

MEMORANDUM

Sherwood Old Town Strategic Plan

To: Sean Conrad (City of Sherwood); Eric Rutledge (COS)
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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 1st Street and 2nd 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 Hood 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.

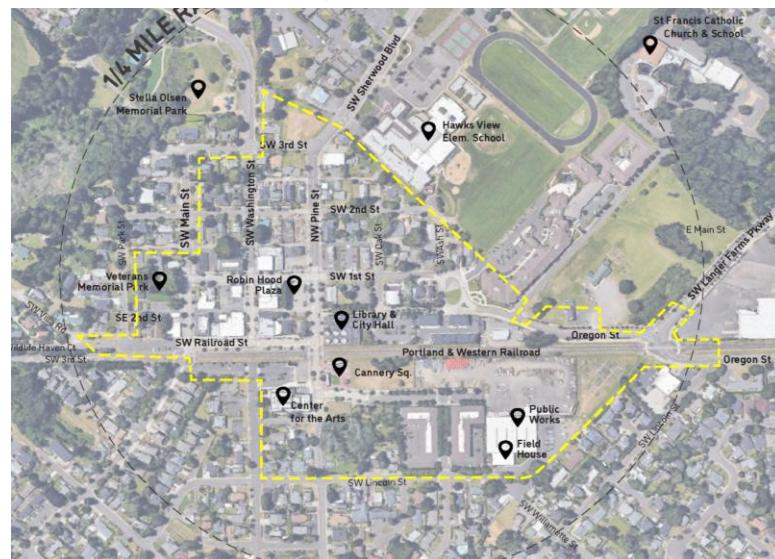


Figure 1: Project Area

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—businesses, residents, & 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 Old Cannery District via Main Street and Pine 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 Village commercial center south to Oregon Street and westbound along 1st 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 arterial street, it provides access to these neighborhoods and direct connections to the Cannery District via Main Street and Pine 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/12th 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 Village commercial center south to Oregon Street and westbound along 1st 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 3rd 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

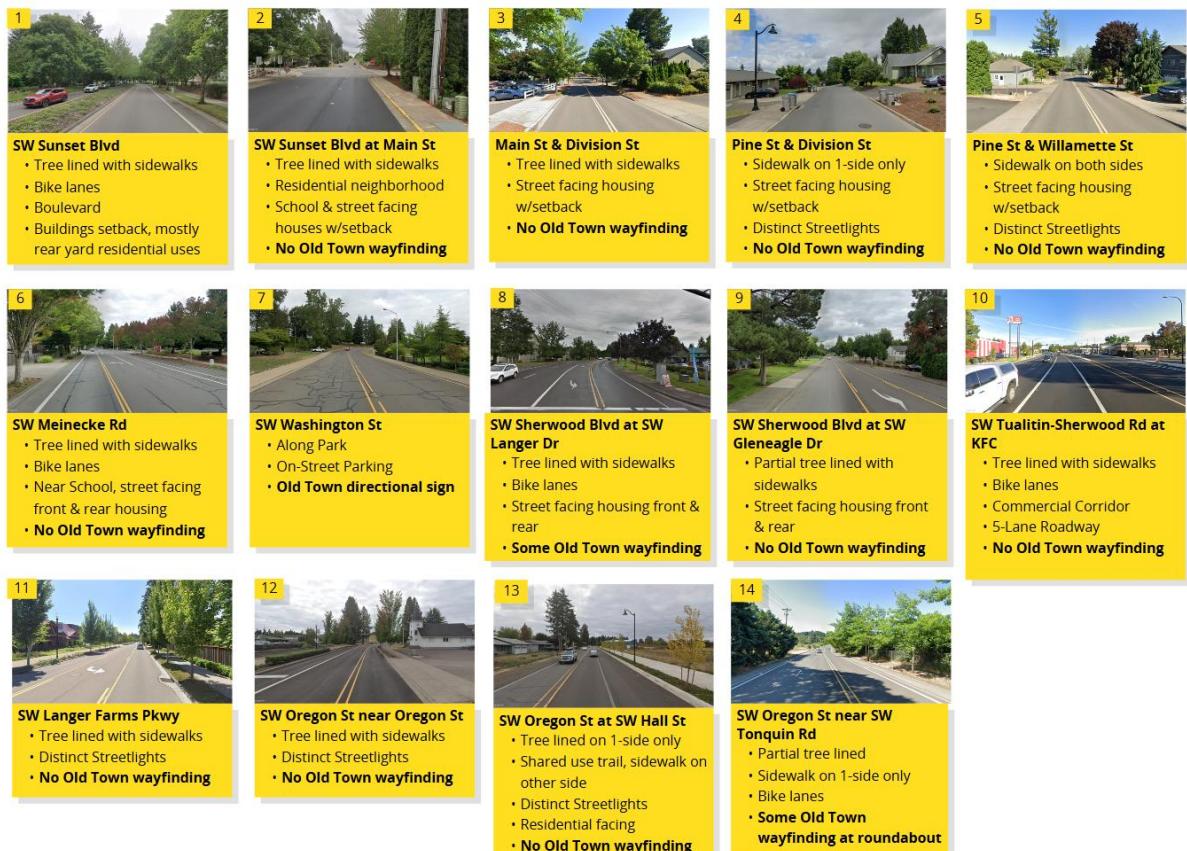


Figure 5: Existing Streetscape & Built Environment Conditions for Primary Old Town Access Routes

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 River National 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**.

