

Wood Village Town Center Master Plan - DRAFT

Town Center Master Plan and Transportation System Plan Update

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REVISED DRAFT

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ATTACHMENTS

- Technical Memo #1: Policy Framework Review
- Technical Memo #2: Existing and Future Transportation Conditions
- Technical Memo #3: Goals, Objectives, and Evaluation Criteria

Technical Memo #4: Market Analysis

Technical Memo #5: Wood Village Town Center Land Use Alternatives

Technical Memo #6: Street Element Alternatives and Performance Measures

EXECUTIVE SUMMARY

Over a 12-month period spanning 2015 and 2016, the City of Wood Village embarked on a public planning process to update the Town Center Master Plan (TCMP) to reflect current market conditions, transportation needs, and community desires. The purpose of the TCMP is to encourage and shape development that supports the community vision. The process included extensive public outreach and community engagement, along with supporting technical analyses.

The TCMP project team reviewed previous work, current conditions and interviewed stakeholders to identify problems and needs. The team shared the result of this work with advisory committees and at a series of community meetings in the winter and spring of 2016. Using community input, the project team developed four alternatives and evaluated each against the project goals. The team presented evaluation results to the project advisory committees, the community, and to the City Council and City Planning Commission in early summer 2016.

The recommended TCMP creates a significant mixed-use entertainment district on the northern portion of the area, with large parcels reserved for a hotel and entertainment venue. A new Main Street connects east-west along the northern portion of the CTGR property, enabling through access from Wood Village Boulevard to NE 223rd Avenue with a pedestrian-friendly street. The concept retains the option for commercial development along the southern access road in the existing shopping center. The periphery of the Town Center contains residential uses, including a mixed-use multifamily development on the vacant parcel to the west of Lowe's. The property immediately north of Lowe's has single-family housing and the northern portion of the CTGR property near the wetlands has cottage cluster housing. The plan includes gateway improvements at all major entries to the Town Center, signaling to travelers the significance of the Town Center as the heart of Wood Village and its role as a special district. The City Council and City Planning Commission will review the draft TCMP at public hearings in fall 2016, with adoption anticipated at the end of the year.

The TCMP will allow the Town Center to continue to grow in line with community expectations as private developers build out the remaining vacant land. The city will implement the TCMP through zoning code amendments, public-private partnerships, transportation investments, and financial incentives and other development tools. The master plan itself will be adopted by resolution. These strategies will provide the City of Wood Village with the policies and direction needed to evaluate proposed private development and to prioritize public infrastructure investments necessary to achieve the community's vision.

1 INTRODUCTION

The city completed the Wood Village Town Center Master Plan (TCMP) in conjunction with an extensive public process to update Wood Village's Transportation System Plan (TSP). In 2012 the city updated their TSP, but deferred the Street Element until Metro completed the East Metro Connections Plan (EMCP). Projects identified through Metro's process will be folded into the TSP street element, along with corridor plans for Sandy Boulevard and Arata Road. Work on the Halsey Corridor plan update, beginning in the fall of 2016 and extending into 2017, will not be integrated into this plan. The TSP will also include new transportation projects identified as part of the TCMP efforts.

Developing the TCMP and TSP simultaneously allowed the city to combine public outreach efforts and gather feedback on both related efforts. This document updates the land use vision for the Town Center and identifies transportation improvements that connect the Town Center with transit routes and convenient and safe bicycle and pedestrian access. The goal is to promote economically viable land uses and employment opportunities within the Town Center. Finally, the TCMP's implementation strategy includes zoning changes, recommended transportation investments, funding strategies, and development incentives. The result is a conceptual master plan that guides development of a healthy and vibrant Town Center

The TCMP is organized as follows:

- **Chapter 1** – This introduction.
- **Chapter 2** - Goals, Objectives, and Evaluation Criteria: describes the goals, objectives and evaluation criteria developed to screen the master plan options to ensure the plan is in line with community expectations.
- **Chapter 3** - Master Plan Development: reviews land use and transportation alternatives developed for the town center. It also provides a preliminary evaluation of the alternatives highlighting their ability to best meet the goals and objectives identified in Chapter 2.
- **Chapter 4** - Recommended Master Plan: presents refined alternatives and the Recommended Master Plan as they were presented to the public and decision making bodies.
- **Chapter 5** - Implementation: describes how the TCMP will be implemented over the next 20 years. This includes amendments to the city's Transportation System Plan (TSP), Comprehensive Plan, and Zoning Code. Lastly, this chapter presents a strategic action plan for the city to help implement the TCMP including an overview of funding tools for transportation, parks and open space as well as a description of potential private development incentives and public-private partnership opportunities.

The TCMP appendix includes all of the technical memos produced as part of this effort to inform the planning process. Short descriptions are below.

- **Technical Memo #1** - Policy Framework Review. Summarizes previous planning efforts that are applicable to both the TCMP and the TSP Street Element. This memo 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.

