



## ORDINANCE 2021-011

### **ADOPTING THE SHERWOOD ECONOMIC OPPORTUNITIES ANALYSIS 2021 AS A SUB-ELEMENT OF THE COMPREHENSIVE PLAN**

**WHEREAS**, Oregon law requires that state, regional and local governments plan for the employment needs of the people of the state; and

**WHEREAS**, Sherwood has not updated its Economic Opportunities Analysis since 2007 as part of the City's Economic Development Strategy (Ordinance 2007-003); and

**WHEREAS**, The Economic Opportunities Analysis 2021 is in compliance with State Land Use Goal 9, Economic Development, and Oregon Administrative Rule 660-009; and

**WHEREAS**, the adoption of this updated Economic Opportunities Analysis will inform updated goals and policies in the Sherwood 2040 Comprehensive plan, and satisfies Statewide Planning Goal 9 – Economic Development; and

**WHEREAS**, the Sherwood Planning Commission conducted a work session to review September 14, 2021; and

**WHEREAS**, a Public Hearing Notice was provided to a list of partner agencies, posted in locations in the City and on the City website, and advertised in The Times, a newspaper of general circulation in the City; and

**WHEREAS**, the Planning Commission held a public hearing on October 26, 2021, to review the Economic Opportunities Analysis 2021 and to gather additional testimony and evidence regarding the proposed amendment; and

**WHEREAS**, the Planning Commission duly considered the subject, including the staff recommendation and public testimony, and recommended that the City Council adopt the Economic Opportunities Analysis 2021 as a sub-element of the Sherwood Comprehensive Plan; and

**WHEREAS**, the City Council held public hearings on Economic Opportunities Analysis on November 16, 2021, and December 7, 2021; and

**WHEREAS**, the City Council has considered the Planning Commission's recommendation, the staff reports, and testimony in this matter and has evaluated the Economic Opportunities Analysis 2021 against the Statewide Planning Goals and regional requirements.

**NOW, THEREFORE, THE CITY OF SHERWOOD ORDAINS AS FOLLOWS:**

Ordinance 2021-011

December 7, 2021

Page 1 of 2, with Exhibit 1 (14 pgs) and Exhibit 2 (100 pgs)

**Section 1.** Findings. The City Council hereby adopts as findings in this matter the Planning Commission staff report (Case File 2021-019-PA), attached hereto as Exhibit 1 and incorporated by reference.

**Section 2.** Amendments. The City Council hereby adopts the Economic Opportunities Analysis, attached hereto as Exhibit 2 and incorporated by reference, as an amendment to and sub-element of the Comprehensive Plan, and which shall replace and supersede all prior Housing Needs Analyses adopted by ordinance, resolution, or motion.

**Section 3.** Staff Directive. To reflect the adoption of the Sherwood Economic Opportunities Analysis 2021, staff is directed to make conforming changes to the Comprehensive Plan necessary to incorporate the amendments adopted herein.

**Section 4.** Effective Date. This Ordinance shall become effective 30 days from its adoption.

**Duly passed by the City Council this 7th day of December, 2021.**

  
\_\_\_\_\_  
Keith Mays, Mayor

12/07/2021  
\_\_\_\_\_  
Date

Attest:

  
\_\_\_\_\_  
Sylvia Murphy, MMC, City Recorder

	<u>AYE</u>	<u>NAY</u>
Scott	<input checked="" type="checkbox"/>	_____
Griffin	<input checked="" type="checkbox"/>	_____
Brouse	<input checked="" type="checkbox"/>	_____
Young	<input checked="" type="checkbox"/>	_____
Garland	<input checked="" type="checkbox"/>	_____
Rosener	<u>Absent</u>	_____
Mays	<input checked="" type="checkbox"/>	_____

## CITY OF SHERWOOD

**Date: November 5, 2021**

### **Planning Commission Recommendation to City Council Economic Opportunitites Analysis 20201**

**Planning Case File No. LU 2021-019 PA**

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Recommendation of the Planning Commission:

The Sherwood Planning Commission held a public hearing on October 26, 2021, to take testimony and consider the application (LU 2021-019 PA). No public testimony was received. The Planning Commission recommended the following changes to the proposed Economic Opportunities Analysis 2021 document:

- The document was revised with support from the Department of Land Conservation and Development (DLCD) staff.
- Add language stating that employment impacts from the global Covid-19 pandemic will be reviewed through the next EOA update.
- Include Appendix B, Economic Development Goals and Policies from the Comprehensive Plan.
- Include source footnote for cities of comparable size for employment densities assumption.
- Update Table of Contents.

Once the above amendments were identified, the Commission voted to close the hearing. After considering the application materials, the proposed amendments, and the findings in the staff report, the Planning Commission voted to recommend the proposed text amendments to the City Council.



Erika Palmer  
Planning Manager

**Proposal:** For the City Council to review, consider the Economic Opportunities Analysis (EOA) for the 2021 to 2041 planning period as a sub-element to the Comprehensive Plan.

#### I. OVERVIEW

- Applicant: The City of Sherwood
- Location: The EOA is a technical long-range planning document to be adopted as a sub-element of the Comprehensive Plan; therefore, it applies citywide.
- Review Type: The proposal requires a Type V review, which involves public hearings before the Planning Commission and City Council. The Planning Commission will make a recommendation to the City Council, who will make the

final decision. Any appeal of the City Council decision would go directly to the Oregon Land Use Board of Appeals.

D. Public Notice and Hearing: The project is a legislative amendment. Notice of the first evidentiary hearing was provided to the Department of Land Conservation and Development (DLCD) and Metro on September 7, 2021. Notice of the October 12, 2021, Planning Commission hearing was published in The Times, a newspaper of general circulation, on September 23 and October 5, 2021. Notice was also posted in public locations around town, and a project page was created on the city's website on September 13, 2021.

E. Review Criteria:

The required findings for the Plan Amendment are identified in Section 16.80.030 of the Sherwood Zoning and Community Development Code (SZCDC). In addition, the amendment must be consistent with Goals 1 and 9 of the Statewide Planning Goals, Oregon Administrative Rule 66-009 that implements Goal 9, Metro Functional Plan, and Sherwood Zoning and Community Development Code Chapter 16.80, Plan Amendments.

F. Background:

The City's Economic Opportunities Analysis (EOA) was initially drafted in 2018-2019 as part of the background technical documents for the Comprehensive Plan update process. The City received a Technical Assistance Grant from DLCD and entered into a contract with ECONorthwest to complete this task. The 2018 EOA was reviewed by the Comprehensive Plan Community Advisory Committee, Planning Commission, and City Council. However, it was not adopted at that time.

As required per State Land Use Goal 9 and the Goal 9 Administrative Rule (660-009) an EOA needs to be adopted and policies incorporated into a City's Comprehensive Plan. The EOA was updated in September 2021, and staff held a work session with the Planning Commission on September 14, 2021, to review the updates. There was concern that the document was still not aligning with the City's economic development goals and that the City is seeing more employment growth in industrial zoned areas.

Staff took these concerns and reached out to the Department of Land Conservation and Development (DLCD) Goal 9 Specialist knowing Statewide Land Use Goal 9 and its Administrative Rule (660-009) layout a particular framework for developing an EOA. It is important to remember that the EOA is simply a snapshot in time and should be considered only one tool in the economic development toolbox to review and analyze employment needs to develop economic development strategies.

The items that came out of the DLCD meeting included:

- 1) The City should still utilize the average annual employment growth rate of 1.42%. This growth rate is comprised of the Metro's employment growth rate for Sherwood and the forecast rate of employment in the Transportation

Analysis Zones within the Tonquin Employment Area. It is challenging to justify a higher growth rate. This is just a forecast, and the employment forecast can change. Sherwood can grow faster than the forecasted rate and will most likely do so as employment opportunities are developed within the Tonquin Employment Area. Given the prioritization of economic development, the EOA should be revised at least every five years

- 2) The City anticipates that employment growth will continue within industrial zoned areas and that this could be reflected and justified within the EOA. Since late 2019, Sherwood has had 37 inquiries from businesses in industries such as, clean tech manufacturing, technology, warehousing and distribution, and food processing. These businesses were seeking a range of industrial sites as small as six acres and up to 200 acres. Of the 37 inquiries, eight pursued locating their business in Sherwood. As such, Table 2, *Forecast of employment growth by land use type* (pg vi) was updated to show industrial employment will increase from 28% in 2021 to 34% of all employment by 2041. Retail and Commercial dropped one percent 13% to 12%, and Government dropped one percent.
- 3) With the forecast growth of new employees by land use types, it resulted in the following demand for vacant employment land: 105 gross acres of industrial land and 56 gross acres of commercial land. The demand for vacant industrial land increased from 89 acres to 105 acres.
- 4) Table 3, compares the supply of suitable employment land with the demand for employment land (pg. vii).

**Industrial.** Sherwood has a supply of 97 acres of suitable land designated for industrial uses. The employment forecast projects demand for 105 acres of industrial land. *Sherwood has less industrial land than the City is projected to need over the 20-year period, with a deficit of 8 gross acres of industrial land.*

**Commercial.** Sherwood has 25 acres of land designated for commercial uses. The employment forecast projects demand for 56 acres of commercial land. *Sherwood has less commercial land than the City is projected to need over the 20-year period, with a deficit of 35 gross acres of office commercial land and a surplus of 4 gross acres of retail, commercial land.*

**Future Development.** Sherwood has 127 acres of land designated for employment uses in future development designations in the Tonquin Employment Area and Brookman Annexation Area. This supply currently (based on growth rates we are able to justify to DLCD) shows that the area will likely meet needs for both industrial and commercial demand. It is important to note that this does not mean that the City cannot ask for and justify additional employment land in growth areas such as Sherwood West that is in line with the goals of our comprehensive plan and may be needed to meet a Regional need for employment land.

The EOA is for the planning period 2021-2041 and is consistent with the requirements of Statewide Planning Goal 9 and the Goal 9 Administrative Rule (OAR 660-009). Goal 9 describes the EOA as an analysis of the community's economic patterns, strengths, and deficiencies related to state and national trends, and reviews competitive advantages of the place in which employment developments would be located.

The primary goals of the EOA are to 1) project the amount of land needed to accommodate the future employment growth within Sherwood Urban Growth Boundary between 2021-2041 and 2) evaluate the existing employment land supply within the city to determine if it is adequate to meet that need, and 3) to fulfill the state planning requirements for a twenty-year supply of employment land.

The EOA is organized into the following chapter elements:

Summary

Chapter 1 – Introduction

Chapter 2 – Buildable Lands Inventory

Chapter 3 – Factors Affecting Future Economic Growth

Chapter 4 – Employment Growth and Site Needs

Chapter 5 – Land Sufficiency and Conclusions

Appendix A – Buildable Lands Analysis

The 2018 EOA was prepared in conjunction with the City's Housing Needs Analysis which was adopted in 2020 for the preparation of the Comprehensive Plan Update. The Comprehensive Plan Community Advisory Committee (CAC) reviewed the EOA. The Planning Commission and the City Council were also briefed on the EOA in 2019. The EOA did not move forward with adoption hearings; instead, the intent was to update the document closer to Comprehensive Plan adoption as properties in the Tonquin Employment Area were starting to annex into the City for employment development.

The October 2021-2041 EOA updates industrial employment and the buildable lands inventory. The EOA contains a set of recommended goals, policies, and strategies to the economic element of the Comprehensive Plan, which will be considered through a separate adoption process.

## **II. PUBLIC COMMENTS**

Notice was posted in The Times, a general newspaper of local circulation, in town and online, as stated above.

## **III. AGENCY/DEPARTMENTAL COMMENTS**

The City requested comments from affected departments and agencies on September 20, 2020. As of the date of this report, no comments have been received.

## **IV. APPLICABLE DEVELOPMENT CODE CRITERIA**

### **Sherwood Zoning and Community Development Code**

## **Chapter 16.80 Plan Amendments**

### **16.80.030 – Review Criteria**

#### **A. Text Amendment**

**An amendment to the text of the Comprehensive Plan shall be based upon a need for such an amendment as identified by the Council or the Commission. Such an amendment shall be consistent with the intent of the adopted Sherwood Comprehensive Plan, and with all other provisions of the Plan, the Transportation System Plan, and this Code, and with any applicable State or City statutes and regulations, including this Section.**

**Response:** The 2021-2041 EOA was developed to comply with requirements of statewide planning policies that govern planning for economic development, Goal 9, its implementing administrative rule (OAR 660-009). The proposed EOA is needed to update and support the city's economic development goals and policies within the City's Comprehensive Plan, *Sherwood 2040*, which is expected to be adopted in the fall of 2021. The updated goals and policies in the Sherwood 2040 plan are reconciled with the information in this EOA to be consistent. The EOA was developed to understand the city's economic strengths, weaknesses, opportunities, and land sufficiency ensuring compliance with Goal 9.

**Finding:** The EOA meets the criteria of section 16.80.030.A and all other state regulations as described above and below in this staff report.

#### **B. Map Amendment**

**An amendment to the City Zoning Map may be granted, provided that the proposal satisfies all applicable requirements of the adopted Sherwood Comprehensive Plan, the Transportation System Plan and this Code, and that:**

- 1. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan and the Transportation System Plan.**
- 2. There is an existing and demonstrable need for the particular uses and zoning proposed, taking into account the importance of such uses to the economy of the City, the existing market demand for any goods or services which such uses will provide, the presence or absence and location of other such uses or similar uses in the area, and the general public good.**
- 3. The proposed amendment is timely, considering the pattern of development in the area, surrounding land uses, any changes which may have occurred in the neighborhood or community to warrant the proposed amendment, and the availability of utilities and services to serve all potential uses in the proposed zoning district.**
- 4. Other lands in the City already zoned for the proposed uses are either unavailable or unsuitable for immediate development due to location, size or other factors.**

The proposed amendment to the Sherwood Comprehensive Plan does not include a map amendment(s).

**FINDING:** Provisions of B1-4 above are not applicable to the EOA.

#### **C. Transportation Planning Rule Consistency**

**1. Review of plan and text amendment applications for effect on transportation facilities. Proposals shall be reviewed to determine whether it significantly affects a transportation**

facility, in accordance with OAR 660-12-0060 (the TPR). Review is required when a development application includes a proposed amendment to the Comprehensive Plan or changes to land use regulations.

**FINDING:** While the EOA reviews commuting patterns, the availability of transportation for the efficient movement of goods, customers, and workers, the criteria above in C1 is not applicable to the EOA because the document does not affect the transportation network.

## **APPLICABLE STATEWIDE PLANNING GOALS**

### **Goal 1 (Citizen Involvement)**

**Objective: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.**

**Response:** Staff utilized the public notice requirements of the Sherwood Zoning and Community Development Code, Chapter 16.72, to notify the public of the proposed EOA adoption process. The City's public notice requirements comply with Goal 1. In addition, the Community Advisory Committee for the city's Comprehensive Plan Update process reviewed the 2018 EOA. The only updates to the 2018 document include an updated employment forecast and BLI. A Planning Commission work session was held on September 14, 2021, to review and discuss the updates of the document. Since that time, the document has been updated to address additional concerns.

The Planning Commission and City Council will hold public hearings on this request prior to adopting the EOA and the subsequential amendments to the Comprehensive Plan. Public comments received will be addressed and included as part of the record of the adoption of this Plan.

The adoption of the EOA provides technical and factual information and contains revisions to the city's Comprehensive Plan that will be adopted in the fall of 2021. A complete and robust public involvement program, consistent with Goal 1, is being implemented as part of the Comprehensive Plan update, *Sherwood 2040*, which addresses economic development goals and policies.

**Finding:** The process to develop and adopt the EOA meets the intent of Goal 1.

### **Goal 2 (Land Use Planning)**

**Objective: To establish a land use planning process and policy framework as a basis for all decision and actions related to the use of land and to assure an adequate factual basis for such decisions and actions.**

**Response:** The proposed amendment does not alter any current goals and policies in the Comprehensive Plan, or changes to Sherwood Plan and Zoning Map and Zoning and Development Code that are already consistent with Goal 2. The EOA provides a factual basis for future planning decisions, actions, and economic development strategies as the City's Comprehensive Plan is updated and adopted in the fall of 2021.

Notice was provided to DLCD 35 days prior to the first scheduled public hearing as required. The EOA was developed in coordination with DLCD staff to be consistent with applicable regulations.

**Finding:** The process to develop and adopt meets the intent of Goal 2.

**Goal 3 (Agricultural Lands)**

**Goal 4 (Forest Lands)**

**Goal 5 (Natural Resources, Scenic and Historic Areas and Open Spaces)**

**Goal 6 (Air, Water and Land Resources Quality)**

**Goal 7 (Areas Subject to Natural Hazards)**

**Goal 8 (Recreational Needs)**

**FINDING:** The Statewide Planning Goals 3-8 do not specifically apply to the proposed plan adoption. There is no evidence to suggest that the proposed plan adoption is in conflict with these goals. The proposed plan adoption does not make any substantive changes to the Sherwood Comprehensive Plan or implementing ordinances that affect compliance with Goals 3-8.

**Goal 9 (Economic Development)**

**Objective: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare and prosperity of Oregon's citizens.**

**Response:** Sherwood's EOA is consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009). Goal 9 describes the EOA as "an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends" and states that "a principal determinant in planning for major industrial and commercial developments should be the competitive advantage of the region within which the developments would be located."

The primary goals of the EOA are to (1) project the amount of land needed to accommodate the future employment growth within the Sherwood City Limit and employment land areas in the Urban Growth Boundary (UGB), namely Tonquin Employment Area and Brookman Annexation Area, between 2021 and 2041, (2) evaluate the existing employment land supply within Sherwood to determine if it is adequate to meet that need, and (3) to fulfill state planning requirements for a twenty-year supply of employment land.

The updated employment forecast for the 2021 to 2041 period uses Metro's 2050 Employment Forecast for Sherwood and the Tonquin Employment Area, which assumes an average annual growth rate of 1.42%. By 2041, there will be an increase of 2,987 employees or thirty-three percent (33%) of employees within Sherwood's UGB. If growth occurs at the rate projected, which is faster than Metro's forecast for population and housing growth used in the Sherwood Housing Needs Analysis, the population to employment ratio would decrease from about 3.2 residents per job to about 2.3 residents per job. Employment growth could even grow faster as Sherwood continues to support Economic Development goals and policies and strategies for job creation.

Sherwood has about 249 unconstrained buildable acres within the planning area, 25 of which are Commercial, 97 are Industrial, and the remaining 128 are in the Tonquin Employment Area or Brookman Annexation Area.

Goal 9 requires that cities provide an adequate supply of commercial and industrial sites consistent with plan policies. To meet this requirement, Sherwood needs an estimate of the amount of commercial and industrial land that will be needed over the 2021-2041 planning period. Table 2, in the plan document, presents the forecast of employment growth by land use type in Sherwood from 2021 to 2041. Sherwood's employment base was 9,175 employees in 2021. The forecast

shows that by 2041, Sherwood will have 12,162 employees, an increase of 2,987 jobs over the planning period.

Table 2. Forecast of employment growth by land use type, Sherwood City Limits, Tonquin, and Brookman, 2021-2041

Land Use Type	2021		2041		Change 2021 to 2041
	Employment	% of Total	Employment	% of Total	
Industrial	2,547	28%	4,135	34%	1,588
Retail Commercial	1,397	15%	1,459	12%	62
Office & Commercial Services	4,567	50%	5,838	48%	1,271
Government	664	7%	730	6%	66
<b>Total</b>	<b>9,175</b>	<b>100%</b>	<b>12,162</b>	<b>100%</b>	<b>2,987</b>

Source: ECONorthwest

Note: The shaded percentages denote an assumption about the future change in the share of employment (as a percent of total) by land use type.

The forecast of growth of 2,987 new employees will result in the following demand for vacant employment land: 105 gross acres of industrial land and 56 gross acres of commercial land.

Table 3, in the plan document, compares the supply of suitable employment land with the demand for employment land:

**Industrial.** Sherwood has a supply of 97 acres of suitable land designated for industrial uses. The employment forecast projects demand for 105 acres of industrial land. *Sherwood has less industrial land than the City is projected to need over the 20-year period, with a surplus deficit of 8 gross acres of industrial land.*

**Commercial.** Sherwood has 25 acres of land designated for commercial uses. The employment forecast projects demand for 56 acres of commercial land. *Sherwood has less commercial land than the City is projected to need over the 20-year period, with a deficit of 35 gross acres of office commercial land and a surplus of 4 gross acres of retail commercial land.*

**Future Development.** Sherwood has 127 acres of land designated for employment uses in future development designations in the Tonquin Employment Area and Brookman Annexation Area. This supply will likely meet needs for both industrial and commercial demand.

Table 3. Comparison of the Capacity of Unconstrained Vacant and Potentially Redevelopable Land with Employment Land Demand by Land Use Type, Sherwood City Limit, Tonquin, and Brookman, 2021-2041

Land Use Type	Land Supply (Suitable Gross Acres)	Dem and (Gross Acres)	Land Sufficiency (Deficit)
Industrial	97	105	(8)
Retail Commercial	7	3	4
Office & Commercial Services	18	53	(35)
Future Development (Tonquin and Brookman)	127	-	127
<b>Total</b>	<b>249</b>	<b>161</b>	

Source: ECONorthwest

The City of Sherwood provided information about properties included in the BLI that will likely develop after June 2021. Since these developments will capture a portion of the employment forecast for the 2021 to 2041 planning period, the land in these areas are included in the BLI as vacant or potentially redevelopable. About 60 acres are expected to develop after June 2021, with 17 acres of Light Industrial land and 43 acres of Future Development land in Tonquin Employment Area.

In total, the Future Development land in the Tonquin Employment Area and Brookman is likely to meet both industrial and commercial demand over the next 20 years. However, if the rate of development increases beyond the EOA forecast, there will likely be a shortage of appropriate sites—particularly sites in excess of 10 acres—for employment growth in the City of Sherwood, thereby creating development opportunities in the future growth area of Sherwood West.

The target industries identified as having potential for growth in Sherwood are:

- Manufacturing. Sherwood's attributes, especially its location in the Portland region and proximity to Hillsboro, may attract manufacturing firms, such as:
  - Technology and Advanced Manufacturing, such as semiconductors, electronic communication equipment, computer peripherals, and circuit boards.
  - Machinery Manufacturing (Metals and Machinery), such as food processing machinery, medical devices, component parts for manufacturing, and other specialized machinery for manufacturing.
  - Clean Tech, such as instruments manufacturing, electrical equipment manufacturing, and renewable energy equipment and components.
- Professional and business services. Sherwood's high quality of life, access to quality schools, existing population and business base, and proximity to the Portland region may attract professional and business services that prefer to locate in a smaller city like Sherwood, such as:
  - Software and Media, such as software development, data processing, computer systems design, and motion picture and video production.
  - Clean Tech, such as scientific and technical research and services, engineering services, architectural design, and construction engineering services.
  - Athletics and Outdoors, such as design services, professional services, and marketing.
  - Other services, such as scientific research or environmental services.
- Wholesale. Sherwood's access to Highway 99 may make the city attractive to the continued growth of wholesale businesses.
- Services for visitors: Emphasis on experiences and destinations in and near Sherwood, especially related to agriculture and wineries, will drive demand for services for visitors, including family-friendly events, farmers markets, specialty retail, wine tasting rooms, restaurants, or hotels.
- Services for residents: Growth in population in and around Sherwood will drive growth of businesses that serve residents, such as medical services, legal services, financial services, retail, personal services (e.g., barbers), and restaurants.

What are the recommendations to support economic development in Sherwood?

The following are recommendations from ECONorthwest to support economic development in Sherwood based on the economic opportunities analysis:

- **Update the Economy Element of the Comprehensive Plan.** The Economy Element has not been updated in more than a decade. We recommend that the Planning Commission and City Council review the revised policies in the Sherwood Economic Development Strategy and, after making additional necessary revisions to the policies, adopt the revised goals, objectives, and implementation strategies into the Economy Element.
- **Align the City's goals for economic development with planning for infrastructure development.** Aside from ensuring that there is sufficient land to support employment growth, one of the most important ways that the City can support economic development is through planning for and developing infrastructure (e.g., roads, water, sanitary sewer, and storm water systems). We recommend that the City align its goals for economic development with infrastructure development through updates to the City's Capital Improvements Plan.

Providing infrastructure in the TEA is necessary to allow employment growth to occur in the TEA. Without infrastructure, much of the TEA will remain undeveloped.

- **Identify opportunities to support the creation, growth, development, and retention of businesses in Sherwood.** Retention and expansion of new and existing businesses, including those that create destinations and experiences for residents and visitors, is one of Sherwood's key opportunities for economic growth. The City can support businesses by understanding businesses' opportunities for growth and expansion and lowering or eliminating the barriers in Sherwood that limit growth and expansion. Some barriers are beyond control of the City, such as access to capital. An example of this type of opportunity is the development of Sherwood's first semiconductor manufacturer in Cipole Industrial Park, along with warehousing and distribution facilities.
- **Work with partners to develop a broad economic development strategy for Sherwood.** The revisions to the Comprehensive Plan presented in the Sherwood Economic Development Strategy focus on land-based policies and actions. The city also needs a broader strategy for economic development that focuses on issues such as communication with existing businesses to identify barriers to expansion, economic development, marketing of Sherwood's businesses and business opportunities, building business and other partnerships, and coordinating economic development efforts with local and regional economic development organizations.

This strategy could be developed through leadership from the city leadership and city staff, with one or more staff members responsible for developing and implementing policies to encourage economic growth. The strategy should identify a focused list of actions that the City Council wants to achieve over a limited time period (e.g., 5 years), with specific assignments to partners and identification of funding sources to implement the actions.

- **Monitor and replenish the total and short-term supply of commercial and industrial land on a regular, periodic basis.** The buildable lands inventory identifies the existing development status of employment land in Sherwood, as well as identifies the existing

short-term land supply. While Sherwood will not completely update the buildable lands inventory on an annual basis, City staff should still monitor the development status of these employment lands and replenish short-term supply when possible.

- **Support infill and redevelopment of existing commercial and industrial land.** The buildable lands inventory identifies areas where infill and redevelopment are more probable over the 20-year planning period. Other opportunities for redevelopment may become apparent in the future. We recommend that the city support and encourage infill and redevelopment to make the most efficient use of employment land in Sherwood. The types of tools that the city offers in support of infill and redevelopment should be consistent with the city's development goals. In areas where the city wants to encourage higher intensity development, such as in Old Town, the city should offer more support for redevelopment, including financial and regulatory redevelopment incentives.

**Finding:** The City's 2021-2041 EOA meets the intent of Goal 9 and its Administrative Rule (OAR 660-009)

#### **Goal 10 (Housing)**

**Objective:** To provide for the housing needs of citizens of the state.

**Buildable land for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.**

**Finding:** The City has an adopted Housing Needs Analysis 2019-2039 (Ordinance 2020-10) that meets the requirements of Goal 10 and its associated Administrative Rules.

#### **Goal 11 (Public Facilities and Services)**

#### **Goal 12 (Transportation)**

#### **Goal 13 (Energy Conservation)**

#### **Goal 14 (Urbanization)**

#### **Goal 15 (Willamette River Greenway)**

#### **Goal 16 (Estuarine Resources)**

#### **Goal 17 (Coastal Shorelands)**

#### **Goal 18 (Beaches and Dunes)**

#### **Goal 19 (Ocean Resources)**

**FINDING:** Goals 11-19 are not applicable to the adoption of the EOA.

### ***METRO REGIONAL FRAMEWORK REQUIREMENTS AND URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN***

Under the Metro Charter and state law, cities and counties within Metro's boundaries are required to comply and be consistent with Metro's adopted Urban Growth Management Functional Plans and the Regional Framework Plan.

#### Chapter 1 -- Land Use

This chapter contains the policies that guide Metro in such areas as development of centers, corridors, station communities, and main streets; housing choices; employment choices and opportunities; economic vitality; urban and rural reserves; management of the Urban Growth

Boundary (UGB); urban design and local plan and policy coordination. A livable region is an economically strong region. This chapter contains policies that support a strong economic climate through encouraging the development of a diverse and sufficient supply of jobs, especially family wage jobs, in appropriate locations throughout the region. The policies in this chapter are also a key component of the regional strategy to reduce per capita greenhouse gas emissions from light-duty vehicle travel.

### **Policy 1.2 Centers, Corridors, Station Communities and Main Streets**

**It is the policy of the Metro Council to:**

#### **1.2.3. Encourage employment opportunities in Centers, Corridors, Station Communities and Main Streets by:**

- a. Improving access within and between Centers, Corridors, Station Communities and Main Streets;**
- b. Encouraging cities and counties to allow a wide range of employment uses and building types, a wide range of floor-to-area ratios and a mix of employment and residential uses; and**
- c. Encourage investment by cities, counties and all private sectors by complementing their investments with investments by Metro.**

**Finding:** The EOA is and the City's Development Code are consistent with this policy. The development code allows for a range of flexible uses and building types within employment areas. The EOA speaks to working with partners to develop a broad economic development strategy for Sherwood.

### **Policy 1.4 Employment Choices and Opportunities**

**It is the policy of the Metro Council to:**

**1.4.1 Locate expansions of the UGB for industrial or commercial purposes in locations consistent with this plan and where, consistent with state statutes and statewide goals, an assessment of the type, mix and wages of existing and anticipated jobs within subregions justifies such expansion.**

**1.4.2 Balance the number and wage level of jobs within each subregion with housing cost and availability within that subregion. Strategies are to be coordinated with the planning and implementation activities of this element with Policy 1.3, Housing Choices and Opportunities and Policy 1.8, Developed Urban Land.**

**1.4.3 Designate, with the aid of leaders in the business and development community and local governments in the region, as Regionally Significant Industrial Areas those areas with site characteristics that make them especially suitable for the particular requirements of industries that offer the best opportunities for family-wage jobs.**

**1.4.4 Require, through the Urban Growth Management Functional Plan, that local governments exercise their comprehensive planning and zoning authorities to protect Regionally Significant Industrial Areas from incompatible uses.**

**1.4.5 Facilitate investment in those areas of employment with characteristics that make them especially suitable and valuable for traded-sector goods and services, including brownfield sites and sites that are re-developable.**

**1.4.6 Consistent with policies promoting a compact urban form, ensure that the region maintains a sufficient supply of tracts 50 acres and larger to meet demand by traded-sector industries for large sites and protect those sites from conversion to non-industrial uses.**

**Finding:** The City has future growth areas for employment uses (Tonquin Employment Area and parcels within Brookman area). The planning for employment uses in these areas was coordinated with Metro through UGB expansions. The City's Development Code provides standards to protect these areas from incompatible uses. The City will continue to assess its Housing Needs Analysis and EOA to balance both housing and employment needs within the City. The EOA is consistent with these policies and is consistent with Title 4, Industrial and Other Employment Areas within the Urban Growth Management Functional Plan.