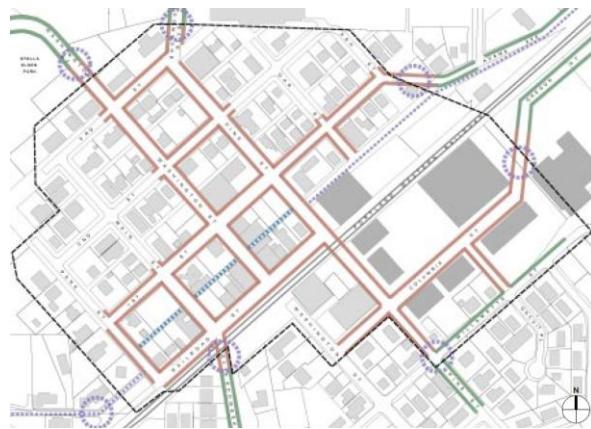


Figure 7: Streetscape Plan (2003)

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.

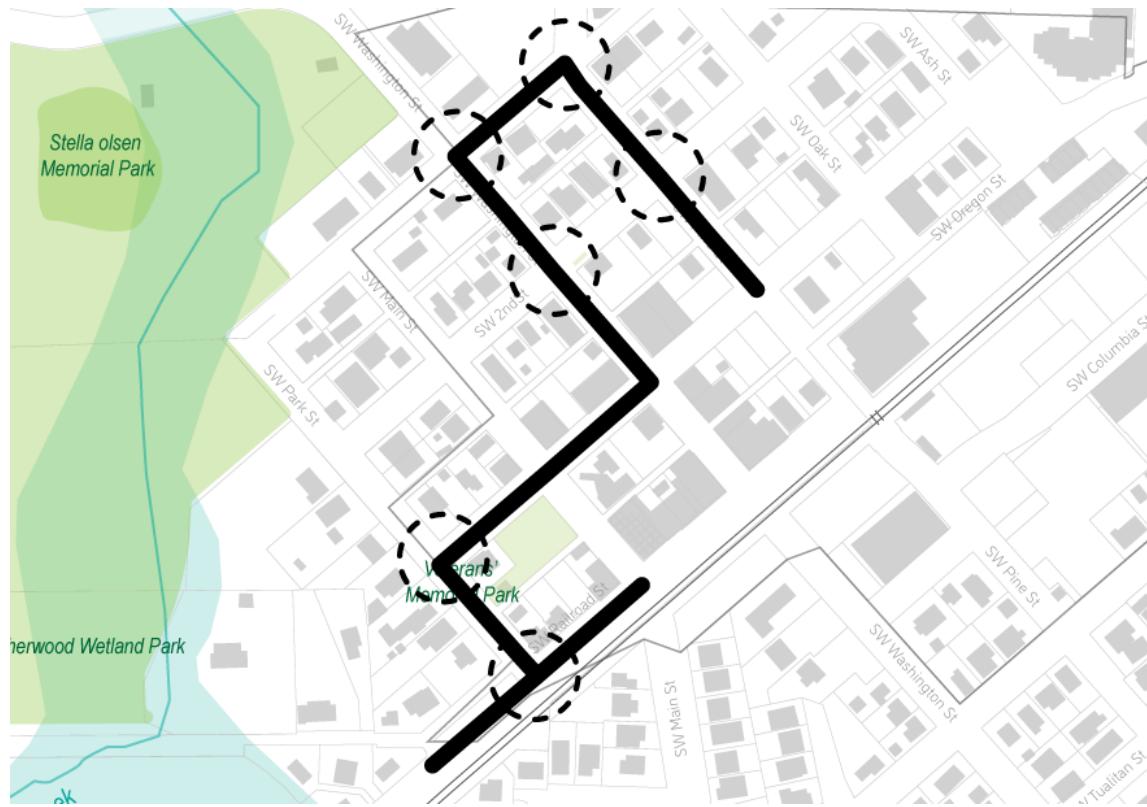


Figure 8: Streetscape Plan – Potential Phase 2 Improvements

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 along 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 Sherwood West 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.

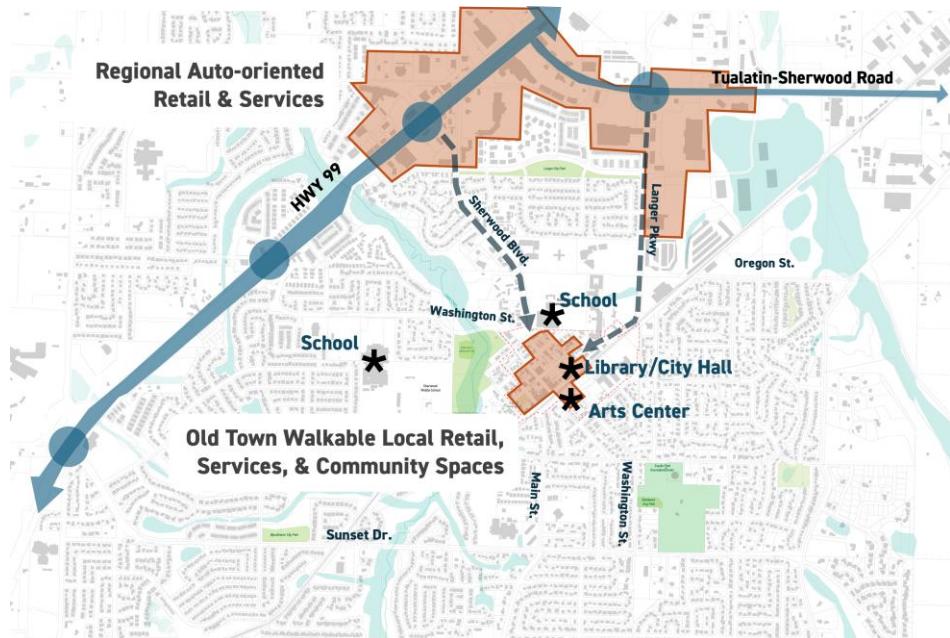


Figure 9: Concentrations of Regional and Local Retail/Commercial Uses and Destinations

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 & Sherwood 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
- **Cruisin 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 curbless 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.

