



*Home of the Tualatin River National Wildlife Refuge*

# **Town Center Plan Steering Committee Meeting Packet**

**FOR**

**Tuesday, May 14, 2013  
Following the regular  
Planning Commission meeting**

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



**City of Sherwood  
PLANNING COMMISSION**

**Sherwood City Hall  
22560 SW Pine Street  
Sherwood, OR 97140  
May 14, 2013 at 7PM**

**AGENDA**

- 1. Call to Order/Roll Call**
- 2. Agenda Review**
- 3. Consent Agenda:**
  - a. April 9, 2013 Planning Commission Minutes
- 4. Council Liaison Announcements**
- 5. Staff Announcements**
- 6. Community Comments**
- 7. New Business**
  - a. Southwest Corridor Plan Update
  - b. Question and Answer Forum
- 8. Adjourn to Town Center Plan Steering Committee Meeting**

**Town Center Plan Steering Committee  
Meeting Agenda**

**Sherwood City Hall  
22560 SW Pine Street  
Sherwood, OR 97140  
May 14, 2013**

(Following the Planning Commission Meeting)

**The Planning Commission is the Steering Committee for the Sherwood Town Center**

**AGENDA**

- 1. Call to Order**
- 2. Consent Agenda:**
  - a. February 12, 2013 Town Center Plan Steering Committee Minutes
- 3. New Business**
  - a. Presentation and discussion of Sherwood Town Center and Action Plan
- 4. Question and Answer Forum**
- 5. Adjourn**

# **Consent Agenda**

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**City of Sherwood, Oregon  
Sherwood Town Center  
Steering Committee Minutes  
February 12, 2013**

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**Steering Committee Members Present:**

Chair Patrick Allen  
John Clifford  
Russell Griffin  
Lisa Walker

**Staff Present:**

Julia Hajduk, Community Development Director  
Michelle Miller, Associate Planner  
Kirsten Allen, Planning Dept. Program Coordinator

**Steering Committee Members Absent:**

Brad Albert  
Michael Cary  
James Copfer

**1. Call to Order/Roll Call**

Community Development Director, Julia Hajduk called the meeting to order at 6:08 pm.

**2. Agenda Review**

The agenda consisted of a presentation and discussion of Sherwood Town Center Plan Alternative Evaluation Report of the Sherwood Town Center

**3. Consent Agenda**

There were no consent agenda items.

**4. Community Comments**

There were no community Comments

**5. Old Business**

**a. Presentation and discussion of Sherwood Town Center Plan Alternative Evaluation Report**

Julia introduced Darci Rudzinski, Angelo Planning Group and Chris Maciejewski, DKS Associates to discuss the Sherwood Town Center Plan and informed the Committee that Russell Griffin and John Clifford were also members of the Stakeholders Advisory Committee (SAC).

Ms. Rudzinski began a presentation (see record, Exhibit 1) and said that throughout the process she asked the SAC foundational questions regarding what the Sherwood Town Center should look like; where the activity area should be and how intense they should be. Ms. Rudzinski said the Sherwood Town Center should look like Sherwood and capitalize on characteristics that have the most meaning for people, building on them. The plan is not limited to size, but needs a boundary, a definition of what town center is with goals, policies, and action items to help make the town center come to fruition.

Ms. Rudzinski said that staff and consultants helped the SAC come up with a draft vision statement that is the overarching vision guiding the process.

*Sherwood Town Center is a lively, safe, and beautiful place that embodies the best of Sherwood, a family friendly community with historic roots that enthusiastically plans for a bright future. The Town Center is the focal point of community life and commerce: neighbors and visitors come together here to eat, shop, work, and play. The mix of housing, restaurants, shops, parks, natural areas and public gathering spaces that front vibrant, tree-lined streets supports existing businesses and attracts new businesses and visitors. Getting to and getting around the Town Center is easy, whether you are traveling on foot, by bike, by skateboard, on a bus, or in a car.*

Ms. Rudzinski explained that the project goals were developed early in the project.

- *Goal 1 – Community Involvement: Provide meaningful opportunities for community members to be involved in the Sherwood Town Center Plan process, including those most directly affected by the outcomes, as well as the community at large.*
- *Goal 2 – Town Center Vision: Develop an overarching vision that guides the development and redevelopment in the Town Center; evaluation of land use, transportation, and design alternatives; and agency coordination and plan implementation.*
- *Goal 3 – Land Use and Transportation: Develop a plan for the Sherwood Town Center that supports economic development and urban vibrancy, encourages active transportation, and improves safety and efficiency for all modes of transportation.*
- *Goal 4 – Plan Coordination: Ensure consistency with existing local and regional plans and land use regulations, particularly recent updates to plans and regulations. Coordinate efforts with planning processes in progress.*
- *Goal 5 – Implementation: Develop an appealing, cost-effective, and politically achievable plan to implement project recommendations.*

Ms. Rudzinski explained that the process is a little over half way through and just passed the alternatives evaluation portion of the project, that guidance was received from the SAC, TAC and members of the public and consultants were trying to build a plan around a preferred alternative.

Ms. Rudzinski commented that a town center boundary should include all of the activity areas and places where people go to get goods and services. She said green space is a big part of Sherwood and also what makes town centers vibrant adding that the Cedar Creek Trail it is an enhancement to the City's transportation system.

Ms. Rudzinski explained that there are three "nodes" of activity; Six Corners, Old Town and the emerging Langer Farms PUD and a market analysis and a transportation analysis were done that looked for opportunities and constraints within the boundaries of the study area. She said opportunities were identified with things to build on in the community and the public was asked for feedback at the first open house with the result being three alternatives developed from the feedback.

Ms. Rudzinski explained that Alternative 1 focuses squarely on Old Town and was concerned with access and getting people to that area. If Sherwood were to experience more growth, it would be in Old Town and concentrated growth would occur through land use changes and transportation.

Chair Allen asked regarding the paradox of people saying they wanted more growth in Old Town and the controversy that happens when development comes to the Old Town area.

Ms. Rudzinski answered that as information comes forward about the implications of certain land use in particular areas people begin to understand the tradeoffs. Part of the exercise was to describe and find areas that could, over time, intensify and provide more activity, more types of uses and more support for existing businesses. Ms. Rudzinski said it could even include the need for certain types of businesses, but conversely there would be more traffic, more congestion downtown (that may require circulation changes), and parking issues when there are more businesses and restaurants. Ms. Rudzinski said transit was discussed and the need for more users in order to get more frequency, but in order to have transit you need to have people in nodes of concentrated areas.

Julia explained that the idea of only Old Town being a town center was before any alternatives were developed and once people realized what that would look like they no longer thought that the town center should be merely Old Town.

Mr. Maciejewski added that there might also be definitions of what you do not want as part of the town center and while Metro guidelines suggest 40 people per acre as a density guideline in a town center, Metro was clear that Sherwood can make the town center what the City wants it to be. Mr. Maciejewski said high capacity transit from Portland to Sherwood will require that higher density however, and consultants have been guided to about 1/2 of that density that is more in line with the character that is there today.

Julia said that if the community wants high capacity transit, then staff will work towards that, it just is not as easy a sell.

Ms. Rudzinski explained that Alternative 2 is the entire study area and understands the importance of connections between 99W and Old Town. It concentrates more on what can be done in the Six Corners area, making it a multi-model mixed-use area that fits a town center definition. Ms. Rudzinski said that Alternative 2 emphasizes making 99W less of a barrier by slowing down traffic and narrowing it to help people get across it and to accommodate high capacity transit. Ms. Rudzinski said that the high capacity transit would go down 99W and Sherwood Blvd. into old town and there would be a big emphasis on north to south bike and pedestrian connections.

Ms. Rudzinski explained that the Alternative 3 focuses on the inside of the natural boundaries and re-envision Langer Drive as a main street, making it more pedestrian friendly with building entrances facing the street. She said Alternative 3 is a combination of development and redevelopment by looking to Six Corners and Old Town to absorb some of the 20 year growth through more density over time.

Ms. Rudzinski commented that gateway locations were discussed in all three alternatives, as well as land use assumptions and transportation needs. In Alternative 3, high capacity transit would occur along Langer Farms Parkway and all alternatives include bike and pedestrian improvements.

Ms. Rudzinski said the alternatives were weighed against the goals and objectives that were established and traffic implications showed that there are issues with signalized intersections that do not meet state targets.

Ms. Rudzinski commented that a comparative analysis was made by comparing each alternative with the set criteria and none of the alternatives were perfect. She said the information from the comparative analysis was taken to the second open house where the public was asked which alternative best builds on or promotes the unique character of the area and what allows for the best mix of land uses and housing that promotes economic development and growth. Ms. Rudzinski said that City staff had created a survey with additional questions pertaining to walking distances, transit service within the city, desired amenities, and what was most important to help the city prioritize resources and investment.

Ms. Rudzinski said that Alternative 3 was strongly supported and although there was some discussion to include the residential area south of Old Town the SAC voted not to include this area. Ms. Rudzinski showed a list of potential implementation action items as a recommendation for the Town Center Plan and said the Committee may want to provide direction to modify the development code, to consider the Old Town Overlay and needed parking management. Ms. Rudzinski said that the next step was to develop an implementation report on how to reach the goals, with policies and a financial report.

Julia stated that staff wanted direction from Steering Committee, whether it was a consensus to move forward with Alternative 3 as recommended by the SAC and TAC, or to move forward with adjustments, so the consultant team could analyze it in greater detail. Julia asked for feedback from the committee regarding thoughts or concerns that need to be considered as the consultants prepare the implementation report.

Chair Allen asked for reaction to the recommended option. All present committee members were in favor of Alternative 3 voicing concerns for traffic and improving the intersections at 99W to make it easier for people to cross safely. Questions were asked regarding attendance to public meetings and concerns expressed about making a choice that would later be unfavorable, but too late in the process to amend. Discussion followed regarding public outreach and the decision making process.

Julia remarked that staff would work on finding ways to improve public involvement.

## 5. Adjourn

The meeting was adjourned at 6:54 pm.

Submitted by:

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Kirsten Allen  
Planning Department Program Coordinator

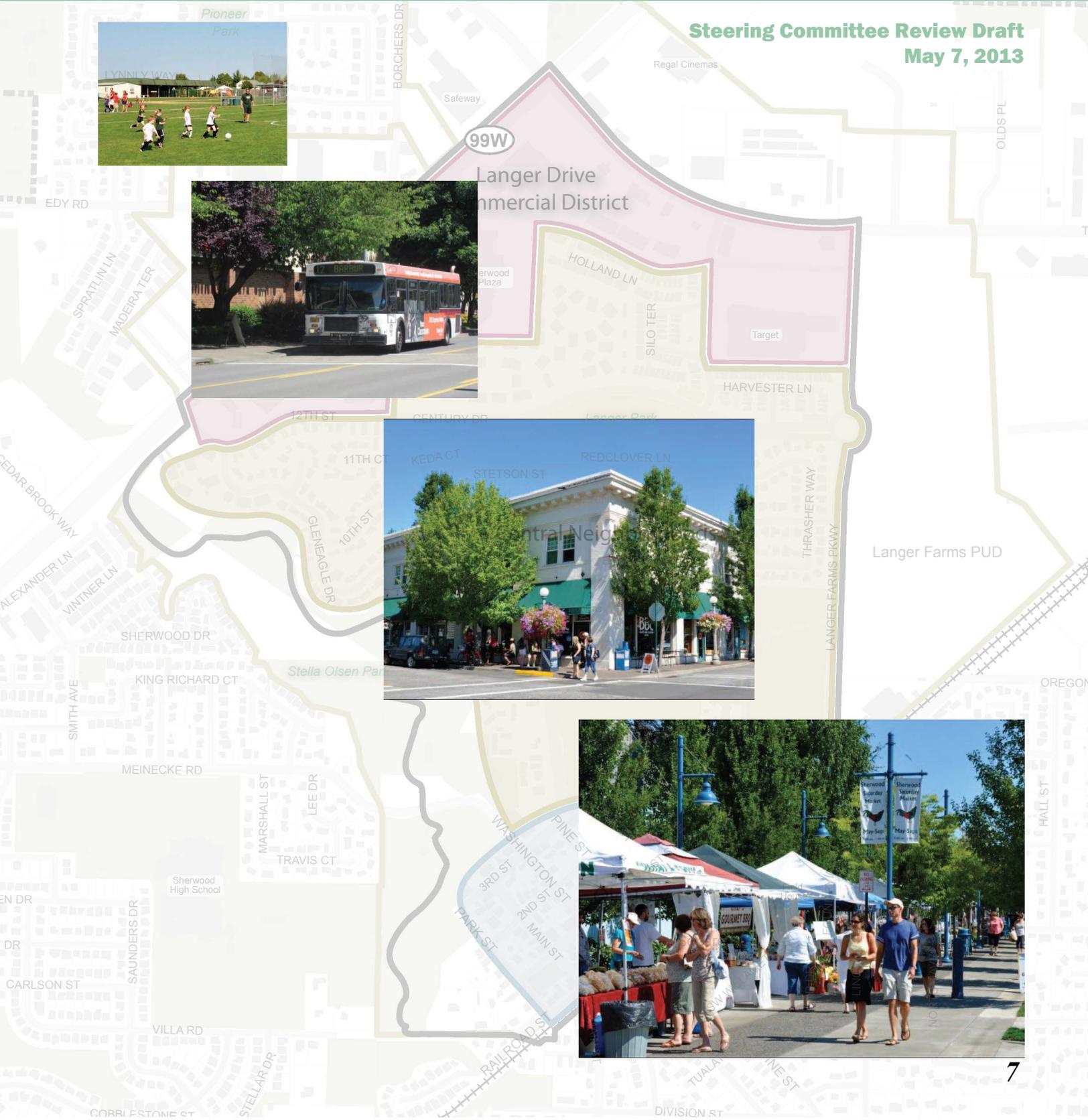
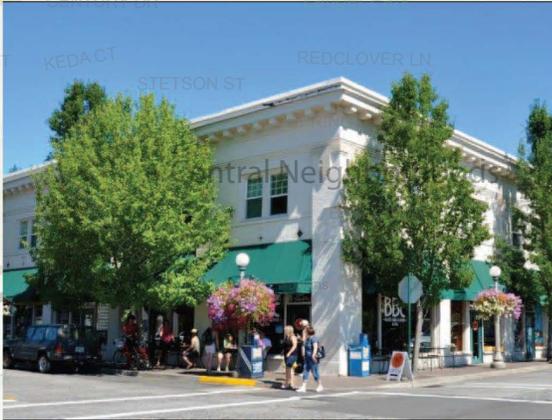
Approval Date: \_\_\_\_\_

