

Aloha-Reedville Issue Papers 2013-14

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August 19, 2013

**Aloha-Reedville Land Use Action
Community Business District Development Standards:
Minimizing Residential Barriers**

Issue

The Tualatin Valley Highway (TV Highway) corridor commercial district is generally bounded by 170th Avenue to the east, 209th Avenue to the west, TV Highway to the south, and Alexander Street to the north (including a limited area north of Alexander Street surrounding 185th Avenue). This area has a Community Business District (CBD) land use designation. (See attached map.)

Metro regional government and Washington County agreed to a Metro 2040 Functional Growth Management Plan designation of Town Center design concept for the majority of this corridor commercial area. (See attached map.)

Both the CBD and Town Center designations incorporate a goal to provide mixed-use development along this corridor including high-density residential. However to date minimal mixed-use development has occurred. Based on discussions with developers, realtors, real estate development advisors and property owners, some Washington County Community Development Code (CDC) barriers to mixed-use development in the area appear to exist. Potential barriers include a higher-cost application process and perhaps more significantly, mixed-use and residential development standards for open space and recreational amenities that are potentially unachievable in an urban context.

Regional and county goals target a mix of uses for this CBD area, including multifamily housing, condominiums, rowhouses, and residential uses located above commercial or office uses. The inclusion of residential and mixed-use development within this area is a key ingredient for economic vitality and the support of frequent transit along the corridor.

One of the obligated outcomes to the federal grant-funding agencies is to maintain and increase the amount of affordable housing located near transit service, jobs and commercial areas. Removing these potential barriers increases the opportunity for private investment.

Recommendation

1. Amend CDC standards to change the application process for residential and mixed-use development in the CBD District from Type III (requiring application to a Hearings Officer) to a Type II (requiring staff review and decision by the department director.)
2. Amend CDC standards to eliminate the requirement for residential and mixed-use development in the CBD District to comply with the Planned Development (PD)

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standards including requirements for provision of open space equivalent to twenty percent of the site area and provision for active recreational facilities.

Performance Indicator

To be determined.

The proposed amendments are not sufficient in themselves to generate an increase in residential units within the TV Highway commercial corridor. Rather, they represent one component of a multi-faceted approach to remove barriers and provide incentives for residential and mixed-use development.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Background

Since the beginning of the Aloha-Reedville Study & Livable Community Plan members of the community, the Citizen Advisory Committee (CAC) and the project team (staff and consultants) identified needs for economic revitalization with a particular emphasis on redevelopment of the TV Highway commercial corridor. This paper focuses specifically on development and redevelopment of residential and mixed-use within the corridor.

For the context of this paper, the TV Highway corridor can be described as the north side of TV Highway from 170th Avenue on the east end to Cornelius Pass Road on the west end, and extending north to include the properties immediately abutting the north side of SW Alexander Street. (A concurrent Oregon Department of Transportation / City of Hillsboro planning effort describes the TV Highway corridor more broadly and is focused on transportation capacity and safety issues.)

The properties within this identified area are designated CBD District, the county’s most intensive commercial designation. These properties are highly parcelized, generally consisting of small lots ranging from approximately 0.20 acres to approximately 2.00 acres in size. Most of the lots have frontage solely on TV Highway or Alexander Street, with a lesser number of lots have frontage on north-south intersecting streets. A few lots are “through” lots that have frontage on both TV Highway and Alexander Street. Existing uses in the area are an eclectic mix that includes shops, restaurants, medical facilities, offices, multi- and single-family residential. The majority of the multi-family and single-family residential uses are located on lots that front on SW Alexander Street.

The identified area includes portions of two Metro 2040 Growth Concept Design Types: Transit Corridor and Town Center. In the generic sense TV Highway is obviously a transportation and transit corridor. However, within the Aloha-Reedville study area the portion of TV Highway corridor located west of SW 192nd Avenue is designated as a Transit Corridor on Metro’s 2040 Growth Concept Map. The county has incorporated this designation on the Transit Corridor Boundaries Map in Policy 40 (Regional Planning Implementation) of the Comprehensive Framework Plan for the Urban Area (CFP). The description of Transit Corridors in Policy 40

states, *“Transit Corridors generally include areas along transit routes that have or will have frequent service. Transit Corridor development will include a mix of complementary land uses, including rowhouses, duplexes, apartments, office or retail buildings, institutional uses and mixed commercial and residential uses.”* (emphasis added)

In addition, the remaining portion of the TV Highway corridor within the study area, between 170th Avenue and SW 192nd Avenue, is part of a designated Town Center on Metro’s 2040 Growth Concept Map. The county has incorporated this designation on the Town Center Boundaries Map in Policy 40 of the CFP. The description of Town Centers in Policy 40 states, *“Town Centers generally are areas designed to function as the heart of surrounding neighborhoods...Primary uses permitted in the Town Centers are local retail commercial, services, and office uses. Also, mixed-use developments (residential above retail stores or commercial services or offices), multi-family housing, condominiums, rowhouses and some institutional uses will be components of Town Centers. This mixing of land uses and activities will allow residents, employees, and business customers to move between uses.”* (emphasis added)

Thus, based on the above regional and county goals, the inclusion of residential and mixed uses is desirable within CBD-designated lands along the length of the TV Highway commercial corridor. Therefore staff examined the existing CDC standards for the CBD District to determine whether they included barriers to mixed use and residential development. A summary of this information is provided below.

Existing CBD District standards

The intent of the CBD designation is to *“...provide the community with a mix of retail, service and business establishments on a medium to large scale. Medium through high density residential uses, as well as various office and institutional uses, may be permitted.”* (CDC 313-1)

The CBD standards allow a variety of commercial land uses through a Type II (administrative) process, including eating and drinking establishments, food markets, and offices. There are only a few commercial uses that require a Type III (public hearing) process: retail business establishments exceeding 50,000 square feet, regional shopping centers, regional scale facilities, and lodging with over 50 units. However residential uses – whether proposed as stand-alone uses or in combination with commercial uses on a property - are permitted only via a Type III process and are subject to its higher application fee. The public hearing process and higher fee represent a barrier for provision of residential uses in the CBD District.

A more significant barrier is the requirement for residential development in the CBD District to comply with the Planned Development (PD) standards of CDC Section 404-2. The PD standards require provision of a significant amount of open space: a minimum 20 percent of the lot area for properties that are 10 acres or less, with a smaller percentage of open space required for properties larger than 10 acres. (As noted previously, most of the lots within the TV Highway commercial corridor are less than 10 acres in size and therefore would be held to the 20 percent requirement.)

In addition, the PD standards require provision of active recreational facilities (playgrounds, bicycle and pedestrian trails, swimming pools or tennis courts) which represent a significant consumption of lot area on small sites. (For sites that are less than one acre in size, the PD standards allow substitution of at least two passive recreation improvements such as benches, a water feature, or picnic table(s) with barbecue to substitute for the active recreational facilities.)

The PD open space and active recreational facility requirements are not feasible within the study area's TV Highway corridor. The land area required for residential and commercial parking along with the small lots and multiple ownerships that characterize the subject area make these requirements untenable.

These barriers to residential development are an economic impediment. According to the project team's economic development consultants, Leland Consulting, commercial corridors in the region generally have too high a proportion of retail uses. Encouraging more residential uses within commercial corridors benefits the local economy by supplying a larger customer base for area businesses and supporting transit.

Importance of Other Factors

Removal of regulatory barriers to residential and mixed-use development is important but will not be sufficient to spur such development. The current lack of residential and mixed-use redevelopment in the corridor is not due solely to existing development standards – rather it is due to a variety of factors including underlying land values and market demand. In order to spur redevelopment in the corridor all of the factors contributing to the current lack of redevelopment must be addressed. A companion issue paper describes potential economic redevelopment tools and strategies that may be considered for the TV Highway corridor and the study area.

Applicable Performance Measures

Project Goal 4: Land Use basis for optimal mobility

Project Goal 5: Capitalize on new development

Project Goal 7: Maintain/expand housing affordability

Community Values: Prosperity, Quality of Life

Community Vision Statements: Housing, Jobs

SMART: Specific, Attainable, Realistic, Time Bound

Deliverables: Corridor and Town Center Economic Redevelopment Plan; Corridor and Town Center Land Use and Streetscape Improvement Plan; Housing Equity and Opportunity Strategy.

Compatible with other planning efforts: TV Highway Corridor Plan

Implementation Timeline

Near term, could be implemented within one year.



August 19, 2013

**Aloha-Reedville Housing Action
Community Land Trust**

Issue

A key asset of the Aloha-Reedville area that community members said that they wanted to maintain was affordable homeownership. One vehicle for creating and preserving affordable homeownership is the Community Land Trust (CLT) model. Currently, the CLT that serves Washington County and the three-county Portland metro area is Proud Ground.

Under the CLT model, qualified homebuyers with incomes of up to 80% of area median (currently \$55,500 for a family of four) are able to purchase homes at affordable prices. Currently, a typical home may cost about \$60,000 to \$100,000 less than a comparable market-rate home, according to Proud Ground. In exchange for this discounted price, the homeowner agrees upon resale to receive a share of any appreciation in the home; the remaining appreciation “stays” in the home to ensure its affordability for future home buyers. A legal agreement (either a land lease or an affordability covenant) between the nonprofit CLT and the homeowner ensures permanent affordability. The CLT homeowner enjoys the typical rights and responsibilities of homeownership, including the ability to remodel or make changes to the yard and home.

A one-time subsidy—often a public investment—of approximately \$60,000 to \$100,000 per home is required to make homes affordable initially and for the long term. Proud Ground has used Urban Renewal funds in other jurisdictions successfully for this purpose. The CLT model works with both newly-constructed homes and for acquisition and rehabilitation of existing homes, with the acquisition undertaken either by the CLT or a homebuyer with CLT approval.

Currently Washington County does not have funding for a community land trust in Aloha-Reedville.

Recommendation

1. Should funding become available to support affordable homeownership through Urban Renewal or some other source of funds, the CLT model should be pursued.
2. If a public subsidy (e.g., Urban Renewal) or significant public benefit (e.g., public improvement that dramatically increases the value of private property) is provided to a housing developer, the County could require that a share of the new homes be made permanently affordable through a CLT model. The amount of subsidy or the value of the benefit provided to the developer could be used to determine how many homes should be made affordable.

Performance Indicator

None; only relevant if funding is available.

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Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- Proud Ground

Background

General Information about Aloha-Reedville's Housing Stock

The *Aloha-Reedville Study Existing Conditions Report* (June 2012) contains the following information about the study area's housing stock:

- The Aloha-Reedville study area contains approximately 15,750 residential parcels.
- Aloha-Reedville's homeownership rate of 62% is similar to that of the county, state and country.
- The study area has more mid-range homes (\$200,000 and \$299,999) compared to the county at large (57 percent and 33 percent, respectively). Housing values in Aloha-Reedville are generally lower than values in Washington County. Average sales prices in Aloha-Reedville were 66 percent of the county average home sale price in 2011.
- Aloha-Reedville has a larger share of multi-family homes that are owner-occupied (25%) than the county as a whole (20%) AND ALSO a larger share of single-family homes that are renter-occupied (20%) than the county as a whole (10%).
- Approximately 42% of Aloha-Reedville's homeowners pay more than 30% of their income for basic housing costs, about the same as Portland Metro (40%) and slightly higher than the county (36%).

Applicable Performance Measures

Project Goal 7: Maintain/expand housing affordability

Community Values: Prosperity, Safety, Health, Quality of Life, Equity

Equity as a community value was added by representatives of community-based organizations during Phase 3 of the project.

Community Vision Statements: Housing, Personal Security, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Housing Equity and Opportunity Strategy

Compatible with other planning efforts:

Implementation Timeline

Middle term, 5 to 10 years



Aloha-Reedville Economic Development Action Land Assembly

Issue

One of the biggest barriers to (re)development in Aloha-Reedville is the lack of large parcels available for redevelopment. Interviews with developers revealed a lack of interest to develop in the area, in part because there were much easier opportunities elsewhere. Land assembly can be a costly and time consuming process for a developer. It also greatly increases the risk of developing because one holdout can kill a deal that took months or years to put together. Therefore a strategy is needed to help assemble land into larger parcels that will attract developers, otherwise development opportunities simply will not materialize on their own.

“Land assembly is a critical issue because, across America today, urban land is often broken up into unusably small parcels. Land sits idle in a tragedy of the anticommons.”¹

Heller and Hills

Recommendation

1. Identify strategy(ies) for land assembly that the County can implement or support.
2. Develop, in coordination with an urban renewal district or an economic development advocacy model, a funding mechanism for land assembly.
3. Develop and distribute program information to commercial and business property owners.

Performance Indicator

Increase number of redevelopment projects happening along TV Highway and in other commercial areas. Monitoring will be based on applications received per year through commercial building permits.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action, presuming that the county chooses to take an active role in land assembly.

Partnering agencies or organizations could include:

- Aloha Business Association for distribution of information
- Proud Ground for community land trust (primarily for housing).
- Other Community Development Corporations that might take on land assembly for mixed-use or commercial development

¹ Heller, Michael and Hills, Rick. Land Assembly Districts, Harvard Law Review Volume 121, Number 6. April 2008.

Background

As noted during the round of developer interviews in early 2013, the parcelization of land along Aloha-Reedville’s commercial areas, particularly TV Highway, is a significant barrier to redevelopment. Given the strength of market opportunities elsewhere, it is not likely that developers will spend the time and money to assemble land on their own. Such an assembly process can take many years and there may still be “holdouts” that prevent a redevelopment project from going forward.

Therefore, a process where land can be aggregated can be a significant incentive for development since the uncertainty and cost of assembly can be removed from the development equation. Land assembly can be done a number of ways. With urban renewal, cities often have the financial resources to assemble target sites and make them available for redevelopment.

There are also several more passive models that can help in land assembly, as described in the following table. Even without public intervention, land assembly by private parties is always possible with willing parties, although it is not always feasible for the reasons discussed above.

Any land assembly mechanisms implemented in Aloha-Reedville should be done in coordination with an economic advocacy model (implementing agency) and a funding strategy to ensure that there is a coordinated and well-capitalized structure in place.

Table 1

| Strategy | Description | Lead (Public/Private) | Funding Source | Pros | Cons | Examples |
|--------------------------|---|-----------------------|---|--|---|--|
| Private Developer | Developer makes offers to individual owners to purchase land | Private | Private equity | Simple legal transactions directly between owner and developer | Can be difficult to assemble enough property in right location. Holdouts can create problems or raise costs. Time consuming | |
| Community | A group of land owners collectively decide to sell their properties together, but without any formal organization in place | Private | Private equity | Known ahead of time if land assembly is possible | Requires unanimity, which may be difficult to achieve. Developer may still need to acquire in multiple transactions | |
| Land Banks | A government or non-profit entity purchases property, typically foreclosed or tax-foreclosed properties, and holds it for future development or affordable housing. | Nonprofit or Public | Public funds from general fund, TIF, or other sources | Can help to improve areas in decline | Could be difficult in an area with competition for land and may not provide land in the right location | Genesee County Land Bank Program Dallas Urban Land Bank Demonstration Program |

| Strategy | Description | Lead (Public/Private) | Funding Source | Pros | Cons | Examples |
|---|--|-----------------------|--|---|---|--|
| Community Land Trust | A nonprofit model that separates land and home costs, holding the land for affordable housing | Nonprofit | Donations, grants, general funds, etc. | Good model for affordable housing or open space conservancy | Not really used to package land for commercial redevelopment | Proud Ground Portland Community Land Trust |
| Urban Renewal | Urban renewal agency can purchase land from willing sellers and then sell for redevelopment | Public | TIF | Funding source and professional staff in place to manage transactions | Need urban renewal agency in place. Property owners might not be willing to sell | Clackamas County Development Agency |
| Regulatory Tools & Incentives | Minimum lot sizes or density bonuses for larger parcels. Ombudsman role, shared parking agreements, or other methods of encouraging land owners to work together | Public | N/A Staff time | No cost for land purchases Encourages private sector action | Opportunistic May happen infrequently | |
| Land Assembly Districts / Collective Neighborhood Bargaining Association | A collective agreement among property owners in a defined area to pursue the sale the combined parcel of land as one package under a set of defined deal and pricing terms | Private or Public | Private equity | Could be more equitable for land owners. | Has not been successfully implemented that we know of. Would require a new state or city law. | N/A. Theoretical at this point. |

Applicable Performance Measures

Project Goal 5: Capitalize on new development

Community Values: Prosperity, Quality of Life

Community Vision Statements: Community Resources, Gathering Places, Jobs, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Redevelopment Suitability Plan, Corridor and Town Center Economic Development Plan

Compatible with other planning efforts: Town Center Plan, Economic Development Advocacy, Urban Renewal

Implementation Timeline

Some regulatory incentives (such as shared parking incentives) could be implemented immediately. Active land assembly models (such as urban renewal) would need one to two years to set up, and possibly take many years longer to have enough money available to purchase properties.



