



Home of the Tualatin River National Wildlife Refuge

LETTER OF INTEREST

DATE: December 22, 2017

TO: Metro Council
600 NE Grand Ave
Portland, OR 97232

FROM: Joseph Gall, ICMA-CM, City Manager
City of Sherwood
22560 SW Pine St.
Sherwood, OR 97140

RE: Metro 2018 Urban Growth Management Decision
Letter of Interest, City of Sherwood

.....

The City of Sherwood is pleased to present this Letter of Interest for Metro's 2018 Urban Growth Management Decision.

Sherwood upholds a strong history of planning. This is demonstrated through its holistic approach to addressing housing and employment needs in its existing urban areas and maintaining a compact urban form. If past trends continue, several thousand people will move to the Sherwood area over the next 20 years, part of a larger regional growth pattern. As a commitment to keeping Sherwood affordable and making sure a reasonable supply of housing is available, the City has done significant work with its urban reserves as the basis for considering an urban growth boundary (UGB) expansion.

In January 2016, the City of Sherwood adopted the Metro region's first preliminary concept plan for an entire urban reserve area called Sherwood West. The Sherwood West Preliminary Concept Plan (SWCP) is a study of 1,291 acres of land designated to Metro's Urban Reserve Area 5B, located west and north of the existing city limits. Developed as a long-range planning tool, the SWCP 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 SWCP represents a significant step in beginning a community discussion about growth, urban development, and governance. It is the result of a 14-month planning process that encompassed extensive engagement with area property owners, community members and service providers. The Plan was unanimously recommended by the Citizen Advisory Committee and the Planning Commission to the Sherwood City Council. The Council accepted the plan by Resolution 2016-009 on February 16, 2016.

The vision for Sherwood West was informed by the great community attributes that make Sherwood's existing neighborhoods special. These include:

- **Scale:** understanding how natural features such as creeks, valleys and hills have influenced Sherwood's existing neighborhood form helped reveal the importance of scale as we plan for Sherwood West and walkable neighborhoods. 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. That design is illustrated and attached in Exhibit A.

- *Access to nature and trails:* Sherwood's livability is in part defined by its access to nature, open space and regional attributes like the Tualatin River National Wildlife Refuge. Sherwood West highlights the importance of access by incorporating a connected network of walking trails, neighborhood parks and nature preserves.
- *Schools:* Sherwood is known for its excellent school system. Sherwood West provides the opportunity to expand school facilities, in addition to regional athletic facilities in order to support growing demand.
- *Neighborhood serving retail:* Sherwood West communities support local, neighborhood retail so that residents of all ages can take advantage of these assets, partly reducing the need to use a car for all trips.

In a formal proposal for submission to Metro Council in May 2018, Sherwood city staff plans to recommend an area of interest (AOI) of 626 gross acres of land within the Sherwood West area be brought into the UGB in 2018 (Exhibit B). Net developable acreage amounts to approximately 455 acres as described in this letter.

This recommended AOI is based on a public process initiated by the City this past fall for Metro's 2018 UGB Expansion Process. City staff and their consultant team sought guidance and feedback from service providers, Sherwood West property owners, Sherwood residents and the Sherwood City Council to help determine the best areas in Sherwood West for the potential UGB Expansion. The City held an open house that was attended by more than 80 community members on October 25, 2017. City staff received an additional 60 written comments associated with that phase. Considering all that guidance planning staff prepared a recommendation for the City Council which included a map showing the recommend expansion area in Sherwood West. Based on additional citizen and property owner comment and City Council direction in early December, staff and their consultants made minor modifications which informs the map we are submitting today.

