

# Sherwood, Oregon Old Town Strategic Plan

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*" The Old Town Strategic Plan identifies opportunities to **leverage public infrastructure investments and coordinated public-private development** to strengthen key areas along Pine Street—from beginning to end—and extend Columbia Street to improve access to Old Town. These efforts aim to **create a new 'front door'** and **encourage investment** in City-owned vacant and underutilized sites"*

# EXECUTIVE SUMMARY

Old Town Sherwood is poised for positive momentum. With its history, walkable charm, and strong community identity, it has all the right ingredients for a vibrant town center. The Strategic Plan builds on this foundation with a bold, practical vision—one that respects Old Town's character while creating new opportunities for business growth, housing, and public life.

Aligned with the Town Center Plan and Vision 2040, the Strategic Plan focuses on three key areas: the **sense of arrival**, **business growth and health**, and **infrastructure and development**.

Together, these plan elements address the challenges and opportunities for improving access, supporting local businesses, and strengthening Old Town's role as a place where tradition meets progress.

**This isn't just a plan—it's a roadmap** for action, giving decision-makers the tools and confidence to guide Old Town's future.

## Putting Vision into Action

Past investments through the former Urban Renewal Area laid the foundation for Old Town's revitalization, including City Hall and Library,

Cannery Square, Robinhood Plaza, the Indoor Soccer Complex, and key infrastructure and streetscape projects.

The Plan focuses on SW Pine and SW Columbia Streets—two corridors central to access and activity in Old Town. Targeted investments here will catalyze redevelopment and guide actions around branding, partnerships, events, and funding.

The next five years are pivotal, with three strategies and thirteen actions providing a clear path forward—rooted in community values and built for results.



Fig. 1. Priority Development Area-Activate Cannery Square

# STRATEGIC PLAN FOCUS AREAS

Old Town’s development potential (Figure 2) is supported by public infrastructure investments to enhance SW Pine Street and SW Columbia Street, along with coordinated redevelopment efforts to activate vacant sites with new businesses and residents—helping to foster a vibrant, 18-hour Old Town environment.

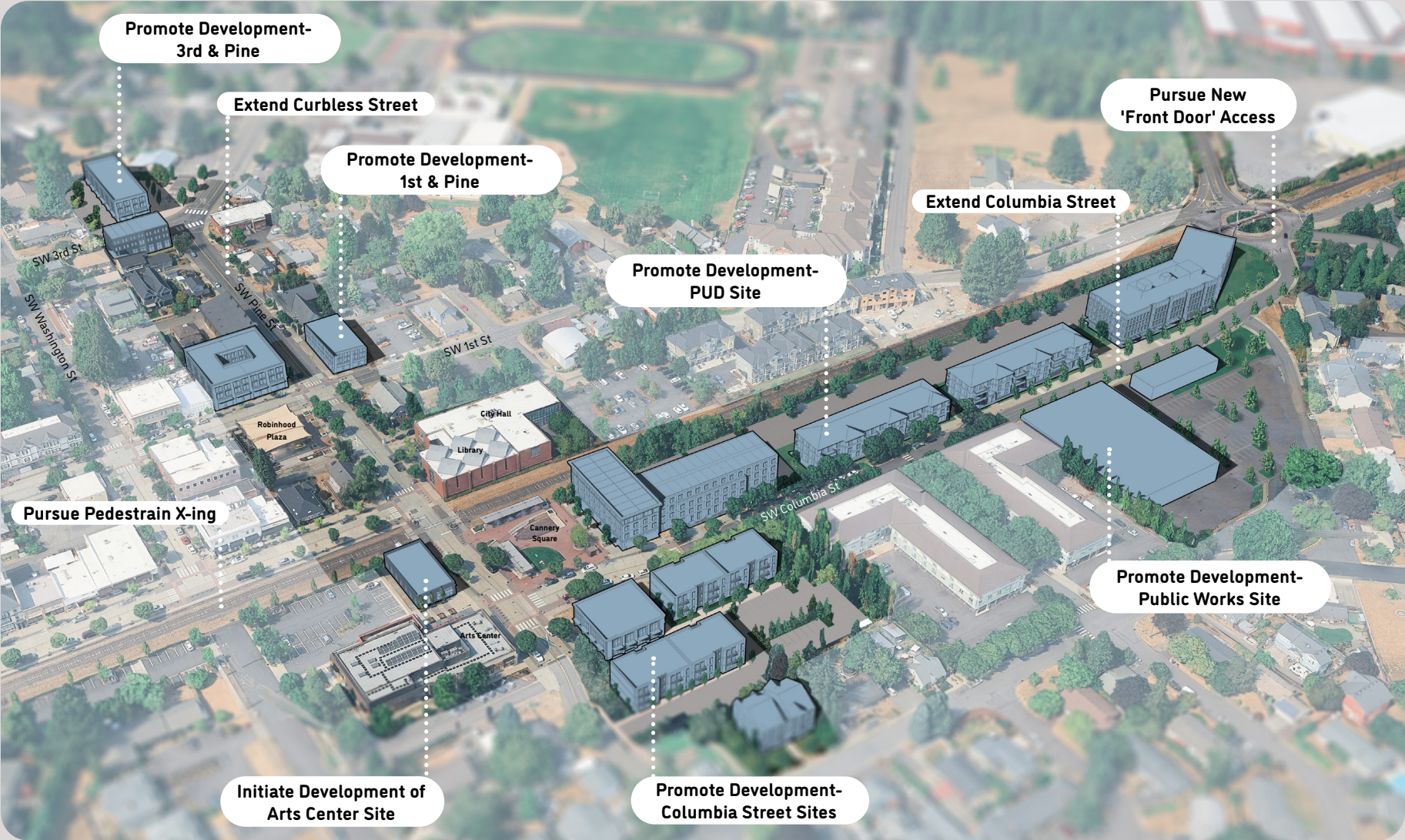


Fig. 2. Invest in Infrastructure & Promote Development

# STRATEGIC PLAN ELEMENTS AND ACTIONS

Thirteen key actions are identified to achieve three core strategic plan elements:

- » **Enhance Old Town’s sense of arrival** through improved wayfinding and access improvements
- » **Promote business health and growth** by encouraging complementary investments in both new and existing properties, fostering a diversity of uses, ensuring compatible and quality development, and expanding programs and promotions that position Old Town as a local and regional destination.
- » **Invest in infrastructure to catalyze infill development** on City-owned properties, while maintaining key controls on the type, quality and character of development.

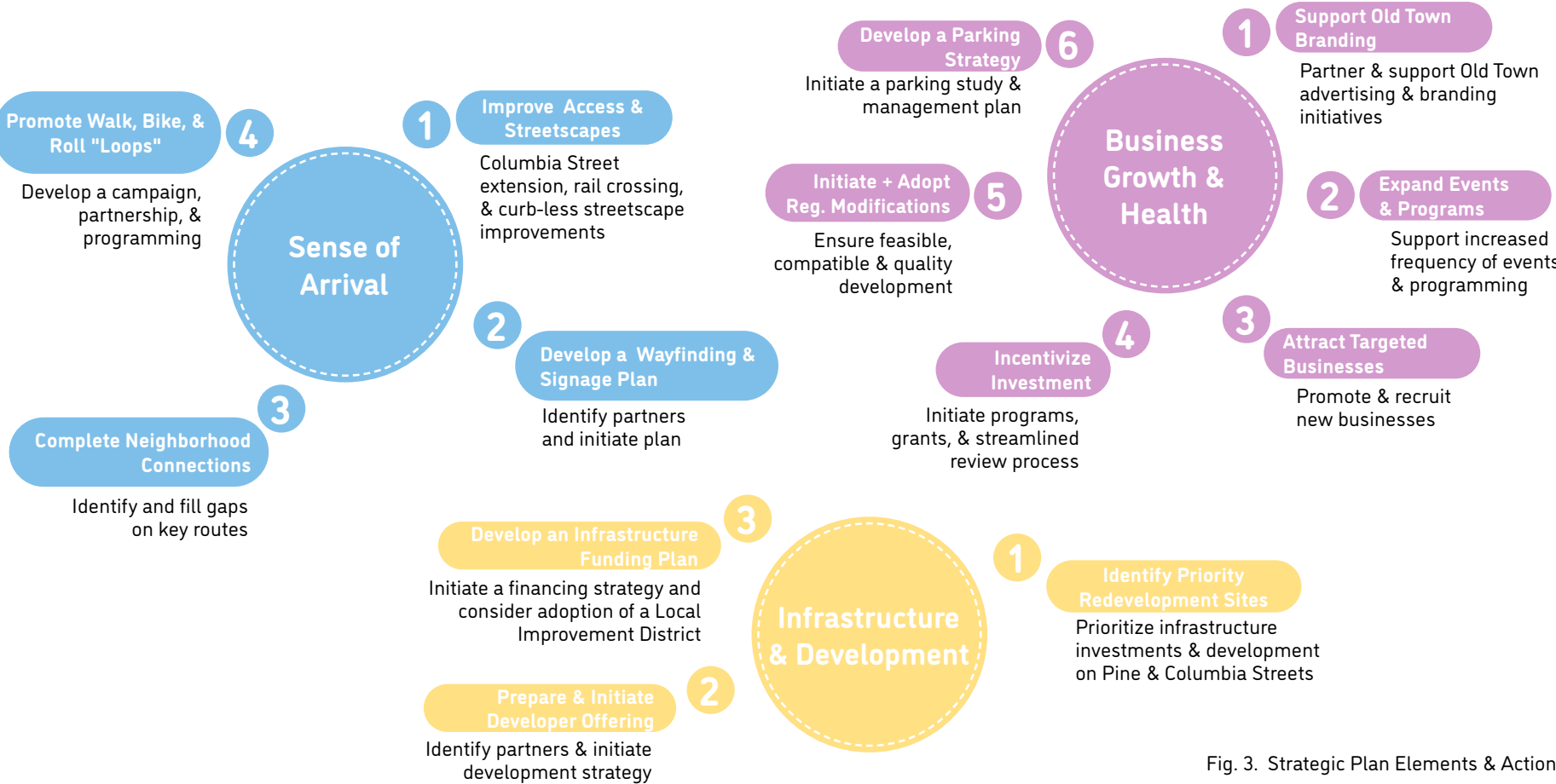


Fig. 3. Strategic Plan Elements & Actions

**INTRODUCTION**

PREFACE



Why Plan for Old Town?

Old Town is more than just Sherwood’s historic core—it’s a symbol of the community’s identity and a reflection of the values residents and businesses hold dear. As the city continues to grow and evolve, Old Town must also adapt in a way that preserves its character while contributing to Sherwood’s long-term economic, cultural, and civic vitality.

Planning for old Town provides the clarity and coordination City leadership needs to guide that transition. Without a unified vision and framework for decision-making, there is a risk of piecemeal investments, missed opportunities, and inconsistent outcomes. The plan ensures that future efforts—whether related to infrastructure, development, incentives, or branding—are aligned with Council goals and the community’s expectations.



What is the Strategic Plan?

A Strategic Plan is an, action-oriented document that outlines a clear vision, goals, and priorities for a specific area—in this case, Old Town Sherwood. It combines community input, market insights, infrastructure needs, and land use planning into a coordinated strategy that guides investment and decision-making. Unlike broader policy plans, a strategic plan emphasizes implementation, identifying key sites, actions, and tools to drive visible, near-term progress

For Old Town, the plan serves as a roadmap to manage growth, support local businesses, guide redevelopment, and improve access to businesses and future redevelopment areas. It builds on past efforts while aligning public and private investment around shared priorities. Ultimately, it helps ensure that Old Town evolves in a way that honors its character and strengthens its role in Sherwood’s economic and civic life.



How does the Plan Support Old Town Revitalization?

At its core, the Plan focuses on leveraging City-owned properties, infrastructure investments, and regulatory tools to catalyze new development and support existing businesses. It also emphasizes aligning branding, event programming, and business support services to ensure Old Town remains not only a beloved local destination but also a competitive and compelling regional attraction.

In essence, the Strategic Plan advances Old Town’s revitalization by combining public investment with development readiness, market insight, and policy guidance—all grounded in a clear five-year implementation framework. It provides City leaders with the tools, strategies, and confidence to shape Old Town’s future as a place where Sherwood’s history and future come together.

PLAN OBJECTIVES

The City of Sherwood Downtown Strategic Plan is intended to catalyze public and private investment in Old Town—the historic heart of Sherwood. The Plan aims to:

Community Engagement and Visioning

- Engage the community—business, resident, & leaders
- Create a vision for Old Town.

Economic Development and Business Growth

- Promote business retention/growth and housing.
- Define mix of uses validated by a market assessment.
- Attract investment, and developers.
- Support the 4-point Main Street model.

Strategic Site Development

- Advance City Council’s vision for specific sites.
- Develop potential future development scenarios.
- Assess area infrastructure to support development.

Incentives and Tools Guiding Development

- Identify regulation, tools, incentives & budgeting.

Fig. 4. Strategic Plan Objectives

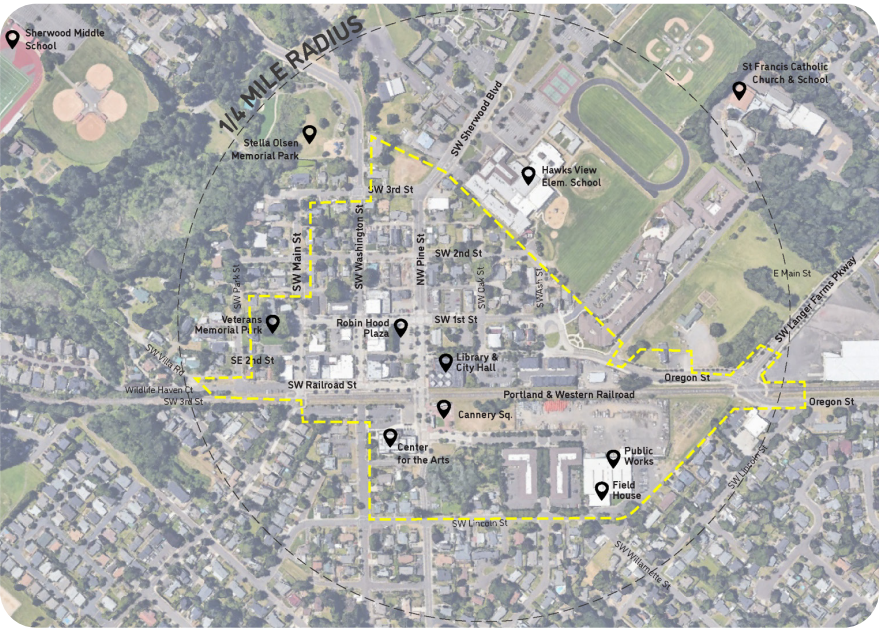


Fig. 5. Project Area - Old Town District



Fig. 6. Aerial View - Old Town District

# RELATIONSHIP TO OTHER PLANS

## Vision 2040 Comprehensive Plan (2021)

Limited guidance on the role of Old Town in future planning and development.

## Town Center Plan (2013)

Old Town is a key area for higher-intensity development, supported by its traditional street grid and proximity to neighborhoods. The district should prioritize locally owned, small-scale businesses. New infill will add housing and density while maintaining historic character through quality design

- » Bicycle and Pedestrian Improvements List
- » Bicycle and Pedestrian Improvements Map
- » Gateways and Unifying Corridors Map
- » Policies for increased density and multimodal streets

## Sherwood Transportation System Plan (2014)

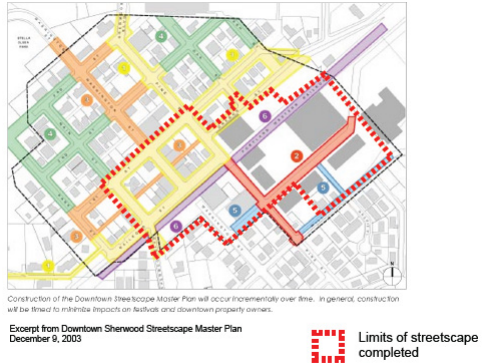
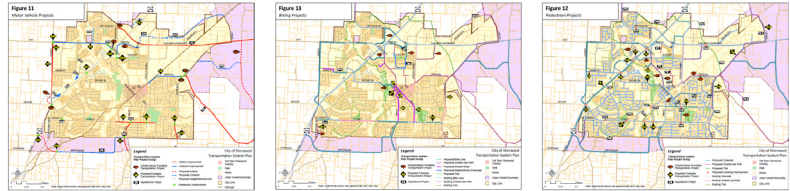
- » Identifies vehicle, pedestrian, and bicycle projects within Old Town
- » Shows locations of major growth areas and residential populations
- » Includes a list of funded vehicle, pedestrian, and bicycle projects
- » Provides maps of aspirational, unfunded projects for all modes

## Downtown Streetscape Master Plan (2002)

- » Streetscape design plans and phased implementation of the curbsless street
- » Streetscape phasing map
- » Street plans and cross-sections

## Sherwood Zoning Code, Title 16 Code of Ordinances,

- » Division II: Land Use and Development
- » Division IX: Historic Resources



# PLAN PROCESS

## Project Initiation:

During the initiation phase, the project team engaged City leadership, business and property owners, the advisory committee, and the public to define the scope and review background information. They assessed physical, transportation, economic, and regulatory conditions, identifying key challenges, opportunities, and strategic considerations. As a result, a clear vision and set of shared values were shaped and confirmed through meetings and a community workshop.

## Build the Vision:

Working closely with City staff and advisory committees, the project team developed a vision focused on infrastructure investment and future development along Pine and Columbia Streets. This vision is supported by thirteen key actions that advance three strategic priorities: improving access and wayfinding to enhance Old Town's sense of arrival, supporting business growth through targeted investment and expanded programming, and catalyzing infill development on City-owned sites while maintaining high standards for design and character.

## Plan for Success:

Shaped by community input, the Old Town Strategic plan reflects shared values and priorities. The Strategic Plan supports Old Town's revitalization by combining public investment with development readiness, market insight, and policy guidance—all with a clear focus on implementation over the next five years.

## Project Initiation

Existing Conditions | Market Analysis | Infrastr. Review

## Build the Strategy

Conceptual Strategies | Evaluation & Refinement

## Old Town Strategic Plan

Preferred Strategy | Action Plan | Plan Adopt

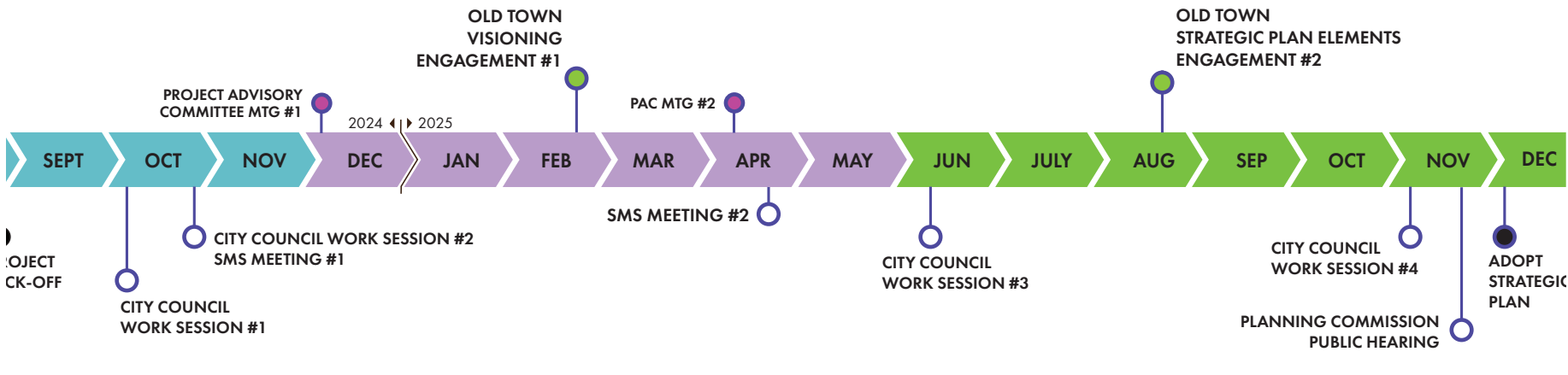


Fig. 7. Process and Timeline

# PUBLIC ENGAGEMENT

Public input shaped the Old Town Strategic Plan, helping the City and decision-makers respond to community priorities and needs.

## Project Outreach

Outreach efforts included a project website, mailings, and an email listserv targeted to community members, businesses, technical advisors, and the project advisory committee.

Engagement sessions were held at City Hall, various Downtown business locations, and the Arts Center.

## Engagement Milestones

Engagement took place across three key milestones: Visioning, Draft Plan Elements, and Strategic Plan Adoption.

### Engagement Milestone #1: Visioning

The project launched with clear objectives and a summary of key opportunities and challenges. Input from City Council, stakeholders, and the community helped identify core values, local issues, and future opportunities—shaping the vision and guiding principles for Old Town.

### Engagement Milestone #2: Strategic Plan Elements

The results of the visioning sessions identified valued features of Old Town, key routes and

connections, priorities for infrastructure and investment, desired land uses, and programs and events to enhance the Old Town experience.

### Engagement Milestone #3: Draft Final Strategic Plan

The vision, infrastructure and redevelopment focus areas, strategic plan elements and actions, and a five-year timeline were presented for public review. Feedback was gathered to assess alignment with community values and support for the proposed actions. Input from this phase informed refinements to the plan prior to final adoption.

## Engagement Sessions:

### City Council Work Sessions

- » Project Kick-off- October 1, 2024
- » Visioning- October 29, 2024
- » Draft Plan Elements- June 3rd, 2025
- » Draft Final Plan- XXX,XX,XXXX

### Project Advisory Committee Meetings

- » Visioning- December 02, 2024
- » Draft Plan Elements- April 14, 2025
- » Plan Adoption- XXX,XX,XXXX

### Sherwood Main Street Meetings

- » Visioning- October 29, 2024
- » Plan Elements- April 25, 2025
- » Draft Final Plan- XXX,XX,XXXX

### Technical Advisory Committee Meetings

- » Plan Elements- June 3rd, 2025
- » Plan Elements- June 5th, 2025

### Community Workshop

- » Visioning- February 24th, 2025
- » Draft Final Plan- XXX,XX,XXXX

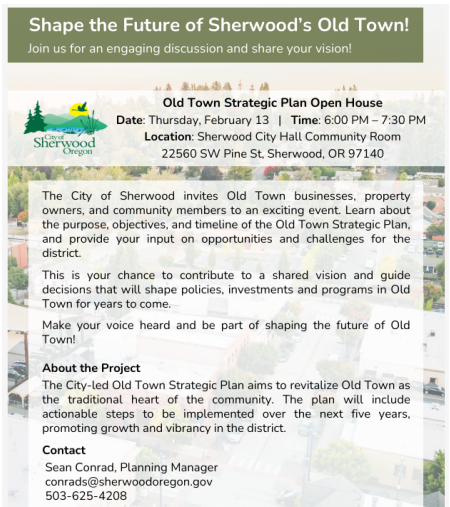


Fig. 8. Outreach Flyer



Fig. 9. What We Heard!

**VISION**

*"Create a **vibrant, safe, and welcoming** Old Town Sherwood that **reflects the community's historic character** while embracing its future. As a hub of local commerce and culture, Old Town will support **thriving businesses, diverse housing, and public spaces** that foster **a strong sense of community**. Its **pedestrian-friendly streets and accessible connections by foot, bike, bus, and car** will ensure it remains the heart of Sherwood's identity and pride."*

VISION

Building on the shared vision outlined in the Town Center Plan and Vision 2040 Comprehensive Plan, the Old Town Strategic Plan focuses on three key elements: bold 'Big Ideas,' targeted infrastructure investment to priority redevelopment areas, and guidance for shaping the character of future development.

The "Big Ideas"

The "Big Ideas" outline bold actions the City and its partners can take to improve access to and within Old Town and support redevelopment along SW Pine Street and SW Columbia Street.

Focused Infrastructure Investments & Redevelopment

The City's commitment to infrastructure—extending the curb-less street and underground utilities along SW Pine Street and completing the SW Columbia Street extension to SW Langer Farms Parkway and SW Oregon Street—will improve access, support existing businesses, and unlock redevelopment of the Public Works site.



Fig. 10. Pine & Columbia Focus Areas - BEFORE



Fig. 11. Pine & Columbia Focus Areas - AFTER

Championing a pedestrian crossing of the rail line at Washington Street would improve access from Railroad Street to the Arts Center, public parking, and neighborhoods south of Old Town.

Managing Development Character & Opportunities

Defining the desired character and development potential along SW Pine and SW Columbia Streets gives the City a necessary tool to guide redevelopment of vacant and underutilized sites that reflect community values and priorities for the future of Old Town.

# THE "BIG IDEAS"

Seven strategies are identified to bring the vision to life—revitalizing Old Town through targeted investments along Pine and Columbia Streets, improved connections and reinforcing its role as the social and cultural heart of Sherwood.

The “Big Ideas” support four pillars for strengthening Old Town as the “heart” of the community:

**IDENTITY** — Reinforce core community values, including historic character, natural connections, gathering spaces, authentic design, and strong support for local residents and businesses

**PLACE** — Create a vibrant SW Pine Street by activating the corridor from beginning to end with edge-to-edge storefronts and a mix of public and private gathering spaces. Extend Columbia Street to transform the Public Works yard into a vibrant new neighborhood and a welcoming “front door” to Old Town.

**CONNECTED** — Strengthen the sense of arrival along Pine Street and Columbia Street and improve connections to existing trails and nearby neighborhoods—all within a comfortable five-minute walk or bike ride.

**PARTNERSHIPS** — Support coordinated investments in development, infrastructure, and human capital through collaboration among the City, public agencies, property owners, businesses, and the community.

## Extend the Curbless Street

Complete the adopted Streetscape Plan design from SW 1st Street to SW 3rd Street to strengthen Old Town’s sense of arrival and establish Pine Street as a “signature street.”

## Pursue a New “Front Door” Access

Extend SW Columbia Street to SW Oregon Street and SW Langer Farms Parkway to improve access to Old Town and support redevelopment of the Public Works Yard and Field House site.

## Initiate Infill & Redevelopment of Vacant City-owned Sites

Prepare a developer offering, solicitation, or direct development agreement for redevelopment of City-owned parcels A, D, E, G and H.

## Encourage Redevelopment of Vacant Private Sites

Promote the redevelopment of vacant private sites to local and regional developers and broadcast the City’s assets through marketing materials and outreach.

## Pursue the Rail Pedestrian X-ing

Engage ODOT Rail and rail owners/operators to negotiate a Washington Street pedestrian crossing that provides direct access to public parking and the Arts Center.

## Pursue a Rail Trail Connection

Engage ODOT Rail and rail owners/operators to negotiate a rail-trail connection linking the Oregon Street multi-use path with the Cedar Creek Regional Trail.

## Extend the Promenade

Explore enhancements to this important alley and connection by extending the Oregon Street Promenade from the Library to Veterans’ Memorial Park.

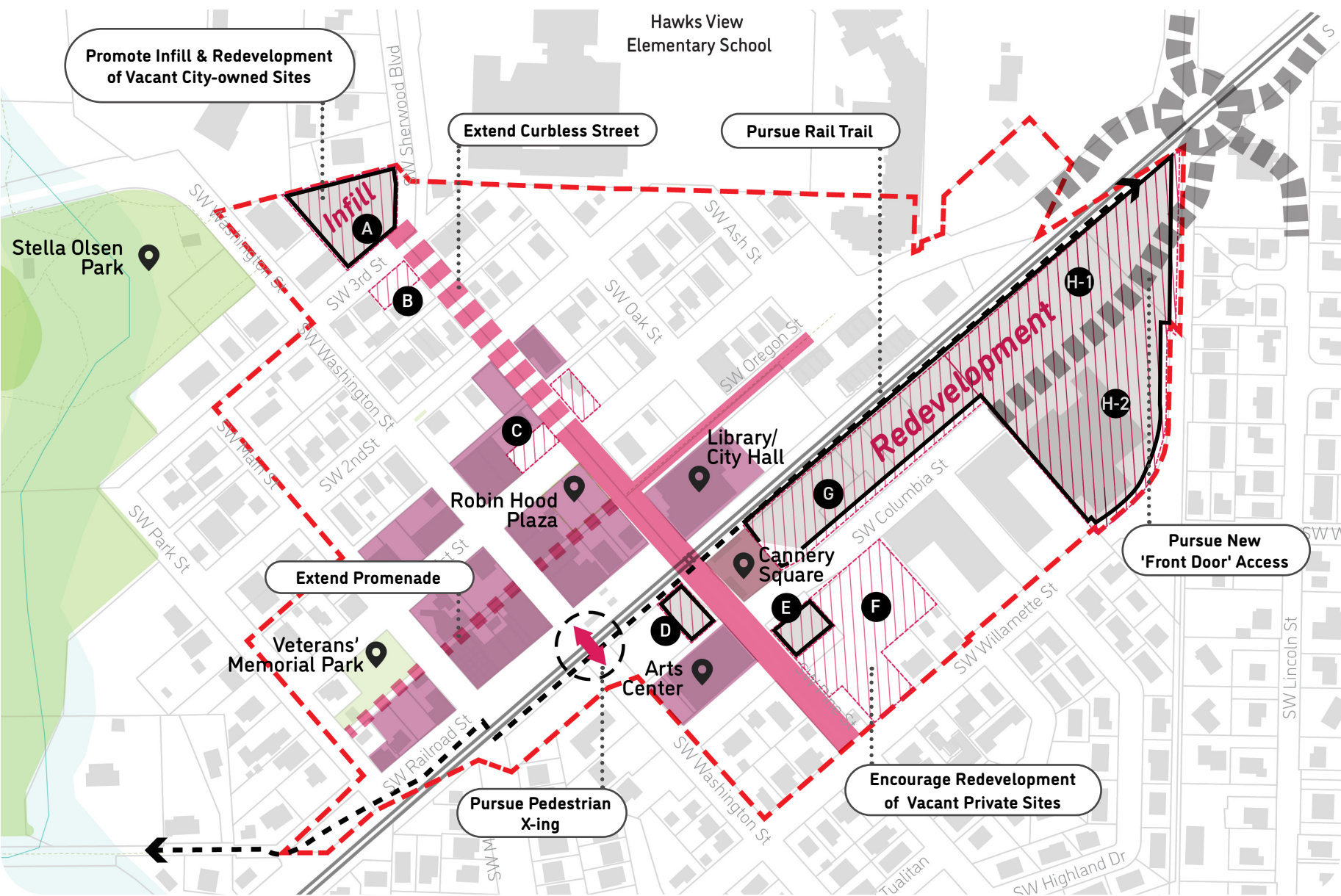


Fig. 12. Project Area Sherwood

FOCUSED INVESTMENT & REDEVELOPMENT

A commitment to public infrastructure investment can spur redevelopment, expand Old Town’s local business offerings, and support a residential population that contributes to an active, 18-hour downtown.

Old Town's development potential (Figure 15) is supported by public infrastructure investments to enhance SW Pine Street and SW Columbia Street, along with coordinated redevelopment efforts to activate vacant sites with new businesses and residents—helping to foster a vibrant, 18-hour Old Town environment. Key projects include extending the “curbless” Pine Street design to SW 3rd Street and SW Sherwood Boulevard, and creating a new “front door entry” by extending SW Columbia Street to SW Oregon Street, improving access and encouraging investment in the Old Cannery Area.

Pine Street Focus Area

The City’s investment in extending the curbless street design and undergrounding utilities between SW 1st and SW 3rd Streets will support redevelopment of vacant sites and activate these important intersections. This work completes the curbless design, reinforcing SW Pine Street as a "signature street" and Old Town destination.

City efforts to secure a developer for Site A and Site D will further strengthen SW Pine Street and activate both ends of the corridor. Site E presents another opportunity—strategically located on the south side of Cannery Square, it could benefit from a zoning adjustment from high-density residential to retail/commercial. This change would help ensure active ground-floor uses in a highly visible and important location.

Columbia Street Focus Area

Extending SW Columbia Street to SW Langer Farms Parkway and SW Oregon Street will create a new “front door” to Old Town. This extension

will improve access for Old Town businesses and enable redevelopment of a currently landlocked, City-owned parcel. The continuation of this “green street” will also serve as a vital connection between new residential development and the businesses and public amenities along SW Pine Street.

The City's efforts to attract developers to Site G (Cannery PUD) and Site H (Public Works/Field House) will help strengthen SW Columbia Street as a residential neighborhood and complement the Cannery Row Apartments. The Field House site presents an opportunity to establish a retail node, with larger-format retail and ground-floor commercial integrated into adjacent residential buildings across the street. Active ground-floor retail at this key intersection would complement Cannery Square, while housing in between would provide a walkable connection.

POTENTIAL DEVELOPMENT:	
Site Area	9.17 acre / 378,777 sqft
Sites A-H	9.17 acre / 378,777 sqft
Commercial GSF	84,300 sqft
Sites A-H	70,800 sqft of Retail/ Commercial
	13,500 sqft of Office/Flex
Residential Unit No.	265
Sites A-H	265
Parking No.	230

Fig. 13. Focus Areas Potential Development Yield

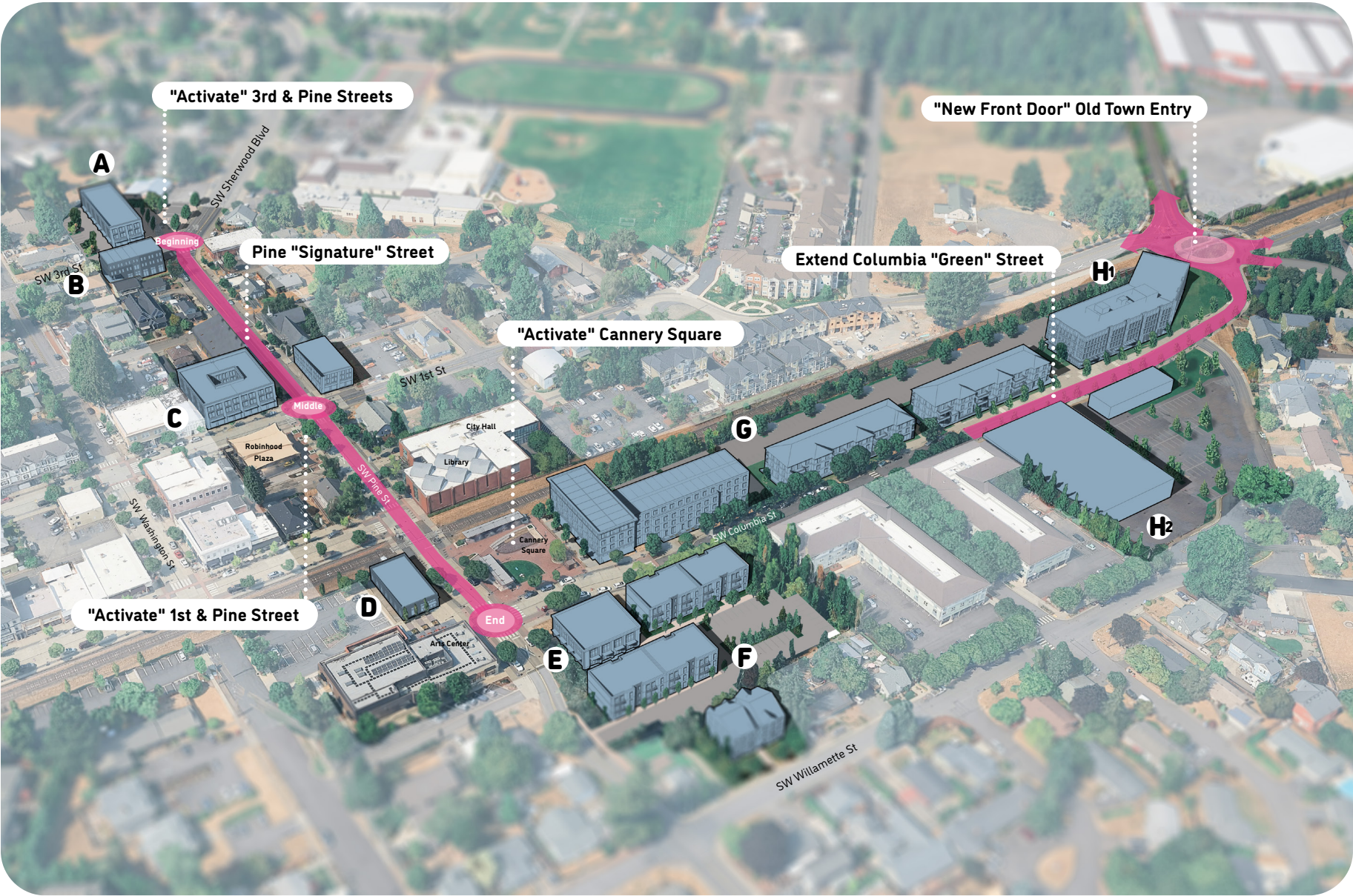


Fig. 14. Old Town- Future Development Potential

FOCUSED INVESTMENT & REDEVELOPMENT, CONT.

Extend the Pine Street 'Curbless" Design

The continuity of the curbless design is important to define the entry into Old Town and the undergrounding of utilities is critically important to ensure development is not restricted by setbacks required of above ground power lines.

SW Columbia Street Extension

To better align commercial traffic into the Old Cannery and Old Town, the Sherwood Downtown Strategic Plan explored a potential connection between SW Columbia Street and the intersection of SW Langer Farms Parkway and SW Oregon Street. HHPR developed three concept-level sketches for incorporating SW Columbia Street into this intersection. All concepts would require early coordination with the Tualatin Valley Fire District, the railroad owner and operator, and ODOT Rail to modify the existing public railroad crossing.

A key Strategic Plan action is for the City to fund an Old Town Access Improvement Study. This study would evaluate the feasibility of extending SW Columbia Street eastward to the intersection and explore realignment options to improve circulation, multimodal access, and overall performance. Coordination with the Oregon Department of Transportation (ODOT) and the ODOT Rail Division will be essential to ensure compliance with rail safety standards. The Tualatin Valley Fire District would also need to assess potential impacts on station access or determine whether facility redesign or relocation is necessary.

By developing and analyzing a range of alternatives, the study would help identify a preferred concept that supports long-term access goals for Old Town and surrounding neighborhoods. It would also position the City to pursue funding and permitting for future design and construction phases.

Figure 16 illustrates three alternatives for extending SW Columbia Street to the SW Langer Farms Parkway/SW Oregon Street intersection.

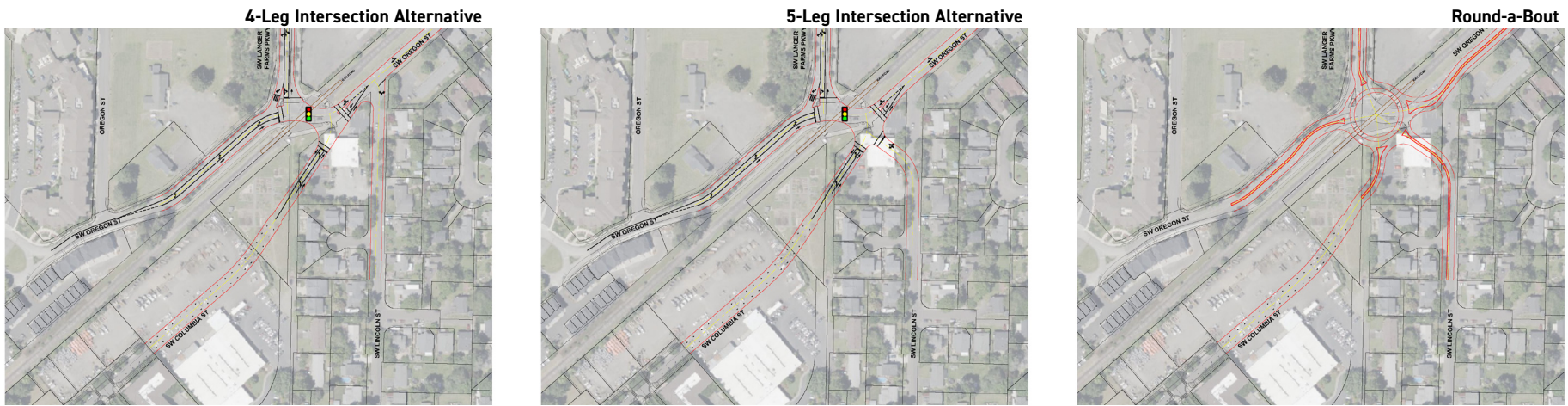


Fig. 15. SW Columbia Street Extension Alternatives

Washington Street Crossing

Today, access across the rail line at SW Washington Street and SW Railroad Street is restricted. In the future, a pedestrian crossing at this location would improve access to the Arts Center, public parking, and neighborhoods south of Old Town. Initial discussions with ODOT Rail indicate that lifting this restriction would require coordination with the rail owner (Union Pacific) and leasing operator, P&W.

A key Strategic Plan action—and one of the plan’s “Big Ideas”—is for the City to engage the rail owner, lessee, and ODOT Rail to explore reopening pedestrian access and the potential for an adjacent rail trail. Pedestrian-only crossings at rail lines are common at light rail stations in Washington and Multnomah counties.

National Rail-with-Trail Practices

While not specific to Oregon, the USDOT and Rails-to-Trails Conservancy have documented many successful rail-with-trail projects nationwide. These often involve agreements with smaller railroads and include provisions for design, safety, liability, and operations.

Key Takeaways for Sherwood

- » The Salmonberry Trail offers an Oregon-based precedent for trail development alongside active rail.
- » Cities have successfully worked with P&W and state agencies to formalize shared-use corridors.
- » Early coordination with ODOT Rail, the Surface Transportation Board (STB), and the rail operator is essential to address safety, liability, and permitting.



Fig. 16. Washington Street w/No Rail Crossing - BEFORE



Fig. 17. Washington Street w/Rail Crossing - AFTER

MANAGING DEVELOPMENT CHARACTER

The following concepts are intended to demonstrate the characteristics of future development that are consistent with the Historic Resources design standards, and a tool for the City to use in ensuring quality development.

3rd & Pine (Site A & B)

Site A & B Development Character:

A prominent northern entry to Old Town, at the end of SW Pine Street. Buildings, windows and doors should be oriented to SW Pine Street and SW 3rd Street. Site A should include a public gathering space , complementing the Cannery Square and Robinhood Plaza along Pine Street.

Development should include:

- » Retail/commercial ground-floor with min 75% transparency facing SW Pine Street and SW 3rd Street
- » Maximum 40' height, w/residential or office on upper floors
- » Flat roof building with cornice, vertical oriented 'bays' and windows w/ engaged pilasters
- » Brick or stone building material, may include a plain concrete base up to 3'
- » All windows recessed a minimum of 2 inches from the exterior wall plane to provide depth
- » Canvas or fixed-metal awnings appropriate to building style

POTENTIAL DEVELOPMENT:			
Site Area	1.67 acre/33,854 sqft	Unit No.	23
Site A	0.67 acre / 29,029 sqft	Site A	17
Site B	0.1 acre / 4,762 sqft	Site B	6
<hr/>			
Zoning	RC - Retail Commercial	Parking No.	21
Commercial GSF	8,500 sqft		
Site A	6,900 sqft of Retail		
Site B	1,600 sqft of Retail		



Fig. 18. Site A + B- BEFORE



Fig. 19. Site A + B- AFTER

1st & Pine (Site C)

Site C Development Character:

A prominent entry to Old Town from the east, and the 100% corner of Old Town at 1st and Pine. Buildings, windows and doors should be oriented to SW Pine Street and SW 1st Street.

Development should include:

- » Retail/commercial ground-floor with min 75% transparency facing SW Pine Street and SW 1st Street
- » Maximum 40' height, w/residential or office on upper floors
- » Flat roof building with cornice, vertical oriented 'bays' and windows w/ engaged pilasters or gabled roof with painted horizontal siding
- » Brick or stone building material, may include a plain concrete base up to 3'
- » All windows recessed a minimum of 2 inches from the exterior wall plane to provide depth
- » Canvas or fixed-metal awnings appropriate to building style

POTENTIAL DEVELOPMENT:

Site Area	0.2 acre / 10,000 sqft
Zoning	RC - Retail Commercial
Commercial GSF	6,500 sqft
Site C	6,500 sqft of Retail
Unit No.	16
Site C	16
Parking No.	10



Fig. 20. Site C- BEFORE



Fig. 21. Site C- AFTER

MANAGING DEVELOPMENT CHARACTER, CONT.

Columbia & Pine (Sites D, E & F)

The intersection of SW Pine Street and SW Columbia Street serves as a prominent southern gateway to Old Town and is home to Cannery Square— the community's central gathering place and “living room.” Buildings surrounding the square should feature active ground-floor uses that engage and enliven this public space.

This location acts as both an amenity and an anchor for Old Town, complementing the intersection of SW Pine Street and SW 3rd Street, to the north. Together, these gateways define the beginning and end of SW Pine Street as a "signature street" and a memorable place that is uniquely Sherwood.

POTENTIAL DEVELOPMENT:

Site Area	
Site D	0.1 acre / 5,320 sqft
Zoning	Retail Commercial PUD
Commercial GSF	4,200 sqft
Site D	4,200 sqft of Retail
Unit No.	n/a
Site D	n/a
Parking No.	n/a

Site D Development Character:

This city-owned site is a priority redevelopment parcel and part of the "arts and cultural campus" that includes the Arts Center and public library.

Development should include:

- » Retail/commercial ground-floor with min 75% transparency facing SW Pine Street, the Arts Center courtyard and rail line.
- » Single story, minimum 20' height up to maximum 50' height, w/residential or office on upper floors
- » Flat roof building with cornice, vertical oriented 'bays' and windows w/ engaged pilasters
- » Brick or stone building material, may include a plain concrete base up to 3'

Site Area	
Site E	0.2 acre / 9,803 sqft
Zoning	HDR - High Density Residential
Commercial GSF	20,000 sqft
Site E	6,500 sqft of Retail 13,500 sqft of Office
Unit No.	n/a
Site E	n/a
Parking No.	n/a

- » All windows recessed a minimum of 2 inches from the exterior wall plane
- » Canvas or fixed-metal awnings appropriate to building style

Site E Development Character:

This city-owned site can provide an active edge and support a critical mass of ground-floor retail oriented to Cannery Square. Rezoning this parcel from High Density Residential (HDR) to (RC) Retail Commercial will ensure ground-floor retail /commercial.

Development should include:

- » Retail/commercial ground-floor with min 75% transparency facing Cannery Square
- » Maximum 50' height, w/residential or office on upper floors

Site Area	
Site F	1.7 acre / 50,795 sqft
Zoning	HDR - High Density Residential
Commercial GSF	n/a
Site F	n/a
Unit No.	60
Site F	60
Parking No.	54

- » Flat roof building with cornice, vertical oriented 'bays' and windows w/ engaged pilasters
- » Brick or stone building material, may include a plain concrete base up to 3'
- » All windows recessed a minimum of 2 inches from the exterior wall plane
- » Canvas or fixed-metal awnings appropriate to building style

Site F Development Character:

A complement to the Cannery Row apartments, residential use is envisioned for this site.

Development should include:

- » Maximum 50' height, w/ residential units oriented to the street.
- » Flat roof building with cornice, vertical oriented 'bays' and windows w/ engaged pilasters or gabled roof with painted horizontal siding
- » Brick or stone building material, may include a plain concrete base up to 3'
- » All windows recessed a minimum of 2 inches from the exterior wall plane
- » Canvas or fixed-metal awnings appropriate to building style

See development character for Site G on the following page.



Fig. 22. Sites- BEFORE



Fig. 23. Sites- AFTER

MANAGING DEVELOPMENT CHARACTER, CONT.

Columbia & Cannery PUD (Site G)

This city-owned site will frame the edge of Cannery Square and should include an active retail ground-floor. An update to the PUD will be required to allow for mixed-use retail and housing within future development.

Development should include:

- » Retail/commercial ground-floor with min 75% transparency facing Cannery Square
- » Maximum 50' height, w/residential or office on upper floors
- » Flat roof building with cornice, vertical oriented 'bays' and windows w/ engaged pilasters (Facing Cannery Square); or or gabled roof with painted horizontal siding
- » Brick or stone building material, may include a plain concrete base up to 3' (Facing Cannery Square)
- » All windows recessed a minimum of 2 inches from the exterior wall plane
- » Canvas or fixed-metal awnings appropriate to building style

POTENTIAL DEVELOPMENT:

Site Area	
Block G	1.6 acre / 68,820 sqft
Zoning	RC - Retail Commercial
<hr/>	
Commercial GSF	5,000 sqft
Block G	5,000 sqft of Retail
Unit No.	83
Block G	83
<hr/>	
Parking No.	64



Fig. 24. Site G- BEFORE



Fig. 25. Site G- AFTER

Columbia & Public Works (Block H & H1)

This City-owned site could be served by an extension of SW Columbia Street and create a new entry at SW Langer Farms Parkway, SW Oregon Street, and the rail line. Improved access supports retail at a scale unique to this Old Town location. Rezoning Areas H1 and H2 from HDR to RC will ensure some amount of ground-floor commercial use.

Development should include:

- » Retail/commercial ground-floor with min 75% transparency facing Cannery Square (Site H-H1)
- » Site H-Maximum 50' height, w/gr. flr. retail and upper floors housing
- » Single story, minimum 20' height up to maximum 50' height, w/ residential or office on upper floors (Site H1)
- » Flat roof building with cornice, vertical oriented 'bays' and windows w/ engaged pilasters (Site H-H1)
- » Brick or stone building material, may include a plain concrete base up to 3' (Site H-H1)
- » All windows recessed a minimum of 2 inches from the exterior wall plane
- » Canvas or fixed-metal awnings appropriate to building style

POTENTIAL DEVELOPMENT:

Site Area	4.6 acre / 200,248 sqft	Unit No.	83
SW Columbia Street	1.27 acre/55,500 sqft	Site H	83
Zoning	RC - Retail Commercial	Site H1	n/a
	Rezone HDR to RC	Site H2	n/a
<hr/>			
Retail/ Commercial GSF	37,000 sqft	Parking No.	138
Site H	5,000 sqft	Site H	58
Site H1	32,500 sqft of Retail	Site H1	80
Site H2	TBD	Site H2	TBD



Fig. 26. Site H & H1- AFTER



Fig. 27.Site H & H1- BEFORE

**STRATEGIC PLAN**

# EXISTING CONDITIONS ASSESSMENT

A summary of existing conditions provides an overview, assessment, and strategic action considerations for key elements that support Old Town’s current and future success

**I. Sense of Arrival** — Assess the placement and frequency of wayfinding elements, streetscape design, and the street network to better guide visitors into Old Town. Recommend strategies to enhance visibility, identity, and accessibility.

**II. Old Town Business Health and Growth** —Evaluate events and promotions that support a diverse mix of businesses, and identify programs, marketing efforts, and regulatory changes to encourage growth and compatible new development.

Assess the mix of uses and storefront quality in attracting customers and reinforcing Old Town’s identity as a destination. Identify opportunities to improve storefront conditions and address zoning standards for buildings that conflict with the historic character.

Evaluate the availability and limitations of public and private parking, and recommend strategies to increase supply, improve efficiency, and enhance overall management.

**III. Infrastructure and Development** — Identify vacant and underutilized sites, assess market and access conditions, and evaluate infill potential. Recommend strategies to support private investment and improve access to Old Town businesses

**IV. Market Considerations**— Analyze business trends, demographics, and real estate market conditions to identify potential for future development.

**V. Utilities**—Assess the capacity of existing utilities to support future development.



Fig. 28. Old Town Commercial District



Fig. 29. Active Storefront - Symposium Coffee

## I. Sense of Arrival

A strong sense of arrival and easy access—by foot, bike, car, or transit—are essential to making Old Town a distinctive, identifiable place. An interconnected street network, supported by clear wayfinding, multimodal street design, and a cohesive built environment, helps connect Old Town to major roads, neighborhoods, schools, parks, and nearby commercial centers.

### Existing Conditions & Issues to be Addressed

- » Old Town is off the beaten path with a lack of visibility and access from major transportation routes.
- » Limited wayfinding and lack of consistent signage to direct people to Old Town
- » The Railroad is a barrier between Smockville and Cannery Districts.
- » The lack of a street grid south of the rail line contributes to out-of-direct access to Old Town from the east and south.
- » Incomplete multi-use trail on Oregon Street and sidewalks on one-side only along portions of many streets leading to Old Town
- » Some streets lack consistent lighting along all or portions of key routes to Old Town
- » Some routes have uses that turn their back to the street along all or portions of the street.

### Strategic Plan Considerations:

1. Identify potential partners and initiate an Old Town wayfinding and signage plan.
2. Promote a walking and biking network of walk/bike and trail “loops”
3. Identify/fill gaps in walk and bike facilities on key routes.
4. Identify/recommend priority projects from Town Center and TSP Plans

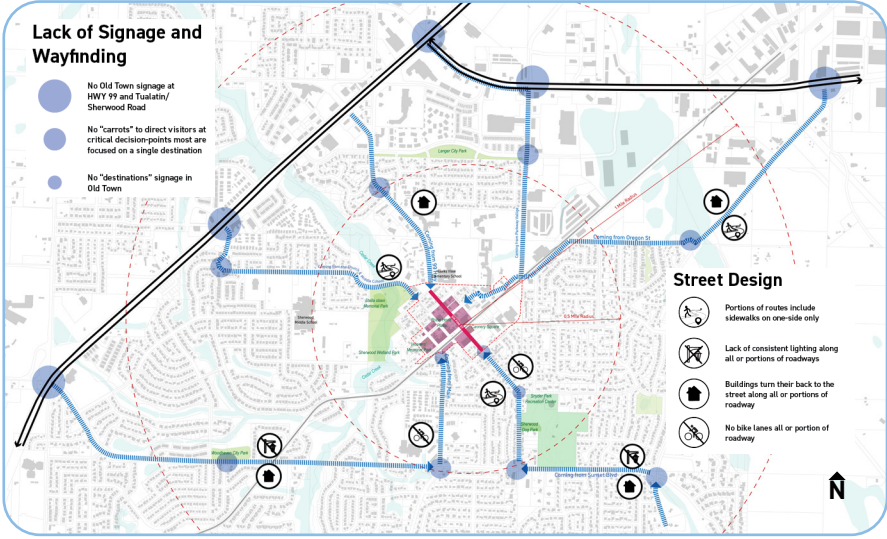


Fig. 30. Wayfinding & Street Design - Challenges

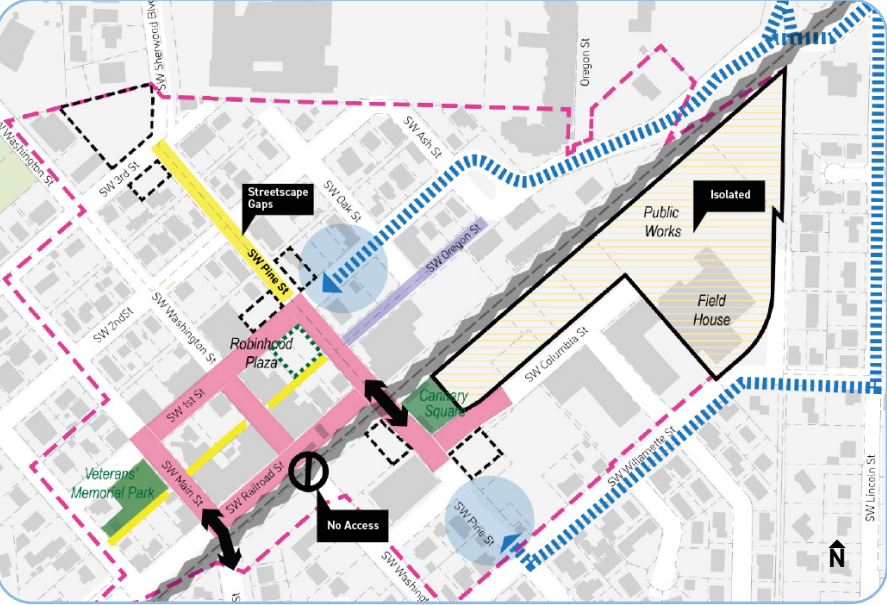


Fig. 31. Limited Access & Barriers - Challenges

EXISTING CONDITIONS ASSESSMENT, CONT.

II. Business Health and Growth

The health and growth of Old Town businesses depend on factors such as competition from other commercial corridors, visibility and access for drive-by traffic, population density, and the mix of retail and commercial offerings. Programming, community events, and public amenities help set Old Town apart from nearby centers. Higher residential density—especially within walking or biking distance—supports a steady local customer base that complements tourism and destination traffic.

A. Retail Competition, Events/Programs and Population

Retail, commercial, food, beverage, and national chain uses are concentrated along the Highway 99 and Tualatin-Sherwood Road corridors, while Old Town primarily supports local retail, dining, and entertainment anchored by civic facilities and public gathering spaces. Although Old Town lacks the visibility and drive-by traffic of the highway corridors, its pedestrian-friendly environment, regular events, and programming help attract visitors and support businesses. Population density around Old Town remains low, but nearby schools and civic institutions generate activity, and future housing growth close to downtown will be critical to strengthening local businesses and creating a more vibrant, 18-hour district.

Existing Conditions & Issues to be Addressed

- » Old Town is not oriented to high traffic volume streets; relies on destination type uses and walkable environment
- » Heavy reliance on civic uses, programming , events and public spaces to attract people to Old Town
- » Old Town businesses are largely supported by limited population within 1 to 2 mile radius.
- » Lack of downtown residents to support an 18-hour environment

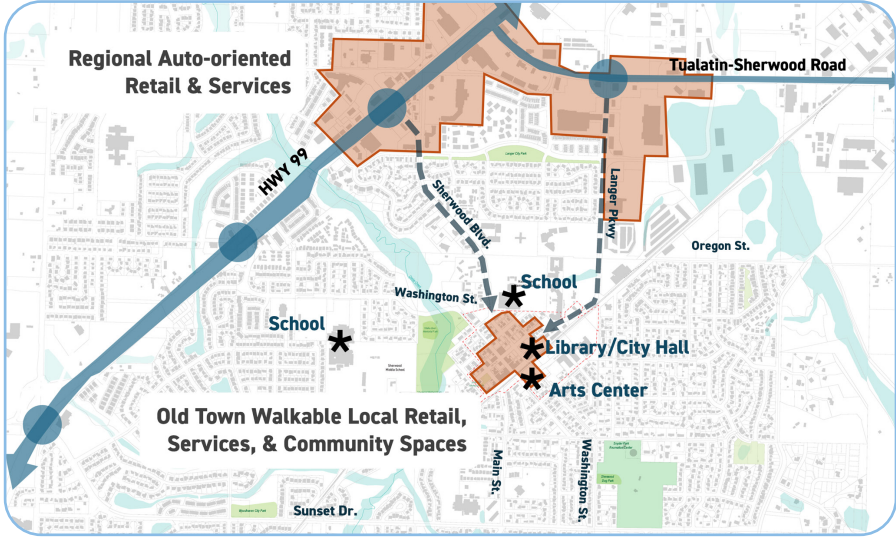


Fig. 32. Auto Oriented VS Walkable Commercial Areas



Fig. 33. Programming and Events

Strategic Plan Considerations:

1. Promote opportunities for increased housing and people living in close proximity to Old Town.
2. Promote the increase and diversity of Old Town programming and events.
3. Support advertising and branding efforts focused on Old Town as a distinct destination

B. Uses and Storefront Presentation

A vibrant mix of shopping, dining, services, and activities is essential to encourage longer visits and greater engagement in Old Town. To support long-term success, buildings should feature edge-to-edge storefronts with transparent windows and doors facing the street, paired with uses that create an active, welcoming street environment and diversity of uses that attract both locals and visitors.

Existing Conditions & Issues to be Addressed:

- » Uses are heavy on services with limited offering and critical mass of retail and restaurants
- » A lack of consistent edge-to- edge active storefronts in portions of Old Town
- » Vacant and underutilized properties at the beginning, middle, & end of Pine Street.
- » Recent development has indicated a need for refinement to zoning regulations to better ensure quality development

Strategic Plan Considerations:

1. Promote and recruit new businesses with an emphasis on retail and added food & beverage
2. Support storefront improvements through incentives, programs and development review process
3. Modify zoning to ensure quality infill development



Fig. 34. Uses - Limited Retail & Restaurants

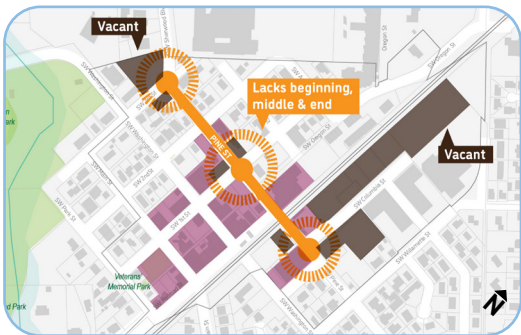


Fig. 35. Lack of Edge to Edge Active Storefronts

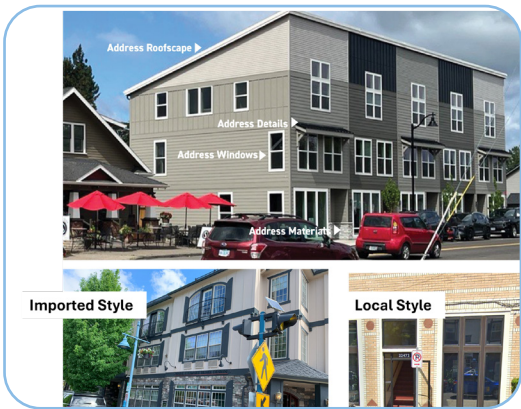


Fig. 36. Building Compatibility

Existing Conditions

EXISTING CONDITIONS ASSESSMENT, CONT.

