

SHERWOOD TOWN CENTER PLAN

September 2013

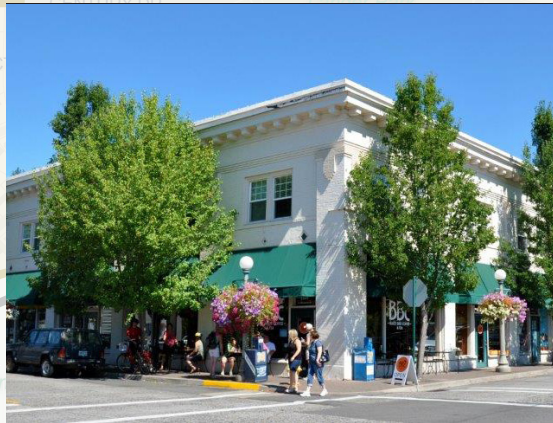


Exhibit A-1

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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.

Table of Contents

i Executive Summary

1 The Planning Process

- 1 Project Background
- 1 Public Involvement Overview
- 2 Project Goals and Objectives
- 3 Identifying Opportunities and Constraints
- 4 Developing and Evaluating Alternatives

6 The Vision

- 6 Vision Statement

7 The Town Center

- 7 Town Center Boundary
- 7 Existing Conditions
- 8 Future Development Character & Land Use Pattern
- 10 Complete Streets
 - 10 *Local Streets*
 - 11 *Sherwood Boulevard*
 - 12 *Langer Drive*
- 14 Bike/Pedestrian Improvements
- 16 Transit
- 17 Gateways and Unifying Corridors
- 18 Parking Management
- 18 Transportation Mitigation

20 Policy Direction

25 Implementation

Figures

<i>Figure 1 - Project Goals</i>	2
<i>Figure 2 - Neighborhood Greenway Treatments</i>	10
<i>Figure 3 - Sherwood Boulevard: Today and Illustrative Future</i>	11
<i>Figure 4 - Langer Drive East: Today and Illustrative Future</i>	12
<i>Figure 5 - Langer Drive West: Today and Illustrative Future</i>	13

Maps

<i>Map 1 - Sherwood Town Center Boundary and Districts</i>	8
<i>Map 2 - Bicycle and Pedestrian Improvements</i>	15
<i>Map 3 - Transit Routes</i>	16
<i>Map 4 - Gateways and Unifying Corridors</i>	17

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 Analysis

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.

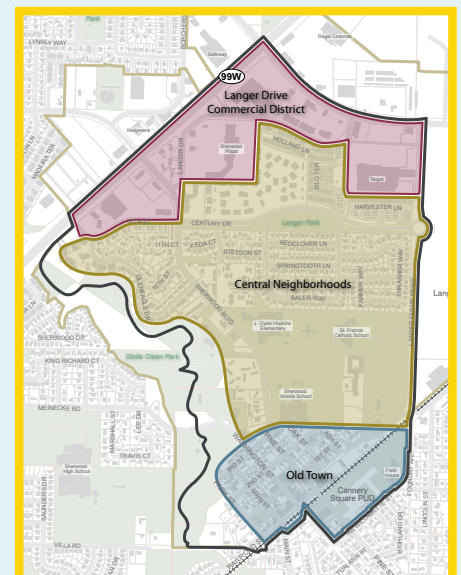
The following overarching vision statement describes the uses, activities, look, and feel of the Town Center and articulates the desired outcome of future development, redevelopment, and investment in the area:

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 Cannery Square area south of the railroad tracks 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 Six Corners 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 expected and appropriate within the Town Center in order to support the vision of a vibrant community focal point hosting a variety of successful businesses. While 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 there are three unique sub-districts that will have their own development expectations and characteristics:

Old Town - 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.



Langer Drive Commercial District - 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.

Central Neighborhoods - 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 sufficient parking for residents and businesses while using land efficiently is also critical to creating a vibrant Town Center.

Additional transportation improvements may be needed in the future in order to support future growth and development within the Town Center. Some mechanisms for implementing certain elements of the Town Center Plan would increase development opportunities and growth within the Town Center, which in turn has the potential to impact the transportation system. While no changes in planned land uses or regulatory modifications are proposed as part of the Town Center Plan itself, future steps that the City may take to implement the policies and strategies associated with the Plan may require evaluating how a proposed change impacts the planned transportation system.

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 development of appropriately scaled multi and single family housing 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.

Along with these policies, the Town Center Plan includes strategies to help guide the City in future implementation decisions.

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”¹ 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 and Steering Committee work sessions.