# **New Business Agenda**

## **Item A**

# SHERWOOD TOWN CENTER PLAN

**Steering Committee Review Draft  
May 7, 2013**



# Acknowledgements

## City Council

**Bill Middleton, Mayor**  
**Matt Langer**

**Dave Grant**  
**Linda Henderson**

**Krisanna Clark**  
**Robyn Folsom**

## Planning Commission

**Patrick Allen, Chair**  
**Michael Cary**

**Russell Griffin**  
**John Clifford**

**James Copfer, Vice Chair**  
**Jean Simson**

**Lisa Walker**

## Technical Advisory Committee

**Seth Brumley** (*Oregon Department of Transportation*)  
**Anne Debaut** (*Department of Land Conservation and Development*)

**Anne Elvers** (*Washington County*)  
**Kelly Betteridge** (*Tri-Met*)  
**Brian Harper** (*Metro*)

**Marissa Daniels** (*City of Tigard*)  
**Cindy Hahn** (*City of Tualatin*)

**Amber Wierck** (*Clean Water Services*)  
**Bob Galati, PE** (*Sherwood City Engineer*)

## Stakeholder Advisory Committee

**Kate Nooreen**  
**Dr. Scott Johnson**  
**Allen Bower**  
**Kevin Bates**

**Chris Daniell**  
**Heather Cordie**  
**Arunima Vijay**  
**Zana Mays**

**Amy/Chuck Boyle**  
**Charles Choi**  
**Charles Harbick**  
**Mary Reid**

**Bob Silverforb**  
**Russell Griffin (PC)**  
**John Clifford (PC)**

## City Staff

**Julia Hajduk, Community Development Director**

**Brad Kilby, Planning Manager**

**Michelle Miller, Associate Planner**

## Consultant Team

**Angelo Planning Group**

**SERA Architects**

**DKS Associates**

**Alta Planning & Design**

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and the State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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*Sherwood Town Center Plan Project Goals, Objectives and Evaluation Criteria*

## Appendix B:

*Sherwood Town Center Public Involvement Plan*

## Appendix C:

*Open House Materials*

## Appendix D:

*Existing Conditions Report*

## Appendix E:

*Alternatives Evaluation Report*

## Appendix F:

*Traffic Analysis*

## Appendix G:

*Town Center Action Plan*

# Executive Summary

The Sherwood Town Center Plan designates and lays out a plan for a “Town Center” that both meets regional planning objectives and guides future growth and development in a way that is unique to Sherwood. The Town Center designation is intended to recognize and enhance principal centers of urban life within the region while acknowledging that these centers of activity are diverse and embody a strong sense of community identity. The Town Center Plan establishes the boundaries of the Sherwood Town Center, describes the vision for the area, and identifies a framework and strategies for realizing that vision.

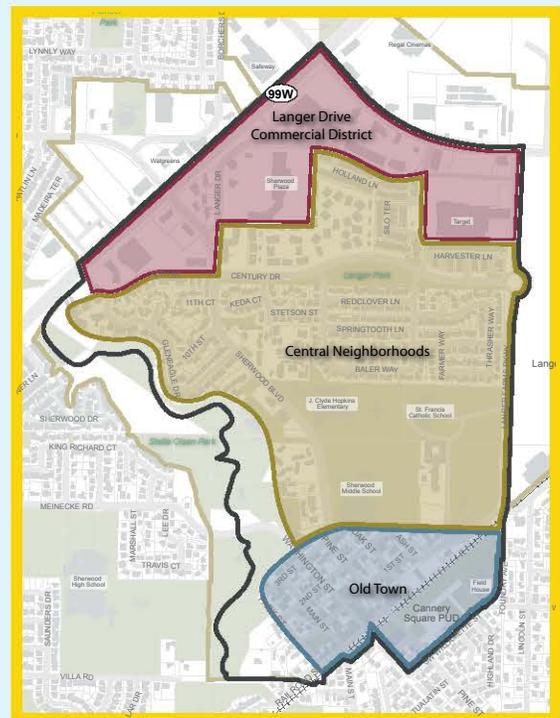
The Town Center Plan is the culmination of a year-long planning process involving residents, business owners, city staff and officials. Guided by an overarching set of goals and objectives, the project team and the community explored the opportunities and constraints to creation of a successful Town Center, developed and evaluated three distinct alternatives for a Town Center designation, and ultimately selected a preferred alternative that has become the basis for this plan.

The following overarching vision statement describes the uses, activities, look, and feel of the Town Center and articulates the desired outcome of future development, redevelopment, and investment in the area:

*Sherwood Town Center is a lively, safe, and beautiful place that embodies the best of Sherwood, a family friendly community with historic roots that enthusiastically plans for a bright future. The Town Center is the focal point of community life and commerce: neighbors and visitors come together here to eat, shop, work, and play. The mix of housing, restaurants, shops, parks, natural areas and public gathering spaces that front vibrant, tree-lined streets supports existing businesses and attracts new businesses and visitors. Getting to and getting around the Town Center is easy, whether you are traveling on foot, by bike, by skateboard, on a bus, or in a car.*

The Town Center boundary recognizes the natural and man-made features that may act as barriers to connectivity and cohesion – including Highway 99W to the northwest, Cedar Creek to the west, the railroad tracks to the southwest in Old Town, the industrial area to the east, and Tualatin-Sherwood Road to the north – and focuses on enhancing the area within these boundaries. Both the historic Old Town area and the commercial areas south of Highway 99W and Tualatin-Sherwood Road are included within the Town Center boundary, as well as the intervening residential areas and school properties.

Today, the Town Center encompasses many elements that are integral to a successful, vibrant community, including a diverse mix of civic uses, parks and gathering spaces, office uses, restaurants, coffee houses, specialty shops, and larger retailers; transit service; and a walkable historic retail area in Old Town. However, some intensification of commercial and residential development over time is appropriate within the Town Center in order to support the vision of a vibrant community focal point hosting a variety of successful businesses. The focus for future growth is in Old Town, existing commercial areas south of Highway 99W and Tualatin-Sherwood Road, and along the southern portion of Sherwood Boulevard within the Town Center. Old Town



is envisioned to support somewhat higher density development than exists there today, with high-quality mixed use development that respects the historic character of the area. In the “Langer Drive District” south of Highway 99W and Tualatin-Sherwood Road, future redevelopment within existing shopping centers will gradually transform the area into a walkable, active shopping district with more pedestrian-oriented buildings that continue to attract regional and national businesses. The emphasis for the residential neighborhoods within the Town Center is on improving bicycle and pedestrian connections; the current mix of housing types and densities — including single-family homes on small to relatively large lots, duplexes, townhouses, apartments, and senior housing — is expected to remain stable over time, with modest increases in density in limited locations.

A variety of transportation improvements are identified to make the Town Center safer and more attractive for pedestrians and bicyclists, to better support transit service to the area, and to increase the availability of transportation options to and within the Town Center. Improving streets and public spaces throughout the Town Center will also unify a growing retail sector, existing and future housing, and parks. Calm roadways that are safe for all users, featuring stormwater and landscape elements, attractive streetscapes, and easy access for people on foot and bicycle are a key component of the Town Center. New street designs and bicycle/pedestrian improvements on Sherwood Boulevard, Langer Drive, and select local streets will improve the safety and desirability of walking and biking within the Town Center while maintaining access for cars and transit vehicles. Additional off-street, multi-use trails are planned to improve connectivity for bicycles and pedestrians. The Town Center Plan also supports enhanced local service as well as bus rapid transit connections to other regional destinations. Managing parking appropriately to provide sufficient parking for residents and businesses while using land efficiently is also critical to creating a vibrant Town Center.

Additional transportation improvements are recommended in order to support the level of future growth and development envisioned within the Town Center. [Additional references to transportation mitigation measures may be included here.]

The Town Center Plan includes policies and strategies that will guide future planning, development, and public investments within the Town Center. Key policies include:

- Support programs and improvements that facilitate a greater awareness of the unique attributes of the Town Center.
- Encourage higher residential densities in targeted areas within the Town Center.
- Encourage an appropriate mix of activities and uses within the Town Center.
- Ensure that new development and redevelopment within the Town Center contribute to a pedestrian-friendly environment.
- Encourage property owners to invest in development that supports the Town Center vision.
- Support transit service in the Town Center, including maintaining a local transit service network and planning for future high-capacity transit service to neighboring cities.
- Implement transportation system improvements and standards that increase access and improve safety for all modes of transportation within the Town Center.
- Balance the need for vehicular mobility within the Town Center with other transportation and land use goals and priorities.
- Provide sufficient parking for businesses and residents, while maximizing the efficiency of parking areas.

The Town Center Action Plan, a companion document to the Town Center Plan, details specific actions that the City will undertake to help implement these policies.

# The Planning Process

## Project Background

The Town Center Plan is the culmination of a year-long planning process that began in Spring 2012. The project was funded in part through a Transportation Growth Management (TGM) grant from the Oregon Department of Transportation (ODOT). The intent of the planning process was to identify and develop a plan for a “Town Center” that would both meet regional planning objectives and guide future growth and development in a way that was unique to Sherwood. The Town Center designation is intended to recognize and enhance principal centers of urban life within the region while acknowledging that these centers of activity are diverse and embody a strong sense of community identity.

The City identified a possible area for a Town Center in 2000, when the Sherwood City Council provided direction to Metro to designate the commercial area on Highway 99W as Sherwood’s Town Center. The Town Center designation was based on the recognition that “Six Corners”<sup>1</sup> is the City’s main retail commercial area. A plan was never developed for the original Town Center designation, and the City decided that before investing the time and energy to develop a plan, the community should re-visit the question of where it would be appropriate to enhance and encourage development consistent with a vibrant, mixed use Town Center.

## Public Involvement Overview

Early in the project, a Public Involvement Plan was developed to guide public outreach and involvement (see Appendix A). The City also created and maintained an up-to-date project website and utilized a distribution list to ensure that information, including opportunities for participating in the planning process, was distributed in a timely manner to those that had an interest in the project.

A Technical Advisory Committee (TAC), made up of staff from various City departments and representatives from other jurisdictions, and a Stakeholder Advisory Committee (SAC) made up of citizens who live, work, and/or own business or property in the Study Area, were established to review policy-related and technical materials associated with the project and to provide feedback and guidance. A Steering Committee comprised of the Planning Commission also guided the direction of the project and provided recommendations. Other citizens became involved through the City’s project web page, or through participation at two public open houses.



<sup>1</sup> Before Highway 99W was widened, Tualatin-Sherwood Road, Sherwood Boulevard and Highway 99W intersected in a way that created “Six Corners,” a name that is still in use for this area.

# Project Goals and Objectives

An initial step in the planning process was identifying draft goals and objectives for the Sherwood Town Center Plan project. Five goals were developed to guide the planning process and provide a framework for the criteria that was used to evaluate potential development and redevelopment scenarios (see Figure 1). The goals, associated project objectives, and the evaluation criteria developed to compare alternatives can be found in Appendix B.

Project committee members also discussed important characteristics of a Sherwood Town Center and created a draft vision statement meant to both describe and inspire actions associated with a future Town Center (see page 6).

Figure 1 - Project Goals



## Identifying Opportunities and Constraints

The Existing Conditions Report identifies a variety of opportunities within the study area that could contribute to a successful town center, as well as some potential barriers to achieving that vision (see Appendix C). This report includes a summary of the policy and regulatory requirements that govern land use and transportation planning in the area, as well as an overview of economic conditions from a market analysis developed for the project and existing and future traffic conditions. Key findings are summarized below.

- Old Town contains most of the historic buildings in Sherwood and is characterized by its traditional charm. There are numerous small, independent retailers, restaurants, and offices in the area and it attracts people for unique shopping, recreation, and casual entertainment. Recent development in Old Town is resulting in a wide variety of uses, consistent with the types that enliven a Town Center (commercial, employment, higher-density residential, and institutional/public uses).
- Six Corners serves as the regional shopping destination for many area residents, and businesses are generally performing well. Recent development along Highway 99W has been retail-focused, and both new and existing businesses are reliant on visibility from high volumes of motorists.
- Commercial zoning in the two activity areas is predominantly Retail Commercial (RC), which allows for a wide range of uses, including high density residential. A potential liability of RC zoning is that it allows auto-oriented uses, such as service and repair stations, drive-throughs, and other services that can compromise the pedestrian and human-scale orientation of a Town Center. In Old Town, this is mitigated in part by overlay district regulations, which prohibit drive-throughs.
- High density residential areas lie north of Century Drive, northwest of Gleneagle Drive, and in the Old Cannery section of Old Town. Lower density residential neighborhoods lie to the east and west of Sherwood Boulevard south of Century Drive and in the northwest and northeast portions of Old Town.
- There are several schools and other civic/institutional uses between Old Town and Century Drive.
- There are relatively few vacant parcels that are not already committed to development through an approved planned unit development. While there are some larger vacant parcels north of Tualatin-Sherwood Road and northwest of



Highway 99W, there are only small, scattered undeveloped sites in and around Old Town.

