



Home of the Tualatin River National Wildlife Refuge

CITY COUNCIL MEETING PACKET

FOR

Tuesday, September 3, 2024

**Sherwood City Hall
22560 SW Pine Street
Sherwood, Oregon**

6:00 pm City Council Work Session

7:00 pm City Council Regular Meeting

City Council Executive Session
(ORS 192.660(2)(e), Real Property Transactions)
(Following the Regular City Council Meeting)

This meeting will be live streamed at
<https://www.youtube.com/user/CityofSherwood>



6:00 PM CITY COUNCIL WORK SESSION

- 1. Sherwood West Update**
(Eric Rutledge, Community Development Director)
- 2. LOC 2025-26 Legislative Priorities Ballot Discussion**
(Craig Sheldon, City Manager)

7:00 PM REGULAR SESSION

- 1. CALL TO ORDER**
- 2. PLEDGE OF ALLEGIANCE**
- 3. ROLL CALL**
- 4. APPROVAL OF AGENDA**
- 5. CONSENT AGENDA**
 - A. Approval of August 20, 2024, City Council Meeting Minutes** (Sylvia Murphy, City Recorder)
- 6. CITIZEN COMMENTS**
- 7. PUBLIC HEARING**
 - A. Ordinance 2024-003, Adding new sections to the Sherwood Municipal Code designating City Manager Pro Tem in the absence of the City Manager and amending Chapter 1.10**
(Sebastian Tapia, Interim City Attorney)
- 8. CITY MANAGER REPORT**
- 9. COUNCIL ANNOUNCEMENTS**
- 10. ADJOURN to CITY COUNCIL EXECUTIVE SESSION**
 - A. ORS 192.660(2)(e), Real Property Transactions** (Sebastian Tapia, Interim City Attorney)
- 11. ADJOURN**

AGENDA

SHERWOOD CITY COUNCIL September 3, 2024

6:00 pm City Council Work Session

7:00 pm City Council Regular Session

**City Council Executive Session
(ORS 192.660(2)(e), Real Property
Transactions) (Following the regular City
Council Meeting)**

**Sherwood City Hall
22560 SW Pine Street
Sherwood, OR 97140**

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How to Provide Citizen Comments and Public Hearing Testimony: Citizen comments and public hearing testimony may be provided in person, in writing, or by telephone. Written comments must be submitted at least 24 hours in advance of the scheduled meeting start time by e-mail to Cityrecorder@Sherwoodoregon.gov and must clearly state either (1) that it is intended as a general Citizen Comment for this meeting or (2) if it is intended as testimony for a public hearing, the specific public hearing topic for which it is intended. To provide comment by phone during the live meeting, please e-mail or call the City Recorder at Cityrecorder@Sherwoodoregon.gov or 503-625-4246 at least 24 hours in advance of the meeting start time in order to receive the phone dial-in instructions. Per Council Rules Ch. 2 Section (V)(D)(5), Citizen Comments, "Speakers shall identify themselves by their names and by their city of residence." Anonymous comments will not be accepted into the meeting record.

How to Find out What's on the Council Schedule: City Council meeting materials and agenda are posted to the City web page at www.sherwoodoregon.gov, generally by the Thursday prior to a Council meeting. When possible, Council agendas are also posted at the Sherwood Library/City Hall and the Sherwood Post Office.

To Schedule a Presentation to the Council: If you would like to schedule a presentation to the City Council, please submit your name, phone number, the subject of your presentation and the date you wish to appear to the City Recorder, 503-625-4246 or Cityrecorder@Sherwoodoregon.gov

ADA Accommodations: If you require an ADA accommodation for this public meeting, please contact the City Recorder's Office at (503) 625-4246 or Cityrecorder@Sherwoodoregon.gov at least 48 hours in advance of the scheduled meeting time. Assisted Listening Devices available on site.



SHERWOOD CITY COUNCIL MEETING MINUTES
22560 SW Pine St., Sherwood, Or
August 20, 2024

WORK SESSION

1. **CALL TO ORDER:** Mayor Tim Rosener called the meeting to order at 5:30 pm.
2. **COUNCIL PRESENT:** Mayor Tim Rosener, Council President Kim Young, Councilors Taylor Giles, Renee Brouse, Dan Standke, Keith Mays, and Doug Scott.
3. **STAFF PRESENT:** City Manager Craig Sheldon, Assistant City Manager Kristen Switzer, Interim City Attorney Sebastian Tapia, Community Development Director Eric Rutledge, Interim Public Works Director Rich Sattler, HR Director Lydia McEvoy, Finance Director David Bodway, IT Director Brad Crawford, Economic Development Manager Bruce Coleman, City Engineer Jason Waters, Police Chief Ty Hanlon, Records Technician Katie Corgan, and City Recorder Sylvia Murphy.
4. **TOPIC:**

A. Murdock Park Master Plan Update

Interim Public Works Director Rich Sattler presented the “Murdock Park Master Plan” PowerPoint presentation (see record, Exhibit A) and introduced Brett Hoornaert with Lango Hansen. Mr. Sattler reported that the city had held an open house and published an online survey to gather community feedback. He reported that a final open house would be held on August 29th at Murdock Park. Mr. Hoornaert recapped the guiding principles of the project as: provide green solutions, promote health and accessibility, enhance the play experience, improve and expand park amenities, and provide an elevated park design. He reported that the project was currently in Phase 3 with the goal of confirming the preferred design approach and refining the plan to ensure that it met the community’s expectations. He reported that this plan would serve as the basis for potential future park construction. He referred to the online survey and reported that there had been over 700 responses to the survey. He explained that the survey was designed to understand which of the three options people liked best as well as which elements of the individual options people preferred. Mr. Hoornaert reported that Option 2 was the most preferred option. He stated that the location of the picnic shelter and playground from Option 1 and the path system and separated restroom/shelter area from Option 3 were preferred. He referred to the sports court area and reported that responses were evenly split between those who wanted a sports court and those who did not. Mr. Hoornaert outlined that the sports court was discussed with the Parks and Recreation Advisory Board and the Board agreed that due to its proximity to Snyder Park, which provided many sport courts and future parks to the east of Murdock Park, a full-scale sports court was not necessary. Other feedback included retaining park amenities that were not in need of replacement and a desire to enhance the natural feel of the park. He provided an overview of the preferred plan on page 5 of the presentation and explained that Option 2 had been used as the framework for the

preferred plan. He outlined the activity cluster area which included the playground, activity shelter, restroom, a flexible lawn/play area allowing the park to have both active and passive recreation. He addressed the playground and explained that it was located where the current playground was located, but it had been enlarged and enhanced, allowing the existing equipment to be utilized. He referred to feedback desiring protection from the elements and reported that they had added seating along the edges of the vegetation. He commented that the Parks and Recreation Advisory Board asked that even more intense shade cover be provided. He noted that feedback also asked that the playground be inclusive. He referred to the shelter and stated it would be centrally located, overlooking the pond and near the playground. He referred to the turf area and explained that the area would need to be built up to provide a nicer quality turf area. He addressed the flexible play area and explained the area would allow for informal play and could host multiple types of smaller activities. He addressed the pathway network and outlined that they had tried to adapt the pathways from Option 3 into the preferred plan and explained that the pathways would be ADA accessible. He noted that benches had been placed at regular intervals along the circulation network. Councilor Scott commented that perhaps there were too many covered benches versus uncovered benches and discussion occurred. Mr. Hoornaert referred to the pond lookout and explained that the existing lookout would be retained, and the placement of the new lookout would be taken from Option 1. Mayor Rosener asked if any of the plans preserved existing trails to help cut down costs and Mr. Hoornaert replied that some of the existing trails could remain, but large portions of the existing trails were not accessible and would need to be fixed to be ADA accessible. He reported that the pond qualified as a wetland and therefore required a 50-foot planting buffer to be installed to Clean Water Services (CWS) standards. He stated that it would be necessary to remove the roughly 10 cottonwood trees around the pond as they were in declining condition. Mayor Rosener commented that removing all of the cottonwood trees at once would result in a large cosmetic change to the park and asked if it was possible to remove the trees as they became hazards instead. Mr. Hoornaert suggested that an arborist visit the site and complete a report on the health of the cottonwood trees. Councilor Giles asked that native trees and plants be planted when the cottonwood trees were taken down or vegetation was added. Mr. Hoornaert explained that the plan was to utilize a diverse array of native trees and plants throughout the park. Mr. Hoornaert provided an overview of the precedent imagery on pages 6-7 of the presentation. Mayor Rosener referred to the pathway and vegetation precedent imagery and asked how well the proposed pathway material and plants would hold up to wear and tear of heavy usage. Mr. Hoornaert referred to plantings and explained that they would be mindful to use non-toxic plants and plants that were heartier in nature. He provided an overview of the precedent imagery on pages 8-11 of the presentation. He outlined the cost estimate of \$3.3 million on page 12 of the presentation and explained that the figures were preliminary numbers. Mayor Rosener asked that staff draft a 5-year cost of ownership for the park that included the required 2-year maintenance costs for the CWS plantings. Councilor Giles asked that it also include a phased approach to adding certain features to the park and Mayor Rosener commented he preferred to complete the project all at once because it would only get more expensive as time went on. City Manager Sheldon commented that there were some “quick wins” for the park that could be done immediately thereby making the phased approach feasible. Councilor Standke referred to sun sails utilized at other parks and their impact on playground usage and asked if sun sails could be added to Murdock Park. Mayor Rosener referred to the structure precedent imagery and commented that it was important that the structure have eaves on both sides in order to protect the area from inclement weather. Mr. Hoornaert recapped that Council’s feedback would be incorporated into the Master Plan and shared at the open house on the 29th. Interim Public Works Director Sattler outlined that there was some grant funding that would become available in April that the city could pursue. Mayor Rosener asked that those funds be added to the city’s lobbying list. City Manager Sheldon stated that he expected a final plan to come to Council for approval in October or November.

5. ADJOURN

Mayor Rosener adjourned the work session at 6:05 pm and convened a URA Board of Directors work session. See URA Board meeting records. The City Council's regular session started after the URA work session.

REGULAR SESSION

1. **CALL TO ORDER:** Mayor Tim Rosener called the meeting to order at 7:10 pm.
2. **COUNCIL PRESENT:** Mayor Tim Rosener, Council President Kim Young, Councilors Taylor Giles, Renee Brouse, Dan Standke, Keith Mays, and Doug Scott.
3. **STAFF PRESENT:** City Manager Craig Sheldon, Assistant City Manager Kristen Switzer, Interim City Attorney Sebastian Tapia, Community Development Director Eric Rutledge, Interim Public Works Director Rich Sattler, HR Director Lydia McEvoy, Finance Director David Bodway, IT Director Brad Crawford, Economic Development Manager Bruce Coleman, City Engineer Jason Waters, Police Chief Ty Hanlon, and City Recorder Sylvia Murphy.

4. APPROVAL OF AGENDA:

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

Mayor Rosener addressed the next agenda item.

5. CONSENT AGENDA:

- A. Approval of August 6, 2024, City Council Meeting Minutes
- B. Resolution 2024-062, Appointing Cliff Taylor to the Sherwood Senior Advisory Board
- C. Resolution 2024-063, Authorizing the City Manager to sign a lease agreement with H F & Sons, LLC to operate Sesame Donuts

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

Mayor Rosener addressed the next agenda item.

6. CITIZEN COMMENT:

There were no citizen comments and Mayor Rosener addressed the next agenda item.

7. PRESENTATIONS:

A. Auditors Annual Update

Finance Director David Bodway introduced Dan Miley and explained that Mr. Miley was in charge of the city's audit engagement with Talbot, Korvola & Warwick. Mr. Miley explained that his firm was an independent

auditor. He reported that the city's audit was completed in April with an unmodified opinion. He explained that this meant that the city's financial statements were materially correct. He outlined the audit was completed in accordance with generally accepted auditing standards and governmental auditing standards. He reported that the city had implemented one new accounting standard for subscription-based IT arrangements, referred to as GASB (Governmental Accounting Standards Board) 97 and SaaS fees (software as a service) and provided a brief overview. He stated that this did not have any significant impacts to the URA since the city provided most of its services through the city. He stated that as a municipal auditor his firm was required to review Oregon minimum standards and reported that there had been several local budget law violations that mostly had to do with over expenditures. He reported that there were also some differences in the types of budget notices the city had used and explained that the type of notice used had to do with the type of budget amendment that was occurring. Mr. Miley reported that in the year ending on June 30, 2023, the city had expended \$4.5 million, with one major program accounting for \$4.4 million of that total and reported that the audit was completed with no findings. He provided an overview of several new accounting standards for fiscal year 2024 and fiscal year 2025. He reported that the city had implemented a new accounting standard. Councilor Giles asked Finance Director Bodway if he felt that he had the appropriate level of resources to manage the new changes. Mr. Bodway replied that he felt that the department was ready for the changes and explained that staff attended classes to educate themselves on the new standards as well as several other resources that were available to them. Mayor Rosener asked for more information on GASB 97, and Mr. Miley explained that before SaaS fees became popular, if someone bought a piece of software, it would be capitalized similar to any other capital asset. He explained that the Governmental Accounting Standards Board determined that this was similar to leases in that there was a contract to use a capital asset. He continued that this was a contract to use a piece of software and the GASB had determined that they were similar. Council President Young commented that she appreciated including a complete list of the city's software subscriptions in the audit report. Finance Director Bodway referred to Council's desire for a comprehensive contract database and explained staff was working towards this goal. He added that a materiality threshold would be utilized to determine if a contract/subscription qualified to be included in the database.

Mayor Rosener addressed the next agenda item.

8. CITY MANAGER REPORT:

City Manager Craig Sheldon reported that August 23rd was the last Movies in the Park event. He reported that the YMCA would hold a community BBQ on August 22nd.

Police Chief Ty Hanlon reported on recent police activity which resulted in the confiscation of drugs and firearms and stated that the investigation was ongoing.

Councilor Standke referred to recent street paving and asked if there were any additional city projects occurring prior to school starting. City Manager Sheldon replied that the Meinecke roundabout would be paved on the evening of September 8th.