Several key factors inform the City's decision for where, when and how much to ask for as part of an UGB expansion in this next cycle:

- Sherwood has a deficit of approximately 497 homes in its 20-year supply, of which about 70% are medium to high density residential units. In a prior Housing Needs Analysis (HNA) conducted in 2015 for the SWCP, Sherwood had a surplus of 125 homes. For the purposes of submitting a proposal for Metro's 2018 UGB decision, Sherwood updated the HNA to reflect the 2018-2038 time period and updated 2016 Metro forecasts. This updated analysis showed that the City now has a 497-home deficit. Of note, the type and amount of housing deficit uncovered in the updated HNA has important implications for Sherwood. In essence, the City must and intends to plan for a greater diversity of housing types, some of which are commonly referred to as "missing middle" housing.
- The 497-home deficit is based on the Metro forecasted growth rate of 0.8% average annual growth rate. If Sherwood grows closer to historical growth rates, we anticipate that we will be out of land for residential development within four to ten years. This would significantly impact our ability to provide affordable housing for existing and future Sherwood residents.
- Facing growing demand, the Sherwood School District has chosen a central site in Sherwood West for the location of a new high school. In August 2017, Metro approved the UGB expansion to include the proposed school site in anticipation for annexation.
- Transportation is a key concern for current Sherwood residents. The vertical alignment condition of Elwert Road, a two-lane rural county road in Sherwood West, combined with heavy traffic volumes and the confluence of Chicken Creek at the intersection with Edy Road is a

significant condition that requires additional consideration and a thoughtful solution. The SWCP proposed two alternatives to the realignment of this intersection. With the understanding that Elwert and Edy roads will need to be designed and improved, the recommended area for the UGB expansion carries these two alternatives forth to provide options to address the community's primary transportation-related concern. We are proposing to bring this intersection into the urban growth boundary to enable us to identify and fund an selected improvement.

- The recommended expansion acreage supports three new neighborhoods with 1/4 mile radii, based on Sherwood's complete community attributes, and helps complete a fourth existing neighborhood (see Exhibit A).
- The proposed AOI supports areas where property owners requested to be included in the UGB expansion, demonstrating a reasonable likelihood of development within the 20-year planning period.
- The proposed AOI supports areas most easily served with infrastructure, as detailed in preliminary analyses as part of the SWCP.
- The greater amount of acreage brought into the UGB, the greater the amount of funding available for planning and infrastructure.
 - While the area asked for may exceed our HNA identified need, we know that the costs of providing necessary infrastructure to serve 450 homes is not significantly more than the cost of providing infrastructure to several thousand homes. Furthermore, because the entire area is urban reserve, it is more efficient to plan and fund infrastructure for the ultimate growth than to incur expensive upgrades and expansions to accommodate incremental growth.

The recommended AOI, as illustrated in Exhibit B, is described as follows:

1. **Location:** Sherwood West is located north and west of the existing City limits. The AOI is part of two districts identified in the SWCP: one adjacent to HWY 99W in the south, and the area north and west of the new school site, up to the Chicken Creek confluence.
2. **Acreage:** The AOI is a total of 626 gross acres. Depending on the realignment options for Edy and Elwert, the net developable acreage is 452.80 acres for Option 1 and 455.51 acres for Option 2. Net developable acreage includes all residential, mixed-use and commercial development. It excludes right-of-way, the existing church, land designated for park and open space, as well as creek corridors.
3. **Land uses:** The AOI is part of the West and Southwest districts identified in the SWCP:
 - a. The West District is a mixed-housing district organized around the new high school, a neighborhood park and mixed-use commercial center. The road follows the break in topography to create an area for residential development that is anchored by the new school. Housing intensities range from high (Residential-Mixed-Use) to low (Residential-Hillside on steeper slopes) as they transition away from the neighborhood commercial centers (Mixed-Use Commercial).
 - b. The Southwest District is residential, with varying intensities, and includes a commercial/retail anchor as a "Gateway to Wine Country" (Gateway District). This district is adjacent to HWY 99W which provides opportunities relative to nearby wine-related activities.
4. **Density Assumptions:** The total residential acreage in Option 1 and 2 is 426.75 and 429.56, respectively. With a planned mixture of medium and high density residential development, the AOI could provide a capacity of approximately 4,268 to 5,155 dwelling units at an average of 10-12 DU/net acre. However, as Sherwood grows, we recognize a balance must be struck between density and transportation infrastructure to support it.
5. **Infrastructure:** The AOI includes land that is best suited for development in terms of infrastructure provisioning. Approximately 8,000 linear feet of new sewer line through the Brookman area will be

needed to accommodate some of the new development, and development on the western edge will require a water tower upgrade and pump system for upper elevations.

