

Wood Village Policy and Framework Review

Town Center Master Plan and Transportation System Plan Update

TGM 1D-14: Technical Memo #1

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Version 2

Prepared by:



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1 INTRODUCTION

The City of Wood Village is in the process of revising the Town Center Master Plan (TCMP) and updating the Street Element of its Transportation System Plan (TSP). (The Street Element was called the Roadway Element in the 1999, 2001 and the 2012 TSPs.) The TCMP focuses on the Town Center and will select appropriate transportation solutions and land uses to create a conceptual master plan that includes economically viable residential land uses and employment opportunities. The Street Element of the TSP will establish a long-term vision for streets within the City of Wood Village and will incorporate any needed transportation elements to support the TCMP.

These planning efforts are based on the ability to meet the future vision of the community while meeting state, regional, and county policies, targets, and standards. This memorandum summarizes previous planning efforts that are applicable to both the TCMP and the TSP Street Element. Recommendations are provided to guide these planning efforts going forward. This memo should serve as a guide to each of these parallel but separate work efforts.

1.1 PROJECT BACKGROUND

Wood Village is located 12 miles east of Portland, nestled between the cities of Troutdale, Fairview, and Gresham along I-84. It hosts a main route to Mt. Hood as part of the Mt. Hood Scenic Byway. The City was originally a planned community for Reynolds aluminum factory workers in 1941. Today Wood Village has a population of around 3,900 people, and hosts a large variety of commercial and industrial businesses.

The Town Center is 81.2 acres, and approximately half is developed with Lowes, Fred Meyer, Kohl's, Buffalo Wild Wings, and a number of other tenants in existing structures. Total building square footage constructed to date is just over 404,000 square feet, with the Fred Meyer, Kohl's and Lowes stores occupying the majority of the area. The Town Center also includes the site of the former Multnomah Greyhound Park. In 2013, voters rejected the proposal to convert the 31 acres contained in the Multnomah Greyhound Park to a casino. WH Pacific proposed a multifamily housing development on the site in 2014. This was opposed by the Riverwood Housing Association and, after a joint hearing, the City Council and the City Planning Commission declined to approve the proposed amendments to the TCMP which were needed for the project to move forward. No other proposals for the use or development of the Town Center have emerged in the intervening period. The TCMP will help attract future development in line with community values to create a healthy and vibrant town center.

The initial Town Center development in the 1990s included significant investment in public infrastructure, including roadway improvements, water, wastewater, and storm water management systems. These investments are currently underutilized, and the site could accommodate significant development with little additional investment.

The City completed its Transportation System Plan (TSP) in May of 2012, although it was a partial TSP that did not include a street element due to ongoing planning processes in the region. The 2012 TSP deferred the street element until the other transportation planning efforts were completed. Now that the East Metro Connections Plan, the Arata Road, Halsey, Sandy, and Glisan corridor plans are finished, the participating jurisdictions, including Wood Village, need to include the recommendations into their

individual TSPs. The TSP update must address the 4.24 miles of city streets and arterials including Sandy Boulevard, 238th Drive, Halsey Street, Arata Road, Wood Village Boulevard, 244th Avenue, and Glisan Street. Arterials within the City are owned and maintained by Multnomah County. Additionally, the 2012 TSP did not include Regional Transportation Functional Plan (“RTFP”) requirements for performance measures addressing safety, vehicle miles traveled per capita, freight reliability, congestion, walking, bicycling, and transit mode shares. Development of performance measures to evaluate and monitor plan performance in these areas will be included in this TSP update.

While the analysis conducted during the Project will be a series of combined documents, the result will be four documents: Town Center Master Plan, Recommended Amendments to the Wood Village Town Center Zone provisions, Street Element of the TSP and TSP Performance Measures.

2 STATE LEVEL PLANS, POLICIES, TARGETS AND STANDARDS

The State of Oregon has a number of policy documents that outline the requirements for planning at the regional and local levels.

2.1 STATEWIDE POLICY DOCUMENTS

Oregon has 19 **Statewide Planning Goals**.¹ These statewide goals are achieved through regional and local plans. While currently in compliance with statewide goals, the Wood Village Comprehensive Plan will ultimately be amended according to the recommendations of the new 2015 TCMP and TSP. The Street Element of the TSP will need to consider statewide goal 12, Transportation; this goal is known as the **Transportation Planning Rule** (TPR).

The TPR, which is Oregon Administrative Rule Chapter 660, Division 012, dictates what should be included within the Street Element of the TSP in section 660-012-0020, Elements of Transportation System Plans.² The TPRs primary direction is to consider both land use and transportation together when developing TSPs, to provide for continuity between jurisdictions and local access and connectivity. This will result in plans that serve statewide, regional and local mobility needs while enhancing community livability.

New plan concepts developed for the TCMP and TSP must specifically consider the requirements of TPR section 660-012-006, Plan and Land Use Regulation Amendments. This section states that if a plan update significantly affects an existing or planned transportation facility, measures shall be put in place to ensure the facility meets performance standards at the end of the planning period identified in the TSP. The TSP and TCMP will need to be developed hand-in-hand to ensure the facilities recommended meet the needs of development proposed over the planning horizon.

¹ Oregon.gov. Oregon Department of Land Conservation and Development. Goals. <http://www.oregon.gov/lcd/pages/goals.aspx>. Accessed September 14, 2015.

² Department of Land Conservation and Development. Division 12 Transportation Planning. http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_012.html. Accessed September 14, 2015.

In 2008, ODOT issued the *Transportation System Planning Guidelines*.³ This report will be particularly useful as the City prepares its TSP Street Element as it provides step-by-step guidance for TSP preparation in accordance with the TPR.

2.2 OREGON TRANSPORTATION PLAN

The **Oregon Transportation Plan (OTP)** is a 25-year multi-modal transportation plan adopted in 2006 “that comprehensively assesses state, regional and local and both public and private transportation facilities and services.”⁴ This plan establishes seven goals with associated policies for the plan that are to guide all state, regional and local transportation plans. The OTP covers bicycle and pedestrian, public transportation, airports, highways and roadways, pipelines, ports and waterway facilities and railroads.

The **Oregon Highway Plan (OHP)** was originally adopted in 1999 and is an element of the OTP. It has been amended several times, with the most recent amendments adopted in May 2015. The OHP defines policies and investment strategies for the state’s highway system over the next 20 years. The recent amendments could be relevant to the Wood Village TSP Street Element as it modified Policy 1F (Highway Mobility) to allow for the adoption of alternative mobility standards where it is “infeasible or impractical to meet the mobility targets” for a specific facility, corridor or area.