Aloha-Reedville Housing Action Housing Rehabilitation & Improvement Program Options

Issue

A small number of the comments received through the public engagement process for the project express concern about the condition of housing stock and/or general upkeep and maintenance issues in Aloha-Reedville. If homeowners are not able to obtain home improvement loans (e.g., insufficient home equity, issues with credit) residents may defer upgrades to improve energy efficiency or improve the aesthetic appeal of their properties. In some cases, necessary repairs or maintenance may be delayed as well. While higher-income homeowners with the ability to finance improvements have a range of options, lower-income residents and renters have far fewer choices, and are often limited to certain types of eligible repair activities. Washington County has a limited number of programs available through the Office of Community Development, Community Action and Rebuilding Together to assist residents to make improvements or rehabilitate existing homes. There are also private incentive programs available through resources such as Clean Energy Works Oregon.

Aloha-Reedville's housing stock is of the same general age as surrounding Washington County; over half was built after 1980, and one in five units was built since 2000. Approximately 64% of all housing units are detached single-family homes; approximately 80% of these are owner-occupied, and 20% are renter-occupied. The gradual aging of relatively new housing stock, combined with a high share of cost-burdened homeowners (42%) suggest that some homeowners may lack the liquid assets needed to undertake major improvements (roof, siding, etc.) just as they come due in the future.

The need for tools to promote the improvement and maintenance of the area's housing stock may not be as apparent now as it may become in the future. There is little evidence to suggest that immediate major expansion of existing repair/rehab programs or the development of major new programs should be a higher priority than other issues. However, increasing awareness and access to existing programs may incent upgrades and improvements to some of the local housing stock.

Encouraging volunteer, community-led efforts may also result in gradual improvements to housing stock in the area. Volunteer-led efforts (such as neighborhood clean-ups) are likely to have additional benefits beyond maintenance improvements and beautification, by increasing the visibility of improvement efforts and strengthening community identity and pride.

Recommendation

1. Collaborate with Washington County Office of Community Development and OSU Extension Services to increase visibility and awareness of existing public and private rehabilitation programs through promotional materials.

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2. Collaborate with Washington County Office of Community Development and OSU Extension Services to develop and maintain a list of active public and private repair, rehabilitation, and improvement programs available.
3. Provide general support for community-led volunteer efforts to improve housing, landscaping, and community beautification, including letters of support for funding requests.
4. If the community shows significant interest in self-organized efforts, explore providing administrative/logistical support through Washington County and/or OSU Extension Service.
5. Consider expanding Office of Community Development (OCD) Home Access & Repair for Disabled & Elderly (HARDE) and Deferred Interest Bearing Loan (DIBL) housing rehab/repair programs if additional funding sources can be secured.

Performance Indicator

1. Number of requests for information on existing repair/rehab programs (OSU Extension)
2. Number of applications for HARDE and DIBL programs received from study area residents (OCD)
3. Number of community-led volunteer improvement activities (responsibility for tracking tbd)
4. Conduct one follow-up survey of exterior housing conditions within 10 years (overlaps with Housing Maintenance Code action)
5. Re-examine the need for increased or expanded housing rehabilitation programs, improvement incentive programs, or increased support for community-led actions.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations include:

- Washington County Office of Community Development,
- OSU Extension Service
- Community Action.

Possible additional partners include

- Clean Energy Works Oregon
- Clean Water Services
- Other private programs providing upgrade and repair assessments and incentives.

Background

OSU Extension Service does not currently maintain a list of housing and housing-related resources on its website. The office has developed lists of incentive and improvement programs in the past, but it is difficult to keep resource lists up-to-date. However, OSU staff is willing to work cooperatively with other Washington County departments and other partners to find ways

to increase awareness and access to improvement programs that may assist local residents and improve communities.

The Washington County Office of Community Development currently administers and services loans and grants for two HUD-funded rehabilitation programs that provide funding for improvements to owner-occupied homes¹. Improvements that may be funded under these programs include urgent home repair issues, accessibility modifications, and some other upgrades. Neither OCD program may be used to fund cosmetic upgrades to residential buildings or make landscaping improvements. If additional, sustainable, program and administration funding could be identified, OCD may be able to administer additional home rehab/ repair/ improvement programs.

The Home Access & Repair for Disabled & Elderly (HARDE) program provides grant funds annually to make home modifications for accessibility needs (e.g. ramps, grab bars, etc) and make urgent home repairs. This program is available to homeowners (and some renters) earning 50% AMI or less (approximately \$37,500 for a household of 4). The maximum grant amount is \$3,500 (up to \$4,500 for a roof). This program is primarily aimed at homeowners, but some mobile homes may qualify for this program. The program is funded at \$100,000 annually through Washington County's Community Development Block Grant (CDBG) entitlement. The HARDE program generally utilizes all of its funding and maintains a waiting list for applicants.

The Deferred Interest Bearing Loan (DIBL) program provides up to \$25,000 in a lien-secured loan to homeowners in owner-occupied single-family homes. Funds from a DIBL to help make home modifications for accessibility needs (e.g. ramps, grab bars, etc) and make needed home repairs to address health and safety issues. This program is available to homeowners earning 80% AMI or less (approximately \$55,500 for a household of 4). The program is funded at \$155,000 through Washington County's Community Development Block Grant (CDBG) entitlement. The DIBL program does not utilize its funding as rapidly as the HARDE program, but does not typically have significant unused funding.

Additional information on these programs is available on OCD's website at:
<http://www.co.washington.or.us/CommunityDevelopment/HousingRehabilitation/index.cfm>

Community Action offers weatherization assistance to low-income homeowners and renters, as well as management companies and owners of rental units. Community Action also assists homeowners and renters with energy audits, advice, and information about simple energy-efficiency upgrades. Community Action's weatherization programs are funded through the Oregon Office of Community Housing and Development's Low-Income Home Energy Assistance Program (LIHEAP) program. Information on Community Action's programs is available here: <http://caowash.org/weatherization.php>.

Rebuilding Together Washington County is a local volunteer housing rehabilitation/preservation organization that repairs and rehabilitates the houses of low-income homeowners. Rebuilding Together has been operating in Washington County since 1994. Rebuilding Together's primary

¹ In some circumstances, rental units needing accessibility modifications may be assisted.

focus is their annual National Rebuilding Day in April, in which program volunteers repair and rebuild 15-34 homes and nonprofit shelters in Washington County. These services are free to income-qualified homeowners. In addition, Rebuilding Together operates an emergency small repair program, a year-round mid-sized repair program, and a fee-for-service program available to homeowners earning 80-130% AMI. Rebuilding Together Washington County's website includes more information on their mission and programs (<http://togwc.org>).

Clean Energy Works is a nonprofit offering energy audits and improvement recommendations to homeowners statewide. The program accepts applications from interested homeowners, assesses homes for improvements and upgrades, provides zero-down financing through local partners, and connects owners to qualified contractors and rebate opportunities for recommended work. This program offers an opportunity for higher-income homeowners to make upgrades and improvements that may be beyond the scope of programs aimed at meeting the urgent repair needs of low-income homeowners. Details and program applications are available at <http://www.cleanenergyworksoregon.org>.

Applicable Performance Measures

Project Goals:

- Explore potential strategies that would provide incentives for private and nonprofit investments and public-private-nonprofit partnerships
- Explore strategies to preserve and improve existing affordable housing

Community Values: Prosperity, Safety, Health, Quality of Life, Equity
Equity as a community value was added by representatives of community-based organizations during Phase 3 of the project.

Community Vision Statements:

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Housing Equity and Opportunity Strategy

Implementation Timeline

Support for Additional Community-led activities: Near term, could be implemented within one year.

Follow-up Survey of Housing Conditions: Middle term, 5 to 10 years

Re-examination of Need for Rehabilitation, Improvement, or Community-led Programs: Middle term, 5 to 10 years



September 20, 2013

**Aloha-Reedville Transportation Action
Development Process Improvements**

Issue

Community members and in particular developers have expressed concerns regarding the costs and time included in development applications. This applies to both residential and commercial properties. Development of commercial properties includes additional challenges.

Concerns with both residential and commercial development include:

- The necessary time it takes for an application process requires significant developer, property owner or representative time – which equates to more money spent.
- Applications costs such as the Transportation Development Tax (TDT) add to up front costs.

Additional challenges for commercial development include:

- Little remaining vacant commercial property resulting in the necessity to redevelop existing properties.
- Redevelopment of commercial properties in the Aloha-Reedville study area is dependent, in part, on the cost associated with redevelopment versus the potential lease rates (or sale) which the market is willing to pay. (One property owner active in the area noted that redevelopment costs are approximately \$40 per square foot with all the development application costs included. Lease rates are in the \$12 - \$14 per foot range meaning amortization of redevelopment costs is a long term prospect.)
- Small tax lot parcels and multiple property ownership patterns add another element to the cost and time to redevelop a larger commercial property for the marketplace. Land assembly and the uncertainty that one property owner may dictate outcomes is a significant concern.
- The commercial area along Tualatin Valley Highway is designated as Community Business District (CBD.) This designation provides the broadest range of possible uses including mixed use – residential and commercial uses combined.

Recommendation

1. Continue progress towards providing development application submission, review and tracking online to reduce applicant time required for in-person meetings. Implementation goal is within five years.
2. Review and amend if necessary those sections in the Washington County Community Development Code (CDC) which minimize barriers to development and redevelopment as they are identified. For instance Accessory Dwelling Unit application fee reduction which is currently underway as Ordinance 774 in the 2013 ordinance process (Sections 302, 303,304,305, 306, and 307.)

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3. Recommend to the Washington County Board of Commissioners amendments to the mixed-use CDC code eliminating elements such as the necessity to apply Planned Development standards which may be un-achievable given the small tax lot sizes.
4. Recommend to the Washington County Board of Commissioners amendments to the CDC code allowing shared parking across tax lots to facilitate mixed use and efficiently utilize the area needed for parking. (What are we doing w/ shared parking??)
5. Continue assessment of developer incentives, removal of development barriers, and other approaches to encourage private investment.
6. Support Department of Land Use and Transportation staff efforts to convene conversations with the development community (such as the October, 2013 Development Forum) and discuss on-going opportunities for increased efficiency in the application process.

Performance Indicator

This is a broad action that may not lend itself to measurable performance indicators.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- Development community to continue assisting in identifying barriers.

Background

Focusing on commercial designated areas, the limited amount of vacant commercial lands in the Aloha-Reedville study area results in the need for redevelopment of existing buildings. As early as the creation of the 1983 Aloha-Reedville-Cooper Mountain Community Plan, areas of high opportunity for redevelopment were identified. Over the subsequent 30 years little redevelopment has occurred.

Through interviews with developers, realtors, property owners and community members a host of reasons for lack of redevelopment are apparent. Small tax lots, multiple ownership patterns, lack of a community vision to guide development, no economic advocacy leadership and the cost to redevelop are among the many reasons.

Two common themes from the interviews and comments were: 1) Development fees are high (although most recognized the community benefit of the county's accrual and application of the Transportation Development Tax – TDT – the most expensive development cost); and 2) the time necessary to initiate and follow-up on the application process. This second issue leads to the request to streamline the development process.

Making the application process more efficient has been a goal of the Department of Land Use and Transportation (DLUT) for many years and measures have been implemented along the way to improve it. The most significant in the near future is providing an online process that reduces the need for developers or their representatives to travel and schedule face-to-face meetings.

Providing an online process will reduce that need. The goal is to introduce this process within the next couple of years.

The other practicable approach is piece-meal revisions to the CDC, application process types and other application fees as individual issues are identified.

One example is underway that responds to residential issues is Ordinance 774 changing the application process for Accessory Dwelling Units (granny flats) from a Type III process costing in excess of \$5,000 to a Type I process costing approximately \$500+ for applications in R-5 districts (and in R-6 changing from a Type II to a Type I also reducing costs.)

Applicable Performance Measures

Project Goal 5: Capitalize on new development

Community Values: Prosperity

Community Vision Statements: Jobs, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Redevelopment Suitability Plan, Corridor and Town Center Economic Development Plan, and Corridor and Town Center Land Use and Streetscape Improvement Plan

Compatible with other planning efforts:

Implementation Timeline

Near term, could be implemented within one year and on-going.



October 15, 2013

Aloha-Reedville Economic Development Action
Support Local Business
(Marketing Program)
(Storefront Improvement Program)

Issue

A number of discrete actions for enhancing the economic competitiveness of Aloha-Reedville have been identified by the participants in this planning process, including:

- Identifying small projects that improve the look, feel, and ambience of the project area using community and business resources.
- Implementing catalyst projects to help jumpstart development and redevelopment within the study area and determining the actions to move the project forward.
- Securing gap funding for attracting investments to projects.
- Securing potential one-time grant and ongoing funding sources for gateway, streetscape, safety, infrastructure, planning, and marketing activities.

While these ideas can help partially address the economic condition and prospects for the area, they do not entirely address the need for an advocacy and management entity to support the implementation of these projects and oversee the vision for the Aloha-Reedville community over the long term.

The term “economic development advocacy” can have a number of meanings. While it can often mean actively recruiting businesses to a targeted area it also can mean simply coordinating the activities and investments of many different players, which is the meaning used here. An example list of activities and services that could fall within the purview of an economic coordination and advocacy structure could include:

- Development, monitoring, and implementation of economic development vision and work plan
- Marketing, branding and promotion
- Forming partnerships
- Identification of funding sources
- Joint venture and share resources on projects
- Grant writing
- Event planning and coordination
- Representing the community in policy, multi-jurisdictional and regional issues

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- Land acquisition and assembly
- Project/property development and redevelopment
- Planning/managing/administering a storefront/façade improvement program
- Potential role in identifying, designing, funding and constructing streetscape and other public improvements
- Possible participation in urban renewal planning, programming, and administration

Two activities were explicitly identified by the workgroups as Action Items to be carried out in Phase III of this project including Marketing and Storefront Improvement programs. In order for those actions to be realized they need an implementing body with the knowledge, budget, and authority to carry them out. Therefore they are addressed as a subset of this issue paper, since an organization needs to be in place before such programs can be delivered. An economic development advocacy organization can take many forms, but no matter the form, the organization could be charged with carrying out these tasks.

Recommendation

1. Continue to evaluate options in order to decide on the desired extent of the county's involvement in economic development. This may involve a partnership with the cities of Hillsboro and Beaverton and/or partnerships with community-led organizations.

Performance Indicator

Measure the capacity of community organizations to take "ownership" of and implement projects identified in this plan. This could be measured by noting whether each action item in the plan has a qualified entity in place to implement it.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action in the short term until a specific structure is in place, but could share or contract out the responsibility with a partner for implementation over the long term.