¹ 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

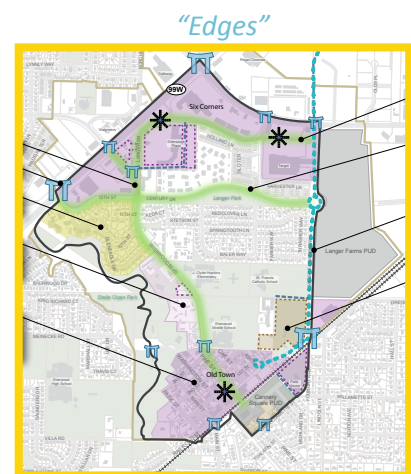
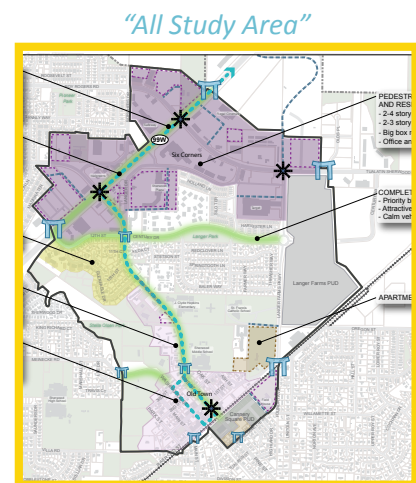
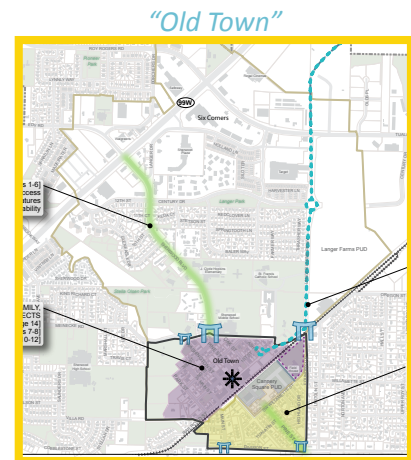
The project team took information gained from the first open house, along with the input received from the stakeholder interviews and TAC and SAC meetings, and developed three land use and transportation alternatives – “Old Town”, “All Study Area”, and “Edges” – that illustrated distinctly different 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.



Vision Statement

The collage consists of 12 photographs arranged in a 3x4 grid. The photos depict various outdoor recreation and community activities. The top row shows a person walking a dog on a paved path, a group of people playing water games on stone steps, and a person riding a bicycle. The middle row shows a group of people at a community event, a person walking a dog, and a group of people at a community event. The bottom row shows a person walking a dog, a group of people at a community event, and a person walking a dog. The photos are interspersed with solid color blocks in yellow, green, and blue.

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 Cannery Square area south of the railroad tracks 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 Town² 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.

