

SHERWOOD WEST CONCEPT PLAN

Attachment F1 Service Provider Letters





AGENDA ITEM

WASHINGTON COUNTY BOARD OF COMMISSIONERS

Reference No: **RO 24-23**

Meeting Date: April 02, 2024

Status: **APPROVED**

Agenda Category: CONSENT AGENDA

CPO: 5

Department(s): Land Use & Transportation

Presented by: Stephen Roberts, Director of Land Use & Transportation

Agenda Title:	Acknowledge the Sherwood West Concept Plan; Enter into an Intergovernmental Agreement with the City of Sherwood for Transportation Planning in the Proposed Urban Growth Boundary Expansion Area; Approve a Letter of Support for Sherwood's Urban Growth Boundary Expansion Application
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REQUESTED ACTION:

Acknowledge the Sherwood West Concept Plan; approve Intergovernmental Agreement with the City of Sherwood and authorize its execution; and approve a letter of support to Metro for Sherwood's Urban Growth Boundary expansion application.

SUMMARY:

The City of Sherwood (city) completed concept planning for the [Sherwood West](#) urban reserve area in 2024. This 1,291-acre planning area is located west of the existing city limits and bounded by SW Scholls-Sherwood Road to the north and SW Chapman Road to the south. The city is preparing an application to Metro to expand the regional urban growth boundary (UGB) to include this area. Sherwood Mayor Tim Rosener and city staff presented the concept plan to the Board at the Feb. 27, 2024 Work Session.

The city's concept planning process included robust community engagement to help inform the final plan, which includes a mix of employment and residential areas, a connected transportation system, and parks, trails and open space throughout the plan area. The plan envisions that up to 5,582 housing units and 4,524 jobs could be accommodated in the expansion area.

County staff participated on the Technical Advisory Committee for this project and worked closely with city staff on analysis of the transportation system for the future expansion area. A county arterial street, Elwert Road, runs north-south through the planning area, and is planned to be brought up to urban street standards as the area develops over time. County staff will continue to coordinate with city staff on the future design and alignment of Elwert Road through the next phase of comprehensive planning for the Sherwood West area.

The adopted Urban Planning Area Agreement (UPAA) between Washington County and the City of Sherwood states that the city's concept plan for an Urban Reserve Planning Area shall be acknowledged by Washington County. Additionally, per the UPAA and as a part of the application to

Metro for an expansion of the UGB, the City of Sherwood is required to enter into agreements with all service providers who will ultimately serve the area. As a transportation service provider for the Sherwood West area, Washington County should enter into an Intergovernmental Agreement (IGA) with the city to guide transportation planning and development of the Sherwood West UGB expansion area.

If Metro approves the city's urban growth boundary expansion request, more detailed comprehensive planning will be conducted for the area, including an infrastructure funding plan. County staff will continue to coordinate closely with city staff on any next steps.

ADDITIONAL INFORMATION:

Community Feedback (Known Support/Opposition):

The Sherwood West Concept Plan process included robust community engagement, including a Community Advisory Committee to advise city staff.

Legal History/Prior Board Action:

The Sherwood City Council adopted the Sherwood West Concept Plan at a public meeting on March 5, 2024.

Your Board was presented with the Sherwood West Concept Plan for consideration at the Feb. 27, 2024 work session.

Budget Impacts:

None

ATTACHMENTS:

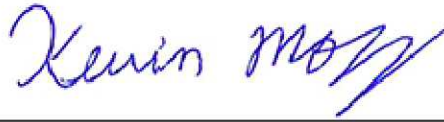
[Resolution and Order 24-23 - Sherwood West Concept Plan IGA and Letter of Support](#)

[Sherwood West Concept Plan IGA and Letter of Support: Ex. A - Concept Plan Map](#)

[Sherwood West Concept Plan IGA and Letter of Support: Ex. B - Intergovernmental Agreement](#)

[Signed - Sherwood West Concept Plan Letter of Support - 4-2-24](#)