Council President Young referred to a Washington County project that would shut down Elwert Road and asked for more details. Mr. Sheldon reported that the county had wanted to complete their Roy Rogers project prior to starting the Elwert project, and the Roy Rogers project had experienced some delays. He reported that Elwert would be closed for three weeks when the project started. Mayor Rosener asked if the county was coordinating with the Tualatin-Sherwood Road project to try and keep traffic flowing as much as possible with the upcoming Elwert closure. Mr. Sheldon replied staff would look into it.

Mayor Rosener addressed the next agenda item.

9. COUNCIL ANNOUNCEMENTS:

Council President Young reported that she attended the most recent Chamber of Commerce breakfast event where she met the new Sherwood School District Superintendent. She reported she was unable to attend the most recent Police Advisory Board meeting.

Councilor Mays referred to the new City Manager contract that had been adopted by Council at the August 6th City Council meeting and commented that he enthusiastically supported Craig Sheldon stepping into the role. He reported that he attended the Oregon Mayors Conference on Mayor Rosener's behalf. He reported that he attended the LOC board meeting and WCCCA meeting. He reported that he attended the most recent Cultural Arts Commission meeting where they discussed public art possibilities for the pedestrian bridge project.

Councilor Scott reported that school would begin prior to Labor Day this year and asked drivers to be mindful of their surroundings.

Councilor Standke reported that he attended the most recent Planning Commission meeting where they discussed food cart pods.

Councilor Giles reported that he attended the Washington County housing update on affordable housing. He reported on recent library events. He reported that the Library Advisory Board had not met. He spoke on student cross country opportunities at the middle school.

Mayor Rosener reported that he had met with the new Sherwood School District Superintendent. He reported that Senator Merkley had hosted a town hall event in Sherwood. He reported on a recent music festival held at Stella Olsen Park. He spoke on the Oregon Mayors Association "If I Were Mayor..." student contest.

Interim City Attorney Sebastian Tapia reported that the Oregon Supreme Court had denied the city's appeal regarding Climate Friendly and Equitable Communities mandates.

10. ADJOURN:

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

EXECUTIVE SESSION

1. CALL TO ORDER: Mayor Rosener called the meeting to order at 7:47 pm.

2. COUNCIL PRESENT: Mayor Tim Rosener, Council President Kim Young, Councilors Taylor Giles, Renee Brouse, Dan Standke, Keith Mays, and Doug Scott.

3. STAFF PRESENT: Interim City Attorney Sebastian Tapia, City Manager Craig Sheldon, Assistant City Manager Kristen Switzer, and IT Director Brad Crawford.

3. TOPICS:

A. ORS 192.660(2)(f), Exempt Public Records

4. ADJOURN:

Mayor Rosener adjourned the executive session at 8:41 pm.

Attest:

Sylvia Murphy, MMC, City Recorder

Tim Rosener, Mayor

TO: Sherwood City Council

FROM: Sebastian Tapia, Interim City Attorney

SUBJECT: Ordinance 2024-003, Adding new sections to the Sherwood Municipal Code designating City Manager Pro Tem in the absence of the City Manager and amending Chapter 1.10

Issue:

Shall the City Council amend Sherwood's Municipal Code and add new code provisions pertaining to a city manager pro tem?

Background:

The City Council met on September 3, 2024 to consider additions to Sherwood's Municipal Code Chapter 1.04 pertaining to a city manager pro tem in the city manager's absence, as well as an amendment to Sherwood Municipal procurement code 1.10.030.

Council has historically adopted a resolution to delegate authority to specific individuals to serve as city manager pro tem when the city manager is unable to fulfill their duties. Staff expressed an interest in having a more permanent solution by designating the assistant city manager as the default manager pro tem during unplanned absences and allowing the manager to delegate their authority during planned absences.

Sherwood's Charter Section 33(h) states, "When the manager is temporarily disabled from acting as manager or when the office becomes vacant, the council must appoint a manager pro tem. The manager pro tem has the authority and duties of manager, except that a pro tem manager may appoint or remove employees only with council approval." The new code provision defines the term "vacant." It further states that if the office of city manager becomes vacant for any reason, the assistant city manager will temporarily serve as manager pro tem until council meets to appoint a manager pro tem.

A new code provision allows the manager to delegate their authority during planned absences. By allowing the manager to delegate manager pro tem authority to any qualified director during manager's planned absences, directors receive valuable experience in support of future advancement.

Sherwood Municipal Code Chapter 1.10 assigns contract and procurement responsibility by position title when the city manager is unavailable and has not delegated responsibility to another qualified manager. The assistant city manager was not a listed position when that provision was

adopted. This amendment adds the assistant city manager to the first position and reorders the priority of other job titles. A track change version is attached as Exhibit A to this staff report.

Financial Impacts:

There are no expected financial impacts.

Recommendation:

Staff respectfully recommends that the City Council review and hold a public hearing, and consider adopting Ordinance 2024-003, Adding new sections to the Sherwood Municipal Code designating City Manager Pro Tem in the absence of the City Manager and amending Chapter 1.10.

Sherwood Municipal Code 1.10.030(D)(4)

4. Delegate, in writing, the signature authority described in the above subsection (2) and the purchasing powers described in the above subsection (3). In the absence of a written delegation to the contrary, and in the absence of the city manager, the signature authority described in the above subsection (2) and the purchasing powers described in the above subsection (3) are delegated in order as follows:

- a. Assistant City Manager
- ~~a.b.~~ Public works director;
- ~~b.a.~~ City attorney;
- ~~c.~~ Finance director;
- ~~e.d.~~ Community services director;
- ~~d.a.~~ Finance director;
- e. Police chief;
- ~~e.f.~~ City attorney.



ORDINANCE 2024-003

**ADDING NEW SECTIONS TO THE SHERWOOD MUNICIPAL CODE DESIGNATING CITY
MANAGER PRO TEM IN THE ABSENCE OF THE CITY MANAGER AND
AMENDING CHAPTER 1.10**

WHEREAS, the city manager will occasionally have planned or unplanned absences from the City, and the office could unforeseeably become vacant; and

WHEREAS, the city manager should be permitted to designate the assistant city manager, or other qualified persons to serve during their planned absences; and

WHEREAS, the City Charter Section 33 (h) states, “When the manager is temporarily disabled from acting as manager or when the office becomes vacant, the council must appoint a manager pro tem. The manager pro tem has the authority and duties of manager, except that a pro tem manager may appoint or remove employees only with council approval.”; and

WHEREAS, if the office of city manager becomes vacant or if the manager is temporarily disabled from action as manager, the city government would benefit by having the assistant city manager temporarily serve as city manager pro tem until council can meet to appoint a city manager pro tem; and

WHEREAS, Sherwood Municipal Code 1.10.030(D)(4) authorizes the city manager to delegate in writing the city manager’s signing authority and purchasing power. In the absence of such written delegation, the signing authority is currently the following order: public works director; city attorney; community services director; finance director; police chief; and

WHEREAS, The assistant city manager should be included in the list of designees in Sherwood Municipal Code 1.10.030(D)(4) and the above positions shall be reordered as shown in exhibit 1.

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

Section 1. Sherwood Municipal Code Chapters 1.04.010 and 1.04.090 shall be added as shown in Exhibit 1. Sherwood Municipal Code Chapter 1.10.030(D)(4) shall be amended as shown in Exhibit 1.

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Section 2. This ordinance shall become effective the 30th day after its enactment by the City Council and approval by the Mayor.

Duly passed by the City Council September 17, 2024.

Tim Rosener, Mayor Date _____

Attest:

Sylvia Murphy, MMC, City Recorder

	<u>AYE</u>	<u>NAY</u>
Standke	_____	_____
Giles	_____	_____
Scott	_____	_____
Mays	_____	_____
Brouse	_____	_____
Young	_____	_____
Rosener	_____	_____

1.04.010 - Definitions

1.04.010 “Vacant.” The office of the city manager is vacant when the manager either is no longer employed as manager or is permanently unable to fulfill their duties.

1.04.090 City manager absence.

A. The city manager is hereby authorized to delegate in writing the authority of the city manager pro tem to the assistant city manager or a qualified director when manager plans to be unavailable to fulfill their duties. The designated city manager pro tem has the authority and duties of city manager, except they may appoint or remove employees only with council approval.

B. Notwithstanding section A, if city manager has an unplanned absence, the assistant city manager shall serve as city manager pro tem, except they may appoint or remove employees only with council approval.

C. If the city manager’s office becomes vacant and before the council meets to appoint a city manager pro tem, the assistant city manager will temporarily act as city manager pro tem, except they may appoint or remove employees only with council approval.

1.10.030. - Authority.

1.10.030(D)(4),

4. Delegate, in writing, the signature authority described in the above subsection (2) and the purchasing powers described in the above subsection (3). In the absence of a written delegation to the contrary, and in the absence of the city manager, the signature authority described in the above subsection (2) and the purchasing powers described in the above subsection (3) are delegated in order as follows:

- a. Assistant City Manager;
- b. Public works director;
- c. Finance director;
- d. Community services director;
- e. Police chief;
- f. City attorney.

Sherwood City Council Meeting

Date: September 3, 2024

- List of Meeting Attendees: ✓
- Request to Speak Forms: ✓
- Documents submitted at meeting: ✓

Work Session

- “Sherwood West Urban Growth Boundary Expansion Discussion Council Work Session” PowerPoint Presentation from Community Development Director Eric Rutledge, Exhibit A
- “2024 Urban Growth Management Decision: Metro Chief Operating Officer/Staff Recommendations” staff report from Community Development Director Eric Rutledge, Exhibit B
- “City of Sherwood Legislative Priorities” PowerPoint presentation from City Manager Craig Sheldon, Exhibit C

Sherwood City Council Meeting Date:

September 3, 2024

ATTENDANCE SHEET

NAME

ADDRESS

PHONE

SHERWOOD WEST URBAN GROWTH BOUNDARY EXPANSION DISCUSSION COUNCIL WORK SESSION

September 3, 2024

City Council Work Session



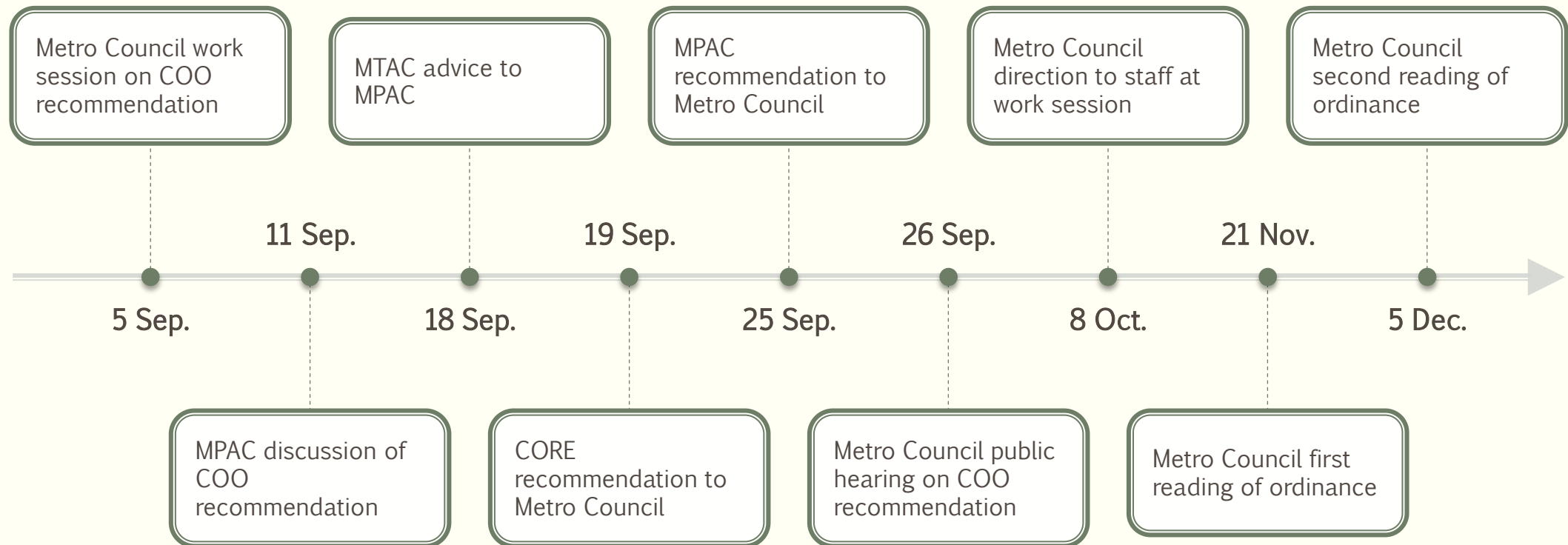
9/3/2024
Date

WS
Agenda Item

City Council
Gov. Body

A
Exhibit #

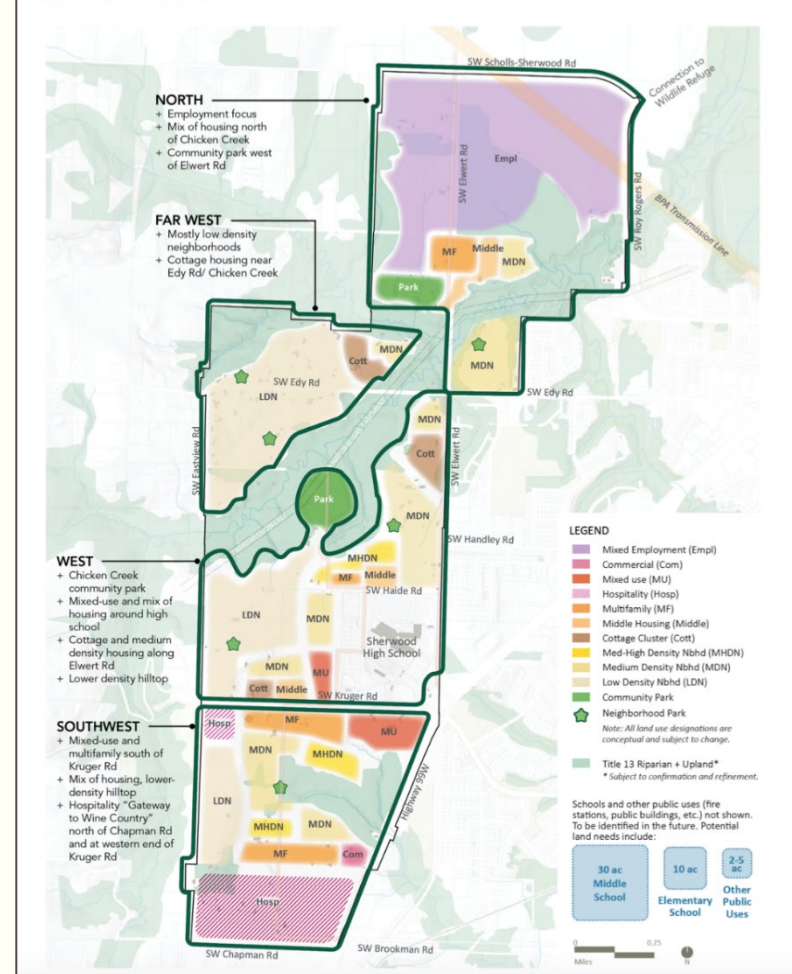
Timeline



Sherwood West Overview

- 265-acres of employment (includes mixed-use and hospitality zones)
- 340-acres of housing land, 6.3 to 9.2 units per acre
- 40-acres for schools
- 20-acres for community parks
- 500-acres for open space
- Three new zoning types
 - Middle Housing
 - Cottage Cluster
 - Hospitality

