



## ORDINANCE 2013-007

### **AN ORDINANCE APPROVING THE SHERWOOD TOWN CENTER PLAN AND AMENDING THE COMPREHENSIVE PLAN TEXT TO REFLECT THE TOWN CENTER PLAN AND ESTABLISH A VISION, POLICY AND STRATEGIES TO GUIDE FUTURE IMPLEMENTATION**

**WHEREAS**, the existing City of Sherwood Comprehensive Plan (Part 2) was approved by Ordinance 91-922, and outlines a system wide land use policy consistent with Statewide Planning Goals; and

**WHEREAS**, in 1995 Metro adopted the 2040 Growth Concept which identified a Town Center in Sherwood in the general vicinity of 99W and Tualatin Sherwood Road; and

**WHEREAS**, the expectation at the time was that Sherwood would undertake a planning process to define the Town Center Boundary and develop a plan for the development or re-development of the Town Center consistent with the regional vision of a Town Center; and

**WHEREAS**, the City received a Transportation Growth Management Grant in 2011 to develop a plan for the Town Center; and

**WHEREAS**, the City Council established a Stakeholder Advisory Committee (SAC), Technical Advisory Committee (TAC) and designated the Planning Commission as the Steering Committee to develop a plan; and

**WHEREAS**, a recommended plan (Plan) was developed after more than a year of planning, coordination with the SAC, TAC and Steering Committee and multiple opportunities for public input and engagement; and

**WHEREAS**, once developed and recommended by the SAC and TAC, the Plan underwent additional public review before the Planning Commission which made additional changes to respond to and reflect the public input received; and

**WHEREAS**, the Plan and proposed amendments to the Comprehensive Plan, set out a vision, policies and strategies for a Town Center with a strong community identity, that is easily walkable, has access to transit and is a place where residents can shop, live, work and play; and

**WHEREAS**, it is recognized that future actions, such as code amendments and updates to the transportation system plan, will be necessary to fully implement the Town Center Plan and the public will be engaged at each future implementation stage; and

**WHEREAS**, the proposed Town Center Plan and Comprehensive Plan amendments (PA 13-01) were duly noticed in accordance with the development code and the required DLCD notice was mailed on July 9, 2013; and

**WHEREAS**, the Planning Commission held a hearing on August 13, 2013 and August 27, 2013 and recommends that the City Council to approve the Town Center Plan and Comprehensive Plan amendments; and

**WHEREAS**, the Sherwood City Council has received the proposal materials, the Planning Commission recommendation including all Attachments entered into the record (PA 13-01), and

**WHEREAS**, the City Council reviewed the Planning Commission recommendation, findings of fact of the proposal, and conducted a public hearing for a Type V legislative amendment on September 17, 2013.

**NOW, THEREFORE, THE CITY OF SHERWOOD ORDAINS AS FOLLOWS:**

**Section 1. Commission Review & Public Hearings.** The proposed Sherwood Town Center Plan and Comprehensive Plan Text Amendments (File No. PA 13-01) was subject to full and proper review and public hearings before the Planning Commission on August 13 and 27, 2013 and the City Council on September 17, 2013.

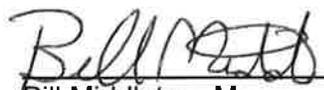
**Section 2. Findings.** After full and due consideration of the proposal, the Planning Commission recommendation, the record, findings and evidence presented at the public hearings, the Council finds that the proposed Sherwood Town Center Plan and Comprehensive Plan text amendments are consistent with all applicable local, regional and state requirements. The findings of fact and evidence relied upon are attached to this Ordinance as Exhibit A.

**Section 3. Approval.** The Town Center Plan attached as Exhibit A-1 and the Comprehensive Plan Text Amendments attached as Exhibit A-2 are hereby **APPROVED**

**Section 4. Manager Authorized.** The Planning Manager is hereby directed to take such action as may be necessary to document the adoption of said amendment.

**Section 5. Effective Date.** This ordinance shall become effective the 30<sup>th</sup> day after its final adoption by the City Council and signature of the Mayor.

**Duly approved by the City Council and signed by the Mayor this 17<sup>th</sup> day of September 2013.**

  
Bill Middleton, Mayor

Attest:

  
Sylvia Murphy, MMC, City Recorder

	<u>AYE</u>	<u>NAY</u>
Clark	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Langer	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Butterfield	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Folsom	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Grant	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Henderson	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Middleton	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**City of Sherwood  
Planning Commission:**

**August 27, 2013  
File No: PA 13-01 – Town Center Plan**

Signed:

  
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**Planning Commission Chair**

*The Planning Commission held a public hearing on August 13<sup>th</sup> and August 27<sup>th</sup> to consider the proposed Town Center Plan and Comprehensive Plan changes. Based on feedback received prior to and at the public hearings, the Commission directed staff to make changes to make it clear that additional implementation actions are required and that, while this decision would define a boundary for the Town Center, the three districts within the Town Center may develop differently depending on their unique characteristics. Finally, the Commission's recommendation includes acknowledgement that development adjacent to the Town Center has an impact on what happens within the Town Center and should be considered as well when implementation actions proceed. The Commission voted unanimously to forward a recommendation of approval of the City Council. The attached documents reflect the Commission's recommendation.*

**I. INTRODUCTION**

The Town Center Plan will be adopted and implemented through amendments to the Comprehensive Plan (Part 2) including proposed text changes to Chapters 4 (Land Use) and 6 (Transportation), to include references to the Town Center Plan and to add a new chapter-Chapter 9, (Special Area Plans), which includes a summary of the Town Center Plan. Future actions are required to implement the Town Center Plan itself, and not included in this proposed amendment. Any future actions would be amendments to the development code to implement strategies identified through this process, updates to the transportation system plan and possible zone changes. All future actions will require additional public involvement and outreach prior to public hearings and adoption.

The report is organized into the following sections:

- I. Introduction
- II. Background (Public Involvement & Proposal Overview)
- III. Affected Agency, and Public Comments
- IV. Type 5 – Legislative Plan Amendment Criteria and Findings of Fact
  - A. Local standards
  - B. Regional standards
  - C. State Standards
- V. Recommendation
- VI. Attachments/record

**II. PROJECT BACKGROUND**

**Background**

Over the past year, the City has worked to develop the Town Center Plan. A town center is a metro-regional designation of a place where residents go to shop, live work and play, and considered to be the center of the community. Town centers should have a strong sense of community identity, be easily walkable and have access to transit. The Planning Commission will consider recommending to City Council adoption of the Town Center Plan as well as amendments to the Comprehensive Plan. Through adoption, the Council will formally recognize the Town Center and establish policies and strategies for the development and re-development of property and public areas within the Town Center, which will serve tens of thousands of people and the central hub of activity for the City of Sherwood.

The Town Center boundary recognizes the natural and man-made features that may act as barriers to connectivity and cohesion for any successful Town Center – including Highway 99W to the northwest, Cedar Creek to the west, the Cannery area south of the railroad tracks in Old Town, the industrial area to the east, and Tualatin-Sherwood Road to the north. The Plan focuses on enhancing the area

within these boundaries and incorporating the Town Center vision that developed over the course of this project. Both the Old Town overlay area and the commercial areas south of Highway 99W and Tualatin-Sherwood Road are included within the Town Center boundary, as well as the intervening residential areas and school properties.

Over time, Old Town is expected to see continued growth and gradual transformations while serving as the southern anchor of the Town Center. Growth also continues in commercial areas immediately south of Highway 99W, with additional opportunities for in-fill and mixed-use development. The "Six Corners"<sup>1</sup> area will continue to be recognized as an integral part of the active commercial center for Sherwood and policies and strategies developed for the Langer Drive District or the Town Center as a whole may be developed to incorporate the Six Corners area as an integral part of the commercial activity center. To reinforce the emphasis on creating a better environment for non-motorized modes of transportation, Langer Drive is re-envisioned with a "Main Street" feel and will serve as a northern commercial node in the Town Center.

The Town Center area encompasses many elements that are integral to a successful, vibrant community, including a diverse mix of civic uses, parks and gathering spaces, grocery stores, cultural activities, day care facilities, offices, restaurants, specialty shops, and larger retail centers. The focus for future limited growth is in Old Town, existing commercial areas south of Highway 99W Tualatin Sherwood Road and along the southern portion of Sherwood Blvd. within the Town Center. Old Town is able to support marginal higher density development than exists there today due to a small supply of vacant parcels with the intention of any new buildings will be of high quality construction with a respect for the unique historic character .

Transportation improvements are identified to make the Town Center safer and easier to get around on different modes of transportation. The Town Center Plan supports enhanced local service and managing parking appropriately to provide sufficient parking for residents and businesses while using land efficiently is critical for a vibrant Town Center.

### **Process and Public Involvement**

The Town Center Plan was developed by a stakeholder advisory committee (SAC), technical advisory committee (TAC) and steering committee (SC). The stakeholder advisory committee consisted of property owners and business leaders within the area and other interested parties. The technical advisory committee consisted of representatives from ODOT, DLCDC, Washington County, Metro, the City of Tualatin, City of Tigard, Tri-Met and Clean Water Services. The Steering Committee was comprised of the City's Planning Commission. The SAC and TAC met five times at different milestones throughout the project. The Steering Committee held three work sessions and provided direction to staff prior to finalizing the plan and materials for public notice. The Planning Commission will provide a recommendation to the City Council through the public hearing/plan amendment process.

In addition to the committee meetings, additional process steps and community involvement included:

- Interested Parties list
- Stakeholder interviews
- Two public open houses (Oct 3, 2012 and January 17, 2013)
- Listening Session (May 25, 2013)

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<sup>1</sup> Six Corners area has been locally known as the area surrounding the former intersection of Highway 99W, Tualatin-Sherwood Road, and SW Edy Road

- Community Discussion (July 23, 2013)
- Project website with regular updates
- Online Survey from (May 14-July 14, 2013)
- On-line opportunities to comment following the open houses
- Updates in the Sherwood Gazette and Archer at key milestones
- E-mail notice and extensive mailing to property owners and businesses within the study area prior to each public event

Early and continuous public outreach and involvement was coordinated and timed to coincide with project tasks and key outcomes.

The major milestones in the process were:

- Inventory of base conditions and projections of market demand, land use, transportation, natural resources and infrastructure needs
- Establishment of project and concept plan goals
- Development of three alternative Town Center boundary areas
- Evaluation of alternatives and development of a draft plan incorporating the most desired elements
- Development of the Town Center Plan and preparation of implementation strategies
- Submission and endorsement of the draft plan with policies and strategies and Comprehensive Plan amendments

The Planning Commission will hold a minimum of one public hearing and make a recommendation to the City Council. The City Council will hold a separate public hearing and make a decision to adopt, adopt with revisions or not adopt the Town Center Plan.

### **Proposal Overview**

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

Key policies include:

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

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

### **III. AFFECTED AGENCY, PUBLIC NOTICE, AND PUBLIC COMMENTS**

The City sent notice to DLCD on July 9, 2013, 35 days prior to the first evidentiary hearing. ODOT, Washington County, Metro, the City of Tualatin, the City of Tigard, Clean Water Services, and Tri-Met, were provided the draft concept plan as part of the Technical Advisory Committee (TAC) and were sent additional agency notice on July 16, 2013. Mailed public notice was sent to all property owners within the Town Center study area on July 24, 2013, which exceeds the City requirement of 10 days prior to the first evidentiary hearing. Metro has been notified at each review stage in the process as a part of the TAC. The City has continued to stay in contact with Metro and ODOT throughout this process to ensure they are up to date on the status and potential issues, as the hearing process has progressed.

#### **Agency Comments**

Cynthia Hahn, Associate Planner, City of Tualatin provided comments addressing several concerns based on the preliminary implementation measures or "action items" of the Town Center Plan. She reported that Tualatin was concerned about incurring additional traffic congestion on SW Tualatin-Sherwood Road that would go along with a possible MMA (multi-modal mixed-use area) designation. She also commented the transit map found on p. 14 of the Town Center Plan should be modified to include a future high capacity/bus rapid transit route travelling from Sherwood Old Town along Langer Farms Parkway and continuing to Tualatin along SW Tualatin-Sherwood Road. This would be consistent with the draft recommendation being considered by the SW Corridor Steering Committee. Tualatin was also interested in continued efforts to collaborate with Tri-Met and Metro to emphasize the need for enhanced service between the jurisdictions. Her comments are attached as Exhibit 3-a.

**STAFF RESPONSE:** The Multimodal Mixed-Use Area (MMA) designation is applied by local governments to downtowns, town centers, main streets, or other areas inside Urban Growth Boundaries where the local government determines that there is:

- High-quality connectivity to and within the area by modes of transportation other than the automobile;
- A denser level of development of a variety of commercial and residential uses than in surrounding areas;
- A desire to encourage these characteristics through development standards; and
- An understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off.