Interstate 84 (I-84) travels eastbound and westbound through Wood Village. I-84 is designated a Freeway and is a part of the National Highway System (NHS). As such, the Street Element shall carry this designation throughout the plan and ensure to not propose any projects that affect the capacity of I-84. Similarly, the TCMP should ensure proposed land uses are compatible with the state’s designation and do not interfere with the highway capacity within Wood Village.

2.3 CURRENT STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM

Oregon’s **Statewide Transportation Improvement Program (STIP)** is a four-year transportation capital improvement program. It identifies funding for transportation projects and programs. The current STIP, for the 2015-2018 period, was adopted on May 20, 2015.⁵ The STIP includes a wide range of multimodal transportation projects on the federal, state, city, and county transportation systems.

There are two projects identified within the STIP that are within Wood Village. These include:

- Arata Road: 223rd – 238th (Fairview/Wood Village). Project Total: \$4.47M. This project will construct sidewalks, lighting and landscaping for congestion mitigation.
- Sandy Blvd: 230th Ave – 238th Dr. (Wood Village). Project Total: \$0.73M. This project will correct substandard conditions on Sandy Blvd as part of a pavement preservation project.

³ ODOT. May 2008. *Transportation System Planning Guidelines*.

⁴ Oregon Department of Transportation. September 20, 2006. *Oregon Transportation Plan*. <http://www.oregon.gov/ODOT/TD/TP/docs/otp/executivesummary.pdf>. Accessed September 14, 2015.

⁵ Oregon.gov. May 2015. *Statewide Transportation Improvement Program (STIP)*. <http://www.oregon.gov/odot/td/stip/pages/default.aspx>. Accessed September 14, 2015.

3 REGIONAL LEVEL PLANS, POLICIES, TARGETS AND STANDARDS

Regional and corridor specific planning documents have significant influence over Wood Village’s plans and policies.

3.1 METRO PLANNING FRAMEWORK

The Metro regional government establishes regional policies, plans and implementation tools that are to be integrated into and reflected in local jurisdictional plans. Title 6 of Metro’s **Urban Growth Management Functional Plan** (UGMFP) identifies and designates the centers, corridors, station communities and main streets and prescribes their regional role of the 2040 Growth Concept.⁶ The UGMFP determines which cities and counties are eligible for regional investments, specifically high capacity transit, regional investment grants, or programs funded by Metro, such as Main Street programs.

Wood Village is a designated Town Center. Title 6 (Section 3.07.640) suggests that the mix and intensity of uses have:

- a combined average of 40 residents and workers per acre;
- a mix of grocery stores, restaurants, institutional and civic uses; and,
- a range of housing types to provide affordability for all.⁶

Per the 2014 compliance report from Metro, all Wood Village’s comprehensive plan policies and local implementing ordinances are current as of 2012, except for:

- the required performance measures,
- integration of a street plan, and
- the creation of a capital investment strategy due to the pending completion of the EMCP.¹¹

Completion of this project’s Street Element will satisfy the City’s compliance with the UGMFP.

The Transportation Chapter of Metro’s **2035 Regional Framework Plan** (RFP) presents the overall policy framework for the specific transportation goals, objectives and actions to implement the 2040 Growth Concept.⁷ Further, Metro’s **Regional Transportation Functional Plan** (RTFP) establishes a performance-driven framework with policies, objectives and actions directing planning and investment decisions in the cities and counties that make up the region.⁸ Title 1 of the RTFP indicates that the TCMP will need to be compliant with 3.08.110.E, which details site plan requirements for residential and mixed-use development over five acres. Requirements include full street connections and minimum spacing standards of 530 feet, with some exception for barriers. Title 2 of the RTFP describes the process, performance targets and standards for updating TSPs.

⁶ Metro. September 10, 2014. Urban Growth Management Functional Plan. <http://www.oregonmetro.gov/urban-growth-management-functional-plan>. Accessed September 15, 2015.

⁷ Metro. March 2015. Regional Framework Plan. <http://www.oregonmetro.gov/regional-framework-plan>. Accessed September 15, 2015.

⁸ Metro. 2012. Chapter 3.08 Regional Transportation Functional Plan.

The update to the Wood Village TSP Street Element must analyze transportation needs based on:

1. System gaps and deficiencies identified in inventories and analysis of the system pursuant to title 1;
2. Identification of facilities that exceed the Deficiency Thresholds and Operating Standards or alternative standards defined by the jurisdiction.
3. Consideration of the needs of youth, seniors, people with disabilities and environmental justice populations, including minorities and low-income families.⁸

The **Metro Regional Transportation Plan (RTP)** is the transportation implementation arm of the Metro Region 2040 Growth Concept.⁹ Section 2.3 of the RTP presents the goals, objectives and targets for the transportation system. These goals and objectives are relevant to the TSP as they establish the policy and investment priorities that will guide future planning, investment decisions and monitoring.

The RTP integrated the projects proposed and adopted in the East Metro Connections Plan (EMCP), described in detail below in section 3.2. The East Metro area, which covers Gresham/Fairview/Wood Village/Troutdale to Damascus, is identified as “Mobility Corridor #15” within the RTP. The City will need to adopt the relevant RTP and EMCP projects into the TSP Street Element. The TSP Street Element must consider the regional needs in the mobility corridor strategies in the RTP.

If projects beyond those in the RTP are identified, they must be consistent with the population and employment forecast and system maps of the RTP and regional non-SOV modal targets in Title 1 of the RTFP. The City is also required to coordinate with the owner of the affected transportation facility and propose projects when gaps are noted.

In preparing a list of strategies and solutions, Wood Village must consider the following strategies in the order that follows:

- Transportation System Management and Operations (TSMO) strategies
- Transit, bicycle and pedestrian improvements
- Traffic calming
- Land use strategies
- Connectivity improvements
- Motor vehicle capacity improvements.

Wood Village must demonstrate that the proposed solution(s) will achieve progress towards targets and standards of the RTFP or alternative standards as defined by the jurisdiction. Alternative targets or standards may be adopted but within certain guidelines. The relevant targets and standards of the RTFP to Wood Village’s TSP Street Element and TCMP are as follows:

- Regional Non-SOV Modal Targets (RTFP Table 3.08-1): Town Centers and Corridors 2040 design types require a non-drive alone modal target of 45 to 55 percent.
- Interim Regional Mobility Policy (RTFP Table 3.08-2) establishes the deficiency thresholds and operational standards for designation types and specific locations.