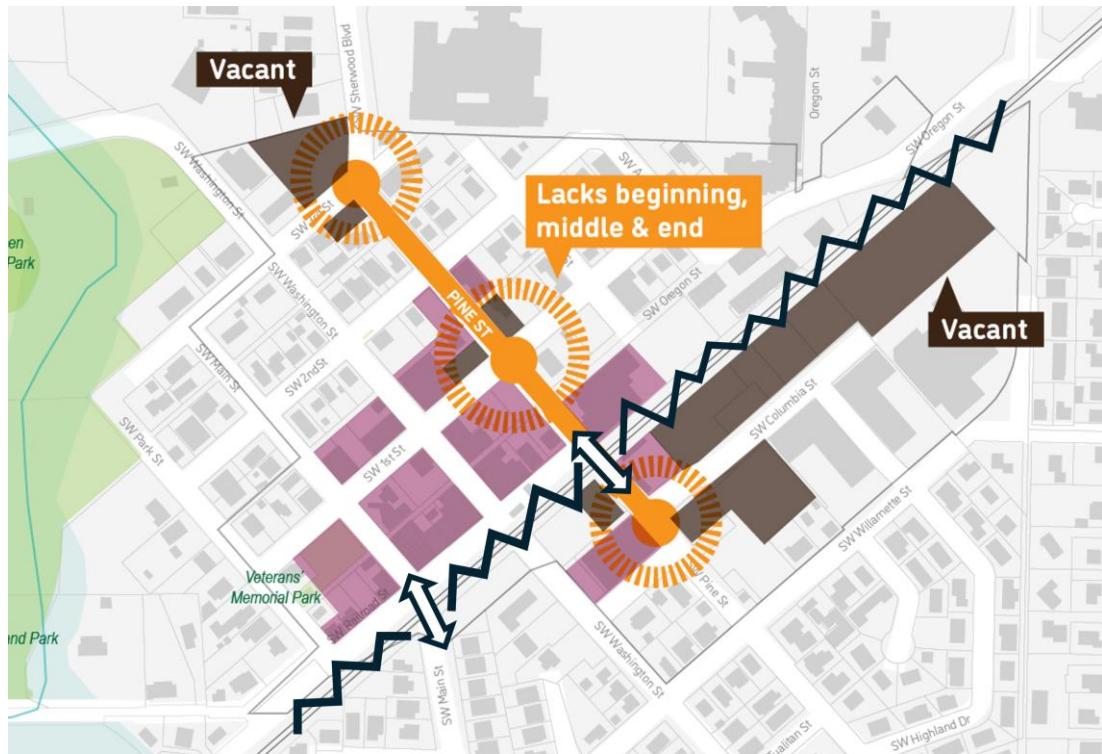


Figure 10: Old Town Existing Conditions

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.