- Sherwood can expect continued growth in all of the major land use categories, including residential, retail, and office. Infill and redevelopment are expected to play a key part in the future growth of the City, as Sherwood and the rest of the region face economic, political, and environmental constraints to urban growth boundary expansion.
- For sale townhomes and rental housing should be viable in the Sherwood market area. Development with attached housing types built over commercial uses is more likely to develop in Old Town.
- Several major arterial streets provide automobile access to the area but are difficult to cross, especially for people walking, bicycling, or using transit. Highway 99W provides regional connections north to Tigard and south to Newberg; Tualatin-Sherwood Road provides a connection to Tualatin and Sherwood Boulevard and Lager Farms Parkway leads people to Old Town, but access and navigation to Old Town is often not clear.
- Public transit includes TriMet local bus service between Sherwood and Tigard, as well as express service into Downtown Portland from Tigard during the peak morning commute time and Yamhill County Transit Area bus service between Sherwood and cities in Yamhill County along Highway 99W.
- The Southwest Corridor Plan is exploring the possibility of high capacity transit along the Barbur Boulevard/Highway 99W/I-5 corridor between Portland and Sherwood. This corridor is a regional priority for high capacity transit expansion due to existing traffic and transit counts and future ridership projections.
- Connectivity between the Six Corners area and Old Town is limited to major roadways – Sherwood Boulevard and Lager Farms Parkway. The planned Cedar Creek Trail will provide a third connection for bicycles and pedestrians.

These findings were presented to the TAC and SAC and also to the public at an open house in order to help project participants understand the strengths and weaknesses of possible Town Center locations.



## Developing and Evaluating Alternatives

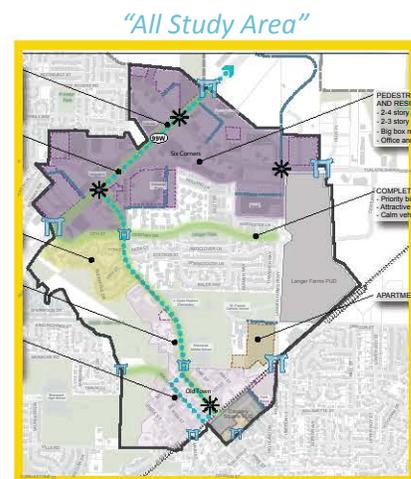
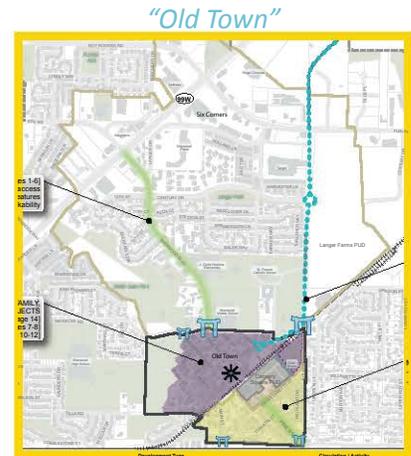
The project team took information gained from the first open house, along with the input received from the stakeholder interviews and TAC and SAC meetings, and developed three land use and transportation alternatives – “Old Town”, “All Study Area”, and “Edges” – that illustrated distinctly different boundaries and development options for a future Town Center. Each of the three alternatives assumed a different geographic focus for future increased density, different locations for high capacity transit, and different packages of bicycle and pedestrian improvements. The “Old Town” alternative focused high intensity new development

exclusively in and around Sherwood's historic Old Town. "All Study Area" assumed new high intensity growth on both sides of Highway 99W, with the greatest changes in the commercial areas near the highway, as well as some in-fill and redevelopment in Old Town. "Edges" included both the commercial areas south of Highway 99W and Tualatin-Sherwood Road and Old Town and assumed modest changes would happen over time in both areas. This description of the alternatives and an analysis of these assumptions is included in the Alternatives Evaluation Report (Appendix E).

The consultant team analyzed the future vehicular traffic conditions under the three alternatives and compared their potential impacts to the street system. The project team also compared the alternatives using the evaluation criteria developed earlier in the process. The evaluation criteria highlight the community's desire to promote economic growth and vitality, allow for a mix of uses, and build on desirable and unique characteristics, while maintaining the safety and functionality of the area's transportation system. These criteria also recognize the need for consistency between the Town Center Plan and other state and regional regulations. Key findings of the evaluation are summarized below.

- All of the three alternatives explored included elements that would support successful implementation of a Town Center.
- The "Old Town" alternative, while building on recent investment in Old Town, had the least amount of opportunities for increasing activity and hosting additional mixed-use development due to its small geographic area and the limited vacant land in Old Town. The level of intensity envisioned in this alternative could result in changes that are incongruent with the historic character of the area.
- The "All Study Area" alternative provided for the greatest growth potential both in residential density and employment/commercial uses but, due to the emphasis on connecting across Highway 99W, required major and difficult changes to the highway and state transportation policies.
- Both the "Old Town" and "All Study Area" alternatives could affect traffic in ways that may be unacceptable to the community.
- The "Edges" concept best balances targeted changes in both Old Town and Six Corners, while respecting the inherent character and limitations of the area.

Participants at a second Open House reviewed this analysis and provided their own evaluation of the alternatives through a "dot exercise". They also shared their desired characteristics for a Town Center through a questionnaire. While input was mixed, participants generally favored the "Old Town" and "Edges" alternatives (see Town Center Open House Summary, Appendix C). The TAC and SAC also reviewed and discussed the three alternatives, the evaluation provided by the project team, and the open house results. The TAC identified major regulatory challenges with the "All Study Area" alternative; SAC members strongly favored the "Edges" alternative, as did the Steering Committee. As a result of this feedback, the "Edges" alternative was selected as the preferred alternative that has become the basis for this plan.



# The Vision

The following overarching vision statement describes the uses, activities, look, and feel of the Town Center and articulates the desired outcome of future development, redevelopment, and investment in the area.

## Vision Statement

*Sherwood Town Center is a lively, safe, and beautiful place that embodies the best of Sherwood, a family friendly community with historic roots that enthusiastically plans for a bright future. The Town Center is the focal point of community life and commerce: neighbors and visitors come together here to eat, shop, work, and play. The mix of housing, restaurants, shops, parks, natural areas and public gathering spaces that front vibrant, tree-lined streets supports existing businesses and attracts new businesses and visitors. Getting to and getting around the Town Center is easy, whether you are traveling on foot, by bike, by skateboard, on a bus, or in a car.*



# The Town Center

This section defines the Town Center, including its boundaries, what it looks like today, and the desired land use pattern and development character for the future. This section also describes and illustrates the gateways, corridors, and “complete streets” that visually and physically connect the land uses and activities in the area and the transportation system improvements needed to support growth and redevelopment within the Town Center.

## Town Center Boundary

The Town Center boundary recognizes the natural and man-made features that may act as barriers to connectivity and cohesion – including Highway 99W to the northwest, Cedar Creek to the west, the railroad tracks to the southwest in Old Town, the industrial area to the east, and Tualatin-Sherwood Road to the north – and focuses on enhancing the area within these boundaries. This boundary was previously described as the “Edges” alternative in the alternatives evaluation phase of the project. Both Old Town<sup>1</sup> and the commercial areas south of Highway 99W and Tualatin-Sherwood Road are included within the Town Center boundary, as well as the intervening residential areas and school properties.

## Existing Conditions

Today, the Town Center encompasses many elements that are integral to a successful, vibrant community, including a diverse mix of civic uses, parks and gathering spaces, office uses, restaurants, coffee houses, specialty shops, and larger retailers. Within the Town Center, commercial uses are concentrated along Langer Drive, Highway 99W and Old Town. The Town Center also provides a variety of housing choices, including apartment buildings, townhomes, senior housing, income-restricted affordable housing, upper-story apartments over commercial in Old Town, and established single-family neighborhoods. There are relatively few vacant parcels in the Town Center that are not already committed to approved planned unit development projects and little land likely to redevelop in the near term.

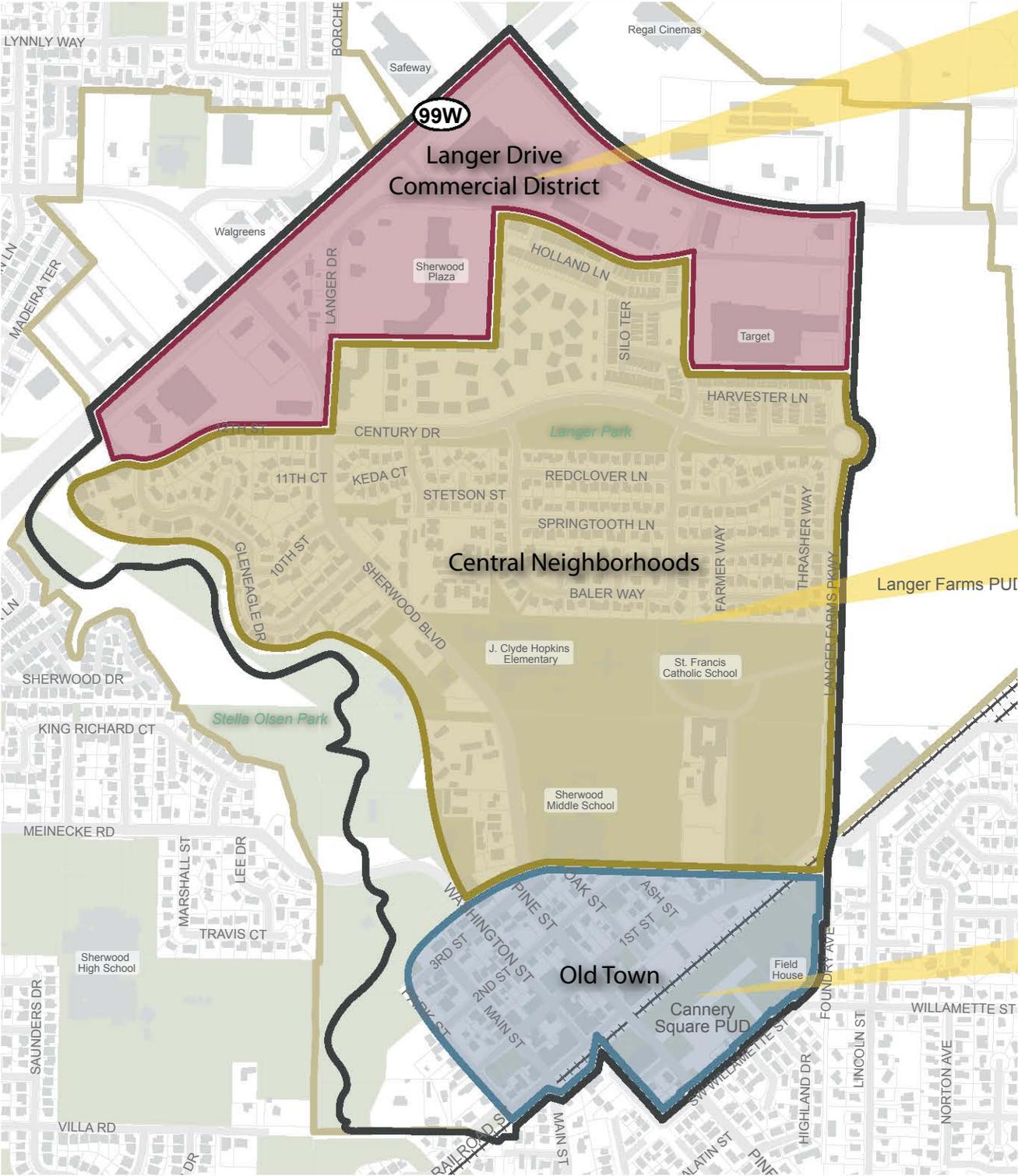
The existing public services and civic spaces available within the Town Center lend to the vitality of the area. In addition to the senior center mentioned above, the Town Center hosts City Hall, the Public Library, and three schools (Sherwood Middle School, Clyde Hopkins Elementary School, and St. Francis School). There are also plans to construct the new cultural arts-oriented Sherwood Community Center as part of the Cannery Square Planned Unit Development in Old Town. Park and recreational uses also enrich the Town Center, including Cedar Creek Trail, Stella Olsen Park, and Cannery Square plaza.

Major roadways in the Town Center are generally adequate to serve vehicular traffic and Tri-Met and Yamhill County Transit Area operate public transit service to and from the area. While the major roadways within the Town Center generally have complete sidewalks, they often lack bicycle facilities and in many cases the sidewalks are narrow and are not separated from the curb by a landscaped buffer (Langer Farms Parkway, which was recently improved, is a notable exception). Some of the local roads within the Town Center are lacking sidewalks and bicycle facilities entirely.

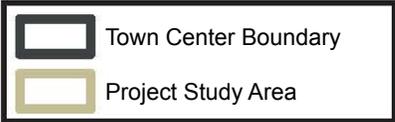
Although the area within the Town Center boundary already embodies many of the characteristics of a successful Town Center, some intensification of commercial and residential development in this area over time is appropriate in order to support the vision of a vibrant community focal point hosting a variety of successful businesses. The focus for future growth is in Old Town, existing commercial areas south of Highway 99W and Tualatin-Sherwood Road, and along the southern portion of Sherwood Boulevard within the Town Center. Anticipated changes in the residential neighborhoods within the Town Center will largely consist of improving bicycle and pedestrian connections, with modest increases in density in limited locations. The following offers details of the development character and land use pattern envisioned for each part of the Town Center.