Figure 13. Land Use Plan Map



Sherwood West Housing Proposal

Table 4. Sherwood West Housing Estimates

	Density Range (Net)	Total Acres (Net)	% of Residential Acres	Total Housing Units (with % of Middle Housing in Neighborhood areas)			
				0% MH	10% MH	20% MH	50% MH
Multi-Family	16.8 to 24	33	10%	798	798	798	798
Middle Housing	5.5 to 11	16	5%	173	173	173	173
Cottage Cluster	12.8 to 16	23	7%	362	362	362	362
Med/High Density Nbhd	5.5 to 11	23	7%	248	279	311	406
Medium-Density Nbhd	5.6 to 8	102	30%	816	990	1,163	1,683
Low-Density Nbhd	3.5 to 5	144	42%	720	1,008	1,296	2,160
TOTAL		340	100%	3,117	3,610	4,103	5,582
<i>Total Average Density</i>				9.2	10.6	12.1	16.4
<i>Total Average Density with Open Space</i>				7.8	9.0	10.3	13.9

Correction to August 26, 2024 Metro Staff Recommendations Report – “Base density of 9.2 units per acre” referenced in report should be corrected to 6.3 units per acre

Sherwood West Housing Proposal – Additional Detail

Zoning	Net Acres	Denisty Analysis		Housing Units Analysis					
		Units Per Acre		Housing Units					
		Low	High	Low	%		High	%	
Multi-family	33	16.8	24	555	26%	44% MF&HD Zones	792	25%	43%
Middle Housing	16	5.5	11	88	4%		176	6%	MF&HD
Cottage Cluster	23	12.8	16	295	14%		368	12%	Zones
Med/High Density	23	5.5	11	126	6%	56% SFD Zones	253	8%	57%
Medium Density	102	5.6	8	571	27%		816	26%	SFD
Low Density	144	3.5	5	504	24%		720	23%	Zones
Total	341			2,139			3,125		
Net Density:				6.3	Net Density:		9.2		

- Sherwood proposed a density range of 6.3 to 9.2 units per acre. The proposal assumed that developers would maximize within that range, plus allowances under HB 2001
- Metro has always honored city proposals around density.

Sherwood West CAC and TAC – Input on Density

- CAC supported a minimum density of 6.3 units per acre and a target density of 8 units per acre
- CAC understood that while target was 8 units per acre, developers tend to maximize density and therefore used 9.2 units per acre as a likely probability (Table 4)
- CAC also understood that HB 2001 would result in additional density above the base zones. At 10% middle housing, the resulting net density would be 10.6 units per acre

Metro Staff Recommendation

The Urban Growth Report and Metro's Role in Managing the UGB

- Metro Staff has recommended adopting the baseline forecast for housing and employment growth (203,500 new households / 110,000 new jobs through 2044) for the entire Metro planning area.
- Metro Council has the latitude to determine that a need for more land exists outside the urban growth boundary. This applies to all land uses, including residential, commercial, and industrial.

Metro Staff Recommendation – Proposed Conditions

Metro Staff Recommendation for Density in Sherwood West.

“In order to achieve a mix of housing types, the Metro Council could establish an expectation for a minimum number of homes. This could fall within the range proposed by the City of Sherwood’s adopted Sherwood West Concept Plan (base density of 9.2 units per acre to a maximum density of 16.4 units per acre). The difference between these reflects the actualization of “missing middle” housing allowed by HB 2001 (2019). The city of Sherwood would determine housing mix details in their comprehensive planning process.”

Metro Staff Recommendations Report August 26, 2024

This Proposed Condition misrepresents Sherwood’s concept plan and position on density.

- Sherwood's Base is 6.3 Units Per Acre
- Sherwood is creating new zoning types to force middle housing and not relying on HB2001 and developer discretion.

Metro Staff recommendation – Proposed Conditions

Metro Staff Recommendation for Affordability in Sherwood West.

“The greater Portland region is in an affordable housing crisis. We need more housing options for people who make less than the region’s median income (currently \$116,900 for a family of four). Sherwood elected officials and staff have expressed an interest in 2024 urban growth management decision recommendations | August 2024 9 creating opportunities to live and work in their community. That will require us to work together to ensure housing affordability and not just leave it up to the market. The Metro Council could set out conditions to guide this work.”

Metro Staff Recommendations Report August 26, 2024

Metro Staff recommendation – Proposed Conditions

Metro Staff Recommendation for Industrial Sites Sherwood West.

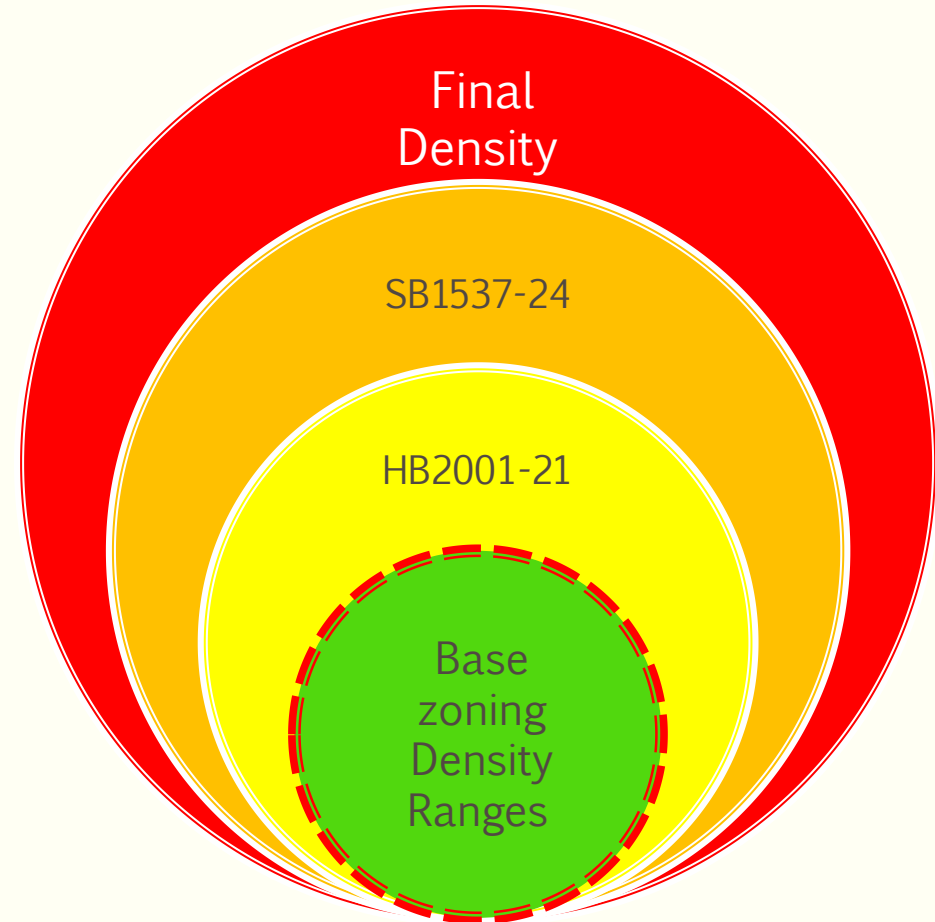
“Staff’s recommendation to create and protect large industrial sites is intended to achieve widely shared goals to grow our region’s high-tech manufacturing sectors. The Metro Council could consider specific goals or restrictions to make sure this happens..”

Metro Staff Recommendations Report August 26, 2024

Density Impacts, if We do not Master Plan Sherwood West

These state statutes inherently increase density, influencing long-term development beyond our original plans if we do not master plan Sherwood West.

- **HB 2001:** Allows for middle housing, boosting density in single-family zones.
- **SB 1537** offers variances that can increase density, lot size, building height, reduced community space, etc.



HB 2001 (2021) Middle Housing Bill

HB 2001 reshapes planning and density by mandating the inclusion of middle housing types, such as duplexes and triplexes, in areas traditionally zoned for single-family homes. This legislation lifts density beyond what is initially planned in comprehensive plans.

- **Middle Housing Requirement:** Duplexes, triplexes, and fourplexes are allowed in single-family zones. Builders decide the housing type.
- **Increased Density:** Facilitates more units per lot, increasing overall housing availability.
- **Flexibility in Zoning:** Cities must adapt zoning codes to accommodate higher density in single-family zones

These requirements ensure that housing density naturally increases beyond initial planning efforts.

Sherwood is solving the issue of including middle housing by creating middle housing-only zones, providing more certainty for property owners and developers

SB 1537 (2024) Governors Housing bill

SB 1537 significantly impacts planning and density by requiring variances for increased housing density. The bill allows developers to request adjustments to key zoning requirements, making it easier to build more housing units in a given area. Four of the ten required variances will affect density.

- **Setbacks:** Reduced to allow more building space.
- **Lot Size:** Flexibility to accommodate more units.
- **Parking Standards:** Reduced to support higher density.
- **Lot Coverage and Building Height:** Increased to maximize development potential.

These variances inherently push for higher density beyond initial planning assumptions.

Quantifying the Impact of HB 2001 and SB 1537

Post Planning Density Impacts, Absent Master Planning

Impact of State Level Preemption		
HB2001 Lift	Units Per Acre	HU's
0%	6.3 - 9.2	2139 - 3125
10%	7.3 - 10.6	2476 - 3612
20%	7.7 - 12.0	2610 - 4105
50%	11.2 - 16.4	3820 - 5585

Previous Expansion Proposals vs Applied Conditions of Approval

Examples of conditions placed on expansions in 2018 and 2023

- Metro has not imposed conditions to require higher density than what was proposed by local communities in the last two cycles.
- In the case of River Terrace 2.0, Metro conditioned less density than was proposed by the city.

Expansion Area	Proposal and Conditions	
	Proposed Dwelling Units	Conditions of Approval
Frog Pond	1,322	1,325
Cooper Mountain	3,760	3,760
Witch Hazel	845	850
River Terrace 2.0	4,546	3,000
Sherwood	2,139	3,117-5,500**

- Metro Council has not imposed affordability conditions in the last two expansion cycles.

Density: Putting all of this in Perspective

Current Conditions

Housing Density
7-8 Units Per Acre

7.5 Average

Average Lot Size
5,850sqft

Sherwood West Proposal

Housing Density
6.3 - 9.2 Units Per Acre

7.75 Average

Average Lot Size
5,620sqft

Metro Staff Recommendation*

Housing Units Density
9.2-16.4 Units Per Acre

Average Lot Size
4,734sqft to 2,656sqft

*Metro's final condition will be
a specific minimum density or
unit count

Statewide Planning Goal 1 (Citizen Involvement)

Statewide Planning Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program that addresses:

- Opportunities for widespread public involvement
- Effective two-way communication with the public
- The ability for the public to be involved in all phases of the planning process
- Making technical information easy to understand
- Feedback mechanisms for policy-makers to respond to public input and
- Adequate financial support for public involvement efforts

The potential for Metro to materially change the Sherwood West Concept plan does not meet the spirit of the goal.

Next Step and Options

Next Steps:

- Work with legal counsel to fully understand our rights and options as a city in this process.

Prepare Options for moving forward:

- Continue to negotiate conditions aligned with our community and our adopted Concept Plan.
- Process for pulling our proposal
- Process Revise our proposal

SHERWOOD WEST URBAN GROWTH BOUNDARY EXPANSION DISCUSSION COUNCIL WORK SESSION

September 3, 2024
City Council Work Session





2024 Urban Growth Management Decision: Metro Chief Operating Officer/Staff Recommendations

August 26, 2024

9/3/2024
Date

City Council
Gov. Body

WS
Agenda Item

B
Exhibit #

Metro respects civil rights

Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

Metro fully complies with Title II of the Americans with Disabilities Act and Section 504 of the Rehabilitation Act that requires that no otherwise qualified individual with a disability be excluded from the participation in, be denied the benefits of, or be subjected to discrimination solely by reason of their disability under any program or activity for which Metro receives federal financial assistance. If any person believes they have been discriminated against regarding the receipt of benefits or services because of race, color, national origin, sex, age or disability, they have the right to file a complaint with Metro. For information on Metro's civil rights program, or to obtain a discrimination complaint form, visit oregonmetro.gov/civilrights or call 503-797-1890.

Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. For up-to-date public transportation information, visit TriMet's website at trimet.org.

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LIST OF ACRONYMS

The following is a list of acronyms used throughout this document.

- COO: Metro Chief Operating Officer
- CORE: Committee on Racial Equity
- MPAC: Metro Policy Advisory Committee
- MTAC: Metro Technical Advisory Committee
- UGB: urban growth boundary
- UGR: Urban Growth Report

A DELIBERATE APPROACH TO GROWTH

Under Oregon state land use law, the Metro Regional Government (“Metro”) is charged with making decisions about whether to expand the urban growth boundary (UGB) in the greater Portland region. This communication from Metro’s Chief Operating Officer contains the staff recommendation to the Metro Council regarding the need for a UGB expansion and the City of Sherwood’s 2024 proposal to address that need.