- **Technical Memo #2** – Existing and Future Transportation Conditions. Summarizes existing and future conditions for the Wood Village transportation system as relevant to the TSP Street Element.
- **Technical Memo #3** – Goals, Objectives, and Evaluation Criteria. The project team crafted project goals, objectives, and evaluation criteria to ensure the TCMP meets community expectations. Chapter 2 includes a full description of the project goals.
- **Technical Memo #4** – Market Analysis. The project team conducted a market analysis to ensure that the Master Plan alternatives were grounded on current and forecasted market conditions and would realistically attract the type of private investment envisioned.
Key findings from the market analysis that informed the alternatives development included:
 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, with the exception of selected medical office uses, is unlikely as there are ample sites nearby such as the Gresham Vista Business Park.
 5. Depending on the specifics of the proposed use, a recreational or destination recreation center may be viable.
- **Technical Memo #5** – Land Use Alternatives. Presents four preliminary land use alternatives and summarizes the evaluation of each against the Goals, Objectives, and Evaluation Criteria. This formed the basis from which the preferred TCMP was derived.
- **Technical Memo #6** – Street Element Alternatives and Performance Measures. This memorandum provides foundation information regarding projects and performance measures for the City of Wood Village Transportation System Plan (TSP) Street Element, including the identification of transportation improvements necessary to support the TCMP.

1.1 BACKGROUND

Wood Village is 12 miles east of Portland, nestled between the cities of Troutdale, Fairview, and Gresham along I-84. It boasts 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 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 that would have permitted a privately held non-tribal casino to be developed at the

site. In December 2015, the site was purchased by the Confederated Tribes of Grand Ronde (CTGR), which is currently in the process of developing a specific site plan for redevelopment as a mixed-use entertainment center. In 2014, a multifamily housing development was proposed in the Town Center on a portion of the Town Center that was master planned for office and employment buildings immediately north of Lowe's. This proposal was opposed by residents of Riverwood and their homeowner's association and, after a joint hearing, the City Council and the City Planning Commission declined to approve the proposed amendments to the TCMP which would have allowed the project to move forward. In the spring of 2016, the city granted a revision of the master plan for this same area, providing for only single family residential construction. This 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 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 Metro and the County completed other transportation planning efforts. Now that the East Metro Connections Plan is finished, the participating jurisdictions, including Wood Village, need to include the recommendations into their individual TSPs, along with other street priorities. Therefore, the city is completing an update to the Wood Village TSP in conjunction with the TCMP.

The analysis conducted during the Project has been captured in a series of technical memos which will culminate in four documents: Town Center Master Plan (this document), Recommended Amendments to the Wood Village Town Center Zone provisions, Street Element of the TSP, and TSP Performance Measures.

Figure 1: Town Center Site



Source: City of Wood Village, 2015

1.2 PUBLIC OUTREACH

The community provided extensive input during the TCMP process. Major elements of the outreach strategy included:

- Interviews with developers and community members in order to understand local context and expectations for the Town Center.
- Five focus groups with a variety of ethnic communities in Wood Village in order to understand their values and expectations for the Town Center.
- Two community workshops to obtain input on the vision and needs for the potential development of the Town Center and to get comments on draft alternatives.
- Technical and Citizen Advisory Committee meetings to review and comment on all project work products.
- City Council and Planning Commission briefings to update them on the plan's progress and receive feedback about draft concepts.
- Project website (<http://www.ci.wood-village.or.us/hot-topics/wood-village-town-center-master-plan-update/>) where all project documents are available for download and citizens can sign up to be included on a project e-mail list.

2 GOALS, OBJECTIVES, AND EVALUATION CRITERIA

Goals are broad statements that help direct the plan to ensure community desires are included. Objectives are specific actions towards achieving the overarching goals, and evaluation criteria are measures that allow the project team to evaluate alternatives against one other on the ability to meet objectives and goals.

2.1 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.

2.2 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 volume to capacity ratio (v/c) of 0.99 or better.
- More people have ½ mile access to schools, recreation facilities, transit and shopping centers. Is ¼ mile a better standard to achieve?
- Enhance safety and comfort of multimodal travel as measured through pedestrian level of service.

2.3 GOAL 3: COMMUNITY VITALITY

Make Wood Village Town Center a vibrant, local destination that also 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 at 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.

2.4 GOAL 4: EQUITY

Build upon 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 facilitate 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

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

2.5 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 Gorge 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.

3 MASTER PLAN DEVELOPMENT

The project team developed the TCMP in a two-step process. The first step developed four alternatives to show different ways that the project’s goals and objectives could be physically met on the site. Those alternatives were then evaluated against each other using the evaluation criteria described in Chapter 2 and presented to stakeholders for review and comment. From those comments, the team developed a final recommended alternative that meets the goals and objectives while incorporating community feedback.

3.1 PRELIMINARY ALTERNATIVES DEVELOPMENT

The project team used research and public outreach to develop two general options, each with two specific variations for a total of four alternatives. These alternatives struck different balances of housing, regional entertainment, and commercial uses. Each alternative employed a slightly different street grid, trails and pedestrian connections and outdoor gathering places. The alternatives represent a range of choices for discussion. Based on evaluation and feedback, the team combined various elements in different ways and refined the preferred TCMP alternative.