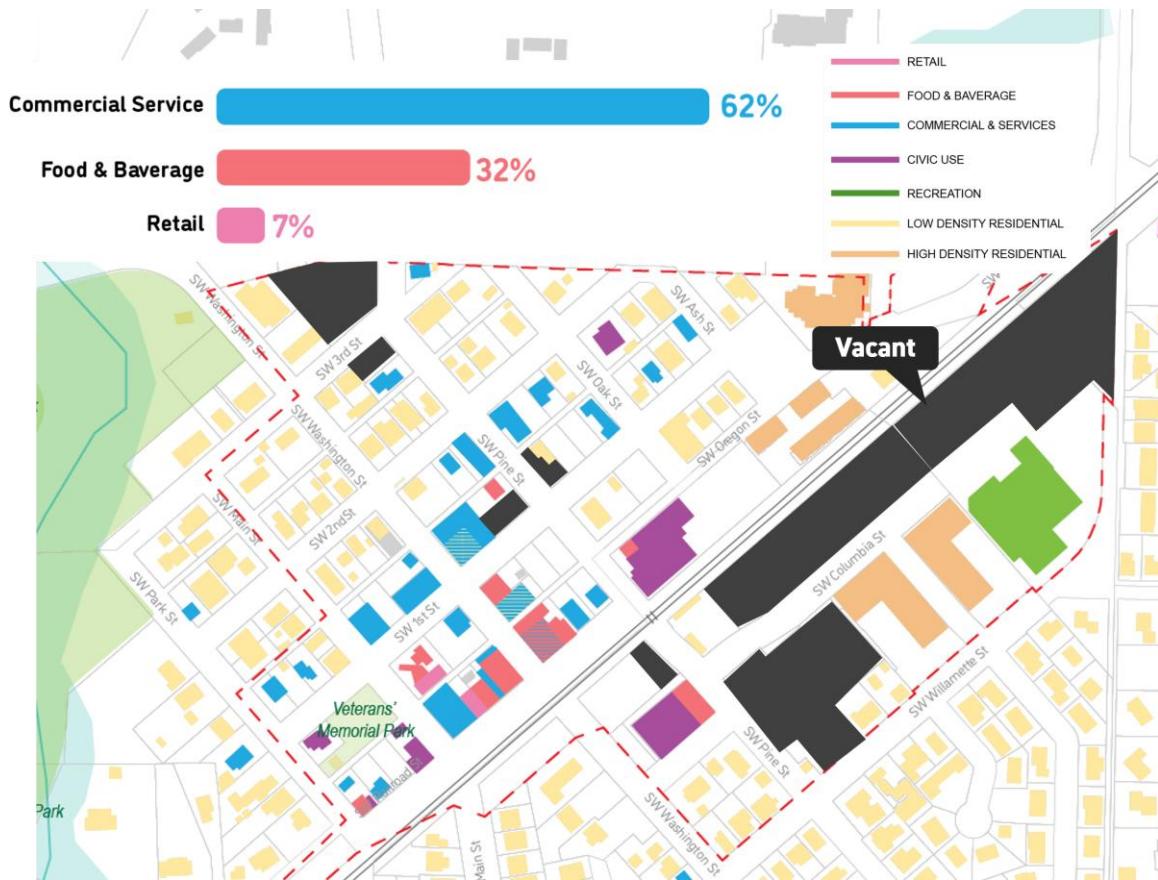


Figure 11: Location and Type of Existing Old Town Uses

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.

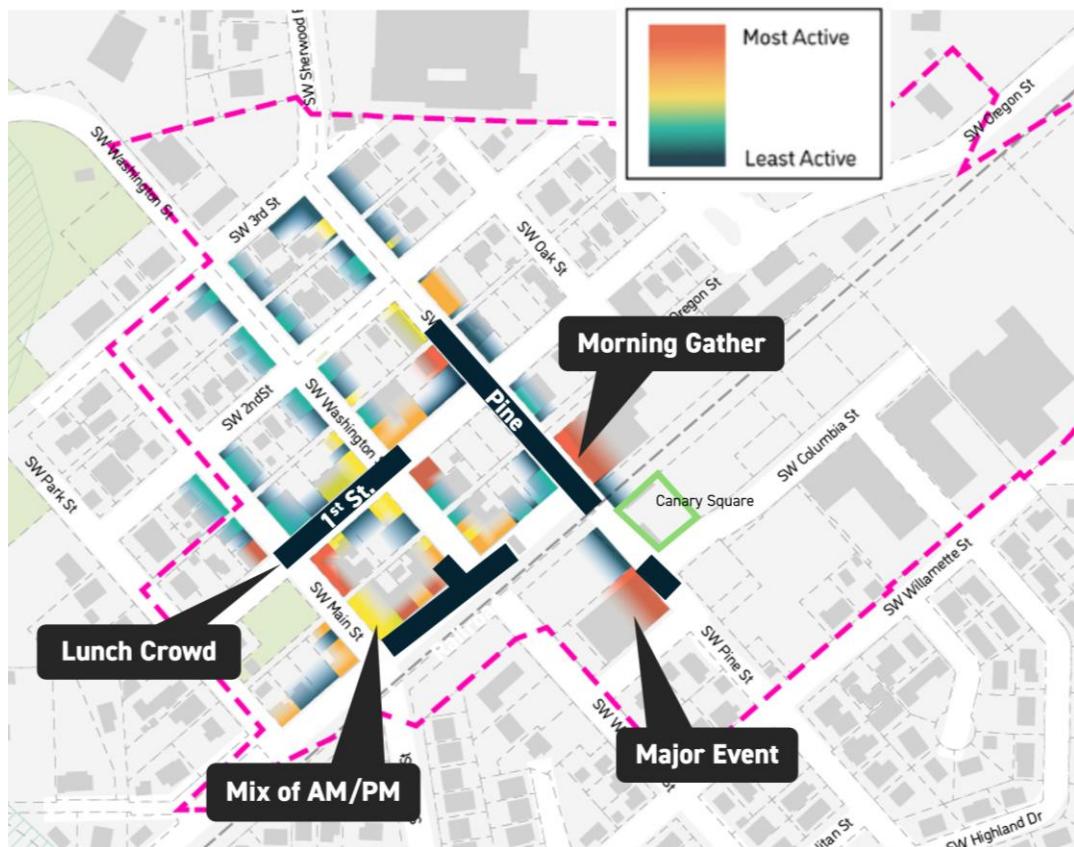


Figure 12: Active Uses

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.