Approved by the
Washington County Board of Commissioners
also serving as the governing body of Clean Water Services and all other County Districts



Kevin Moss, Board Clerk

April 2, 2024

Date Signed

RO 24-23

1 IN THE BOARD OF COUNTY COMMISSIONERS

2 FOR WASHINGTON COUNTY, OREGON

3 In the matter of acknowledging the City of) RESOLUTION AND ORDER
4 Sherwood Concept Plan for Sherwood) No. 24-23
5 West and authorizing an)
6 Intergovernmental Agreement for related)
7 transportation planning)

8 This matter having come before the Washington County Board of Commissioners (Board)
9 at its meeting on April 2, 2024; and

10 It appearing to the Board that the City of Sherwood City Council has authorized
11 application to Metro to expand the Urban Growth Boundary around the urban reserve area
12 known as Sherwood West; and

13 It appearing to the Board that the City has prepared a concept plan in accordance with
14 Metro's Urban Growth Management Functional Plan (UGMFP), Title 11, and in coordination with
15 Washington County (County); and

16 It appearing to the Board that the County has an adopted Urban Planning Area Agreement
17 (UPAA) granting the City planning authority for this area before comprehensive planning is
18 complete; and

19 It appearing to the Board that the concept plan is not a binding land use decision, but a
20 non-regulatory document expected to inform future comprehensive planning; and

21 It appearing to the Board that the City and County recognize that additional work is
needed to refine the transportation plan and develop an infrastructure finance plan for the area;

1 and

2 It appearing to the Board that Metro's UGMFP, Title 11, requires an agreement between
3 the City and service providers of the proposed expansion area, and the County is considered a
4 transportation service provider for the area known as Sherwood West; and

5 It appearing to the Board that the City and County intend to enter into an
6 Intergovernmental Agreement (IGA) to guide the transportation elements of comprehensive
7 planning for the area; and

8 It appearing to the Board that the City has shared the concept plan at the Board's
9 February 27, 2024, work session; it is therefore

10 RESOLVED AND ORDERED that the Board does hereby:

- 11 a) Acknowledge the Sherwood West Concept Plan as depicted in attached Exhibit A; and
12 b) Authorize an IGA with the City of Sherwood (refer to attached Exhibit B) to guide
13 transportation planning and development of an infrastructure finance plan as a part of
14 the City's comprehensive planning process for the Sherwood West area, .

15
16 DATED this 2nd day of April 2024.

