

SHERWOOD WEST CONCEPT PLAN

Attachment B

Title 14 Findings





Urban Growth Management Functional Plan Title 14 Response for Residential Uses

This narrative addresses Metro's Urban Growth Management Functional Plan Title 14 for Urban Growth Boundary (UGB) expansions that include a residential component. The Sherwood West Concept Plan (Concept Plan) proposes a mixture of residential and employment land to meet local and regional land needs over the 20-year planning period.

Applicable Metro UGFP Title 14 Factors in **bold** with the City's response is in plain font.

- 1. Whether the area adjacent to a city with an acknowledged housing needs analysis that is coordinated with the Metro regional growth forecast and population distribution in effect at the time the city's housing needs analysis or planning process began.**

The Portland region and state of Oregon are experiencing a housing shortage crisis. The severe shortage of housing has increased costs and reduced affordability for residents of Sherwood, the Portland region, and the state. As discussed below, Sherwood has a deficit of land for 608 housing units within its current UGB. The Sherwood West Concept Plan proposes a minimum of 3,120 new housing units to address the City's current deficit of residential land and additional demand that is expected while the region and state continues to face a severe shortage of housing.

On December 1, 2020, the Sherwood City Council adopted the 2019-2039 Housing Needs Analysis (HNA) as an element of the *Sherwood 2040 Comprehensive Plan*.¹ The comprehensive plan amendment incorporating the HNA was processed as a Post Acknowledgement Plan Amendment (PAPA) with the Department of Land Conservation and Development (DLCD). The 21-day appeal period for the PAPA was completed on December 22, 2020. No appeals were filed and Sherwood's 2019-2039 HNA is considered to be 'acknowledged' by DLCD.

The adopted HNA complies with Statewide Planning Goal 10 and its implementing Metropolitan Housing Rule (OAR 660-007), as well as Metro's 2040 Functional Growth Management Plan. Goal 10 requires the City to plan for residential development to meet the identified housing needs within an urban growth boundary at particular price ranges and rent levels. Forecasts used in the HNA were coordinated with Metro's regional growth forecast and population distribution (Metro 2040 TAZ Forecast by Households, January 2016).

Consistent with Statewide Planning Goal 10, the HNA evaluates whether Sherwood can provide a variety of housing types that to address the needs of diverse household sizes and incomes within its existing urban growth boundary. The HNA also evaluates whether Sherwood is planning for at 50%

¹ 2019-2039 Housing Needs Analysis available at:
https://www.sherwoodoregon.gov/sites/default/files/fileattachments/ordinance/46561/ordinance_2020-010_adopt_housing_needs_analysis_lu_2020-018.pdf

multifamily or attached single-family housing and if enough land is provided to accommodate forecasted housing needs through 2039.

The HNA concluded that Sherwood's Comprehensive Plan and Development Code complies with state requirements regarding housing mix and alignment with incomes, but the City does not have enough land capacity to accommodate forecasted growth. Sherwood can accommodate about 65% of the forecasted housing demand in areas within the existing city limits and UGB. Sherwood has a deficit of land for 608 residential dwelling units for the twenty-year planning period even at full build out of the city's existing urban growth boundary areas including the Brookman Addition. The City is proposing to address this deficit by providing housing opportunities in Sherwood West.

Metro's forecast for new housing in Sherwood shows that households will grow at an average annual growth rate of 1.1% per year. In comparison, Sherwood's population grew at 3.4% per year between 2000 and 2013 and 8% per year between 1990 and 2013. The growth rate of Metro's forecast for household growth (1.1% average annual growth) is considerably lower than the City's historical population growth rate over the last two decades (8% average annual growth). If Sherwood grows faster than Metro's forecast during the 2019 to 2039 period, then Sherwood will have a larger deficit of land needed to accommodate growth, which would significantly impact Sherwood's ability to provide a range of housing at a variety of price points for existing and future Sherwood residents. The HNA recommends adding Sherwood West to the UGB to meet the identified need of housing under the regional forecast, which could be much greater than 608 units based on historical trends and the current housing crisis. Sherwood West area is necessary to accommodate a range of housing options at a variety of price points to address the current shortage of housing options for residents the city and region.

In addition to the regional housing crisis, housing development in Sherwood West is expected to be successful because of the strong planning incorporated into the Concept Plan and early investments into implementation. In 2017, Metro approved an 82-acre UGB expansion to accommodate an urgent need for additional school land. This expansion area is now occupied by Sherwood High School. The high school is located within the larger Sherwood West boundary and is a significant investment that will act as a catalyst to housing development when the surrounded urban reserve land is brought into the UGB. Road, sewer, storm, and water infrastructure has been installed around the high school which new mixed-use and high-density housing can take advantage of, as envisioned in the Concept Plan.

Other early investments and strong planning will also allow additional housing beyond the need stated in the 2019 HNA to be realized. Sherwood is currently constructing a new pedestrian bridge over Highway 99W to connect Sherwood High School to the Sherwood Family YMCA. Highway 99W represents a clear physical barrier to between Sherwood West and current city limits, and the pedestrian bridge will provide a safe and convenient pedestrian crossing of the highway to serve new residents in Sherwood West. The City is also partnering with Clean Water Services to plan and construct needed sewer improvements to serve the area. Current projects intended to serve Sherwood West include the Brookman Trunk Line extension, Sherwood Trunk line upgrades, and the Chicken Creek Pump Station and Force Main. See Appendix N of the Concept Plan for additional detail on infrastructure investments that are currently underway.