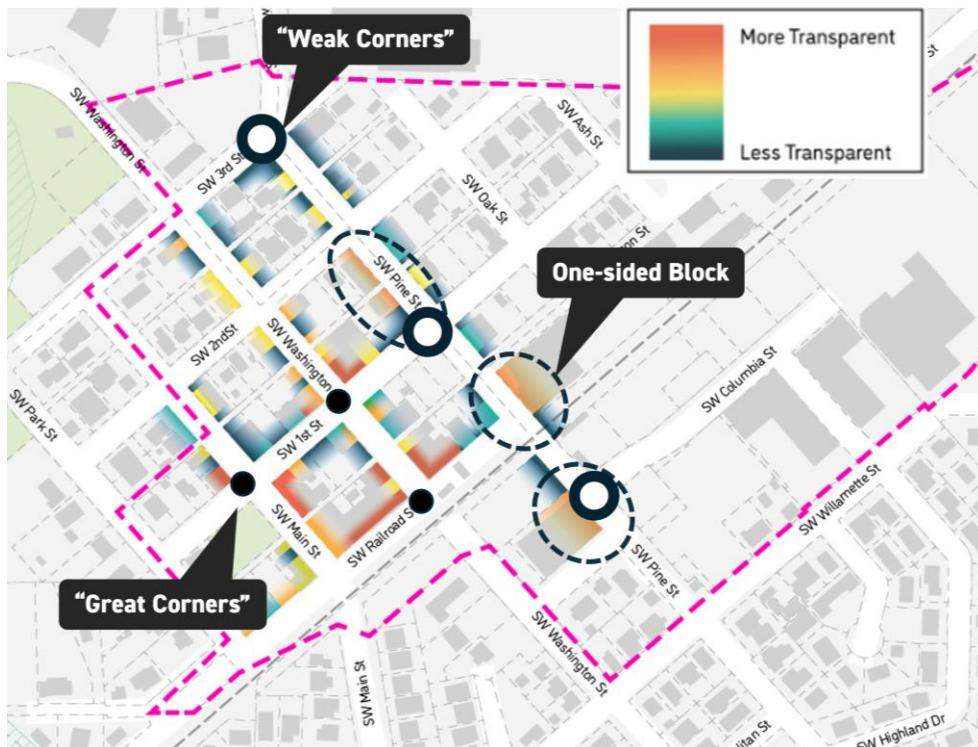


Figure 13: Storefront Transparency

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 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 Old Cannery 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.

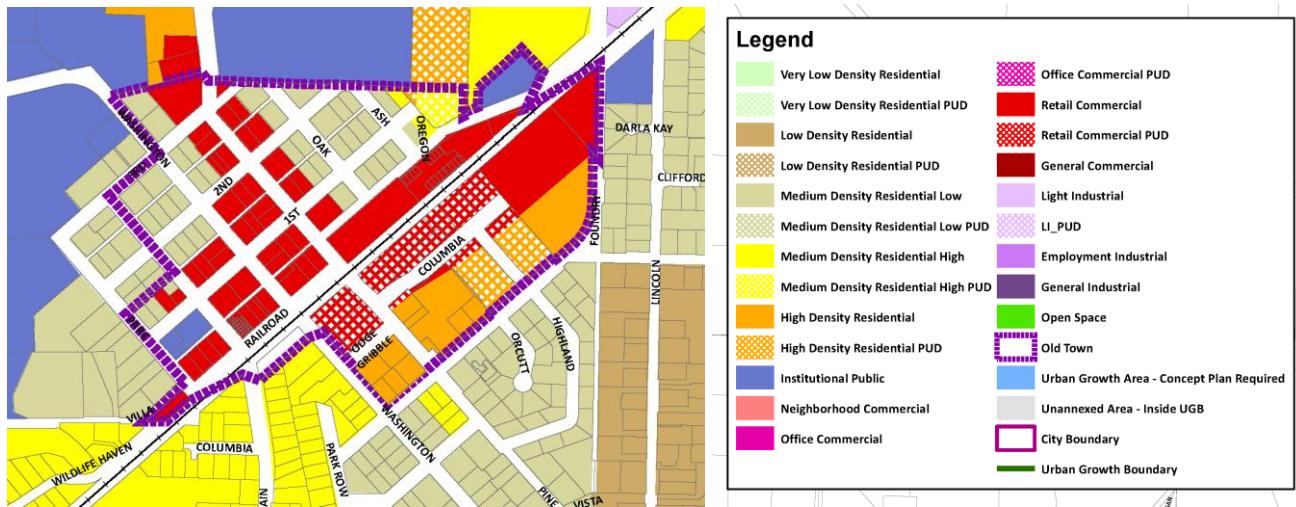


Figure 14: Sherwood Title 16 Zoning Map

- 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 1st Street
- Private lots are oriented to the side or the rear of buildings

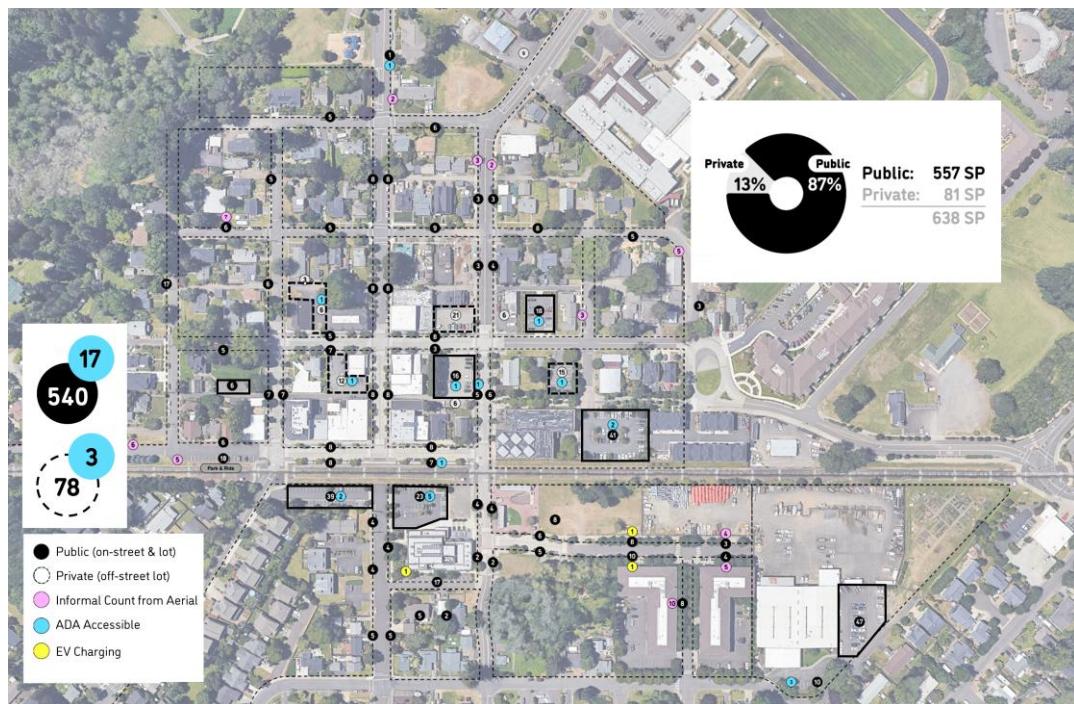


Figure 16: Existing Parking Supply

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

Conditions Affecting Parking Supply

- Ground-floor parking is restricted 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 3rd 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.

