



SHERWOOD CITY COUNCIL MEETING MINUTES
22560 SW Pine St., Sherwood, Or
December 5, 2023

WORK SESSION

1. **CALL TO ORDER:** Mayor Rosener called the meeting to order at 5:17 pm.
2. **COUNCIL PRESENT:** Mayor Tim Rosener, Council President Keith Mays, Councilors Kim Young, Doug Scott, Dan Standke, and Renee Brouse. Councilor Taylor Giles attended remotely.
3. **STAFF PRESENT:** City Manager Pro Tem Craig Sheldon, Assistant City Manager Kristen Switzer, IT Director Brad Crawford, Finance Director David Bodway, Police Chief Ty Hanlon, Planning Manager Erika Palmer, Economic Development Manager Bruce Coleman, Community Development Director Eric Rutledge, Legal Counsel Alan Rappleyea, City Engineer Jason Waters, Senior Planner Joy Chang, Library Manager Adrienne Doman Calkins, Records Technician Katie Corgan, and City Recorder Sylvia Murphy. City Attorney Ryan Adams attended remotely.
4. **TOPICS:**

A. Sherwood West Area Discussion

Community Development Director Eric Rutledge presented the "Sherwood West UGB Expansion Work Session" PowerPoint presentation (see record, Exhibit A) and provided an overview of the timeline of previous work sessions and reported that the letter of interest was submitted on December 1st. He outlined that this work session was to discuss alternatives and receive final Council direction. He stated that he anticipated presenting a City Council resolution in March or April 2024 with a final application submittal to Metro by April 5, 2024. Mayor Rosener commented that he wished to get Council consensus on how to approach the development of the area and referred to master planning. Mr. Rutledge referred to master planning and the creation of an annexation policy for the city and explained that the chosen implementation methods would impact how the area was developed. He provided an overview of the alternatives analysis on page 3 of the presentation. He explained staff had reviewed housing and employment needs and updated the EOA and HNA for the 20-year planning period. He outlined that staff had reviewed infrastructure costs, feasibility, and schedule and explained that staff had factored in Elwert Road, the Brookman trunk line, and pedestrian bridge projects. He reported staff reviewed development readiness and growth management to determine phasing and completed a review of the alternatives to determine if the goals of the Concept Plan were met and incorporated community feedback. He outlined that staff was also mindful of elevation; slopes and grade; stream and upland habitat; and the impacts to supplying water to the area. He reported that a small area of Sherwood West was above 375 feet in elevation, and it was likely that that area would need to be supported by a water reservoir. Council President Mays asked if the entirety of Sherwood West could assist with the construction costs of building a reservoir to serve the area above 375 feet. Community