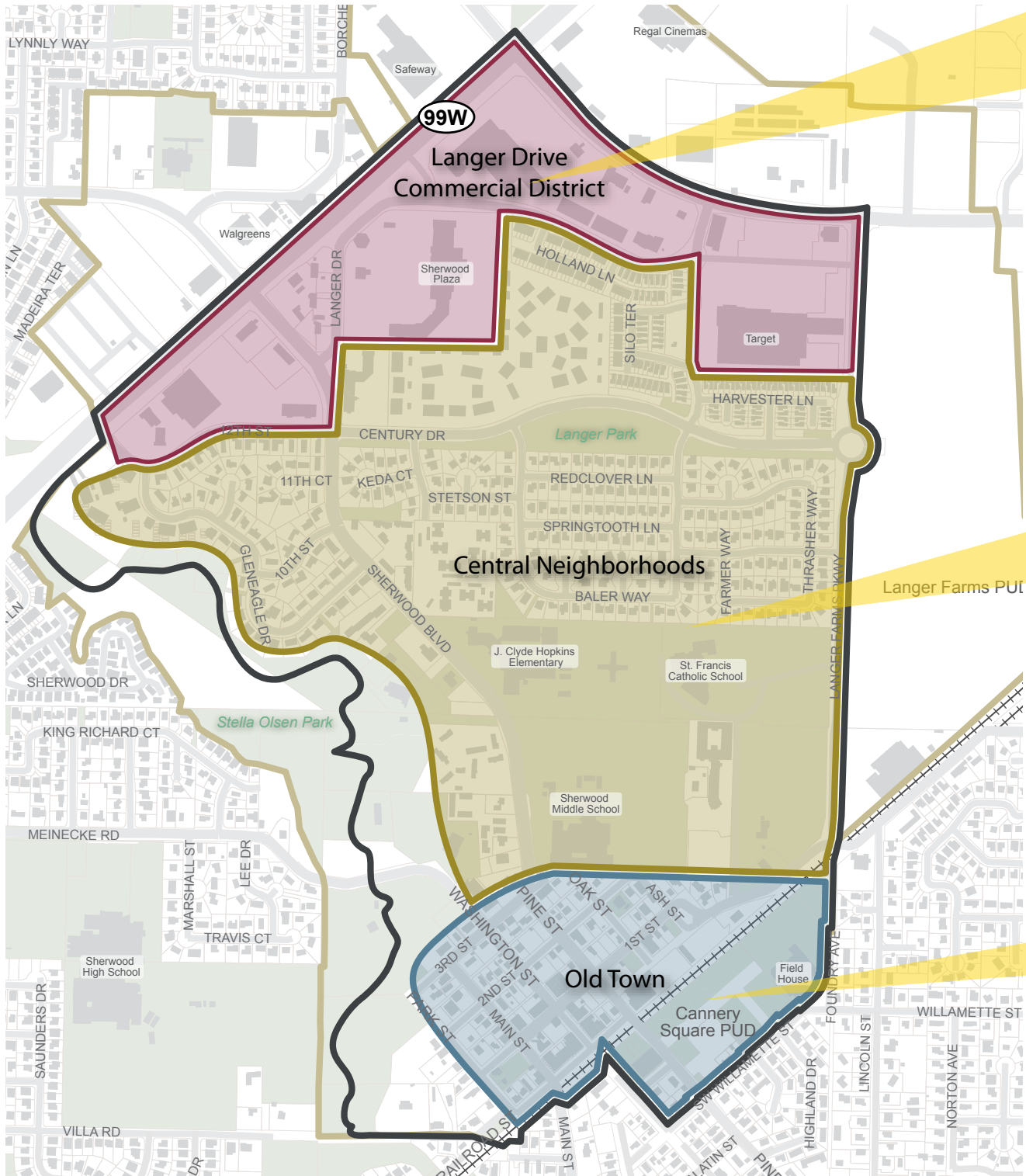
The existing public services and civic spaces available within the Town Center lend to the vitality of the area. In addition to the senior center mentioned above, the Town Center hosts City Hall, the Public Library, and three schools (Sherwood Middle School, Clyde Hopkins Elementary School, and St. Francis 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.

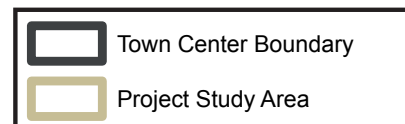
Although the area within the Town Center boundary already embodies many of the characteristics of a successful Town Center, some intensification of commercial and residential development in this area over time is expected and appropriate in order to support the vision of a vibrant community focal point 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.

² 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” buildings³ 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 12). 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 through infill and redevelopment 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.⁴ 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. 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 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 and will be appropriately scaled to the nearby existing structures. The existing design guidelines for Old Town will continue to ensure high-quality development that respects the historic character of the area.



³ 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.