3.1.1 Assumptions about Existing and Planned Land Use Conditions

All four of the preliminary alternatives incorporate the following assumptions:

- With the exception of the Multnomah Greyhound Park site, new development and density will be accommodated through vacant area development, not through demolition and redevelopment of existing buildings. Existing structures in the Town Center retail area, including Lowe’s, Fred Meyer, Kohl’s, are expected to remain for the long term. While the businesses within each building may change from time-to-time, the overall focus on retail uses and the footprints of these 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) and multifamily development.
- Vacant pads in the Kohl’s and Fred Meter parking lot have good potential for creating a “mini Main Street” in the southwest corner of the town center.

Elements common to all alternatives:

- 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.

- One or more east-west trail connections between the Town Center and neighborhoods to the east.
- 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 constructed through the Town Center boundaries to connect to future development anticipated outside the Town Center.
- A “front door” to the redeveloped Multnomah Greyhound Park site on 223rd Street.

3.1.2 Street Elements

The team developed each TCMP Alternative with slightly different street grid patterns and multi-use path networks. The Plan includes a hierarchy of street typology, listed below. Each of the alternatives explores the effectiveness of using these street types in different ways to identify how different street grids perform.

Street Element Character and Role in the Network:

- **Main Street:** A traditional main street with on-street parking that prioritizes access to commercial activity for people on foot or bicycle as well as local vehicular trips. Main streets are an important component of the Town Center street and path network. It may accommodate high frequency bus.
- **Local Street:** Local streets are focused on bicycle, pedestrian and local vehicular connectivity and are an important component of the Town Center bicycle network.
- **Universal Street:** Universal streets prioritize bicycle and pedestrian mobility and provide pedestrian and local internal vehicular connectivity. Universal streets are an important component of the Town Center bicycle network.
- **Service Street:** These streets prioritize business access for freight and deliveries. As a minor role, they provide bicycle, pedestrian and local vehicular connectivity.
- **Trail/Multi-use Path:** Prioritizes access and connectivity for people on foot and on bicycle; the trail and multi-use path system is an important component of the Town Center bicycle network.

Table 1 Street Typology Design Standards

Street Type	Target Speed ¹	Right-of-Way or Easement Width	Pavement Width	Vehicular Travel Lanes (number)	Travel Lane Width	Parking Lane Width	Bike Facilities	Sidewalk/ Path Width	Planting Strip Width / Furnishing Zone
Town Center Main Street	Under 20 mph	60 - 80 feet	36 – 56 feet	2 lanes (one in each direction)	10 feet maximum	8 - 18 feet ²	Shared street	12 feet minimum	4 feet minimum (included within the 12-foot sidewalk width)
Town Center Local Street	Under 20 mph	56 feet	32 feet	2 lanes (one in each direction) with queuing	16 feet maximum	8 feet	Shared street	12 feet minimum	4 feet minimum (included within the 12-foot sidewalk width)
Universal Street	Under 20 mph	42 feet minimum	18 feet minimum	1 lane (one way street) or 2 lanes (one in each direction) with queuing	18 feet	0 - 18 feet ³	Shared street	12 feet minimum	NA
Service Street	Under 20 mph	34 feet minimum	18 feet minimum	1 lane (one way street) or 2 lanes (one in each direction) with queuing	18 feet	0 - 18 feet ³	Shared street	8 feet minimum	NA
Trail / Multi-use Path	NA	10 – 24 feet	6 -16 feet	NA	NA	NA	Shared or dedicated path	Varies	3 feet minimum

¹ Vehicular target speed as opposed to design speed, per CNU / ITE manual “Designing Walkable Urban Thoroughfares: A Context Sensitive Approach”

² Options for parking include parallel or diagonal or a combination

³ Options for parking include none, parallel, diagonal or a combination

The following section presents the themes and differences between the four alternatives; Technical Memo #6 in the Appendix provides more detail describing the alternatives and their development.

3.2 ALTERNATIVES 1A AND 1B: REGIONAL ENTERTAINMENT

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

Regional Entertainment Alternatives 1a and 1b provide significantly more commercial development than residential, emphasizing an entertainment center on the former Multnomah Greyhound Park site. This alternative includes limited residential development at medium densities such as cottage clusters,

