



Sherwood Comprehensive Plan Update: Background Report – Economy

Prepared for the Comprehensive Plan Citizen Advisory Committee, June 2018

Introduction

Sherwood has changed dramatically over the years, yet the community's vibrant small-town character has endured. When the City's Comprehensive Plan was last updated in 1990, Sherwood was home to 3,000 residents. Since then, Sherwood has doubled in physical size and has over 19,000 residents with changing demographics. A conscious effort must be made to maintain and improve Sherwood's celebrated livability another 20 years. This means ensuring that there are affordable homes for our families and jobs to help them thrive.

To guide future growth and development, the City of Sherwood is updating its Comprehensive Land Use Plan. The Comprehensive Plan addresses issues such as housing, parks, transportation, natural resources, economic development and public facilities. The main components of the Comprehensive Plan include a Vision, Inventories and Policies. The Vision describes what the community wants to be in the future. The City is currently engaging community members to create a 20-year vision for Sherwood. Inventories contain facts about land use resources and development trends in the city. Policies are based on the Vision and Inventories and direct land use decisions.

The City is preparing an inventory to help guide the Economic Development portion of the Plan. The Economic Opportunities Analysis (EOA) identifies economic trends and opportunities and forecasts employment land needs for the next 20 years. The results of the EOA will be used to develop policy recommendations in the Comprehensive Plan update.

The EOA will help the City:

- Promote economic development and create jobs for residents of Sherwood and surrounding communities.

- Develop policies to ensure adequate land to accommodate identified employment needs.
- Update the comprehensive plan to demonstrate compliance with Statewide Planning Goal 9.

There will be several opportunities for Sherwood community members to participate in the Economic Opportunity Analysis process. Community and Technical Advisory Committees will meet five times throughout the course of the EOA and economic policy development. These meetings are open to the public. The City also will host a community meeting and conduct an online survey for community members to help develop economic policies and strategies for the future.

Planning for Economic Development Matters

Oregon has a set of 19 Statewide Planning Goals, which serve as the foundation of the state's land use planning program that is implemented at the local level through the Comprehensive Plan. Statewide Planning Goal 9 is called Economic Development, and seeks to "provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Goal 9 requires that Comprehensive Plans "contribute to a stable and healthy economy" and that they be based on "inventories of areas suitable for increased economic growth and activity."

<https://www.oregon.gov/LCD/docs/goals/goal9.pdf>

The City of Sherwood will comply with Goal 9 by preparing an Economic Opportunities Analysis (EOA), which is used to help develop Comprehensive Plan goals and policies that are consistent with the EOA and which reflect City priorities and strategies. The EOA update will include a number of components to meet the requirements of Goal 9, including an Economic Trends Analysis, a Target Industry Analysis, a Forecast of Employment Land Need, and an Evaluation of Employment Land Supply (the Buildable Land Inventory). The EOA will include specific recommendations for the City's employment areas, including the Tonquin Employment Area and Old Town Sherwood.

Sherwood's Economic Development Strategy, January 2007

The City of Sherwood developed an Economic Development Strategy to identify the needs of both existing and future employers and establish goals, objectives, and actions that will meet those needs in the short term and over the next 20 years. The project included an Economic Opportunities Analysis (EOA) that complied with Statewide Planning Goal 9. The 2007,

Economic Development Strategy Report includes:

- Vision, Goals and Objectives
- Existing Conditions
- Economic Opportunities Analysis
- Fiscal Analysis
- Economic Development Issues
- Action Plan

The Economic Development Strategy was subsequently adopted into the Comprehensive Plan and an EOA summary and economic policies were adopted into the Chapter 4 – Land Use replacing the economic development language, data and policies in the plan from the 1991 update. Below is a link to the full Economic Development Strategy document:

http://www.sherwoodoregon.gov/sites/default/files/fileattachments/Economic%20Development/page/85/economic_development_strategy.pdf

Economic Development and Sherwood’s Current Comprehensive Plan, Update 2007

Chapter 4 - Land Use of Sherwood’s existing Comprehensive Plan is broken into three individual elements, including Buildable Lands, Housing, Economic Development, Zoning and Community Design Elements. The Economic Development Element was updated in 2007 when the City completed an update to the EOA and completed an Economic Development Strategy and adopted them as part of the comprehensive plan. The text of the comprehensive plan economic element contains a vision statement, a summary of the EOA, and economic development policies and strategies.

http://www.sherwoodoregon.gov/sites/default/files/fileattachments/Planning/page/1290/tea_ch_4_comp_plan_changes_attachment_2_part_1_ord.2009-009_update.pdf

The vision statement and the economic development policies and strategies from the comprehensive plan are listed below for your quick reference. These are the current guiding economic policies for the City:

Economic Development Vision

“The City of Sherwood will drive economic development and support businesses that provide jobs for our residents by building on our assets and developing the necessary infrastructure to retain existing businesses and support new businesses. Economic development also will be

supported by maintaining our livability and character as a clean, healthy, and vibrant suburban community where one can work, play, live, shop and do business.”

Economic Development Policies and Strategies

Policy 1: The City will coordinate on-going economic development planning with involved public and private agencies at the state, regional, county and local level.