The urban growth boundary has long been one of Metro’s most important tools for focusing the development of new homes and businesses in existing downtowns, main streets, and employment areas. Residents of the region have told us time and again to hold this priority: make the most of the land inside the boundary so that outward growth on the urban edge only happens when it is necessary and provides benefit for the entire region. This deliberate approach is crucial for strengthening existing communities, protecting farms and forests, and reducing greenhouse gas emissions.

According to state law, Metro is required to make a decision about whether to expand the UGB at least every six years. In making these decisions, Metro must provide up-to-date information about demographics, population and employment growth, development trends, and estimates of buildable land inside the UGB. This thorough assessment of whether there is a regional need for expanding the UGB is not only required by law – it is central to the greater Portland region’s identity. When new growth occurs at the edges of the urban growth boundary, it should be necessary, planned, and deliberate.

Today, the greater Portland region is facing a housing shortage crisis. In addition, there is agreement across the region that attracting more family-wage industrial jobs will help our communities thrive. However, it is also clear that simply providing more land won’t necessarily result in jobs and housing. Experience has shown that certain conditions must be in place to ensure that UGB expansion areas produce housing and jobs in a near term time frame. Time and time again we have seen that development occurs successfully where there is a commitment from city leaders and community members, where there is a plan for paying for needed infrastructure, and where there is market demand. If these ingredients aren’t present, new urban growth is extremely slow if it happens at all.

For those reasons, in 2010 the Metro Council adopted a policy to only expand the UGB into urban reserve areas that have been concept planned by a local government and that demonstrate readiness to be developed. In the current 2024 UGB cycle, the City of Sherwood is the only city that has prepared a concept plan and proposed a UGB expansion, and they have shown that these elements are in place. Sherwood’s readiness for new urban growth provides an opportunity to address the regional land needs identified in the draft 2024 Urban Growth Report (UGR).

Consequently, Metro staff recommend that the Metro Council consider expanding the UGB to include the Sherwood West urban reserve. Staff further recommend that the Council consider placing conditions on this expansion to ensure that the land is used efficiently and will support regionally identified needs. These conditions could reinforce the City of Sherwood's concept plan for the expansion area by improving housing affordability and protecting industrial lands so that they produce well-paying jobs in the manufacturing sector.

The information that follows sets out the reasoning behind this recommendation and lays the groundwork for the Metro Council to consider potential conditions of approval.

ADAPTING AND IMPROVING OUR GROWTH MANAGEMENT PROCESS

Our region's deliberate approach to growth has paid dividends for people who call this region home by helping to maintain a unique connection to nature and a high quality of life. However, as the world changes, our approach to managing growth must change too. In response to evolving needs and conditions over the years, Metro and its partners have collaborated to make improvements to the urban growth management process such as:

- Working with our regional partners to identify designated urban reserves and rural reserves that provide certainty about where the UGB may or may not be expanded over the coming decades.
- Using a 'range' forecast to acknowledge that there is inherent uncertainty in estimating future growth over the next 20 years.
- Encouraging more timely housing and business development in UGB expansion areas by requiring that a local jurisdiction complete a concept plan for an urban reserve before the area is brought into the boundary.
- Providing grant funding to cities to support local concept planning and comprehensive planning efforts.
- Adopting a fast-track expansion process for adding large industrial sites to the UGB to respond to near term opportunities.
- Providing an off-cycle UGB amendment process to address unanticipated non-residential land needs such as those identified by school districts.
- Creating a mid-cycle UGB process to be responsive to city proposals for addressing unanticipated residential land needs between the designated 6-year scheduled approval process.
- Clearly specifying in Metro's Code the factors that cities must address in UGB expansion proposals.
- Completing a land exchange in 2023 that brought concept planned land within an urban reserve inside the UGB and removed unplanned land to ensure more of the land inside the UGB will produce housing.

- Continually improving technical analyses to reflect new practices, including how to forecast redevelopment potential and estimate current and future housing needs.
- Examining regional needs for industrial lands with specific site characteristics and applying that information to evaluate expansion proposals.
- As with the forecast, using a range of estimates to acknowledge the inherent uncertainty in predicting growth capacity within the UGB.
- Increasing transparency by convening the 2024 Urban Growth Report Roundtable, comprised of diverse expertise and interests.
- Elevating youth perspectives and building future leaders by convening a UGB Youth Cohort in 2024.

One of the characteristics that makes our region unique is our ability to collaborate and work together to adapt and modernize our systems to respond to changing conditions.

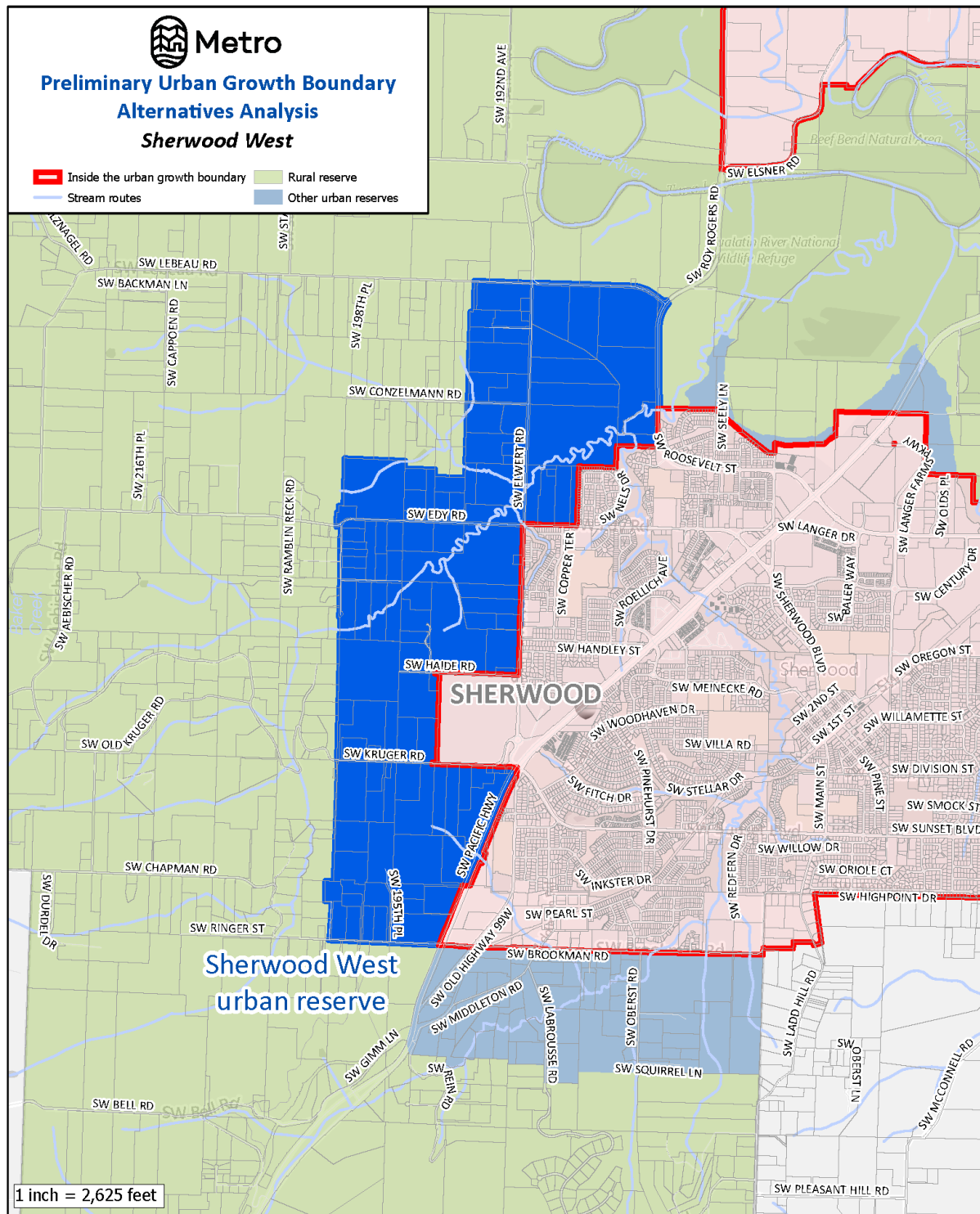
CITY OF SHERWOOD READINESS

Based on the draft 2024 Urban Growth Report (UGR) in addition to discussions at the Metro Council, MPAC, MTAC and the Urban Growth Report Roundtable as well as comments received during the public comment period, Metro staff believe there is a regional need to expand the UGB to provide more land for housing and job growth. Staff also encourage the Metro Council to set clear expectations for areas added to the boundary, so the expansion addresses not just local interests, but regional needs.

The City of Sherwood has completed extensive work to propose a UGB expansion for the Metro Council's consideration. The expansion proposal indicates that Sherwood is ready to take meaningful steps toward getting homes and businesses built in the proposed UGB expansion area. The Sherwood West Concept Plan includes proposed land uses to support up to approximately 5,500 housing units and 4,500 jobs. For those reasons, staff recommend that the Metro Council consider expanding the region's UGB to include the Sherwood West urban reserve.

Considerable work remains if the Metro Council chooses to add this area to the UGB. As part of this recommendation, staff encourage the Council to identify conditions ensuring that land added to the UGB will address a range of housing needs and provide industrial sites likely to attract family wage manufacturing jobs.

Figure 1: Recommended UGB expansion in the Sherwood West urban reserve



The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product.

The following pages of this report describe additional considerations that inform this staff recommendation.

THE REGION NEEDS MORE HOUSING OF ALL TYPES

It is well known that there is a national housing shortage, as well as housing shortages in Oregon and in the greater Portland region. This is reflected in housing prices and rents that remain high and in the growing number of people experiencing housing instability or homelessness. With the expectation that population growth will continue in our region – irrespective of the rate of that growth – we need more housing to be built.

The vitality of every community depends on having a diverse range of people from all backgrounds doing a broad range of work: teachers, contractors, daycare providers, nurses, and grocery store workers to name a few. As home prices rise and demand outstrips supply, we need to do more to provide housing opportunities for these essential workers in every community. Likewise, we need to provide housing options that suit people from all life stages: students seeking rental housing, growing families that need an additional bedroom, retirees seeking to downsize but remain in their community.

The primary question addressed by the Urban Growth Report is not just whether more housing is needed but whether there is enough space inside the existing UGB to meet that need. Land already available within the UGB provides opportunities for a diverse range of housing. The region's track record, as documented in the 2024 UGR, shows that there is considerable market demand for urban housing close to transit, services, and amenities. Recent statewide allowances for 'middle housing' such as townhouses and duplexes are producing results, and we expect that more of these housing options will be provided in the future.

The draft UGR also indicates that, depending on our assumptions about the future, there is potentially a need for additional land to meet the region's need for additional housing. As we consider bringing new areas into the UGB, we must make sure those areas will address the needs of a wide variety of households.

REGIONAL NEED FOR UGB EXPANSIONS FOR HOUSING

Under state law, the UGB can only be expanded when there is a demonstrated regional need for additional capacity to accommodate the next 20 years of forecasted growth. The analysis in the draft 2024 UGR's range of growth estimates shows that the Metro Council has the latitude to determine that a need for more land exists.

Housing capacity

The draft 2024 UGR describes a range of possible housing growth capacity currently available within the urban growth boundary. The specific amount of housing capacity available within that range depends on expected market conditions and development responses. Consistent with the recommendation to plan for the baseline forecast described in the following

paragraph, staff recommend capacity assumptions that fall within the middle of the ranges established in the draft 2024 UGR.

For the 2024 growth management decision, staff recommend that the Metro Council base their decision on a finding that there is capacity inside the UGB for 175,500 additional homes. Details about that assumed growth capacity can be found in Attachment 1 to this recommendation and in the draft 2024 UGR.

Household forecast and capture rate

As a basis for this growth management decision, staff recommend that the Metro Council plan for the baseline forecast for the seven-county Metropolitan Statistical Area (MSA) for the 2024 to 2044 period. The baseline forecast describes the most likely amount of growth for the region. This means planning for approximately 315,000 more people and 203,500 more households in the MSA.

The UGB “capture rate” is used to describe the share of seven-county household growth that is expected to occur in the Metro UGB. For discussion purposes, the draft 2024 UGR scenarios assumed a 70 percent UGB capture rate. Staff have heard partner opinions and share optimism that the region will regain its reputation as an attractive place to live and work. Staff therefore recommend that the Metro Council consider planning to accommodate slightly more than 70 percent of the MSA’s household growth in the Metro UGB.

Notwithstanding recent declines after the pandemic-induced recession, this would represent a continuation of the historic upward trend in Metro’s UGB capture rate for household growth. Adding the Sherwood West urban reserve to the UGB can provide a means of achieving this slightly higher capture rate by attracting household growth that may otherwise occur outside of the Metro UGB.

Staff recommend that the Council plan for 176,500 to 180,800 additional homes in the Metro UGB to meet current and future housing needs. Additional details about how those numbers are derived can be found in Attachment 1 and in the draft 2024 UGR.

Housing capacity deficits

Comparing UGB housing growth capacity (175,500 homes) and housing needs (176,500 to 180,800 additional homes) indicates a potential deficit of capacity for 1,000 to 5,300 homes. Additional details about those deficits can be found in Attachment 1.

Depending on the mix of housing it includes, the Sherwood West urban reserve could meet the range of identified regional housing capacity deficits. The adopted Sherwood West Concept Plan describes a range of 3,117 (9.2 dwelling units/acre) to 5,582 (16.4 dwelling units/acre) homes.

PLANNING FOR JOB GROWTH

Future job growth requires more workers to fill those jobs. This means that our job growth forecast should be generally consistent with our expectations for population growth. Consequently, as with population and household growth, staff recommend planning for the baseline employment forecast, which estimates the most likely growth scenario.

Today, there are approximately 1,261,200 jobs¹ in the seven-county MSA. Staff recommend planning for an increase of approximately 110,000 jobs, for a total of 1,371,400 jobs in the MSA by the year 2044.

Based on long-term trends, staff recommend planning for 75% of the new MSA-level jobs in the Metro UGB.² Today, there are approximately 996,600 jobs in the Metro UGB. By 2044, an additional 82,500 new jobs are anticipated, for a total of 1,079,000 jobs within the Metro UGB.

