

# Wood Village Town Center Land Use Alternatives

Town Center Master Plan and Transportation System Plan Update

*TGM 1D-14: Technical Memo #5*

DRAFT

April 27, 2016

DRAFT Version 4

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# Wood Village Town Center Land Use Alternatives and Transportation Concepts

## 1 INTRODUCTION

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The Wood Village Town Center is Wood Village's largest undeveloped asset and currently 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 TCMP focuses on the Town Center and will select appropriate land uses and transportation solutions to create a conceptual master plan that includes economically viable residential land uses and employment opportunities. These planning efforts are based on the ability to achieve the future vision of the community while meeting state, regional, and county policies, targets, and standards.

### 1.1 PURPOSE OF THIS MEMO

The purpose of this memo is to present a series of land use alternatives for the Wood Village Town Center. These alternatives are economically viable and based on input from the community. They address the needs, opportunities, constraints, and the final goals, objectives, and evaluation criteria developed throughout this process.

### 1.2 OUTLINE

This memo is organized into the following sections:

**Project Background** opens the memo by providing some context on the project and the site that is helpful for understanding the recommendations that follow.

**Alternatives Development** outlines the process by which the land use alternatives were developed, including research, community input, and the criteria for a successful town center.

**Alternatives Analysis** concludes the memo with a description and analysis of four development scenarios as well as recommendations for funding strategies and policy changes.

### 1.3 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 contains 81.2 acres, approximately half of which is developed as a retail center with Lowe's, Fred Meyer, Kohl's, Buffalo Wild Wings, and a number of other tenants. Total building square footage constructed to date is approximately 400,000 square feet, with the Fred Meyer, Kohl's, and

Lowe's stores occupying the majority of the area. 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 Town Center also includes the site of the former Multnomah Greyhound Park. In 2013, state voters rejected a proposal to convert it to a casino. In 2014, a multifamily housing development was proposed in the Town Center on commercially-zoned land immediately north of Lowe's. 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. In the spring of 2016, a revision of the master plan for the area was granted, providing for only single family residential construction. The updated TCMP is intended to help attract future development in line with community values to create a healthy and vibrant town center.

The City completed its 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. An update to the Halsey corridor plan is underway in 2016, with the intent of completion of the work in the spring of 2017.

The analysis conducted during the Project will be captured in a series of technical memos which will culminate into 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.

## 1.4 NEXT STEPS

The alternatives will be reviewed by the project technical and citizen advisory committees then brought to the general public at a community meeting for comment later this spring. Based on the analysis and public input, final land use and transportation alternatives will be selected over summer of 2016. The results will be incorporated into the City's Transportation System Plan and Zoning code, which is scheduled for adoption by the City Council in the fall.

## 1.5 INTRODUCTION

Over the past several months, the project team performed the following research in order to understand the policy and community context of the Town Center and the master plan update process:

- Planning Policy Framework – reviewed the state, regional, and local planning context including land use and transportation plans, zoning code, a town center outreach report prepared in 2011 and an economic opportunities analysis.
- Transportation Conditions – summarized both the existing and future conditions of transportation in Wood Village and the Town Center, including current transportation plans and projected travel demand.
- Market Analysis – analyzed national and regional trends contributing to land use demands for retail, residential, and industrial uses including growth projections and the city's regional context.

Completed technical memos are available on the project website<sup>1</sup>.

### *Market Analysis Findings*

1. Demographic changes and market conditions strongly support a range of housing types for Wood Village, especially multifamily, including apartments, cottage clusters, and townhomes.
2. Additional demand for large-scale retail is limited, although the remaining pad sites in the Town Center are likely to be built over time.
3. Small service retail is possible as part of a residential community.
4. Industrial or office development is unlikely as there are ample sites nearby such as the Gresham Vista Business Park, with the exception of selected medical office uses.
5. Depending on the specifics of the proposed use, a recreational or destination recreation center may be viable.

The project team conducted the following outreach:

- Interviewed both developers and community members in order to understand local context and expectations for the Town Center.
- Conducted five focus groups with a variety of ethnic communities in Wood Village in order to understand their values and expectations for the Town Center.
- Hosted a community workshop to obtain input on the vision and needs for the potential development of the Town Center.
- Facilitated Technical and Citizen Advisory Committees review and comment on all project work products.

Outreach summaries may be found on the project website<sup>2</sup>.

High level observations from the public outreach include:

1. Community members want the Town Center to provide more gathering places, including family entertainment, public parks and plazas, and a community based market.
2. Developers see limited opportunity for more big box retail, but that smaller retail will bring more activity to the Town Center.
3. Community members want more pedestrian and bicycle access and amenities.
4. Most stakeholders support residential development in varying low to mid-density mixes. Developers see a lot of potential for residential uses, especially multifamily housing.
5. The Town Center could be better connected to the community around it via multimodal transportation options.
6. The community supports a family-friendly entertainment center with a regional draw, indoor/outdoor uses and year-round programming.