⁹ Metro. 2014. Regional Transportation Plan. <http://www.oregonmetro.gov/regional-transportation-plan>. Accessed September 15, 2015.

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- Town Centers have a mid-day one-hour peak standard of .99; the PM 2-hour peak standard is 1.1 for the first hour and .99 for the second hour.
- Corridors, including I-84 east of I-205, have a mid-day one-hour peak standard of .90; the PM 2-hour peak standard is .99 for both the first and second hour.

The TSP will need to include performance measures for:

- safety
- vehicle miles traveled per capita
- freight reliability
- congestion,
- walking, bicycling and transit mode shares

Wood Village will need to use these to evaluate and monitor the performance of its TSP.

3.2 EAST METRO CONNECTIONS PLAN (2012)

The 2012 East Metro Connections Plan (EMCP) identifies specific transportation, community, economic development projects and their phasing over the next 20 years in east Portland.¹⁰ There are several projects identified that relate specifically to Wood Village that will need to be considered as the Street Element of the TSP and the TCMP are developed.

The EMCP recommended three investment packages that are within Wood Village: the 242nd *Connections to Clackamas County* (package 4), *Downtown Fairview and Wood Village* (package 14) and the *Halsey Main Street* (package 15). Package 4 is an access and mobility package and both package 14 and 15 are economic development packages. The plan also designated freight corridors, including 238th Avenue through Wood Village.

Below are summaries of the investments included within each package that are relevant to Wood Village's Street Element of the TSP and the TCMP.

- 242nd Connections to Clackamas County (Package 4): There are nine projects identified within this package, none of which are funded at this time. This package of projects will enhance accessibility and mobility, particularly for freight, within the 238th/242nd corridor and within Wood Village. Package projects within or near Wood Village include:
 - improvements to 238th/242nd to a 3 lane road with multi-modal uses (Regional Transportation Plan Identification Number (RTP ID) 99132),
 - system management along 238th/242nd (RTP ID 99143), and
 - arterial improvements on Hogan Drive (RTP ID 99154).
- Downtown Fairview and Wood Village (Package 14): There are four project identified within this package, two of which are funded at this time. Projects will improve access and provide needed safety and multi-modal improvements and improve connections between Arata Road and Halsey. Projects within or near Wood Village include:
 - Arata Road reconstruction, a funded project (TRP ID 10387), is seen as economic catalyst projects for Wood Village,

¹⁰ Metro. June 7, 2012. East Metro Connections Plan. <http://www.oregonmetro.gov/east-metro-connections-plan>. Accessed September 14, 2015.

- Wood Village Boulevard north-south multi use path extension (RTP ID 99129) is another funded project,
- Wood Village Boulevard extension (10398), and
- Fairview Avenue multi-modal improvements between i-84 and Arata Road (RTP ID 99130).
- Halsey Main Street (Package 15): Projects implement features of the Halsey Street Concept Design Plan (2005), a joint effort of Fairview, Wood Village, Troutdale, and Multnomah County. Projects include:
 - realizing Halsey as a 2-lane road with median/turn lane, full bike lanes, sidewalks and pedestrian crossings (RTP IDs 11287 & 10385). Both projects are viewed as economic catalyst projects for the cities. Projects within package 15 support the downtown visions for the three cities and help attract commercial development, particularly adjacent to Edgefield, an important destination in East Multnomah County.

3.3 MULTNOMAH COUNTY TRANSPORTATION SYSTEM PLAN

The Multnomah County TSP is relevant to all roads that are within unincorporated county as well as county owned roads that are within city jurisdictional boundaries.¹¹ The City of Wood Village TSP Street Element will need to reflect the county functional street designation for all county roadways that travel through the city. These roads are identified in Table 1.

Table 1. Multnomah County Roadway Functional Class Designation

Road	Functional Street Designation
Sandy Boulevard	Minor Arterial
Halsey Street	Minor Arterial
Arata Road	Major Collector
Glisan Street	Major Arterial
223rd Avenue	Major Collector
238th/242nd Drive	Minor Arterial
244th Avenue	Major Collector

Minor arterial streets are the lowest order arterial facility in the regional street network. They typically carry less traffic volume than principal and major arterials, but have a high degree of connectivity between communities. Access management may be implemented to preserve traffic capacity. Land uses along the corridor are a mixture of community and regional activities. Minor arterial streets provide major links in the regional road and bikeway networks; provide for truck mobility and transit corridors; and are significant links in the local pedestrian system.

Major collector streets serve several purposes including linking neighborhoods to the regional system of bicycle and automobile streets, and basic transit services. They typically provide direct access between residential and commercial developments, schools and parks and carry higher volumes of traffic than neighborhood streets. Major collector streets are also utilized to access industrial and employment areas and other locations with large truck and over-sized load volumes.

¹¹ Multnomah County. 2015. Plans and Documents. <https://multco.us/transportation-planning/plans-and-documents>. Accessed September 20, 2015.

3.4 RELEVANT CROSS-JURISDICTIONAL CORRIDOR PLANS

3.4.1 Sandy Boulevard Refinement Plan (2001)

The Sandy Boulevard Refinement Plan is a set of transportation solutions identified to enhance the capacity, appearance, and multimodal function on Sandy Boulevard through the cities of Fairview and Wood Village.¹² Relevant to the Street Element of the TSP are the street cross sections proposed and adopted as part of the plan. Sandy Boulevard is designated a minor arterial within the existing Wood Village TSP; this designation will need to be carried through the updated Wood Village TSP Street Element.

3.4.2 Halsey Street Conceptual Design Project (2005)

The Halsey Street Conceptual Design Project was conducted in 2005 and provides a series of street modifications and cross sections to create a consistent look and feel for the corridor.¹³ The cities of Wood Village, Fairview and Troutdale recently received a grant to update the Halsey concept plan. The updates will be relevant to both the TCMP, as Halsey Street borders the Town Center to the south, as well as the Street Element of the TSP. Halsey Street is owned by Multnomah County and designated a minor arterial by the City of Wood Village. The city will need to coordinate with the concept plan update in order to include the latest street cross-sections in the TSP Street Element.

3.4.3 Arata Road Conceptual Design Plan (2008)

The Arata Road Conceptual Design Plan was prepared in 2008 to develop a multi-modal street design for Arata Road within the cities of Wood Village and Fairview to accommodate bicycles and pedestrians as well as vehicles.¹⁴ This plan is becoming a reality and is scheduled to be constructed in the spring of 2016.