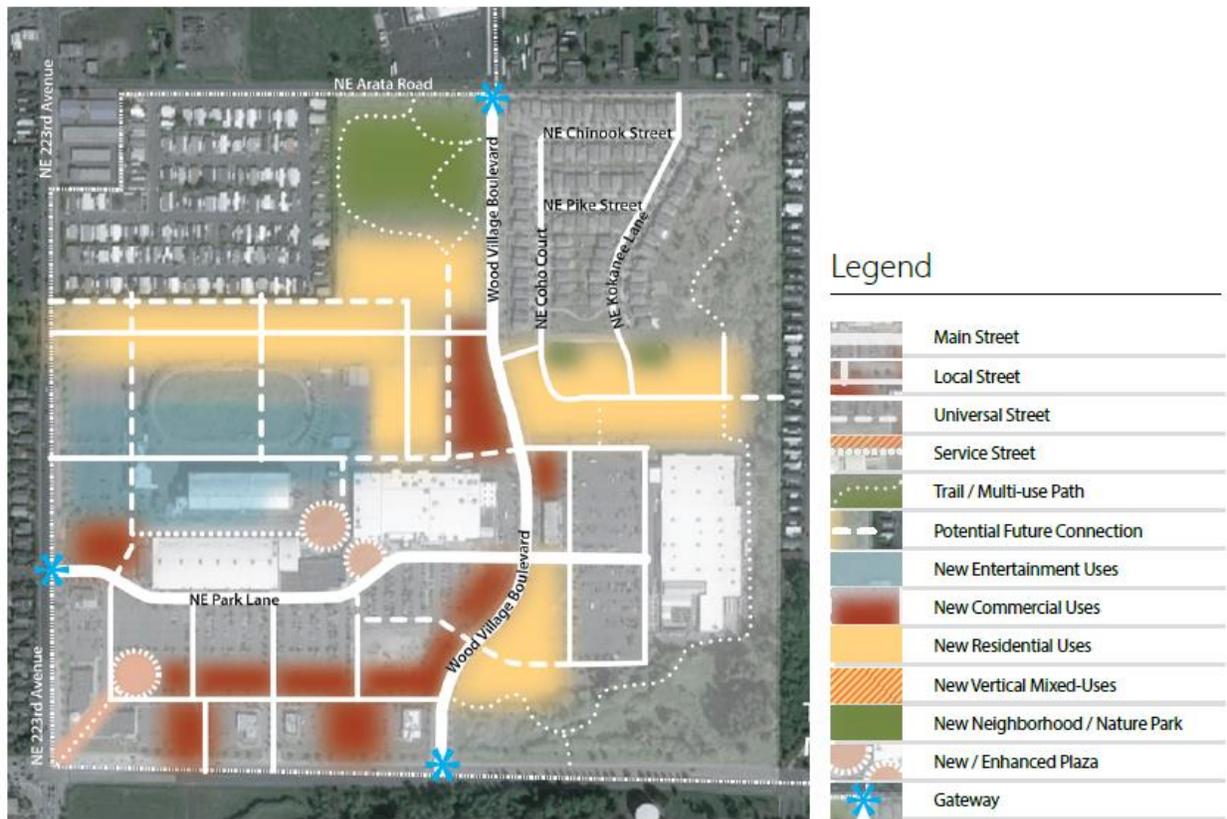
townhouses, senior housing, and low-rise apartments or condominiums. Additional retail along Wood Village Boulevard creates more of a Main Street feel for the Town Center.

3.2.1 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 approximately 220,000 square feet of retail and office space, and 100 new residential units (single family, cottage cluster, etc.).

Figure 2: Regional Entertainment Alternative 1a



3.2.2 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 approximately 15 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 3: Regional Entertainment Alternative 1b



3.3 ALTERNATIVES 2A AND 2B: MIXED-USE

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

The Mixed-Use Alternatives create 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. This alternative emphasizes vertically mixed-use development along Wood Village Boulevard and 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.

3.3.1 Alternative 2a

Alternative 2a creates the most uniform street grid through the Multnomah Greyhound Park site and 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 4: Mixed-Use Alternative 2a