⁴ 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

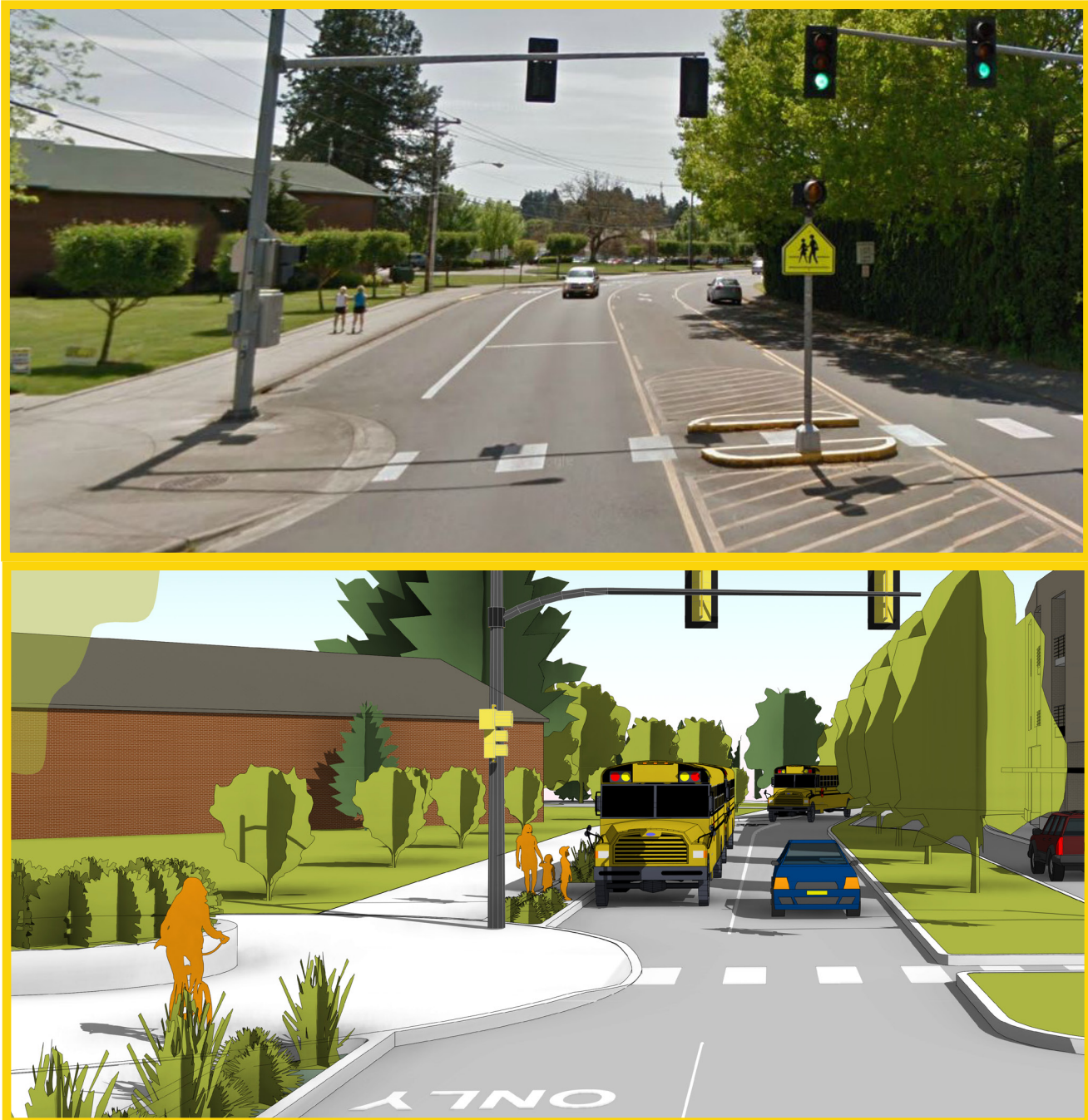


Sherwood Boulevard

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.

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;⁵ 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



⁵ 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 graphics illustrating how the roadway could be designed to be more bicycle and pedestrian friendly. 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