6. **Transportation:** Internally, a new neighborhood connector street paralleling Elwert serves the neighborhood from the west side. Elwert Road is envisioned to be a multi-modal boulevard and extension of Sunset Boulevard, east of Highway 99W. The intersection of Kruger, Elwert and Highway 99W is reconfigured with a roundabout that conforms to the existing City of Sherwood and Washington County Transportation System Plans. Option 1 shows the intersection of Edy and Elwert Road in a new proposed location to reduce the impact of infrastructure improvements (road widening) on sensitive creek confluences. This shift offers the additional benefit of potentially discouraging regional freight traffic that seeks an alternative north-south route to Highway 99W. Initial cost estimates for improvements to the Edy/Elwert intersection show that the proposed realignment would be more cost effective than improving the existing roads in their current location. However, this requires further study. Option 2 shows the intersection in its original location for purposes of comparison, though it would also include upgrades and a redesign with surrounding development.
7. **Parks and Trails:** A well-connected system of trails is included to provide safe, convenient and comfortable non-motorized connections between all neighborhoods and existing destinations in Sherwood, including historic downtown. Open space and parks follow riparian creek corridors, and parks act as buffers between different land uses. Our Sherwood West landform analysis organizes neighborhoods around natural features, respecting topography and wide riparian buffers.











The recommended AOI is based on a funding and phasing strategy outlined in the SWCP. The strategy outlined preliminary costs associated with development, as well as the phasing of infrastructure, services and other elements of the complete communities. This important pre-work will be the basis of refining these analysis and feasibility studies for the City's UGB proposal. The City looks forward to submitting a proposal that balances the importance of readiness, strategy and governance that contributes to efficient land use consistent with our regional and statewide goals.