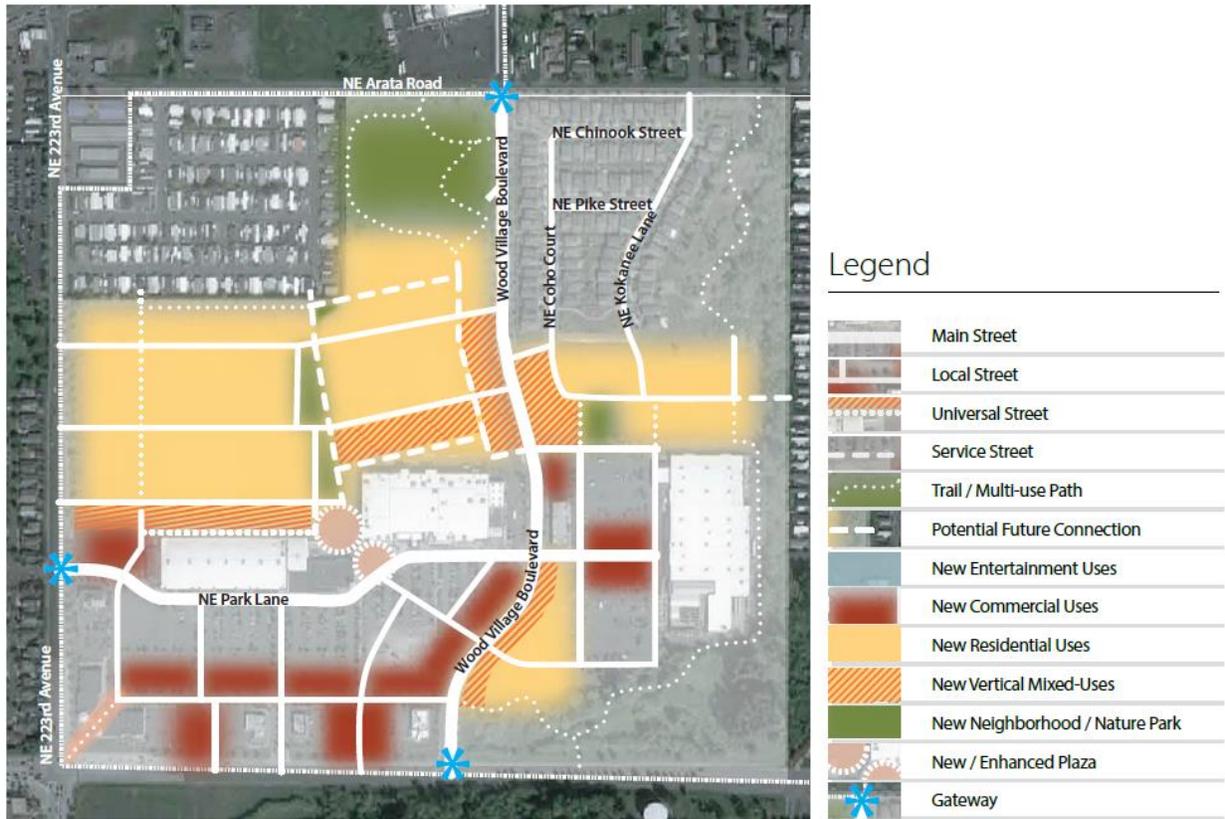


3.3.2 Alternative 2b

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 5: Mixed-Use Alternative 2b



3.4 PRELIMINARY ALTERNATIVES EVALUATION

The project team evaluated the four preliminary alternatives against the project evaluation criteria. The team conducted this preliminary evaluation to confirm that each alternative met the goals and objectives of the project and to highlight the relative differences between each alternative.

Table 2 includes a brief summary of the preliminary alternatives evaluation

Table 2 Alternative Evaluation Summary

Alternative 1a	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.
Alternative 1b	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. In addition, the intensity of entertainment and commercial uses and limited housing makes it more likely to burden the surrounding transportation system than the other alternatives.
Alternative 2a	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.
Alternative 2b	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.

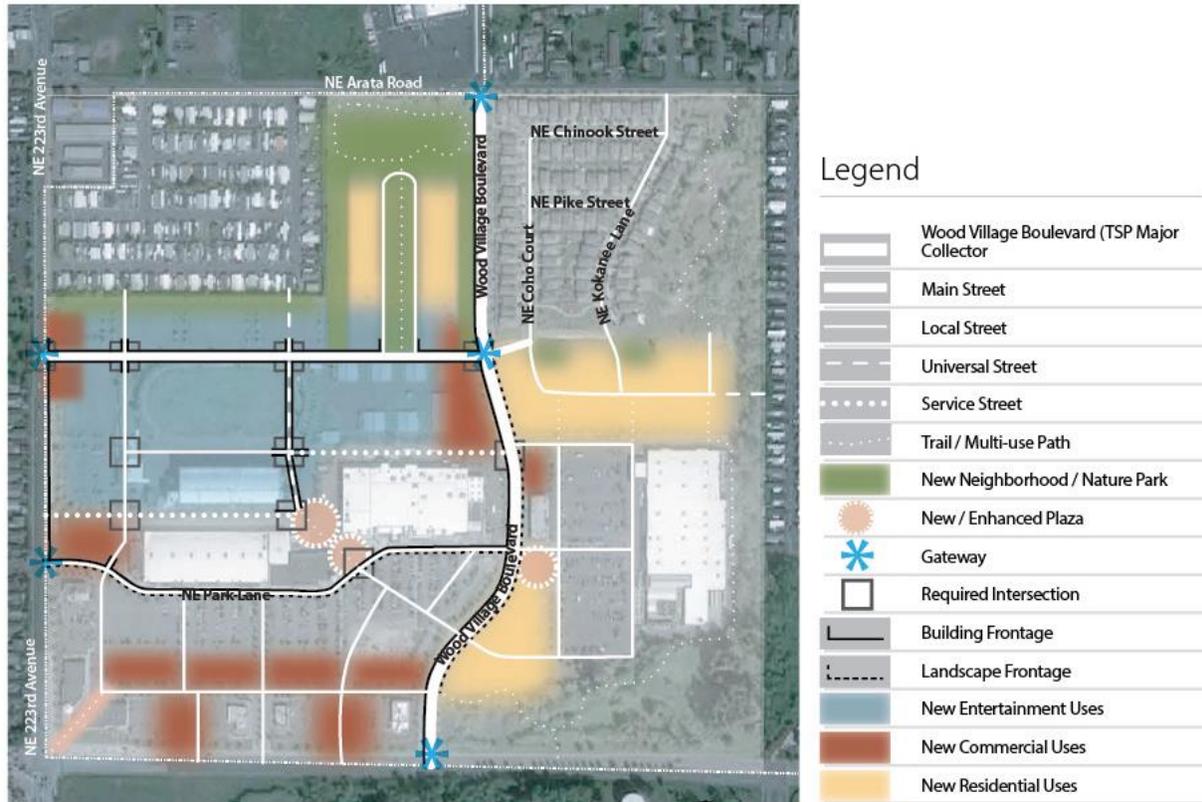
4 MASTER PLAN

The project technical and citizen advisory committees reviewed the preliminary alternatives, and then the general public provided feedback at a community meeting. Subsequent to that meeting, the project team presented the alternatives at a joint Wood Village City Council and Planning Commission meeting where the team solicited comments and changes. Based on the analysis, community input, and comments from the City Council and Planning Commission, the team developed a preferred alternative that represents a “hybrid” of these alternatives, incorporating desired features into the recommended Master Plan. Appendix A includes summaries of the community workshop and City Council and Planning Commission.