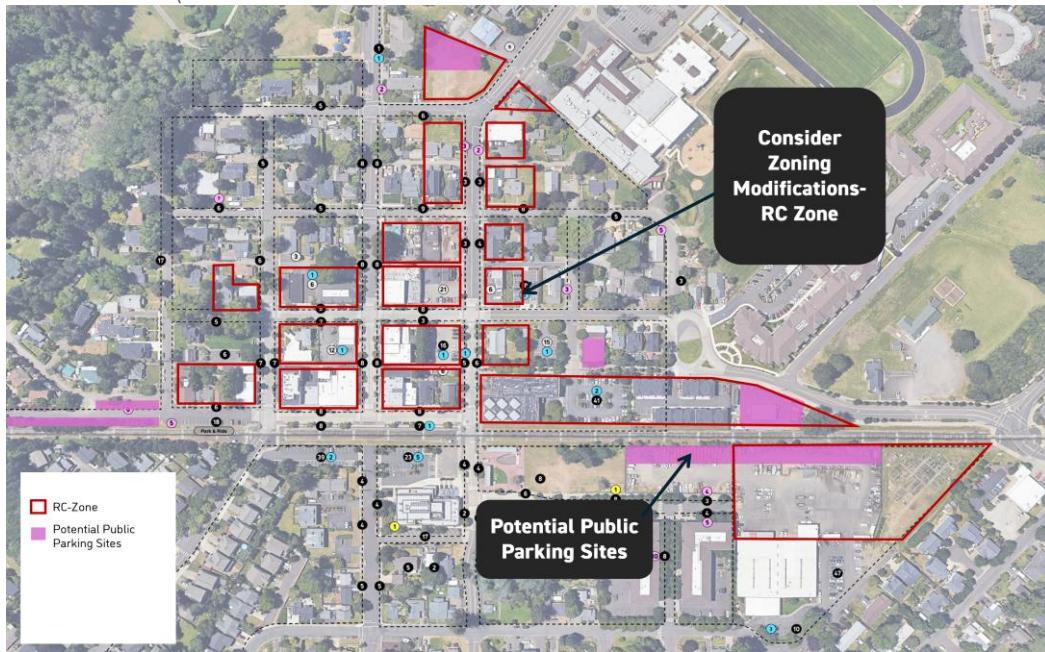


Figure 17: Parking Considerations

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.

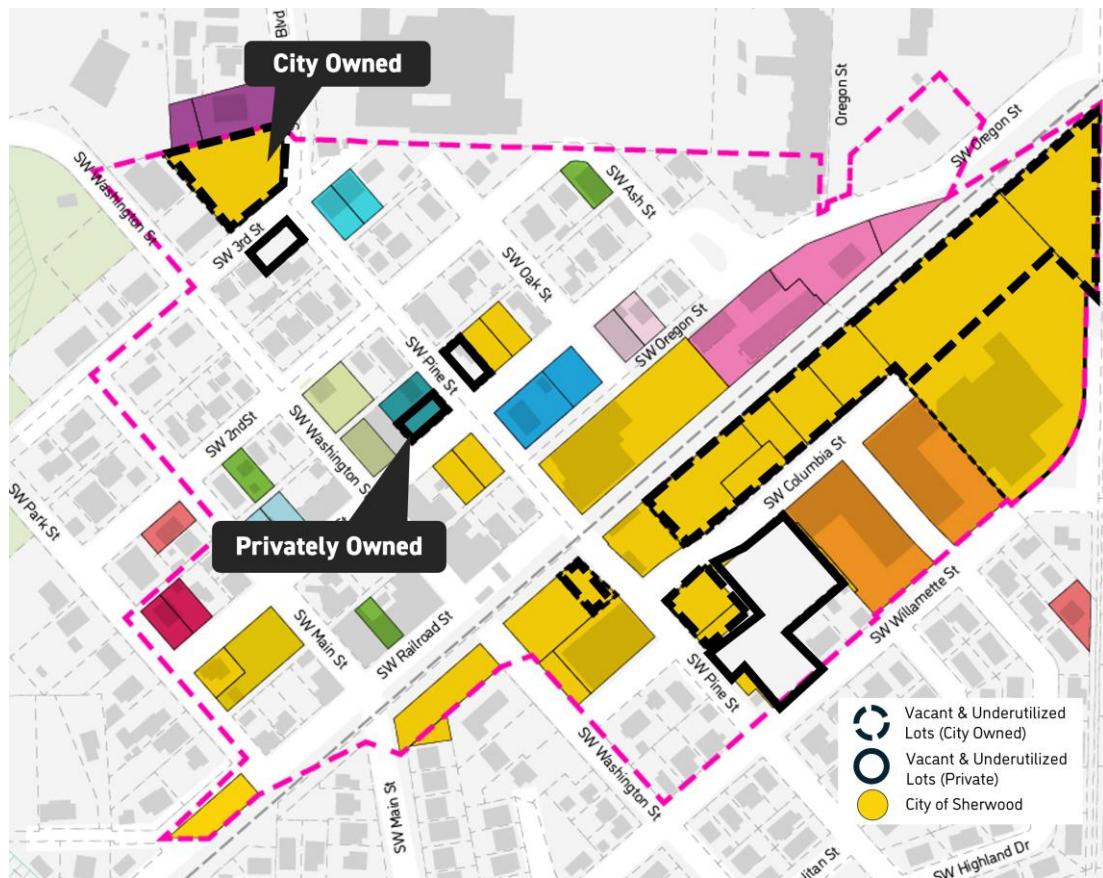


Figure 18: Vacant & Underutilized Parcels and Ownerships

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 1st 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 3rd 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 (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 necessary to stimulate infill development
4. Identify City improvements to the streetscape and undergrounding utilities within the Streetscape Master Plan area.