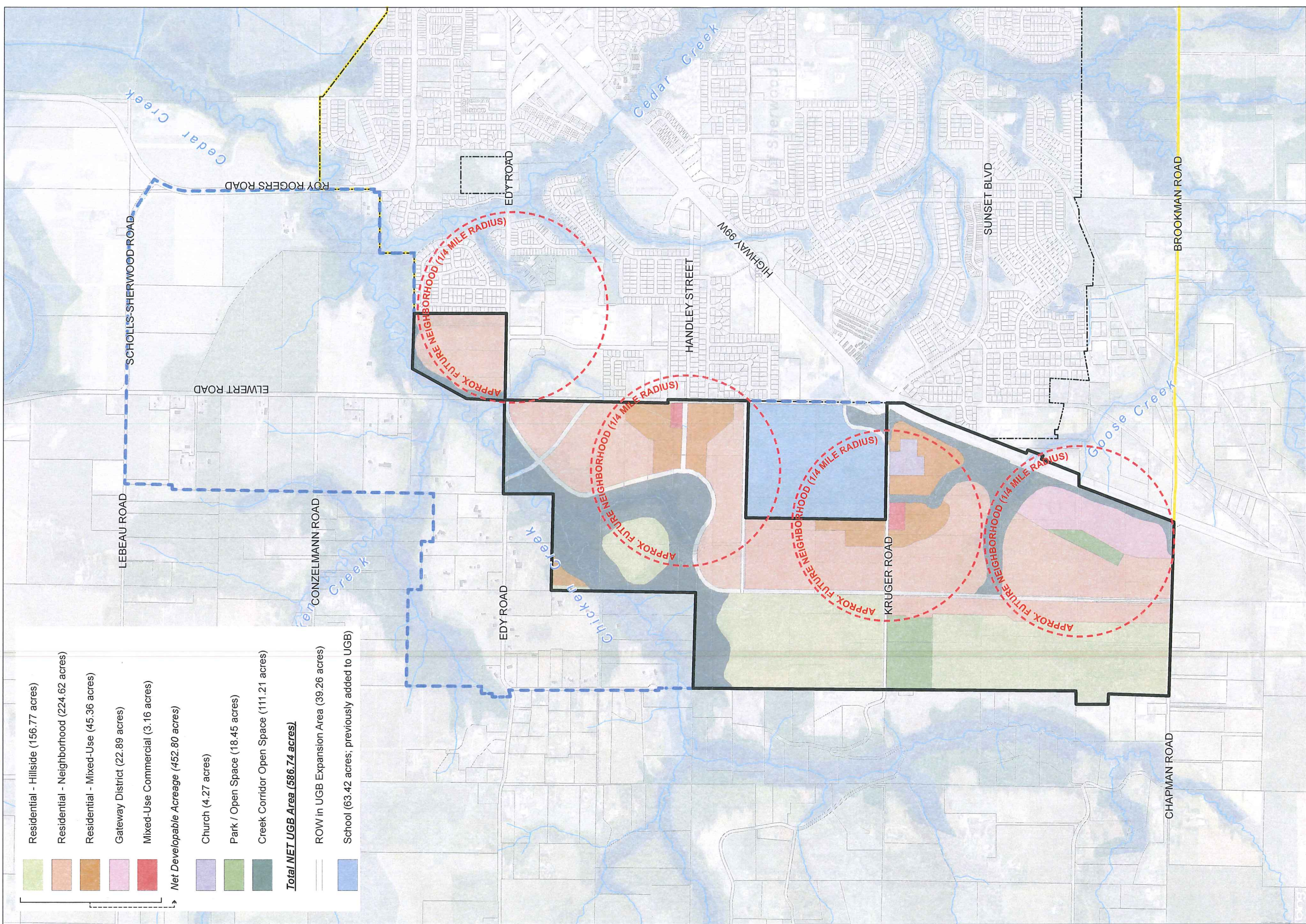
We look forward to an opportunity to discuss the merits of this request with you. Thank you for your consideration.