After briefly studying this alternative, it was determined not to pursue a MMA designation for the Town Center because of the untested nature of a MMA designation for town centers as well as the lack of mitigation for any additional vehicle congestion due to an increase in density. The other comments are supportable and the Town Center Plan describes continued efforts to improve local transit service throughout the region.

Agency comments provided throughout the process through the TAC have been included in the production of the draft Town Center Plan.

Andrew Singelakis, Washington County Director of Land Use and Transportation, provided comments on August 27<sup>th</sup> in response to changes proposed between the first and second public hearing. His comments are attached as Exhibit 3-d.

#### **Public Comments**

Public comments may be provided at any time prior to the close of the public hearings. The Planning Commission took public testimony at the hearings on the 13<sup>th</sup> and 27<sup>th</sup>. The Commission also received two pieces of public written testimony, both from Mr. Phil Grillo, which are attached as Exhibit 3-b and 3. The City Council will take verbal and written testimony at the public hearings as well. As discussed above, there were opportunities to get feedback on the plan through open houses,

surveys, community discussions and comments during work sessions. These ideas/comments have been incorporated into the plan document itself and helped inform the process.

#### **IV. REQUIRED FINDINGS FOR A PLAN TEXT AMENDMENT**

**Local Requirements:** Sherwood Zoning and Community Development Code Section 16.72 and Comprehensive Plan Chapters 4 (Land Use), and 6 (Transportation) of the Sherwood Comprehensive Plan.

**Applicable Metro Functional Plan Titles:** 6 (Centers, Corridors, Station Communities and Main Streets), and Metro 2035 Regional Transportation Plan

#### **State Rules, Regulations and Planning Goals**

Oregon Transportation Planning Rule: (OAR 660-012-0060) Applicable Statewide Land Use Planning Goals are: 1 (Citizen Involvement), 2 (Land Use Planning), 5 (Open Spaces, Scenic & Historic Areas, and Natural Resources), 6 (Air, Water & Land Resources), 11 (Public Facilities & Services), and 12 (Transportation)

#### **A. Local Standards**

The City shall find that the following criterion is met by the proposed amendment:

##### **1. Sherwood Zoning and Development Code Section 16.80.030 Review Criteria**

###### **A. Text Amendment**

**“An amendment to the text of the Comprehensive Plan shall be based upon the need for such an amendment as identified by the Council or the Commission. Such an amendment shall be consistent with the intent of the Comprehensive Plan, and with all other provisions of the Plan, the Transportation System Plan and this Code, and with any applicable State or City statutes and regulations, including this Section.”**

**FINDING:** The following section of this report addresses the need for the plan map and text amendments as well as consistency with the Plan policies and applicable regional and state standards. Future implementation actions, amendments to the development code may be recommended; however there are no identified changes at this time.

###### **B. Map Amendment**

**An amendment to the City Zoning Map may be granted, provided that the proposal satisfies all applicable requirements of the adopted Sherwood Comprehensive Plan, the Transportation System Plan and this Code, and that:**

**1. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan and the Transportation System Plan.**

**FINDING:** Compliance with the Comprehensive Plan policies is discussed below in IV. 2. Sherwood Comprehensive Plan.

**2. There is an existing and demonstrable need for the particular uses and zoning proposed, taking into account the importance of such uses to the economy of the City, the existing market demand for any goods or services which such uses will provide, the presence or absence and location of other such uses or similar uses in the area, and the general public good.**

The Town Center Plan describes policies and strategies that will implement the Town Center vision developed over the course of the yearlong planning effort. The Plan does not include any changes to existing zoning or land use but calls for additional study, public input and discussion in some areas where there could be opportunities to better identify possible modifications to the particular uses that would encourage and complement the Town Center Plan.

The consultant team provided an economic market analysis as part of the existing conditions report indicating that Sherwood had experienced strong population growth over the past two decades and a high average income with a larger percentage of family households than other parts of the Portland metro region. This growth is expected to continue for Sherwood, Washington County and the Portland metropolitan region as a whole.

Sherwood can expect continued growth in all of the major land use categories: Residential, Retail, Office and Industrial. Because of the regional urban growth boundary constraints, infill and redevelopment will play a vital role in exactly where the growth occurs. The lower rents achievable in a suburban commercial environment like Sherwood Plaza or Sherwood Marketplace will limit some of the development types that the market is likely to attract to the area like a high rise mixed-use or office building. Despite this, in an environment where most existing uses are single story with more than ample surface parking, significant increases in density can be achieved as the Town Center Plan suggests over time by adding two to three story buildings with higher building coverage and reduced parking standards compared to the low rise buildings currently setback from the roadways.

**FINDING:** Based on the above discussion, the proposal meets this criterion.

**3. The proposed amendment is timely, considering the pattern of development in the area, surrounding land uses, any changes which may have occurred in the neighborhood or community to warrant the proposed amendment, and the availability of utilities and services to serve all potential uses in the proposed zoning district.**

The proposal will adopt the Town Center Plan including the boundary, policies and strategies to shape future implementation actions. The adoption of the Town Center Plan is not only timely but long overdue. Since 2000, Sherwood has had a Metro 2040 Town Center designation at the intersection of Highway 99W and Tualatin Sherwood Road. Although a boundary for the Town Center has been defined, a formal plan for the area was never established. The lack of a plan for the Town Center has resulted in a development pattern that is not compact, mixed use, pedestrian friendly or transit supportive for that particular area.

Metro has recently updated the Urban Growth Management Functional Plan (UGMFP) to better address and incentivize planning for and development of centers, corridors and main streets as part of their capacity ordinance. One of the stated purposes of the revisions to Title 6 (*Centers, Corridors, Station Communities and Main Streets*) of the UGMFP is to "use investments and other incentives to induce cities and counties to revise their comprehensive plans and land use regulations to eliminate barriers to the types and densities of residential development market-feasible." This requires local jurisdictions to develop boundaries, plans and implementation strategies for town centers in order to be

eligible for certain regional investments. Since this boundary area is within the existing City limits, the City is able to support this designation.

Last year, the City received a Transportation Growth Management grant to study the best location for establishing a Town Center boundary for Sherwood that conveyed the community's aspirations for a distinctive Town Center area as well as development of policies and strategies to implement the vision for the Sherwood Town Center. The plan before the Commission reflects the results of this planning effort.

**FINDING:** Based on the above discussion the proposal satisfies this criterion.

**4. Other lands in the City already zoned for the proposed uses are either unavailable or unsuitable for immediate development due to location, size or other factors.**

**FINDING:** The Town Center Plan does not include a change of land use or new zoning and thus this criterion is not applicable.

**C. Transportation Planning Rule Consistency**

**1. Review of plan and text amendment applications for effect on transportation facilities. Proposals shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with OAR 660-12-0060 (the TPR). Review is required when a development application includes a proposed amendment to the Comprehensive Plan or changes to land use regulations.**

**2. "Significant" means that the transportation facility would change the functional classification of an existing or planned transportation facility, change the standards implementing a functional classification, allow types of land use, allow types or levels of and use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility, or would reduce the level of service of the facility below the minimum level identified on the Transportation System Plan.**

**3. Per OAR 660-12-0060, Amendments to the Comprehensive Plan or changes to land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:**

- a. Limiting allowed uses to be consistent with the planned function of the transportation facility.**
- b. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses.**
- c. Altering land use designations, densities or design requirements to reduce demand for automobile travel and meet travel needs through other modes.**

Oregon's Transportation Planning Rule (TPR), Oregon Administrative Rule 660-012-000, was enacted to support Oregon's Goal 12 (The Transportation Goal). Goal 12 seeks to "promote the development of safe, convenient and economic transportation systems" designed to reduce reliance on the automobile. The TPR serves to explain how local governments and state agencies are responsible for transportation planning. Section 0060 directs cities and counties to assess whether proposed plan

amendments or zone changes will have a significant effect on the transportation system.

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

A traffic analysis was performed to illustrate how these assumptions could impact future traffic and the need for additional improvements to the roadway system. The traffic analysis modeled a “reasonable worst case” growth scenario to identify how traffic conditions could be different in the future if changes to zoning or land use regulations were made, and compared that to the projected traffic based on the growth assumptions already assumed in Metro’s regional planning. The opportunities identified for future growth within the proposed Town Center boundary (see Existing Conditions Sherwood Town Center Plan Report, Appendix D) are consistent with the overall direction and policy guidance contained in the Plan.

The “worst case scenario” results show an increase in land use intensity of approximately 125 dwelling units and approximately 400 employees above and beyond the growth assumptions found in the base case regional projections. This anticipated growth would result in approximately 1,150 additional vehicle trips during the PM peak hour (based on estimated trip generation rates). While additional analysis will be required prior to any implementation actions that result in changes to land use, the transportation analysis completed for this planning exercise identifies that the additional traffic generated by the assumed growth would require the following improvements to mitigate impacts:

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

The improvements do not need to be identified with the adoption of the plan and the proposed amendments to the Comprehensive Plan; however, they are informative for future implementation actions. Future implementation actions that trigger TPR compliance will likely include additional or updated analysis.

**FINDING:** Based on the above discussion, the plan and proposed Comprehensive Plan amendments comply with the TPR requirements, as the amendments do not significantly affect the existing or proposed transportation system.

## **2. Sherwood Comprehensive Plan Policies**

### **Chapter 4 Land Use:**

#### ***Section E. (Residential Land Use), Subsection 2 (Residential Planning Designations)***

**Policy 1 - Residential areas will be developed in a manner which will insure that the integrity of the community is preserved and strengthened.**

**Policy 2 - The City will insure that an adequate distribution of housing styles and tenures are available.**

The Town Center boundary area includes a wide variety of housing types including older low-density, single-family homes along with a large supply of multi-family housing, including attached townhomes, condominiums and apartment buildings. No zoning changes are proposed with this plan, but the strategies identified in the planning document indicate that future development will be "appropriately scaled" to be compatible with the existing neighborhoods as well as encouraging property owners to develop high quality infill projects.

**FINDING:** As discussed above, the plan complies with this policy.

#### ***Section H. Economic Development Policies and Strategies***

**Policy 5- The City will seek to diversify and expand commercial and industrial development in order to provide nearby job opportunities, and expand the tax base.**

One of the proposed Comprehensive Plan amendments adds an economic strategy to the above Policy 5 to address the relationship to the newly created Town Center Plan. The strategy added to support this economic policy will, "encourage development and redevelopment of commercial areas within the Town Center overlay, consistent with the Town Center vision of vibrant, walkable, mixed-use areas that serve as the focal point of community life and commerce." By adding this strategy to the Comprehensive Plan, the City will be acknowledging the principles identified in the Town Center Plan as it moves toward implementation. This direction will help focus attention on the compliance of any additional action items that stem from future work on the Town Center Plan and focus on creating an economically viable Town Center.

**FINDING:** Based on the above discussion the amendment is compatible with this policy.

#### ***Section I. Commercial Land Use***

**Policy 1 Commercial activities will be located so as to most conveniently service customers.**

**Policy 2 Commercial uses will be developed so as to complement rather than detract from adjoining uses.**

**Policy 3 Highway 99W is an appropriate location for commercial development at the highway's intersection with City arterial and major collector roadways.**

**Policy 4 The 1983 "Sherwood Old Town Revitalization Plan" and its guidelines and strategies are adopted as a part of the Sherwood Comprehensive Plan.**

No zoning changes are proposed with this plan and all commercially zoned properties will remain the same. Additionally, no development code changes are proposed at this time. The general policies identified in the Town Center Plan are meant to complement active uses that encourage people to seek out these activity centers and more conveniently serve customers through all modes of transportation.

The Plan identifies the importance of cultivating and enhancing the two commercial districts within the Town Center area including the Langer Drive District and the Old Town District. The Plan discusses multiple strategies in order to support programs and improvements that bring awareness to these areas including adding gateway features, wayfinding, a unified theme and ultimately developing a marketing strategy to generate greater regional awareness of the Sherwood Town Center as the hub of local activity.

**FINDING:** Based on the above discussion, the proposal satisfies these criteria.

**2. c (Commercial Planning Designation Objectives).5) Old Town (OT)**

**The OT zoning district is an overlay district generally applied to commercially zoned property, and residential properties with the potential for commercial conversion, in the Smockville Subdivision, also known as Old Town. The OT zone recognizes the unique and significant characteristics of Old Town, and is intended to provide development flexibility with respect to uses, site size, setbacks, heights, and site design elements, in order to preserve and enhance the area's commercial viability and historical character.**

Old Town will continue be to the heart of the City. The town center planning process confirmed the community support for Old Town area and the importance of preserving the unique character over time. Recognizing this, Policy 4 of the Town Center Plan encourages property owners to invest in development that supports the Town Center vision with strategies that ensure that the approval process and regulatory provisions for new development, redevelopment and site improvements within the Town Center do not discourage development. This provides direction for evaluating the current Old Town overlay standards and balance whether there is adequate regulatory flexibility and oversight to preserve the unique character within Old Town.