<sup>1</sup> Old Town is Sherwood’s historic core; for the purposes of this project, its boundaries are defined by the Old Town Overlay District on the City’s Zoning Map.

# Future Development Character & Land Use Pattern



Map 1 - Sherwood Town Center Boundary and Districts



## Langer Drive District

Over time, future redevelopment within existing shopping centers south of Highway 99W and Tualatin-Sherwood Road will help transform the area into a walkable, active shopping district with more pedestrian-oriented buildings that continue to attract regional and national businesses. As part of redevelopment, existing shopping centers along Langer Drive may add new “liner” buildings<sup>3</sup> facing Langer Drive or modify existing buildings to re-orient or better connect pedestrian entrances to Langer Drive (see the illustrative graphics on page 12 and 13). New storefront windows and improved pedestrian access will make it more enjoyable to walk along the street, as well as making it easier for residents inside and adjacent to the Town Center to get to the businesses without a car (see the illustrative graphic on page X). At the same time, existing shopping centers will retain visibility from and access to Highway 99W and Tualatin-Sherwood Road for those arriving by car. This approach recognizes and respects that this area will continue to attract retail or restaurant uses whose business models typically depend on proximity to major roadways. Many of the existing businesses are anticipated to stay on and continue to thrive in the Town Center environment. A few existing auto-focused uses may be replaced over time by other businesses that are not as car-dependent, helping to improve the area’s walkability.



## Central Neighborhoods

Within the Central Neighborhoods, the current mix of housing types and densities — including single-family homes on small to relatively large lots, duplexes, townhouses, apartments, and senior housing — is expected to remain stable over time, with modest increases in density in limited locations. As homeowners’ needs change, accessory dwelling units (ADUs) may become more popular as a way to live close to family members or downsize while aging in place. Along the west side of Sherwood Boulevard, south of Gleneagle Drive, future infill, redevelopment, and site modifications will provide gradual increases in residential and/or commercial density or improvements that better accommodate pedestrians, bicyclists and access to transit (see illustrative graphic on page 11). Remaining vacant land is expected to develop with multi-family or mixed-use buildings that are respectful of neighboring development while attracting future residents to support existing and new businesses in the Town Center.



## Old Town District

Higher intensity development is focused on the “Main Streets” in Old Town — primarily along Pine Street and the western portion of First Street. Both areas are currently zoned for commercial use, and it is expected that these areas will continue to thrive. Along these streets, future infill and redevelopment projects will generally be three to four stories tall with a mix of ground floor retail and offices or housing above. Old Town will continue to attract locally-owned, small-scale businesses that will benefit from the pedestrian environment and the historic character of Old Town. Existing residential areas within Old Town will continue to have a residential focus while allowing compatible commercial uses. Future infill and redevelopment projects will provide additional density through small-lot townhomes and/or two- to three-story multi-family housing. The existing design guidelines for Old Town will continue to ensure high-quality development that respects the historic character of the area.



<sup>3</sup> The term “liner buildings” refers to buildings located adjacent to the street in shopping centers that have anchor stores set back from the street with parking lots in between.

<sup>4</sup> City code currently permits accessory dwelling units (ADUs), which can allow a gradual increase in density in established subdivisions over time where site conditions permit.

# Complete Streets

Calm roadways that are safe for all users, featuring landscaping and stormwater management, attractive streetscapes, and easy access for people on foot and bicycle are a key component of the Town Center. New street designs and bicycle/pedestrian improvements on Sherwood Boulevard, Langer Drive, and select local streets will improve the safety and desirability of walking and biking within the Town Center while maintaining access for cars and transit vehicles.

### Local Streets

Several local streets within the Town Center lack safe bicycle and pedestrian facilities. “Neighborhood Greenway” improvements to provide sidewalks and/or shared lane bicycle markings are recommended for 10th Street and Gleneagle Drive. In addition, the planned bike lane improvements on 12th Street and Century Drive will support safe bicycle travel within the Town Center. These improvements are shown on Map 2 on page 15.

Through a variety of treatments, neighborhood greenways (also known as “bicycle boulevards” and “family-friendly bikeways”) can become attractive bicycling routes for people of all ages and abilities. Shared lane markings can heighten the visibility of people on bicycles in areas where cyclists and motorists must share the roadway.

Figure 2 - Neighborhood Greenway Treatments



**Sherwood Boulevard**

The existing and recommended roadway designs are shown below. Key changes include:

- widening the sidewalk on the west side of the road to 8' (from 6' today) to provide a more comfortable pedestrian environment on that side;
- narrowing the travel lanes from 12' to 11' to help calm traffic;
- installing planted medians with turn pockets in place of the existing two-way center turn lane wherever conditions allow;
- replacing the existing 9' sidewalk on the east side of the road with a 12' multi-use path to accommodate bicyclists; and
- installing a 4' stormwater planter between the multi-use path and the curb on the east side to buffer the path from traffic and provide sustainable stormwater management and treatment.

The images below include a recent photo of Sherwood Boulevard and superimposed graphics showing the recommended future roadway design, including a median to enhance pedestrian crossing safety and a multi-use path to provide a safe facility for bicyclists as well as pedestrians. The illustrative future graphic also shows a multi-story mixed-use building located close to the street, consistent with the Town Center Plan land use recommendations.

*Figure 3 - Sherwood Boulevard: Today and Illustrative Future*



**Langer Drive**

The existing and recommended roadway designs are illustrated below. Key changes include:

- widening the sidewalk on the east/south side of the road from 6-8' today to 10-12' to provide a more comfortable pedestrian environment on that side;
- narrowing the travel lanes from 12' to 10' to help calm traffic;
- eliminating the existing two-way center turn lane to free up room for on-street parking and bicycle and pedestrian facilities;
- adding on-street parking on both sides of the street;
- adding buffered bike lanes, either through striping or a "cycletrack" facility, where bicyclists buffered from traffic by on-street parking;<sup>1</sup> and
- providing a 10-12' sidewalk (including tree wells in some areas where there are existing mature trees) on the west/north side of the road.

Figure 4 - Langer Drive East: Today and Illustrative Future



<sup>1</sup> In areas where on-street parking is impractical or undesirable, either a simple bike lane or a slightly elevated cycletrack treatment may be appropriate instead.

Figure 4 and Figure 5 include recent photos of the eastern and western end of Langer Drive and illustrative graphics showing the recommended future roadway design. The future illustrations show on-street parking, cycletrack / buffered bike lane facilities, wider sidewalks with tree wells or sustainable stormwater treatment facilities, and enhanced pedestrian crossings. The illustrative future graphics also show either new commercial “liner” buildings located close to the street, or storefront improvements to existing commercial buildings, consistent with the Town Center Plan land use recommendations.

Figure 5 - Langer Drive West: Today and Illustrative Future



## Bike/Pedestrian Improvements

The success of Sherwood’s Town Center will rely on the ability to achieve a connected transportation system that provides residents with safe and efficient options for travel by car and on foot, by bike, on transit, and by other modes. A number of projects have been identified to improve the connectivity of the pedestrian and bicycle system and improve travel options, livability and vitality within the Town Center. These projects are listed in Table 1 below and shown in Map 2 on page 15.

**Table 1 - Planned and Proposed Bicycle and Pedestrian Improvements List**

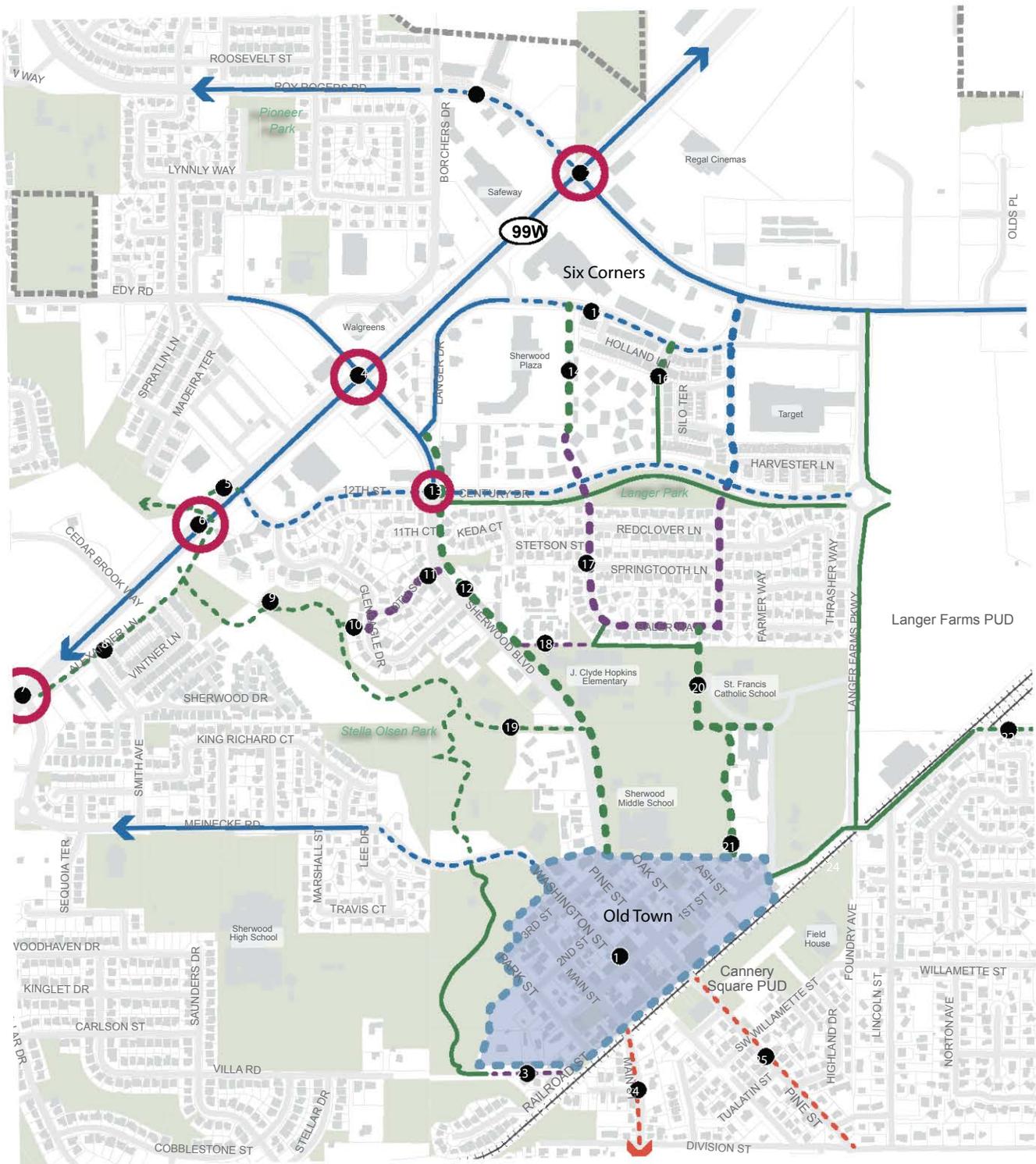
1	<b>General bicycle/pedestrian improvements throughout central Old Town Sherwood</b>
2	Intersection improvements at Highway 99W at Roy Rogers / Tualatin-Sherwood Road
3	Roy Rogers Road bike lane “infill”
4	Intersection improvements at Highway 99W at Edy Road / Sherwood Blvd.
5	Shared use path connection between Highway 99W and proposed Cedar Creek / Tonquin Trail undercrossing
6	Bicycle/pedestrian/wildlife undercrossing of Highway 99W
7	Intersection improvements at Highway 99W at Meinecke Road
8	Shared use path between Highway 99W / Meinecke Road and Cedar Creek / Tonquin Trail
9	Proposed Cedar Creek / Tonquin Trail.
10	Shared use path between Gleneagle Drive and Cedar Creek / Tonquin Trail
11	<b>Neighborhood Greenway improvements on Gleneagle Drive and 10th Street</b>
12	<b>Shared use path on east side of Sherwood Blvd. between Langer Drive and Old Town</b>
13	Intersection improvements at Sherwood Blvd and Century Dr.*
14	<b>Shared use path connecting Langer Dr. and Trumpeter Dr.</b>
15	Bicycle Lanes on Langer Dr.**
16	<b>Neighborhood Greenway improvements on Holland Lane</b>
17	<b>Neighborhood Greenway improvements on Baler Way</b>
18	<b>Shared use path on north side of Hopkins Elementary School</b>
19	Shared use path between Sherwood Blvd. and Cedar Creek / Tonquin Trail
20	<b>Shared use path on east side of Hopkins Elementary School</b>
21	<b>Shared use path on east side of Sherwood Middle School</b>
22	<b>Neighborhood Greenway improvements on Oregon Street</b>
23	Neighborhood Greenway improvements on Villa Rd.
24	Shared Lane Markings on Main Street
25	Shared Lane Markings on Pine Street

**Improvements shown in bold italics are proposed as part of the Town Center Plan; others are already identified in other plans.**

\* A traffic signal is planned at this intersection, replacing the existing signal at Sherwood Blvd and Langer Dr.

\*\* Bicycle lanes are already planned on Langer Drive; the Town Center Plan recommends a cycletrack or buffered bike lane treatment.