Sincerely,

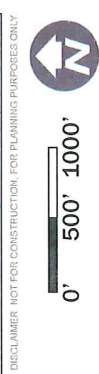


December 22, 2017

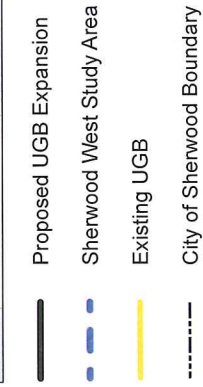
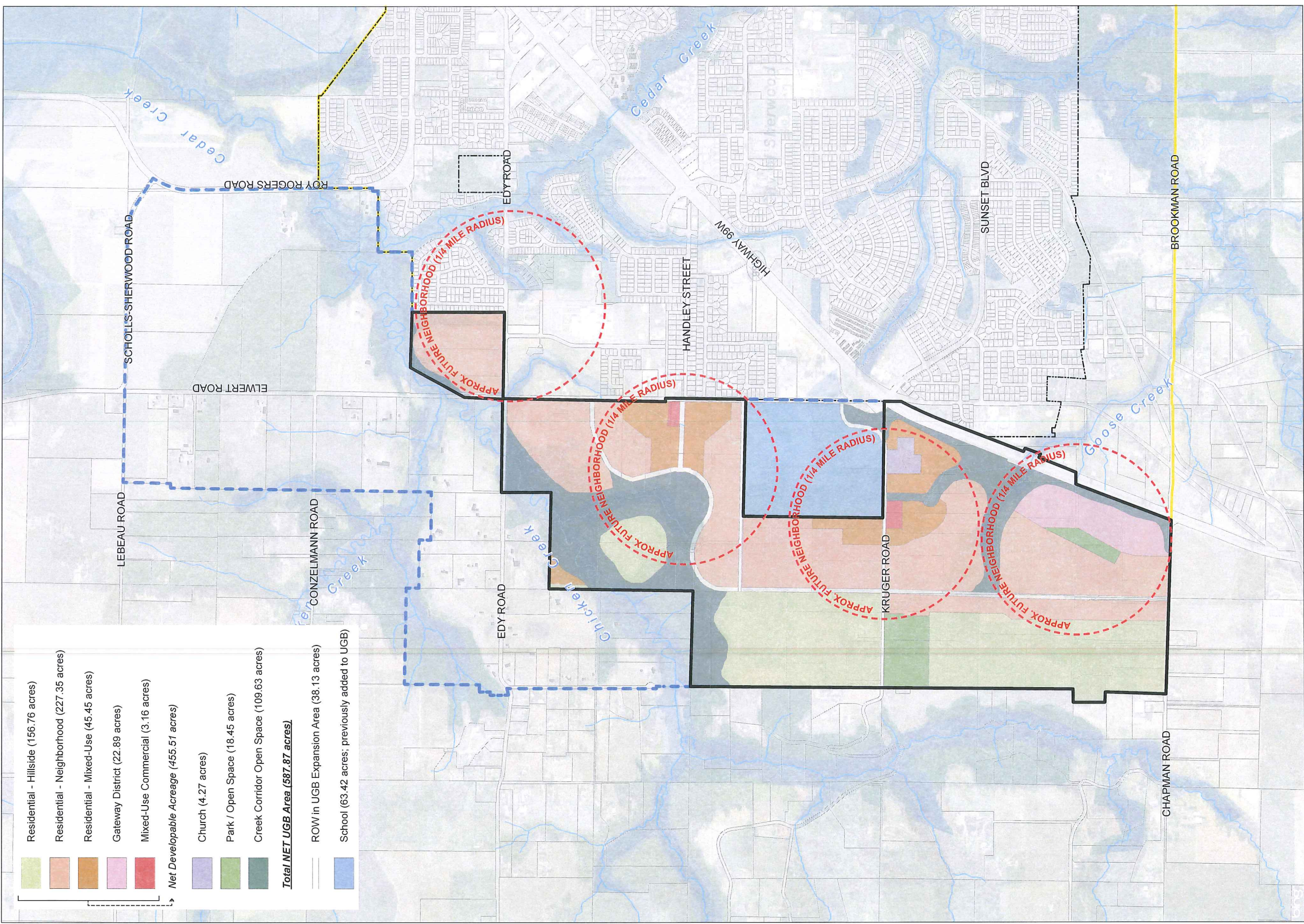
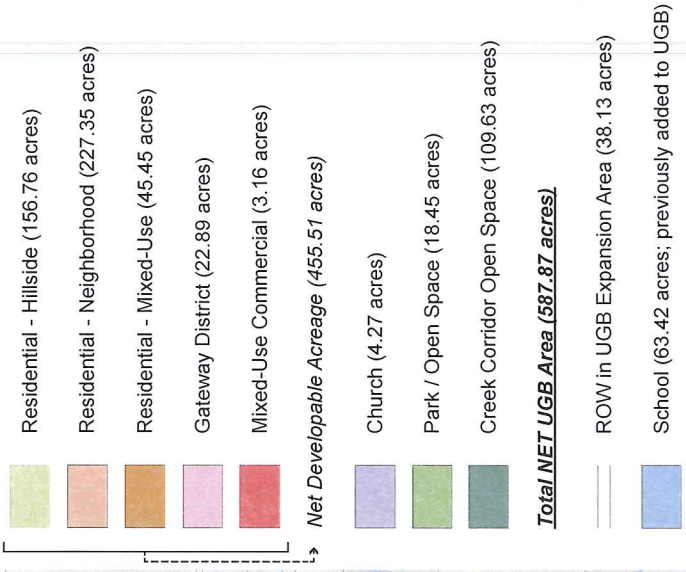
	Residential - Hillside (156.77 acres)
	Residential - Neighborhood (224.62 acres)
	Residential - Mixed-Use (45.36 acres)
	Gateway District (22.89 acres)
	Mixed-Use Commercial (3.16 acres)
Net Developable Acreage (452.80 acres)	
	Church (4.27 acres)
	Park / Open Space (18.45 acres)
	Creek Corridor Open Space (111.21 acres)
Total NET UGB Area (586.74 acres)	
	ROW in UGB Expansion Area (39.26 acres)
	School (63.42 acres; previously added to UGB)