**FINDING:** Based on the above discussion, the proposal satisfies this criterion.

**Section N (Plan/Zone Map)**

**4 (Neighborhood Area Development Concepts)**

**b. Central**

**The Central neighborhood area is generally defined as the area between Hwy 99 and Sunset Blvd. east of Cedar Creek, west of the industrial areas and Lincoln and Pine Streets. The area includes most of the built up area of the City including the Old Town area and the Six Corners commercial area. The Plan shows no significant expansion of the Old Town Commercial Area. Expansion of the Six Corners commercial area is expected. The area contains an existing elementary school and intermediate school. The area is characterized by primarily medium density residential uses with small single-family sections south of Sherwood Boulevard and south of the existing schools on No. Sherwood Boulevard.**

Portions of this section are recommended to be removed, as the descriptions do not adequately address the newly identified Central Neighborhood District as it relates to the Town Center Plan. The emphases for the Central neighborhood are based on improving accessibility and circulation within the residential neighborhoods for all

modes of transportation. The Central Neighborhood District is comprised of a variety of housing types that will remain stable over time. The proposed new text in this section reflects the Town Center Plan by stating, *"There is a mix of housing types and densities within the central neighborhoods, including single-family homes on small to relatively large lots, duplexes, townhouses, apartments, and senior housing. The Town Center Plan adopted in 2013 indicates that these neighborhoods are expected to remain stable over time, with opportunities for new housing in limited locations, through future infill development, redevelopment, and accessory dwelling units (ADUs),"*

**FINDING:** Based on the above discussion, this proposal amends this description to reflect the Town Center Plan.

**Section O. (Community Design)**

**Policy 1 - The City will seek to enhance community identity, foster civic pride, encourage community spirit, and stimulate social interaction through regulation of the physical design and visual appearance of new development.**

**Policy 2 -The formation of identifiable residential neighborhoods will be encouraged.**

**Policy 3 - The natural beauty and unique visual character of Sherwood will be conserved.**

**Policy 4 - Promote creativity, innovation and flexibility in structural and site design.**

The plan and policies meet the above policy goals by establishing a conceptual plan that includes preservation of open spaces, parks, an integrated trail system, mixed use commercial areas and both residential and commercial/office uses. All of these diverse uses will be in close proximity to one another to reinforce the area as an active, vibrant, walkable town center that is well connected to and expands the center of activity. In addition to ensuring that the area is connected, the Town Center Plan also recognizes that there are unique areas or districts within the Town Center: the Langer Drive District, the Central Neighborhood and Old Town. Because each District is unique and distinctive, implementation measures will vary based on the need in that area and the scope of that need.

**FINDING:** Based on the above discussion, the applicant meets this criterion.

**Chapter 6. Transportation**

**Goal 1 - Provide a supportive transportation network to the land use plan that provides opportunities for transportation choices and the use of alternative modes serving all neighborhoods and businesses.**

**Policy 1 – The City will ensure that public roads and streets are planned to provide safe, convenient, efficient and economic movement of persons, goods and services between and within the major land use activities. Existing rights of way shall be classified and improved and new streets built based on the type, origin, destination and volume of current and future traffic.**

**Policy 2 – Through traffic shall be provided with routes that do not congest local streets and impact residential areas. Outside traffic destined for Sherwood business and industrial areas shall have convenient and efficient access to commercial and industrial areas without the need to use residential streets.**

**Policy 3 – Local traffic routes within Sherwood shall be planned to provide convenient circulation between home, school, work, recreation and shopping.**

**Convenient access to major out-of-town routes shall be provided from all areas of the city.**

**Policy 4 – The City shall encourage the use of more energy-efficient and environmentally-sound alternatives to the automobile by:**

- **The designation and construction of bike paths and pedestrian ways;**
- **The scheduling and routing of existing mass transit systems and the development of new systems to meet local resident needs; and**
- **Encouraging the development of self-contained neighborhoods, providing a wide range of land use activities within a single area.**

**Policy 6 – The City shall work to ensure the transportation system is developed in a manner consistent with state and federal standards for the protection of air, land and water quality, including the State Implementation Plan for complying with the Clean Air Act and the Clean Water Act.**

**Policy 7 – The City of Sherwood shall foster transportation services to the transportation-disadvantaged including the young, elderly, handicapped, and poor.**

**Policy 8 – The City of Sherwood shall consider infrastructure improvements with the least impact to the environment.**

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

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

Several local streets within the Town Center lack safe bicycle and pedestrian facilities. Neighborhood Greenways are residential streets with low volumes of auto traffic and low speeds where bicycle and pedestrians are given priority. "Neighborhood Greenway" improvements to provide sidewalks and/or shared lane bicycle markings are recommended for 10th Street and Gleneagle Drive. In addition, the planned bike lane improvements on 12th Street and Century Drive will support safe bicycle travel within the Town Center.

In addition to the pedestrian and bicycle improvements that will enhance travel within the Town Center, improving access to transit can enhance connections to other areas of the city as well as regional destinations. The Town Center provides an opportunity to create a regional hub that connects to other areas within the larger Southwest Corridor via Highway 99W and Tualatin-Sherwood Road. While the SW Corridor plan has identified that high capacity transit will not come to Sherwood through that project, the Town Center Plan accommodates potential future connections to the other local jurisdictions, as well as local bus service that could serve the immediate Town Center and the greater Sherwood area.

The improvements to bicycle and pedestrian connectivity described in the previous section and new development that is designed to be pedestrian-and transit-friendly will also facilitate transit use within the Town Center.

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

**FINDING:** As discussed above, the proposed Town Center plan is consistent with these policies.

## **B. Regional Standards**

### **METRO 2035 REGIONAL TRANSPORTATION PLAN (RTP)**

The RTP provides the long-range blue print for transportation in the Portland region. It presents the overarching policies and goals, system concepts for all modes of travel and strategies for funding and local implementation. Local transportation plans must be consistent with the RTP. Any transportation improvements identified with this plan will be incorporated into the Transportation System Plan Update program to be conducted in 2013-2014. Compliance with local transportation plans as well as the TPR rule has been discussed in other sections throughout this report.

**FINDING:** Based on the above discussion, this proposal of Comprehensive Plan amendments and the Town Center Plan document is in compliance with the RTP.

### **METRO URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN, TITLE 6: CENTERS, CORRIDORS, STATION COMMUNITIES AND MAIN STREETS**

#### **3.07.620 Actions and Investments in Centers, Corridors, Station Communities and Main Streets**

**A. In order to be eligible for a regional investment in a Center, Corridor, Station Community or Main Street, or a portion thereof, a city or county shall take the following actions:**

**1. Establish a boundary for the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection B;**

The Town Center Plan establishes a boundary which meets the standards in subsection B, below.

**2. Perform an assessment of the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection C; and**

The project team conducted an assessment as part of the existing conditions phase of the planning process where they identified opportunities and constraints of the study area. This information can be found in Appendix D of the Town Center Plan. It identifies the following:

- Connection Opportunities: Mobility and access are critically important for a Town Center in order to ensure commercial vitality and to support a range of housing options within walking and bicycling distance of retail cores. Key connections are:
  - Across Highway 99W in Six Corners /Town Center
  - Formalized improvements to the Tonquin/Cedar Creek Trail corridor in Old Town
  - Neighborhood connections to the existing and proposed segments of the Tonquin/Cedar Creek Trails
  - Stella Olsen Park, which is a key open space in the area but presents obstacles to connecting the Town Center to Sherwood High School and neighborhoods to the west
  - Through new development on the vacant parcels east of Langer Farms Parkway
  - Across the railroad tracks, between Old Town and residential neighborhoods to the south
  - Throughout the Six Corners area, which is currently difficult to access without using a car
  - Through and across the neighborhoods between Six Corners and Old Town
- Development Opportunity Sites: Development opportunity sites are largely vacant or underutilized parcels that have been identified for redevelopment, infill, or open space.
- Gateways: Gateways provide key access points to Six Corners and Old Town that can be enhanced to better guide people to various destinations. Gateways off of Highway 99W, Sherwood Boulevard, and Tualatin-Sherwood Road will bring exposure to the amenities offered in Old Town. Though the area has primary access corridors, there are no distinct gateways to direct or welcome people to Six Corners or Old Town.
- Residential Areas: There are several residential neighborhoods in the Central Neighborhoods between Six Corners and Old Town, as well as located along the south, west, and northwest boundaries. Most of this housing is well-established single-family or townhome development with decent internal connectivity but few links to centers.
- Civic and Recreation Areas: Several schools and Stella Olsen Park are located north and west of Old Town. Langer Park lies in close proximity to the activity areas around Highway 99W. Schools and open space are vital amenities in any livable community. Currently, though, connections through and to the parks and school properties are poor. There are many opportunities to route streets, paths, and trails through these areas to improve access and connectivity while respecting the character of these areas.
- Old Town
  - The Sherwood Public Library and City Hall, the Railroad Street Antique Mall, and a collection of restaurants, small businesses, and other attractions are all located in the core of Old Town. On Pine Street, just southeast of the railroad track, a new splash park, Cannery Square Park, opened in June 2012 and is already a popular amenity.
  - Old Town contains most of the historic buildings in Sherwood and is characterized by its traditional charm. There are numerous small, independent retailers, restaurants, and offices in the area and it attracts people for unique shopping, recreation, and casual entertainment. The recent Old Town Lofts commercial/residential development and the approved Cannery Square Planned Unit Development have responded to demand for moderate density increases and blended building uses.

- Several arterial and collector streets lead directly to Old Town from Six Corners, Highway 99, Tualatin-Sherwood Road, and surrounding residential neighborhoods, but access and navigation to Old Town is often not clear. Better street and trail links to Stella Olsen Park, across the railroad tracks, and eastward towards new development on the Langer Farms PUD parcels (see pages 35-36) will help connect Old Town to the region, draw in visitors, and encourage people to live near this emerging Main Street area.
- **Six Corners**  
With strategic transportation improvements, new development, and retrofits to existing large-format retailers, Six Corners could become a more inviting commercial hub that encourages people to stay and partake in attractions beyond day-to-day shopping. Highway 99W is a major barrier that can be mitigated with improved crossings at Sherwood Boulevard and Tualatin-Sherwood Road along with traffic calming and better linear bicycle and pedestrian routes. New streets and paths can better connect Six Corners to surrounding residential areas. Vacant parcels can be developed with greater densities and a more robust mix of uses, and existing buildings can be reoriented to face the street and reduce the amount of land dedicated to parking.

**FINDING:** As discussed above, the proposed Town Center plan is consistent with these policies.

**3. Adopt a plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection D.**

The Town Center plan includes policies and strategies to enhance the Town Center. Cost estimates concerning the TPR mitigation were provided through the "Town Center Recommended Alternative Analysis" dated April 22, 2013 and noted to be approximately \$1.35 million. These improvements, as needed, will be incorporated into the Transportation System Plan update and future implementation actions that will be developed over time as the plan moves forward. Preliminary work has been done to generate ideas for how the plan can be implemented and will be utilized as a starting point for discussion, further study and public involvement.

**FINDING:** As discussed above, the proposed Town Center plan is consistent with these policies.

**B. The boundary of a Center, Corridor, Station Community or Main Street, or portion thereof, shall:**

- 1. Be consistent with the general location shown in the RFP except, for a proposed new Station Community, be consistent with Metro's land use final order for a light rail transit project;**

The boundary is consistent with the general location of the prior Town Center; however it has been expanded as the planning effort moved forward. The prior Town Center included the retail commercial area of Six Corners which is included in the proposed boundary. Additional areas include the Central Neighborhood District and the Old Town area. These areas had previously been recognized in the 2040 Plan as a corridor (Sherwood Blvd) and portions of Old Town (Main Street). The proposed Town Center boundary encompasses these designated areas under the umbrella of the Town Center Boundary.

**FINDING:** Based on the above discussion, the Town Center boundary is consistent with the general location found within the Regional Functional Plan.

**2. For a Corridor with existing high-capacity transit service, include at least those segments of the Corridor that pass through a Regional Center or Town Center;**

This is not applicable as the existing corridor does not have high capacity transit (HCT). The plan was developed with consideration to the SW Corridor project and has preliminarily identified future HCT connections if that is warranted. At this time, as the SW Corridor project moves forward, Sherwood will benefit from improved transportation and local transit service to Tigard and Tualatin.

**FINDING:** The Town Center plan is consistent with the SW Corridor project and thus compatible with this criterion.

**3. For a Corridor designated for future high-capacity transit in the RTP, include the area identified during the system expansion planning process in the RTP; and**

Portions of 99W through Sherwood had been prioritized as a HCT corridor study area within the 2035 RTP. As the SW Corridor Plan proceeded in tandem with the City's Town Center Plan work, it became apparent that HCT would not be recommended for Sherwood at this time.