NEED FOR LARGE INDUSTRIAL SITES TO ACCOMMODATE HIGH-TECH MANUFACTURING GROWTH

Using the baseline employment forecast, the draft 2024 UGR identifies a surplus of 4,550 acres of industrial land in the region. However, as also explained in the draft UGR, most of the region's industrial land supply consists of smaller parcels with an average lot size of 3.8 acres and a median lot size of 1.7 acres. Although these smaller industrial spaces are in demand, they cannot serve the needs of the entire industrial market. The draft UGR describes a shortage of larger industrial sites for the expansion of existing businesses and recruitment of companies from outside the region; in particular, there is a lack of unconstrained parcels with relatively flat slopes and proximity to transportation facilities that could be aggregated into larger 50+ acre industrial sites.

The 2022 Oregon Semiconductor Taskforce Report identified a statewide need for four sites of 50 to 100 acres suitable for high tech manufacturers. As described in the draft UGR, the greater Portland region is the heart of the state's high-tech economy; however, the current regional inventory does not include enough industrial sites with characteristics that are suitable for addressing this need.

High tech manufacturing has become a major focus of incentive programs from the federal government designed to increase domestic production of critical technologies. Our region has significant competitive advantages in designing and manufacturing technologies to help adapt to and mitigate climate change and improve global connectivity. Staff analysis indicates that our region lacks enough available and unconstrained sites of sufficient size, slope, and proximity to

¹ These figures are for non-farm jobs because the task of growth management decisions is to estimate land need for urban uses.

² The draft 2024 UGR employment land demand analysis incorporates different UGB capture rates for different sectors. 75% is the historic UGB capture rate for the 1979-2022 period across all non-farm sectors.

existing transportation facilities and high-tech manufacturing clusters to allow for growth of these critical industries over the next 20 years. A lack of available sites would be a limiting factor in our region's ability to take advantage of historic incentives to support economic development.

Under Statewide Planning Goal 14, Metro is authorized to expand the UGB onto land that is suitable to meet a particular identified need based on specific site characteristics. Staff recommend that, based on the necessary site characteristics described above, the Metro Council address a need for two 50+ acre sites by expanding the UGB to include the mixed employment area in the north end of the Sherwood West concept plan. Staff further recommend that the Metro Council consider conditions of approval to protect these important large sites to help ensure that they will address the identified need.

ADDITIONAL LANDS TO SUPPORT COMMERCIAL JOB GROWTH

The draft 2024 UGR identified a baseline deficit of 320 buildable acres to support expected commercial job growth. Sherwood has included at least 135 acres for commercial employment in its concept plan. Staff recommend that the Metro Council address the commercial land need described in the UGR by expanding the UGB to include the Sherwood West urban reserve. The remaining deficit beyond that addressed by a potential expansion is within the margin of error for a long-range land need analysis. To the extent that there may be additional demand for commercial land, staff expect that demand would be addressed through additional redevelopment.

POTENTIAL UGB CONDITIONS OF APPROVAL

With the goal of expanding housing choices and reducing housing costs, protecting industrial sites, and continuously improving engagement for planning efforts, staff recommend that the Council consider conditions on the proposed UGB expansion. The bullets below provide suggestions for several topics that could be addressed by conditions of approval. Generally, these recommended conditions reinforce the work that the City of Sherwood has done in its Sherwood West Concept Plan. For example:

- In order to achieve a mix of housing types, the Metro Council could establish an expectation for a minimum number of homes. This could fall within the range proposed by the City of Sherwood's adopted Sherwood West Concept Plan (base density of 9.2 units per acre to a maximum density of 16.4 units per acre). The difference between these reflects the actualization of "missing middle" housing allowed by HB 2001 (2019). The city of Sherwood would determine housing mix details in their comprehensive planning process.
- The greater Portland region is in an affordable housing crisis. We need more housing options for people who make less than the region's median income (currently \$116,900 for a family of four). Sherwood elected officials and staff have expressed an interest in

creating opportunities to live and work in their community. That will require us to work together to ensure housing affordability and not just leave it up to the market. The Metro Council could set out conditions to guide this work.

- Staff’s recommendation to create and protect large industrial sites is intended to achieve widely shared goals to grow our region’s high-tech manufacturing sectors. The Metro Council could consider specific goals or restrictions to make sure this happens.
- Creating inclusive communities means bringing a variety of perspectives into the planning process. Staff recommend a broad-based approach to community engagement that goes beyond collecting input from those who currently live near the expansion or those who have typically engaged in city planning – and include community members and Community Based Organizations representing historically marginalized groups. Staff also recommend inviting interested Tribes to engage in the city’s planning processes.

ADDITIONAL RECOMMENDATIONS

Improve how we assess equity in growth management decisions

For many years, Metro has had the goal of addressing racial equity in its work, including urban growth management decisions. We’ve tried several approaches including:

- Using the Regional Equity Atlas to provide decision makers with contextual information.
- Requiring cities proposing expansions to describe how they are working to advance racial equity.
- When we’ve expanded the UGB, requiring and supporting cities in conducting broad-based community engagement for their comprehensive planning.
- Assessing equity outcomes in past UGB expansion areas.

In keeping with our tradition of always seeking to learn and do better, staff recommend that Metro Council direct staff to work with its advisory committees to identify possible amendments to Title 11 of the Urban Growth Management Functional Plan to require local governments to complete equity assessments when concept planning for new urban areas.

Consult with Tribes

Tribes are independent sovereigns with inherent powers of self-government and relationships with the U.S. government that derive from treaties, federal law and executive orders. These Federal-Tribal relations are political and do not derive from race or ethnicity. Treaties are listed among the elements that make up “the supreme law of the land” under Article VI of the U.S. Constitution.

The lands now known as the greater Portland metropolitan area are part of the aboriginal homelands, traditional use areas and trade networks of numerous Tribes. For millennia, Indian people resided throughout the Willamette Valley and along the Willamette and Columbia Rivers

and their tributaries in traditional villages, permanent communities and seasonal encampments. The relationship of Tribes, their lands and interests extend from time immemorial to the present day and beyond. Each Tribe's interests are distinct. These interests may overlap and intersect with the urban growth boundary in various ways.

Metro and other local governments need to do a better job of consulting with Tribes on growth management and land use issues that have the potential to impact tribal interests and priorities such as treaty rights, the protection of sensitive cultural resources, or enhancing the welfare of tribal members residing in urban areas off reservation. For that reason, staff recommend that Metro Council direct staff to work with interested Tribes, Metro's Tribal Affairs program and its advisory committees to identify possible amendments to Title 11 of the Urban Growth Management Functional Plan to require local governments to consult with Tribes when concept planning and comprehensive planning new urban areas. Staff also recommend that Metro identify opportunities to ensure and improve Metro's Urban Growth Report technical analyses are inclusive of relevant tribal priorities, expertise, and data sets.

Revise how we accounted for slopes on employment lands

Recent discussions at the UGR Roundtable and the Metro Policy Advisory Committee (MPAC) have raised questions about the assumptions staff make when inventorying buildable employment lands. We have heard questions about our assumed thresholds for steep slopes and whether some of those lands are viable for development.

Based on their professional expertise and review of other jurisdiction's work, Oregon Department of Land Conservation and Development staff have recently advised Metro to use a 10% slope threshold when inventorying buildable employment lands. Staff will revise the UGR analysis of employment land capacity to follow that advice. That revised analysis will be included in the final UGR presented for Metro Council adoption later this year.

Using this more conservative slope threshold does not change the analysis in the draft 2024 UGR that the baseline forecast indicates there is enough industrially-zoned land inside the UGB to match generally expected job growth, at least before assessing a more specific need for additional land with particular site characteristics. Most importantly, it doesn't change the fact that we collectively need to focus on the investments and actions necessary to make sure more of these employment lands are shovel-ready to capitalize on economic development opportunities. That includes necessary regional discussions about site aggregation, brownfield remediation, infrastructure financing, zoning changes, incentive programs and more.

Update the region's vision for its future

Our region had the foresight 30 years ago to adopt the region's Future Vision and 2040 Growth Concept. These long-range plans helped guide how greater Portland has responded to population growth in a way that reflects shared community values. The Growth Concept has

served us well and has positioned us to address the challenges of climate change and racial equity, but we know there's more work to be done to prepare for these and other future issues.

A lot has changed since the region adopted the Future Vision and the 2040 Growth Concept. Staff will bring a work program to Metro Council to renew the Future Vision and 2040 Growth Concept in Fall 2024. This work will help address many, though not all, topics and potential actions that came up while developing this urban growth management recommendation.

This work program should include an assessment of how these existing plans have performed for the region's residents: what has worked well or turned out as envisioned, and where there is still work to do or turned out differently from the vision. While we believe the fundamentals of the Vision and Growth Concept are still relevant, it is essential to demonstrate this through study.

Planning for 25 and 50 years in the future also requires understanding where today's trends may potentially take the region. The work program should include investigation of how climate change, demographics, technology, and other topics will change in the coming decades and how visioning can prepare the region to adapt to these shifts.

The updates of these long-range plans must also capture topic areas not currently addressed in the 1995 versions of these documents that are of greater importance and interest today. These include, but are not limited to: racial equity, climate resilience and adaptation, arts and culture, anti-displacement strategies, and Tribal relations. Updates must also address how Metro's purview has changed since 1995 to encompass major roles in the region's housing and parks and natural areas.

PUBLIC COMMENTS

Metro held a public comment period from the release of the draft UGR on July 9 through August 22. 349 survey responses were received during this period. We heard a variety of viewpoints about the draft Urban Growth report and the City of Sherwood's expansion proposal. Themes from comments about the expansion proposal include:

- Optimism about future growth potential, including the potential for a resurgence of high-tech manufacturing
- Interest in more housing and job opportunities in Sherwood, including housing choices for seniors, young families and other demographic groups
- Concern about the impacts of a potential UGB expansion on traffic, with the lack of transit options available in Sherwood
- Concern about impacts on farmland and agricultural activities
- Importance of housing affordability
- Concern about impacts on the environment and climate change
- Concern about impacts of new development on existing public infrastructure leading to tax increases for current residents
- Concern about potential impacts on schools

- Recommendation to use land within the UGB before expanding

We also received input about the methodology of the draft UGR. Themes include: suggestions for different approaches to the buildable land inventory, population projections, and density estimates.

These comments highlight the variety of issues that need to be balanced by the UGR. While this staff recommendation does not address every technical topic raised, it acknowledges that the UGR is a point-in-time document that seeks to balance interests and provide a reasonable range of estimates for the Metro Council to determine whether to expand the UGB and accept the City of Sherwood's proposal.

TIMELINE (SUBJECT TO CHANGE)

August 26, 2024: Release COO recommendation

August 28, 2024: MTAC discussion of COO recommendation and public comment themes

September 5, 2024: Council work session on COO recommendations and public comment themes; *(full public comment summary provided at Council meeting)*

September 11, 2024: MPAC discussion of COO recommendation and recommendations to Council; request any final MTAC advice

September 18, 2024: MTAC advice to MPAC, if requested

September 19, 2024: CORE recommendation to Council

September 25, 2024: MPAC recommendation to Council

September 26, 2024: Council holds public hearing on COO recommendations

October 8, 2024: Council provides direction to staff at work session

November 21, 2024: Council first reading of ordinance; public hearing

December 5, 2024: Council second reading of ordinance; decision

ATTACHMENT 1: HOUSING CAPACITY, NEED, AND DEFICIT ASSUMPTION DETAILS

The tables below include specific numbers, but long-term estimates cannot be expressed this precisely. For that reason, the final totals are rounded to the nearest hundred.

Table 1: Recommended housing capacity assumptions (Metro UGB, 2024-2044)

	UGB Capacity Assumptions (number of homes)			
	single-detached	middle housing	multifamily	Total
Vacant land (larger mix of single-unit detached)	34,944	13,228	42,970	91,142
Redevelopment (Baseline)	12,292	11,727	24,382	48,400
Concept plan areas and planned development on vacant land	9,096	6,662	4,138	19,896
Other planned redevelopment	135	172	9,830	10,137
Office-to-residential conversion (baseline)	-	-	1,000	1,000
ADUs and middle housing conversion/infill (low)	-	4,955	-	4,955
Total UGB capacity (rounded)	56,500	36,700	82,300	175,500
Capacity housing mix	32%	21%	47%	100%

Table 2: Recommended Metro region current and future housing need assumptions (2024-2044)

7-county MSA baseline household growth (2024-2044)	203,530
Future household growth in Metro UGB (70% to 72% Metro UGB capture)	142,500 to 146,500
Add 5% vacancy rate (to convert future households to homes)	7,100 to 7,400
Subtotal of UGB future housing needs (number of homes)	149,600 to 153,900
Add current housing needs (underproduction, houselessness, 2 nd and vacation rentals)	26,953
Total current and future UGB housing need (2024-2044, rounded)	176,500 to 180,800

Table 3: Metro UGB current and future housing need and deficit assuming 70% UGB capture

	UGB Housing Need at 70% UGB Capture			
	single-detached	middle housing	multifamily	Total
Future need: baseline forecast (see Table 1)	56,846	32,911	59,838	149,594
Units lost to 2 nd and vacation homes	1,072	1,769	443	3,285
Historic underproduction	726	2,089	12,160	14,975
Households experiencing houselessness	-	40	8,653	8,693
Total Housing Need (rounded)	58,600	36,800	81,100	176,500
Needed housing mix	33%	21%	46%	100%
Total UGB capacity (rounded)	56,500	36,700	82,300	175,500
Deficits (rounded)	(2,200)	(100)	1,200	(1,000)

Table 4: Metro UGB current and future housing need and deficit assuming 72% UGB capture

	UGB Housing Need at 72% UGB Capture			
	single-detached	middle housing	multifamily	Total
Future need: baseline forecast (see Table 1)	58,470	33,851	61,547	153,868
Units lost to 2 nd and vacation homes	1,072	1,769	443	3,285
Historic underproduction	726	2,089	12,160	14,975
Households experiencing houselessness	-	40	8,653	8,693
Total Housing Need (rounded)	60,300	37,700	82,800	180,800
Needed housing mix	33%	21%	46%	100%
Total UGB capacity (rounded)	56,500	36,700	82,300	175,500
Deficits (rounded)	(3,800)	(1,000)	(500)	(5,300)

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

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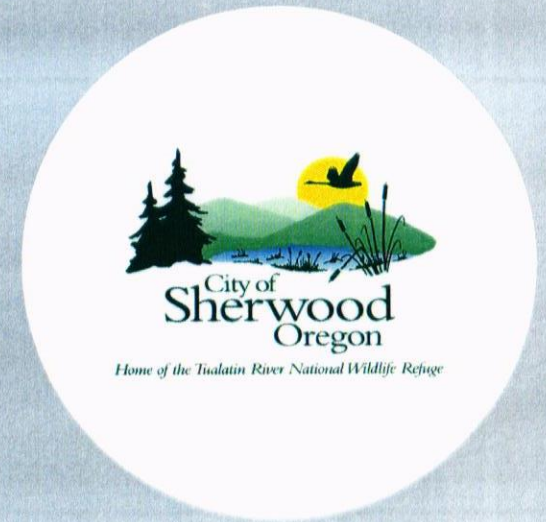
Auditor

Brian Evans

600 NE Grand Ave.

Portland, OR 97232-2736

503-797-1700



City of Sherwood Legislative Priorities

Tuesday, September 3rd 2024

9/3/2024
Date

City Council
Gov. Body

WS
Agenda Item

C
Exhibit #

Background

Each even-numbered year, the LOC appoints members to serve on seven policy committees, which are the foundation of the League's policy development process.