C. Parking Supply and Regulations

Approximately 87% of Old Town’s parking is publicly accessible through on-street spaces and public lots. Regulations prohibit ground-floor parking north of the rail line and limit parking to 65% of standard requirements south of it. While these rules promote walkability and active street life, they may affect the viability of new mixed-use development and contribute to parking spillover into nearby residential streets.

Existing Conditions & Issues to be Addressed

- » Most of the parking is publicly available.
- » Public lots are strategically located and within walking distance of businesses
- » A lack of off-street parking with new development will increase competition for on-street parking.
- » There is a limited parking supply on the north end of the district
- » Time restricted 2-hr parking is only applied to a portion of Old Town

Strategic Plan Considerations:

1. Expand parking into underutilized public rights-of-ways.
2. Identify sites and construct public parking.
3. Consider expanding time restricted parking areas to increase turn-over
4. Fund a parking study and parking management plan

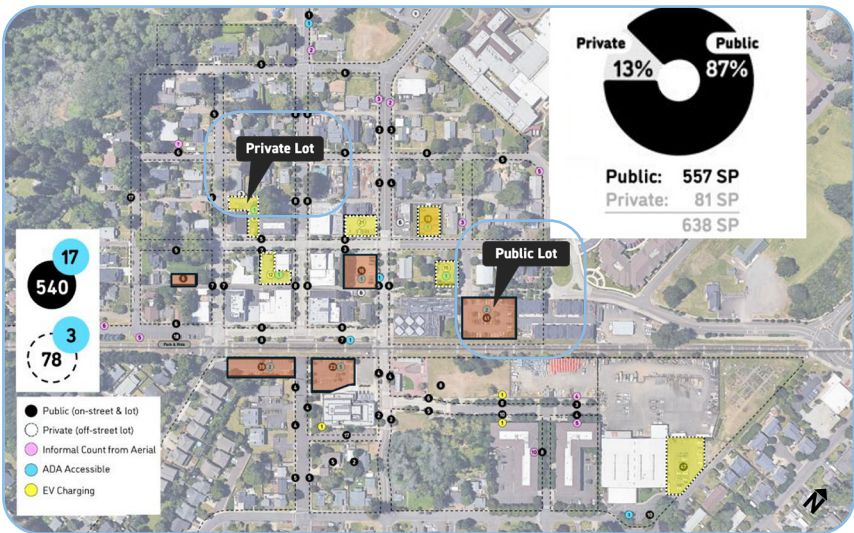


Fig. 37. Parking Supply

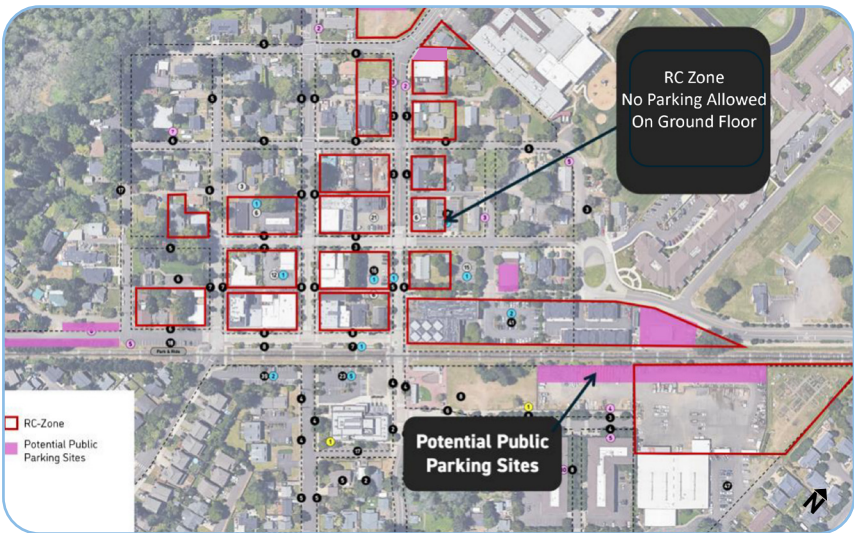


Fig. 38. Parking Considerations

III. Infrastructure and Development

In built areas of the community such as the Old Town, vacant and underutilized sites represent areas of potential change. A number of potential infill sites (currently vacant or are planned to be vacated) along SW Pine Street and SW Columbia Street are under City ownership which offers greater control over land use, the ability to attract targeted investment, and allows the city to proactively plan for infrastructure, transportation, and utility improvements to support new developments.

Existing Conditions & Issues to be Addressed

- » Numerous vacant City owned-sites on Pine Street and Columbia Street.
- » Larger sites for mixed-use development at 3rd and Public Work Site
- » Lack of street infrastructure and connections to the adjacent street network diminish the viability for redevelopment of the City’s public works site.
- » Need to complete the curb-less streetscape and underground utilities on Pine Street from 1st Street to 3rd Street

Strategic Plan Considerations:

1. Identify the potential for City support in filling vacant sites at key entries to Old Town (3rd St, 1st Street & Columbia) through incentives, partnerships and/or infrastructure investments
2. Identify how building height and form can be mitigated, to allow for infill development that aligns with community character, addresses City Council concerns, and meets the market demand while promoting sustainable growth.
3. Address the Public Works site access issues and identify specific infrastructure improvements/funding necessary to stimulate infill development
4. Identify City role in supporting undergrounding utilities and extending the curb-less streetscape along SW Pine Street.

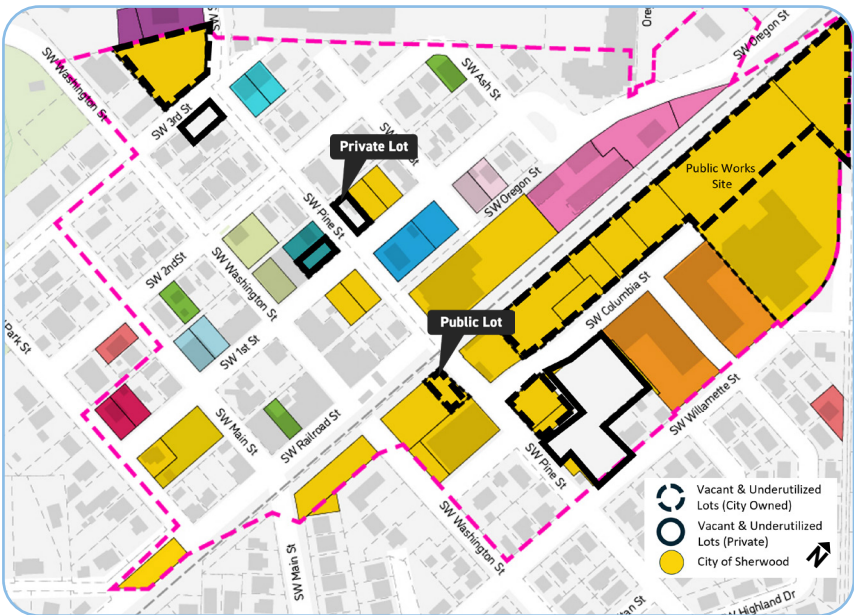


Fig. 39. Vacant/Underutilized Lots & Ownerships

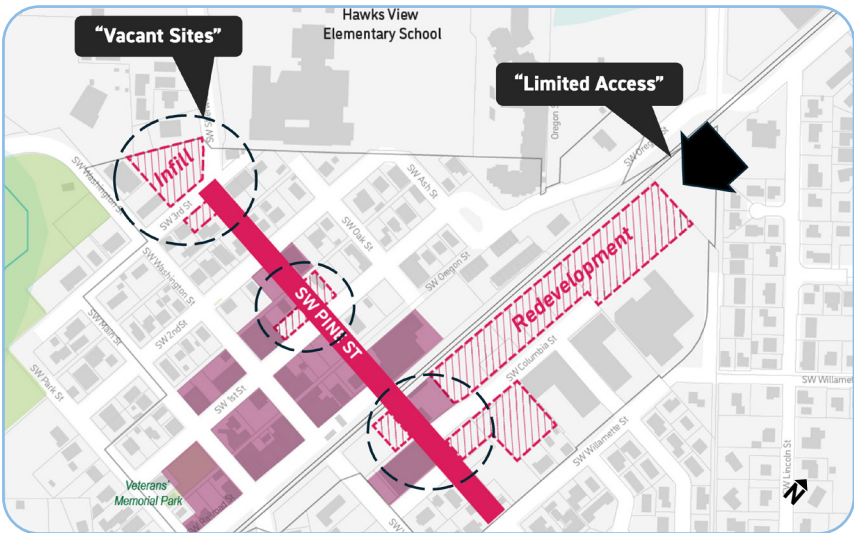


Fig. 40. Limited Access Impacts Redevelopment Potential

EXISTING CONDITIONS ASSESSMENT, CONT.

IV. Market Considerations

To understand the potential for future growth in Old Town Sherwood, Leland Consulting Group (LCG) analyzed the existing physical and market conditions of Old Town and the broader area. An analysis of businesses, demographics, and real estate market conditions in Sherwood with comparisons to the broader region identified the following key takeaways:

Business Takeaways

- » Old Town has 49 businesses; most (57%) are service-based, with fewer retail (16%) and dining (14%) options that drive foot traffic.
- » Civic uses (Arts Center, City Hall, etc.) support demand for walkable businesses.
- » Manufacturing jobs grew 16% (2012–2022), boosted by nearby industrial centers.
- » Old Town should stand apart from 99W retail by offering a pedestrian-friendly, local experience.

Demographic Takeaways

- » Sherwood’s growth (12%) and high income (\$110K) support business demand.
- » Low renter share suggests room for new multifamily near walkable amenities.
- » Aging population will increase need for smaller housing units.

Real Estate Takeaways

- » Key city-owned parcels on Columbia Street and at Sherwood Blvd & 3rd.
- » City owns much of the land, aiding redevelopment.
- » Low vacancy (4.5%) and high rents (\$2.44/sf) indicate strong multifamily potential.

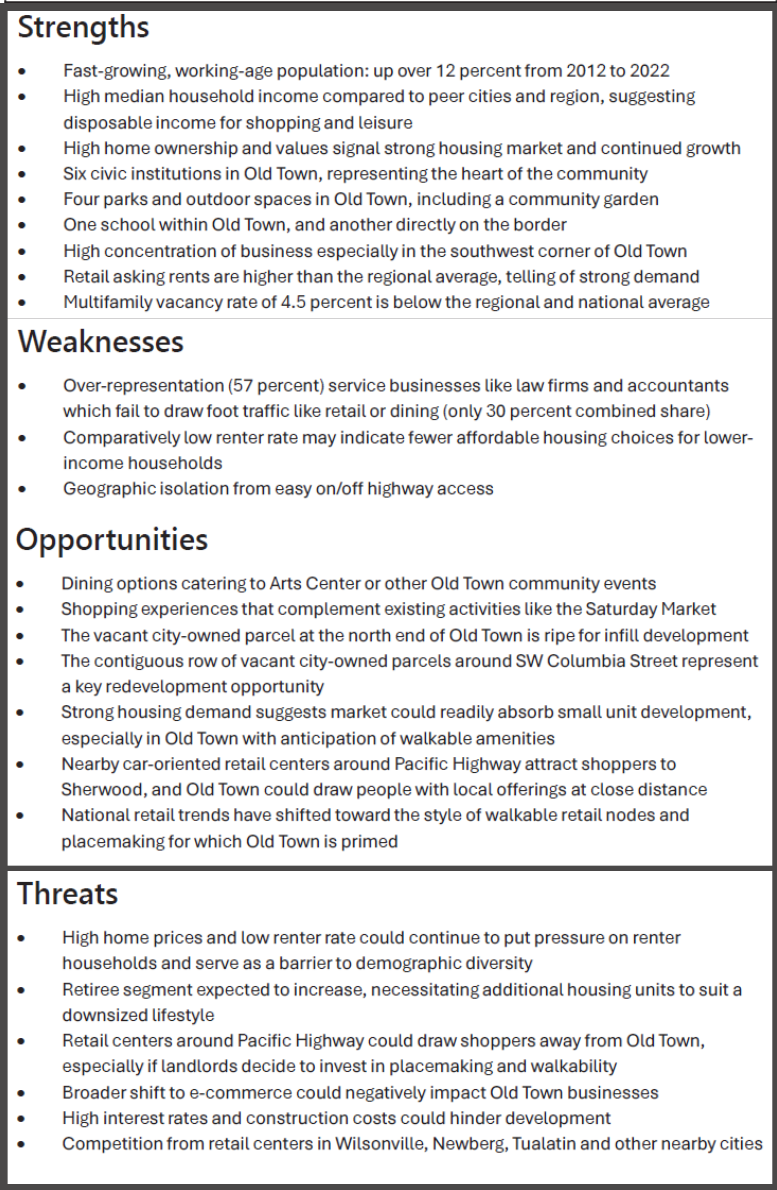


Fig. 41. Market SWOT Analysis

V. Utilities Assessment

To understand the opportunities and constraints with the infrastructure in Old Town Sherwood, Harper Hough Petersen & Righellis (HHPR) reviewed the utilities and infrastructure serving existing and future development in Old Town.

Sanitary Sewer

- » Sanitary sewer in SW Columbia Street extends to the Cannery site’s northeast edge at a depth of ~7 feet, sufficient to serve future development on the public works site.
- » The sewer system is sufficient to support growth within the district.

Water

- » The 2016 Water System Master Plan does not identify any upgrades within Old Town. The existing 8-inch main in Columbia Street can be extended east through the public works site as part of future development.
- » The water system is sufficient to support growth within the district.

Stormwater Management

- » The 2016 Stormwater Master Plan identifies no needed improvements within Old Town but does call for upgrades to the 2nd and Park Street regional facility, which serves much of the area’s stormwater.
- » Stormwater from development of the public

works site can largely be managed by extending the existing storm main in SW Columbia Street, which already reaches the property line.

- » Depending on site location, new development may need to include on-site stormwater facilities. The existing conveyance system can support district growth.

Franchise Utilities

- » The City requires underground utilities with frontage improvements. Most of Old Town and the Cannery are already undergrounded; remaining segments are completed by individual projects.

Transportation Infrastructure

- » Streetscape Improvements: Completed in Old Town and the Cannery (2006–2013), based on the 2003 Master Plan; additional phases remain unbuilt and may be required with new development.
- » Sherwood Cannery PUD: Roads and utilities; extend SW Columbia Street to the public works site, with future extension expected to follow the same design.
- » Oregon Street Intersection: Railroad crossing complicates access. The City is exploring a Columbia Street connection, requiring coordination with railroad and ODOT Rail.

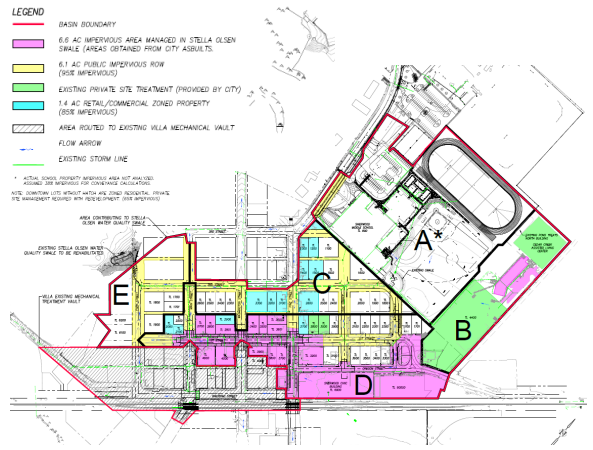


Fig. 42. Stormwater- Stella Olsen Regional Facility

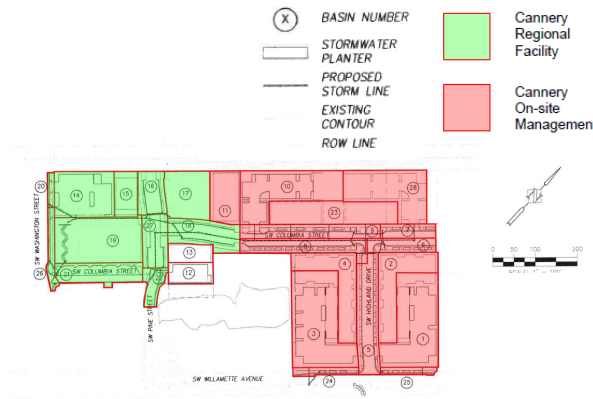


Fig. 43. Stormwater- Cannery Square Improvements

CORE ELEMENTS AND KEY ACTIONS

A. Sense of Arrival

A strong sense of arrival and easy access—by foot, bike, car, or transit—are essential to making Old Town a distinctive, identifiable place.

An interconnected street network, supported by clear wayfinding, multimodal street design, and a cohesive streetscape design, helps connect Old Town to close-in neighborhoods and nearby destinations sought out by the local community and visitors.

Key Actions include:

- 1. Develop a Wayfinding & Signage Plan
- 2. Improve Access and Streetscapes
- 3. Complete Neighborhood Connections
- 4. Promote Community Walk, Bike & Roll "Loops"

B. Business Growth and Health

Promote business health and growth by encouraging complementary investments in both new and existing properties, foster a diversity of uses, ensure compatible and quality development, identify city policy updates and expand programs and promotions that position Old Town as a local and regional destination.

Key Actions include:

- 1. Support Old Town Branding
- 2. Expand Events & Programs
- 3. Attract Targeted Businesses
- 4. Incentivize Investment
- 5. Initiate and Adopt Regulatory Modifications
- 6. Prepare a Parking and Management Strategy

C. Infrastructure and Development

Invest in infrastructure to catalyze infill on vacant and underutilized sites, and advance redevelopment of City-owned properties, while maintaining controls on development type, quality, and character..

Key Actions include:

- 1. Identify Priority Redevelopment Sites
- 2. Prepare and Initiate Developer Offerings or Negotiate Directly with Developers for Redevelopment of Priority Sites
- 3. Develop an Infrastructure Funding Plan

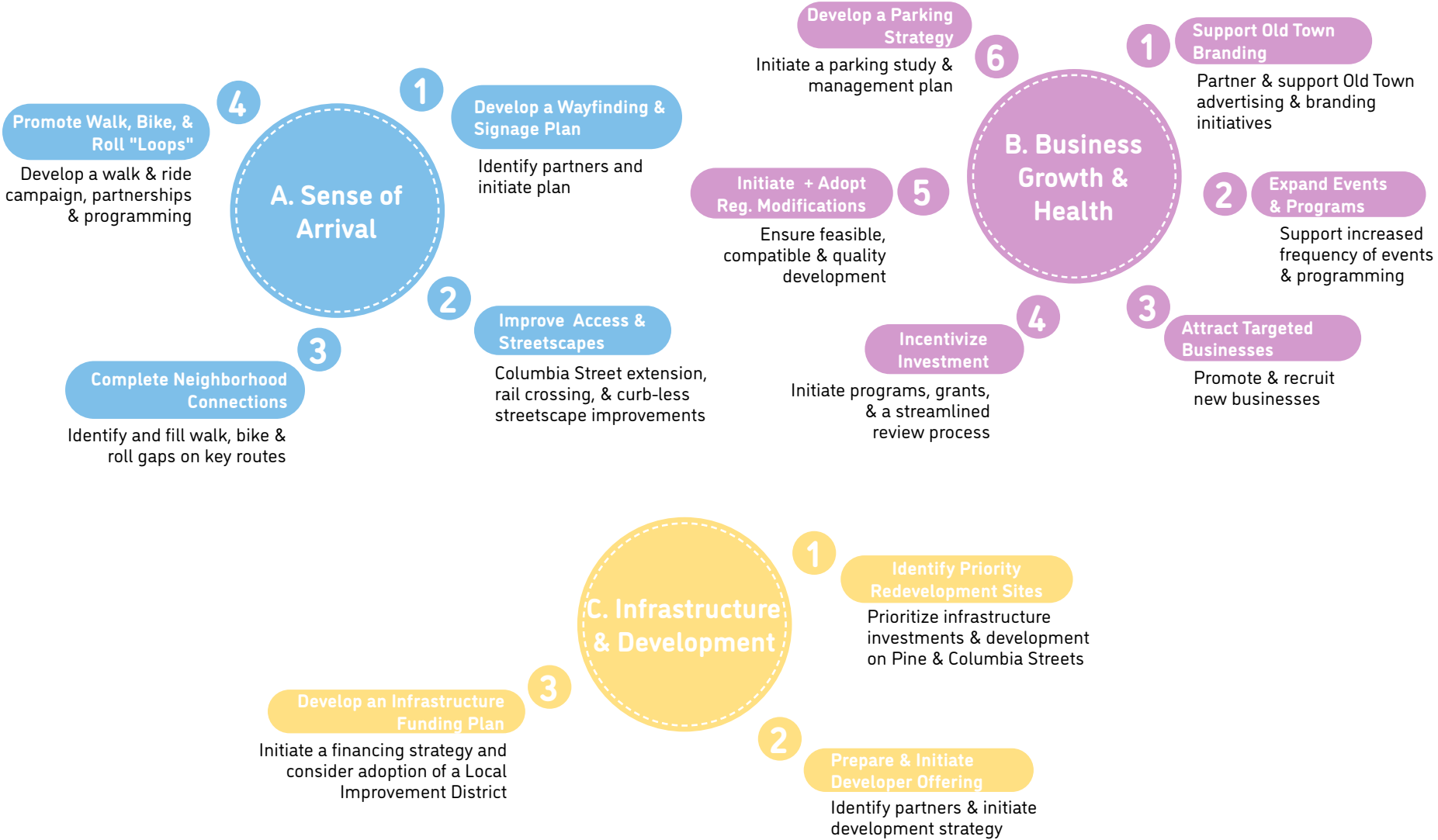


Fig. 44. Core Elements and Key Actions

ACTION PLAN

An interconnected street network, supported by clear wayfinding, multimodal streets and a cohesive streetscape design, helps connect Old Town to close-in neighborhoods and nearby destinations sought out by the local community and visitors

A. Sense of Arrival

DRAFT  
A. Sense of Arrival



Be Predictable



Keep Info Simple



Maintain Motion



Promote Active Travel



Connect Places

Fig. 45. Wayfinding Fundamentals  
Credit\_Alta Planning

Action **A.1** *Develop a Wayfinding and Signage Plan*

Fund and implement an Old Town Wayfinding and Signage Plan utilizing progressive signage to "string-a- long" the visitor by starting with a primary sign at major intersections, secondary signs at key decision-points reinforcing the direction, and tertiary signs in close proximity to the destination.

Best practices for a wayfinding and signage plan include:

1. Establish a Hierarchy of Signage:
  - » Primary signs at major intersections and entry points along high traffic routes, directing to Old Town and key destinations.
  - » Secondary signs at key decision points to confirm the visitor is on the right path.
  - » Tertiary signs at final destination and important sites.
2. Simplify Information
  - » Symbol, icons and minimal text, focusing on the "Old Town" and important destinations.
3. Design for High Visibility and Readability
  - » Consider font size, typeface, color contrast and reflective material for visibility.
4. Incorporate Branding Elements
  - » Consistent colors, logos, or design elements help create a memorable journey and link the route to the Old Town identity.

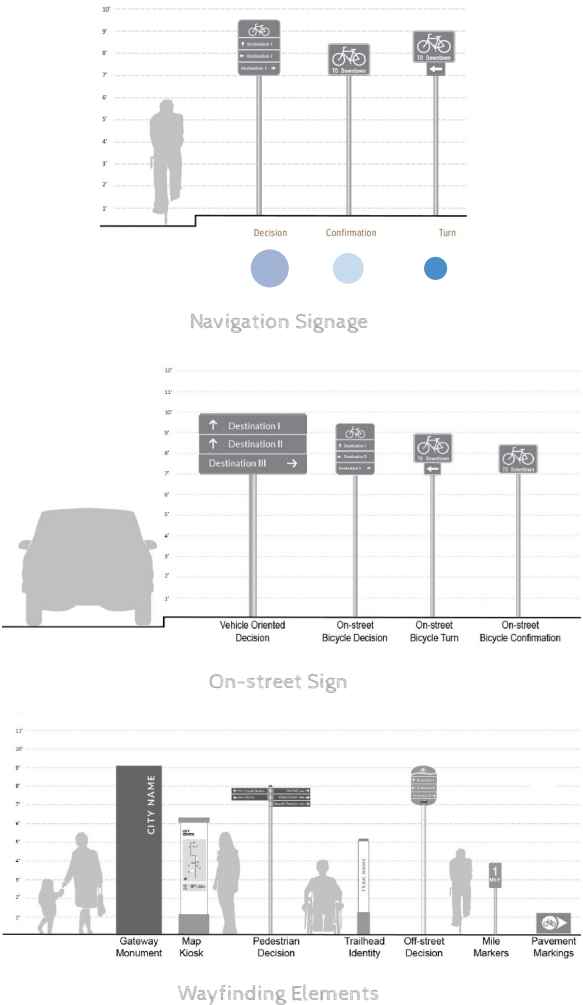


Fig. 46. Signage & Wayfinding Elements  
Credit\_Alta Planning

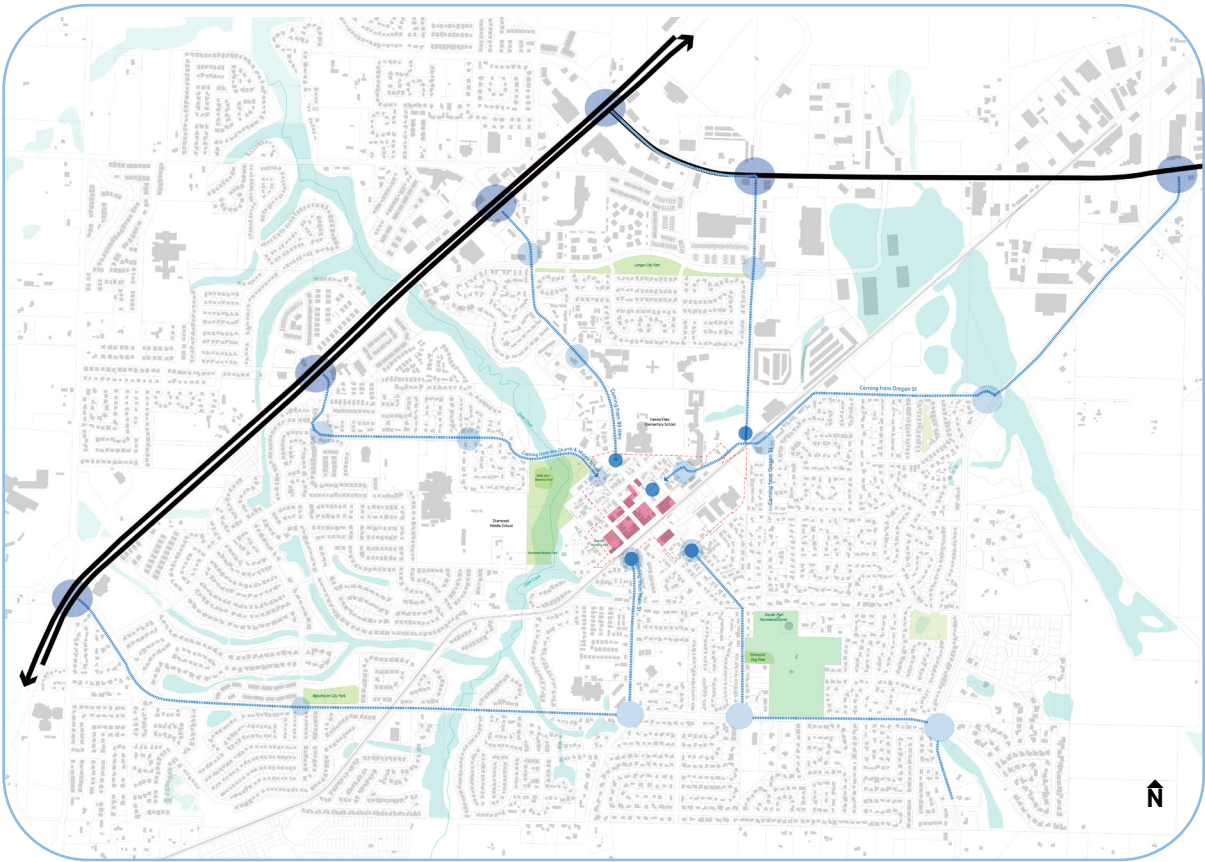


Fig. 47. Wayfinding and Signage

# ACTION PLAN

## A. Sense of Arrival

## DRAFT A. Sense of Arrival

Action **A.2**

### Improve Access and Streetscapes

Today, Pine Street includes key destinations and public amenities, making it a natural focal point for the community and a primary entry to Old Town. Infill development along Pine Street will strengthen the continuity of active storefronts and complementary uses that define the street's identity and function. Extending the curbless design and undergrounding powerlines are essential to establishing Pine Street as a "signature street" and enabling future development to reach its full potential.

Similarly, SW Columbia Street anchors the south end of Old Town with the Arts Center and Cannery Square. Redevelopment of vacant and underutilized sites will require extending SW Columbia Street to the SW Oregon Street intersection, creating a new front door to Old Town and supporting future growth in this area.

Lastly, the rail line limits access between Old Town businesses, the Arts Center, and public parking that serves the district. A pedestrian crossing at Washington Street would provide a critical connection, improving access between these destinations. Improving access to and within Old Town would include:

1. Extending the curbless Pine Street design between SW 1st Street and SW 3rd Street, and underground utilities to eliminate PGE setback requirements power lines and poles that limit redevelopment of vacant and underutilized sites.
2. Extending SW Columbia Street to the SW Oregon Street intersection to create a major entry to Old Town and open access to vacant sites and the future redevelopment of the Public Works Yard. Initiate an Old Town Access Improvement Study in coordination with ODOT Rail, the rail owner, and Tualatin Valley Fire & Rescue to identify the most feasible alternative.
3. Pursuing a pedestrian rail crossing at SW Washington Street, working with ODOT Rail, the rail owner, and State legislative partners to reopen this critical connection.
4. Extending the Oregon Street "promenade" within the alleyway between SW Pine Street and SW Park Street—connecting the Library to the Veteran's Memorial Park.



- 1 Extend the Pine Street curbless design - SW 1st Street to SW 3rd Street
- 2 Initiate an Access Improvement Study for extending SW Columbia Street to the SW Oregon Street intersection
- 3 Initiate a discussion with ODOT Rail and pursue a pedestrian only crossing at Washington Street
- 4 Extend the Oregon Street "promenade" - SW Pine Street to SW Park Street

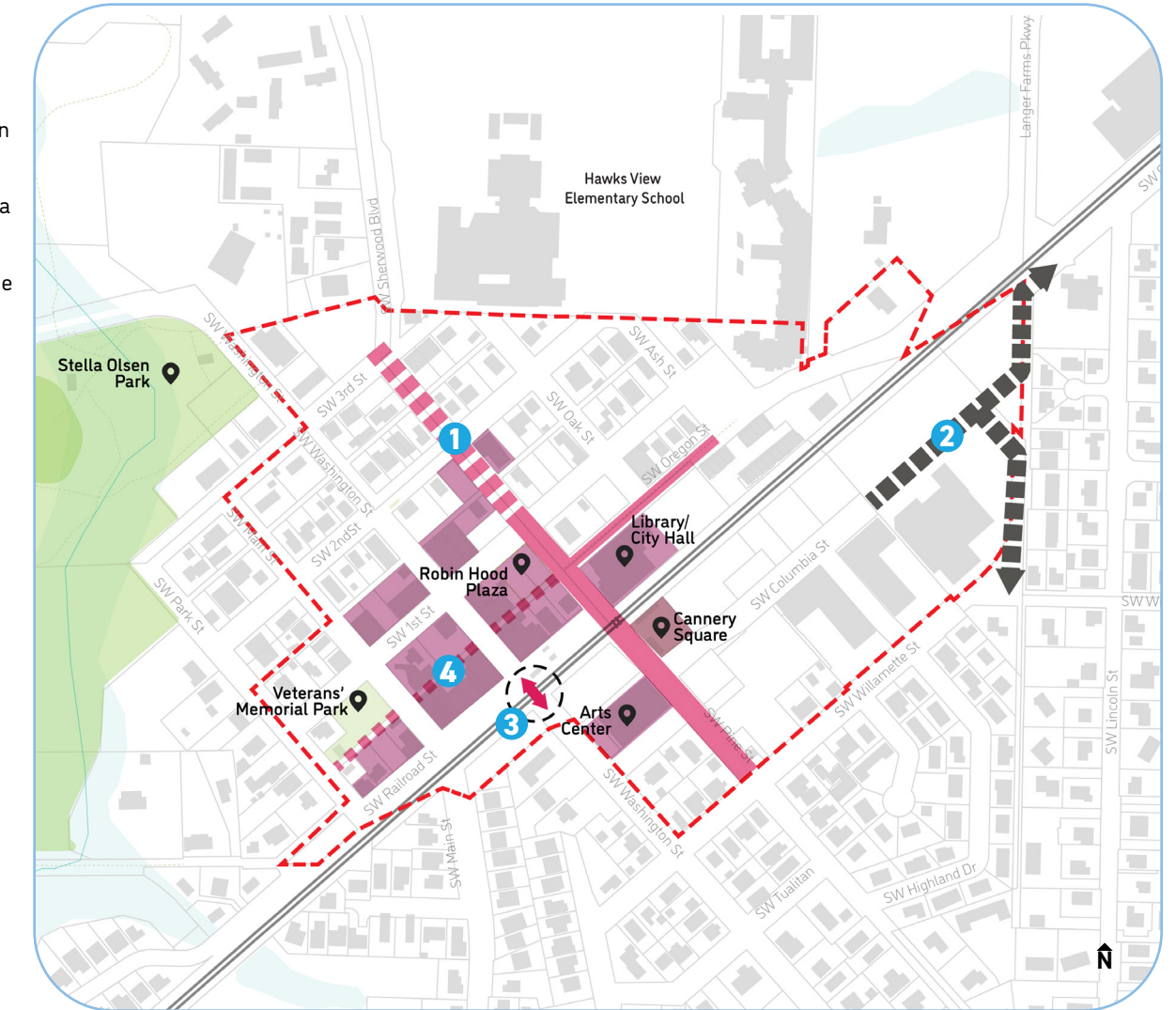


Fig. 48. Improve Access & Streetscapes

ACTION PLAN



Shared Use Path



Trail



Shared Roadway

A. Sense of Arrival

Action A.3 Complete Neighborhood Connections

Street design elements, such as lighting, and street trees, play a crucial role in defining the character of key routes to the Old Town. When combined with continuous walking and biking facilities, these features encourage alternative modes of travel, particularly on routes with destinations at each end.

**1. Develop an integrated walking and biking master plan** that combines routes from the Transportation System and Town Center Plans, with a coordinated list of existing, planned, and future sidewalks, pathways, trails, rail trail and bike lane facilities.

**2. Prioritize and explore funding** for the eight critical gaps, along key Old Town streets and neighborhood connections identified in Fig. 52 Walk, Bike, and Roll Improvements and "Loops"

Action A.4 Promote Walk, Bike, & Roll "Loops"

Portions of trails and multi-use paths connect key areas of Old Town with surrounding neighborhoods, including Cedar Creek, Woodhaven Park, Langer City Park, Snyder Park, Cannery Square, and Robin Hood Plaza. The City can play a central role in completing this walk, bike and roll network and identifying local partners in the promotion and branding of complete connections and 'loops' between destinations and the Old Town.

1. Establish and Promote Walk & Bike Loops

Organize the completed connections into a series of branded "Old Town Loops" that highlight access to local destinations, parks, schools, and cultural sites. Develop wayfinding signage, maps, and digital tools to encourage everyday use and help residents navigate short walking and biking trips.

2. Build Partnerships for Community Rides and Tours

Collaborate with local bike groups, schools, and neighborhood associations to host seasonal community rides, guided walking tours, and family-friendly loop events. Build awareness, showcase new improvements, and foster a culture of walking and biking as everyday transportation.

DRAFT

A. Sense of Arrival

- 1 Extend the Pine Street curbless design-SW 1st Street to SW 3rd Street
- 2 Extend SW Columbia Street with shared use roadway to the SW Oregon Street intersection
- 3 Extend the shared-use path on SW Oregon Street to the rail crossing at SW Langer Farms Parkway.
- 4 Pursue a rail trail between SW Oregon Street and SW Main Street
- 5 Extend the Oregon Street promenade along the alleyway from SW Pine Street to SW Park Street.
- 6 Construct a neighborhood greenway on Villa Road.
- 7 Add shared roadway markings on SW Pine Street, SW Washington Street, SW 2nd Street, SW Railroad Street, & SW Main Street.
- 8 Construct sidewalks on SW Willamette Street and SW Division Street.
- 9 Complete the shared-use path between Sherwood Boulevard and the Cedar Creek/ Tonquin Trail.

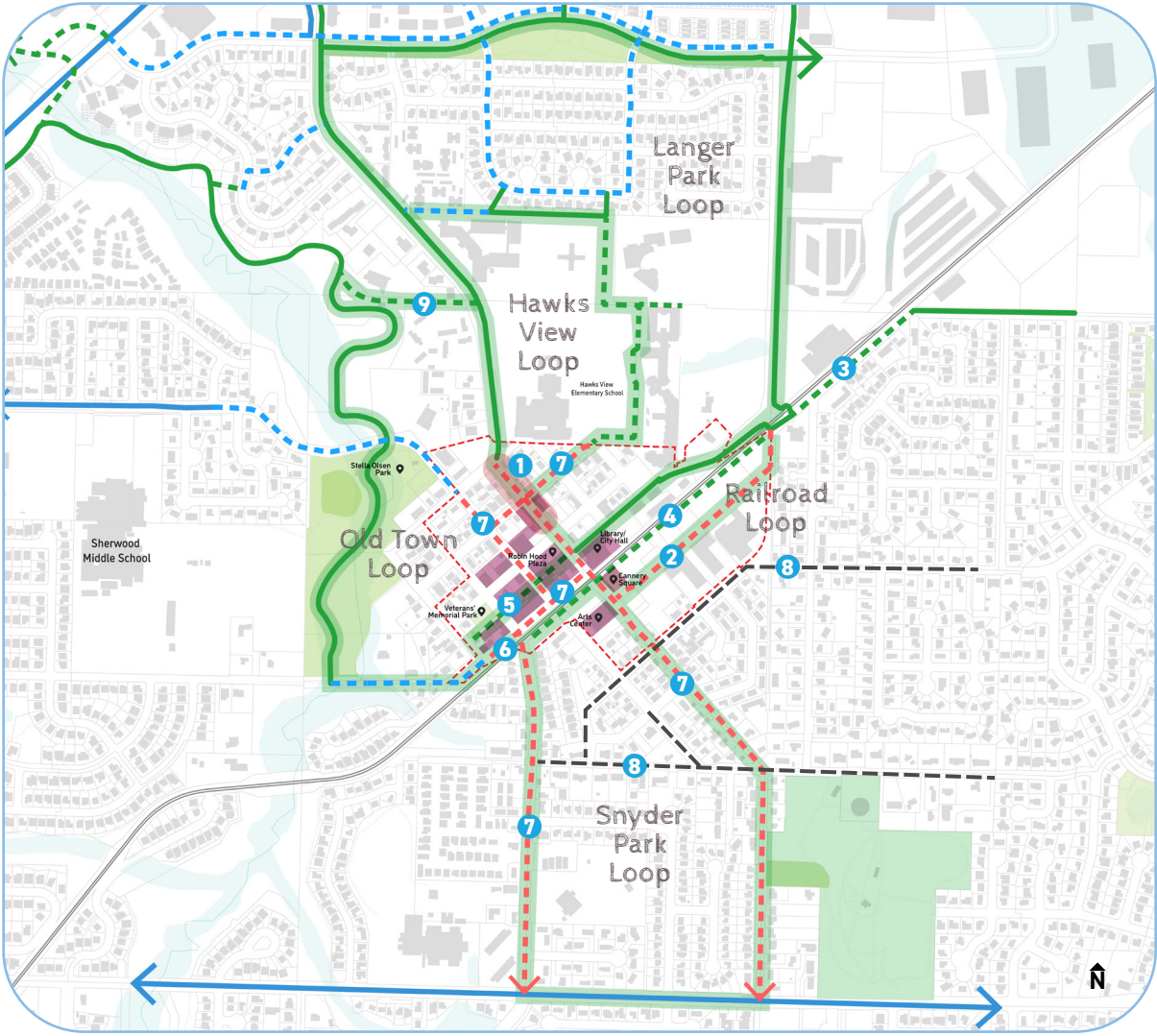
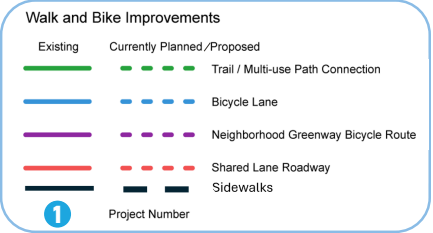


Fig. 49. Walk, Bike and Roll Improvements and "Loops"

ACTION PLAN



Fresh Faces in Sherwood Wine: 4 New Wineries to Visit

There's no better way to enjoy a beautiful day than by grabbing your friends or your special someone and popping out to Tualatin Valley for wine tasting. Lush vines, sprinkles of wildflowers and expansive views... [MORE](#)

\*nneleise Kelly

Encourage complementary investments in both new and existing properties, foster a diversity of uses, ensure compatible high quality development, and expand programs and promotions that position Old Town as a local and regional destination.

B. Business Health & Growth

Action B.1 Support Old Town Branding

Strengthen Old Town’s visibility and market position by developing and implementing a coordinated branding initiative by working in partnership with the Sherwood Main Street, Travel Oregon, Explore Tualatin Valley, and the Sherwood Chamber of Commerce. The branding should emphasize Sherwood’s unique role within the Tualatin Valley and Oregon wine country, highlighting its cultural heritage, local businesses, natural amenities, and community vitality.

- 1. **Brand Positioning & Identity Development** – Convene regional partners (Travel Oregon, Explore Tualatin Valley, Sherwood Chamber) and local businesses to shape Old Town’s brand story and ensure it aligns with regional tourism messaging.
- 2. **Brand & Marketing Toolkit** – Fund and coordinate the creation of shared branding materials, then distribute them to businesses and partners for consistent use.
- 3. **Joint Marketing Campaigns** – Collaborate with partners to feature Old Town in regional promotions, travel guides, and advertising campaigns.
- 4. **Destination Website & Social Media** – Support a central online presence for Old Town, while amplifying partner-led digital marketing.
- 5. **Wayfinding & Identity in Public Spaces** – Incorporate branding into City-led infrastructure, streetscape, and signage improvements.
- 6. **Ongoing Evaluation & Partnerships** – Establish and participate in a working group with partners to track progress, share updates, and refine efforts over time.

City Role:

- » Serve as convener and coordinator with Sherwood Main Street and regional partners.
- » Provide seed funding for brand development and promotional materials.
- » Support consistency in application across City-led projects, events, and infrastructure improvements.

Action B.2 Expand Events and Programs

Strengthen Old Town’s role as a year-round destination by increasing the frequency, variety, and visibility of events and programming. Build on existing activities by working with the Sherwood Chamber of Commerce, cultural organizations, business associations, and regional partners to attract more visitors and provide reasons for repeat local visits.

- 1. **Partnership & Coordination** – Convene Sherwood Main Street, Chamber, arts, wineries, and business partners to expand and align events without overlap.
- 2. **Seasonal & Signature Events** – Grow popular events (wine walks, farmers markets, art fairs, holidays) and introduce new seasonal programming tied to culture and wine country.
- 3. **Public Space Activation** – Animate streets and plazas with performances, dining, and installations; simplify permits for closures.
- 4. **Marketing & Promotion** – Collaborate with Travel Portland, Explore Tualatin Valley, and the Chamber on regional promotion; maintain a shared annual events calendar.
- 5. **Support & Incentives** – Provide mini-grants, logistics, or in-kind services; encourage sponsorships and business tie-ins.
- 6. **Evaluation** – Track attendance, business participation, and economic impact to refine and grow events.

City Role:

- » Convene and coordinate partners.
- » Streamline permitting and provide limited funding or in-kind support.
- » Collaborate on regional promotion and marketing.
- » Monitor results and adapt support as needed.



B. Business Health & Growth

ACTION PLAN

Action B.3

Attract Targeted Business

Strengthen in partnership with Sherwood Main Street the business mix in Old Town by recruiting businesses that complement existing offerings, fill market gaps, and reinforce Old Town’s role as a destination.

- 1. **Define Business Targets** – Identify priority business types (e.g., restaurants, tasting rooms, boutique retail, specialty services, arts/culture uses) through market analysis and stakeholder input.
- 2. **Recruitment Strategy** – Work with the Sherwood Main Street, Chamber and property owners to actively market available spaces to targeted businesses.
- 3. **Regional Collaboration** – Partner with Travel Portland, Explore Tualatin Valley, and state agencies to promote Old Town as a location for wine country, cultural, and tourism-related businesses.
- 4. **Business Resource Connections** – Connect prospective businesses to financing, technical assistance, and incentive programs.
- 5. **Promotional Campaigns** – Develop promotional materials showcasing Old Town’s available sites, amenities, and market advantages.

City Role:

- » Define target business types and share data.
- » Work with partners to recruit businesses to vacant and underutilized spaces.
- » Market Old Town in collaboration with regional tourism organizations.
- » Connect entrepreneurs to resources and incentives.



ACTION PLAN

Action B.4

Incentivize Investment

Encourage reinvestment and infill through targeted programs and grants, where funding exists, along with streamlined development review processes that support quality improvements and redevelopment. Based on findings from the Business Retention Survey the following actions include:

- 1. **Activate & Refresh the Old Town Façade Grant Program** – Relaunch Sherwood's inactive façade grant program with updated guidelines, streamlined applications, and active promotion. Prioritize visible, low-cost improvements such as paint, signage, lighting, and accessibility upgrades.
- 2. **Offer Permit Fee Relief** – Provide reductions or phased/deferred payments for permit and SDC fees for targeted uses (e.g., food & beverage, boutique retail) and long-vacant spaces.
- 3. **Launch Alley Activation Mini-Grants** – Fund improvements like lighting, paving, murals, and shared trash enclosures to enhance safety, aesthetics, and usability of alleys.
- 4. **Simplify Small-Scale Improvements** – Create a “Quick Permit” pathway for minor upgrades (paint, signage, lighting, window replacements) supported by a user-friendly “Starting a Business in Old Town” guide.
- 5. **Designate a Business Liaison** – Assign a staff contact to guide businesses through development review, coordinate across City departments, and provide consistent communication.

City Role:

- » Reactivate and manage the façade grant program, seed alley mini-grants, and provide targeted fee relief.
- » Establish quick-permit pathways, publish clear timelines, and assign a business liaison as a single point of contact.
- » Partner with the Sherwood Chamber, property owners, and lenders to promote programs, leverage resources, and expand participation.
- » Publicize grant opportunities and success stories, reinforcing Old Town as a supportive, investment-ready destination.
- » Pursue outside funding to expand available resources.



ACTION PLAN

Action

B.5

Initiate + Adopt Regulatory Modifications

Update City policies and regulations to pomote redevelopment while ensuring compatible, high-quality development that complements the Old Town’s character.

- 1. **Support Mixed-Use Feasibility** – Update parking and ground-floor use standards to balance development viability with active, pedestrian-friendly streetscapes.
- 2. **Rezone Key Parcels** – Convert City-owned sites from High Density Residential (HDR) to Retail Commercial (RC) to ensure active storefronts along Pine Street and surrounding the Cannery Square. Amend the Cannery PUD to allow for mixed-use high density residential with ground floor commercial.
- 3. **Strengthen Storefront Design** – Standardize 75% transparency requirements, adopt window opening standards (inset depth, vertical proportions, clear glass, and detailed trim), and encourage consistent design elements across Old Town.
- 4. **Refine Setback Standards** – Simplify requirements for hardscape setbacks by prioritizing retail displays and bicycle parking and removing from the list amenities that may not be appropriate.
- 5. **Ensure Architectural Compatibility** – Require traditional roof forms (pitched or flat with parapets/ cornices) and prohibit shed roofs; eliminate faux materials in favor of authentic, durable finishes that reflect Old Town’s historic character.

City Role:

- » Lead the code review and policy update process.
- » Collaborate with property owners, businesses, and community groups to shape regulations.
- » Ensure updates balance economic feasibility with Old Town’s desired character.



ACTION PLAN

Action

B.6

Develop a Parking Strategy

Ensure that parking supports Old Town’s vitality by balancing customer, employee, and resident needs through coordinated management, investment, and wayfinding.

- 1. **Conduct Parking Study** – Assess supply, demand, and turnover to guide near- and long-term parking solutions.
- 2. **Manage More Effectively** – Explore shared parking, employee parking strategies, and time-limit options to maximize customer access.
- 3. **Improve Access & Wayfinding** – Enhance signage and digital tools to make existing parking easier to find and use.
- 4. **Plan for Growth** – Identify long-term needs, including event parking solutions and potential structured parking tied to redevelopment.

City Role:

- » Lead or partner in funding a parking study
- » Work with the Chamber, property owners, and businesses to test and refine management strategies
- » Coordinate signage and wayfinding improvements.
- » Ensure parking strategy is integrated with branding, events, and redevelopment efforts.



# ACTION PLAN

Action

B.7

## Implement a Trash Management Program

Old Town's sidewalks are often cluttered with trash and recycling containers. Relocating them to shared, well-managed enclosures in alleyways or rear-lot areas will improve cleanliness, safety, and the district's appearance.

**1. Prepare and Implement a Trash Management Program**– Update parking and ground-floor use standards to balance development viability with active, pedestrian-friendly streetscapes.

Old Town's alleyways provide an opportunity to improve aesthetics and functionality of Old Town by relocating trash/recycling containers from sidewalks to shared, well-managed enclosures in alleyways or designated rear-lot areas.

The program should include:

- » Assessing needs and identifying suitable enclosure locations.
- » Engaging property owners, businesses, and haulers to confirm service and access.
- » Designing attractive, durable enclosures that fit Old Town's character.
- » Establishing funding and cost-sharing agreements.
- » Constructing and launching pilot sites with signage and outreach.
- » Monitoring usage, collecting feedback, and refining operations.
- » Expanding the program to additional sites over time.

### City Role:

- » Lead planning, design, and construction of pilot sites.
- » Coordinate with businesses, property owners, and haulers.
- » Provide funding support and develop maintenance agreements.



# ACTION PLAN

Invest in infrastructure to catalyze infill on vacant and underutilized sites, and advance redevelopment of City-owned properties, while maintaining controls on development type, quality, and character.

## C. Infrastructure & Development



Action C.1

### Identify Priority Redevelopment Sites

Prioritize City-owned vacant and underutilized sites for redevelopment in a way that catalyzes Old Town's economic vitality, and takes advantage of development ready sites and developer interest.

- 1. Confirm Redevelopment Priorities** – Advance Site A and Site D as the City's highest near-term priority, while preparing to initiate redevelopment at Site G in coordination with a PUD amendment to allow mixed-use development and an interim Public Works use of the property
- 2. Phase Redevelopment** – Sequence redevelopment by site readiness:
  - » Near-Term (Years 1–3): Site A and Site D (shovel-ready, anchors Arts Center), Site E (rezone from HDR to RC to ensure ground-floor retail) ; Columbia Street extension study
  - » Mid-Term (Years 3–5): , Site G ( prepare PUD amendment to include residential and clear site for redevelopment)
  - » Long-Term (Years 5+): Sites H1–H2 (Public Works/Fieldhouse), contingent on relocation of City operations.
- 3. Align Infrastructure Investments** – Coordinate utility undergrounding, curbless Pine Street completion, and Columbia Street extension to support redevelopment feasibility.
- 4. Promote Visibility of Sites** – Market City-owned sites with development briefs, visuals, and targeted outreach to qualified developers.
- 5. Establish Evaluation Criteria** – Prioritize proposals that deliver active ground-floor uses, strong design quality, mixed-use density, and alignment with community values.

#### City Role:

- » Establish priorities, prepare developer offerings, and manage RFQ/RFP negotiation processes.
- » Provide infrastructure, zoning adjustments, and design guidance to support development.
- » Partner with regional agencies, and private developers to attract investment and recruit tenants.
- » Use ownership leverage to ensure redevelopment outcomes reflect historic character, community priorities, and long-term vitality.

## C. Infrastructure & Development

- A** 3rd & Pine
- D** Columbia & Pine
- E** Columbia & Pine
- G** Columbia & Cannery PUD
- H** Columbia & Public Works

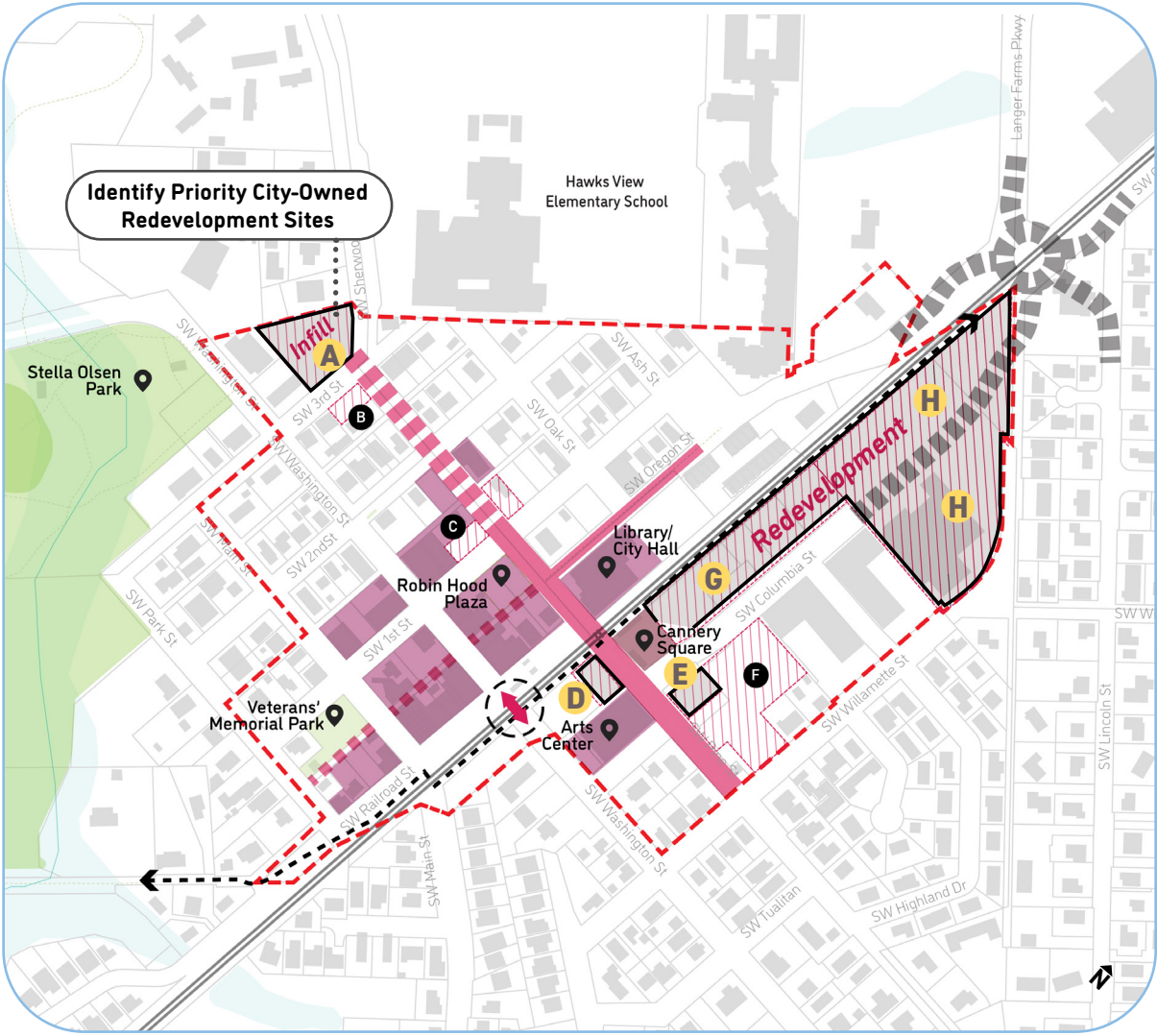


Fig. 50. Priority Redevelopment Sites

ACTION PLAN

Invest in infrastructure to catalyze infill on vacant and underutilized sites, and advance redevelopment of City-owned properties, while maintaining controls on development type, quality, and character.

C. Infrastructure & Development

Action C.2 Prepare & Initiate Development Feasibility Study and Developer Offering

Advance redevelopment of City-owned sites through feasibility studies and developer offerings or direct negotiations. Ensure quality investment and align City goals with market realities.

- 1. **Define Vision & Terms** – Study each site to confirm desired uses, design standards, and community benefits; then set transaction terms (City design-build-own/operate, sale, ground lease, or DDA with clawbacks).
- 2. **Tailor Approach by Site** –
  - » Site A (3rd & Pine) – City-Initiated Offering: Issue an RFQ for a team to deliver a multi-story mixed-use project with active ground-floor frontage, consistent with feasibility findings and City terms.
  - » Site D (Arts Center Lot) – City-Led Development: City retains ownership and management. Use an RFQ to select a contractor for site development with active frontage and Old Town-compatible design
- 3. **Select Developer/Contractor**– For Site A, evaluate RFQ responses for experience, capacity, vision, and deal alignment. For Site D, procure design and construction teams based on qualifications.
- 4. **Negotiate Agreement** – For Site A, execute a DDA with clear design/use requirements, milestones, schedule, remedies, and City step-in/reversion rights. For Site D, execute contracts that fix scope, costs, schedule, and design compliance..
- 5. **Support & Promote** – Coordinate enabling infrastructure (Columbia Street extension, Pine utilities, shared parking) and market opportunities through regional networks.

City Role:

- » Initiate and manage development feasibility, offerings, developer/contractor selection, and negotiations.
- » Provide zoning clarity, design guidance, and infrastructure commitments.
- » Partner with lenders, and agencies to promote sites and attract investment.
- » Ensure enforceable agreements deliver projects that align with community values.



Action C.3 Develop an Infrastructure and Funding Plan

Fund essential infrastructure projects—including extending the curbless Pine Street and extending SW Columbia Street to catalyze redevelopment, improve access, and create a new “front door” to Old Town. Confirm Project Scopes – Define cost estimates and engineering scope for Pine Street curbless extension, Columbia Street extension, and supporting utility/stormwater upgrades.

- 1. **Evaluate Funding Tools** – Advance a Local Improvement District (LID) that equitably shares costs among benefitting properties, paired with a tiered assessment structure (direct frontage, adjacent block, district-wide).
- 2. **Adopt Vertical Housing Designation (VHDZ)** – Establish Old Town as a VHDZ to incentivize private mixed-use housing by offering property tax exemptions on vertical residential floors, improving project feasibility.
- 3. **Leverage Grant and State/Federal Funds** – Pursue supplemental sources such as Oregon Main Street Revitalization grants, ODOT community livability funding, and business improvement grants to reduce reliance on local assessments.
- 4. **City Participation** – Include City-owned properties in any LID assessment to demonstrate commitment and fairness, or provide offsetting contributions where appropriate.
- 5. **Stakeholder Engagement** – Conduct early outreach with property owners and businesses to explain benefits, tiered assessments, and potential impacts, building transparency and support.
- 6. **Council Actions** – Prepare resolutions of intent, conduct hearings, and adopt ordinances required to form the LID and designate the VHDZ.

City Role:

- » Define scopes, form LID/VHDZ, and secure Council approval. Prepare technical analysis and clear communication on costs and benefits.
- » Work with property owners, Chamber, and state agencies to align funding.
- » Ensure fair cost-sharing and deliver infrastructure that supports redevelopment.

DRAFT  
C. Infrastructure & Development

PRIORITY ACTIONS & TIMELINE

PERFORMANCE INDICATORS

# MEMORANDUM (DRAFT)

## Sherwood Old Town Strategic Plan

To: Sean Conrad (City of Sherwood); Eric Rutledge (COS)

From: Jason Graf, (First Forty Feet); Tyler Sauter, (FFF); Sijin Sun, (FFF)

Date: December 20, 2024

Subject: Existing Conditions Assessment and Considerations for Strategic Actions.

## INTRODUCTION

The field guide represents a snapshot of current conditions both physically on the ground and the policy and regulatory plans that affect existing and future development within Sherwood's Old Town.

### Strategic Plan Project Area

The Old Town strategic plan project area consists of two distinct districts separated by the Portland and Western rail line with access limited to crossings at Main Street, Pine Street and the Oregon Street/Langer Farms Parkway intersections., see **Figure.1 Project Area** map.