**FINDING:** Based on the above discussion, this section is not applicable.

**4. Be adopted and may be revised by the city council or county board following notice of the proposed boundary action to the Oregon Department of Transportation and to Metro in the manner set forth in subsection A of section 3.07.820 of this chapter.**

**FINDING:** Through the adoption of the Plan and Comprehensive Plan amendments, this criterion will be met.

**C. An assessment of a Center, Corridor, Station Community or Main Street, or portion thereof, shall analyze the following:**

- 1. Physical and market conditions in the area;**
- 2. Physical and regulatory barriers to mixed-use, pedestrian-friendly and transit-supportive development in the area;**
- 3. The city or county development code that applies to the area to determine how the code might be revised to encourage mixed-use, pedestrian-friendly and transit supportive development;**
- 4. Existing and potential incentives to encourage mixed use pedestrian-friendly and transit-supportive development in the area; and**

The Town Center planning process did this by gathering and studying the existing conditions including traffic study, market analysis and a regulatory framework analysis. The Existing Conditions Report findings are outlined within this staff report and utilized in determining the Town Center boundary. The results also assisted in as developing the Comprehensive Plan amendments and policies and strategies found within the report. These reports can be found within the appendices of the Town Center Plan. (Appendix D-F).

**FINDING:** Based on the above discussion, the applicant meets this criterion.

**D. A plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street shall consider the assessment completed under subsection C and include at least the following elements:**

- 1. Actions to eliminate, overcome or reduce regulatory and other barriers to mixed-use, pedestrian-friendly and transit-supportive development;**
- 2. Revisions to its Comprehensive Plan and land use regulations, if necessary, to allow:**
  - a. In Regional Centers, Town Centers, Station Communities and Main Streets, the mix and intensity of uses specified in section 3.07.640; and**
  - b. In Corridors and those Station Communities in areas shown as Industrial Area or Regionally Significant Industrial Area in Title 4 of this chapter, a mix and intensity of uses sufficient to support public transportation at the level prescribed in the RTP;**
- 3. Public investments and incentives to support mixed-use pedestrian-friendly and transit-supportive development; and**
- 4. A plan to achieve the non-SOV mode share targets, adopted by the city or county pursuant to subsections 3.08.230A and B of the RTFP that includes:**
  - a. The transportation system designs for streets, transit, bicycles and pedestrians consistent with Title 1 of the RTFP;**
  - b. A transportation system or demand management plan consistent with section 3.08.160 of the RTFP; and**
  - c. A parking management program for the Center, Corridor, Station Community or Main Street, or portion thereof, consistent with section 3.08.410 of the RTFP.**

The Town Center Plan and Comprehensive Plan amendments include policies and strategies to support the vision for Sherwood's Town Center. Through the work sessions and community discussion with the Planning Commission, the sentiment became clear that any plan of action or investment for the Town Center required more study and opportunities for the public to evaluate the action items in detail. The policies and strategies developed through the planning process are a starting point for developing the plan of action and investment further in order to reduce the regulatory barriers to mixed use pedestrian friendly and transit supportive development. Through the work done to implement the Town Center Plan, public investment and incentives can be evaluated in greater detail to ensure it meets the community vision. Additionally, although some regulatory barriers have been identified through the work on this plan, further public involvement and study is necessary to ensure proper safeguards are in place to create the Town Center the community can be satisfied with and fully support.

**FINDING:** Based on the above discussion, this section is not applicable to the proposal under review.

### **3.07.640 Activity Levels for Centers, Corridors, Station Communities and Main Streets**

**A. A Centers, Corridors, Station Communities and Main Streets need a critical number of residents and workers to be vibrant and successful. The following average number of residents and workers per acre is recommended for each:**

- 1. Central City - 250 persons**
- 2. Regional Centers - 60 persons**
- 3. Station Communities - 45 persons**
- 4. Corridors - 45 persons**
- 5. Town Centers - 40 persons**
- 6. Main Streets - 39 persons**

**B. Centers, Corridors, Station Communities and Main Streets need a mix of uses to be vibrant and walkable. The following mix of uses is recommended for each:**

- 1. The land uses listed in State of the Centers: Investing in Our Communities, January, 2009, such as grocery stores and restaurants;**
- 2. Institutional uses, including schools, colleges, universities, hospitals, medical offices and facilities;**
- 3. Civic uses, including government offices open to and serving the general public, libraries, city halls and public spaces.**

While the above cited section is more recommendation than requirement, the Town Center Plan has been developed with consideration to these recommendations. The proposed Town Center boundary includes the following land use types:

- 61 acres of commercial,
- 48 acres of single-family housing at 10 Dwelling units/per acre (approximately 28.8 persons per acre)<sup>2</sup>
- 30 acres of multi-family with 480 dwelling units at 16 units per acre (approximately 46 persons per acre)
- additional 58 acres of open space including Stella Olsen Park, Cannery Square, Langer Park, Pioneer Park and the Cedar Creek Trail.

Areas of the Town Center already include pockets of the variety of mixed uses necessary to be vibrant and walkable. The plan includes three districts that focus on the retail-commercial center of the city, a diverse central neighborhood with a variety of housing types and civic buildings and the historic Old Town District, with its mix of old and new buildings and grid street pattern. The Old Town area has been the focus of City resources including major downtown street improvements, construction of City Hall and the Library, as well as plans for a cultural center and the newly constructed Cannery Square Plaza.

Although at the current time, the activity levels do not achieve the recommended density, the Plan identifies opportunities for increasing activity and adding density to vacant areas throughout the Town Center. Part of developing a plan is aspirational and although not achieved yet, the policies and strategies identified will encourage greater commercial activity within the core area.

**FINDING:** Based on the above discussion, the designated town center plan identifies policies and strategies for creating a mix of uses in order to be vibrant and walkable and thus meets the criterion.

**C. Centers, Corridors, Station Communities and Main Streets need a mix of housings types to be vibrant and successful. The following mix of housing types is recommended for each:**

- 1. The types of housing listed in the “needed housing” statute, ORS 197.303(1);**
- 2. The types of housing identified in the city’s or county’s housing need analysis done pursuant to ORS 197.296 or statewide planning Goal 10 (Housing); and**
- 3. Accessory dwellings pursuant to section 3.07.120 of this chapter.**

With the new Town Center boundary as proposed, the Town Center will achieve a mix of housing types. As discussed above, within the Town Center boundary especially within the Central Neighborhood District, there is a mix of housing types ranging from the City’s older low density single-family homes to high-density, multi-family planned unit developments. In the Old Town District, there

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<sup>2</sup> Source: U.S. Census, 2010 Demographic Profiles estimates 2.88 persons per household for Sherwood)

is a wide variety from historic single-family homes zoned medium-low density to newer three story condominium projects with office/retail on the ground floor.

**FINDING:** Based on the above discussion, the plan and amendments comply with this criterion.

### 3. State Standards

1. **Transportation Planning Rule (TPR):** The City finds that the proposed concept plan complies with applicable requirements of the state Transportation Planning Rule (OAR 660-12-0060) Plan and Land Use Regulation Amendments:

**(1) Amendments to functional plans, acknowledged Comprehensive Plans, and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. This shall be accomplished by either:**

- (a) Limiting allowed land uses to be consistent with the planned function, capacity, and performance standards of the transportation facility;
- (b) Amending the TSP to provide transportation facilities adequate to support the proposed land uses consistent with the requirements of this division;
- (c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes; or
- (d) Amending the TSP to modify the planned function, capacity and performance standards, as needed, to accept greater motor vehicle congestion to promote mixed use, pedestrian friendly development where multimodal travel choices are provided.

**(2) A plan or land use regulation amendment significantly affects a transportation facility if it:**

- (a) Changes the functional classification of an existing or planned transportation facility;
- (b) Changes standards implementing a functional classification system;
- (c) Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or
- (d) Would reduce the performance standards of the facility below the minimum acceptable level identified in the TSP.

The plan does not envision changing the functional classification of any of the existing roads from the current TSP. In addition, the Regional Transportation Plan (RTP) includes several projects that would generally be needed to support the development of this area on the financially constrained list (therefore a funding source has already been identified).

The Town Center Plan must be consistent with the Sherwood TSP and the County TSP. The Town Center plan does not reduce performance standards of any facility in this area beyond what has already been identified and discussed earlier in this report.

**FINDING:** As discussed above, the concept plan does not significantly affect the surrounding transportation system beyond what has already been identified through the RTP and this standard is met.

## **2. Statewide Land Use Planning Goals**

**Goal 1: Citizen Involvement** – This Goal calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.

LCDC recognizes the Planning Commission as the designated CCI for Sherwood. The City established three review bodies: a Stakeholder Advisory Committee (SAC) consisting of all property and business owners in the area and interested parties outside the study area; a Technical Advisory Committee (TAC) consisting of representatives affected agencies including ODOT, DLCD, Washington County, Tri-Met, Metro, the City of Tualatin, Clean Water Services; and a Steering Committee (SC) which consisted of the Planning Commissioners. A detailed public involvement plan was developed specific for this project and approved by the SAC.

The SAC and TAC met at five key points in the process to review materials and provide feedback to the SC. Prior to the Town Center Plan adoption, the Steering Committee held five work sessions associated with regularly scheduled Planning Commission meetings. In addition to the SAC, TAC and SC, the City held two open houses and posted all documents, meeting agendas, meeting minutes, project timelines and staff contact information on the city's website. Prior to the public hearing, an online survey was developed to further engage the public. Finally, an in depth community discussion with the Commission was held to delve into the policies and strategies developed during the Town Center planning effort. Information was posted throughout the City and in the Archer prior to any public open houses or meetings. Postcard mailers were sent to business and property owners within the Town Center Study areas informing them of upcoming open houses and opportunities to engage in the process.

Over the course of the project, interested parties, were informed when new information about the project was available or upcoming meeting were scheduled.

**FINDING:** As outlined above, the plan has been developed consistent with this Goal.

**Goal 2: Land Use Planning** - outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted. It requires that plans be based on "factual information"; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.

The Town Center planning process addressed all local, state and regional standards. The plan was developed based on information regarding existing conditions, review of the existing local Comprehensive Plan and transportation system plan and review of the

existing zoning designations and the Sherwood Zoning and Development Code. The plan was developed with a technical advisory committee comprised of representation from Washington County, Metro, ODOT, DLCD, Tri-Met, Clean Water Services, the City of Tigard and the City of Tualatin. The development and adoption of the plan has been processed consistent with local and state land use laws for legislative comprehensive plan amendments.

**FINDING:** The plan has been developed consistent with this Goal.

**Goal 5: Natural Resources** - covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventoried and evaluated. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resource and the uses that would conflict with it.

The Town Center Plan Existing Conditions Report (Appendix D) provides an overview of the existing environmental conditions in the Project Study Area, which align with Metro's Nature in Neighborhoods (Title 13) and Stream and Floodplain Protection (Title 3) designations. Within the Project Study Area, the Cedar Creek corridor is protected and development is very limited in these areas because of the natural resource designations.

However, Cedar Creek and the associated trail system are important recreational amenities that add to the vitality of the community, and which has a role in the Town Center designation and plan. The creeks, riparian areas, and wetlands in the Project Study Area are already protected by Metro regulations and identified as a Goal 5 resource that are implemented through Sherwood's development code. While these areas can be considered a vital asset to civic life, they are development-restricted areas and are not available for the intensive land use development that characterizes a Town Center, but an element of the improved connectivity, pedestrian friendly environment that a Town Center strives to achieve.

**FINDING:** The plan has been developed consistent with this Goal.

**Goal 6: Air and Water Quality** - requires local Comprehensive Plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.

Sherwood is located in the Portland Metropolitan Air Quality Management Attainment Area. The proposal encourages alternative modes and transportation demand management to reduce reliance on the automobile and improve air quality. In addition, consideration was given to provide opportunities for employee supportive retail uses, in limited quantity, within the Plan area to reduce vehicular traffic.

**FINDING:** The plan has been developed consistent with this Goal.

**Goal 7: Natural Hazards** - deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development there.

This goal does not apply to this concept plan as the City already has "appropriate safeguards" in place for development within the floodplain. In addition there are not

streams or floodplains within the Plan area itself. The Cedar Creek corridor runs along the western edge of the Town Center boundary and will serve as an improved wildlife corridor and multi-modal trail.

**FINDING:** The plan has been developed consistent with this Goal.

**Goal 9: Economic Development - calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.**

As discussed earlier within this report under the Comprehensive Plan section, the Town Center Plan and accompanying policies calls for strategies that will diversify and improve the commercial activity within the proposed Town Center Boundary.

**FINDING:** The plan has been developed consistent with this Goal.

**Goal 10: Housing – calls for buildable residential lands to meet the housing needs of the citizens of the state.**

As discussed above, the Town Center includes areas of different housing types in order to meet the diverse needs of the community. The variety of housing types found within the Town Center area will provide housing choices that will encourage growth within the Town Center.

**FINDING:** Based on the above discussion, the Town Center Plan is consistent with this goal.

**Goal 11: Public Facilities - calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that public services should to be planned in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs.**

This goal is addressed by the existing water, sanitary and storm sewer master plans that already have accounted for development within this area and identified projects that will ensure this area will be adequately served.