Partnering agencies or organizations and potential roles could include:

- Aloha Business Association for support.
- The cities of Hillsboro and Beaverton might administer programs already in place on behalf of the county for an extended area outside of the city boundary to include Aloha-Reedville.
- Other Community Development Corporations that might take on shared responsibility.

- A new Economic/Community Development Corporation to lead the advocacy with the county, and the cities of Hillsboro and Beaverton on behalf of the Aloha-Reedville community.

Background

The Existing Conditions Report prepared as a key underpinning of this project indicates a number of strengths and weaknesses associated with the economic development prospects for Aloha-Reedville. Among the *strengths*: the area's location between two major Westside economic centers; the ability to draw from the large regional labor pool; lower home ownership costs; transit service; ethnic diversity; and well-established industry clusters.

The Report identified the key *weakness* threatening the economic development prospects for the area as being the lack of a cohesive economic/community development vision, and the lack of a dedicated economic development expert or group to advocate on behalf of the business community and area residents.

An initial list of ideas generated through this project includes a number that hold real promise for improving business, community vitality, and quality of life, such as: gateways and gathering places; farmers markets; neighborhood commercial uses; streetscape improvements and design standards; the potential for a streamlined permitting process; special events; sidewalks and safety improvements; access to transit and improved amenities; signage and wayfinding improvements; storefront improvements; and branding/marketing efforts. To be successfully implemented, each of these actions needs an "owner," that is, an agency, organization, or other entity that is empowered with making the project happen, has funding and human capacity to carry out projects, and is legally able to provide that function.

Within the project area and surrounding region there are topic-specific community development corporations, business organizations, and interested parties operating independently to help improve various facets of the economy but there is no overarching, coordinated effort or entity working to leverage the efforts of various interests in achieving economic development objectives.

Research conducted for the project so far has identified three possible structures to coordinate implementation efforts. These are:

1. County-led economic development function: One model to consider is creating an Economic Development function at the County level, whether it is lodged within an existing department as a function or division, or as a stand-alone department. This model is similar to the robust model currently in operation in Clackamas County. Such a function could provide a range of economic development coordination activities for Aloha-Reedville, as well as for

the other unincorporated areas within the county. It could also consider a role in coordinating these activities with those in place within County's incorporated cities that do not provide or may wish to participate in them. This model would carry with it some administrative costs to set up a department, in addition to whatever costs are involved in project implementation.

2. Community/Economic Development Corporation: A community development corporation (CDC) is a nonprofit organization – often set up by residents, business owners, civic associations and others – incorporated to provide programs, offer services and engage in activities that promote and support community development. CDCs often focus on housing, education, job creation, community organizing, and real estate development, usually at the neighborhood or community level.

A variation on the CDC with potential applicability to Aloha-Reedville would be an Economic/Community Development Corporation (ECDC), a nonprofit organization with a diverse board of directors representing a variety of interests including the County, existing CDCs, affordable housing developers, business promotion organizations, community organizations, and others. As a nonprofit entity, the Aloha ECDC could be a receiving body for a variety of grants and private donations and could potentially take on many direct implementation activities. ECDC staff would be responsible for outreach to the business community, grant writing, and advocacy at various levels.

More importantly, the ECDC could ensure that its own activities and those of its member organizations are closely coordinated so as to eliminate overlap, strengthen joint grant proposals, and increase the cohesive communication to the community and public officials. Such a multi-party corporation could be charged with facilitating the creation of an overarching vision and set of desired outcomes for developing the economy of the Aloha-Reedville community, and for designing, championing and carrying out a strategic action plan for achieving those outcomes.

With many members, administrative costs for the ECDC could be spread across multiple organizations, keeping the costs to any individual organization low.

3. Multi-jurisdictional Partnership with the cities of Hillsboro and Beaverton: A third alternative structure would be for the county to work with existing economic development departments in the cities of Beaverton and Hillsboro to provide implementation services in Aloha-Reedville through contracts with each of those cities, most likely along the future municipal service boundaries defined in SB-122. Since each city already provides a diverse range of economic development services and implements a range of community development

activities, the county may be able to leverage this institutional knowledge and avoid duplication. Each city, in turn, may see value in serving Aloha-Reedville by ensuring that its neighboring community is as economically vibrant as possible.

Applicable Performance Measures

Project Goal 5: Capitalize on new development

Project Goal 6: Identify viable funding tools

Community Values: Prosperity, Health, Quality of Life, Equity

Equity as a community value was added by representatives of community-based organizations during Phase 3 of the project.

Community Vision Statements: Community Resources, Attractive Community, Leadership

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Redevelopment Suitability Plan, Corridor and Town Center Economic Development Plan, Corridor & TC Land Use and Streetscape

Compatible with other planning efforts: Town Center Plan, Marketing, Storefront Improvements, Funding Tools, Urban Renewal

Implementation Timeline

Near term, partners, budgets, and initial tasks could be identified in the remainder of 2013 to begin work in 2014. Once in place, the economic development entity would provide services and implement projects on a perpetual basis going forward.



November 8, 2013

Aloha-Reedville Land Use Action
Accessory Dwelling Units

Issue

Accessory Dwelling Units (ADUs), commonly referred to as “granny flats,” may be allowed on single-family tax lots if approved by a land use application.

Currently, the Washington County Community Development Code (CDC) requires ADUs in the R-5 District to go through the Type III application process, which requires a public hearing and can take up to 120 days for a decision. The Type III application fee for an Accessory Dwelling Unit is \$5,252.00. In the R-6 District, ADUs are required to go through a Type II application process, which is an administrative process that can take up to 120 days for a decision. The Type II application fee for an Accessory Dwelling Unit is \$2,095.00. In contrast, the R-9 District (Residential 9 Units Per Acre) allows an ADU through a Type I application process, which is a 30-day administrative land use decision with a fee of \$598.00.

ADUs provide an affordable housing choice, but the application costs may be a barrier to broader use of this housing type.

A review of neighboring jurisdictions illustrates that Washington County is the only jurisdiction to require a Type III application process for ADUs. Other jurisdictions apply a Type I or a Type II application process for ADUs.

Recommendation & Outcome

Staff recommended that the Board authorize amendments to CDC Sections 302, 303 and 430-117 to permit ADUs in the R-5 and R-6 Districts through a Type I application, and to allow an increase in ADU floor area to a maximum of 800 square feet when the application demonstrates that the ADU will comply with Americans with Disabilities Act (ADA) requirements.

Ordinance No. 774 was filed by staff on July 30, 2013. The ordinance proposed to amend CDC Sections 302, 303 and 430-117 in accordance with the above staff recommendation. The ordinance was engrossed (amended) to incorporate recommendations from the Planning Commission to allow a larger increase in the allowed maximum ADU floor area than proposed in the filed ordinance.

A-Engrossed Ordinance No. 774 was adopted by the Board on October 22, 2013. The CDC amendments contained in A-Engrossed Ordinance No. 774 will be effective on November 21, 2013.

Key Provisions

A-Engrossed Ordinance No. 774 adopted the following changes to the ADU standards:

- Changed the application process for ADUs in the R-5 and R-6 Districts from Type III and Type II respectively, to the Type I process;
- Increased the maximum allowed ADU floor area from 600 to 800 square feet;

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- Allowed an additional increase in maximum floor are of up to 15 percent (up to 120 additional square feet) when the ADU is designed to comply with ADA standards.

Analysis

The amendments adopted by A-Engrossed Ordinance No. 774 provide greater flexibility for more living options. These include the opportunity for aging parents to maintain their independence while living with adult children, and for disabled individuals to live close to family..

Washington County's ADU application process for low density single family residential zones was more restrictive than the application processes required by other jurisdictions in the region. Most jurisdictions in the area allow an ADU with a Type I application that can be processed in 30 days or less. The amendments adopted by A-Engrossed Ordinance No. 774 bring the county's application processes for ADUs in line with that of other jurisdictions in the region.



November 8, 2013

Aloha-Reedville Land Use Action Home Occupation Standards

Issue

Washington County Community Development Code (CDC) Section 430-63.2 prohibits home occupations for the sale of pre-manufactured products. Only items that are made, repaired or reconditioned on-site are allowed to be sold under the home occupation regulations.

Recommendation & Outcome

Staff recommended that the Board authorize amendments to CDC Section 430-63.2 expanding the home occupation provisions to allow the sale of pre-manufactured products. Staff also recommended the addition of provisions governing the delivery and storage of these pre-made products to the homes in order to ensure no adverse impacts on the community.

Ordinance No. 773 was filed by staff on July 18, 2013. The ordinance proposed to amend Community Development Code (CDC) Section 430-63, primarily to remove Home Occupation standards that currently prevent retail sale of pre-manufactured products. The ordinance was engrossed (amended) to incorporate recommendations from the Planning Commission on frequency of business-related deliveries and pick-ups, and home occupation space restrictions.

A-Engrossed Ordinance No. 773 was adopted by the Board on October 22, 2013. The CDC amendments contained in A-Engrossed Ordinance No. 773 will be effective on November 21, 2013.

Key Provisions:

A-Engrossed Ordinance No. 773 adopted the following changes to the Home Occupation standards:

- Removed existing CDC restrictions against retail sales and “...*sale of goods not made, repaired, or reconditioned on the premises;*”
- Removed restrictions on warehousing and distribution
- Changed some existing language for clarity only;
- Added language limiting business-related deliveries and pick-ups to a weekly average of not more than two per day, excluding postal deliveries (in order to ensure no resulting change in impacts to surrounding residential character); and
- Simplified existing language regarding home occupation space restrictions.

Background

Currently, the home occupation regulations limit sales to products made or items repaired or reconditioned on the premises. As a result, the sales of pre-manufactured items from well-

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known businesses such as Mary Kay, Avon, Pampered Chef, Tupperware, etc. are not allowed under the current home occupation regulations.

The amendments adopted by A-Engrossed Ordinance No. 773 provide a greater opportunity for more small home-based businesses to legally operate. The provisions recommended by staff and adopted by the Board will ensure that the delivery of pre-manufactured products do not adversely affect the community in which such home occupations are located. Expansion of CDC Section 430-63.2 to include already made items may encourage more entrepreneurs to start up small businesses.

Washington County, like most local jurisdictions, regulates home occupations to allow small home-based businesses, while minimizing adverse impacts on the community from traffic, noise, etc. Staff reviewed the home occupation regulations of nearby jurisdictions (several local cities and Clackamas County) that are most comparable to the county's Type II Home Occupation regulations related to retail sales.

The County's home occupation standards are unique in that we regulate what products are sold. Allowed for-sale products are limited to those that are made on the premises or those that are repaired or reconditioned on the premises. Only Hillsboro specifically prohibits direct sales of products, except for those that are secondary to the home occupation. The home occupation standards of other nearby jurisdictions do not specifically permit or prohibit retail sales.

Staff finds that it is reasonable to expand the type of products sold to include pre-manufactured goods and products, provided that any direct sales are clearly secondary (subordinate) to the home occupation use. Updating the regulations to allow additional product sales will help home owners wanting to work out of their homes but can not (legally) because their products are not made on the premises.

Products from suppliers such as Mary Kay, Avon, Pampered Chef, and Tupperware generally do not involve direct sales, are small in size, and thus do not require large semi-truck deliveries. Deliveries of these products are typically made by United Parcel Service, Federal Express, by United States Postal Service or mail packaging delivery service and typically involve the use of a small delivery van or truck.

Staff believes that the existing safeguards that limit the number of employees and customers are sufficient to ensure existing home occupations work well within the community, and that adding the additional safeguards of limiting warehousing of products and the number of deliveries per day will ensure that allowing the sale of pre-made items will have no more impact on the community than selling only hand made products. Expanding the items that can be sold to those goods directly associated with the home occupation should not have any adverse impacts on the community.

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Date November 18, 2013

Aloha-Reedville Transportation Action
Retrofitting Bicycle Parking in Developed Commercial Properties

Issue

The county, region and state are increasing efforts to provide more active transportation options. Increased use of bicycles could be encouraged through additional secure and convenient bicycle parking.

More than 200 community comments have been received regarding improved bicycle facilities in the study area. Although only a few directly discussed bike parking, desired connectivity enhancements, especially between residential and commercial uses, would imply that additional bike infrastructure is necessary.

Commercial and retail areas in the Aloha-Reedville study area have limited secure bike parking facilities (bike racks) and of those many are older styles which are potentially damaging to bikes and many are poorly located (in corners, out of direct line of sight, etc.)

Although bike parking is a condition of development in the Community Development Code (Section 429 Bicycle Parking) much of the existing commercial and retail development was built prior to these conditions.

Increasing the number and type of convenient, safe bike parking for both customers and employees could encourage increased use of bicycles in lieu of driving. This results in travel options, access to transit and reduced traffic.

The policy challenge is for the county to provide a bicycle rack to a private property owner for installation on private property. Currently, the county installs racks only on-county owned right-of-way, but this is often not available or is not located to be of benefit to the business due to building setbacks or other design considerations.

Recommendation

1. Develop a county-wide program that assists in providing bike racks to commercial/retail property owners. Property owners would be responsible for the installation.
2. Develop, possibly in coordination with another non-profit such as Westside Transportation Alliance, bicycle rack installation guidelines.
3. Pursue outside funding sources (such as Metro Regional Transportation Options grants) dedicated to establishing bicycle parking facilities at private commercial/retail/employment centers.
4. Amend Washington County Community Development Code 413-11 (Reduction of Minimum Off-Street Parking Requirements) to allow exemption of one (1) parking space for conversion to bicycle parking for sites having less than fifty (50) parking spaces. For sites having fifty (50) or more parking spaces – allow a reduction of up to 20% or up to three (3) spaces (whichever is less) for bicycle parking.

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5. Create a publication of public-friendly design criteria which allows for property-owners' custom bicycle rack designs that meet the structural and security measures required in existing code. (Similar to City of Portland, Bureau of Transportation, *Art Racks* non-standard bicycle rack application process.)
6. Test the program for up to two (2) years in the Aloha-Reedville Study area.
7. Develop and distribute program information to commercial and business property owners.

Performance Indicator

Increase number of secure bicycle parking facilities in existing commercial areas by 10% within 5 years. Monitoring will be based on applications received per year through funding grant program.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- Aloha Business Association for distribution of information
- Washington County Bicycle Transportation Coalition for distribution of information
- Westside Transportation Alliance
- Bicycle Transportation Alliance

Background

Increased county-wide, regional and state emphasis is being placed on multi-modal transportation options. Traffic congestion relief, clean-air initiatives and improving community health are all possible outcomes of creating a pedestrian and bicycle friendly business.

County efforts such as the 2005 Pedestrian Enhancements Design Guidelines and the 2012 Bicycle Facilities Design Toolkit illustrate the intentions to provide amenities that increase convenience and safety for those walking and biking. The Washington County *Greening the Code* Final Report, October 2012, notes a number of bicycle parking provision advantages which encourage bicycle commuting.¹

Current bicycle parking standards are part of the Comprehensive Framework Plan, Policy 14 Section b, 3) and Section 429-4, adopted April 14, 1994, Washington County 2020 Transportation Plan, Section 15.11, enacted October 29, 2002, and Community Development Code Section 429.

Similar guidelines are illustrated in state publications: Oregon Bicycle and Pedestrian Design Guide² and the Parking Made Easy, A Guide to Managing Parking in Your Community.³

¹ *Greening the Code Final Report*, Washington County Department of Land Use and Transportation, October, 2012 pages 19-20.

² *Oregon Bicycle and Pedestrian Guide*, Oregon Department of Transportation, 2011, pages 3-1 to 3-6.