**Policy 1.5 Economic Vitality**

**It is the policy of the Metro Council to:**

**1.5.1 Include all parts of the region in the region's economic development, including areas and neighborhoods which have been experiencing increasing poverty and social needs, even during periods of a booming regional economy.**

**1.5.2 Recognize that to allow the kinds of social and economic decay in older suburbs and the central city that has occurred in other larger and older metro regions is a threat to our quality of life and the health of the regional economy.**

**1.5.3 Ensure that all neighborhoods and all people have access to opportunity and share the benefits, as well as the burdens, of economic and population growth in the region.**

**1.5.4 Support economic vitality throughout the entire region, by undertaking the following steps:**

- a. Monitoring regional and subregional indicators of economic vitality, such as the balance of jobs, job compensation and housing availability.**
- b. Facilitating collaborative regional approaches which better support economic vitality for all parts of the region if monitoring finds that existing efforts to promote and support economic vitality in all parts of the region are inadequate.**

**1.5.5 Promote, in cooperation with local governments and community residents, revitalization of existing city and neighborhood centers that have experienced disinvestment and/or are currently underutilized and/or populated by a disproportionately high percentage of people living at or below 80 percent of the region's median income.**

**Finding:** The City's EOA is not inconsistent with these policies. The primary goals of the EOA are to (1) project the amount of land needed to accommodate future employment growth within Sherwood and the UGB areas (TEA and Brookman) between 2021-2041, (2) evaluate the existing employment land supply within the area for this planning period to determine if it is adequate to meet employment needs, (3) to fulfill state planning requirements for a twenty-year supply of employment land. The EOA uses Metro's Buildable Lands Inventory that is refined by Sherwood Planning Staff to assess the buildable supply of employment lands. The EAO will help inform city policies and strategies for economic development. The EOA is consistent with these policies and Title 4, Industrial and Other Employment Areas in the Urban Growth Management Functional Plan.

## V. RECOMMENDATION

As proposed, the 2021-2041 Sherwood Economic Opportunities Analysis (EOA) supports and meets the intent of all applicable development code provisions, Statewide Planning Goals, and regional criteria. This EOA will be used to update the economic development element in the City's Comprehensive Plan, *Sherwood 2040*.

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### STAFF RECOMMENDATION

Based on the above findings and applicable code criteria, staff recommends that Council adopt the Sherwood Economic Opportunities Analysis, Case File LU 2021-019 PA, and move the Ordinance to a second hearing on December 7, 2021.

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# Sherwood Economic Opportunities Analysis

Updated Draft Report

October 2021

Prepared for:

City of Sherwood

**ECON**orthwest  
ECONOMICS • FINANCE • PLANNING

KOIN Center  
222 SW Columbia Street  
Suite 1600  
Portland, OR 97201  
503.222.6060

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## Acknowledgments

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ECONorthwest prepared this report for the City of Sherwood. ECONorthwest and the City of Sherwood thank the many people who helped to develop the Sherwood Economic Opportunities Analysis.

<p><b>Technical Advisory Committee</b>                  Seth Brumley, Oregon Department of Transportation                  Anne Debbaut, DLCDC                  Bob Galati, City of Sherwood                  Joe Gall, City of Sherwood                  Julia Hajduk, City of Sherwood                  Gregg Jacot, Sherwood Main Street</p>	<p>Lloyd Purdy, Greater Portland Inc                  Lana Painter, Sherwood Chamber of Commerce                  Erika Palmer, City of Sherwood                  Jeffery Raker, Metro                  Ken Rencher, Washington County                  Jim Rose, Sherwood School District                  Read Stapleton, DOWL</p>
<p><b>Citizen Advisory Committee</b>                  Susan Claus                  John Davis                  Patricia Distler                  Angi Ford                  Frank Funk                  Jacqueline Head                  Tess Kies                  Paul Mayer                  Melanie Mildenerger</p>	<p>Thomas Quesenberry                  Rachel Schoening                  Damon Starnes                  Jamie Stasny                  Matt Staten                  Megan Thornton                  Jason Wuertz                  Russell Griffin, Sherwood City Council                  Jean Simson, Sherwood Planning Commission</p>
<p><b>State of Oregon</b>                  Anne Debbaut, Metro-area Regional Representative, DLCDC</p>	<p>Kirstin Greene, Economic Development Specialist, DLCDC</p>
<p><b>City of Sherwood</b>                  Joe Gall, City Manager                  Julia Hajduk, Community Development Director</p>	<p>Erika Palmer, Planning Manager                  Carrie Brennecke, Senior Planner                  Bob Galati, City Engineer</p>
<p><b>Consulting Staff</b>                  Beth Goodman, Project Manager, ECONorthwest                  Bob Parker, Project Director, ECONorthwest</p>	<p>Margaret Raimann, Associate, ECONorthwest                  Steve Faust, Project Manager, 3J Consulting, Inc.                  Anais Mathez, Senior Planner, 3J Consulting, Inc.</p>

This project is partially funded through a technical assistance grant from the Department of Land Conservation and Development.

For over 40 years ECONorthwest has helped its clients make sound decisions based on rigorous economic, planning, and financial analysis. For more information about ECONorthwest: [www.econw.com](http://www.econw.com). For more information about this report, please contact:

Julia Hajduk,  
Community Development Director  
22560 SW Pine St.  
Sherwood, OR 97140  
503-625-4204  
[hajdukj@sherwoodoregon.gov](mailto:hajdukj@sherwoodoregon.gov)

Beth Goodman  
ECONorthwest  
222 SW Columbia, Suite 1600  
Portland, OR 97201  
503-222-6060  
[goodman@econw.com](mailto:goodman@econw.com)

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## Summary

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This report presents an economic opportunities analysis consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009). Goal 9 describes the EOA as “an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends” and states that “a principal determinant in planning for major industrial and commercial developments should be the competitive advantage of the region within which the developments would be located.”

The primary goals of the EOA are to (1) project the amount of land needed to accommodate the future employment growth within the Sherwood City Limit and employment land areas in the Urban Growth Boundary (UGB), namely Tonquin Employment Area and Brookman Annexation Area, between 2021 and 2041, (2) evaluate the existing employment land supply within Sherwood to determine if it is adequate to meet that need, and (3) to fulfill state planning requirements for a twenty-year supply of employment land. This project included preparation of the *Sherwood Economic Development Strategy*, which is presented in a separate document.

The report was drafted in December 2018. This version provides an update to that draft with the support of Department of Land Conservation and Development staff. Economic development has been a top council goal over the last few years, and since 2018, Sherwood has seen the development of two industrial parks. This update includes the following changes: updated the employment forecast for the 2021 to 2041 period and updated the buildable lands inventory to reflect development that has occurred in Sherwood through June 2021.

The updated employment forecast for the 2021 to 2041 period uses Metro’s 2050 Employment Forecast for Sherwood and the Tonquin Employment Area, which assumes an average annual growth rate of 1.42%. By 2041, there will be an increase of 2,987 employees or thirty-three percent (33%) of employees in Sherwood city limits, Brookman Annexation Area, and Tonquin Employment Area. If growth occurs at the rate projected, which is faster than Metro’s forecast for population and housing growth used in the Sherwood Housing Needs Analysis, the population to employment ratio would decrease from about 3.2 residents per job to about 2.3 residents per job. Employment growth could even grow faster as Sherwood continues to support Economic Development goals and policies and strategies for job creation.

## How much buildable employment land does Sherwood currently have?

Table 1 shows commercial and industrial land with development capacity (lands classified vacant or potentially redevelopable in Metro’s buildable lands inventory and verified by City staff). The results show Sherwood has about 249 unconstrained buildable acres within the planning area, 25 of which are Commercial, 97 are Industrial, and the remaining 128 are in the Tonquin Employment Area or Brookman Annexation Area.

Table 1. Employment acres by classification and plan designation, Sherwood City Limits, Tonquin Employment Area, and Brookman Area, 2021

Plan Designation	Tax Lots	Total Acres	Total Unconstrained		
			Acres with No Development Capacity	Constrained Acres	Buildable Acres
Commercial	134	171	119	27	25
General Commercial	31	62	38	10	14
Neighborhood Commercial	2	1	1	0	0
Office Commercial	11	16	6	5	5
Retail Commercial	90	92	74	12	6
Industrial	115	478	290	91	97
General Industrial	66	238	158	19	61
Light Industrial	49	240	132	72	36
Tonquin	25	282	62	111	110
Future Development	25	282	62	111	110
Brookman	4	25	3	4	18
Future Development	4	25	3	4	18
<b>Total</b>	<b>278</b>	<b>956</b>	<b>474</b>	<b>233</b>	<b>249</b>
<b>Percent of Total</b>		<b>100%</b>	<b>50%</b>	<b>24%</b>	<b>26%</b>

Source: Appendix A, Table 20.

## How much growth is Sherwood planning for?

Goal 9 requires that cities provide for an adequate supply of commercial and industrial sites consistent with plan policies. To meet this requirement, Sherwood needs an estimate of the amount of commercial and industrial land that will be needed over the 2021-2041 planning period. Table 2 presents the forecast of employment growth by land use type in Sherwood from 2021 to 2041. Sherwood's employment base was 9,175 employees in 2021. The forecast shows that by 2041, Sherwood will have 12,162 employees, an increase of 2,987 jobs over the planning period.

Table 2. Forecast of employment growth by land use type, Sherwood City Limits, Tonquin, and Brookman, 2021-2041

Land Use Type	2021		2041		Change 2021 to 2041
	Employment	% of Total	Employment	% of Total	
Industrial	2,547	28%	4,135	34%	1,588
Retail Commercial	1,397	15%	1,459	12%	62
Office & Commercial Services	4,567	50%	5,838	48%	1,271
Government	664	7%	730	6%	66
<b>Total</b>	<b>9,175</b>	<b>100%</b>	<b>12,162</b>	<b>100%</b>	<b>2,987</b>

Source: ECONorthwest

Note: The shaded percentages denote an assumption about the future change in the share of employment (as a percent of total) by land use type.

## How much land will be required for employment?

The forecast of growth of 2,987 new employees will result in the following demand for vacant employment land: 105 gross acres of industrial land and 56 gross acres of commercial land.

## Does Sherwood have enough land to accommodate employment growth?

Table 3 compares the supply of suitable employment land with the demand for employment land:

- ♣ **Industrial.** Sherwood has a supply of 97 acres of suitable land designated for industrial uses. The employment forecast projects demand for 105 acres of industrial land. Sherwood has less industrial land than the City is projected to need over the 20-year period, with a deficit of 8 gross acres of industrial land.
- ♣ **Commercial.** Sherwood has 25 acres of land designated for commercial uses. The employment forecast projects demand for 56 acres of commercial land. Sherwood has less commercial land than the City is projected to need over the 20-year period, with a deficit of 35 gross acres of office commercial land and a surplus of 4 gross acres of retail commercial land.
- ♣ **Future Development.** Sherwood has 127 acres of land designated for employment uses in future development designations in the Tonquin Employment Area and Brookman Annexation Area. This supply will likely meet needs for both industrial and commercial demand.

Table 3. Comparison of the Capacity of Unconstrained Vacant and Potentially Redevelopable Land with Employment Land Demand by Land Use Type, Sherwood City Limit, Tonquin, and Brookman, 2021-2041

Land Use Type	Land Supply (Suitable Gross Acres)	Demand (Gross Acres)	Land Sufficiency (Deficit)
Industrial	97	105	(8)
Retail Commercial	7	3	4
Office & Commercial Services	18	53	(35)
Future Development (Tonquin and Brookman)	127	-	127
<b>Total</b>	<b>249</b>	<b>161</b>	

Source: ECONorthwest

## What types of business does Sherwood want to attract?

The characteristics of Sherwood will affect the types of businesses most likely to locate in the city. Sherwood's attributes that may attract firms are Sherwood's location along Highway 99; quality of public facilities and services; availability of vacant, serviced land; quality of schools; and overall quality of life.

The target industries identified as having potential for growth in Sherwood are:

- ♣ **Manufacturing.** Sherwood's attributes, especially its location in the Portland region and proximity to Hillsboro, may attract manufacturing firms, such as:
  - Technology and Advanced Manufacturing, such as semiconductors, electronic communication equipment, computer peripherals, and circuit boards.
  - Machinery Manufacturing (Metals and Machinery), such as food processing machinery, medical devices, component parts for manufacturing, and other specialized machinery for manufacturing.
  - Clean Tech, such as instruments manufacturing, electrical equipment manufacturing, and renewable energy equipment and components.

- ♣ **Professional and business services.** Sherwood’s high quality of life, access to quality schools, existing population and business base, and proximity to the Portland region may attract professional and business services that prefer to locate in a smaller city like Sherwood, such as:
  - Software and Media, such as software development, data processing, computer systems design, and motion picture and video production.
  - Clean Tech, such as scientific and technical research and services, engineering services, architectural design, and construction engineering services.
  - Athletics and Outdoors, such as design services, professional services, and marketing.
  - Other services, such as scientific research or environmental services.
- ♣ **Wholesale.** Sherwood’s access to Highway 99 may make the city attractive to continued growth of wholesale businesses.
- ♣ **Services for visitors:** Emphasis on experiences and destinations in and near Sherwood, especially related to agriculture and wineries, will drive demand for services for visitors including family-friendly events, farmers markets, specialty retail, wine tasting rooms, restaurants, or hotels.
- ♣ **Services for residents:** Growth in population in and around Sherwood will drive growth of businesses that serve residents, such as medical services, legal services, financial services, retail, personal services (e.g., barbers), and restaurants.

## What are the recommendations to support economic development in Sherwood?

The following are ECONorthwest’s recommendations to support economic development in Sherwood based on the economic opportunities analysis:

- ♣ **Update the Economy Element of the Comprehensive Plan.** The Economy Element has not been updated in more than a decade. We recommend that the Planning Commission and City Council review the revised policies in the Sherwood Economic Development Strategy and, after making additional necessary revisions to the policies, adopt the revised goals, objectives, and implementation strategies into the Economy Element.
- ♣ **Align the City’s goals for economic development with planning for infrastructure development.** Aside from ensuring that there is sufficient land to support employment growth, one of the most important ways that the City can support economic development is through planning for and developing infrastructure (e.g., roads, water, sanitary sewer, and storm water systems). We recommend that the City align its goals for economic development with infrastructure development through updates to the City’s Capital Improvements Plan.

Providing infrastructure in the TEA is necessary to allow employment growth to occur in the TEA. Without infrastructure, much of the TEA will remain undeveloped.
- ♣ **Identify opportunities to support the creation, growth, development, and retention of businesses in Sherwood.** Retention and expansion of new and existing businesses, including those that create destinations and experiences for residents and visitors, is one of Sherwood’s key opportunities for economic growth. The City can support businesses by understanding businesses’ opportunities for growth and expansion and lowering or eliminating the barriers in Sherwood that limit growth and expansion. Some barriers are beyond control of the City, such as access to capital. An example of this type of opportunity is the development of Sherwood’s first

semiconductor manufacturer in Cipole Industrial Park, along with warehousing and distribution facilities.

- ♣ **Work with partners to develop a broad economic development strategy for Sherwood.** The revisions to the Comprehensive Plan presented in the Sherwood Economic Development Strategy focus on land-based policies and actions. The city also needs a broader strategy for economic development that focuses on issues such as communication with existing businesses to identify barriers to expansion, economic development, marketing of Sherwood's businesses and business opportunities, building business and other partnerships, and coordinating economic development efforts with local and regional economic development organizations.

This strategy could be developed through leadership from the city leadership and city staff, with one or more staff members responsible for developing and implementing policies to encourage economic growth. The strategy should identify a focused list of actions that the City Council wants to achieve over a limited time period (e.g., 5 years), with specific assignments to partners and identification of funding sources to implement the actions.

- ♣ **Monitor and replenish the total and short-term supply of commercial and industrial land on a regular, periodic basis.** The buildable lands inventory identifies the existing development status of employment land in Sherwood, as well as identifies the existing short-term land supply. While Sherwood will not completely update the buildable lands inventory on an annual basis, City staff should still monitor the development status of these employment lands and replenish short-term supply when possible.

- ♣ **Support infill and redevelopment of existing commercial and industrial land.** The buildable lands inventory identifies areas where infill and redevelopment are more probable over the 20-year planning period. Other opportunities for redevelopment may become apparent in the future. We recommend that the city support and encourage infill and redevelopment to make the most efficient use of employment land in Sherwood. The types of tools that the city offers in support of infill and redevelopment should be consistent with the city's development goals. In areas where the city wants to encourage higher intensity development, such as in Old Town, the city should offer more support for redevelopment, including financial and regulatory redevelopment incentives.

The *Sherwood Economic Development Strategy* includes strategies to address these key issues, as well as other strategies to support economic development in Sherwood.

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# 1. Introduction

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This report presents an Economic Opportunities Analysis (EOA) for the City of Sherwood. The purpose of an EOA is to develop information as a basis for policies that capitalize on Sherwood opportunities and help address the City's challenges. The EOA includes technical analysis to address a range of questions that Sherwood faces in managing its commercial and industrial land. For example, the EOA includes an employment forecast that describes how much growth Sherwood should plan for over the 2021 to 2041 period and identifies the amount and type of employment land necessary to accommodate growth in Sherwood over that period. The EOA also includes an inventory of commercial and industrial land within Sherwood's urban growth boundary (UGB) to provide information about the amount of land available to accommodate employment growth.

This EOA complies with the requirements of statewide planning Goal 9, the Goal 9 administrative rules (OAR 660 Division 9), and the court decisions that have interpreted them. Goal 9 requires cities to state objectives for economic development (OAR 660-009-0020(1)(a)) and to identify the characteristics of sites needed to accommodate industrial and other employment uses (OAR 660-009-0025(1)) over the 20-year planning period. This approach could be characterized as a *site-based* approach that projects land need based on the forecast for employment growth, the City's economic development objectives, and the specific needs of target industries.

The report was drafted in December 2018 and this version provides an update to that draft. This update includes the following changes: updated the employment forecast for the 2021 to 2041 period and updated the buildable lands inventory to reflect development that has occurred in Sherwood through June 2021.

## Background

The City of Sherwood last evaluated economic trends in an Economic Development Strategy and EOA in 2006, based on the 2000 Census data. Substantial changes have occurred in the national and regional economy since 2006 that have implications for economic growth in Sherwood, including the recovery from the Great Recession and changes in retail and increased automation. Since then, Greater Portland Inc. completed a five-year economic development strategy for the Portland region in 2015, *Greater Portland 2020*, defining emerging industry clusters and policies for economic development in the region. The City of Sherwood completed a concept plan for the Tonquin Employment Area in 2010 and an implementation plan for the area in 2015, building on policies in the 2006 EOA and aligning with the target industries identified by Greater Portland Inc. Since early 2020 the world has been impacted by the COVID-19 global pandemic. At this time, Sherwood has not analyzed the impacts that COVID-19 has had on state, regional and local employment trends. It is anticipated that the next update to the EOA will review the impacts and trends of the pandemic.

The purpose of this project was to develop a factual base to provide the City with information about current economic conditions. This factual basis, presented in this report, provides information necessary for updating the City's economic development Comprehensive Plan policies. This report identifies opportunities to meet the City's economic development objectives and develop Comprehensive Plan policies and implementation strategies that capitalize on the City's comparative advantages and address areas of economic weakness.

The EOA provides information that the City can use to identify and capitalize on its economic opportunities. It also provides information essential to addressing the City's challenges in managing economic development, such as a lack of larger industrial sites to support growth of businesses that require large sites, underutilized commercial land, underutilized industrial land, and a lack of policy direction to address these issues.

The EOA draws on information from numerous data sources, such as the Oregon Employment Department, U.S. Bureau of Economic Analysis, U.S. Bureau of Labor Statistics, and the U.S. Census. The EOA also uses information from the following reports:

- ♣ *Tonquin Employment Area: Market Analysis, Business Recruitment Strategy, and Implementation Plan*, June 5, 2015
- ♣ *Urban Growth Report*, Discussion Draft, Metro, July 3, 2018
- ♣ *Greater Portland 2020 Economic Prosperity for All: Regional Trends in Greater Portland's Target Clusters (2017)*
- ♣ *City of Sherwood Economic Development Strategy Final Report*, 2006

## Framework for an Economic Opportunities Analysis

The content of this report is designed to meet the requirements of Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009). The analysis in this report is designed to conform to the requirements for an Economic Opportunities Analysis in OAR 660-009 as amended.

1. *Economic Opportunities Analysis (OAR 660-009-0015)*. The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends; identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning or some other public input-based process in conjunction with state agencies.
2. *Industrial and commercial development policies (OAR 660-009-0020)*. Cities are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types, and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area. Finally, cities within a Metropolitan Planning Organization (which includes Sherwood) must adopt policies that identify a competitive short-term supply of land for desired industrial and other employment uses as an economic development objective.
3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025)*. Cities and counties must adopt measures to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies, and must designate serviceable land suitable to meet identified site needs.

Plans for cities and counties within a Metropolitan Planning Organization, or cities and counties that adopt policies relating to the short-term supply of land must designate suitable land to respond to economic development opportunities as they arise.

## Organization of this Report

This report is organized as follows:

- **Chapter 2. Buildable Lands Inventory** presents a summary of the inventory of employment lands. This chapter was updated in August 2021.
- **Chapter 3. Factors Affecting Future Economic Growth** summarizes historic economic trends that affect current and future economic conditions in Sherwood as well as Sherwood's competitive advantages for economic development.
- **Chapter 4. Employment Growth and Site Needs** presents a forecast for employment growth in Sherwood and describes the City's target industries and site needs for potential growth in industries. This chapter was updated in August 2021.
- **Chapter 5. Land Sufficiency and Conclusions** compares the supply of and demand for buildable lands and presents key concluding recommendations for Sherwood. This chapter was updated in August 2021.

This report also includes one appendix:

- **Appendix A, Buildable Lands Inventory Methodology**

## 2. Buildable Lands Inventory

This chapter provides a summary of the commercial and industrial buildable lands inventory (BLI) for the Sherwood City Limits, Tonquin Employment Area, and Brookman Annexation Area, as well as an analysis of the short-term supply of land. The City of Sherwood staff, in coordination with ECONorthwest staff, developed the buildable lands inventory analysis using Metro’s 2018 Buildable Lands Inventory as a starting point. The analysis complies with statewide planning Goal 9 policies that govern planning for employment uses. The full buildable lands inventory completed by City staff is presented in Appendix A.

This chapter was updated in August 2021 to include updated information about employment land developed through June 2021.

### Methods, Definitions, and Assumptions

The buildable lands inventory includes land in commercial and industrial Comprehensive Plan Designations within Sherwood’s city limits as well as in the Tonquin Employment Area and Brookman Annexation Area, which are outside of the city limits but expected to annex into Sherwood before development occurs.

#### Definitions

Metro developed the buildable lands inventory with a tax lot database from RLIS. The tax lot database is current as of March 2018. The inventory builds from the database to estimate buildable land by plan designation. A key step in the buildable lands inventory was to classify each tax lot into a set of mutually exclusive categories. Metro classified all tax lots in Sherwood into one of the following categories:

- ♣ *Vacant land.*<sup>1</sup> Any tax lot that is “fully vacant (Metro aerial photo)” or “with less than 2,000 sq. ft. developed AND developed part is under 10% of entire tax lot”; or that is “95% or more ‘vacant’ from the GIS vacant land inventory.”
- ♣ *Potentially redevelopable land.*<sup>2</sup> For tax lots that were not classified vacant or exempt, Metro included all other employment land tax lots in the strike-price model. Tax lots with a value greater than zero in the “net\_emp\_acres\_strike\_price” field in the Metro BLI GIS layer were considered to have redevelopment potential. The value in that field for each tax lot is the number of acres that is potentially redevelopable, not including constrained acres. Tax lots with a “net\_emp\_acres\_strike\_price” value of zero were considered developed.
- ♣ *Developed land.*<sup>3</sup> Tax lots with a “net\_emp\_acres\_strike\_price” value of zero were considered developed.
- ♣ *Exempt land.*<sup>4</sup> Land that is classified as either, “tax exempt with property codes for city, state, federal and Native American designations; schools; churches and social organizations; private

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<sup>1</sup> Appendix 2 Buildable Lands Inventory, 2018 Urban Growth Report (Discussion draft). Metro. June 2018. p. 20.  
\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf).

<sup>2</sup> Appendix 2 Buildable Lands Inventory, 2018 Urban Growth Report (Discussion draft). Metro. June 2018.  
\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf)

<sup>3</sup> Appendix 2 Buildable Lands Inventory, 2018 Urban Growth Report (Discussion draft). Metro. June 2018.  
\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf)

<sup>4</sup> Appendix 2 Buildable Lands Inventory, 2018 Urban Growth Report (Discussion draft). Metro. June 2018. pp. 20-21.  
\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf).

streets; rail properties; tax lots under 1,000 sq. ft. (0.023 gross acres); parks, open spaces and where possible private residential common areas.” Metro used GIS data and Assessor’s data to determine the status of exempt land. ECONorthwest included all tax lots classified as exempt land in the developed land tabular and mapping information, but these tax lots can still be distinguished in the GIS data layer.

ECONorthwest initially classified land using Metro’s categories and generated maps for City staff to review. City staff had previously reviewed Metro’s analysis for Sherwood, but there were a few updates to tax lots that had redeveloped since that review. ECONorthwest adjusted the classification accordingly and noted manual changes in the GIS data layer.

## Development constraints

The physical constraints used in the Sherwood buildable lands inventory include areas subject to landslides, areas with slopes greater than 15%,<sup>5</sup> lands within the 100-year flood plain, Metro’s Title 3 land (including Water Resource Conservation Areas), lands within Metro’s Title 13 Habitat Conservation Areas (Class I and II, A and B), Wetlands, and public facilities.

## Results of the Buildable Lands Inventory

As part of developing the buildable lands inventory, ECONorthwest staff worked with City staff to verify the results of the buildable land inventory. Staff carefully considered the accuracy of land identified as vacant and potentially redevelopable to ensure that these areas have capacity for additional development, given the development constraints present on each tax lot.

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<sup>5</sup> Metro’s calculation of constrained area for employment land includes slopes greater than 25%. Lands for commercial and industrial uses are typically developed on slopes no greater than 15%, so we used an “erase” function in GIS to determine any constrained areas that were not included in Metro’s calculation of constrained area. These additional constraints were subtracted from the “net\_emp\_strike\_price” value for tax lots designated as “potentially redevelopable,” and included in the total constraints layer and subtracted from the total area for tax lots designated as “vacant.”

## Land Base

Table 4 shows commercial and industrial land in Sherwood by classification (development status). The results show that Sherwood has 956 total acres in commercial and industrial plan designations. Of the 956 acres in the UGB, about 474 acres (50%) are in classifications with no development capacity, 233 acres (24%) are constrained, and 249 acres (26%) are buildable land with development capacity.

Table 4. Employment acres by classification and plan designation, Sherwood City Limits, Tonquin Employment Area, and Brookman Annexation Area, 2021

Plan Designation	Tax Lots	Total Acres	Total		
			Acres with No Development Capacity	Constrained Acres	Unconstrained Buildable Acres
<b>Commercial</b>	134	171	119	27	25
General Commercial	31	62	38	10	14
Neighborhood Commercial	2	1	1	0	0
Office Commercial	11	16	6	5	5
Retail Commercial	90	92	74	12	6
<b>Industrial</b>	115	478	290	91	97
General Industrial	66	238	158	19	61
Light Industrial	49	240	132	72	36
<b>Tonquin</b>	25	282	62	111	110
Future Development	25	282	62	111	110
<b>Brookman</b>	4	25	3	4	18
Future Development	4	25	3	4	18
<b>Total</b>	<b>278</b>	<b>956</b>	<b>474</b>	<b>233</b>	<b>249</b>
<b>Percent of Total</b>		<b>100%</b>	<b>50%</b>	<b>24%</b>	<b>26%</b>

Source: Appendix A, Table 21  
 Note: The numbers on this table may not add up exactly as a result of rounding.

## Vacant Buildable Land

Table 5 shows unconstrained buildable acres for vacant and potentially redevelopable land by plan designation. The results show that Sherwood has about 249 net buildable acres in commercial and industrial plan designations. Of this, 10% (25 acres) is in the commercial designations, 39% (97 acres) is in industrial designations, and 51% (127 acres) is designated as future development in the Tonquin Employment Area and Brookman Annexation Area.

Table 5. Employment land with unconstrained development capacity (Vacant, Potentially Redevelopable) by plan designation, Sherwood City Limits, Tonquin, and Brookman, 2021

Plan Designation	Unconstrained Vacant Acres	Unconstrained Potentially Redevelopable Acres	Total Unconstrained Buildable Acres
Commercial	11	14	25
General Commercial	5	8	13
Office Commercial	4	1	5
Retail Commercial	2	5	7
Industrial	31	66	97
General Industrial	17	44	61
Light Industrial	14	22	36
Tonquin	23	86	109
Future Development	23	86	109
Brookman	0	18	18
Future Development	0	18	18
<b>Total</b>	<b>65</b>	<b>184</b>	<b>249</b>
<b>Percent of Total</b>	<b>26%</b>	<b>74%</b>	<b>100%</b>

Source: Appendix A: Table 22.

Note: The numbers on this table may not add up exactly as a result of rounding.

## Future Development

The City of Sherwood provided information about properties included in the BLI that will likely develop after June 2021. Since these developments will capture a portion of the employment forecast for the 2021 to 2041 planning period, the land in these areas are included in the BLI as vacant or potentially redevelopable. About 60 acres are expected to develop after June 2021, with 17 acres of Light Industrial land and 43 acres of Future Development land in Tonquin Employment Area.

In total, the Future Development land in the Tonquin Employment Area and Brookman is likely to sufficiently meet both industrial and commercial demand over the next 20 years. However, if the rate of development increases beyond the EOA forecast, there will likely be a shortage of appropriate sites—particularly sites in excess of 10 acres—for employment growth in the City of Sherwood, thereby creating development opportunities in the future growth area of Sherwood West.

Map 1 shows Sherwood’s employment land by classification with development constraints and areas with anticipated development after June 2021.

**Map 1. Employment land by classification with development constraints, Sherwood City Limits, Tonquin, and Brookman, 2021**

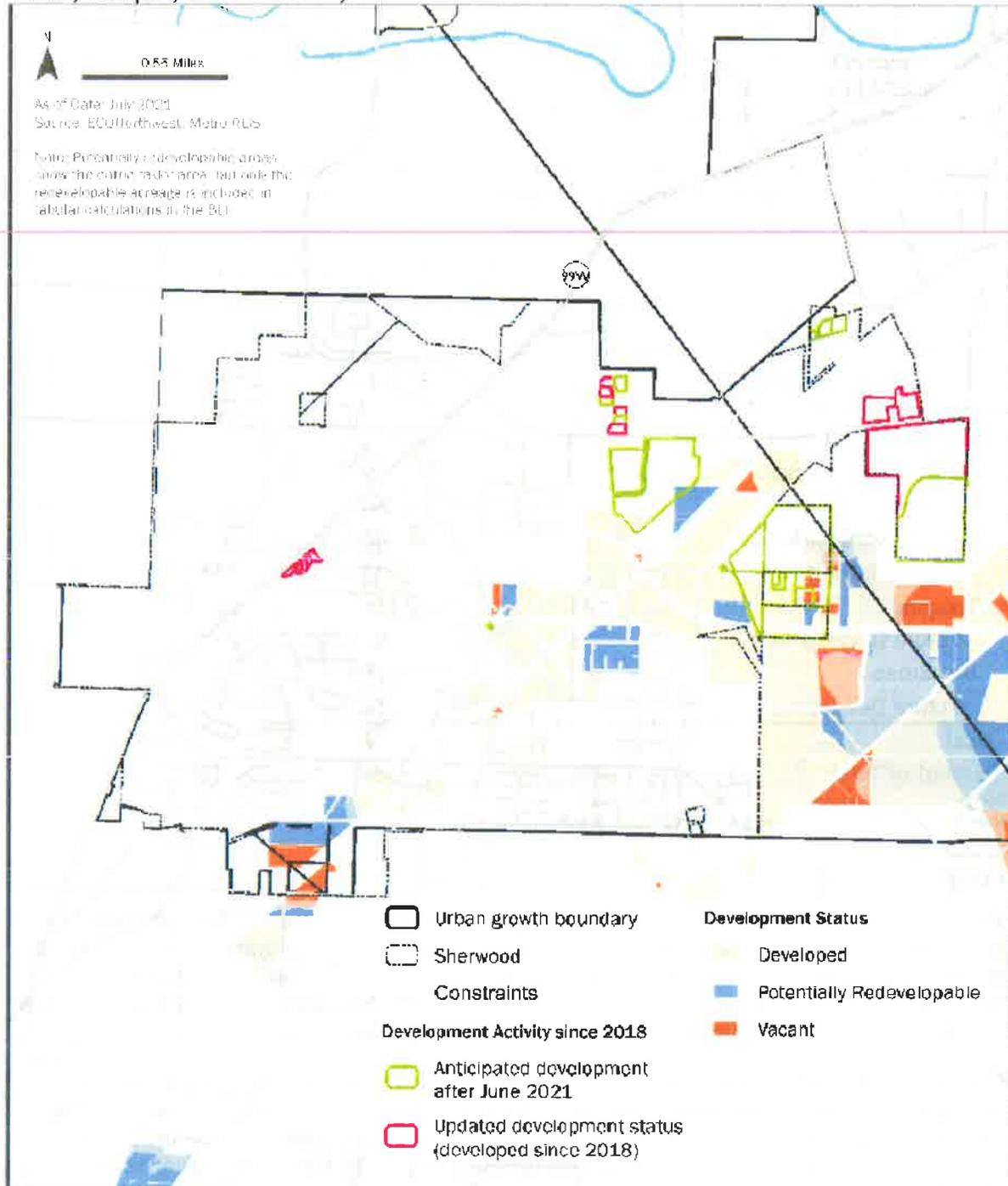


Table 6 shows the size of lots by plan designations for buildable employment land. Sherwood has 30 lots that are smaller than 2 acres (with 25 acres of land). Sherwood has 37 lots between 2 and 10 acres (183 acres of land), and 3 lots between 10 and 50 acres in size (42 acres of land).