4.1 LAND USE

The recommended TCMP creates a significant mixed-use entertainment district on the northern portion of the area, with large parcels reserved for a hotel and entertainment venue. A new Main Street connects east-west along the northern portion of the CTGR property, enabling through access from Wood Village Boulevard to NE 223rd Avenue with a pedestrian-friendly street. The concept retains the option for commercial development along the southern access road in the existing shopping center. The periphery of the Town Center contains residential uses, including a mixed-use multifamily development on the vacant parcel to the west of Lowe’s. The property immediately north of Lowe’s has single-family housing and the northern portion of the CTGR property near the wetlands has cottage cluster housing. The plan includes gateway improvements at all major entries to the Town Center, signaling to travelers the significance of the Town Center as the heart of Wood Village and its role as a special district.

Figure 6: Recommended Town Center Master Plan Concept



4.2 STREET-PATH NETWORK

The main streets to and through the Town Center will be Wood Village Boulevard and the new east-west Main Street. All other streets will be local and universal streets providing access to distinct destinations, shops and residences within the TCMP area. NE Park Lane extension, also between NE 223rd Avenue and Wood Village Boulevard, will be constructed to local street (or skinny street) standards to provide ancillary internal access to commercial and residential uses within the TCMP area.

The East Metro Connections Plan (EMCP) modeled traffic for Wood Village’s existing and future Town Center roadway network. The future conditions modeling effort considered how the street network would perform when the Town Center is completely built out. The types and intensity of development of the various alternatives was consistent with what was evaluated as part of the previous EMCP effort. However, the master plan, with its focus on large entertainment, retail and commercial uses might have more traffic impacts than anticipated by the EMCP effort. Major regional entertainment and retail uses have the potential to generate slightly more traffic and in different locations than other mixes of uses that are allowed by zoning on this site.

Therefore, while it is reasonable to assume the street network will accommodate much of the recommended Master Plan development, it depends on the specific types and intensity of uses and their location within the site. When Town Center property owners submit design review plans, the developer will need to prepare a traffic impact study, which assesses both build and future year impacts. At that

time, if the traffic study finds that a proposed development would negatively impact a street and/or intersection(s) such that it does not meet applicable performance standards, the city and the developer would identify mitigation projects to improve the street and/or intersection(s) so that the network continues to perform adequately in the future. The developer would be required to improve the street and/or intersection(s) or pay a fee in lieu to ensure the network meets the performance standards.

5 IMPLEMENTATION

TCMP implementation will be accomplished through several ways. First, the city will update the Wood Village Transportation System Plan to include recommended priority projects in the Town Center and elsewhere in Wood Village. Second, the city will update the Comprehensive Plan and Zoning Code to incorporate the TCMP and make targeted changes to accommodate the plan. Finally, the City of Wood Village can take several strategic steps to facilitate development. This section of the plan provides a summary of the TSP, Comprehensive Plan, and Zoning Code changes and a more detailed description of the strategic actions that the city could take to support development.

5.1 TRANSPORTATION SYSTEM PLAN

Several of the projects in the TSP are located in the TCMP study area and are, therefore, relevant to implementation of the TCMP. Figure 6 shows the hierarchy of paths and roadways in the recommended Master Plan. Many of the local street improvements within the Town Center will be constructed as the Town Center develops. The city will contribute some or a portion of the construction costs for a few of the other roads and paths which are included in the TSP update.

The relevant projects are summarized below.

- New east-west public street constructed to main street standards between NE 223rd Avenue and Wood Village Blvd.
- A new pedestrian connection between the existing plaza next to Fred Meyer and the CTGR property.
- A new pedestrian connections in the southeast corner connecting NE 223rd Avenue to the internal local street network.
- Multiuse Path: North-south and east west multiuse trail connection between Arata Road and south through the wetland on the CTGR site west of Wood Village Boulevard.
- A multiuse trail system through the eastern Town Center wetland area connecting residential uses to the local and collector roadway network north and south within and outside the Town Center.

5.2 COMPREHENSIVE PLAN AND ZONING CODE

The City of Wood Village will need to amend their citywide policies and development code to implement this TCMP. This includes amendments to the zoning and development code and the Street Element of the Transportation System Plan. Adopting these amendments will codify the TCMP and establish legal requirements for developers. Below is an overview of the recommended zoning and development code changes.

City of Wood Village Zoning and Development Code

- **Building heights:** Building heights will need to be increased in order to accommodate a hotel. The current height limit is feet; the team recommends an increase up to 55 feet at the property line and allowing one additional foot in height for each lineal foot of setback from the property line beginning 50 lineal feet from the property line with a maximum height of 135'.