The **Smockville district is an area located north of the rail line** and includes the majority of land area set within a walkable and easily accessible traditional urban street grid and approximately 300' block structure. Multi-story buildings with commercial storefronts including the Library and City Hall buildings are concentrated along Main, Washington, Pine and intersecting streets at Railroad 1<sup>st</sup> Street and 2<sup>nd</sup> Street. Single family homes with some multi-family residences and a limited amount of commercial uses surround the core commercial area. Public use areas include the Robin Plaza, the Veterans Memorial Park, and Stella Olsen Park, with access to a trail within the Cedar Creek open space corridor.

The **Cannery District is an area located south of the rail line** and as part of the Old Town urban renewal area has seen significant investment along Pine Street, including a mixed-use Community Arts Center and commercial building on one side and the Cannery Square plaza on the other side. Multifamily residential buildings, vacant parcels, the public works yard and recreational fieldhouse are located along Columbia Street. Primarily single-family residences are concentrated along the edges of the district.

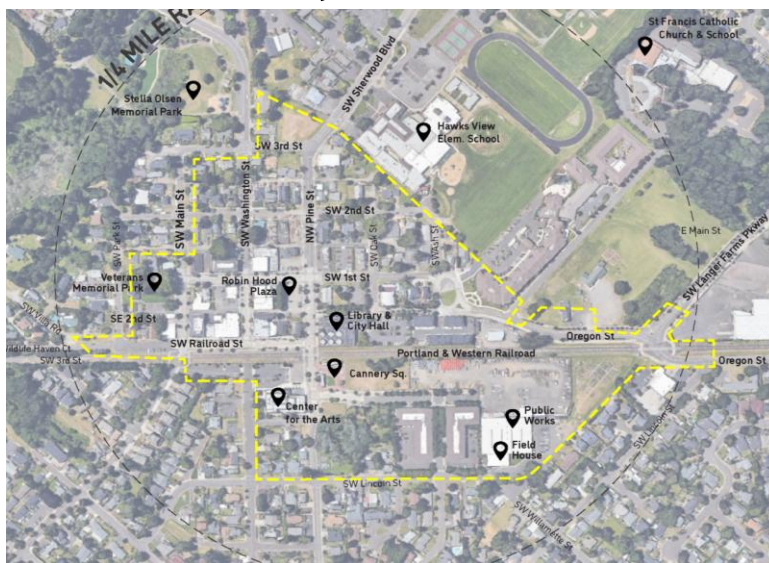


Figure 1: Project Area

## Project Purpose

The Strategic Plan's purpose is to promote the ongoing revitalization of 'Old Town' and should reflect the interests of main street businesses, the community's vision, and that of decision-makers to be the ROAD MAP with actionable steps focused on a 5-year timeframe.

## The Goals and Objectives

### Community Engagement and Visioning

- Engage the community—business, resident, & leaders
- Create a vision for the Old Town.

### Economic Development and Business Growth

- Promote business retention/growth and housing.
- Define a mix of uses validated by a market assessment.
- Identify ways to attract investment, and developers.
- Support the 4-point Main Street model.

### Strategic Site Development

- Identify the City Council's vision for specific sites.
- Assess area infrastructure to support development.
- Explore viable development scenarios that support the City Council's vision and strengthen Old Town as a destination.

### Incentives and Tools Guiding Development

- Identify potential regulatory, tools, incentives & budgeting considerations.

## Existing Conditions Assessment & Considerations for Strategic Actions

This memo provides an overview, assessment, and strategic action considerations for key elements that contribute to the ongoing and future success of Old Town:

**I. Sense of Arrival** — Evaluates the location and frequency of wayfinding, directional signage, access and streetscape design that guide visitors into Old Town. Recommends potential strategies to enhance Old Town's visibility, identity, and accessibility.

**II. Old Town Business Health and Growth** — Assess factors such as events and promotions that support a diverse mix of businesses. Identify new programs, marketing efforts, and regulatory changes to support business growth and encourage compatible new development.

Assess the mix of uses and quality of storefronts in attracting customers and reinforcing Old Town's identity as a destination. Identify opportunities to improve storefront conditions and address zoning regulations and standards for buildings that are incompatible with the historic character.

Assess the availability and limitations of public and private parking. Identify potential strategies or future planning to increase supply, improve parking efficiency, and enhance overall parking management.

**V. Infrastructure and Infill Development** — Identify potential infill sites, property ownerships, and opportunities for testing development scenarios within existing zoning and relative market feasibility. Identify infrastructure improvements needed to support private investment and strengthen access to Old Town businesses.

## I. SENSE OF ARRIVAL

Essential to making Old Town a distinctive and identifiable place is a clear sense of arrival and ease of access—whether by walking, biking, driving, or public transit—and clear wayfinding, including directional signage, memorable street design, and the built environment. These elements play a role in helping draw people into Old Town either from major roadways with regional traffic and from local streets that connect Old Town to nearby neighborhoods, schools, parks, and employment areas.

The Old Town is located approximately three-quarters of a mile away from major traffic streets and this lack of visibility and direct access to local and regional traffic requires the use of signage and wayfinding to direct traffic to the district. In addition, the Old Town is surrounded by single-family neighborhoods, all within a five-minute walk or bike ride to its center. This proximity highlights the importance of designing streets that effectively support walking, biking, and vehicular traffic.

### A. Signage & Wayfinding

A visual survey was conducted to map major and local routes accessing Old Town, focusing on the prevalence or absence of signage and wayfinding that direct traffic into the area. The survey assessed major intersections, key routes extending into Old Town, and critical decision points—such as intersections and roundabouts—that may require additional signage. It also evaluated “in-town” signage guiding visitors to key destinations.

Highway 99 (Pacific Highway) and Tualatin-Sherwood Road serve as the primary transportation routes into and out of Sherwood, located approximately three-quarters of a mile from Old Town. The following local streets connect these major transportation corridors to Old Town including:

- ***Sunset Drive*** extends from the Highway 99 intersection eastward to neighborhoods south of Old Town. As a collector street, it provides access to these neighborhoods and direct connections to the Canary District via Main Street and Washington Street.
- ***Sherwood Boulevard*** at the intersection with Hwy 99 is the most direct route extending from the MarketPlace commercial center south to Old Town, aligning with Pine Street, the central hub of Old Town.
- ***SW Langer Farms Parkway*** extends from Tualatin/Sherwood Road at the Parkway commercial center south to Oregon Street and westbound along 1<sup>st</sup> Avenue to the heart of Old Town.
- ***Oregon Street*** extends from Tualatin-Sherwood Road in the industrial and manufacturing area northeast of Old Town and continues southwest to 1st Avenue, reaching the heart of Old Town.
- ***SW Meinecke/Washington Street*** extends from Highway 99 at the Sherwood Commons commercial center, passing through residential neighborhoods and Stella Olsen Park, before leading into Old Town.

## Conditions Affecting Old Town Sense of Arrival related to Signage and Wayfinding

**Figure 2: Old Town Access and Wayfinding Existing Conditions-Signage and Wayfinding**, and **Figure 3: Existing Old Town Signage**, illustrates the location of visual survey points for signage and wayfinding mapping and assessment. Findings indicate:

- There is a lack of Old Town recognition along HWY 99-only the Sherwood Boulevard intersection provides signage to the “Railroad Street Antique Mall and Visitors Center”. (No acknowledgement of “Old Town”).
- Limited “carrots” to direct visitors at critical decision-points most are focused on a single destination, such as the Field House.
- “Destinations” signage in Old Town focuses primarily on City Hall, library and municipal court.



Figure 2: Old Town Access and Wayfinding Existing Conditions-*Signage and Wayfinding*



Figure 3: Existing Old Town Signage

## B. Street Design and the Built Environment

A visual survey was conducted to map major and local routes accessing Old Town and to evaluate the quality of the street environment in supporting walking, biking, and vehicular access. The survey also assessed how adjacent uses are oriented to promote a safe environment, focusing on features such as the placement of windows and doors facing the streets.

Specific survey points were identified and evaluated based on the street design and the built environment, considering factors like the presence of sidewalks and buffers from the roadway, bicycle facilities, lighting, street-facing buildings, and wayfinding. See *Figure 4: Old Town Access and Wayfinding Existing Conditions- Street Design and Built Environment* and *Figure 5 Existing Streetscape & Built Environment Conditions for Primary Old Town Access Routes*. The survey included:

- ***Sunset Boulevard*** extends from the Highway 99 intersection eastward to neighborhoods south of Old Town. As a collector street, it provides access to these neighborhoods and direct connections to the Cannery District via Main Street and Washington Street. The street design consists of:
  - Tree lined with sidewalks
  - Bike Lanes
  - Center tree lined Boulevard (portions of the roadway)
  - Limited amount of highway style roadway (no pedestrian scale lighting)
  - Buildings set back, mix of front facing and rear yards of residential houses.
  - No wayfinding or signage
- ***Sherwood Boulevard*** at the intersection with Hwy 99 is the most direct route extending from the MarketPlace commercial center south to Old Town, aligning with Pine Street, the central hub of Old Town. The street design consists of:
  - Tree lined and/or partial tree lined sidewalks and no buffer between sidewalk and roadway
  - Bike Lanes (Hwy 99 to Century/12<sup>th</sup> only)
  - Buildings set back, mostly rear yards of residential uses.
  - Highway lighting with some pedestrian scaled acorn lighting
  - Old Town signage south of Hwy 99
- ***SW Langer Farms Parkway*** extends from Tualatin/Sherwood Road at the Parkway commercial center south to Oregon Street and westbound along 1<sup>st</sup> Avenue to the heart of Old Town. The street design consists of:
  - Tree lined with sidewalks
  - Wide sidewalk (multi-use path) west side of the street
  - Center tree lined Boulevard (portions of the roadway)
  - Mix of street facing buildings and buildings set back with side or rear yards
  - No Old Town signage
  - Acorn-style pedestrian lighting.
- ***Oregon Street*** extends from Tualatin-Sherwood Road in the industrial and manufacturing area northeast of Old Town and continues southwest to 1st Avenue, reaching the heart of Old Town. The street design consists of:
  - Sidewalks with no buffer to roadway (Tualatin/Sherwood Road to Roundabout)

- Sidewalks one side of street (south side) from roundabout to Roy Street
  - Wide sidewalk (multi-use path, north side only) and sidewalk on a portion of the south side from Roy Street to the west approximately 150')
  - Sidewalks one side or not at all between rail crossing and multi-use trail.
  - Mix of street facing buildings and buildings set back with side or rear yards
  - No Old Town signage
  - Acorn-style pedestrian lighting along multi-use path only
  - Limited highway style lighting in some locations
  - Old Town Field House sign at roundabout
- ***SW Meinecke/Washington Street*** extends from Highway 99 at the Sherwood Commons commercial center, passing through residential neighborhoods and Stella Olsen Park, before leading into Old Town. The street design consists of:
    - Tree lined with sidewalks (HWY 99 to SW Lee Drive)
    - Sidewalk with no buffer one-side (south side) SW Lee Drive to Cedar Creek bridge
    - Bike lanes (Hwy 99 to SW Little John Terrace)
    - Mix of street facing buildings and buildings set back with side or rear yards
    - Old Town signage at Hwy 99 and 3<sup>rd</sup> Street
    - Mix of acorn-style pedestrian lighting and highway lighting.
    - Mix of street facing buildings and buildings set back with side or rear yards
- ***SW Tualatin/Sherwood Road*** is a major route and arterial street north of Old Town with key intersections at SW Oregon Street and SW Langer Farms Parkway. The roadway travels through Sherwood's major employment corridor and regional retail and commercial uses at Parkway Village and Marketplace. The street design consists of:
    - 5-lane roadway
    - Tree lined with sidewalks
    - No bike lanes (multi-use path on a portion of the roadway east of Oregon Street)
    - Mix of street facing buildings and buildings set back
    - No Old Town signage
    - Highway lighting.
- ***Pine Street*** extends from Sunset Drive, serving as a local street connection between neighborhoods and Snyder Park, located south of Old Town. Key community destinations along this route include Snyder Park, the Arts Center, Cannery Square, the library, Robin Hood Plaza, and various businesses along Pine Street. The street design includes:
    - Sidewalks on one-side with no buffer to roadway (Arts Center Building south to Willamette Street and Sunset Street to Division Street)
    - Sidewalks with no buffer to roadway (Willamette to Division)
    - Highway and cross-arm tear drop style pedestrian lighting (Sunset to Willamette)
    - Street facing buildings set back from the street
    - No Old Town signage
- ***Main Street*** extends from Sunset Drive as a local street connection between neighborhoods south of Old Town with an at-grade rail crossing at Railroad Street. Community destinations on this route include the Archer Glen Elementary School, Sherwood Charter School and Fat Milos. The street design consists of:
    - Sidewalks with a landscape buffer and street trees
    - No bike lanes
    - Street facing buildings with setbacks

- Acorn style pedestrian lighting
- No Old Town signage



Figure 4: Old Town Access and Wayfinding Existing Conditions-*Street Design and Built Environment*

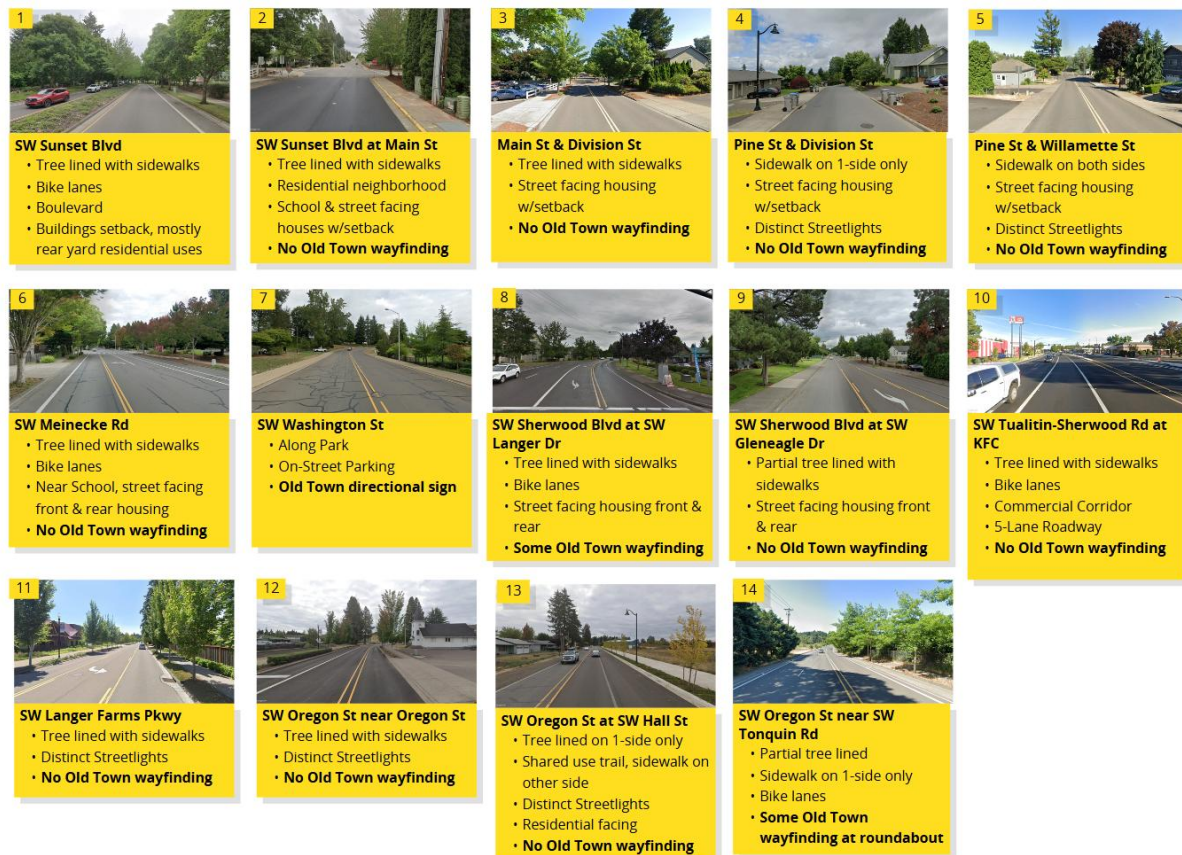


Figure 5: Existing Streetscape & Built Environment Conditions for Primary Old Town Access Routes

## *Conditions Affecting Sense of Arrival related to Street Design and the Built Environment*

An assessment of the street design and built environment reveals significant investments in walking, biking, and vehicular access along key routes connecting to Old Town and between destinations frequently visited by the local community. However, the most pressing issues to address are filling gaps in facilities and improving lighting. Key findings indicate:

- Incomplete multi-use trail segments and missing sidewalks on Oregon Street east of the rail crossing.
- Routes with sidewalks on one side only along portions of Oregon Street, Washington Street and Pine Street.
- Routes lacking consistent lighting along all or portions of Pine Street, Sherwood Boulevard, Sunset Boulevard, Oregon Street and SW Washington Street.
- Some routes have uses that turn their back to the street along all or portions of Pine Street, Sherwood Boulevard, Sunset Boulevard, Oregon Street and SW Washington Street.

## **C. Sherwood Trails and Multi-Use Path Network**

A distinctive feature of Sherwood is the Tualatin Wildlife Refuge, complemented by high-quality open spaces, parks, and natural drainage channels that wind through the community. Trails and multi-use paths connect key areas of Old Town with surrounding neighborhoods, including parks and public spaces such as, Cedar Creek, Woodhaven Park, Langer City Park, Cannery Square, and Robin Hood Plaza. Expanding and enhancing the interconnected network of trails and paths presents an opportunity to further strengthen these community assets and improve connectivity to the Old Town.

**Figure 6: Planned and Proposed Pedestrian, Bicycle, and Trail Projects** is a composite of the City of Sherwood Transportation System Plan (2014) and Town Center Plan (2013) which establishes a framework of existing, planned and proposed future investments in a complete walk and bicycle network serving Old Town, adjacent neighborhoods and the City's extensive trail system. The walk and bike improvements labelled as existing and planned are those identified in maps from the Transportation System Plan (2014) and those labeled as proposed, represent walk and bike improvements identified in the Town Center Plan (2013). The Town Center Plan's proposed routes establish a more fine grained walk and bike network.



Figure 6: Planned and Proposed Pedestrian, Bicycle and Trail Projects

### *Conditions Affecting Sense of Arrival related to Trails and Multi-use Paths*

An assessment of existing and planned walking and biking facilities—based on the Transportation System Plan (2014) and the Town Center Plan (2013)—reveals a lack of clear policy direction for developing a robust, connected walk and bike network serving Old Town and the surrounding neighborhoods. Key findings include:

- **The need for an integrated walking and biking master plan** that consolidates existing, planned, and proposed facilities, along with a coordinated list of funded, future, and aspirational segments across the network.
- **Consideration of interim measures** to prioritize and fund critical gaps along key corridors that connect neighborhoods to Old Town, such as:
  1. Establishing a neighborhood greenway on Villa Road.
  2. Extending the Oregon Street promenade along the alleyway from SW Pine Street to SW Park Street.
  3. Adding shared roadway markings on SW Pine Street, SW Washington Street, SW 2nd Street, SW Railroad Street, and SW Main Street.

4. Constructing sidewalks on SW Willamette Street and SW Division Street.
5. Extending the shared-use path on SW Oregon Street to the rail crossing at SW Langer Farms Parkway.
6. Completing the shared-use path between Sherwood Boulevard and the Cedar Creek/Tonquin Trail.

## D. Downtown Streetscape Master Plan

The City of Sherwood's Downtown Streetscape Master Plan establishes a district of curbless streets within the downtown core. This design integrates sidewalks and streets into a seamless and simple expression of the city's history and values. The curbless streets foster a unique environment that supports active retail, year-round festivals, and vibrant social interaction.

**Figure 7: Streetscape Plan (2003)**, illustrates the Master Plan's designated curbless streets and gateway elements throughout Old Town's commercial area.

The potential continuation and completion of the curbless street design are indicated on **Figure 8: Old Town Streetscape Master Plan- Potential Phase 2 Improvements**.

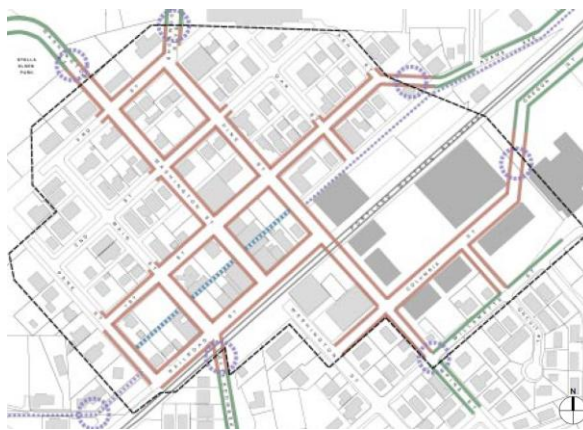


Figure 7: Streetscape Plan (2003)

### *Conditions Affecting Sense of Arrival related to the Streetscape Master Plan*

An assessment of the existing Streetscape Master Plan reveals that several key segments within the Smockville District remain incomplete. This lack of continuity affects the sense of arrival into Old Town—particularly from the north at SW 3rd Street, where SW Pine Street and SW Washington Street effectively serve as the “front door” to the district. Key findings include:

- The need to complete streetscape improvements on SW Pine Street and SW Washington Street between SW 3rd Street and SW 1st Street to enhance the sense of arrival.
- The importance of undergrounding utilities along SW Pine Street between SW 1st Street and SW 3rd Street to maximize development potential. Above-ground utility poles currently require PGE setbacks from the sidewalk, limiting the ability to fully develop vacant and underutilized sites along Pine Street.

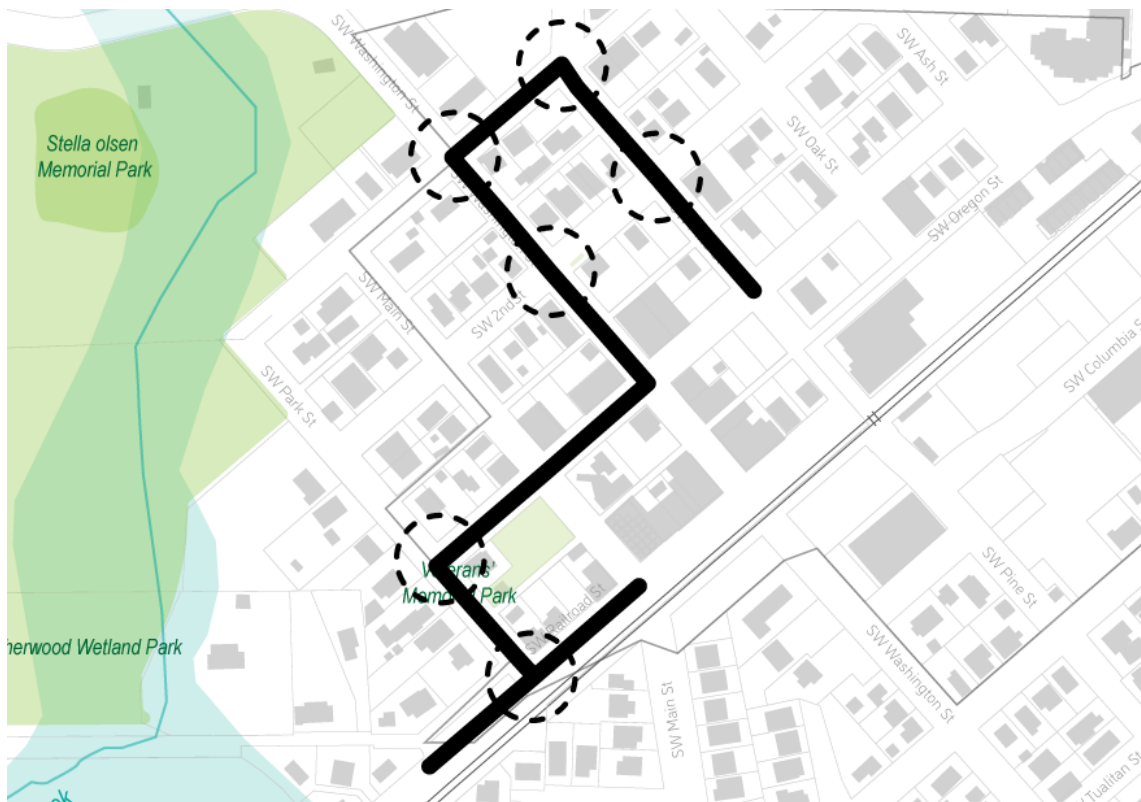


Figure 8: Streetscape Plan – Potential Phase 2 Improvements

## CONSIDERATIONS FOR STRATEGIC PLAN ACTIONS TO ADDRESS THE SENSE OF ARRIVAL

In an effort to address issues related to the sense of arrival and to promote the identity and use of the Old Town as a distinct and defining feature of the community, the following strategic actions should be considered:

### 1. *Develop A Signage and Wayfinding Plan-*

Fund and implement an Old Town wayfinding plan utilizing progressive signage to "string long" the visitor by starting with a primary sign at major intersections, secondary signs at key decision-points reinforcing the direction, and tertiary signs in close proximity to the destination. Best practices for a wayfinding and signage plan include:

#### 1. Establish a Hierarchy of Signage: Primary, Secondary, and Tertiary Signs

- **Primary signs** at major intersections and entry points along high traffic routes, directing to Old Town and key destinations.
- **Secondary signs** at key decision points to confirm the visitor is on the right path.
- **Tertiary signs** at final destination and can contain more key sites.

#### 2. Simplify Information

- Symbol, icons and minimal text, focusing on the "Old Town," or other destinations.

#### 3. Design for High Visibility and Readability

- Consider font size, typeface, color contrast and reflective material for visibility.

#### 4. Incorporate Branding Elements

- Consistent colors, logos, or design elements help create a memorable journey and link the route to the destination identity.

## 2. *Prioritize Walk, Bike and Roll Improvements*

Street design elements, such as consistent lighting and street trees, play a crucial role in defining the character of key routes to the Old Town. When combined with continuous walking and biking facilities, these features encourage alternative modes of travel, particularly on routes with destinations at each end. Communities that invest in well-connected walking paths, sidewalks, and trails with safe, comfortable, and direct routes create accessible environments for a broad segment of the population, fostering inclusivity and promoting sustainable transportation options.

**Figure 6: Planned and Proposed Pedestrian, Bicycle, and Trail Projects** is a composite of the City of Sherwood Transportation System Plan and Town Center Plan which establishes a framework of planned and potential future investments in a complete walk and bicycle network serving Old Town, adjacent neighborhoods and the City's extensive trail system.

**Strategic Plan actions to be considered include:**

- Identify/fill gaps in walk and bike facilities on key routes.
- Identify/recommend priority projects from Town Center and TSP Plans

## 3. *Promote a walking and biking network of walk/bike and trail “loops”*

The City can play a central role in completing the trail network and identifying local partners in the promotion and branding trail connections between destinations and the Old Town.

**Strategic Plan actions to be considered include:**

- Identify/fill gaps in trail and multi-use paths on key routes.
- Identify priority projects, plans or studies for further strategic actions.

### ***The Carrollton Greenbelt Case Study***

The Carrollton GreenBelt serves as a model of how a thoughtfully designed downtown loop trail supports the quality of life in a community. Spanning approximately 18 miles, it is the largest paved shared walk and bicycle path loop system in Georgia, connecting various neighborhoods to key locations such as the University of West Georgia, Carrollton City Schools, Tanner Medical Center, downtown Carrollton, and several parks and shopping districts. The GreenBelt integrates recreation and transportation, offering a safe, accessible alternative to automobile travel while promoting health and fitness. [Link here.](#)

#### **Key features of the Carrollton GreenBelt:**

**Connectivity:** It links neighborhoods to essential destinations and amenities, encouraging walking and cycling as viable modes of transportation.

**Accessibility:** The trail is family-friendly, pet-friendly, and accessible year-round, featuring multiple trailheads with free parking and facilities like picnic areas, restrooms, and bike rentals.

**Recreational Diversity:** The route accommodates users of all ages and fitness levels, with flat sections suitable for families and areas tailored to more experienced cyclists.

**Environmental and Community Focus:** As Carrollton's largest greenspace conservation project, it also helps preserve local biodiversity, including pollinator gardens and scenic natural features.

## 4. *Invest in Phase 2 Streetscape Improvements*

Completing the streetscape plan will establish the necessary continuity within the downtown commercial core. Strategic actions to consider may include:

- Extending streetscape improvements along Pine Street (including the curb-less design and undergrounding of utilities) as a time-sensitive project given the nature of current interest in private investment on vacant and underutilized sites.

## II. OLD TOWN BUSINESS HEALTH AND GROWTH

The health and growth of Old Town businesses are influenced by several factors, including competition from other commercial corridors, visibility and access for drive-by traffic, local population density, and the mix of retail and commercial offerings within Old Town itself. The quality of the built environment—featuring walkable streets, a diverse stock of historic buildings, and transparent storefronts—helps distinguish Old Town from other areas. Public amenities, local events, and nearby destination attractions also play a key role. Together, these elements create a vibrant district that stands apart from privately managed retail and commercial centers.

### A. Retail Competition, Events/Programs and Population

Sherwood's food and beverage, entertainment, retail, and commercial services are primarily concentrated along the Highway 99 and Tualatin-Sherwood Road corridors and in Old Town. With the adoption of the Southwest Concept Plan, new offerings are anticipated south of Sunset Drive and west of Highway 99. **Figure 9** illustrates the concentrations of regional and local retail and commercial destinations. The Highway 99 and Tualatin-Sherwood Road corridors benefit from high visibility and access to regional and local drive-by traffic. In contrast, Old Town lies off the main traffic routes and depends more on destination-oriented uses—such as City Hall, the library, and the Arts Center—as well as public gathering spaces like Cannery Square, Robin Hood Plaza, and Stella Olsen Park.

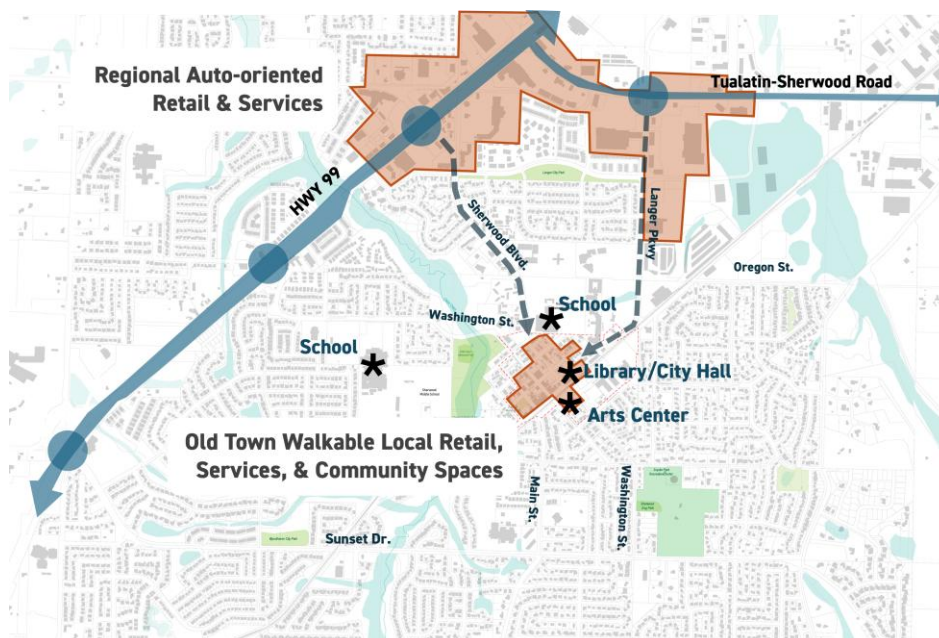


Figure 9: Concentrations of Regional and Local Retail/Commercial Uses and Destinations

Old Town's pedestrian-friendly environment, combined with regular programming and events, helps attract visitors and support business activity. These events and programming are made possible through deliberate collaboration between the City and its partners including:

- **Old Town Sherwood & State Main Street** foster community energy and coordinate business participation.
- **Sherwood Center for the Arts** anchors creative programming like the Art Walk.
- **City's Community Services team** ensures smooth execution of events such as concerts and movies.
- **Local businesses, volunteers, and instrumental partners** bring funding, excitement, and hands-on support.
- **Long-standing traditions**—like the Robin Hood Festival and Saturday Market—draw both locals and visitors, bolstering community identity.

Based on the Old Town Sherwood “Events & Celebrations” listings, a typical year includes the following key events.

- **Sherwood Saturday Market** (Saturdays, May–September): A bustling marketplace in Cannery Square next to the library, featuring local farmers, artists, crafters, bakers, and live weekly music
- **Crusin' Sherwood**: A classic car show in June that draws automotive enthusiasts region-wide
- **Old Town Sherwood Art Walk**: A bi-annual (summer and winter) community art event. Local artists, musicians, and vendors partner with businesses across six downtown blocks. Attendees get a map at the Sherwood Center for the Arts, follow the route, enjoy art and activities, and can collect stamps to win prizes
- **Sherwood Robin Hood Festival**: A long-standing tradition, this midsummer festival transforms Old Town into a medieval-themed fair with a parade, knighting ceremony, live music, food and craft vendors, medieval village, and an international archery competition tied to Nottingham, England
- **Sherwood Wine Festival**: Held in August, celebrating the region's growing wine culture within Oregon's Chehalem Mountain AVA
- **Music on the Green** (Wednesdays in July): Concerts on the green space—offered in partnership with local businesses/sponsors
- **Movies in the Park** (August): Outdoor film evenings presented by the City of Sherwood and local sponsors
- **Clancy's St. Patrick's Day Festival** (March): A festive celebration with music and community gatherings
- **Trick-or-Treat in Old Town Sherwood** (Halloween): A community-centered event held downtown—organized in partnership with local businesses like 503 Uncorked

Population density also plays a critical role in sustaining a healthy business environment. A higher concentration of residents—particularly within walking or biking distance—generates steady, local demand that complements tourism and destination traffic. Currently, Old Town is primarily

surrounded by low-density, single-family neighborhoods. Even so, nearby schools and civic facilities help bring people into the area. Over time, increasing the number of people living near Old Town will strengthen local businesses by providing a consistent customer base, boosting foot traffic, and contributing to a more vibrant, 18-hour district.

### ***Conditions Affecting Old Town Retail Competition, Events/Programs and Population***

- Strong community assets in the Old Town are exemplified by a vibrant, walkable environment with its historic character, distinctive curbside streets, pedestrian-friendly lighting, and street furnishings. Public spaces such as Cannery Square, Stella Olsen Park, Cedar Creek/Wetlands Park, and Robin Hood Plaza, along with robust programming, events, the public library, city hall, and arts center, all contribute to its appeal as a destination.
- The proximity of Sherwood Middle School, Hawks View Elementary School, the library, and the Field House brings a steady presence of youth to the Old Town.
- Limited access and visibility to regional drive-by traffic, combined with the surrounding lower-density neighborhoods, hinder the growth of businesses that can establish Old Town as an 18-hour destination, with activities extending from early morning into the evening hours.

### **B. Old Town Uses, Storefront Presentation, And Building Compatibility**

A model framework and metrics for highly successful downtowns and urban districts, include the following characteristics:

- "Critical Mass and Diversity of Uses: A vibrant mix of shopping, dining, services, and activities is essential to encourage longer visits and increased engagement in Old Town.
- Walkable Storefronts: A concentrated layout of edge-to-edge storefronts, featuring a high degree of transparency with windows and doors, creates an inviting and pedestrian-friendly street environment.
- Accessible Population Base: Located within a 20-minute drive of a regional population and having a resident density of 30,000 people within a mile of downtown businesses.
- Drive-by Traffic: Traffic volumes typically necessary to support downtown retail are between 5,000 and 15,000 annual average daily trips on at least one or two streets.

The framework for the Old Town is organized within a walkable street grid that spans a multi-block area and includes several high-quality historic buildings. It is composed of the Smockville District and Old Cannery area, divided by a rail line that limits access between the two districts t

**Figure 10 Old Town Existing Conditions**, highlights the locations and concentration of Old Town businesses (shown in purple), along with the limited access across the rail line at SW Pine Street and SW Main Street. Pine Street and 1st Street serve as the primary vehicle entryways into Old Town. SW Columbia Street, in the Old Cannery Area, anchors the southern edge of Old Town and is a future growth area with several vacant and underutilized sites. Pine Street also includes a number of vacant and underutilized parcels at its beginning, middle, and end.

A survey of Old Town's retail and commercial spaces was conducted to:

- identify their locations, square footage, and active use concentrations (clusters generating significant foot traffic).
- evaluate storefront quality, focusing on transparency (70% or more at ground level),

- and documented features of both recent and past developments that do not contribute to the overall quality of the area.

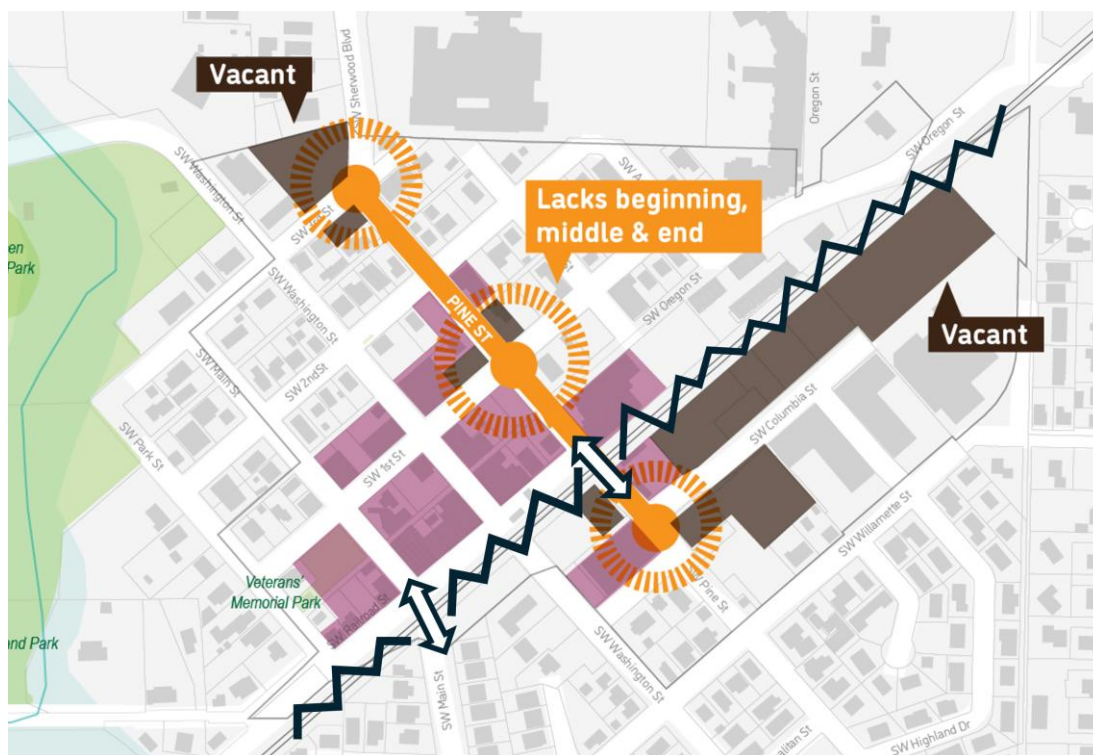


Figure 10: Old Town Existing Conditions

The survey revealed the following conditions regarding Old Town uses, the quality of storefronts, concentration of active uses and the need to address the design quality of new buildings.

## Old Town Uses

**Figure 11: Location & Type of Old Town Uses** illustrates the quantity and type of Old Town uses, showing the location and distribution of retail, commercial, and public/civic space totaling approximately 180,000 square feet. Of this total, 103,890 square feet are devoted to retail and commercial uses, with more than half occupied by commercial and personal services (see also Figures 12 and 13). The mix leans heavily toward service-oriented businesses, with limited retail, dining, and entertainment options. This imbalance reduces the frequency and length of visits to Old Town, limiting its potential as a vibrant, active district.

A more balanced mix—featuring additional retail shops, food and beverage options, and entertainment venues—is needed to increase vibrancy, extend visitor dwell time, and support a thriving local economy. While industry benchmarks suggest a successful commercial district typically ranges from 100,000 to 250,000 square feet, success depends less on total square footage than on a strategic mix of complementary uses. Proven approaches include establishing a food destination, entertainment hub, or niche retail cluster (e.g., home furnishings or specialty goods) to differentiate Old Town and attract a broader audience.

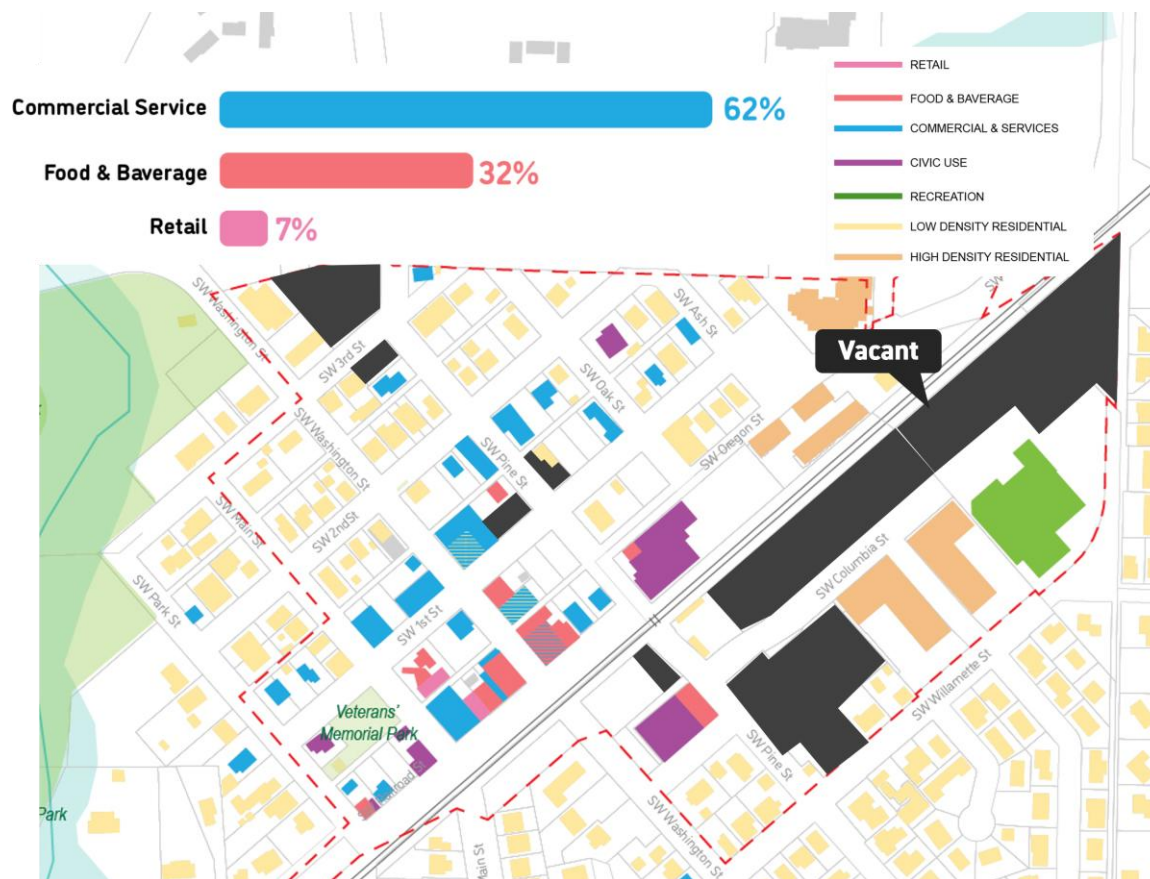


Figure 11: Location and Type of Existing Old Town Uses

### ***Conditions Affecting a Healthy Mix of Old Town Uses***

- Old Town has an adequate overall supply of retail and commercial space, but it is heavily weighted toward personal services.
- Retail options are very limited.
- Food and beverage offerings lack variety (both in type and hours of operation, especially breakfast and dinner) and do not achieve critical mass.
- Many businesses remain closed on Mondays and Tuesdays, reducing activity at the start of the week.
- Civic institutions—including the Library, City Hall, and the Sherwood Center for the Arts—generate important foot traffic that enhances Old Town's vibrancy and appeal.
- **Lack of Diversity in the Types of Uses:** While there is a critical mass of activity, the lack of diverse uses—predominantly personal services—hampers the ability to support an 18-hour environment. An 18-hour environment would feature uses that operate from early morning through the evening and include residents living in the Old Town
- **Vacant and Underutilized Properties:** Vacant and underutilized properties at the beginning, middle, and end of Pine Street represent a lack of investment in Old Town. Development incentives and marketing are opportunities to increase retail and commercial offerings. In conjunction with mixed-use development this can also accommodate additional residents, which are vital for maintaining a vibrant and sustainable Old Town.

## Active Uses Concentration

**Figure 12: Active Uses**, is a heat map indicating where Old Town activity and foot traffic are concentrated during the morning, afternoon, and evening. Red tones indicate high activity areas—defined as clusters of adjacent uses that generate significant pedestrian traffic—while blue tones indicate little or no activity. A concentration of red tones on both sides of a street or at a corner is a strong indicator of a healthy, active portion of Old Town.

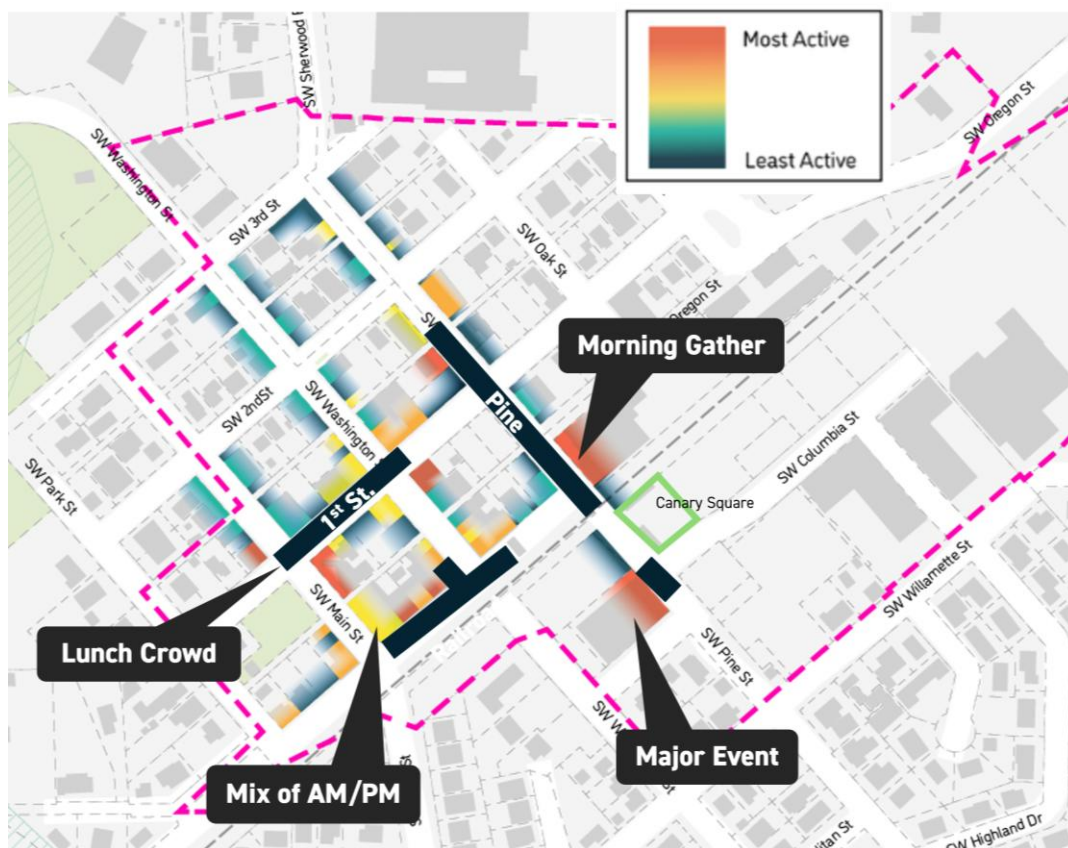


Figure 12: Active Uses

## Conditions Affecting a Concentration of Active Uses

- Pine Street sees noticeable morning activity centered around Symposium Coffee and the Library, with the Library also drawing additional foot traffic after school hours.
- Activity along 1st Street and Main Street is most prominent at lunchtime, driven by destinations such as Araceli's Cocina, Cedar & Stone Home Furnishings, and Clancy's.
- Railroad Street generates both morning and evening activity from food and beverage uses, including Fat Milo's, Railroad Street Antique Mall, Rainbow Market, Barking Frog Winery, 503 Uncorked, and J Rallison.
- Many businesses on Railroad Street operate with limited hours and are closed between two and five days a week.
- The Sherwood Center for the Arts and Cannery Square contribute periodic bursts of activity during events, with Cannery Square also supporting some daily use.

## Storefront Presentation

**Figure 13: Storefront Transparency**, represents a heat map of storefront transparency at the street level. Buildings with windows and doors covering at least 70% of the ground floor (measured between 2 and 8 feet above grade) create ideal conditions for walkability and improve visibility into businesses. Continuous edge-to-edge storefronts on both sides of the street and at intersections further enhance placemaking, helping establish Old Town as a community destination and vibrant setting for local businesses. In the heat map, red tones represent high transparency with active street-level windows and doors, while blue tones represent less than 20% transparency—typically blank walls, minimal windows, parking lots, or inactive frontages. These low-transparency areas undermine efforts to create a lively and engaging downtown environment.

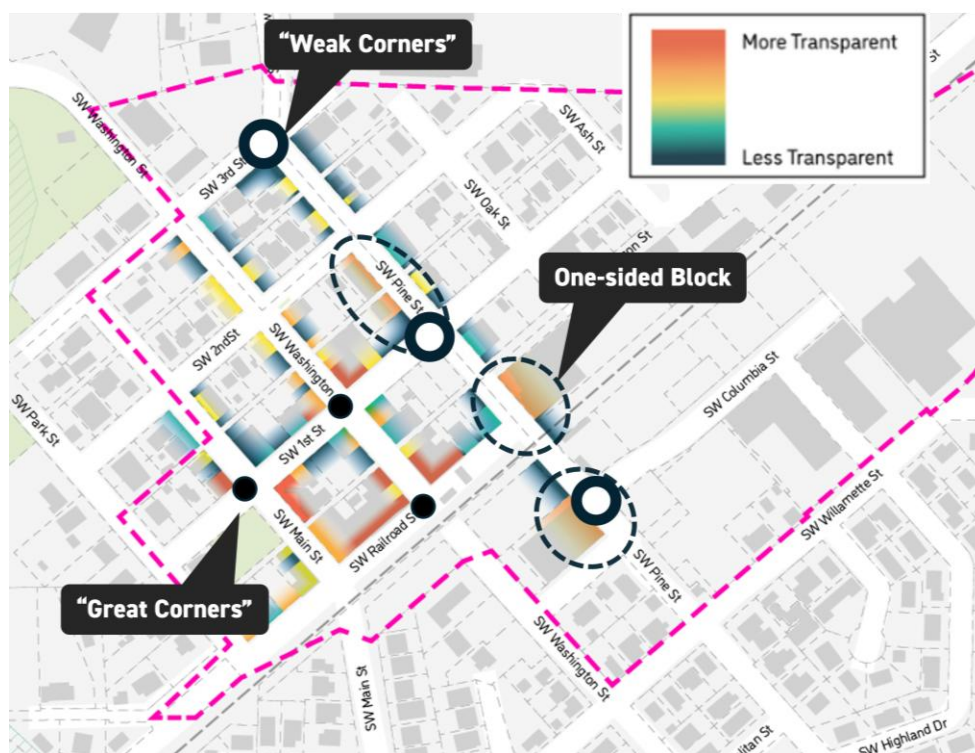


Figure 13: Storefront Transparency

## Conditions Affecting Storefront Presentation and Visibility

- Pine Street, between SW 2nd Street and SW Columbia Street, has block frontages with strong storefront presentations on only one side of the street.
- Some intersections feature “great corners” with two or more highly transparent, active storefronts; however, weak corners are found at 1st & Pine, 3rd & Pine, and Columbia & Pine, where vacant lots, parking, or underutilized spaces break up edge-to-edge transparency.
- Many blocks lack consistent storefront activity, with long stretches of blank walls, few windows or doors facing the street, and interruptions from vacant parcels or surface parking.

## Building Design Compatibility

- The Title 16 Sherwood Code of Ordinances provides clear and objective standards and requirements for development in the Old Town. **Figure 14 Sherwood Title 16 Zoning Map** indicates the location of the Old Town Overlay District and seven (7) underlying zones regulating development. The Old Town Overlay (Chapter 16.162 OLD TOWN (OT) OVERLAY DISTRICT) encompasses all properties north of the rail line within the Smockville District and the Canary District between the rail line and SW Willamette Street, with specific criteria or standards related to architectural design, height, and off-street parking. In addition to the Title 16 code, the City also utilizes the Sherwood Old Town Design Guidelines.

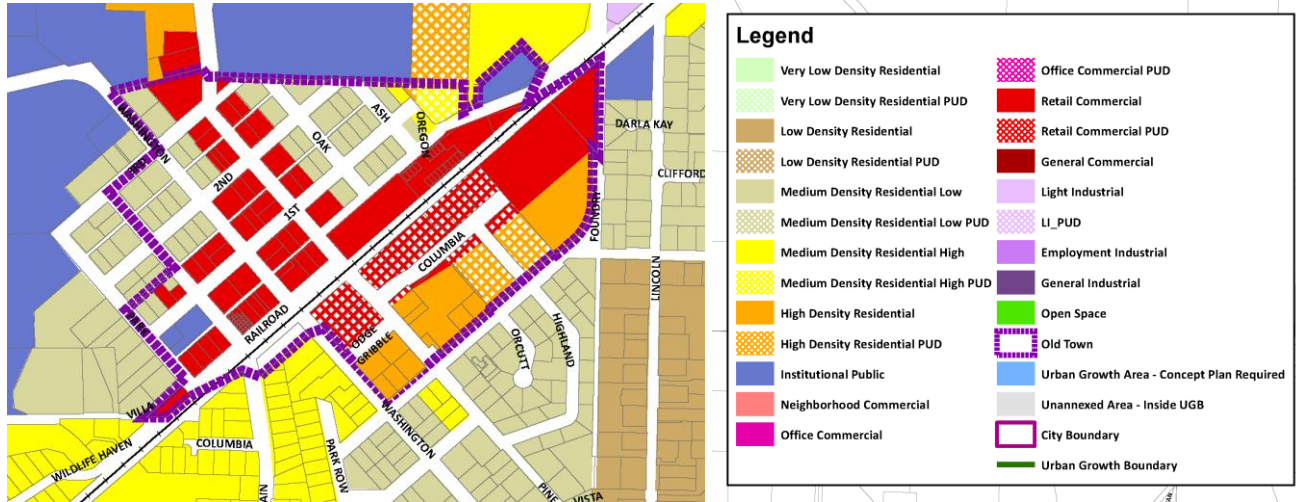


Figure 14: Sherwood Title 16 Zoning Map

- Recent development within the Smockville District has garnered discussion about the need to address compatibility with the historic downtown and ensure a higher quality of building design. **Figure 15 Incompatible Infill Buildings** highlights examples of new infill buildings that have building form and the use of materials that are not complementary to the traditional building stock.



Figure 15: Incompatible Infill Buildings

## ***Conditions Affecting Building Design Compatibility***

- Single steep roof pitch for primary building is deemed incompatible with the historic character of buildings as traditionally being flat roof, or gabled roof.
- Improper use of transom-panels spanning the entire storefront glazed area
- Buildings expressing a “flat” wall surface with minimal or no depth of window and door openings

## **C. Parking Supply**

Parking access, management, and supply in traditional Old Town settings present unique challenges, as most land areas are fully built out. Old Town's charm lies in its edge-to-edge storefronts and the diverse uses that attract visitors. Any parking strategy must acknowledge that parking is a finite resource and cannot be fully accommodated on individual parcels. Instead, parking must be distributed across the area, utilizing on-street parking stalls and strategically located lots.

In the Old Town, the public parking supply should outweigh private parking, as accessible public parking benefits all businesses and supports a “park-once” strategy. This approach encourages visitors to park once and walk to multiple destinations, which is a hallmark of traditional Old Town districts.

### **Key Fundamentals of traditional Old Town Parking**

1. **Balanced Supply and Demand**
  - Ensure parking availability aligns with the needs of businesses, visitors, and residents while avoiding oversupply that detracts from walkability or aesthetics.
  - Maintain a high percentage of public parking versus private parking to support the “park-once” strategy.
  - Regularly assess parking utilization to adjust for seasonal or event-driven changes.
2. **Prioritization of High-Turnover Spaces**
  - Reserve prime on-street parking for short-term use to maximize access for shoppers and diners.
  - Encourage longer-term parking in off-street lots or garages.
3. **Clear Signage and Wayfinding**
  - Install intuitive and visible signs to guide drivers to available parking areas, reducing unnecessary circulation.
  - Incorporate digital tools or apps to display real-time parking availability.
4. **Pricing and Incentives**
  - Use variable pricing to encourage turnover in high-demand areas and promote the use of underutilized spaces.
  - Provide free or discounted parking in peripheral lots, complemented by shuttle services or pedestrian access to the core.
5. **Accessibility and Permits**
  - Allocate spaces for disabled parking, loading zones, and alternative transportation to ensure inclusivity.
  - Consider resident parking permits or policies that prevent the displacement of local residents.

A survey of Old Town parking included assembling parking stall counts from aerial photographs and Google Streetview to inventory the existing parking supply.

**Figure 16: Existing Parking Supply** indicates the location and type of parking available in the Old Town.

In general, the parking supply is accessible and well distributed to support Old Town. Existing conditions include:

- A majority of Old Town parking is available for public use
- Public on-street parking is 2-hr time restricted between 8:00am & 4:00pm on designated streets
- Off-street public lots are provided at key destinations and along NW Pine Street and SW 1<sup>st</sup> Street
- Private lots are oriented to the side or the rear of buildings

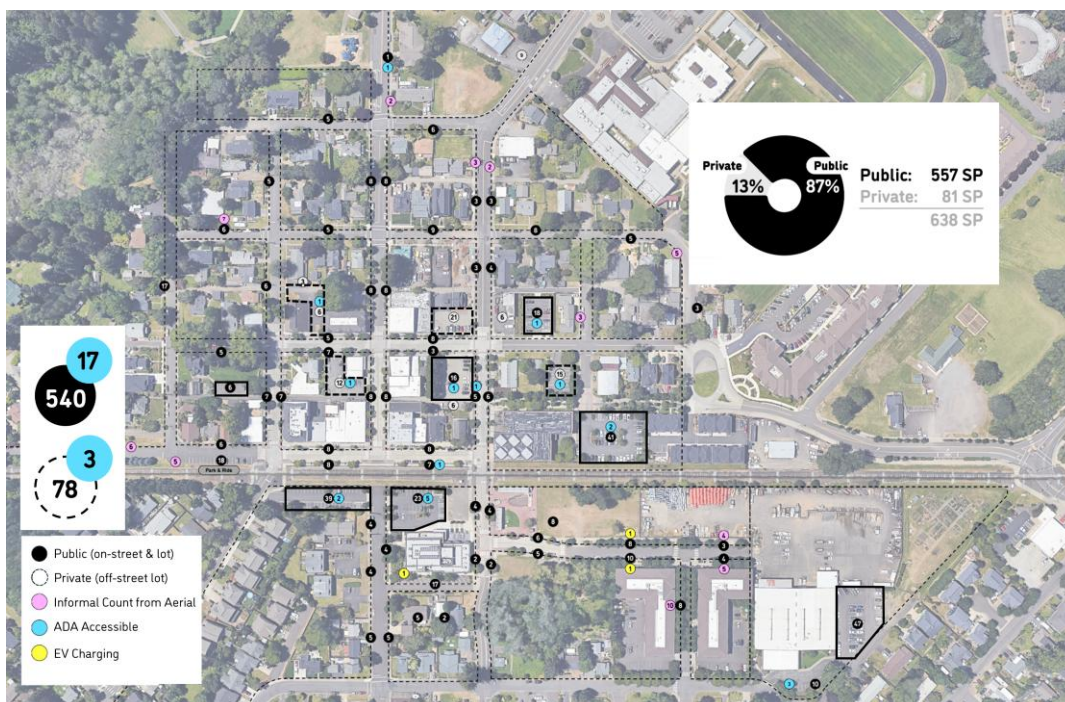


Figure 16: Existing Parking Supply

- Private lots are oriented to the side or the rear of buildings

### **Conditions Affecting Parking Supply**

- Ground-floor parking is not permitted in the Retail Commercial zone, which may limit development potential and hinder the feasibility of mixed-use, multi-story projects. This challenge is partly due to the high cost of underground parking and the limited space available for parking on small lots (50' x 100').
- In the RC zone, the lack of off-street parking will increase competition for limited on-street public parking.
- There is a limited public parking supply on the north end of the district at 3<sup>rd</sup> and Pine and south end near Columbia and Willamette Streets
- Time restricted 2-hr parking is only applied to a portion of Old Town streets.