The City of Wood Village designates Arata Road as a Neighborhood Collector. However, Arata Road is under the jurisdiction of Multnomah County which has classified it as a Major Collector. As described below in Section 4.5, the 2012 Wood Village TSP recommends that Multnomah County revise its TSP to reflect the Neighborhood Collector designation for Arata Road.

The Arata Road Conceptual Design Plan provides cross sections and descriptions of how Arata Road will be reconstructed; these designs were used as guidelines to finalize the construction drawings. As the Street Element of the TSP is being developed, it will incorporate the final design. Additionally, how the final design intersects with perpendicular roads will be important.

- Intersection with NE 223rd Avenue: westbound on Arata Road is right turn only; north-bound on 223rd Avenue is right turn only onto east-bound Arata Road. Left turns are not permitted at this intersection. Additional turn lanes may be considered.
- Intersection with Wood Village Boulevard: includes the connection for the extension to the north. The extension is slightly modified because of the reduced width between the existing street right-of-way and the proposed street. Proposed at this intersection are pedestrian crossings that have a change in materials to increase pedestrian visibility and safety. Additional turn lanes may be considered.

¹² City of Fairview. June 2001. Sandy Boulevard Refinement Plan.

¹³ Multnomah County. April 2005 Halsey Street Conceptual Design Project. Final Report.

¹⁴ City of Wood Village. July 25, 2008. Arata Road Conceptual Design Plan.

- Intersection with 238th Drive: Arata Road at 238th Drive will provide for a dedicated turn lane for east bound traffic intending to turn north on 238th, as well as two travel lanes providing through and right movements onto 238th for east bound traffic on Arata Road.

4 LOCAL PLANS, POLICIES, TARGETS AND STANDARDS

At the local level, there are numerous vision and implementation documents that set the foundation for private and public infrastructure investment in Wood Village. The most relevant plan to the TSP Street Element and the TCMP is the East Metro Connections Plan, which identified multiple projects in Wood Village and in the Town Center. These projects will be formally incorporated into the planning documents described below.

4.1 WOOD VILLAGE VISION 2030

The City of Wood Village updated their Vision Statement for 2030 in 2008.¹⁵ This holistic vision touches on all aspects of the city from housing, jobs, and community to the environment, transportation, and public safety. The Vision Statement should be used as grounding points to guide the development of the TSP Street Element and the TCMP.

4.2 WOOD VILLAGE COMPREHENSIVE PLAN (1999)

The Wood Village Comprehensive Plan was most recently amended in 1999.¹⁶ The following excerpt from the Comprehensive Plan is particularly relevant to the development of the TCMP.

The common thread that connects the policies of this Plan is simply to see to it that the livability of Wood Village as a desirable residential area is maintained and enhanced by increasing the internal focus of the community. The livability of any city is determined less by its buildings than by its streets and public spaces; the living room of the city. By providing local shopping and employment opportunities, mixed housing types, and public open space scaled to the community, Wood Village can become more internally focused, and its sense of individuality enhanced.

Two sections of the plan are of relevance to the TSP Street element and the TCMP. They are summarized below.

4.2.1 Economic Development

The goal identified within the economic development chapter is to “diversify and improve the economy of Wood Village.” The Plan provides a vacant commercial and industrial and inventory from 1997, which found that there are nearly 100 acres of developable commercial and industrial land, 32 acres of which are within the designated Town Center. This analysis is likely dated.

This chapter notes that the city’s residential population has grown faster than the commercial uses and that there is demand for a vibrant and attractive commercial center. It also recommends careful planning for higher commercial uses away from residential uses while providing for multi-modal transportation options.

¹⁵ City of Wood Village. February 2, 2008. Vision Statement for 2030.

¹⁶ City of Wood Village. 1999. Comprehensive Plan.

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The economic development chapter also provides an analysis of the land within the Town Center. In general, the plan identifies the site as “well suited to accommodate growing residential and commercial needs in the city and surrounding area”.

The plan presents nine Economic Policies. Of particular importance to the TCMP is Economic Policy #4, which states:

Allow designation of property to meet the need for commercial/retail services, employment and entertainment opportunities to complement the area's developing industrial base. Encourage a variety of residential, commercial, office and compatible industrial uses by designating the lands north of Glisan and east of 223rd owned by the Multnomah Kennel Club for mixed use development.¹⁶

This land is a designated Town Center for which this planning effort will update the master plan.

Another Economic Policy relevant to both the TCMP and the TSP Street Element is #8:

Encourage new employment opportunities that are well connected by all modes of transportation to existing and planned residential areas in Wood Village.¹⁶

4.2.2 Transportation

The goal identified within the transportation chapter is to “help provide for and encourage a safe, convenient, and economical transportation system.”¹⁶ This chapter of the comprehensive plan also confirms that the Street Element of the TSP is not complete and identifies it as an upcoming project. It notes that the “TSP [does] not include a traffic analysis due to the pending County TSP and Regional RTP both of which directly affect the City’s arterial and collector streets. Due to significant development proposals on the MKC Town Center site...there is still a need for completing the traffic and street analysis.”¹⁶ Traffic analysis was conducted as part of the East Metro Connections Plan and will be referenced and summarized within the TSP Street Element.¹⁰ Also, the TSP and TCMP will need to account for any proposed or planned development at these sites. The County TSP and Regional RTP are now complete and will be integrated into the Wood Village TSP Street Element.

4.3 WOOD VILLAGE TRANSPORTATION SYSTEM PLAN (1999)

The Wood Village TSP was originally adopted in 1999.¹⁷ Superseding the 1999 TSP include the TSP roadway element, which was updated and replaced in 2001, and the other elements, including bicycle, pedestrian, etc., which were updated in 2012. This planning effort will further update the Roadway Element of the TSP. The 1999 plan is holistic and provided an overview of existing conditions and future needs analysis for all transportation modes. It identified a list of projects and typical cross sections for city arterials, collectors, and local streets. A Transportation Finance Plan provided the estimated costs, schedule and planned revenue sources for the improvements. A map of the transportation network and proposed projects is also presented.

The list of relevant projects to the TSP Update include:

¹⁷ City of Wood Village. May 1999. Transportation System Plan.

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- Provide a public or private street in the industrial/commercial area west of 238th Ave. and north of Halsey Street. Extend north from Halsey St. along the east boundary of Diebold warehouse, then extend east/west near the RR right-of-way on an existing city utility easement towards the highway overpass.
- Improve NE Arata Rd. to county collector standards, including sidewalks and a bikeway.
- Consider extending Shea Lane east to NE 244th Ave.