**FINDING:** The plan has been developed consistent with this Goal.

**Goal 12: Transportation - The goal aims to provide "a safe, convenient and economic transportation system." It asks for communities to address the needs of the "transportation disadvantaged."**

**FINDING:** The proposed concept plan was reviewed using the TPR standards. This staff report evaluates TPR criteria to make findings of fact and demonstrate compliance as discussed previously in this report.

**Goal 13: Energy Conservation – calls for land development to be controlled and maintained so as to maximize the conservation of all forms of energy.**

**FINDING:** Any development that occurs in the Sherwood Town Center will be subject to the Sherwood Zoning and Community Development Code, which contains standards for energy conservation. This concept plan is consistent with this goal through the application of Sherwood's development standards.

**Goals 15-19 apply to the Willamette River Greenway, Estuarine Resources, Coastal Shorelands, Beaches and Dunes and Ocean Resources.**

**FINDING:** The Town Center area does not include any of these resources and, therefore, State Goals 15-19 are not applicable to this plan.

## **V. RECOMMENDATION**

**Based on the above findings of fact, and the conclusion of law based on the applicable criteria, the Planning Commission recommends the City Council to approve the Sherwood Town Center Plan and the Comprehensive Plan amendments (PA 13-01).**

## **VI. Exhibits**

1. Town Center Plan
2. Comprehensive Plan Update (Ch. 4, 6 and new Chapter 9)
3. Written testimony received by the Planning Commission
  - a. Comments from City of Tualatin, submitted by Cynthia Hahn, AICP, Associate Planner
  - b. August 13, 2013 letter from Phil Grillo
  - c. August 20, 2013 letter from Phil Grillo
  - d. August 27, 2013 letter from Andrew Singelakis, Washington County Director of Land Use and Transportation

# SHERWOOD TOWN CENTER PLAN

September 2013



99W

Langer Drive  
Commercial District

# Acknowledgements

## City Council

**Bill Middleton, Mayor**

**Matt Langer**

**Dave Grant**

**Bill Butterfield**

**Linda Henderson**

**Krisanna Clark**

**Robyn Folsom**

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

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## **Appendix A:**

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

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*Sherwood Town Center Public Involvement Plan*

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## Executive Summary

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

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

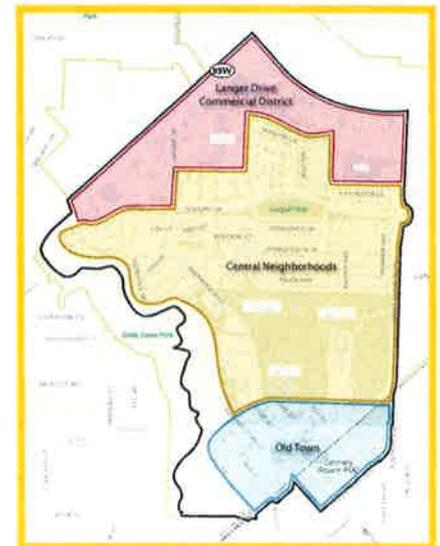
The following overarching vision statement describes the uses, activities, look, and feel of the Town Center and articulates the desired outcome of future development, redevelopment, and investment in the area:

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

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

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

**Old Town** - Old Town is envisioned to support somewhat higher density development than exists there today, with high-quality mixed use development that respects the historic character of the area.



**Langer Drive Commercial District** - In the “Langer Drive District” south of Highway 99W and Tualatin-Sherwood Road, future redevelopment within existing shopping centers will gradually transform the area into a walkable, active shopping district with more pedestrian-oriented buildings that continue to attract regional and national businesses.

**Central Neighborhoods** - The emphasis for the residential neighborhoods within the Town Center is on improving bicycle and pedestrian connections; the current mix of housing types and densities — including single-family homes on small to relatively large lots, duplexes, townhouses, apartments, and senior housing — is expected to remain stable over time, with modest increases in density in limited locations.

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

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

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

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

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

# The Planning Process

## Project Background

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

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

## Public Involvement Overview

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

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



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

## Project Goals and Objectives

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

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

Figure 1 - Project Goals



## Identifying Opportunities and Constraints

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

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



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

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

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



## Developing and Evaluating Alternatives

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

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

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

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

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





# The Town Center

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

## Town Center Boundary

The Town Center boundary recognizes the natural and man-made features that may act as barriers to connectivity and cohesion – including Highway 99W to the northwest, Cedar Creek to the west, the Cannery Square area south of the railroad tracks in Old Town, the industrial area to the east, and Tualatin-Sherwood Road to the north – and focuses on enhancing the area within these boundaries. This boundary was previously described as the “Edges” alternative in the alternatives evaluation phase of the project. Both Old Town<sup>2</sup> and the commercial areas south of Highway 99W and Tualatin-Sherwood Road are included within the Town Center boundary, as well as the intervening residential areas and school properties.

## Existing Conditions

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

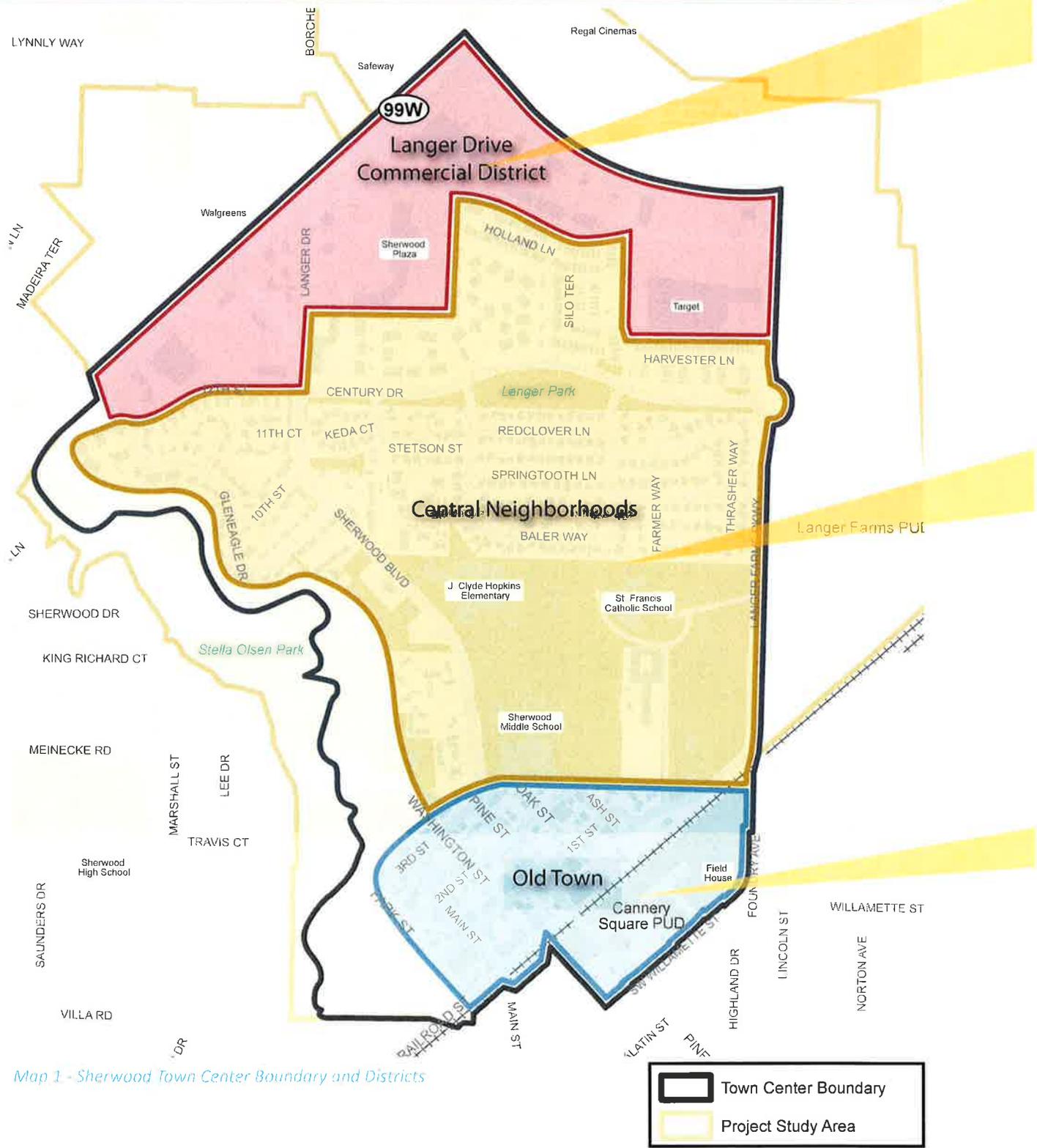
The existing public services and civic spaces available within the Town Center lend to the vitality of the area. In addition to the senior center mentioned above, the Town Center hosts City Hall, the Public Library, and three schools (Sherwood Middle School, Clyde Hopkins Elementary School, and St. Francis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

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

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

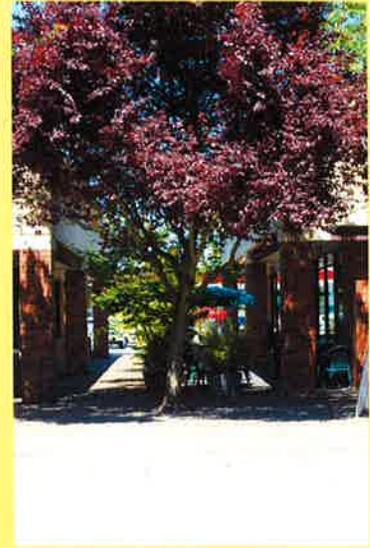
<sup>2</sup> Old Town is Sherwood's historic core; for the purposes of this project, its boundaries are defined by the Old Town Overlay District on the City's Zoning Map.

# Future Development Character & Land Use Pattern



## Langer Drive District

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



## Central Neighborhoods

Within the Central Neighborhoods, the current mix of housing types and densities – including single-family homes on small to relatively large lots, duplexes, townhouses, apartments, and senior housing – is expected to remain stable over time, with modest increases in density through infill and redevelopment in limited locations. As homeowners’ needs change, accessory dwelling units (ADUs) may become more popular as a way to live close to family members or downsize while aging in place.<sup>4</sup> Along the west side of Sherwood Boulevard, south of Gleneagle Drive, future infill, redevelopment, and site modifications will provide gradual increases in residential and/or commercial density or improvements that better accommodate pedestrians, bicyclists and access to transit. Remaining vacant land is expected to develop with multi-family or mixed-use buildings that are respectful of neighboring development while attracting future residents to support existing and new businesses in the Town Center.