Map 2 - Bicycle and Pedestrian Improvements

**Bicycle / Pedestrian Improvements**

- | EXISTING | CURRENTLY PLANNED | PROPOSED |                                     |
|----------|-------------------|----------|-------------------------------------|
|          |                   |          | Trail / Multi-use Path Connection   |
|          |                   |          | Bicycle Lane                        |
|          |                   |          | Neighborhood Greenway Bicycle Route |
|          |                   |          | Shared Lane Roadway                 |
|          |                   |          | Old Town Bike/Ped Improvements Area |
|          |                   |          | Intersection Improvements           |

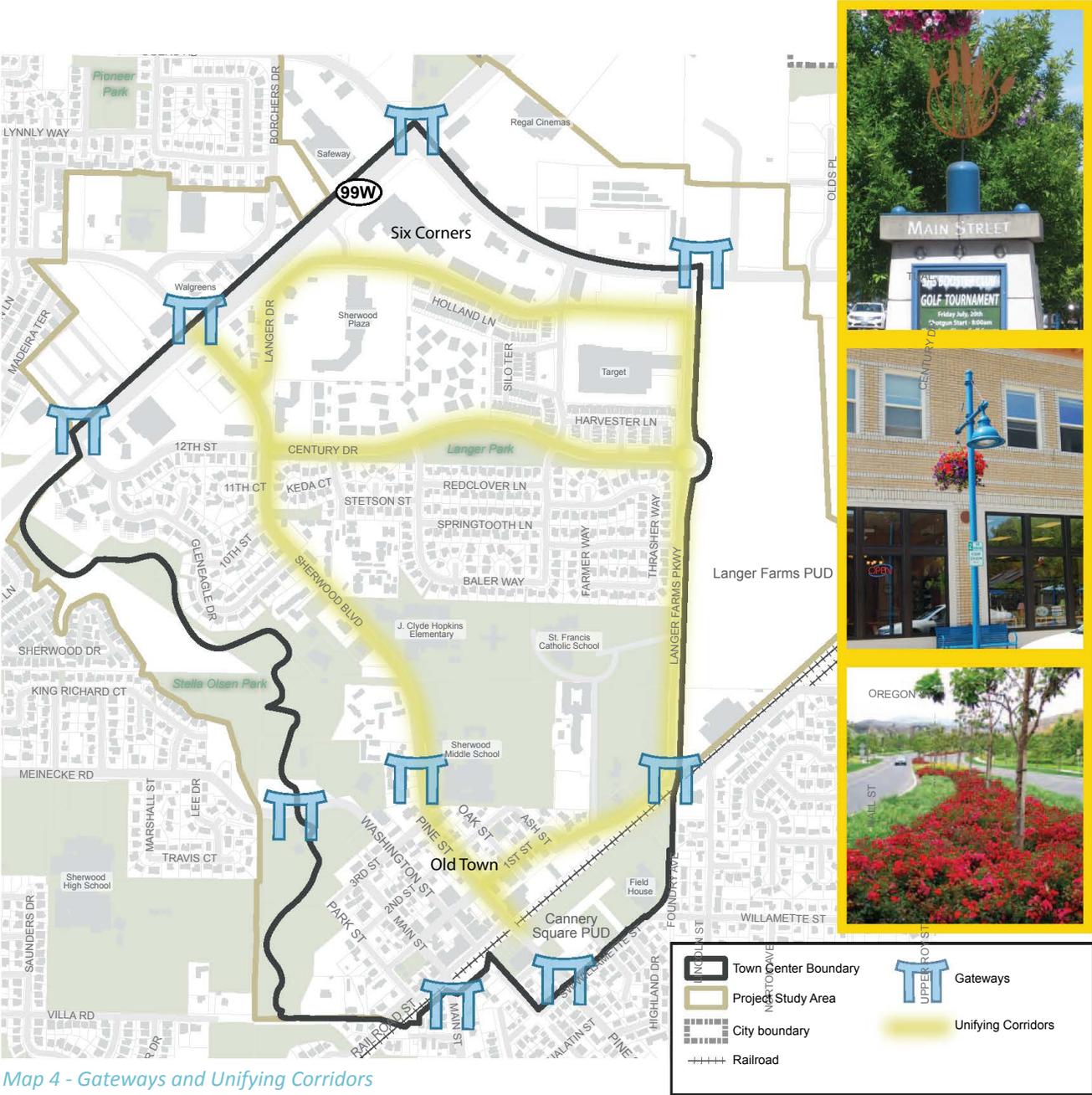
# Transit

In addition to the pedestrian and bicycle improvements that will enhance travel within the Town Center, improving access to transit can enhance connections to other areas of the city as well as regional destinations. The Town Center provides an opportunity to create a regional hub that connects to other areas within the larger Southwest Corridor via Highway 99W and Tualatin-Sherwood Road. Potential future connections (such as bus rapid transit) could serve the Town Center by traveling along Langer Farms Parkway to access Old Town. In addition to Old Town, another future high capacity transit node could be located at the intersection of Tualatin-Sherwood Road and Langer Farms Parkway to serve the Langer Drive District as well as the adjacent Langer Farms development. The improvements to bicycle and pedestrian connectivity described in the previous section and new development that is designed to be pedestrian- and transit-friendly will also facilitate transit use within the Town Center.



# Gateways and Unifying Corridors

Improving streets and public spaces throughout the Town Center will unify a growing retail sector, existing and future housing, and parks. Recent streetscape projects in Old Town can be expanded to connect nearby neighborhoods and link Stella Olsen Park and the Langer Farms development into the Town Center. The Langer Drive District will benefit from more pedestrian-friendly shopping centers joined together with wide sidewalks, safer street crossings, lighting, plantings, open space, and wayfinding signage. Gateway features will draw people to the Town Center from major roads and provide the sense that one is entering a special area. Connections between Old Town and the Langer Drive District along Sherwood Boulevard and Langer Farms Parkway will be strengthened through unifying street design treatments. A fully developed network of roads, trails, public plazas, and parks populated with trees, lighting, gathering spaces, benches, stormwater features, and other amenities will unite the Town Center while preserving the distinct characteristics of its many districts.



Map 4 - Gateways and Unifying Corridors

## Parking Management

Parking facilities are part of an integrated, well-functioning transportation system within the Town Center. Providing sufficient parking for residents and businesses while using land efficiently is a balancing act in all vibrant urban centers. Businesses need to ensure convenient access for their customers as well as their employees. Residents need the opportunity to park easily and safely near their home. On the other hand, land dedicated to parking is land that is not providing jobs or housing, and by creating “dead zones,” parking lots can detract from the vibrancy and livability of the Town Center. Balancing these tensions will require creative solutions carefully tailored to the needs of the Town Center and the distinct districts within it. Parking strategies and requirements within the Town Center should allow parking needs to be met in a variety of ways, including through on-street parking, shared parking, and public off-street parking lots, as appropriate for the district and development type.



When appropriately applied, parking management strategies can reduce the number of required parking spaces while ensuring that customers, employees and residents have accessible parking. Parking management strategies can include parking pricing, shared parking that serves multiple users or destinations, preferential parking or price discounts for carpools and/or short-term parking.

## Transportation Mitigation

Implementation of the Town Center Plan is anticipated to increase development opportunities and growth within the Town Center, which will impact the transportation system. The State Transportation Planning Rule (TPR) requires that a proposed change to planned land uses identify transportation mitigation projects if the change would result in a level of growth not anticipated in the adopted Comprehensive Plan and Transportation System Plan (TSP) and would significantly affect transportation facilities, causing them to not meet mobility performance targets. There are several ways to address this requirement, including:

- Identifying and planning for the additional transportation projects needed to offset transportation impacts and accommodate the additional growth;
- Designating a “Multi-modal Mixed Use Area” (MMA) where congestion performance standards (state or local) will not be applied to proposed comprehensive plan or land use regulation amendments; and/or
- Adopting alternative transportation performance standards that better reflect the desired use and expectations for the area.



*How these strategies will be pursued, either singly or in combination, will be determined after TAC and SAC review of the transportation analysis at the May 1, 2013 committee meetings.*

# Policy Direction

This section lays out the policies and strategies that will guide future planning and development within the Town Center, consistent with the goals and objectives established from the project onset. Note that the Town Center goal, policies, and strategies will be incorporated into the City’s Comprehensive Plan. They provide the policy basis for the actions that will be taken by the City upon Plan adoption, as well as the rationale for future actions that the City will undertake subsequent to adopting the Plan (see Implementation section).

## GOAL

**Future residential growth, economic development, and public investment in the Sherwood Town Center will enhance urban vibrancy, encourage active transportation, and improve safety and efficiency for all modes of transportation.**

**Policy 1:** The City will support programs and improvements that facilitate a greater awareness of the unique characteristics of the Town Center and that help inform visitors of the attractions in the area.

**STRATEGY 1.1** Use gateway features to highlight key entry points (“gateways”) to the Town Center (see Map 2).

**STRATEGY 1.2** Use wayfinding signage to guide residents and visitors to key Town Center destinations, including the Langer Drive District, Old Town District, parks, civic uses, and primary roadway and transit routes.

**STRATEGY 1.3** Create a unified theme along key streets within the Town Center with signage, lighting, sidewalk and road treatments, plantings, and other features that enhance aesthetics and walkability and create the sense that the Town Center is a special place.

**STRATEGY 1.4** Develop branding and marketing strategies to create more awareness of the location of the Sherwood Town Center, celebrate its special character, and promote future growth and activity in this area.



**Policy 2:** The City will encourage higher residential densities and facilitate future development of appropriately-scaled multi-family and single-family attached housing in targeted areas within the Town Center.



**STRATEGY 2.1** Create more opportunities for townhome development in the Old Town Overlay District.

**STRATEGY 2.2** Reduce barriers to the addition of Accessory Dwelling Units (ADUs) within the Town Center.

**STRATEGY 2.3** When in close proximity to existing commercial areas, allow for greater density in multi-family residential or mixed use projects in the Town Center.

**STRATEGY 2.4** Allow for new residential development at a transit-supportive density in and adjacent to Old Town.

**Policy 3:** The City will ensure that development regulations encourage an appropriate mix of activities and uses within the Town Center that support the vision and recommendations included in the Town Center Action Plan.



**STRATEGY 3.1** Encourage a transition away from auto-oriented and low-density commercial uses in the Langer Drive District of the Town Center to uses that are more supportive of a pedestrian environment.

**STRATEGY 3.2** Allow uses within the Town Center that are consistent with the Town Center vision and goals.

**STRATEGY 3.3** Restrict new drive-through commercial uses within the Town Center in order to enhance the pedestrian environment and promote pedestrian safety.

**Policy 4:** The City will ensure that new development and redevelopment within the Town Center contribute to a pedestrian-friendly environment with human-scale buildings and high-quality design.

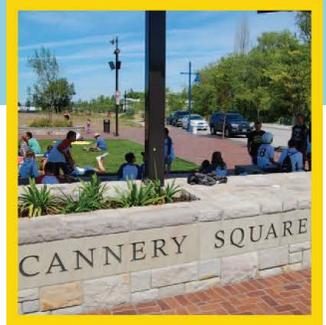


**STRATEGY 4.1** Encourage development that brings buildings and entries close to the sidewalk.

**STRATEGY 4.2** Ensure that new development within the Town Center is designed to support a high-quality pedestrian environment.

**STRATEGY 4.3** Allow and encourage buildings of up to four stories within Town Center commercially-zoned areas.

**Policy 5:** The City will encourage property owners to invest in development that supports the Town Center vision and recommendations included in the Town Center Action Plan.



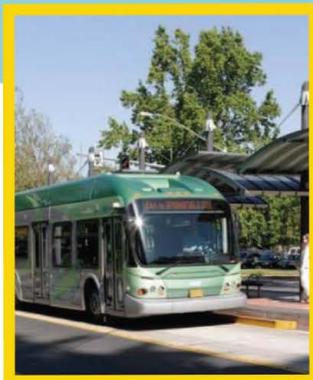
**STRATEGY 5.1** Ensure that the approval process and regulatory provisions for new development, redevelopment and site improvements within the Town Center do not discourage development and redevelopment.

**STRATEGY 5.2** Make it easier for property owners in Old Town to make minor modifications to their properties in order to encourage on-going investment in Old Town.

**STRATEGY 5.3** Stimulate private investment in property enhancements and development through public-private partnerships or “catalyst projects” that make the area more attractive for development and/or increase property values in the Town Center.

**STRATEGY 5.4** Incentivize development of high-quality infill projects in the Town Center.

**Policy 6:** The City supports transit service that serves the needs of residents and businesses in the Town Center, including maintaining a robust local transit service network and planning for future high-capacity transit service to neighboring cities.



**STRATEGY 6.1** Identify the ongoing transit needs within the community and work with Tri-Met and other transit providers to enhance services to address short and long-term transit needs in the community.

**STRATEGY 6.2** Work with Metro, as well as the cities of Tualatin and Tigard, to explore feasible modes and locations to provide high-capacity transit service to the Town Center.

**STRATEGY 6.3** Periodically evaluate the feasibility of passenger service along the existing rail lines as the Town Center grows.

**STRATEGY 6.4** Continue to explore opportunities to achieve long-term transit-supportive densities in the Town Center in order to increase the viability of high-capacity transit.

**Policy 7:** The City will implement transportation system improvements and standards that increase access between residences and civic, employment, and commercial uses within the Town Center boundary and that improve safety for all modes of transportation for people traveling to, and within, the Town Center.



**STRATEGY 7.1** Support public or private development of the bicycle and pedestrian improvements shown on [XX] and in Table [XX].

**STRATEGY 7.2** Enhance Sherwood Boulevard for bicycle and pedestrian travel consistent with the key changes identified for this roadway in the Town Center Plan.

**STRATEGY 7.3** Enhance Langer Drive for pedestrian and bicycle travel to create a complete street that supports a vibrant mixed use district, consistent with the key changes identified for this roadway in the Town Center Plan.