³ *Parking Made Easy, A Guide to Managing Parking in Your Community*, Oregon Transportation and Growth Management Program, 2013, pages 57 – 61.

Current guidelines apply only to new development or redevelopment involving expansion of the structure or changes in use. An incentive-based approach is likely the appropriate avenue to increase facilities in existing commercial areas. A search of other jurisdictions yields no additional proposals to increase facilities in existing business areas.

Regarding replacement of vehicle parking spaces, the cities of Berkley, California and Boulder, Colorado⁴ have both found that allowing a reduction in automobile parking spaces in exchange for bicycle parking spaces allows more flexibility for bicycle parking standards. Although this is linked to new development, a similar argument could be used for additional facilities within existing commercial areas.

Applicable Performance Measures

Project Goal 4: Land Use basis for optimal mobility

Community Values: Prosperity, Safety, Health, Quality of Life

Community Vision Statements: Community Resources, Gathering Places, Alternative to Car, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan

Compatible with other planning efforts: Washington County's Greening the Code

Implementation Timeline

Near term, could be implemented within one year.

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⁴ *Analysis of the City of Eugene Bicycle Parking Standards*, University of Oregon Community Planning Workshop, September, 2005, page 10.



December 16, 2013

Aloha-Reedville Housing Action Housing Maintenance Code

Issue

Aloha-Reedville community members expressed concern about the condition of housing stock and/or general upkeep and maintenance issues in Aloha-Reedville. In particular, outreach conducted by Aloha Unite¹ in the immigrant/refugee and underserved communities during August and September 2013 indicated that participants were very concerned about health and livability conditions in rental housing and strongly supported the adoption of a housing maintenance program to deal with this problem. Approximately 105 residents participated in these activities.

The nature of community concern about housing conditions appears to be primarily focused on rental housing and on interior conditions that affect the health and safety of residents.

In addition to rental housing, a second, more limited area of concern was found to be vacant homes in limbo as a result of the housing crisis: homes in foreclosure, undergoing short sales or otherwise abandoned by their owners.

While Washington County does have codes and enforcement programs that address concerns such as overgrown grass and weeds, the accumulation of waste materials and abandoned cars, it does not currently have a code that addresses the interior or exterior conditions of residential buildings beyond major health and safety violations.

Thus the evidence suggests that there is community interest in further pursuing work on a housing maintenance code and enforcement program that addresses two primary areas: rental housing conditions (single family and multifamily) and unoccupied housing that is not being maintained. Aloha Unite has flagged this as a key action area for the communities they represent.

Going forward the approach should include research into the health and safety-related risks of poorly-maintained housing (a social determinants of health approach) and also tap into recent local Health Impact Assessments and regional and national research about these issues.

Recommendations

1. Identify a lead county agency to support this work.
2. Establish a Housing Maintenance Program Work Group that includes representatives from relevant county departments, Aloha Unite (or other coalition that includes Aloha

¹ Aloha Unite is a coalition of community based organizations including Community Alliance of Tenants (CAT), Organizing People Activating Leaders (OPAL), Oregon Somali Education Resource Center (OSFEC), Asian Pacific Americans Network of Oregon (APANO), Centro Cultural de Washington County and Adelantes Mujeres.

Unite members among others), Community Alliance of Tenants, property management associations, community residents and community property owners. With the assistance of staff, the Work Group should explore the need for a program, conduct national and regional research on the issue, identify the kinds of housing a program might regulate, and consider model codes and programs, enforcement options and funding mechanisms. The Work Group should complete its work and report back within one year.

3. Support efforts by community-based organizations to research, analyze, and broadly provide information on housing conditions and related community concerns.
4. Support the dissemination of information about existing code enforcement programs that address related community conditions such as weeds, trash, abandoned cars and health concerns such as pest infestation in abandoned buildings. (Code enforcement addressed in separate report.)

Performance Indicators

1. Lead county agency for this project identified within one year.
2. Work Group established within one year.
3. Report prepared within two years.
4. Letter(s) of support to Aloha Unite members for resources to continue to investigate and document housing conditions in the Aloha-Reedville area provided, if request(s) for a letter of support are made.

Lead Agency or Organization

A lead agency to take responsibility for this action needs to be identified.

Partnering agencies or organizations could include:

- Aloha Unite or other coalition of community based organizations, or directly with those organizations
- Property management associations (e.g., Multifamily NW, Rental Housing Association of Greater Portland)
- Tenant groups (e.g., Community Alliance of Tenants),
- Aloha -Reedville residents (including renters, homeowners, and residents from typically underrepresented groups)
- Aloha-Reedville residential property owners
- County departments with expertise in environmental health, building and safety (e.g., fire) codes and enforcement programs.

Background

This background material provides information about what is currently known about housing conditions in Aloha-Reedville and also recommends a direction for future research and action in this area.

General Information about Aloha-Reedville's Housing Stock

The *Aloha-Reedville Study Existing Conditions Report* (June 2012) contains the following information about the study area's housing stock:

- The Aloha-Reedville study area contains approximately 15,750 residential parcels.
- Aloha-Reedville's housing stock is of the same general age as surrounding Washington County; over half was built after 1980, and one in five units was built since 2000.
- Approximately 64% of all housing units are detached single-family homes; approximately 80% of these are owner-occupied, and 20% are renter-occupied.
- Approximately 36% all housing units are attached single-family homes or multi-family homes; approximately 25% of these are owner-occupied, and 75% are renter-occupied.
- While Aloha-Reedville's homeownership rate of 62% is similar to that of the county, state and country, these communities have a larger share of multi-family homes that are owner-occupied (25%) than the county as a whole (20%) AND ALSO a larger share of single-family homes that are renter-occupied (20%) than the county as a whole (10%).
- Approximately 42% of Aloha-Reedville's homeowners pay more than 30% of their income for basic housing costs, about the same as Portland Metro (40%) and slightly higher than the county (36%).
- Nearly half (49%) of renter households pay 30% or more for housing costs in Aloha-Reedville. This is slightly higher than Washington County overall (46%).
- Aloha-Reedville' median rent in 2009 (\$930) was higher than that of Washington County (\$870).

If a housing maintenance code is developed that affects owner-occupied housing, the financial circumstances of homeowners should be considered, and representatives of this population should be included in the planning process. However, instead of a housing maintenance code that applies to owner-occupied housing, access to affordable credit (e.g., low interest loans) and rehabilitation programs may be a better solution for this subset of residential properties.

If a housing maintenance code is developed, the impact on housing cost-burdened renters should be considered. Both the possibility of landlords raising rents in anticipation of the adoption of a code and also the possibility of transgressing landlords retaliating with higher rents if fined should be considered. Rents on average are already higher in Aloha-Reedville than in other parts of the county. This may be due, in part, to the higher share of rental units that are single-family detached homes in these communities.

Field Survey of Housing Conditions

In 2011-12, the Department of Housing Services conducted a field-based survey of the exterior conditions of a stratified sample of housing properties in the Aloha-Reedville study area. The sample consisted of 338 randomly-selected market-rate properties and all 76 subsidized properties in the area. The majority of properties surveyed were single-family detached housing units; however the sample also included single-family attached homes, multifamily buildings, multifamily complexes consisting of several buildings and manufactured housing units. Below are highlights of this study; the complete report can be found in the *Aloha-Reedville Study and Livable Community Plan Existing Conditions Report*, Appendix 4 Housing, Appendix 2.

- Overall, 98% of market-rate and 97% of regulated affordable properties were in “moderate” or better condition (score of 3 to 5 on a five-point scale). A total of 7 market-rate properties and 2 regulated affordable properties scored a 2 for condition. A quarter of market-rate properties (27%) were in “great” condition, as opposed to 11% of regulated affordable properties.
- In general, the building envelopes of 88 – 97% of properties surveyed were rated as being in moderate or better condition (scale of 3 to 5 on a five-point scale).
 - 96% of market-rate properties and 98% of regulated affordable properties had roofs that were rated 3 – 5.
 - 96% of market-rate properties and 88% of regulated affordable properties had siding rated as being in “moderate” or better condition.
 - 96% of market-rate properties and 97% of regulated affordable properties had windows and doors rated as being in moderate or better condition.
- In general, landscaping was at least moderately maintained. 94% of market-rate and 92% of regulated affordable properties had yards and landscaping in “moderate” to “great” condition. 78% of market-rate properties and 62% of regulated affordable properties had no overgrown foliage.
- The incidence of graffiti and trash appeared to be very limited. No properties had “much” yard debris or trash (rating of 1-2), and 78% of market-rate properties and 57% of regulated affordable properties had no yard debris or trash (rating of 5). Approximately 98% of market-rate and 92% of regulated affordable properties were free of graffiti; no properties had “much” graffiti (rating of 1 or 2).

This study provides excellent baseline data about exterior housing and residential property conditions and serves as a model for follow-up, comparative analyses. Very little is known about the interior conditions of houses and apartments in Aloha-Reedville.

Community Feedback about Housing Conditions in Aloha-Reedville

Outreach by Aloha Unite

Under the umbrella of Aloha Unite, eight community-based organizations (Asian Pacific American Network of Oregon (APANO), Organizing People, Activating Leaders (OPAL) Environmental Justice, Community Alliance of Tenants, Oregon Somali Family Education Center, Centro Cultural, and Adelante Mujeres and the Center for Intercultural Organizing) have conducted community workshops and leadership development activities to support the involvement of communities of color, new residents to the US and people whose primary language is not English in the Aloha-Reedville planning effort.

In September – October 2013, Aloha Unite conducted five outreach events to obtain feedback on draft actions items in the areas of housing, economic development and transportation. A total of 105 people attended these events, of whom 89 participated in a survey about their concerns. Approximately 68% of survey respondents lived in rental housing in Aloha-Reedville.

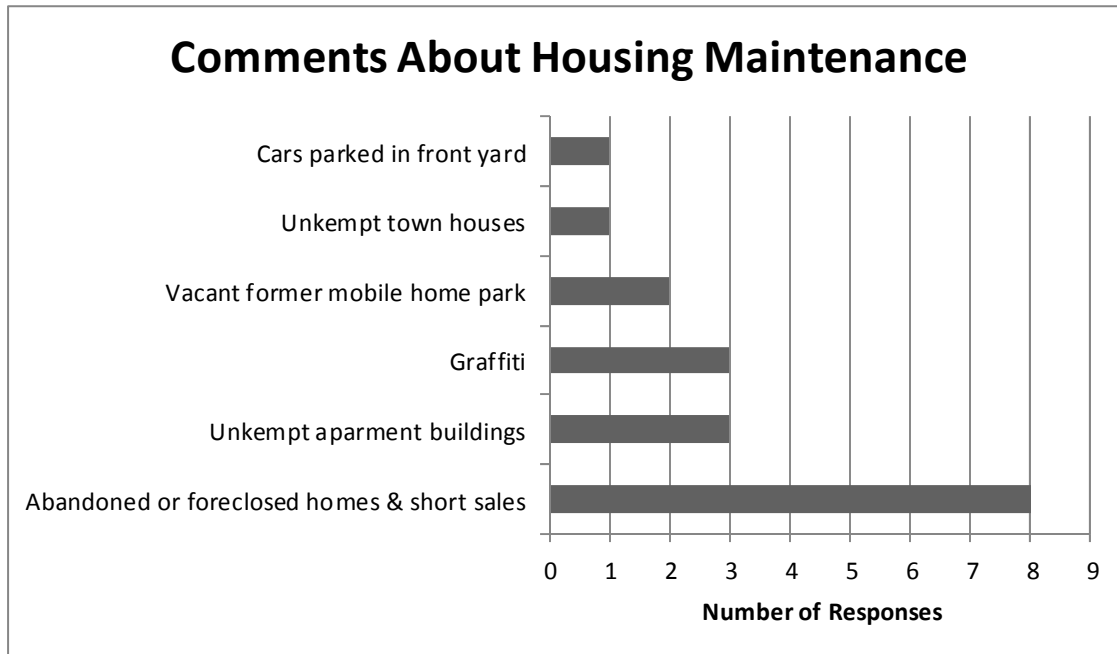
The majority of comments recorded on the survey pertained to housing conditions, safety or health. Aloha Unite received 53 survey comments about poor living conditions, such as the following examples:

- Black mold has been here for three years.
- Mold in the vent. Told apartment employees, but the problem hasn't been fixed.
- Stove top exploded and kept getting hotter. They finally changed it, but I could have died.

Participants also expressed frustration with having their requests for repairs ignored. One participant said, “Managers don’t listen. They say they fix it, but they really don’t.”

General Community Comments about Housing Conditions

Throughout the study project staff tracked and posted public comments made at community workshops, outreach events and through the project website. The compilation of over 4,500 public comments received through July 2013 included 185 comments about housing (4%). A significant proportion of the comments reflected concerns about changes in the neighborhood, but it was not clear that all of these concerns related to housing maintenance. Eighteen specifically cited issues with housing maintenance (approximately 10% of housing comments and .4%--less than half of a percent—of all comments). They can be categorized as follows:



Source: Aloha-Reedville Study, Final Matrix of Comments, July 18, 2013

Nearly half of those who mentioned a housing maintenance issue were concerned about foreclosed homes, abandoned homes or those being transferred through a short sale ---in other words, those with unclear or changing ownership and stewardship. While accurate data about foreclosed homes or the share of homeowners who are seriously in arrears on mortgage payments is not currently available, it appears that foreclosed and abandoned homes represent a

small portion of the overall housing stock in the Aloha-Reedville study area, and there does not appear to be concern about widespread disinvestment. Three participants expressed concern about poorly maintained rental housing.

Future consideration of rental property conditions should involve community-based research about interior conditions. Most of the other issues mentioned would not be solved by the adoption of a housing maintenance code and some could be addressed by existing code enforcement programs dealing with graffiti, grass and weeds, and abandoned vehicles.

The public comments represent open feedback on a wide array of topics of the participants' choosing and were used to help identify potential community concerns. During public workshops in winter 2013, the Aloha-Reedville community was asked more directly about areas of concern. Through a polling process, residents identified Housing Maintenance as an area that they wanted staff to investigate further.

Existing Washington County Codes that Address Common Neighborhood Problems

Washington County departments and other public agencies enforce codes related to other neighborhood conditions that affect the habitability of the community. The issues addressed include:

Health and Human Services:

- General nuisances
- Accumulation of garbage
- Uncontrolled growth of weeds and brush
- Abandoned wells and septic tanks
- Vectors (such as rats and mice)
- Abandoned appliances (that pose a threat to public health or the environment)

Animal Services:

- Barking dogs, loose animals, animal neglect: Animal Services, Animal Control Division

Planning and Development Services:

- Building code violations
- Land use violations

Sheriff's Office

- Abandoned and disabled vehicles in right-of-way
- Neighborhood parking problems
- Noise

Tualatin Valley Fire and Rescue

- Fire safety (primarily large institutional uses like nursing homes)

The visibility of these other enforcement channels is being considered as a separate but related Aloha-Reedville Study strategy. In the short term, improving community awareness of existing code enforcement programs in the county may help address many of the exterior conditions of concern to neighbors.

Housing Maintenance Codes and Health Impact Assessments in Other Jurisdictions

The International Code Council (ICC), a national organization that develops and promulgates model building codes for local adoption, has published a model property maintenance code entitled “International Property Maintenance Code” (IPMC - 2012 Edition). The IPMC regulates a building's structural and weather-resistance performance, light and ventilation, maintenance and location of plumbing facilities, water supply systems, sewage disposal, mechanical systems (e.g., heating and electrical), and fire hazards. This code could be used as the basis for developing a local code.

Several Oregon jurisdictions have adopted codes that apply to residential structures and go beyond fire and life safety codes in their requirements. Appendix A contains a summary of features of the codes from four jurisdictions. Three of the codes (Tigard, Beaverton and Junction City) address interior and exterior conditions in all residential structures in the jurisdictions. The Gresham code addresses interior and exterior conditions in rental properties only and enforcement is pro-active as well as complaint-driven. Clackamas County is in the process of adopting a housing maintenance program that looks to the IPMC code for its standards.