Housing Choices in Current City Limits

The Metropolitan Housing Rule (OAR 660-007) requires Sherwood to “provide the opportunity for at least 50% of new residential units to be single-family attached and multi-family” and to “provide for an average density target of six dwelling units per net buildable acre.” Sherwood is meeting its obligation to plan for needed housing types for households at all income levels. However, the forecast in the HNA shows increased demand for lower-cost housing types, such as single-family attached and multifamily units, which meet the needs resulting in the changing demographics in Sherwood and the Portland region.

To help meet this demand, Sherwood allows middle housing in all zones that allow single-family detached residences. Sherwood has removed density maximums for most middle housing types in residential zones to encourage the production of smaller and more affordable units. The City has also removed parking requirements in for a majority of the Town Center which will “right-size” the amount of parking being provided in middle housing, multi-family and mixed-use developments and reduce the cost of housing on a per unit basis. Finally, the City has a fair and efficient process for variances related to housing projects. The City has not denied a variance for housing in over 10 years, and two recent high-density housing developments in the Town Center received land use approval with variances.

In addition to the policies and practices above, Sherwood is in compliance with Metro Title 7 Housing Choice, as indicated in the 2023 Compliance Report released on January 10, 2024.

Housing Choices in Sherwood West

Planning for a variety of housing options in Sherwood West that will meet the needs of a wide range of existing and current residents was a key objective of the concept planning process. Sherwood West has been planned to provide housing opportunities for first-time home buyers, seniors who may prefer to age in place or downsize their housing, and moderate-income households. The plan calls for cottage cluster and middle housing only zones to ensure that smaller and more affordable units will be constructed. Market trends currently favor single-family detached housing in Sherwood, and the plan will address this by excluding single-family detached housing in certain areas. As part of the Comprehensive Planning and Development Code updates, the City will consider incentives to middle housing production to ensure private investment in these zones and housing types.

In addition to taking a bold approach to middle housing, the Sherwood West Concept Plan will provide for more traditional multi-family and mixed-use development. Over 90-acres of net developable land is planned for multi-family and mixed-use development. Taken together these zones can accommodate approximately 1,500 multi-family units (at 16 units / acre) that will be naturally more affordable than single-family detached housing. These zones are planned in or near commercial and employment centers to reduce dependency on vehicles to further reduce the cost of living by reducing dependency on cars and regional commutes.

2. Whether the areas has been concept planned consistent with section 3.07.1110 of this chapter.

The Sherwood West Concept Plan is compliant with Title 11 Concept Planning requirements for Metro’s consideration of a UGB expansion. City staff and the project’s consultant team engaged with Metro staff to understand Metro code requirements for Concept Plans throughout the planning process. Metro staff sat on the Citizens Advisory Committee and provided thoughtful and productive feedback throughout the planning process. City staff, the consultant team, as well as the

Citizens Advisory Committee and Technical Advisory Committee carefully considered the planning requirements in Title 11 and responded to the criteria through specific elements of the plan. Complete Title 11 findings are included as Appendix P to the Concept Plan.

A summary of compliance with Title 11 code requirements is provided below:

- The Concept Plan proposes a mixture of residential and employment uses to address existing land shortages while creating a complete community. Consistent with Metro Code 3.07.1110(b)(1)(A) – (B), the Concept Plan proposes a diverse set of land uses that will make efficient use of public systems and support pedestrian and bicycle travel to commercial and civic services.
- The Concept Plan plans for a range of housing options to meet a variety of incomes and housing needs. In a suburban housing market like Sherwood, the baseline requirements of HB 2001 may not result in a diverse housing stock. To ensure that middle housing is constructed in Sherwood West, the Concept Plan calls for middle housing and cottage cluster only zones. The City will consider incentives to encourage development in these zones during implementation of the plan.
- The Concept Plan plans for a variety of employment uses, including Sherwood’s targeted industries within the City’s adopted Economic Opportunities Analysis. Employment opportunities in Sherwood West will range from retail services to manufacturing and research and design. From the southern Hospitality District to the Northern Mixed-Employment zone, job opportunities close to home for existing and future residents a key priority Sherwood West.
- The Concept Plan provides a well-connected transportation framework linking streets, parks, trails for biking and walking and parks, that provide multi-modal transportation options within Sherwood West to housing, jobs, and commercial services. Sherwood West is envisioned as a community where the housing, jobs, and commercial services can be reached by foot or bike. The diverse set of future land uses near each other will be connected by transportation system that serves all users.
- The Concept Plan calls for protection of natural areas and ecological systems with a bold vision for the Chicken Creek Greenway. The Chicken Creek Greenway will connect to the Tualatin Valley National Wildlife Refuge and lean into Sherwood’s history of protecting ecologically important sites. The greenway concept preserves and enhances the Chicken Creek corridor by providing wildlife crossings, incorporating stormwater management practices, and providing access to nature through a network of connected walking trails.
- The Concept Plan is intended to be compatible with existing farm and forest practices surrounding the urban reserve. Sherwood’s roots are as a farming community and Sherwood West land uses have been intentionally placed to respect the surrounding farm and forest uses. The Hospitality District at the south end of the planning area will serve as the “Gateway to Wine Country” and will spotlight the region’s robust wine and small-scale agricultural industries.