17
18 BOARD OF COUNTY COMMISSIONERS
FOR WASHINGTON COUNTY, OREGON

19 
20 CHAIR KATHRYN HARRINGTON

21 
RECORDING SECRETARY

Exhibit A: Sherwood West Concept Plan Map

Figure 8. Composite Concept Plan Map

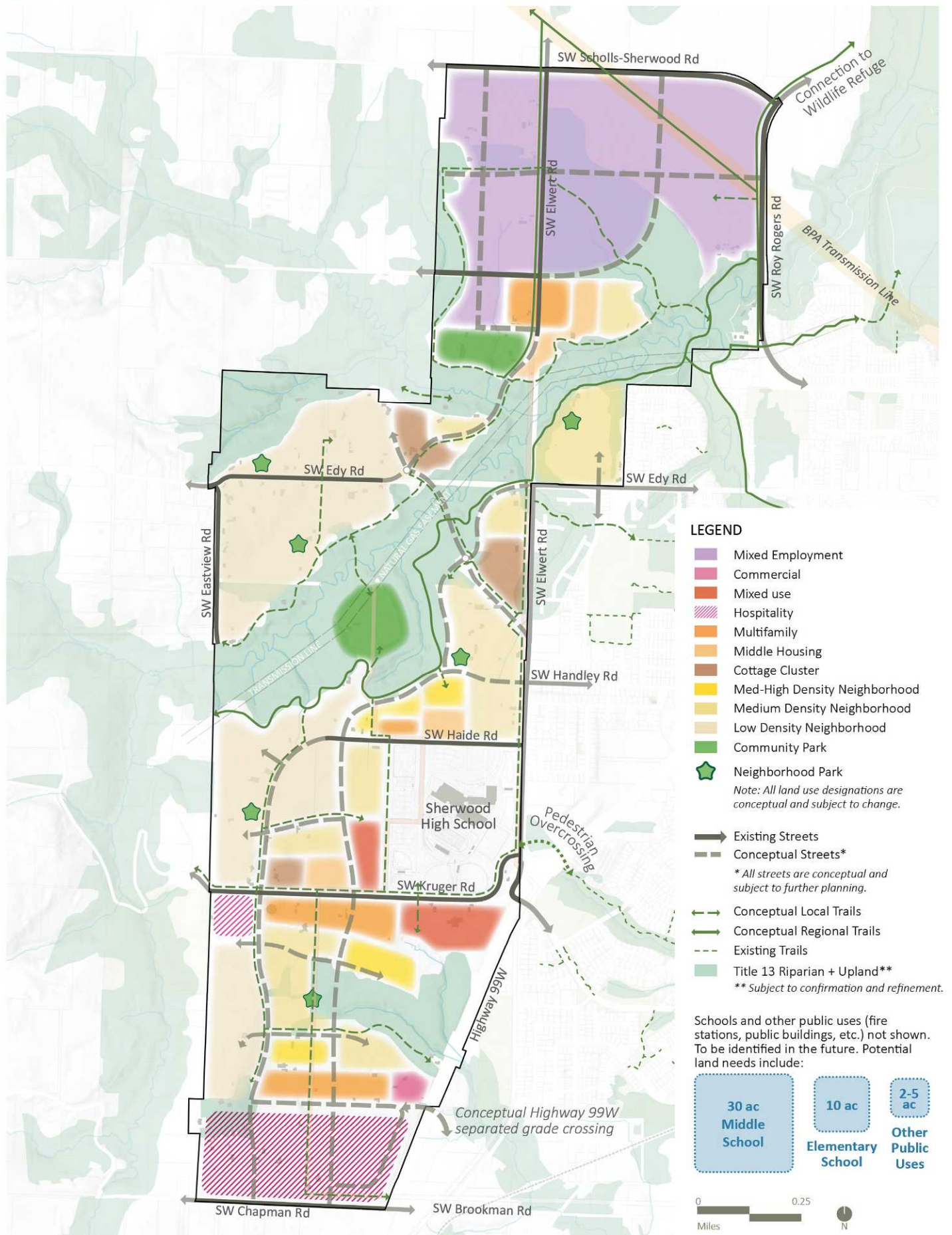


Exhibit B

Intergovernmental Agreement for Transportation Planning in the Proposed Sherwood West Urban Growth Boundary Expansion Area

This Intergovernmental Agreement (IGA) is entered into by the following parties: WASHINGTON COUNTY, a political subdivision in the State of Oregon, hereinafter referred to as "COUNTY"; and the CITY of SHERWOOD, an incorporated municipality of the State of Oregon, hereinafter referred to as "CITY."

Recitals:

- A. Oregon Revised Statute (ORS) 190.010 provides that units of local government may enter into agreements for the performance of any or all functions and activities that a party to the agreement, its officers, or agents, have authority to perform.
- B. The State legislature, with House Bill 4078-A in 2014 and House Bill 2047 in 2015, validated the acknowledged UGB and Urban and Rural Reserves established through the Metro Regional process involving both the COUNTY and the CITY.
- C. Pursuant to Metro Code, Title 11, as defined in Metro Code Chapter 3.07, cited as the Urban Growth Management Functional Plan (UGMFP), in order to apply for an UGB expansion the city will prepare a concept plan in coordination with the COUNTY and Metro, for the entirety of the area they are proposing to add to the UGB.
- D. Pursuant to Metro Code, Title 11, 3.07.1110 C. (7), the concept plan for the proposed UGB expansion area will include an agreement between or among CITY, COUNTY and applicable service districts that preliminarily identifies the likely service providers of urban services, as defined by ORS 195.065(4), when the area is urbanized.
- E. The UGB expansion area is served by roads under COUNTY jurisdiction and the COUNTY is the transportation service provider on these facilities.
- F. The Urban Planning Area Agreement (UPAA) between CITY and COUNTY was adopted in September 2017. The UPAA specifies that upon completion and acknowledgement of the concept plan by CITY and COUNTY, and the addition of the area into the UGB by Metro, the affected portion of the Urban Reserve Planning Area shall be designated as part of the Urban Planning Area without requiring an amendment to the UPAA.
- G. The CITY has completed a concept plan for a proposed Urban Growth Boundary expansion area to include 1,291 acres of Urban Reserve designated land.
- H. If Metro expands the UGB into the proposed UGB expansion area, the CITY will proceed with development and adoption of a comprehensive plan and financing strategy and proceed with annexation.

Agreement:

NOW, THEREFORE, the parties mutually agree as follows:

1. Prior to adopting a comprehensive plan amendment for the UGB expansion area, the CITY will coordinate with the COUNTY to develop a traffic study for the UGB expansion area.
2. The CITY and COUNTY will agree on a future multi-modal transportation network to support the UGB expansion area and will adopt road alignments, functional class, and lane numbers into CITY and COUNTY TSPs consistent with this network. The CITY and COUNTY shall agree on a financing strategy for county street improvements consistent with the adopted comprehensive plan.
3. The CITY and COUNTY will agree on access management standards for COUNTY roads and will attempt to close existing access points through the development process where they exist out of compliance with current standards.
4. The CITY and COUNTY will identify roads that will remain under COUNTY jurisdiction, and those for which the CITY will assume responsibility for upon annexation of part or all the UGB expansion area in the comprehensive plan. Road jurisdiction transfer will be determined through a separate agreement between the CITY and COUNTY.
5. This IGA is effective until the CITY has adopted a comprehensive plan for the area.
6. Once approved by Metro, the area included in the CITY's application for an UGB expansion will be designated as part of the Urban Planning Area and will be covered by the provisions in the existing UPAA. The area included in the UGB expansion request is as shown in Exhibit A.
7. This Agreement may be terminated by mutual agreement of the parties.
8. Modifications to this Agreement are valid only if made in writing and signed by all parties.
9. Each party shall give the other immediate written notice of any action or suit filed or any claim made against that party that may result in litigation in any way related to this Agreement.
10. This writing is intended both as the final expression of the Agreement between the parties with respect to the included terms and as a complete and exclusive statement of the terms of the Agreement.

WHEREAS, all the aforementioned is hereby agreed upon by the parties and executed by the duly authorized signatures below.

CITY OF SHERWOOD

Signature

Date

Printed Name

Title

WASHINGTON COUNTY

Signature

Date

Printed Name

Title



April 2, 2024

Sherwood City Council
City of Sherwood
22560 SW Pine Street
Sherwood, OR 97140

Re: Sherwood West Concept Plan

Dear Mayor Rosener and City Councilors,

Mayor Rosener and city staff presented the Sherwood West Concept Plan to our Board on Feb. 27, 2024. The presentation described a vibrant vision for the 1,291-acre Sherwood West area, which includes a mix of employment and residential areas, a connected transportation system, and parks, trails and open space throughout the plan area. The plan envisions that up to 5,582 housing units and 4,524 jobs could be accommodated in the expansion area, and we appreciate the city's focus on helping to serve both housing and employment needs. Our Board is pleased to offer support for the City of Sherwood's application to expand the Metro Urban Growth Boundary to include the Sherwood West urban reserve area.