Because of the links between housing conditions and health some communities have used a “Health Impact Assessment” (HIA) approach to analyzing the need for housing maintenance codes. These HIAs draw upon research that links specific health problems to poor housing conditions. Problems like asthma disproportionately affect low income households who have the fewest resources to address chronic health problems once they are manifest. The health problems have cascading and far-reaching consequences and can impact individual outcomes such as school performance and work absenteeism. They also affect the broader community through higher health premiums, higher disability levels, and work absenteeism. Oregon Public Health Institute conducted a HIA for the City of Portland regarding housing maintenance code enforcement options; this study contains a literature review that summarizes key links between housing and health. (See <http://www.orphi.org/strategic-projects/ophi-hia/>.)

Key Issues in Developing a Housing Maintenance Code

Should Washington County decide to pursue a housing maintenance code enforcement program key questions that will need to be considered include the following:

- Which groups should be involved in the development of a housing maintenance code enforcement program? (e.g., landlords, tenants, health department, building department)
- Should a “social determinants of health/Health Impact Assessment” framework be used to assess the need for a housing maintenance program?
- What kind of residences should be included? (e.g., rental/owner-occupied, single-family/multifamily, vacant/occupied) (Note: some codes have provisions for vacant “derelict buildings” and separate provisions for occupied structures)
- Should the code apply to interior or exterior conditions, or both?
- What standards should be applied?
- Should the enforcement program include proactive inspections as well address complaints?
- What source of funding will pay for enforcement?

- What agency should administer the code? How many inspectors are required?
- What should the process be for seeking remedies to a code violation? What should the fine structure be?
- Should the program include incentives as well as regulations and penalties?
- How will tenants be protected from retaliation by the landlord?
- What geographic area should the program cover?
- How will the County publicize the code? What informational resources should be available?
- How will the County work with property owners with code violations who are low income, elderly and/or disabled and unable to afford the cost of improvements or maintenance? What resources exist to assist these households?

Applicable Performance Measures

Project Goal 7: Housing Equity and Opportunity Strategy

Community Values: Prosperity, Safety, Health, Quality of Life

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Housing Equity and Opportunity Strategy

Compatible with other planning efforts: Yes.

Implementation Timeline

- Identify lead agency: Within one year
- Establish Work Group: Within one year
- Report from Work Group: Within two years.

Appendix A: Housing Maintenance Codes in Oregon

The list below includes a short summary of the purpose and purview of housing maintenance codes in four Oregon jurisdictions. This list is not inclusive of all Oregon jurisdictions with such codes.

Tigard: Property Maintenance Regulations

- **Purpose:** Establishing and enforcing minimum standards for residential structures regarding basic equipment, facilities, sanitation, fire safety, and maintenance.
- **Types of Structures Covered:** All residential property
- **Standard:** All residential property shall be maintained to the building code requirements in effect at the time of construction, alteration, or repair and shall meet the minimum requirements described in this chapter.
- **Coverage:** Various exterior and interior conditions, including roof, siding, windows, doors, chimneys, major systems (plumbing, electrical, HVAC, etc.) insects, rodents, moisture, fire safety, and more.
- **Contact:** Hap Watkins, Code Enforcement Officer, HAP@tigard-or.gov 503-718-2440.
- **Code:** http://www.tigard-or.gov/business/municipal_code/docs/14-16.pdf

Junction City: Residential Maintenance Code

- **Purpose:** To provide minimum requirements for the protection of life, limb, health, property, safety, and welfare of the general public and the owners and occupants of residential buildings.
- **Types of Structures:** All buildings, or portions thereof, used, or designed or intended to be used, for human habitation.
- **Standard:** All buildings shall meet the requirements of the State Building Code
- **Coverage:** Structural soundness, weather protected, safe electrical system, ventilation, adequate sanitation (water, sewage, lack of infestations, etc.), lack of weeds, vegetation, junk, dead organic matter, combustible materials, and similar materials or conditions constitute fire, health, or safety hazard, and more.
- **Contact:** Tere Andrews, 541-998-2153.
- **Code:** <http://www.codepublishing.com/or/junctioncity/>

Gresham: Rental Housing Inspection Program

- **Purpose:** To establish minimum livability standards for residential rental properties covering both interior and exterior conditions.
- **Types of Structures:** All rental properties, including single-family homes, duplexes and apartment complexes.
- **Standard:** 2006 International Property Maintenance Code published by the International Code Council.
- **Coverage:** Health hazards, fire and life-safety hazards, protection from the elements. Checklists of interior and exterior conditions inspected available online.
- **Contact:** rentalinspection@greshamoregon.gov , 503-618-2248
- **Website (with links to Code):** <http://greshamoregon.gov/rentalhousing/>

- Notes: Proactive rental inspection program. Properties eligible for inspection every three years; sample of eligible properties inspected. Program financed through annual rental housing license that costs \$35 to \$55 per unit per year, depending on the number of units on a property.

Beaverton: Housing Maintenance Code

- Purpose: To protect the health, safety and welfare of Beaverton residents, to prevent deterioration of existing housing, to preserve and enhance the quality of life in residential neighborhoods, and to prevent or reduce urban blight by establishing minimum residential property maintenance standards.
- Types of Structures: All residential property
- Standard: A dwelling shall be constructed, altered or repaired in accordance with the standards of the applicable building code in effect at the time of construction, alteration or repair.
- Coverage: Minimum habitability standards (water, sewer, trash removal & electricity). Various external and internal conditions, including roof, siding, windows, doors, chimneys, major systems (plumbing, electrical, HVAC, etc.) insects, rodents, moisture, fire safety, and more.
- Code:
<http://www.codepublishing.com/or/beaverton/html/Beaverton08/Beaverton0807.html>
- Website: <http://www.beavertonoregon.gov/index.aspx?NID=589>
- Contact: (503) 526-2270



December 23, 2013

Aloha-Reedville Economic Development Action
Economic Development Implementation and Planning
(Marketing Program)
(Storefront Improvement Program)

Issue

A number of discrete actions for enhancing the economic competitiveness of Aloha-Reedville have been identified by the participants in this planning process, including:

- Identifying small projects that improve the look, feel, and ambience of the project area using community and business resources.
- Implementing catalyst projects to help jumpstart development and redevelopment within the study area and determining the actions to move the project forward.
- Securing gap funding for attracting investments to projects.
- Securing potential one-time grant and ongoing funding sources for gateway, streetscape, safety, infrastructure, planning, and marketing activities.

Each of these actions, along with those put forward by the housing, transportation, and land use workgroups, will support the vision for a vibrant Aloha-Reedville community. However, for a truly sustainable implementation program to be successful, and one that effectively leverages projects across the different disciplines, a management structure must be in place to coordinate projects, communicate with stakeholders, and support implementation.

The term “economic development implementation” can have a number of meanings. While it can often mean actively recruiting businesses to a targeted area, it can also mean simply coordinating the activities and investments of many different players, which is the meaning used here. An example list of activities and services that could fall within the purview of an economic coordination and implementation structure includes:

- Development, monitoring, and implementation of economic development vision and work plan.
- Marketing, branding and promotion. This was initially identified as a standalone Action Item in the plan, but in order for a marketing program to be successful, it needs an

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implementing body with the knowledge, budget, and authority to carry it out. Therefore, it is addressed as a subset of this issue paper.

- Forming partnerships.
- Identification of funding sources.
- Joint venture and sharing of resources on projects.
- Grant writing.
- Event planning and coordination.
- Representing the community in policy, multi-jurisdictional and regional issues.
- Land acquisition and assembly.
- Project/property development and redevelopment.
- Planning/managing/administering storefront/façade improvement program. This was initially identified as a standalone Action Item in the plan, but in order for a storefront improvement program to be successful, it needs an implementing body with the knowledge, budget, and authority to carry it out. Therefore, it is addressed as a subset of this issue paper.
- Potential role in identifying, designing, funding and constructing streetscape and other public improvements.
- Possible participation in urban renewal planning, programming, and administration

Washington County currently does not provide coordinated economic development implementation services, as that is typically a function of cities. Some of these services are provided for specific projects in the county by certain departments, but no single structure exists that would provide for dedicated implementation support for Aloha-Reedville across all of these disciplines. Furthermore, it is the County's policy that countywide resources (general fund dollars) not be spent on area-specific programs. This means that new funding must be found to support a program where the County would provide internal staff support for a coordinating implementation organization. This issue paper outlines several models of implementation that could be considered when and if the county decides that it is appropriate to put into place a dedicated implementation organization for Aloha-Reedville.

Recommendation

1. Continue to explore the coalition implementation model described below so that a structure can be put into place when the county is ready to move forward with implementation.

2. Also continue discussions with Beaverton and Hillsboro regarding the potential for them to provide some implementation services.
3. Seek out special funding to allow the County to provide staff support for an Aloha-Reedville implementation organization.

Performance Indicator

Measure the capacity of community organizations to take “ownership” of and implement projects identified in this plan. This could be measured by noting whether each action item in the plan has a qualified entity in place to implement it.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action in the short term until a specific structure is in place, but could share or contract out the responsibility with a partner for implementation over the long term.

Partnering agencies or organizations and potential roles could include:

- Aloha Business Association for support.
- Hillsboro and Beaverton might administer programs already in place on behalf of the County for an extended area outside of the city boundary to include Aloha-Reedville.
- Other Community Development Corporations that might take on shared responsibility.
- A new Economic/Community Development Corporation to lead the advocacy with the County, Hillsboro and Beaverton on behalf of the Aloha-Reedville community.

Background

The Existing Conditions Report prepared as a key underpinning of this project indicates a number of strengths and weaknesses associated with the economic development prospects for Aloha-Reedville. Among the *strengths*: the area’s location between two major Westside economic centers, the ability to draw from the large regional labor pool, lower home ownership costs, transit service, ethnic diversity, and well-established industry clusters. The Report identified the key *weakness* threatening the economic development prospects for the area as being the lack of a cohesive economic/community development vision, and the lack of a dedicated economic development expert or group to advocate on behalf of the business community and area residents and coordinate implementation of various plan elements.

An initial list of ideas generated through this project includes a number that hold real promise for improving business, community vitality, and quality of life such as: gateways and gathering places, farmers markets, neighborhood commercial uses, streetscape improvements and design

standards, a streamlined permitting process, special events, sidewalks and safety improvements, access to transit and improved amenities, signage and wayfinding improvements, storefront improvements, and branding/marketing efforts. To be successfully implemented, each of these actions needs an “owner,” that is, an agency, organization, or other entity that is empowered with making the project happen, has funding and human capacity to carry it out, and is legally able to provide that function.

Within the project area and surrounding region, there are topic-specific community development corporations, business organizations, and interested parties operating independently to help improve various facets of the economy but there is no overarching, coordinated effort or entity working to leverage the efforts of various interests in achieving economic development objectives.

The project team researched and evaluated several implementation models that could potentially be put into place to solve this challenge. This research involved telephone and in-person interviews with leaders from local community development corporations and case study research of what other counties have done in this regard. The models that were studied, and the analysis of findings, are noted below.

County-Led Economic Development Function

Description: One model to consider is creating an Economic Development function at the County level, whether it is lodged within an existing department as a function or division, or as a standalone department. This model is similar to the robust model currently in operation in Clackamas County, where staff provides a wide range of business development and economic revitalization services to both incorporated and unincorporated communities. Such a function could provide a range of economic development coordination activities for Aloha-Reedville as well as for the other unincorporated areas within the county. It could also consider a role in coordinating these activities with those in place within County’s incorporated cities that do not provide or may wish to participate in them. This model would carry with it some administrative costs to set up a department, in addition to whatever costs are involved in project implementation. These costs are estimated at up to \$150,000 per year for staffing plus any additional costs for specific programs.

Analysis: Current county policy does not support this model since it would involve dedicating countywide resources to a specific portion of the county. It could potentially be viable if new funding were made available that did not take away from countywide resources. That said, the creation of a new function is a major policy shift and would only be possible after significant policy discussions at the board level.

Community/Economic Development Corporation

Description: A community development corporation (CDC) is a nonprofit organization – often set up by residents, business owners, civic associations and others – incorporated to provide programs, offer services, and engage in activities that promote and support community development. CDCs often focus on housing, education, job creation, community organizing, and real estate development, usually at the neighborhood or community level. A variation on the CDC with potential applicability to Aloha-Reedville would be an Economic/Community Development Corporation (ECDC), a nonprofit organization with a diverse board of directors representing a variety of interests including the County, existing CDCs, affordable housing developers, business promotion organizations, community organizations, and others. As a nonprofit entity, the Aloha ECDC could be a receiving body for a variety of grants and private donations, and could potentially take on many direct implementation activities. ECDC staff would be responsible for outreach to the business community, grant writing, and advocacy at various levels. More importantly, the ECDC could ensure that its own activities and those of its member organizations are closely coordinated so as to eliminate overlap, strengthen joint grant proposals, and increase the cohesive communication to the community and public officials. Such a multi-party corporation could be charged with facilitating the creation of an overarching vision and set of desired outcomes for developing the economy of the Aloha-Reedville community, and for designing, championing and carrying out a strategic action plan for achieving those outcomes. With many members, administrative costs for the ECDC could be spread across multiple organizations, keeping the costs to any individual organization low.

Analysis: The ECDC model would be challenging to implement, as it would require the creation of a brand new organization that would need to draw resources from already strapped community organizations. This could result in turf battles on the one hand and mission creep on the other, as each partner becomes stretched thin. Similar to the County-led economic development function described above, it would be difficult for the County to provide seed funding given current policy that limits the County’s ability to spend countywide dollars for the benefit of a limited project area.

Multijurisdictional Partnership with Hillsboro and Beaverton

Description: An alternative structure would be for the County to work with existing economic development departments in Beaverton and Hillsboro to provide implementation services in Aloha-Reedville through contracts with each of those cities, most likely along the future municipal service boundaries defined in SB-122. Since each city already provides a diverse range of economic development services and implements a range of community development activities, the County may be able to leverage this institutional knowledge and avoid duplication. Each city, in turn, may see value in serving Aloha-Reedville by ensuring that its neighboring community is as economically vibrant as possible.

Analysis: Additional outreach to the two cities is needed to better understand their interest in and capacity to expand their services into unincorporated Aloha-Reedville. This model has several benefits in that it leverages existing technical knowledge within each city without the County having to “learn on the job” with new staff. It also creates a strong collaborative engagement with each city, which could pave the way for future discussions regarding annexation. However, the cities would not provide these services for free – the County would need to find special revenues to support the city contracts since current County policy is that countywide funds not be spent for projects in limited geographic areas. The cost of these contracts would vary depending on the specific services being provided.

Community Coalition Model

Description: A community coalition is a formal or informal organization of like-minded groups and individuals with a shared community purpose. The structure and formality of a coalition can be as varied as the types of projects that they focus on. In the case of Aloha-Reedville, a coalition could be formed to provide coordination among organizations, to advocate at the county and regional levels, to pursue funding, and even to implement projects. Importantly, coalitions create communications channels where different organizations can coordinate their efforts, creating opportunities to leverage limited resources and create stronger impacts. Numerous coalitions already exist in the region. One that provides a good model for consideration in Aloha-Reedville is the Housing and Supportive Services Network (HSSN), which was formed to provide a continuum of care solution to address homelessness in Washington County. It is coordinated by Washington County staff, but works collaboratively through its many partner organizations and subcommittees to ensure that homeless programs are coordinated effectively throughout the county. With a more geographic focus, a similar structure could be viable to ensure economic development efforts are coordinated in Aloha-Reedville.