Governing Body, County and Special District Support

The Sherwood West Concept Plan was accepted by the Sherwood City Council via Resolution 2023-060 and a refinement of the Concept Plan was accepted via Resolution 2024-013. Resolution 2024-013 also expressed support for the UGB expansion application and authorized the City Manager or designee to submit the application to Metro for the 2024 cycle.

The City of Sherwood will provide most urban services and governance in Sherwood West if the area is added to the UGB. City services include water, sanitary sewer, storm, streets, and parks, recreation, and open space. Letters of Support or formal Intergovernmental Agreements (IGA) have been obtained for other urban services including fire protection (Tualatin Valley Fire and Rescue), mass transit (TriMet), and regional sewer and storm sewer (Clean Water Services). An IGA has been executed with Washington County to further coordinate on roads and streets within the planning area. An existing Urban Planning Area Agreement with Washington County details annexation authority and comprehensive planning requirements for Sherwood West. Finally, the City has obtained numerous letters of support from property owners, developers, non-profit and quasi-governmental agencies. All agreements and Letters of Support are included as part of the application.

3. Whether the city responsible for preparing the concept plan demonstrated progress toward the actions described in section 3.07.620 of this chapter in existing urban areas.

Sherwood is an edge community within the Metro region and as such contains a ‘Town Center’ that is intended to serve tens of thousands of people within a two- to three- mile radius. Sherwood’s Town Center extends from “Old Town” to the “Langer Drive Commercial District”, connecting the city’s historic center with newer commercial development along Highway 99W. The Sherwood City Council adopted the Town Center Plan on September 17, 2013, as well as the amendments to the Comprehensive Plan to recognize the Town Center boundary and to establish policies and strategies for the development and re-development of property within the boundary.

It has been ten years since the adoption of the Sherwood Town Center Plan. The State of the Centers Atlas (updated 2017) provides a summary of the status of the Sherwood Town Center in meeting the desired outcomes of Centers. The summary shows that the Sherwood Town Center scores above average for park access, average for private amenities, bike route density, sidewalk density, and people per acre, and below average for transit access and block size compared to other Metro designed Centers. The Atlas provides a comparison between 2011 and 2017 of the desired outcomes. Of the seven categories, Sherwood had significant improvement in the bike route density score, minor improvements in the park access, average for private amenities, block size, sidewalk density, and people per acre scores, and no improvement in the transit access score. Transit access continues to be difficult to achieve in Sherwood due to the lack of regional nature of the transportation system. Despite a need and desire for additional transit service, many transit funding and investment decisions are outside the control of local governments like the City of Sherwood.

Since adoption of the Town Center Plan, Sherwood taken action and invested in a number of improvements with tangible results towards the objectives of Title 6. Most of the improvements were funded by tax increment dollars associated with the City’s previous Urban Renewal Agency focused on Old Town. Below are some examples of the policy changes, land use decisions, and capital improvements within Old Town and the greater Town Center that implement the UGMFP and 2040 Growth Concept:

- Allowing high-density multi-family development as a permitted use in all commercial zones
- Providing a complete waiver of parking requirements for Old Town and most development within the Town Center in conformance with Climate Friendly and Equitable Communities standards for parking reform near frequent transit

- Approval of all housing-related variances for multi-family housing within the Town Center since adoption
- City-funded sidewalk and bicycle improvements the entire length of Larger Farms Parkway, which spans the Town Center from north to south along its eastern edge of the Town Center.
- City-funded construction/reconstruction of the sidewalks, pathways, and alleyways in Old Town to be multipurpose sidewalks.
- Reconfiguration of streets in Old Town to encourage greater walkability and interconnectedness with the Town Center
- Multiple wayfinding monuments to facilitate greater awareness of the unique characteristics of the Town Center as described in the Town Center Plan's policies.
- Construction of a performing arts center, library, city hall, parking, and Cannery Square
- Funding and construction of the Cedar Creek/Tonquin Trail identified in the Sherwood Town Center Plan's Bike/Pedestrian Improvement List.
- Bicycle improvements have been made at Highway 99W at the Meinecke and Sherwood Boulevard intersections in conjunction with private multifamily or mixed-use development. These improvements are also identified on the Bike/Pedestrian Improvement List of the Town Center Plan

The Sherwood West Concept Plan proposes a mixture of employment uses that will enhance strengthen the city's Town Center. Both of the primary employment areas in Sherwood West are within the 2-3 mile service radius envisioned by the regional plan. The mixed-employment and hospitality zones will offer complementary uses that will strengthen the Town Center by encouraging more housing and visitors. The mixed-employment zone will target advanced manufacturing, research, and design firms with employees that need a convenient place to eat, shop, and have other daily and weekly needs met. The Town Center includes service oriented commercial land uses that are not envisioned for the mixed-employment or hospitality districts. With the additional employees (and residents) in Sherwood West, the Town Center is expected to grow and become an even more important center for urban and activities.