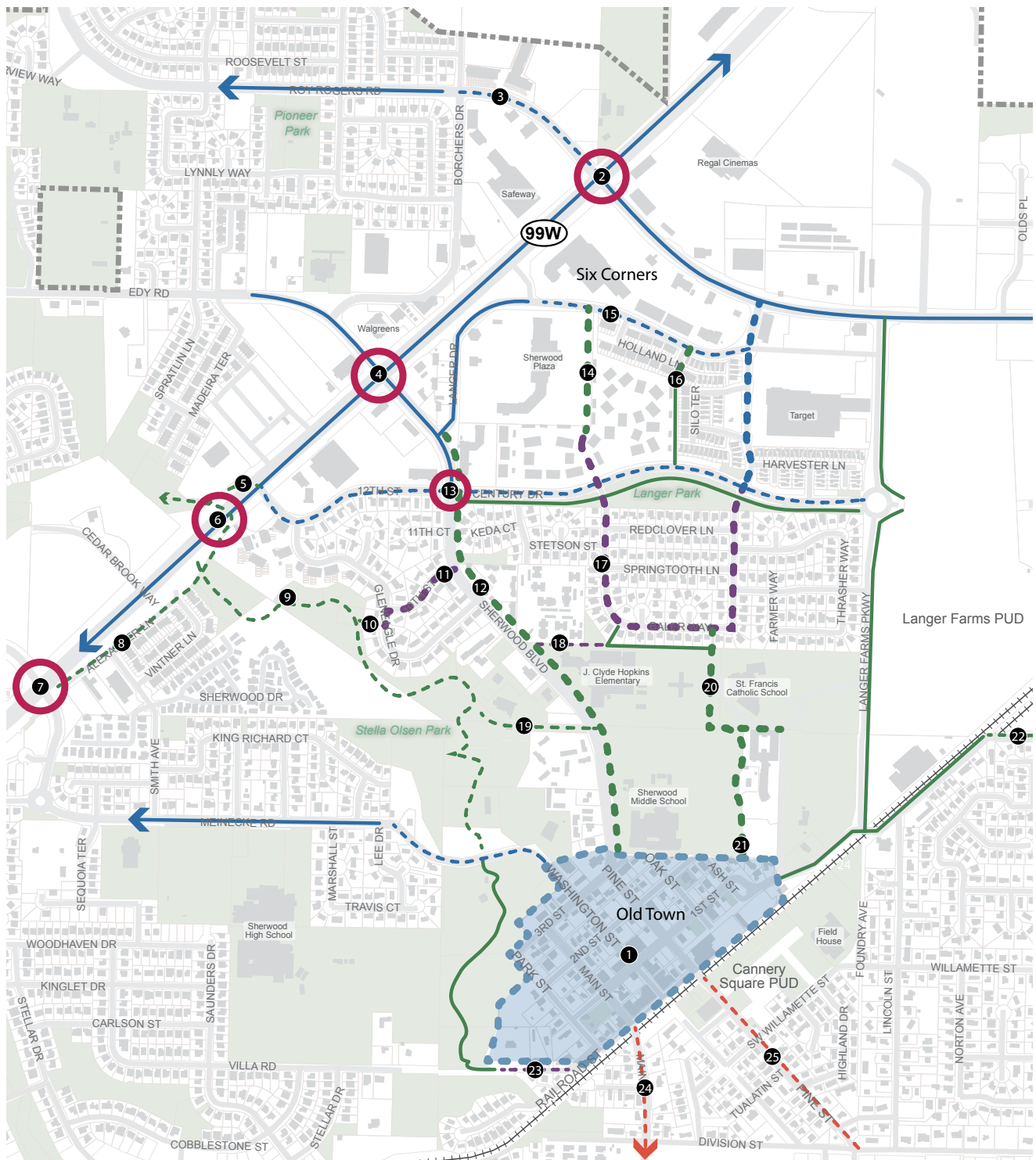
1	<i>General bicycle/pedestrian improvements throughout central Old Town Sherwood</i>
2	Intersection improvements at Highway 99W at Roy Rogers / Tualatin-Sherwood Road
3	Roy Rogers Road bike lane "infill"
4	Intersection improvements at Highway 99W at Edy Road / Sherwood Blvd.
5	Shared use path connection 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	<i>Neighborhood Greenway improvements on Gleneagle Drive and 10th Street</i>
12	<i>Shared use path on east side of Sherwood Blvd. between Langer Drive and Old Town</i>
13	Intersection improvements at Sherwood Blvd. and Century Dr.*
14	<i>Shared use path connecting Langer Dr. and Trumpeter Dr.</i>
15	Bicycle Lanes on Langer Dr.**
16	<i>Neighborhood Greenway improvements on Holland Lane</i>
17	<i>Neighborhood Greenway improvements on Baler Way</i>
18	<i>Shared use path on north side of Hopkins Elementary School</i>
19	Shared use path between Sherwood Blvd. and Cedar Creek / Tonquin Trail
20	<i>Shared use path on east side of Hopkins Elementary School</i>
21	<i>Shared use path on east side of Sherwood Middle School</i>
22	<i>Neighborhood Greenway improvements on Oregon Street</i>
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.