Washington County is a transportation service provider in the Sherwood West area, and there are currently County arterial and collector streets serving the area. We expect county staff to continue to work with the City of Sherwood on the following issues during the Comprehensive Planning process for Sherwood West, following a successful UGB expansion request.

- **Elwert Road alignment and design.** The Sherwood West Concept Plan proposes a potential realignment of Elwert Road through the concept plan area, including a realignment of the Elwert Road/Edy Road intersection. The County supports exploring options for this potential realignment and will work with the city on feasibility analysis and street design for the future intersection and roadway improvements. In addition, county staff will coordinate with city staff on the appropriate cross-section and streetscape design for Elwert Road through the plan area, to help achieve the city's vision of a safe, connected and attractive boulevard, while maintaining its function as an arterial street.
- **Refine the preliminary Infrastructure Funding Strategy.** County staff will continue to coordinate with city staff to ensure consistent assumptions, methodology and calculations are used throughout the funding strategy. Coordination should specifically address the following issues: Transportation Development Tax revenue assumptions; development floor area ratio assumptions, as well as capital project cost assumptions.
- **Ensure adequate access management on County streets.** The Concept Plan identifies multiple local street connections with county arterial streets. Transportation

connections in the Sherwood West area will need to meet county access management policy, which requires a design exception to allow a local street connection to an arterial street.

Providing transportation services is costly, takes years to implement, and requires negotiation between developers, the city, and the county. We ask that the City of Sherwood commit to continued coordination of the above-mentioned issues. We look forward to continuing to work closely with the city as planning and implementation of Sherwood West moves forward.

Sincerely,

A handwritten signature in blue ink, appearing to read "Kathryn Harrington".

Chair Kathryn Harrington
On Behalf of the Washington County Board of Commissioners

cc: Board of County Commissioners
Stephen Roberts, Director of Land Use & Transportation
Metro Council
Catherine Ciarlo, Metro Planning and Development Director

March 26, 2024

Marissa Madrigal
Chief Operating Officer
Metro
600 NE Grand Avenue
Portland, OR 97232

Dear Ms. Madrigal,

On behalf of Clean Water Services (CWS), I am writing this letter to offer support for the City of Sherwood's, Sherwood West Urban Reserve, urban growth boundary expansion application.

As the regional water resources utility for Washington County, CWS, along with our many partners is committed to improving water quality in the Tualatin River Watershed. We provide sanitary sewer services in cooperation with our county and 12 partner cities. CWS also has the responsibility, in collaboration with our partners, to manage stormwater runoff from construction sites and development.

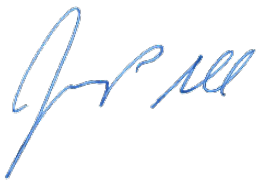
Since 2021, when the city council began an update to the concept plan, CWS has been actively involved in the planning for Sherwood West and continues to coordinate on providing regional infrastructure to support Sherwood's goals around housing, employment, and economic development in a manner that supports community livability and natural resource resilience. CWS also continues to collaborate on refinements within the Sherwood West planning area, specifically on delivering infrastructure for employment lands in support of, not only Sherwood but also the larger goals currently being considered by the state legislature to provide industry-ready lands.

To this end, CWS has been actively engaged with Sherwood leaders recognizing that timely delivery of infrastructure is critical to providing diverse and affordable housing options and additional employment lands. We believe the Sherwood West Concept Plan provides a clear pathway for the city. Currently, CWS and Sherwood are working to site a new pump station that will provide sanitary sewer service to the additional employment lands within Sherwood West. Further, CWS has recently coordinated with Washington County to design and build a new sanitary force main, which will serve the future pump station, in conjunction with the county's ongoing improvements of Roy Rogers Road. CWS accelerated this project by two years to complete as part of the current transportation project without any delays in the current project schedule. Additionally, CWS is scheduled to award a bid to construct the Brookman Sanitary Sewer Trunk line which will serve the Sherwood West area up to Sherwood High School. Construction on this project is scheduled to begin in May 2024. This proactive coordination of land-use planning and infrastructure development highlights both CWS and the City of Sherwood's commitment to thoughtful development.