Analysis: The coalition model is potentially a very viable model for use in Aloha-Reedville. The HSSN program provides a local precedent and example of how the County has provided a leadership role in coordinating implementation across many players. In the case of Aloha-Reedville, new funding would still need to be provided for staff support since current County policy does not support using countywide funds for area-specific programs (the HSSN program is countywide). With the extensive involvement of partner organizations and stakeholders, the limited administrative overhead involved, and the precedent set by HSSN, the coalition approach may be the most viable implementation model of those studied in this process. Administrative costs would support a full or part-time coordinator and could be expected to be less than \$100,000 per year.

Conclusion

A permanent implementation organization is essential for the successful carrying out of any plan, especially one as multifaceted as the Aloha-Reedville Study. Washington County currently does not have in place a structure to carry out that implementation role and there are funding and policy challenges to putting into place such a function today. The research indicates that there are several potential models that could allow for ongoing implementation support with a relatively small role for the County. Among these, a community coalition model appears to have the greatest promise and should be studied further, as it is similar to existing structures and would require relatively little financial commitment.

Applicable Performance Measures

Project Goal 5: Capitalize on new development

Project Goal 6: Identify viable funding tools

Community Values: Prosperity, Health, Quality of Life

Community Vision Statements: Community Resources, Attractive Community, Leadership

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Economic Development, Housing, Land Use, Transportation

Compatible with other planning efforts: Town Center Plan, Marketing, Storefront Improvements, Funding Tools, Urban Renewal, Housing

Implementation Timeline

Continue to meet with Aloha-Reedville stakeholders and organizations to gauge interest in participating in a coalition. Seek out funding opportunities that could support the creation of a staff position to provide administrative support for a coalition or other implementation structure.



December 23, 2013

Aloha-Reedville Economic Development Action Funding Tools

Issue

Many of the changes desired by the Aloha-Reedville community, such as the revitalization of TV Highway, new sidewalks, lighting improvements, more diverse and affordable housing types, open spaces and connections, and other projects require funding not currently available in the County's budget. In order to be able to carry out the projects and actions described in the Aloha-Reedville Study, additional funding sources will need to become available. Phase 1 research for the Aloha-Reedville Study identified a long list of possible funding tools and strategies, but did not identify or prioritize specific funding sources that should be pursued since the types of projects that needed to be funded was not yet known. Now that more detail is available about the types of projects that will need funding, it is appropriate to refine the funding toolkit to identify funding sources and strategies that should be pursued in the short-term timeframe.

Recommendation

Two short-term funding applications are recommended, along with a strategic action, as described below:

1. **Pursue Construction Excise Tax (CET) Grant for Town Center Refinement Plan.**
Pursue a CET grant for the Town Center Refinement Plan or other planning efforts arising from the Aloha-Reedville Study. The grant cycle typically opens in late winter. If at all possible, the County should pursue a grant for the 2014-2015 award cycle, which should begin in January-February of 2014. If the County misses this deadline, then it could be pursued the following year in 2015. Should the County decide to move forward with creating an urban renewal area in the future, a CET grant could also be pursued for a feasibility study and plan development.
2. **Pursue Transportation Growth Management (TGM) Grant for Town Center Refinement Plan.** ODOT, in conjunction with DLCD, awards grants for planning projects integrating land use and transportation. The Town Center Refinement Plan would be a likely project to receive funding due to the confluence of transportation and land use issues, which are core criteria for TGM projects. This could be combined with CET funding (above) or pursued separately if CET funds are dedicated to another project.

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- 3. Assign funding toolkit monitoring to economic development entity.** The funding toolkit is a dynamic document that should continually be updated by future economic development partner (see Economic Development Implementation action item). Other funding tools, including housing specific tools should be explored and strategically combined as the Livability Plan moves toward completion and projects start to line up for implementation. The economic development entity will be critical to the successful pursuit of grants and other funds.

Performance Indicators

Increase in grant and other new funding revenues to the project area for implementation.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action, particularly to monitor and secure those funding tools that are within the County's authority to pursue.

However, many other funding tools require the participation of private or nonprofit partners, so the County may share or hand off responsibility for several funding tools to the economic development entity that takes the lead role for Aloha-Reedville.

Partnering agencies or organizations could include:

- Aloha Business Association for support.
- Hillsboro and Beaverton may seek grants and administer funding programs on behalf of the County for Aloha-Reedville.
- Other community development corporations that might take on shared responsibility.
- A new economic/community development organization that might take on shared responsibility, especially the advocacy for the Aloha-Community (see Economic Development Implementation action item).

Background

The accompanying matrix connects funding tools with the Action Items being considered in the Aloha-Reedville Study, with an eye toward implementable projects. This matrix is an update to the funding toolkit generated for Phase I of the Aloha Reedville Community Livability Plan by including only those funding tools that are likely to be available to the project area and that can be directly applied to specific actions. The "Implementer/Applicant/Administrator" column identifies the party in charge of carrying projects forward for implementation and in most cases would be the grant applicant. The "Funding Cycles" column provides information about funding cycles, when available, in order to guide County resources in making grant applications.

Applicable Performance Measures

Project Goal 5: Capitalize on new development

Project Goal 6: Identify viable funding tools

Project Goal 7: Maintain and expand housing affordability

Community Values: Prosperity,

Community Vision Statements: Community Resources, Housing, Jobs

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Town Center Framework Plan, Economic Development Strategy, Corridor and Streetscape Plan, Bike/Ped Plan, Housing Equity Plan

Compatible with other planning efforts: Town Center Framework Plan, Economic Development Implementation, Urban Renewal

Implementation Timeline

Near and long term. Potential funding sources have been identified for projects such as the Town Center Refinement Plan that should be sought in the next funding cycle, beginning as early as 2014. Other funding sources will be connected to implementation actions and should be pursued over the next one to 10 years, depending on the project.

Economic Development Funding Tools

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|---|---|---|--|--|--|--|
| Transportation Growth Management (TGM) Program | Grants for planning projects that lead to more livable, economically vital, transportation-efficient, sustainable, pedestrian-friendly communities. | County | Transportation systems planning for a range of transportation options; integrated land use and transportation planning to promote compact mixed-use development | Competitive process for planning only | 40 Town Center Implementation | Pre-applications in March, with applications due in June. Awards are made every October |
| Metro CET Grants | Planning grants for local jurisdictions within the Metro area. | County | Planning projects inside the UGB. Half of funding reserved for new urban areas and rural reserves | Competitive process for planning only | 37 Urban Renewal 40 Town Center Implementation | Grant cycle begins in February. |
| OPRD Park Grants | Outdoor recreation projects open to the public | Cities, Counties, parks and port districts | Land acquisition, development and major rehabilitation Small projects max of \$15,000 Large projects max of \$750,000 Requires a match for cities with over 25,000 population | Statewide competitive process with limited budget | 27 Regional Trails | Grant cycle begins in February Applications are due in April |
| Metro Nature in Neighborhoods capital grants | Land purchases or other capital improvements that provide access to nature and engage the community and lead to more livable neighborhoods | Neighborhood and community groups, nonprofit organizations, schools, cities, counties and public park providers | Minimum of \$16,600 (Project cost min. of \$50K with a 2:1 match) | Competitive process with limited budget. | 27 Regional Trails | Letters of interest typically submitted in November for the following year, with full applications due in January. |
| Tax Increment Financing/ Urban Renewal | Captures growth in assessed value inside a boundary for reinvestment in capital projects that reduce blight. | County and/or cities | Property acquisition, storefront and streetscape improvements, gap financing, public infrastructure provision. | Requires urban renewal plan and report. Typically managed by a city, not county, although counties are legally empowered to form a TIF district. | 24 Sidewalks Near Schools 27 Regional Trails 28 Neighborhood Bikeways 29 Wayfinding 35 Street Lighting 38 Marketing 39 Storefront Improvements 40 Town Center Implementation 43 Gateways 45 Land Assembly | |

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|---|--|--|--|---|---|----------------|
| Local Improvement District | A local improvement district is a geographic area in which real property is assessed to defray all or part of the costs of a public improvement. Costs are apportioned according to the estimated benefit that will accrue to each property. | County with consent of property owners | Paving streets, building sidewalks, street lighting, installing stormwater management, improving streetscapes. | Must meet state and County law. Can have relatively high admin costs. Usually requires extensive political outreach, as property owners must agree to the tax increase. | 35 Street Lighting 24 Sidewalks Near Schools | |
| New Market Tax Credits | Tax credits designed to support business and development in low-income communities. | Private developer in conjunction with qualified community development entity (CDE) | Large-scale projects that serve low-income communities and create jobs | Must work with a qualified CDE; Only certain parts of Aloha-Reedville are in qualified census tracts (see map) | | |
| Economic (or Business) Improvement Districts | A fee on property or business owners for the purpose of improving and maintaining the district. | County with consent of property and/or business owners. | District marketing, streetscape improvements and maintenance, signage. | Requires strong organization to be in charge of implementation. Broad support from business community essential. | 41 Economic Development Implementation | |
| Enterprise Zones | Waiver of property taxes for qualified businesses for 3 to 5 years. | County | New businesses or expansion of an existing business. Biggest benefit to large manufacturing business with lots of taxable equipment. | Geographically limited. Can counteract other property tax based funding tools such as urban renewal. | | |
| Metro Transit Oriented Development | Metro provides funding through public/private partnerships, investments and incentives in key development projects located near transit. | Metro with County and/or developer as applicant | Mixed-use housing projects near transit | Project must contribute to regional planning objectives and be within 1,500 feet of mass transit station. Limited funding available. | 40 Town Center Implementation | |
| Storefront Improvement Grants | Grant used to improve storefront facades including paint, lighting, awnings or other architectural upgrades. | County/ Urban Renewal District/ other | Usually a matching grant that requires a contribution from the property or business owner. | Typically funded and administered through urban renewal, but could be funded through another source. | 39 Storefront Improvements 40 Town Center Implementation | |

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|-----------------------------|---|---|---|---|----------------------------------|--|
| Meyer Memorial Trust | Grants made available to nonprofit organizations for capacity development and program implementation. | Nonprofit community organizations | Grants, and sometimes loans, for project development, capacity building, and many other functions of nonprofit organizations. | Competitive program, applicants must meet certain eligibility criteria. | 41 Economic Development Advocacy | Some grant programs have no deadlines, others have several cycles each year. |

Housing Development Funding Tools

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|--|---|--|--|--|---|-------------------|
| Residential Loan Program (Bonds) | Oregon Housing and Community Services (OHCS) issued tax-exempt mortgage revenue bonds through private lender. | Borrower/ Property Owners. | Eligible housing includes existing or new construction home; condo units in a qualified PUD; manufactured housing permanently affixed to foundation. | Restricted to low and moderate income borrowers. Purchase price limits, except waivers in target areas | 13 Fair Housing 12 Aging in Place 20 Housing Rehab options 22 Land Trust Program Options | Ongoing |
| Downpayment Assistance Programs | Provides down payment assistance to first time homebuyers | OHCS awards assistance to partner organizations including Proud Ground which serves Washington County. | First time home buyers meeting income guidelines and attending a homebuyer education program. | Funding may not always be available. | 13 Fair Housing 22 Land Trust Program | Ongoing |
| Individual Development Accounts (IDA) | Prospective homebuyers save for a downpayment and closing on a monthly basis and the borrowers savings are matched by Neighborhood Partnership Fund sufficient to complete the purchase | OHCS and NPF provide the funding of nonprofit providers who work with prospective homeowners and/or entrepreneurs. | CASA of Oregon distributes funds to nonprofit providers including Bienestar, Inc which provides housing and services to western Washington County and specifically residents of Aloha Reedville. | Income restrictions for the Borrower as well as resale limitations based on affordability. | 13 Fair Housing 22 Land Trust Program | Ongoing |

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|--|---|---|---|--|---|---|
| Deferred Interest Bearing Loan Program (DIBL) | To assist low income owner occupants in making needed repairs to single family dwellings that do not meet accepted standards or which have one or more major systems in need of repair because of failure or near failure. | Funding is from the Washington County CDBG allocation and Borrower is responsible for repayment. | The loan may be used to finance many types of necessary critical repairs, including roofing, plumbing, electrical and heating systems repair or replacement. Weatherization, structural repairs, exterior painting, and accessibility improvements are also eligible repairs. | The household must have a gross annual income of less than 80% of Annual Median Income of the Portland PMSA, | 20 Housing Rehab Options 21 Housing Volunteer | Ongoing |
| Home Access and Repair for Disabled and Elderly (HARDE) | Grants to provide general repairs to elderly and/or disabled low and moderate homeowners to address urgent repairs and accessibility improvements. Does not help with home purchase, but can help existing homeowners remain in their home. | Federal Community Development Block Grant (CDBG) through Washington County. | Deteriorated roofing or siding, failure of electrical or plumbing systems, lack of hot or cold water, etc. Access improvements to owners or renters who are elderly or disabled or both, to gain better access into and within their single family dwellings. | Income restrictions on eligibility and repairs of an urgent nature. Does not help with purchase of a home. | 12 Aging In Place 20 Housing Rehab Options | Ongoing |
| Land Trusts | A nonprofit entity which maintains below market rate housing by requiring participants to agree to limit appreciation in value when they sell to the next owner. | Homeowners forego appreciation in the home's value. Can include grants for down payments. | Homeownership, typically for single family homes. | Income at or below 80% MFI. | 22 Land Trust Program Options | |
| Low Income Weatherization Assistance | Provides weatherization and energy conservation services at no cost to households below 60 percent of Oregon statewide median income. | Primary funding for the program is from the U.S. DOE, U.S. HHS, utility companies, Bonneville Power Administration Multifamily projects through OHCS. | Services to both single family and multifamily owners may include: ceiling, wall, and floor insulation; energy related minor home repairs; energy conservation education; infiltration reduction; furnace repair and replacement; and heating duct improvements. | Household Income Limits. Does not help with purchase of home, but may help homeowner's remain in home. | 20 Housing Rehab Options 12 Aging in Place 14 ADU Process Tools 19 Housing Private Imp Options | Ongoing or in annual consolidated funding cycle for multi-family projects |

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|--|--|---|---|---|--|-------------------|
| Cooperative Housing | A legal entity—usually a corporation—that owns real estate, consisting of one or more residential buildings. The corporation is membership based, with membership granted by way of a share purchase in the cooperative. | A limited equity cooperative may be eligible for HUD 223 loan guarantee. Residents service the first mortgage debt and some minimum buy-in capital. | Most limited equity cooperatives are targeted to seniors. Distinct from co-housing models. Not currently an active housing approach in Oregon. | Targeted at or below 80% MFI. Some cooperative housing is set at market rates and not income restricted. | 13 Fair Housing | Ongoing |
| Pass-through Revenue Bond Financing (Conduit) Program | The Conduit Program provides funds to finance the construction, rehabilitation and acquisition of multi-unit affordable housing for lower-income Oregonians. | State tax-exempt bonds through a private lender. Eligible borrowers include for-profit, non-profit and governmental entities. | This program provides funds to finance the construction, rehabilitation and acquisition of multi-unit affordable housing for lower-income Oregonians. | The development team must have adequate financial strength and creditworthiness and the capacity to develop, own, maintain and manage the proposal as an affordable bond / 4% LIHTC housing project for a minimum of 15 years. | 20 Housing Rehab Options multifamily projects | Ongoing |
| Risk Sharing Loan Program | A below-market interest rate permanent mortgage loans by issuing pooled tax-exempt bond financing for affordable multifamily rental housing projects. | State of Oregon issued tax-exempt bonds purchased by investors. | Multifamily rental housing projects with a minimum of five units. New construction or acquisition with rehabilitation. | Two options for unit mix: 1) at least 20 percent of the units occupied by families whose income is 50% or less than the area MFI; 2) at least 40% of the units occupied by families whose income is 60 percent or less of the area MFI. | 17 Employer Supported Housing | Ongoing |
| Vertical Housing programs | Incentives for higher-density, location-efficient housing, in the form of property tax abatements | Local governments (through property tax abatements) and administered by OHCS proposed Or Dept of Revenue | Higher-density housing projects | Requires that local government develop and implement a program, and forgo the revenue from taxes on eligible projects | 18 Housing Incentives 40 Town Center Planning | Ongoing |