## Old Town District

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



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

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

## Complete Streets

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

### Local Streets

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

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

*Figure 2 - Neighborhood Greenway Treatments*



### Sherwood Boulevard

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

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

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

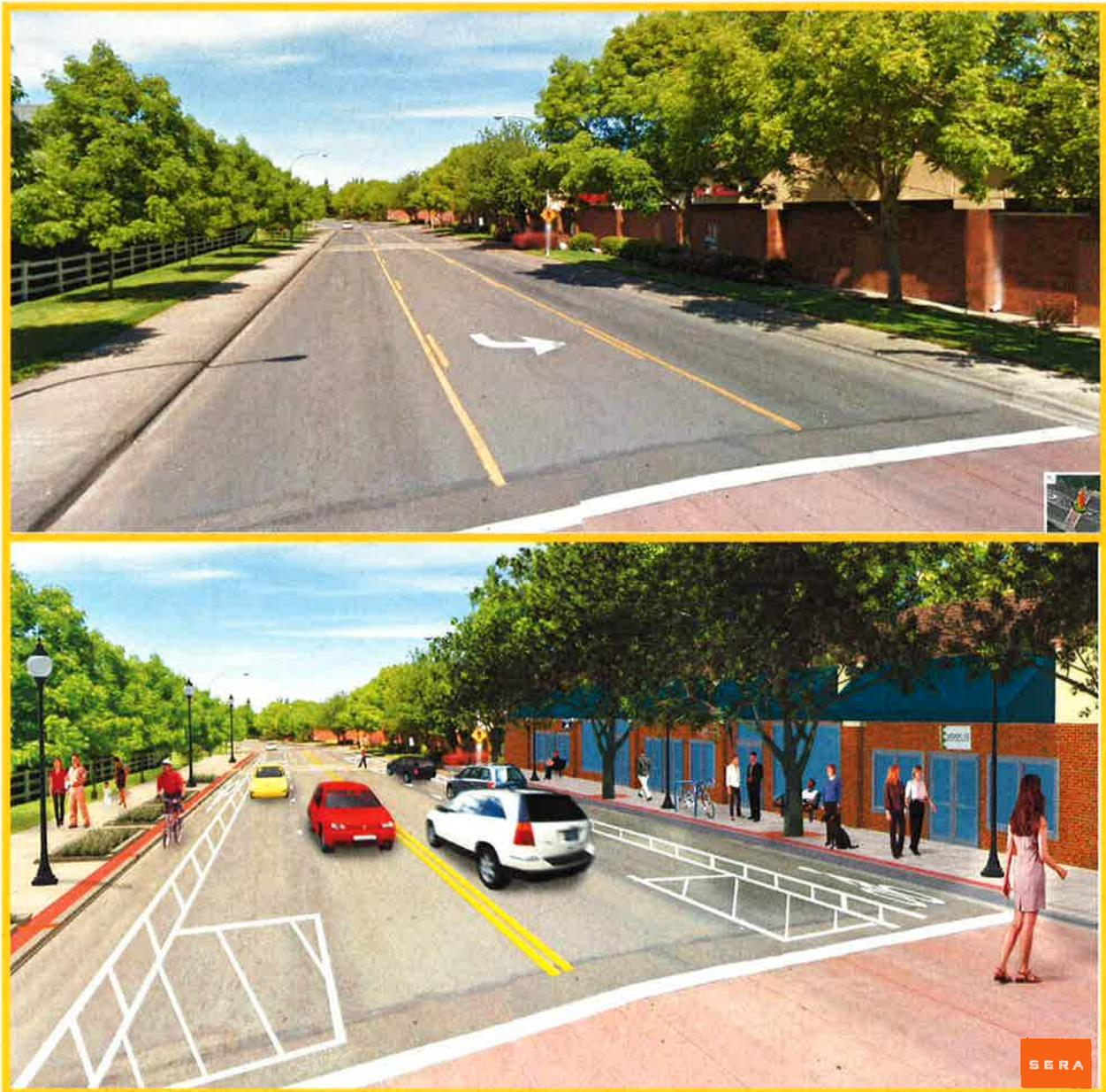


## Langer Drive

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

- widening the sidewalk on the east/south side of the road from 6-8' today to 10-12' to provide a more comfortable pedestrian environment on that side;
- narrowing the travel lanes from 12' to 10' to help calm traffic;
- eliminating the existing two-way center turn lane to free up room for on-street parking and bicycle and pedestrian facilities;
- adding on-street parking on both sides of the street;
- adding buffered bike lanes, either through striping or a "cycletrack" facility, where bicyclists buffered from traffic by on-street parking;<sup>5</sup> and
- providing a 10-12' sidewalk (including tree wells in some areas where there are existing mature trees) on the west/north side of the road.

Figure 4 - Langer Drive East: Today and Illustrative Future



<sup>5</sup> In areas where on-street parking is impractical or undesirable, either a simple bike lane or a slightly elevated cycletrack treatment may be appropriate instead.

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

*Figure 5 - Langer Drive West: Today and Illustrative Future*



## Bike/Pedestrian Improvements

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

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

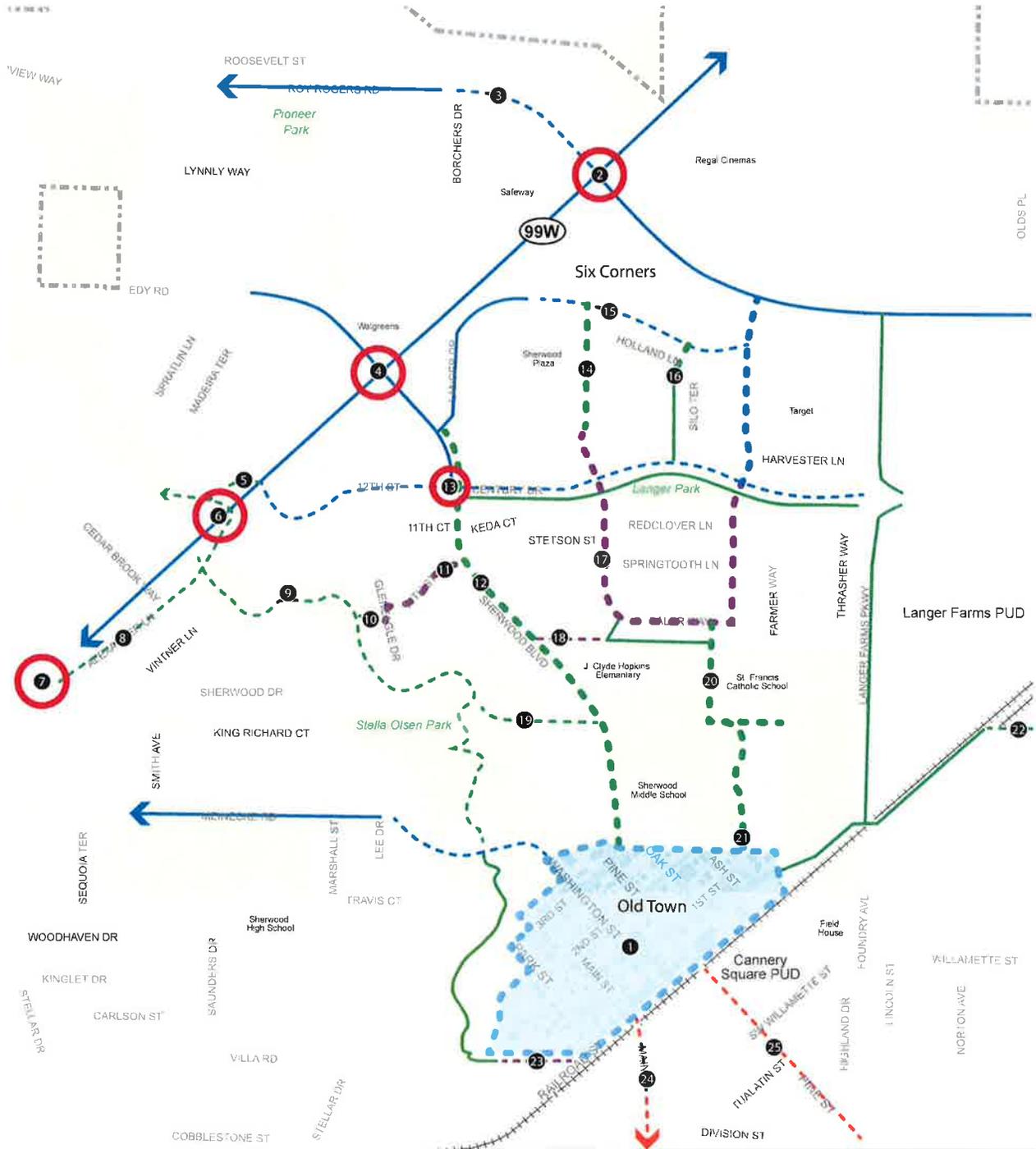
- 1 **General bicycle/pedestrian improvements throughout central Old Town Sherwood**
- 2 Intersection improvements at Highway 99W at Roy Rogers / Tualatin-Sherwood Road
- 3 Roy Rogers Road bike lane "infill"
- 4 Intersection improvements at Highway 99W at Edy Road / Sherwood Blvd.
- 5 Shared use path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

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

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

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





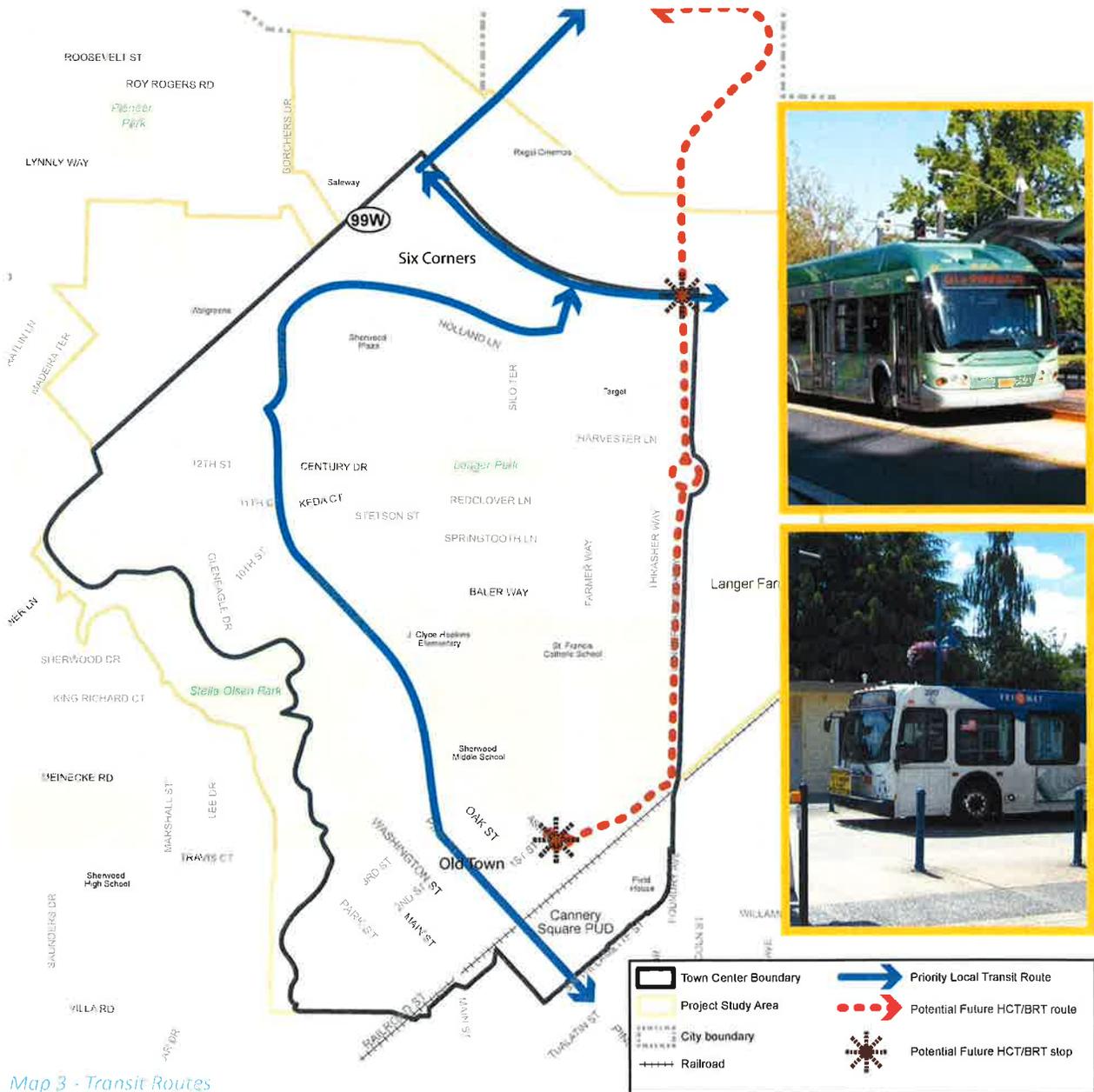
Map 2 - Bicycle and Pedestrian Improvements