-  Proposed UGB Expansion
-  Sherwood West Study Area
-  Existing UGB
-  City of Sherwood Boundary













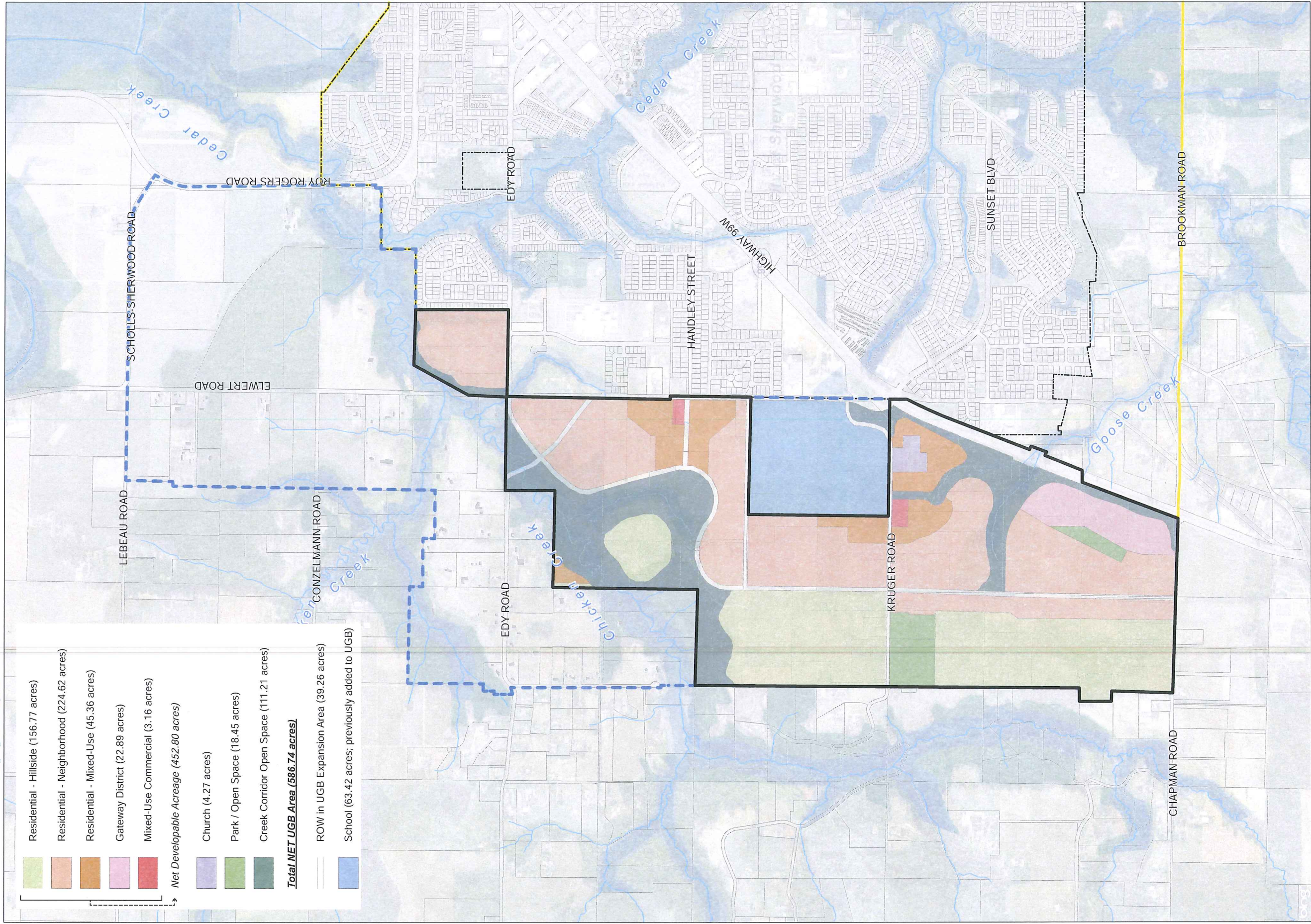
Draft Proposed Sherwood West Urban Growth Boundary Expansion: Option 1 - Area Calculations (626 Gross Acres)