**Table 6. Lot size by plan designation, buildable acres, Sherwood City Limits, Tonquin, and Brookman, 2021**

Plan Designation	Buildable Acres in Tax Lot				
	<1	1 - 1.99	2 - 4.99	5 - 9.99	10 - 49.99
<b>Acres</b>					
Commercial	3	4	13	5	0
General Commercial	1	0	7	5	0
Neighborhood Commercial	0	0	0	0	0
Office Commercial	2	1	3	0	0
Retail Commercial	0	3	3	0	0
Industrial	6	7	29	13	42
General Industrial	1	3	14	13	30
Light Industrial	5	4	15	0	12
Tonquin	2	3	16	89	0
Future Development	2	3	16	89	0
Brookman	0	0	11	7	0
Future Development	0	0	11	7	0
<b>Subtotal</b>	<b>11</b>	<b>14</b>	<b>69</b>	<b>114</b>	<b>42</b>
<b>Taxlots</b>					
Commercial	6	3	4	1	0
General Commercial	2	0	2	1	0
Neighborhood Commercial	0	0	0	0	0
Office Commercial	2	1	1	0	0
Retail Commercial	2	2	1	0	0
Industrial	11	5	10	2	3
General Industrial	3	2	5	2	2
Light Industrial	8	3	5	0	1
Tonquin	3	2	4	12	0
Future Development	3	2	4	12	0
Brookman	0	0	3	1	0
Future Development	0	0	3	1	0
<b>Subtotal</b>	<b>20</b>	<b>10</b>	<b>21</b>	<b>16</b>	<b>3</b>

Source: Appendix A: Table 23.

The data in Table 6 show that Sherwood has no commercial sites larger than 10 acres within the city limits. Sherwood does, however, have industrial sites larger than 10 acres (a total of 42 acres). In addition, the Tonquin Employment Area has 12 sites between 5 and 10 acres. The Brookman Annexation Area has 3 sites between 2 and 5 acres and 1 site between 5 and 10 acres.

The Tonquin Employment Area Concept Plan assumes that employment growth in the Tonquin Area will be predominantly industrial employment, with a total of 10 acres of land for retail and commercial uses to provide services to businesses and workers in the Tonquin Area.<sup>6</sup> The Brookman Addition Concept Plan assumes that employment growth in the Brookman Annexation Area will be about 13 acres of industrial use, 13 acres of office commercial use, and 2 acres of retail commercial use.<sup>7</sup>

<sup>6</sup> *Tonquin Employment Area Concept Plan: Preferred Concept Plan Report*, Final Report October 2010, Table IV-1.

<sup>7</sup> *Brookman Addition Concept Plan*. Final Report. May 2009. Pg. 16.

## Short-Term Land Supply

This section evaluates the short-term supply of employment land in Sherwood. It begins with an overview of the policy context that requires this analysis, and then it evaluates the short-term land supply.

### Policy context

The Goal 9 Administrative Rule (OAR 660-009) includes provisions that require certain cities to ensure an adequate short-term supply of industrial and other employment lands. OAR 660-009-005(10) defines short term supply as follows:

“...means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for the short-term supply of land. Funding availability is not required. "Competitive Short-term Supply" means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses.”

The Goal 9 rule also requires cities in a Metropolitan Planning Organization (MPO, which includes Sherwood) to make a commitment to provide a competitive short-term supply of land and establishes targets for the short-term supply of land. Specifically, OAR 660-009-0020(1)(b) states:

“Cities and counties within a Metropolitan Planning Organization must adopt a policy stating that a competitive short-term supply of land as a community economic development objective for the industrial and other employment uses selected through the economic opportunities analysis pursuant to OAR 660-009-0015.”

The rule goes on to clarify short-term land supply targets for cities in an MPO (OAR 660-009-0025):

(3) Short-Term Supply of Land. Plans for cities and counties within a Metropolitan Planning Organization or cities and counties that adopt policies relating to the short-term supply of land must designate suitable land to respond to economic development opportunities as they arise. Cities and counties may maintain the short-term supply of land according to the strategies adopted pursuant to OAR 660-009-0020(2).

(a) Except as provided for in subsections (b) and (c), cities and counties subject to this section must provide at least 25% of the total land supply within the urban growth boundary designated for industrial and other employment uses as short-term supply.

(b) Affected cities and counties that are unable to achieve the target in subsection (a) above may set an alternative target based on their economic opportunities analysis.

(c) A planning area with 10 percent or more of the total land supply enrolled in Oregon's industrial site certification program pursuant to ORS 284.565 satisfies the requirements of this section.

In summary, the rule requires Sherwood to assess the short-term supply of employment land based on the criteria that land can be ready for construction within one year. The determination is based on “engineering feasibility.”

### Analysis of short-term supply of land

The City of Sherwood staff worked with the results of the buildable lands supply to identify commercial and industrial land that meet the definition of short-term supply of land. The City’s approach was to:

- ♣ Assume that lands considered redevelopable in the Metro BLI should be considered serviceable, and therefore in the short-term supply.

- ♣ Examine whether buildable land within the city limits is serviceable, and therefore in the short-term supply.
- ♣ Assume that land in Brookman and Tonquin areas are not in the short-term supply.

The City did not consider lands outside of the city limits, such as land in the Tonquin Employment Area or Brookman Annexation Area in this analysis because development of these lands may take longer than one year from submission of a building permit. Sherwood does not have any certified industrial sites, so the City does not need to meet the requirements of OAR 660-009-0025(3)(c).

The results show that Sherwood has 27 acres of commercial land (on 134 tax lots) in the short-term supply of land and 97 acres of industrial land (on 115 tax lots) in the short-term supply of land. In comparison to all unconstrained buildable employment land (from Table 5), 50% of Sherwood’s employment land is in the short-term supply. Of this land, 17 acres of light industrial land is in the development pipeline and is expected to develop later in 2021 or in 2022.

Table 7 shows the short-term supply of commercial and industrial land by plan designation.

**Table 7. Short-term Supply of Commercial and Industrial Land, Sherwood City Limits, 2021**

Plan Designation	Taxlots	Buildable
		Acres
<b>Commercial</b>	134	27
General Commercial	31	14
Neighborhood Commercial	2	0
Office Commercial	11	6
Retail Commercial	90	7
<b>Industrial</b>	115	97
General Industrial	66	61
Light Industrial	49	36
<b>Total</b>	<b>249</b>	<b>124</b>

Source: ECONorthwest analysis of Metro RLIS GIS data, BLI.

## 3. Factors Affecting Future Economic Growth

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Sherwood exists as part of the larger economy of the Portland region<sup>8</sup> and is strongly influenced by regional economic conditions. For many factors, such as access to labor, Sherwood does not differ significantly from the broader region. For other factors, such as income, it does. Thus, Sherwood benefits from being a part of the larger regional economy and plays a specific role in it. Since early 2020 the world has been impacted by the COVID-19 global pandemic. At this time, Sherwood has not analyzed the impacts that COVID-19 has had on state, regional, and local employment trends. It is anticipated that the next update to the EOA will review the impacts and trends of the pandemic on Sherwood’s economic growth.

This chapter describes the factors affecting economic growth in Sherwood, including national and regional economic trends. The analysis presents Sherwood’s competitive advantages for growing and attracting businesses, which forms the basis for identifying potential growth industries in Sherwood.

### Factors that Affect Economic Development<sup>9</sup>

The fundamental purpose of Goal 9 is to make sure that a local government plans for economic development. The planning literature provides many definitions of economic development, both broad and narrow. Broadly,

“Economic development is the process of improving a community’s well-being through job creation, business growth, and income growth (factors that are typical and reasonable focus of economic development policy), as well as through improvements to the wider social and natural environment that strengthen the economy.”<sup>10</sup>

That definition acknowledges that a community’s well-being depends in part on narrower measures of economic well-being (e.g., jobs and income) and on other aspects of quality of life (e.g., the social and natural environment). In practice, cities and regions trying to prepare an economic development strategy typically use a narrower definition of economic development; they take it to mean business development, job growth, and job opportunity. The assumptions are that:

- ♣ Business and job growth are contributors to and consistent with economic development, increased income, and increased economic welfare. From the municipal point of view, investment and resulting increases in property tax are important outcomes of economic development.
- ♣ The evaluation of tradeoffs and balancing of policies to decide whether such growth is likely to lead to overall gains in well-being (on average and across all citizens and businesses in a jurisdiction, and all aspects of well-being) is something that decision makers do after an economic strategy has been presented to them for consideration.

That logic is consistent with the tenet of the Oregon land-use planning program: all goals matter, no goal dominates, and the challenge is to find a balance of conservation and development that is acceptable to a

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<sup>8</sup> In this analysis, the Portland region is defined as the three-county area including, Clackamas, Multnomah, and Washington Counties.

<sup>9</sup> The information in this section is based on previous Goal 9 studies conducted by ECONorthwest and the following publication: *An Economic Development Toolbox: Strategies and Methods*, Terry Moore, Stuart Meck, and James Ebenhoh, American

Planning Association, Planning Advisory Service Report Number 541, October 2006.

<sup>10</sup> *An Economic Development Toolbox: Strategies and Methods*, Terry Moore, Stuart Meck, and James Ebenhoh, American Planning Association, Planning Advisory Service Report Number 541, October 2006.

local government and state. Goal 9 does not dominate, but it legitimizes and requires that a local government focus on the narrower view of economic development that focuses on economic variables.

In that context, a major part of local economic development policy is about local support for business development and job growth; that growth comes from the creation of new firms, the expansion of existing firms, and the relocation or retention of existing firms. Thus, a key question for economic development policy is, *What are the factors that influence business and job growth, and what is the relative importance of each?* This document addresses that question in depth.

## What Factors Matter?

Why do firms locate where they do? There is no single answer—different firms choose their locations for different reasons. Key determinants of a location decision are a firm’s *factors of production*. For example, a firm that spends a large portion of total costs on unskilled labor will be drawn to locations where labor is relatively inexpensive. A firm with large energy demands will give more weight to locations where energy is relatively inexpensive. In general, firms choose locations they believe will allow them to maximize net revenues: if demand for goods and services are held roughly constant, then revenue maximization is approximated by cost minimization.

The typical categories that economists use to describe a firm’s production function are:

- ♣ **Labor.** Labor is often the most important factor of production. Other things equal, firms look at productivity—labor output per dollar. Productivity can decrease if certain types of labor are in short supply, which increases the costs by requiring either more pay to acquire the labor that is available, the recruiting of labor from other areas, or the use of the less productive labor that is available locally.
- ♣ **Land.** Demand for land depends on the type of firm. Manufacturing firms need more space and tend to prefer suburban locations where land is relatively less expensive and less difficult to develop. Warehousing and distribution firms need to locate close to interstate highways.
- ♣ **Local infrastructure.** An important role of government is to increase economic capacity by improving quality and efficiency of infrastructure and facilities, such as roads, bridges, water and sewer systems, airport and cargo facilities, energy systems, and telecommunications.
- ♣ **Access to markets.** Though part of infrastructure, transportation merits special attention. Firms need to move their product (either goods or services) to the market, and they rely on access to different modes of transportation to do this.
- ♣ **Materials.** Firms producing goods, and even firms producing services, need various materials to develop products that they can sell. Some firms need natural resources (i.e., raw lumber) and others may need intermediate materials (i.e., dimensioned lumber).
- ♣ **Entrepreneurship.** This input to production may be thought of as good management, or even more broadly as a spirit of innovation, optimism, and ambition that distinguishes one firm from another even though most of their other factor inputs may be quite similar.

The supply, cost, and quality of any of these factors obviously depend on market factors: on conditions of supply and demand locally, nationally, and even globally. But they also depend on public policy. In general, public policy can affect these factors of production through:

- ♣ **Regulation.** Regulations protect the health and safety of a community and help maintain the quality of life. Overly burdensome regulations, however, can be disincentives for businesses to locate in a community. Simplified bureaucracies and straightforward regulations can reduce the burden on businesses and help them react quickly in a competitive marketplace.

- ♣ **Taxes.** Firms tend to seek locations where they can optimize their after-tax profits. Tax rates are not a primary location factor—they matter only after businesses have made decisions based on labor, transportation, raw materials, and capital costs. The costs of these production factors are usually similar within a region. Therefore, differences in tax levels across communities within a region are more important in the location decision than are differences in tax levels between regions.
- ♣ **Financial incentives.** Governments can offer firms incentives to encourage growth. Most types of financial incentives have had little significant effect on firm location between regions. However, for manufacturing industries with significant equipment costs, property or investment tax credit or abatement incentives can play a significant role in location decisions. Incentives are more effective at redirecting growth within a region than they are at providing a competitive advantage between regions.

This discussion may make it appear that a location decision is based entirely on a straight-forward accounting of costs, with the best location being the one with the lowest level of overall costs. Studies of economic development, however, have shown that location decisions depend on a variety of other factors that indirectly affect costs of production. These indirect factors include agglomerative economies (also known as industry clusters), quality of life, and innovative capacity.

- ♣ **Industry clusters.** Firms with similar business activities can realize operational savings when they congregate in a single location or region. Clustering can reduce costs by creating economies of scale for suppliers. For this reason, firms tend to locate in areas where there is already a presence of other firms engaged in similar or related activities.
- ♣ **Quality of life.** A community that features many quality amenities, such as access to recreational opportunities, culture, low crime, good schools, affordable housing, and a clean environment can attract people simply because it is a nice place to be. A region's quality of life can attract skilled workers, and if the amenities lure enough potential workers to the region, the excess labor supply pushes their wages down so that firms in the region can find skilled labor for a relatively low cost. The characteristics of local communities can affect the distribution of economic development within a region, with different communities appealing to different types of workers and business owners. Sometimes location decisions by business owners are based on an emotional or historical attachment to a place or set of amenities, without much regard for the cost of other factors of production.
- ♣ **Innovative capacity.** Increasing evidence suggests that a culture promoting innovation, creativity, flexibility, and adaptability is essential to keeping U.S. cities economically vital and internationally competitive. Innovation is particularly important in industries that require an educated workforce. High-tech companies need to have access to new ideas typically associated with a university or research institute. Innovation affects both the overall level and type of economic development in a region. Government can be a key part of a community's innovative culture, through the provision of services and regulation of development and business activities that are responsive to the changing needs of business.

## How Important Are These Factors?

To understand how changes in public policies affect local job growth, economists have attempted to identify the importance for firms of different locational factors. They have used statistical models, surveys, and case studies to examine detailed data on the key factors that enter the business location decision.

Economic theory says that firms locate where they can reduce the costs of their factors of production (assuming demand for products and any other factors are held constant). Firms locate in regions where they have access to inputs that meet their quality standards, at a relatively low cost. Because firms are

different, the relative importance of different factors of production varies both across industries and, even more importantly, across firms.

No empirical analysis can completely quantify firm location factors because numerous methodological problems make any analysis difficult. For example, some would argue simplistically that firms would prefer locating in a region with a low tax rate to reduce tax expenses. However, the real issue is the value provided by the community for the taxes collected. Because taxes fund public infrastructure that firms need, such as roads, water, and sewer systems, regions with low tax rates may end up with poor infrastructure, making it less attractive to firms. When competing jurisdictions have roughly comparable public services (type, cost, and quality) and quality of life, then tax rates (and tax breaks) can make a difference.

Further complicating any analysis is the fact that many researchers have used public expenditures as a proxy for infrastructure quality. But large expenditures on roads do not necessarily equal a quality road system. It is possible that the money has been spent ineffectively and the road system is in poor condition.

An important aspect of this discussion is that the business function at a location matters more than a firm's industry. A single company may have offices spread across cities, with headquarters located in a cosmopolitan metropolitan area, the research and development divisions located near a concentration of universities, the back office in a suburban location, and manufacturing and distribution located in areas with cheap land and good interstate access.

The location decisions of businesses are primarily based on the availability and cost of labor, transportation, raw materials, and capital. The availability and cost of these production factors are usually similar within a region. Most economic development strategies available to local governments, however, only indirectly affect the cost of these primary location factors. Local governments can most easily affect tax rates, public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development are modest. Thus, most of the strategies available to local governments have only a modest effect on the level and type of economic development in the community.

Local governments in Oregon also play a central role in the provision of buildable land through inclusion of lands in the Urban Growth Boundary, as well as through determination of plan designations and zoning, and through provision of public services. Obviously, businesses need buildable land to locate or expand in a community. Providing buildable land alone is not sufficient to guarantee economic development in a community—market conditions must create demand for this land, and local factors of production must be favorable for business activity. In the context of expected economic growth and the perception of a constrained land supply in Washington County, the provision of buildable land has the potential to strongly influence the level and type of economic development in Sherwood. The provision of buildable land is one of the most direct ways that the City of Sherwood can affect the level and type of economic development in the community.

## Summary of the Effect of National, State and Regional Trends on Economic Development in Sherwood

This section presents a summary and the implications of national, state, and regional economic trends on economic growth in Sherwood, which are presented in Section 3.3.

<b>National, State, and Regional Economic Trends</b>	<b>Implications for Economic Growth in Sherwood</b>
<p><b>Moderate growth rates and recovery from the national recession</b></p> <p>After the end of the recession in 2009, economic growth returned to the U.S. economy, with persistent increases in real GDP (a 2.3 percentage point growth in 2017 relative to 2016)<sup>11</sup>, a steady job growth (about 2.1 million jobs were added during 2017)<sup>12</sup>, and a decline in the unemployment rate (about 4.1% in 2017 compared to the recessionary peak of 9.9%).<sup>13</sup></p> <p>Unemployment at the national level has gradually declined since the height of the recession. Unemployment rates in Oregon are typically higher than those of the nation as a whole.</p> <p>The federal government’s economic forecast predicts a moderate pace of economic growth, with gradual increases in employment and real GDP (roughly 3% through the end of 2016).</p> <p>IHS Economic projects that Oregon’s economy will be the fifth fastest-growing among all states in the U.S., averaging annual growth of about 2.7% through 2023.<sup>14</sup></p>	<p>The rate of employment growth in Sherwood will depend, in part, on the rate of employment growth in Oregon and the nation. Sherwood’s employment growth is most closely tied to growth in Washington County, which has higher wages than the state average. The types of employment identified as having growth potential and higher than average wages in the Portland Region and in Washington County are Computer and Electronics, Software and Media, Clean Tech, Athletic and Outdoors, Metals and Machinery, and Health Science and Tech.</p> <p>The Oregon Employment Department forecasts that employment in Portland (which includes Clackamas, Multnomah, and Washington counties) will grow by about 13% from 2017 levels. Private Educational and Health Services, Trade, Transportation, and Utilities, Leisure and Hospitality, Construction, and Manufacturing will make up the majority of the region’s growth.</p>
<p><b>Growth of service-oriented sectors</b></p>	<p>The changes in employment in Washington County have followed similar trends as the changes in national and state employment. The service sector showed the greatest change in share of employment since 1980.</p>

<sup>11</sup> Federal Reserve Bank of St. Louis, FRED Economic Data, Real Gross Domestic Product (GDPC1), Billions of Chained 2009 Dollars, Seasonally Adjust Annual Rate. Retrieved from: [\\*\\*\\*\\*\\*fred.stlouisfed.org/series/GDPC1#0](https://fred.stlouisfed.org/series/GDPC1#0), on June 25, 2018.

<sup>12</sup> Bureau of Labor Statistics. Economic News Release, Employment Situation News Release, December 2017. Published on January 5, 2018. Retrieved from: [\\*\\*\\*\\*\\*.bls.gov/news.release/archives/empsit\\_01052018.htm](https://www.bls.gov/news.release/archives/empsit_01052018.htm), on June 25, 2018.

<sup>13</sup> Bureau of Labor Statistics. Current Population Survey, Unemployment Rate, Seasonally Adjusted, 16 years and over. Retrieved from [\\*\\*\\*\\*\\*.bls.gov/data/](https://www.bls.gov/data/), on June 25, 2018.

<sup>14</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2018. Vol. XXXVIII, No. 1, page 16. [\\*\\*\\*\\*\\*oregon.gov/das/OEA/Documents/forecast0318.pdf](https://www.oregon.gov/das/OEA/Documents/forecast0318.pdf).

National, State, and Regional Economic Trends	Implications for Economic Growth in Sherwood
<p>Increased worker productivity and the international outsourcing of routine tasks led to declines in employment in the major goods-producing industries. Projections from the Bureau of Labor Statistics indicate that U.S. employment growth will continue to be strongest in healthcare and social assistance, professional and business services, and other service industries. Construction employment will grow with the economy, but manufacturing employment will decline. These trends are also expected to affect the composition of Oregon's economy, although manufacturing in Oregon will grow.</p>	<p>The Oregon Employment Department forecasts that the service sectors likely to have the most employment growth in Portland—the region that includes Washington County—over the 2017 to 2027 period are: Professional and Business Services, Private Education and Health Services, and Leisure and Hospitality. These sectors represent employment opportunities for Sherwood.</p>
<p><b>Importance of small businesses in Oregon's economy</b></p> <p>Small business, with 100 or fewer employees, account for 66% of private-sector employment in Oregon. Workers of small businesses typically have had lower wages than the state average.</p>	<p>The average size for a private business in Sherwood is 9 employees per business, compared to the State average of 11 employees per private business.</p> <p>Businesses with 50 or fewer employees account for roughly 57% of private employment in Sherwood. Businesses with 9 or fewer employees account for 20% of private employment and 4 or fewer account for 10% of private employment</p> <p>Growth of small businesses presents key opportunities for economic growth in Sherwood.</p>
<p><b>Availability of trained and skilled labor</b></p> <p>Businesses in Oregon are generally able to fill jobs, either from available workers living within the State, or by attracting skilled workers from outside of the State.</p> <p>Availability of labor depends, in part, on population growth and in-migration. Oregon added more than 1,299,000 new residents and about 605,000 new jobs between 1990 and 2016. The population-employment ratio for the State was about 2.3 residents per job over the 24-year period.</p> <p>Availability of labor also depends on workers' willingness to commute. Workers in Oregon typically have a commute that is 30 minutes or shorter.</p> <p>Availability of skilled workers depends, in part, on educational attainment. About 31% of Oregon's workers have a Bachelor's degree or higher.</p>	<p>Employment in Washington County grew at about 1.4% annually over the 2000 to 2016 period, while population grew at about 2.4% over the same period.</p> <p>About 48% of workers at businesses located in Sherwood lived in Washington County, and 8% lived within Sherwood city limits. Firms in Sherwood attracted workers from the Portland Region. Over 90% of workers in Sherwood commuted into the city from elsewhere, many from Portland (22% of Sherwood workers), Beaverton (8%), and Tigard (8%). These commuting patterns are similar to commuting in other cities in the Portland area. Businesses in Sherwood are able to pull data from across the Westside of the Portland Region and from across the rest of the Portland Region.</p> <p>Sherwood's residents were more likely to have earned a Bachelor's degree or higher (46%) than the State average (31%).</p>

National, State, and Regional Economic Trends	Implications for Economic Growth in Sherwood
	<p>With historically low unemployment rates, businesses in Sherwood may have difficulties attracting employees, consistent with the experience of other cities in the Region. However, the lower wages at businesses and Sherwood may make attracting employees more difficult.</p>
<p><b>Aging of the population</b></p> <p>The number of Oregonians aged 65 and older will nearly double between 2015 and 2050, while the number of people under age 65 will grow by only about 29%. The economic effects of this demographic change include a slowing of the growth of the labor force, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.</p> <p>Furthermore, people are retiring later than previous generations and continuing to work past 65 years old. This trend is seen both at the national and State levels. Even given this trend, the need for workers to replace retiring Baby Boomers will outpace job growth. Management occupations and teachers will have the greatest need for replacement workers because these occupations have older-than-average workforces.</p>	<p>The changes in the Washington County's age structure are similar to that of the State, with the most growth observed in people 60 years and older.</p> <p>The State projects that the share of the population over the age of 60 in the Washington County will increase from 18% to 27% from 2015 to 2035.</p> <p>Firms in Sherwood will need to replace workers as they retire. Demand for replacement workers may outpace job growth in Sherwood, consistent with State trends. Given the CBO's forecast of relatively low unemployment rates (about 4.9% through 2027), businesses in Sherwood (and throughout the State) may have difficulties finding replacement workers.</p>
<p><b>Increases in energy prices</b></p> <p>Although energy prices are relatively low by historical standards, over the long-term, energy prices are forecast to grow as the economy and the population grows.</p> <p>As energy prices increase over the planning period of 2017 to 2050, energy consumption for transportation may decrease. Though with expected increases in fuel economy, people will be able to travel longer distances while consuming less energy. The U.S. Energy Information Administration estimates that transportation energy consumption declines as a result of increasing fuel economy more than offsets the total growth in vehicle miles traveled (VMT). VMT for passenger vehicles is forecasted to increase through 2050.</p>	<p>In 2017, lower energy prices have decreased the costs of commuting. Over the long-term, if energy prices increase, these higher prices will likely affect the mode of commuting before affecting workers' willingness to commute. For example, commuters may choose to purchase a more energy-efficient car, use the bus, or carpool.</p> <p>Very large increases in energy prices may affect workers' willingness to commute, especially workers living the furthest from Sherwood or workers with lower paying jobs. In addition, very large increases in energy prices may make shipping freight long distances less economically feasible, resulting in a slow-down or reversal of off-shore manufacturing, especially of large, bulky goods.</p>
<p><b>Comparatively low wages</b></p> <p>The income of a region affects the workforce and the types of businesses attracted to the region. Average income affects workers and businesses in different ways. Workers may be attracted to a region with higher average wage or high wage jobs. Businesses, however, may prefer to locate in regions with lower</p>	<p>Income in Oregon has historically been below national averages, and Washington County's per capita personal income has remained above that of the State and the nation. While the county's average wages followed a similar trend as personal income, they remained well above the State in both 2000 and 2016. In 2016, Washington County's</p>

<p align="center"><b>National, State, and Regional Economic Trends</b></p>	<p align="center"><b>Implications for Economic Growth in Sherwood</b></p>
<p>wages, where the cost of doing business may be lower.</p> <p>Since the early 1980's, Oregon's per capita personal income has been consistently lower than the U.S. average. In 2016, Oregon's per capita wage was 92% of the national average. From 2000 to 2016 nominal wages in the nation grew by 52% from \$35,300 to \$53,600, while wages in Oregon increased by 51% from \$32,800 to \$49,500.</p>	<p>average wage was about \$65,908 compared to the State (\$49,467).</p> <p>There are two basic reasons that wages are higher in Washington County than in the U.S.: (1) wages for similar jobs tend to be higher; (2) the occupational mix of employment is weighted towards higher paying occupations such as manufacturing.</p> <p>In addition, wages in Washington County and Oregon tend to be more volatile than the national average. The major reason for this volatility is that the relative lack of diversity in the State and County economy.</p> <p>Average wages in Sherwood are lower than Washington County and Oregon. For example, the average wage in Sherwood in 2016 was \$38,696, compared to \$65,908 in Washington County and \$49,467 in Oregon.</p> <p>This difference is due to the larger share of lower-paying service sector jobs in Sherwood, compared to the Portland region.</p> <p>The median income in Sherwood (\$86,111), however, is higher than Washington County (\$69,743). This disparity in wages and income reflect that Sherwood residents are employed in other cities in the Portland region, but not in Sherwood.</p>
<p><b>Education as a determinant of wages</b></p> <p>The majority of the fastest growing occupations will require an academic degree, and on average, they will yield higher incomes than occupations that do not require an academic degree.</p> <p>The fastest-growing occupations requiring an academic degree will be registered nurses, software developers, general and operations managers, accountants and auditors, market research analysts and marketing specialists, and management analysts. Occupations that do not require an academic degree (e.g., retail salesperson, food preparation workers, and home care aides) will grow, accounting for approximately 71% of all new jobs by 2026. These occupations typically have lower pay than occupations requiring an academic degree.</p>	<p>Sherwood's residents were more likely to have obtained a Bachelor's degree or higher compared to Oregon residents as a whole (46% versus 31%).</p> <p>Businesses that want to locate in Sherwood can draw from the labor pool of the Portland region, especially the higher-educated population of workers living in Washington County.</p>

<p align="center"><b>National, State, and Regional Economic Trends</b></p>	<p align="center"><b>Implications for Economic Growth in Sherwood</b></p>
<p>The national median income for people over the age of 25 in 2017 was about \$47,164. Workers without a high school diploma earned \$20,124 less than the median income, and workers with a high school diploma earned \$10,140 less than the median income. Workers with some college earned \$6,916 less than median income, and workers with a bachelor’s degree earned \$13,832 more than the median. Workers in Oregon experience the same patterns as the nation but pay is generally lower in Oregon than the national average.</p>	
<p><b>Importance of high quality natural resources</b></p> <p>The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. Increases in the population and in households’ incomes, plus changes in tastes and preferences, have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region’s quality of life and play an important role in attracting both households and firms.</p>	<p>The region’s high quality natural resources present economic growth opportunities for Sherwood, ranging from agriculture and wineries to amenities that attract visitors and contribute to the region’s high quality of life.</p>

## National Trends

Economic development in Sherwood over the next 20 years will occur in the context of long-run national trends. The most important of these trends include:

- ♣ **Economic growth will continue at a moderate pace.** Analysis from the Congressional Budget Office (CBO) predicts moderate growth of just above 2.0% GDP throughout 2018 and over the next decade, assuming current laws remain intact, and a growth of around 1.9% per year until 2027.

The unemployment rate is expected to decrease to 4.3% by the end of 2017 and fall to 4.2% early 2018. Growth in hourly compensation may increase labor force participation, slowing its longer-term decline.