## **1.6 GOALS, OBJECTIVES, CRITERIA**

Project goals, objectives, and evaluation criteria were crafted to help drive the development of the TCMP with the voice of the Wood Village community in mind. The goals and objectives help to describe what the TCMP should encompass and the evaluation criteria aim to help the team determine if and how well the goals and objectives are met once TCMP scenarios are developed. They are grounded in the City's 2030 Vision Statement and adopted Comprehensive Plan and the project market analysis.

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<sup>1</sup> <http://www.ci.wood-village.or.us/hot-topics/wood-village-town-center-master-plan-update/>

<sup>2</sup> Ibid.

They were also shaped by feedback obtained from stakeholders during interviews and advisory committee meetings.

These goals, objectives and criteria are available in Technical Memo #3. Its text is included here in its entirety so that the criteria are easily accessible to the reader since they are used in the evaluation of alternatives.

### 1.6.1 Goal 1: Economic Development

Strengthen the economic/tax base of the community.

#### *Objectives*

1. Create flexible and streamlined plan and code that accommodates employment, commercial retail and housing and encourages investment in the Town Center.
2. Integrate the Town Center with adjacent residential and employment areas so that they complement each other.
3. Maximize flexibility in order to accommodate changing economic conditions over time.

#### *Evaluation Criteria*

- Block widths range from 225-250 feet, lengths from 250-425 feet and blocks have alleys or rear lanes.
- Plan uses are reasonably expected to directly leverage private investment based on Market Analysis or other private sector expression of interest in investment.
- Plan allows for development to occur at surface-parked densities by right so that development momentum can begin immediately and evolve into higher density over time.

### 1.6.2 Goal 2: Accessibility, Safety and Mobility

Provide safe and convenient transportation access to, and within, the center for all modes.

#### *Objectives*

1. Increase access to transit options to and within Wood Village.
2. Improve bicycle and pedestrian access to, and within, site.
3. Maintain the ability to accommodate anticipated traffic volumes on major arterials.
4. Develop fine-grained network of streets (with complete sidewalks and safe bike routes), multi-use paths, and trails.

#### *Evaluation Criteria*

- Road network accommodates future traffic volumes at v/c of 0.99 or better.
- More people have ½ mile access to schools, recreation facilities, transit and shopping centers.
- Enhance safety and comfort of multimodal travel as measured through pedestrian level of service.

### 1.6.3 Goal 3: Community Vitality

Make Wood Village Town Center a vibrant, local destination that serves as a regionally recognized commercial center.

#### *Objectives*

1. Encourage the development of a community where people can live, work and play.

2. Incorporate public uses that help establish the Town Center as a vibrant center of community activity.
3. Establish and enforce high quality urban design, streetscape and landscaping standards calibrated to local conditions, are affordable, long lasting, and help establish a sense of place.
4. Facilitate mixed-use development, including vertical development, in key locations.

#### *Evaluation Criteria*

- Currently vacant spaces within the Town Center are master planned for a minimum of two different uses that are mixed either horizontally or vertically, with a range of densities within each use.
- The Town Center Plan provides for gathering places of different locations, sizes and programs, including civic uses, parks, playgrounds and plazas, and links these places with well-designed streets and trails that also function as public space.

#### 1.6.4 Goal 4: Equity

Build on, and enhance, Wood Village's identity as a diverse, family-oriented, and friendly community.

#### *Objectives*

1. Create an urban place that citizens and visitors of all ages identify with Wood Village.
2. Plan uses, design and access facilitates activities and businesses that cater to the ethnic diversity of the City.
3. Offer a range of housing types for different income levels, family types, and ages, for rental and ownership that are well cared for and attractive.
4. Encourage uses that cater to families such as restaurants, theaters, family entertainment centers and outdoor gathering areas.

#### *Evaluation Criteria*

- Provides for a diverse mix of uses and housing options, including a range of densities, sizes and affordability and both ownership and rental housing.
- Plan allows for restaurants, theaters and family entertainment centers, education uses, and outdoor gathering areas in various sizes.

#### 1.6.5 Goal 5: Natural Environment

Enhance the natural environment.

#### *Objectives*

1. Bring nature into the city (with street design, park design and landscape standards).
2. Connect the city to nature at a regional scale (views of Mt. Hood and the Columbia River basin and connect to regional recreational facilities).
3. Minimize impacts to wetland and riparian areas on the site.

#### *Evaluation Criteria*

- New development captures, retains and treats the first inch of rain for 24 hours.
- Public streets and gathering places (e.g. parks, playgrounds, plazas) capture, retains and treat the first inch of rain for 24 hours.
- Wetland and riparian buffers are 50 feet, minimum.