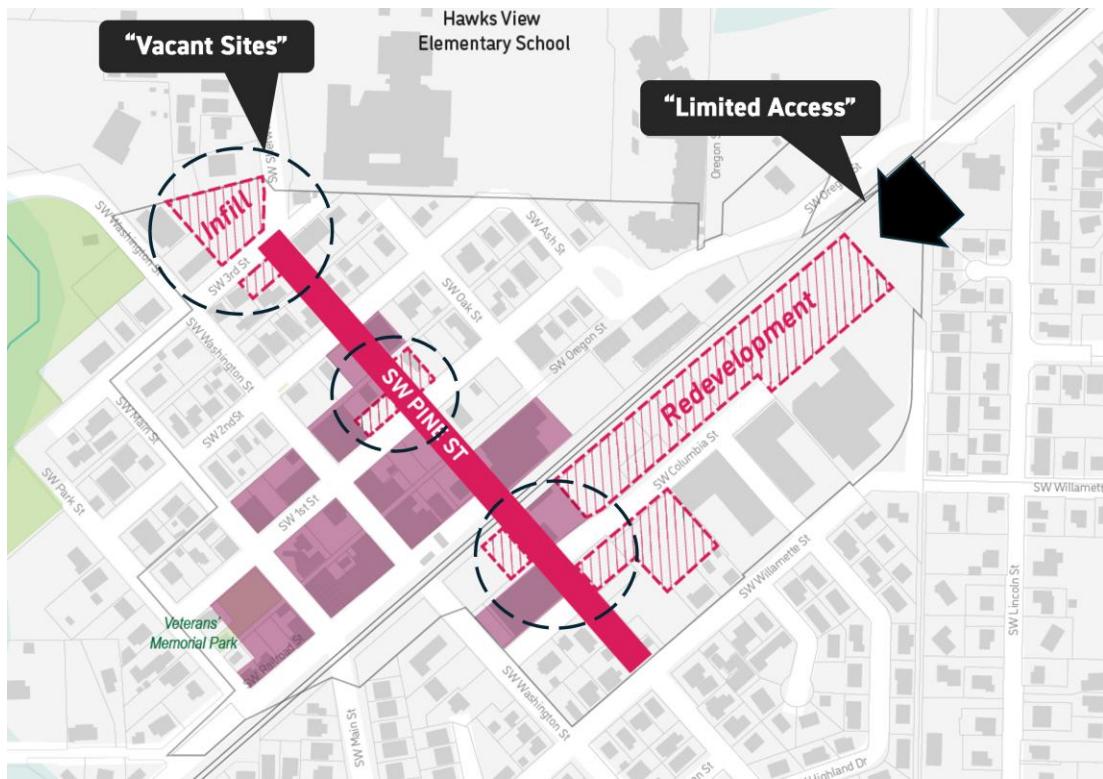


Figure 19: Infill Development Issues to Address

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.