Unemployment is expected to be 4.9% from 2021-2027, which is slightly above the estimated natural rate of unemployment but considerably lower than unemployment rates for 2010 to 2015 (during the recovery from the 2007-2009 recession).<sup>15</sup>

- ♣ **The aging of the Baby Boomer generation, accompanied by increases in life expectancy.** As the Baby Boomer generation continues to retire, the number of Social Security recipients is expected to increase from 59 million in 2014 to over 90 million in 2035, a 53% increase. However, due to lower-birth rate replacement generations, the number of covered workers is only expected to increase 14.7% over the same time period, from 165 million to almost 190 million in 2035. Currently, there are 36 Social Security beneficiaries per 100 covered workers in 2014 but by 2035 there will be 58 beneficiaries per 100 covered workers. This will increase the percent of the federal budget dedicated to Social Security and Medicare.<sup>16</sup>

Baby boomers are expecting to work longer than previous generations. An increasing proportion of people in their early- to mid-50s expect to work full-time after age 65. In 2004, about 40% of these workers expect to work full-time after age 65, compared with about 30% in 1992.<sup>17</sup> This trend can be seen in Oregon, where the share of workers 65 years and older grew from 2.9% of the workforce in 2000 to 4.1% of the workforce in 2010, an increase of 41%. Over the same ten-year period, workers 45 to 64 years increased by 15%.<sup>18</sup>

- ♣ **Need for replacement workers.** The need for workers to replace retiring baby boomers will outpace job growth. According to the Bureau of Labor Statistics, total employment in the United States will grow by about 11.5 million jobs over 2016 to 2026. Annually, they estimate there will be 18.7 million occupational openings over the same period. This exhibits the need for employees over the next decade as the quantity of openings per year is large relative to expected employment growth. About 71% of annual job openings are in occupations that do not require postsecondary education.<sup>19</sup>

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<sup>15</sup> Congressional Budget Office. An Update to the Budget and Economic Outlook: 2017-2027. June 2017. [\\*\\*\\*\\*\\*.cbo.gov/system/files/115th-congress-2017-2018/reports/52801-june2017outlook.pdf](https://www.cbo.gov/system/files/115th-congress-2017-2018/reports/52801-june2017outlook.pdf).

<sup>16</sup> The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2015, *The 2015 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, May 13, 2015.

<sup>17</sup> "The Health and Retirement Study," 2007, National Institute of Aging, National Institutes of Health, U.S. Department of Health and Human Services.

<sup>18</sup> Analysis of 2000 Decennial Census data and 2010 U.S. Census American Community Survey, 1-Year Estimates for the table Sex by Age by Employment Status for the Population 16 Years and Over

<sup>19</sup> "Occupational Employment Projections to 2016-2026," Bureau of Labor Statistics, 2018.

♣ **The importance of education as a determinant of wages and household income.** According to the Bureau of Labor Statistics, a majority of the fastest growing occupations will require an academic degree, and on average, they will yield higher incomes than occupations that do not require an academic degree. The fastest-growing occupations requiring an academic degree will be registered nurses, software developers, general and operations managers, accountants and auditors, market research analysts and marketing specialists, and management analysts. Occupations that do not require an academic degree (e.g., retail salesperson, food preparation workers, and home care aides) will grow, accounting for approximately 71% of all new jobs by 2026. These occupations typically have lower pay than occupations requiring an academic degree.<sup>20</sup>

The national median income for people over the age of 25 in 2017 was about \$47,164. Workers without a high school diploma earned \$20,124 less than the median income, and workers with a high school diploma earned \$10,140 less than the median income. Workers with some college earned \$6,916 less than median income, and workers with a bachelor's degree earned \$13,832 more than median. Workers in Oregon experience the same patterns as the nation but pay is generally lower in Oregon than the national average.<sup>21</sup>

♣ **Increases in labor productivity.** Productivity, as measured by output per hour of labor input, increased in most sectors between 2000 and 2010, peaking in 2007. However, productivity increases were interrupted by the recession. After productivity decreases from 2007 to 2009, many industries saw large productivity increases from 2009 to 2010. Industries with the fastest productivity growth were Information Technology-related industries. These include wireless telecommunications carriers, computer and peripheral equipment manufacturing, electronics and appliance stores, and commercial equipment manufacturing wholesalers.<sup>22</sup>

Since the end of the recession (or 2010), labor productivity has increased across a handful of large sectors but has also decreased in others. In wholesale trade, productivity—measured in output per hour—increased by 19% over 2009 to 2017. Retail trade gained even more productivity over this period at 25%. Food services, however, have remained stagnant since 2009, fluctuating over the nine-year period and shrinking by 0.01% over this time frame. Additionally, the Bureau of Labor Statistics reports multifactor productivity in manufacturing has been slowing down 0.3% per year over the 2004 to 2016 period. Much of this, they note, is due to slowdown in semiconductors, other electrical component manufacturing, and computer and peripheral equipment manufacturing.<sup>23</sup>

♣ **Increases in automation across sectors.** Automation is a long-running trend in employment, with increases in automation (and corresponding increases in productivity) over the last century and longer. The pace of automation is increasing, and the types of jobs likely to be automated over the next 20 years (or longer) is broadening. Lower paying jobs are more likely to be automated, with potential for automation of more than 80% of jobs paying less than \$20 per hour over the next 20 years. About 30% of jobs paying \$20 to \$40 per hour and 4% of jobs paying \$40 or more are at risk of being automated over the next 20 years.<sup>24</sup>

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<sup>20</sup> “Occupational Employment Projections to 2016-2026,” Bureau of Labor Statistics, 2018.

<sup>21</sup> Bureau of Labor Statistics, Employment Projections, March 2018. \*\*\*\*\*.bls.gov/emp/ep\_chart\_001.htm

<sup>22</sup> Brill, Michael R. and Samuel T. Rowe, “Industry Labor Productivity Trends from 2000 to 2010.” Bureau of Labor Statistics, *Spotlight on Statistics*, March 2013.

<sup>23</sup> Michael Brill, Brian Chanksy, and Jennifer Kim. “Multifactor productivity slowdown in U.S. manufacturing,” *Monthly Labor Review*, U.S. Bureau of Labor Statistics, July 2018. Retrieved from: \*\*\*\*\*.bls.gov/opub/mlr/2018/article/multifactor-productivity-slowdown-in-us-manufacturing.htm.

<sup>24</sup> Executive Office of the President. (2016). Artificial Intelligence, Automation, and the Economy.

Low- to middle-skilled jobs that require interpersonal interaction, flexibility, adaptability, and problem solving will likely persist into the future as will occupations in technologically lagging sectors (e.g. production of restaurant meals, cleaning services, hair care, security/protective services, and personal fitness).<sup>25</sup> This includes occupations such as (1) recreational therapists, (2) first-line supervisors of mechanics, installers, and repairers, (3) emergency management directors, (4) mental health and substance abuse social workers, (5) audiologists, (6) occupational therapists, (7) orthotists and prosthetists, (8) healthcare social workers, (9) oral and maxillofacial surgeons, and (10) first-line supervisors of firefighting and prevention workers. Occupations in the service and agricultural or manufacturing industry are most at-risk of automation because of the manual-task nature of the work.<sup>26,27,28</sup> This includes occupations such as (1) telemarketers, (2) title examiners, abstractors, and searchers, (3) hand sewers, (4) mathematical technicians, (5) insurance underwriters, (6) watch repairers, (7) cargo and freight agents, (8) tax preparers, (9) photographic process workers and processing machine operators, and (10) accounts clerks.<sup>29</sup>

- ♣ **Consolidation of Retail.** Historical shift in retail businesses, starting in the early 1960s, was the movement from one-off, ‘mom and pop shops’ toward superstores and the clustering of retail into centers or hubs. Notably, we still see this trend persist; for example, in 1997, the 50 largest retail firms accounted for about 26% of retail sales and by 2007, they accounted for about 33%.<sup>30</sup> The more recent shift began in the late 1990s, where technological advances have provided consumers the option to buy goods through e-commerce channels. The trend toward e-commerce has become increasingly preferential to millennials and Generation X, who are easier to reach online and are more responsive to digital ads than older generations.<sup>31</sup> Since 2000, e-commerce sales grew from 0.9% to 6.4% (2014) and are forecasted to reach 12% by 2020. It is reasonable to expect this trend to continue. With it has come closures of retail stores. By 2027 for example, an estimated 15% of about 1,050 U.S. malls in smaller markets will close, impacting local employment levels, local government revenue streams (tax dollars), and neighborhood character.

The draft 2018 Metro Urban Growth Report<sup>32</sup> describes the uneven impact on retail from e-commerce. Overall, e-commerce accounts for 9% of national retail sales, with online sales growing at a faster rate than retail sales growth overall. Nationally, non-store retailers are negatively affecting furniture stores, electronics, clothing, and recreational goods (e.g., sporting goods, hobby supplies, and books and music). The retail types that grew strongly in the Portland Region between 2007 and 2017 were grocery stores, general merchandise stores, and miscellaneous specialty retailers.

While it is unclear what impact e-commerce will have on employment and brick and mortar retail, it seems probable that e-commerce sales will continue to grow, shifting business away from

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<sup>25</sup> Autor, David H. (2015). Why Are There Still So Many Jobs? The History and Future of Workplace Automation. *Journal of Economic Perspectives*, Volume 29, Number 3, Summer 2015, Pages 3–30.

<sup>26</sup> Frey, Carl Benedikt and Osborne, Michael A. (2013). The Future of Employment: How Susceptible Are Jobs to Computerisation? Oxford Martin School, University of Oxford.

<sup>27</sup> Otekhile, Cathy-Austin and Zeleny, Milan. (2016). Self Service Technologies: A Cause of Unemployment. *International Journal of Entrepreneurial Knowledge*. Issue 1, Volume 4. DOI: 10.1515/ijek-2016-0005.

<sup>28</sup> PwC. (n.d.). Will robots really steal our jobs? An international analysis of the potential long-term impact of automation.

<sup>29</sup> Frey, Carl Benedikt and Osborne, Michael A. (2013). The Future of Employment: How Susceptible Are Jobs to Computerisation? Oxford Martin School, University of Oxford.

<sup>30</sup> Hortaçsu, Ali and Syverson, Chad. (2015). The Ongoing Evolution of US Retail: A Format Tug-of-War. *Journal of Economic Perspectives*, Volume 29, Number 4, Fall 2015, Pages 89-112.

<sup>31</sup> Pew Research Center (2010b). Generations 2010. Retrieved Online at: \*\*\*\*\*pewinternet.org/Reports/2010/Generations-2010.aspx

<sup>32</sup> *Urban Growth Report*, Discussion Draft, Metro, July 3, 2018, Appendix 4.

some types of retail. Over the next decades, communities must begin considering how to redevelop and reuse retail buildings in shopping centers, along corridors, and in urban centers.

The types of retail and related services that remain will likely be sales of goods that people prefer to purchase in person or that are difficult to ship and return (e.g., large furniture), specialty goods, groceries and personal goods that maybe needed immediately, restaurants, and experiences (e.g., entertainment or social experiences).

♣ **The importance of high-quality natural resources.** The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. High-quality natural resources continue to be important in some states, especially in the Western U.S. Increases in the population and in households' incomes, plus changes in tastes and preferences have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region's quality of life and play an important role in attracting both households and firms.<sup>33</sup>

♣ **Continued increase in demand for energy.** Energy prices are forecasted to increase over the planning period. While energy use per capita is expected to decrease through 2050, total energy consumption will increase with rising population. Energy consumption is expected to grow primarily from industrial (0.9%) and, to a lesser extent, commercial users (0.4%). Residential consumption is forecasted to stagnate (0.0%), and transportation will slightly decrease (-0.1%). This decrease in energy consumption for transportation is primarily due to increased federal standards and increased technology for energy efficiency in vehicles. Going forward through the projection period, potential changes in federal laws (such as decreases in car emissions) leave energy demand somewhat uncertain.

Energy consumption by type of fuel is expected to change over the planning period. By 2050, the U.S. will continue to shift from crude oil towards natural gas and renewables. For example, from 2017 to 2050, the Energy Information Administration projects that U.S. overall energy consumption will average a 0.4% annual growth rate, while consumption of renewable sources grows at 1.4% per year. With increases in energy efficiency, strong domestic production of energy, and relatively flat demand for energy by some industries, the U.S. will be able to be a net exporter of energy over the 2017 to 2050 period. Demand for electricity is expected to increase, albeit slowly, over 2017 to 2050 as population grows and economic activity increases.<sup>34</sup>

♣ **Impact of rising energy prices on commuting patterns.** As energy prices increase over the planning period, energy consumption for transportation will decrease. These increasing energy prices may decrease willingness to commute long distances, though with expected increases in fuel economy, it could be that people commute further while consuming less energy.<sup>35</sup> Over 2019 to 2035, the U.S. Energy Information Administration estimates in its forecast that the decline in transportation energy consumption as a result of increasing fuel economy more than offsets the total growth in vehicle miles traveled (VMT). VMT for passenger vehicles is forecasted to increase through 2050.

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<sup>33</sup> For a more thorough discussion of relevant research, see, for example, Power, T.M. and R.N. Barrett. 2001. *Post-Cowboy Economics: Pay and Prosperity in the New American West*. Island Press, and Kim, K.-K., D.W. Marcouiller, and S.C. Deller. 2005. "Natural Amenities and Rural Development: Understanding Spatial and Distributional Attributes." *Growth and Change* 36 (2): 273-297.

<sup>34</sup> Energy Information Administration, 2018, *Annual Energy Outlook 2018 with Projections to 2050*, U.S. Department of Energy, February 2018. [\\*\\*\\*\\*\\*eia.gov/outlooks/aeo/pdf/AEO2018.pdf](https://www.eia.gov/outlooks/aeo/pdf/AEO2018.pdf). Note, the cited growth rates are shown in the Executive Summary and can be viewed here: [\\*\\*\\*\\*\\*.eia.gov/outlooks/aeo/data/browser/#/?id=2-AEO2018&cases=ref2018&sourcekey=0](https://www.eia.gov/outlooks/aeo/data/browser/#/?id=2-AEO2018&cases=ref2018&sourcekey=0).

<sup>35</sup> Energy Information Administration, 2018, *Annual Energy Outlook 2018 with Projections to 2050*, U.S. Department of Energy, February 2018.

- ♣ **Potential impacts of global climate change.** The consensus among the scientific community that global climate change is occurring expounds important ecological, social, and economic consequences over the next decades and beyond.<sup>36</sup> Extensive research shows that Oregon and other western states already have experienced noticeable changes in climate and predicts that more change will occur in the future.<sup>37</sup>

In the Pacific Northwest, climate change is likely to (1) increase average annual temperatures, (2) increase the number and duration of heat waves, (3) increase the amount of precipitation falling as rain during the year, (4) increase the intensity of rainfall events, and 5) increase sea level. These changes are also likely to reduce winter snowpack and shift the timing of spring runoff earlier in the year.<sup>38</sup>

These anticipated changes point toward some of the ways that climate change is likely to impact ecological systems and the goods and services they provide. There is considerable uncertainty about how long it would take for some of the impacts to materialize and the magnitude of the associated economic consequences. Assuming climate change proceeds as today's models predict, however, some of the potential economic impacts of climate change in the Pacific Northwest will likely include:<sup>39</sup>

- ♣ *Potential impact on agriculture and forestry.* Climate change may impact Oregon's agriculture through changes in growing season, temperature ranges, and water availability.<sup>40</sup> Climate change may impact Oregon's forestry through an increase in wildfires, a decrease in the rate of tree growth, a change in the mix of tree species, and increases in disease and pests that damage trees.<sup>41</sup>
- ♣ *Potential impact on tourism and recreation.* Impacts on tourism and recreation may range from (1) decreases in snow-based recreation if snow-pack in the Cascades decreases, (2)

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<sup>36</sup> Karl, T.R., J.M. Melillo, and T.C. Peterson, eds. 2009. *Global Climate Change Impacts in the United States*. U.S. Global Change Research Program. June. Retrieved June 16, 2009, from [\\*\\*\\*.globalchange.gov/usimpacts](http://www.globalchange.gov/usimpacts); and Pachauri, R.K. and A. Reisinger, eds. 2007. *Climate Change 2007: Synthesis Report. Contribution of Working Groups I, II, and III to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*.

<sup>37</sup> Doppelt, B., R. Hamilton, C. Deacon Williams, et al. 2009. *Preparing for Climate Change in the Upper Willamette River Basin of Western Oregon*. Climate Leadership Initiative, Institute for a Sustainable Environment, University of Oregon. March. Retrieved June 16, 2009, from [\\*\\*\\*\\*\\*climlead.uoregon.edu/pdfs/willamette\\_report3.IIFINAL.pdf](http://*****climlead.uoregon.edu/pdfs/willamette_report3.IIFINAL.pdf) and Doppelt, B., R. Hamilton, C. Deacon Williams, et al. 2009. *Preparing for Climate Change in the Rogue River Basin of Southwest Oregon*. Climate Leadership Initiative, Institute for a Sustainable Environment, University of Oregon. March. Retrieved June 16, 2009 from [\\*\\*\\*\\*\\*climlead.uoregon.edu/pdfs/ROGUE%20WS\\_FINAL.pdf](http://*****climlead.uoregon.edu/pdfs/ROGUE%20WS_FINAL.pdf)

<sup>38</sup> Mote, P., E. Salathe, V. Duliere, and E. Jump. 2008. *Scenarios of Future Climate for the Pacific Northwest*. Climate Impacts Group, University of Washington. March. Retrieved June 16, 2009, from [\\*\\*\\*\\*\\*cses.washington.edu/db/pdf/motecetal2008scenarios628.pdf](http://*****cses.washington.edu/db/pdf/motecetal2008scenarios628.pdf); Littell, J.S., M. McGuire Elsner, L.C. Whitely Binder, and A.K. Snover (eds). 2009. "The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate - Executive Summary." *In The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate*, Climate Impacts Group, University of Washington. Retrieved June 16, 2009, from [\\*\\*\\*.cses.washington.edu/db/pdf/wacciaexecsummary638.pdf](http://***.cses.washington.edu/db/pdf/wacciaexecsummary638.pdf); Madsen, T. and E. Figdor. 2007. *When it Rains, it Pours: Global Warming and the Rising Frequency of Extreme Precipitation in the United States*. Environment America Research & Policy Center and Frontier Group.; and Mote, P.W. 2006. "Climate-driven variability and trends in mountain snowpack in western North America." *Journal of Climate* 19(23): 6209-6220.

<sup>39</sup> The issue of global climate change is complex and there is a substantial amount of uncertainty about climate change. This discussion is not intended to describe all potential impacts of climate change but to present a few ways that climate change may impact the economy of cities in Oregon and the Pacific Northwest.

<sup>40</sup> "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

<sup>41</sup> "Economic Impacts of Climate Change on Forest Resources in Oregon: A Preliminary Analysis," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, May 2007.

negative impacts to tourism along the Oregon Coast as a result of damage and beach erosion from rising sea levels,<sup>42</sup> (3) negative impacts on availability of water-oriented river recreation (e.g., river rafting or sports fishing) as a result of lower summer river flows, and (4) negative impacts on the availability of water for domestic and business uses.

Short-term national trends will also affect economic growth in the region, but these trends are difficult to predict. At times, these trends may run counter to the long-term trends described above. A recent example is the downturn in economic activity in 2008 and 2009 following declines in the housing market and the mortgage banking crisis. One of the results of the economic downturn was a decrease in employment related to the housing market, such as construction and real estate. As these industries recover, they will continue to play a significant role in the national, state, and local economy over the long run. This report takes a long-run perspective on economic conditions (as the Goal 9 requirements intend) and does not attempt to predict the impacts of short-run national business cycles on employment or economic activity.

## State Trends

### Short-Term Trends

Oregon is on its way to recovery from the recent recession. According to the Oregon Office of Economic Analysis (OEA), the Oregon economy “continues to hit the sweet spot.” Wages remain below the national average, but they are at its highest point relative to the early 1980s. Over the past year, Oregon added over 39,000 jobs, a 2.1% growth rate. The leisure and hospitality, construction, professional and business services, and health services industries have accounted for over half of total growth in the State. Oregon continues to have an advantage in job growth compared to other states, due to its industrial sector and in-migration flows. Though Oregon’s labor market is tight, it continues to gain more workers, signaled by an improving market participation rate relative to its low recessionary levels.<sup>43</sup>

The housing market continues to recover as Oregon’s economy improves. Oregon is seeing an increase in household formation rates, which is good for the housing market. Though younger Oregonians are tending to live at home with their parents longer, the aging Millennial generation (from their early 20s to mid-to-late 30s) and the state’s increase in migration will drive demand for homes in the coming years. The latter half of 2017 was the largest level of home construction since early 2007 levels. Through 2020, the OEA forecasts moderate to strong housing growth. Beyond this time frame, it forecasts an average growth of 24,000 units per year to satisfy the demand for Oregon’s growing population and to make up for the underdevelopment of housing post-recession.<sup>44</sup>

The Oregon Index of Leading Indicators (OILI) has grown quite rapidly since January 2017. The leading indicators showing improvement are volume of air freight, help wanted advertisements, increases in housing permits, industrial productions, initial claims for unemployment, the manufacturing purchasing managers index (PMI), new incorporations of companies, the appreciating Oregon Dollar Index, semiconductor billings, and withholdings of wages and salaries. The one slowing indicator is consumer sentiment.<sup>45</sup>

Oregon’s economic health is dependent on the export market. The value of Oregon exports in 2017 was \$21.9 billion. The countries that Oregon exports the most to are China (18% of total Oregon exports),

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<sup>42</sup> “The Economic Impacts of Climate Change in Oregon: A preliminary Assessment,” Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

<sup>43</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2018. Vol. XXXVIII, No. 1, page 4  
\*\*\*\*\*oregon.gov/das/OEA/Documents/forecast0318.pdf

<sup>44</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2018. Vol. XXXVIII, No. 1, page 12.

<sup>45</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2018 Vol. XXXVIII, No. 1, page 9.

Canada (11%), Malaysia (11%), South Korea (9%), Japan (8%), and Vietnam (7%).<sup>46</sup> With straining trade relations overseas, specifically with China, Oregon exports are left potentially vulnerable, as China is a top destination for Oregon exports.<sup>47</sup> An economic slowdown across many parts of Asia will have a spillover effect on the Oregon economy. Furthermore, with the United States' withdrawal from the Trans-Pacific Partnership in January 2017, it is unclear how much Pacific Northwest trade will be impacted in the years to come.

## Long-term Trends

State, regional, and local trends will also affect economic development in Sherwood over the next 20 years. The most important of these trends includes continued in-migration from other states, distribution of population and employment across the state, and change in the types of industries in Oregon.

- ♣ **Continued in-migration from other states.** Oregon will continue to experience in-migration (more people moving *to* Oregon than *from* Oregon) from other states, especially California and Washington. From 1990 to 2017, Oregon's population increased by about 1.3 million, 66% of which was from people moving into Oregon (net migration). The average annual increase in population from net migration over the same time period was just over 33,200. During the early- to mid-1990's, Oregon's net migration was highest, reaching over 60,000 in 1991, with another smaller peak of almost 42,100 in 2006. In 2017, net migration reached just over 58,800 persons. Oregon has not seen negative net migration since a period of negative net migration in the early- to mid-1980's.<sup>48</sup>
- ♣ **Forecast of job growth.** Total nonfarm employment is expected to increase from 1.87 million in 2017 to just below 1.98 million in 2021, an increase of 111,000 jobs. The industries with the largest growth will be Professional and Business Services, Health Services, and Manufacturing, accounting for 58% of the forecasted growth.<sup>49</sup>
- ♣ **Continued importance of manufacturing to Oregon's economy.** Oregon's exports totaled \$19.4 billion in 2008, nearly doubling since 2000, and reached almost \$22 billion in 2017. The majority of Oregon exports go to countries along the Pacific Rim, with China, Canada, Malaysia, South Korea, and Japan as top destinations. Oregon's largest exports are tied to high-tech manufacturing and mining, as well as agricultural products.<sup>50</sup> Manufacturing employment is concentrated in five counties in the Willamette Valley or Portland area: Washington, Multnomah, Lane, Clackamas, and Marion Counties.<sup>51</sup>
- ♣ **Shift in manufacturing from natural resource-based to high-tech and other manufacturing industries.** Since 1970, Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry and concurrent growth of employment in other manufacturing industries, such as high-

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<sup>46</sup> United States Census. State Exports from Oregon, 2014-2017.

\*\*\*\*\*[.census.gov/foreign-trade/statistics/state/data/or.html](https://www.census.gov/foreign-trade/statistics/state/data/or.html).

<sup>47</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2018 Vol. XXXVIII, No. 1, page 13.

<sup>48</sup> Portland State University Population Research Center. 2013 Annual Population Report. April 2014.

\*\*\*\*\*[.pdx.edu/pro/annual-oregon-population-report](https://prc.pdx.edu/pro/annual-oregon-population-report)

<sup>49</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2018. Vol. XXXVIII, No. 1, page 42

\*\*\*\*\*[.oregon.gov/das/OEA/Documents/forecast0318.pdf](https://www.oregon.gov/das/OEA/Documents/forecast0318.pdf).

<sup>50</sup> United States Census. State Exports from Oregon, 2014-2017.

\*\*\*\*\*[.census.gov/foreign-trade/statistics/state/data/or.html](https://www.census.gov/foreign-trade/statistics/state/data/or.html).

<sup>51</sup> Oregon Employment Department. *Employment and Wages by Industry (QCEW)*. 2017 Geographic Profile, Manufacturing (31-33). Retrieved from: [qualityinfo.org](https://qualityinfo.org).

tech manufacturing (Industrial Machinery, Electronic Equipment, and Instruments), Transportation Equipment manufacturing, and Printing and Publishing.<sup>52</sup>

- ♣ **Income.** Oregon’s income and wages are below that of a typical state. However, mainly due to the wage growth over the last two to three years, Oregon wages are at their highest point relative to other states since the recession in the early 1980’s. In 2017, the average annual wage in Oregon was \$51,117, and in 2016, the median household income was \$57,532 (compared to national average wages of \$53,621 in 2017, and national household income of \$57,617 in 2016).<sup>53</sup> Total personal income (all classes of income, minus Social Security contributions, adjusted for inflation) in Oregon is expected to increase by 35%, from \$192.6 billion in 2017 to \$260.6 billion in 2023. Per capita income is expected to increase by 25% over the same time period, from \$46,400 in 2017 to \$58,100 in 2023 (in nominal dollars).<sup>54</sup>

- ♣ **Small businesses continue to account for a large share of employment in Oregon.** While small firms played a large part in Oregon’s expansion between 2003 and 2007, they also suffered disproportionately in the recession and its aftermath (64% of the net jobs lost between 2008 and 2010 was from small businesses).

In 2017 small businesses (those with 100 or fewer employees) accounted for 95% of all businesses and 66% of all private-sector employment in Oregon. Said differently, most businesses in Oregon are small (in fact, 78% of all businesses have fewer than 10 employees), but the largest share of Oregon’s employers work for large businesses.

The average annualized payroll per employee for small businesses was \$37,149 in 2015, which is considerably less than that for large businesses (\$54,329) and the statewide average for all businesses (\$47,278).<sup>55</sup>

Younger workers are important to continue growth of small businesses across the nation. More than one-third of Millennials (those born between 1980 - 1999) are self-employed, with approximately half to two-thirds interested in becoming an entrepreneur. Furthermore, in 2011, about 160,000 startup companies were created each month; 29% of these companies were founded by people between 20 to 34 years of age.<sup>56</sup>

- ♣ **The Portland Metro region is expected to continue to grow over the next 20 years.** Metro forecasts growth of 524,000 new people between 2018 and 2038 and 209,000 more jobs over the same period. The sectors expected to have the most growth are Professional and Business Services, as well as Education and Health Services. Manufacturing employment is expected to decrease slightly over the 20-year period.<sup>57</sup>

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<sup>52</sup> Although Oregon’s economy has diversified since the 1970’s, natural resource-based manufacturing accounts for about 38% of employment in manufacturing in Oregon in 2017, with the most employment in Food Manufacturing (nearly 30,000) and Wood Product Manufacturing (nearly 23,000) (QCEW).

<sup>53</sup> Average annual wages are for “Total, all industries,” which includes private and public employers. Oregon Quarterly Census of Employment and Wages, 2016. Retrieved from: [qualityinfo.org](http://qualityinfo.org); Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2016; Total, U.S. Census American Community Survey 1-Year Estimates, 2016, Table B19013.

<sup>54</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2018. Vol. XXXVIII, No. 1, page 44  
[oregon.gov/das/OEA/Documents/forecast0318.pdf](http://oregon.gov/das/OEA/Documents/forecast0318.pdf).

<sup>55</sup> U.S. Census Bureau, 2015 Statistics of U.S. Businesses, Annual Data, Enterprise Employment Size, U.S and States.  
[census.gov/data/tables/2015/econ/susb/2015-susb-annual.html](http://census.gov/data/tables/2015/econ/susb/2015-susb-annual.html).

<sup>56</sup> Cooper, Rich, Michael Hendrix, Andrea Bitely. (2012). "The Millennial Generation Research Review." Washington, DC: The National Chamber Foundation. Retrieved from:  
[uschamberfoundation.org/sites/default/files/article/foundation/MillennialGeneration.pdf](http://uschamberfoundation.org/sites/default/files/article/foundation/MillennialGeneration.pdf).

<sup>57</sup> *Urban Growth Report*, Discussion Draft, Metro, July 3, 2018. The population and employment forecast are the “most likely growth” forecasts presented in the report.

## Regional and Local Trends

Throughout this section and the report, Sherwood is compared to the State of Oregon, Washington County, and the Portland Region (which is Multnomah, Washington, and Clackamas Counties). These comparisons are to provide context for changes in Sherwood’s socioeconomic characteristics.

### Availability of Labor

The availability of trained workers in Sherwood will impact development of its economy over the planning period. A skilled and educated populace can attract well-paying businesses and employers and spur the benefits that follow from a growing economy. Key trends that will affect the workforce in Sherwood over the next 20 years include its growth in its overall population, growth in the senior population, and commuting trends.

### Growing Population

Population growth in Oregon tends to follow economic cycles. Oregon’s population grew from 2.8 million people in 1990 to 4.1 million people in 2017, an increase of almost 1,300,000 people at an average annual rate of 1.40%. Oregon’s growth rate slowed to 1.1% annual growth between 2000 and 2017.

Sherwood’s population grew faster than that of the State or Portland Region since 1990. Sherwood’s population grew from about 3,000 residents in 1990 to more than 19,000 residents in 2017, an increase of more than 16,000 people or more than 500%.

Table 8. Population Growth, Sherwood, Portland Region, and Oregon, 1990 - 2017

Geography	1990	2000	2010	2017	Number	Percent	AAOR
Sherwood	3,093	11,791	18,194	19,350	16,257	526%	7.03%
Portland Region	1,174,291	1,444,219	1,641,036	1,811,860	637,569	54%	1.62%
Oregon	2,842,321	3,421,399	3,831,074	4,141,100	1,298,779	46%	1.40%

Source: U.S. Census Bureau, 1990, 2000, and 2010. Portland State University Population Estimates, 2017.

### Age Distribution

The number of people aged 65 and older in the U.S. is expected to increase by nearly three-quarters by 2050, while the number of people under age 65 will only grow by 16%. The economic effects of this demographic change include a slowing of the growth of the labor force, need for workers to replace retirees, aging of the workforce for seniors that continue working after age 65, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.<sup>58</sup>

Figure 1 through Figure 4 show the following trends:

- ♣ Sherwood’s population is getting older faster than those of Washington County, the Portland Region, or Oregon. This suggests that Sherwood is attracting more people in mid-life and more people over 65 years old.
- ♣ Sherwood has a smaller percentage of population between 40 and 59 years old and a smaller percentage of population older than 60 years, compared with Washington County, the Portland

<sup>58</sup> The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2017, *The 2017 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, July 13, 2017. *The Budget and Economic Outlook: Fiscal Years 2018 to 2028*, April 2018.