- Land uses: Proposed uses in the Master Plan (as well as all alternatives considered) are allowed by Section 235 of the City of Wood Village zoning code which governs the Town Center Zone. However, amendments are needed to permit mixed-use on a single site, or to permit live/work units. 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, the city will need to modify these provisions. Further, the zoning will need to be changed to explicitly allow for hotels and entertainment uses.
- Other TCMP zoning amendments include: increasing the allowed Floor Area Ratio (FAR), the total number of housing units permitted, modifying parking requirements for multifamily housing, and revising off-street parking limits.
- To support the Recommended Town Center Master Plan Concept, TCMP zoning will be amended to include new development or design standards, as follows:
 - Maximum block length and/or perimeter.
 - Building Frontage for areas identified on Figure 6. These standards will specify requirements for building edges and landscaping along the edge of certain streets and paths. Development standards will specify the percentage of a building that must meet the edge of the property line, the amount of ground floor transparency, and minimum floor-to-ceiling height and construction type for retail opportunity areas. For residential buildings, building frontage requirements will specify the minimum vertical and horizontal separation from the sidewalk. Other façade requirements may be included, such as the location of the primary entry, weather protection, signage, or façade articulation.
 - Landscape Frontage for areas identified on Figure 6. These standards will specify the amount of vertical and horizontal landscape, paving material and urban structure required at the back of the sidewalk. Although development standards will be clear and objective numerical standards, options will be offered to encourage multiple design interpretations. Within certain parameters, design flexibility is encouraged.

New Street and Path Types

- In order to support the new streets and paths in the TCMP (described in 3.1.2 Section Street Elements), the city needs to amend the TSP to include the new types.
- Required intersections. The city will need to amend the TSP and the zoning code to require streets and paths to intersect at the locations specified in Figure 6. The exact alignment of new streets or paths will be allowed to vary, provided they comply with the intersection requirements. 50 feet in either direction is proposed as the distance that a new street or path may be permitted to vary from the mapped alignment.

Other Urban Design Components

- New /Enhanced Plaza. Requirements for identified new or enhanced plaza will be further developed in the Town Center Master Plan Amendments.
- Gateway. Requirements for identified gateway locations will be further developed in the Town Center Master Plan Amendments.

5.3 STRATEGIC ACTION PLAN

In addition to the Comprehensive Plan and Zoning Code changes that will provide regulatory control over what can be built in the Town Center, there are several strategic actions the city can take to provide incentives for desired development and to facilitate private investment in the Town Center. These strategies include securing funding to pay for needed public improvements, amenities, and infrastructure (parks, streets, trails) as well as public-private partnerships and other non-financial actions to coordinate efforts between the city and private property owners.

As with most new development projects, property owners (and/or developers) will be responsible to build out much of the “internal” infrastructure on their properties (e.g., local streets, alleys, small pocket parks, and required offsite infrastructure triggered by their development). Opportunities to bring in outside public funding would be to support infrastructure and amenities that are of a communitywide nature or that would be built to a standard that is higher than what would normally be required in a development. This may include community parks, trails, upgraded streetscapes, and civic gateways.

Along with the direct municipal investment possibilities in Wood Village, there are a variety of other potential funding sources for various public components.

Transportation Funding Tools

- 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.
- Metro Regional Flexible Funding (Metro)
 - Every funding cycle, Metro receives an allocation of federal funding that can be applied to a wide range of transportation projects in the region, including bike and ped improvements. When the funding is available, Metro conducts a project identification and screening process to prioritize projects for funding and gather public input. Active transportation improvements such as bicycle and pedestrian safety projects have historically been a high priority for this program.
- Regional Travel Options (Metro)
 - The Regional Travel Options program is a small grant program funded by Metro to provide grants to local communities to conduct planning, implement programs (e.g., education), and implement small capital investments (e.g., bike parking, signage) in support of increased walking, biking, and transit use.

Parks and Open Space Funding Tools

- 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.

Development Incentives and Funding Tools

- 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

- The New Markets Tax Credit program is a federal program aimed at helping finance investments and create jobs in low-income communities. The program enables developers to secure tax credits for developing projects that create jobs in eligible low-income census tracts (the Town Center is in an eligible tract). The rules and process to secure and apply New Market Tax Credits is complex. Wood Village could reach out to existing NMTC investment entities and other cities in Oregon who have utilized this program to determine whether it would be a good match.
- 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. The City of Wood Village could work with Multnomah County to develop programs and policies that would apply this funding to eligible projects in the Town Center.
- 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. These tax credits are typically applied for and procured by low income housing developers.
- 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. An EID would typically fund programmatic and marketing efforts for an area and could support activities such as marketing of the Town Center, programming of events, business recruitment, extra security patrols, common area maintenance, and other non-capital projects.