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|---|---|---|---|---|--|--|
| Low Income Housing Tax Credits | Tax credits offer direct federal income tax savings to owners of rental housing developments who are willing to set-aside a minimum portion of the development's units for households earning 60 percent or less of gross MFI. | The program offers credits on federal tax liabilities for 10 years. Individuals, corporations, partnerships and other legal entities may benefit from tax credits in exchange for initial project capitalization. OHCS allocates. | All rental housing developments qualify under the tax credit guidelines; new construction or acquisition with substantial rehabilitation of existing properties. Works for new/rehab projects of at least 30 units. | Rent to income qualified (at or below 60% MFI) for a minimum of 30 years. | 13 Fair Housing 15 CDBG Program | Annual application in Spring |
| Community Development Block Grant (CDBG) | The major objectives for the CDBG program are: 1) Meet the needs of the low and moderate income population; 2) Eliminate and prevent the creation of slums and blight; 3) Meet other urgent housing and community development needs. | Federal Funds allocated to Washington County per County's Consolidated Plan and current action plan. OCD administers | Revitalizing lower income neighborhoods through infrastructure improvements; public services facilities; public services; housing improvements. | Serves low and moderate income households and/or neighborhoods. Has faced serious budget cuts recently. | 15 CDBG Program 40 Town Center Planning | Annual application in Fall |
| HOME Investment Partnership Program | The HOME Program provides funds for the development of affordable housing for low- and very low-income households. | Federal Funds administered by Washington County Office of Community Development and is loaned to affordable housing developers/ owners at 3% over a minimum of 20 years. | HOME funds can be used for acquisition, rehabilitation, and/or new construction of single- or multifamily rental units which house low- and very low-income households. | OCD has a policy of limiting the HOME support of units affordable to 50% MFI and have deed restrictions running with the land to ensure affordability regarding income/rent limitations. Has faced serious budget cuts recently. Often used in combination with other sources | 13 Fair Housing 17 Aging in Place 40 Town Center Planning | Annual application in Fall |
| General Housing Account GHAP | Expand the state's supply of housing for low- and very low-income Oregonians, by affordable multifamily housing development and increasing the capacity of OHCS partners to meet the state's affordable housing needs. | Set aside funds authorized by the Oregon Legislature from revenues received from a document recording fee. | Capital Grants and Loans, Capital Needs Assessment Revolving Loan Fund, Permanent Preservation of Expiring Use Projects, Permanent Supportive Housing, Project Operating Grants, Existing Portfolio, Housing Innovations. | Investment of capital resources to expand the supply of affordable housing for low- and very low income households. Currently prioritizing preservation projects. Rental Housing and used in combination with other sources | 17 Employer Supported Housing 40 Town Center Planning | Funding Cycle is at least annual sometimes semi annual |

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|--|---|---|---|---|--|--|
| Housing Development Grant Program (Trust Fund) | State "Trust Fund" was created to expand Oregon's supply of housing for low- and very low-income families and individuals. | State of Oregon and is combined with GHAP Program | Provides funds to construct new housing or to acquire and/or rehabilitate existing structures. | The Program must allocate at least 75 percent of the funding to housing for households with incomes at or below 50% MFI. Remainder of funds may be allocated to housing for households at or below 80% MFI. Currently prioritizing preservation projects. Rental Housing and used in combination with other sources | 17 Employer Supported Housing 40 Town Center Planning | |
| Oregon Affordable Housing Tax Credit (OAHTC) | Provides a state income tax credit for affordable housing loans for which a lender reduces the interest rate by up to 4%. Applications must demonstrate a 20-year term during which the benefit of the tax credit will be entirely used to reduce rents for the tenants. | OHCS administers the program. | Reduced rents to households earning than 80% of the MF for multifamily new construction and/or rehab. | All of the savings from the reduced loan must be directly passed through to the tenants in the form of lower rents. Restrictive Covenants required guaranteeing long term affordability. Rental housing and used in combination with other sources | 13 Fair Housing | Annual Application in Spring |
| Section 8 Rental Tenant –based and Project Based Vouchers | The housing choice voucher program is the federal government's major program for assisting very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market. Since housing assistance is provided on behalf of the family or individual, participants are able to find their own housing, including single-family homes, townhouses and apartments. | Housing choice vouchers are administered locally by public housing agencies (PHAs) such as the Washington County Housing Authority. The PHAs receive federal funds from the U.S. Department of Housing and Urban Development (HUD) to administer the voucher program. | A housing subsidy is paid to the landlord directly by the PHA on behalf of the participating family. The family then pays the difference between the actual rent charged by the landlord and the amount subsidized by the program. Under certain circumstances, if authorized by the PHA, a family may use its voucher to purchase a modest home. | In general, the family's income may not exceed 50% MFI. 75% of a PHA's vouchers must be used for applicants whose incomes do not exceed 30% MFI. Current waitlist is closed with nearly 6,000 households waiting for 2,600 vouchers. Washington County has limited ability to project-base vouchers for new or rehabbed projects. Rental Housing. | 13 Fair Housing | Tenant based wait list is currently closed and Project Based are awarded under RFP |

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|--|---|---|--|--|--------------------------------------|--|
| Property Tax Exemption | Nonprofit owned property would receive a property tax exemption with an annual application for exemption. | Local jurisdiction in foregone property taxes. | Housing Authorities receive exemption automatically under State formation and the Washington County Commission passed an exemption of projects that qualify as affordable housing at 60% AMI or below. | Property tax exemption is upon annual application and the current ordinance applies County-wide but city jurisdictions must vote to concur or projects within city limits will not be eligible for property tax exemption | 13 Fair Housing | Annual application in March |
| Elderly & Disabled Bond Program | Provides below-market interest rate permanent mortgage loans by issuing pooled tax-exempt bond financing for affordable multi-unit rental housing projects (construction of new affordable housing, or acquisition and/or rehabilitation of existing properties). | State of Oregon issued tax-exempt bonds purchased by investors. | This program finances apartments, congregate care, residential care, and assisted living facilities for elderly persons, as well as group care homes for mentally and physically disabled persons. OHCS provides credit enhancement, plus bond issuance. | Same as Risk Share Bond requirements and an ALF or RCF must be licensed by the Senior and Persons with Disabilities (SPD). | 13 Fair Housing 12 Aging In Place | Ongoing but award upon completion of specific bond sale. |
| HELP Program | Established to provide funding for safe, decent, and sanitary housing affordable to very low-income families and individuals. | Funded by monies realized from HUD-authorized refunding of existing bonds issued by the agency and originally used to finance housing projects. | OHCS set-aside HELP funds for these distinct populations; Homeless, including victims of domestic violence, and group homes for persons with developmental disabilities or chronic mental illness. | Targeted special needs housing for very low income, less than 50% MFI. | 13 Fair Housing | |
| HUD Section 811 Program | Program allows persons with disabilities to live independently. Provides project rental assistance, which covers the difference between the HUD-approved operating costs of the project and the tenants' contribution toward rent. | Federal funding directly to the project single asset nonprofit owner. | The HUD capital advance can finance the construction, rehabilitation, or acquisition with or without rehabilitation of supportive housing. | At least one member of the household must be 18 years old or older with a disability, such as a physical or developmental disability or chronic mental illness. Rental housing with HUD awarded rent subsidies. Nationally competitive funding application | 13 Fair Housing 12 Aging in Place | Annual NOFA |

| | Description | Implementer/ Applicant/ Administrator | Typical Projects | Constraints | Applicable Action Items | Funding Cycles |
|---|--|--|---|--|--------------------------------------|--------------------------------|
| Hud Section 202 Program | Provides very low-income elderly with options that allow them to live independently but in an environment that provides support activities such as cleaning, cooking, transportation, etc. | HUD funding directly to the project non-profit single asset owner. | HUD provides capital advances to finance the construction, rehabilitation or acquisition with or without rehabilitation of structures that serve as supportive housing with rent subsidy for very low-income elderly persons. | Occupancy is open to any very low-income household comprised of at least one person who is at least 62 years old at the time of initial occupancy Rental housing with HUD awarded rent subsidies. Nationally competitive funding application | 13 Fair Housing 12 Aging in Place | Annual NOFA |
| Oregon Health Authority - Addictions and Mental Health Program | Provides funding for supportive housing for households living with chronic mental illness and/or addiction. | Federal and State. | Affordable supportive housing for persons living with chronic mental illness. | Low income and disability diagnosis required. Rental housing multifamily nonprofit owned Used in combination with other funding sources | 13 Fair Housing 12 Aging in Place | Annual application |
| Farmworker Tax Credit | The credit is available to anyone who actually pays or incurs costs for the construction, rehabilitation or installation of farmworker housing. A nonprofit may be eligible for this tax credit by assigning the tax credit to an investor in the housing project. | State income tax credit to investors in such projects. | Housing occupied by farmworkers and their immediate families during the year. Can be year-round or seasonal housing, in-town or on-farm, stick-built or manufactured. Must be located in Oregon. | Must be rented to Farmworkers as defined in the authorizing statute. Must remain designated for farmworker use for a minimum of 10 years. Used for rental housing in combination with other sources of funding. | 13 Fair Housing | Annual allocation |
| Veterans Affairs Supportive Housing (HUD-VASH) | The HUD-VASH Program combines HUD Housing Choice Voucher (HCV) rental assistance with case management and clinical services provided by VA. | Federal funding to Washington County Housing Services. | Target population includes homeless veterans and their families, and chronically homeless veterans. | Washington County Housing Services has an allocation of VASH vouchers. The 25 existing vouchers are already allocated. | 13 Fair Housing | Upon issue of an RFP and award |



December 23, 2013

Aloha-Reedville Economic Development Action
Urban Renewal

Issue

The Aloha Reedville Livable Community Plan includes recommendations for a wide range of capital improvements that would increase the quality of life in Aloha-Reedville, such as intersection improvements, safety projects, sidewalks and streetscape improvements, blighted property redevelopment, and many others. Washington County is limited in its ability to implement and fund many of these projects. An urban renewal district could use tax increment financing to pay for improvements in the short term through bonds, paying it back over time with increased property taxes as the area revitalizes.

Recommendation

1. While there is not policy support to move forward with urban renewal at this time, continue to explore the feasibility of urban renewal in Aloha-Reedville in order to be able to move quickly if conditions change. This would include exploring options with county officials and elected leadership, tracking legislative changes in urban renewal law, and meeting with adjacent jurisdictions and overlapping taxing entities.
2. If the above discussions indicate potential support for using urban renewal as a tool for implementation, conduct technical research to evaluate the financial feasibility. Technical research would include the analysis of potential boundaries, tax increment potential, and projects to be included in the plan.

Performance Indicator

None applicable

Lead Agency or Organization

Washington County would be the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- Cities of Hillsboro and Beaverton.

Department of Land Use & Transportation · Planning and Development Services
Long Range Planning

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- TVF&R, THPRD, Beaverton School District, Hillsboro School District, and other overlapping taxing jurisdictions.

Background

Urban renewal is a tool for revitalization that is commonly used throughout Oregon and the U.S. Its primary funding mechanism is tax increment financing (TIF). TIF works by establishing the assessed value of real property in an urban renewal district at the beginning year of the district's life (this is called the base). Increased property tax revenue above the base (e.g., through new construction or inflation in property values) is called the increment and can be used to fund projects directly or to pay off bonds that are issued to pay for projects. After bond debt has been paid off, the incremental taxes are then returned to all of the taxing jurisdictions.

Urban renewal is typically initiated by cities, not counties, although it is allowed by state statute. Clackamas County has four urban renewal districts, for example. State requirements limit the use of urban renewal to blighted areas (which must meet certain conditions of blight as defined in Oregon Revised Statutes such as physical deterioration, vacant land and buildings, substandard utilities, and substandard streets) and require dollars to be spent on capital projects that address the conditions of blight. The formation of an urban renewal area requires the Commission to develop and adopt an urban renewal plan and report that define certain policies and goals as well as the types of projects that will be funded by urban renewal.

Urban renewal in Aloha-Reedville could take many forms. For example, the district could be focused on commercial areas around TV Highway or it could include residential areas if the conditions of blight are met. The key is to identify areas that have capital project needs that could benefit from TIF and that would have a positive impact on surrounding property values if implemented. Due to the sometimes slow or indirect nature of property tax growth in relation to targeted projects, urban renewal can often take five or more years to produce meaningful levels of revenue. Over the long term (most districts are established for a period of 20 years), the district could produce significant revenues for capital projects.

A very cursory analysis of commercial areas along TV Highway conducted for this study suggests that a potential urban renewal district in that area could generate approximately \$50 million or more for capital projects based on a district of roughly 400 acres. The boundary, growth assumptions, and many other factors would need to be validated through a thorough feasibility analysis before any district would be formed.

Urban renewal could be a valuable tool in several regards:

- Ability to catalyze private development: By targeting urban renewal investments where they will leverage private development (by removing barriers or facilitating public-private partnerships), urban renewal can be a tool to incentivize private investment in

Aloha-Reedville. A typical urban renewal program should target a leverage ratio of at least five to one. That is, for every dollar of public investment, there ought to be direct or indirect private investment in the surrounding area of at least five dollars. Thus, with a theoretical urban renewal district of \$50 million, Aloha-Reedville ought to attract over \$250 million in private investment, which could take the form of new commercial development, housing, or industry.

- **Organizational framework:** To form an urban renewal district, the County would need to first form an urban renewal agency, a separate governmental agency to collect TIF revenues and administer projects. This agency would have at least some staff and would provide a built-in structure to support implementation and coordinate projects in Aloha-Reedville over the long term (also see separate Issue Paper on Economic Development Implementation).
- An alternate form of implementation that would need to be explored through the feasibility process would be for Washington County to contract with its neighboring cities to administer urban renewal. Since each city already has an urban renewal agency, this could leverage the institutional knowledge and experience for the benefit of Aloha-Reedville.

Urban renewal brings with it significant financial tools to support revitalization efforts and capital projects. However, it is also a complex process that requires extensive public involvement and community support, especially from other taxing jurisdictions. At this time, and considering Washington County’s policy on providing limited urban services to its unincorporated communities, an urban renewal district is not a feasible option for Aloha-Reedville. However, the potential funding is significant and urban renewal, therefore, should remain “on the table” for consideration in the future if there is community support to implement it.

Applicable Performance Measures

Project Goal 5: Capitalize on new development identify viable funding tools

Project Goal 6: Identify viable funding tools

Community Values: Prosperity, Safety, Quality of Life

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Town Center Framework Plan, Economic Development Plan, Corridor & TC Land Use and Streetscape

Compatible with other planning efforts: Town Center Framework Plan

Implementation Timeline

Near and medium term: Continue to monitor urban renewal statutes (which change frequently) and maintain communications with overlapping jurisdictions. If community support indicates that urban renewal is a feasible alternative, initiate the steps listed in the Recommendations section, above.

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December 24, 2013

Aloha-Reedville Land Use Action Duplexes & Attached Houses on Corners

Issue

The project team has examined the potential for allowing duplexes or attached houses on corner lots in single-family residential land use districts. This allowance was examined as an opportunity to construct multi-generational housing while preserving the visual character of existing neighborhoods developed with detached single-family dwellings. However, staff has concluded that this potential allowance does not appear reasonable due to implementation issues and public facility requirements that would reduce the likelihood of its utilization by property owners.