The Hospitality District at the southern end of the Sherwood West boundary is envisioned as a destination for local, regional, and even international visitors. This area will serve as a gateway for visitors to the Willamette Valley wine country coming from Portland. The land uses in the hospitality zone are expected to bring new employees and visitors to Sherwood that will pass through the Town Center on their way to the district and greater Willamette Valley on Highway 99W. The Town Center will provide services that that the hospitality and mixed-employment zone do not, such as gas, grocery shopping, and other large-format retail that may be necessary or desirable to visitors on their trip.

Finally, the existing and planned transportation network will provide a safe and convenient route

between the Town Center and future employment uses in Sherwood West. Roy Rogers and Tualatin-Sherwood Rd. are being widened by Washington County with multi-modal transportation options that will connect the mixed-employment zone with the Town Center. SW Edy Rd. is identified as a Major Street Improvement Transportation Project by Washington County and will connect residential development in Sherwood West with the Town Center including Old Town via Sherwood Blvd. The new Highway 99W Pedestrian Bridge being completed by the City and ongoing development along Highway 99W that includes frontage improvements will continue to enhance the corridor and provide opportunities for multi-modal transportation options within and between employment uses in Sherwood.

4. Whether the city responsible for preparing the concept plan has implemented best practices for preserving and increasing the supply and diversity of affordable housing units in its existing urban areas.

Sherwood has had success in increasing the supply and diversity of housing types in its existing urban areas. Over the past few years, several multifamily developments have been constructed in the high-density residential zone in Sherwood's urban areas. The construction and permitting of multifamily development in Sherwood's Old Town has been especially successful. According to the HNA, between 2015 and 2017, 69% of building permits issued in Sherwood were for multifamily housing. Specifically, the permits issued were for market-rate apartments. This was a shift from the period 200-2014, where 69% of the building permits issued were for single-family detached housing, 9% for single-family attached housing, and 23% for multifamily housing. Within the last eight years Sherwood has approved the following multi-family projects in Old Town Sherwood and the Town Center:

- The Springs – A large senior living facility
- Oregon Street Townhomes – market rate condos
- Old Town Live/Work units – market rate live/work condos
- Old Town Apartments – market rate apartments
- Sherwood Blvd. Multifamily – market rate apartments
- Sherwood Plaza Zone Change – 3.3 acre zone change from commercial to high density residential

Sherwood has also realized the development of several retirement/assisted living communities within the existing urban center. Over 200 units of independent or assisted living units have been developed in the city since 2018 (The Ackerly; The Springs). These units provide housing to seniors who may not be able to afford or physically live in the larger housing types developed throughout the City. The independent/assisted living communities are located in the center of the City and provide the seniors with walkability and public transit to the services they need and desire.

Policy Changes to Encourage Affordable Housing

Sherwood is taking an important step in making a significant investment in preserving and increasing the supply and diversity of affordable housing units in its existing urban areas. Sherwood adopted a new Comprehensive Plan, *Sherwood 2040* in 2021 which includes the following policies:

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

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

Sherwood has completed a Housing Needs Analysis (HNA) for the 2019-2039 planning period that estimates housing needs by all income levels. The results of the HNA provides the city with the technical and factual background relating to current and future housing needs including the projected need for housing at 80% of the median family income of Washington County. The HNA provides policy considerations of how Sherwood can increase multifamily housing growth in its core areas. Through the Comprehensive Plan update and implementation of House Bill 2001, the City is taking an action and making an investment in planning for the supply and diversity of housing within the existing urban areas as well future urban areas that meets the projected needs and incomes of existing and future residents.

ADU's and Middle Housing

To incentivize housing at all income levels, Sherwood's Zoning and Development Code allows accessory dwelling units (ADU) outright in all residential zones. The allowance of ADUs in all residential zones without the barrier of the applicant having to go through a discretionary land use action makes the development of the ADUs more feasible and affordable to the homeowners. In 2022, 4% of the residential units permitted in Sherwood were ADUs.

The City has also implemented HB 2001 and now allows middle housing types (duplex, plexes, townhomes, cottage clusters) in all residential areas that also allow single-family detached housing. Middle housing allows for a greater variety housing types in single-family detached areas and creates more efficient use of residential lands inside the City's UGB. For example, the city's development code now permits a triplex on a traditional 5,000 SF lot which triples the base density of the zone. The middle housing policy is expected to result in smaller and more affordable units throughout the city in existing neighborhoods. Looking towards Sherwood West, the Concept Plan goes a step further and proposed Middle Housing only zones to ensure a minimum number of more affordable units is provided.

Reduced Parking Mandates

A specific action Sherwood has taken to incentivize the development of diversity of housing types in the City is to update its code to reduce parking requirements in Sherwood's Old Town. This action was taken prior to the Climate Friendly and Equitable Community rulemaking that reduces off-street parking requirements in areas of Sherwood. This action is listed as an example in the region's Equitable Housing Initiative to increase the diversity of market-rate housing. The action has aided in the development of several multifamily and mixed-use developments in Old Town since the reduced parking standards were adopted.

The City is now implementing Climate Friendly Equitable Community rulemaking which is expected to further reduce the cost of housing by "right-sizing" the required amount of parking for new development. Most of the Town Center will not require any parking associated with new housing development. Other multifamily projects will benefit from a reduced parking requirement per unit.

Housing in Commercial Zones

The Sherwood Zoning and Development Code also allows for multi-family housing development in commercial zones. The allowance of mixed-use development in the City's commercial zones provides for the opportunity for multi-family housing and contributes to the creation of vibrant, walkable

communities that serve the needs of residents.