Strategy:

The City will cooperate with the Washington County OEDP Committee through the exchange of data and the development and implementation of a County Economic Development Plan.

The City will develop and update an economic database through a two-way sharing of information between public and private agencies involved in economic planning.

Policy 2: The City will encourage economic growth that is consistent with the management and use of its environmental resources.

Strategy:

The City will adopt and implement environmental quality performance and design standards for all industrial, commercial and institutional uses.

The City will seek to attract non-polluting industries to the urban area.

The City will acquire and preserve the Cedar Creek and Rock Creek greenways and provide bikeway and pedestrian linkages between residential and non-residential areas.

Policy 3: The City will direct public expenditures toward the realization of community development goals by assuring the adequacy of community services and facilities for existing and future economic development.

Strategy:

The City will develop and implement a 5-year capital improvements program and budgeting system for land acquisition and capital facilities development consistent with the Comprehensive Plan.

The City will coordinate planning with special districts providing services to the urban area to assure the adequacy of those services to support economic development.

The City will continue to develop plans and improvement programs for parks, libraries and other “soft” services, recognizing that adequate facilities in these areas are an important component in business attraction and retention.

Policy 4: The City will seek to improve regional access to the urban area as a means to encourage local economic development.

Strategy:

The City will work with the cities of Tualatin, Tigard, and Wilsonville, MSD, and Tri-Met to improve local access to the Planning Area via Highway 99W and I-5. See transit policies in Chapter 6.

The City will encourage the maximum use of the railroad corridor, encourage the development of spur service lines where needed and evaluate the feasibility of passenger service.

Policy 5: The City will seek to diversify and expand commercial and industrial development in order to provide nearby job opportunities, and expand the tax base.

Strategy:

The City will encourage the revitalization of the Old Town Commercial area by implementation of 1983's "Old Town Revitalization Plan" and the Old Town Overlay Zone.

The City will encourage the development of light industrial and office parks.

The City will seek to attract industries that are labor and capital intensive.

The City will seek to attract "target" industries which will expand industrial sectors inadequately represented in the urban area in order to diversify and stabilize the local economy.

Policy 6: The City will seek funding through EDA or HUD for the rehabilitation of the Old Town and Washington Hill neighborhoods.

Strategy:

The City will seek implementation of new and rehabilitated housing goals set in the Regional Housing Opportunity Plan.

The City will encourage the provision of affordable housing by designating areas within the City for medium density and high density developments, and by participating in State and Federal housing subsidy programs.

In addition to the policies and strategies developed by the Community with the 1990 Comprehensive Plan, the Economic Development Strategy (EDS) developed in 2006 includes the following policies and strategies (referred to as goals and objectives in the EDS).

Policy 1: Support existing businesses and recruit additional businesses that provide local family-wage jobs. Replace any employment land rezoned for other uses with other employment land.

Strategy 1.1: Capture existing workers in Sherwood who now work elsewhere.

Strategy 1.2: Provide locations and support for local jobs for local residents.

Strategy 1.3: Support and build upon manufacturing and other industries likely to produce family-wage jobs.

Policy 2: Support tourism as an economic engine.

Strategy 2.1: Promote the cultural arts and historical attractions as tourism generators.

Strategy 2.2: Continue to promote sporting events (i.e., Sports Town USA) as a tourism engine for Sherwood.

Strategy 2.3: Leverage the presence of the Tualatin River National Wildlife Refuge, and its anticipated 50 to 60 visitors per day, to increase tourism in Sherwood.

Strategy 2.4: Promote Sherwood as the “Gateway to the Oregon wine country.”

Strategy 2.5: Address the lack of hotels or other bed and breakfast lodging within the city limits to increase Sherwood’s tourism potential.

Policy 3: Develop the infrastructure and services necessary to support economic development in Sherwood.

Strategy 3.1: Identify and protect strategic industrial and other employment sites.

Strategy 3.2: Prioritize infrastructure improvement projects according to their anticipated economic benefit.

Strategy 3.3: Calculate the employment land mix necessary to help the city be self-sustaining in terms of the provision of adequate utilities and services.

Strategy 3.4: Encourage the growth of a variety of restaurants and retail establishments that would cater to business people.

Strategy 3.5: Improve transportation access to support tourism and other economic development strategies.

Policy 4: Develop a local workforce of residents whose skills are compatible with the needs of local businesses.

Strategy 4.1: Identify the workforce needs of local employers.

Strategy 4.2: Provide workforce training for Sherwood residents.

Commercial Planning Designations

General Objectives

1. To provide for commercial activities which are suitable to regional, community and neighborhood demand.
2. To locate commercial activities with safe and convenient access by consumers.
3. To encourage the location of commercial uses in well-planned commercial centers.
4. To provide an adequate amount of serviceable commercial land that meets market demand.

Policies and Strategies

In order to address the above general objectives the following policies are established.

Policy 1. Commercial activities will be located so as to most conveniently service customers.

Strategy:

Community wide and neighborhood scale commercial centers will be established.

Commercial centers will be located so that they are easily accessible on major roadways by pedestrians, auto and mass transit.