Development Director Rutledge replied that it would be difficult to say at this point and would require more staff time to research, which was why it was important for Council to provide guidance on what they wanted the area to look like. He provided an overview of the UGB ask Alternatives A-D on page 5 of the presentation. Mayor Rosener asked if the housing unit figures cited on page 5 factored in the impacts of HB 2001 and Mr. Rutledge replied they did not. He explained that the figures reflected the 5-10% middle housing in single-family zones figures from the Sherwood West Concept Plan. Discussion regarding HB 2001 occurred, and Council asked that the figures reflect the plausible housing unit capacity with HB 2001 factored in. Mr. Rutledge outlined that each alternative met both the housing and employment needs for the city over the 20-year planning period. He provided an overview of Alternative D – No Ask option and reported that the housing and employment land needs would not be met without changing the zoning within the current city limits. He outlined that there would be less infrastructure requirements overall and infill development could still require upsizing, there was unknown property owner interest in future planning and development efforts, and the benefits from investments such as the Brookman sewer and pedestrian bridge would not be fully realized. He stated that the longer the housing unit deficit went unaddressed, the more difficult it would be to remedy. He explained that if a city was able to show that it was meeting all of its needs, then it was easier for cities to stipulate zoning in certain areas. He stated that it would be more difficult if there was a deficit because the city would need to follow state law and Metro code and referred to the state's prioritization of creating missing middle housing when it came to zone changes. He outlined that currently, there was quite a bit of property owner interest in submitting an ask to Metro and explained that this was not always the case with property owners and those feelings may change in the future if an ask was not submitted. Councilor Giles asked if the work staff had completed thus far would need to be repeated if Council decided to submit an ask in the future. Planning Manager Palmer replied that redoing all of the work would be a Council decision and Councilor Scott added that there could be a legislative change that would necessitate that the work be redone. Community Development Director Rutledge provided an overview of the maps of Alternative B – Partial Ask and Alternative C – Partial Ask on page 7 of the presentation and explained that the grey area represented the area that would not be included with the ask. He outlined that Alternative B – Partial Ask removed some low-density residential land on the westside, with no loss to commercial or employment land. He outlined that Alternative C – Partial Ask was 609 acres with 1,033 housing units and 3,036 jobs. He explained that Alternative C – Partial Ask met the housing and employment land needs; it had a greater jobs-to-housing ratio; there was less flexibility in master planning, school, and park siting; there was less flexibility in alignment of regional infrastructure; there was less economies of scale to fund the cost of regional infrastructure (Brookman sewer, pedestrian bridge); and the remaining Urban Reserves could be difficult to incorporate into the UGB. Mr. Rutledge outlined that Alternative B – Partial Ask was 1,013 acres with 2,358 housing units and 4,524 jobs. He explained that Alternative B – Partial Ask met the housing and employment land needs; it had a greater jobs-to-housing ratio; there was moderate flexibility in master planning, school, and park siting; there was moderate flexibility in alignment of regional infrastructure; there was moderate economies of scale to fund the cost of regional infrastructure (Brookman sewer, pedestrian bridge); and the remaining Urban Reserves could be difficult to incorporate into the UGB. He outlined that Alternative A – Full Ask was 1,291 acres with 3,117 housing units and 4,524 jobs. He explained that Alternative A – Full Ask met the housing and employment land needs; it had the greatest variety of housing with no reduction in low density zones; it had the greatest flexibility in master planning, school, and park siting; it had the greatest flexibility in alignment of regional infrastructure and economies of scale; and master planning and annexation agreements could be used to manage growth over time. Mr. Rutledge stated that the city would have the ability to master plan and require annexation agreements in order to control the growth of the area. He outlined next steps and explained that there was ongoing work for the Brookman Trunk Line design and the Mixed-Employment refinement study. He reported that there was an alternatives discussion and final direction from Council meeting scheduled for January 2nd or January 16th. He reported that a resolution would be presented to Council in March or April of 2024 and a due date for the full application submittal to Metro was April 5, 2024. Councilors Scott, Brouse, and Giles stated that they were in favor of submitting a full ask

to Metro. Council President Mays spoke on the financing of the necessary future infrastructure for Sherwood West and asked what would happen if the city was unable to generate the necessary funding. He explained that in 2015, Washington County brought in large areas that were able to bond part of the county property tax levy that was for the MSTIP to help finance large projects and speed up development. He stated that being able to do so had helped Sherwood, south Hillsboro, Bethany, south Beaverton, and River Terrace in Tigard and commented that there was no indication that the county would do so for Sherwood West. He asked what the city's options were if its plans were rejected by a higher authority and if property owners could vote in such matters. Mayor Rosener asked that staff ask Washington County if such a mechanism would be available for the city to utilize for Sherwood West. Mayor Rosener referred to readiness and Metro's request for concept planning and asked staff what Metro had shared regarding their analyses of the applications they had received and the "readiness piece." Community Development Director Rutledge replied that Council's adoption of the Sherwood West Concept Plan and the approval of a resolution to submit an ask to Metro showed that the city's governing body supported the project. He stated that an infrastructure financing memo had been completed and Planning Manager Palmer explained that the memo was included in the Sherwood West Concept Plan. She explained that the memo detailed the various funding mechanisms to fund the necessary infrastructure. Councilor Young commented that she was in favor of submitting a full ask and the completion of a Sherwood West Master Plan to help control the development of the area. Mayor Rosener said that he had received a lot of support outside the city for submitting a full ask and commented that this was an opportunity to get assistance on some of the infrastructure issues. Councilor Giles stated that he felt that submitting a full ask and completing master planning for the area put the city more in control of the development than the other alternatives and discussion occurred. Councilor Standke asked if there was concern that Metro would reject a full ask and Mayor Rosener replied that he had heard a lot of support from Metro for Sherwood to submit a full ask. Mr. Rutledge stated that Metro staff looked for different criteria than Metro Councilors and explained that Metro staff would base their recommendations off of those criteria. He reported that Metro staff had outlined that a partial ask needed to demonstrate a "complete community." He commented that a full ask demonstrated a complete community, and a partial ask could also argue that it met the complete community criteria. Mayor Rosener voiced that Metro had historically shown strong support for housing land and commented that recently, industrial land asks had shown good momentum. He said that it was more likely that there would be conditions placed on the industrial land and discussion occurred. Mayor Rosener referred to Washington County budget deficits, MSTIP funding, library funding and commented that a large amount of his concern was focused on those types of uncertainties that would affect the project and Council asked for more information on financing. Mr. Rutledge replied that staff would bring the financing memo back to Council for review and clarified that the numbers cited in the memo were conceptual but were based on best estimates. Council President Mays stated that he would include funding asks in the application to help the city understand what funding tools were available to utilize and discussion regarding possible funding programs occurred.