5. Whether the city responsible for preparing the concept plan has taken action to advance Metro's six desired outcomes set forth in Chapter One of the Regional Framework Plan

Metro seeks to make urban growth management decisions that advance the region's six desired outcomes. Below are Sherwood's responses addressing how Sherwood is taking action to achieve the outcomes in its existing urban areas, as well as how the proposed expansion may advance these outcomes. The responses below also outline Sherwood's opportunities and constraints in achieving positive results.

1. People live, work and play in vibrant communities where their everyday needs are easily accessible.

Sherwood is a place known for its family-friendly small-town character. Residents of Sherwood state that the small town feel, walkable neighborhoods, great parks and trails, top-ranked schools, and a strong sense of community make up Sherwood's unique identity. Sherwood is continually recognized in nationally produced publications as one of "America's Best Small Town" (5th Place, Money Magazine 2013), "Top Ten Places for Families" (Family Circle Magazine, 2009), and "Best Places to Live" (18th Place, Money Magazine, 2007). Contributing to this success is Sherwood's historic downtown, miles of walking trails, annual Robin Hood Festival, a Center for the Arts, and its adjacency to the Tualatin River National Wildlife Refuge.

Existing Town Center

In 2013, Sherwood developed a Town Center Plan, which included three districts in Sherwood's existing urban area. The Sherwood Town Center Plan designates and lays out a plan for a walkable urban center that meets regional planning objectives and guides future growth and development in a unique way to Sherwood. The Town Center includes the Old Town Overlay District as well as centrally located large format retail centers. This mixture of small scale and large format retail provides opportunities for Sherwood residents to meet their everyday needs without driving far distances or driving at all. The Old Town District provides restaurants, wine tasting, hair and beauty services, tax and accounting services, among other commercial services. The large format retail centers provide grocery shopping and other commercial retail opportunities that are less compatible with historic buildings and small spaces.

Sherwood has been successful in reducing regulatory and other barriers to mixed-use, pedestrian-friendly, and transit-supportive development in its Town Center and Old Town in recent years. The City reduced parking requirements (prior to CFEC) to provide flexibility in the design of multi-family and mixed-use development within Old Town. At the same time the building height limits were increased to allow for mid-level multi-family and mixed-use development. The City encouraged the use of planned unit developments to transfer densities among multiple sites to allow for denser mid-rise residential construction. Most recently the City has further reduced parking requirements in accordance with CFEC regulations for almost all properties within the Town Center.

In addition to policy changes to encourage a walkable community, the invested in sidewalk and bicycle improvements the entire length of Larger Farms Parkway, which spans the Town Center north to south along its eastern edge. The City also reconfigured and redeveloped streets in the

Old Town core to encourage greater walkability and interconnectedness with other districts of the Town Center. Recent planning efforts have focused on extending the local and regional trail system into and out of the Town Center. A portion of the Cedar Creek / Ice Age Trail was completed in 2022 which will provide an off-street connection between Highway 99W in the north and Old Town in the south.

Sherwood West Proposal

The proposed expansion area plans for a place where people will live, work, and play in vibrant communities where their everyday needs are easily accessible. The Sherwood West Concept Plan was developed as a long-range planning tool and illustrates how Sherwood West could be incorporated into the fabric of the City over time in a manner that respects and reflects the strong sense of community and livable neighborhoods. The vision for Sherwood West was informed by the great community attributes that make Sherwood's existing neighborhoods special. These include:

Liveable and Connected Streets: The Sherwood West area is adjacent to and a part of Sherwood's network of streets that carry both local and regional traffic. As the City of Sherwood grows, a well-designed and connected network of streets in Sherwood West should focus on safety, knitting the existing and new growth together, creating livable and walkable neighborhoods, and mitigating impacts of regional through-traffic.

Active Transportation: Within the Sherwood West area, trails that connect between local parks, green spaces, schools, neighborhoods and employment areas will help to encourage walking, rolling, and biking. There is an opportunity to pre-plan key connections between new growth in Sherwood West and existing areas of Sherwood. There is also an opportunity to ensure future transit can be as successful as possible. In addition, the inclusion of "micromobility" services, like bike-sharing and scooters, can help people to get around more easily without a car. Micromobility stations could be included at schools, employment and commercial areas, and near existing transit stops to help fill gaps in transit access (the "first and last mile" of a trip) and to provide options for getting to and from school, work, and leisure activities.

Great Neighborhoods: The vision statement provides guidance in its citation of "families... well-connected streets... walkable... variety of well-designed housing... natural extension of Sherwood's neighborhoods... natural landscape... network of natural areas, parks, and trails." The quarter-mile radius that is typical of these existing neighborhoods contributes to Sherwood's "small-town feel." This scale of organization is reflected in the walkable, "ten-minute neighborhoods" design of Sherwood West. Sherwood West's zoning will allow for a wide range of housing types, guided by Sherwood's design guidelines and standards.

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

Access and Preservation of Open Spaces: A vital component of Sherwood's livability is its access to nature and open spaces. Sherwood's landscape is defined by the creek corridors that flow through the city and drain to the Tualatin River at the Tualatin River National Wildlife Refuge. The

Sherwood West Concept Plan offers an opportunity to preserve and enhance these natural corridors, provide wildlife crossings, incorporate stormwater management practices, and provide access to nature through a network of connected walking trails and park system.