## 2 LAND USE ALTERNATIVES

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### 2.1 ASSUMPTIONS ABOUT EXISTING AND PLANNED CONDITIONS

The research and public outreach were used to develop two general alternatives, each with two specific variations. The four alternatives were specifically designed to strike a different balance for housing, regional entertainment, and commercial uses. They also each employ a slightly different street grid, trails and pedestrian connections and outdoor gathering places. They are intended to represent a range of choices for discussion. Based on evaluation and feedback, the various elements could be combined in different ways for a refined, preferred Town Center Master Plan alternative.

All of the alternatives make the following assumptions:

- Existing structures in the Town Center retail area will remain for the long term. This includes Lowe's, Fred Meyer, Kohl's, and the many smaller retail buildings. This does not include the Multnomah Greyhound Park. While the businesses within each building may change from time-to-time, the overall focus on retail uses and the footprints of the buildings will not.
- The Multnomah Greyhound Park site will be redeveloped.
- Designated wetlands will not be open to commercial development and should be enhanced as key natural features on the site.
- A planned residential development immediately south of the existing Riverwood neighborhood and north of Lowe's will proceed as approximately 50 single-family homes.
- The Riverwood neighborhood in the northeast corner of the Town Center will remain.

All alternatives assume the same land uses for certain buildable portions of the Town Center:

- Vacant parcels on the west edge of the Lowe's parking lot have good potential for mixed-use (commercial and residential) development.
- Vacant pads in the Kohl's and Fred Meyer parking lot have good potential for creating a "mini Main Street" in the southwest corner of the town center.

All alternatives incorporate certain common elements:

- A low impact open space/community park that features the wetlands at the north end of the Multnomah Greyhound Park site as a centerpiece
- A place for outdoor food vending such as a food cart pod, a farmer's market, or other venue
- A trail connection from Arata Rd. south along the edge of the peninsula wetland
- Another trail which connects east-west through the proposed residential area between Wood Village Blvd. and the existing wetland at the eastern boundary of the Town Center
- A third trail through the remaining wetland areas at the east and southern edges of the site, with some park improvements to make it a community asset and minimize safety concerns
- A new pedestrian connection between the existing plaza next to Fred Meyer and Multnomah Greyhound Park site
- One or more pocket parks and/or urban plazas
- Commercial densities that allow for surface parking
- Residential densities that allow for surface parking with the exception of townhouses, which will incorporate parking into the unit

- Streets will be built to the edge of the Town Center boundaries to connected to anticipated future development outside the Town Center
- A “front door” to the redeveloped Multnomah Greyhound Park site on 223<sup>rd</sup> Street

Based on these assumptions, two alternatives were developed, each with two variations for a total of four alternatives. Two alternatives are in the theme of Regional Entertainment while the other two are in the theme of Mixed-Use Town Center.

## 2.2 ALTERNATIVE 1: REGIONAL ENTERTAINMENT

Vision: A major regional entertainment destination on the Multnomah Greyhound Park site.

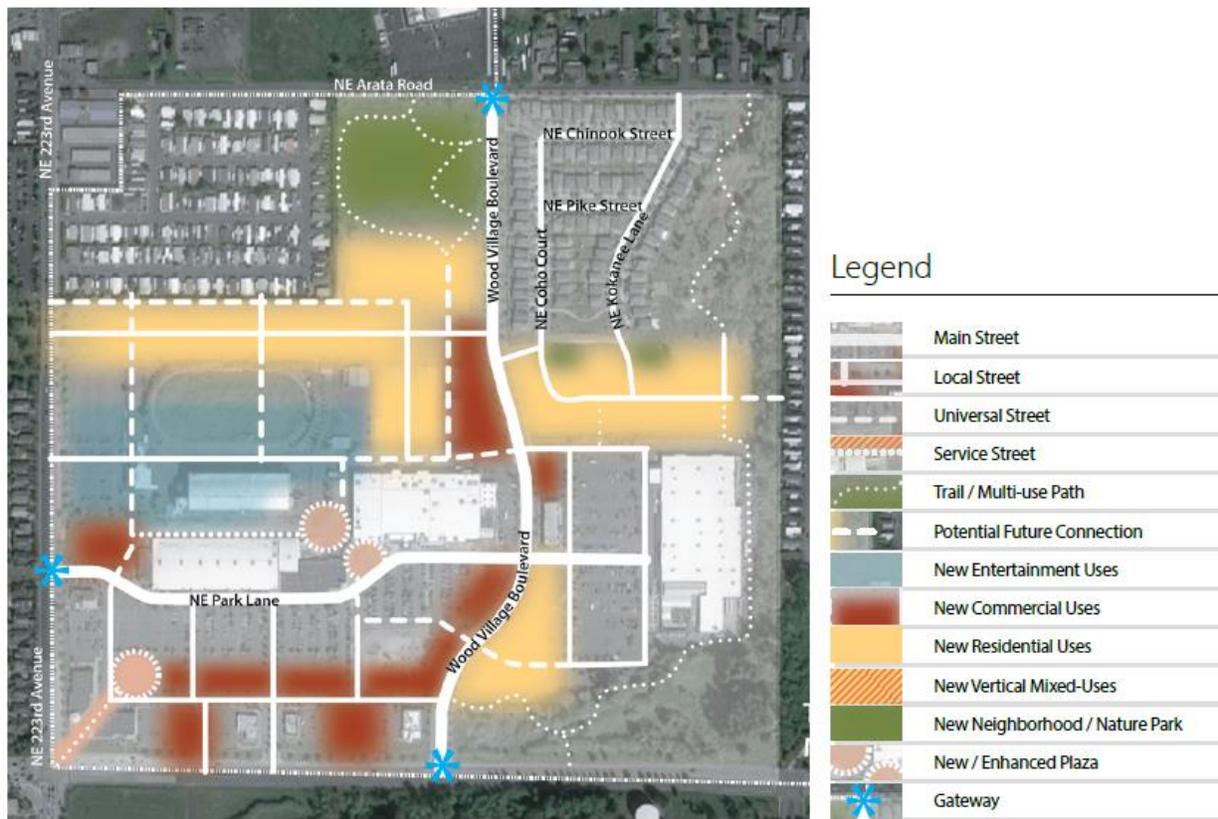
Regional Entertainment Alternative 1 provides significantly more commercial development than residential, emphasizing an entertainment center on the former Multnomah Greyhound Park site. Limited residential development is developed at medium densities such as cottage clusters, townhouses, senior housing, and low-rise apartments or condominiums. Additional retail along Wood Village Boulevard creates more of a Main Street feel for the Town Center.