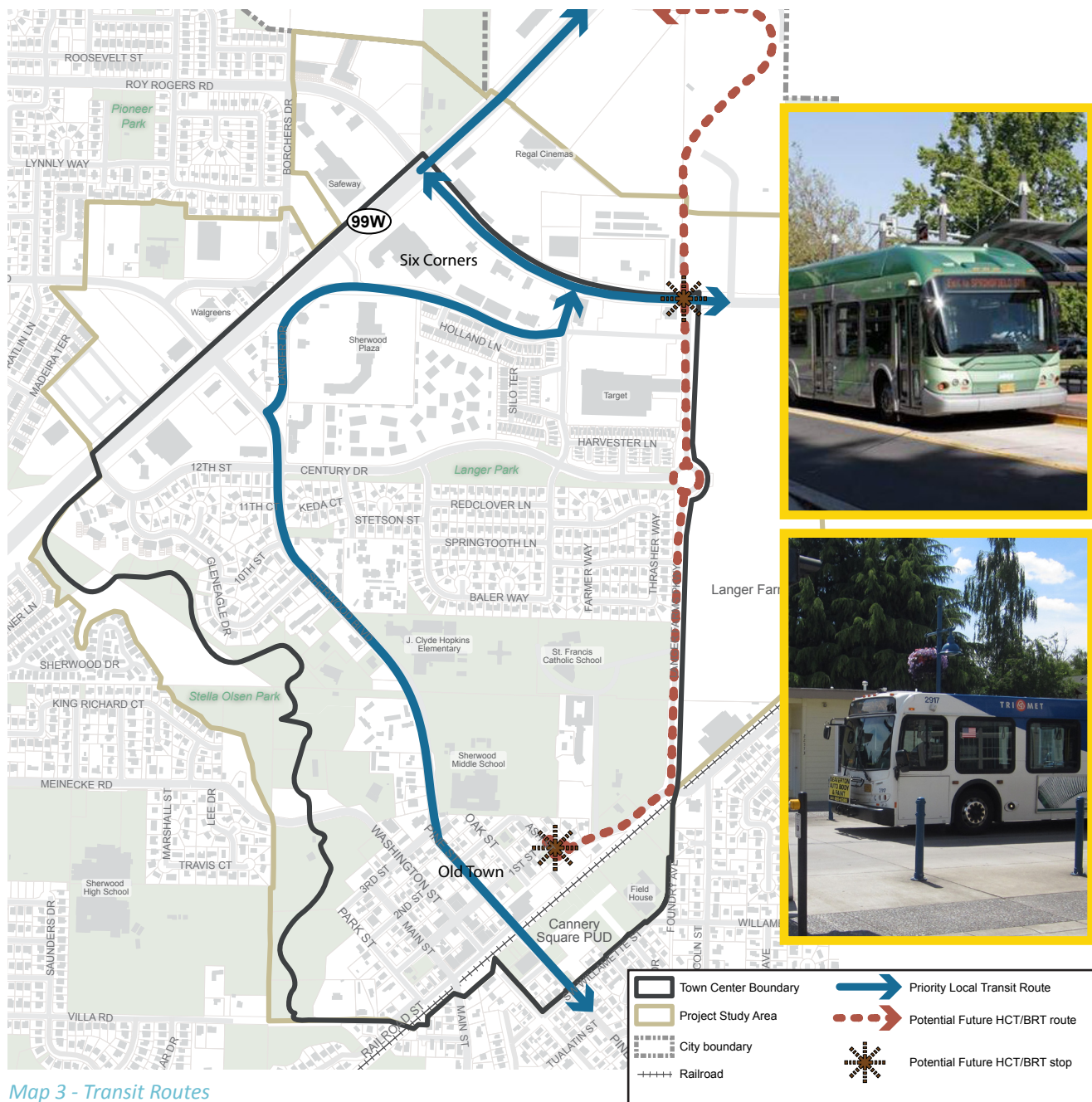
Map 2 - Bicycle and Pedestrian Improvements