4.4 WOOD VILLAGE ROADWAY ELEMENT (2001)

The 2001 Wood Village TSP Roadway Element Final Report was prepared to replace the Roadway Element in the 1999 TSP.¹⁸ This document will inform the preparation of the TSP Street Element.

Opportunities for local street network connectivity is limited. However, the arterial network connectivity has several opportunities. Many of these were identified as projects in the 2001 Roadway Element. The project that have not been constructed will likely be carried into the Street Element. These were also identified in the EMCP as described in section 3.2 above. Below is a list of the projects identified in the 2001 Roadway Element that have not been completed:

- **238th Street Widening and Improvement Connector/Hogan Corridor Improvements:** Improve the current roadway to accommodate truck traffic and multimodal capacity.
- **Sandy Boulevard Widening:** Widen the street to three lanes, including sidewalks and bike lanes, from 122nd Avenue to 238th Avenue
- **Arata Road Improvements:** Improve to include sidewalks, bike lanes and street lighting between 223rd Avenue and 238th Avenue
- **242nd/Glisan:** Add northbound right turn lane, eastbound right turn overlap phase, change east/west phasing to permitted, increase signal cycle length

4.5 BICYCLE, PEDESTRIAN, AND TRANSIT ELEMENTS OF THE 2012 TSP

In 2012, Wood Village prepared an update to the Bicycle, Pedestrian and Transit Elements of the TSP, which supersedes the Halsey Street Plan from 2005 and the Wood Village TSP from 1999. Wood Village intentionally postponed the update of the Roadway Element (also called Street Element) until the East Metro Connections Plan (summarized in section 3.2) was final. Although the 2012 TSP didn't update the Roadway Element, there is significant information about road conditions and connectivity that will be relevant to the current TSP Street Element update.

Table 2 shows the functional classifications of major roadways within Wood Village. As shown, the designation of Arata Road is not consistent between Multnomah County and Wood Village. The 2012 TSP recommends that Multnomah County revise its classification.

Table 2. Roadway Functional Classification.

Roadway	ODOT	Multnomah County	Wood Village	Metro
I-84	Interstate Highway	-	Freeway	Principal Arterial

¹⁸ City of Wood Village. September 2001. Transportation System Plan Roadway Element.

NE Sandy Boulevard	-	Minor Arterial	Minor Arterial	
NE Halsey Street	-	Minor Arterial	Minor Arterial	Minor Arterial
NE Arata Road	-	Major Collector	Neighborhood Collector	-
NE Glisan Street	-	Major Arterial	Major Arterial	Major Arterial
NE 223 rd Avenue	-	Major Collector	Major Collector	-
NE Wood Village Boulevard	-	Major Collector	Major Collector	-
NE 238 th /242 nd Drive	-	Minor Arterial	Minor Arterial	Minor Arterial
NE 244 th Avenue	-	Major Collector	Major Collector	-

Roadways in bold indicate ownership/maintenance responsibility.

Other relevant information from the 2012 TSP includes:

- Evaluation of roadway and intersection safety data (beginning page 26).
 - Crash data between January 1, 2005 and December 31, 2009 was analyzed for the segment of I-84 within Wood Village. The analysis recommended that this segment be included in the State’s Safety Investment Program (SIP).
- Needs, opportunities and constraints analysis, specifically the roadway and corridor discussions (beginning page 29).
 - The lack of lower classification roadways parallel to arterial routes tends to focus excessive demand on only a few major roadways.
 - Many of the local streets within Wood Village are characterized by numerous cul-de-sacs and stub streets. As new development occurs, new roadways should be constructed to create a more efficient network consistent with the RTP guidelines.
- Subarea access and circulation analysis (beginning on page 44).
 - East-West Connection Need/Opportunity #1: The existing Wood Village Commercial Town Center and the adjacent Upper/Lower Village residential areas lack direct pedestrian/bicycle connections.
 - Establish new east-west connections from Wood Village Boulevard to points up to the existing Wood Village Green Mobile Home Park (see 2012 TSP Figure 15).
 - North-South & East-West Connection Need/Opportunity #2: The existing Wood Village Green Mobile Home Park currently separates the Wood Village Commercial Town Center from the Upper/Lower Village residential neighborhood.
 - Long term opportunity to plan for local street and bike/ped connections, including north/south connectivity, that could be established under future redevelopment scenarios.
 - North-South Connection Need/Opportunity #3: There is a sizable portion of land located between Glisan Street to the south and the Wood Village Green Mobile Home Park that is largely undeveloped and could be developed as single family residential.

- Opportunity to plan for, and establish, a north-south street and bicycle/pedestrian connection to Glisan Street.
- East-West Connection Need/Opportunity #4: Former Multnomah Greyhound Park redevelopment potential could establish a continuous east-west connection when coupled with connections identified under opportunities #1 and #2.
- North-South Connection Need/Opportunity #5: Poplar Mobile Manor mobile home park between NE Arata Road and the former Multnomah Greyhound Park Site.
 - Long-term opportunity for north-south local street and bike/ped connections.
- North-South Connection Need/Opportunity #6 & #7: With the exception of the multi-use path that exists at the northern terminus of Wood Village Boulevard at NE Arata Road, there are limited connections between NE Arata Road and NE Halsey Street. As such, there is a need to improve connectivity between these two corridors given the commercial retail located in the Wood Village Town Center and the presence of residences along NE Halsey Street.
 - Opportunity to provide a formal non-motorized corridor along two existing private residential streets located east of 231st Court (see 2012 TSP Figure 15).
 - A second opportunity exists to provide a formal non-motorized corridor between Arata Road and Halsey Street further to the east.
- East-West Connection Need/Opportunity #8: The City-owned parcel at the east end of NE Shannon Street could potentially be modified to include a bike/ped path connection to NE 238th Drive.
- East-West Connection Need/Opportunity #9: A new local street connection from NE Treehill drive to NE Cedar Lane via NE Hawthorn Avenue (a currently unpaved trail).
- East-West Connection Need/Opportunity #10 & #11: An opportunity to provide new local street connection between the commercial/retail properties to the east and west of the mobile home park.

Although the focus of these sections is directed toward pedestrian and bicycle access, many of the findings are relevant to vehicle access and circulation as well.

Also, relevant to the TCMP are the pedestrian and bicycle standards, which are depicted in 2012 TSP Figures 17 and 18. The roadway specifications are detailed in Table 3.