2. Current and future residents benefit from the region's sustained economic competitiveness and prosperity.

A thriving and diversified economy is one of the six core areas of the Sherwood 2040 Comprehensive Plan. In recent years Sherwood has placed its focus on attracting living wage jobs to the City that take advantage of the region's existing economic advantages. The City of Sherwood's UGB has significantly outperformed Washington County in terms of employment growth over the last decade. The average annual growth rate from 2010 through 2020 was 3.1% compared to a countywide average of 1.9% during the same period. The robust job growth in the last few years had demonstrated demand for land, significantly exceeding recent growth forecasts.

A key area of job growth is Sherwood's Tonquin Employment Area which sits along the city's eastern edge along SW Tualatin-Sherwood Rd. The Tonquin Employment Area has seen strong employment growth within the last six years, as 195 acres of land have been annexed into the City for development and 1.6 million square feet of Employment Industrial zoned land has received site plan approval for development. Recent developments include T-S Corporate Park and the Sherwood Commerce Center, which house all traded-sector employers, including LAM Research, DW Fritz, Rahi, NSI, and Olympus Controls. These trends not only contribute to the success of traded company sectors within the Portland region, but they also provide the opportunity for more Sherwood residents to live and work in the community.

2023 EOA and Sherwood West

In 2023, Sherwood completed an update to the City's Economic Opportunities Analysis (EOA), which is adopted as an element of the City's Comprehensive Plan. The 2023 EOA indicates that Sherwood has a deficit of 277 acres of employment land for the 20-year planning period. The proposed expansion area in the Concept Plan identifies land to be designed for mixed-employment, hospitality, mixed-use, and neighborhood serving commercial. The mixed-employment and hospitality zones are expected to build on the region's economic advantages and provide opportunity to current and future residents.

The mixed-employment zone will be the primary employment area for Sherwood West and will accommodate office, light industrial, and flex employment uses. The zone will create the opportunity for technology and traded sector businesses to grow in the region – providing a space for stable, high paying jobs. The mixed-employment zone has been planned with anticipation of new development occurring in the SW Roy Rogers Rd. and SW 175th Ave. corridor in Washington County.

The hospitality zone will capitalize on the economic competitiveness and prosperity of the region by capitalizing on Sherwood's location. Sherwood sits at the base of the Willamette Valley's Chehalem Mountains, home to some of Oregon's oldest and most celebrated wineries. The Concept Plan envisions locally driven lodging, restaurants, tasting rooms, small-scale retail, and other uses associated with wine and specialty agriculture that defines our region. As Willamette Valley is an important regional and statewide draw of leisure and tourism – there is a

strong opportunity to attract unique lodging, restaurants, tasting rooms, agri-tourism, and small retail shops to this area of Sherwood West. The hospitality area has the potential to provide jobs, business opportunities, and recreation to current and future Sherwood residents and others in the surrounding communities.

3. People have safe and reliable transportation choices that enhance their quality of life.

The Sherwood community sits on the southwest border of the Portland metropolitan region. Choices for transportation in and out of the City are primarily by private vehicles via Highway 99W, Tualatin-Sherwood Road, and Roy Rogers Road. Tualatin-Sherwood Road is developed as a multi-modal street with sidewalks and bike lanes its entire length from Tualatin to Sherwood, where it terminates at 99W. Today, Sherwood residents primarily travel in the northeast direction to Tigard, Tualatin, and Portland and to a lesser extent, to the north to Beaverton, Aloha, and Hillsboro for work trips. Each of these facilities operate with heavy congestion during many hours of the day. In general, these arterial roads provide safe and reliable transportation options to the people living and working in Sherwood as well as visitors coming to Sherwood or passing through to other destinations. Some travelers opt to use more rural roads to get to their destinations due to the congestion on the arterial roads. However, these facilities are not intended to be used by high vehicle traffic volumes, and any design constraints often result in safety concerns when heavily used.

TriMet operates transit service into Sherwood with two routes that provide people with transportation options to other areas in the Portland Metro Region. Sherwood lies on the southwestern boundary of the TriMet service district. Route 94 originates in Tigard and terminates in Sherwood's Old Town Transit Center, and Route 97 originates in Tualatin and terminates on Langer Drive and 99W in Sherwood. TriMet provides safe and reliable public transportation options for Sherwood residents, workers, and visitors. However, buses are subject to the same congestion and delays that are experienced by other regional travelers, which makes bus transportation a less attractive travel option. No additional transit services are planned on other regional routes through Sherwood. However, Sherwood continues to partner with and take part in regional transit studies, including the Washington County Transit Study (2023) and TriMet's Service Enhancement planning.

For transportation choices within Sherwood, Sherwood prides itself on its system of interconnected walking/biking trails and expansive system of sidewalks. In total, over 6.5 miles of paved multi-use trails are present in the City's existing open space system. These trails provide connections through Sherwood's open space and parks, providing important connections between neighborhoods, schools, parks, Sherwood's Historic Old Town, and other services.