**Bicycle / Pedestrian Improvements**

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

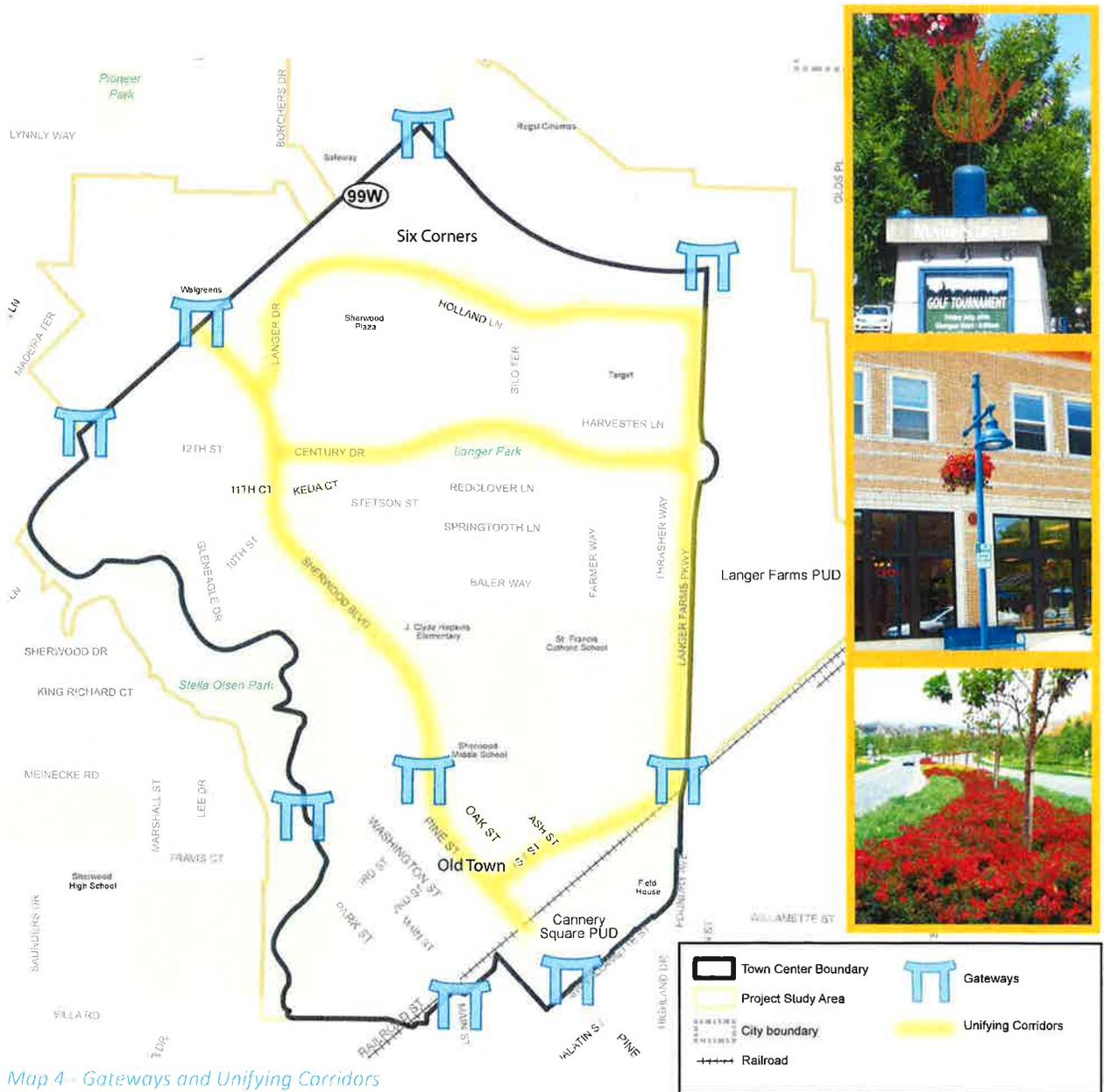
## Transit

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



## Gateways and Unifying Corridors

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



Map 4 - Gateways and Unifying Corridors

## Parking Management

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



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

## Transportation Mitigation

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



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

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

Report, Appendix D), and assumptions about future growth that are consistent with the overall direction and policy guidance contained in the Plan, an increase in land use intensity of approximately 125 dwelling units and approximately 400 employees above and beyond the growth assumptions in the base case regional projections was estimated as the “reasonable worst case.” This growth would result in approximately 1,150 additional vehicle trips during the PM peak hour (based on estimated trip generation rates<sup>6</sup>). While additional analysis will be required prior to any implementation actions that result in changes to land use, the transportation analysis completed for this planning exercise identifies that the additional traffic generated by the assumed growth would require the following improvements to mitigate impacts<sup>7</sup>:

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

See Appendix F for the full traffic analysis.

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

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

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

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

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

# Policy Direction

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

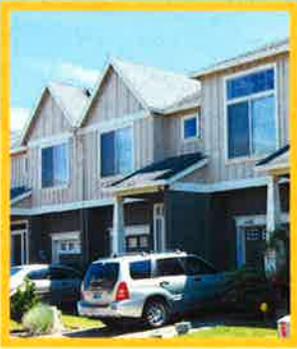
## GOAL

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

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

- STRATEGY 1.1** Use gateway features to highlight key entry points ("gateways") to the Town Center (see Map 2).
- STRATEGY 1.2** Use wayfinding signage to guide residents and visitors to key Town Center destinations, including the Langer Drive District, Old Town District, parks, civic uses, and primary roadway and transit routes.
- STRATEGY 1.3** Develop a unified theme along key streets within the Town Center with signage, lighting, sidewalk and road treatments, plantings, and other features that enhance aesthetics and walkability and create the sense that the Town Center is a special place.
- STRATEGY 1.4** Develop branding and marketing strategies to create more awareness of the location of the Sherwood Town Center, celebrate its special character, and promote future growth and activity in this area.





**Policy 2:** The City will encourage future development of appropriately scaled multi-family and single family attached housing in targeted areas.

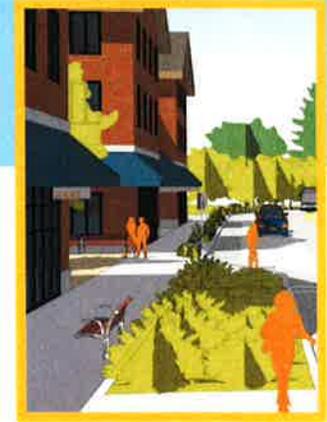
- STRATEGY 2.1** Create more opportunities for townhome development in the Old Town Overlay District that is consistent with the architecture and character of the Old Town district.
- STRATEGY 2.2** Evaluate Accessory Dwelling Units (ADUs) standards to ensure that ADUs are complimentary and compatible with each district within the Town Center.
- STRATEGY 2.3** When in close proximity to existing commercial areas, consider allowing for greater density in multi-family residential in the Town Center.
- STRATEGY 2.4** When in close proximity to existing commercial areas, allow for mixed use development within the Town Center.



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

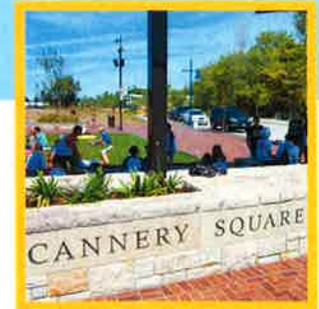
- STRATEGY 3.1** Encourage a transition away from auto-oriented and low-density commercial uses from the Langer Drive District of the Town Center to uses that are more supportive of a pedestrian environment within Old Town.
- STRATEGY 3.2** Encourage uses within the Town Center that are consistent with the Town Center vision of walkable, pedestrian scale development that serves the needs of the community. Conversely, discourage or prohibit uses that are inconsistent with the vision that are out of scale with a walkable environment or that are solely automobile dependent uses.
- STRATEGY 3.3** Consider restricting new drive-through commercial uses within the Town Center based on the needs of the sub-district in order to enhance the pedestrian environment and promote pedestrian safety.

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



- STRATEGY 4.1** Encourage development that brings buildings and entries close to the sidewalk or otherwise improves the pedestrian experience.
- STRATEGY 4.2** Ensure that new development within the Town Center is designed to support a high-quality pedestrian environment.

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



- STRATEGY 5.1** Ensure that the approval process and regulatory provisions for new development, redevelopment and site improvements within the Town Center do not discourage development and redevelopment that is consistent with the Town Center vision and the desired characteristics of the sub-districts therein.
- STRATEGY 5.2** Make it easier for property owners in Old Town to make minor modifications to their properties in order to encourage on-going investment in Old Town.
- STRATEGY 5.3** Stimulate private investment in property enhancements and development through public-private partnerships or “catalyst projects” that make the area more attractive for development and/or increase property values in the Town Center.
- STRATEGY 5.4** Incentivize development of high-quality infill projects in the Town Center.



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

- STRATEGY 6.1** Identify the ongoing transit needs within the community and work with Tri-Met and other transit providers to enhance services to address short and long-term transit needs in the community.
- STRATEGY 6.2** Work with Metro, as well as the cities of Tualatin and Tigard, to explore feasible modes and locations to provide high-capacity transit service to the Town Center and adjacent areas.
- STRATEGY 6.3** Periodically evaluate the feasibility of passenger service along the existing rail lines as the Town Center grows.
- STRATEGY 6.4** Continue to explore opportunities to achieve long-term transit-supportive densities in the Town Center in order to increase the viability of high-capacity transit.



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

- STRATEGY 7.1** Support public or private development of the bicycle and pedestrian improvements shown on Map 2.
- STRATEGY 7.2** Enhance Sherwood Boulevard for bicycle and pedestrian travel consistent with the key changes identified for this roadway in the Town Center Plan.
- STRATEGY 7.3** Enhance Langer Drive for pedestrian and bicycle travel to create a complete street that supports a vibrant mixed use district, consistent with the key changes identified for this roadway in the Town Center Plan.
- STRATEGY 7.4** Work with ODOT to provide safe pedestrian crossing movements for all directions at 99W intersections.
- STRATEGY 7.5** Identify and consider all funding sources appropriate and available to work with property owners to fill gaps in sidewalk system along neighborhood streets.
- STRATEGY 7.6** The City will support collaborative solutions that enhance access and improve safety for pedestrians and all other modes of transportation within, adjacent to and into the Town Center.

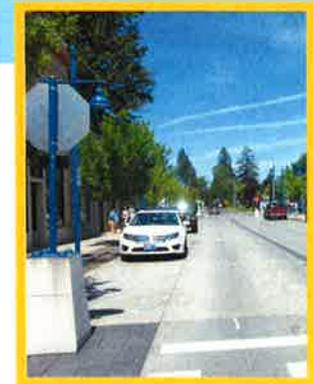
**Policy 8:** The City will balance the need for vehicular mobility within and adjacent to the Town Center with the other transportation and land use goals and priorities identified in the Town Center Plan.

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



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

- STRATEGY 9.1** Examine parking supply and demand in Old Town to determine if changes to existing parking standards are necessary.
- STRATEGY 9.2** Evaluate the required number and potential locations of automobile parking spaces for townhomes within each sub-district of the Town Center to ensure that this type of residential development is feasible and can be developed in a way consistent with the vision for each sub-district in the Town Center.
- STRATEGY 9.3** Consider the parking requirements for commercial uses in the Langer Drive Commercial District portion of the Town Center to ensure that flexibility is available to allow for the redevelopment of parking lots and the construction of additional buildings adjacent to collector and arterial streets while also ensuring adequate parking is provided.
- STRATEGY 9.4** Accommodate car-sharing programs within the Town Center.
- STRATEGY 9.5** Promote development of Transportation Demand Management programs by Town Center employers.
- STRATEGY 9.6** Monitor supply and demand for on-street and off-street public parking areas within the Town Center.



# Implementation

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

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## Proposed Chapter 4 Land Use Amendments

*(Editor's note: no changes or additions to sections that are not specified on these pages. If a revised section is numbered H.5 , items numbers H.1-H.4 have not been changed.)*

### E. RESIDENTIAL LAND USE

*[New Policy]*

**Policy 7** **In addition to and consistent with the General Land Use policies, the City will encourage appropriate residential densities in the Town Center Overlay District, consistent with the vision, policies, and strategies in the Sherwood Town Center Plan.**

### H. ECONOMIC DEVELOPMENT POLICIES AND STRATEGIES

**Policy 5** **The City will seek to diversify and expand commercial and industrial development in order to provide nearby job opportunities, and expand the tax base.**

**Strategy:**

- The City will encourage the revitalization of the Old Town Commercial area by implementation of 1983's "Old Town Revitalization Plan" and the Old Town Overlay Zone.
- The City will encourage the development of light industrial and office parks.
- The City will seek to attract industries that are labor and capital intensive.
- The City will seek to attract "target" industries which will expand industrial sectors inadequately represented in the urban area in order to diversify and stabilize the local economy.
- **The City will encourage economic development and redevelopment of commercial areas within the Town Center Overlay, consistent with**

the Town Center vision of vibrant, walkable, mixed-use areas that serve as the focal point of community life and commerce.

## N. THE PLAN/ZONE MAP

### 4. NEIGHBORHOOD AREA DEVELOPMENT CONCEPTS

The Plan/Zone Map may be described in terms of land use concepts applied to neighborhood areas. While neighborhood boundaries have not been specifically defined, it is intended that land usage be supportive of neighborhood development and formation in the following areas.

#### b. Central

The Central neighborhood area is generally defined as the area between Hwy 99 and Sunset Blvd. east of Cedar Creek, west of the industrial areas and Lincoln and Pine Streets. The area includes most of the built up area of the City including the Old Town area and the Six Corners commercial area. ~~The Plan shows no significant expansion of the Old Town Commercial Area. Expansion of the Six Corners commercial area is expected. The area contains an existing elementary school and intermediate school. The area is characterized by primarily medium density residential uses with small single family sections south of Sherwood Boulevard and south of the existing schools on No. Sherwood Boulevard. There is a mix of housing types and densities within the central neighborhoods, including single-family homes on small to relatively large lots, duplexes, townhouses, apartments, and senior housing. The Town Center Plan adopted in 2013 indicates that these neighborhoods are expected to remain stable over time, with opportunities for new housing in limited locations, through future infill development, redevelopment, and accessory dwelling units (ADUs).~~

## O. COMMUNITY DESIGN

### 4. POLICIES AND STRATEGIES

In order to meet the above objectives the following policies are established.

**Policy 1**      **The City will seek to enhance community identity, foster civic pride, encourage community spirit, and stimulate social interaction through**

**regulation of the physical design and visual appearance of new development.**

**Strategy:**

- Seek to establish community identity buffers between Sherwood and the cities of King City and Tualatin. Preserve and/or develop natural or man-made features which serve to define the communities.
- Develop a civic/cultural center and plaza park as a community focus.
- Promote community wide events such as the Robin Hood Festival.
- Develop a system of streets, bikeways, sidewalks, malls, and trails linking schools, shopping, work, recreation and living areas.
- Promote the preservation of historically or architecturally significant structures and sites.
- Use the Town Center vision and policies to guide future public and private investment to enhance and improve the Town Center as the focal point of community life and commerce.