DISCLAIMER: NOT FOR CONSTRUCTION. FOR PLANNING PURPOSES ONLY.

Draft Proposed Sherwood West Urban Growth Boundary Expansion:
Option 2 - Area Calculations (626 Gross Acres)

	Residential - Hillside (156.77 acres)
	Residential - Neighborhood (224.62 acres)
	Residential - Mixed-Use (45.36 acres)
	Gateway District (22.89 acres)
	Mixed-Use Commercial (3.16 acres)
Net Developable Acreage (452.80 acres)	
	Church (4.27 acres)
	Park / Open Space (18.45 acres)
	Creek Corridor Open Space (111.21 acres)
Total NET UGB Area (586.74 acres)	
	ROW in UGB Expansion Area (39.26 acres)
	School (63.42 acres; previously added to UGB)

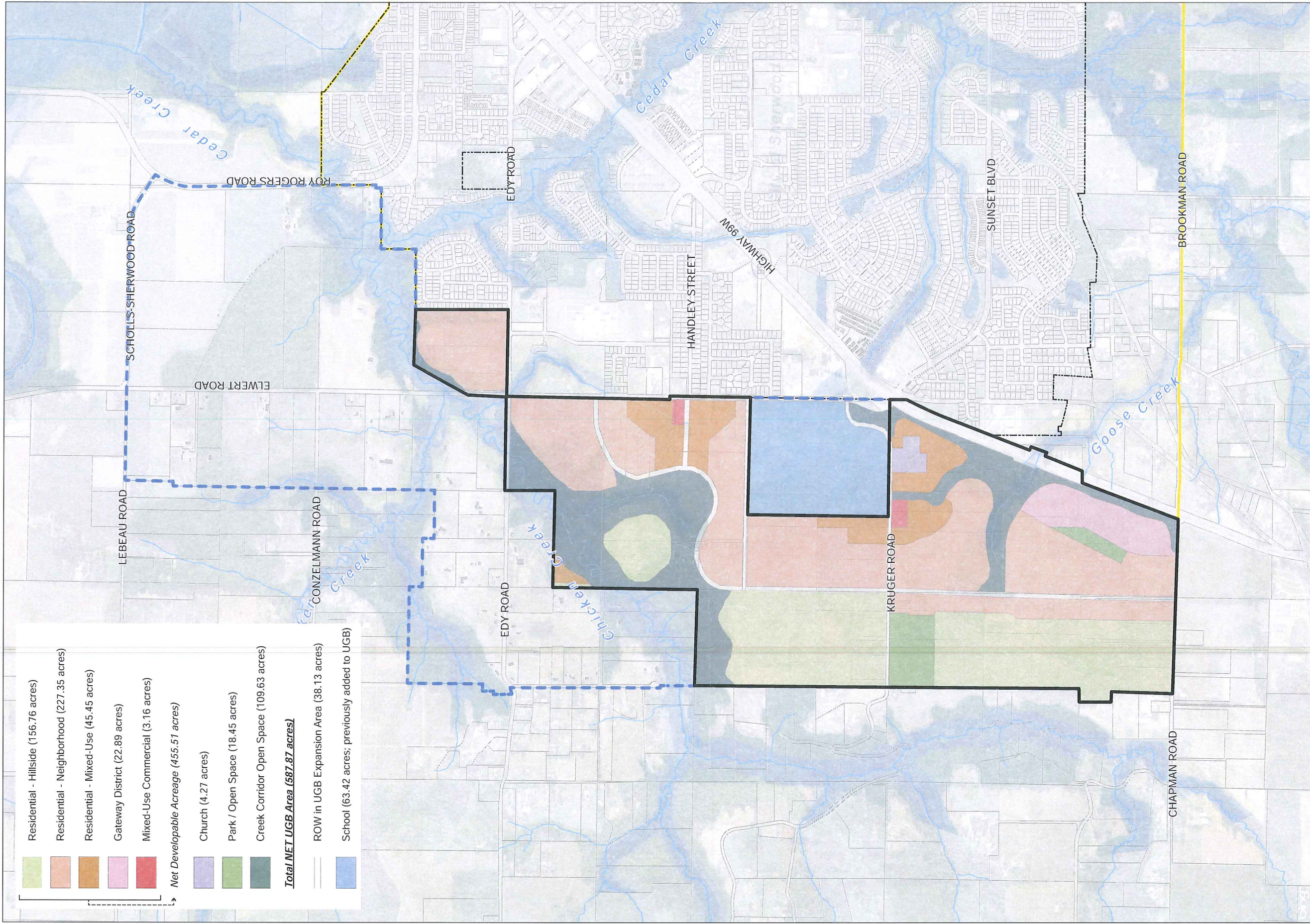
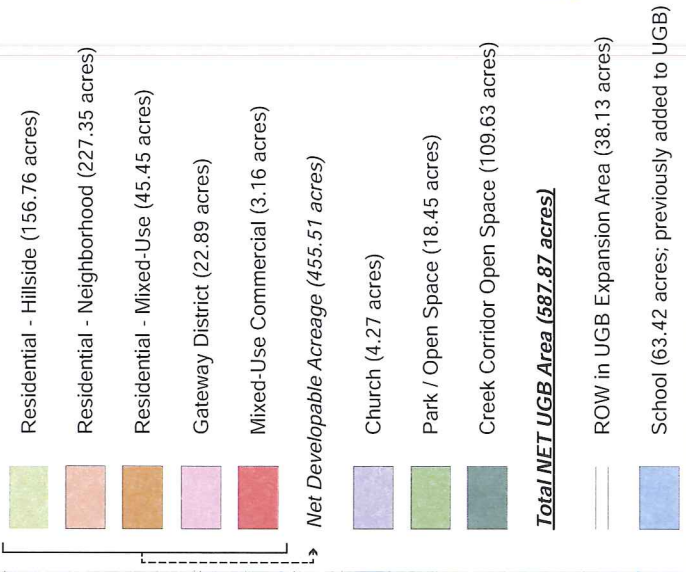


-  Proposed UGB Expansion
-  Sherwood West Study Area
-  Existing UGB
-  City of Sherwood Boundary



DISCLAIMER: NOT FOR CONSTRUCTION. FOR PLANNING PURPOSES ONLY.

Draft Proposed Sherwood West Urban Growth Boundary Expansion: Option 1 - Area Calculations (626 Gross Acres)



DISCLAIMER: NOT FOR CONSTRUCTION. FOR PLANNING PURPOSES ONLY.

Draft Proposed Sherwood West Urban Growth Boundary Expansion: Option 2 - Area Calculations (626 Gross Acres)