Record note: Prior to the meeting, Community Development Director Eric Rutledge provided Council Sherwood West work session presentation materials and "Sherwood West – Alternatives Analysis" memo (see record, Exhibit B).

Boards & Committee Members Present: Parks and Recreation Advisory Board Chair Dave Scheirman, Planning Commission Chair Jean Simson, Budget Committee Chair Kady Strode, Library Advisory Board Chair Sean Garland, Police Advisory Board Chair Brian Dorsey, Cultural Arts Commission Vice Chair Jennifer Casler, and Senior Advisory Board Chair Caz Thompson.

B. City Boards & Committees Goals & Objectives

Mayor Rosener recapped that one of Council's goals for the year was to better communicate with the city's boards and committees regarding Council's goals and objectives. He explained that this was also an

opportunity for Council to better understand what the city's boards and committees' goals and objectives were for the year and a handout of the 2023-2024 City Council Goals was distributed (see record, Exhibit C). Parks and Recreation Advisory Board Chair Dave Scheirman recapped that his board was utilizing the new Parks Master Plan and were focused on identifying potential new parks properties on the other side of Highway 99W. He explained that procuring that land was the board's biggest priority since many of the goals and tasks within the Parks Master Plan depended on the land being acquired first. He provided an overview of the recent changes to the pickleball courts and scheduling. He spoke on the difficulty of predicting what recreational activities would be popular in the future and building the infrastructure to support those activities. Planning Commission Chair Jean Simson asked that the Parks and Recreation Advisory Board and the Planning Commission work together through the finalization of the Sherwood West Concept Plan to ensure that the types of parks and spaces for Sherwood West were captured. Councilor Scott asked regarding the approval of a recent Denali subdivision and asked if the developers had submitted their chosen amenities from the Parks Master Plan to the Planning Commission. Planning Manager Palmer replied that the developers had not yet submitted for final approval, but once it had been submitted, it would go through the Planning Commission for approval. Planning Commission Chair Simson spoke on feedback they had received regarding types of parks and park amenities and explained that the Planning Commission now tried to incorporate that feedback when working with developers and creating appropriate definitions to provide clarity. Parks and Recreation Advisory Board Chair Scheirman spoke on the board's desire to focus more on neighborhood or regional parks with each park having its own "personality." Councilor Giles commented that Sherwood did not need the same type of park replicated throughout the city and expressed that he was glad the Parks and Recreation Advisory Board sought to provide different types of activities and experiences with each park. Discussion regarding the need to create an ADA accessible park occurred. Mayor Rosener referred to the pedestrian bridge project and asked if parks and trail connectivity had been factored in. Parks and Recreation Advisory Board Chair Scheirman replied that connectivity to the bridge would be factored in, and Councilor Scott spoke on the need to master plan for parks and trails. Police Advisory Board Chair Brian Dorsey recapped that the Police Advisory Board had recently brought on several new members and explained that the board had reviewed the Sherwood Police Department staffing, mental health, and local crime survey. He explained that the Police Advisory Board utilized that information and made it the focus of the Police Department's social media presence, allowing the Police Department to showcase their impact in those areas and generate community involvement. Cultural Arts Commission Vice Chair Jennifer Casler voiced that the Cultural Arts Commission was comprised of a wide variety of members who brought a diversity of ideas to the board. She recapped that in the past few years, the Cultural Arts Commission had established three different cultural festivals and explained that these festivals brought out a large portion of the community that may not normally participate in city events. She spoke on the mural program and reported that the commission was currently searching for its second and third locations. She stated that in 2024, the commission would begin its work expanding the cultural walking tour to incorporate the prehistoric history of the area, and would integrate the history of local Grand Ronde tribes, animals, geology, etc. Vice Chair Casler spoke on the importance of mutual planning between all city boards and commissions to create visual continuity in Sherwood, conveying a sense of place throughout the community. Councilor Young commented that she would like future murals and art to be interconnected and tell a story. Councilor Giles asked if there were grants available to feature artists of the Confederated Tribes of the Grand Ronde community and artists from other underrecognized social groups. Vice Chair Casler replied that the curator of the Confederated Tribes of the Grand Ronde's Chachalu Museum and Cultural Center was scheduled to speak with the Cultural Arts Commission in January or February of 2024 and stated that they would ask regarding potential grant programs. Councilor Standke asked if the Cultural Arts Commission was working with the Main Street Group and Cultural Arts Commission Vice Chair Casler replied that previously, a representative from the Main Street Group would attend Cultural Arts Commission meetings and commented that she would reach out to them again. Councilor Brouse replied that the Main Street Group was interested in the mural planning and Councilor Young commented regarding the Cultural Arts Commission's recent CEP grant. Police Advisory