Through our existing operating Intergovernmental Agreement, CWS will continue to provide the needed regional services to Sherwood and its expansion areas. This will ensure residents, businesses, and others will receive a high-quality infrastructure and the associated services.

With the full support of our Board of Directors, CWS is committed to supporting the Sherwood West Concept Plan due to, not only its vision for more livable, sustainable communities that have an enduring legacy of natural resource protection but also because of the critical steps that we are taking with the County and our city partners in working towards the Governor's goals of increasing housing production.

Sincerely,



Joseph Gall
Chief Utility Relations Officer

CC: Eric Rutledge
Chris Faulkner

SHERWOOD SCHOOL DISTRICT 88J
21920 SW Sherwood Boulevard
Sherwood, Oregon 97140

SHERWOOD SCHOOL DISTRICT RESOLUTION IN SUPPORT OF THE SHERWOOD WEST
CONCEPT PLAN

WHEREAS, The City of Sherwood has completed a Concept Plan for Sherwood West, a 1,291 acre area just outside and to the west and north of the existing city boundaries but entirely within the Sherwood School District boundary;

WHEREAS, The Sherwood West Concept Plan is the result of considerable research, study and hundreds of hours of community advisory and technical advisory committee meetings, which included representatives of the Sherwood School District and many school district patrons;

WHEREAS, The Sherwood West planning area surrounds Sherwood High School on three sides and is just a few hundred feet in distance from both The Ridges and Middleton Elementary Schools;

WHEREAS, The City's Sherwood West Concept Plan was done in a careful manner and includes areas designated for businesses, housing and parks and natural spaces;

WHEREAS, The City has prioritized significant areas of Sherwood West for business/employment uses, particularly in the northern 1/3 of the planning area and wishes to expedite the location of new businesses in Sherwood;

WHEREAS, The Sherwood West Concept Plan includes a diversity of primarily residential land designations around the area of Sherwood High School, thereby allowing the development of a neighborhood surrounding the High School to finally come to fruition;

WHEREAS, Full development of the Sherwood West area could result in a few thousand new homes being built in Sherwood over the next 10-20 years;

WHEREAS, The addition of a few thousand new homes to the Sherwood School District over the next 30-40 years would help ensure a growing and healthy school district as existing students matriculate out of the District;

WHEREAS, The Sherwood School District has benefited for several decades from the City's residential and business growth, and believes that responsible growth is a critical element for the future stability of our community and maintaining a healthy School District;

NOW, THEREFORE, THE SHERWOOD SCHOOL DISTRICT RESOLVES AS FOLLOWS:

Section 1. The Sherwood School District does hereby endorse and support the Sherwood West Concept Plan and the Sherwood City Council taking immediate action to expand the City to include the entire Sherwood West planning area.

Section 2. The Sherwood School District affirms that the continued prosperity of the Sherwood School District is linked to the responsible and steady residential growth of the City of Sherwood

SSD Resolution 2324003

and surrounding areas, and therefore urges the City to prioritize development of neighborhoods that will surround Sherwood High School.

Section 3. This Resolution shall be effective upon its approval and adoption.

ADOPTED by the Board of Directors of Sherwood School District No. 88J, this 18th day of October 2023.

ATTEST:

By: Abigail Hawkins
Chair, Board of Directors

By: Jay Zorn
Superintendent

January 31, 2024

Mayor Tim Rosener
City of Sherwood
22560 SW Pine St.
Sherwood, OR 97140

Dear Mayor Rosener,

On behalf of TriMet, I am writing to support the City of Sherwood's urban growth boundary expansion application for the Sherwood West Urban Reserve area. The accepted Concept Plan includes concepts for Sherwood West to be supportive of active transportation with sidewalks, trails, safe crossings, a mix of housing and commercial uses. The plan also includes micro-mobility which may aid "first and last mile" connections. These planning elements, along with future development in southeast Washington County, will be key to allow for the potential of successful transit service in the future.