Table 3. Roadway Functional Class Roadway Specifications

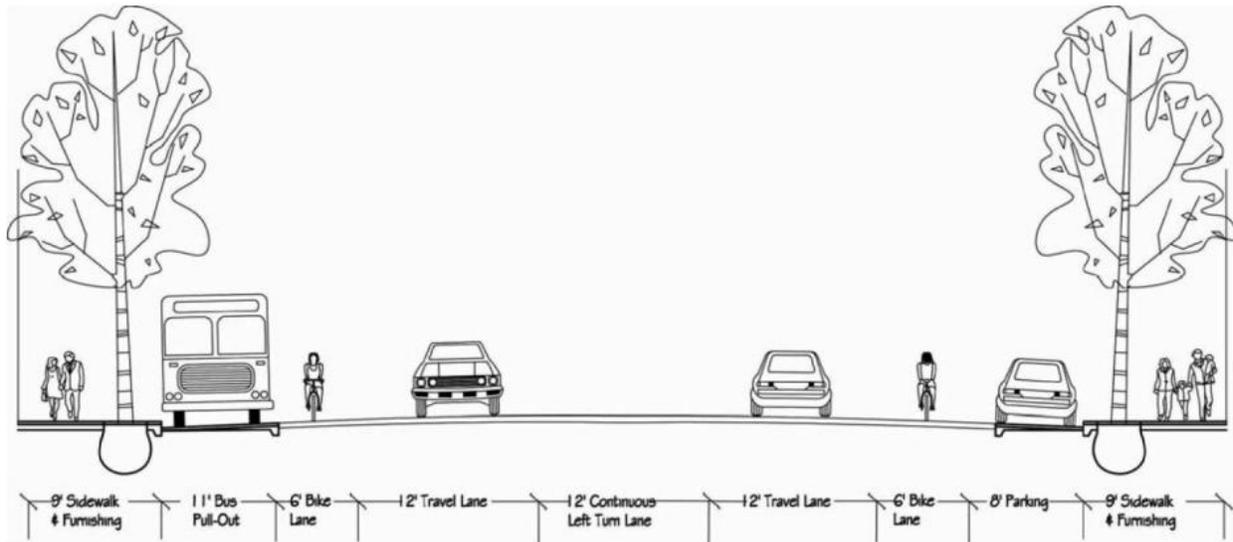
Cross-Section	Major Arterial	Minor Arterial*	Major Collector	Neighborhood Collector**	Standard Local Street	Skinny Street
Right-of-Way Width	80'-115'	80'-105'	60'-96'	50'	55'-60'	40'
Sidewalk	6'-8'	5'-8'	6'-7'	5'-7'	5'	5'
Landscape	0'-8'	0'-8'	0'-8'	3'	6'	n/a

Parking	n/a	n/a	n/a	n/a	6'	n/a
Bike Lane	5'-6'	5'-6'	5'-6'	5'	n/a	n/a
Travel Lane	11'-14' (4 travel lanes)	11'-12' (3-5 travel lanes)	11'-12' (2-3 travel lanes)	11' (2 travel lanes)	10' (2 travel lanes)	26' total pavement width
Median/Center Turn	12'-16'	12'-14'	10'-14'	n/a	n/a	n/a

**NE Halsey Street has modified cross-section. ** NE Arata Road has modified cross-section*

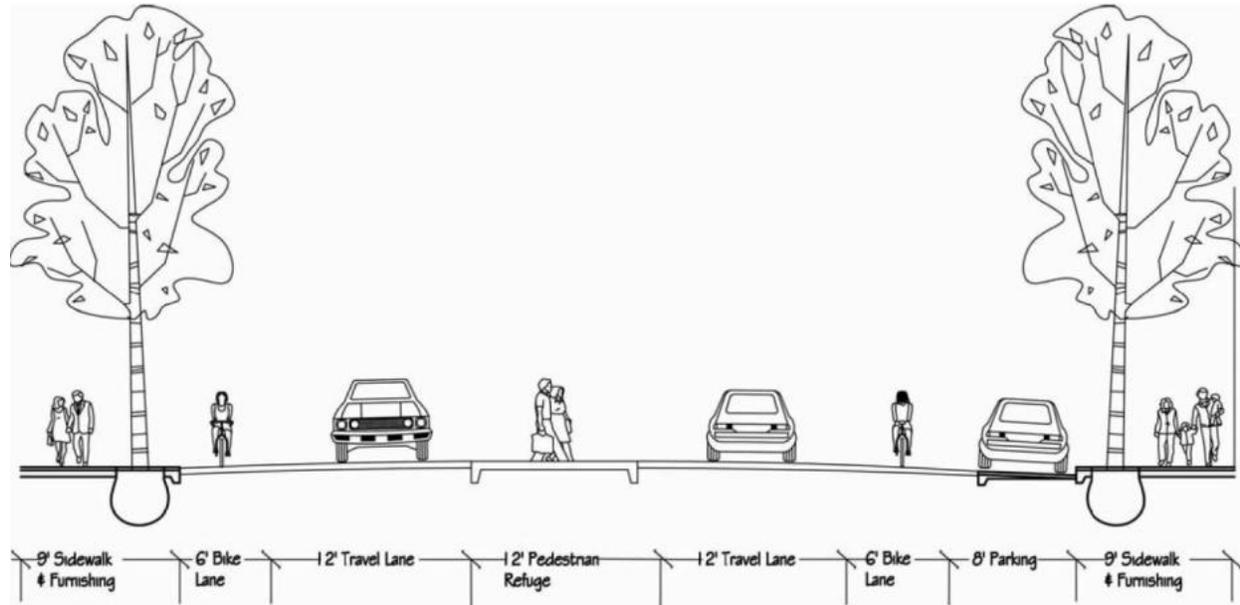
The travel lane widths might not all reflect best practices and may be considered as part of the TSP Update. Cross sections of Halsey Street and Arata Road and provided below.