Composed of city officials, these committees analyze policy and technical issues and recommend positions and strategies for the upcoming two-year legislative cycle.

This year, seven committees identified 23 legislative policy priorities to advance to the full membership and LOC Board of Directors.

Background

Each city is asked to review the recommendations from the seven policy committees and provide input to the LOC Board of Directors, which will formally adopt the LOC's 2025-26 legislative agenda.

The top 5 priorities will be submitted by staff, as each city only gets one vote.

Recommendations to review:

• Infrastructure Funding	• Shelter and Homelessness Response	• Employment Lands Readiness and Availability
• Full Funding and Alignment for Housing Production	• Restoration of Recreational Immunity	• Behavioral Health Enhancements
• Continued Addiction Policy Reform	• Building Decarbonization, Efficiency and Modernization	• Investment in Community Resiliency and Climate Planning Resources
• Address Energy Affordability Challenges from Rising Utility Costs	• Lodging Tax Flexibility	• Marijuana Tax
• Alcohol Tax	• Digital Equity and Inclusion	• Cybersecurity and Privacy
• Resilient, Futureproof Broadband Infrastructure and Planning Investment	• Artificial Intelligence (AI)	• 2025 Transportation Package
• Funding and Expanding Public and Inter-Community Transit	• Shift From a Gas Tax to a Road User Fee	• Community Safety and Neighborhood Livability
• Place-Based Planning	• Operator-In-Training Apprenticeships	

Recommendations in Detail

- The next slides summarize each recommendation, of which we will choose our top 5 issues we would like the LOC to focus on during the 2025-26 legislative cycle.



Infrastructure Funding

- Cities continue to face the challenge of how to fund infrastructure improvements – to maintain current, build new, and improve resiliency. Increasing state resources in programs that provide access to lower rate loans and grants will assist cities in investing in vital infrastructure.
- This priority will focus on maximizing both the amount of funding and the flexibility of the funds to meet the needs of more cities across the state to ensure long-term infrastructure investment.
- To unlock needed housing development and increase affordability, the most powerful tool the Legislature can deploy is targeted investments in infrastructure to support needed housing development.



Shelter and Homelessness Response

- The LOC recognizes that to end homelessness, a cross-sector coordinated approach to delivering services, housing, and programs is needed. Despite historic legislative investments in recent years, Oregon still lacks a coordinated, statewide shelter and homeless response system with stable funding.
- Funding should support a range of shelter types and services, including alternative shelter models, safe parking programs, rapid rehousing, outreach, case management, staffing and administrative support, and other related services
- As Oregon continues to face increasing rates of unsheltered homelessness, the LOC is committed to strengthening a regionally based, intersectional state homeless response system to ensure all Oregonians can equitably access stable housing and maintain secure, thriving communities.



Employment Lands Readiness and Availability

- The LOC will support incentives, programs and increased investment to help cities with the costs of making employment lands market-ready, including continued investment in the state brownfields programs.
- Cities require a supply of industrial land that is ready for development to recruit and retain business operations. For sites to be attractive to site selectors, the basic infrastructure must be built out first.

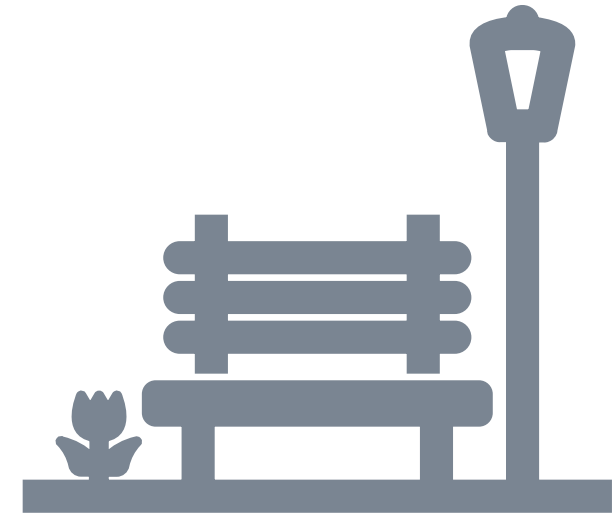
Full Funding and Alignment for Housing Production

- The LOC will advocate to maintain and increase state investments to support the development and preservation of a range of needed housing types and affordability.
- The LOC will seek opportunities to address structural barriers to production of different housing options at the regional and state level



Restoration of Recreational Immunity

- The LOC will introduce legislation to protect cities and other landowners who open their property for recreational purposes from tort liability claims.
- An adverse court ruling stemming from a recreational injury sustained on a city owned trail opened cities and other public and private landowners to tort claims for injuries sustained by people who are recreating.
- Legislature enacted a temporary restoration of the immunity in 2024 that will expire 7 on July 1, 2025.



Behavioral Health Enhancements

- The LOC will introduce and support legislation to expand access to behavioral health treatment beds and allow courts greater ability to direct persons unable to care for themselves into treatment through the civil commitment process.
- Oregon has historically ranked at or near the bottom nationally for access to behavioral healthcare, the state has made significant investments over the past four years.
- The number of treatment beds for residential care does not meet demand, with services unavailable in multiple areas of the state.



Continued Addiction Policy Reform

- The LOC will Introduce and support legislation to allow drug related misdemeanors to be cited into municipal court; provide stable funding for services created in HB 4002 in 2024; allow more service providers to transport impaired persons to treatment; establish the flow of resources to cities to support addiction response; and monitor and adjust the implementation of HB 4002.
- The Legislature passed significant changes to Oregon's approach to the current addiction crisis with the creation of a new misdemeanor charge designed to vector defendants away from the criminal justice system and into treatment.

Building Decarbonization, Efficiency, and Modernization

- The LOC will support legislation to protect against any rollback and preemptions to allow local governments to reduce greenhouse gas emissions from new and existing buildings while ensuring reliability and affordability.
- Homes and commercial buildings consume nearly one-half of all the energy used in Oregon, according to the Oregon Department of Energy. Existing buildings can be retrofitted and modernized to become more resilient and efficient, while new buildings can be built with energy efficiency and energy capacity in mind.
- Oregon cities, especially small to mid-sized and rural communities, require technical assistance and financial support to meet the state's goals

Investment in Community Resiliency and Climate Planning Resources

- The LOC will support investments that bring resiliency and climate services (for mitigation and adaptation) together in coordination with public and private entities, and work to fill the existing gaps to help communities get high-quality assistance.
- The LOC will work with partners to identify barriers and potential 9 solutions towards resiliency opportunities, such as local energy generation and battery storage, and to support actions that recognize local control.
- Oregon communities have unique resources and challenges, and increasingly need help to plan for climate and human-caused impacts and implement programs to reduce greenhouse gases.

Address Energy Affordability Challenges from Rising Utility Costs

- Rising utility costs have increased the energy burden on Oregonians, particularly low-income Oregonians, those with fixed incomes, and those who are unable to work.
- The LOC would advocate for new tools and utilizing existing tools to modernize rate structures to provide flexibility and account for the time of year of rate increases (phasing in of rate increases) and recognize the higher burden for low and moderate-income and fixed-income Oregonians.

Lodging Tax Flexibility

- The LOC will advocate for legislation to increase flexibility to use locally administered and collected lodging tax revenue to support tourism-impacted services.
- In 2003, the Legislature passed the state lodging tax and restricted local transient lodging tax (TLT) by requiring that revenue from any new or increased local lodging tax be spent according to a 70/30 split: 70% of local TLT must be spent on “tourism promotion” or “tourism related facilities” and up to 30% is discretionary funds.
- Cities must be allowed to strike the balance between tourism promotion and meeting the needs for increased service delivery for tourists and residents.



Marijuana Tax

- The LOC will advocate for legislation that increases revenue from marijuana sales in cities. This may include proposals to restore state marijuana tax losses related to Measure 110 (2020), and to increase the 3% cap on local marijuana taxes.

Alcohol Tax

- The LOC will advocate for increased revenue from alcohol taxes.
- Cities have significant public safety costs related to alcohol consumption and must receive revenue commensurate to the cost of providing services related to alcohol.
- Oregon has the lowest beer tax in the country and the second lowest wine tax.

Digital Equity and Inclusion

- The LOC will support legislation and policies that help all individuals and communities have the information technology capacity needed for full participation in our society, democracy, and economy through programs such as digital 12 navigators, devices, digital skills, and affordability programs like the Affordable Connectivity Program (ACP) and the Oregon Telephone Assistance Program (OTAP – also known as Lifeline) that meet and support community members where they are.
- Connectivity is increasingly relied on for conducting business, learning, and receiving important services like healthcare.
- Now, the discussion of the digital divide is framed in terms of whether a population has access to hardware, to the Internet, to viable connection speeds, and to the skills they need to effectively use it.



Cybersecurity & Privacy

- The LOC will support legislation that addresses privacy, data protection, information security, and cybersecurity resources for all that use existing and emerging technology like artificial intelligence (AI) and synthetic intelligence (SI).
- Society's continued reliance on technology will only increase with the emergence of artificial intelligence (AI) and synthetic intelligence (SI). This will mean an increased risk for cybercrimes.
- Cybersecurity risk is increasing, not only because of global connectivity but also because of the reliance on cloud services to store sensitive data and personal information.



Resilient, Futureproof Broadband Infrastructure and Planning Investment

- The LOC will support legislation to ensure broadband systems are built resiliently and futureproofed, while also advocating for resources to help cities with broadband planning and technical assistance through direct grants and staff resources at the state level.
- Municipalities' have a right to own and manage access to poles and conduit and to become broadband service providers.
- As broadband continues to be prioritized, building resilient long-term networks will help Oregonians avoid a new digital divide as greater speeds are needed with emerging technologies like artificial intelligence (AI).

Artificial Intelligence (AI)

- The LOC will support legislation that promotes secure, responsible and purposeful use of artificial intelligence (AI) and synthetic intelligence (SI) in the public and private sectors while ensuring local control and opposing any unfunded mandates.
- The opportunities and risks that AI and SI present demand responsible values and governance regarding how AI systems are purchased, configured, developed, operated, or maintained in addition to ethical policies that are transparent and accountable

2025 Transportation Package

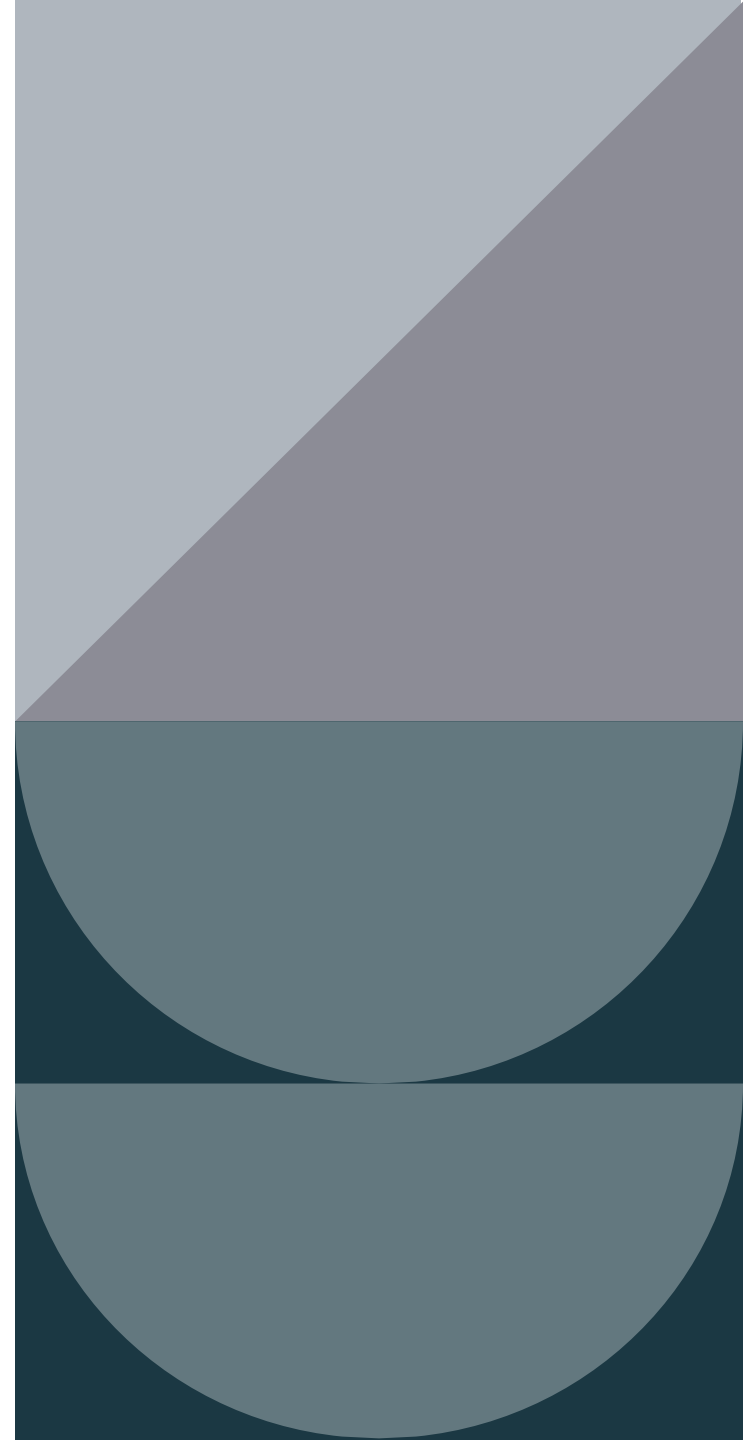
- The LOC supports stabilized funding for operations and maintenance for local governments and ODOT; continued investment in transit and bike/ped programs, safety, and congestion management.
- As part of a 2025 package, the funding level must maintain the current State Highway Fund (SHF) distribution formula and increase investments in local programs such as Great Streets, Safe Routes to Schools, and the Small City Allotment Program.