The Cedar Creek Trail/Tonquin Trail is a planned off-street multi-modal hard surface trail that runs through Sherwood, paralleling Cedar Creek and connecting to the planned 15-mile Metro Regional Ice Age Tonquin Trail. The City received a federal Regional Flexible Fun grant for the design and construction of the portions of the trail. The Cedar Creek opened following a ribbon-cutting ceremony on September 24, 2022. Ultimately, the intention is to connect the Cedar Creek Trail to the Tualatin River National Wildlife Refuge just outside the city limits to the north. Once completed, the Cedar Creek Trail will provide additional non-motorized transportation options to people who want more off-road transportation choices.

Within the Title 11 report, the Sherwood West Refinement Plan shows associated transportation facilities expected within the bounds of the proposed expansion area. The most notable transportation improvement that will improve the safety of transportation choices in Sherwood is the proposed improvement of Elwert Road from a two-lane rural road to a 3-lane urban road with bike lanes and sidewalks consistent with Washington County's TSP. During the public outreach for the proposed UGB expansion, the community's number one concern was the unsafe existing condition of Elwert Road and the Elwert/Edy intersection. The Concept Plan also proposes an alternative re-route of Elwert that would help slow traffic in the area. The proposed improvements to Elwert are expected to be financed with the proposed expansion and would create a safer transportation choice for Sherwood's citizens, future Sherwood West residents, and students and families traveling to and from the new Sherwood High School.

4. The region is a leader in minimizing contribution to global warming.

In Sherwood's urban center, the City made several investments specifically aimed at reducing carbon emissions. As part of the Old Town redevelopment, the City installed solar panels on the Center for the Performing Arts, installed three electric car charging stations, and replaced all the street lights with energy-efficient LED lights. By making visible energy-saving investments in its downtown area, Sherwood is taking the first steps to address the reduction in carbon emissions. The energy-saving investments in Old Town served as examples to address carbon emissions as part of the city's Sherwood 2040 Comprehensive Plan Update².

The proposed UGB expansion area plans an estimated range of housing units between 3,117 - 5,582 based on how much middle housing is constructed in neighborhoods. The plan supports the opportunity of fifty percent (50%) or more of the new units to be constructed as multi-family construction. The addition of new housing construction with a range of housing types will provide a significant amount of new housing in Sherwood for a range of incomes in the community. The new units will provide housing opportunities for individuals and families that often locate to surrounding cities or unincorporated Washington County instead of Sherwood due to the limited supply of housing in Sherwood. The range of housing choices anticipated for the proposed expansion area will potentially reduce the spillover growth from Sherwood to the surrounding area.

In addition to new housing units, the proposed UGB expansion area estimates 4,524 new jobs to be created. According to 2019 Census data, approximately ninety-two percent (92%) of local Sherwood residents work outside of the community. This suggests that some residents are seeking employment outside Sherwood because the jobs available within the city do not match their needs. Adding more employment land in Sherwood West is intended to help balance the jobs-housing ratio in the city, help balance the types of jobs in the community, and allow more residents to live and work in Sherwood, thereby reducing carbon emissions.

The Sherwood Concept Plan designs the proposed growth area to be a complete community with a range of housing options and protected natural areas. It is designed to be easily walkable and bikeable, with opportunities for nearby recreation and neighborhood retail and services. The development of the proposed growth area will provide additional bike lanes, sidewalks, and trail

² Sherwood 2040 Comprehensive Plan: <https://www.sherwoodoregon.gov/planning/page/sherwood-2040-comprehensive-plan>

connections from the existing Sherwood community to the new high in the center of the proposed expansion area. Taken together, the design of the proposed expansion area invests in future growth that is designed to reduce housing and transportation-related carbon emissions.

5. Current and future generations enjoy clean air, clean water, and healthy ecosystems.

According to the 2023 Compliance Report for Metro Urban Growth Management Functional Plan, Sherwood is in compliance with Title 3 (Water Quality and Flood Management) and Title 13 (Nature in the Neighborhoods). The City of Sherwood is a Tualatin Basin Fish & Wildlife Habitat Program partner. The Tualatin Basin Fish & Wildlife Habitat Program implements Title 3 and 13 for Sherwood and other Tualatin Basin jurisdictions. The Clean Water Services programs (Healthy Streams, Storm Water Management Plan, new Design and Construction Standards) implement Titles 3 and 13 in Sherwood along with regulations and requirements in the Sherwood Zoning and Development Code that require street trees and tree canopy standards for new development.

Sherwood's wetland, habitat, and natural resources section of the code requires protection of wetland resources in addition to Clean Water Services, Division of State Lands, and US Army Corps of Engineers protections. The standards for protection of upland wildlife habitat and/or riparian habitat beyond the boundaries of the floodplain or Clean Water Services buffer standards are also very extensive in Sherwood. The Sherwood Development Code provides protection for all trees and woodlands when associated with a development application by requiring that trees and woodlands be protected to the maximum extent feasible and that mitigation take place when trees must be removed. The city's development code also has comprehensive tree removal standards that apply to properties even when they are not subject to a land use application or action.

The City of Sherwood has a robust capital improvement program for natural resources protection, as well as park and trail acquisition and development. The City's park and natural areas acquisition program is implemented through the City's 5-year Capital Improvement Program. It includes actions such as the planning, funding, and development of the Cedar Creek Trail/Tonquin Ice Age Trail. The Cedar Creek/Tonquin Ice Age Trail is a planned off-street multi-modal hard surface trail that runs through Sherwood, paralleling the Cedar Creek natural area and connecting to the planned 15-mile Metro Regional Ice Age Tonquin Trail.