### 2.2.1 Alternative 1a

Alternative 1a provides a uniform street grid through the Multnomah Greyhound Park site, creates two additional plazas, treats the back of Kohl’s as a “universal” street, and creates slightly more retail along Wood Village Boulevard than Alternative 1b.

This alternative sets aside about 10 acres for entertainment uses such as a family fun center that would draw visitors from the local community and throughout the region. It features 220,243 square feet of retail and office space, and 100 new residential units (single family, cottage cluster, etc.).

Figure 1: Regional Entertainment Alternative 1a



### 2.2.2 Alternative 1b

Alternative 1b limits the number of service streets through the Multnomah Greyhound Park site and creates an additional, central plaza in the retail core.

This alternative sets aside the most land for entertainment uses, allocating 14.87 acres for a regional entertainment center and hotel that would draw visitors from throughout the region and beyond. In addition, it includes 260,000 square feet of commercial space and 75 new residential units (single family, cottage cluster, townhomes, etc.)

Figure 2: Regional Entertainment Alternative 1b



### 2.3 ALTERNATIVE 2: MIXED-USE

Vision: A community town center that provides for a diverse mix of residential, commercial, and civic uses.

The Mixed-Use Alternative creates a smaller street grid by introducing more streets to accommodate considerably more residential development. Housing is developed at a range of densities such as cottage clusters, townhouses, senior housing, and low- to mid-rise apartments or condominiums. Vertically mixed-use development is emphasized along Wood Village Boulevard and as a buffer between new residential neighborhoods and existing big box retail. This alternative treats Wood Village Boulevard as more of a Main Street than the entertainment alternatives, orienting the density of uses to the center of the Town Center, while creating more opportunity for parks, paths, and plazas.

#### 2.3.1 Alternative 2a

Alternative 2a creates the most uniform street grid through the Multnomah Greyhound Park site as well as a significantly larger plaza along the fronts of Kohl’s and Fred Meyer than other alternatives. This alternative also creates more vertical mixed uses, has fewer service streets, increases the street grid through the Kohl’s/Fred Meyer parking lot, and adds flexible public space.

This alternative emphasizes low to mid-intensity residential development. It does not include any specific entertainment uses but would create 235,000 square feet of commercial space and 200 new residential units (single family, cottage clusters, town homes, garden apartments, senior housing, etc.).