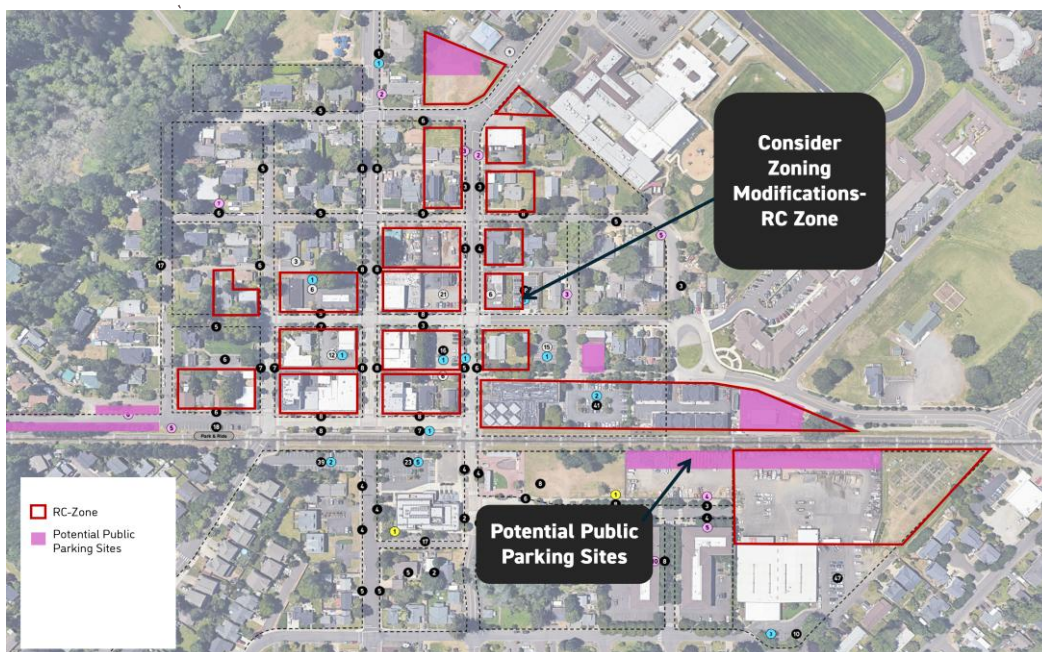


Figure 17: Parking Considerations

## Considerations For Strategic Plan Actions To Support Old Town Business And Growth

1. Promote opportunities for increased density and people living within close proximity to Old Town through infill and redevelopment of vacant and underutilized sites.
2. Work in partnership with the Sherwood Main Street organization, Chamber of Commerce and others to promote the increase and diversity of Old Town programming and events.
3. Work in partnership with the Sherwood Main Street organization, Chamber of Commerce and others to support advertising and branding efforts focused on Old Town as a distinct destination.
4. Define the City's role in partnering with the Sherwood Main Street organization and the Chamber of Commerce to promote and recruit new businesses, with a focus on retail and food and beverage establishments.
5. Explore opportunities to encourage storefront improvements through a revitalized façade grant program.
6. Identify potential zoning modifications to enhance building compatibility, and support quality infill development, and development feasibility.
7. Modify the (RC) Retail Commercial zone to potentially allow up to 35% of the ground-floor for off-street parking with requirements for locating on the rear or side of buildings, limiting access and crossing of the sidewalk to designated areas and screening.
8. Expand on-street parking in underutilized public right-of-ways, where parking is not available today.
9. Identify potential sites and construct public parking
10. Consider expanding time restricted parking areas to increase turn-over
11. Fund a parking utilization study and parking management plan.

### III. INFRASTRUCTURE and DEVELOPMENT

In built areas of the community such as the Old Town, vacant and underutilized sites represent areas of potential change. A number of factors should be considered when addressing the potential for infill and redevelopment including:

#### 1. Availability of Land for Redevelopment

- Vacant sites can accommodate new housing, businesses, or community amenities without the need for expanding infrastructure.
- Underutilized properties that are not being used to their full potential (e.g., abandoned buildings, low-density uses in high-demand areas) can be transformed into higher-value, more productive uses, driving economic and community benefits.

#### 2. Property Owners' Willingness to Participate

- Owners who are motivated to sell, lease, or redevelop their properties enable infill projects to proceed. Conversely, unwilling or absentee property owners can delay or block redevelopment opportunities.
- Property owners may lack the funds or incentives to redevelop, especially if site improvements are costly or there's no immediate return on investment. Programs such as tax credits, grants, or partnerships can encourage participation.

#### 3. Community Impact

- Vacant or underutilized sites often contribute to blight, which can decrease property values and deter investment. Redevelopment can revitalize the area, improve safety, and attract new businesses or residents.
- Infill development promotes efficient land use, offers opportunities to introduce housing, and leverages existing infrastructure, fostering a more sustainable and vibrant community.

#### 4. Policy and Regulatory Challenges

- Zoning regulations, land use policies, and permitting processes significantly impact redevelopment feasibility. Property owners may face barriers if restrictions prevent higher-density or mixed-use redevelopment.

#### 5. Infrastructure and Utilities

- Assess the capacity and condition of existing infrastructure (e.g., roads, utilities, stormwater) to determine if it can support additional development or requires upgrades.
- Coordinate with utility providers and public works departments early in the planning process to identify needed improvements and align redevelopment with capital improvement plans.

#### 6. Economic and Social Opportunities

- Redeveloping vacant and underutilized sites creates opportunities for job growth, affordable housing, and improved amenities, supporting community goals like equity and economic development.

## A. Ownerships, Vacant and Underutilized Sites

A number of potential infill sites (currently vacant or are planned to be vacated) along Pine Street and Columbia Street are under City ownership which offers greater control over land use, the ability to attract targeted investment, and allows the city to proactively plan for infrastructure, transportation, and utility improvements to support new developments.

Pine Street already includes key destinations and public space amenities, making it a natural focal point for the community. Developing infill sites enhances the attractiveness of the area, continuity of active storefronts and complementary uses that strengthen the identity, use and function of the Old Town.

**Figure 18: Vacant and Underutilized Parcels and Ownerships** indicates where multiple properties are within a single ownership (colored blocks represent two or more parcels under a single ownership) and those sites that are vacant and underutilized (dashed parcels lines) within the Old Town.

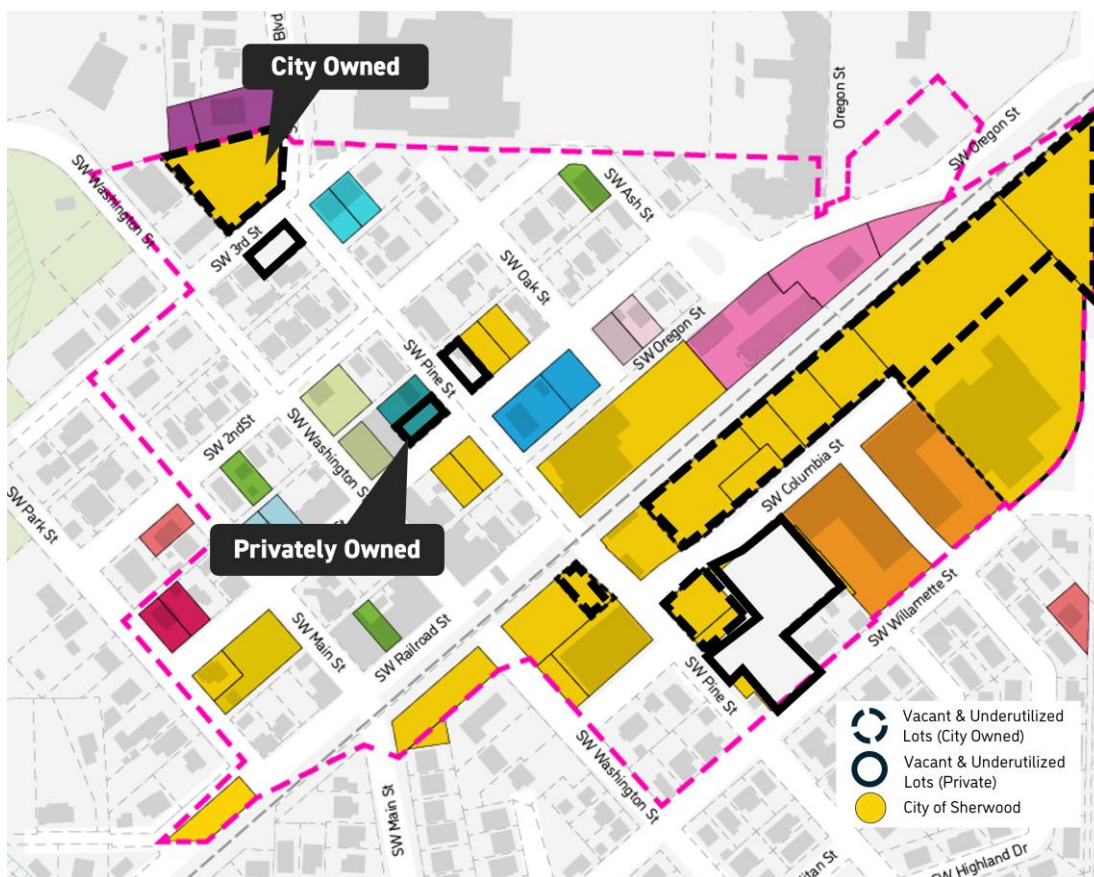


Figure 18: Vacant & Underutilized Parcels and Ownerships

## B. Infrastructure to Support Development Ownerships, Vacant and Underutilized Sites

### Conditions Affecting Infill Development

- The lack of street infrastructure and connections to the adjacent street network diminish the viability for redevelopment of the City's public works site.

- Numerous vacant City-owned sites on Pine Street and Columbia Street.
- Vacant and underutilized private-owned sites at 1<sup>st</sup> Ave & Pine, diminish the quality of this highly visible, 100% Corner that is impressionable to the visiting public
- Larger sites for potential mixed-use development at 3<sup>rd</sup> and Public Work Site

### ***Considerations For Strategic Plan Actions To Support Infill Development***

1. Identify the potential for City support in filling vacant sites at key entries to Old Town (3<sup>rd</sup> St, 1<sup>st</sup> Street & Columbia) through incentives, partnerships and/or infrastructure investments
2. Identify how building height and form can be mitigated, to allow for infill development that aligns with community character, addresses City Council concerns, and meets the market demand while promoting sustainable growth.
3. Address the Public Works site access issues and identify specific infrastructure improvements necessary to stimulate infill development
4. Identify City improvements to the streetscape and undergrounding utilities within the Streetscape Master Plan area.

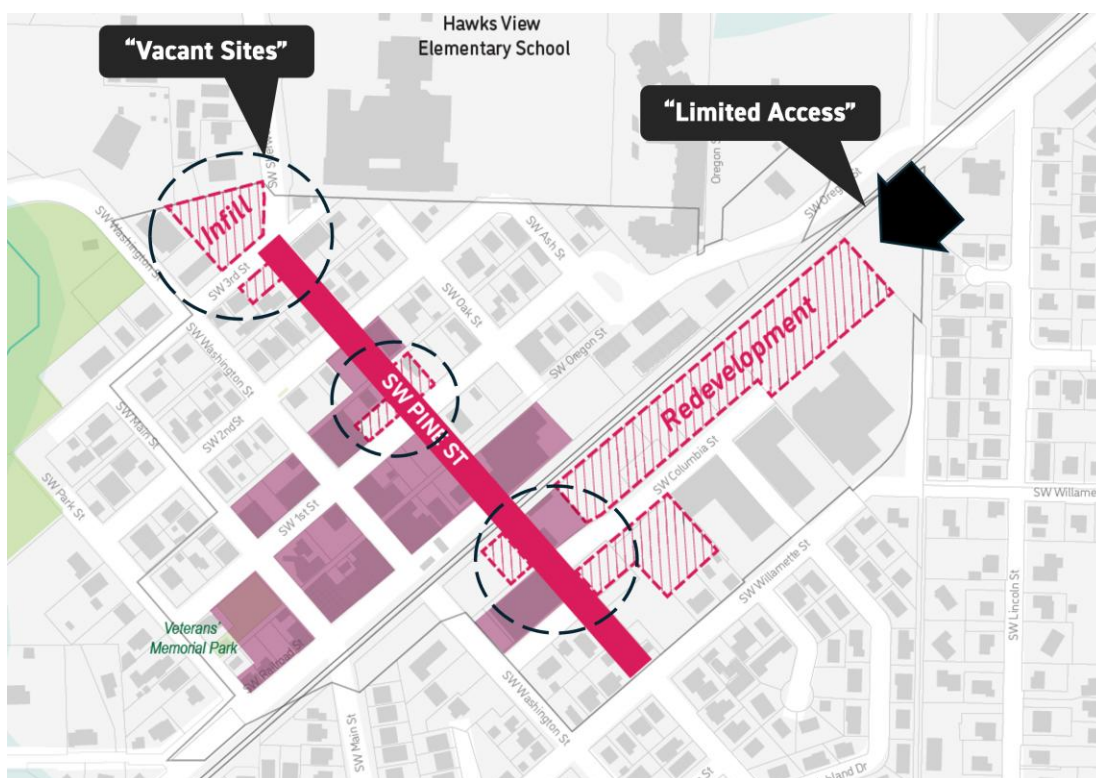


Figure 19: Infill Development Issues to Address

C. Infill Development Test Sites

There are several vacant and underutilized sites that provide an opportunity to evaluate the performance of existing regulations in supporting or hindering development, address building design and compatibility to enhance quality development, explore potential infrastructure investments to stimulate growth, and consider public/private development scenarios for City-owned property.

**Figure 22: Potential Infill Sites** indicates the location of vacant and underutilized sites within Old Town. Pine Street and 1 St Street are streets where a majority of visitors and residents use to access Old Town. Pine Street alone includes six parcels that are located at the beginning, middle and end and highly impressionable sites.

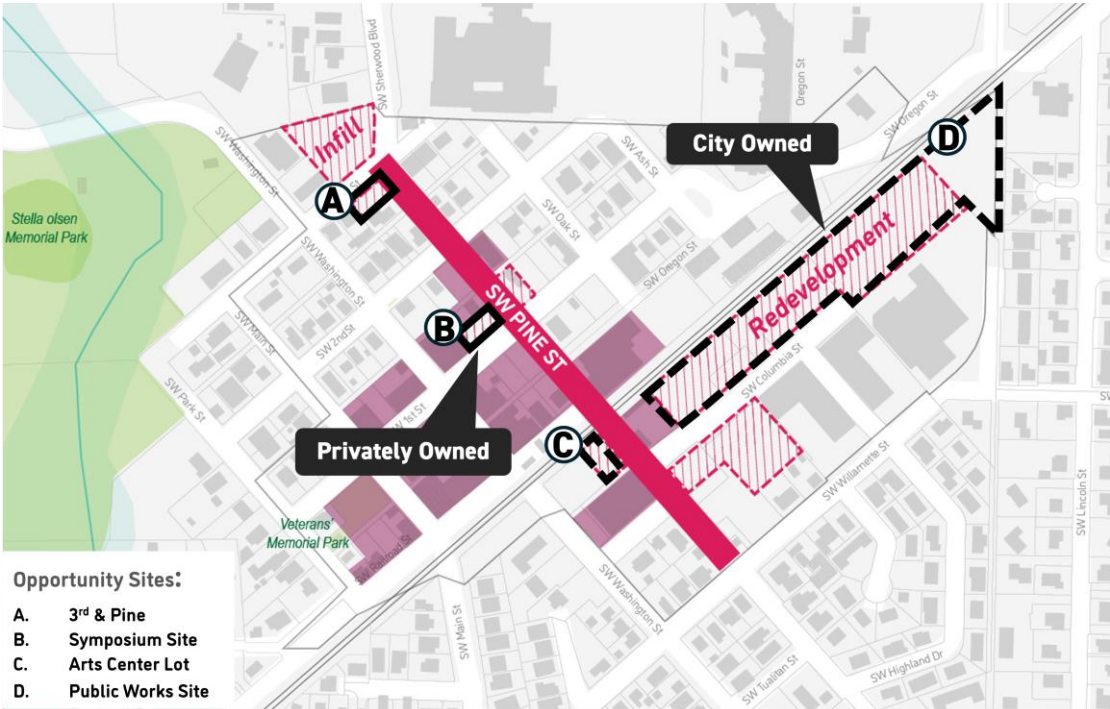


Figure 20: Potential Infill Sites

Four infill sites are identified as test sites for potential development scenarios that include:

**Site A-** 50'x100' vacant parcel in the Retail Commercial zone. Mixed use development scenario in coordination with a local investor exploring ground-floor retail and upper floor apartments. **Figure 23: Site A Zoning Summary.**

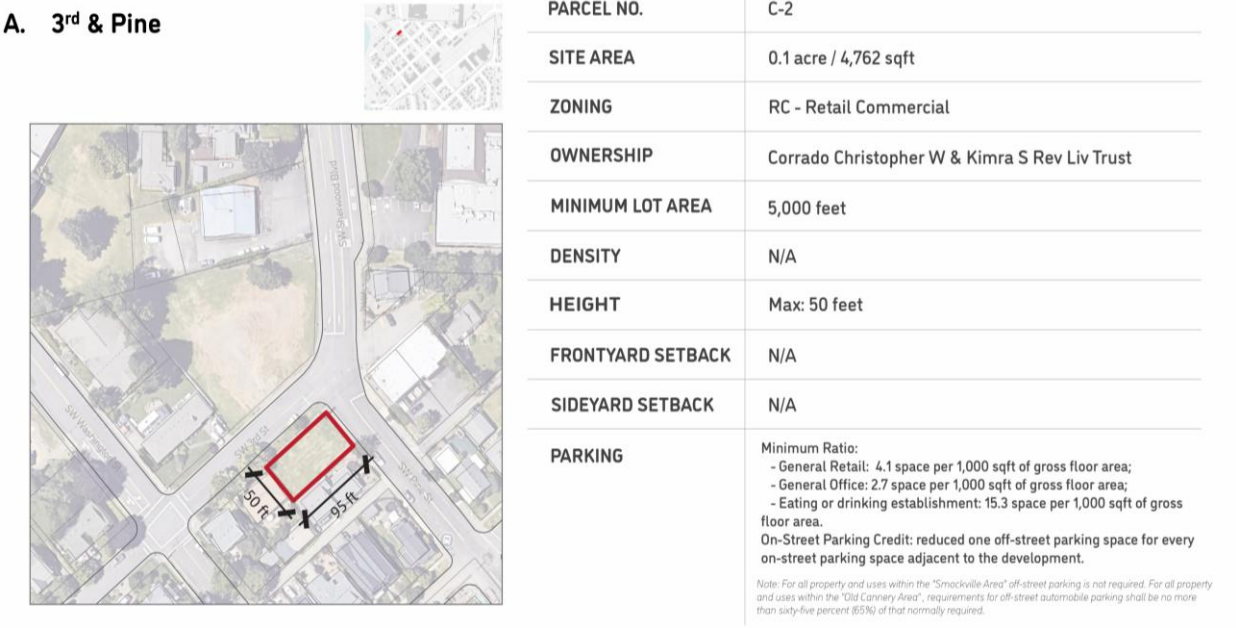


Figure 23: Site A Zoning Summary

**Site B-** 100'x100' parcel with an existing building and parking lot in the Retail Commercial zone. Mixed-use development scenario in coordination with the business and property owner to include ground-floor retail and upper floor apartments. **Figure 24: Site B Zoning Summary.**

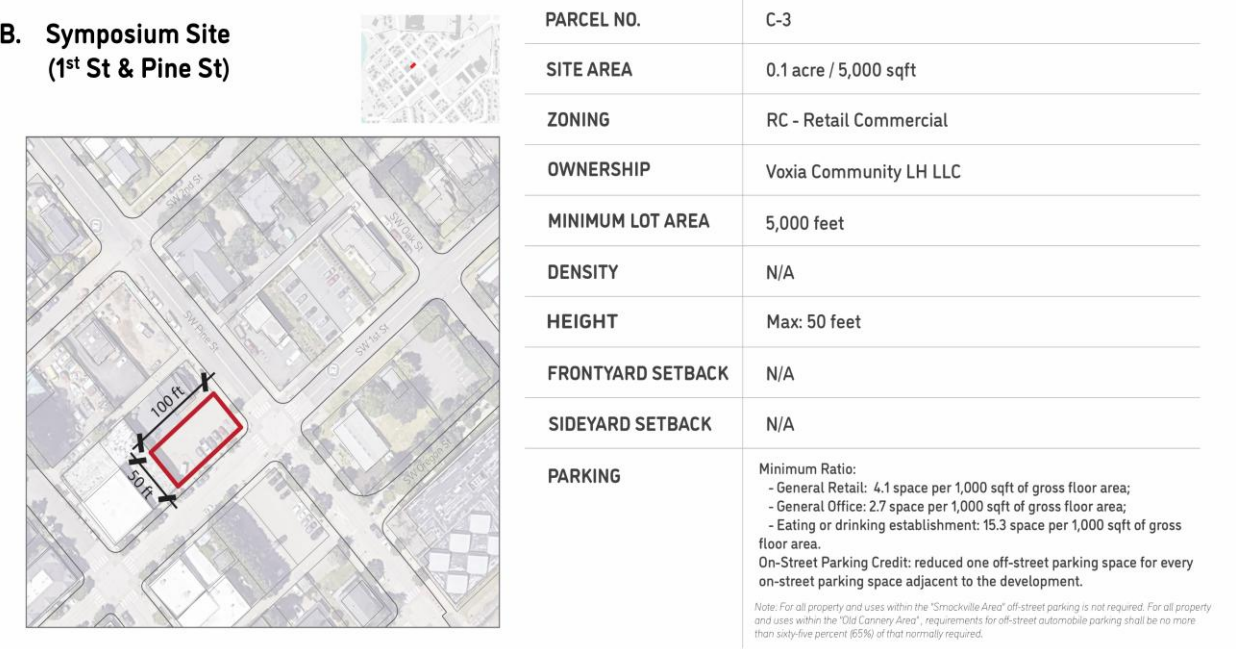
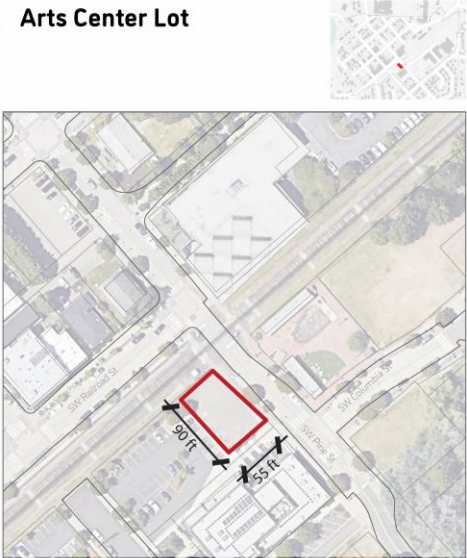


Figure 24: Site B Zoning Summary

Site C- 50' X 100' City owned Arts Center gravel lot in the Retail Commercial PUD zone. Single use retail and mixed-use development scenario in coordination with City to include ground-floor retail and upper floor apartments or office. **Figure 25: Site C Zoning Summary.**

C. Arts Center Lot



PARCEL NO.	PUD - 1
SITE AREA	0.1 acre / 5,320 sqft
ZONING	Retail Commercial PUD
OWNERSHIP	Sherwood City
MINIMUM SITE AREA	5 acres; less than 5 acres could be developed consistent with the intent and standards as determined by the Commission
MAXIMUM GROSS GROUND FLOOR AREA	60% of the buildable portion of the PUD
HEIGHT	N/A
DENSITY	Unlimited; where structures are within 100ft of a residential zone, the maximum height shall be limited to that of the residential one
FRONTYARD SETBACK	N/A
SIDEYARD SETBACK	N/A

Figure 25: Site C Zoning Summary

Site D- City owned parcels in the Retail Commercial and RC-PUD Zons. Mixed-use development scenario in coordination with the City to include ground-floor retail and upper floor housing and infrastructure improvements that include an extension of Columbia Street and Oregon Street to improve Old Town access.

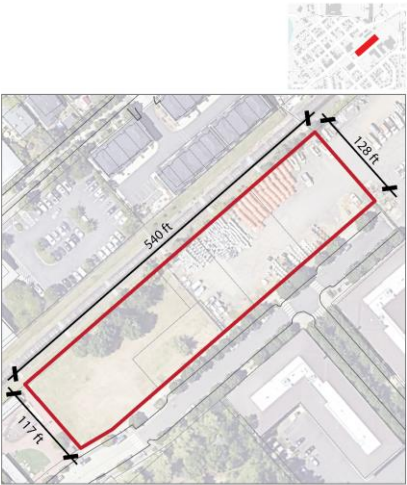
D. Public Works Site



PARCEL NO.	C-5
SITE AREA	3 acre / 131,000 sqft
ZONING	RC - Retail Commercial
OWNERSHIP	Sherwood City
MINIMUM LOT AREA	5,000 feet
DENSITY	N/A
HEIGHT	Max: 50 feet
FRONTYARD SETBACK	N/A
SIDEYARD SETBACK	N/A
PARKING	<p>Minimum Ratio:</p> <ul style="list-style-type: none"><li>- General Retail: 4.1 space per 1,000 sqft of gross floor area;</li><li>- General Office: 2.7 space per 1,000 sqft of gross floor area;</li><li>- Eating or drinking establishment: 15.3 space per 1,000 sqft of gross floor area.</li></ul> <p>On-Street Parking Credit: reduced one off-street parking space for every on-street parking space adjacent to the development.</p> <p><small>Note: For all property and uses within the "Smockville Area" off-street parking is not required. For all property and uses within the "Old Cannery Area", requirements for off-street automobile parking shall be no more than sixty-five percent (65%) of that normally required.</small></p>

Figure 25: Site C Zoning Summary

PUD - 2: Retail Commercial



PARCEL NO.	PUD - 2
SITE AREA	1.58 acre / 68,820 sqft
ZONING	Retail Commercial PUD
OWNERSHIP	Sherwood City
MINIMUM SITE AREA	5 acres; less than 5 acres could be developed consistent with the intent and standards as determined by the Commission
MAXIMUM GROSS GROUND FLOOR AREA	60% of the buildable portion of the PUD
HEIGHT	N/A
DENSITY	Unlimited; where structures are within 100ft of a residential zone, the maximum height shall be limited to that of the residential one
FRONTYARD SETBACK	N/A
SIDEYARD SETBACK	N/A



# Sherwood Old Town Market Analysis | DRAFT

PREPARED FOR



DECEMBER 2024

PREPARED BY



# Introduction

## Purpose & Goals

DRAFT

Around 2019, the City of Sherwood embarked on a broad-based effort to grow as a regional hub of business, technology, and culture—built on a foundation of civic pride, local amenities, and a high quality of life. In 2024, the city decided it was time to pursue a key step of this journey: revitalizing Old Town and reaffirming it as the historic heart of the community.

To accomplish this revitalization goal, the City Council engaged an interdisciplinary team led by First Forty Feet, and in partnership with Leland Consulting Group and HHPR, to identify a vision for Old Town, assess economic opportunities, and offer specific policy recommendations. This vision and accompanying analysis will ultimately fold into the “Sherwood Old Town Strategic Action Plan” deliverable to the City Council.

**This document serves as an existing conditions and market analysis for Old Town.** It is intended to contextualize Old Town as part of a larger local and regional market, and identify opportunities and challenges based on current market conditions. The findings in this report will be used to inform policy recommendations later in the process.

This report starts with an executive summary with key takeaways, a SWOT analysis, a description of existing market conditions, demographic and population insights, and a real estate market analysis for retail, multifamily and hospitality.

*“Promote the ongoing revitalization of ‘Old Town’ as the traditional heart of the community. The Strategic Plan should reflect the interests of main street businesses, the community’s vision, and that of Decision-Makers to be the Road Map with actionable steps focused on a 5-year timeframe.”*

*– Sherwood Project Advisory Committee meeting, “Purpose” slide*

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# Executive Summary

## Introduction and Key Takeaways

To understand the potential for future growth in Old Town Sherwood, Leland Consulting Group (LCG) analyzed the existing physical and market conditions of Old Town and the broader area. This report includes an analysis of businesses, demographics, and real estate market conditions in Sherwood with comparisons to the broader region. Key takeaways from this analysis are below:

### Business takeaways

- 49 businesses operate in Old Town; over half (57 percent) are miscellaneous service businesses, which draw less foot traffic than retail (16 percent) or dining (14 percent).
- About 50 percent of Old Town businesses are concentrated in the southwest portion near the intersection of SW Washington Street and SW Railroad Street.
- Old Town is a hub for various civic uses already (Arts Center, Field House, Community Garden, City Hall, etc.), representing an existing market for new pedestrian-friendly businesses like restaurants and boutique shops.
- Manufacturing as a Sherwood employment sector grew by 16 percent between 2012 and 2022, representing the second-fastest growth rate behind the education and health care sector. The two industrial centers developing to the east of Old Town—Sherwood Commerce Center and Rock Creek Industrial—reflect and bolster this employment trend locally.
- Old Town must continue to focus on differentiating itself from the retail cluster surrounding Pacific Highway 99W to the north. In contrast to that cluster's big box stores and car-centric strip malls, the revitalized Old Town will offer a pedestrian-friendly, locally-flavored experience for small business shopping, dining, and spending time with family, friends, and neighbors.

### Demographic takeaways

- Sherwood's demographics are broadly conducive to a thriving downtown. The city's high population growth rate relative to the region (12 percent) and high median household income (\$110,000) both signal demand and disposable income for Old Town business development. Also, Sherwood's significantly low renter rate considering its population growth suggests potential demand for multifamily housing construction in Old Town, especially if additions of walkable amenities are projected.
- While Sherwood currently has a high share of prime working-aged adults and children, the city's retiree population is expected to grow significantly in the next decade. Yet Sherwood's housing stock lacks smaller-sized units that are typically more suitable for the older demographic segment. As the Sherwood population ages over time, it will be imperative for the city to offer smaller housing units that better suit elderly households and empty-nesters.

### Real Estate takeaways

- The Improvement to Land Value analysis reveals key opportunity sites in Old Town; two notable examples include an infill site at the corner of Sherwood Boulevard and 3rd Street on the northeastern boundary, and a stretch of contiguous, city-owned vacant parcels along Columbia Street.
- Old Town's land acreage ownership is slightly more concentrated among fewer owners than Old Town's total parcel ownership, which is more fragmented across owners. The City of Sherwood owns the highest percentage of parcels in Old Town—particularly parcels that are contiguous—which is advantageous for catalytic redevelopment.
- Sherwood's regionally low 2024 multifamily vacancy rate (4.5 percent), paired with its regionally high 2024 multifamily asking rent (\$2.44) shows that the city's multifamily market is competitive, and developers should be attracted to Sherwood.

# Executive Summary

## SWOT Analysis

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A **SWOT analysis** is an assessment of the strengths, weaknesses, opportunities, and threats in a given area. How these terms are defined is explained in the graphic to the right.

Old Town has many strengths and opportunities, suggesting that **this is an area of significant potential**. Several weaknesses and threats also exist, revolving mainly around the themes of housing costs, business composition, and geographic location.

### Strengths

- Areas where energy should continue to be concentrated to build on existing successes.

### Weaknesses

- Features that detract from the neighborhood's success and future potential.

### Opportunities

- Current trends and future improvements that can help the city prioritize investment.

### Threats

- Trends, typically outside of city control, that could have a negative impact on future growth and economic development if they are not addressed strategically.

# Executive Summary

## SWOT Analysis

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### Strengths

- Fast-growing, working-age population: up over 12 percent from 2012 to 2022
- High median household income compared to peer cities and region, suggesting disposable income for shopping and leisure
- High home ownership and values signal strong housing market and continued growth
- Six civic institutions in Old Town, representing the heart of the community
- Four parks and outdoor spaces in Old Town, including a community garden
- One school within Old Town, and another directly on the border
- High concentration of business especially in the southwest corner of Old Town
- Retail asking rents are higher than the regional average, telling of strong demand
- Multifamily vacancy rate of 4.5 percent is below the regional and national average

### Opportunities

- Dining options catering to Arts Center or other Old Town community events
- Shopping experiences that complement existing activities like the Saturday Market
- The vacant city-owned parcel at the north end of Old Town is ripe for infill development
- The contiguous row of vacant city-owned parcels around SW Columbia Street represent a key redevelopment opportunity
- Strong housing demand suggests market could readily absorb small unit development, especially in Old Town with anticipation of walkable amenities
- Nearby car-oriented retail centers around Pacific Highway attract shoppers to Sherwood, and Old Town could draw people with local offerings at close distance
- National retail trends have shifted toward the style of walkable retail nodes and placemaking for which Old Town is primed

### Weaknesses

- Over-representation (57 percent) service businesses like law firms and accountants which fail to draw foot traffic like retail or dining (only 30 percent combined share)
- Comparatively low renter rate may indicate fewer affordable housing choices for lower-income households
- Geographic isolation from easy on/off highway access

### Threats

- High home prices and low renter rate could continue to put pressure on renter households and serve as a barrier to demographic diversity
- Retiree segment expected to increase, necessitating additional housing units to suit a downsized lifestyle
- Retail centers around Pacific Highway could draw shoppers away from Old Town, especially if landlords decide to invest in placemaking and walkability
- Broader shift to e-commerce could negatively impact Old Town businesses
- High interest rates and construction costs could hinder development
- Competition from retail centers in Wilsonville, Newberg, Tualatin and other nearby cities



# Existing Market Conditions

# Study Area

# Study Area Description

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Sherwood, Oregon is an affluent, family-oriented city in the Portland-Vancouver-Hillsboro metropolitan area, located southwest of Portland in Washington County. As of 2022, the city had a population of over 20,286. Sherwood is home to a young population with a high median income and educational attainment compared to the region.

Sherwood's Old Town is based approximately on the following boundaries: the intersection of SW Oregon Street and SW Langer Farms Parkway (east); SW Park Street (west); SW 3<sup>rd</sup> Street (north); SW Willamette Street (south). Old Town is about five miles west of I-5. Hawks View Elementary School is located at the northern boundary of Old Town. Further north beyond the school is a cluster of strip malls and shopping attractions along Pacific Highway 99W and SW Tualatin-Sherwood Road.

There is a mix of commercial, residential, and civic use in Old Town. 49 businesses operate in the area; geographically, about half are concentrated in the southwest portion near the intersection of SW Washington Street and SW Railroad Street. Over half (57 percent) of all Old Town businesses are service-oriented, either professional (accountants and law firms) or personal care (salons and barbershops). In addition to business, Old Town is a cultural and civic destination thanks to the Sherwood Center for the Arts, and the location of Sherwood City Hall and Public Library. Residents also enjoy indoor recreation at the Sherwood Field House.

## Old Town Sherwood



Sherwood’s Old Town is host to a variety of uses. Its uses can be grouped into two broad use buckets: 1) Businesses and 2) Local Points of Interest & Civic Spaces. The next slide identifies the 49 specific businesses in Old Town, ranging from restaurants to professional services to retail. The slide after that identifies local points of interest and civic spaces like parks, schools, the library, arts center, government institutions, and other public uses.

Notably, nearly six out of ten Old Town businesses are service-oriented businesses; at the same time, only three out of ten Old Town businesses are retail or dining establishments. **While service industries of all kinds have value for a local economy, retail and dining businesses are best at attracting people to shop, dine, and spend time in a downtown district like Old Town.**

Below is a summary of the various sub-categories within each of the two use buckets.

Businesses

The 49 businesses are categorized as follows:

Business type	Count	Share
Services/office	28	57%
Retail	8	16%
Dining	7	14%
Other	4	8%
Medical/wellness	1	2%
Wholesale	1	2%
Total	49	

Local Points of Interest & Civic Spaces

The 12 points of interest are categorized as follows:

Site type	Count	Share
Civic	6	50%
Park/outdoor	4	33%
School	2	17%
Total	12	

# Study Area

## Existing Businesses

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Name	ID	Type	Name	ID	Type	Name	ID	Type	Name	ID	Type
Hill Tax, Payroll & Bookkeeping	1	Services/office	Sherwood Tailoring	15	Retail	Gardner Team Real Estate   Premiere Property Group, LLC	29	Services/office	Andy's Auto & Truck Service Inc	43	Services/office
Crestwood Consulting Services, LLC	2	Services/Office	Barking Frog Winery	16	Dining	Laurie H Zwingli Law Office	30	Services/office	Treetop Preschool	44	Other
Sherwood Tax and Accounting	3	Services/office	Kitts Law Group, LLC	17	Services/office	Pacific Handling Systems Inc	31	Wholesale	Larry's Barbershop	45	Services/office
J Rallison Cellars	4	Retail	The Portland SEO Company - A Digital Marketing Agency	18	Services/office	Law Office of David Blair	32	Services/office	Ditters Insurance	46	Services/office
Cedar & Stone Mercantile, LLC	5	Retail	Black Mountain Consulting LLC	19	Services/office	Symposium Coffee	33	Dining	Escape To Yoga	47	Other
StreetWise Property Management	6	Services/office	A-1 Remodeling	20	Services/office	Clancy's	34	Dining	Casey Hill - State Farm Insurance Agent	48	Services/office
We Are Technology	7	Services/office	Kelly Martin Insurance Agency Inc.	21	Retail	Katlin Ronningen, Realtor	35	Services/office	Rebecca Fairbanks: Allstate Insurance	49	Services/office
Knapp Todd D	8	Services/office	Rainbow Market	22	Dining	Hair by Janelle	36	Services/office			
Sherwood Family Law	9	Services/office	The Hungry Hero Dessert Co.	23	Services/office	Gogh Box Art Crate	37	Other			
Adams & Stewart	10	Services/office	McGrath Learning Systems	24	Services/office	Sherwood Old Town Dental	38	Medical/wellness			
Mark Stewart Home Design	11	Services/office	Breakaway Bookkeeping & Advising	25	Dining	Fat Milo's	39	Dining			
Allied Products, LLC	12	Retail	503 Uncorked	26	Dining	Aracell's Cocina	40	Dining			
Oregon Unemployment Lawyer	13	Services/office	Sherwood Broadband	27	Services/office	E-Bike Central	41	Retail			
Karta Wines	14	Retail	Honey Rose Boards	28	Other	Railroad Street Antique Mall	42	Retail			

Businesses in the Old Town Study Area



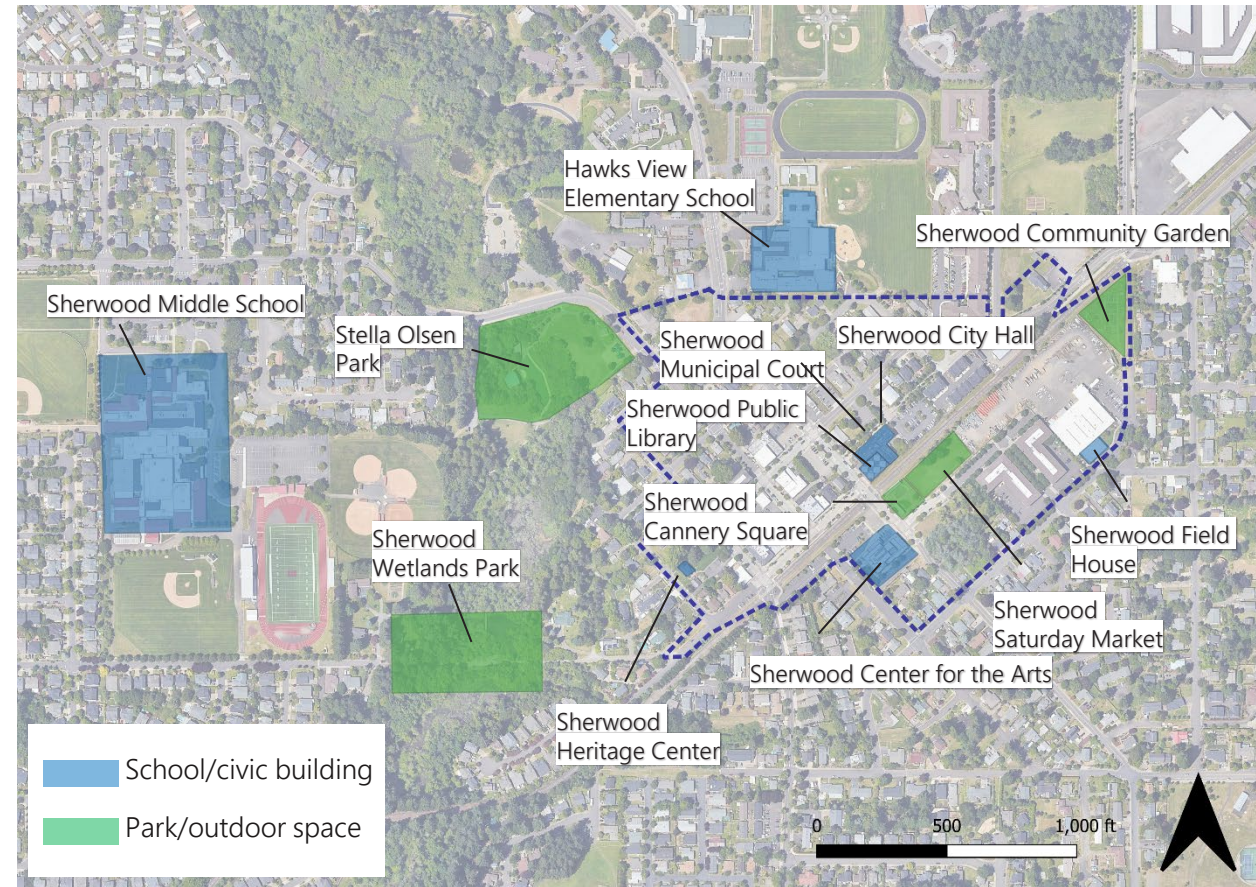
# Local Points of Interest & Civic Spaces

Old Town is situated among several local points of interest and civic spaces. These spaces cater to both recreation, education, and public administration. Outdoor community spaces like the Sherwood Community Garden, Sherwood Saturday Market & Sherwood Cannery Square, and the two parks (Stella Olsen and Wetlands) provide accessible and family-friendly opportunities for recreation. The Sherwood Field House—connected to the public works facility—offers organized soccer leagues and private rentals. The Sherwood Center for the Arts hosts regular classes, art exhibits, and other community events. Sherwood City Hall, Sherwood Public Library, and Sherwood Municipal Court are all located in the same complex.

In addition to these permanent institutions, Old Town also hosts regular community programming, especially in the summer. There are regular farmer's markets, wine and artisan's festivals, classic car shows, art walks, and music performances.

This high level of civic activity shows that Old Town already acts as a community hub. Tapping into and leveraging Old Town's existing activity is one of the keys to restoring Old Town to its roots as the commercial *and* civic heart of the community. This may look like more dining options for Arts Center attendees, or more locally-owned accessory shops in which a visitor could spot a new satchel just in time for the Saturday Market haul. There is opportunity for this type of complementary economic activity in Old Town.

Old Town Local Points of Interest and Civic Spaces



Source: LCG.

# Study Area

## Underutilized Land

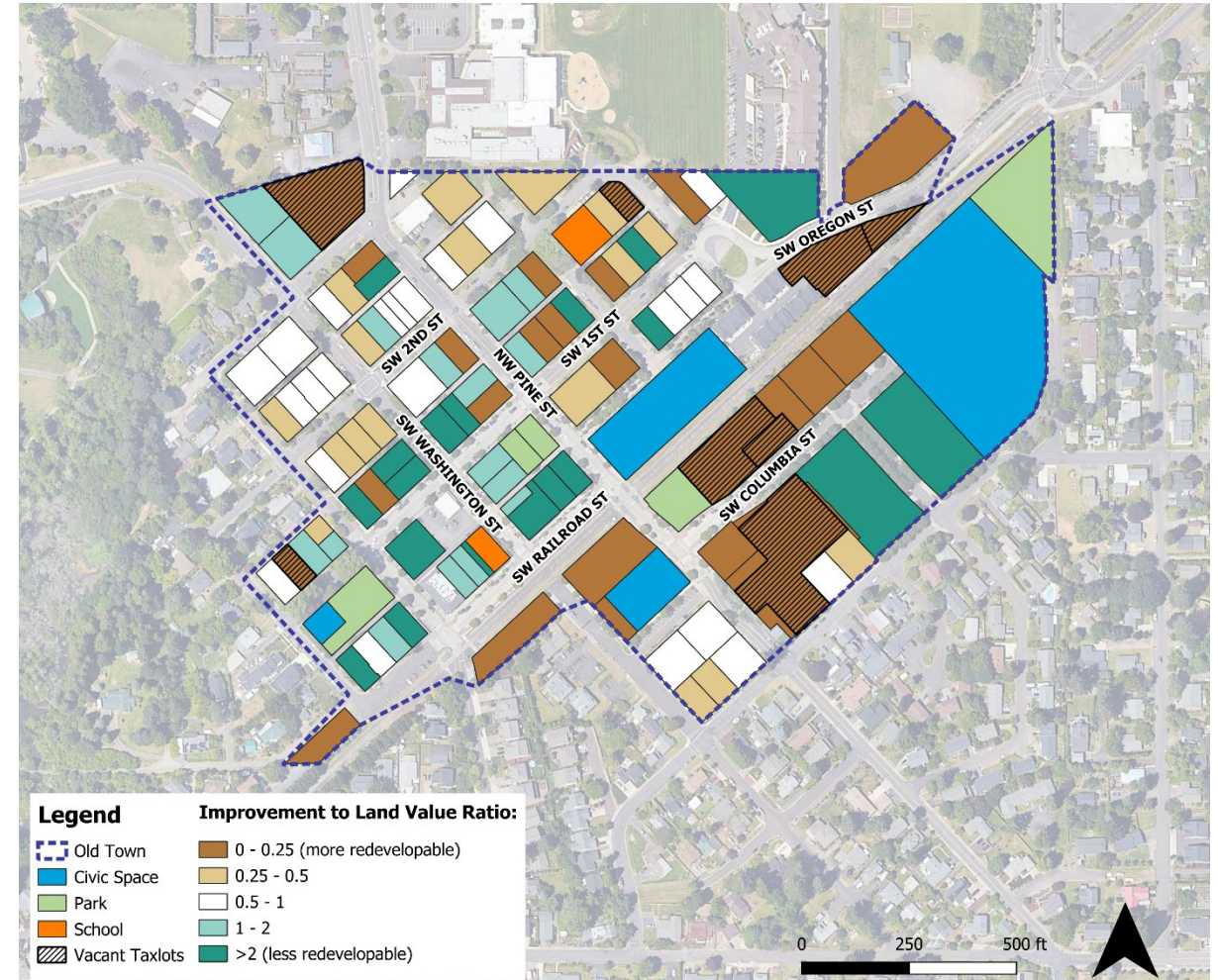
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To assess potential development opportunities, LCG analyzed the Improvement to Land Value Ratio (ILV) of parcels in Old Town. ILV is a metric that is used to estimate the development potential of a lot. It is a ratio of the assessed value of improvements to the assessed value of land. An ILV below 1.0 suggests that a site is likely underutilized. **Darker brown parcels indicate higher opportunity sites for future development.**

There are a few key opportunity sites indicated by the ILV map. Most notably, the corridor along SW Columbia Street in the southeast of Old Town has several contiguous parcels with low ILV ratios and vacancy (circled in yellow). As shown on the parcel ownership map in the next slide, the contiguous parcels on the north side of SW Columbia Street are also owned by the City of Sherwood. Considered together, a low ILV ratio, vacancy, and municipal ownership are all ingredients for redevelopable land. Even more compelling is that these redevelopable parcels are in the heart of Old Town.

At the opposite end of Old Town, there is also a relatively large, vacant, city-owned parcel (circled in red). This parcel is zoned for Retail Commercial, and Sherwood's Project Advisory Committee identified that this intersection needs a greater "sense of arrival." This parcel is ripe for strategic infill development that could serve as a spot for shopping, gathering, and placemaking at the northern boundary of Old Town.

### Improvement to Land Value Ratio in Old Town



Source: Washington County; LCG.

# Study Area

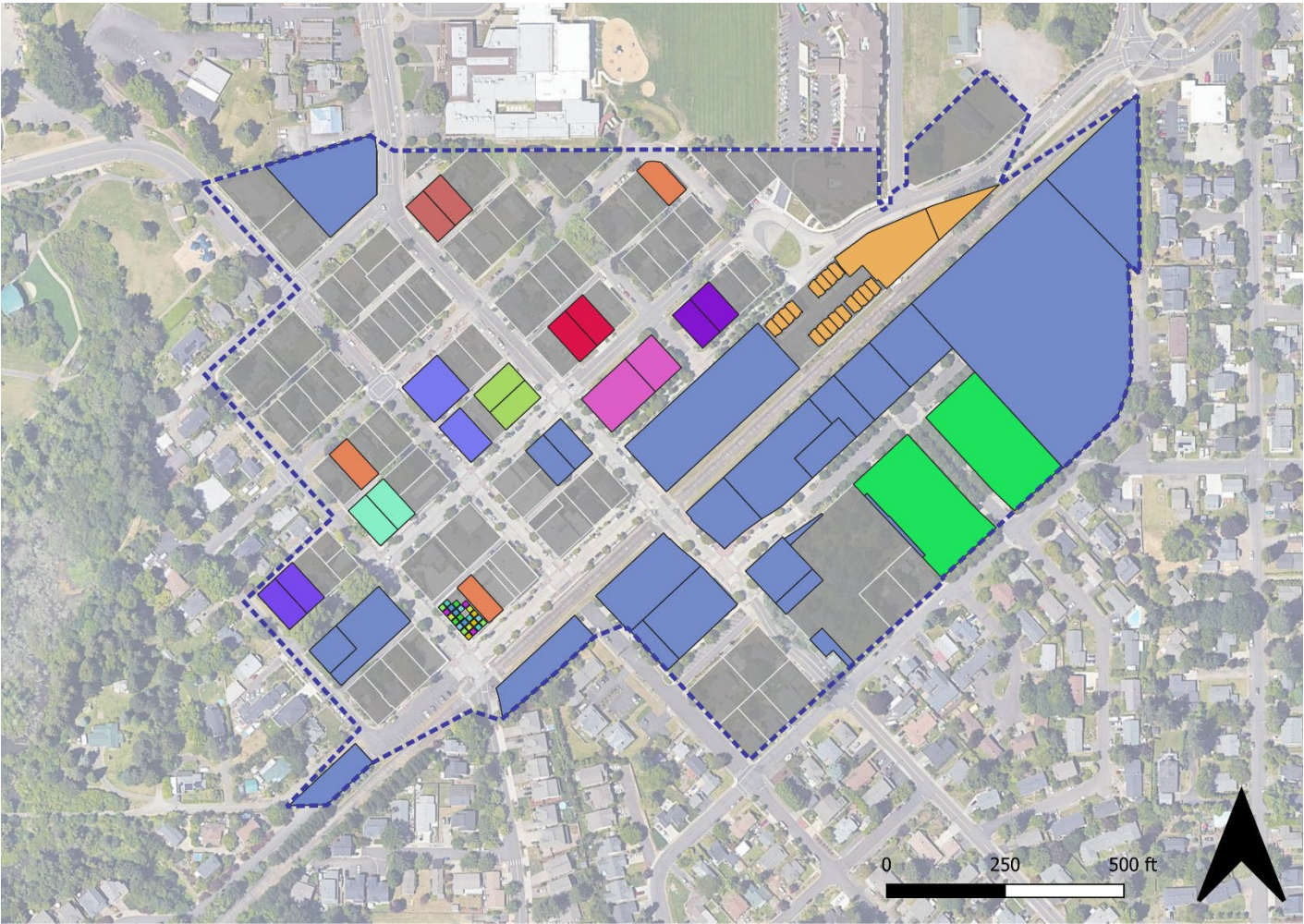
## Old Town Property Ownership

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Multi-parcel Owner	Parcels	AT Acres	Share*
SHERWOOD CITY OF	24	10.93	23.2%
JDR LLC	19	0.56	1.2%
CHILDS JOHN & CAROL REV TRUST	3	0	0.0%
HANSON RICHARD BRIAN	3	0	0.0%
HARBICK CHARLES C & HARBICK PEGGY S	3	0.31	0.7%
HARRISON R BRADLEY	3	0	0.0%
KRAMER JEFFREY M & KRAMER REBECCA L	3	0	0.0%
LEGACY PATRICIA A	3	0	0.0%
STEWART MARK GREGORY & STEWART CHLOE C	3	0	0.0%
VAUGHAN MARGARET	3	0	0.0%
VOELKER GERALD B & VOELKER PATRICIA M	3	0	0.0%
190 WASHINGTON LLC & CACH JOAN L &	2	0.37	0.8%
ARGONNE POST NO.56 OF THE AMERICAN LEGION	2	0.43	0.9%
FRONTIER COMMUNICATIONS NORTHWEST INC	2	0.22	0.5%
MARSHALL JOYCE E	2	0.23	0.5%
OREGON CARE GROUP LLC	2	0.22	0.5%
SHERWOOD URBAN RENEWAL AGENCY CITY OF	2	0.22	0.5%
SIEGFRIED CHRIS	2	0.22	0.5%
SR WATT CANNERY ROW LLC	2	1.79	3.8%
VOXIA COMMUNITY LH LLC	2	0.22	0.5%
Total	88	15.72	33.4%

\*Share of total acreage of parcels which overlap with the boundaries of Old Town.

Old Town Property Ownership by Parcel, 2024



Source: City of Sherwood Tax Lot Data; LCG

In Old Town, there are 168 parcels owned by 101 registered property owners. **The owners possessing the largest number of parcels are the City of Sherwood (24), who is by far the largest property owner in the Old Town. This presents opportunity for City-led catalytic development through the creative use of their land.** JDR LLC (19) owns the second most parcels, followed by a “long tail” of the other 99 owners each possessing 1 to 3 parcels each.

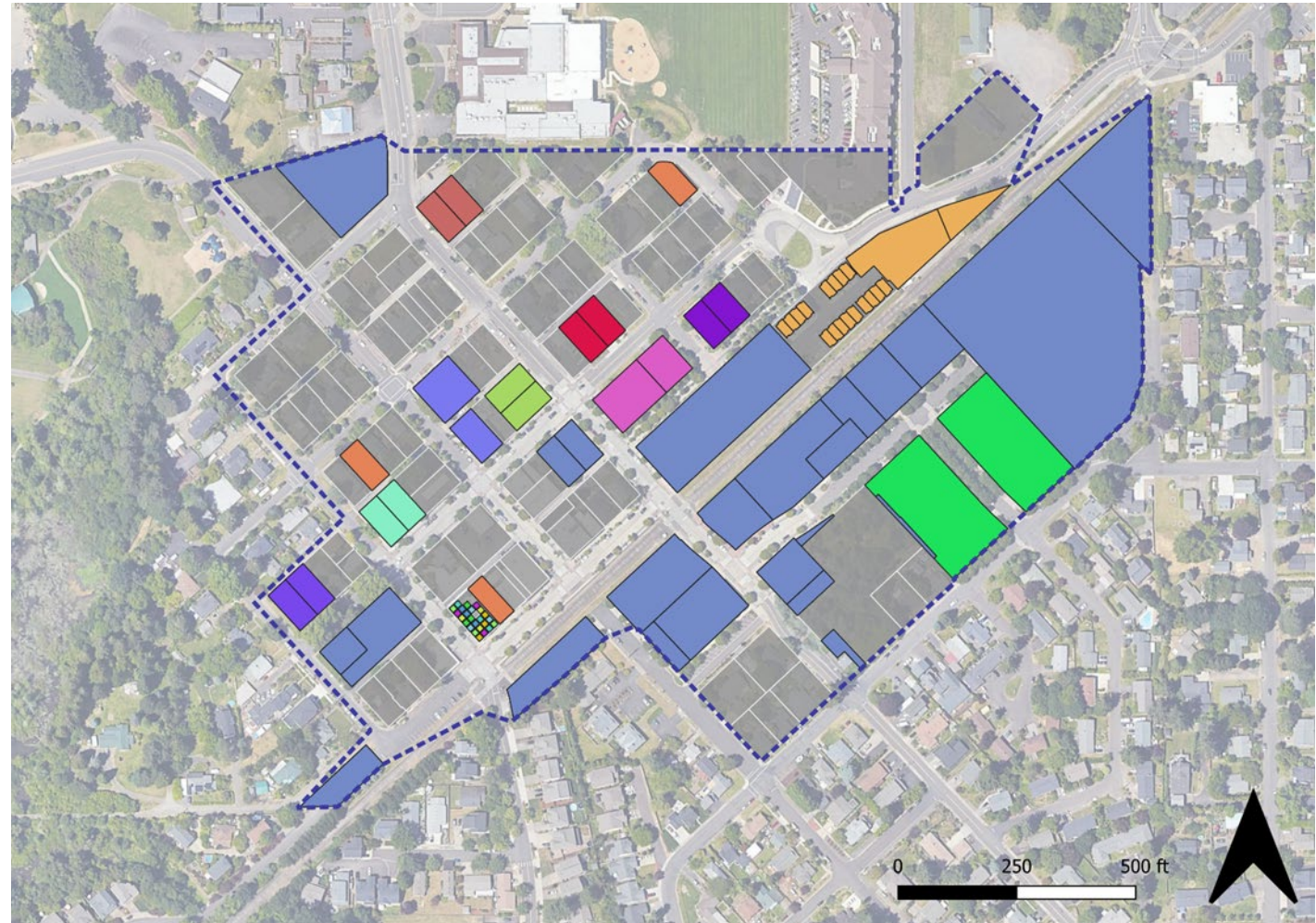
On the other hand, the owners possessing the largest cumulative acreage of parcels are the Sherwood School District (32.4%\*), City of Sherwood (23.2%), and Mountain High Apartments Owner LLC, etc. (10.81%\*).

As the map shows, there are several clusters of property ownership (i.e., one owner possessing multiple parcels in Old Town). The colored parcels are possessed by owners who possess more than one parcel in Old Town. Approximately 15 (32%) of the 47 total acres of Old Town property are distributed across 20 multi-parcel owners. The grey parcels belong to an owner who does not possess any other Old Town parcels.

**Old Town’s property ownership is moderately concentrated.** Using the Herfindahl-Hirschman Index (HHI) of market concentration, we see that acreage ownership slightly more concentrated among fewer owners (HHI = 1,679). Old Town’s total parcel ownership is more fragmented across owners (HHI = 385). According to the DOJ, agencies generally consider markets in which the HHI is between 1,000 and 1,800 points to be moderately concentrated, and markets in which the HHI is greater than 1,800 points to be highly concentrated. (Source: [DOJ](#))

\*These owners have parcels that are partially within the boundaries of Old Town. Therefore, the percentage shares are based on the total acreage of parcels which overlap with the Old Town study area.

## Old Town Property Ownership by Parcel, 2024



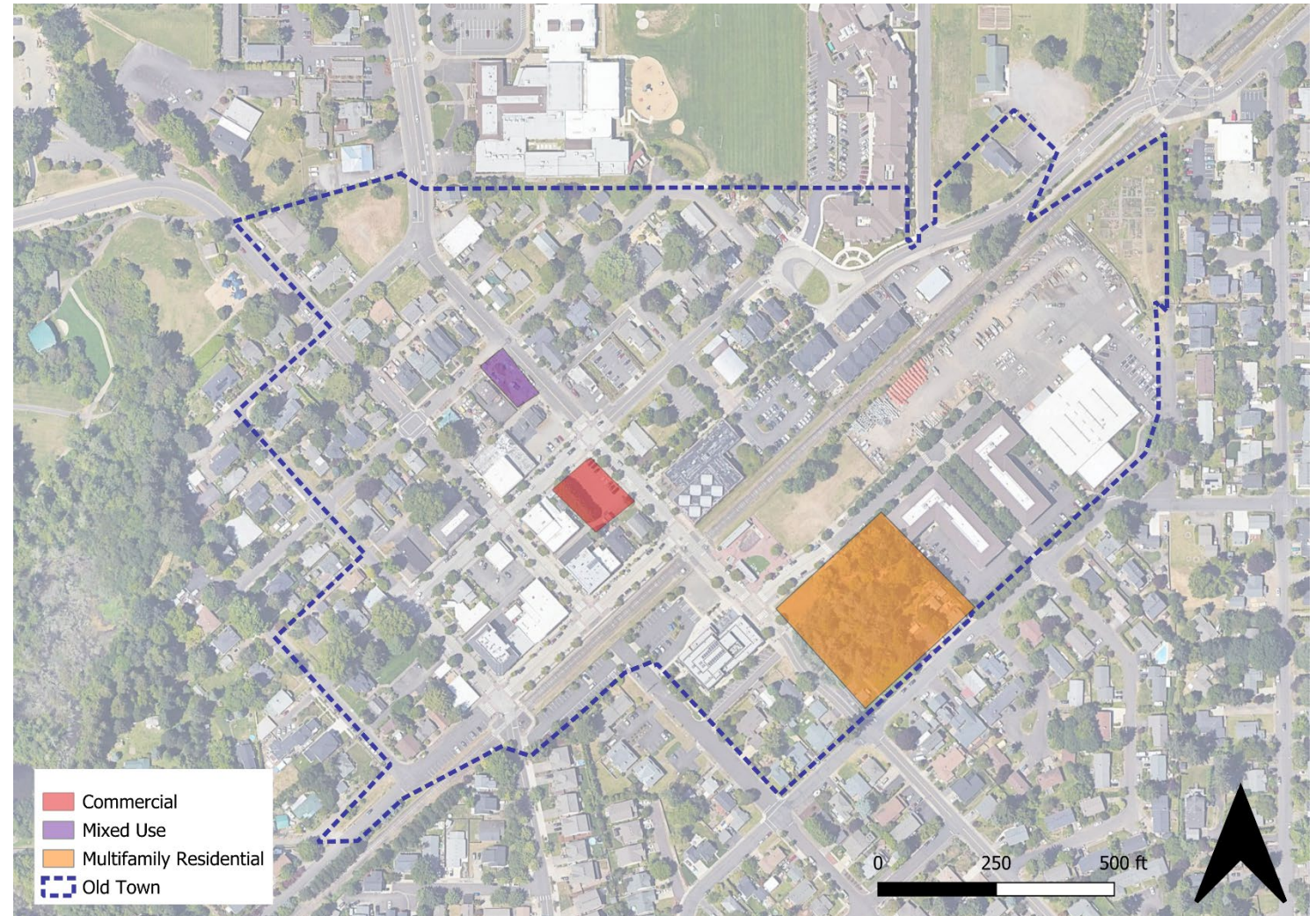
Source: City of Sherwood Tax Lot Data; LCG

## Planned and Recent Development In Old Town

Sherwood is the site of recent and future residential, commercial/industrial, and mixed-use developments. Several of those developments are in Old Town. The following two slides identify seven key developments in Old Town and Sherwood more broadly.