During the development of the Sherwood West Concept Plan, the community stated that Sherwood's livability is in part defined by its access to nature, open space, and regional attributes such as the Tualatin Nation Wildlife Refuge. Sherwood has been uniquely shaped by its relationship to the landscape and creeks in particular, and its neighborhoods are organized around nature. One of the goals and associated evaluation criteria of for the Sherwood West design was that it incorporated development that protects and provides access to nature. Of the 1,291 acres of the proposed expansion area, nearly 500 acres, approximately forty percent (40%) of the Sherwood West area would be designated creek corridor open space, general open space, and parks. In the proposed design, the stream corridor buffers are generous to reflect community priorities for natural feature protection, recreation, and connectivity. One of the design options realigns Elwert Road, an arterial road in the proposed expansion area, to cross two Chicken Creek tributary streams at the narrowest points to reduce the road expansion's impact on the creek corridor. The Sherwood West Concept plan was developed to provide current and future generations with clean air, clean water, and healthy ecosystems.

6. The benefits and burdens of growth and change are distributed equitably.

Sherwood as a Whole

With the adoption of the Strategic Plan to Advance Racial Equity, Diversity, and Inclusion in 2016 and the creation of the 2015 Equity Baseline Report, Metro has committed to addressing barriers experienced by people of color and improving equity outcomes for historically disadvantaged groups. According to the adopted 2019-2039 Housing Needs Analysis (HNA), Sherwood's population is becoming more ethnically diverse. About 6% of Sherwood's population is Latino, an increase from 4.7% in 2000. Growth in the Hispanic and Latino population will affect Sherwood's housing needs in a variety of ways. The HNA also indicates that Sherwood's population is growing older. The aging of the population will result in increased demand for smaller single-family housing, multifamily housing, and housing for seniors. During the recent Comprehensive Plan Update, the City actively partnered with the School District Share Center, CASA of Oregon, local area churches, and the Sherwood Senior Center to engage the City's senior and Spanish-speaking and Latino(a) populations in the planning efforts. In addition, Sherwood became a member of the WHO/AARP network of age-friendly communities in 2024. The Council's commitment to equity and inclusivity is expressed in Resolution No. 2022-07, Adopting a City of Sherwood Diversity, Equity, Inclusion, and Accessibility (DEIA) statement that reads, "The City of Sherwood expressly supports and endorses a culture of appreciation for the inherent value of all persons in the community." These efforts are examples of the way the City is providing more meaningful engagement and can help identify better ways to promote diversity, equity, inclusion, and accessibility within all city work programs.

Currently, The City uses a range of public of engagement activities in its planning processes designed to reach people not normally engaged in traditional public outreach events. Sherwood has found greater success in boosting community involvement from a wider segment of the community when it employs outreach tools outside of traditional methods. First, Sherwood has a system of implementing a dedicated ad hoc community advisory committee recruited due to their particular expertise, experience, or representation to a particular planning project. A selection committee appoints the committee members with the goal of obtaining a committee which is representative of the segments of the community affected by the project as well as the community as a whole. Second, Sherwood uses a range of online engagement and social media tools to reach those who usually don't attend in-person events and read printed publications. These web-based tools include interactive project websites, e-newsletters and subscriptions, project videos, online surveys, social media (Facebook, Twitter, NextDoor), and virtual town halls. Third, the city also uses a method of 'go where they are', where the City engages the community in planning related outreach at places and events they are attending for another purpose. These include community events (Movies in the Park and Music on the Green, Robin Hood Festival), organization meetings (Sherwood Rotary, Chamber of Commerce, community groups, neighborhood associations), and school programs (high school clubs, civl classes, charter school field trips). Lastly, the City will make appointments with community members as well as go door-to-door when a specific group of people is affected by a particular planning process. The use of a range of public engagement tools provides communities of color more options to participate in the planning processes they might not have engaged in through traditional methods.

Sherwood offers Citizens University to all community members. Citizens University is a series of classes for Sherwood citizens who are interested in learning more about how their city

government operates. Classes are taught by various City leaders and staff with the goal of engaging Sherwood residents and helping them to prepare to serve in a range of civic leadership capacities within our city. The graduates of Citizen's University have gone on to seek elected and appointed positions, advisory boards, and positions on community advisory committees. During the process of Sherwood development, a new Citizens Involvement Program, policies and strategies to recruit underrepresented groups to attend Citizens University and apply for positions on boards and committees. Citizens University is a good tool for providing civic education and instilling confidence in those who want to serve their community.

Sherwood West Concept Plan

As described above, the Sherwood West Concept Plan process included a range of public engagement activities. The range of public engagement activities is listed in the plan. Sherwood West's design features various housing options, new employment opportunities, parks, and active transportation choices. The additional opportunities for housing, parks, jobs, and transportation in Sherwood West will provide a platform for an equitable distribution of positive outcomes that could benefit communities of color in the greater area. Sherwood West will provide walkable and bikeable amenities and transportation safety improvements for residents on the City's east side as the Highway 99W Pedestrian overcrossing project ties Sherwood High School to the YMCA, community skatepark and trail system.