Neighborhood commercial centers will be designated in or near residential areas upon application when need and compatibility to the neighborhood can be shown.

Policy 2. Commercial uses will be developed so as to complement rather than detract from adjoining uses.

Strategy:

Commercial developments will be subject to special site and architectural design requirements.

The number and locations of commercial use access will be limited along major streets in accordance with the City's Transportation Plan.

Non-Retail and primarily wholesale commercial uses will be separated from retail uses where possible.

The older downtown commercial area will be preserved as a business district and unique shopping area.

A buffer between commercial uses and adjoining greenways, wetlands, and natural areas shall be established.

Policy 3. Highway 99W is an appropriate location for commercial development at the highway's intersections with City arterial and major collector roadways.

Policy 4. The 1983 “Sherwood Old Town Revitalization Plan” and its guidelines and strategies are adopted as a part of the Sherwood Comprehensive Plan.

The City will continue to encourage implementation of the goals, objectives, strategies and improvement projects outlined in the “Old Town Revitalization Plan.”

Industrial Planning Designations

General Objectives

1. To encourage the development of non-polluting industries in designated, well planned industrial areas.
2. To locate industrial development so as to assure its compatibility with the natural environment and adjoining uses.
3. To establish criteria for the location of designated classes of industrial uses.
4. To promote diversification of the City's economic base by promoting business retention and expansion, business recruitment and marketing.
5. To assure that public facilities are extended in a timely and economic fashion to areas having the greatest economic development potential.

Policies and Strategies

In order to address the above general objectives, the following policies for industrial development are established.

Policy 1. Industrial uses will be located in areas where they will be compatible with adjoining uses, and where necessary services and natural amenities are favorable.

Strategy:

Only non-polluting industries meeting specific performance standards relating to noise, glare, vibration, water, air and land pollution will be allowed. Industrial uses will be subject to special design and site review standards including those assuring proper access, landscaping, buffers, setbacks and architectural design. Buffers shall be established between industrial uses and designated greenways, wetlands and natural areas.

Industrial uses will be encouraged to locate in industrial planned unit developments.

Industrial development will be allowed only on suitable land and soils which have adequate support strength.

Industrial development will be restricted to those areas where adequate major roads, and/or

rail, and public services can be made available.

Policy 2. The City will encourage sound industrial development by all suitable means to provide employment and economic stability to the community.

Strategy:

The City will allocate land to meet current and future industrial space needs which will provide an appropriate balance to residential and commercial activities.

The City will encourage clean capital and labor intensive industries to locate in Sherwood.

The City will prohibit the development of large-scale retail uses with significant traffic impacts and large parking requirements on industrially zoned land.

Tonquin Employment Area Concept Plan (2010) and Implementation Plan (2015)

The Tonquin Employment Area (TEA) was brought into the Urban Growth Boundary by Metro in 2004 and the City of Sherwood completed a concept plan for the area in 2010. While this area is not yet in the City of Sherwood, in 2013, residents of Sherwood voted to support annexation when property owners choose to submit requests to the City Council. In an effort to continue to help facilitate the ultimate development of the area, the City applied for and received a grant from Metro to prepare an implementation plan for the TEA. The implementation plan is complete and was formally accepted by the City Council on June 16, 2015. The implementation plan provides an in depth analysis of issues and opportunities along with specific recommendations that the City could consider to help provide incentives or remove obstacles to encourage development in the area.

<http://www.sherwoodoregon.gov/planning/page/tonquin-employment-area-tea>

Since most of Sherwood's buildable employment land in in the TEA, this document contains significant additional economic development policies and actions of the City of Sherwood.

Economy and Sherwood's Comprehensive Plan Vision 2018

In 2018, the City of Sherwood undergoing a comprehensive plan visioning process. The process will create a new vision statement, goals, and action items to achieve in the next 20 years. The vision, goals, and actions received input from a variety of people and groups, including the Sherwood citizens, a Citizen Advisory committee (CAC), staff, City Council, Planning

Commission, and a variety of other stakeholders through a series of community events, community conversations, surveys, and Town Halls/Vision Summits.

The visioning process will bring about several goals and action items that will relate to the Comprehensive Plan Economy chapter.

Vision Goal Statements: TBD

Vision Action Items: TBD

Policy Questions, Observations, and Implications

In determining how the Comprehensive Plan Update can support Sherwood’s Comprehensive Vision goals and the EOA in terms of buildable lands, assets, trends, opportunities and challenges; we can consider the following questions and observations:

- How do we increase the percentage of people that both live and work in Sherwood?
- What types of businesses/industries does Sherwood want to attract over the next 20 years and how should we accommodate their land needs?
- Should the zones for industrial and commercial uses be more or less flexible for cross-over uses?
- What are Sherwood’s advantages and disadvantages in terms of economic development and job creation?
- Should Sherwood prioritize the development of infrastructure and provision of services to employment land over residential land or other general fund community services?
- How should we account for emerging trends and technology that may impact the economy, such as increased automation, e-commerce, and self-driving cars?
- Please provide additional thoughts on policy questions, observations and implications