Region, or Oregon. This shows that Sherwood is attractive to people in their mid-life, which affects potential availability of mid-career workers.

- Washington County’s population is expected to continue to age, with people 60 years and older increasing from 18% of the population in 2017 to 24% of the population in 2035. This is consistent with Statewide trends. Sherwood may continue to attract mid-life and older workers over the planning period. While Sherwood’s share of retirees may increase over the next 20 years, availability of people nearing retirement (e.g., 55 to 70 years old) is likely to increase. People in this age group may provide sources of skilled labor, as people continue to work until later in life. These skilled workers may provide opportunities to support business growth in Sherwood.

**Sherwood’s median age has increased by about six years since 2000.**

This change suggests that Sherwood is attracting more workers in mid-life and more people over 65 years old.

**Figure 1. Median Age, 2000 to 2012-2016**

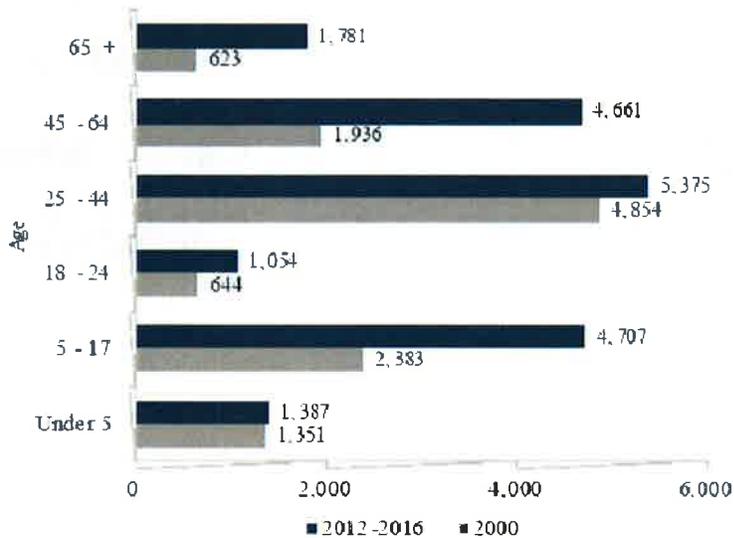
Source: U.S. Census Bureau, 2000 Decennial Census, Table P013; American Community Survey 2012-2016 5-year estimate, Table B01002.

<b>2000</b>	<b>31.4</b> Sherwood	<b>33.0</b> Wash. County	<b>34.9</b> Portland Region	<b>36.3</b> Oregon
<b>2012-16</b>	<b>37.0</b> Sherwood	<b>36.2</b> Wash. County	<b>34.9</b> Portland Region	<b>39.1</b> Oregon

From 2000 to 2012-2016, Sherwood’s largest population increase was for the population aged 45 to 64 years old. This is larger than statewide trends.

**Figure 2. Sherwood population change by age, 2000 to 2012-2016**

Source: U.S. Census Bureau, 2000 Summary File; American Community Survey 2012-2016 5-year estimate, Table B01001.

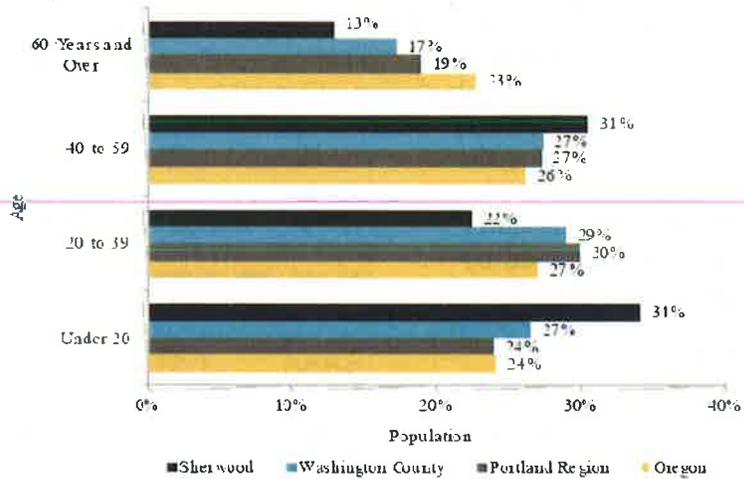


**From 2012 to 2016, 53% of Sherwood’s residents were between 20 and 59 years old.**

Sherwood has a larger share of residents under the age of 20 than the Portland Region and the State. Sherwood has a comparatively small population of residents between the ages of 20 to 39 (22%).

**Figure 3. Population distribution by age, Sherwood, Washington County, Portland Region, and Oregon, 2012-2016**

Source: U.S. Census Bureau, American Community Survey, 2012-2016 5-year estimate, Table B01001.

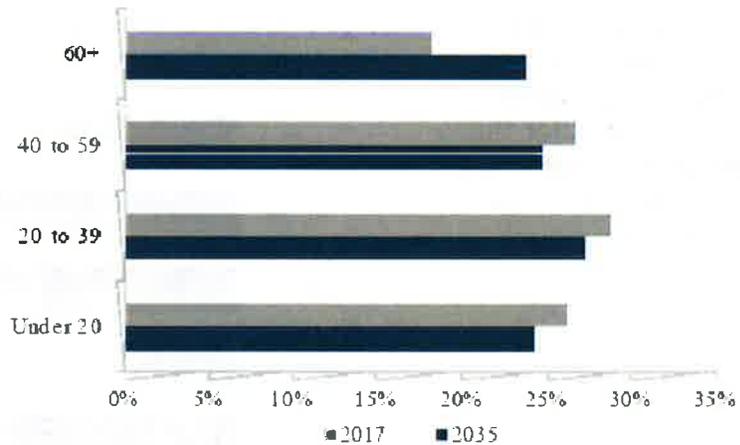


**By 2035, Washington County will have a larger share of residents older than sixty than it does today.**

The share of residents aged 60 years and older will account for 24% of Washington County’s population, compared to 18% in 2017.

**Figure 4. Population Growth by Age Group, Washington County, 2017 - 2035**

Source: Oregon Population Forecast, 2017.



## Income

Income and wages affect business decisions for locating in a city. Per capita income<sup>59</sup> grew most years during the 34-year period, with the exception of a decrease during the recession. Between 1980 and 2016, Oregon's per capita personal income was consistently lower than the U.S. average. In 1980, Oregon's per capita personal income equaled the national average. By 2016, Oregon's per capita personal income reached 89% of the national average. Oregon's relatively low wages make the state attractive to businesses seeking to locate in areas with lower-than-average wages.

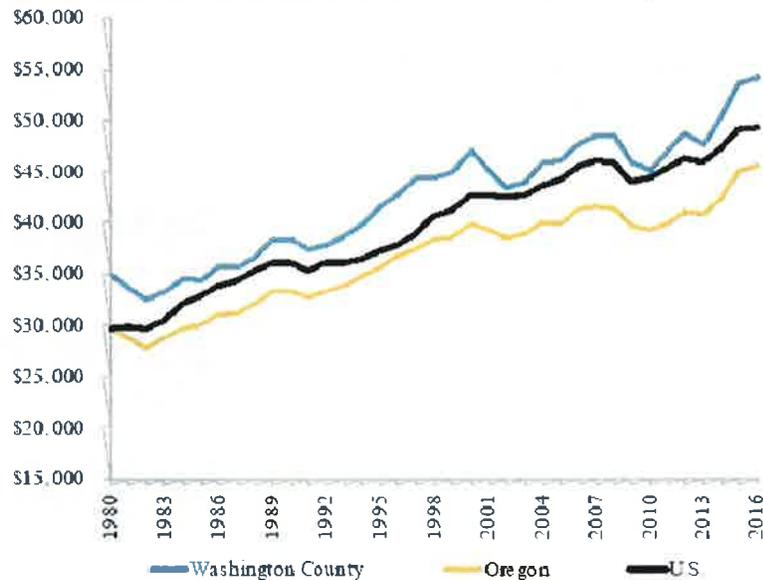
Washington County's per capita income remained consistently above the State average and the U.S. average.

### Per capita income (adjusted for inflation) in the nation, Oregon, and Washington County has grown since 1980.

Oregon's per capita income grew 15% in the post-recession period between 2009 and 2016, larger than the nation's 12% growth over the same period, but less than Washington County's 18% over this time frame. Washington County's per capita income was 117% of Oregon's average in 2016.

Figure 5. Per Capita Personal Income, Washington County, Oregon, and U.S., 1980 to 2016, Inflation-adjusted 2016 Dollars

Source: Bureau of Economic Analysis, Per Capita Personal Income, Table CA-1.



<sup>59</sup> Personal income includes wages, dividends and interest from investments, rent from investments, pension plan payments and transfer payments (e.g., social security payments). Per capita personal income is the personal income of the area divided by the total number of people in the area.

Between 2000 and 2016, Washington County’s per capita personal income grew, and its average wages increased. Over the same period, average wages increased in Oregon and the U.S. The increase in average wages in Washington County has many causes, but one cause is the change in mix of jobs in Washington County since 2001. The sectors in Washington County with the largest number of employees is Manufacturing and Business Services, both of which have above-average wages (see Table 10).

Sherwood’s wages are below average for the Portland Region and for the nearby cities of Tigard and Tualatin. The primary reason for lower wages at jobs in Sherwood is the mix of jobs in Sherwood, with Retail and Accommodations and Food Services having the largest number of employees in Sherwood but wages below the city average (see Figure 20).

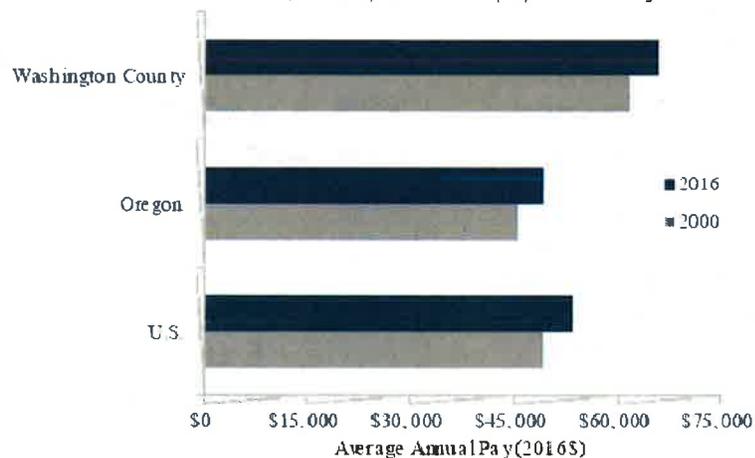
At the same time, median household income and median family income in Sherwood are considerably above those of Washington County. This suggests that many residents of Sherwood either work outside of Sherwood (where wages are higher) or have income from sources other than wages (such as investments). The commuting patterns in Sherwood show that only 8% of Sherwood’s working residents both live and work in Sherwood (see Figure 16).

**From 2000 to 2016, average annual wages rose in Washington County, Oregon, and the nation.**

In 2016, average annual wages were \$65,908 in Washington County, \$49,467 in Oregon, and \$53,621 across the nation.

**Figure 6. Average Annual Wage, Covered Employment, Washington County, Oregon, and U.S., 2000 to 2016, Inflation-adjusted 2016 Dollars**

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages.



In 2016, average annual wages in Sherwood were lower than other cities in the Portland region. In 2016, average annual wages were \$38,696 in Sherwood and \$57,616 in the Portland region. Average annual wages in cities such as Forest Grove, Tigard, and Tualatin were between Sherwood and the Portland region.

A large number of jobs in Sherwood (see Figure 20) are lower wage sectors, such as in Retail and Accommodations and Food Services.

Over the 2012-2016 period, Sherwood’s median household income was well above comparable cities in the region, as well as Washington County’s, the Portland Region’s, and the State’s median household income.

Figure 7. Average Annual Wage, Covered Employment, Sherwood and Portland region, 2016.

Source: Oregon Quarterly Census of Employment and Wages.

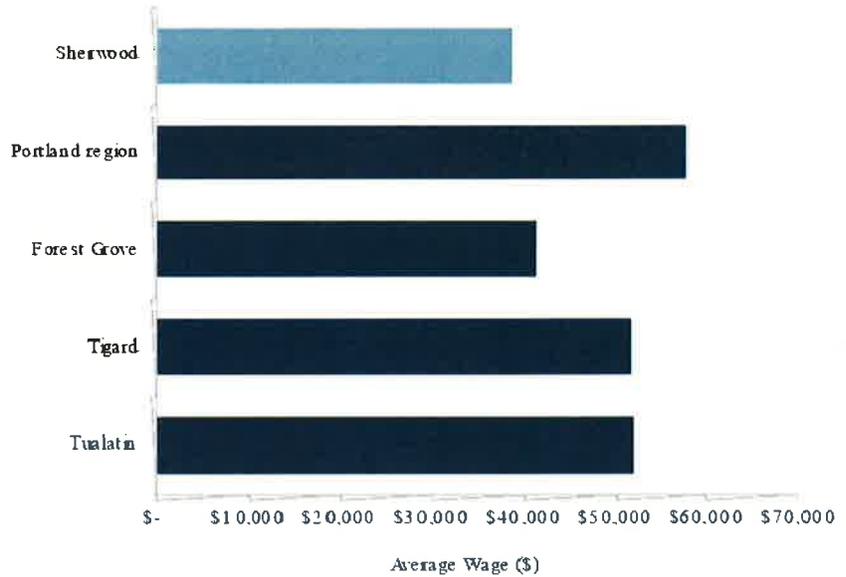


Figure 8. Median Household Income,<sup>60</sup> 2012-2016

Source: U.S. Census Bureau, American Community Survey, 2012-2016 five-year estimate, Table B19013.

<b>\$86,111</b> Sherwood	<b>\$69,743</b> Washington County	<b>\$53,270</b> Oregon	
<b>\$49,857</b> Forest Grove	<b>\$65,505</b> Tigard	<b>\$71,896</b> Tualatin	<b>\$63,097</b> Wilsonville

<sup>60</sup> The Census calculated household income based on the income of all individuals 15 years old and over in the household,

whether they are related or not.

Sherwood’s median family income was well above that of Washington County’s, the Portland Region’s, and the State’s median family income for the 2012-2016 period.

Figure 9. Median Family Income,<sup>61</sup> 2012-2016

Source: U.S. Census Bureau, American Community Survey, 2012-2016 five-year estimate, Table B19113.

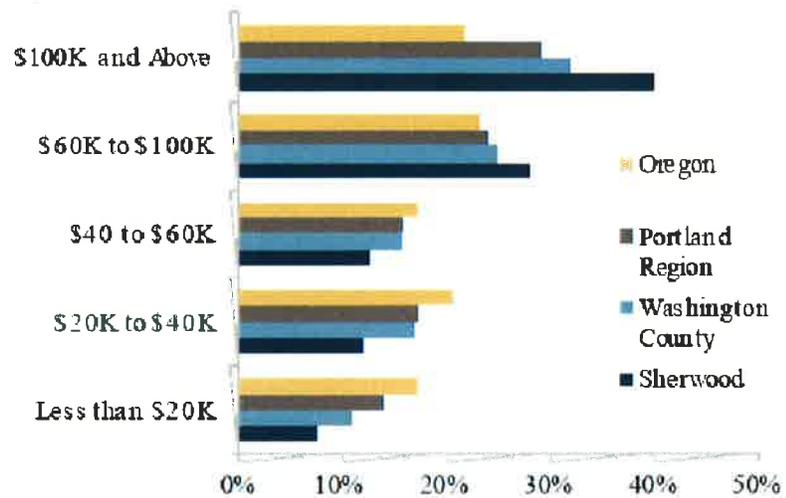


During the 2012-2016 period, 40% of Sherwood households earned more than \$100,000.

About 28% of Sherwood households had an income between \$60,000 and \$100,000 compared to 23% statewide, 24% in the Portland Region, and 25% in Washington County.

Figure 10. Household Income by Income Group, Sherwood, Washington County, Portland Region, and Oregon, 2010-2016, Inflation-adjusted 2016 Dollars

Source: U.S. Census Bureau, American Community Survey, 2012-2016 5-year estimates, Table B19001.



<sup>61</sup> The Census calculated family income based on the income of the head of household, as identified in the response to the Census forms, and income of all individuals 15 years old and over in the household who are related to the head of household by birth,

marriage, or adoption.

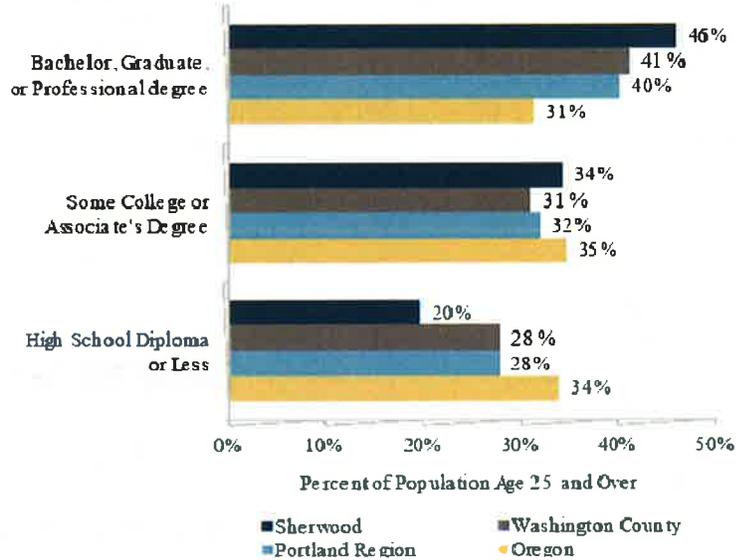
## Educational Attainment

The availability of trained, educated workers affects the quality of labor in a community. Educational attainment is an important labor force factor because firms need to be able to find educated workers.

Sherwood has a larger share of residents with Bachelor, Graduate, or Professional school degrees (46%) relative to Washington County (41%), the Portland Region (40%), and Oregon (31%).

Figure 11. Educational Attainment for the Population 25 Years and Over, 2012-2016

Source: U.S. Census Bureau, American Community Survey, 2012-2016 5-year estimate, Table B15003.



## Labor Force Participation and Unemployment

The current labor force participation rate is an important consideration in the availability of labor. The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. According to the 2012-2016 American Community Survey, Sherwood has more than 9,700 people in its labor force.

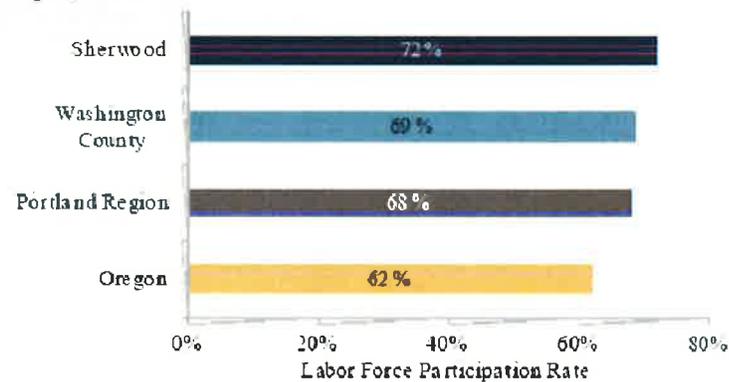
In 2017, the Oregon Office of Economic Analysis reported that 64% of job vacancies were difficult to fill. In the Portland Metro region, 51% of job vacancies were hard to fill. The most common reason for difficulty in filling jobs included a lack of applications (30% of employers' difficulties), lack of qualified candidates (17%), unfavorable working conditions (14%), a lack of soft skills (11%), and a lack of work experience (9%).<sup>62</sup> These statistics indicate a mismatch between the types of jobs that employers are demanding and the skills that potential employees can provide.

**Sherwood has a higher labor force participation rate (72%) than Washington County (69%), the Portland Region (68%) and Oregon (62%).**

The likely reason for the higher labor force participation rate is Sherwood's smaller share of people over 60 years old.

Figure 12. Labor Force Participation, Sherwood, Washington County, Portland Region, Oregon, 2012-2016

Source: U.S. Census Bureau, American Community Survey, 2010-2016 5-year estimate, Table B23001.

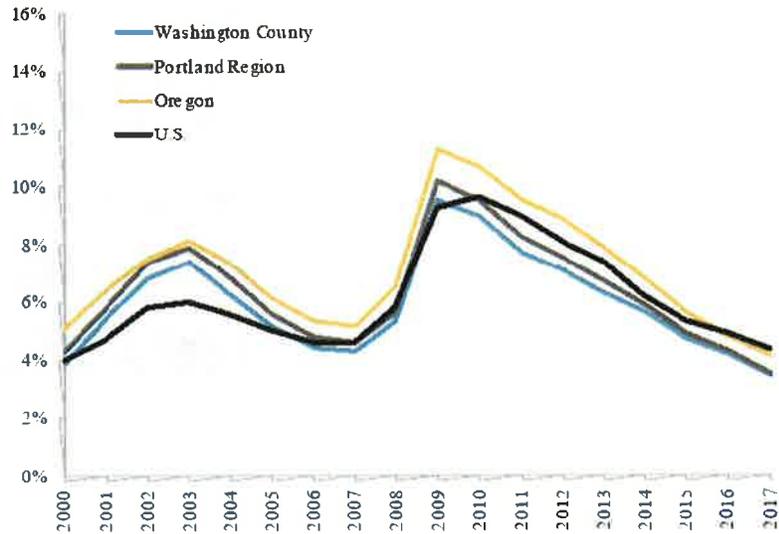


<sup>62</sup> Oregon's Current Workforce Gaps: Difficult-to-fill Job Openings, Oregon Job Vacancy Survey, Oregon Employment Department, June 2018.

The unemployment rate in Oregon and the U.S. has declined since the recession. Unemployment rates for 2017 in Washington County, the Portland Region, and across the state are below 2000 rates. In 2017, the unemployment rate in Washington County was about 3.4%, lower than the Portland Region's rate of 3.5%, Oregon's rate of 4.1% and the national rate of 4.4%.

Figure 13. Unemployment Rate, Washington County, Portland Region, Oregon, and US, 2000 - 2017

Source: Bureau of Labor Statistics, Local Area Unemployment Statistics and Labor Force Statistics.



### Commuting Patterns

Commuting plays an important role in Sherwood's economy because employers in Sherwood are able to access workers from people living in the city and from across the Portland Metro Region. In the 2012-2016 period, about 23% of Sherwood's residents had a commute of less than 15 minutes compared to 26% of Washington County residents, 23% of Portland Region residents, and 32% of Oregon residents.

Sherwood is part of an interconnected regional economy. Fewer people both live and work in Sherwood than commute into or out of the city. This commuting pattern is similar to that in similar-sized cities in the Portland Region.

Figure 14. Commuting Flows, Sherwood, 2015

Source: U.S. Census Bureau, Census On the Map.

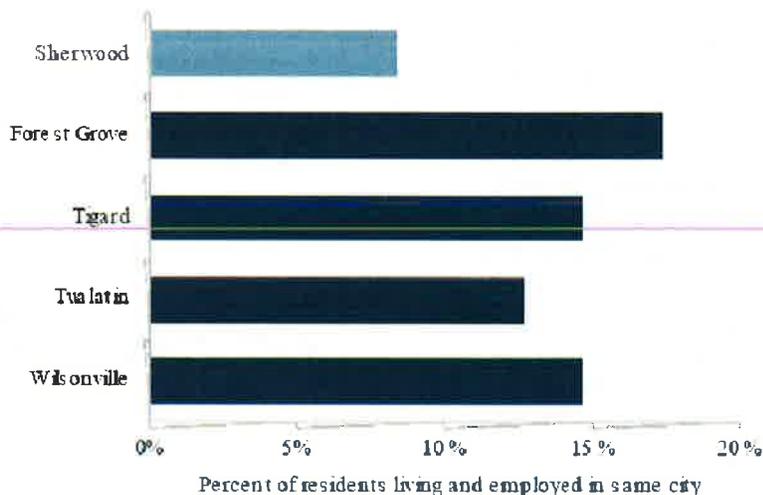


**About 8% of Sherwood residents also work in Sherwood.**

Other cities in the Portland region have a larger share of residents that work in the same city, but many still commute outside for employment.

**Figure 15. Residents that Live and Work in the Same City, Sherwood, 2015**

Source: U.S. Census Bureau, Census On the Map.



**About 13% of all people who work in**

**Sherwood also live in Sherwood.**

**Figure 16. Places Where Sherwood Workers Lived,<sup>63</sup> 2015**

Source: U.S. Census Bureau, Census On the Map.



**About 8% of residents who live in Sherwood also work in**

**Sherwood.** Twenty-two percent of Sherwood residents commute to Portland.

**Figure 17. Places Where Sherwood Residents were Employed,<sup>64</sup> 2015**

Source: U.S. Census Bureau, Census On the Map.



<sup>63</sup> In 2015, 5,809 people worked at businesses in Sherwood, with 13% (762) people both living and working in Sherwood.  
<sup>64</sup> In 2015, 9,068 residents of Sherwood worked, with 8% of Sherwood residents (762 people) both living and working in Sherwood.

Figure 16 shows 11% of people who work in Sherwood commute from Portland, 5% from Beaverton, and 5% from Tigard. The remaining workers commute from many other cities located across the Portland Metro area.

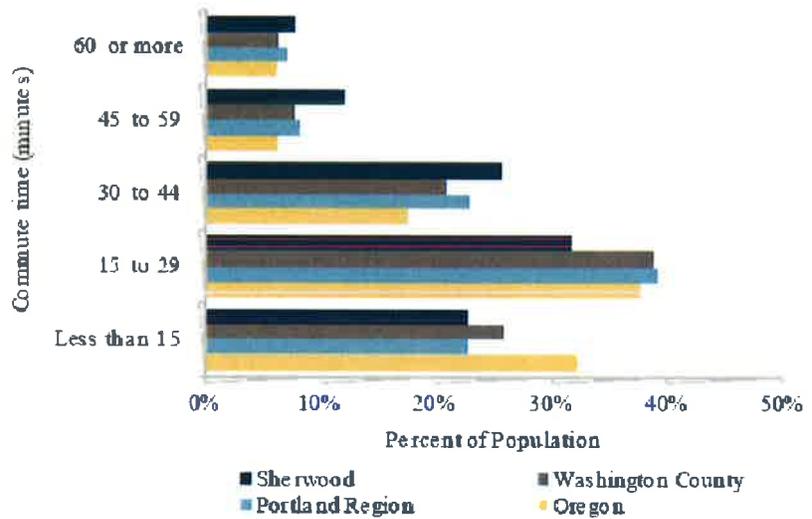
These findings are consistent with the commuting findings presented in the 2018 Draft Urban Growth Report. That report shows that most jobs in the region are in Multnomah County, with about 46% of workers who live in Washington County commuting to Multnomah County for work.<sup>65</sup>

**The majority of Sherwood residents have a commute time of less than 30 minutes.**

About 26% of Sherwood residents have commute times between 30 to 44 minutes, and about 20% commute for forty-five minutes or more.

**Figure 18. Commute Time by Place of Residence, 2012-2016**

Source: U.S. Census Bureau, American Community Survey, 2012-2016 5-year estimate, Table B08303.



<sup>65</sup> *Urban Growth Report*, Discussion Draft, Metro, July 3, 2018

## Changes in Employment in Washington County and Sherwood

The economy of the nation changed substantially between 1980 and 2016. These changes affected the composition of Oregon's economy, including both Washington County and Sherwood's economies. At the national level, the most striking change was the shift from manufacturing employment to service-sector employment. The most important shift in Oregon during this period has been the shift from a timber-based economy to a more diverse economy, with the greatest employment in services.

### Employment Trends in Washington County

Over the past few decades, employment in the U.S. has shifted from manufacturing and resource-intensive industries to service-oriented sectors of the economy. Increased worker productivity and the international outsourcing of routine tasks have led to declines in employment in the major goods-producing industries.

In the 1970s, Oregon started to transition away from reliance on traditional resource-extraction industries. An important indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry<sup>66</sup> and concurrent growth of employment in advanced manufacturing industries (Industrial Machinery, Electronic Equipment, and Instruments).<sup>67</sup>

As Oregon has transitioned away from natural resource-based industries, the composition of Oregon's employment has shifted from natural resource-based manufacturing and other industries to service industries. The share of Oregon's total employment in Service industries increased from its 1970s average of 19% to 30% in 2000, while employment in Manufacturing declined from an average of 18% of total employment in the 1970s to an average of 12% in 2000.

The changes in sectors and industries are shown in two tables: (1) between 1980 and 2000 and (2) between 2001 and 2016. The analysis is divided this way because of changes in industry and sector classification that made it difficult to compare information about employment collected after 2001 with information collected prior to 2000.

Employment data in this section is summarized by *sector*, each of which includes several individual *industries*. For example, the Retail Trade sector includes General Merchandise Stores, Motor Vehicle and Parts Dealers, Food and Beverage Stores, and other retail industries.

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<sup>66</sup> Lumber and Wood Products manufacturing is in Standard Industrial Classification (SIC) 24

<sup>67</sup> SIC 35, 36, 38

Table 9 shows changes in Washington County between 1980 and 2000. Over the total period, total employment in Washington County increased by 132% from about 93,916 to 218,125 employees. Between 1980 and 2000, employment in services as a share of total employment rose from 15% to 28%.

**Table 9. Covered Employment by SIC Industries, Washington County, 1980-2000**

Sector	1980	1990	2000	Change 1980 to 2000		
				Difference	Percent	AAGR
Agriculture, Forestry & Fishing	2,344	4,545	5,573	3,229	138%	4.4%
Mining	0	182	251	251	NA	NA
Construction	5,025	7,805	12,202	7,177	143%	4.5%
Manufacturing	32,990	33,636	50,020	17,030	52%	2.1%
Trans., Comm., & Utilities	2,445	4,624	8,173	5,728	234%	6.2%
Wholesale Trade	6,282	12,262	18,675	12,393	197%	5.6%
Retail Trade	18,087	27,480	39,253	21,166	117%	4.0%
Finance, Insurance, & Real Estate	4,025	6,877	12,528	8,503	211%	5.8%
Services	13,805	30,430	61,163	47,358	343%	7.7%
Non Classifiable	NA	NA	101	NA	NA	NA
Government	8,913	8,704	10,186	1,273	14%	0.7%
<b>Total</b>	<b>93,916</b>	<b>136,545</b>	<b>218,125</b>	<b>124,209</b>	<b>132%</b>	<b>4.3%</b>

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 1980-2000.  
 Note: "ND" stands for "Not disclosed" and indicates that the data has been suppressed by the BLS due to confidentiality constraints. In most years, the non-disclosure is negligible.

Table 10 shows employment in NAICS-categorized industries in Washington County for 2001 and 2016. Employment increased by 54,440 jobs, or 24%, over this period. The private sectors with the largest increases in numbers of employees were professional and business services, health care and social assistance, accommodation and food services, and retail trade. Employment in higher wage industries, such as manufacturing, decreased by 2,369 jobs over the 2001 to 2016 time period. The health care and social assistance sector increased by 12,487 jobs.

The average wage for covered employment in Washington County in 2016 was about \$65,900.