New Old Town developments include a live/work community and a festival plaza. A multifamily development called the Old Town Apartments was permitted in 2022, but construction never began, and the permit has since been closed.

In other parts of Sherwood, the potential expansion of the urban growth boundary westward may pave the way for more residential and commercial development. There is an additional residential development at the southeastern limit of the city, just south of two large, industrial facilities in progress at the eastern limit.



# Planned and Recent Development In Old Town

© 2024


**Pine Street Live/Work SW Pine Street**



3 stories | 0.11 acres | Completed | Retail, Residential

[Redfin](#)

**Festival Plaza & Parking Lot SW First Street**



Completed | Civic

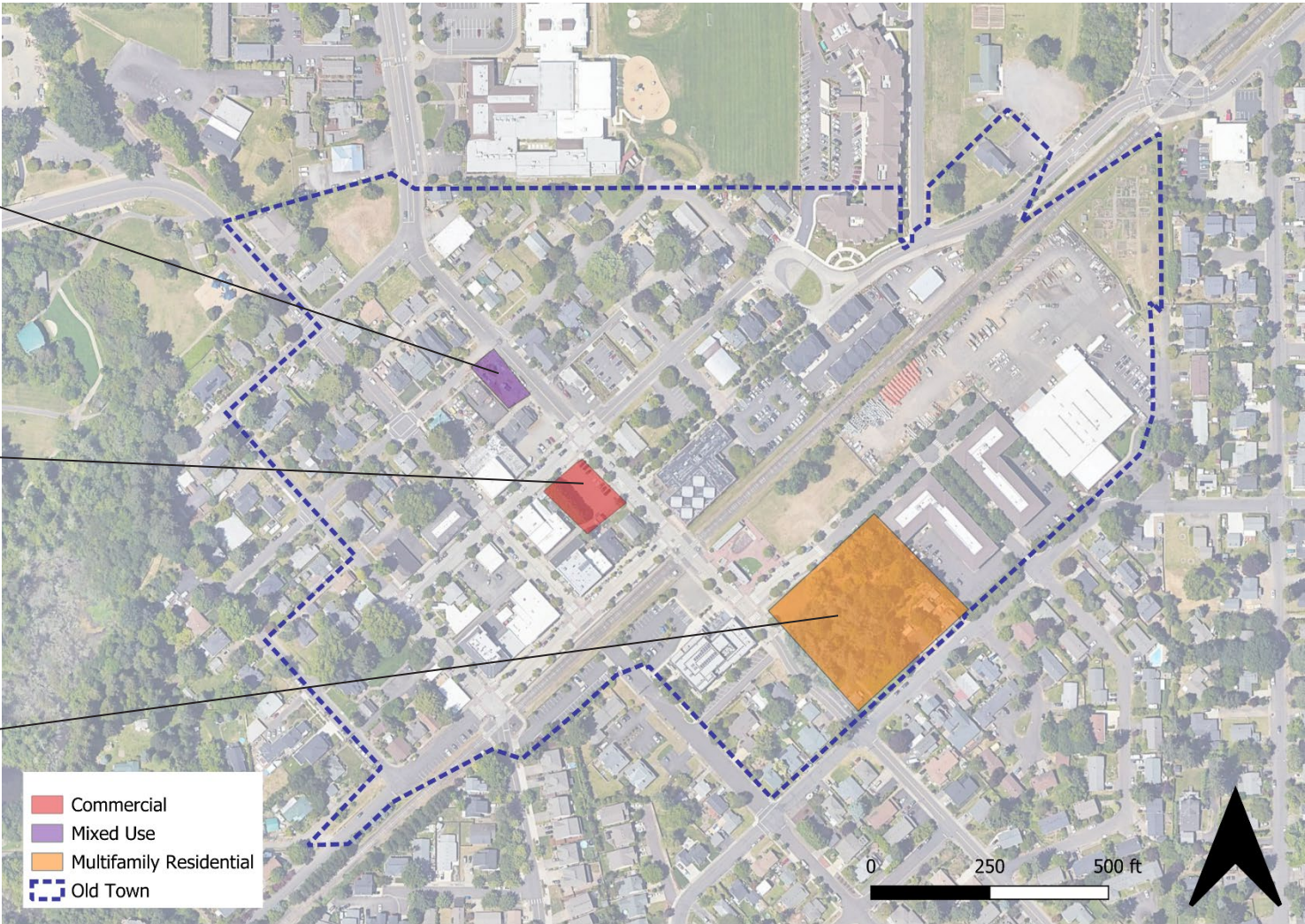
[City of Sherwood](#)

**Old Town Apartments SW Willamette Street**



1.14 acres | Closed | Residential

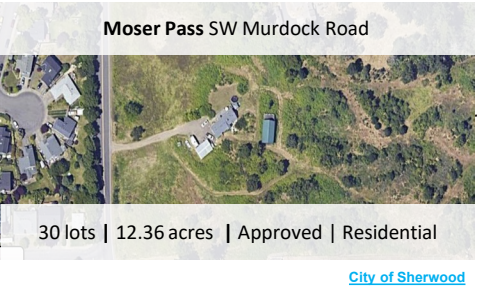
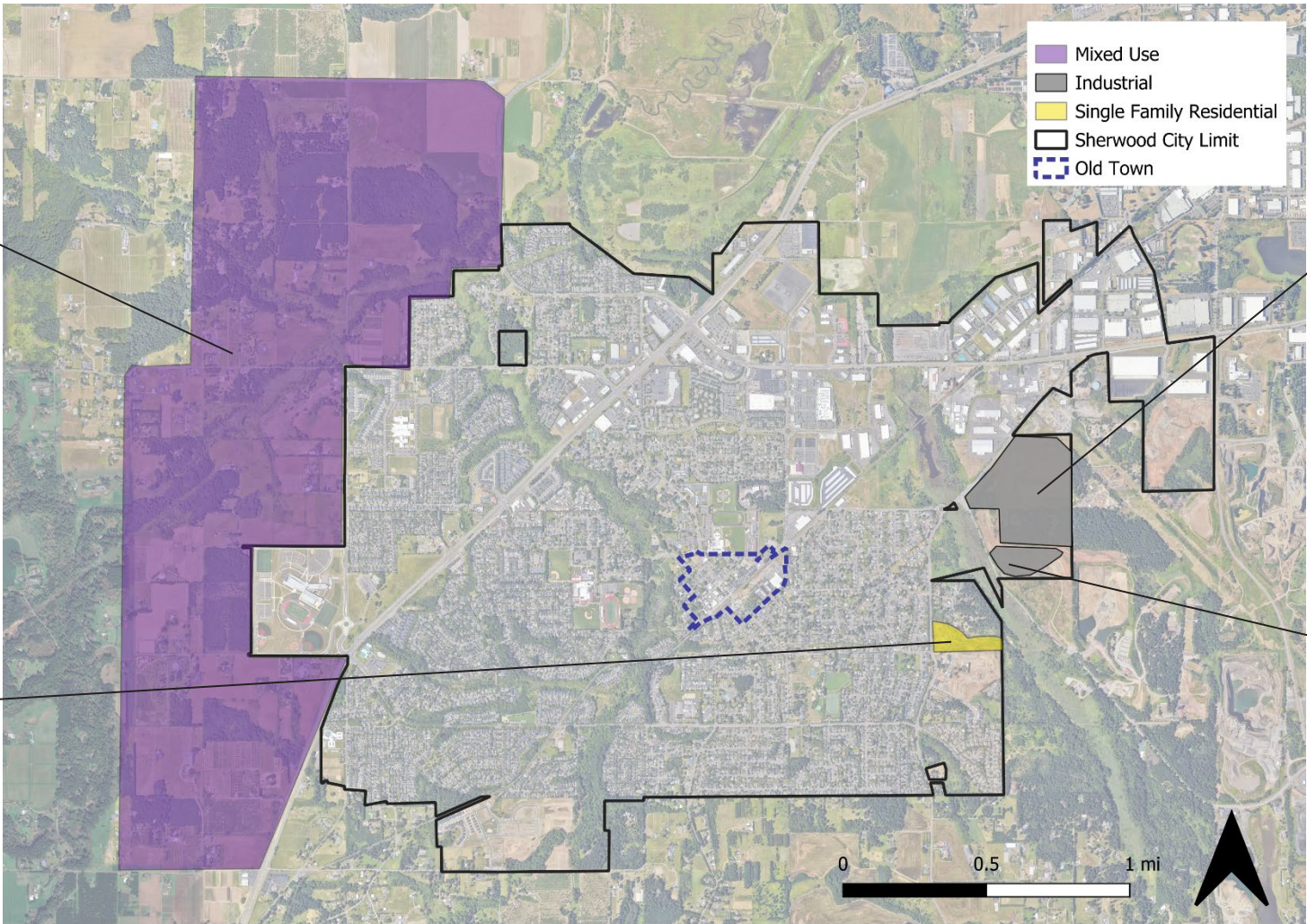
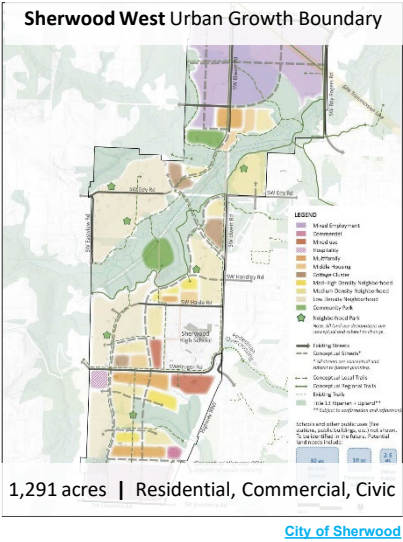
[Capacity Commercial](#)



# Study Area

## Planned Development Near Old Town

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# Population & Demographics

Population & Demographics

Sherwood is a Fast-Growing City with High Incomes

DRAFT

The demographics of Sherwood are conducive to a thriving Old Town. Three demographic factors stand out as particularly conducive: population, housing tenure (i.e., owner versus renter rates), and income. There is already high spending power and population growth present in the community, and a multifamily rental development in Old Town may draw even more people to the area.

Population

From 2012 to 2022, Sherwood’s population has grown by about 12 percent – faster than Oregon and roughly in line with the county and Portland metro. There is sustained growth in the community.

Housing tenure

Only 25 percent of Sherwood residents rent, the lowest share by over 10 percentage points. Paired with the existing growth, there is likely unmet demand for renter households in Sherwood.

Income

Households in Sherwood earn a median income of almost \$110,000, which is the highest median income among the regional comparison jurisdictions.

Population & Demographic Comparisons

	Sherwood	Wilsonville	Tualatin	Washington County	Portland MSA	Oregon
Population	20,286	25,992	27,804	599,541	2,505,312	4,229,374
% Change, 2012-2022	12.15%	34.94%	6.50%	12.73%	12.21%	10.24%
Households	6,829	10,614	10,909	230,122	986,857	1,680,800
% Renter	25.85%	49.37%	44.94%	39.09%	37.80%	36.78%
People per Household	2.96	2.33	2.53	2.57	2.5	2.46
Median Household Income	\$109,770	\$83,210	105,542	\$100,121	\$90,451	\$76,632
Median Age	36.4	38.3	37.3	37.5	38.8	39.9
% Bachelors or Higher (25+)	49.16%	46.16%	45.79%	42.53%	41.33%	35.48%
Median Home Value	\$520,500	\$547,800	\$544,500	\$504,300	\$490,400	\$437,900

Source: Census ACS 2022 5-Year Estimates

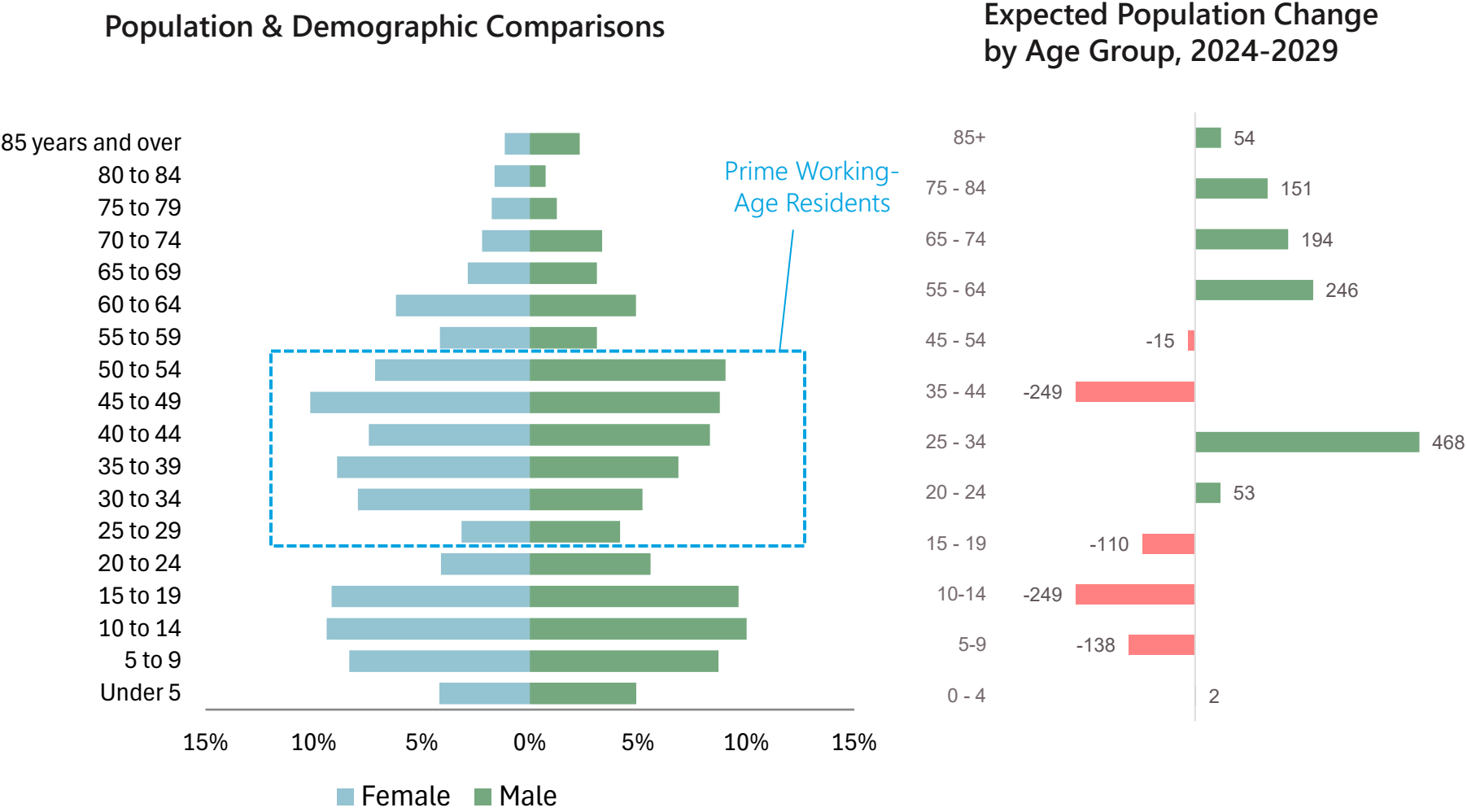
# Population & Demographics

## Prime-Working Ages and Retirees Expected to Increase; Youth to Decrease

DRAFT

Sherwood’s population is slightly younger than that of the region – the median age is about 36, while the Portland metro is 39 and the state of Oregon is 40. Prime working age residents (those between the ages of 25-54) make up 44 percent of the total population. This group is expected to grow by 204 net residents by 2029.

The other demographic projected to increase in Sherwood are residents over 55. Currently, this group makes up about 1 in 5 Sherwood residents and is expected to increase by 645 people in the next five years. On the other hand, youth (younger than 20) is projected to decline by 496 people in the next five years. Youth currently make up a third of Sherwood’s total population.



Source: US Census via Esri Business Analyst.

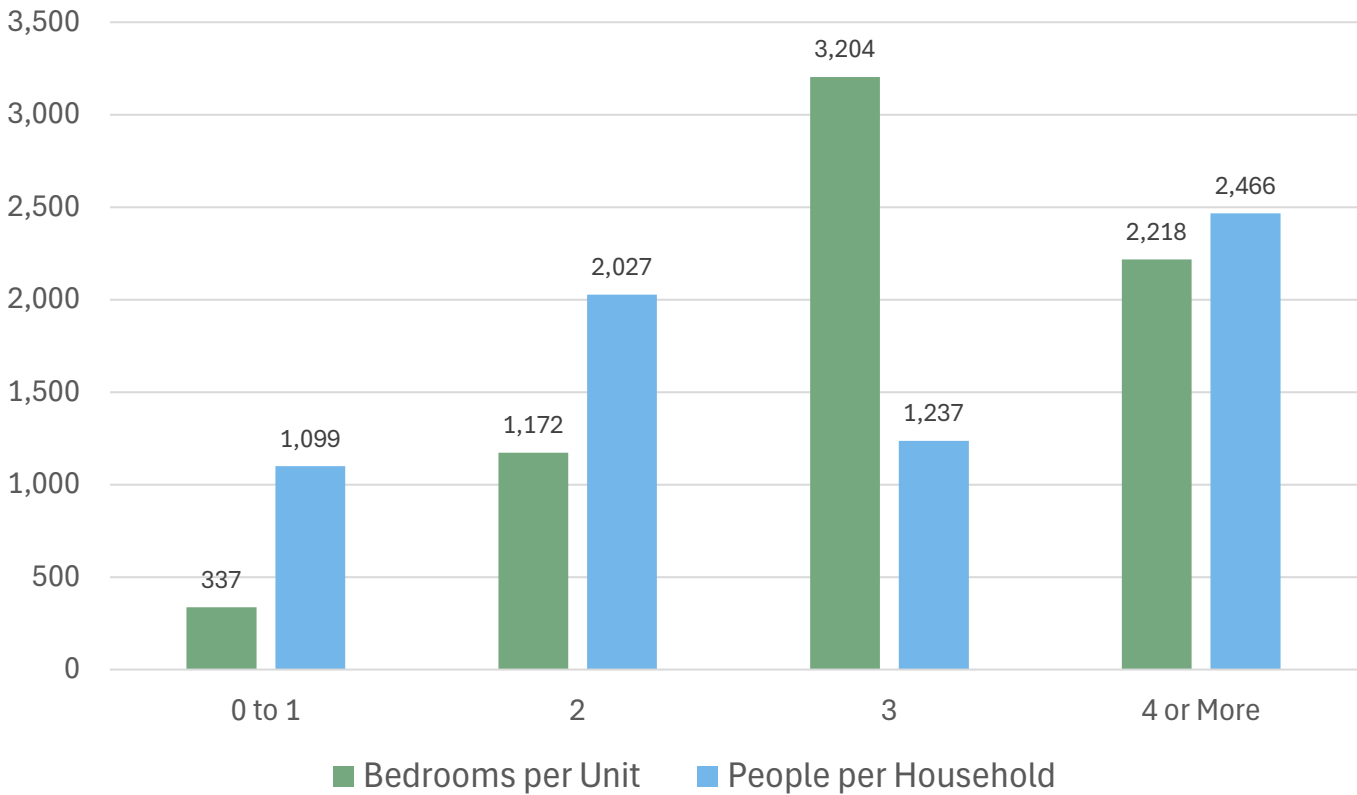
# There May Be Unmet Demand for Smaller Units in Sherwood

In Sherwood, over three quarters (78 percent) of housing units have at least three bedrooms. However, a little over half (54 percent) of households have three or more people. While some households may prefer to have an extra bedroom as flexible space for a guest room, office, or gym, the current housing mix in Sherwood offers few opportunities for households seeking smaller homes.

As the City works to achieve its housing goals over the next ten years, it should focus on adding smaller housing units catering to the 46 percent of households with fewer than three members.

Given Sherwood’s existing strong housing demand, it would be reasonable that the market would quickly absorb any additional smaller and cheaper housing supply, especially if this development was focused in Old Town with the anticipation of walkable amenities.

Bedrooms per Unit and People per Household



Source: US Census Bureau 2022 ACS, Table DP04.

# Sherwood Has More People Per Household Than Region

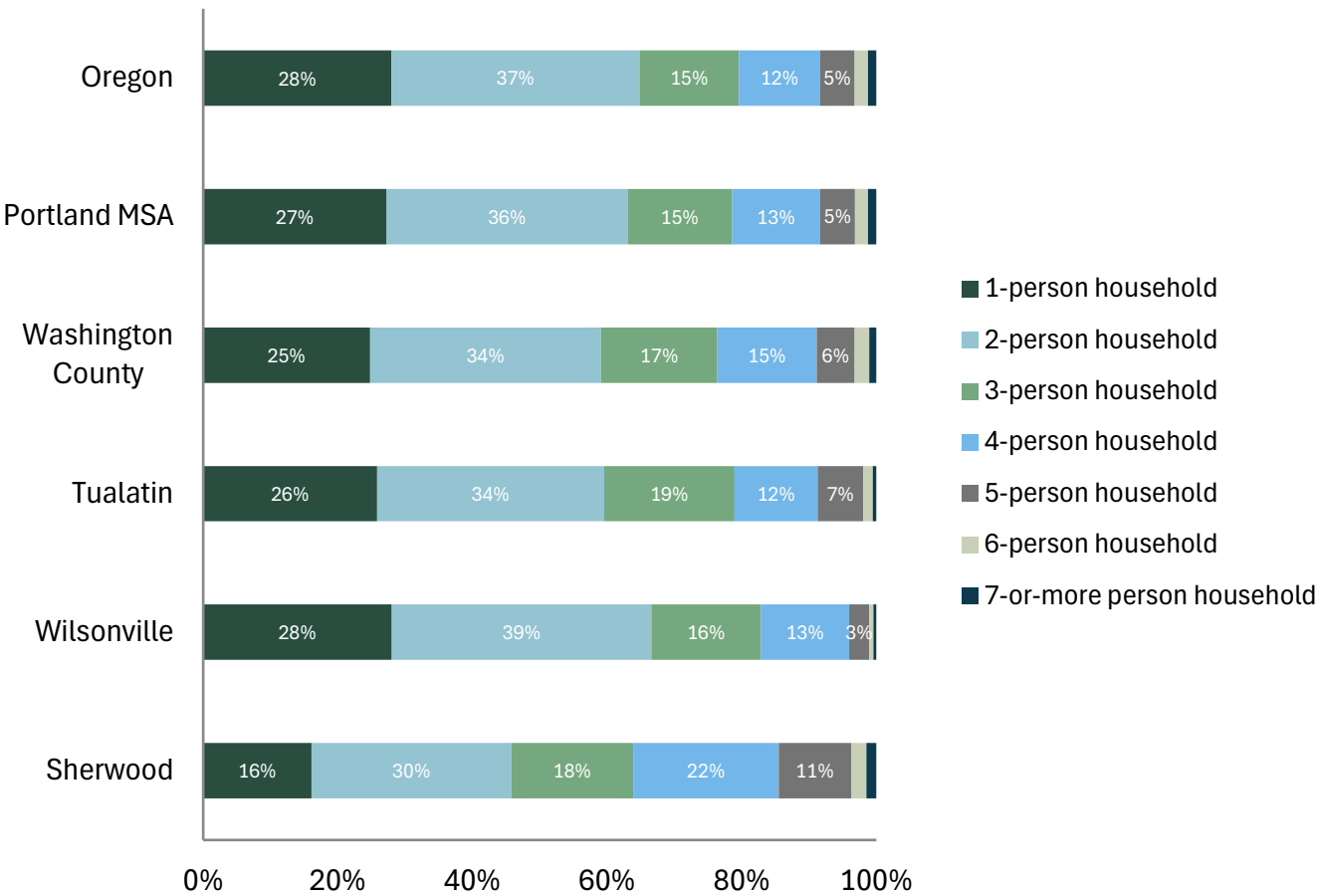
Analyzing housing unit and household sizes may be extended with a regional comparison, which further points to a lack of housing options for smaller households in Sherwood.

Sherwood has a significantly higher share of 4+ person households than the comparison jurisdictions. For instance, the share of 4 or 5-person households in Sherwood (33 percent) is nearly double the share of those households in the state of Oregon (17 percent). These figures are reflected in Sherwood’s average household size of 2.96 being 20 percent larger than Oregon’s average (2.46).

Conversely, Sherwood has a relatively small share of 1 or 2-person households compared to the other jurisdictions. While these smaller households make up 46 percent of Sherwood households, they make up 67 percent of Wilsonville households and 65 percent of Oregon households. Sherwood’s 3-person household share (18 percent) is roughly in line with the comparison jurisdictions.

As the Sherwood population ages, it will be imperative for the city to offer smaller housing units that better suit elderly households and empty-nesters.

Share of Households by Number of Residents



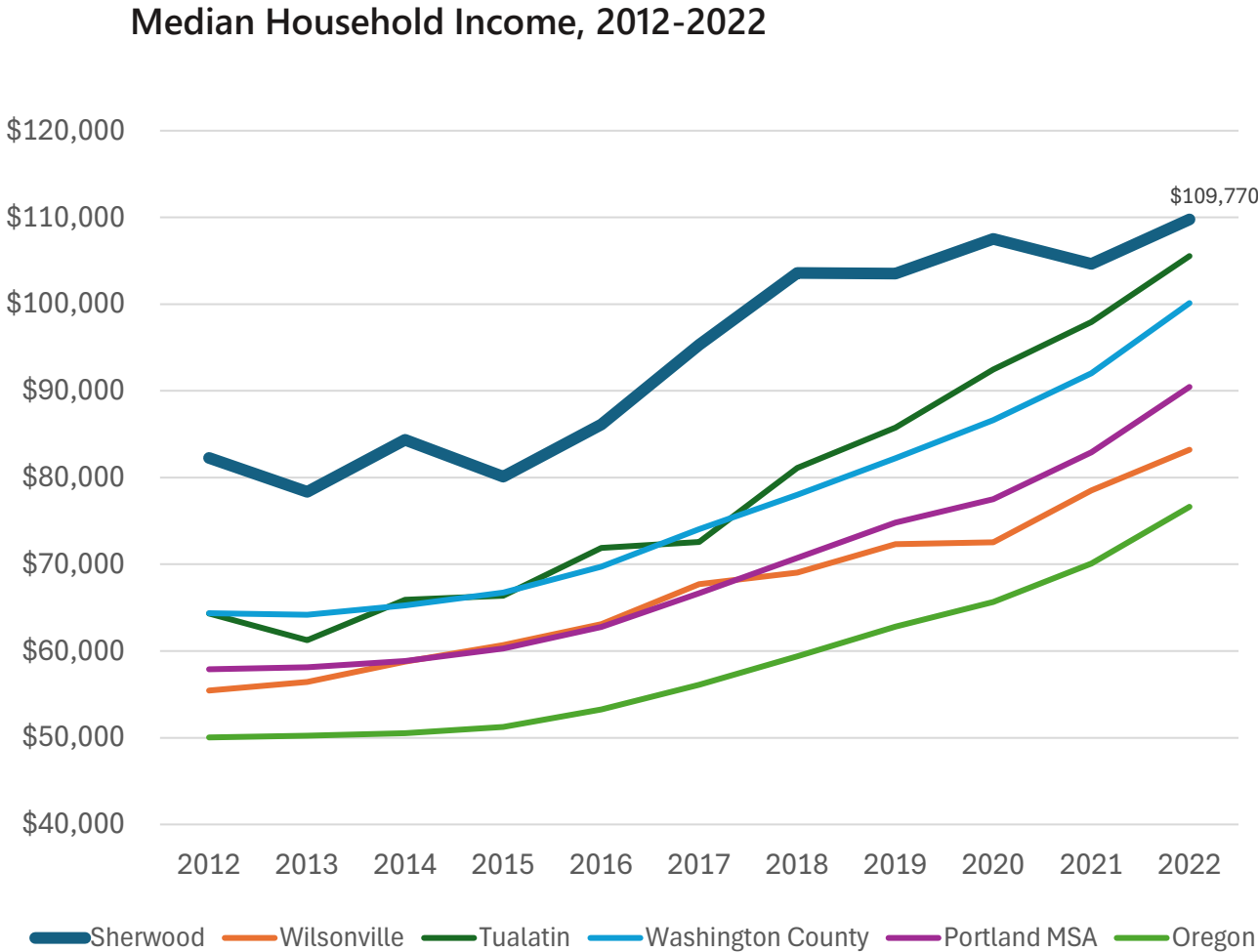
Source: US Census Bureau 2022 5-Year ACS, Table B11016.

Population & Demographics

Sherwood Household Incomes Highest, but Growing Slower than Region

DRAFT

Sherwood has had a median household income above the regional median for the past decade. Between 2012 and 2022, the median household income in Sherwood increased from \$82,257 in 2012 to \$109,770 in 2022. Over the same period, the median household income in the Portland Metro Area rose from \$57,896 in 2012 to \$90,451 in 2022. Though Sherwood’s incomes have been higher in terms of dollar value, the rate of change has been slower in Sherwood. From 2012 to 2022, Sherwood incomes rose by 33 percent, while the Portland metro’s incomes rose by 56 percent. Moreover, Tualatin’s median household income has increasingly closed the gap with Sherwood’s after lagging for the past ten years.



Source: US Census Bureau 5-Year ACS, Table S1901.

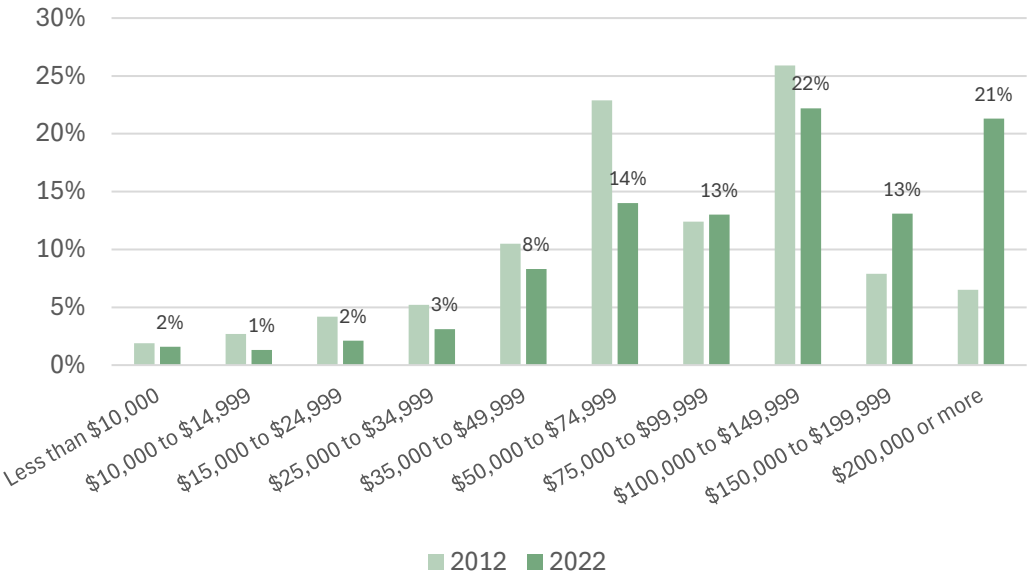
# Population & Demographics

## Sherwood Household Incomes Outpace Portland's

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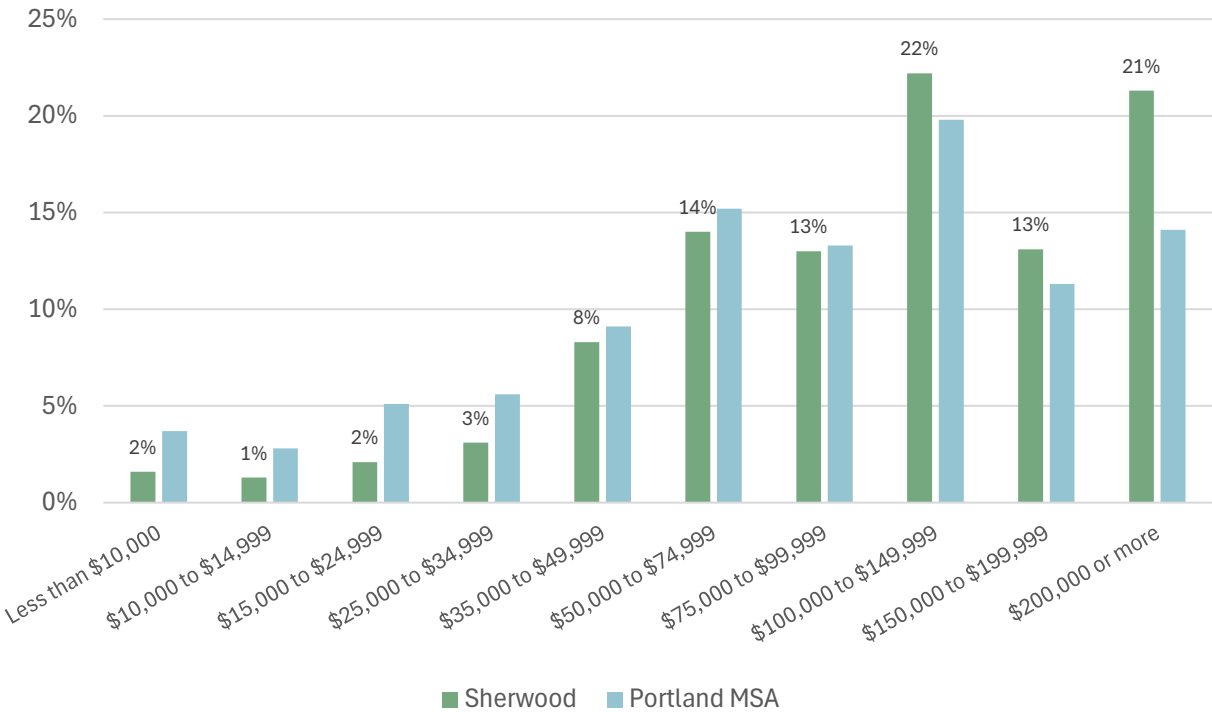
As of 2022, 83 percent of households in Sherwood made more than \$50,000 per year, compared with 73 percent in the Portland Metro Area. Sherwood also has a higher share of households in each income bracket above \$100,000, and a third more households than Portland in the \$200,000 or more bracket.

Income Distribution among Sherwood Households, 2012 vs. 2022



Source: US Census Bureau 5-Year ACS, Table S1901.

Household Income Distribution, Sherwood and the Portland Metro Area (2022)

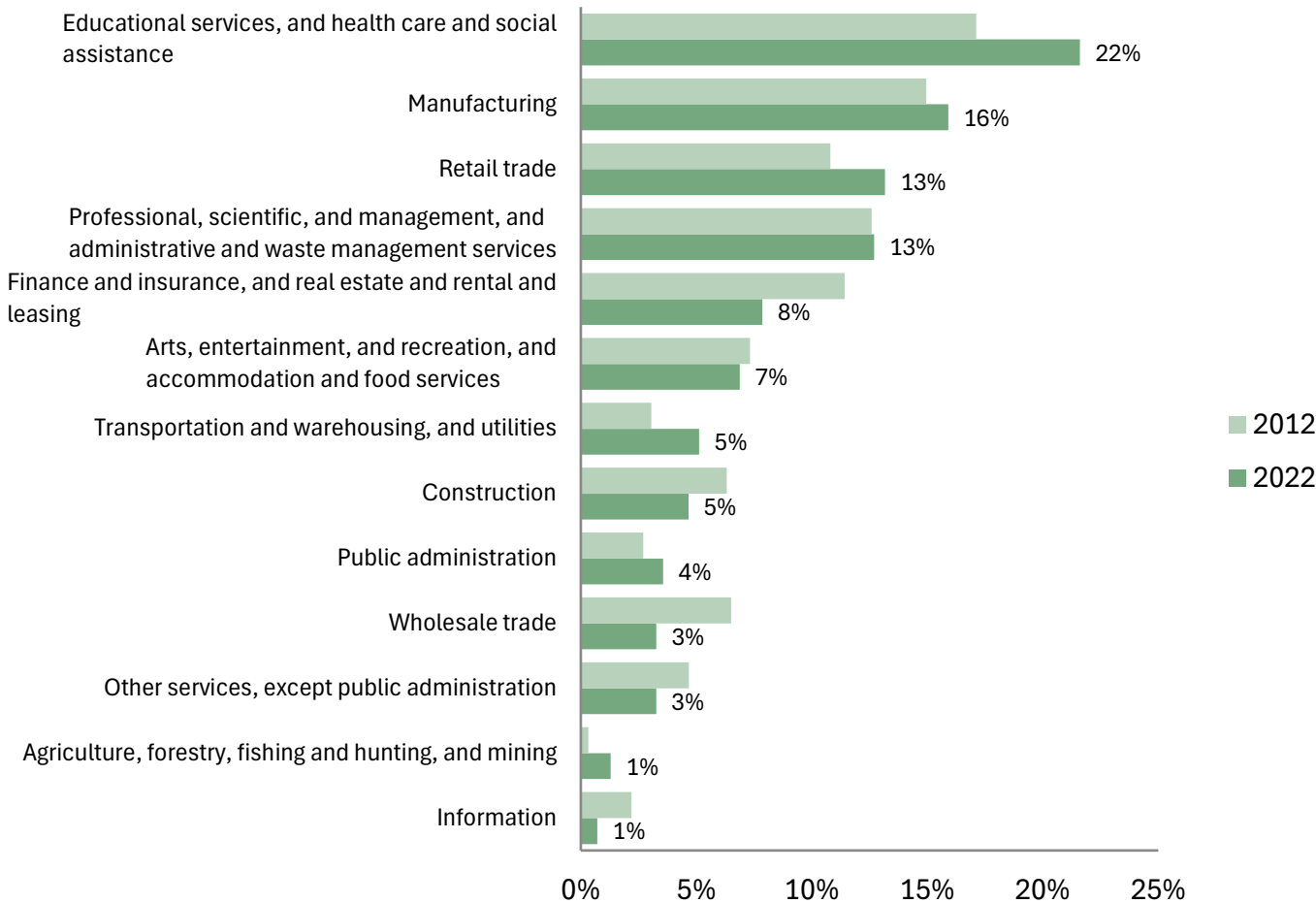


Source: US Census Bureau 2022 5-Year ACS, Table S1901.

In 2022, Sherwood’s leading employment sector was educational services & health care, followed by manufacturing and retail trade. The city’s least prevalent employment sector was information, followed by agriculture and other services except public administration.

Between 2012 and 2022, Sherwood saw growth in about half of its employment sectors; the fastest-growing sectors were agriculture, transportation & warehousing, and educational services & health care. Sherwood’s largest declines were in finance & insurance, construction, information, and wholesale trade.

Sherwood Employment Growth by Sector (2012 vs. 2022)



Source: US Census Bureau 5-Year ACS, Table S1901.

Source: US Census Bureau 2022 5-Year ACS, Table S1901.



# Local Market Context

# Old Town Retail Market

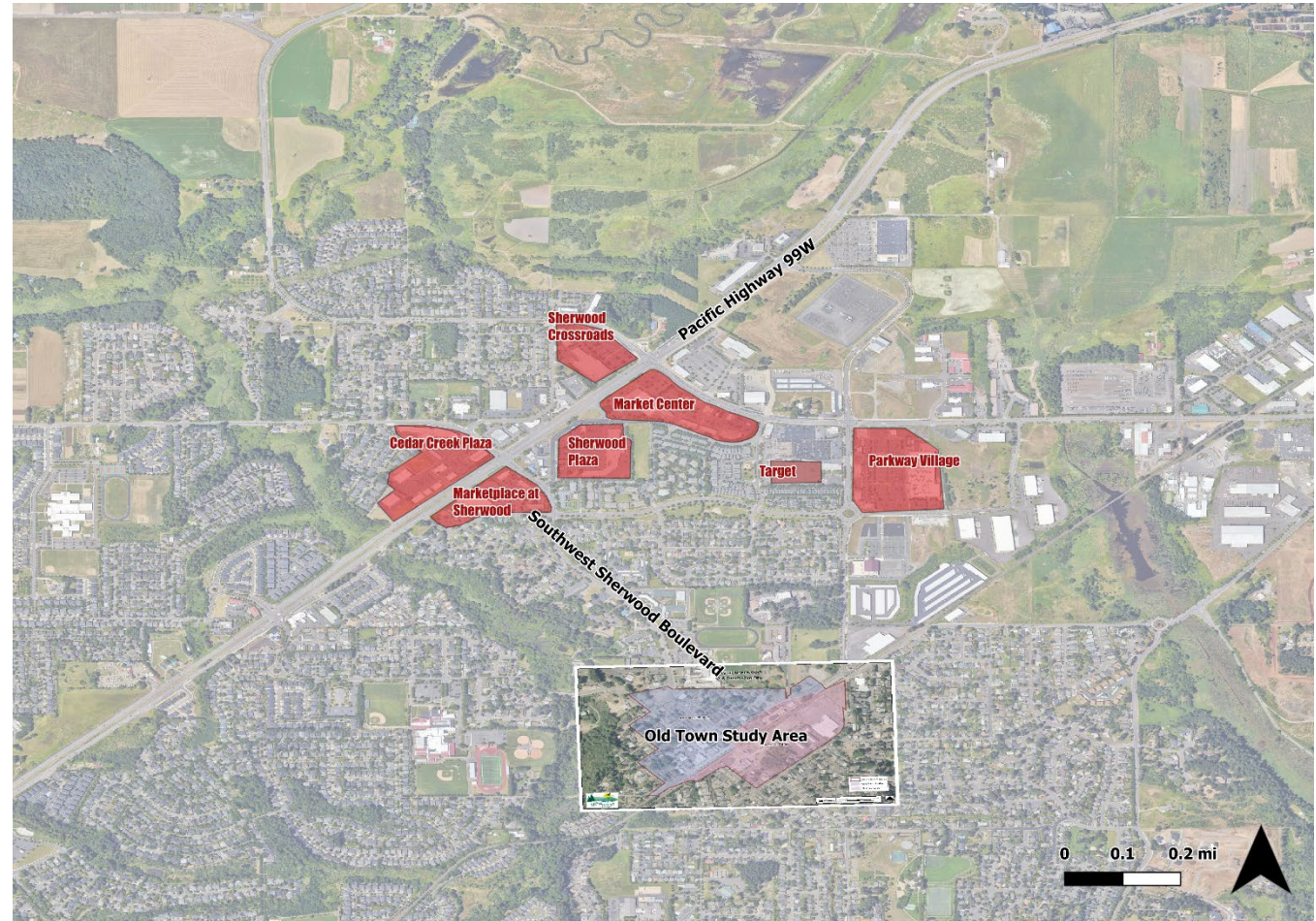
## Old Town Needs to Differentiate from Nearby Retail Centers

While the “existing businesses” slide captures Old Town’s current commercial profile – primarily consisting of retail, professional services, and restaurants – this section of the report includes an analysis of nearby retail sites.

To the north of Old Town there is a cluster of traditional retail shopping centers along Pacific Highway 99W. Although proximity can be a benefit in retail, these shopping centers are designed to be accessible by car and are not within walking distance of Old Town. Indeed, these suburban-style shopping centers serve a purely utilitarian purpose compared to Old Town, which has the potential to be a thriving hub of local businesses and character.

Included in the Pacific Highway retail cluster are the following destinations: Sherwood Crossroads, Cedar Creek Plaza, Sherwood Plaza, Market Center, Marketplace at Sherwood, Parkway Village, and a Target store.

Shopping Centers Near Old Town



Source: LCG.

## Old Town Needs to Differentiate from Nearby Retail Centers

In addition to the existing retail in Sherwood, there are three sites of ongoing retail development. These sites are located around the existing Pacific Highway retail cluster.

### 16000 SW Tualatin Sherwood Road

Type: Freestanding retail

GLA: 4,000 SF

Construction start : March 2025

### 15995 SW Tualatin Sherwood Road

Type: Freestanding retail

GLA: 100,000 SF

Construction start: September 2025

### 21305 SW Pacific Parkway

Type: Storefront retail (strip center)

GLA: 13,300 SF

Construction start: April 2025

### Upcoming Shopping Centers Near Old Town

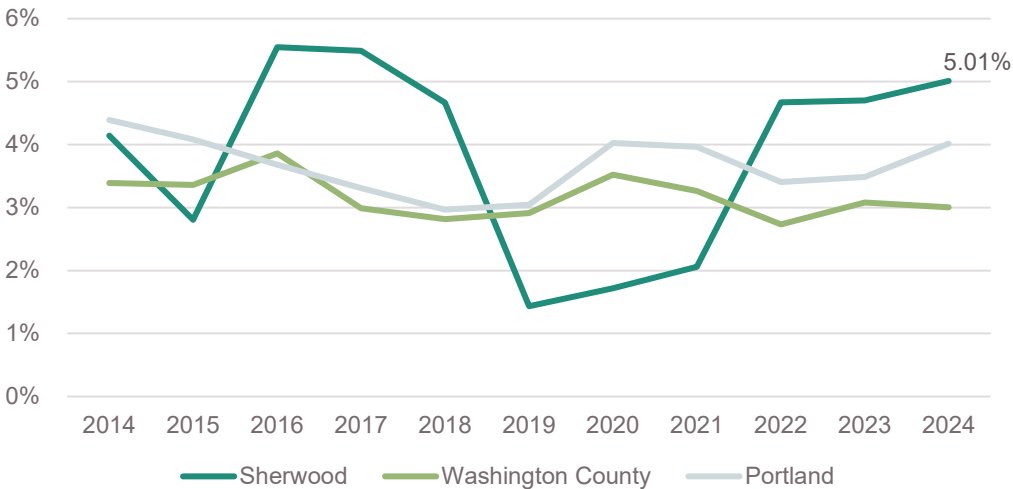


# Sherwood Retail Vacancy and Asking Rent Higher than Region

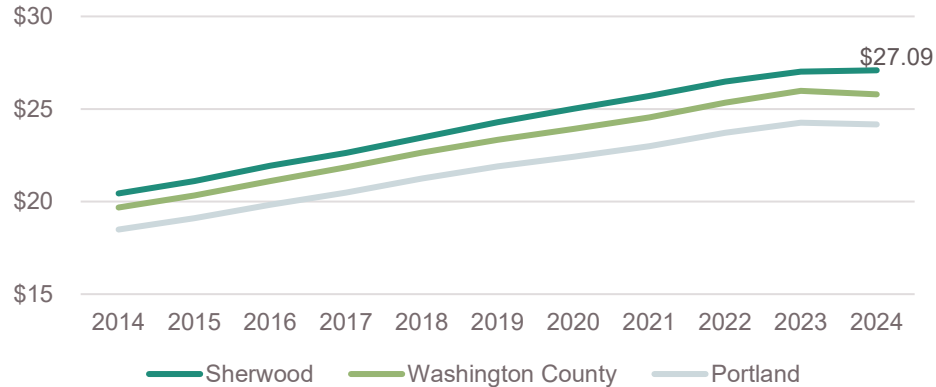
Despite local retail development, Sherwood has a higher retail vacancy rate (5 percent) than Washington County (3 percent) and Portland (4 percent). According to CoStar data, the variability of Sherwood’s retail vacancy in the past ten years has also been larger than the other two geographies in the same time frame. At the same time, retail rents are still higher than the regional averages. Considering that a 5 percent vacancy rate is still roughly in line with U.S. national average, this data indicates that Sherwood has a healthy and competitive retail market, where space commands higher rents than the region at large.

Nationwide, retail trends have been shifting away from traditional centers toward walkable retail nodes featuring businesses and placemaking that offer a unique experience. The most successful retail centers now offer a variety of shops and services, all-day vibrancy, and places designed for visitors to stop and linger. Combining retail with other uses such as housing, office, hospitality, or civic space can help support local businesses in these centers. In addition, the inclusion of smaller or shared retail or restaurant spaces can help to support local entrepreneurs who are testing new business ideas.

Retail Vacancy Rate, 2014-2024



Retail Asking Rent per Square Foot, 2014-2024



# Multifamily & Hospitality Trends

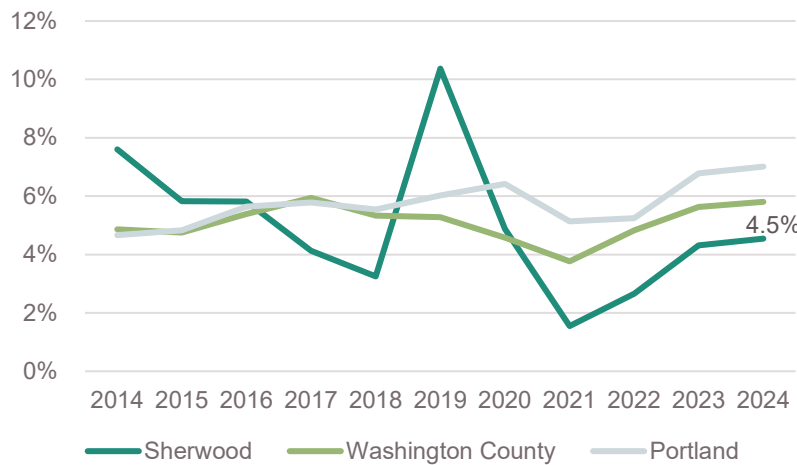
# Multifamily Vacancy and Rents Suggest In-Demand Market

Sherwood’s multifamily vacancy rate saw a temporary increase in 2019, likely due to the completion of two new multifamily developments (Oregon Street Townhomes and Ackerly). The citywide vacancy rate stabilized after that property leased up. Prior to 2019, the multifamily vacancy rate in Sherwood had been declining from about 8 percent to below 4 percent, which is below the 5 percent benchmark for a healthy market.

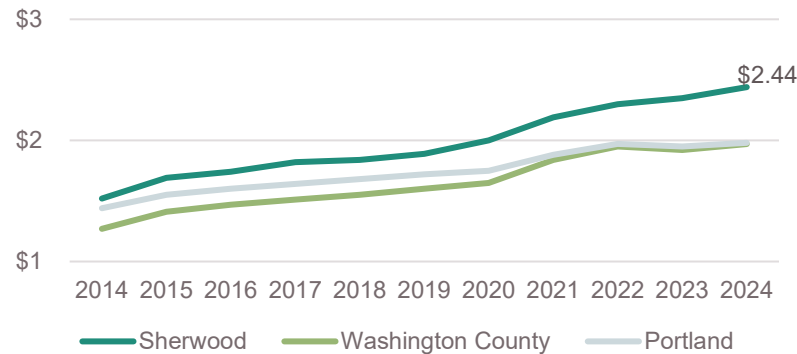
In terms of how Sherwood’s multifamily vacancy compares to Washington County and Portland, Sherwood has had higher vacancy rate variability. This pattern is similar to its retail vacancy variability. While the county and Portland have had relatively stable vacancy rates over the past ten years, Sherwood’s vacancy rate has fluctuated. Still, Sherwood’s 2024 vacancy rate is about 4.5 percent, slightly lower than the county and Portland’s vacancies.

Furthermore, multifamily asking rents per square foot in Sherwood have consistently been higher than in the county and Portland. In 2024, the average asking rent per square foot in Sherwood was \$2.44, almost twenty-five percent higher than the county and Portland (\$2). Together, these two data suggest that Sherwood’s multifamily market is more competitive than the county and Portland’s markets, as property owners can charge tenants higher rent for fewer vacant spaces.

Multifamily Vacancy Rate, 2014-2024



Multifamily Asking Rent per Square Foot, 2014-2024



Source: CoStar.

Multifamily Trends

Sherwood Has Added 100+ Unit Development Every 5 Years

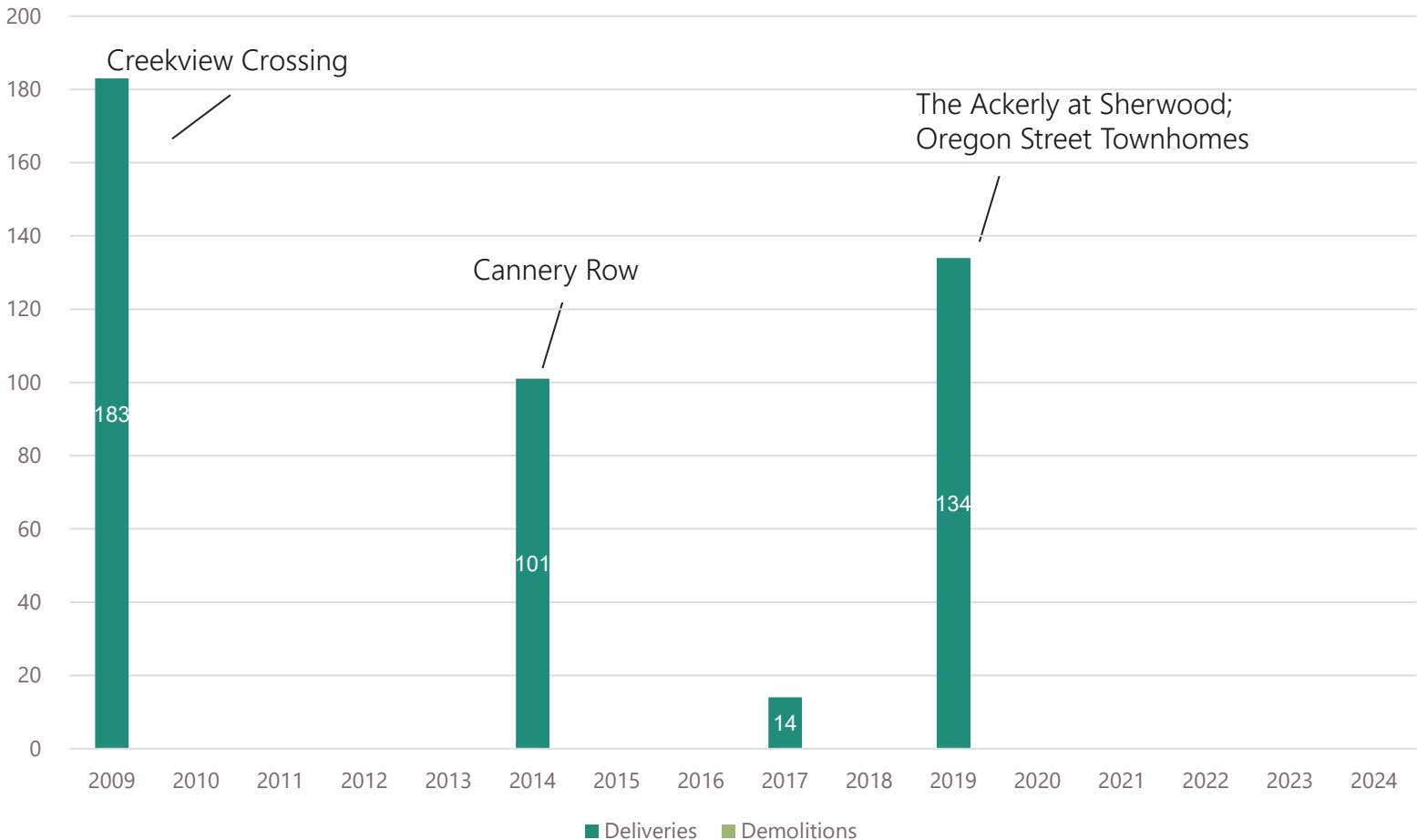
DRAFT

Sherwood added 433 multifamily housing units between 2009-2024. The largest properties built over that period were Creekview Crossing, The Ackerly, and Cannery Row. These developments consisted of over 100 units, were separated by about 5 years each.

The Ackerly is one of the most recent multifamily developments in Sherwood. Built in 2019, the 109-unit assisted-living facility is located across Pacific Highway from Old Town. The monthly rent per unit is \$5,483.

There are no known large apartment projects in the project pipeline at time of writing (December 2024).

Multifamily Deliveries & Demolitions in Sherwood (Units)



Source: CoStar.

## Recent Large Multifamily Developments in Sherwood



**Cannery Row**  
22550 SW Highland Dr

Units: 101	Year Built: 2014
Rent / Unit: \$2,004	Rent / SF: \$2.40
Affordability: Market	Density: 56 units/acre



**Oregon Street Townhomes**  
15790 SW Oregon St

Units: 25	Year Built: 2019
Rent / Unit: \$2,070	Rent / SF: --
Affordability: Market	Density: 21 units/acre



**The Ackerly at Sherwood**  
16872 SW Edy Rd

Units: 109	Year Built: 2019
Rent / Unit: \$5,483*	Rent / SF: \$7.83*
Affordability: Market	Density: 27 units/acre

\*Senior living facility rents incorporate services and other living expenses

Recent Urban-Style Washington County Housing Development



Savanna at Reed's Crossing  
3405 SE Reed Drive  
Hillsboro, OR

Units: 301	Year Built: 2024
Rent / Unit: \$2,444	Rent / SF: \$2.44
Affordability: Market	Density: 59 units/acre



Merrill Gardens at Hillsboro  
146 NE 4th Avenue  
Hillsboro, OR

Units: 141	Year Built: 2024
Rent / Unit: \$4,787*	Rent / SF: \$7.49*
Affordability: Market	Density: 168 units/acre

\*Senior living facility rents incorporate services and other living expenses



The Steward  
7007 SW Hampton Street  
Tigard, OR

Units: 55	Year Built: 2024
Rent / Unit: \$2,343	Rent / SF: \$2.89
Affordability: Market	Density: 114 units/acre

# Ownership Housing Trends

## Single Family Home Values

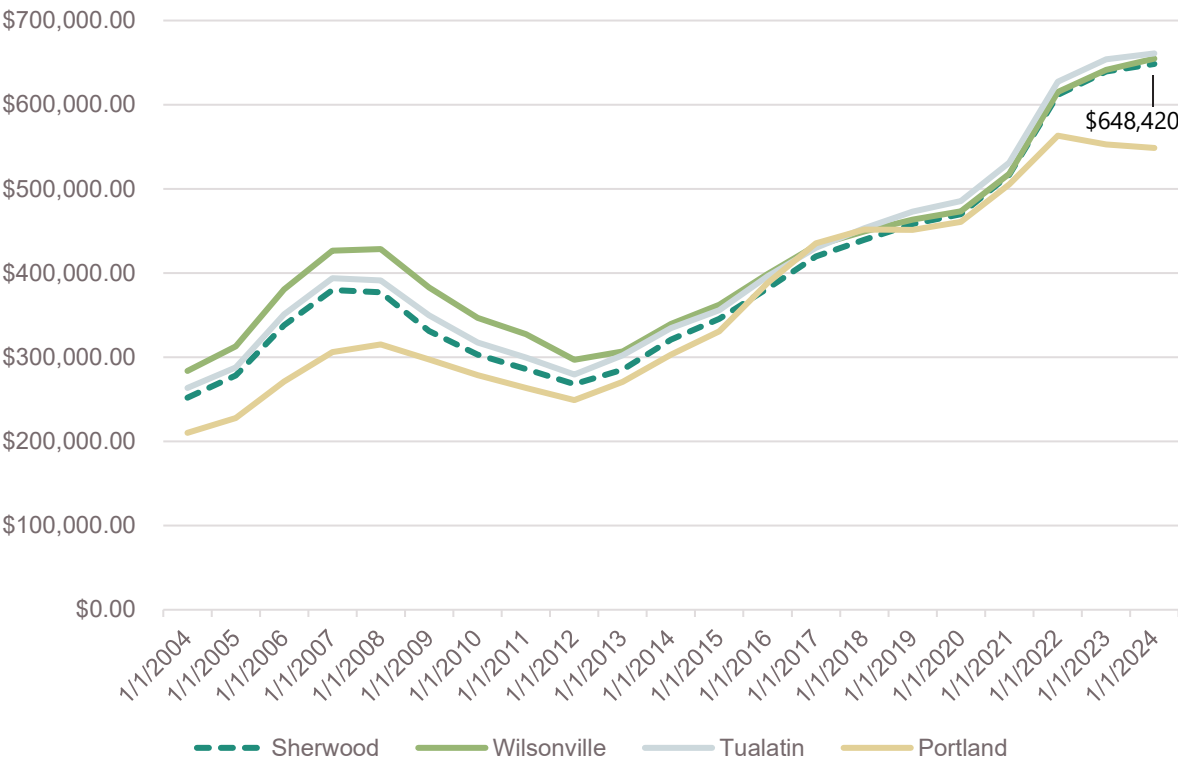
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The Zillow Home Value Index (ZHVI) reflects the typical value of homes in the 35th to 65th percentile range. Based on the ZHVI, the typical home value in Sherwood is \$648,420. This figure is higher than the typical home value in the city of Portland, but commensurate with home values in Wilsonville and Tualatin.