**STRATEGY 7.4** Provide for full pedestrian crossing movements at all Highway 99W intersections.

**STRATEGY 7.5** Work with property owners to fill gaps in sidewalk system along neighborhood streets.

**Policy 8:** The City will balance the need for vehicular mobility within the Town Center with the other transportation and land use goals and priorities identified in the Town Center Plan.



**STRATEGY 8.1** Prevent the City’s OR 99W Capacity Allocation Program (CAP) from restricting future growth that supports and implements the Town Center vision and recommendations.

**STRATEGY 8.2** Identify strategic road capacity improvement projects to address congestion within the Town Center while recognizing that some increase in congestion may be expected and appropriate within a vibrant Town Center.

**STRATEGY 8.3** Establish transportation mobility targets for new development within the Town Center that are appropriate for a Town Center context and capture the community’s priorities.

**Policy 9:** The City will support actions that provide sufficient parking for businesses and residents, while maximizing the efficiency of parking areas.



**STRATEGY 9.1** Re-evaluate the required number of automobile parking spaces for townhomes to make this type of development more likely in the Town Center.

**STRATEGY 9.2** Allow flexibility in parking requirements for commercial uses in the Town Center to allow for the redevelopment of parking lots and the construction of additional buildings adjacent to collector and arterial streets.

**STRATEGY 9.3** Accommodate car-sharing programs within the Town Center.

**STRATEGY 9.4** Promote development of Transportation Demand Management programs by Town Center employers.

**STRATEGY 9.5** Monitor supply and demand for on-street and off-street public parking areas within the Town Center.

# Implementation

The Town Center Action Plan (included in Appendix G) includes specific actions that the City will undertake to implement the goals, policies, and strategies of the Sherwood Town Center Plan. The Action Plan identifies the “Adoption Package” – the set of action items that will be implemented at plan adoption – as well as recommended action items that need additional public review and discussion, and others still that will require further study and evaluation by the City. Those items not yet ready for adoption are either considered “short-term” actions that could reasonably be accomplished within a 5-year time frame or “long-term” actions that require significantly more study in areas that have not yet been programmed into city department work programs.

## Sherwood Town Center Plan

# Appendices

**Appendix A:** Sherwood Town Center Plan Project Goals, Objectives and Evaluation Criteria

**Appendix B:** Sherwood Town Center Public Involvement Plan

**Appendix C:** Open House Materials

**Appendix D:** Existing Conditions Report

**Appendix E:** Alternatives Evaluation Report

**Appendix F:** Traffic Report

**Appendix G:** Town Center Action Plan

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## **Sherwood Town Center Plan**

### **Appendix A:**

# Sherwood Town Center Plan Project Goals, Objectives and Evaluation Criteria

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## **Sherwood Town Center Plan**

### **Appendix B:**

## Sherwood Town Center Public Involvement Plan

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**Sherwood Town Center Plan**

**Appendix C:**

Open House Materials

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**Sherwood Town Center Plan**

**Appendix D:**

Existing Conditions Report

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**Sherwood Town Center Plan**

**Appendix E:**

Alternatives Evaluation Report

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## **Sherwood Town Center Plan**

# **Appendix F:**

## Traffic Analysis

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## **Sherwood Town Center Plan**

### **Appendix G:**

### Town Center Action Plan



# Town Center Action Plan

## Introduction

The Town Center Action Plan includes specific actions and next steps that the City will undertake to implement the goals, policies, and strategies of the Sherwood Town Center Plan. Action items are characterized based on their time frame or readiness for implementation as follows:

- “Adoption Package” actions will be implemented at the time of Plan adoption. The remaining work sessions and public hearings associated with the Town Center Plan process will provide for public input and review. These items are either essential to adoption of the Town Center Plan or are key implementation steps that are anticipated to have broad public support.
- “Short-term Next Steps” need additional public review and discussion beyond the scope of the public process for the Town Center Plan, but could reasonably be accomplished within a 5-year time frame.
- “Long-term Next Steps” require further study and evaluation in areas that have not yet been programmed into city department work programs.

Supporting background information follows each action item. Where an action item implements a specific policy identified in the Town Center Plan, the policy is referenced in the explanatory text.

## The Adoption Package

**ACTION 1** Amend the Comprehensive Plan to acknowledge and reference the Sherwood Town Center Plan as the guiding policy document for the area shown on Figure XX of the Sherwood Town Center Plan. Incorporate the goals, policies, and strategies included in the Town Center Plan into the Comprehensive Plan

The City of Sherwood Comprehensive Plan is a long-range planning document that establishes the goals and policies that guide land use decisions in Sherwood. Originally adopted in 1991, the Comprehensive Plan was last updated in 2009. The Comprehensive Plan will need to be updated to reflect the goals, policies, and strategies of the Town Center Plan in order for these policy statements to be formally recognized and guide future planning in the area. Amendment of the Comprehensive Plan requires a legislative action by the City Council with public notice and a hearing.

**ACTION 2** Amend the Comprehensive Plan/Zone Map to include the Sherwood Town Center Overlay, consistent with Map 1 in the Town Center Plan

The City of Sherwood uses a one-map system, wherein the Comprehensive Plan Map also serves as the Zoning Map. The Plan/Zone Map is the geographic expression of the objectives and policies contained in the Comprehensive Plan, and serves as a tool to shape the future land use pattern within Sherwood. In order to formally designate and clearly communicate where Town Center policies are intended to be implemented, the Town Center boundary should be shown on the official Plan/Zone Map. This designation will not replace the existing zoning, but will function as an overlay designation that will supplement or refine the policies and requirements governing future development in the Town Center.

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**ACTION 3**      **Designate the Town Center [or a subset of the Town Center] as a Multi-modal Mixed Use Area.**

This action implements Town Center Policy 8, Strategy 8.2.

The State Transportation Planning Rule (TPR) allows local jurisdictions to designate “Multi-modal Mixed Use Areas” (MMAs) where mobility performance targets will not be applied to determine whether the package of comprehensive plan and land use regulation amendments proposed for adoption with the Town Center Plan, as well as any subsequent zone changes or development code amendments to implement the Town Center Plan, have a significant effect on the transportation system. An MMA essentially designates an area where an increase in congestion will be accepted in exchange for allowing mixed-use development that supports community land use objectives and promotes options for safe, connected, and accessible travel by a variety of modes. The Town Center is an appropriate place to prioritize land use and non-motorized travel mode objectives over those of motor vehicle mobility.

- The TPR requires that designated MMAs (in addition to meeting certain locational requirements) meet certain standards provided in OAR 660-012-0060 (10), including:
- A concentration of a variety of land uses, including office, retail, restaurants, public open space, a minimum residential density of 12 units per acre, and a core commercial area where multi-story buildings are permitted;
- Available transit service;
- Limitations or prohibitions on low-intensity or land-extensive uses, such as automobile sales and services and drive-through services; and
- A pedestrian-oriented street network with features such as wide sidewalks, pedestrian-oriented street crossings, street trees, pedestrian-scale lighting, and on-street parking.

The Town Center is consistent with the MMA requirements above: the proposed boundary currently contains a concentration of an appropriate variety of land uses as well as existing zoning that allows a minimum residential density of 12 units per acre. Transit service is available to the Town Center. The Town Center Plan includes limitations on low-intensity or land-extensive uses and identifies a pedestrian-oriented street network.

Designation of the MMA requires a Comprehensive Plan amendment with a map showing the boundary (this may be shown the Plan/Zone Map or on a separate map).

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**ACTION 4**      **Amend the TSP to adopt the recommended cross-section designs for Sherwood Boulevard and Langer Drive and include an exception to the city’s arterial and collector standards to provide flexibility in implementing the desired cross-sections identified in the Town Center Plan.**

This action implements Town Center Policy 7, Strategy 7.2.

The TSP provides several street cross-sections for each functional classification. The proposed cross-sections for Sherwood Boulevard and Langer Drive identified in the Town Center Plan are not consistent with the cross-sections for an arterial and a collector, respectively. Therefore, the amendment is necessary to implement the new, more flexible design standards.

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**ACTION 5**      **Include the recommended transportation projects from the Town Center Plan, including the following bike/pedestrian improvements and transportation mitigation projects, in the TSP projects list.**

- [bike/pedestrian improvements from Town Center Plan Table 1 shown in bold & italics, with cost estimates]
- [any recommended transportation mitigation projects, with cost estimates]

This action implements Town Center Policy 7, Strategy 7.1 and Town Center Policy 8, Strategy 8.2.

The City's TSP identifies priorities and financing for needed transportation improvements over a twenty year planning horizon. Project funding sources include improvements required for land use approval, transportation improvement fees, the City's share of state gas tax revenue, and system development charges (SDCs). Planning-level cost estimates for bicycle and pedestrian projects recommended as part of the Town Center Plan were developed at a level of detail that is consistent with projects listed in the TSP. The transportation analysis also identifies roadway improvements to intersections on Highway 99W that will be necessary to accommodate assumed future growth and meet existing mobility standards.

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**ACTION 6** Include updated housing and employment growth forecasts for year 2035 based on implementation of the Town Center Plan in the TSP update and provide to Metro for consistency with other regional planning efforts.

The TSP identifies the transportation facilities needed to support the future growth expected within the City of Sherwood. Transportation system needs are based on population and employment projections for the next 20 years, which are based on adopted land use regulations, in addition to other factors. Implementation of the Town Center Plan can be expected to increase the amount of growth within the Town Center over the next 20 years.

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**ACTION 7** Amend the development code to establish townhome parking requirements consistent with multi-family or single-family attached housing (1 space per dwelling unit for single-family attached or 1 to 1.75 spaces per dwelling unit depending on unit size for multi-family). Within the Town Center, exempt townhomes from the requirement to provide additional, off-street visitor parking. In addition, allow garages to count towards the parking requirement for townhomes [or remove the requirement that garages be provided].

This action implements Town Center Policy 9, Strategy 9.1.

Parking requirements for townhomes<sup>1</sup> are greater than those for single-family homes and multi-family units and exceed Metro's recommendations in the Regional Transportation Functional Plan (RTFP). Two off-street parking spaces per unit are currently required in the HDR zone, and 2.5 spaces per unit are required in the MDRH zone. According to the existing code,<sup>2</sup> these off-street parking spaces may not be provided in garages, although garages are also required for townhomes in the MDRH zone. This makes it more difficult to develop townhomes on smaller lots and increases costs by requiring both 2.5 off-street parking spaces and a garage.

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**ACTION 8** Within the Sherwood Town Center Overlay, restrict or prohibit the following new motor vehicle-related and land-extensive uses in Retail Commercial and General Commercial zones:

Prohibited:

- Cemeteries and crematory mausoleums
- Vehicle testing stations
- Large-scale power generation facilities
- Motorized vehicle and sport craft repairs and service
- Motorized vehicle and sport craft repair and service - incidental and secondary to use
- Motorized vehicle, sport craft and farm equipment rental or sales
- Automotive, boat, trailer and recreational vehicle storage
- Vehicle fueling stations and car wash facilities
- Truck rental

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<sup>1</sup> See Sherwood Development Code section 16.44.010.B.4.

<sup>2</sup> See Sherwood Development Code section 16.94.010.E.1.b.

- Wholesale building material sales and service
- Restaurants with drive-thru services
- Medical or dental laboratories
- Farm equipment sales and rentals

**Allowed Conditionally with restrictions on building size and outdoor storage:**

- Tool and equipment rental and sales, excluding truck rental
- Retail plant nurseries and garden supply stores
- Retail building material sales and lumberyards

This action implements Town Center Policy 3, Strategy 3.1.

In general, auto-oriented and low-density commercial uses are not supportive of a pedestrian environment. Existing commercial zoning<sup>3</sup> within the Town Center allows for a wide range of businesses, including motor vehicle-related businesses, such as gas stations and auto repair garages, and uses that require large sites but provide few jobs or services, such as plant nurseries and building supply stores. These uses can run counter to the Town Center objective of improving the pedestrian environment and increasing development intensity. Most of the existing commercial zoning within the Town Center boundary is Retail Commercial, which is relatively permissive with regard to auto-oriented uses; the small amount of existing General Commercial zoning in the Town Center allows more of these types of uses than the Retail Commercial zone. Note that use restrictions in the Town Center Overlay would pertain to future development; existing uses from the list above could remain and would be considered legally non-conforming uses.

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**ACTION 9**      **Within the Town Center Overlay District, prohibit [or restrict] construction of new drive-through facilities.**

This action implements Town Center Policy 3, Strategy 3.1.

Within a Town Center environment development should be oriented to pedestrians, bicyclists, and transit users as much as possible. Restaurants with drive-through facilities are already prohibited within the Old Town Overlay District, and are proposed to be prohibited within the rest of the Town Center through action item #8 above; however, other uses with drive-through facilities (such as banks) are allowed throughout the Town Center. Prohibiting [or restricting] the construction of new drive-through facilities for all businesses will reduce the prevalence of these facilities and heavily auto-oriented businesses in the Town Center over time. This will enhance the pedestrian environment and promote pedestrian safety. Note that existing drive-through uses could remain and would be considered legally non-conforming uses.

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**ACTION 10**      **Allow the following uses outright, rather than as conditional uses, within the Sherwood Town Center Overlay District:**

- Libraries
- Museums
- Community centers
- Senior centers
- Public recreational facilities
- Schools
- Health clubs and studios greater than 5,000 square feet in size

This action implements Town Center Policy 3, Strategy 3.2.

Conditional uses are required to go through a Type III development process, which involves a public hearing before a Hearings Officer. While this is appropriate for uses that need to be reviewed on a case-by-case basis to determine compatibility with the surrounding area, it can be

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<sup>3</sup> See Sherwood Development Code section 16.22.020.

a procedural barrier and financial disincentive to develop those uses. The uses listed above are currently regulated as conditional uses within the Retail Commercial (RC) zone. These uses are appropriate for a Town Center and should be permitted outright (without a public hearing) .