Board Chair Dorsey referred to the vacant lot near the Arts Center and asked if there were plans for a public art display in that location. Mayor Rosener spoke on the city's plans to conduct a study on what types of artworks could be featured in that space and referred to the city's historic train depot. Library Advisory Board Chair Sean Garland recapped that the Library Advisory Board had recently finished developing the library's Collection Development Policy and was beginning work for the strategic planning process. He reported that the Library Advisory Board was comprised of a good mix of members with experience as well as new members, including a student representative from Sherwood High School. He reported that the board was continuing its work on the Sherwood Library Foundation (SHELF). Cultural Arts Commission Vice Chair Casler asked that the Cultural Arts Commission and the Library Advisory Board hold a joint work session to discuss how the boards could work together to share resources and collaborate. Budget Committee Chair Kady Strode recapped that the Budget Committee had recently discussed the possibility of moving to a biannual budget instead of an annual budget. She explained that the committee discussed the pros and cons of a biannual budget, sought feedback from department heads, discussed what year two would look like for the Budget Committee and staff, and how the supplemental budget process would work with a biannual budget. She reported that the Budget Committee had determined that it would be best to wait until FY25-26 to move to a biannual budget to sync up with the state's budget. She explained that this would allow the city to know the PERS rates for the two-year budget period and one year's COLA and benefits rates. Mayor Rosener commented that many cities had already switched to a biennial budget. Senior Advisory Board Chair Caz Thompson recapped that the Senior Advisory Board had spent the majority of 2023 working to acquire the "age-friendly city" designation for the city. She reported that for 2024, the Senior Advisory Board would focus on educating others on what an age-friendly city meant and stated that a business award would be added to the Chamber of Commerce. In 2024, the Senior Advisory Board would also focus on affordable housing, particularly in the Sherwood West area and transportation. Councilor Scott asked to include the Senior Advisory Board's feedback on the proposed housing types for Sherwood West. Councilor Giles asked that the Parks and Recreation Advisory Board also get the feedback of the Senior Advisory Board when developing new and accessible parks. Mayor Rosener asked for more details on the topic of transportation for the Senior Advisory Board. Senior Advisory Board Chair Thompson explained that as people got older, they often lost their independence and ability to take care of their own transportation needs, which also hindered their ability to socialize. Discussion regarding TriMet and intra-Sherwood public transportation options occurred, and Council asked that those options be looked into. Planning Commission Chair Jean Simson recapped that the Planning Commission wished to hold a work session to discuss the CFEC (Climate-Friendly and Equitable Communities) program and spoke on the potential impact on parking requirements if the city opted out of TriMet service. She reported that the Planning Commission was discussing the potential impacts of new state mandates as well as refining the city's tree code to better protect Sherwood's trees, and continuing work on annexation code. Planning Commission Chair Simson referred to Old Town Design Standards and Type IV applications and explained that this was to allow for the Planning Commission to have some development oversight. She explained that she felt that in some cases it was a barrier to development in Old Town and stated that she would like the Planning Commission to review and refine the code.

5. ADJOURN:

Mayor Rosener adjourned the work session at 7:10 pm and convened a regular session.

REGULAR SESSION

1. CALL TO ORDER: Mayor Rosener called the meeting to order at 7:19 pm.

2. **COUNCIL PRESENT:** Mayor Tim Rosener, Council President Keith Mays, Councilors Kim Young, Doug Scott, Dan Standke, and Renee Brouse. Councilor Taylor Giles attended remotely.
3. **STAFF PRESENT:** City Manager Pro Tem Craig Sheldon, Assistant City Manager Kristen Switzer, IT Director Brad Crawford, Finance Director David Bodway, Police Chief Ty Hanlon, Community Development Director Eric Rutledge, Legal Counsel Alan Rappleyea, Law Clerk Emma Gill, and City Recorder Sylvia Murphy. City Attorney Ryan Adams attended remotely.

4. **APPROVAL OF AGENDA:**

MOTION: FROM COUNCIL PRESIDENT MAYS TO APPROVE THE AGENDA. SECONDED BY COUNCILOR YOUNG. MOTION PASSED 7:0; ALL MEMBERS VOTED IN FAVOR.