Figure 3: Mixed-Use Alternative 2a

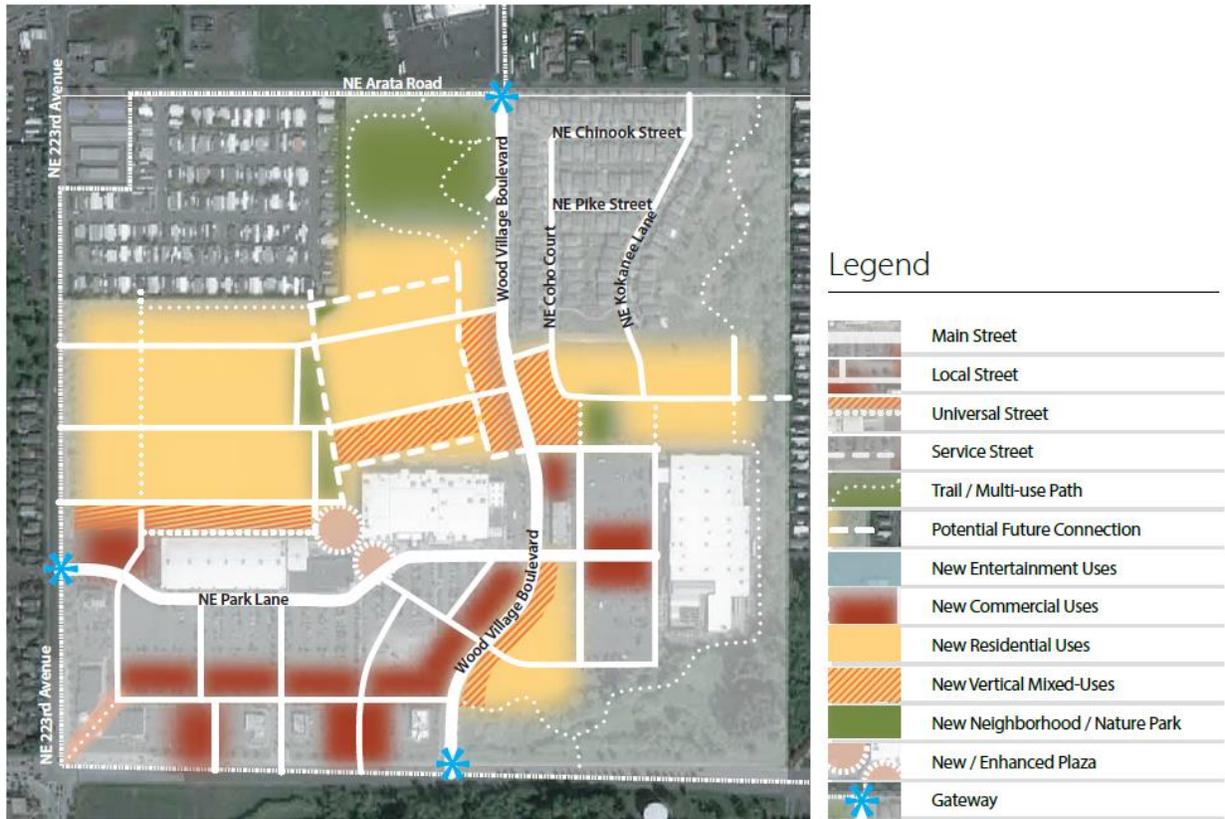


### 2.3.2 Alternative 2b

Alternative 2b orients the new street grid to Wood Village Boulevard, using more service streets, but creating more open space as well. Less vertical mixed use development leaves room for a park that connects to the central retail plazas.

This alternative emphasizes mid-intensity residential development and includes the most housing units of any alternative. It does not designate any specific entertainment uses instead targeting 290,000 square feet of commercial space and 375 new residential units (single family, cottage cluster, town homes, garden apartments, vertical mixed use, senior housing, etc.).

Figure 4: Mixed-Use Alternative 2b

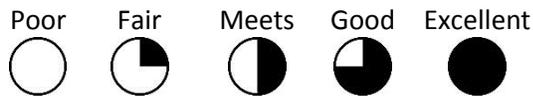


### 3 EVALUATION

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This section evaluates the above alternatives against the criteria reproduced from Technical Memo #3 in section 1 of this memo.

This evaluation is a qualitative analysis of the development alternatives performance on each criteria using the following scale:



An important criterion in the Accessibility, Safety and Mobility Goal (#2), is that the road network accommodate future traffic volumes at v/c ratio of .99 or better. This is a key evaluation measure for the community to ensure that the existing and planned infrastructure is sufficient to accommodate the level of development that is allowed to occur. If the proposed zoning has a higher trip generation than existing zoning, further transportation infrastructure may be required to meet Transportation Planning Rule requirements.

The 2035 travel forecasts for the East Metro Connection Plan were used as a basis for comparison with the alternatives. Those forecasts were analyzed in Technical Memo #2, the Existing and Future Transportation Conditions report for this project. The Metro Regional Model (model) forecasts trips by mode based on allocated population and employment growth. Since large portions of the Wood Village Town Center site were considered vacant or underdeveloped, and current zoning permits a broad array of employment uses, the model attributed significant employment growth to the site.<sup>3</sup> These levels of assumed development and employment generated a significant base of trips for the site.

In order to determine how each of the alternatives would affect the 2035 base as analyzed in Memo #2, trips were generated for each alternative based on the latest Institute of Transportation Engineers manual. These trip generation estimates were qualitatively evaluated relative to each other and in comparison with the types and intensity of uses that were contained in the Metro 2035 travel forecasts for this site. The results are summarized, along with those for other criteria, below.

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<sup>3</sup> The model assumes approximately 2,400 additional employees in Wood Village by 2035. Over one-third of this additional employment is associated with the Town Center site itself.