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 |

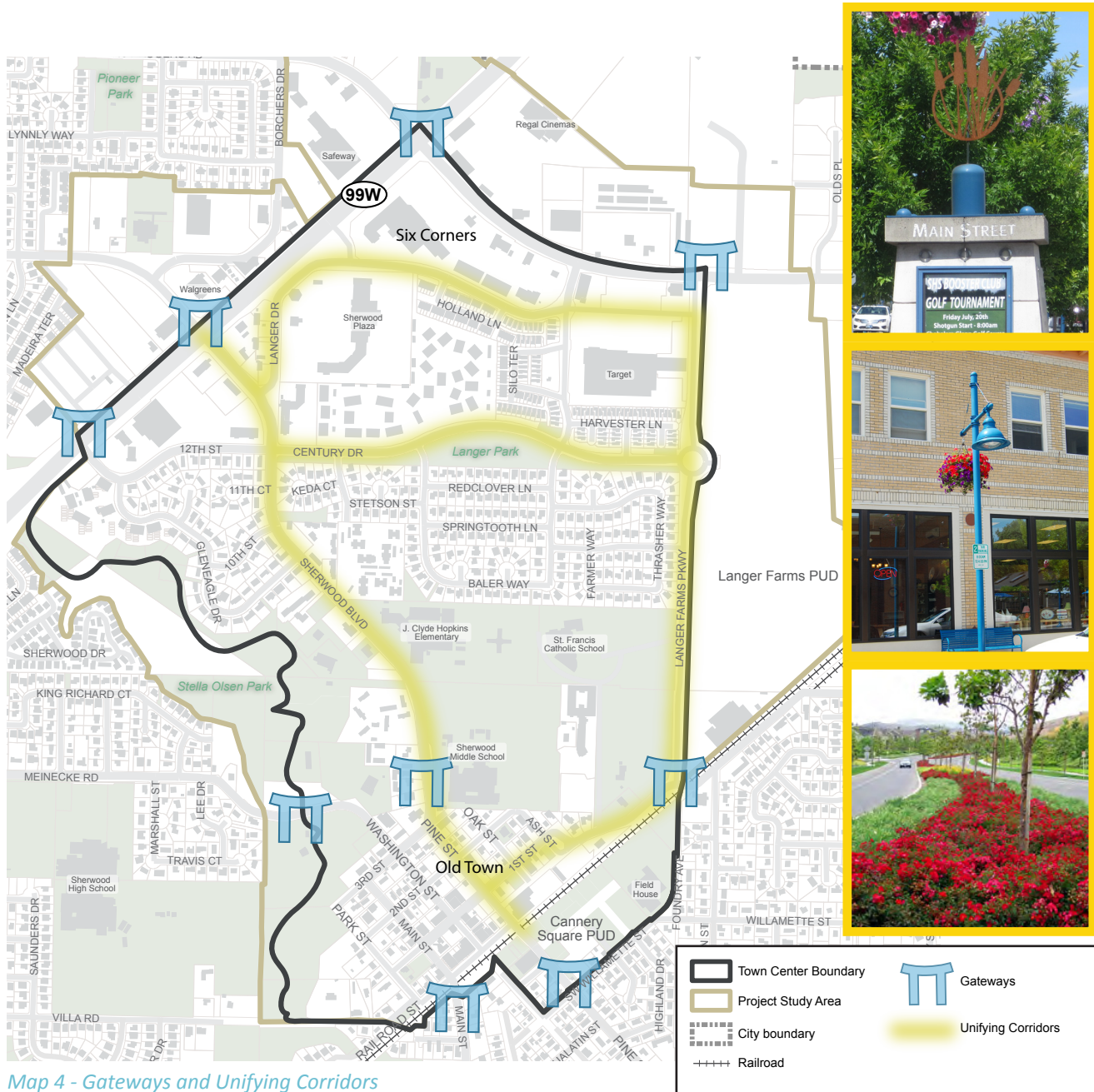
Transit

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.



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

Some mechanisms for implementing certain elements of the Town Center Plan would increase development opportunities and growth within the Town Center, which in turn has the potential to impact the transportation system. While *no changes in planned land uses or regulatory modifications are proposed as part of the Town Center Plan itself*, future steps that the City may take to implement the policies and strategies associated with the Plan (see Policy Direction section) may require evaluating how a proposed change impacts the planned transportation system in order to comply with the State Transportation Planning Rule (TPR).



The TPR requires that changes to planned land uses do not significantly affect the transportation system beyond the condition that would be present under planned growth conditions. To meet this requirement, land use changes are commonly accompanied by measures (such as transportation improvements) to ensure that the transportation system does not degrade beyond the level anticipated through development consistent with the adopted Comprehensive Plan and Transportation System Plan (TSP). As part of the analysis in developing this Town Center plan, assumptions were made that there would be modest increases in density through either re-zoning or changing land use regulations.

A traffic analysis was performed to illustrate how these assumptions could impact future traffic and the need for additional improvements to the roadway system. The traffic analysis modeled a “reasonable worst case” growth scenario to identify how traffic conditions could be different in the future if changes to zoning or land use regulations were made and fully implemented, and compared that to the projected traffic based on the growth assumptions already assumed in Metro’s regional planning. Based on the opportunities identified for future growth and development within the proposed Town Center boundary (see Existing Conditions

Report, Appendix D), and assumptions about future growth that are consistent with the overall direction and policy guidance contained in the Plan, an increase in land use intensity of approximately 125 dwelling units and approximately 400 employees above and beyond the growth assumptions in the base case regional projections was estimated as the “reasonable worst case.” This growth would result in approximately 1,150 additional vehicle trips during the PM peak hour (based on estimated trip generation rates⁶). While additional analysis will be required prior to any implementation actions that result in changes to land use, the transportation analysis completed for this planning exercise identifies that the additional traffic generated by the assumed growth would require the following improvements to mitigate impacts⁷:

- OR 99W/ Home Depot – Add a separate westbound left turn lane while maintaining the existing green time on OR 99W for the northbound and southbound through movements.
- OR 99W/ Edy Road/ Sherwood Boulevard – Add dual eastbound and westbound left turn lanes on Edy Road and Sherwood Boulevard, eliminate the split phase timing for the side streets, and maintain the existing green time on OR 99W for the northbound and southbound through movements.
- OR 99W/ Meinecke Road – Change the eastbound and westbound left turn phasing on Meinecke Road from permitted to permitted/protected and maintaining the existing green time on OR 99W for the northbound and southbound through movements.

See Appendix F for the full traffic analysis.

There are several ways the City can consider addressing this requirement if changes in land use (through regulation or zoning) is planned as part of implementing the Town Center Plan, 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.

For further explanation and analysis of these options see the Alternatives Evaluation Report (Appendix E).