Over the past 20 years, the typical home value in Sherwood has grown by 157 percent. In January 2004, the typical home price was just over \$250,000. Over the same period, Wilsonville home values grew by 131 percent, and Tualatin home values grew by 151 percent. Portland saw the greatest increase of 161 percent. Values surged across the board from 2020 to 2022, and have since experienced slower growth.

The high home values and strong growth in Sherwood reflect the regional (and national) housing shortage stemming from strong population growth and homebuilding that has not kept pace with demand.

Typical Home Value, Sherwood & Neighboring Cities, 2004-2024



Source: Zillow Home Value Index (ZHVI).

# Sherwood Has One Hotel, Another On The Way

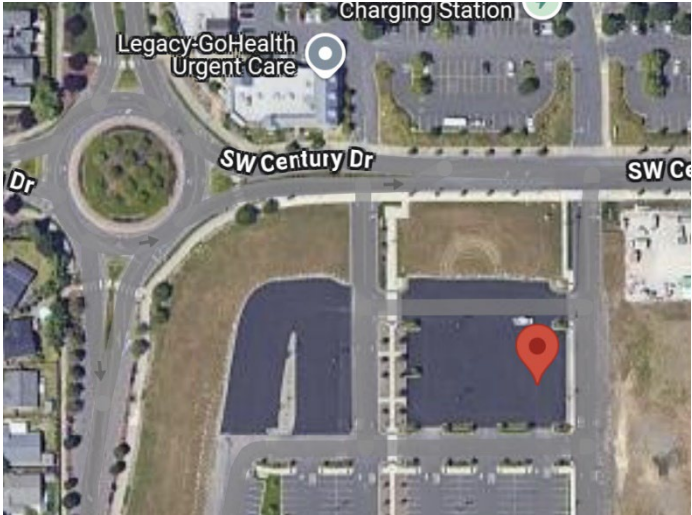
Sherwood currently has one hotel (Hampton Inn), located northwest of Old Town within driving distance. A new hotel under construction (SpringHill Suites), will be located slightly closer to Old Town, an approximate 15-minute walk.

Future accommodation in or around Old Town should focus on a boutique hotel or bed and breakfast style, in line with the city’s vision for Old Town as an inherently local experience.



**Hampton Inn Sherwood Portland**  
22000 SW Meinecke Parkway  
Sherwood, OR

Rooms: 73	Year Built: 2020
Rate / Night: \$124	Meeting space: 920 SF
Affordability: Upper Midscale	GBA: 56,794 SF



**SpringHill Suites by Marriott Sherwood**  
14958 SW Tualatin Sherwood Rd  
Sherwood, OR

Rooms: 100	Year Built: 2026 (est.)
Rate / Night: --	Meeting space: --
Affordability: Upscale	GBA: 75,000 SF



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Strategic Advisors to Public and Private Development

## DRAFT

## MEMORANDUM



Date: May 12, 2025  
Recipient: Jason Graf, ASLA | First Forty Feet  
From: Ben Austin, PE | HHPR  
Subject: **Sherwood Old Town Strategic Plan | Infrastructure Opportunities and Constraints Analysis**

---

The Sherwood Old Town Strategic Plan aims to revitalize Old Town as the traditional heart of the community. The plan will include actionable steps to be implemented over the next five years, promoting growth and vibrancy in the district. The purpose of this memorandum is to document opportunities and constraints with the infrastructure in Old Town Sherwood to support the proposed strategic plan.

**UTILITIES****Sanitary Sewer**

The 2016 Sanitary Sewer Master Plan identifies three downtown sewer condition projects (projects 8, 11, and 22) to repair or replace aging infrastructure. The Old Town area falls on the divide of the Cedar Creek basin and the Rock Creek basin, with the majority of Old Town in the Cedar Creek basin and the Langer Farms Parkway/Oregon Street intersection in the Rock Creek basin. No sanitary sewer capacity deficiencies were identified.

Sanitary sewer in SW Columbia Street was previously extended to the northeast property line of the cannery site and is approximately 7 feet deep. This is sufficient to provide sewer service to future development on the public works site.

The sewer system is sufficient to support growth within the district.

**Water**

The 2016 Water System Master Plan does not identify any upgrades within Old Town. The existing 8-inch main in Columbia Street can be extended east through the public works site as part of future development.

The water system is sufficient to support growth within the district.

**Stormwater Management**

The 2016 Stormwater Master Plan does not identify any condition improvements needed in the Old Town area. The Master Plan does identify improvements to the 2<sup>nd</sup> Street and Park Street regional stormwater facility, which provides management for much of the Old Town Sherwood stormwater.

The following is an overview of the stormwater management in the area. The Old Town/Cannery stormwater falls into four basins.

- **2<sup>nd</sup> Street and Park Street Regional Facility.** This is a large regional facility that provides management for the majority of Old Town that is zoned retail commercial. Residential-zoned properties are anticipated to be managed on-site if redeveloped.
- **Villa Road Mechanical.** This facility provides treatment for runoff in the vicinity of the Railroad Street and Main Street intersection.
- **Cannery Regional Facility.** This facility provides stormwater management for the curbless street section, Cannery Square Plaza, and the Community Arts Center.
- **Cannery On-site Management.** On-site treatment or roadside stormwater planters are used for the remainder of the Cannery that is developed and anticipated for the remainder of the undeveloped portions of the Cannery and the public works property.

See attached Exhibits A and B for overview maps of these stormwater basins.

Conveyance of stormwater from development of the public works site can largely be completed by extending the existing storm main in SW Columbia Street, which has been extended to the property line.

Depending on the location of development, stormwater facilities may need to be incorporated into development. These facilities are preferable low-impact development stormwater facilities that fit the context and character of the development. The stormwater conveyance system is sufficient to support growth within the district.

#### **Franchise Utilities (Power, Communications, Gas)**

The City of Sherwood requires development that is completing frontage improvements to install utilities underground. Much of Old Town and the Cannery have had streetscape improvements and already have utilities underground. The remaining underground utilities are the result of individual developments.

Utility undergrounding is most efficient in large segments, as additional poles are often required where the utilities convert from underground to overhead. This can result in both significant cost and additional utility clutter when developing single frontages. Depending on the location of development, utility undergrounding may need to be completed.

## **TRANSPORTATION INFRASTRUCTURE**

### **Downtown Streetscape**

The City of Sherwood completed streetscape improvements to Old Town and the Cannery between 2006 and 2013. These improvements implemented parts of the Downtown Sherwood Streetscape Master Plan that was completed in 2003. The Master Plan envisioned



additional phases of streetscape throughout Old Town that have not yet been implemented. See attached Exhibit C. Depending on the location of development, street improvements, including streetscape, may need to be constructed.

### **Sherwood Cannery**

The Sherwood Cannery Planned Unit Development (PUD) was completed in 2011. These improvements constructed the road network and utilities within the Cannery area for development of the adjacent parcels. As part of these improvements, SW Columbia Street was extended to the northeastern property line of the Cannery, abutting the City of Sherwood public works site for future extension. The extension of SW Columbia Street is anticipated to use a similar roadway section, including stormwater planters.

### **Oregon Street Intersection**

The Oregon Street and Langer Farms Parkway intersection was constructed in 2011 as part of the extension of Langer Farms Parkway between Oregon Street and Tualatin-Sherwood Road. The intersection is complicated by the Portland and Western Railroad line that crosses through the intersection.

To better align commercial traffic into the Cannery and Old Town, the Sherwood Downtown Strategic Plan explored the potential connection of Columbia Street to this intersection. HHPR developed three concept-level sketches for incorporating SW Columbia Street into this intersection. All concepts require early coordination with the railroad owner, operators, and ODOT rail for modification of a public railroad crossing. See attached Exhibits D, E and F.



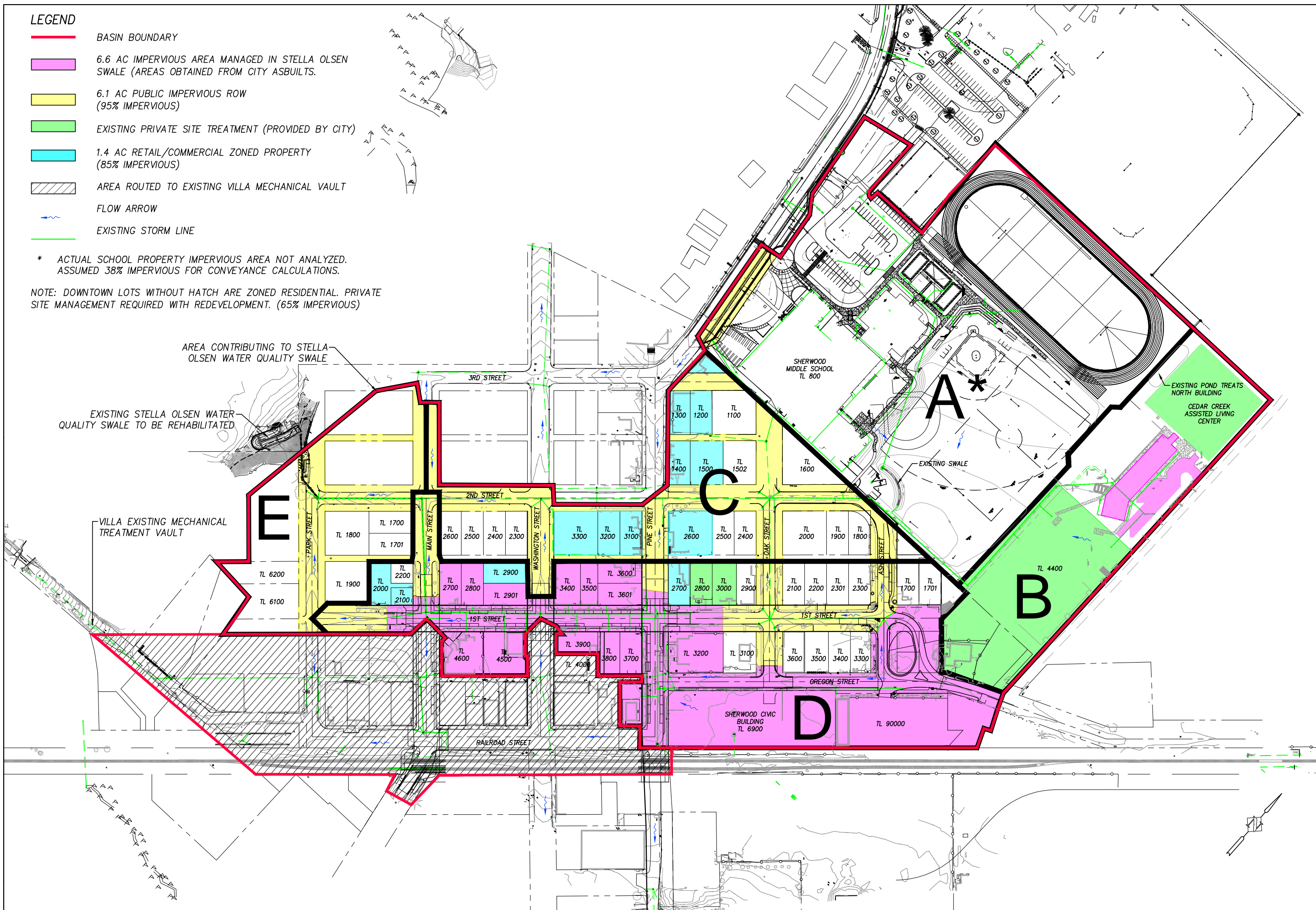
**HHPR** Harper  
Houf Peterson  
Righellis Inc.

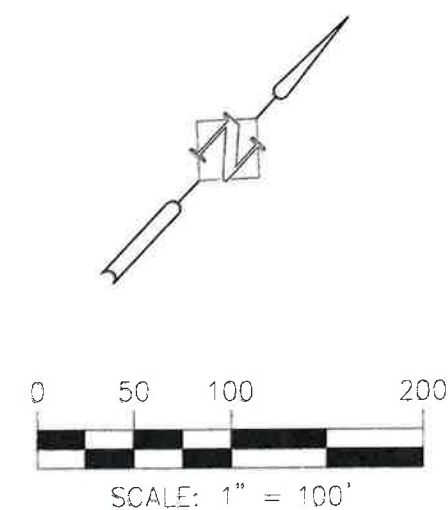
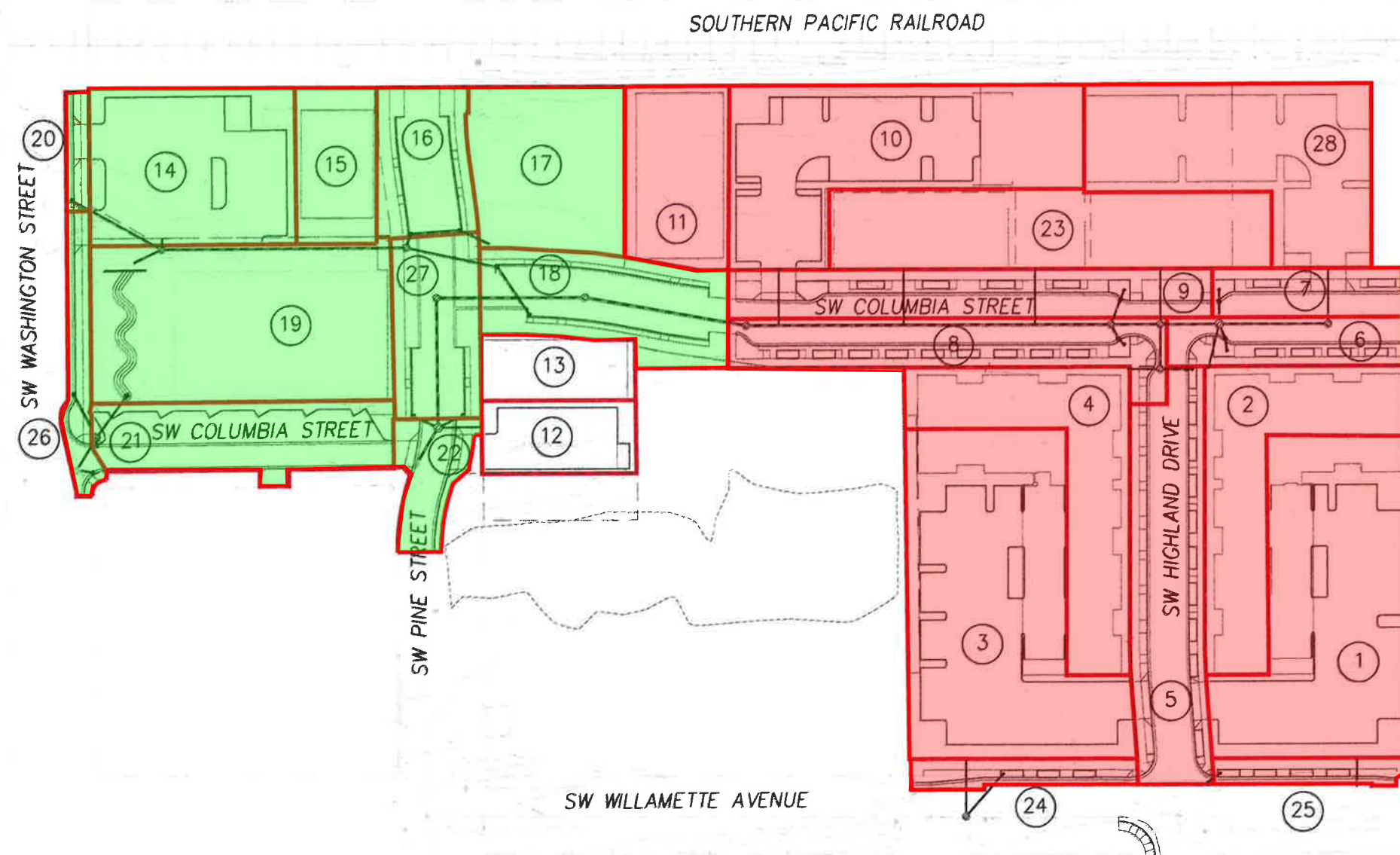
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SHEET NO.  
**BASIN**  
JOB NO. SHR-16





-  BASIN LINE  
 BASIN NUMBER  
 STORMWATER PLANTER  
 PROPOSED STORM LINE  
 EXISTING CONTOUR  
 ROW LINE

- Cannery Regional Facility

Cannery On-site Management

PROPOSED BASIN MAP

## SHERWOOD CANNERY SQ IMPROVEMENTS

SHERWOOD, OREGON

**Harper**  
**Houf Peterson**  
**Righellis Inc.**

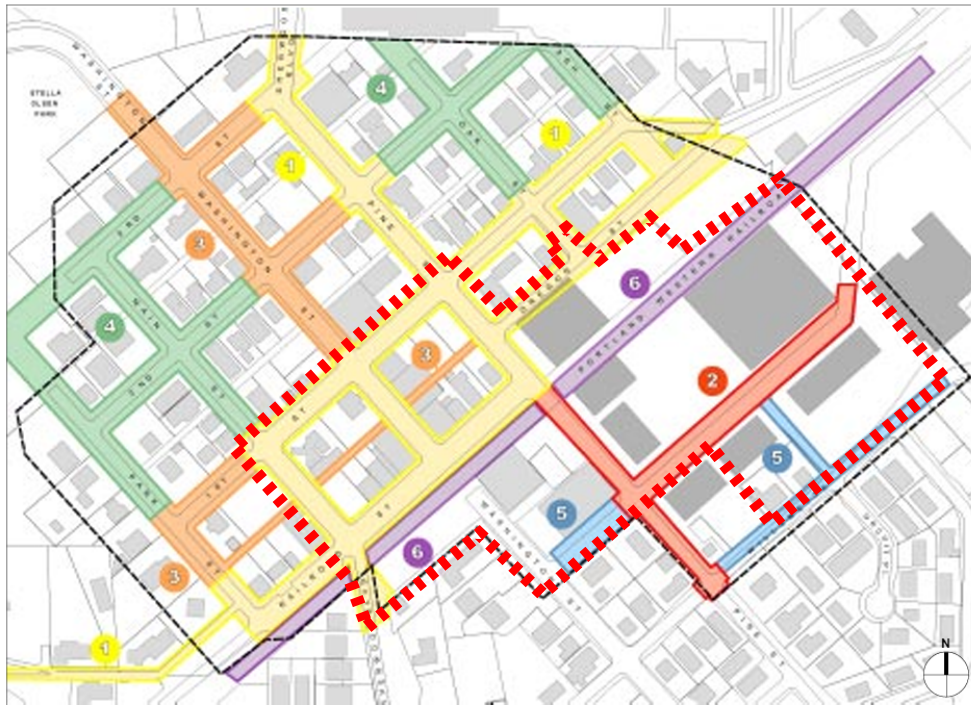
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				CHECKED	BRA
				DATE	MAY 2010

SHEET N

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JOB NO.

ANK-112



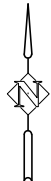
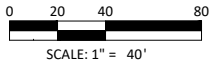
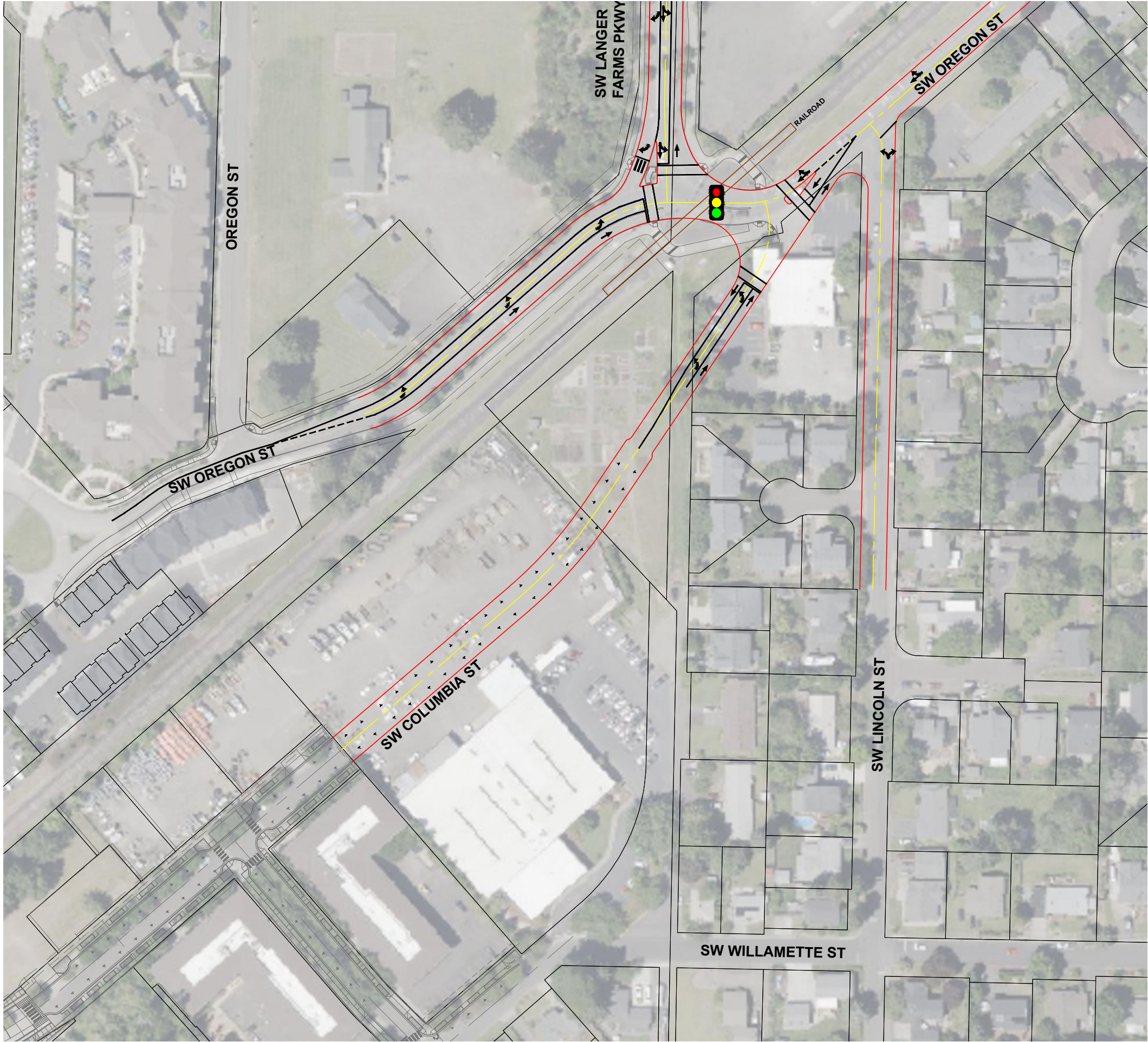
Construction of the Downtown Streetscape Master Plan will occur incrementally over time. In general, construction will be timed to minimize impacts on festivals and downtown property owners.

Excerpt from Downtown Sherwood Streetscape Master Plan  
December 9, 2003



Limits of streetscape  
completed

P:\01-Portland\FF (First Forty Fee)\FF-01 (Sherwood Old Town Strategic Plan)\FF01-DWG\Exhibits\Concept Sketches\FF01-Concept Sketch-Alternative 1.dwg



DRAFT

ALTERNATIVE 1 - 4 LEG  
**SW COLUMBIA ST INTERSECTION**  
SHERWOOD, OR

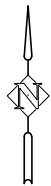
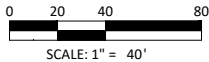


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DATE:	5/12/2025

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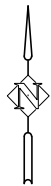
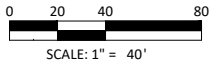
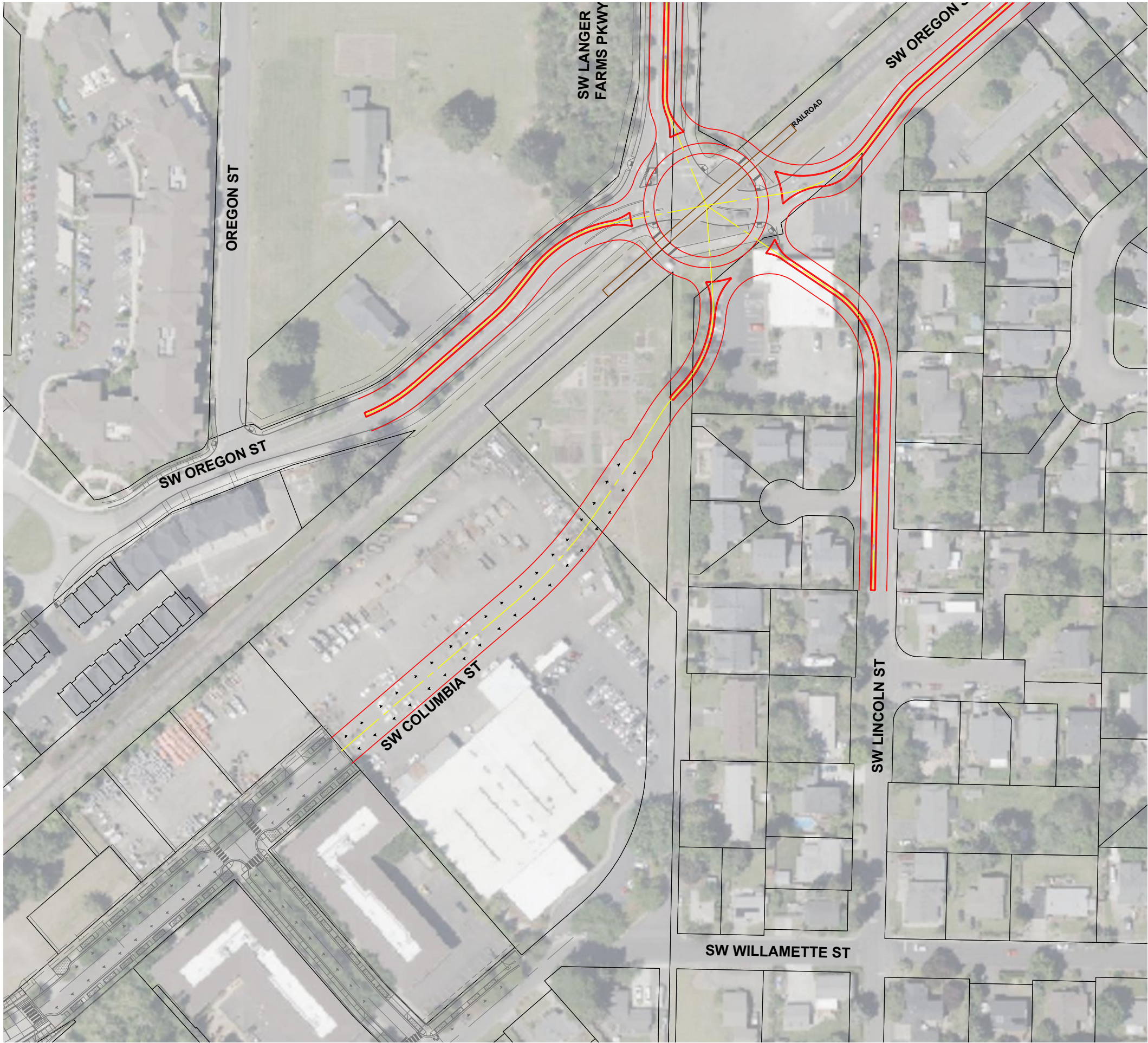
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**ALT 3**  
JOB NO. FFF-01



Planning  
Urban Design  
Place Strategy

412 NW Couch St, # 405  
Portland, Oregon 97209  
t: 971-245-4352  
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# MEMORANDUM

## Sherwood Old Town Strategic Plan

To: Sean Conrad (City of Sherwood); Eric Rutledge (COS)  
From: Jason Graf, (First Forty Feet); Tyler Sauter, (FFF); Sijin Sun, (FFF)  
Date: July 5, 2025  
Subject: Recommendations for Zoning Code modifications

The following memo for the Old Town Strategic Action Plan, outlines recommended zoning code modifications intended to promote compatible development and the strategic location of active storefronts. These changes aim to reinforce Old Town as a vibrant community destination.

The memo identifies key areas—particularly along Pine Street, Columbia Street, and surrounding Cannery Square—where zoning changes can better support successful retail environments and placemaking. Recommendations include rezoning select parcels from High Density Residential (HDR) to Retail Commercial (RC) to ensure active ground-floor uses that contribute to a continuous and engaging streetscape.

The proposed modifications also use the parking policy as a development incentive, supporting infill while preserving Old Town's walkable, pedestrian-oriented character.

Additional changes clarify and strengthen requirements for:

- Use of high-quality building materials
- Consistent roof forms that reflect traditional character
- Ground-level transparency standards
- Recessed window openings to provide depth along the building facade
- Harmonization of design standards between the Smockville District and Old Cannery Area within the Old Town Overlay Zone

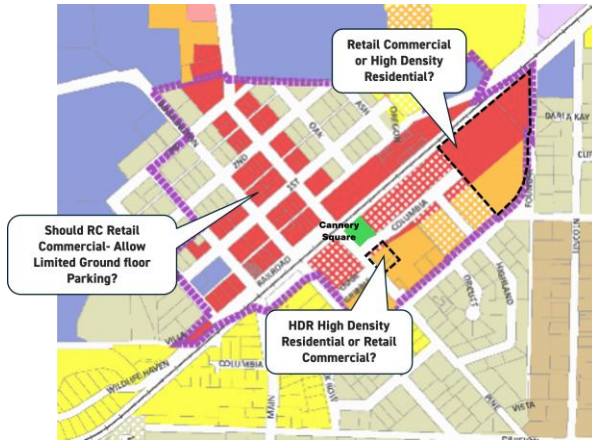


Figure 1: Potential Zoning Modifications

#	Title	Zoning Section	Summary
1	Parking Modification	Chapter 16.22 – Commercial Land Use Districts Section 16.22.020 – Uses (Footnote 1)	Allows limited, well-designed parking in mixed-use buildings while preserving active commercial frontages and walkability.
2	Zoning Change – Public Works/Fieldhouse Parcel	Chapter 16.162 – OT Overlay District Section 16.162.030 – Permitted Uses	Rezones city-owned Fieldhouse parcel from HDR to RC to enable retail on both sides of Columbia Street and support a cohesive retail node.
3	Zoning Change – Pine & Columbia Parcel	Chapter 16.162 – OT Overlay District Section 16.162.030 – Permitted Uses	Rezones a vacant city-owned parcel from HDR to RC to activate Cannery Square's southern edge and complete retail frontage along Pine Street.
4	Hardscape Setback Requirement – Old Cannery Area	Chapter 16.162 – OT Overlay District Section 16.162.080 – Subsection A	Eliminates impractical amenities (e.g., trees, kiosks) in narrow setbacks and replaces with features like retail displays and bike parking.
5	Transparency Requirement – Old Cannery Area	Chapter 16.162 – OT Overlay District Section 16.162.080 – Subsection H	Aligns window transparency requirements with Smockville (75%) and clearly defines the measurement zone.
6	Roof Requirement – Old Cannery Area	Chapter 16.162 – OT Overlay District Section 16.162.080 – Subsection J	Prohibits single-slope (shed) roofs and reinforces traditional forms like gable, mansard, or flat with parapets/cornices.
7	Transparency Requirement – Smockville District	Chapter 16.162 – OT Overlay District Section 16.162.090 – Commercial Standard 2	Clarifies window verticality and transparency standards; defines how to measure and locate transom windows.
8	Roof Requirement – Smockville District	Chapter 16.162 – OT Overlay District Section 16.162.090 – Commercial Standard 7	Prohibits gable and single-slope roofs; removes exceptions for screening with parapets or false fronts.
9	Exterior Materials – Smockville District	Chapter 16.162 – OT Overlay District Section 16.162.090 – Commercial Standard 8	Removes 10% exception for faux materials; ensures use of authentic, high-quality materials consistent with Old Town's historic character.

The following is a list of the proposed zoning code amendments from the memo, along with the relevant zoning sections from the Sherwood Municipal Code that are proposed for modification:

## Amendment #1: Parking Modification

### Division II. LAND USE AND DEVELOPMENT

#### Chapter 16.22 COMMERCIAL LAND USE DISTRICTS

##### 16.22.020 Uses

D. Additional limitations for specific uses are identified in the footnotes of this table.

	OC	NC <sup>1</sup>	RC	GC
<b>RESIDENTIAL</b>				
<ul style="list-style-type: none"> <li>Multi-Family dwelling housing, subject to all of the following:               <ol style="list-style-type: none"> <li>Multi-family housing is only permitted on one or more of the upper floors of a building and only when a non-residential use that is permitted in the underlying zone is located on the ground floor. <b>Parking is not a permitted ground floor use. The ground floor non-residential use must occupy the entire ground floor, with the exception of a lobby, utilities, stairways, elevators, and similar facilities.</b></li> <li>Site plan review process in section 16.90.020.D.6.</li> <li>Maximum density limits of the High Density Residential (HDR) zone.</li> <li>Dimensional standards of the underlying zone.</li> <li>The minimum ceiling height shall be 12 feet measured from the finished floor to the lowest point of the surface of the ceiling.</li> <li>If any part of a structure is within 100 feet of a residential zone, the height limits of the HDR zone shall apply.</li> <li>A building with multi-family housing is limited to two stairwells that can be entered from the ground floor of the building. There are no limits on the number of stairwells that are not able to be entered from the ground floor except as provided by this code.</li> <li>The required parking for the multi-family housing use shall be in addition to the minimum required for the non-residential use(s).</li> </ol> </li> </ul>	P	P	P	P

### Background

The current language in Chapter 16.22.020.D (Footnote 1) of the Sherwood Municipal Code allows multifamily housing in commercial zones only when a permitted non-residential use occupies the ground floor. It prohibits parking as a ground-floor use and requires the non-residential use to occupy the entire ground floor, except for limited support areas such as lobbies and utility spaces.

This provision was intended to reinforce active commercial frontages and promote walkability in mixed-use areas. However, in practice, the lack of flexibility regarding parking may pose challenges for development feasibility, especially in Old Town, where:

- Automobile usage is currently the predominant mode of travel for residents and visitors;
- High-capacity or frequent transit service is not currently available to serve Old Town residents;
- Some residential parking is necessary to meet market expectations and to secure financing, as lenders often require off-street parking as a condition of project financing.

As such, an updated standard is proposed to reflect these realities while maintaining a strong pedestrian-oriented streetscape.

### Proposed Modification

The proposed amendment would refine the code to strengthen the intent of promoting walkable, mixed-use environments with some limited provisions for off-street parking. Key changes include:

- **Minimum Commercial Use Depth:**  
Requires that ground-floor commercial uses fronting the street have a minimum depth of 30 feet, promoting viable, leasable space for but not limited to retail, service, or office tenants.
- **Limitation on Non-Commercial Uses at Ground Floor:**  
Allows lobbies, utilities, stairwells, and similar uses on the ground floor only if they do not exceed 25% of the ground floor area.
- **Parking Standards for Mixed-Use Buildings:**  
Clarifies that ground-floor parking is generally not permitted, but includes exceptions when the design meets the following conditions:
  - Must be located to the **side or rear of the building**;
  - Limited to **30% of total parcel area and 25% of street frontage**;
  - Requires **alley or secondary street access where feasible**;
  - Curb cuts must be limited to **20 feet in width and located at least 30 feet from corners**.
  - Is **screened from public view** with landscaping or architectural treatments.

### Purpose and Benefits

This code update balances the need for development flexibility with the community's goals for a vibrant, walkable Old Town. It acknowledges Sherwood's current transportation context—where personal vehicles remain the dominant form of mobility—and the practical realities facing mixed-use development.

### Key Benefits

- Allowing limited parking helps support new housing over commercial uses in areas lacking robust transit;
- Addresses lender and market requirements, improving the viability of redevelopment and investment in Old Town;
- Ensures any parking is minimized, well-designed, and screened to protect the pedestrian realm and maintain an active streetscape;
- Provides clear standards to ensure commercial space remains functional and visible along the street frontage.

## Amendment #2: Zoning Change- City Owned Parcel (Public Works)

### Division IX. HISTORIC RESOURCES

#### Chapter 16.162 OLD TOWN (OT) OVERLAY DISTRICT\*

##### 16.162.030 Permitted Uses

- H. Uses permitted outright in the RC zone are allowed within the HDR zone when limited to the first floor, adjacent to and within 100 feet of, Columbia Street within the Old Town Overlay District.

**Issue to Address:** Existing High Density Residential (HDR) does not ensure an active commercial use on the ground-level. An important criteria for successful retail is a pattern of edge-to-edge retail storefronts oriented to both sides of a street or intersection. In this location RC zoning is on one side of the street and HDR on the other. While HDR allows for ground-level commercial uses, it does not require it. Replacing HDR zoning with RC along both sides of an extended Columbia Street would create stronger conditions for a vibrant and successful retail node.

**Commented [JG1]:** Recommend zone change HDR to RC to ensure an active commercial ground-floor use.

#### Background

The city-owned properties that include the **Public Works Yard** and the **Fieldhouse sports complex** are currently zoned **Retail Commercial (RC)** and **High Density Residential (HDR)**, respectively. With the potential extension of **Columbia Street**, the viability of retail development on these sites would significantly improve due to increased visibility and access to higher volumes of drive-by traffic.

These **vacant and underutilized properties** present an opportunity for a mix of **retail and housing**, creating a more vibrant and active area. However, the current **zoning inconsistency**—with RC on one side of Columbia Street and HDR on the other—creates a barrier to realizing this vision.

To address this, a zone change is proposed to rezone the **Fieldhouse parcel from HDR to RC**. This change would allow for a more cohesive development pattern and unlock the site's potential for contributing to a **distinct retail node** in the Old Cannery area.

**Figure 2** indicates the the proposed zoning change and highlights how **retail on both sides of Columbia Street** could reinforce this emerging commercial destination.

### Proposed Modification

Rezone the city-owned Public Works/Fieldhouse parcel from High Density Residential (HDR) to Retail Commercial (RC)

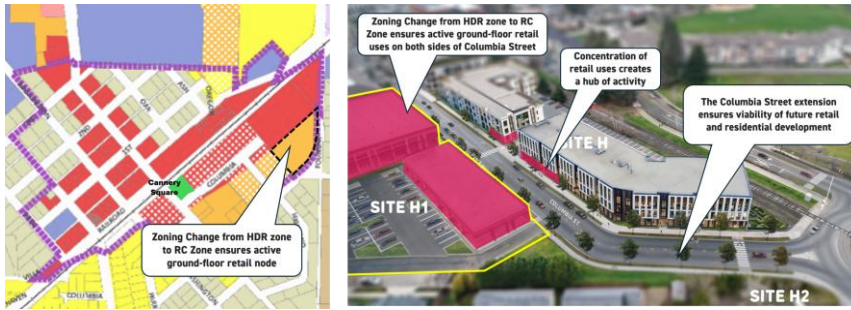


Figure 2: Zone Change- Public Works/Fieldhouse Parcel

## Amendment #3: Zoning Change City Owned Parcel (Pine & Columbia)

### Division IX. HISTORIC RESOURCES

#### Chapter 16.162 OLD TOWN (OT) OVERLAY DISTRICT\*

##### 16.162.030 Permitted Uses

- H. Uses permitted outright in the RC zone are allowed within the HDR zone when limited to the first floor, adjacent to and within 100 feet of, Columbia Street within the Old Town Overlay District.

**Commented [JG2]:** Recommend zone change HDR to RC to ensure an active commercial ground-floor use.

**Issue to Address:** The existing High Density Residential (HDR) zoning does not guarantee active ground-level commercial uses. A key criterion for ensuring Cannery Square becomes a vibrant and well-used public space is the presence of retail storefronts surrounding it. While the HDR zone permits ground-level commercial uses, it does not require them. Requiring active storefronts around Cannery Square would create stronger conditions for a successful retail node and enhance the use and function of this important community gathering space.

#### Background

The current language in Chapter 16.22.030 Permitted Uses H. allows commercial uses outright when limited to the first floor and located within 100 feet of Columbia Street. However, this provision does not adequately address the development potential of the **vacant, city-owned property at the corner of Pine Street and Columbia Street**, located just south of the Cannery Square plaza and public gathering space. Under the existing High Density Residential (HDR) zoning, there is no guarantee that an **active ground-floor commercial use** will be required to front Pine Street. As a result, the opportunity to **activate the southern edge of the plaza** and complete the **continuous retail frontage envisioned for Pine Street**—a key downtown signature street—may be lost (see Figure 3).

#### Proposed Modification

Rezone the city-owned parcel located at the southeast corner of SW Pine Street and SW Columbia Street from High Density Residential (HDR) to Retail Commercial (RC)

### Key benefits of Amendment #2 and Amendment #3 Zoning Changes

- Ensures Active Ground-Floor Use:**  
 Unlike the HDR zone, the RC zone requires ground-floor commercial use, which will help activate the south edge of Cannery Square and contribute to a continuous retail frontage along Pine Street.
- Aligns with Old Town's Vision:**  
 This change supports the goal of establishing Pine Street as a signature downtown street characterized by walkable, edge-to-edge ground-level storefronts and a strong street-level presence.
- Maximizes Public Investment:**  
 The parcel's location adjacent to Cannery Square—a key public space—makes it a strategic site for complementary commercial uses such as cafes, retail shops, or flexible indoor/outdoor spaces that enhance the plaza's functionality.
- Improves Economic Development Potential:**  
 The RC zone allows a range of commercial uses, which can attract private investment, increase daytime foot traffic, and support growth of small businesses and new uses in Old Town.
- Supports Urban Form and Design Goals:**  
 Rezoning the property ensures future development will follow commercial design standards that prioritize transparency, street frontage, and pedestrian-oriented site planning—reinforcing the area's cohesive urban character.
- Preserves Housing Opportunities on Upper Floors:**  
 Mixed-use development with housing above remains allowable in the RC zone, ensuring residential density goals can still be achieved while prioritizing active commercial uses at street level.



Figure 3: Zone Change- City-owned Parcel (Corner of Pine and Columbia)

## Amendment #4: Old Cannery Area Hardscape Setback Requirement

### Division IX. HISTORIC RESOURCES

#### Chapter 16.162 OLD TOWN (OT) OVERLAY DISTRICT\*

#### 16.162.080 Standards for All Commercial, Institutional and Mixed-Use Structures in the Old Cannery Area.

- A. Building Placement and the Street. The purpose of this standard is to create an attractive area when commercial or mixed-use structures are set back from the property line. Landscaping, an arcade, or a hard-surfaced expansion of the pedestrian path must be provided between a structure and the street.

Structures built to the street lot line are exempt from the requirements of this subsection. Where there is more than one street lot line, only those frontages where the structure is built to the street lot line are exempt from the requirements of this paragraph. All street-facing elevations must comply with one of the following options:

3. Option 3: Hard-surface sidewalk extension. The area between the building and the street lot line must be hard-surfaced for use by pedestrians as an extension of the sidewalk:
  - a. The building walls may be set back no more than six (6) feet from the street lot line.
  - b. For each one-hundred (100) square feet of hard-surface area between the building and the street lot line at least one of the following amenities must be provided.
    - (1) A bench or other seating.
    - (2) A tree.
    - (3) A landscape planter.
    - (4) A drinking fountain.
    - (5) A kiosk.

Commented [JG3]: Revisit this list.

### Background

The amenities currently described for 3. Option 3: Hard-surface sidewalk extension for inclusion in private setbacks are not well-aligned with the physical and functional constraints of the allowed setback widths. Specifically:

- **Tree placement** requires adequate horizontal space from buildings to allow for healthy canopy and root growth, which is often not feasible within narrow private setbacks. Appropriate spacing and soil volume are better accommodated in the public right-of-way or landscape strips.
- **Drinking fountains** are more appropriate in the **public realm**, such as on sidewalks, plazas, or other publicly accessible open spaces, where they can serve a broader range of users and be maintained by the City or a public agency.

- **Kiosks and wayfinding signage** should be located in the **public right-of-way**, where visibility and accessibility to pedestrians are prioritized, and where their placement can be coordinated with the City's broader signage or branding strategy.

#### Proposed Modification

Eliminate elements that do not contribute to the hardscape setback area between the building and the sidewalk. Replace with entry features that are appropriately scaled to the setback area such as retail display, and bicycle parking.

### Amendment #5: Old Cannery Area Transparency Requirement

#### Division IX. HISTORIC RESOURCES

#### Chapter 16.162 OLD TOWN (OT) OVERLAY DISTRICT\*

#### 16.162.080 Standards for All Commercial, Institutional and Mixed-Use Structures in the Old Cannery Area.

- A. **Building Placement and the Street.** The purpose of this standard is to create an attractive area when commercial or mixed-use structures are set back from the property line. Landscaping, an arcade, or a hard-surfaced expansion of the pedestrian path must be provided between a structure and the street.

Structures built to the street lot line are exempt from the requirements of this subsection. Where there is more than one street lot line, only those frontages where the structure is built to the street lot line are exempt from the requirements of this paragraph. All street-facing elevations must comply with one of the following options:

- H. **Ground Floor Windows.** The purpose of this standard is to encourage interesting and active ground floor uses where activities within buildings have a positive connection to pedestrians in Old Town. All exterior walls on the ground level which face a street lot line, sidewalk, plaza or other public open space or right-of-way must meet the following standards:

1. Windows must be at least fifty percent (50%) of the length and twenty-five (25%) of the total ground-level wall area. Ground-level wall areas include all exterior wall areas up to nine (9) feet above the finished grade. This requirement does not apply to the walls of residential units or to parking structures when set back at least five (5) feet and landscaped to at least the Section 16.92.030C standard.

**Commented [J64]:** Should greater transparency be required for commercial use on the ground-floor?

#### Background

The Old Town Overlay Zone includes two subareas—Smockville and Old Cannery—that are intended to support a vibrant, pedestrian-friendly commercial environment. However, current zoning standards for ground-floor window transparency are inconsistent between these two districts:

- In the **Smockville District**, ground-floor transparency requirements are **75% of the wall area**.
- In the **Old Cannery area**, current standards require transparency for **50% of the façade length** and **25% of the total wall area** up to 9 feet above grade.

This discrepancy is especially problematic along **Pine Street**, which traverses both districts and serves as a primary commercial corridor in Old Town. Higher transparency requirements support:

- Greater visual connection between indoor and outdoor spaces;
- Enhanced safety and activity through passive surveillance;
- A more attractive pedestrian environment.

#### Proposed Modification

1. Storefront windows must be "transparent," with a minimum of 75% glazed surface area, including entry doors. **Ground-level wall areas include all exterior wall areas between two (2) feet and ten (10) feet up to nine (9) feet above the finished grade.** This requirement does not apply to the walls of residential units or to parking structures when set back at least five (5) feet and landscaped to at least the Section 16.92.030C standard.

**Commented [JG5]:** Consider using this standard for the Old Cannery Area

#### Key benefits:

- **Creates a Consistent Design Standard Across Old Town-** Aligns transparency requirements in both the Smockville and Old Cannery subareas to eliminate regulatory inconsistency along Pine Street and promote cohesive development.
- **Supports an Active and Inviting Pedestrian Environment-** A 75% transparency standard increases visibility into storefronts, enhancing walkability and creating a more engaging streetscape.
- **Reinforces Pine Street as a Primary Retail Corridor-** Ensures new development and infill along this signature street contribute to a continuous, high-quality retail edge, consistent with the long-term vision for Old Town.

## Amendment #6: Old Cannery Area Roof Requirement

### Division IX. HISTORIC RESOURCES

#### Chapter 16.162 OLD TOWN (OT) OVERLAY DISTRICT\*

#### 16.162.080 Standards for All Commercial, Institutional and Mixed-Use Structures in the Old Cannery Area.

- J. Roof. The purpose of this standard is to encourage traditional roof forms consistent with existing development patterns in Old Town. Roofs should have significant pitch, or if flat, be designed with a cornice or parapet. Buildings must have either:

1. A sloped roof with a pitch no flatter than 6/12; or

**Commented [JG6]:** Keep this for Old Cannery Area?

**Commented [JG7R6]:** Consider making roof allowance the same as Smockville.

2. A roof with a pitch of less than 6/12 and a cornice or parapet that meets the following:
  - a. There must be two parts to the cornice or parapet. The top part must project at least six (6) inches from the face of the building and be at least two (2) inches further from the face of the building than the bottom part of the cornice or parapet.
  - b. The height of the cornice or parapet is based on the height of the building as follows:
    - (1) Buildings sixteen (16) to twenty (20) feet in height must have a cornice or parapet at least twelve (12) inches high.
    - (2) Buildings greater than twenty (20) feet and less than thirty (30) feet in height must have a cornice or parapet at least eighteen (18) inches high.
    - (3) Buildings thirty (30) feet or greater in height must have a cornice or parapet at least twenty-four (24) inches high.

Commented [JG8]: Review with Ramin

### Background

Traditional styles like gable, mansard, and flat roofs with cornices or parapets contribute to the area's historic and pedestrian-friendly feel. A recent project has introduced single-slope (shed) roof, which appears out of scale and inconsistent with Old Town's architectural pattern. These designs have raised concerns from the City Council and community about compatibility and visual quality.

While current standards encourage traditional roof forms, they do not prohibit single-slope roofs or distinguish roof types by use. The proposed amendment addresses this gap by prohibiting single-slope roofs and reinforcing traditional forms appropriate to residential, commercial, and mixed-use buildings.

### Proposed Modification

- J. Roof. Roofs in Old Town consist of pitched roofs such as gable or mansard forms, as well as flat roofs with a cornice or parapet. The purpose of this standard is to reinforce these traditional roof types and ensure architectural consistency with Old Town's historic development pattern. To that end, single continuous slope (shed) roofs are not permitted.

Buildings must have one of the following roof forms:

1. A sloped roof with a pitch no flatter than 6:12 (i.e., six inches of vertical rise for every twelve inches of horizontal run). Gabled, hipped, or mansard roofs are acceptable.
2. A flat roof with a parapet or cornice that meets the following design standards:
  - a. The cornice or parapet must have two distinct parts:

- The top part must project at least six (6) inches from the face of the building;
  - The top part must project at least two (2) inches further than the bottom part.
- b. Minimum height of the cornice or parapet shall be based on the height of the building:
- (1) Buildings 16–20 feet tall: minimum 12 inches high
  - (2) Buildings >20 and <30 feet: minimum 18 inches high
  - (3) Buildings ≥30 feet: minimum 24 inches high
3. Allowed roof types by use:
- a. Residential buildings (including townhomes): may use gable, hipped, mansard, or flat roofs with a compliant cornice or parapet as described in subsection 2.
  - b. Commercial buildings: may use flat roofs with compliant cornices/parapets or sloped roof forms.
  - c. Mixed-use buildings: may use either gabled/mansard roofs or flat roofs with compliant cornices/parapets.
4. Prohibited roof forms: A single continuous slope (shed) roof is prohibited for all building types, including residential, commercial, and mixed-use.

#### Key Benefits

- **Preserves and Reinforces Old Town Character**– By requiring pitched roofs (gable or mansard) or flat roofs with architectural detailing, the amendment maintains the traditional roof forms already found in Old Town and prevents out-of-character contemporary forms like continuous single-slope (shed) roofs.
- **Improves Design Quality and Consistency**– Establishing clear roof type expectations across residential, commercial, and mixed-use buildings promotes cohesive architectural design and elevates the visual quality of the built environment.
- **Supports Pedestrian-Friendly Scale**– Roofs that incorporate eaves, parapets, or cornices provide human-scaled design elements that help visually terminate building facades and contribute to a comfortable and attractive street-level experience.
- **Prevents Low-Cost, Incompatible Development**– Prohibiting simple shed roofs reduces the risk of low-quality, box-like buildings that detract from the aesthetic value and long-term investment in Old Town.
- **Allows Flexibility While Maintaining Standards**– The code allows flat roofs across all building types (residential, commercial, and mixed-use) provided they are designed with appropriate parapets or cornices—offering design flexibility while ensuring compatibility.

- **Aligns with Community and Council Expectations-** Responds directly to community feedback and recent City Council concerns about townhome and mixed-use designs with uninterrupted shed roofs that lack visual interest or contextual fit.
- **Strengthens Future Development Outcomes-** Ensures that infill and redevelopment projects contribute positively to Old Town's identity and walkability, helping attract residents, businesses, and investment to the area.

## Amendment #7: Smockville District Transparency Requirement

### Division IX. HISTORIC RESOURCES

#### Chapter 16.162 OLD TOWN (OT) OVERLAY DISTRICT\*

##### 16.162.090 Old Town Smockville Design Standards

#### E. COMMERCIAL STRUCTURES:

The traditional commercial core area of Sherwood, including those properties in the Smockville Plat and First Addition Plat, reflect the historic character of the community as a small, agricultural service area. Buildings here have historically been of modest scale and construction, consistent with the community's vernacular design heritage. In order to maintain that basic character in the core the following standards govern all new commercial construction and remodeling projects requiring a structural building permit.

NOTE: The City encourages applicants to consider mixed-use projects. The following standards covering commercial structures shall apply for all mixed-use projects in the Old Town Smockville Area. The massing of a building includes its overall bulk, orientation, and placement on the site, forming the visual relationship between the building and its surroundings. Individual aspects of massing, particularly height, are subject to specific Standards below:

#### Commercial Standard 2: Openings

To maintain and insure a pedestrian-friendly scale within Sherwood's traditional commercial core, storefronts and upper facades shall reflect the following:

- Verticality: All facade window openings shall maintain a generally vertical proportion (1.5:1 height/width ratio or greater, i.e. a 24" wide window must be a minimum 36" tall). An exception to this standard is allowed for large fixed storefront windows. Transom panels, spanning the entire storefront glazed area, are encouraged. **Add language describing that transom windows should be located above the primary storefront windows or doors, spanning the width of the glazed storefront area to enhance vertical emphasis and natural light.**
- Transparency: Ground floor storefronts should be predominately "transparent," with a minimum of 75% glazed surface area, including entry

**Commented [JG9]:** Is this where we state that the transom window be located at the top of the opening?

doors. **Add language that clearly defines the area to be measured to meet the transparency requirement.**

**Commented [JG10]:** Consider using this standard for the Old Cannery Area and adding language on how to measure the requirement

## Background

Commercial Standard 2-Openings items a and b establishes requirements for storefront window design to maintain a pedestrian-friendly scale in Sherwood's traditional commercial core. However, the existing language lacks clarity in two key areas: the **placement and purpose of transom windows**, and the **specific area used to measure ground-floor transparency**. These omissions have created uncertainty during project review and made it difficult to ensure consistent application of the standard. The proposed changes provide clear definitions and guidance to better support high-quality, human-scaled storefront design that reflects Sherwood's historic character.

## Proposed Modification

Commercial Standard 2: Openings

To maintain and insure a pedestrian-friendly scale within Sherwood's traditional commercial core, storefronts and upper facades shall reflect the following:

- a. Verticality: All facade window openings shall maintain a generally vertical proportion (1.5:1 height/width ratio or greater, i.e. a 24" wide window must be a minimum 36" tall). An exception to this standard is allowed for large fixed storefront windows. Transom panels, spanning the entire storefront glazed area, are encouraged. **Transom window shall be located above the primary storefront windows or doors, spanning the width of the glazed storefront area to enhance vertical emphasis and natural light.**
- b. Transparency: Ground floor storefronts should be predominately "transparent," with a minimum of 75% glazed surface area, including entry doors. **Transparency shall be measured within the ground-floor wall zone between two (2) feet and ten (10) feet above finished grade along the street-facing façade. Glazing must be clear and non-reflective to count toward this requirement.**

## Key Benefits

- **Improves Clarity and Enforceability**-Defining the exact measurement area for transparency (2–10 feet above grade) eliminates ambiguity and ensures consistent application during design review and building permitting.
- **Encourages Traditional Storefront Patterns**- Specifying transom window placement at the top of the storefront reinforces historic main street design elements commonly found in Sherwood's traditional commercial buildings.
- **Enhances Daylight and Visual Interest**- Transom windows allow additional natural light into interiors and break up blank wall areas, creating a more dynamic and human-scaled façade.

## Amendment #8: Smockville District Roof Requirement

### Division IX. HISTORIC RESOURCES

#### Chapter 16.162 OLD TOWN (OT) OVERLAY DISTRICT\*

##### 16.162.090 Old Town Smockville Design Standards

###### Commercial Standard 7: Roof Forms

Traditional commercial roof forms, including flat, **single-slope**, or bowstring and other trussed roofs, are all typical of downtown Sherwood. Other roof forms, particularly gables, were screened from the public right-of-way.

- a. Gable, hipped or similar residential style roof forms are prohibited for commercial buildings unless screened from the public right-of-way by a parapet or false front facade. **Remove reference to parapet or false front facade.**
- b. Mansard-type projecting roof elements, other than small, pent elements of 6/12pitch or less that are incorporated into a cornice treatment, are prohibited for commercial buildings in the Old Town Area.

**Add a third element that prohibits single-slop roof forms.**

**Commented [JG11]:** Add C. single-slope roof forms are prohibited for commercial, residential, or mixed-use buildings.

#### Background

Community feedback and City Council concerns have highlighted a recent project with a **single-slope (shed) roof form that has been deemed** inconsistent with the desired character of Old Town Sherwood. The **continuous single-slope roofs** are perceived as visually monotonous, industrial in character, and incompatible with the historic, pedestrian-oriented fabric of Old Town. These roof types undermine the community's vision for a high-quality, historic downtown.

#### Proposed Modification

##### Commercial Standard 7: Roof Forms

Traditional commercial roof forms, including flat, single-slope, or bowstring and other trussed roofs, are all typical of downtown Sherwood. Other roof forms, particularly gables, were screened from the public right-of-way.

- a. Gable, hipped or similar residential style roof forms are prohibited for commercial buildings.
- b. Mansard-type projecting roof elements, other than small, pent elements of 6/12pitch or less that are incorporated into a cornice treatment, are prohibited for commercial buildings in the Old Town Area.
- c. Single-slope roof forms are prohibited for commercial or mixed-use commercial buildings

#### Key Benefits

- Clarifies that gable and hipped roofs are prohibited for commercial buildings in Old Town.

- **Removes exception when allowing parapets or false front facades** to screen prohibited roof forms.
- **Adds a new provision explicitly prohibiting single-slope roof forms** for both commercial and mixed-use commercial buildings.
- Ensures future development **aligns with Old Town's traditional architectural character**.
- **Responds directly to concerns raised by City Council and the community** about roof form compatibility.

## Amendment #9: Smockville District Exterior Materials Requirement

### Division IX. HISTORIC RESOURCES

#### Chapter 16.162 OLD TOWN (OT) OVERLAY DISTRICT\*

##### 16.162.090 Old Town Smockville Design Standards

###### Commercial Standard 8: Exterior Surface Materials

Exterior building materials shall be consistent with those traditionally used in commercial construction in Old Town Sherwood. These materials include but are not limited to:

- Horizontal wood siding, painted (concrete fiber cement siding, or manufactured wood-based materials are acceptable under this standard provided they present a smooth finished surface, not "rustic" wood grain pattern)
- True board and batten vertical wood siding, painted
- Brick: Traditional use of red brick laid in common bond is preferred. Rustic, split-faced or "Roman" brick may be appropriate for bulkheads or detail treatments but is prohibited as a primary building material. Highly decorative "washed", glazed, or molded brick forms are prohibited.
- Stucco (for foundations and decorative panels only)
- Poured concrete (painted or unpainted)
- Concrete block: Split faced concrete block is appropriate for foundations, bulkhead, or detail treatments but is prohibited as a primary building material. Smooth-faced Concrete Masonry Units (CMU) is prohibited when visible from the public right-of-way.
- Ceramic tile, as a detail treatment, particularly for use in bulkhead or storefront areas.

Use of the following exterior materials are specifically prohibited within the zone:

- Stucco, as a primary wall surface
- Stucco-clad foam (EIFS) and similar foam-based systems
- Standing seam metal sheet goods for siding or visible roofing
- T-111 or similar 4' × 8' sheet materials and plywood
- Horizontal metal or vinyl siding

- Metal/Glass curtain wall construction
- Plastic (vacuum-formed or sheetgoods)
- Faux stone (slumpstone, fake marble, cultured stone) and all similar stone veneer surface treatments with the exception of 10% of frontal area is allowed of a brick-type faux material. **Remove exception to ensure no faux or similar veneer surface treatment area allowed**
- Shingle siding, log construction, fake "rustic" wood, pecky cedar and similar products designed to create a "Frontier" era effect.

**Commented [JG12]:** Suggest removing this from the standard.

### Background

Commercial Standard 8 currently allows brick-type faux materials on up to 10% of a building façade. This exception is not consistent with the historic character of Old Town, where authentic materials are typical. A clear prohibition on faux materials is needed to ensure new development complements the area's traditional architectural quality..