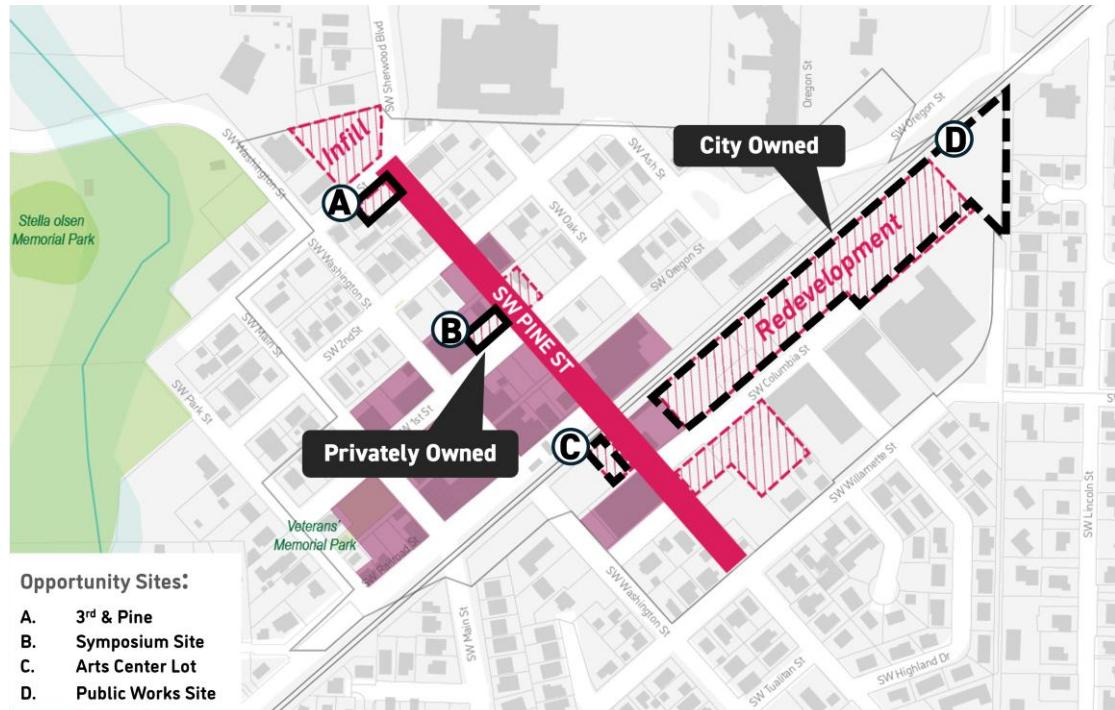


Figure 20: Potential Infill Sites

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.*

A. 3rd & Pine

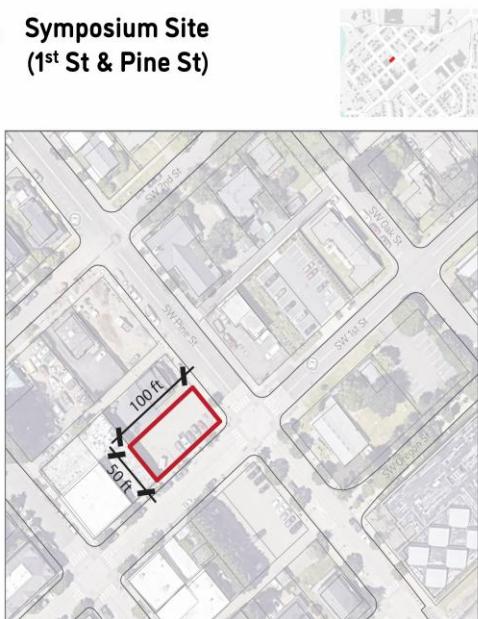


PARCEL NO.	C-2
SITE AREA	0.1 acre / 4,762 sqft
ZONING	RC - Retail Commercial
OWNERSHIP	Corrado Christopher W & Kimra S Rev Liv Trust
MINIMUM LOT AREA	5,000 feet
DENSITY	16-24 units/acre
HEIGHT	40 ft or 3-stories
FRONTYARD SETBACK	N/A
SIDEYARD SETBACK	N/A
PARKING	<p>Minimum Ratio: - General Retail: 4.1 space per 1,000 sqft of gross floor area; - General Office: 2.7 space per 1,000 sqft of gross floor area; - Eating or drinking establishment: 15.3 space per 1,000 sqft of gross floor area. 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 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.*

**B. Symposium Site
(1st St & Pine St)**

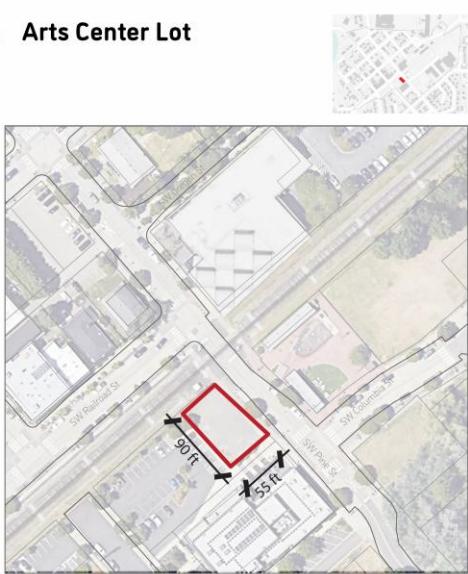


PARCEL NO.	C-3
SITE AREA	0.1 acre / 5,000 sqft
ZONING	RC - Retail Commercial
OWNERSHIP	Voxia Community LH LLC
MINIMUM LOT AREA	5,000 feet
DENSITY	16-24 units/acre
HEIGHT	40 ft or 3-stories
FRONTYARD SETBACK	N/A
SIDEYARD SETBACK	N/A
PARKING	<p>Minimum Ratio: - General Retail: 4.1 space per 1,000 sqft of gross floor area; - General Office: 2.7 space per 1,000 sqft of gross floor area; - Eating or drinking establishment: 15.3 space per 1,000 sqft of gross floor area. 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 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	50' or 4-stories
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 Zones. 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

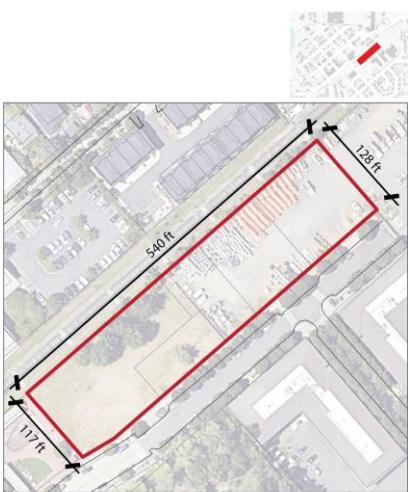


PARCEL NO.	C-5
SITE AREA	3 acre / 131,000 sqft
ZONING	RC - Retail Commercial
OWNERSHIP	Sherwood City
MINIMUM LOT AREA	5,000 feet
DENSITY	N/A
HEIGHT	50' or 4-stories
FRONTYARD SETBACK	N/A
SIDEYARD SETBACK	N/A
PARKING	<p>Minimum Ratio:</p> <ul style="list-style-type: none"> - General Retail: 4.1 space per 1,000 sqft of gross floor area; - General Office: 2.7 space per 1,000 sqft of gross floor area; - Eating or drinking establishment: 15.3 space per 1,000 sqft of gross floor area. <p>On-Street Parking Credit: reduced one off-street parking space for every on-street parking space adjacent to the development.</p>

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.

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	5 acres; less than 5 acres could be developed consistent with the intent and standards as determined by the Commission
HEIGHT	50' or 4-stories
DENSITY	16-24 dwelling units per acre
FRONTYARD SETBACK	N/A
SIDEYARD SETBACK	N/A