### 3.1 REGIONAL ENTERTAINMENT ALTERNATIVE

	REGIONAL ENTERTAINMENT 1a	REGIONAL ENTERTAINMENT 1b
<b>Economic Development</b>		
Block widths	 Introduces a large street grid to the Multnomah Greyhound Park site that creates connections, but not at a pedestrian scale. These wide blocks also create limited connectivity. Creates more standard blocks than 1b. Creates a series of small blocks for retail in the southwest quarter.	 Introduces a large street grid to the Multnomah Greyhound Park site that creates connections, but not at a pedestrian scale. These wide blocks also create limited connectivity. Creates more variety in block size than 1a, but site is dominated by one particular large block. Creates a series of small blocks for retail in the southwest quarter.
Leverage private investment	 Leverages private development by accommodating a major destination entertainment business.	 Leverages private development by accommodating a major destination entertainment business as well as a hotel.
Surface-parked densities	 Development is allowed at surface-parked densities.	 Development is allowed at surface-parked densities.
<b>Accessibility, Safety and Mobility</b>		
Accommodate future traffic volumes	 Generates traffic in the middle range of alternatives. Not anticipated to worsen future conditions significantly.	 Major regional destination has the potential to generate traffic volumes slightly more and in different locations than what has been anticipated for this site.
Half mile access	 Increases residential population in Town Center, which puts more people in proximity to transit, shopping, etc. Increases resources and amenities available to population within a half mile, but limits variety by emphasis on regional entertainment center.	 Increases residential population in Town Center, which puts more people in proximity to transit, shopping, etc. Increases resources and amenities available to population within a half mile, but limits variety by emphasis on regional entertainment center.
Multimodal travel	 Incorporates bike/pedestrian connections and infrastructure, especially in natural areas, but heavily emphasizes service streets.	 Incorporates bike/pedestrian connections and infrastructure, especially in natural areas, but heavily emphasizes service streets. Has fewer service streets than 1a.
<b>Community Vitality</b>		
Mixed-use	 Employs horizontal mixed use in a limited variety.	 Employs horizontal mixed use in a limited variety.
Gathering places	 Creates 4 parks and 2 plazas. Parks are limited to the periphery of developable land. Plazas take advantage of retail concentration in the southwest quarter.	 Creates 4 parks and 1 plaza. Parks are limited to the periphery of developable land. Plaza builds on existing, centrally located plaza.
<b>Equity</b>		
Diversity of housing	 Provides more housing potential than 1b, at low- to mid-intensity types. Diversity remains dependent upon the developer to provide, but the potential is there.	 Provides 3 new sites for housing, primarily in low-intensity types. Diversity remains dependent upon the developer to provide, but the potential is there.
Variety of uses	 Emphasis on the regional entertainment site, limits the variety of uses.	 Emphasis on the regional entertainment site, limits the variety of uses.
<b>Natural Environment</b>		
<u>Stormwater:</u>	 <u>Stormwater</u> will be dealt with by new development.	 <u>Stormwater</u> will be dealt with by new development.
<u>Stormwater:</u>	 <u>Stormwater</u> will be dealt with in public spaces and right of way. This alternative creates less public right of way than the mixed-use alternatives.	 <u>Stormwater</u> will be dealt with in public spaces and right of way. This alternative creates less public right of way than the mixed-use alternatives.
Wetland buffer	 Retains and improves existing wetland areas.	 Retains and improves existing wetland areas.