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**ACTION 11** Within the Sherwood Town Center Overlay, reduce minimum front setbacks for development in the Neighborhood Commercial (NC) zone from 20 feet to zero. Reduce minimum front setbacks for single-family attached and multi-family housing to 5 feet [or zero] within the Old Town Overlay District and for parcels elsewhere in the Town Center Overlay District that abut streets classified in the TSP as Neighborhood Routes or higher functional classes. (This would not apply to garages, which would still need to be set back a minimum of 20 feet.)

This action implements Town Center Policy 4, Strategy 4.1.

Walking is generally more interesting and pleasant when there are buildings fairly close to the sidewalk that provide visual interest, especially when there are commercial storefronts that allow for window shopping. Buildings close to the sidewalk with windows to the outside also provide “eyes on the street” - the sense that people are, or may be, nearby within the buildings- which has been found to help discourage crime. The location of buildings relative to the street is regulated in the development code through setback requirements. Currently, City code does not require front setbacks for commercial uses, except in the NC zone.<sup>4</sup> All residential zones require a 20-foot minimum front yard setback.<sup>5</sup> There are no maximum setbacks in any of the zones; however, the site plan review standards for commercial, multi-family, institutional and mixed-use development include requirements to ensure that new development is oriented to the pedestrian and bicycle and to existing and planned transit facilities, as discussed below.<sup>6</sup> Note that the setback standards could be written into the Sherwood Town Center Overlay Zone, but they would need to be referenced in the development standards tables for the applicable zones.<sup>7</sup>

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**ACTION 12** Require that projects using the Commercial Design Review Matrix within the Sherwood Town Center Overlay earn the following minimum points on specific standards:

- Glazing: minimum 2 points (requires >20% glazing on all street-facing sides)
- Fenestration (on street facing building elevations): minimum 1 point (requires multiple “bays”)
- Building location: minimum 2 points (requires building(s) flush to all possible rights-of-way)
- Building orientation and public entrance: minimum 2 points between these two standards (requires at least one public pedestrian entrance to adjacent a public sidewalk or plaza)
- Location of parking: minimum 2 points (requires < 25% of required parking is located between any building and a public street)

This action implements Town Center Policy 4, Strategy 4.2.

Existing site plan review standards provide applicants proposing commercial, multi-family, institutional, and mixed use development three choices for demonstrating compliance with the City’s design objectives: (1) meeting three broad standards, (2) selecting a combination of various design approaches to earn “points”, or (3) having a design review hearing before the Planning Commission.<sup>8</sup> (Note that option (2), the Commercial Design Review Matrix, does not apply to development applications within the Old Town Overlay District.) The existing site plan review

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4 See Sherwood Development Code section 16.22.030.

5 See Sherwood Development Code section 16.12.030.

6 See Sherwood Development Code section 16.90.030.D.7.

7 See Sherwood Development Code section 16.12.030.B for HDR and in 16.22.030.B for NC.

8 See Sherwood Development Code section 16.90.030.D.

standards encourage buildings to locate close to the street, have windows facing the street, and many other design features desirable within a Town Center; however, the flexibility allowed by the point system means that not all of the most important standards for creating a high-quality pedestrian environment need to be met for every development. The proposed point system would ensure that future development address the design features listed above.

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**ACTION 13** Remove the height restrictions in the Smockville Area and implement the height requirements of the underlying Retail Commercial zone.

This action implements Town Center Policy 4, Strategy 4.3.

Currently new buildings in the Smockville Area of the Old Town Overlay District are limited to 40 feet (3 stories).<sup>9</sup> For comparison, the underlying RC zoning allows for 50-foot (4-story) buildings elsewhere in the City; height limits within the Old Cannery portion of the Old Town Overlay District are also 50 feet or 4 stories.<sup>10</sup> Making building height requirements in the Smockville area consistent with the underlying RC zoning would provide future opportunities for more intense mixed-use development in Old Town.

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**ACTION 14** Within the Town Center Overlay along Sherwood Boulevard, allow mixed-use development on parcels zoned High Density Residential (HDR).

This action implements Town Center Policy 3, Strategy 3.2.

Currently, office and most commercial uses are prohibited in the High Density Residential zone. Sherwood Boulevard is a key roadway in the Town Center, as identified in the Plan by the special roadway design characteristics that will enhance the bicycle and pedestrian experience and assumptions about future infill, redevelopment, and site modifications that will provide gradual increases in residential and commercial density and redevelopment opportunities. This proposed change will allow office and commercial uses on parcels fronting on Sherwood Boulevard and zoned HDR within the Town Center.A

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<sup>9</sup> See Sherwood Development Code section 16.162.060.C.

<sup>10</sup> RC zone height limits can be found in Sherwood Development Code section 16.22.030.B; Old Cannery area height limits can be found in Sherwood Development Code section 16.162.060.C.

## Short-Term Next Steps

**ACTION 15** Amend the Old Town Overlay District (or the future Town Center Overlay District)<sup>1</sup> to allow townhomes outright within Old Town and amend the City's existing townhome regulations<sup>2</sup> to provide a minimum lot size for townhomes within Old Town that is appropriate for this type of development. It is recommended that the High Density Residential (HDR) lot size standards be applied to townhomes in Old Town in order to facilitate the future development of this housing type.

This action implements Town Center Policy 2, Strategy 2.1.

The Old Town Overlay District allows townhomes as a conditional use in all of the underlying zones.<sup>3</sup> In the Medium Density Residential Low (MDRL) zone in the Old Town area, this theoretically allows for slightly greater density than the underlying zoning. However, since townhomes are not allowed in the MDRL zone elsewhere in the city, the city's special townhome regulations do not include a minimum lot size for townhomes in the MDRL zone.<sup>4</sup> The City has interpreted this to mean that townhomes in Old Town are subject to the minimum lot area for single family attached housing in the MDRL zone, which is the same as for single-family detached housing. This interpretation makes developing future townhomes within Old Town less attractive because lot size restrictions limit development potential and residential densities.

The Old Town Overlay District also applies to higher density zones (MDRH and HDR), in which townhomes are permitted outright elsewhere in the City (subject to the special townhome regulations).<sup>5</sup> As a result, treating them as conditional uses within the Old Town Overlay District in fact makes it more difficult to develop this type of housing in Old Town than it is elsewhere in the city in the same base zone.

**ACTION 16** Modify the City's ADU requirements as follows:

- Remove the restriction on the number of individuals that may reside in the ADU and the primary residence<sup>6</sup> so that an ADU is treated the same as all other dwelling units in terms of the definition of a household.<sup>7</sup>
- Modify the limit on allowable floor area for the ADU<sup>8</sup> to allow up to 600 square feet or 40% of the primary residence, whichever is greater, in order to allow for usable unit sizes even where primary residences are relatively small.
- Reduce the minimum setback between the ADU and the primary residence<sup>9</sup> from 10 feet to 5 feet. This is consistent with side setbacks for Single Family Detached housing in all residential zones<sup>10</sup> and will allow a greater possibility of accommodating an ADU on a constrained lot. In addition, clarify that this setback is only applicable to detached ADUs.

This action implements Town Center Policy 2, Strategy 2.2.

ADUs provide another housing option for Sherwood residents and the opportunity to increase density within established residential areas in a way that is compatible with existing single-family

1 See Sherwood Development Code section 16.162.040

2 See Sherwood Development Code Chapter 16.44.

3 See Sherwood Development Code section 16.162.040.B.

4 See Sherwood Development Code Chapter 16.44.

5 See Sherwood Development Code section 16.12.020.

6 See Sherwood Development Code section 16.52.020.C.

7 **Household:** All persons occupying a group of rooms or a single room which constitutes a dwelling unit. **Family:** One (1) person living alone or two (2) or more persons related by blood, marriage, or adoption; or a group not exceeding five (5) persons living together as a single housekeeping unit, excluding occupants of a boardinghouse, fraternity, hotel, or similar use. (16.10.020)

8 See Sherwood Development Code section 16.52.020.F.

9 See Sherwood Development Code section 16.52.020.G.

10 See Sherwood Development Code section 16.12.020.

housing.

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**ACTION 17** Allow infill development in High Density Residential (HDR) and Medium Density Residential High (MDRH) zones subject to the general density ranges established for each zone<sup>11</sup> and the maximum height restrictions identified for the zones<sup>12</sup> in place of the special lot size and dimension standards for infill development<sup>13</sup>. (The remaining standards related to infill development could still apply.<sup>14</sup>)

This action implements Town Center Policy 2, Strategies 2.3 and 2.4.

The minimum site size for even a small multi-family residential development is larger than many of the existing lots in Old Town.<sup>15</sup> With the potential reductions allowed by Chapter 16.68 – Infill Development Standards, the minimum site size can be reduced by up to 15% for projects on less than 5 acres.<sup>16</sup> However, on a 10,000 square foot lot, even with this reduction, only 4 units could be developed. This means that small infill projects are not able to build to the maximum densities established for the zone in dwelling units per acre.<sup>17</sup> There are few remaining undeveloped parcels zoned for multi-family use within the proposed Town Center boundary, and many of them are fairly small. Encouraging development on these parcels will require as much flexibility and as much potential density as possible in order to make them attractive for new development.

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**ACTION 18** Review the thresholds and criteria for major modifications to determine whether and how these thresholds could be modified to remove disincentives to redevelopment within the Town Center

This action implements Town Center Policy 5, Strategy 5.1.

A major modification review is required for redevelopment proposals that meet certain criteria related to the type and extent of the change proposed.<sup>18</sup> The thresholds for review include a 10% increase in density, change in setback or lot coverage, or increase in the floor area or height proposed for non-residential use. It is expected that much of the growth in the Town Center will occur through incremental redevelopment of existing structures and expansion of uses on individual lots. The major modification process may be a disincentive for relatively small-scale improvement and redevelopment projects.

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**ACTION 19** Make it easier for property owners in Old Town to make minor modifications to their properties in order to encourage on-going investment in Old Town by doing one of two approaches:

- Amend the Code so that only major modifications to approved site plans must meet the standards for Commercial Structures and be subject to a Type IV review, or
- Develop a more clear and objective set of standards that can be administered through a Type II review process for small projects and remodels that do not qualify as a major modification of an approved site plan.

This action implements Town Center Policy 5, Strategy 5.2.

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11 See Sherwood Development Code section 16.12.010.  
12 See Sherwood Development Code section 16.12.030.C.  
13 See Sherwood Development Code sections 16.68.020 and 16.68.030.A.  
14 See Sherwood Development Code sections 16.68.  
15 Minimum lot sizes for multi-family residential development (including duplexes) in the MDRH and HDR zones require a site of at least 8,000 square feet for the first two units, with additional space needed for each additional unit (3,200 square feet for each additional unit after the first two units in the MDRH zone; 1,500 square feet for each additional unit in the HDR zone, pursuant to 16.12.030.C).  
16 This translates to 6,800 square feet for the first two units, plus 2,720 square feet for each additional unit in the MDRH zone, or 1,275 square feet for each additional unit in the HDR zone. Pursuant to 16.68.020.A.1, the resulting lot size(s) and dimensions may not be less than eighty-five percent (85%) of the standard minimum lot area of the zone.  
17 See Sherwood Development Code section 16.12.010.  
18 See Sherwood Development Code section 16.90.030.A.1.

Site Plan review for development projects within the Old Town Overlay District is currently subject to a Type IV review process before the Planning Commission, even for very small projects that would be subject to a Type II review process if located outside of Old Town.<sup>19</sup> In addition, within the Smockville portion of the Old Town Overlay District, there are standards for alterations to the exterior of historic structures<sup>20</sup> and for all commercial remodeling projects<sup>21</sup>. Outside of the Old Town Overlay District, remodeling would require a building permit and perhaps a Type I review by the Planning Director if there was a minor modification to an approved site plan. Within Old Town, such projects must be reviewed by the Planning Commission, a process which adds time and expense to a project.

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**ACTION 20** Amend the Development Code to exempt development within the Town Center from the Capacity Allocation Program (CAP).

This action implements Town Center Policy 8, Strategy 8.1.

The CAP limits development intensity as a strategy to minimize new trips on Highway 99W.<sup>22</sup> Specifically, the CAP allows a maximum of 43 net new trips per acre to be added during the PM peak hour for most types of development. While development in Old Town is exempt from the CAP requirement,<sup>23</sup> the CAP applies to new development in the rest of the Town Center and, as a consequence, limits the maximum intensity of new development areas outside of Old Town. In order to implement the development anticipated within the Town Center, the CAP should be reviewed and removed from applying within the Town Center boundary.

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**ACTION 21** Through the TSP update, evaluate mechanisms to provide increased flexibility for the design of arterials and collectors throughout the Town Center.

This action implements Town Center Policy 7.

The TSP provides several street cross-section designs for each functional classification of street. The proposed cross-sections for Sherwood Boulevard and Langer Drive identified in the Town Center Plan are not consistent with the cross-sections for an arterial and a collector, respectively. While this can be addressed through a specific exception as described in the Adoption Package (Action 4), there is a broader issue of creating enough flexibility in street design standards to allow for designs that are pedestrian- and bike-friendly within the Town Center and that are context-appropriate. This should be considered more holistically as part of the upcoming TSP update.

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**ACTION 22** Through the upcoming TSP update, develop alternative mobility or other transportation performance standards that will apply within and along the edges of the Town Center.

This action implements Town Center Policy 8.