Funding and Expanding Public and Inter-Community Transit

- The LOC supports expanding funding for public transit operations statewide, focusing on inter-community service, service expansion, and a change in policy to allow for the use of funds for local operations and maintenance.
- During the 2017 session, HB 2017 established Oregon's first statewide comprehensive transit funding by implementing a "transit tax," a state payroll tax equal to one-tenth of 1%. This revenue source has provided stable funding of more than \$100 million annually.

Shift From a Gas Tax to a Road User Fee

- The LOC supports replacing Oregon's gas tax with a Road User Fee (RUF) while protecting local government's authority to collect local gas tax fees. An RUF will better measure a vehicle's impact on roads and provide a more stable revenue stream.
- Oregon's current gas tax is 40 cents per gallon. Depending on the pump price, the gas tax represents a small portion of the overall cost of gas. Due to the improved mileage of new vehicles and the emergence and expected growth of electric vehicles, Oregon will continue to face a declining revenue source without a change in the fee structure.



Community Safety and Neighborhood Livability

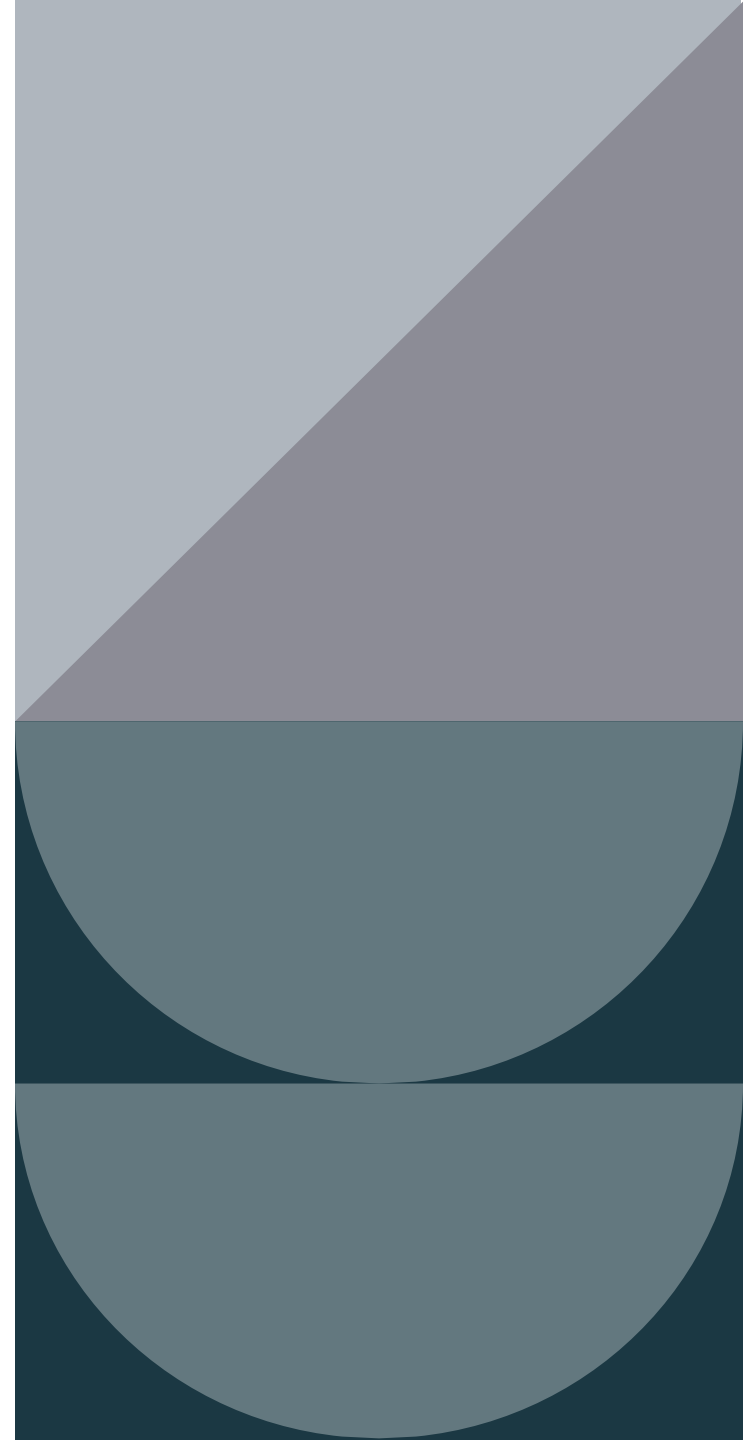
- The LOC supports a strong focus on funding safety improvements on large roads, such as highways and arterials, that run through all communities
- Community safety investment remains a critical challenge for local governments, reducing their ability to maintain a transportation system that supports the safe and efficient movement of people and goods. Traffic fatalities and serious injuries continue to grow to record levels in many communities.

Infrastructure Funding (Co-Sponsored by Community and Economic Development Committee)

- The LOC will advocate for a comprehensive infrastructure package to support increased investments in water, sewer, stormwater and roads.
- Cities continue to face the challenge of how to fund infrastructure improvements – to maintain current, build new, and improve resiliency. Increasing state resources in programs that provide access to lower rate loans and grants will assist cities in investing in vital infrastructure. Infrastructure development impacts economic development, housing, and livability.

Place-Based Planning

- The LOC will advocate for funding needed to complete existing place-based planning efforts across the state and identify funding to continue the program for communities that face unique water supply challenges.



Operator-in-Training Apprenticeships

- The LOC will advocate for funding for apprenticeship training programs and the expansion of bilingual training opportunities to promote workforce development of qualified wastewater and drinking water operators due to the significant lack of qualified operators.
- Water utilities must resolve a human-infrastructure issue in order to keep our water and wastewater systems running. Currently, water utilities face challenges in recruiting, training, and retaining certified operations employees. In addition, retirements of qualified staff over the next decade will exacerbate the problem.

Vote Submission

- The deadline for submitting our vote is 5 p.m. on September 27, 2024.



Questions/Comments



Approved Minutes



Home of the Tualatin River National Wildlife Refuge

SHERWOOD CITY COUNCIL MEETING MINUTES
22560 SW Pine St., Sherwood, Or
September 3, 2024

WORK SESSION

1. **CALL TO ORDER:** Mayor Tim Rosener called the meeting to order at 6:02 pm.
2. **COUNCIL PRESENT:** Mayor Tim Rosener, Council President Kim Young, Councilors Taylor Giles, Renee Brouse, Dan Standke, Keith Mays, and Doug Scott.
3. **STAFF PRESENT:** City Manager Craig Sheldon, Assistant City Manager Kristen Switzer, Interim City Attorney Sebastian Tapia, Community Development Director Eric Rutledge, Interim Public Works Director Rich Sattler, HR Director Lydia McEvoy, IT Director Brad Crawford, Economic Development Manager Bruce Coleman, Planning Manager Sean Conrad, Records Technician Katie Corgan, and City Recorder Sylvia Murphy.
4. **TOPIC:**

A. Sherwood West Update

Community Development Director Eric Rutledge presented the “Sherwood West Urban Growth Boundary Expansion Discussion Council Work Session” PowerPoint presentation (see record, Exhibit A) and provided an overview of the timeline on page 2 of the presentation. He stated that the “2024 Urban Growth Management Decision: Metro Chief Operating Officer/Staff Recommendations” staff report (see record, Exhibit B) had been released and provided to Council. He outlined that Metro Council would hold a work session on September 5th to discuss the staff report, after which the recommendation would be sent to MTAC, MPAC, CORE, and a Metro Council public hearing would be held on September 26th. Councilor Scott asked if any changes to the staff report recommendation could occur since its publication. Mr. Rutledge replied that he believed that the intent was to publish the recommendation, accept public testimony on the recommendation, and then move forward. Councilor Mays stated that MTAC, MPAC, or CORE could recommend changes or provide comments regarding changes they would like to see. Community Development Director Rutledge outlined that a first reading of the Metro Council ordinance would be held on November 21st and a second reading would be held on December 5th. Councilor Scott asked if recommended changes to the recommendation would be made available to the public prior to the first public hearing. Mr. Rutledge replied he felt that that was likely, but he would ask Metro to confirm. He provided an overview of Sherwood West and recapped that the area contained: 265 acres of employment land, including mixed-use and hospitality zones; 340 acres of housing land with a density of 6.3-9.2 units per acre; 40 acres for schools; 20 acres for community parks; 500 acres for open space; and three new zoning types (Middle Housing, Cottage Cluster, and Hospitality). Councilor Mays asked if topography could be factored into housing unit density. Community Development Director Rutledge replied that the plan and the proposed densities

responded to the topography of the different areas. Council President Young clarified that the Sherwood West Concept Plan was created by a citizen advisory committee that met regularly over two years and incorporated community feedback. She continued that during that time the city had not completed any other UGB ask. Mr. Rutledge provided an overview of the Sherwood West Housing Estimates table on page 4 of the presentation and explained that the table was included in the Sherwood West Concept Plan, but the Metro staff report did not respond to the table included in the Concept Plan. He explained that the table showed a density of 9.2 and city staff had clarified to Metro prior to the release of the recommendation, that 9.2 was the high end of the density range and 6.3 was at the low end of the density range. He reported that the Metro recommendation did not take that clarification into account and explained that city staff would continue to work to get Metro to understand that the city's proposal was for a density range of 6.3-9.2, with the potential to go above that due to HB 2001. Mayor Rosener explained that the middle housing percentages were included in the report to illustrate the potential impacts of HB 2001, and the figures were not included to indicate that Sherwood was okay with anything between 9.2-16.4 housing units per acre. He commented that he hoped Metro would correct this misunderstanding because the Sherwood community was supportive of a density of 6.3-9.2. Mr. Rutledge stated that in his experience, developers tended to reach the high-end of the density range in any zone. He reported that the CAC recommended showing the high-end of the density range to provide transparency to the community about what was likely to happen when development occurred. He added that the CAC also wanted to show the community the potential impacts of HB 2001, which was why the Middle Housing percentages were included in the table. He commented that he believed that Metro had focused on the 9.2 density figure and had tried to establish that number as the new minimum instead of understanding that the 9.2 density figure represented the likely/maximum density for Sherwood West. He stated that staff had attempted to clarify this misunderstanding with Metro, but currently Metro had not responded to that clarification. He reported that Metro staff had recommended the approval for the city's entire UGB expansion request. He outlined that if they chose to do so, there was a "clear path" for Metro Council to impose conditions of approval. He explained that within the metro area over the 20-year planning period, Metro predicted the following baseline forecast: 203,500 new households and 110,000 new jobs through 2044. He noted that Sherwood was proposing 2,000-3,000 units, which represented approximately 1% of the housing growth over the next twenty years. Councilor Scott clarified that Metro was represented on the TAC for the entirety of the Sherwood West Concept Plan planning period and at no point during that process did they object to the proposed density. He added that, as required, Sherwood had forwarded a final version of the Sherwood West Concept Plan to Metro for their acknowledgement, and again received no pushback from Metro on the density proposals. Community Development Director Rutledge commented that he had reviewed some of the CAC meeting minutes which indicated that there was possibly one informal conversation with Metro where densities were discussed. He addressed the potential conditions of approval and explained that they could include a base density of 9.2-16.4 units per acre. Mayor Rosener referred to the Metro staff recommendation Report statement of "in order to achieve a mix of housing types..." and explained that the Sherwood West Concept Plan planned for more middle housing by zoning for it and the Metro Staff Recommendation did not acknowledge that Sherwood West was creating a Middle-Housing Zone and Cottage Cluster Zone. Mr. Rutledge recapped that affordability was a possible additional condition of approval cited in the Metro staff recommendation. Mayor Rosener stated that he believed there was no objection to having a component of the comprehensive planning process include determining what tools and programs that could be put in place to allow for the development of subsidized housing. He reported that he had explained to Metro staff that the city could plan for it and try to develop tools, but the city did not have the resources or money to do that. He commented that aspirational goals were fine, but conditions that stipulated certain percentages of affordable housing were not feasible because that was out of the city's control. Community Development Director Rutledge referred to HB 2003 from 2019, or OHNA, and explained that this required the city to review its Housing Needs Analysis and stratify its citywide housing proposal