⁶ Trip generation rates were obtained from Institute of Transportation Engineers (ITE) data on average trip generation rates for various land uses.

⁷ Note that the TPR does not require identifying projects to return all intersections to a mobility level that meets performance targets, only to make congestion no worse than it would be under the currently adopted land use and transportation plans.

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 its sub-districts and that help inform visitors of the attractions and services 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 Develop 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 future development of appropriately scaled multi-family and single family attached housing in targeted areas.



STRATEGY 2.1 Create more opportunities for townhome development in the Old Town Overlay District that is consistent with the architecture and character of the Old Town district.

STRATEGY 2.2 Evaluate Accessory Dwelling Units (ADUs) standards to ensure that ADUs are complimentary and compatible with each district within the Town Center.

STRATEGY 2.3 When in close proximity to existing commercial areas, consider allowing for greater density in multi-family residential in the Town Center.

STRATEGY 2.4 When in close proximity to existing commercial areas, allow for mixed use development within the Town Center.

Policy 3: The City will ensure that development regulations encourage an appropriate mix of activities and uses within and adjacent to the Town Center that support the vision.



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

STRATEGY 3.2 Encourage uses within the Town Center that are consistent with the Town Center vision of walkable, pedestrian scale development that serves the needs of the community. Conversely, discourage or prohibit uses that are inconsistent with the vision that are out of scale with a walkable environment or that are solely automobile dependent uses.

STRATEGY 3.3 Consider restricting new drive-through commercial uses within the Town Center based on the needs of the sub-district 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 will 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 or otherwise improves the pedestrian experience.

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



Policy 5: The City will encourage property owners and governmental agencies to invest in development that supports the Town Center vision and recommendations.

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 that is consistent with the Town Center vision and the desired characteristics of the sub-districts therein.

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 the residents and businesses in and adjacent to the Town Center, including maintaining a robust local transit service network and planning for future local and 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 and adjacent areas.

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, within and adjacent to the Town Center.



STRATEGY 7.1 Support public or private development of the bicycle and pedestrian improvements shown on Map 2.

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 Work with ODOT to provide safe pedestrian crossing movements for all directions at 99W intersections.

STRATEGY 7.5 Identify and consider all funding sources appropriate and available to work with property owners to fill gaps in sidewalk system along neighborhood streets.

STRATEGY 7.6 The City will support collaborative solutions that enhance access and improve safety for pedestrians and all other modes of transportation within, adjacent to and into the Town Center.

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

- STRATEGY 8.1** Through the TSP update, examine changes to the City's OR 99W Capacity Allocation Program (CAP) to ensure that it doesn't restrict future growth that supports and implements the Town Center vision and recommendations.
- STRATEGY 8.2** Through the TSP update, identify strategic road capacity improvement projects to address congestion within and adjacent to the Town Center. Necessary transportation improvements will be analyzed and evaluated for how they support a vibrant walkable Town Center.
- STRATEGY 8.3** Through the TSP update, establish transportation mobility targets for new development within and adjacent to the Town Center that are appropriate for a Town Center context and capture the community's priorities.
- STRATEGY 8.4** The City will work with the County, ODOT, and local stakeholders to enhance vehicular and pedestrian access from the Town Center to developments adjacent to the Town Center.



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** Examine parking supply and demand in Old Town to determine if changes to existing parking standards are necessary.
- STRATEGY 9.2** Evaluate the required number and potential locations of automobile parking spaces for townhomes within each sub-district of the Town Center to ensure that this type of residential development is feasible and can be developed in a way consistent with the vision for each sub-district in the Town Center.
- STRATEGY 9.3** Consider the parking requirements for commercial uses in the Langer Drive Commercial District portion of the Town Center to ensure that flexibility is available to allow for the redevelopment of parking lots and the construction of additional buildings adjacent to collector and arterial streets while also ensuring adequate parking is provided.
- STRATEGY 9.4** Accommodate car-sharing programs within the Town Center.
- STRATEGY 9.5** Promote development of Transportation Demand Management programs by Town Center employers.
- STRATEGY 9.6** Monitor supply and demand for on-street and off-street public parking areas within the Town Center.



Implementation

The goals and strategies set forth in this plan set the foundation for future implementation actions. The City will need to take steps necessary to implement the policies and strategies outlined in this plan before it can become a reality. Specific steps necessary for full implementation of the plan include updates to the Transportation System Plan, evaluation and amendments to the Development Code and consideration of changes to the zoning and uses permitted within the Town Center. Any actions taken to implement will involve additional public involvement. The Town Center is the Community of Sherwood's plan and, as such, the Community will be requested to provide input and direction throughout the implementation process.

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