Mayor Rosener addressed the next agenda item.

5. **CONSENT AGENDA:**

- A. Approval of November 8, 2023, City Council Meeting Minutes
- B. Approval of November 21, 2023, City Council Meeting Minutes
- C. Approval of November 28, 2023, City Council Meeting Minutes

MOTION: FROM COUNCILOR BROUSE TO APPROVE THE CONSENT AGENDA. SECONDED BY COUNCILOR YOUNG. MOTION PASSED 7:0; ALL MEMBERS VOTED IN FAVOR.

Mayor Rosener addressed the next agenda item.

6. **CITIZEN COMMENT:**

Sherwood resident Jim Claus came forward and spoke on his experience with lawsuits and referred to decisions regarding cemeteries, administrative remedies, and reaching finality. He stated that his family was the largest land contributors in Sherwood. He stated that the city was violating the Oregon Constitution and referred to a highway project. He stated that he was attempting to come to a solution with the city, but the city was unwilling to work with him. He stated that he hoped to come to an agreement without litigation.

Mayor Rosener addressed the next agenda item.

7. **CITY MANAGER REPORT:**

City Manager Pro Tem Craig Sheldon commented that he had been meeting with department heads since he was appointed City Manager Pro Tem. Council President Mays gave his kudos to city staff for their work on the holiday festival and leaf pickup program. Councilor Scott asked Mr. Sheldon if there was anything Council could do for Mr. Sheldon or the other department heads. Mr. Sheldon replied that he planned to meet with the Councilors individually to help provide direction going into the new year. Mayor Rosener stated that he appreciated the level of staff collaboration throughout the transition of hiring a new City Manager. Police Chief Ty Hanlon commented that the holiday festival had gone well.

Mayor Rosener addressed the next agenda item.

8. COUNCIL ANNOUNCEMENTS:

Councilor Young reported that Portland Cars & Coffee would hold its toy drive on December 9th at Langer's Entertainment Center. She explained that the Sherwood Police Department was competing with TVF&R Station 33 to collect the most toys and Police Chief Hanlon provided details on the program. Councilor Brouse added that additional items were available for purchase and the proceeds of those sales would go to the Sherwood Police Foundation. Councilor Young reported on her attendance at the Region 1 Area Commission on Transportation (R1ACT) meeting where they heard an update on the interstate bridge project and an ODOT revenue forecast presentation.

Councilor Standke reported that the Planning Commission did not meet. He spoke on Sherwood 4 Kids Sake and explained that it was a non-profit organization that collected donations via gift tags at local businesses and used those donations to provide holiday gifts for local families. He thanked Public Works staff for ensuring the area was safe after a piece of glass had broken near the library.

Councilor Scott reported that the Parks and Recreation Advisory Board did not meet. He commented that he felt fortunate to live in Sherwood and referred to various city events and programs.

Councilor Brouse stated that she agreed with Councilor Scott's comments about Sherwood.

Councilor Giles stated that he was grateful for the library volunteers and spoke on the Sherwood Library Foundation, SHELF.

Council President Mays reported he attended the holiday festival. He spoke on his experience with threats of litigation throughout his 25-year public service career. He reported he attended the most recent Cultural Arts Commission meeting. He reported that he attended the WCCC retreat.

Mayor Rosener stated that he echoed other Councilor's comments regarding Sherwood residents and staff. He reported he attended the holiday parade and thanked staff for their work putting on the festival. He reported he attended the WCCC retreat where they began working to prioritize transportation projects in Washington County. He reported he attended the Metro Solid Waste Advisory Task Force meeting. He reported on his attendance at the Metro's Policy Advisory Committee.

9. ADJOURN:

Mayor Rosener adjourned at the regular session at 7:45 pm and convened an executive session.

EXECUTIVE SESSION

- 1. CALL TO ORDER:** The meeting was called to order at 7:50 pm.
- 2. COUNCIL PRESENT:** Mayor Tim Rosener, Council President Keith Mays, Councilors Kim Young, Doug Scott, Dan Standke, and Renee Brouse. Councilor Taylor Giles attended remotely.
- 3. STAFF PRESENT:** City Attorney Ryan Adams (remote attendance), Legal Counsel Alan Rappleyea, City Manager Pro Tem Craig Sheldon, Law Clerk Emma Gill, and Assistant City Manager Kristen Switzer.

4. TOPICS:


A. ORS 192.660(2)(h), Legal Counsel

5. ADJOURN:

The executive session was adjourned at 8:00 pm

Attest:


Sylvia Murphy, MMC, City Recorder


Tim Rosener, Mayor