## Proposed New Chapter 9 Special area plans

### SPECIAL AREA PLANS

#### A. INTRODUCTION

The Special Area Plans chapter summarizes the results and recommendations of long-range planning the City has undertaken for specific areas within Sherwood as well as identification of distinct areas that may benefit from a plan in the future.

#### B. GENERAL FINDINGS

Identifying specific project goals and objectives is a first step of developing an area district plan. As in the case of the Sherwood Town Center Plan, project goals and objectives should be established that reflect good planning practice and the goals and objectives identified in the project scope of work. Developing an area district plan will typically entail determining the boundaries of the district, identifying opportunities and constraints for the successful development and/or redevelopment of the area, establishing a vision for the future of the defined area, determining appropriate land uses and standards to implement the vision, and

planning a multi-modal transportation system that supports future development in the area. The expected outcome of the planning process will be a detailed plan that can be adopted as part of the comprehensive plan, one that may include associated implementing amendments to the development code.

### C. GENERAL POLICY GOALS AND OBJECTIVE

Goal 1: To provide meaningful opportunities for community members to be involved in the area district planning process, including those most directly affected by the outcomes, as well as the community at large.

#### OBJECTIVES

Policy 1        Involve major employers, property owners, institutions, and business groups that will be impacted by and/or benefit from the plan.

Policy 2        Establish technical and stakeholder advisory groups to review and comment on project deliverables, to inform the work of the project management team and to make recommendations to the designated decision makers.

Policy 3        Inform and involve other established community groups and surrounding residents.

Policy 4        Provide a variety of tools to allow all community members of Sherwood the opportunity to learn about and participate in the planning process, including opportunities at events or locations they already attend.

Policy 5        Regularly update the City's Planning Commission and City Council about the project and seek their advice on key decision points.

Goal 2: To ensure consistency with existing local and regional plans and land use regulations, particularly recent updates to plans and regulations.

#### OBJECTIVES

Policy 1        Create plans that are consistent with adopted local plans, such as the Sherwood Transportation System Plan and Parks Master Plan, or propose modifications to adopted plans as part of special area plan adoption.

Policy 2        Coordinate with public agencies and affected service districts throughout the planning process to ensure that the project direction is consistent with their policies and plans.

Policy 3        Coordinate efforts with planning processes in progress, including those of neighboring jurisdictions and regional planning partners.

Goal 3: To support implementation by developing appealing, cost-effective, and politically achievable plans.

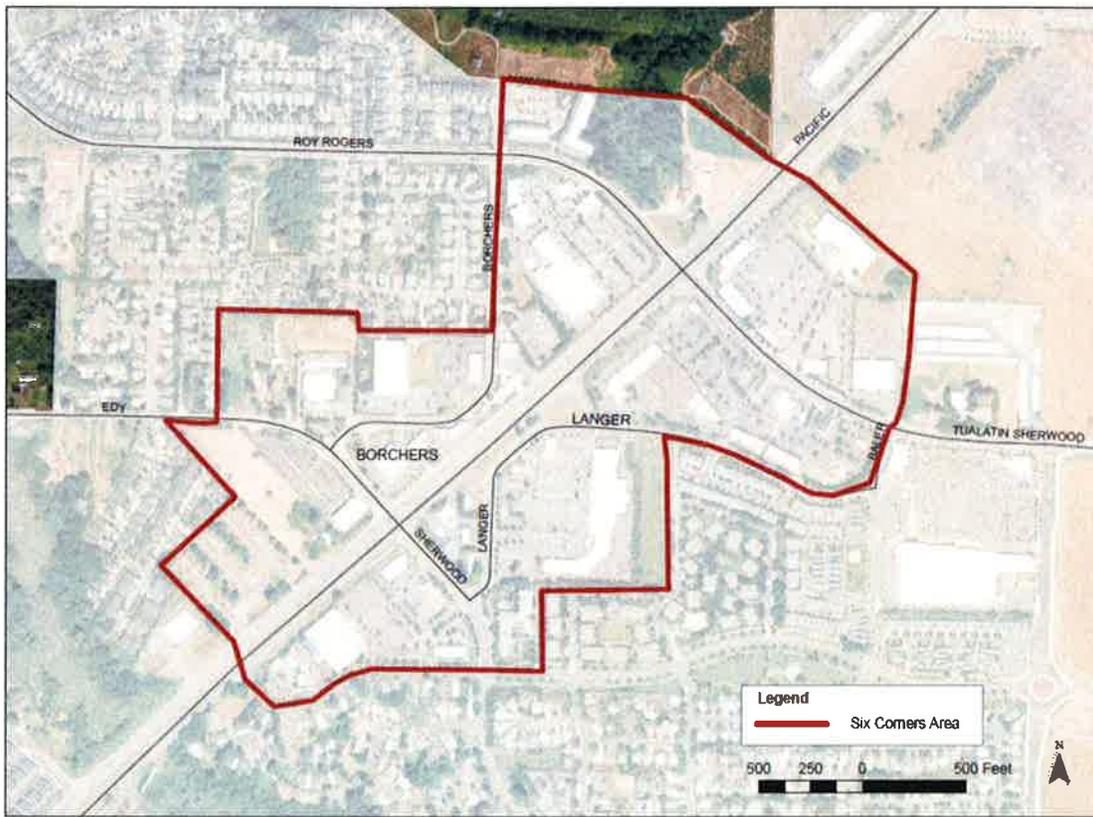
### OBJECTIVES

- Policy 1 Prepare special area plans for adoption as an element of, or ancillary document to, the Sherwood Comprehensive Plan.
- Policy 2 Ensure that plans are consistent with applicable regional and state requirements, including Metro's Urban Growth Management Functional Plan and the Transportation Planning Rule (Oregon Administrative Rule 660-012).
- Policy 3 Where applicable, prepare additional amendments to the Sherwood Comprehensive Plan to ensure internal consistency between City policies.
- Policy 4 Collaborate with the City's Planning Commission and Council throughout the planning process to ensure that proposed plans meet the community's goals and can be adopted in a timely manner.

### D. SPECIAL AREA PLANS

#### D.1 Six Corners Commercial District

The Six Corners area derived its name before Pacific Highway was widened and Tualatin - Sherwood Road, Sherwood Boulevard and Highway 99W intersected in a way that created "Six Corners." The Six Corners Area is characterized by newer commercial development centered around the Highway 99W corridor at the Tualatin-Sherwood Road and Sherwood Boulevard intersections. Existing uses include strip-mall development with several large-format retail anchors, including a Safeway grocery store, a Target discount store, a Walgreens, a sporting goods outlet, and several chain and local restaurants. There are several residential neighborhoods adjacent to Six Corners, but no housing within the commercial area adjacent to Highway 99W.



The southern portion of the Six Corners area is included in the designated Town Center, however it is recognized that a plan for the entire Six Corners commercial district should be completed and should ensure that development patterns are not at odds at the major intersections within the Six Corners Commercial District.

#### D.2 Sherwood Town Center Plan

##### Background

The Sherwood Town Center Plan was adopted in 2013. The Town Center Plan designates and lays out a plan for a “Town Center” that both meets regional planning objectives and guides future growth and development in a way that is unique to Sherwood. The Town Center designation is intended to recognize and enhance principal centers of urban life within the region while acknowledging that these centers of activity are diverse and embody a strong sense of community identity. The Town Center Plan establishes the boundaries of the Sherwood Town Center, describes the vision for the area, and identifies a framework and strategies for realizing that vision.

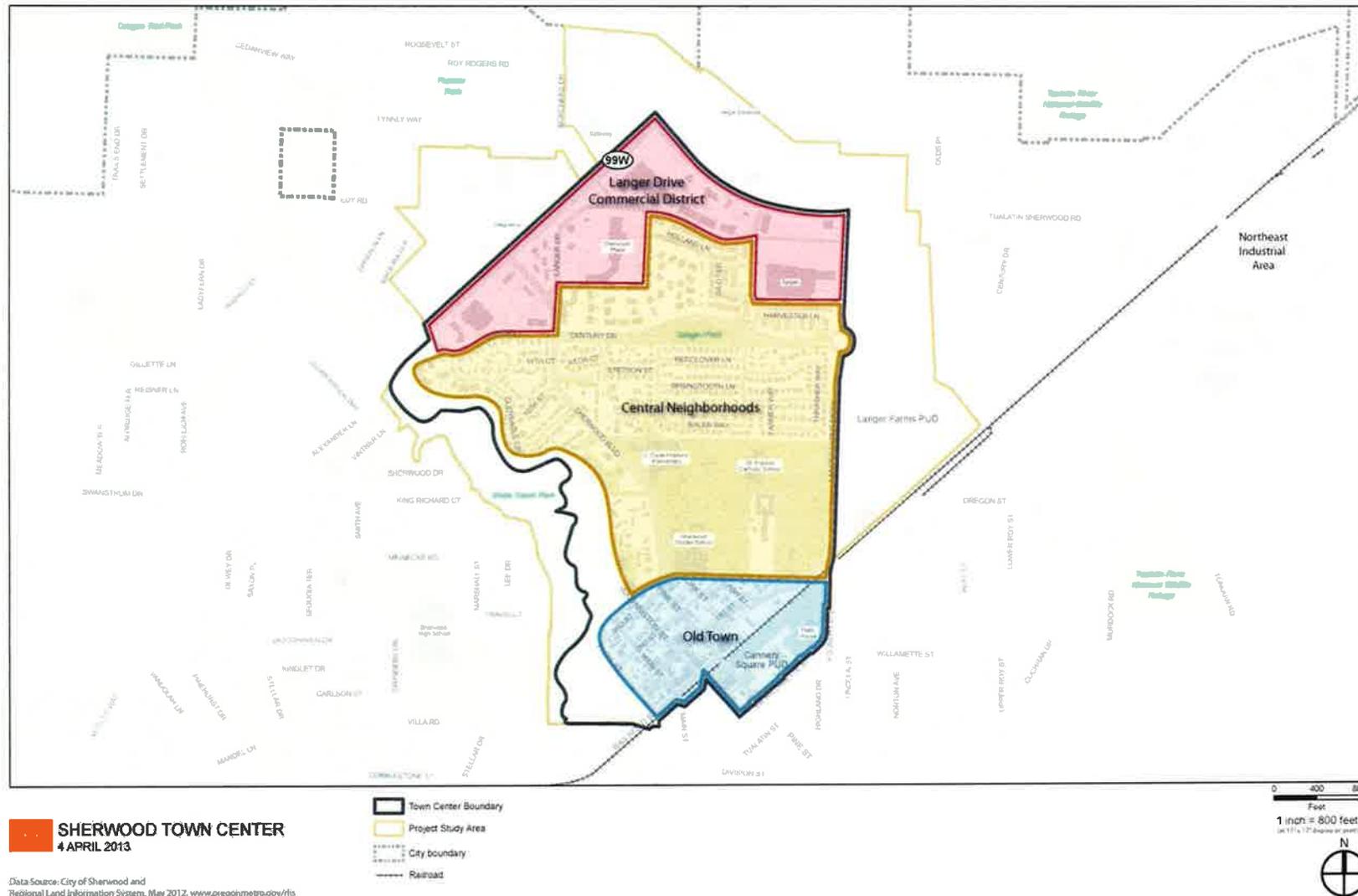
The following overarching vision statement describes the uses, activities, look, and feel of the Town Center and articulates the desired outcome of future development, redevelopment, and investment in the area:

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

#### Boundary

The Town Center boundary [Figure 1] recognizes the natural and man-made features that may act as barriers to connectivity and cohesion – including Highway 99W to the northwest, Cedar Creek to the west, the Cannery Square area south of the railroad tracks in Old Town, the industrial area to the east, and Tualatin-Sherwood Road to the north – and focuses on enhancing the area within these boundaries. Both the historic Old Town area and the commercial areas south of Highway 99W and Tualatin-Sherwood Road are included within the Town Center boundary, as well as the intervening Central Neighborhood that includes a variety of housing types and smaller scale civic uses, such as the Senior Center and schools. While the Old Town Overlay is encompassed within the Town Center boundary, the Old Town Overlay retains its unique policies and standards and remains a distinct district.

Figure 1



### Land Use

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

Old Town - Old Town is envisioned to support somewhat higher density development than exists there today, with high-quality mixed use development that respects the historic character of the area.

Langer Drive Commercial District - In the “Langer Drive District” south of Highway 99W and Tualatin-Sherwood Road, future redevelopment within existing shopping centers will gradually transform the area into a walkable, active shopping district with more pedestrian-oriented buildings that continue to attract regional and national businesses.

Center Neighborhood - The emphasis for the Central residential neighborhoods within the Town Center is on improving bicycle and pedestrian connections; the current mix of housing types and densities – including single-family homes on small to relatively large lots, duplexes, townhouses, apartments, and senior housing – is expected to remain stable over time, with modest increases in density in limited locations.

### Transportation

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

*Policy Outcomes*

The following policies and strategies will guide future planning, development, and public investments within the Town Center.

*[Insert final Goal/ Policies/ Strategies]*