Public-Private Partnerships

- Coordination with Property Owners
 - Private property owners will be responsible for developing much of the TCMP through commercial and residential uses on their properties. Whether it is through property taxes, tax-increment financing, or other mechanisms, much of the City of Wood Village’s capacity to fund public amenities relies on the development of private land uses in the Town Center that creates taxable property value. As such, a cooperative, engaged process is appropriate, whereby the City of Wood Village works closely with property owners to facilitate investment. This coordination can be as informal as meeting with property owners from time-to-time to better understand their plans and intentions. Doing so will create an “open for business” environment of open communication, enabling both parties to discuss plans and identify barriers early.
- Development Agreements
 - A deeper form of public-private partnership is the creation of a development agreement, a legally-binding agreement between the city and a property owner or developer that spells out specific duties and responsibilities for each party. A development agreement is appropriate when the city is placing public dollars onto

private property, such as the development of a public park or plaza on private property or for the creation of easements for public trails. Development agreements are also useful for coordinating the timing of public and private investments (e.g., coordinating a public road improvement with adjacent private development), providing increased certainty to the private property owner as to the timing, type, and scale of public infrastructure.

These implementation actions will help the Wood Village Town Center Master Plan begin to take shape as the site redevelops. At any time, if one or more of the zoning regulations is found to implement an unwanted or unintended outcome, the city should seek to correct the issue through further amendments to the zoning code.

6 PUBLIC REVIEW OF ALTERNATIVES

6.1 COMMUNITY WORKSHOP INPUT ON ALTERNATIVES

On Tuesday, June 21, 2016, nearly 100 individuals gathered at the Wood Village Baptist Church for the second meeting conducted by the City of Wood Village and the project management team for the TCMP and the TSP update. Over the course of the evening, the project team presented the draft alternatives and facilitated a discussion to gather comments and feedback about each of them. Additionally, the Confederated Tribes of Grand Ronde (CTGR), the owners of the former Multnomah Greyhound Park site, presented draft redevelopment concepts for their property.

The key findings that had the greatest community consensus from the meeting are as follows:

- Any plan for the Town Center should have plazas, public gathering spaces, and needs to focus on providing family and youth activities. New development needs to integrate well with existing Town Center development
- Entertainment, especially family oriented entertainment, was the preferred overall layout for the site.
- Making sure the site has safe vehicular, bicycle and pedestrian access throughout is important, and Wood Village Boulevard changes or improvements would improve the site.
- Plaza and public areas should include natural features and preserve open space.
- Restaurants, food pods, or cultural business outlets were consistently mentioned.
- Housing needs to be a part of the plan, with single family housing preferred, mixed use residential, condominiums and multifamily were all identified.
- The overall group was split over the proposed site layout and plan. Most attendees preferred the concentrated entertainment options, with some housing element.
- The CTGR presentation elicited comments from several tables for No Motel, No Casino, although half of the tables indicated they found the CTGR proposal acceptable, or acceptable with minor modifications. The proposed east to west connection through the northerly part of the former MGP site received positive feedback from most tables.
- Of the listed transportation projects, the two key projects that are already funded and on their way to construction emerged as the highest priorities, Arata Road and the reconstruction of 238th/242nd Avenues. Attendees also emphasized the importance of new and improved

pedestrian and bicycle connections in and through the town center site. In addition, they cited a number of transportation related considerations and projects in addition to those already listed in the TSP. There was a great deal of interest in more pedestrian crossings and increased safety at intersections.

6.2 CITY COUNCIL AND PLANNING COMMISSION INPUT ON ALTERNATIVES

On July 11, 2016 the Wood Village City Council and the Wood Village Planning Commission held a joint meeting to hear a presentation of the draft alternatives, provide input about them, and review the identified transportation projects and proposed system performance measure standards. Several common themes resulted from that meeting.

- Wood Village Blvd suitability as a “Main Street”: City Councilors and Commissioners strongly suggested that the configuration of the roadway, geometry and topography, should eliminate Wood Village Boulevard from consideration. The median in the portion north of the existing northerly service road, combined with the limited line of sight created in the remaining portion of the right of way south to Glisan Street elicited a negative reaction from the board members.
- Park Lane as a Main Street: While Councilors and Commissioner did not oppose this in concept, they believed that the ability to create a Main Street from scratch on the northerly parcel (CTGR property) would allow a better opportunity to be successful. Extending the Park Lane concept east onto Lowe’s property was nearly universally discouraged.
- Southerly access road as Main Street: Although this concept is in the current master plan, the Council and Commission indicated that the new Fred Meyer fueling station and the pending AutoZone developments make it suboptimal in the long run. Despite these comments, the option for development on either side of the access roadway should remain in the plan and consideration should be given to additional requirements for how the pedestrian walkability for the area could be enhanced.
- CTGR “Main Street”: This was the preferred location for a Main Street.
- Plaza Locations: The presence of freight delivery behind Kohl’s and Fred Meyer had a major impact on considerations, yielding a preference to look to the CTGR property for the primary plaza. A plaza located on the southeast corner of Park Lane and Wood Village Boulevard was encouraged along with a strong preference for relatively high density housing or mixed use on the properties located east of Wood Village Boulevard and south of the Park Lane easterly extension. The plaza at the southwest corner of the site also received positive comment.
- Wetlands and Development: The combined group all supported interpretive use of the wetlands and encouraged the area to become public in character.
- Hotel and Other Amenities: The Commissioners and Councilors all expressed support for the development of a multistory hotel structure and entertainment venues.