Table 10. Covered Employment by Industry, Washington County, 2001-2016

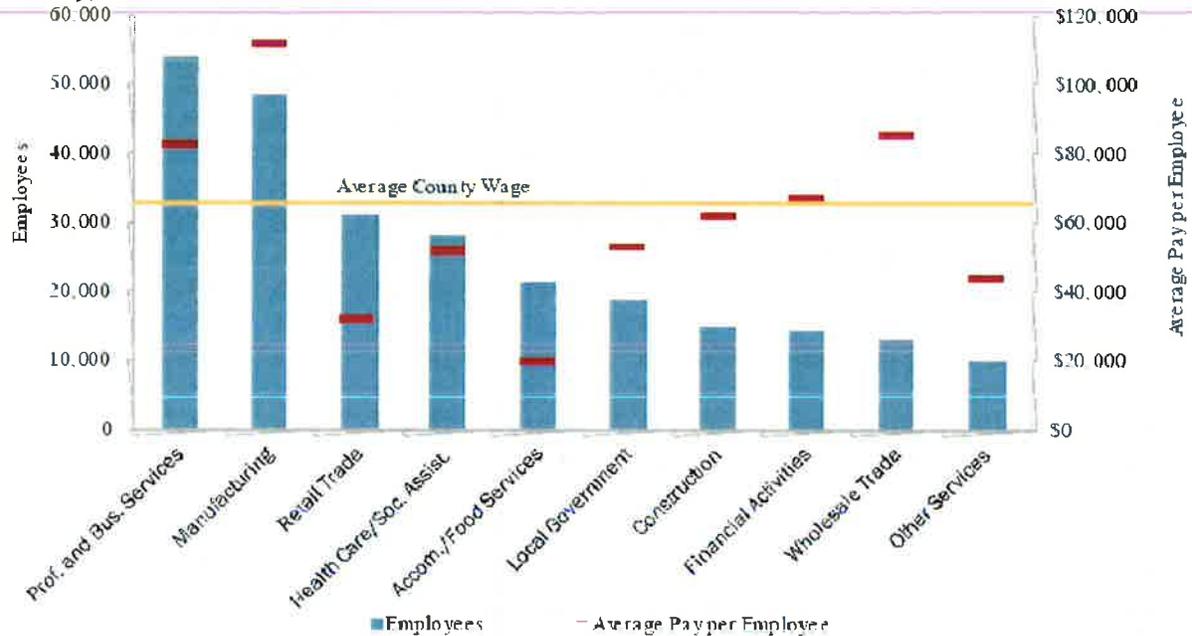
Sector	2001	2016	Change 2001 to 2016		
			Difference	Percent	AACR
Natural Resources and Mining	3,607	3,237	-370	-10%	-0.7%
Construction	12,591	14,877	2,286	18%	1.1%
Manufacturing	50,872	48,503	-2,369	-5%	-0.3%
Wholesale trade	14,478	13,362	-1,116	-8%	-0.5%
Retail trade	26,864	31,134	4,270	16%	1.0%
Trade, Transportation, and Utilities	4,500	4,567	67	1%	0.1%
Information	8,687	7,439	-1,248	-14%	-1.0%
Financial Activities	13,139	14,397	1,258	10%	0.6%
Professional and Business Services	34,295	53,768	19,473	57%	3.0%
Educational Services	3,551	5,160	1,609	45%	2.5%
Health care and social assistance	15,532	28,019	12,487	80%	4.0%
Arts, entertainment, and recreation	2,369	4,205	1,836	78%	3.9%
Accommodation and food services	14,237	21,332	7,095	50%	2.7%
Other Services	7,188	9,947	2,759	38%	2.2%
Unclassified	75	45	-30	-40%	-3.3%
Government	16,516	22,949	6,433	39%	2.2%
<b>Total</b>	<b>228,501</b>	<b>282,941</b>	<b>54,440</b>	<b>24%</b>	<b>1.4%</b>

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2001-2016.

Note: "ND" stands for "Not Disclosed" and indicates that the data has been suppressed by the BLS due to confidentiality constraints. The total amount of not-disclosed employment is shown in the table.

Figure 19 shows covered employment and average wage for the 10 largest industries in Washington County. Jobs in professional and business services, which account for about 19% of the County’s covered employment, pay more per year than the county average (\$82,388 compared to \$65,553). Jobs in construction and financial activities approximately pay the 2016 County average annual amount. Retail trade, health care and social assistance, accommodation and food services, local government, and other services pay below the 2016 county average, while manufacturing and wholesale trade pay well above the County average.

Figure 19. Covered Employment and Average Pay by Sector, 10 Largest Sectors Washington County, 2016



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2016.

## Employment Trends in Sherwood

Table 11 shows a summary of covered employment data for the city of Sherwood in 2016. The sectors with the greatest number of employees were Retail Trade (17%), Accommodation and Food Services (13%), and Manufacturing (11%). These sectors accounted for 2,509 jobs or 41% of Sherwood’s employment.

The average size for a private business in Sherwood is 9 employees per business, compared to the State average of 11 employees per private business. Businesses with 50 or fewer employees account for roughly 57% of private employment in Sherwood. Businesses with 9 or fewer employees account for 20% of private employment and 4 or fewer account for 10% of private employment.

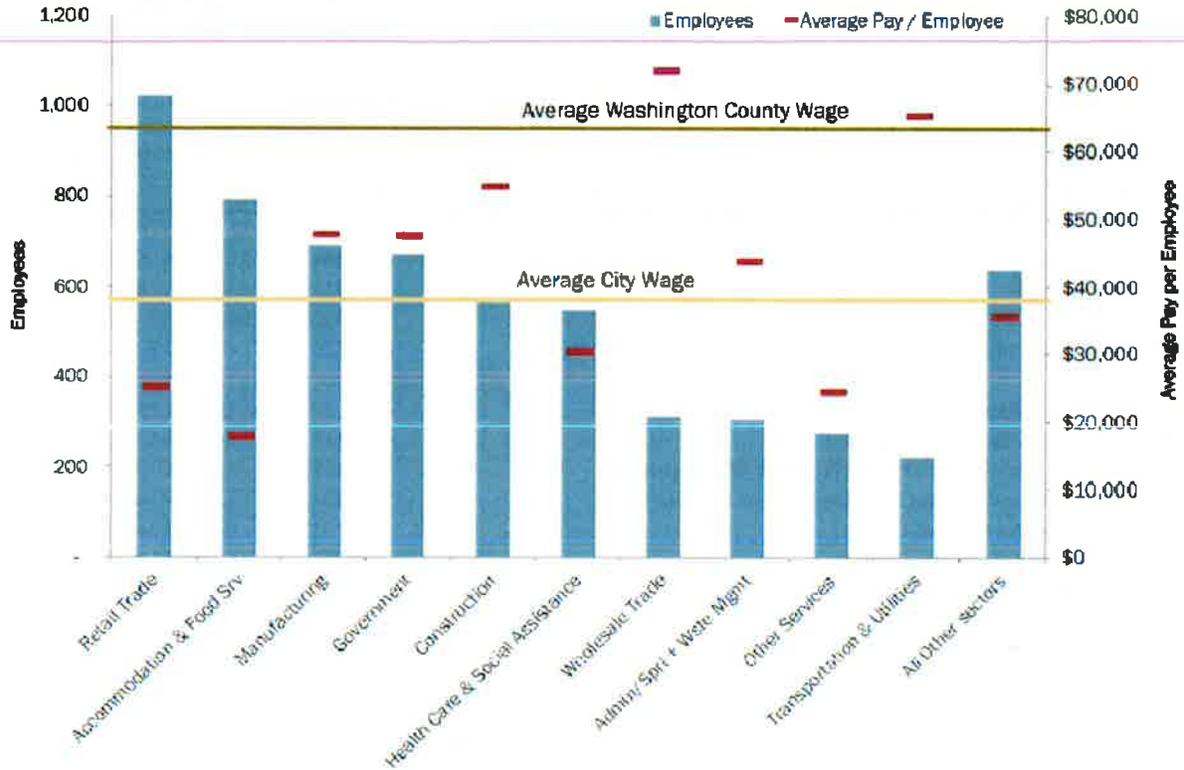
**Table 11. Covered Employment and Average Pay by Industry, Sherwood City Limits and Tonquin Employment Area, 2016**

<b>Sector/ Industry</b>	<b>Establishments</b>	<b>Employees</b>	<b>Payroll</b>	<b>Average Pay / Employee</b>
Construction	60	569	\$ 31,381,520	\$ 55,152
Manufacturing	30	693	\$ 33,207,616	\$ 47,919
Wholesale Trade	62	312	\$ 22,593,328	\$ 72,415
Retail Trade	51	1,022	\$ 26,036,704	\$ 25,476
Transportation and Utilities	12	221	\$ 14,517,532	\$ 65,690
Information	10	37	\$ 947,471	\$ 25,607
Finance and Insurance	31	87	\$ 4,715,399	\$ 54,200
Real Estate and Rental and Leasing	28	112	\$ 4,394,547	\$ 39,237
Professional and Technical Services, Mgmt of Companies	60	138	\$ 9,106,105	\$ 65,986
Administrative and Support and Waste Mgmt Services	40	305	\$ 13,401,928	\$ 43,941
Private Education Services	12	73	\$ 1,299,774	\$ 17,805
Health Care and Social Assistance	57	547	\$ 16,787,634	\$ 30,690
Arts, Entertainment, and Recreation	9	191	\$ 2,442,711	\$ 12,789
Accommodation and Food Services	45	794	\$ 14,300,792	\$ 18,011
Other Services	96	275	\$ 6,790,400	\$ 24,692
Government	11	672	\$ 32,107,329	\$ 47,779
<b>Total</b>	<b>614</b>	<b>6,048</b>	<b>\$ 234,030,790</b>	<b>\$ 38,696</b>

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2016.

Figure 20 shows the employment and average pay per employee for selected industrial sectors in Sherwood. Average pay for all employees (\$38,695) is shown as a light brown line across the graph and average pay for individual sectors as short red lines. The figure shows that Manufacturing; Government; Construction; Wholesale Trade; Administrative and Support and Waste Management; Other Services; and Transportation and Utilities have above average wages. The lowest wages are in Retail Trade and Accommodations and Food Services.

Figure 20. Covered Employment and Average Pay by Industry, Sherwood City Limits and Tonquin Employment Area, 2016



Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2016.

Sherwood developed with more housing than jobs. The largest industries in Sherwood, Retail and Accommodations and Food Services, not only have lower-than average wages but also generate less property tax revenue than industries that make significant investments in buildings or fixed machinery and equipment.

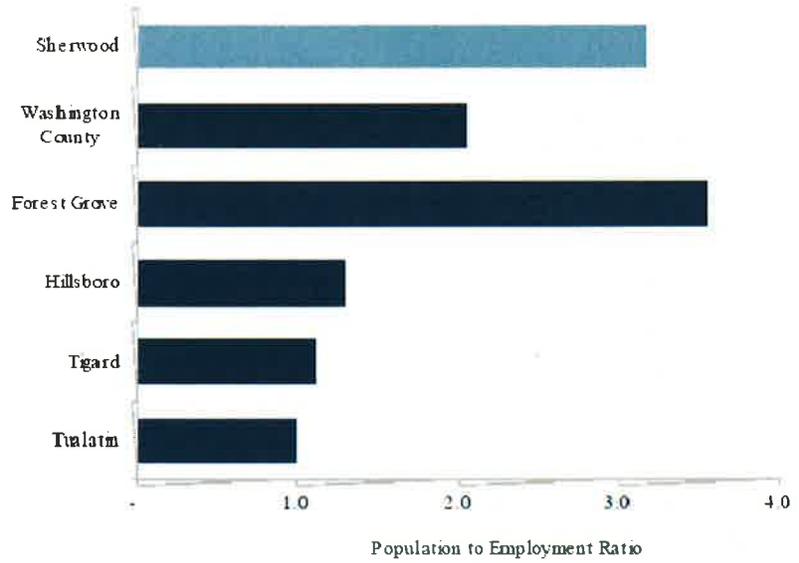
Figure 21 shows that Sherwood currently has 3.2 residents for every job. This is consistent with the commuting patterns shown in Figure 14, which shows that more than 90% of Sherwood’s working residents commute out of the City for work. Employment centers like Hillsboro, Tigard, and Tualatin have population to employment ratios closer to one resident for every job.

In 2016, Sherwood had about 3.2 residents for every job.

In comparison, Washington County had an average of 2.0 residents per job. Employment centers like Hillsboro, Tigard, and Tualatin had 1.0 to 1.3 residents per job.

Figure 21. Ratio of Population to Employment, Sherwood and Portland region, 2016

Source: Employment from Oregon Quarterly Census of Employment and Wages and Annual Population Estimates from Portland State University Population Research Center.



## Tourism in Portland Metro and Washington County

Longwoods International provides regional statistics on travel. The following information is from Longwoods International’s Oregon 2015 Regional Visitor Report for the Greater Portland Region.<sup>68</sup> Broadly, travelers to the Greater Portland Region account for:

- ♣ 10.6 million overnight trips annually; 32% of Oregon Travel.
- ♣ Primary market area for travelers is Oregon, Washington, California, and Idaho: 30% of Greater Portland Region visitors are from Oregon; 27% are from Washington; 16% are from California; and 4% are from Idaho.
- ♣ 50% stayed 2 or fewer nights; 35% stayed 3-6 days; and 15% stayed 7 or more days.
- ♣ Average per person expenditures on overnight trips range from \$12 to \$50 per night.
- ♣ About 66% of visits are by personally-owned automobiles; 22% by rental car; 3% by RV.
- ♣ Visitors are younger and well-educated: over half have college degrees; 44% of visitors are between the ages 25-44; 30% are 45-64; 43% earn less than \$50k; 21% earn between \$50k and \$75k; 15% earn between \$75k and \$100k; and 21% over \$100k.

### Washington County’s direct travel spending

increased 78% from 2000 to 2016. The Portland Metro Region’s direct travel spending increased by 81% over the same period.

Figure 22. Direct Travel Spending (\$ millions), 2000 and 2016  
 Source: Dean Runyan Associates, Oregon Travel Impacts, 1991-2016.

2000	\$2,700 Portland Metro Region	\$410 Washington County
2016	\$4,900 Portland Metro Region	\$728 Washington County

### Washington County’s lodging tax receipts increased 170% over 2006 to 2016.

Figure 23. Lodging Tax Receipts, 2006 and 2016  
 Source: Dean Runyan Associates, Oregon Travel Impacts, 1991-2016.

2006	\$4,537 Washington County
2016	\$12,262 Washington County

### Washington County’s largest visitor spending for purchased commodities is food services.

Figure 24. Largest Visitor Spending Categories (\$ millions), Washington County, 2016  
 Source: Oregon Travel Impacts.

\$199.6 Food Service	\$133.3 Accommodations	\$96.7 Retail
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<sup>68</sup> “Oregon 2015 Regional Visitor Report, Greater Portland Region,” Longwoods International, 2015.

Washington County’s largest employment generated by travel spending is in the accommodations and food service industry.

Figure 25. Largest Industry Employment Generated by Travel Spending, Washington County, 2016

Source: Oregon Travel Impacts.



## Regional Business Clusters

One way to assess the types of businesses that are likely to have future growth in an area is to examine relative concentration and employment growth of existing businesses. This method of analysis can help determine relationships and linkages within industries, also called industrial clusters. Sectors that are highly concentrated (meaning there are more than the “average” number of businesses in a sector in a given area) and have had high employment growth are likely to be successful industrial clusters. Sectors with either high concentration of businesses or high employment groups may be part of an emerging cluster, with potential for future growth.

The U.S. Cluster Mapper is a database created by the Harvard Business School and the U.S. Economic Development Administration. It provides a snapshot of the business clusters in Washington County. Greater Portland Inc. (GPI) completed a cluster analysis for the Portland region in 2018 as part of the *Greater Portland 2020* economic development strategy.<sup>69</sup> The six target clusters it identified—and how these clusters align with U.S. Cluster Mapper results for Washington County—were:<sup>70</sup>

- ♣ **Clean Tech.** GPI identified Clean Tech as a cluster that accounts for 20% of the total cluster employment in the Portland region, as of 2016. Employment in this cluster increased by about 7% between 2006 and 2016. The average wage in Clean Tech in the Portland metropolitan statistical area was \$86,300 in 2016, which is above the average wage for Washington County.
- ♣ **Computer and Electronics.** The Computer and Electronics cluster accounted for the largest share of total cluster employment in the Portland region in 2016 at 24%. GPI identified this cluster as a “Growing Base Industry,” and it closely aligns with the Information Technology and Analytical Instruments cluster, from U.S. Cluster Mapper, which employed 13,267 people in Washington County in 2015. The average wage in Computer and Electronics in the Portland metropolitan statistical area was \$132,400 in 2016, above the average wage for Washington County.
- ♣ **Software and Media.** GPI identified the Software and Media cluster as an “emerging industry” in the Portland region. Employment in this cluster grew by about 67% between 2006 and 2016 and accounted for 19% of the total cluster employment in 2016. This cluster aligns with the Marketing, Design, and Publishing cluster, from U.S. Cluster Mapper, which employed 2,974 people in Washington County in 2015. The average wage in Software and Media in the Portland metropolitan statistical area was \$101,700 in 2016, above the average wage for Washington County.
- ♣ **Athletic and Outdoor.** GPI identified the Athletic and Outdoor cluster as a “Growing Base Industry.” Employment in this cluster accounted for about 14% of the total cluster employment in the Portland region in 2016, and the Portland region has a higher-than-average average wage in this cluster at \$132,763, compared to the U.S. average at \$49,366. The Athletic and Outdoor cluster aligns with the Distribution and Electronic Commerce cluster, as defined in U.S. Cluster

<sup>69</sup> Greater Portland Inc. *Greater Portland 2020*. “Regional Trends in Greater Portland’s Target Clusters.” Presentation. 2018.

<sup>70</sup> *Ibid.*

Mapper, which employed 21,367 people in Washington County in 2015. The average wage in the Athletics and Outdoors cluster in the Portland metropolitan statistical area was \$132,800 in 2016, above the average wage for Washington County.

- ♣ **Health Sciences and Technology.** Employment in the Health Sciences and Technology cluster grew by about 12% between 2006 and 2016, and GPI identified it as an “Emerging Industry.” This cluster aligns with the Education and Knowledge Creation cluster, from U.S. Cluster Mapper, which employed 9,638 people in Washington County in 2015. The average wage in Health Sciences and Technology in the Portland metropolitan statistical area was \$7,700 in 2016, just above the average wage for Washington County.
- ♣ **Metals and Machinery.** GPI identified the Metals and Machinery cluster as a “Growing Base Industry,” and employment in this cluster grew by about 5% between 2006 and 2016. The average wage in Metals and Machinery in the Portland metropolitan statistical area was \$79,900 in 2016, above the average wage for Washington County.

## Outlook for growth in Washington County

Table 12 shows the Oregon Employment Department’s forecast for employment growth by industry for the Portland Region (Clackamas, Multnomah, and Washington Counties) over the 2017 to 2027 period. Employment in the region is forecasted to grow at an average annual growth rate of 1.2%.

The sectors that will lead employment in the region for the 10-year period are: Professional and Business Services (adding 28,100 jobs), Private Educational and Health Services (27,300), Trade, Transportation, and Utilities (21,400), Leisure and Hospitality (13,800), Construction (8,600), and Manufacturing (4,900). In sum, these sectors are expected to add 104,100 new jobs or about 85% of employment growth in the Portland Region.

Table 12. Regional Employment Projections, 2017-2027, Portland Region (Clackamas, Multnomah, and Washington Counties)

Industry Sector	2017	2027	Change 2017 - 2027		
			Number	Percent	AACR
<b>Total private</b>	<b>856,800</b>	<b>971,800</b>	<b>115,000</b>	<b>13%</b>	<b>1.3%</b>
<b>Natural resources and mining</b>	<b>9,800</b>	<b>10,600</b>	<b>800</b>	<b>8%</b>	<b>0.8%</b>
<b>Mining and logging</b>	<b>700</b>	<b>700</b>	<b>0</b>	<b>0%</b>	<b>0.0%</b>
<b>Construction</b>	<b>50,500</b>	<b>59,100</b>	<b>8,600</b>	<b>17%</b>	<b>1.6%</b>
<b>Manufacturing</b>	<b>101,100</b>	<b>106,000</b>	<b>4,900</b>	<b>5%</b>	<b>0.5%</b>
<b>Durable goods</b>	<b>76,300</b>	<b>79,200</b>	<b>2,900</b>	<b>4%</b>	<b>0.4%</b>
<b>Wood product manufacturing</b>	<b>2,300</b>	<b>2,300</b>	<b>0</b>	<b>0%</b>	<b>0.0%</b>
<b>Trade, transportation, and utilities</b>	<b>176,900</b>	<b>198,300</b>	<b>21,400</b>	<b>12%</b>	<b>1.1%</b>
<b>Wholesale trade</b>	<b>48,000</b>	<b>51,800</b>	<b>3,800</b>	<b>8%</b>	<b>0.8%</b>
<b>Retail trade</b>	<b>95,000</b>	<b>104,900</b>	<b>9,900</b>	<b>10%</b>	<b>1.0%</b>
<b>Transportation, warehousing, and utilities</b>	<b>33,900</b>	<b>41,600</b>	<b>7,700</b>	<b>23%</b>	<b>2.1%</b>
<b>Information</b>	<b>21,700</b>	<b>24,300</b>	<b>2,600</b>	<b>12%</b>	<b>1.1%</b>
<b>Financial activities</b>	<b>60,000</b>	<b>63,400</b>	<b>3,400</b>	<b>6%</b>	<b>0.6%</b>
<b>Professional and business services</b>	<b>155,500</b>	<b>183,600</b>	<b>28,100</b>	<b>18%</b>	<b>1.7%</b>
<b>Private educational and health services</b>	<b>140,800</b>	<b>168,100</b>	<b>27,300</b>	<b>19%</b>	<b>1.8%</b>
<b>Private educational services</b>	<b>22,800</b>	<b>26,700</b>	<b>3,900</b>	<b>17%</b>	<b>1.6%</b>
<b>Health care and social assistance</b>	<b>118,000</b>	<b>141,500</b>	<b>23,500</b>	<b>20%</b>	<b>1.8%</b>
<b>Leisure and hospitality</b>	<b>101,100</b>	<b>114,900</b>	<b>13,800</b>	<b>14%</b>	<b>1.3%</b>
<b>Accommodation and food services</b>	<b>86,300</b>	<b>97,800</b>	<b>11,500</b>	<b>13%</b>	<b>1.3%</b>
<b>Other services</b>	<b>39,400</b>	<b>43,500</b>	<b>4,100</b>	<b>10%</b>	<b>1.0%</b>
<b>Government</b>	<b>114,100</b>	<b>122,000</b>	<b>7,900</b>	<b>7%</b>	<b>0.7%</b>
<b>Federal government</b>	<b>14,200</b>	<b>14,900</b>	<b>700</b>	<b>5%</b>	<b>0.5%</b>
<b>State government</b>	<b>7,600</b>	<b>8,200</b>	<b>600</b>	<b>8%</b>	<b>0.8%</b>
<b>Local government</b>	<b>92,300</b>	<b>98,900</b>	<b>6,600</b>	<b>7%</b>	<b>0.7%</b>
<b>Local education</b>	<b>47,200</b>	<b>51,500</b>	<b>4,300</b>	<b>9%</b>	<b>0.9%</b>
<b>Total payroll employment</b>	<b>970,900</b>	<b>1,093,800</b>	<b>122,900</b>	<b>13%</b>	<b>1.2%</b>

Source: Oregon Employment Department, Employment Projections by Industry 2017-2027.

## Sherwood's Competitive Advantages

Economic development opportunities in Sherwood will be affected by local conditions as well as the national and state economic conditions addressed above. Economic conditions in Sherwood relative to these conditions in other portions of the Portland region form Sherwood's competitive advantage for economic development. Sherwood's competitive advantages have implications for the types of firms most likely to locate and expand in the Area.

There is little that metropolitan area jurisdictions can do to influence national and state conditions that affect economic development, though they can influence local factors that affect economic development. Sherwood's primary competitive advantages are location, schools, and quality of life. These factors make Sherwood attractive to residents and businesses that want a high quality of life where they live and work.

The local factors that form Sherwood competitive advantage are summarized in the subsections below.

### Location

Sherwood's population was approximately 19,350 people in 2017. It is a city located in southern Washington County to the southwest of Tigard. Highway 99 runs southwest-northeast through the city. The highway provides access to Newberg in the southwest as well as Tigard in the northeast and Beaverton further north. Sherwood's location will impact the area's future economic development:

- ♣ Sherwood has access to 99W and the State's highway system and other transportation opportunities. Highway 99W runs southwest-northeast through the Sherwood UGB, which connects up to Interstate 5 in Tigard—residents can also access Interstate 5 by commuting east through Tualatin or southeast through the unincorporated community of Mulloy.
- ♣ Residents and businesses in Sherwood have access to other modes of transportation in Portland, including the TriMet Line 94 which transports passengers from Sherwood to and from Portland, the Portland airport, and Amtrak rail service. Though Sherwood is located in this transportation network, congestion issues on these routes presents barriers for residents commuting in and out of Sherwood, as well as for businesses that need to transport goods and supplies.
- ♣ Sherwood is located within Washington County, the second-most populated county in the State, with 595,860 people in 2017. Sherwood is about 17 miles southeast of Portland, the most populated city in Oregon with 639,100 people in 2017. Other nearby and relatively large cities include Beaverton, Tigard, and Lake Oswego. In 2015, about 92% of Sherwood's residents commuted out of the City for work. Residents and City staff have noted that the high-quality of schools is a factor for choosing to live in Sherwood.
- ♣ Sherwood is located south of Beaverton and near the South Cooper Mountain expansion area, where residential growth will occur in the near term. The proximity of Sherwood to this residential growth may create demand for services to locate in Sherwood. In addition, this population growth may provide housing for workers at businesses that locate or grow in Sherwood.
- ♣ Residents of Sherwood have access to amenities, such as the Tualatin River National Wildlife preserve, that provide a high quality of life. As a city at the edge of the Metro UGB, residents of Sherwood have access to farm land that provides opportunities for agritourism activities.

Sherwood's location, quality of life and schools, and proximity to larger cities in the Portland Region are primary competitive advantages for economic development in Sherwood.

## Availability of Transportation

All firms are heavily dependent upon surface transportation for efficient movement of goods, customers, and workers. Access to an adequate highway and arterial roadway network is needed for all industries. Close proximity to a highway or arterial roadway is critical for firms that generate a large volume of truck or auto trips as well as firms that rely on visibility from passing traffic to help generate business.

Businesses and residents in Sherwood have access to a variety of modes of transportation: automotive (99W and local roads); bus (TriMet, Line 94); and air (Portland Airport and Hillsboro Airport). Businesses in Sherwood can ship freight through the Port of Portland via trucks. Sherwood does not currently have active rail access but may have rail access in the future when rail infrastructure is brought into use again.

While Sherwood has automotive access for commuting via 99W as it cuts through Sherwood, this route and other major roads, such as SW Roy Rogers Road and SW Tualatin-Sherwood Road, are frequently congested. This current transportation network is considered a disadvantage for both residents commuting to jobs both in and out of Sherwood and businesses that need a distribution route to access the region.

Sherwood's distance from I-5 is a disadvantage for attracting some types of businesses, such as warehouse and distribution or manufacturers that need close access to I-5 for heavy freight. Sherwood's distance from Portland International Airport is a disadvantage for businesses needing access to commercial air service or freight services offered at the Portland Airport only. Businesses needing access to a general aviation airport, such as those with corporate planes, can use the Hillsboro Airport, which is relatively near Sherwood.

## Public Facilities and Services

Provision of public facilities and services can impact a firm's decision regarding location within a region, but ECONorthwest's past research has shown that businesses make locational decisions primarily based on factors that are similar within a region. These factors are: the availability and cost of labor, transportation, raw materials, capital, and amenities. The availability and cost of these production factors are usually similar within a region.

Once a business has chosen to locate within a region, they consider the factors that local governments can most directly affect: tax rates, the cost and quality of public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development are modest. Thus, most of the strategies available to local governments have only a modest effect on the level and type of economic development in the community. Overall, Sherwood's local public facilities are relatively young and within the expected lifespan of the systems.

## Transportation Improvements

The City of Sherwood is bisected by two major transportation corridors that are not city-owned—Tualatin-Sherwood Road (Washington County) and Highway 99 (ODOT). Congestion on these main roads continues to increase, which creates more congestion on local roads within the City of Sherwood. Other than these transportation issues that will need to be addressed at a regional level, most roads that the City maintains are in good condition. The City's Transportation System Plan outlines system plans for Sherwood-owned and maintained roads only, not plans for the regional network, which includes Tualatin-Sherwood Road and Highway 99.

The *Tonquin Employment Area Implementation Plan* identifies the need for \$14.1 million in transportation improvements to serve the entire TEA. Transportation improvements include improvements on Oregon Street, Blake Road, the intersection of Oregon St. and Blake Rd., Tonquin

Court, SW 124<sup>th</sup> Ave, and SW Dahike Lane. Of the \$14.1 million, about \$10 million is expected to be invested in the first 20 years of development of the Area.

## Water

Sherwood updated its *Water System Master Plan* in 2015, which evaluated water demand for the city limits and expansion areas within the UGB for a 20-year planning period. The City sources its main water supply from the Willamette River Water Treatment Plant in Wilsonville. The Plan identifies the need to expand the capacity of the exiting plant, build new pump stations, and expand or replace water mains to meet future demand.

The *Tonquin Employment Area Implementation Plan* identifies the need for \$5.4 million in water improvements to serve the entire TEA. Water improvements include the construction of water lines and upgrades to the Willamette River Water Treatment Plant capacity. Of this \$5.4 million, about \$3 million is expected to be invested in the first 20 years of development of the Area.

Overall, there are no limiting factors in the City's water system when considering the location of new businesses in the proposed target industries. The existing supply and planned improvements within the City limits and the expansion areas will meet future water needs for employment uses.

## Wastewater

The *Sanitary System Master Plan*, updated in 2016, identifies current and future capacity and needs of the City's wastewater system. Sherwood's wastewater system is publicly owned, and Clean Water Services provides treatment services. The Plan identifies needed projects to maintain the existing system and future improvements necessary to accommodate growth. These expansions and improvements will meet the needs of developed areas in the City limits as well as the Tonquin Employment Area and the Brookman Annexation Area.

The *Tonquin Employment Area Implementation Plan* identifies the need for \$1.7 million in waste water improvements to serve the entire TEA. Waste water improvements are construction of sewer lines along key streets in the TAC. The entire amount is expected to be invested in the first 20 years of development of the Area.

## Stormwater

Sherwood updated its *Stormwater System Master Plan* in 2016. While Clean Water Services manages stormwater at a district-level, Sherwood manages its local stormwater program, including areas in the City limits and expansion areas such as Tonquin and Brookman. The existing stormwater system does not have any major deficiencies, but the Plan identifies a few deficiencies that the City plans to address as areas are built out. Potential future changes to hydromodification requirements for new development could affect permitting and costs for new development.

The *Tonquin Employment Area Implementation Plan* identifies the need for \$1.9 million in stormwater improvements to serve the entire TEA. Stormwater improvements include construction of stormwater lines and construction of two regional treatment facilities. Of this \$1.9 million, about \$1.5 million is expected to be invested in the first 20 years of development of the Area.

## Availability of Vacant, Serviced Land

One of the key inputs for economic development is vacant, unconstrained land with urban services, such as those discussed in the prior sections. Businesses' needs for land vary from: need for an office in an existing building; need for a small site (such as a one-quarter acre site) for a new small building; or need for a large site (such as a 50-acre site) for one or more large buildings, parking, and other facilities. Businesses consider a range of factors when choosing a location, such as location within the city (and region), access to transportation, location of other businesses, amenities around the site (such as landscaping or access to retail and restaurants), and the characteristics of the site (such as site size and physical constraints)

Chapter 2 presents the buildable lands inventory for Sherwood. Sherwood has a total 310 acres of unconstrained land, 126 acres of which is vacant and 184 acres of which is potentially redevelopable. About 50% of the City's vacant unconstrained land is in the Tonquin Employment Area (TEA), and over 50% of the potentially redevelopable land is in either the TEA or the Brookman Annexation Area.