MIXED USE ALTERNATIVE

	MIXED-USE 2a	MIXED-USE 2b
<b>Economic Development</b>		
Block widths	Introduces the most pedestrian oriented street grid to the Multnomah Greyhound Site, creating blocks made from both streets and alleys. This creates more public right of way and better connectivity. Creates a series of small blocks for retail in the southwest quarter.	Introduces a more pedestrian street grid to the Multnomah Greyhound Site, creating blocks made from both streets and alleys. This creates more public right of way and better connectivity. Creates a series of small blocks for retail in the southwest quarter.
Leverage private investment	Leverages private development in a variety of retail and housing types, as supported by the market study.	Leverages private development in a variety of retail and housing types. Potentially creates more vertical mixed-use than the market can support.
Surface-parked densities	Development is allowed at surface-parked densities. Potentially removes too much parking, which could affect business vitality in the Town Center.	Development is allowed at surface-parked densities.
<b>Accessibility, Safety and Mobility</b>		
Accommodate future traffic volumes	Lower intensity uses compared to other alternatives and could generate traffic volumes slightly below what has been anticipated for this site.	Generates traffic in the middle range of alternatives. Not anticipated to worsen future conditions significantly.
Half mile access	Significantly increases residential population in Town Center, which puts more people in proximity to transit, shopping, etc. Increases resources and amenities available to population within a half mile. Vertical mixed-use areas especially increase the variety of resources and amenities in the Town Center.	Significantly increases residential population in Town Center, which puts more people in proximity to transit, shopping, etc. Increases resources and amenities available to population within a half mile. Vertical mixed-use areas especially increase the variety of resources and amenities in the Town Center.
Multimodal travel	Incorporates bike/pedestrian connections and infrastructure, especially in natural areas. Pedestrian street grid increases and improves potential accessibility for bikes and pedestrians.	Incorporates bike/pedestrian connections and infrastructure, especially in natural areas. Pedestrian street grid increases and improves potential accessibility for bikes and pedestrians.
<b>Community Vitality</b>		
Mixed-use	Employs both horizontal and vertical mixed use in a greater variety of combinations and locations than the regional entertainment site. Creates more mixed-use development than 2b.	Employs both horizontal and vertical mixed use in a greater variety of combinations and locations than the regional entertainment site.
Gathering places	Creates 3 parks and 2 plazas. The plazas and 2 parks are more centrally located than in the regional entertainment alternatives. One plaza is especially large, spanning the lengths of both Kohl's and Fred Meyer, creating much more public space than 2b.	Creates 4 parks and 1 plaza. The plaza and three of the parks are more centrally located than in the regional entertainment alternatives, serving more of the Town Center.
<b>Equity</b>		
Diversity of housing	Creates wide variety of housing sites and types but fewer units and options for affordable housing options than alternative 2b.	Creates the potential for a wide variety of housing sites and types including housing in mixed-use development.
Variety of uses	Does not include a family entertainment site, but creates space for other community services, retail and outdoor spaces. Creates more vertical mixed use than 2b.	Does not include a family entertainment site, but creates space for other community services, retail and outdoor spaces. Creates more parks than 2a.
<b>Natural Environment</b>		
Stormwater: new development	Stormwater will be dealt with by new development.	Stormwater will be dealt with by new development.
Stormwater: public space	Stormwater will be dealt with in public spaces and right of way.	Stormwater will be dealt with in public spaces and right of way. This alternative creates more park space than any other.
Wetland buffer	Retains and improves existing wetland areas.	Retains and improves existing wetland areas.

### 3.2 ALTERNATIVES CONCLUSION

These four alternatives explore a variety of combinations and arrangements of land uses that can meet the criteria for the Wood Village Town Center. Each fulfills the criteria in different ways and to varying degrees.

The table below represents a high level summary of the above analysis.

<b>High Level Evaluation</b>	
Alternative 1a	 <p>Alternative 1a's emphasis on regional entertainment through a family fun center meets the criteria well, overall, by creating opportunities for economic investment and providing space for additional residential units and public space. However, this alternative's larger street grid limits connectivity and pedestrian scale and it only provides a modest amount of new housing.</p>
Alternative 1b	 <p>Alternative 1b's emphasis on regional entertainment with a hotel is the least effective at fulfilling the criteria for the Town Center. It provides opportunities for economic investment, but its large street grid and limited housing potential create less variety of uses and housing types, poorer connections, and less open space than the other alternatives.</p>
Alternative 2a	 <p>Alternative 2a's mixed-use emphasis creates a variety of commercial, public, and residential uses. This alternative performs the best against the Town Center criteria. It provides a broad spectrum of low- to mid-intensity housing as well as vertically mixed uses that can provide neighborhood scale shopping, dining, and community resources. However, the alternative may include more vertically mixed use development than the market can support and it contains fewer housing units and fewer options for affordable housing than alternative 2b. On the other hand, the lower intensity of uses in this alternative would result the lowest impact on the transportation network.</p>
Alternative 2b	 <p>Alternative 2b's balance of retail, mixed use development, and residential is very effective at fulfilling the criteria for the Town Center. This alternative creates a variety of commercial and residential uses, provides the most mid-intensity residential development and, therefore, the most housing units of any alternative. Vertically mixed-use development is strategically focused, creating an open space system and improving connectivity.</p>

## 4 IMPLEMENTATION

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This section addresses possible implementation measures to help make the proposed land use alternatives possible. Upon selection of a preferred alternative, these implementation measures and funding tools will be refined in the development of a detailed implementation strategy after a preferred alternative has been selected.

### 4.1 POTENTIAL FUNDING STRATEGIES

Developer responsibilities would include internal circulation/streets/alleys, small pocket parks, and required offsite infrastructure triggered by their development. Public funding would go toward infrastructure needs that go beyond what can be covered by developers, such as community parks/trails, upgraded streetscapes and civic gateways.

Below are some potential funding sources for various public components.