Figure 1. NE Halsey Street Cross Section with 12-foot Continuous Left Turn Lane



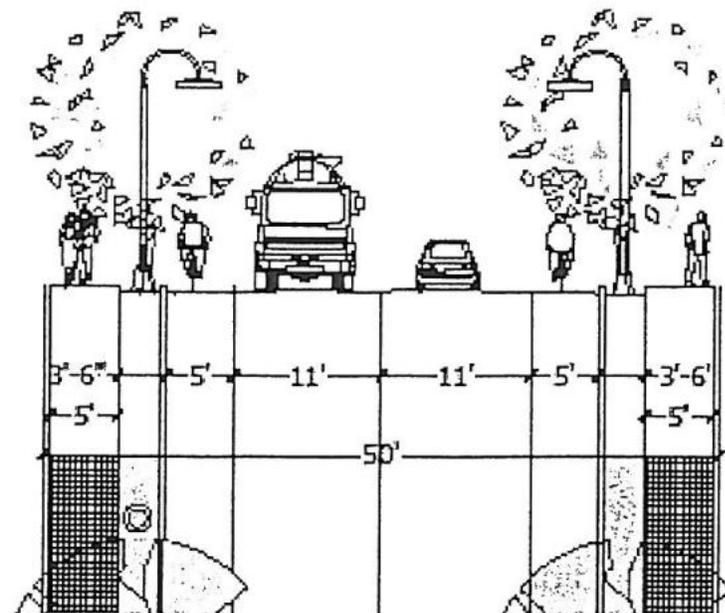
Source: 2005 Halsey Street Conceptual Design Project

Figure 2. NE Halsey Street Cross Section with 12-foot Pedestrian Refuge



Source: 2005 Halsey Street Conceptual Design Project

Figure 3. NE Arata Road Cross Section



Source: 2005 Halsey Street Conceptual Design Project

The 2012 Plan also:

- Includes tools that help to create a comprehensive transportation system, with a focus on non-auto travel modes. A similar toolbox approach may be considered for the Street Element.

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- Presents the Transportation System Plan, including the Roadway Element, in Section 8. This information will need to be included within the updated Street Element.
- Provides a list of recommended policy amendments at the end of Section 8. Policy amendments should be considered for the Roadway Element as well.
- Includes the Transportation Funding Plan. If there are any new funding sources, or if any of the reference funding sources have modified since 2012, this section should be updated.

4.6 WOOD VILLAGE TOWN CENTER ZONING CODE

Wood Village adopted the Town Center zoning code on October 22, 1996, although the base code has been amended several times.¹⁹ This code is particularly relevant to the TCMP. This mixed-use zone is designed to “encourage convenient living, working and shopping through a well-designed mixture of commercial, residential and employment uses.”

The many uses that are allowed outright within this zone include:

- retail,
- office,
- parks and open space, and
- light industrial uses.

Types of uses that are specifically prohibited include:

- vehicle related uses,
- heavier industrial and manufacturing, and
- religious and medical services.

The mixed-use zone code was created to ensure the vision described within the Wood Village Vision 2030 (described in section 0) and the Wood Village Comprehensive Plan (described in section 4.2) are implemented.

The code language is written such that the development constructed within the zone is of high quality and visually interesting, and provides for community plazas or public facilities. The code establishes minimum and maximum standards for lot size, building heights, setbacks and landscaping.

Any development proposal within the Town Center is required to prepare a Master Plan that meets the code requirements. It is subject to approval by the Planning Commission and will amend the code. As described in the code:

A Master Plan is required for all sites in the Town Center zone to ensure that transportation and other facilities will support the anticipated development, and comply with requirements of the zone; and to identify the location within which housing requirements will be met. The Master Plan provides an opportunity to ensure that Comprehensive Plan policies concerning home ownership and local street systems are satisfied in new developments in the Town Center zone.

The TCMP may consider modifying or refining the master plan requirement.

¹⁹ City of Wood Village. 2010. Section 235 – Town Center Zone, as amended.

4.7 WOOD VILLAGE URBAN RENEWAL PLAN (2010)

The Wood Village Urban Renewal Plan was adopted in 2010.²⁰ The Urban Renewal Area is depicted on Figure 4. The purpose of the plan is to “improve specific areas of a city that are poorly developed or underdeveloped.” As shown, the entire TCMP area is within the Urban Renewal Area.

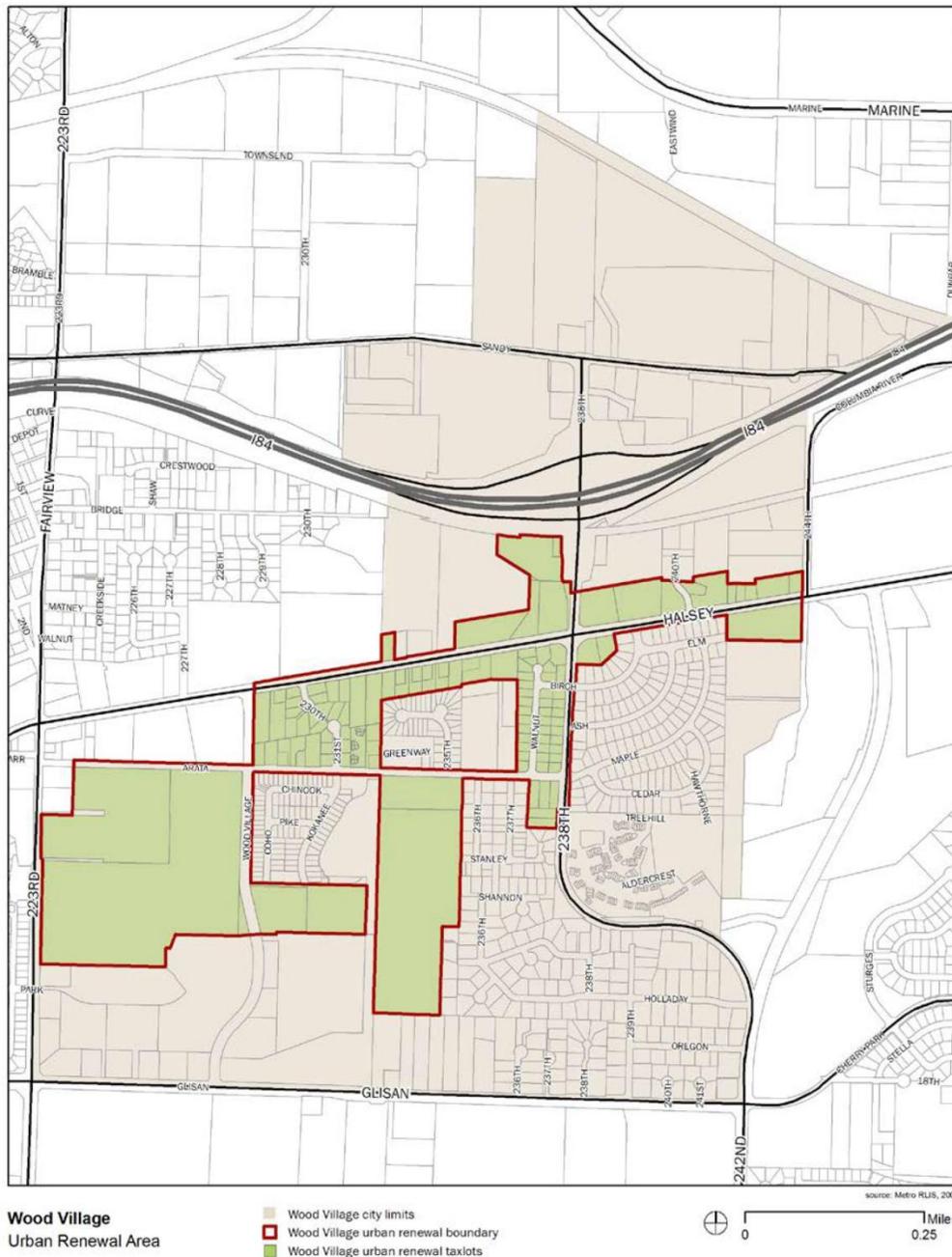
Urban renewal allows for the use of tax increment financing to fund urban renewal projects, such as street construction or improvements, public facilities such as utilities, assistance for rehabilitation or redevelopment of property, acquisition and re-sale of property (site assembly) from willing sellers and improvements to public spaces.