### Proposed Modification

Commercial Standard 8: Exterior Surface Materials, change bullet 8 to remove "exception" and to read as follows:

Use of the following exterior materials are specifically prohibited within the zone:

- Faux stone (slumpstone, fake marble, cultured stone) and all similar stone veneer surface treatments.

### Key Benefits

- The change ensures that new buildings use authentic, durable materials that reflect the historic quality and character of Old Town, resulting in higher design integrity and long-term visual consistency with surrounding historic structures.

### Next Steps

Staff recommends the Planning Commission review the proposed zoning modifications and provide feedback or direction. If supported, staff will prepare a formal code amendment for public hearing and potential recommendation to City Council.



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# MEMORANDUM (DRAFT)

## Sherwood Old Town Strategic Plan

To: Sean Conrad (City of Sherwood); Eric Rutledge (COS)

From: Jason Graf, (First Forty Feet); Tyler Sauter, (FFF); Sijin Sun, (FFF)

Date: June 25, 2025

Subject: Considerations for a Local Improvement District to finance key infrastructure improvements to stimulate Old Town investment.

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## Funding Old Town Infrastructure Improvements

The Strategic Action Plan is founded on the principle that targeted City investments in key infrastructure can catalyze both immediate and sustained private investment along the **Pine Street** and **Columbia Street** corridors. Vacant and underutilized sites along these vital streets present significant opportunities for new businesses that will enhance Old Town's mix of retail, dining, commercial, entertainment, arts, and cultural offerings—elements that attract people to the area. Additionally, introducing diverse housing options supports a more active Old Town environment and caters to the local demographic, including an aging population and empty nesters.

These infrastructure improvements aim to complete the “curbless” street design of Pine Street, reinforcing its role as a signature accessway and creating a clearly defined beginning, middle, and end to this important street. Furthermore, extending Columbia Street to the Oregon Street intersection will establish a new “front door” to Old Town, enhancing visibility and access while unlocking development potential on currently isolated sites.

With the sunset of the Old Town Urban Renewal District, funding for infrastructure is limited. Existing capital funds are allocated to other essential City projects. Consequently, a dedicated funding source is necessary to support the planning, design, and construction of these critical infrastructure projects.

The following outlines a recommendation for creating a Local Improvement District (LID) in Old Town, detailing the methods and steps required to establish and implement the district.

To support the funding of critical infrastructure improvements along Pine Street and Columbia Street in Sherwood's Old Town, establishing a Local Improvement District coupled with the State of Oregon Vertical Housing designation has been identified for consideration by city staff and decision-makers.

To pursue financing for infrastructure in Old Town Sherwood through a **Local Improvement District (LID)** and the **State of Oregon Vertical Housing Development Zone (VHDZ)** program, the City must undertake distinct but potentially complementary processes. The following is an overview of the steps involved in setting up each:

## How the LID and VHDZ Can Work Together

- The LID provides a financing mechanism to build public infrastructure.

- The VHDZ provides a tax incentive for developers to invest in vertical, mixed-use housing, improving project feasibility.
- Used together, these tools can help finance public improvements and attract private development to Old Town.

## Steps to Establish an LID zone and VHDZ designation

### 1. Local Improvement District (LID)

An LID is a financing tool that allows a municipality to assess property owners for the cost of infrastructure improvements that directly benefit their properties.

#### Steps to Establish an LID in Oregon (including Sherwood):

##### 1.1 Feasibility and Outreach

- Identify the project scope, costs, and boundaries.
- Determine the benefit to individual properties.
- Conduct preliminary outreach with affected property owners to assess interest and willingness to participate.

##### 1.2 Council Resolution of Intent

- Prepare a Resolution of Intent to form the LID and hold a public hearing.
- Include estimated costs, boundaries, proposed assessments, and project scope.
- Notify all affected property owners.

##### 1.3 Public Hearing and Protest Period

- Hold a public hearing before the City Council.
- Property owners may object; a project can be stopped if a majority of affected owners representing more than 50% of the assessed value object (depending on Sherwood's municipal code and LID policy).

##### 1.4 Council Formation of LID

- If the protest threshold is not met, the Council can adopt a resolution to formally create the LID.
- Include final project scope, cost sharing, financing terms, and assessment methodology.

##### 1.5 Project Delivery

- Proceed with design, engineering, and construction.
- Finance the project via City-issued LID bonds or interim financing.

##### 1.6 Final Assessment and Repayment

- Upon project completion, finalize costs and assess properties.

- Property owners may pay assessments upfront or over time (e.g., 10–20 years) with interest.

#### References:

- Sherwood's Municipal Code Title 13 (if applicable)
- Oregon Revised Statutes Chapter 223 – Local Improvements and Assessments
- Example: Portland's LID process overview

## 2. Vertical Housing Development Zone (VHDZ) Program

The State of Oregon VHDZ program provides property tax exemptions for qualifying mixed-use developments in designated areas to encourage vertical (multi-story) housing in urban areas.

### Steps to Designate a VHDZ:

#### 2.1 Identify Eligible Area

- VHDZs can be designated in areas zoned for mixed-use or residential development within urban growth boundaries.
- Old Town Sherwood likely qualifies if zoning supports mixed-use.

#### 2.2 Adopt a Local Ordinance

- The City must adopt a local ordinance designating the VHDZ area.
- Include a legal description and map of the zone.
- Hold public hearings and gain Council approval.

#### 2.3 Notify the Oregon Housing and Community Services (OHCS) Department

- Submit the VHDZ designation with a certified copy of the ordinance, boundary map, and legal description to OHCS.

#### 2.4 Property Owner Application Process

- Developers must apply to OHCS to receive the exemption after building in a designated VHDZ.
- The exemption applies to the improvement (building) value, not the land, and can last up to 10 years.
- Tax exemption scales with the number of residential stories: 1 story = 20%, 2 stories = 40%, up to 80% for 4+ stories. Up to 100% is possible with affordable housing.

#### References:

- Oregon Housing and Community Services VHDZ Program Guide
- Oregon Revised Statutes § 307.841–307.867

## How LID Boundaries Are Identified

### Primary Considerations:

#### 1. Extent of the Infrastructure Project

- The boundary generally includes parcels adjacent to or near the improvement (e.g., street reconstruction, new sidewalk, lighting).
- It often mirrors the limits of the physical improvement, but can extend beyond it if benefits (e.g., improved access, drainage, aesthetics) reach further.

#### 2. Special vs. General Benefit

- The key legal and financial principle is special benefit—only properties receiving a special (i.e., above general public) benefit can be assessed.
- "General benefits" to the community at large (e.g., regional traffic flow) cannot be included in the assessment calculation.

#### 3. Measurable Impact

- The City may evaluate changes in access, safety, aesthetics, utility connections, or expected property value increases.
- Cities sometimes use property appraisal data, benefit zones, or engineering judgment to define this.

#### 4. Contiguity and Fairness

- The boundary must be contiguous and justifiable in terms of benefit distribution.
- Avoid including properties that do not receive a proportional benefit, as they may have legal grounds to protest or appeal.

## Typical Methods for Defining Boundaries

1. **Frontage-based:** All parcels that front the improvement.
2. **Area-based or Proximity-based:** Includes parcels within a defined radius (e.g., 200 feet) of the improvement.
3. **Access improvement-based:** Parcels gaining new or safer access from the project.
4. **Hybrid models:** Mix of frontage and proximity.

## City-Owned Properties Included in an LID

- The City, like any other property owner, **can be assessed** for its share of costs if its property receives a **special benefit** from the project.
- City participation must be **accounted for in the LID financing plan**—either through General Fund, Capital Improvement funds, or another internal source.

- If the City chooses **not to assess itself**, the cost share may shift to private property owners, which could raise fairness concerns.

### ***Practical and Legal Considerations***

#### **Assessment and Benefit**

- The City must objectively determine whether its parcels receive a **special (not general) benefit**—e.g., does the infrastructure:
  - Improve access to a city facility?
  - Increase developability or value?
  - Enhance stormwater or utility service to that parcel?

If yes, the parcel should be assessed like any other.

### ***Impact on Protest Thresholds***

- Oregon law generally allows LID formation to be blocked if a majority of owners representing more than 50% of the assessed value object.
- If the City is the majority landholder in the LID boundary:
  - Its decision to support or oppose the LID may effectively determine the outcome.
  - Politically, this can look like the City is “voting to tax itself and others,” so transparency is essential.

### ***Policy Options for City-Owned Property in the LID***

- a. **Full Participation**
  - City includes its properties and pays its assessed share.
  - Demonstrates commitment and fairness to private owners.
  - Helps build political and community support.
- b. **Partial or Waived Participation**
  - City may choose to subsidize its share from other funds (e.g., ARPA, General Fund).
  - If the City waives its share, the cost must be redistributed—which may increase opposition.
- c. **Contribution Outside the LID**
  - City could contribute a flat amount or cover specific public elements (e.g., lighting or landscaping) outside the LID assessments.

### ***Potential Steps for Sherwood***

- a. **Identify all City-owned parcels in the potential LID boundary.**
- b. **Assess whether they receive special benefit.**

- c. **Decide (and document) whether to assess or subsidize those parcels.**
- d. **Be transparent with stakeholders**—city participation often improves perception of fairness and builds confidence in the process.

## Recommendations for an Old Town Local Improvement District

There is **precedent and a solid policy rationale** for including the **entire Old Town district** (or a defined core area of it) within the LID boundary for infrastructure improvements to **Columbia Street and Pine Street**, in particular because these streets:

- Serve as **primary access corridors** to the district, and
- Provide **district-wide benefits** that enhance commercial viability, visibility, circulation, and investment readiness.

This approach has been used in multiple Oregon cities and elsewhere when:

- A small number of key infrastructure investments catalyze benefits across a larger area.
- Public funding is unavailable or insufficient.
- A district-wide benefit is clear even if the improvement is localized.

### *Precedent and Policy Justification for District-Wide LID Boundaries*

#### 1. Primary Access = Shared Benefit

- Streets like **Pine and Columbia** are the **main public access and circulation spine** for all Old Town businesses, regardless of whether a business fronts the improvement.
- Improving these corridors benefits *all* businesses via:
  - Better traffic flow
  - Enhanced pedestrian access and safety
  - Public realm cohesion
  - Increased visibility and attractiveness of Old Town as a whole

#### 2. District-Wide Identity and Economic Impact

- These projects may not just serve adjacent parcels—they are placemaking and branding projects that make the entire district more marketable and functional.
- As a result, even side street or alley-fronting businesses benefit from increased foot traffic and reinvestment interest.

#### 3. Precedent in Other Oregon Cities

- McMinnville, Astoria, Bend, and Springfield have used LIDs to fund "gateway" or "main street" infrastructure projects with district-wide boundaries.
- Example: McMinnville's Alpine Avenue project used an LID to improve a few blocks, but assessed a broader area based on district benefit.

- Portland has also applied this principle for Green Streets and Main Street reconstructions, assessing broader areas due to access and stormwater benefit.

#### 4. No Urban Renewal = Need for Broader Cost Sharing

- The inability to use Urban Renewal today creates a gap that broader LID boundaries can fill.
- Including the whole district ensures future beneficiaries contribute to infrastructure that supports long-term value and business attraction.

### *Considerations for a District-Wide LID*

- **Special Benefit must be demonstrated**—this can be documented with:
  - Access and circulation maps
  - Market/economic analyses showing increased value or activity
  - Pedestrian counts or delivery access analysis
- **Tiered Assessments** are essential for fairness:
  - Directly abutting properties = higher share
  - Indirect beneficiaries (within 1–2 blocks) = reduced share
  - Use property class, square footage, or frontage to differentiate tiers
- **Political Strategy:**
  - Broad boundaries can reduce individual assessments, but increase number of participants.
  - Early outreach and transparency are critical to avoid opposition.

### *Recommendation for Sherwood*

Consider including the **entire core of Old Town** in a unified LID for the Columbia and Pine Street improvements, based on:

1. **Primary access** role of both streets
2. **District-wide benefit** to business visibility, foot traffic, and reinvestment
3. **Equity in cost sharing** given historic Urban Renewal funding
4. **Strategic consolidation** of small improvements into one cohesive LID effort

## Benefits of Local Improvement District and Tiered Assessment

The following is a rationale for tiered assessment and benefits of LID implementation.

### ***Rationale for a Tiered Assessment Approach:***

1. **Direct Benefit Zone (Tier 1):**
  - Properties directly adjacent to the planned improvements on Pine Street and Columbia Street.
  - These parcels will experience immediate enhancements in accessibility, aesthetics, and infrastructure, directly increasing their value and attractiveness for development.
2. **Secondary Benefit Zone (Tier 2):**
  - Properties within a defined proximity to the primary improvement areas.
  - These areas will benefit from improved connectivity and increased foot traffic, indirectly boosting their potential for investment and development.
3. **General Benefit Zone (Tier 3):**
  - The broader Old Town district that, while not in immediate proximity, will experience overall economic and social uplift from the revitalization efforts.

### ***Benefits of the LID Implementation:***

1. **Stimulating Private Investment:**
  - Enhanced infrastructure will make Old Town more attractive to investors and developers, leading to the establishment of new businesses and housing options.
2. **Optimizing Underutilized Properties:**
  - Vacant and underused parcels, especially those owned by the city, can be transformed into productive assets, contributing to the local economy.
3. **Sustainable Funding Mechanism:**
  - With the sunset of the Old Town Urban Renewal District, the LID provides an alternative funding source dedicated to the area's development needs.
4. **Equitable Cost Distribution:**
  - A tiered assessment ensures that property owners contribute in proportion to the benefits they receive, promoting fairness and community support.

## **Proposed Old Town Sherwood Local Improvement District (LID) Boundary and Tiered Assessment Strategy**

The following outlines a proposed boundary and benefit-tier framework for establishing a Local Improvement District (LID) in Old Town Sherwood. This framework aims to equitably distribute the costs of infrastructure improvements along NW Pine Street and the extension of SW Columbia Street among properties that directly or indirectly benefit from enhanced access, circulation, and streetscape enhancements.

## ***Background***

The City of Sherwood is advancing a Strategic Action Plan for Old Town that prioritizes two key infrastructure projects:

1. **NW Pine Street Reconstruction**

Full right-of-way reconstruction (roadway, sidewalks, stormwater, lighting, utility undergrounding) from SW 1st Street to SW 3rd Street, completing the curbless street design started under the now-retired Urban Renewal District.

2. **SW Columbia Street Extension**

New roadway segment from SW Highland Drive to SW Oregon Street, improving access to Old Town from the west and southwest and establishing a secondary gateway.

These corridors provide **primary vehicular and pedestrian access** to Old Town's businesses and are essential for the district's functionality, identity, and reinvestment potential.

## ***Proposed LID Boundary***

The proposed LID would include **all properties within the historic Old Town Overlay district**, defined by the following limits:

- North: NW 3rd Street
- South: SW Oregon Street
- East: SW 1st Street
- West: SW Highland Drive

This boundary encompasses the Pine Street corridor, the proposed Columbia Street extension, and the blocks of commercial and mixed-use properties that rely on these streets for access and economic vitality.

## ***Tiered Benefit Structure***

A three-tier structure is proposed based on proximity to the improvements and the degree of special benefit received:

### **Tier 1 – Direct Frontage**

- Properties directly abutting the Pine Street reconstruction (1st to 3rd) or the new Columbia Street extension.
- Receive full benefit from new access, aesthetic, and utility improvements.
- Assessment Level: 100%

### **Tier 2 – Adjacent Block Access**

- Properties within 1 block of Pine or Columbia that gain indirect access, parking, loading, and connectivity benefits.
- Assessment Level: 50–75%, based on detailed proximity and function (e.g., deliveries, foot traffic)

### **Tier 3 – District-Wide Benefit**

- Properties within the Old Town core that rely on Pine or Columbia for customer or delivery access, circulation, and district visibility.
- Receive shared benefit from enhanced image, walkability, and investment climate.
- Assessment Level: 25–40%

### ***Next Steps***

- Confirm exact project scopes and cost estimates
- Conduct benefit analysis (using engineering and market analysis if needed)
- Refine parcel list and tier assignments
- Conduct outreach with Old Town property owners to preview boundary and benefit logic
- Prepare formal LID formation documents

## **LID and VHDZ Implementation Process and Timeline**

To support infrastructure improvements along Pine Street and Columbia Street in Sherwood's Old Town, the City can implement a Local Improvement District (LID) and designate a Vertical Housing Development Zone (VHDZ). This dual approach aims to stimulate private investment, revitalize underutilized properties, and enhance the area's economic vitality. Below is a proposed implementation process and timeline:

### ***Phase 1: Initiation and Planning (Months 1–3)***

- **Preliminary Assessment:**
  - Identify the specific infrastructure needs along Pine and Columbia Streets.
  - Evaluate the potential benefits and impacts of the proposed improvements on surrounding properties.
- **Stakeholder Engagement:**
  - Conduct meetings with property owners, business leaders, and community members to gather input and build support.
  - Discuss the concept of a tiered assessment approach based on proximity and benefit levels.
- **Feasibility Study:**
  - Analyze the financial viability of the LID and VHDZ, considering projected costs, funding sources, and anticipated revenues.
  - Assess the legal and regulatory requirements for establishing both districts.

## ***Phase 2: Design and Proposal Development (Months 4–6)***

- **Engineer's Report:**
  - Prepare a detailed report outlining the scope of work, cost estimates, and the proposed method for assessing properties within the LID.
  - Define the boundaries of the LID and categorize properties into tiers based on benefit levels.
- **VHDZ Proposal:**
  - Draft a proposal for the VHDZ, specifying the area to be designated and the criteria for project eligibility.
  - Include an analysis of potential displacement effects and strategies to mitigate them.
- **Public Notification:**
  - Inform affected property owners and local taxing districts about the proposed LID and VHDZ.
  - Provide details on the benefits, obligations, and opportunities associated with participation.

## ***Phase 3: Review and Approval (Months 7–9)***

- **Public Hearings:**
  - Hold formal hearings to present the LID and VHDZ proposals, allowing stakeholders to express support or concerns.
  - Address feedback and make necessary adjustments to the proposals.
- **Council Deliberation:**
  - City Council reviews the final proposals, considering public input and staff recommendations.
  - Vote on ordinances to establish the LID and designate the VHDZ.
- **Notification of Adoption:**
  - Officially notify all stakeholders of the adoption of the LID and VHDZ, including details on implementation timelines and next steps.

## ***Phase 4: Implementation (Months 10–18)***

- **Project Design and Bidding:**
  - Develop detailed engineering designs for the infrastructure improvements.
  - Solicit bids from contractors and select qualified firms to execute the projects.
- **Construction:**

- Commence construction activities, ensuring minimal disruption to existing businesses and residents.
- Monitor progress and maintain communication with stakeholders throughout the process.
- **VHDZ Activation:**
  - Begin accepting applications for development projects within the VHDZ.
  - Provide guidance to developers on the benefits and requirements of participating in the program.

### ***Phase 5: Evaluation and Adjustment (Months 19–24)***

- **Project Completion:**
  - Finalize construction and conduct inspections to ensure compliance with project specifications.
  - Address any deficiencies or outstanding issues.
- **Assessment and Feedback:**
  - Evaluate the effectiveness of the LID and VHDZ in achieving desired outcomes.
  - Gather feedback from stakeholders to inform future initiatives.
- **Ongoing Management:**
  - Establish mechanisms for the continued administration of the LID and VHDZ, including maintenance, monitoring, and potential expansion.



Planning  
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# MEMORANDUM

## City of Sherwood Council Old Town Strategic Plan Meeting – Briefing Memo

To: Eric Rutledge (COS); Sean Conrad (City of Sherwood)

From: Jason Graf, (First Forty Feet); Will Grimm, Ramin Rizvani

Date: November 4, 2025

Subject: Development Approach Options – City-Owned Property in Old Town

### Purpose

The purpose of this briefing memo is to summarize the advantages and disadvantages of two alternative approaches for initiating development of a Parcel D, a City-owned parcel in the Old Town/Cannery District:

1. **Issuing a Developer Offering (RFP or RFQ)**, as recommended by Leland Consulting Group in the *Old Town Development Strategy Memo (May 2025)*; and
2. **Retaining City ownership as the long-term owner-operator**, as an alternative option

### Background

The City owns a small parcel adjacent to the Sherwood Center for the Arts, identified in the *Old Town Development Strategy Memo* as a catalytic opportunity for new retail or restaurant space. Leland Consulting Group recommends that the City issue a **competitive developer offering** to attract private proposals that meet City goals for design quality and use. Another option is **City retention of the property**, maintaining public ownership and control over its long-term use and operation.

### Option 1: Developer Offering (RFP/RFQ Process)

Under this approach, the City would issue a Request for Proposals (RFP) or Request for Qualifications (RFQ) to solicit a private development partner. The selected developer would design, finance, construct, and operate the project—either through purchase of the property or a long-term ground lease.

#### Pros:

- Leverages private capital and expertise; limits City financial exposure.
- Accelerates implementation once developer selection and agreements are complete.
- Generates near-term revenue (via sale) or steady income (via ground lease).

- Allows the City to define desired uses, design standards, and community benefits in binding agreements.
- Encourages creative, market-responsive design solutions through competition.

Cons:

- Sale reduces long-term City control and potential future appreciation.
- Ground leases are less attractive to developers and may reduce project feasibility.
- Requires upfront staff and consultant time to prepare and manage the offering.
- Public influence over operations and tenantry is indirect once development is complete.

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**Option 2: City Retention and Long-Term Ownership/Operation**

Under this model, the City retains ownership of the parcel, finances or partners to construct improvements, and either leases space to tenants or manages operations directly.

Pros:

- Maintains full public control over design, use, and tenant mix.
- Allows the City to prioritize community-serving uses or local businesses.
- Offers long-term potential for steady lease or operating revenue.
- Demonstrates civic leadership and visible investment in Old Town’s revitalization.

Cons:

- Requires significant upfront public investment and financing capacity.
- City assumes development, maintenance, and operational risk.
- May extend the project timeline due to public procurement and management processes.
- Lacks private-sector innovation and market-tested financial discipline.

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**Summary Comparison**

Dimension	Developer Offering (RFP/RFQ)	City Retention / Owner-Operator
Control	Moderate to High (via agreements)	Full and ongoing

Dimension	Developer Offering (RFP/RFQ)	City Retention / Owner- Operator
Financial Risk	Low to Moderate	High
Upfront City Cost	Low	High
Revenue Timing	Near-term (sale) or steady (lease)	Long-term, incremental
Implementation Speed	Faster	Slower
Market Responsiveness	High	Moderate
Alignment with Civic Objectives	Moderate to High	Very High

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### Next Steps

Staff seeks Council direction on the preferred approach to advancing the site's development.

If the Council supports issuing a **developer offering**, staff would prepare draft RFP materials consistent with the Leland memo and return to Council for approval.

If the Council prefers **City retention**, staff would evaluate potential partnership, design, and financing models to deliver the project under public ownership.

# Sherwood Old Town Strategic Action Plan

## IMPLEMENTATION – PRIORITY/CATALYST PROJECTS

**Date** May 30, 2025, revised November 19, 2025  
**To** City of Sherwood  
**From** Chris Zahas and David Fiske, Leland Consulting Group (Edited by First Forty Feet)  
**CC** Will Grimm and Jason Graf, First Forty Feet

### Introduction

In the summer of 2024, the City of Sherwood engaged a consultant team led by First Forty Feet (FFF) to assist in the production of a strategic action plan to promote the ongoing revitalization of Sherwood's Old Town. Following extensive outreach with main street businesses, a project advisory committee, City staff, elected officials, and the community at large, the consultant team is now preparing a road map with actionable steps focused on catalytic redevelopment within a 5-year timeframe.

Leland Consulting Group (Leland), acting as subconsultants to FFF, has provided the following memo to highlight potential action steps for two city owned sites at the southeastern portion of Old Town. Prioritized through discussions with City Council, the two sites known as the "Arts Center Lot" and "Public Works Site" represent a major opportunity for the City to catalyze future development at the southeastern terminus of Old Town while maintaining important controls and establishing new standards of quality in design and development in the area.

The remainder of this memo will detail a potential high-level development strategy for these two sites, and will include:

- Site Description
- Recommended Program
- Development Strategy
- Level of Investment
- Timing
- Action Steps

### Arts Center Lot ("Site D")

#### Site Description

A 5,320-square foot gravel lot owned by the City directly adjacent to the Sherwood Center for the Arts. Located where Pine and Columbia streets intersect, the site is in a prime location to add another complementary use to the Arts Center, Cooper Mountain Ale Works, and Cannery Square across the street.



Source: First Forty Feet

### Recommended Program

The size and location of the site lends itself to **single-story retail or restaurant space with active street frontage**. Due to parking constraints, economic and market feasibility considerations, and the lack of depth on the site, neither housing nor office are seen as a viable use. Introducing a high-quality retail frontage in this location will act as another draw for residents and visitors at the southeastern edge of Old Town, further activating Cannery Square and the adjoining Center for the Arts.

City ownership of the site will allow the City to direct the design and quality of development, and the City should emphasize factors that will ensure a signature building that is optimized for retail success. This would include high ceilings, significant window transparency on the primary frontage, and back-of-house operations located at the portion of the lot furthest away from the frontage and Arts Center entrance. See Figure 1 below for an example of the proposed style of single-story retail.

### Development Strategy Options

The following are two potential options for redevelopment of the Arts Center Lot (Site D) that consider a developer offering for private development or a City build, own and operated approach.

Figure 1 Example of single-story restaurant with high-ceiling, high-transparency design



Source: Google Earth; Yama Sushi & Izakaya, Portland, OR

### Development Strategy- Developer Offering Option

- **Developer Selection:** The City should undertake a **development offering** to solicit interested buyers from the private market.
  - A development offering allows the City to articulate desired uses and design requirements for the site and dictate the terms on which they evaluate interested buyers, effectively setting the table for future negotiations.
  - Interested developers must respond with a proposal that includes price, proposed program, financials, and credentials to execute the project.
  - The City should seek a development partner to purchase the site and own and operate the retail building. The City may also consider a long-term ground lease instead, where the City retains ownership of the land and receives annual lease payments. Ground leases are typically for 50 or more years plus extensions. However, ground leases are less desirable for developers, are more difficult to finance, and will result in a lower price to the City, all else being equal.
  - Given the small size of the parcel, it is assumed the development will utilize the Center for the Arts parking lot as well as on-street parking.
- **Development Agreements & Negotiation:** Once a preferred developer has been selected, the City will enter into negotiations with the developer to agree upon purchase and sale terms.
  - Memorandum of understanding (MOU) is a common first step following developer selection, incorporating a broad outline of a deal structure. While typically nonbinding, an MOU provides

enough certainty for both parties to begin the more expensive process of negotiations, architectural design, and financing. For a small site such as this, an MOU might not be necessary, and the City and developer can move directly to the next steps.

- Development and disposition agreement (DDA) or purchase and sale agreement (PSA) will be the primary legal document that executes the terms of the sale and conveys the property to the developer. This document will specify the terms of the conveyance, such as design and use requirements, parking agreements, entitlements, timeline of project completion, remedies for nonperformance, termination clauses or mechanisms of resolving any dispute, and any other specifications determined throughout the negotiation process. For a site of this size, this process may take up to six months to complete, which should include time for the buyer to develop architectural plans.
- Clawback terms or a first right of refusal may be part of the DDA/PSA terms. The City may wish to include terms by which the City can 'claw back' ownership of the property if the developer does not meet other terms of the agreement. The City may also wish to include a first right of refusal as a deed restriction to give the City the opportunity to purchase the property if it is ever sold again in the future.

## Level of Investment

The table below estimates the level of new investment through construction that would result from the development of a single-level retail pad on the Arts Center site.

Retail Square Footage	Cost of Construction per Square Foot	Total Estimated Value of Investment
5,000	\$315*	\$1,575,000

*\*Based on conservative estimate of construction costs for similar projects in the Portland-metro*

## Timing

This site is ready for development, and there is adequate market support for the small amount of retail that this project would add to the downtown marketplace. The City can begin the development offering process as soon as it is ready.

## Action Steps

Action Step	Timing
Finalize vision and desired terms for a development offering	ASAP
Draft and release development offering for bid	Fall 2026

Evaluate developer proposals	Fall 2026
Development agreement negotiations (MOU, DDA/PSA)	Winter / Spring 2027
Execute agreement	Spring 2027
Development begins	Spring / Summer 2027

### Development Strategy- City Builds, Owns, and Operates Option

- **Contract for Development Feasibility Study:** Procure a qualified consultant (or consultant team) to complete a feasibility study that includes:
  - Program confirmation: preferred uses (e.g., retail/restaurant pad and/or mixed-use option), target square footage, tenancy assumptions, and operational needs.
  - Site planning & design parameters: massing, frontage activation, access, service/loading, and compatibility with Old Town character.
  - Market and financial feasibility: demand, achievable rents/leases, pro forma, public return, lifecycle/operating costs, and risk analysis.
  - Delivery approach: recommended procurement pathway (design-bid-build, design-build, CM/GC, or DDA-style development services with City ownership).
  - Parking and access strategy: confirm shared use of the Center for the Arts lot and on-street parking.
  - Implementation plan: cost estimate, schedule, phasing, and required entitlements.
- **Select Development Team (Qualifications-Based):** Issue an RFQ/RFP and select a design and construction team. The City may procure design first and contractor second, or procure a combined design-build/CM-GC team, depending on feasibility findings.
- **Negotiate and Execute City-Led Agreements:** execute City-led contracts that secure scope, cost, and performance for a City-owned asset. This includes agreements with the architect/engineer and construction team (and, if needed, a developer-advisor), with provisions that set final program and design standards, lock in pricing and milestones, control changes, and protect the City through clear remedies and approval points..

### Level of Investment-Arts

The table below estimates the level of new investment through construction that would result from the development of a single-level retail pad on the Arts Center site.

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Public Works Site (“Site G” & “Site H”)

Site Description

A total of 4.58 acres across 7 parcels, this site consists of largely vacant land that is being partially used for storage and staging by Public Works. With potential for future redevelopment of the Public Works site directly adjacent to these parcels, and improved connectivity in becoming a major gateway into Old Town if the proposed SW Columbia Street extension is completed, this site represents the most significant opportunity to add walkable, mixed-use development into Old Town.

Commented [DF1]: Please verify, based on FFF maps



Source: First Forty Feet

## Recommended Program

Adding more residents will help drive activity to Old Town public spaces, events and businesses, and as a City-owned site, Public Works offers the best opportunity for the City to catalyze development of new housing within Old Town. Particularly if Columbia Street is extended to Oregon Street, improving circulation and access, this area will be prime for new residential development. Therefore, it is recommended that the majority of the site be reserved for a diversity of medium- to high-density housing.

In addition, between one and two acres of Site G directly adjacent to and northeast of Cannery Square is recommended as a boutique hotel. Its unique location on the Square and easy walkability to Old Town restaurants and services make it an ideal location for a hotel unlike any in Sherwood. A boutique hotel of approximately 75 rooms would be able to serve multiple customer segments including nearby businesses, visiting friends and family of Sherwood residents, and tourists looking for a convenient jumping off point to wine country.

## Development Strategy

The size and existing uses of the Public Works site makes it far more complex than the Arts Center site. Additionally, current market conditions are unlikely to support market-rate housing or hotel development in the immediate term (largely due to rising construction costs and high interest rates). Unless the City is interested in developing affordable housing on the site (the only type of housing development penciling for most developers currently due to the availability of affordable housing subsidies), it is best to wait for the market to improve before moving forward. Even so, the proposed development strategy outlined below remains sound for when market conditions improve.

- **Visioning & Design:** While waiting for the market to improve, the City should undertake a more detailed visioning and design process for the Public Works site. By establishing a more specific vision for the area, the City will be better informed when soliciting development proposals in later stages. The visioning and design process would require the assistance of a design-led consultant team to evaluate the physical and market opportunities and constraints of the site and to develop more specific program ideas such as the type of housing, affordability targets, financial feasibility, and other details. In particular, deeper market research into the feasibility of a boutique hotel is needed, helping to determine what size and concept would work best at this location. The process should also include outreach to the local/regional development community, which would help test the feasibility of ideas while also having the added benefit of pre-marketing the site and generating interest, while also helping to determine the ideal form of development offering (see below).

This more detailed design process can also include considerations about the relocation of Public Works, or strategies to reduce their footprint on the site, the timing of which will determine development potential and phasing of the site. For example, the site directly adjacent to Cannery Square is not big enough to accommodate a hotel, and doing so will likely require using some portion of the Public Works staging area currently occupied today. In addition to the Public Works site, the City may also want to incorporate the adjacent sites to the south (E and F within project documents) into the detailed design process and future development offering.

- **Development Offering & Developer Selection:** Similar to the development offering outlined above, the City should seek a development partner(s) through a competitive process. However, due to the size and potential phasing of the site, this may take the form of multiple requests for qualifications (RFQs), and the City may end up partnering with multiple developers.

- Depending on the outcomes of visioning and design, the City may want to pursue various options in phasing the development offering. These may include:
  - Boutique hotel site next to Cannery Square as an initial offering
  - Waiting for the market to improve and include the entire program of hotel and residential development in a larger offering
  - If further market research determines a boutique hotel offering is unlikely to solicit developer response, the City may convert the entire program to housing and pursue a development an exclusively residential offering.
- An RFQ process will allow the City to cast the widest net possible for the site. As opposed to an RFP, the RFQ should not require the developer to submit detailed drawings of the proposed project or make a price proposal for a land purchase. Instead, the City will select a partner based on their developer's demonstrated track record of successfully building similar urban projects, combined with their expressed vision for the site. Once a preferred developer has been selected, the City would enter into a public-private partnership with the developer to refine the vision and design the project in sufficient detail to arrive at a price and transaction terms. At a minimum, the RFQ should ask for:
  - Firm profile
  - Resumes of principals
  - Project examples
  - References
  - Financial capacity
  - Project vision
- RFQ evaluation should be informed by criteria developed during the preliminary visioning and design process. After evaluating initial proposals, the City may invite one or more submitters to present their qualifications in person, and the City may request additional information to assist in the decision making.
- An optional modification to the selection process would be to conduct a two-step selection process whereby a short list of finalists is developed from the RFQ and no more than three respondents (and ideally only two) are invited to prepare a full proposal complete with architectural drawings, a phasing and financing plan, a purchase price, and pricing terms.
- **Development Agreements & Negotiations:** Once a preferred developer is selected, the process of negotiation will begin much in the same way as outlined above for the Arts Center site. However, due to the nature of the Public Works site, it is likely the negotiation phase will be much longer, incorporating many additional terms and conditions, including potential public-private partnership terms.
  - Similar to the Cannery Row project, this project will likely include some form of public-private partnership to support successful development. This may take the form of public investment in infrastructure, particularly if the development is contingent on the extension of Columbia Street.

## Level of Investment

The table below estimates the level of new investment through construction that would result from the development of a 75-room boutique hotel, as well as pad on the Arts Center site.

Number of Residential Units / Hotel Rooms	Cost of Construction per Unit / Room	Total Estimated Value of Investment
315 units*	\$350,000**	\$110,250,000
75 rooms	\$225,000**	\$16,875,000

**Commented [DF2]:** FFF: Please verify the number of units you all estimated in your drawings

\*Based on First Forty Feet diagrammatic drawings

\*\*Based on conservative estimate of construction costs for similar projects in the Portland-metro

## Timing / Phasing

As noted above, due to current market conditions, it is better to wait for the market to improve before attempting to develop the Public Works site. Uncertainty in timing for when Public Works may relocate gives more reason to wait. The City has indicated Public Works may not vacate their current location for another 10 years. If this is the case, it may behoove the City to request Public Works move some of their storage off of portions of the site so development can begin on part. For example, the hotel site closest to Pine Street may make sense as a first phase while the remainder of the site waits for Public Works to vacate and the completion of the Columbia Street extension. However, the process of undertaking more detailed design and visioning for the future of the site can begin right away and will be a good way to build market momentum and developer interest in the coming years.

## Action Steps

Action Step	Timing
Detailed design and visioning	Spring / Summer 2027
Begin developer selection process	Fall 2027 / Winter 2028, depending on market conditions
Evaluate developer proposals	Winter 2028
Development agreement negotiations (MOU, DDA/PSA)	Spring - Fall 2028
Execute agreement	Fall 2028
Development begins	Winter 2029





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# MEMORANDUM

## Sherwood Old Town Strategic Plan

To: Sean Conrad (City of Sherwood); Eric Rutledge (COS)

From: Jason Graf, (First Forty Feet); Tyler Sauter, (FFF); Sijin Sun, (FFF)

Date: July 1, 2025

Subject: Business Retention Survey findings and considerations for non-financial and financial incentives or programs to support Old Town Businesses.

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## Summary of Survey Findings

A business retention survey was conducted from early May to early June and received nine responses from Old Town businesses. The results reveal common challenges and opportunities tied to daily operations and long-term goals. Respondents expressed a need for simplified permitting, targeted incentives, infrastructure upgrades, and better communication with the City. Parking and trash management were also highlighted as key issues affecting Old Town.

Key themes from the survey include:

### 1. City Support for Businesses (Q17)

Survey respondents emphasized the need for:

- Streamlined permitting and development review
- Improved communication between the City and businesses
- Financial assistance or incentives (e.g., grants, fee waivers)
- Improved safety, lighting, and trash management

### 2. Policy and Regulatory Barriers (Q20)

Responses indicated the need for:

- Simplified permitting processes for small improvements
- Reduced or waived permit and development fees
- Better coordination across City departments
- Flexibility to allow outdoor uses such as displays and dining
- Clearer guidance and expectations for applicants

### 3. Preferred Financial Incentives (Q21)

- Businesses identified the following as the most useful forms of financial support:
- Tenant improvement grants or loans (75%)
- Façade improvement grants or loans (75%)

- Permit fee reductions or waivers (62.5%)
- System Development Charge (SDC) waivers (25%)
- ADA and accessibility compliance support

#### **4. Preferred Non-Financial Incentives (Q22)**

Top responses included:

- Expedited or streamlined permitting processes
- Zoning and design standard flexibility
- Job fairs and contractor connections
- Courtesy meetings with City staff
- Event coordination that supports customer foot traffic

#### **5. Infrastructure Needs (Q23)**

Businesses indicated that the following improvements would be most beneficial:

- Additional parking
- Paved alleys and improved drainage (especially behind buildings being renovated)
- Better signage and wayfinding to direct visitors

#### **6. Networking and Collaboration (Q24)**

- 56% of businesses expressed interest in participating in City-organized networking or collaboration events
- 33% indicated “maybe,” suggesting opportunity to increase engagement with targeted programming

#### **7. Attracting New Businesses (Q26)**

Respondents recommended the following strategies:

- Improved marketing and promotion of Old Town as a destination
- Incentives for new businesses (grants, loans, tax breaks)
- Events and activities that draw foot traffic
- More affordable commercial space

#### **8. Trash Management (Q35)**

Respondents supported:

- Shared dumpsters in alleys or enclosures
- More frequent trash pickups
- Recycling options and better street bin placement

- Addressing visual clutter and safety concerns from improperly stored containers

## Recommendations for the Strategic Action Plan

In response to these findings, the following recommendations are designed to strengthen business retention, support small business vitality, and attract new investment in Old Town. The proposed strategies reflect a mix of financial and non-financial tools, infrastructure upgrades, and programmatic initiatives that align with the needs identified by survey participants.

### A. Financial Incentives

1. **Façade and Tenant Improvement Program:** Consider appropriating some city funds to the existing Façade Grant program by prioritizing low-cost, high-visibility improvements—such as signage, lighting, and minor façade repairs—that enhance Old Town’s appearance. Focus limited funds on projects that improve public-facing elements or address code compliance and accessibility. The City could also explore partnerships with local lenders or regional programs to offer low-interest loans or in-kind support. Clear criteria and promotion can help maximize the impact of available funding while maintaining momentum.
2. **Permit & SDC Relief:** Provide fee reductions or waivers for small businesses or targeted use types. Focus fee relief on areas the City directly controls, such as local building permit fees and planning application fees. Consider offering partial waivers or temporary reductions for small businesses making minor improvements, occupying long-vacant spaces, or opening in targeted sectors (e.g., retail, food service). While full System Development Charge (SDC) waivers may be limited, the City could explore deferrals or phased payments for eligible projects to ease upfront costs without reducing total revenue.
3. **Alley Activation Mini-Grants:** Support property owners investing in alley-facing entries and infrastructure. Eligible investments could include exterior lighting, signage, painting or murals, new door or window openings, landscaping, paving, drainage fixes, or trash enclosure upgrades.

### B. Non-Financial Support

1. **Develop a “Starting a Business in Old Town” Guide:** Create a clear, user-friendly guide or checklist that outlines the steps, forms, fees, and contacts required to open or expand a business in Old Town. Include diagrams, timelines, and FAQs to reduce confusion—especially for first-time business owners.

2. **Publish Permit Timelines and Process Flowcharts:** Develop and share visual process flowcharts for common project types (e.g., signage, interior remodels) with estimated timelines for review and approval. This improves predictability and helps applicants plan accordingly.
3. **Launch a “Quick Permits” Pathway for Minor Improvements:** Create a simplified, fast-track permitting process for low-impact upgrades such as paint, signage, lighting, window replacements, and interior finish work. Consider over-the-counter or expedited reviews for qualifying projects.
4. **Assign a Permit Coordinator or Business Liaison:** Designate a staff member to act as a single point of contact for Old Town business applicants. This person can help coordinate reviews across departments (planning, building, fire) and provide consistent information throughout the process.
5. **Clarify Eligibility and Timing for Fee Reductions:** If the City offers fee reductions or waivers under specific conditions, publish a clear summary of what is available, who qualifies, and how to apply. Include this information in the business guide and on the City’s website to ensure transparency and promote uptake.

## C. Programs and Services

### 1. Quarterly Networking & Mentorship Series

Facilitate regular gatherings for Old Town business and property owners to connect, share resources, and mentor new entrepreneurs. Each session can feature a rotating topic—such as funding, hiring, or digital marketing—and include guest speakers from successful local businesses or service providers.

- **Lead:** City of Sherwood Economic Development or designated Business Liaison
- **Partners:** Sherwood Chamber of Commerce, WorkSource Oregon, Small Business Development Center (SBDC)
- **Addresses:** Networking, business mentorship, workforce development, ongoing support for entrepreneurs

### 2. Retail and Hospitality Recruitment Campaign

Develop and implement a targeted marketing campaign to attract new businesses that meet local demand and complement Old Town’s character—such as cafés, family-friendly services, or evening entertainment.

- **Lead:** Economic Development Department
- **Partners:** Local commercial brokers, Business Oregon, property owners
- **Actions:**
  - Create promotional materials featuring available spaces and incentives
  - Promote Old Town’s walkability, events, and community culture
  - Conduct targeted outreach to priority business types

- **Addresses:** Marketing, incentives for new businesses, affordable commercial space

### 3. Old Town Business Welcome Package + Incentives Toolkit

Create a resource kit for prospective businesses that includes available properties, startup guidance, local demographic data, and a menu of available incentives—such as reduced permit fees, small grants, or referral-based bonuses for opening a desired use.

- **Lead:** Economic Development Department
- **Partners:** City Planning and Building Divisions, Sherwood Chamber
- **Addresses:** Incentives for new businesses, streamlined support

### 4. Co-Working and Incubator Feasibility Study

Explore the potential for a small co-working hub or business incubator space in Old Town, possibly using underutilized City-owned or privately-owned buildings. The goal is to support startups, remote workers, and service businesses that need flexible space.

- **Lead:** City of Sherwood (in collaboration with regional economic development partners)
- **Partners:** Private property owners, Business Oregon, Mid-Valley SBDC
- **Addresses:** Affordable space, support for incubators

### 5. Integrated Old Town Event Strategy

Enhance City-sponsored and partner events (e.g., Cruisin', Wine Festival, Holiday Tree Lighting) with business-friendly features that increase foot traffic inside stores.

Tactics could include:

- In-store specials tied to event maps
- "Shop local" passports or prize raffles
- Temporary vendor spaces inside vacant storefronts
- Sidewalk activations during markets or parades
- **Lead:** Assistant City Manager (City of Sherwood) and Economic Development
- **Partners:** Sherwood Parks & Recreation, Sherwood Police Department, Public Works, Parks & Recreation, Chamber of Commerce, Sherwood Center for the Arts, and local businesses or nonprofits depending on the event, Washington County- Explore Tualatin Valley
- **Addresses:** Foot traffic, visibility, marketing of Old Town

## D. Infrastructure and Public Realm Improvements

1. **Parking Solutions:** Explore shared parking options, improved signage, and assessment of underutilized lots.
2. **Wayfinding Plan:** Improve directional signage and entryway visibility for visitors arriving from major roadways.

3. **Trash Consolidation:** Develop shared dumpster facilities or enclosures in strategic alley locations to reduce clutter and improve appearance.

## **CITY COMMENTS via Erik Adair and consult with Sean Conrad.**

Below are some preliminary thoughts and feedback, organized by section, which I've briefly reviewed with Sean for a slightly broader consensus.

### **1. City Support for Businesses**

- Streamlined permitting and improved communication are top of mind. We're already exploring better internal coordination and clear points of contact.
- However, safety and lighting concerns were a bit surprising. We'll revisit this, but anecdotally, we haven't received recent complaints, and trash management appears to be improving.
- A clearer communication mechanism between City departments and Old Town businesses may be helpful—perhaps a quarterly update or dedicated contact.

### **2. Policy and Regulatory Barriers**

- We support simplifying the permitting process, especially for minor improvements. Let us talk about this and which areas we can improve or address.
- Cross-department coordination is a priority, though we'd benefit from more specifics from businesses—I'm open to meeting with business owners (e.g., Jake) to dig deeper.
- Outdoor display/dining flexibility: We'd like clarity here—what kind of flexibility is being sought (zoning, enforcement, timing)?
- Clearer applicant guidance is a great suggestion. A "Starting a Business in Old Town" guide/checklist could be very useful. It would be good to keep this in the OTSAP

### **3. Preferred Financial Incentives**

- Our current fiscal climate is tight following a challenging budget cycle, so new grants or loans are not immediately feasible.
- However, we are seriously exploring increasing the Transient Lodging Tax (TLT), which could help fund a façade program . It would be good to keep this in the OTSAP as a recommendation we believe.
- Permit fee reductions for targeted businesses (e.g., food & beverage, unique retail) are worth exploring further—I'll take the lead on scoping this. (Erik) This recommendation could be kept in the plan if possible.
- ADA support is an area we can help develop further. Erik can review this with the team. Financially, not sure what we can provide but expert advice, we can surely help.

#### 4. Preferred Non-Financial Incentives

- We already offer expedited permitting and staff courtesy meetings; our team is proud of our responsiveness and flexibility.
- Zoning/design flexibility may come through the final Old Town Strategic Plan and will be considered by Planning.
- Job fairs and workforce connections are interesting—I'd appreciate more specifics so we can consider how to implement.

#### 5. Infrastructure Needs

- Additional parking is surprising—we'll need more detail here, as we believe adequate parking exists.
- Alley paving and drainage improvements are reasonable requests.
- Wayfinding is a clear need—Erik has idea of \$4–6K investment in 2–3 high-visibility signs from TLT funds, if allocation is available for that small amount from David and Council or Craig. . We should look at as its needed and could be a quick win.

#### 6. Networking and Collaboration

- We encourage businesses to connect with the Sherwood Chamber of Commerce for peer support and events.
- However, a City-hosted annual business roundtable could be valuable—we're open to exploring this further based on interest and agenda topics. I have already reached out to the Chamber about this. However, today the Chamber CEO announced her departure, so this may have to wait a bit.

#### 7. Attracting New Businesses

- We're actively working on updating our Economic Development webpage and can include a section promoting Old Town as a destination.
- Incentives for new, desired-use businesses are possible (e.g., application or maybe some types of permit fee reductions for food, wine, retail, businesses only for example.). It would be good to keep this one in the plan.
- We currently lack funding for grants/tax breaks, but I can support businesses in identifying outside funding. (SBDC, 7a Loans, Business Oregon, OEN etc)
- We already support events that drive foot traffic (Cruisin', Wine Festival, etc.)—it would help to understand what more is expected.
- Commercial rent affordability is largely market-driven, but we're exploring a "micro-business building" concept that could address this.

#### 8. Trash Management

- Shared dumpsters could be studied—City of Bend may offer a good model.
- Pride Disposal handles pickups; increasing frequency may raise costs.
- Recent wins include relocating bins off sidewalks—we see this as progress, but agree there's more to do.

## Strategic Action Plan Recommendations

### A. Financial Incentives

- A façade grant program could be realistic with future TLT revenue.
- We support exploring permit fee reduction and maybe SDC fee delayed or phased payments for targeted priority business types.
- Alley activation mini-grants are intriguing—please clarify which alleys and potential pilot locations.

### B. Non-Financial Support

- The “Starting a Business in Old Town” guide is a great idea—we’re happy to lead this. If you can keep in the final recommendations?
- We’ve already built some internal permit timelines and flowcharts, and can publish them. Please keep this in the plan and also suggest a Planning Department timeline and flow chart, if possible??
- A “Quick Permit” program needs more definition, but we’re open to building on our existing fast-track practices.
- As Economic Development Manager, I can serve as the liaison for Old Town projects. Consider this a possible quick win we can advertise possibly.
- Once eligibility criteria for fee reductions are finalized, we will ensure they’re clearly communicated.

### B. Programs and Services

- A quarterly networking/mentorship series is worth exploring. I can discuss this with the Chamber.
- We’d be interested in co-developing a retail/hospitality recruitment piece and welcome package.
- Co-working feasibility depends on site availability, but I’d love to explore this—Attrell’s site may have potential.

- Integrated event strategy is mostly in place—we'll continue refining it, but our team is highly engaged already.

**C. Infrastructure/Public Realm**

- We support all three items—especially improving wayfinding and shared trash enclosures.

Lastly, if we create an “Old Town” page on the economic development section of our website, I would appreciate FFF’s feedback. I have some ideas from what you gathered above. In addition to an introduction to Old Town and perhaps a final copy of the plan, another thing can be a step-by step guide for businesses coming in, a simple one pager for incentives for preferred use businesses coming in, etc.

Again, thank you for compiling and analyzing this feedback. I’ll continue to work with our team internally to evaluate what’s immediately feasible and what requires more strategic planning or future funding. Please feel free to reach out if you’d like to discuss any of the points above in more detail.



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# MEMORANDUM

## Sherwood Old Town Strategic Plan

To: Sean Conrad (City of Sherwood); Eric Rutledge (COS)

From: Jason Graf, (First Forty Feet); Tyler Sauter, (FFF); Sijin Sun, (FFF)

Date: July 1, 2025

Subject: Zoning Code Modifications

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## Background

The current language in Chapter 16.22.020.D (Footnote 1) of the Sherwood Municipal Code allows multifamily housing in commercial zones only when a permitted non-residential use occupies the ground floor. It prohibits parking as a ground-floor use and requires the non-residential use to occupy the entire ground floor, except for limited support areas such as lobbies and utility spaces.

This provision was intended to reinforce active commercial frontages and promote walkability in mixed-use areas. However, in practice, the lack of flexibility regarding parking has created challenges for development feasibility, especially in Old Town, where:

- Automobile usage is currently the predominant mode of travel for residents and visitors;
- High-capacity or frequent transit service is not currently available to serve Old Town residents;
- Some residential parking is necessary to meet market expectations and to secure financing, as lenders often require off-street parking as a condition of project approval.

As such, an updated standard is proposed to reflect these realities while maintaining a strong pedestrian-oriented streetscape.

## Proposed Modification

The proposed amendment refines the code to strengthen the intent of promoting walkable, mixed-use environments with some limited provisions for off-street parking. Key changes include:

- **Minimum Commercial Use Depth:**  
Requires that ground-floor commercial uses fronting the street have a minimum

depth of 30 feet, promoting viable, leasable space for but not limited to retail, service, or office tenants.

- **Limitation on Non-Commercial Uses at Ground Floor:**  
Allows lobbies, utilities, stairwells, and similar uses on the ground floor only if they do not exceed 25% of the ground floor area.
- **Parking Standards for Mixed-Use Buildings:**  
Clarifies that ground-floor parking is generally not permitted, but includes exceptions when the design meets the following conditions:
  - Must be located to the **side or rear of the building**;
  - Limited to **30% of total parcel area and 25% of street frontage**;
  - Requires **alley or secondary street access where feasible**;
  - Curb cuts must be limited to **20 feet in width and located at least 30 feet from corners**.
  - Is **screened from public view** with landscaping or architectural treatments.

## Purpose and Benefits

This code update balances the need for development flexibility with the community's goals for a vibrant, walkable Old Town. It acknowledges Sherwood's current transportation context—where personal vehicles remain the dominant form of mobility—and the practical realities facing mixed-use development.

Key benefits include:

- Allowing limited parking helps support new housing over commercial uses in areas lacking robust transit;
- Addresses lender and market requirements, improving the viability of redevelopment and investment in Old Town;
- Ensures any parking is minimized, well-designed, and screened to protect the pedestrian realm and maintain an active streetscape;
- Provides clear standards to ensure commercial space remains functional and visible along the street frontage.

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## Next Steps

Staff recommends the Planning Commission review the proposed update and provide feedback or direction. If supported, staff will prepare a formal code amendment for public hearing and potential recommendation to City Council.

## Wayfinding Plan Recommendations

Based on the findings in the Existing Conditions Memo regarding the **Wayfinding Assessment** for Old Town Sherwood, the following is a recommendations for a **Signage and Wayfinding Plan** to improve visibility, sense of arrival, and visitor navigation. The recommendations include an action plan with key steps, potential partners, and a 12-month timeline to guide plan development and adoption.

### Key Findings from the Wayfinding Assessment

- **Lack of visibility from Highway 99 and Tualatin-Sherwood Road:** Few signs reference “Old Town,” and most are destination-specific (e.g., Railroad Street Antique Mall).
- **Disconnected signage at decision points:** Critical intersections and roundabouts lack clear directional signage into Old Town.
- **Inconsistent or outdated signage within Old Town:** Most signage is for City Hall, the library, or the Field House—not for commercial or visitor destinations.
- **High potential to attract regional traffic:** Old Town is less than a mile from major arterials and surrounded by neighborhoods within walking distance, but underutilizes its proximity due to limited signage

### Action Plan: Initiating a Signage and Wayfinding Plan

#### Step 1: Identify and Convene Core Partners (Month 1)

- **Lead Department:** Community Development
- **Key Partners:**
  - Public Works (implementation and maintenance)
  - Sherwood Chamber of Commerce
  - Sherwood Main Street or Historic Committee (if active)
  - Explore Tualatin Valley (for regional branding support)
  - Local business/property owner representatives
- **Actions:**
  - Form a working group or task force to guide development of the plan
  - Identify local and regional funding opportunities (e.g., tourism grants)

#### Step 2: Write Scope of Work & Prepare RFP (Months 2–3)

- Draft a scope focused on:
  - Entry signage from major arterials

- Pedestrian and bicycle wayfinding
- Historic and visitor destination branding
- Hierarchy of signage types (gateway, directional, identity)
- Integration with City branding and placemaking goals
- Include assembly of an advisory group of Old Town businesses, organizations and groups marketing the Old Town

### **Step 3: Release RFP and Select Consultant (Months 4–5)**

- Release RFP publicly and to targeted planning/wayfinding consultants
- Use a qualifications-based selection process (QBS)
- Select and contract with a consultant by end of Month 5

### **Step 4: Planning & Public Engagement Phase (Months 6–10)**

- Consultant conducts:
  - Site inventory and analysis
  - Stakeholder and public engagement
  - Concept development (signage families, materials, locations)
  - Coordination with ODOT (for Hwy 99 signage placement)
- Deliverables: Draft wayfinding strategy with signage hierarchy and location plan

### **Step 5: Final Plan, Adoption & Next Steps (Months 11–12)**

- Present draft to stakeholders and Council
- Finalize plan based on feedback
- Identify implementation phases and prepare cost estimates
- Begin design and permitting for first phase, pending funding

### **Suggested 12-Month Timeline**

Task	Timeframe
Partner coordination & task force formed	Month 1
Scope of work & RFP drafted	Months 2–3
RFP issued, consultant hired	Months 4–5
Planning, analysis, engagement	Months 6–10

Task	Timeframe
Final plan review and adoption	Months 11–12

## Implementing the Signage and Wayfinding Plan

### 1. Prioritize Signage Types and Locations

- **Action:** Use the plan's location map and signage hierarchy to identify the highest-impact improvements.
- **Focus areas:**
  - Gateways at Hwy 99, Tualatin-Sherwood Road, and Sherwood Boulevard
  - Key local connectors (e.g., Pine Street, 1st Avenue)
  - Internal pedestrian and bike navigation to destinations (library, Cannery Square, etc.)
- **Deliverable:** Implementation phasing plan (short-, medium-, long-term)

### 2. Identify Funding Sources

- **Action:** Develop a funding strategy using a mix of public and private resources.
- **Potential sources:**
  - City general fund (capital improvement allocation)
  - Tourism and economic development grants (e.g., from **Explore Tualatin Valley** or **Business Oregon**)
  - TIF/URA funding if available
  - Local business improvement partnerships (Main Street-style collaboration)
- **Deliverable:** Implementation budget and funding strategy

### 3. Final Design and Engineering

- **Action:** Select a signage fabricator and, if needed, a design consultant for detailed construction drawings and materials specs.
- **Key tasks:**
  - Ensure signage complies with MUTCD (Manual on Uniform Traffic Control Devices) and ODOT rules (for state highways)
  - Coordinate installation logistics with Public Works and permitting agencies
- **Deliverable:** Final design package and installation-ready documentation

#### 4. Coordinate with Agencies and Property Owners

- **Action:** Obtain necessary permissions for signs placed on or near private property or along ODOT rights-of-way.
- **Partners:**
  - ODOT (Hwy 99)
  - Private property owners (for wall-mounted or sidewalk signs)
  - Sherwood Public Works and Planning for encroachment permits
- **Deliverable:** Signed agreements or permits

#### 5. Fabricate and Install Phase 1 Signage

- **Action:** Begin fabrication and installation of the first wave of signage.
- **Phase 1 suggestions:**
  - Entry/gateway signs on Hwy 99 and Tualatin-Sherwood Road
  - Directional signage into Old Town from Sherwood Blvd and Langer Farms Parkway
  - Pedestrian signs around Cannery Square and key public parking areas
- **Deliverable:** Completed installation of Phase 1 signs

#### 6. Promote and Monitor Impact

- **Action:** Publicize the new signage through City and tourism channels.
- **Optional:** Conduct a brief post-installation survey or foot traffic analysis to evaluate success and gather feedback.
- **Deliverable:** Marketing campaign and evaluation summary

#### Ongoing Maintenance and Updates

- Assign maintenance responsibility (likely Public Works or a designated City department).
- Review signage conditions annually and plan for updates or expansions based on growth, tourism, or business changes.

## Signage and Wayfinding Plan – Implementation Schedule

Phase	Timeframe	Milestone / Task	Lead & Partners	Notes
<b>1. Prioritization &amp; Phasing Plan</b>	Month 1	Confirm priority locations and signage types for Phase 1	Community Development, Public Works, Task Force	Focus on high-visibility gateways and core wayfinding needs
<b>2. Cost Estimating &amp; Funding Strategy</b>	Months 1-2	Develop cost estimates and identify funding sources	Economic Development, Finance, Explore Tualatin Valley	Consider grants, tourism funds, and phased budget requests
<b>3. Final Design &amp; Engineering</b>	Months 2-4	Prepare construction-ready plans and specs	Consultant or Sign Fabricator, Public Works	Include materials, dimensions, mounting details, and permitting needs
<b>4. Agency Coordination &amp; Permitting</b>	Months 3-5	Secure approvals (ODOT, City departments, property owners)	Planning, Public Works, ODOT	Necessary for installations on public right-of-way and gateways
<b>5. Fabrication</b>	Months 5-7	Fabricate Phase 1 signage	Sign Vendor	Allow lead time for manufacturing and quality checks
<b>6. Phase 1 Installation</b>	Months 7-9	Install gateway and directional signage	Public Works or Contractor	Coordinate with ongoing public projects, utilities, and access needs
<b>7. Public Launch &amp; Promotion</b>	Month 9	Announce and promote signage completion	Economic Development, Explore Tualatin Valley	Ribbon cutting, press release, and regional tourism promotion
<b>8. Monitoring &amp; Evaluation</b>	Months 10-12	Collect feedback and assess early impacts	Community Development, Business Stakeholders	Include surveys, photo audits, or pedestrian/visitor counts
<b>9. Phase 2 Planning</b>	Month 12+	Identify next signage priorities and funding	City Staff, Stakeholder Task Force	May include interpretive signs, trail connections, or parking signage



Planning  
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Place Strategy

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# MEMORANDUM (DRAFT)

## Sherwood Old Town Strategic Plan

To: Sean Conrad (City of Sherwood); Eric Rutledge (COS)

From: Jason Graf, (First Forty Feet); Tyler Sauter, (FFF); Sijin Sun, (FFF)

Date: July 2, 2025

Subject: Considerations for a Trash Management Program and Implementation Plan

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## Trash Management Program – Implementation Plan

The city and Old Town businesses have identified trash collection as an issue to be addressed in the Strategic Action Plan. Old Town's alleyways provide an opportunity to improve aesthetics and functionality of Old Town by relocating trash/recycling containers from sidewalks to shared, well-managed enclosures in alleyways or designated rear-lot areas.