- Metropolitan Transportation Improvement Program (Metro)
  - MTIP funds are federal transportation funds that are channeled through Metro, which has an established process to identify and prioritize projects. MTIP grants are generally authorized for transportation projects and may be appropriate for some of the public right of way that will be added to support the Town Center.
- Statewide Transportation Improvement Program (ODOT)
  - Oregon's STIP is divided into two broad categories: Fix-It and Enhance. Enhance projects enhance, expand, or improve the transportation system. Fix-It projects fix or preserve the transportation system. Fix-It projects are developed mainly from ODOT management systems that help identify needs based on technical information for things like pavement and bridges. The Enhance process reflects ODOT's goal to become a more multimodal agency and make investment decisions based on the system as a whole, not for each mode or project type separately.
- Oregon Parks and Recreation Department Grants (OPRD)
  - OPRD offers several grant programs for parks and open space projects. Grants, which can be used to acquire and develop public parks and recreation areas and finance historic preservation and heritage related projects, are often used in conjunction with brownfields development or clean-up. These grants could potentially be used to enhance the proposed parks and wetlands area trails in the master plan.
- Metro Nature in Neighborhoods Program (Metro)
  - Successful Nature in Neighborhoods projects involve the community, foster diverse partnerships and innovate. Individuals, citizen groups, businesses, neighborhoods, nonprofits, schools and school groups, government agencies, faith groups and service groups with nonprofit or other tax-exempt status may apply. Grants must benefit the Portland metropolitan region. Metro's program offers three types of grants: habitat restoration, conservation education, and capital improvements. These would be ideal for the wetlands areas in the Town Center.
- Immediate Opportunity Fund (Business Oregon and ODOT)
  - The purpose of Business Oregon's Immediate Opportunity Fund (IOF) is to support primary economic development in Oregon through the construction and improvement of streets and roads. Access to this fund is discretionary and the fund may only be used

when other sources of financial support are unavailable or insufficient. IOF projects affirm job creation and retention, revitalize business centers or prepare industrial sites for redevelopment. This grant program may be appropriate for the redevelopment of the Multnomah Greyhound Park and the regional entertainment alternative associated with that.

- Urban Renewal and Tax Increment Financing (Wood Village)
  - TIF captures the net new property taxes generated by real estate development within an urban renewal district and directs those funds towards needed infrastructure improvements in the district. Therefore, when working properly, TIF creates a “virtuous cycle” of needed public infrastructure and actions, and private investments. Should Wood Village create an urban renewal district in the Town Center, TIF funding could apply to a wide range of capital investments such as park improvements, utility improvements, streetscapes, and development gap financing.
- Local Improvement District (property owners)
  - A LID is a special district within which properties are voluntarily assessed in order to pay for specific infrastructure improvements that benefit the district. Revenues can be collected up front or paid over a fixed period of time in annual assessments. A LID may be used to pay for infrastructure improvements that would benefit the surrounding property owners (e.g., local street connections, local utilities, parks, and streetscapes).
- Vertical Housing Program (State of Oregon)
  - The Vertical Housing Program is a state tax abatement program that allows for a maximum tax exemption of up to 80 percent of the improvement over a 10-year term for mixed-use projects in Vertical Housing Development Zones (VHDZ) designated by local jurisdictions. The ground floor of the project is required to be a non-residential use. For projects fronting one or more public streets, 50 to 100 percent of the interior street facing facade of the building adjacent to the public street must be constructed to commercial building standards and/or dedicated as a commercial use upon completion. An additional tax exemption of up to 80 percent may be given on the land for qualifying projects providing low-income housing (set at 80 percent of area median income or below). This program could incentivize mixed-use housing development in the Town Center. The City of Wood Village has adopted the incentive, and it is available for use in the area.
- New Market Tax Credits
  - As one of the few areas in the Portland Metropolitan area that is eligible for new market tax credits, Wood Village could potentially develop the community development corporation needed to secure new market tax credits and utilize the resources as incentives to induce employment opportunities.
- Community Development Block Grants
  - Multnomah County is a direct recipient of the Housing and Urban Development Community Development Block Grant program funding. While current county programming does not include provisions to fund economic development programs or investments, the federal guidelines would permit such investments from this funding source.
- Low Income Housing Credits
  - To the extent that portions of the planned development could be structured to specifically support the moderate and low income regional resident, limited funding from the low income housing credit program could be available.

- Economic Improvement District
  - An Oregon statutory creation, an EID is a legal entity that is created to permit business licensing to be specifically purposed exclusively for the economic benefit of an identified region or area.

## 4.2 POLICY CHANGES

Potential areas where existing policies may need to be modified in order to implement the proposed alternatives include:

- Building heights
  - In the regional entertainment alternative (1a and 1b), building heights may need to be increased in order to accommodate a hotel. Building heights are currently allowed at 35 feet. An increase to up to 55 feet may be recommended to facilitate successful development under either of these alternatives.
- On-street parking
  - In order to support Wood Village Boulevard as the Town Center's main street, the City may want to consider allowing on-street parking where feasible along Wood Village Boulevard.
- Zoning
  - Currently, all proposed uses in each alternative are allowed by Section 235 of the City of Wood Village zoning code which governs the Town Center Zone.
  - Section 235.295 currently requires that at least 50 percent of the commercial use be built to accommodate non-retail employment, that 25 percent of total planned new floor area of non-residential development be designated for non-retail employment use and that the total floor area devoted to retail shall not exceed 412,000 square feet, among other things. Since the existing retail square footage is approaching the current cap, these provisions would need to be modified for any of the alternatives to be implemented.