Even if all or a portion of the Town Center is designated as an MMA (see Adoption Package item #3), development proposals within the Town Center will still be subject to the transportation mobility targets in place today through the development review process for individual site plans and parcel development. Since the proposed amendments to implement the Town Center are anticipated to result in several intersections on Highway 99W not meeting existing mobility targets, alternative mobility targets may be a reasonable approach to alleviating the need for expensive roadway improvements.

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19 See Sherwood Development Code section 16.72.010.A.  
20 See Sherwood Development Code section 16.162.090.C.  
21 See Sherwood Development Code section 16.162.090.E.  
22 See Sherwood Development Code section 16.106.070.  
23 See Sherwood Development Code section 16.90.020.D.5.

## Long-Term Next Steps

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### **ACTION 23** Identify appropriate “street furnishings” and other features and streetscape treatments to use throughout the Town Center.

This action implements Town Center Policy 1, Strategy 1.3.

Selecting a common “family” of street furnishings can provide a subtle sense of cohesion to a relatively large area with distinct districts. Old Town already has a set of street furnishings (metal with a glossy blue paint). One option would be to extend these design elements into the Langer Drive District and along other “unifying corridors” (identified on Map X in the Town Center Plan) within the Town Center. The City will need to decide whether to extend the same treatment throughout the Town Center, select a related but different family of furnishings for the remainder of the Town Center, or create a new “look” for the entire Town Center.

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### **ACTION 24** Convene a signage task force to develop a strategy and lead a process to provide wayfinding signage in the Town Center. Explore expanding or modifying the Old Town wayfinding signage system to include area parks, schools, new developments, and residential areas.

This action implements Town Center Policy 1, Strategy 1.2.

Old Town already has wayfinding signs (concrete monuments with blue placards); however, they have received mixed reviews. As with the street furnishings, the City will need to decide whether to extend the same treatment throughout the Town Center, select a related but different style of signage for use in other parts of the Town Center, or choose an entirely different unifying theme for the whole Town Center. A task force can provide broader perspectives and help ensure that whatever treatment is selected will be supported by the community. Wayfinding signage should be visible and usable by pedestrians, cyclists, transit users, and drivers. A comprehensive bicycle/ pedestrian signage system for Sherwood could cost \$30,000-50,000 to plan, fabricate, and install.

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### **ACTION 25** Pursue funding for streetscape and gateway improvement projects.

This action implements Town Center Policy 1, Strategies 1.1 and 1.3.

There are a number of different possible sources of funding for streetscape and gateway enhancement projects, including:

- The City’s existing Urban Renewal program provides funding for physical improvements that are intended to increase property values within the Urban Renewal Area (which includes the majority of the Town Center). Funding is provided through Tax Increment Financing, which allocates the increase in property tax revenues from a dedicated geographic area for a certain period of time (usually 20 years) to repay investments in physical improvements within that area.
- The City’s general fund pays for much of the operation of City government and many capital expenditures, including projects such as streetscape improvements on city streets. Funding comes from property taxes collected city-wide.
- Congestion Mitigation & Air Quality (CMAQ) grants are awarded by the Federal Highway Administration (FHA) to support surface transportation projects and other related efforts that contribute air quality improvements and provide congestion relief.<sup>24</sup> Projects that provide new (or significantly reconstructed) facilities for bicyclists and pedestrians may

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<sup>24</sup> Federal Highway Administration, “Congestion Mitigation and Air Quality Improvement (CMAQ) Program”, [http://www.fhwa.dot.gov/environment/air\\_quality/cmaq/](http://www.fhwa.dot.gov/environment/air_quality/cmaq/). Accessed 4/22/13.

qualify for CMAQ funding if they are not purely for recreational purposes. Projects must be identified in the regional transportation plan and must provide air pollution emissions reductions.<sup>25</sup>

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**ACTION 26** Partner with the Sherwood Cultural Arts Commission and local organizations such as the Sherwood Foundation for the Arts and/or the Sherwood Chamber of Commerce to sponsor a design competition to come up with gateway features such as sculptures, decorative lighting, or water features to be installed within street right-of-way or public spaces at key entry points for the Town Center, including Highway 99W at 12th Street, Tualatin-Sherwood Road, and Sherwood Boulevard; Tualatin-Sherwood Road at Langer Farms Parkway; and near Old Town on Sherwood Boulevard, Oregon Street, Pine Street, Main Street, and Washington Street.

This action implements Town Center Policy 1, Strategy 1.1.

Public art installations at key “gateway” intersections will help signal a sense of arrival to a special area and, if coordinated throughout the Town Center, can provide another tool to unify the Town Center.

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**ACTION 27** Explore the feasibility of creating an awareness campaign, and potentially a marketing strategy, for the Sherwood Town Center. Initial steps would include establishing an advisory committee - either as a new City-sponsored committee, or as part of the Sherwood Urban Renewal Plan Advisory Committee (SURPAC) or the Chamber of Commerce - to identify appropriate goals and objectives to promote the area. Ultimately, a timeline for each identified goal and objective, the lead / support agencies, and the resources necessary to accomplish the objectives could be developed to guide specific actions to benefit the Town Center.

This action implements Town Center Policy 1, Strategy 1.4.

Building business development strategies for Old Town has been an ongoing focus of the community. The Sherwood Main Street program actively promotes economic development within a defined “Main Street” district that meets the qualifications of being a historic downtown.

As part of the Main Street Program, a “Main Street Magic” brand statement was developed for Old Town Sherwood. The branding effort identified next steps that included building a marketing plan, deciding on a budget, creating a logo and website.<sup>26</sup>

A 2008 Downtown Sherwood Market Study also identified next steps related to branding and programmatic actions include promoting existing events, organizing additional events, and, and creating and distributing marketing materials on Old Town to regional developers.<sup>27</sup>

The initiatives that focused primarily on Old Town provide examples of programs the City could draw upon or expand to heighten the public’s awareness of the entire Town Center area. Branding and promoting the Town Center should be complimentary to the efforts to promote Old Town and should consider the earlier studies and reports, which identified specific marketing strategies to promote business development in Sherwood and Old Town respectively.<sup>28</sup>

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<sup>25</sup> Federal Highway Administration, “Final Program Guidance: The Congestion Mitigation and Air Quality Improvement (CMAQ) Improvement Program under the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, October 2008. [http://www.fhwa.dot.gov/environment/air\\_quality/cmaq/policy\\_and\\_guidance/2008\\_guidance/](http://www.fhwa.dot.gov/environment/air_quality/cmaq/policy_and_guidance/2008_guidance/).

<sup>26</sup> <http://www.sherwoodmainstreet.org/>

<sup>27</sup> <http://www.sherwoodoregon.gov/downtown-sherwood-market-study>

<sup>28</sup> See, for example, City of Sherwood Economic Development Strategy Report (2007) and Downtown Sherwood Market Study (2008).

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**ACTION 28** Encourage and support rezoning residential areas in and adjacent to Old Town where property owners are interested in developing to higher densities.

This action implements Town Center Policy 2, Strategy 2.4.

As documented in the Existing Conditions Report (Appendix X), there is little undeveloped land in the Town Center, and much of the residential land that is currently undeveloped is zoned for relatively low density. A substantial part of Old Town north of the railroad is zoned Medium Density Residential Low (MDRL), which provides for single-family and two-family (i.e. duplex) housing at the relatively low density of 5.6 to 8 dwelling units per acre. This area is mostly developed with single-family homes, but there are scattered vacant parcels. There is only one undeveloped parcel already zoned (HDR) located in close proximity to Old Town (south of the Cedar Creek Assisted Living facility). One of the largest undeveloped areas zoned for residential use near Old Town is the parcel north of the New Life Assembly of God, owned by the St. Francis Catholic Church, that is zoned Medium Density Residential High (MDRH). The MDRH zone allows a maximum density of 11.6 dwelling units per acre. If property owners within the Town Center in areas in or near Old Town choose to develop or redevelop and seek a zone change to allow greater density, the adoption of the Town Center Plan will provide policy support for these changes. If the proposed change is within a MMA designation, meeting mobility standards will not be a barrier to the rezoning.

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**ACTION 29** Explore the possibility of providing a density bonus to enable higher residential densities under existing zoning in areas within, and in close proximity to, Old Town.

This action implements Town Center Policy 2, Strategy 2.4.

The City could add provisions to the Town Center Overlay District that would allow for a residential density bonus for projects that provide certain amenities that would be desirable within the Town Center and would benefit the surrounding neighborhood. Care would need to be taken to ensure that the resulting development project would still be appropriate to the context and not out-of-scale with surrounding development. Any policy or regulatory changes would apply both to development projects on vacant land and to potential redevelopment projects.

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**ACTION 30** Explore the potential to use urban renewal funding for redevelopment of / improvements on City-owned sites with a mix of uses appropriate to a Town Center environment. This would be done through the urban renewal planning and development process.

This action implements Town Center Policy 5, Strategy 5.3.

The City of Sherwood has an Urban Renewal Area that includes nearly the entire proposed Town Center boundary. The City's adopted Urban Renewal Plan includes a stated goal of promoting private development, redevelopment, and rehabilitation in both Old Town and the Six Corners area. As noted previously, urban renewal projects are funded through tax increment financing – a method of capturing increases in property tax revenue to provide for future improvements within the designated area. Recent and on-going urban renewal projects include the new Civic Building in Old Town – home to Sherwood City Hall and the library – and the development of the Cannery site in Old Town that will include mixed use residential, office space, retail shops, and a Community Center, in addition to the Cannery Square public plaza. The Civic building is an example of a public catalyst project, and the Cannery development is an example of a public-private partnership. These projects have helped make Old Town more of an attraction for the community.

City-owned properties within the proposed Town Center boundary that are either vacant or have the potential to be redeveloped that could be considered for urban renewal funding include:

- The Public Works / Sherwood Field House property is bounded by the railroad track, Foundry Avenue, and the Cannery Square PUD to the southwest. Most of the existing building is currently used to house city public works operations, but a portion of the building was renovated in 2003 to become the field house, which includes an indoor soccer field, reception area, locker rooms and restrooms. The remainder of the site includes a large parking area as well as additional undeveloped land.
- Vacant property at the northwest corner of 3rd Street and Sherwood Boulevard (16023 SW 3rd Street), owned by the Urban Renewal Agency.

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**ACTION 31** Explore using urban renewal or Community Development Block Grant funds to offset a portion of SDC fees in order to subsidize certain types of infill development within the Town Center.

This action implements Town Center Policy 5, Strategy 5.4.

The Town Center is largely developed already. The remaining development opportunities are small and scattered. Such sites are often challenging to develop because the cost of development outweighs the potential returns. The City requires that new development pay System Development Charges (SDCs) to account for the impact to infrastructure, including transportation, water, and sewer facilities. While these fees are just one component of development costs and are scaled to the size/impact of the project, they are a part of the cost of development that the City has control over. Offsetting a portion of SDC fees may incentivize development of additional density through compatible, high-quality infill or redevelopment projects in the Town Center.

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**ACTION 32** Evaluate where the sidewalk gaps are within the Town Center, prioritize locations for future improvements, and identify funding sources.

This action implements Town Center Policy 7, Strategy 7.5.

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**ACTION 33** Determine the potential scope of a future parking study, including the geographic extent of such a study within the Town Center, and seek funding for a planning process.

This action implements Town Center Policy 9.

Providing sufficient parking for residents and businesses while using land efficiently is a balancing act in all vibrant urban centers. Parking has been an ongoing topic of concern in Old Town and identified through the Cannery Square development in response to concerns about the location and amount of parking available for the ninety nine-unit apartment project. Public response during this planning process indicated that there is a concern about parking needs associated with additional development in Old Town. There is no parking required in the Smockville portion of Old Town and only 65% of normally required off-street parking is required in the Old Cannery Area of Old Town.

Given these conditions and regional requirements,<sup>29</sup> Sherwood will need to conduct a parking study and develop a parking plan. The Parking Plan will need to include an inventory of parking supply and usage, an evaluation of bicycle parking needs, and management strategies and/or regulations as appropriate.

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<sup>29</sup> Title 4 of the Regional Transportation Functional Plan requires cities to develop parking policies, management plans, and regulations for adopted Town Centers.

**ACTION 34** Within the Town Center (excluding Old Town), allow a reduction of 5% of required parking for commercial uses that meet all of the following site design standards for promoting walking, biking, and transit use, up to a maximum reduction of 15%:

- Where there is an existing or planned transit stop, providing a transit shelter adjacent the stop, with the building entrance oriented towards the stop and convenient, direct pedestrian access between the stop and the building entrance;
- Providing covered bicycle parking, showers and locker room facilities; and
- Designing a pedestrian-friendly site that achieves the maximum possible points in the Commercial Design Review Matrix in the following categories:
- Glazing (16.90.030.D.7.d.1.c): 4 points possible (requires >20% glazing on all street-facing sides with actual windows)
- Fenestration (on street facing building elevations) (16.90.030.D.7.d.1.d): 3 points possible (requires multiple “bays” limited in width to 20 feet)
- Building location (16.90.030.D.7.d.2.a): 2 points possible (requires building(s) flush to all possible rights-of-way)
- Building orientation and public entrance (16.90.030.D.7.d.2.b and c): 4 points possible between these two standards (requires primary entrance oriented to the pedestrian)
- Location of parking (16.90.030.D.7.d.3.a): 3 points possible (requires no parking located between any building and a public street)

This action implements Town Center Policy 9, Strategy 9.2.

While Sherwood’s commercial parking standards are consistent with Metro requirements,<sup>30</sup> they may prevent the conversion of parking to additional commercial buildings, as envisioned for shopping centers along Langer Drive. Exploring the consequences of allowing greater flexibility in parking requirements may best be accomplished as part of a Parking Management Plan (see Action 32, above).

<sup>30</sup> Title 4 of the Regional Transportation Functional Plan establishes regional parking ratios.