation for a separated-grade crossing of Highway 99W will require further analysis to determine what specific type of improvement is preferred and how it will be phased.
- **North-South Connectivity** – The concept of adding a route to enhance regional north-south connectivity will require future study. Additional feasibility and cost analysis will be necessary. This should be considered as a long-term strategy, rather than an essential component of early-stage transportation planning in Sherwood West.

Public Facility Plans

Transportation Plans

Updates to the Sherwood TSP and Capital Improvement Plan (CIP) will be necessary to incorporate street design standards and improvement projects for facilities within Sherwood West. A TSP update will include functional classification of roads and potentially new street cross section designs. The CIP establishes, prioritizes, and defines funding for capital projects to improve existing systems and develop new infrastructure and facilities. Ultimately, key Sherwood West transportation projects can be included and prioritized in the CIP based on the availability of funding (e.g., county, regional, state, and federal funds).

Other Utilities

More detailed water, sewer, and stormwater infrastructure planning will be necessary prior to annexation and development in Sherwood West. As part of this step, the City's water and sewer master plans should be updated as needed.

Funding Tools

The Preliminary Infrastructure Funding Strategy (Appendix N) identifies potential funding approaches for catalytic infrastructure projects in the North, West, and Southwest districts. However, more detailed cost estimates, revenue projections, and infrastructure planning are needed. In subsequent phases, the City should conduct further study to evaluate and establish funding tools for Sherwood West. One promising tool to explore in the next steps is implementing a supplemental SDC. This would be managed by City staff with the support of a municipal finance consultant and would involve:

- Ongoing refinement of project engineering and costs;
- Outreach to property owners and developers to refine development projections and phasing and to negotiate the specifics of a potential fee;
- Financial modeling of a potential fee, including identification of specific projects that would be included in the fee and exploration of scenarios that might vary the fee in different parts of Sherwood West;
- Sherwood City Council and Planning Commission engagement; and
- Development of a final proposal for adoption.



Developer Recommendations

The following are recommendations for infrastructure and funding needs from local development practitioners. These points were gleaned from the developer tour and discussions conducted in fall 2022. Refer to Appendix J for the full summary of developer feedback.

Infrastructure

- Roads with utilities are critical to setting the stage for private development. Consider it backbone infrastructure that is a prerequisite to getting development underway.
- Get a wetlands inventory done soon so that potential issues are known early on.
- The high school is not yet on sewer, but when it is installed in 2025, that part of the study area will open up for development.

Implementation and Funding

- It is a challenge for developers to front load all infrastructure when they do not always get credit for it and/or they may not get reimbursed by future developers before they expire.
- Locating a public facility like city offices or a police or fire station in the study area could jumpstart development.

Continued Community Engagement

The City should continue engaging with property owners and the Sherwood community about Sherwood West’s future growth. This should include outreach via periodic email updates, the project website, and neighborhood outreach. Community engagement is critical to the success of Sherwood West development, especially given the voter-approved annexation laws applicable in Sherwood. The City can learn from other annexation projects to better understand when Sherwood West land may be needed to accommodate growth, what issues are important to the community, and how best to support the smooth incorporation and transition of Sherwood West.

Metro Title 11 Compliance

Title 11 of the Metro Urban Growth Management Functional Plan addresses planning for new urban areas added to the UGB. The City of Sherwood is required to have a Title 11-compliant Concept Plan for Sherwood West before it can be added to the UGB. To meet Metro requirements, the Concept Plan must “consider actions” necessary to achieve certain outcomes, including:

- A mix of land uses that will make efficient use of the public systems and facilities;
- A development pattern that supports pedestrian and bicycle travel;
- A range of housing of different types, tenure and prices addressing local and regional housing needs;
- Employment opportunities to support a healthy economy;

IMPLEMENTATION



- Well-connected systems of streets, bikeways, parks, recreational trails and public transit;
- A well-connected system of parks, natural areas and other public open spaces;
- Protection of natural ecological systems and important natural landscape features; and
- Minimization of adverse effects on farm and forest practices and important natural landscape features on nearby rural lands

The Title 11 findings included in Appendix O describe how this Concept Plan addresses these and other Metro requirements.

Future Development Timeline

The diagram in Appendix A illustrates the potential planning and future development timeline for Sherwood West. As indicated in this diagram, development in Sherwood West is not expected to occur for at least five or six years after being brought into the UGB and full buildout is anticipated to take several decades.