We look forward to working with the City of Sherwood, Washington County, Sherwood, and community members to assess the feasibility of providing TriMet service to the Sherwood West based on projected population densities, land uses, street connectivity, future development in the area, and other factors that drive transit ridership.

Sincerely,

A handwritten signature in blue ink, appearing to read "Tom Mills".

Tom Mills
Director
Service Planning

CC: Council President Kim Young
Councilor Renee Brouse
Councilor Taylor Giles
Councilor Keith Mays
Councilor Doug Scott
Councilor Dan Standke

January 31, 2024

Eric Rutledge, Community Development Director
City of Sherwood
22560 SW Pine Street, Sherwood, Oregon 97140

RE: Support for the Sherwood West Urban Growth Boundary Expansion

Dear Mr. Rutledge,

On behalf of Tualatin Valley Fire & Rescue, I'm writing to convey our support for the proposed 1,291-acre Sherwood West Urban Growth Boundary expansion. As you know, a member of our Fire & Life Safety team served on the Technical Advisory Committee, and we believe the City of Sherwood has demonstrated its ability to provide the appropriate level of infrastructure and services to the Sherwood West area that will supply the region with new employment and housing opportunities.

TVF&R already provides service to this area, so an Urban Growth Boundary expansion does not require any changes to our service district boundary. Though the increase of jobs, residents, and traffic in the area will generate additional demands for service, we anticipate that our current and planned infrastructure will be sufficient to maintain reliable emergency response. TVF&R currently has fire stations on all sides of the proposed expansion area, including Sherwood Station #33, King City Station #35, Midway Station #19, and Newberg Station #21.

We recognize that the development will increase the tax base in the area, and we appreciate Sherwood's goal of funding necessary infrastructure improvements without the use of an urban renewal district or other tax increment financing (TIF) that compromises our revenue for decades.

Thank you for the work you do to further the livability and prosperity of Sherwood.

Respectfully,



Deric Weiss
Fire Chief
Tualatin Valley Fire & Rescue



16273 SW Railroad Street
Sherwood, Oregon 97140
PH: (503) 625-7800
www.sherwoodchamber.org

Dear City of Sherwood:

The Sherwood Chamber of Commerce is a vibrant and active organization representing hundreds of businesses in and around Sherwood with the primary goal of supporting businesses and building community partnerships. In that light, the Chamber especially appreciates the City's effort to be forward-looking keeping our town the special place it is while also building upon our success and creating new business opportunities such as we see in the Tonquin Employment Area, and ensuring there are ample choices for people to live and work in Sherwood.

This same foresight is on display with the adoption of a revised concept plan for the Sherwood West planning area. This through two-year process for both the Citizens Advisory Committee (CAC) and the Technical Advisory Committee (TAC) has produced a concept plan that will allow us to realize a vision that has been embraced by so many during this project.

We commend the work of CAC and TAC for creatively weaving the residential and business needs of current and future Sherwood residents into a unique plan that is created by and for our community. The 200-250 acres of potential employment lands contained in the plan makes a strong statement that the future viability of our community depends on a healthy mix of land uses that will encourage more businesses to locate in our great city while creating desirable communities for people employed by these new businesses to work and live in Sherwood. The Sherwood Chamber of Commerce Board voted unanimously on October 17, 2023, to endorse the city moving forward with an Urban Growth Boundary (UGB) expansion which includes the entire Sherwood West planning area. We wholeheartedly support your efforts and appreciate working together to make Sherwood the best it can be for many years to come.

Best regards,

William (Bill) Sikkens
2023 President

Sherwood Area Chamber of Commerce
16273 SW Railroad Street
Sherwood, Oregon 97140

PROMOTE...

CONNECT...

REPRESENT...

STRENGTHEN...



Sherwood *Area* Chamber of Commerce