### ***Step 1: Needs Assessment and Site Inventory***

#### ***Timeframe: Month 1–2***

- *Conduct a walk audit to identify where trash bins are currently stored (e.g., sidewalk, curbside, alley).*
- *Document problem areas (e.g., blocked sidewalks, visual clutter, smell complaints).*
- *Identify suitable alley or rear lot locations for potential shared enclosures.*
- *Evaluate ownership and access constraints (public vs. private property).*

***Lead:*** Public Works and Community Development

***Partners:*** Property/business owners, trash haulers (e.g., Republic Services)

### ***Step 2: Stakeholder Outreach and Engagement***

#### ***Timeframe: Month 2–3***

- *Meet with impacted property and business owners to review findings and collect input.*
- *Coordinate with trash haulers to confirm pick-up access, container needs, and service options.*
- *Address concerns about responsibility, cleanliness, access, and cost sharing.*

**Deliverables:** Stakeholder feedback summary; commitment from initial pilot participants

### **Step 3: Site Selection and Enclosure Design**

**Timeframe:** Month 3–4

- Select 1–2 pilot locations for shared enclosures in high-priority areas.
- Develop simple, attractive, and durable design templates that fit Old Town's character (e.g., fencing, gates, screening).
- Ensure designs meet fire, health, and ADA codes.
- Estimate costs for construction and maintenance.

**Lead:** Public Works with Planning and design consultant (if needed)

### **Step 4: Funding Strategy and Cost-Sharing Model**

**Timeframe:** Month 4–5

- Explore funding options:
  - **City general fund or capital budget**
  - **Façade or improvement grant alignment**
  - **Cost-sharing with property owners (e.g., monthly maintenance fee)**
- Develop a draft maintenance and operations agreement for participating businesses.

**Lead:** City Finance and Economic Development

### **Step 5: Construction and Rollout of Pilot Sites**

**Timeframe:** Months 6–8

- Construct or install shared enclosures.
- Transition participating businesses to shared service.
- Provide signage and outreach on proper usage.

**Lead:** Public Works

**Partners:** Contractor or in-house crew, trash hauler

### **Step 6: Monitor and Evaluate Pilot**

***Timeframe: Months 9–10***

- *Survey participating businesses and hauler for feedback.*
- *Monitor cleanliness, use, and any complaints.*
- *Evaluate cost, functionality, and potential for expansion.*

***Lead: Public Works and Community Development***

***Step 7: Plan for Expansion***

***Timeframe: Months 11–12***

- *Identify additional locations for future phases based on pilot success.*
- *Adjust designs, policies, and funding model as needed.*
- *Create a long-term trash enclosure strategy for Old Town.*

***Lead: City Manager's Office and Community Development***

***Optional Enhancements***

- *Add alley lighting and wayfinding near enclosure locations to improve safety and visibility.*
- *Coordinate with alley activation grants to support cohesive improvements.*
- *Include recycling and compost options where feasible.*



## Trash Consolidation Program Implementation Plan

Improve sanitary conditions shared dumpster enclosures in alleyways to reduce cleanliness and aesthetics.



### Needs Assessment and Site Inventory

Months 1-2

Identify problem areas and assess potential locations for shared enclosures.



### Stakeholder Outreach and Engagement

Months 2-3

Consult with property and business owners, and trash haulers.



### Site Selection and Enclosure Design

Months 3-4

Choose pilot sites and develop appropriate enclosure designs.



### Funding Strategy and Cost-Sharing Model

Months 4-5

Explore funding sources and establish cost sharing principles.



### Construction and Rollout of Pilot Sites

Months 6-8

Build and transition participants to the new enclosures.



### Monitor and Evaluate Pilot

Months 9-10

Assess effectiveness and gather feedback from stakeholders.



### Plan for Expansion

Months 11-12

Identify future locations and update strategy for expansion.

## Q1 Name of Business Owner or Property Owner

Answered: 10 Skipped: 0

## Q2 Email address

Answered: 9   Skipped: 1

## Q3 Business Name

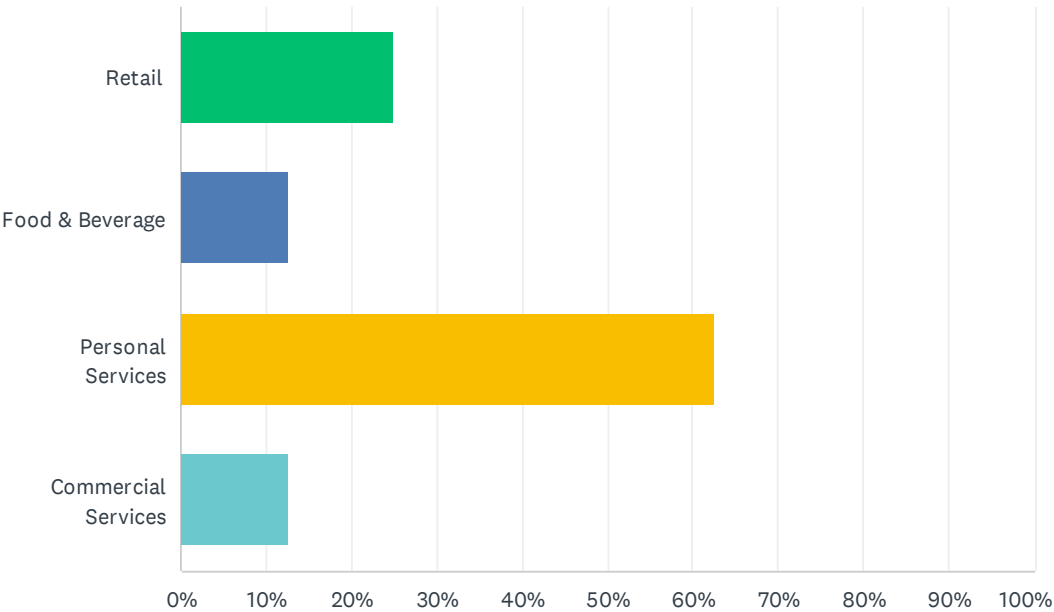
Answered: 9   Skipped: 1

## Q4 Business/Property Address

Answered: 9   Skipped: 1

Q5 Type of Business

Answered: 8    Skipped: 2



ANSWER CHOICES	RESPONSES	
Retail	25.00%	2
Food & Beverage	12.50%	1
Personal Services	62.50%	5
Commercial Services	12.50%	1
Total Respondents: 8		

## Q6 Square Footage of Business Space:

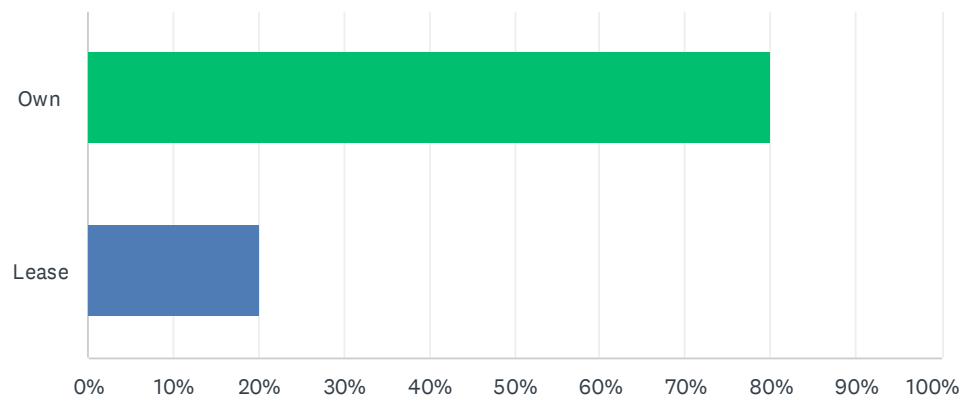
Answered: 9   Skipped: 1

## Q7 Number of Employees (Include full and part time)

Answered: 9   Skipped: 1

Q8 Do you own or lease your space?

Answered: 10    Skipped: 0



ANSWER CHOICES	RESPONSES	
Own	80.00%	8
Lease	20.00%	2
Total Respondents: 10		

# Q9 Hours of Operation

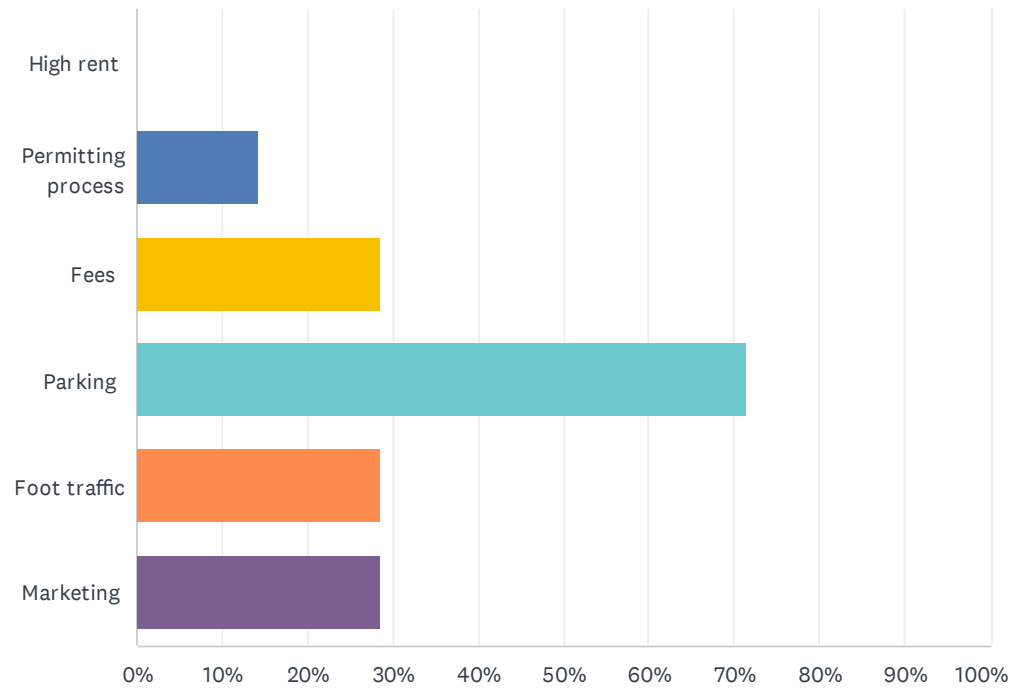
Answered: 9    Skipped: 1

## Q10 What do you enjoy about operating a business or owning property in Old Town?

Answered: 10   Skipped: 0

Q11 What challenges did you face when starting your business in Old Town? (Check all that apply)

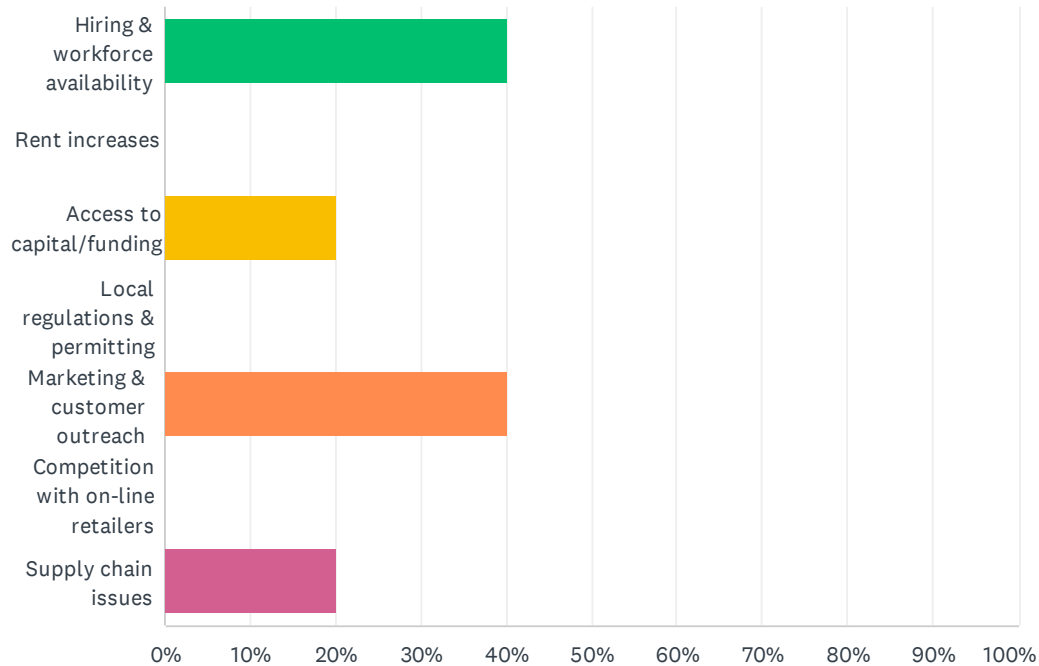
Answered: 7    Skipped: 3



ANSWER CHOICES	RESPONSES	
High rent	0.00%	0
Permitting process	14.29%	1
Fees	28.57%	2
Parking	71.43%	5
Foot traffic	28.57%	2
Marketing	28.57%	2
Total Respondents: 7		

## Q12 What are the biggest challenges your business is currently facing? (Select all that apply)

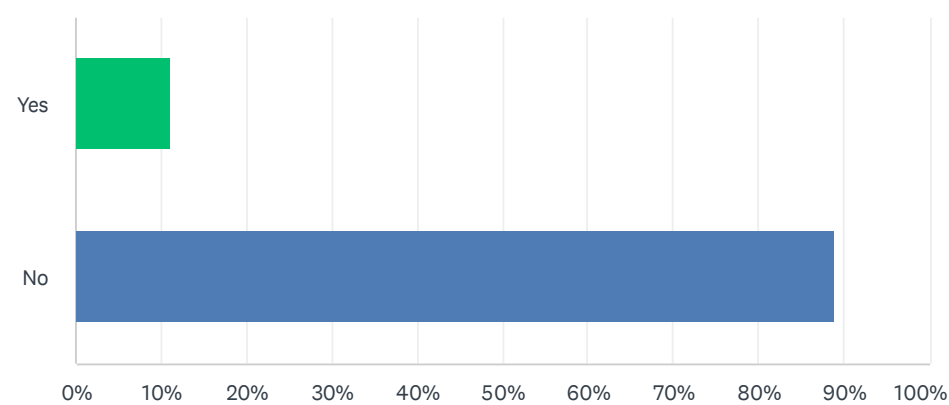
Answered: 5 Skipped: 5



ANSWER CHOICES	RESPONSES	
Hiring & workforce availability	40.00%	2
Rent increases	0.00%	0
Access to capital/funding	20.00%	1
Local regulations & permitting	0.00%	0
Marketing & customer outreach	40.00%	2
Competition with on-line retailers	0.00%	0
Supply chain issues	20.00%	1
Total Respondents: 5		

Q13 Have you considered relocating?

Answered: 9    Skipped: 1



ANSWER CHOICES	RESPONSES	
Yes	11.11%	1
No	88.89%	8
TOTAL		9

## Q14 If you answered yes, what were the factors? (Open ended)

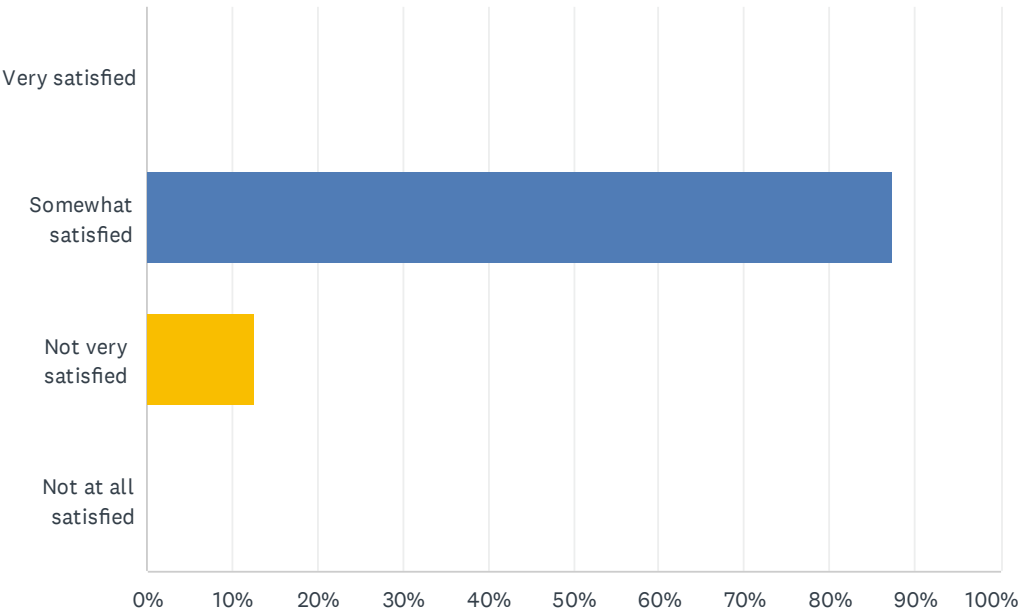
Answered: 1   Skipped: 9

## Q15 What resources or support would help your business grow?

Answered: 9   Skipped: 1

Q16 How satisfied are you with the city's support for small businesses?

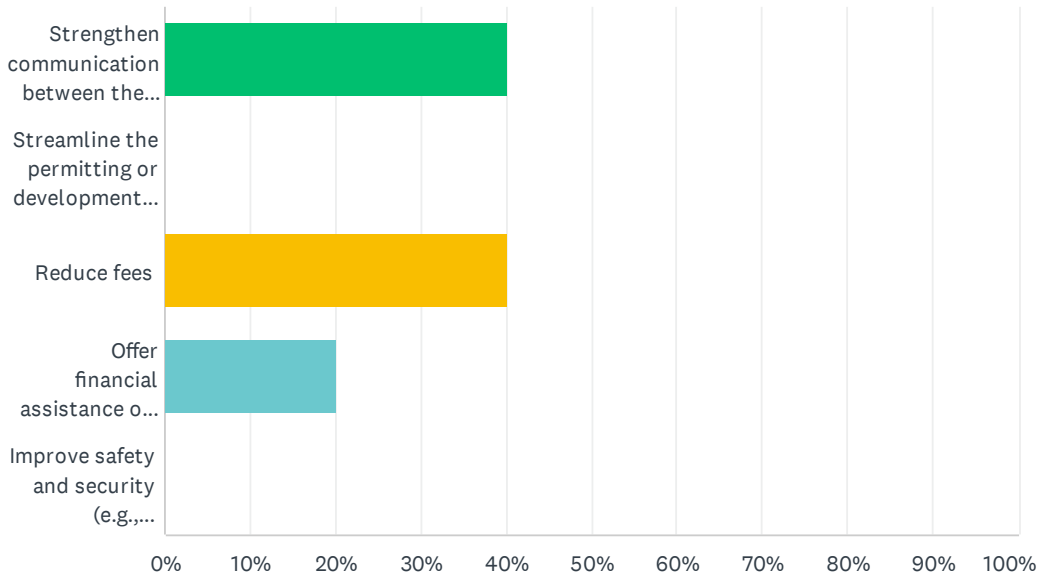
Answered: 8    Skipped: 2



ANSWER CHOICES	RESPONSES	
Very satisfied	0.00%	0
Somewhat satisfied	87.50%	7
Not very satisfied	12.50%	1
Not at all satisfied	0.00%	0
TOTAL		8

Q17 How can the city better support your business?

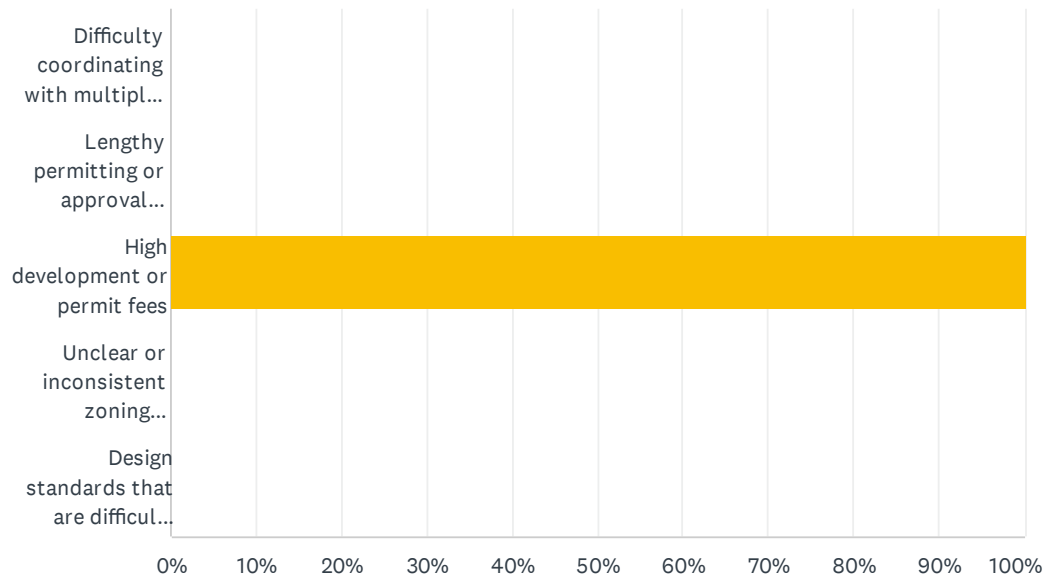
Answered: 5    Skipped: 5



ANSWER CHOICES		RESPONSES	
Strengthen communication between the City and businesses		40.00%	2
Streamline the permitting or development review process		0.00%	0
Reduce fees		40.00%	2
Offer financial assistance or incentives (e.g., façade grants, low-interest loans, fee waivers)		20.00%	1
Improve safety and security (e.g., lighting, patrols)		0.00%	0
TOTAL			5

Q18 Are there current city policies that make it difficult to start a business or expand? (Please explain)

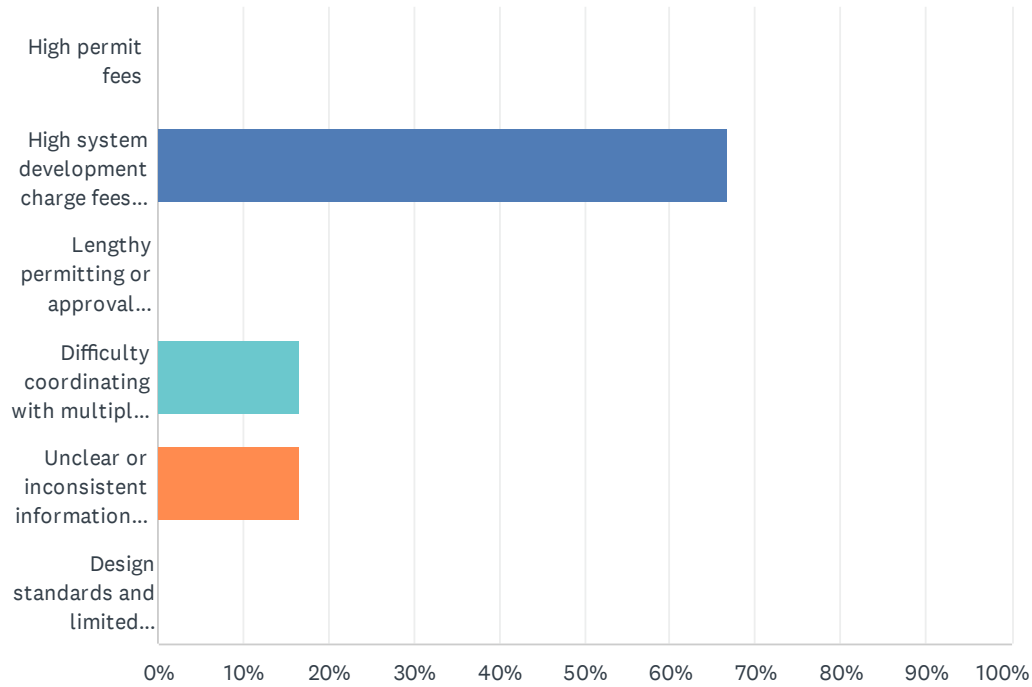
Answered: 3 Skipped: 7



ANSWER CHOICES	RESPONSES	
Difficulty coordinating with multiple City departments	0.00%	0
Lengthy permitting or approval processes	0.00%	0
High development or permit fees	100.00%	3
Unclear or inconsistent zoning regulations	0.00%	0
Design standards that are difficult to meet or interpret	0.00%	0
TOTAL		3

## Q19 What city policies or regulations make doing business harder? (Please explain)

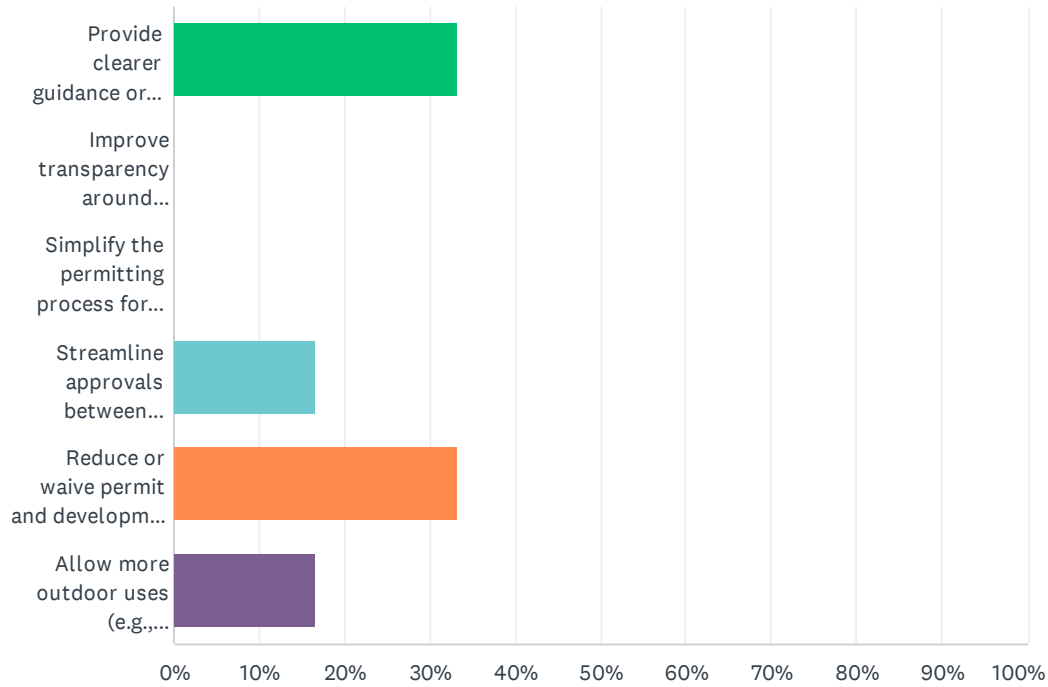
Answered: 6 Skipped: 4



ANSWER CHOICES	RESPONSES	
High permit fees	0.00%	0
High system development charge fees (SDCs)	66.67%	4
Lengthy permitting or approval processes	0.00%	0
Difficulty coordinating with multiple City departments	16.67%	1
Unclear or inconsistent information from City departments	16.67%	1
Design standards and limited flexibility with historic building requirements	0.00%	0
<b>TOTAL</b>		<b>6</b>

## Q20 What changes to policy and regulatory processes would make it easier to do business? (Select all that apply)

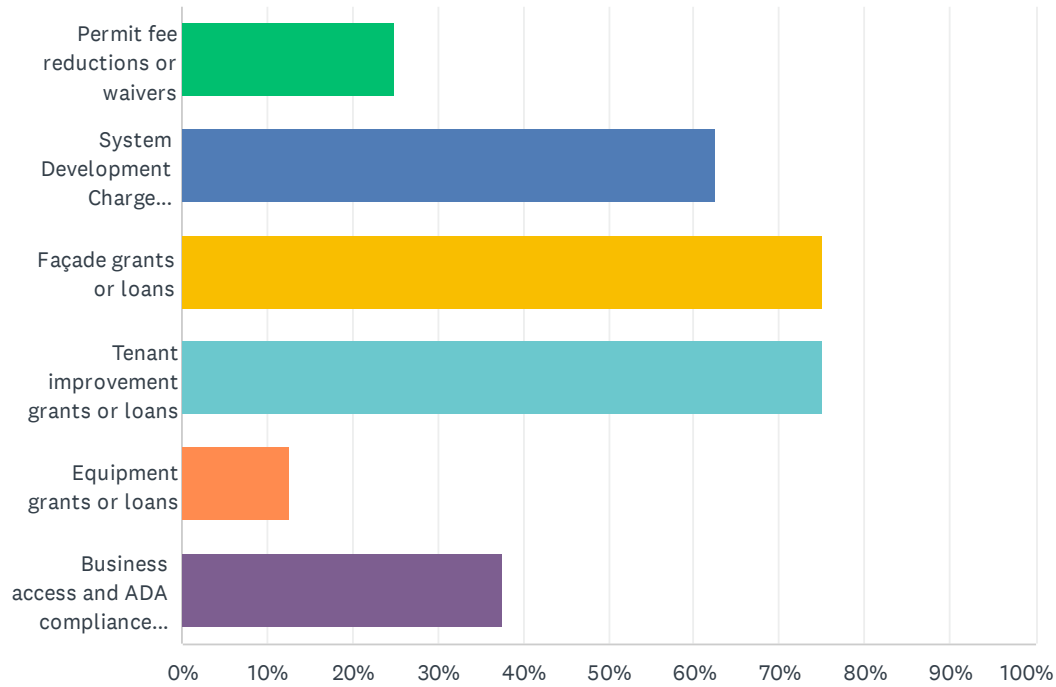
Answered: 6 Skipped: 4



ANSWER CHOICES	RESPONSES	
Provide clearer guidance or checklists for starting or growing a business	33.33%	2
Improve transparency around timelines and review processes	0.00%	0
Simplify the permitting process for small improvements	0.00%	0
Streamline approvals between departments (e.g., planning, building, fire)	16.67%	1
Reduce or waive permit and development fees for small businesses	33.33%	2
Allow more outdoor uses (e.g., displays, dining, events)	16.67%	1
TOTAL		6

## Q21 If the city provided financial assistance or incentives, what types would be most useful? (Select all that apply)

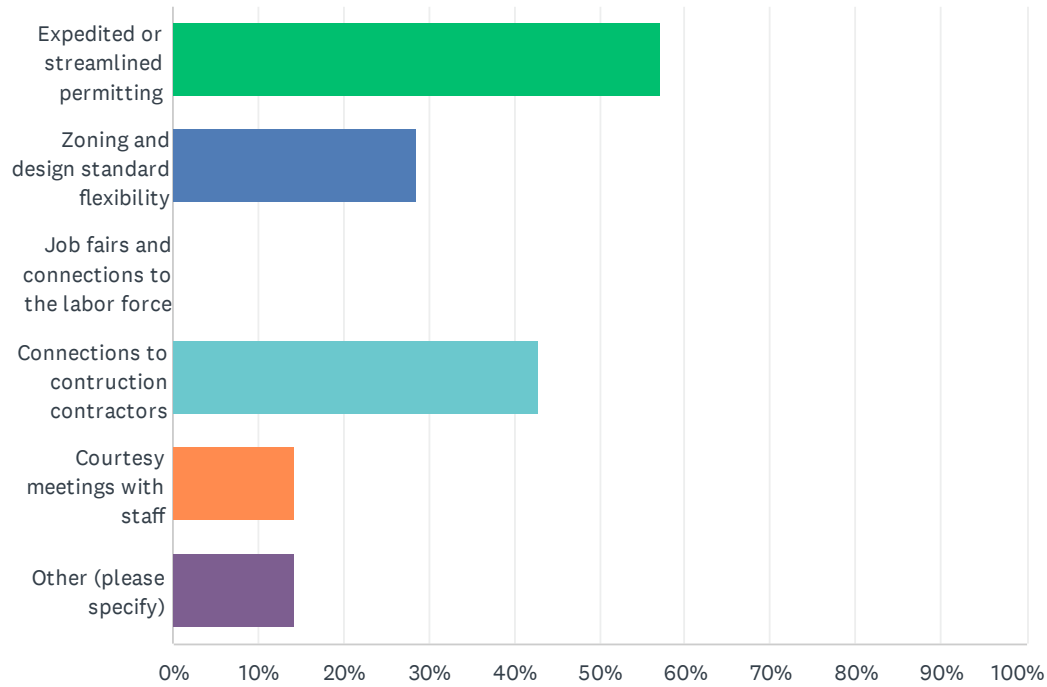
Answered: 8 Skipped: 2



ANSWER CHOICES	RESPONSES	
Permit fee reductions or waivers	25.00%	2
System Development Charge reductions or waivers	62.50%	5
Façade grants or loans	75.00%	6
Tenant improvement grants or loans	75.00%	6
Equipment grants or loans	12.50%	1
Business access and ADA compliance grants and loans	37.50%	3
Total Respondents: 8		

## Q22 If the city provided non-financial assistance or incentives, what areas would be most useful? (select all that apply)

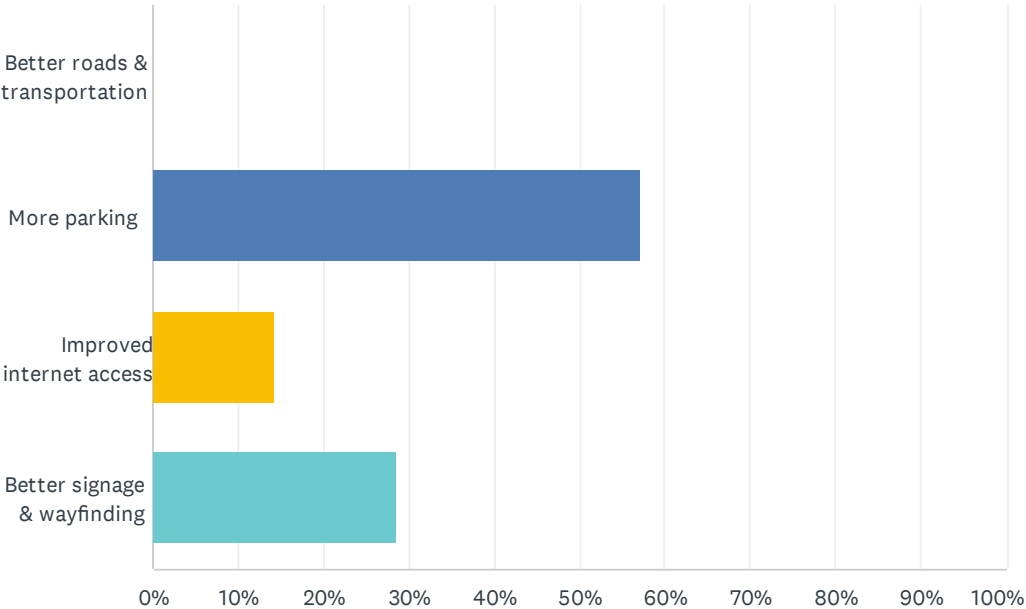
Answered: 7 Skipped: 3



ANSWER CHOICES	RESPONSES	
Expedited or streamlined permitting	57.14%	4
Zoning and design standard flexibility	28.57%	2
Job fairs and connections to the labor force	0.00%	0
Connections to construction contractors	42.86%	3
Courtesy meetings with staff	14.29%	1
Other (please specify)	14.29%	1
Total Respondents: 7		

Q23 What improvements in local infrastructure would benefit your business the most? (Select all that apply)

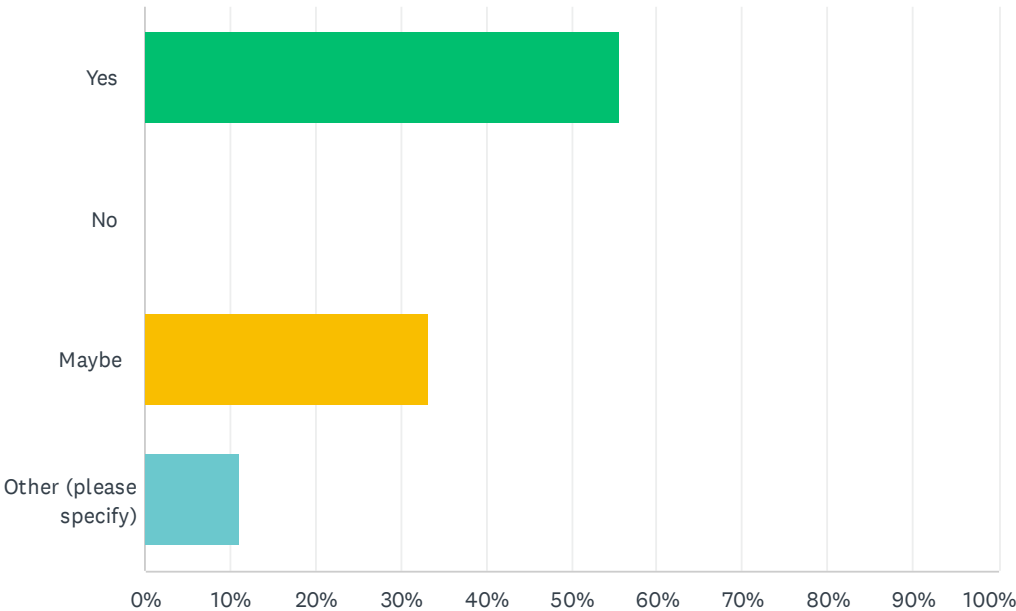
Answered: 7    Skipped: 3



ANSWER CHOICES	RESPONSES	
Better roads & transportation	0.00%	0
More parking	57.14%	4
Improved internet access	14.29%	1
Better signage & wayfinding	28.57%	2
Total Respondents: 7		

Q24 Would you be interested in city-organized networking or collaboration events for local businesses?

Answered: 9 Skipped: 1



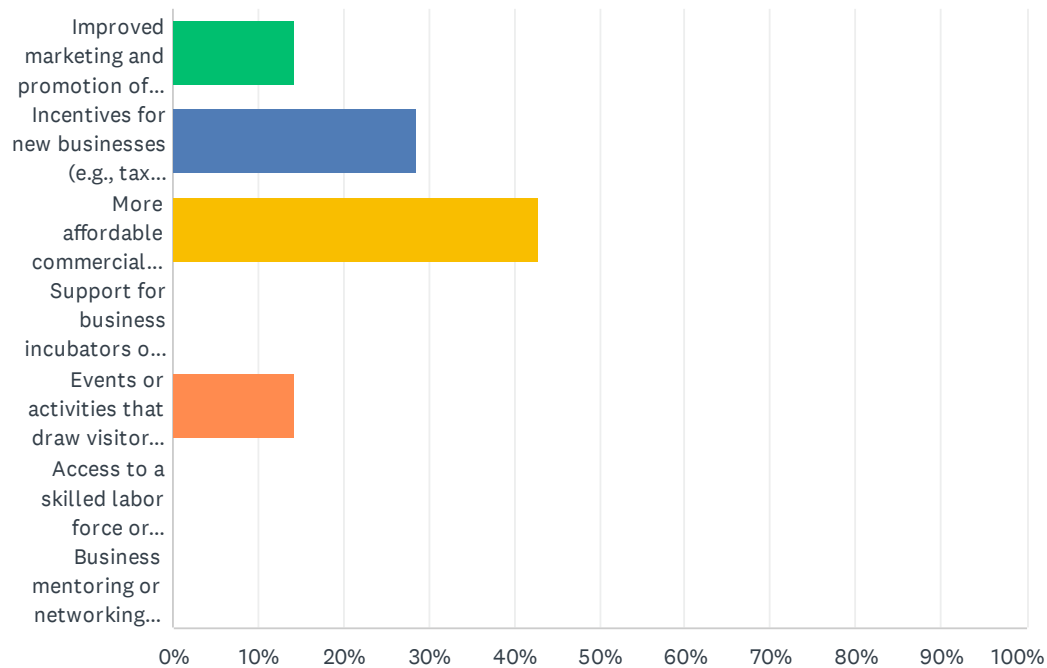
ANSWER CHOICES	RESPONSES	
Yes	55.56%	5
No	0.00%	0
Maybe	33.33%	3
Other (please specify)	11.11%	1
TOTAL		9

## Q25 What types of business are important to recruit into the Old Town?

Answered: 9   Skipped: 1

## Q26 What is needed to attract new businesses?

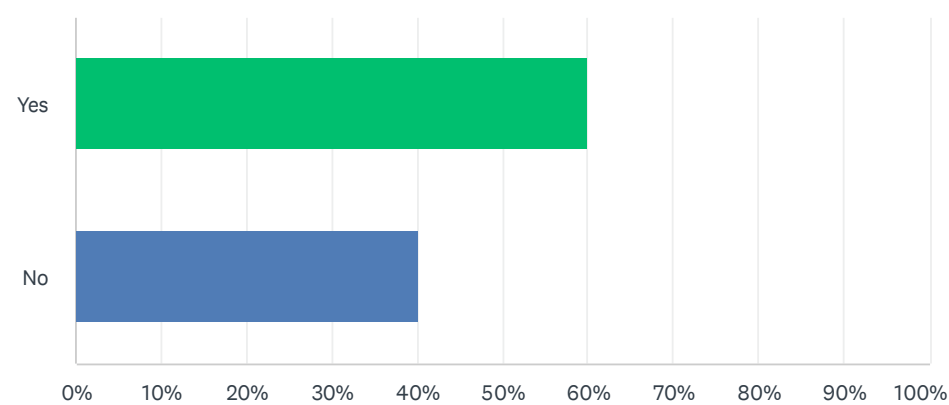
Answered: 7   Skipped: 3



ANSWER CHOICES	RESPONSES	
Improved marketing and promotion of Old Town as a business destination	14.29%	1
Incentives for new businesses (e.g., tax breaks, grants, or loans)	28.57%	2
More affordable commercial space for rent or lease	42.86%	3
Support for business incubators or co-working spaces	0.00%	0
Events or activities that draw visitors to the area (e.g., markets, festivals)	14.29%	1
Access to a skilled labor force or workforce development programs	0.00%	0
Business mentoring or networking opportunities	0.00%	0
TOTAL		7

Q27 Do you have any plans for renovations in the next 1-3 years?

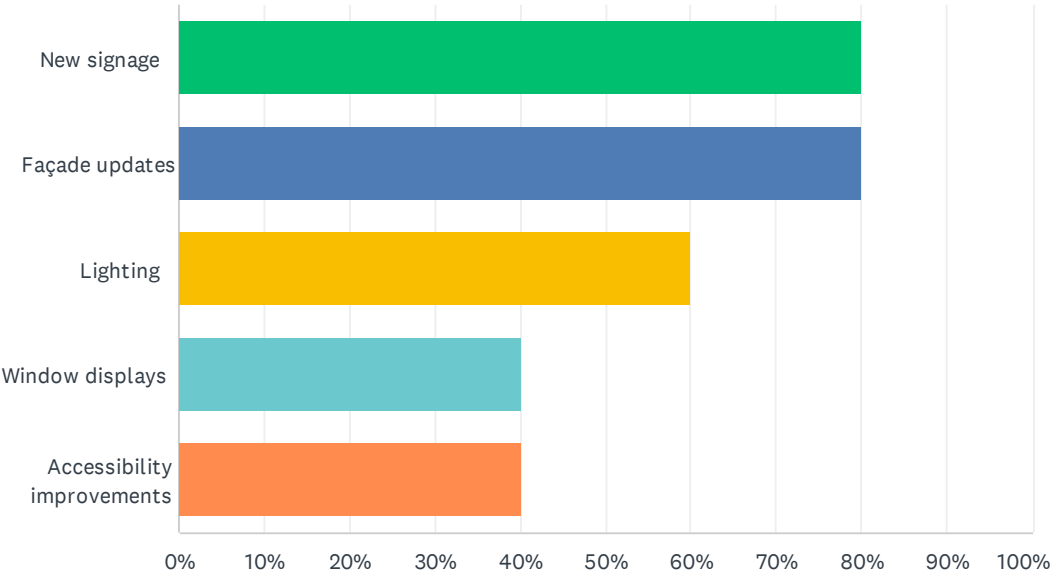
Answered: 10    Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	60.00%	6
No	40.00%	4
TOTAL		10

Q28 If yes, what types of renovations are you considering? (Select all that apply)

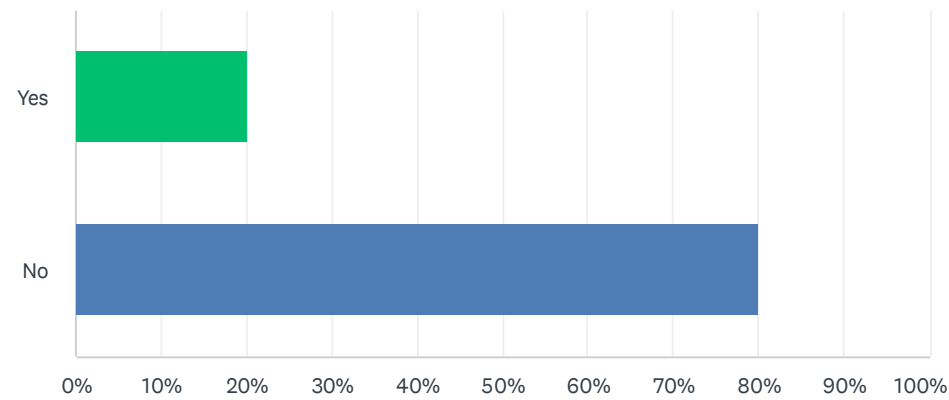
Answered: 5    Skipped: 5



ANSWER CHOICES	RESPONSES	
New signage	80.00%	4
Façade updates	80.00%	4
Lighting	60.00%	3
Window displays	40.00%	2
Accessibility improvements	40.00%	2
Total Respondents: 5		

Q29 Are the City's system development charges competitive with those in neighboring jurisdictions?

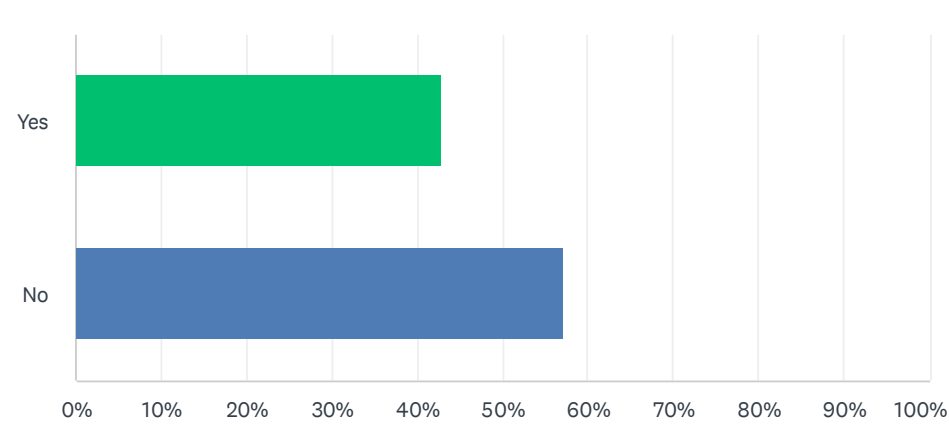
Answered: 5    Skipped: 5



ANSWER CHOICES	RESPONSES	
Yes	20.00%	1
No	80.00%	4
TOTAL		5

Q30 Are parking issues impacting your business? [Yes/No]

Answered: 7    Skipped: 3



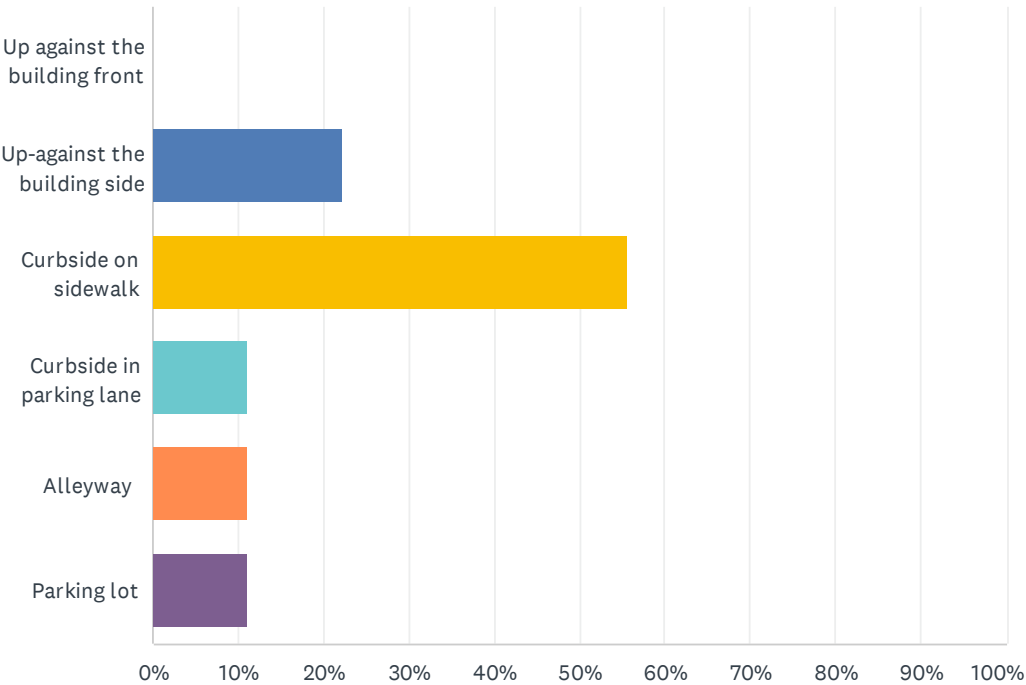
ANSWER CHOICES	RESPONSES	
Yes	42.86%	3
No	57.14%	4
TOTAL		7

## Q31 If yes, what are the key challenges?

Answered: 3   Skipped: 7

Q32 Where is trash and recycling being collected? (Select all that apply)

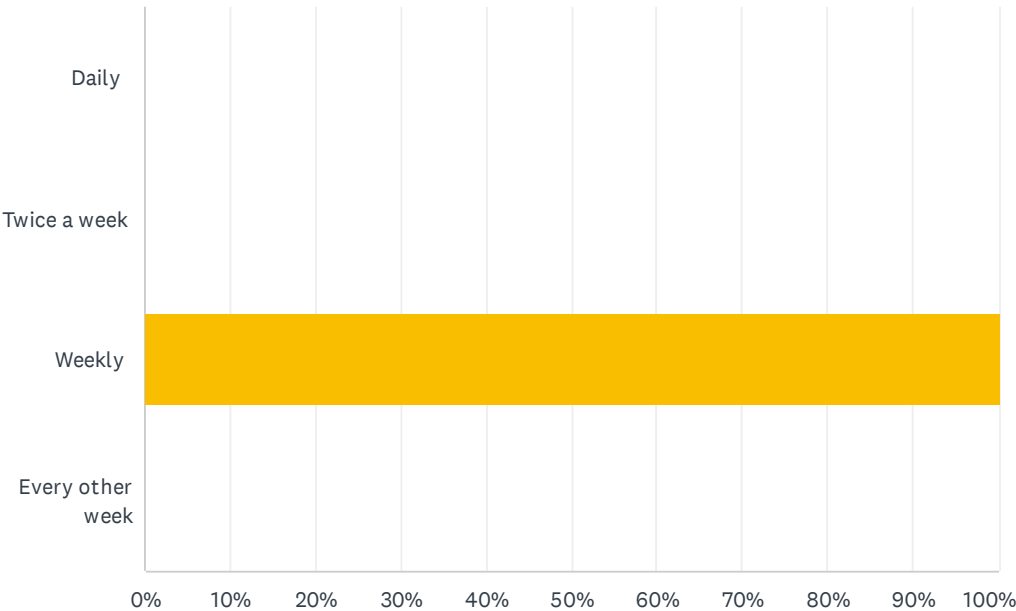
Answered: 9    Skipped: 1



ANSWER CHOICES	RESPONSES	
Up against the building front	0.00%	0
Up-against the building side	22.22%	2
Curbside on sidewalk	55.56%	5
Curbside in parking lane	11.11%	1
Alleyway	11.11%	1
Parking lot	11.11%	1
Total Respondents: 9		

Q33 How frequent is trash collected? (Dropdown Daily, twice a week, weekly, every other week, other (please specify))

Answered: 8 Skipped: 2



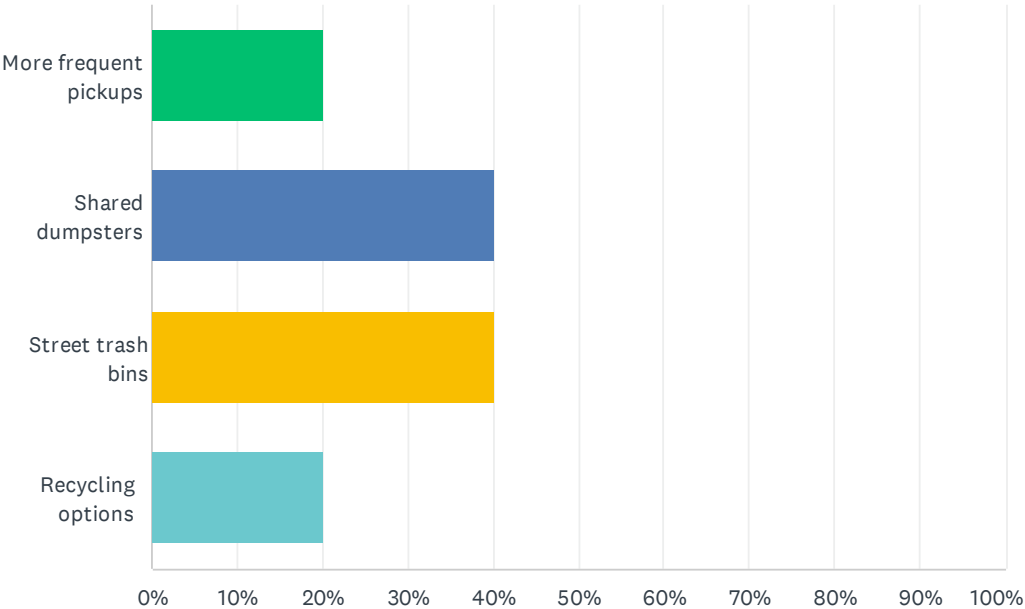
ANSWER CHOICES	RESPONSES	
Daily	0.00%	0
Twice a week	0.00%	0
Weekly	100.00%	8
Every other week	0.00%	0
TOTAL		8

Q34 Are there any trash management challenges that need to be addressed in Old Town? (Please explain)

Answered: 5   Skipped: 5

Q35 What trash management methods should be considered for Old Town?

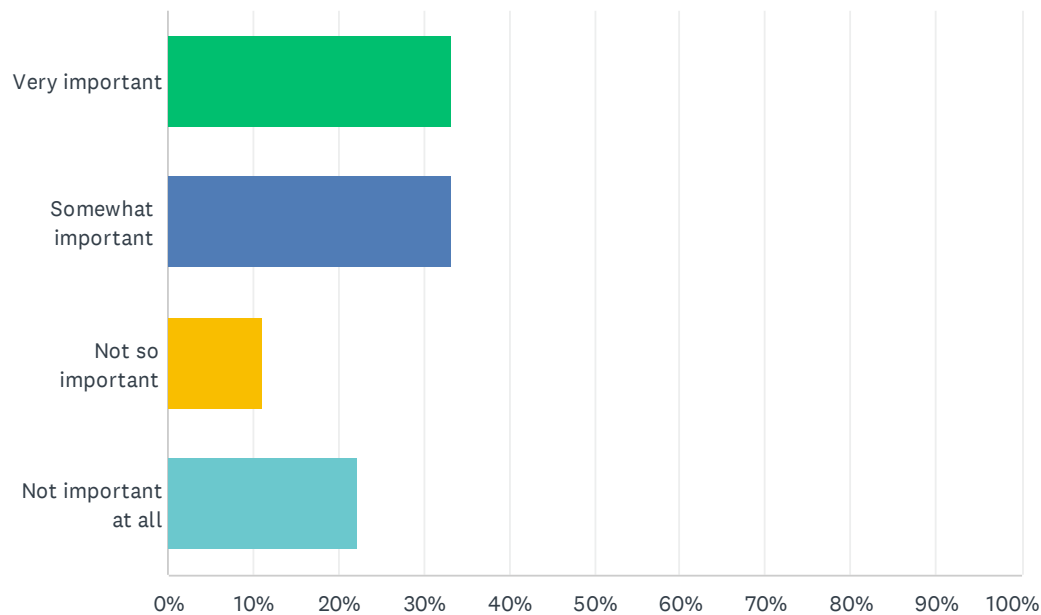
Answered: 5    Skipped: 5



ANSWER CHOICES	RESPONSES	
More frequent pickups	20.00%	1
Shared dumpsters	40.00%	2
Street trash bins	40.00%	2
Recycling options	20.00%	1
Total Respondents: 5		

Q36 How important is having additional housing in the Old Town? (Open ended)

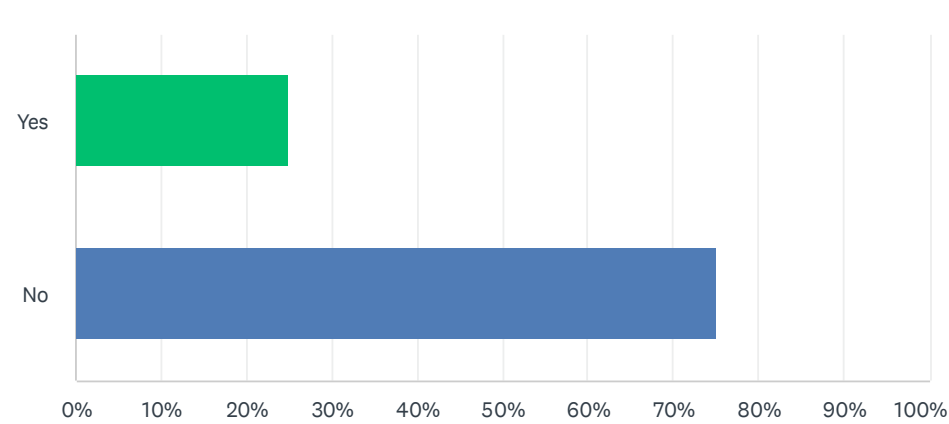
Answered: 9    Skipped: 1



ANSWER CHOICES	RESPONSES	
Very important	33.33%	3
Somewhat important	33.33%	3
Not so important	11.11%	1
Not important at all	22.22%	2
TOTAL		9

Q37 Are you aware of the outdoor seating program?

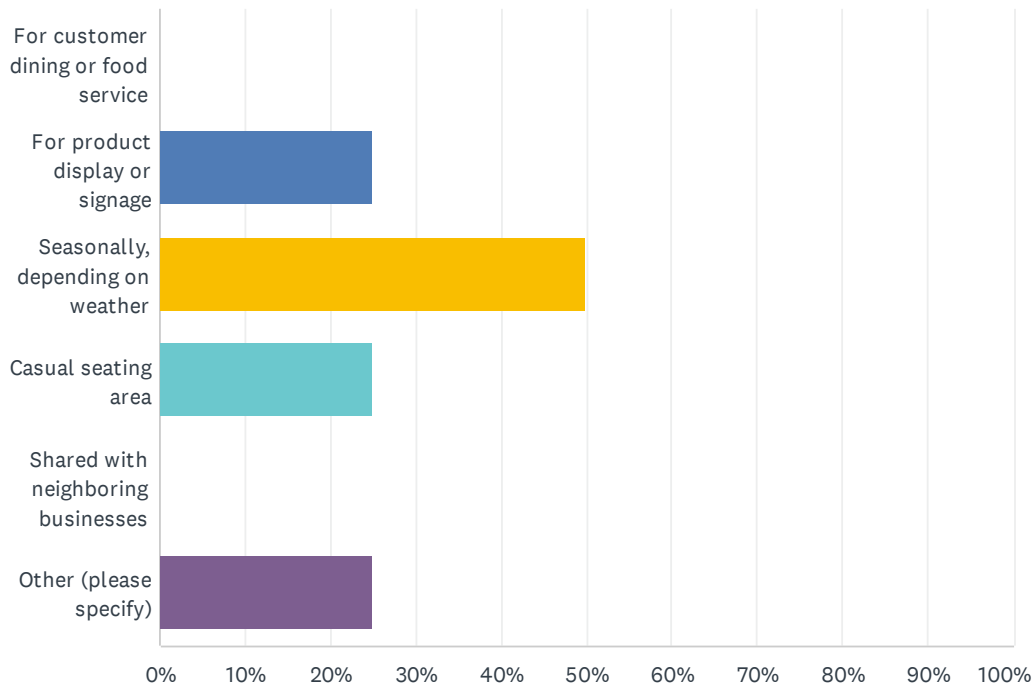
Answered: 8    Skipped: 2



ANSWER CHOICES	RESPONSES	
Yes	25.00%	2
No	75.00%	6
TOTAL		8

Q38 If so, how are you using outdoor seating areas at your business?

Answered: 4    Skipped: 6



ANSWER CHOICES	RESPONSES	
For customer dining or food service	0.00%	0
For product display or signage	25.00%	1
Seasonally, depending on weather	50.00%	2
Casual seating area	25.00%	1
Shared with neighboring businesses	0.00%	0
Other (please specify)	25.00%	1
Total Respondents: 4		