Sherwood has 17 sites in the five to ten-acre size, most of which are industrial use, in the TEA, or in Brookman. Sherwood has four vacant sites larger than 10 acres of unconstrained land. One of these sites is 45 acres in the TEA, and the other three sites are zoned for industrial uses with two sites designated as General Industrial (30 acres total) and one site designated as Light Industrial (12-acre site).

Although Sherwood has vacant unconstrained land that can support a substantial amount of development, much of that land lacks urban services (such as the services discussed in the prior section). The *Tonquin Employment Area Implementation Plan* documents the infrastructure necessary to support employment growth, as described in the prior section.

Sherwood's vacant unconstrained land base is an advantage for economic development, especially the larger industrial sites in Sherwood and the TEA. The lack of infrastructure to support employment growth is a disadvantage to economic development, as areas without infrastructure, especially the TEA, are unlikely to develop until infrastructure is developed.

## Quality of Life

Quality of life is difficult to assess because it is subjective—different people will have different opinions about factors that affect quality of life, desirable characteristics of those factors, and the overall quality of life in any community. Economic factors such as income, job security, and housing cost are often cited as important to quality of life. These economic factors and overall economic conditions are the focus of this report, so this section will focus on non-economic factors that affect quality of life.

Sherwood’s quality of life is a key comparative advantage for economic development. Key quality of life factors in Sherwood are:

- ♣ **Tualatin River National Wildlife Refuge.** This suburban nature preserve provides residents walking trails and opportunities for wildlife education.
- ♣ **Cultural amenities and events.** In addition to the Tualatin River National Wildlife Refuge and other outdoor-recreation opportunities, the City of Sherwood has a robust parks and trail system. The Sherwood Center for the Arts, a new facility located in Old Town, hosts community cultural activities throughout the year. Other amenities available to Sherwood residents are the high-quality sports facilities for local schools, small town character, high-quality neighborhoods with access to amenities, and both community and regional groups.<sup>71</sup>
- ♣ **Access to education.** Many residents live in Sherwood because of the high school quality for elementary, middle, and high school students. George Fox University, located in Newberg, and Clackamas Community College, located in Wilsonville, provide access to higher education to residents of Sherwood and the rest of the county.
- ♣ **Access to medical care.** Residents of Sherwood can access nearby medical care through the Providence Medical Plaza in Sherwood. About four miles northeast of Sherwood, residents can also access the Kaiser Permanente Tualatin Medical Office.

Sherwood’s quality of life makes the city attractive to in-migrants and businesses that are attracted to Washington County.

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<sup>71</sup> City of Sherwood Amenities. Retrieved from: \*\*\*\*\*.sherwoodoregon.gov/economicdevelopment/page/amenities.

## 4. Employment Growth and Site Needs

Goal 9 requires cities to prepare an estimate of the amount of commercial and industrial land that will be needed over a 20-year planning period. The estimate of employment land need and site characteristics for Sherwood is based on expected employment growth and the types of firms that are likely to locate in Sherwood over the 20-year period. This section presents an employment forecast and analysis of target industries that build from recent economic trends.

This chapter was updated in August 2021 to include an updated employment base and an updated employment forecast for the 2021 to 2041 period.

### Forecast of Employment Growth and Commercial and Industrial Land Demand

Demand for industrial and non-retail commercial land will be driven by the expansion and relocation of existing businesses and by the growth of new businesses in Sherwood. This employment land demand is driven by local growth independent of broader economic opportunities, including the growth of target industries.

The employment projections in this section build off of Sherwood's existing employment base, assuming future growth is similar to Washington and Multnomah Counties' long-term historical employment growth rates. The employment forecast does not take into account a major change in employment that could result from the location (or relocation) of one or more large employers in the community during the planning period. Such a major change in the community's employment would exceed the growth anticipated by the city's employment forecast and its implied land needs (for employment, but also for housing, parks, and other uses). Major economic events, such as the successful recruitment of a very large employer, are difficult to include in a study of this nature. The implications, however, are relatively predictable: more demand for land (of all types) and public services.

Projecting demand for industrial and non-retail commercial land has four major steps:

1. **Establish base employment for the projection.** We start with the estimate of covered employment in Sherwood presented in Table 11. Covered employment does not include all workers, so we adjust covered employment to reflect total employment in Sherwood.
2. **Project total employment.** The projection of total employment considers forecasts and factors that may affect employment growth in Sherwood over the 20-year planning period.
3. **Allocate employment.** This step involves allocating types of employment to different land-use types.
4. **Estimate land demand.** This step estimates general employment land demand based on employment growth and assumptions about future employment densities.

The remainder of this section follows this outline to estimate employment growth and commercial and industrial land demand for Sherwood.

### Employment Base for Projection

The purpose of the employment projection is to model future employment land need for general employment growth. The forecast of employment growth in Sherwood starts with a base of employment

growth on which to build the forecast. Table 13 shows ECONorthwest’s estimate of total employment in the Sherwood city limits, Brookman, and Tonquin Employment Area in 2019.

To develop the figures, ECONorthwest started with estimated covered employment in the Sherwood city limits, Brookman, and Tonquin Employment Area from confidential Quarterly Census of Employment and Wages (QCEW) data provided by the Oregon Employment Department. Based on this information, Sherwood had about 6,784 covered employees in 2019, accounting for 2.2% of covered employment in Washington County.

Covered employment, however, does not include all workers in an economy. Most notably, covered employment does not include sole proprietors. Analysis of data shows that *covered* employment reported by the Oregon Employment Department for Washington County is only about 77% of *total* employment reported by the U.S. Department of Commerce.<sup>72</sup> We evaluated this ratio for each industrial sector for Washington County and used the resulting ratios to determine the number of non-covered employees. This allowed us to determine the total employment in Sherwood. Table 13 shows Sherwood had an estimated 8,920 *total* employees within its UGB in 2019.

Table 13. Estimated total employment by sector, Sherwood City Limits, Brookman, and Tonquin Employment Area, 2019

Employment Sector	Covered	Estimated	Covered % of Total
	Employment	Total Employment	
Construction	694	875	79%
Manufacturing	780	811	96%
Wholesale trade	355	448	79%
Retail trade	1,112	1,358	82%
Transportation and warehousing and Utilities	264	342	77%
Information	41	49	83%
Finance and insurance	87	149	58%
Real estate and rental and leasing	102	431	24%
Professional, scientific, mgmt of companies	186	334	56%
Admin. and waste mgmt services	315	395	80%
Educational services	93	186	50%
Health care and social assistance	568	710	80%
Arts, entertainment, and recreation	226	463	49%
Accommodation and food services	920	1,004	92%
Other services, except public administration	404	719	56%
Government	637	646	99%
<b>Total Non-Farm Employment</b>	<b>6,784</b>	<b>8,920</b>	<b>77%</b>

Source: 2019 covered employment from confidential Quarterly Census of Employment and Wage (QCEW) data provided by the Oregon Employment Department.

<sup>72</sup> **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as “1099 employees”), or some railroad workers. Covered employment data is from the Oregon Employment Department.

Total employment includes all workers based on date from the U.S. Department of Commerce. Total employment includes all covered employees, plus sole proprietors and other non-covered workers.

## Employment Projection

The employment forecast covers the 2021 to 2041 period, requiring an estimate of total employment for Sherwood in 2019.

The City of Sherwood does not have an existing employment forecast, and there is no required method for employment forecasting. Sherwood used the forecast growth rate (1.4%) for the 2021 to 2041 planning period based on Metro’s 2050 Employment Forecast (March 2021) forecast for Sherwood and the Tonquin Employment Area.<sup>73</sup> Sherwood assumes that the current number of jobs in the Sherwood urban area will grow during the 20-year planning period at a rate equal to the forecast growth rate for Sherwood in Metro’s most recent Employment Forecast, an average annual growth rate of 1.42%.

Table 14 shows employment growth in Sherwood between 2021 and 2041, based on the assumption that Sherwood will grow at an average annual growth rate of 1.4%. Sherwood will have 12,162 employees within the UGB by 2041, which is an increase of 2,987 employees (33%) between 2021 and 2041.

**Table 14. Employment Growth in Sherwood City Limits, Tonquin Employment Area, and Brookman Annexation Area 2021-2041**

Year	Total Employment
2021	9,175
2041	12,162
Change 2021 to 2041	
Employees	2,987
Percent	33%
<b>AAE</b>	<b>1.42%</b>

Source: ECONorthwest

The forecast of employment shows employment growing faster than Metro’s forecast for population and housing growth used in the Sherwood Housing Needs Analysis. If growth occurs at the rates projected, the population to employment ratio would decrease from about 3.2 residents per job to about 2.3 residents per job.

## Allocate Employment to Different Land Use Types

The next step in forecasting employment is to allocate future employment to broad categories of land use. Firms wanting to expand or locate in Sherwood will look for a variety of site characteristics, depending on the industry and specific circumstances. We grouped employment into four broad categories of land use based on North American Industrial Classification System (NAICS): industrial, retail commercial, office and commercial services, and government.

<sup>73</sup> The Metro forecast “2050 Employment Distributed Forecast” (March 2021) shows employment in Sherwood and the Transportation Analysis Zone (TAZ) that includes Tonquin Employment Area growing at an average annual growth rate of 1.42% for the 2020 to 2050 period.

The major difference between Metro’s forecast of employment growth and the forecast in Table 14 are: (1) Metro used 2018 QCEW data and Table 13 started with 2019 QCEW data; (2) Metro used an estimate of covered employment as the base for the forecast (the QCEW data) but this forecast uses an estimate of Total Employment, as described in Table 13; and (3) the employment base in Table 13 includes the small amount of existing employment in the Brookman and Tonquin Areas.

Table 15 shows the expected share of employment by land-use type in 2021 and the forecast of employment growth by land-use type in 2041 in the Sherwood City Limits, Tonquin Employment Area, and Brookman Annexation Area. The forecast shows growth in all categories of employment, with the following assumptions:

- ♣ **Industrial** employment will increase from 28% in 2021 to 34% of all employment by 2041. The increase is the result of the City's policies to support growth of higher-wage industries, such as manufacturing. Included in these policies are support for development in the Tonquin Employment Area. These policies are beginning to pay off, with growth of industrial areas such as the T-S Corporate Park and Cipole Industrial Park. The T-S Corporate Park will include multitenant space in manufacturing, food processing, and technology, and the Cipole Industrial Park will have development in warehousing, distribution, and a semiconductor manufacturing facility. Since late 2019, Sherwood has had 37 inquiries from businesses in industries such as, clean tech manufacturing, technology, warehousing and distribution, and food processing. These businesses were seeking a range of industrial sites as small as six acres and up to 200 acres. Of the 37 inquiries, eight pursued locating their business in Sherwood.

The City expects to see growth in the target industries described later in this chapter in both the Sherwood city limits and Tonquin Employment Area over the next two years. The State forecast for the Portland Region in Table 12 shows the Portland Region adding 25,800 new jobs in industrial sectors over the 2017-2027 period.

- ♣ **Retail Commercial** employment share will decrease from 15% in 2021 to 12% of all employment by 2041, based in part as a result of the forecast for slower population growth in Sherwood and consolidation in the retail industry. While national trends show an overall decrease in retail businesses, some retail will continue to be needed locally. Growth in population in Sherwood and in surrounding areas will drive modest growth in retail businesses in the city over the 20-year period. The State forecast for the Portland Region in Table 12 shows the Portland Region adding 9,900 new jobs in retail over the 2017-2027 period.
- ♣ **Office and Commercial Services** employment will nearly hold steady at between 50% and 48% of Sherwood's employment, accounting for the second largest number of new jobs through 2041. This employment group includes commercial jobs with lower than average pay (e.g., accommodations and food services) and service jobs with higher than average pay (e.g., professional services or financial services). The State forecast for the Portland Region in Table 12 shows the Portland Region adding 79,300 new jobs in office and commercial services over the 2017-2027 period, the largest and fastest growing employment grouping.
- ♣ **Government** employment share will decrease to about 6% of Sherwood's employment, in part as a result of the forecast for slower population growth in Sherwood. Growth in employment will generally follow population growth, with the majority of government employment growth in public schools. The State forecast for the Portland Region in Table 12 shows the Portland Region adding 7,900 new jobs in government over the 2017-2027 period, more than half of which are forecast to be in public education.

Table 15. Forecast of employment growth by land use type, Sherwood City Limits, Tonquin, and Brookman, 2021-2041

Land Use Type	2021		2041		Change 2021 to 2041
	Employment	% of Total	Employment	% of Total	
Industrial	2,547	28%	4,135	34%	1,588
Retail Commercial	1,397	15%	1,459	12%	62
Office & Commercial Services	4,567	50%	5,838	48%	1,271
Government	664	7%	730	6%	66
<b>Total</b>	<b>9,175</b>	<b>100%</b>	<b>12,162</b>	<b>100%</b>	<b>2,987</b>

Source: ECONorthwest

Note: The shaded percentages denote an assumption about the future change in the share of employment (asa percent of total) by land use type.

## Estimate of Demand for Commercial and Industrial Land

Some employment growth in Sherwood will not require vacant employment land over the 20-year period. Table 16 shows that some employment will locate in residential plan designations, based on the location of existing employment. According to QCEW data, some employment in Sherwood in 2016 is located on land designated for residential uses. The following amounts of employment located in residential plan designations are: (1) 12% of industrial employment, such as home offices for construction companies; (2) 15% of retail employment, such as corner stores or other retail in neighborhoods, and (3) 21% of office and commercial services, such as medical offices or small personal service businesses such as banks or hair stylists.

This analysis assumes that the percentage of new employment locating in residential land designations will remain the same over the 20-year period: 12% of industrial, 15% of retail, and 21% of office and commercial service employment.

Using these assumptions, 467 new employees will be accommodated on land in residential designations and 2,454 new employees will require vacant (including partially vacant) land over the 2021 to 2041 period.

Table 16. Forecast of employment growth by land use type, Sherwood City Limits, Tonquin, and Brookman 2021-2041

Land Use Type	New Employment Growth	Emp. In Res. Designations	New Emp. on Vacant Land
Industrial	1,588	191	1,397
Retail Commercial	62	9	53
Office & Commercial Services	1,271	267	1,004
<b>Total</b>	<b>2,921</b>	<b>467</b>	<b>2,454</b>

Source: ECONorthwest

Table 17 shows demand for vacant (including partially vacant) land in Sherwood over the 20-year period. The assumptions used in Table 17 are:

- ♣ **Employment density.** Employees per acre is a measure of employment density based on the ratio of the number of employees per acre of employment land that is developed for employment uses. Table 17 assumes the following numbers of net employees per acre: Industrial will have an average of 15 employees per acre, Retail Commercial will have an average of 20 employees per acre, and Office and Commercial Services will have an average of 25 employees per acre.

These employment densities are consistent with employment densities in Oregon cities of similar size as Sherwood<sup>74</sup>. Some types of employment will have higher employment densities (e.g., a multistory office building), and some will have lower employment densities (e.g., a convenience store with a large parking lot).

- ♣ **Conversion from net-to-gross acres.** The data about employment density is in *net* acres, which does not include land for public right-of-way. Future land need for employment should include land in tax lots needed for employment plus land needed for public right-of-way. One way to estimate the amount of land needed for employment, including public right-of-way, is to convert from *net* to *gross* acres based on assumptions about the amount of land needed for public right-of-

<sup>74</sup> Source of similar employment densities in Oregon cities of similar size of Sherwood, EcoNorthwest

way.<sup>75</sup>A net-to-gross conversion is expressed as a percentage of gross acres that are in public right-of-way.

Based on empirical evaluation of Sherwood’s existing net-to-gross ratios, ECONorthwest uses a net-to-gross conversion factor of 11% for industrial and 24% for commercial and retail.

Using these assumptions, the forecasted growth of 2,454 new employees will result in the following demand for vacant (and partially vacant) employment land: 105 gross acres of industrial land, 3 gross acres of retail commercial land, and 53 gross acres of land for office and commercial services.

**Table 17. Demand for vacant land to accommodate employment growth, Sherwood City Limits, Tonquin, and Brookman, 2021-2041**

<b>Land Use Type</b>	<b>New Emp. on Vacant Land</b>	<b>Employees per Acre (Net Acres)</b>	<b>Land Demand (Net Acres)</b>	<b>Land Dem and (Gross Acres)</b>
<b>Industrial</b>	1,397	15	93	105
<b>Retail Commercial</b>	53	20	3	3
<b>Office &amp; Commercial Services</b>	1,004	25	40	53
<b>Total</b>	<b>2,454</b>		<b>136</b>	<b>161</b>

Source: ECONorthwest

Note: Vacant land includes land identified in the buildablelands inventory as vacant or potentially redevelopable.

<sup>75</sup> OAR 660-024-0010(6) uses the following definition of net buildable acre. “Net Buildable Acre” consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

## Target Industries

The characteristics of Sherwood will affect the types of businesses most likely to locate in the city. Sherwood’s attributes that may attract firms are: Sherwood’s location in the Portland region; the existing employment base; access to workers from across the Portland region; arts and cultural opportunities; high quality of life; and high quality of schools.

Sherwood’s existing businesses are concentrated in the industries defined in Table 18. The industries in green highlight are industries with a high location quotient (i.e., highly specialized compared to national employment in the industry), high employment (i.e., have more than 200 employees in Sherwood), and higher than average wages in Sherwood. These industries have the highest potential for growth, given existing businesses and the higher concentration of employment.

Sherwood also has opportunities for employment growth in industries without a concentration of employment or a high location quotient, such as professional services or wholesale.

**Table 18. Concentration of Industries and Employment, City of Sherwood, 2016.**

	High Employment	Low Employment
High Location Quotient	<ul style="list-style-type: none"> <li>Waste Management and Remediation Services</li> <li>Specialty Trade Contractors</li> <li>Heavy and Civil Engineering Construction</li> <li>Machinery Manufacturing</li> <li>Merchant Wholesalers, Durable Goods</li> <li>Building Material and Garden Equipment and Supplies Dealers</li> <li>Amusement, Gambling, and Recreation Industries</li> <li>General Merchandise Stores</li> <li>Food and Beverage Stores</li> <li>Food Services and Drinking Places</li> </ul>	<ul style="list-style-type: none"> <li>Construction of Buildings</li> <li>Real Estate</li> <li>Wholesale Electronic Markets and Agents and Brokers</li> <li>Plastics and Rubber Products Manufacturing</li> <li>Personal and Laundry Services</li> </ul>
Low Location Quotient	<ul style="list-style-type: none"> <li>Merchant Wholesalers, Nondurable Goods</li> <li>Miscellaneous Store Retailers</li> <li>Truck Transportation</li> </ul>	<ul style="list-style-type: none"> <li>Professional, Scientific, and Technical Services</li> <li>Ambulatory Health Care Services</li> <li>Utilities</li> <li>Administrative and Support Services</li> <li>Nursing and Residential Care Facilities</li> <li>Social Assistance</li> </ul>

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2016.

Greater Portland Inc. (GPI) identified the following regional clusters in their *Regional Trends in Greater Portland’s Target Clusters* analysis in 2018:

- ♣ Growing Base Industries
  - **Computers and Electronics**, such as semiconductors, electronic communication equipment, computer peripherals, circuit boards, and other electronics.
  - **Metals and Machinery**, such as food processing machinery, medical devices, component parts for manufacturing, and other specialized machinery for manufacturing.
  - **Athletics and Outdoors**, such as design services, professional services, marketing, and some manufacturing of footwear and athletics goods.
- ♣ Emerging Industries
  - **Health Sciences Tech**, such as pharmaceutical manufacturing, chemical manufacturing, laboratory instrument manufacturing, medical equipment and supplies manufacturing,

medical equipment and supplies wholesalers, engineering services, scientific research and development services, and medical and diagnostic laboratories.

- **Clean Tech**, such as scientific and technical research and services, engineering services, architectural design, construction, instruments manufacturing, electrical equipment manufacturing, renewable energy equipment and components, architectural design, clean power generation, and waste remediation.
- **Software and Media**, such as software development, data processing, computer systems design, and motion picture and video production.

These regional clusters from the GPI analysis align with some of the industries from the *Tonquin Employment Area Market Analysis, Business Recruitment Strategy, and Implementation Plan*. These industries are:

- ♣ Clean Tech
- ♣ Technology and Advanced Manufacturing
- ♣ Outdoor Gear and Active Wear

The potential growth industries in Sherwood will draw from existing industry concentration in the City and the Portland region, along with the City's economic development policies that align with changing or emerging industries and result in employment growth in Sherwood.

## Potential Growth Industries

An analysis of growth industries in Sherwood should address two main questions: (1) Which industries are most likely to be attracted to Sherwood? and (2) Which industries best meet Sherwood's economic development goals? The selection of target industries is based on Sherwood's goals for economic development, economic conditions in Sherwood and the Portland region, and the City's competitive advantages.

Given the current employment base, which is composed of moderately sized businesses, it is reasonable to assume that much of the city's business growth will come from moderate-sized businesses and potentially larger businesses depending on future development at the TEA. This growth will either come from businesses already in Sherwood or new businesses that start or relocate to Sherwood from within the Portland region or from outside of the region.

The industries identified as having potential for growth in Sherwood are:

- ♣ **Manufacturing.** Sherwood's attributes, especially its location in the Portland region and proximity to Hillsboro, may attract manufacturing firms, such as:
  - Technology and Advanced Manufacturing, such as such as semiconductors, electronic communication equipment, computer peripherals, and circuit boards.
  - Machinery Manufacturing (Metals and Machinery), food processing machinery, medical devices, component parts for manufacturing, and other specialized machinery for manufacturing.
  - Clean Tech, such as instruments manufacturing, electrical equipment manufacturing, and renewable energy equipment and components.
- ♣ **Professional and business services.** Sherwood's high quality of life, access to quality schools, existing population and business base, and proximity to the Portland region may attract professional and business services that prefer to locate in a smaller city like Sherwood, such as:
  - Software and Media, such as software development, data processing, computer systems design, and motion picture and video production.

- Clean Tech, such as scientific and technical research and services, engineering services, architectural design, and construction engineering services.
- Athletics and Outdoors, such as design services, professional services and marketing.
- Other services, such as scientific research, environmental services, or other services.
- ♣ **Wholesale.** Sherwood's access to Highway 99 may make the city attractive to continued growth of wholesale businesses.
- ♣ **Services for visitors:** Emphasis on experiences and destinations in and near Sherwood, especially related to agriculture and wineries, will drive demand for services for visitors such as family-friendly events, farmers markets, specialty retail, wine tasting rooms, restaurants, or hotels.
- ♣ **Services for residents:** Growth in population in and around Sherwood will drive growth of businesses that serve residents, such as medical services, legal services, financial services, retail, personal services (e.g., barbers), and restaurants.

Growth in industries such as the manufacturing, professional and business services, and wholesale, have the potential to increase the average wage and property tax collections in Sherwood.

## Sherwood’s Economic Development Policies

To complement the findings and recommendations in the Economic Opportunities Analysis, ECONorthwest worked with Sherwood staff and the advisory committees to write Sherwood’s Economic Development Strategy. The strategy provides a vision, goals, policies, objectives, and actions related to economic development activities in Sherwood. The goals and policies are listed below.

**Goal 1: Prioritize and promote economic development to increase the city tax base by providing and managing a supply of land to target growth industries and support Sherwood’s desired economic growth.**

**Policy 1: Land Availability and Management:** The City will plan for a 20-year supply of suitable commercial and industrial land on sites with a variety of characteristics (e.g., site sizes, locations, visibility, and other characteristics) and manage the supply of employment land to make the most efficient use of commercial and industrial land.

**Goal 2: Plan and provide adequate infrastructure efficiently and timely to support employment growth.**

**Policy 2: Infrastructure Support:** Provide adequate infrastructure to support employment growth, with a focus on the Tonquin Employment Area.

**Goal 3: Support the growth of local businesses and attract new businesses that increase the City’s tax base, provide stable, high wage jobs and capitalize on Sherwood’s location and high-quality of life to create destinations and experiences for both residents and visitors of Sherwood.**

**Policy 3: Existing Business Retention, New Business Development, and Attraction of New Businesses:** The City will support retention and expansion of existing businesses, growth and creation of entrepreneurial business, and attraction of new businesses that align with Sherwood’s revised Community Vision. The types of businesses the City wants to attract most are non-polluting businesses with wages at or above the Washington County average, such as the industries identified in the Economic Opportunities Analysis.<sup>76</sup>

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<sup>76</sup> The Economic Opportunities Analysis identifies the following potential growth industries for Sherwood: Technology and Advanced Manufacturing, Machinery Manufacturing, Clean Tech, Outdoor Gear and Active Wear, Professional and Business Services, Wholesale, Services for Visitors, and Services for Residents.

## Site Needs for Potential Growth Industries

OAR 660-009-0015(2) requires the EOA to “identify the number of sites by type reasonably expected to be needed to accommodate the expected [20-year] employment growth based on the site characteristics typical of expected uses.” The Goal 9 rule does not specify how jurisdictions conduct and organize this analysis.

The rule, OAR 660-009-0015(2), does state that “[i]ndustrial or other employment uses with compatible site characteristics may be grouped together into common site categories.” The rule suggests, but does not require, that the city “examine existing firms in the planning area to identify the types of sites that may be needed.” For example, site types can be described by: (1) plan designation (e.g., heavy or light industrial), (2) general size categories that are defined locally (e.g., small, medium, or large sites), or (3) industry or use (e.g., manufacturing sites or distribution sites). For purposes of the EOA, Sherwood groups its future employment uses into categories based on their need for land with a particular plan designation (i.e., industrial or commercial) and by their need for sites of a particular size.

Based on the forecasts of employment growth in Table 16 and the average business size of business in Sherwood in 2019 (using analysis of Quarterly Census of Employment and Wage data), employment growth in Sherwood will require:

- **Industrial** employment will grow by 1,588 employees, with 1,397 employees requiring vacant land. The average size of industrial employers in Sherwood in 2019 was 11.4 employees per business. At that average size, Sherwood will need 122 industrial sites.
- **Retail Commercial** employment will grow by 62 employees, with 53 employees requiring vacant land. The average size of retail employers in Sherwood in 2019 was 20.2 employees per business. At that average size, Sherwood will need 3 retail sites.
- **Office & Commercial Services** employment will grow by 1,271 employees, with 1,004 employees requiring vacant land. The average size of industrial employers in Sherwood in 2019 was 6.5 employees per business. At that average size, Sherwood will need 154 office and commercial sites.

The potential growth industries described in the prior section are a mixture of business sizes, from small businesses to larger businesses. For the most part, Sherwood’s potential growth industries need relatively flat sites, especially for industrial or manufacturing businesses, with access to arterial roads to connect with I-5 or key employment centers in Hillsboro or Portland.

Manufacturing and other industrial businesses likely to locate in Sherwood will have a range of space needs:

- ♣ **Small-scale manufacturing space.** Businesses would be located in an industrial building with many other users.
- ♣ **Space in a flex services building.**
- ♣ **Mid-sized manufacturing.** Businesses would be located potentially in a building with a few other businesses. Between 2015 and 2017, Greater Portland Inc. (GPI) reported manufacturing projects in its pipeline that requested an average square footage between 35,000 square feet (approximately two to four-acre sites) and 104,000 square feet (approximately eight to 10-acre sites).
- ♣ **Land for construction of a building designed for the manufacturer.** In 2017, of GPI’s manufacturing projects five requested land for a new building and 21 requested locations in an existing space.

Professional and technical service businesses have a range of space needs, ranging from:

- ♣ **Space in an existing building.** Businesses would be located as one of several or many firms within the building. Between 2015 and 2017, GPI’s projects—both office and manufacturing projects—consistently requested existing space over “greenfield” space to build new facility. In 2017, about 80% of GPI’s projects requested existing space for their business.<sup>77</sup>
- ♣ **Space in a building dominated by one firm.** This could potentially be with manufacturing or other industrial space in the building.
- ♣ **Land for construction of a building designed for the firm.** However, in the case where the business needs to build a building, they are typically seeking existing space rather than land to build a new facility.

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<sup>77</sup> “2015-2017 Pipeline Trend Analysis,” Greater Portland Inc., February 2018.

## 5. Land Sufficiency and Conclusions

This chapter presents conclusions about Sherwood’s employment land sufficiency for the 2021-2041 period. The chapter then concludes with a discussion about Sherwood’s land base and its ability to accommodate growth over the next 20 years, as well as recommendations for the City to consider, ensuring it meets its economic growth needs throughout the planning period.

This chapter was updated in August 2021 to include an updated calculation of land sufficiency based on updates to the buildable lands inventory, employment base, and employment forecast for the 2021 to 2041 period.

### Land Sufficiency

Table 19 shows commercial and industrial land sufficiency within the Sherwood City Limits, Tonquin Employment Area (TEA), and Brookman Annexation Area. It shows:

- **Vacant and Potentially Redevelopable Unconstrained Land** from Table 5 for land within Sherwood, TEA, and Brookman. Table 19 shows that Sherwood has 97 gross acres of industrial land and 25 gross acres of commercial land (including retail commercial).
- **Demand for Commercial and Industrial Land** from Table 17. Table 19 shows Sherwood will need a total of 105 gross acres for industrial uses and 56 gross acres for commercial (including retail commercial) uses over the 2021-2041 period.

Table 19 shows that Sherwood has:

- An 8-acre deficit of industrial land.
- A 4-acre surplus of retail commercial land.
- A 35-acre deficit of office commercial land.
- A 127-acre supply of future development land in TEA and Brookman. This supply will likely meet needs for both industrial and commercial demand.

