

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.

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).

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.

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.

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.

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 townhomes¹ 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,² 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.

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

¹ See Sherwood Development Code section 16.44.010.B.4.

² 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 zoning³ 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.

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.

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

³ 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) .

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.⁴ All residential zones require a 20-foot minimum front yard setback.⁵ 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.⁶ 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.⁷

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.⁸ (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

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.

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).⁹ 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.¹⁰ 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.

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

⁹ See *Sherwood Development Code* section 16.162.060.C.

¹⁰ 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)¹ to allow townhomes outright within Old Town and amend the City’s existing townhome regulations² 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.³ 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.⁴ 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).⁵ 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 residence⁶ so that an ADU is treated the same as all other dwelling units in terms of the definition of a household.⁷
- Modify the limit on allowable floor area for the ADU⁸ 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 residence⁹ from 10 feet to 5 feet. This is consistent with side setbacks for Single Family Detached housing in all residential zones¹⁰ 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.

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 zone¹¹ and the maximum height restrictions identified for the zones¹² in place of the special lot size and dimension standards for infill development¹³. (The remaining standards related to infill development could still apply.¹⁴)

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.¹⁵ 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.¹⁶ 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.¹⁷ 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.

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.¹⁸ 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.

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.

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.¹⁹ In addition, within the Smockville portion of the Old Town Overlay District, there are standards for alterations to the exterior of historic structures²⁰ and for all commercial remodeling projects²¹. 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.

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.²² 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,²³ 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.

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.

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.

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

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.

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.

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.²⁴ Projects that provide new (or significantly reconstructed) facilities for bicyclists and pedestrians may

²⁴ Federal Highway Administration, “Congestion Mitigation and Air Quality Improvement (CMAQ) Program”, 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.²⁵

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.

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.²⁶

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.²⁷

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.²⁸

²⁵ 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/.

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

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

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

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.

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.

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.

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.

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.

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,²⁹ 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.

²⁹ 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,³⁰ 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).

³⁰ Title 4 of the Regional Transportation Functional Plan establishes regional parking ratios.