Specific projects identified within the Plan that are relevant to the TCMP and TSP Street element include:

- Infrastructure Improvements - Construct streetscape improvements to Arata Road and Halsey Street that may include sidewalks, lighting, furniture, planting beds, art, signage, historic heritage information, undergrounding of utilities and other streetscape features as designated.
- The URA provides for both a business assistance toolbox and for assistance for redevelopment in the Urban Renewal Area.
- The Multnomah Greyhound Park and other parcels are specifically designated as opportunity sites in the development assumptions used in the Plan.

²⁰ City of Wood Village. February 23, 2010. Wood Village Urban Renewal Plan.

Figure 4. Wood Village Urban Renewal Area Boundary



4.8 WOOD VILLAGE TGM OUTREACH REPORT (2011)

The Wood Village Transportation and Growth Management (TGM) Outreach Workshop Project was an effort between the TGM Program, Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCD) with the following objectives.²¹

²¹ City of Wood Village. June 2011. Wood Village TGM Outreach Workshop Final Report.

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- Examine the market feasibility of transportation-efficient land uses in Wood Village, with special attention to the area along Halsey Street, NE 238th Drive, and Arata Road
- Consider improved multi-modal connections to major destinations and services in Wood Village
- Examine traffic, design, parking, and other aspects of potentially higher-density, mixed-use development in Wood Village and to identify ways to minimize potentially negative impacts

A summary of the relevant recommendations of the TCMP and the TSP Street Element are as follows (parentheses indicate which planning effort the recommendation is relevant to):

- Focus on creating a great main street on Halsey Blvd. or, potentially, on Wood Village Blvd. between Arata Road and Halsey (TSP).
- Consider the Town center as a Civic Center (TCMP). The big opportunity with the boulevard concept is to redevelop portions of the Town Center to be more pedestrian-oriented and interesting by introducing housing, public open spaces (like plazas and small parks), and community buildings on what is now a vast asphalt parking lot. The drawback to this concept is that it weaves Wood Village's identity in with the surrounding communities – primarily Fairview – and dilutes the City's ability to distinguish itself as an autonomous and distinct place in the region.
- Expand the size and scope of the consumer market by developing a strong mix of neighborhood retail and service establishments requires continued growth in Wood Village households, employment and traffic to the area (TCMP). The report's market analysis found that there is capacity and demand for new retail, restaurant and entertainment within Wood Village. The plan provides an outline of key amenities and characteristics to consider when trying to attract and sustain a successful business district (see report, pages 26 through 30).¹⁴ These items, as well as the Wood Village strength and challenges analysis (summarized in Table 4 below), should be considered when creating the TCMP.

Table 4. Wood Village's Strengths, Challenges and Opportunities

Strengths	
Diverse multi-faceted marketplace	large daytime population
active West Columbia Gorge Chamber of Commerce	eligibility for New Market Tax Credits
diverse employment base	Town Center and Walmart retain local customers, sales, jobs, tax base
active stakeholder community	urban renewal district
cultural diversity	easily accessible
Challenges	
economic stagnation has challenged commercial growth and left some storefronts vacant	incomes in market are below state median; residential areas in the city are built out, so higher density will be the only way to growth residential
bad school district reputation	lack of vibrant retail center outside of Town Center
limitations of urban renewal	lack of clear market position/identity
Opportunities	
strong history could be a draw	population growth could support another 258,000 square feet of development
opportunities for some niche uses	culturally diverse community

- Define the Retail Core and Key Nodes (TCMP). It is in the community’s interest to strengthen the existing Town Center commercial node.
- Utilize the opportunity presented by the current Wood Village TSP update to address regional and local connectivity issues (TSP). The Street Element should recognize and reflect the following:
 - Wood Village’s location along the I-84 corridor and major arterials such as NE Sandy Boulevard, NE Halsey Street, and NE Glisan Street afford the city excellent regional east-west connectivity.
 - North/south regional connectivity is focused primarily on the NE 238th Drive corridor, resulting in a significant amount of north/south through traffic along this corridor. Long-term plans for addressing this capacity constrained corridor include a potential new NE 242nd Avenue connection to the I-84 corridor.
 - Wood Village is seen as a gateway to a number of regional destinations including the Columbia River Gorge, Mt Hood, and the McMenemy’s Edgefield.

4.9 ECONOMIC OPPORTUNITIES ANALYSIS (2006)

In 2006, an Economic Opportunities Analysis was prepared for the Columbia-Cascade River District.²² This report documented and summarized economic conditions and trends through 2005 and identified local economic opportunities. The study found that manufacturing is the largest employment sector in the study area, which is partially within Wood Village. As such, the need for industrial land will also drive the need for commercial land. “Over the next twenty years, net new demand for commercial and industrial land is expected to range from 915 to 2,144 acres contingent upon the region’s realized growth pattern through 2026” (page 2).

The area has very good access to transportation infrastructure, which is why it’s been successful for industrial uses. However, this infrastructure will likely become deficient as the area grows. The analysis found that an “additional or improved link to I-84, as well as substantially improved north/south access in east Multnomah County will be needed to accommodate anticipated growth” (page 3). This should be a consideration in the update of the TSP Street Element.

The plan recommends the following uses for viability within the area, which should be considered as the TCMP is developed:

- Industrial uses, including flex, manufacturing and warehouse/distribution space;
- Commercial development to support the needs associated with the local employment base and highway-related uses; and
- Tourism related commercial.

²² Oregon DLCD. September 2006. Economic Opportunities Analysis.