Table 19. Comparison of the Capacity of Unconstrained Vacant and Potentially Redevelopable Land with Employment Land Demand by Land Use Type, Sherwood City Limit, Tonquin, and Brookman, 2021-2041

Land Use Type	Land Supply (Suitable Gross Acres)	Demand (Gross Acres)	Land Sufficiency (Deficit)
Industrial	97	105	(8)
Retail Commercial	7	3	4
Office & Commercial Services	18	53	(35)
Future Development (Tonquin and Brookman)	127	-	127
<b>Total</b>	<b>249</b>	<b>161</b>	

Source: ECONorthwest

### Conclusions and Recommendations

The conclusions about commercial and industrial land sufficiency are:

- ♣ **Sherwood is forecast for growth in both commercial and industrial employment sectors.** Sherwood is planning for growth of about 2,987 new jobs in the city over the 2021 to 2041 period. About 1,588 of the jobs will be in industrial land uses, 1,271 in office and commercial services, and 62 in retail. Growth of these jobs will result in demand for about 105 gross acres industrial land and 56 gross acres of commercial land.
- ♣ **Sherwood has enough employment land to accommodate growth.** Table 19 shows Sherwood has enough land for employment growth over the next 20 years. The Tonquin Employment and Brookman Annexation will provide both industrial and a limited amount of commercial employment. If the City continues to implement its economic development policies, the rate of development may lead to a shortage of appropriate sites—particularly sites in excess of 10 acres—for employment growth in the City of Sherwood, thereby creating development opportunities in the future growth area of Sherwood West.
- ♣ **Sherwood’s wages are below average for the Portland Region and for the nearby cities of Tigard and Tualatin.** The primary reason for lower wages at jobs in Sherwood is the mix of jobs in Sherwood, with Retail and Accommodations and Food Services having the largest number of employees in Sherwood but wages below the city average. Sherwood’s target industries generally have above average wages, except for some types of services for visitors and residents of Sherwood, such as Retail and Accommodations and Food Services. In addition, Sherwood’s target industries are generally more likely to increase the City’s property tax base, except for some types of services for visitors and residents of Sherwood, such as Retail and Accommodations and Food Services.
- ♣ **Most new businesses will be relatively small and will require small and mid-sized sites.** Sherwood’s businesses are generally small, averaging 9 employees per business. Businesses with 50 or fewer employees account for roughly 57% of private employment in Sherwood. Businesses with 9 or fewer employees account for 20% of private employment and 4 or fewer account for 10% of private employment. Growth of small businesses presents key opportunities for economic growth in Sherwood. Sherwood has about 51 sites smaller than five acres. Some of these sites may subdivide into smaller sites.
- ♣ **Sherwood will need to manage its industrial land base to ensure that there are sufficient small and mid-sized sites available for development.** Within the context of the site needs discussed at the end of Chapter 4, Sherwood will need to manage its industrial land base, including Tonquin Employment Area, to ensure that there are sufficient opportunities for small and mid-sized businesses, either through subdivision of larger sites (e.g., sites of ten acres and larger) industrial sites or through the development of some larger sites for many small businesses in one or more shared building.
- ♣ **Sherwood has a 35-acre deficit of land for office commercial uses.** Some of this land deficit may be accommodated in the Tonquin Employment Area, which is expected to accommodate about 380 commercial employees and which would address 15 to 19 acres of this deficit. The Brookman Annexation Area is also expected to designate about 15 acres of land for commercial and retail uses. The City will need to identify opportunities address the remaining deficit, through policies that encourage infill or redevelopment of existing commercial land or through redesignating land to commercial uses.
- ♣ **Sherwood will need to address key infrastructure needs in the City and in the development of the Tonquin Employment Area.** Transportation issues currently present barriers to business locating or expanding in Sherwood due to congestion and limited access to the major road networks. Additionally, the implementation of infrastructure development of the Tonquin Employment Area needs to be addressed to retain and attract the businesses and targeted industries in Sherwood’s economic development policies.

- ♣ **Sherwood will need to continue to provide flexibility in its development code to provide opportunities for growing and developing businesses that both provide services and are related to manufacturing businesses.** The line between commercial businesses (i.e., businesses that locate in an office space in downtown) and industrial businesses is blurring. Many of the types of business with growth potential in Sherwood have characteristics (and site needs) of both office businesses and industrial businesses, such as scientific and technical and engineering services for Clean Tech or design services for Athletics and Outdoors. Businesses in these industries produce traded-sector goods. They may prefer not to locate in traditional downtown office spaces, but their activities are not consistent with the traditional manufacturing activities allowed in industrial areas either.

The following are ECONorthwest's recommendations to Sherwood based on the analysis and conclusions in this report.

- ♣ **Update the Economy Element of the Comprehensive Plan.** The Economy Element has not been updated in more than a decade. We recommend that the Planning Commission and City Council review the revised policies in the Sherwood Economic Development Strategy and, after making additional necessary revisions to the policies, adopt the revised goals, objectives, and implementation strategies into the Economy Element.

- ♣ **Align the City's goals for economic development with planning for infrastructure development.** Aside from ensuring that there is sufficient land to support employment growth, one of the most important ways that the City can support economic development is through planning for and developing infrastructure (e.g., roads, water, sanitary sewer, and storm water systems). We recommend that the City align its goals for economic development with infrastructure development through updates to the City's Capital Improvements Plan.

Providing infrastructure in the TEA is necessary to allow employment growth to occur in the TEA. Without infrastructure, much of the TEA will remain undeveloped.

- ♣ **Identify opportunities to support the creation, growth, development, and retention of businesses in Sherwood.** Retention and expansion of new and existing businesses, including those that create destinations and experiences for residents and visitors, is one of Sherwood's key opportunities for economic growth. The City can support businesses by understanding businesses' opportunities for growth and expansion and lowering or eliminating the barriers in Sherwood that limit growth and expansion. Some barriers are beyond control of the City, such as access to capital. An example of this type of opportunity is the development of Sherwood's first semiconductor manufacturer in Cipole Industrial Park, along with warehousing and distribution facilities.

- ♣ **Work with partners to develop a broad economic development strategy for Sherwood.** The revisions to the Comprehensive Plan presented in the Sherwood Economic Development Strategy focus on land-based policies and actions. The city also needs a broader strategy for economic development that focuses on issues such as communication with existing businesses to identify barriers to expansion, economic development, marketing of Sherwood's businesses and business opportunities, building business and other partnerships, and coordinating economic development efforts with local and regional economic development organizations.

This strategy could be developed through leadership from the city leadership and city staff, with one or more staff members responsible for developing and implementing policies to encourage economic growth. The strategy should identify a focused list of actions that the City Council wants to achieve over a limited time period (e.g., 5 years), with specific assignments to partners and identification of funding sources to implement the actions.

- ♣ **Monitor and replenish the total and short-term supply of commercial and industrial land on a regular, periodic basis.** The buildable lands inventory identifies the existing development status of employment land in Sherwood, as well as identifies the existing short-term land supply. While Sherwood will not completely update the buildable lands inventory on an annual basis, City staff should still monitor the development status of these employment lands and replenish short-term supply when possible.
- ♣ **Support infill and redevelopment of existing commercial and industrial land.** The buildable lands inventory identifies areas where infill and redevelopment are more probable over the 20-year planning period. Other opportunities for redevelopment may become apparent in the future. We recommend that the city support and encourage infill and redevelopment to make the most efficient use of employment land in Sherwood. The types of tools that the city offers in support of infill and redevelopment should be consistent with the city's development goals. In areas where the city wants to encourage higher intensity development, such as in Old Town, the city should offer more support for redevelopment, including financial and regulatory redevelopment incentives.

## Appendix A. Buildable Lands Inventory

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The buildable lands inventory is intended to identify commercial and industrial lands that are available for development for employment uses within the Sherwood City Limits, Tonquin Employment Area, and Brookman Annexation Area. The inventory is sometimes characterized as *supply* of land to accommodate anticipated employment growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the type of development and other factors.

This chapter presents results of the commercial and industrial buildable lands inventory for the City of Sherwood. The results are based on additional analyses of Metro’s 2018 BLI completed by ECONorthwest and reviewed by City staff. The remainder of this chapter summarizes key findings of the draft buildable lands inventory. This chapter includes tabular summaries, maps, and narrative descriptions.

### Methodology

The general structure of the buildable land (supply) analysis is based on the methods used for Metro’s buildable lands inventory included with the 2018 Urban Growth Report, Appendix 2.<sup>78</sup> ECONorthwest used GIS data with the Metro BLI as a starting point for determining buildable employment land in Sherwood. The buildable lands inventory uses methods and definitions that are consistent with OAR 660-009 and OAR 660-024. The steps in the inventory were:

- ♣ Generate employment “land base.” This involved “clipping” the tax lots in the Sherwood City Limits, Tonquin Employment Area, and Brookman Annexation Area that were designated as employment lands in the Metro BLI<sup>79</sup> and intersecting them with the comprehensive plan layer. The GIS function was followed by a quality assurance step to review the output and validate that the resulting dataset accurately represents all lands designated for employment use in the Sherwood City Limits, Tonquin Employment Area, and Brookman Annexation Area.
- ♣ Classify lands. Each tax lot was classified into one of the following categories, using Metro’s classification system as a starting point and reviewed by City staff:
  - Vacant land
  - Potentially redevelopable land<sup>80</sup>
  - Developed or exempt land
- ♣ Identify constraints. The City identifies areas in steep slopes (over 15%), landslide hazard areas, wetlands, public facilities, floodways, Title 3 stream and floodplain protection areas, and Title 13 riparian corridors and upland habitats. These areas are deducted from lands that were identified as vacant or potentially redevelopable. To estimate the constrained area within each tax lot, all

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<sup>78</sup> Appendix 2 Buildable Lands Inventory, 2018 Urban Growth Report (Discussion draft). Metro. June 2018.  
\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf)

<sup>79</sup> Metro defined employment land by zone as “ZONE\_GEN in ('COM','IND','MUR').”

<sup>80</sup> Metro used a “strike-price method” to determine redevelopment potential for each tax lot. A full description of the method is available in the 2018 Urban Growth Report:

\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf)

constraints listed above were merged into a single constraint file, which was overlaid on tax lots.<sup>81</sup>

- ♣ Evaluate redevelopment potential. According to statewide planning rules, redevelopable land is land on which development has already occurred, but on which, due to present or expected market forces, there is potential that existing development will be converted to more intensive uses during the planning period. Lands determined to be redevelopable have been categorized as “potentially redevelopable” for the purpose of this analysis.<sup>82</sup>
- ♣ Tabulation and mapping. The results are presented in tabular and map formats with accompanying narratives. The maps include lands by classification and maps of vacant and partially vacant lands with constraints.

## Definitions

Metro developed the buildable lands inventory with a tax lot database from RLIS. The tax lot database is current as of March 2018. The inventory builds from the database to estimate buildable land by plan designation. A key step in the buildable lands inventory was to classify each tax lot into a set of mutually exclusive categories. Metro classified all tax lots in Sherwood into one of the following categories:

- ♣ *Vacant land.*<sup>81</sup> Any tax lot that is “fully vacant (Metro aerial photo)”; or “with less than 2,000 sq. ft. developed AND developed part is under 10% of entire tax lot”; or that is “95% or more ‘vacant’ from the GIS vacant land inventory.”
- ♣ *Potentially redevelopable land.*<sup>83</sup> For tax lots that were not classified vacant or exempt, Metro included all other employment land tax lots in the strike-price model. Tax lots with a value greater than zero in the “net\_emp\_acres\_strike\_price” field in the Metro BLI GIS layer were considered to have redevelopment potential. The value in that field for each tax lot is the number of acres that is potentially redevelopable, not including constrained acres. Tax lots with a “net\_emp\_acres\_strike\_price” value of zero were considered developed.
- ♣ *Developed land.*<sup>84</sup> Tax lots with a “net\_emp\_acres\_strike\_price” value of zero were considered developed.
- ♣ *Exempt land.*<sup>85</sup> Land that is classified as either, “tax exempt with property codes for city, state, federal and Native American designations; schools; churches and social organizations; private streets; rail properties; tax lots under 1,000 sq. ft. (0.023 gross acres); parks, open spaces and where possible private residential common areas.” Metro used GIS data and Assessor’s data to determine the status of exempt land. ECONorthwest included all tax lots classified as exempt land in the developed land tabular and mapping information, but these tax lots can still be distinguished in the GIS data layer.

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<sup>81</sup> Net buildable acreage for taxlots designated as “potentially redevelopable” was determined using the “net\_emp\_strike\_price” field from the Metro 2018 BLI. This field already factors in constrained area, thus ECONorthwest did not deduct constrained area from this number. For taxlots designated as “vacant,” we calculated the constrained area of the taxlot and subtracted the constrained area from the total taxlot area.

<sup>82</sup> Appendix 2 Buildable Lands Inventory, 2018 Urban Growth Report (Discussion draft). Metro. June 2018. p. 20.  
\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf).

<sup>83</sup> Appendix 2 Buildable Lands Inventory, 2018 Urban Growth Report (Discussion draft). Metro. June 2018.  
\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf)

<sup>84</sup> Appendix 2 Buildable Lands Inventory, 2018 Urban Growth Report (Discussion draft). Metro. June 2018.  
\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf)

<sup>85</sup> Appendix 2 Buildable Lands Inventory, 2018 Urban Growth Report (Discussion draft). Metro. June 2018. pp. 20-21.  
\*\*\*\*\*[oregonmetro.gov/sites/default/files/2018/07/03/UGR\\_Appendix2\\_Buildable\\_Lands\\_Inventory.pdf](https://oregonmetro.gov/sites/default/files/2018/07/03/UGR_Appendix2_Buildable_Lands_Inventory.pdf).

ECONorthwest initially classified land using Metro’s categories and generated maps for City staff to review. City staff had previously reviewed Metro’s analysis for Sherwood, but there were a few updates to tax lots that had redeveloped since that review. ECONorthwest adjusted the classification accordingly and noted manual changes in the GIS data layer.

## Development constraints

The physical constraints used in the Sherwood buildable lands inventory include: areas subject to landslides, areas with slopes greater than 15%,<sup>86</sup> lands within the 100-year flood plain, Metro’s Title 3 land (including Water Resource Conservation Areas), lands within Metro’s Title 13 Habitat Conservation Areas (Class I and II, A and B), Wetlands, and public facilities.

## Land base

Table 20 summarizes all land included in the employment land base (e.g., lands with plan designations that allow employment). ECONorthwest used this land base in the buildable lands analysis for Sherwood. The land base includes traditional employment designations with Sherwood’s city limits—Commercial and Industrial—along with land designated for future development in the Tonquin Employment Area and Brookman Annexation Area as of May 2018. According to Metro RLIS data, within Sherwood’s city limits there are about 171 acres in 134 tax lots with a commercial plan designation, and about 478 acres in 115 tax lots with an industrial plan designation. The Tonquin Employment Area is located on the eastern edge of Sherwood’s city limits and is in the Metro UGB. It has about 282 acres in 25 tax lots. The Brookman Annexation Area, also within the Metro UGB, is located southwest of Sherwood’s city limits. It has about 25 acres designated for employment land in 4 tax lots.

**Table 20. Acres in Sherwood City Limit, Tonquin, and Brookman, 2018<sup>87</sup>**

Plan Designation/ Area	Tax Lots	Total Acres
Commercial	134	171
Industrial	115	478
Tonquin	25	282
Brookman	4	25
<b>Total</b>	<b>278</b>	<b>956</b>

Source: Metro RLIS, 2018 BLI, & ECONorthwest analysis.

The next step in the inventory was to classify lands into mutually-exclusive categories that relate to their development status. The categories include:

- ♣ Vacant land
- ♣ Potentially redevelopable land

<sup>86</sup> Metro’s calculation of constrained area for employment land includes slopes greater than 25%. Lands for commercial and industrial uses are typically developed on slopes no greater than 15%, so we used an “erase” function in GIS to determine any constrained areas that were not included in Metro’s calculation of constrained area. These additional constraints were subtracted from the “net\_emp\_strike\_price” value for tax lots designated as “potentially redevelopable,” and included in the total constraints layer and subtracted from the total area for tax lots designated as “vacant.”

<sup>87</sup> The original land base included 277 tax lots. The final version includes 278 tax lots, because City staff requested to split a tax lot in the Tonquin Employment Area into two tax lots. One tax lot is the planned water treatment plant, which was considered developed in the BLI, and the other remained designated as “vacant.” In addition, the “Langer Farms site” was originally included in the BLI with the northern portion of the site as potentially redevelopable and counted in the unconstrained buildable acreage. In the current version, the entire tax lot was classified as vacant after discussion with City staff about the development of the Fun Center and retail/commercial shopping plaza on the remainder of the site.

- ♣ Developed land
- ♣ Except land

ECONorthwest used the rules described in the prior section to perform a preliminary classification, based on Metro’s previous analysis. The next step was to show the results in map form for City staff to review and suggest changes. ECONorthwest completed the manual classification changes, as noted in the GIS data layer.

Table 21 shows commercial and industrial land in Sherwood by classification (development status). The results show that Sherwood has 956 total acres in commercial and industrial plan designations. Of the 956 acres in the UGB, about 474 acres (50%) are in classifications with no development capacity, 233 acres (24%) are constrained and 249 acres (26%) are buildable land with development capacity.

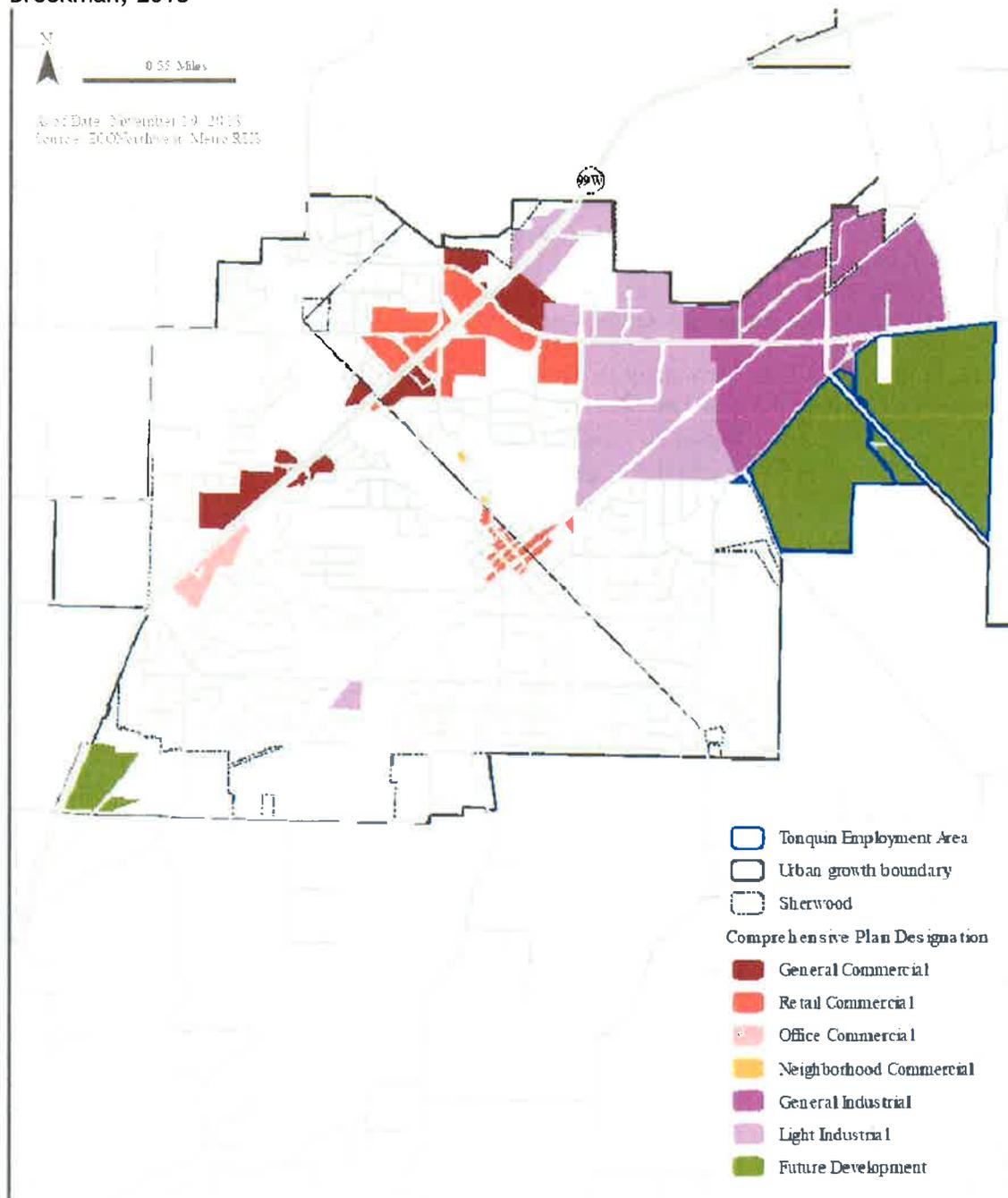
**Table 21. Employment acres by classification and plan designation, Sherwood City Limits, Tonquin, and Brookman Annexation Area, 2021**

Plan Designation	Tax Lots	Total Acres	Total		
			Acres with No Development Capacity	Constrained Acres	Unconstrained Buildable Acres
<b>Commercial</b>	134	171	119	27	25
General Commercial	31	62	38	10	14
Neighborhood Commercial	2	1	1	0	0
Office Commercial	11	16	6	5	5
Retail Commercial	90	92	74	12	6
<b>Industrial</b>	115	478	290	91	97
General Industrial	66	238	158	19	61
Light Industrial	49	240	132	72	36
<b>Tonquin</b>	25	282	62	111	110
Future Development	25	282	62	111	110
<b>Brookman</b>	4	25	3	4	18
Future Development	4	25	3	4	18
<b>Total</b>	<b>278</b>	<b>956</b>	<b>474</b>	<b>233</b>	<b>249</b>
<b>Percent of Total</b>		<b>100%</b>	<b>50%</b>	<b>24%</b>	<b>26%</b>

Source: Metro RLIS, 2018 BLI, & ECONorthwest analysis.

Map 2 shows commercial and industrial land in Sherwood by plan designation.

Map 2. Map of employment land by classification, Sherwood City Limits, Tonquin, and Brookman, 2018



## Vacant buildable land

The next step in the commercial and industrial buildable land inventory was to net out portions of vacant tax lots that are unsuitable for development. Areas unsuitable for development fall into three categories: (1) developed areas of partially vacant tax lots, (2) areas with service constraints (5 tax lots within the UGB east of I-5 have no access to infrastructure such as water and sewer), (3) areas with physical constraints (areas with wetlands, floodways, riparian setback areas and steep slopes).

Table 22 shows unconstrained buildable acres for vacant and potentially redevelopable land by plan designation. The results show that Sherwood has about 249 net buildable acres in commercial and industrial plan designations. Of this, 10% (25 acres) is in the commercial designations, 39% (97 acres) is in industrial designations, and 51% (127 acres) is designated as future development in the Tonquin Employment Area and Brookman Annexation Area.

Table 22. Employment land with unconstrained development capacity (Vacant, Potentially Redevelopable) by plan designation, Sherwood City Limits, Tonquin, and Brookman, 2021

Plan Designation	Unconstrained Vacant Acres	Unconstrained Potentially Redevelopable Acres	Total Unconstrained Buildable Acres
<b>Commercial</b>	11	14	25
General Commercial	5	8	13
Office Commercial	4	1	5
Retail Commercial	2	5	7
<b>Industrial</b>	31	66	97
General Industrial	17	44	61
Light Industrial	14	22	36
<b>Tonquin</b>	23	86	109
Future Development	23	86	109
<b>Brookman</b>	0	18	18
Future Development	0	18	18
<b>Total</b>	<b>65</b>	<b>184</b>	<b>249</b>
<b>Percent of Total</b>	<b>26%</b>	<b>74%</b>	<b>100%</b>

Source: Metro RLIS, 2021 BLI, & ECONorthwest analysis.

Map 3 shows commercial and industrial land in Sherwood by development status with development constraints.

**Map 3. Map of employment land by classification with development constraints, Sherwood City Limits, Tonquin, and Brookman, 2021**

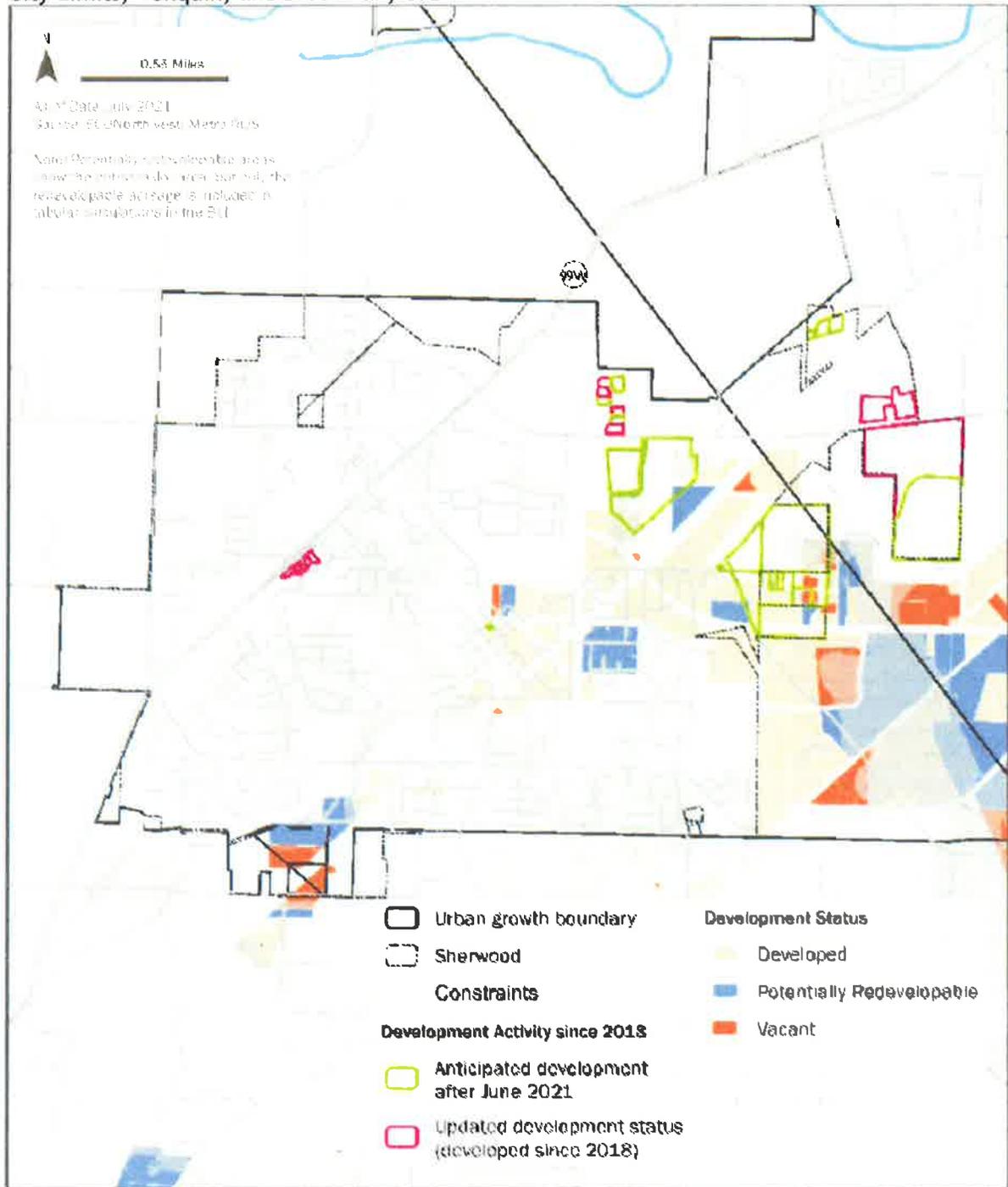


Table 23 shows the size of lots by plan designations for buildable employment land. Sherwood has 30 lots that are smaller than 2 acres (with 25 acres of land). Sherwood has 37 lots between 2 and 10 acres (183 acres of land) and 3 lots between 10 and 50 acres in size (42 acres of land).

Table 23. Lot size by plan designation, buildable acres, Sherwood City Limits, Tonquin, and Brookman, 2021

Plan Designation	Buildable Acres in Tax Lot				
	<1	1 - 1.99	2 - 4.99	5 - 9.99	10 - 49.99
<b>Aces</b>					
Commercial	3	4	13	5	0
General Commercial	1	0	7	5	0
Neighborhood Commercial	0	0	0	0	0
Office Commercial	2	1	3	0	0
Retail Commercial	0	3	3	0	0
Industrial	6	7	29	13	42
General Industrial	1	3	14	13	30
Light Industrial	5	4	15	0	12
Tonquin	2	3	16	89	0
Future Development	2	3	16	89	0
Brookman	0	0	11	7	0
Future Development	0	0	11	7	0
<b>Subtotal</b>	<b>11</b>	<b>14</b>	<b>69</b>	<b>114</b>	<b>42</b>
<b>Taxlots</b>					
Commercial	6	3	4	1	0
General Commercial	2	0	2	1	0
Neighborhood Commercial	0	0	0	0	0
Office Commercial	2	1	1	0	0
Retail Commercial	2	2	1	0	0
Industrial	11	5	10	2	3
General Industrial	3	2	5	2	2
Light Industrial	8	3	5	0	1
Tonquin	3	2	4	12	0
Future Development	3	2	4	12	0
Brookman	0	0	3	1	0
Future Development	0	0	3	1	0
<b>Subtotal</b>	<b>20</b>	<b>10</b>	<b>21</b>	<b>16</b>	<b>3</b>

Source: Metro RLIS, 2021 BLI, & ECONorthwest analysis.

The data in Table 23 show that Sherwood has no commercial sites larger than 10 acres within the city limits. Sherwood does, however, have industrial sites larger than 10 acres (a total of 42 acres). In addition, the Tonquin Employment Area has 12 sites between 5 and 10 acres and no sites larger than 10 acres. The Brookman Annexation Area has 3 sites between 2 and 5 acres and 1 site between 5 and 10 acres.

## Appendix B. Comprehensive Plan Goals and Policies

This chapter presents Sherwood's 2040 Comprehensive Plan goals and policies within the Thriving and Diversified Economy chapter of the Plan.

### **Goal 1**

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

**POLICY 1.1** Existing Business Retention, New Business Development, and Attraction of New Businesses: The City will support retention and expansion of existing businesses, growth and creation of entrepreneurial business, and attraction of new businesses that align with Sherwood's Community Vision and provide a diverse mix of economic activity. The types of businesses the City wants to attract most are non-polluting businesses with wages at or above the Washington County average, such as the industries identified in the most recent Economic Opportunities Analysis.

**POLICY 1.2** Encourage development of employment to increase the city's tax base through a faster growth rate of jobs.

**POLICY 1.3** Pursue development of higher employment densities in areas with planned or existing public facilities, utilities, and transportation infrastructure.

**POLICY 1.4** Support business growth in Sherwood to diversify and expand commercial and industrial development in order to provide employment opportunities and expand the tax base.

**POLICY 1.5** Retain and encourage growth of existing and new businesses in Sherwood. Allow and encourage development of commercial and industrial areas.

**POLICY 1.6** Support the creation, development, and retention of small, entrepreneurial businesses in Sherwood.

**POLICY 1.7** Attract businesses identified as Target Industries in Sherwood's most recent Economic Opportunities Analysis.

**POLICY 1.8** Support growth of businesses that create destinations and experiences for residents of Sherwood and visitors.

**POLICY 1.9** Encourage opportunities for workforce development and training that meets the needs of new and existing businesses in Sherwood.

### **Goal 2**

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

**POLICY 2.1** Land Supply: The City will provide a 20-year supply of suitable commercial and industrial land on sites with a variety of characteristics (e.g., site sizes, locations, visibility) and manage

the supply of employment land to make most efficient use of commercial and industrial land.

**POLICY 2.2** Provide for an adequate supply of commercial and industrial land to accommodate the types and amount of economic development and growth anticipated in the future, as described in the City's most recent Economic Opportunities Analysis (EOA).

**POLICY 2.3** Provide a range of site sizes and locations to accommodate the market needs of a variety of office-commercial, retail commercial, and industrial employment uses.

**POLICY 2.4** Maintain an adequate short-term supply of suitable office commercial, retail commercial and industrial land to respond to economic development opportunities as they arise.

*"Short-term supply" means suitable land that is ready for construction usually within one year of an application for a building permit or request for service extension.*

**POLICY 2.5** Monitor and replenish the short-term supply and total available commercial and industrial land on a regular, periodic basis.

**POLICY 2.6** Support and encourage infill and redevelopment, especially in existing commercial areas, as a way to use land and existing infrastructure more efficiently. The City will develop and implement policies and programs to encourage office commercial and mixed-use development across Sherwood.

**POLICY 2.7** Continue to provide flexibility in Sherwood's development code to support non-retail commercial and industrial development with the Target Industries identified in the recent EOA, most of which will need space in an existing building, sites smaller than five acres, or sites between five and 15 acres in size.

**POLICY 2.8** Explore options for more mixed-use development in Sherwood to provide additional space for office commercial, flexible and startup development within the City limits.

**POLICY 2.9** Develop criteria, in conjunction with objectives of this chapter, to identify industrial or commercial areas that are more appropriate for other uses (e.g., industrial land redesignated for commercial uses) based on their site characteristics (e.g., location, size, configuration, or transportation access), as needed.