based on income level. He referred to requirements around affordability and policy requirements and commented that these stipulations were already coming down from the state and discussion regarding the comprehensive and master planning process, and aspirational goals occurred. Mr. Rutledge commented that Sherwood was supportive of lowering housing costs in the city, but he was concerned that if an affordability condition were imposed, then development would stall in Sherwood West and would result in less development overall based on the affordability condition. Councilor Giles spoke on the need to allow residents to age in place in Sherwood. Community Development Director Rutledge addressed the potential conditions regarding creating and protecting industrial sites on page 10 of the presentation and explained that there was the possibility of a condition to assemble land within the north district of Sherwood West to achieve 50 acres. Mayor Rosener added that in the Urban Growth Report, it stated that there was a surplus of industrial land, but the median lot sizes were around 1 acre in size. Mayor Rosener stated that it was important that the condition be in place around lot size, or it would not pass legal muster on an appeal. Mr. Rutledge commented that Metro staff had been pretty firm on the 50-acre number because that was the number cited in the semiconductor task force report. Councilor Mays commented that he was in favor of industrial lot sizes, but the misunderstanding on the residential density needed to be rectified or he was not interested in moving forward. Community Development Director Rutledge recapped that HB 2001, which allowed for middle housing, boosting density in single-family zones and SB 1537 which offered variances that could increase density, lot size, building height, reduced community space, etc. inherently increased density, and would influence long-term development beyond the city's original plans if Sherwood West was not master planned. Councilor Giles clarified that the city would not be able to master plan the area unless Sherwood West was included in the city's UGB. Mayor Rosener referred to HB 2001 and clarified that cities could utilize the master planning process to be more specific about housing types. Mr. Rutledge provided an overview of SB 1537 on page 13 of the presentation and clarified that the impacts of SB 1537 could not be regulated by the master planning process. He provided an overview of previous expansion proposals versus the applied conditions of approval on page 15 of the presentation. He outlined that Metro had never imposed conditions to require higher density than what was proposed by local communities in the past two cycles. He reported that previously, Metro would expand the UGB and then require a concept plan and explained that this led to issues where communities would reject the plan. Currently, Metro required a concept plan before expanding the UGB which led to different issues of communities engaging in a 2–3-year planning process followed by two months of high-level Metro hearings where the nature of the plan was significantly changed. He commented that Metro should provide guidance on how to calculate density to standardize the process for cities. Mr. Rutledge referred to River Terrace 2.0 and reported that Metro conditioned less density than was proposed by the city and reported that Metro Council had not imposed affordability conditions in the last two expansion cycles. Councilor Mays referred to affordability and commented that it seemed unnecessary to have two processes, and Metro should follow state law. Mayor Rosener recapped that currently, Sherwood had an average housing density of 7-8 units per acre, and an average lot size of 5,850 sqft. The Sherwood West proposal included a housing density of 6.3-9.2 units per acre, with an average of 7.75, and an average lot size of 5,620 sqft. He recapped Metro staff's recommendation as: 9.2-16.4 units per acre housing density with an average lot size of 4,734-2,656 sqft. Council President Young commented that the Sherwood West Concept Plan accomplished the community's desire to "keep Sherwood looking like Sherwood." Councilor Scott commented that the community realized and accepted that as time went on and the housing crisis continued, density would increase. He referred to the Sherwood West Concept Plan and the projected 6.3-9.2 units per acre density and commented that that range was deemed acceptable by the Sherwood community but going from 9.2 units per acre to an average of 12 units per acre was incredibly different. Councilor Giles commented that Sherwood did not have the infrastructure or public transportation to support a 12 unit per acre density in Sherwood West. He commented that the housing crisis could not be solved in Sherwood alone. Community Development Director Rutledge expressed that the city had engaged in a very

long planning process with the Sherwood community, and created a plan that was supported by the community. He stated that he was concerned about Metro's desire to significantly change the nature of the Sherwood community. He remarked that he wondered if Metro would even hold an open house in Sherwood or any engagement with the community around the conditions of approval and their impacts to Sherwood West or if the entirety of the public hearings process would occur in downtown Portland. Mr. Rutledge referred to Statewide Planning Goal 1, which called for "the opportunity for citizens to be involved in all phases of the planning process" and reported that Metro's condition would preempt the planning process. He reported that there had been no outreach to the Sherwood community, residents, or stakeholders about the conditions and how the conditions would impact the nature of Sherwood West. Mr. Rutledge recapped next steps on page 18 of the presentation and reported that city staff would work with legal counsel to fully understand the city's rights and options in this process and would prepare options for moving forward. He explained that the city had brought in land use attorney, Carrie Richter, and staff would meet with Metro staff and their legal counsel on Wednesday to discuss the density issue and explore options. Community Development Director Rutledge outlined the options for moving forward as: continue to negotiate conditions aligned with our community and our adopted Concept Plan; determine a process for pulling the proposal; or determine a process to revise the proposal. Councilor Scott asked that city staff continue to negotiate and work with Metro Council and Metro staff. He asked that city staff prepare the appropriate documents for both pulling the proposal and documents to revise the proposal so that it applied to the industrial areas of Sherwood West. Mayor Rosener recapped that he had been very clear about the proposed density range in his discussions with Metro Council and staff. He agreed with Councilor Scott's statements regarding having the documents prepared ahead of time to pull the city's proposal. Discussion regarding changing the proposal to apply only to the industrial land areas of Sherwood West occurred. Mayor Rosener commented that for him, if it were between high-density housing or industrial land only, he would choose the industrial land only option. Councilor Brouse asked if Sherwood could request that Metro come to Sherwood and engage with the community. She stated she also wished to know what the ramifications of withdrawing the city's proposal would be. Mayor Rosener commented that he wanted to come to an agreement with Metro in order to move forward with Sherwood West and expressed that he was worried about potential future state-imposed regulations on the area if the UGB was not expanded and the area was not master planned. Council President Young stated that she preferred to keep working with Metro to hopefully move forward, but barring that, she supported revising the proposal or pulling the proposal. Councilor Mays stated he agreed with Council President Young. Mayor Rosener asked for a work session to be scheduled to discuss the topic further. Mayor Rosener addressed the next work session agenda topic and Council agreed to continue the work session after the regular session.

5. ADJOURN

Mayor Rosener adjourned the work session at 6:58 pm and convened a regular session.

REGULAR SESSION

- 1. CALL TO ORDER:** Mayor Tim Rosener called the meeting to order at 7:05 pm.
- 2. COUNCIL PRESENT:** Mayor Tim Rosener, Council President Kim Young, Councilors Taylor Giles, Renee Brouse, Dan Standke, Keith Mays, and Doug Scott.

3. **STAFF PRESENT:** City Manager Craig Sheldon, Assistant City Manager Kristen Switzer, Interim City Attorney Sebastian Tapia, Community Development Director Eric Rutledge, Interim Public Works Director Rich Sattler, HR Director Lydia McEvoy, IT Director Brad Crawford, Finance Director David Bodway, and City Recorder Sylvia Murphy.

4. **APPROVAL OF AGENDA:**

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

Mayor Rosener addressed the next agenda item.

5. **CONSENT AGENDA:**

A. Approval of August 20, 2024, City Council Meeting Minutes

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

Mayor Rosener addressed the next agenda item.

6. **CITIZEN COMMENT:**

There were no citizen comments and Mayor Rosener addressed the next agenda item.

7. **PUBLIC HEARING:**

A. Ordinance 2024-003, Adding new sections to the Sherwood Municipal Code designating City Manager Pro Tem in the absence of the City Manager and amending Chapter 1.10 (First Reading)

Interim City Attorney Sebastian Tapia presented the staff report and summarized that this ordinance would change Sherwood's Municipal Code Chapter 1.04 pertaining to a City Manager Pro Tem in the City Manager's absence, as well as an amendment to Sherwood Municipal procurement code 1.10.030. He explained that Council had adopted a resolution to delegate authority to specific individuals to serve as City Manager Pro Tem when the City Manager was unable to fulfill their duties. He reported that staff had expressed an interest in a more permanent solution by designating the Assistant City Manager as the default manager pro tem during unplanned absences and allowing the manager to delegate their authority during planned absences. He stated that in the instance of a vacancy, the Assistant City Manager would step in until Council had the opportunity to appoint a City Manager Pro Tem. Councilor Giles asked regarding the Assistant City Manager Pro Tem and Assistant City Manager roles. Mr. Tapia explained that in the past, Council had delegated authority to specific individuals and that would likely be the process in the future if the position was not fulfilled. Mayor Rosener explained the need for the ordinance and stated that it would outline the authority given to the City Manager Pro Tem in situations in which the City Manager role was unoccupied and allowed Council the time to appoint a permanent replacement City Manager. Council President Young asked regarding procurement, Sherwood Municipal Code Chapters 1.04.010 and 1.04.090 and asked if this was added language. Mr. Tapia replied that Chapters 1.04.010 and 1.04.090 were new code provisions and clarified that Chapter 1.04.010 pertained to definitions and Chapter 1.04.090 pertained to planned and

unplanned absences. Mayor Rosener opened the public hearing and asked for public comment on the proposed ordinance. Hearing none, Mayor Rosener closed the public hearing and asked for questions or a motion from Council. Councilor Scott stated that he felt that this was a “fairly uncontroversial and obvious correction,” and he would be open to voting on the ordinance at this meeting. Mayor Rosener commented that he always preferred having two public hearings on ordinances unless it was an emergency. He stated that the proposed ordinance would be back for a second hearing at the September 17th City Council meeting.

Mayor Rosener addressed the next agenda item.

8. CITY MANAGER REPORT:

City Manager Craig Sheldon reported that the Meineke roundabout would be closed from 4 pm - 8 am on September 8th for a grind and overlay. He reported that the draft ADA Transition Plan had been published on the city’s website and was open for public comment.

Mayor Rosener addressed the next agenda item.

9. COUNCIL ANNOUNCEMENTS:

Councilor Standke reported that the Planning Commission did not meet last week.

Councilor Scott reported that the Parks and Recreation Advisory Board did not meet.

Councilor Mays spoke on his recent travel experiences at local airports. He spoke on county water projects and their impacts to local roads. He thanked city staff for their work.

Councilor Brouse reported that the Senior Advisory Board did not meet. She reported she would attend the SAFE Cascadia event in Echo, Oregon.

Councilor Giles reported that the Library Advisory Board did not meet. He reported on his meeting with the new Sherwood School District Superintendent. He encouraged middle school students to sign up for the cross-country team. He spoke on a Sherwood Public Library program, the Library of Things.

Council President Young spoke on the upcoming election on November 5th and encouraged people to register to vote.

Mayor Rosener reported he had met with Metro Councilors regarding the city’s Sherwood West UGB expansion request. He reported that the LOC conference was scheduled for October. He reported his family and neighbors were hosting an international exchange student.

10. ADJOURN:

Mayor Rosener adjourned the regular session at 7:25 pm and convened a work session.

WORK SESSION - CONTINUED

1. CALL TO ORDER: Mayor Tim Rosener called the meeting to order at 7:27 pm.

2. **COUNCIL PRESENT:** Mayor Tim Rosener, Council President Kim Young, Councilors Taylor Giles, Renee Brouse, Dan Standke, and Doug Scott. Councilor Keith Mays was absent.
3. **STAFF PRESENT:** City Manager Craig Sheldon, Assistant City Manager Kristen Switzer, Interim City Attorney Sebastian Tapia, Community Development Director Eric Rutledge, IT Director Brad Crawford, and City Recorder Sylvia Murphy.
4. **TOPIC:**

B. LOC 2025-26 Legislative Priorities Ballot Discussion

Mayor Rosener explained that the League of Oregon Cities (LOC) lobbied on behalf of issues that were important to cities and communities. He explained that each year, the LOC compiled a list of legislative priorities for cities to vote on. City Manager Craig Sheldon presented the "City of Sherwood Legislative Priorities" PowerPoint presentation (see record, Exhibit C). Council President Young clarified that the LOC would advocate for more than the five chosen issues. City Manager Sheldon provided an overview of the LOC recommendations on page 4 of the presentation and explained that Council would need to choose a top five from the list of options. Councilor Giles asked for clarification between the "Resilient, Futureproof Broadband Infrastructure and Planning Investment" and "Digital Equity and Inclusion" recommendations and Mayor Rosener explained. Mayor Rosener stated his top five priorities were: Infrastructure Funding; 2025 Transportation Package; Employment Lands Readiness and Availability; Shift from a Gas Tax to a Road User Fee; and Marijuana Tax. Council President Young stated her top five priorities were: Infrastructure Funding; Employment Lands Readiness and Availability; Lodging Tax Flexibility; 2025 Transportation Package; and Shift from a Gas Tax to a Road User Fee. Councilor Scott stated his top five priorities were: Employment Lands Readiness and Availability; Shift from a Gas Tax to a Road User Fee; Lodging Tax Flexibility; 2025 Transportation Package; and Infrastructure Funding. Councilor Brouse stated her top five priorities were: Infrastructure Funding; Funding and Expanding Public and Inter-Community Transit; 2025 Transportation Package; she was between the Marijuana Tax and Alcohol Tax; and Shelter and Homelessness Response. Councilor Standke stated his top five priorities were: Shelter and Homelessness Response; Address Energy Affordability Challenges from Rising Utility Costs; Funding and Expanding Public and Inter-Community Transit; Investment in Community Resiliency and Climate Planning Resources; and 2025 Transportation Package. Councilor Giles stated his top five priorities were: Infrastructure Funding; Funding and Expanding Public and Inter-Community Transit; 2025 Transportation Package; Employment Lands Readiness and Availability; and Full Funding and Alignment for Housing Production. Mayor Rosener stated that he wished to replace the Marijuana Tax priority with the Full Funding and Alignment for Housing Production priority. City Manager Sheldon stated that Councilor Mays' top five priorities were: Employment Lands Readiness and Availability; Infrastructure Funding; 2025 Transportation Package; and infrastructure funding co-sponsored by community and economic development. Mr. Sheldon noted that Councilor Mays' last priority was one Councilor Mays had created. City Manager Sheldon recapped that Council's shared top priorities were: Infrastructure Funding; Employment Lands Readiness and Availability; and 2025 Transportation Package. Councilor Scott stated that he wished to replace the Lodging Tax Flexibility priority with Full Funding and Alignment for Housing Production priority. Council President Young and Councilor Brouse stated they were also in favor of that. City Manager Sheldon added Full Funding and Alignment for Housing Production priority to Council's shared top priorities list. Discussion occurred and Council added the Funding and Expanding Public and Inter-Community Transit priority to Council's shared top priorities list. Mr. Sheldon reported that he would submit the list of priorities on September 4th.

5. ADJOURN

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

EXECUTIVE SESSION

1. **CALL TO ORDER:** Mayor Rosener called the meeting to order at 7:47 pm.
2. **COUNCIL PRESENT:** Mayor Tim Rosener, Council President Kim Young, Councilors Taylor Giles, Renee Brouse, Dan Standke, and Doug Scott. Councilor Keith Mays was absent.
3. **STAFF PRESENT:** Interim City Attorney Sebastian Tapia, City Manager Craig Sheldon, Assistant City Manager Kristen Switzer, and Community Development Director Eric Rutledge.
3. **TOPICS:**

A. ORS 192.660(2)(e), Real Property Transactions

4. ADJOURN:

Mayor Rosener adjourned the executive session at 8:11 pm.

Attest:



Sylvia Murphy, MMC, City Recorder



Tim Rosener, Mayor