Recommendation

Do not pursue this action.

Background

The Citizen Advisory Committee (CAC) and project team (staff and consultants) have discussed the need for various types of housing in the community, including multi-generational housing. However, the project team has been mindful of feedback received from community members at public events for the Aloha-Reedville Study & Livability Plan. Community members have submitted written comments stating a desire to maintain the visual character of existing neighborhoods that are developed with detached single-family dwellings.

Allowing duplexes and attached houses on corner lots “by right” in residential land use districts appeared to have the potential to facilitate multi-generational housing, while also maintaining the visual character of existing neighborhoods. Although the Washington County Community Development Code (CDC) does not currently allow new duplexes or attached houses on corner lots “by right” in single-family residential districts, the City of Portland Zoning Code has an allowance for this. Portland’s provision requires each unit on a corner lot (duplex or attached house) to face a different street, and is intended to allow new duplexes and attached houses in locations where their appearance and impact will be compatible with surrounding detached single-family homes.

Staff examined Portland’s standards to evaluate their utility for Aloha-Reedville. Staff also examined two Washington County public facility requirements that would impact utilization of a “by-right” allowance of duplexes or attached houses on corners. As described below, staff’s examination of these topics led to a conclusion that the proposal for a “by-right” allowance of new duplexes or attached houses on corners would not be reasonable.

City of Portland standards and implementation issues

Project team staff reviewed Portland's development standards for duplexes and attached houses on corners, which are described in City of Portland Zoning Code Section 33.110.240.E. The standards require the main entrance of each dwelling unit on a corner lot to face a different street. The standards also require the two units to be similar in height, exterior finish materials, roof pitch, eave projection, trim, and window proportion/orientation.

Project team staff contacted Portland Bureau of Development Services (BDS) staff to request feedback on how these standards have been working for the city. In response, a BDS senior planner noted the following:

- The entire provision is only used a few times per year.
- There have been very few duplexes constructed under the provision. Most of the dwellings constructed under the provision are attached houses as a result of a land division.
- The original idea when the City adopted the provision was to build two units that looked like a single house when viewed from either street. But in reality, the resulting development almost never looks like one structure.
- The city has started to get proposals that were not anticipated, such as proposals to attach new houses to existing houses. These types of proposals generally do not "read" as a single structure.
- If the idea is to have the duplex units or attached houses to look like one structure, this is only likely to result when both units are constructed together as new development.

Portland staff provided the addresses of four recently constructed corner projects, which were all attached houses. Two of the projects involved attaching a new house to an existing house, and two projects involved the simultaneous construction of two new units on a vacant property.

Project team staff visited these sites and took photographs of the constructed units. In the project team staff's view, the constructed projects that involved attaching a new house to an existing house were aesthetically questionable, even though the two units likely complied with Portland's requirements for similarity in height, exterior finish materials, and roof pitch. Project team staff members believe that Aloha-Reedville community members could have concerns about the appearance of such construction.

To address potential visual compatibility issues between attached units on corner lots and existing single-family dwellings, Washington County could adopt a detailed set of design standards for attached corner units that are more stringent than Portland's standards. However, detailed development standards would require a correspondingly detailed staff review, which would likely warrant a land use review process to determine compliance. Employing a land use review process for this type of development would conflict with the objective of allowing corner duplexes or attached houses "by right" in order to facilitate their construction. Also, the CDC already allows for approval of attached housing on corner and interior lots in the single-family residential districts through a Type III (public hearing) or Type II (administrative) process (e.g., CDC Sections 302-4.1, 303-3.2, and 430-13).

Staff concludes that allowing duplexes and attached houses on corner lots “by right” while also ensuring that such construction will be visually compatible with existing single-family dwellings is not practicable.

Access spacing requirements

The City of Portland’s “by-right” allowance for duplexes or attached houses on corners requires each unit’s main entrance to face a different street in order for the units to visually read as one house when viewed from either street. Ideally, this would mean that each unit’s driveway would also access a different street. However, development on Washington County’s corner lots is impacted by the county’s access spacing requirements for on-site driveways, due to such lots’ locations at street intersections. The access spacing requirements in CDC Section 501-8.5 place restrictions on driveway access spacing and location for traffic safety reasons.

Where a corner lot is located at the intersection of two local streets, Washington County’s access spacing requirements for driveways are modest and a separate driveway access would likely be allowed along each street frontage. However, when a corner lot is located at the intersection of a local street and a higher classification street (Neighborhood Route, Collector or Arterial), the access spacing standards would generally preclude allowing each unit’s driveway to access a different street, and would require the driveway accesses of both units to be placed along the frontage of the lower classification street. The placement of both driveway accesses along the same street frontage would make the units less likely to visually read as one house when viewed from either street. Therefore, while the access spacing requirements are necessary for safety, they can work against the objective of having attached units on corners that visually blend in with single-family residential construction.

Half-street improvement requirements

CDC Sections 501-8.1.B(4) and 501-8.2.G require half-street improvements in conjunction with the development of property. Under these provisions, the development of a corner lot requires half-street improvements along both of the lot’s street frontages. The cost of half-street improvements is dependent on the nature of improvements needed to meet current county road standards and the street frontage length(s), but typically starts at several thousand dollars. Generally speaking, Aloha-Reedville properties are likely to be on the higher end of the cost range for half-street improvements, due to the age and condition of the streets in the study area. Significant upfront costs of half-street improvements along two street frontages reduce the likelihood that property owners would utilize a “by-right” duplexes or attached houses on corners option if it was offered.

Conclusion

Project team staff examined several issues around the potential “by right” allowance of duplexes and attached houses on corners, and identified significant implementation issues as well as public facility requirements that would reduce property owners’ likelihood of utilizing such an option.

Even with the City of Portland’s requirements for corner duplexes and attached houses to be similar in height, exterior finish materials, roof pitch, eave projection, trim, and window

proportion/orientation, project team staff observed constructed projects that do not achieve the goal of appearing as a single unit when viewed from each street. Also, Washington County's access spacing standards would require both units on a corner lot to have their driveways access the same street when the lot is located at the intersection of a local street and a higher functional classification street, which would further detract from the goal of the units appearing as a single unit when viewed from each street.

Imposing detailed design standards that are more stringent than those of Portland may allow corner duplexes and attached houses to be visually compatible with detached single-family residences. However, the use of detailed design standards would require land use review. Staff concludes that it is not practicable to allow duplexes and attached houses on corners "by right" while also applying detailed design standards to ensure that these units will be compatible with existing detached single-family dwellings.

Lastly, Washington County's public facility standards require half-street improvements along both street frontages for corner lot development. This would be a significant upfront expense in the Aloha-Reedville study area, given the age of area streets. The substantial cost of such improvements reduces the likelihood that a "by right" allowance for corner duplexes or attached units would be utilized by property owners if it was offered.

For the above reasons, staff concludes that it does not appear reasonable to allow duplexes and attached houses on corners "by right" in Aloha-Reedville's single-family residential land use districts. Staff recommends that this action not be pursued.



December 24, 2013

**Aloha-Reedville Land Use Action
Farmers Markets**

Issue

There are several areas within the Aloha-Reedville study area that lack opportunity to access fresh food, according to the 2010-2015 Washington County Consolidated Plan Opportunity Maps¹ (Chapter 5, Density of Grocery Stores, Produce/Farmers Markets: Number per 2 miles).

Farmers markets are an alternative source for local, fresh food. However, the Community Development Code (CDC) currently allows farmers markets as an allowed land use only in the General Commercial (GC) land use district. Within the Aloha-Reedville study area, lands with a GC district designation are limited to two small areas.

Recommendation

1. Request Washington County Board of Commissioners (Board) authorization of an ordinance to amend the CDC to:
 - a) Allow farmers markets as a Type II use in the other urban unincorporated commercial, industrial and institutional districts (Community Business District – CBD, Neighborhood Commercial – NC, Office Commercial – OC, Industrial - IND, and the Institutional - INST);
 - b) Allow farmers markets as a Type I Temporary Use in the above urban unincorporated commercial, industrial and institutional districts, subject to a cap on the length of time a market can operate on a given site and requirements to promote safe operations; with option available to apply for additional Type I Temporary Use with a change in location.
2. Encourage creation of a community group to collaborate with Hillsboro Farmers Market staff to establish a pilot Mobile Farmers Market effort. This pilot project could provide access to fresh food with the ability to test location options for a potential longer-term farmers market.
3. Should a community group collaboration with Hillsboro Farmers Market occur, coordinate with both parties to assess additional provisions / ordinance revisions necessary to support a pilot project.

Performance Indicator

Implement through a county ordinance in the 2014 ordinance season.

Lead Agency or Organization

Washington County Department of Land Use and Transportation is the lead agency to take responsibility for this action (recommendation #1.)

¹ <http://www.co.washington.or.us/CommunityDevelopment/Planning/2010-2015-consolidated-plan.cfm>

Partnering agencies or organizations could include:

- Hillsboro Farmers Market

Background

Currently, farmers markets are not an allowed use in the majority of the Aloha-Reedville study area. The CDC allows farmers markets as a Type II land use solely in the General Commercial (GC) land use district. There are only two limited size GC-designated areas within the Aloha-Reedville study area: one is located on the north side of TV Highway from 209th Avenue to Cornelius Pass Road, and the other is located on Shaw Street from 170th Avenue to 172nd Avenue.

Allowing farmers markets in other land use districts would allow more flexibility to operate one or more markets, providing greater opportunity for residential area access to fresh, local foods. It would also encourage markets in locations that can be accessed by walking or biking.

Staff believes that farmers markets should be allowed as a Type II land use in other urban unincorporated commercial, industrial, and institutional land use districts. Therefore, staff recommends that the Board authorize an ordinance to amend the CDC to allow farmers markets as a Type II use in all of the land use districts listed in the Recommendation section. As part of this work, the development of Special Use standards for farmers markets may be warranted to ensure their compatibility with adjacent land uses.

The fee amount for a Type II land use application depends on the project valuation (the total cost of all on-site improvements, including buildings, landscaping, paving, and open space). For a project with a valuation of \$0 - \$50,000 dollars, the Type II application fee is \$3,557 dollars. In addition, a Type II application typically requires an applicant to construct and/or pay for the infrastructure needed to serve the proposed use (for example, payment of a Transportation Development Tax to pay for traffic impacts to roads). This approach is intended to be equitable for a use that is “permanent” or is going to occur regularly on the same site for a prolonged period of time. However, the Type II application fee and associated infrastructure improvement fee(s) are non-transferable investments in a specific site.

Some citizens have requested the ability to “test drive” one or more potential farmers market sites through a lower cost process. A Type I Temporary Use (TU) permit is one tool that could allow a “test drive” of a potential farmers market location at a lower cost (the current fee for a Type I TU permit is \$210 dollars). The existing TU standards are not specifically tailored to the needs of farmers markets, but amendments could be made by ordinance to add TU standards and requirements specific to farmers markets.

If farmers markets are allowed through a TU permit, staff believes that the TU standards should include a “cap” or maximum length of time that a farmers market could operate under a Type I TU permit. A period of 6 months may be a reasonable timeframe in which to determine whether a specific site is commercially viable. If the operator wished to maintain the farmers market site for a period longer than authorized by the TU permit, a Type II land use approval would be required.

Lastly, some initial discussions have been held with Hillsboro Farmers Market staff regarding the potential for a pilot mobile farmers market effort in the Aloha-Reedville area. A pilot Mobile Farmers Market effort would need to be led by a community group. However, should a community group collaboration with Hillsboro Farmers Market occur, Washington County Land Use and Transportation staff would coordinate with both parties to assess whether ordinance revisions or other actions would be necessary to support the pilot project.

Applicable Performance Measures

Project Goal 1: Community Plan with broad support

Project Goal 4: Land Use basis for optimal mobility

Community Values: Health, Quality of Life, Equity

Equity as a community value was added by representatives of community-based organizations during Phase 3 of the project.

Community Vision Statements: Community Resources, Gathering Places, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Corridor and Town Center Economic Development Plan, Bicycle and Pedestrian Plan, Corridor and Commercial Center Land Use and Streetscape Improvement Plan

Compatible with other planning efforts:

Implementation Timeline

Near term. The CDC amendments described under the Recommendations section could be requested and potentially adopted within one year.



December 24, 2013

**Aloha-Reedville Economic Development Action
185th and Tualatin Valley Highway Commercial Area Framework Plan and
High Use Commercial Centers**

Issue

Several commercial centers exist within the study area which provides varying levels of retail and commercial services to their surrounding neighborhoods and commuters. The five most often identified centers are:

- 185th and Tualatin Valley Highway
- 202nd and Tualatin Valley Highway
- Kinnaman and Farmington Roads
- 185th and Farmington Road
- 185th and Baseline Road

Public input has often noted the lack of a defined center of the community and that each of the above-listed commercial areas provides some attributes of a gathering place that offers the desired retail offerings but not all. The two most often identified areas are Farmington/Kinnaman and 185th/TV Highway.

Each commercial center provides different opportunities for improvement, with variable influence by the county or its partnering service providers. Many in the community and several members of the Citizens Advisory Committee see the Kinnaman / Farmington Road commercial center as the town center for Aloha-Reedville. This area contains several retail offerings, multiple food venues, and functions as a community gathering place, with the Aloha Community Library, and local events such as the annual Christmas tree lighting event, and the summertime automobile Cruise-In. The vibrancy of the area indicates that the area performs well and meets existing market demand.

Currently there is little the county can do to increase private investment, create more jobs or change the mix of retail uses. However there are aspirations to improve this commercial center, be it improved access through transportation projects, wayfinding, and possibly gateway signage to better brand the community. These same aspirations can be applied to all the commercial centers.

The commercial area from 170th Avenue to 192nd Avenue along Tualatin Valley (TV) Highway, with a focus on the intersection of 185th / TV Highway, is designated as a Town Center in Metro's 2040 Functional Growth Management Plan. This is a significant distinction from the other commercial areas in the ability to affect change in the future, either by the county or its

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partners. The “Comparison of Attributes of Five Major Commercial and Retail Areas within the Aloha-Reedville Study and Livable Community Planning Area” included in this paper illustrates the ability of the county to influence this commercial area the most in attracting private investment.

Based on interviews with developers, property owners, and development investors, a key hurdle to attracting interest and investment emerged; namely, a lack of a community-inspired vision for the designated Town Center. The lack of a plan and an implementation strategy including projects, actions, and partnerships for achieving the plan, limits the ability of the county to work with the community in advancing the creation of a town center that truly serves as a human-scale place where people want to visit, live, work and play.

The recommendations found in this paper and other Development Actions lay the groundwork for economic opportunities and incentives that can enhance the town center area over the next 20 years. The community input we heard to date and the community opportunities to provide feedback and ask questions of the project team during the October – November, 2013 community events will inform a framework upon which a future, robust Town Center visioning effort can be built.

Recommendation

1. Authorize the consultant team currently under contract with the county to proceed with a Town Center Framework Plan.
2. Seek funding through Metro’s Community Planning and Development Grant program, State of Oregon Transportation Growth Management (TGM) grant, or other grant programs to complete the Town Center Plan.
3. Seek partners to implement concepts and initial actions identified within a Town Center Framework Plan, looking for early wins to generate momentum for short and longer-term change.
4. Engage community and property owners to develop and apply appropriate recommendations (from the Framework Plan or eventual visioning effort) for each of the commercial centers.

Performance Indicator

Completion of a Town Center Framework Plan

Change in number or size of businesses in study area

Change in number of restaurants in the study area

Change in number of jobs in the study area

Change in number of jobs in the study area that meet or exceed 80% MHI

Change in number of full-time jobs in the study area

Change in the number or additional square footage of commercial/industrial development applications

Change in the percentage of jobs by wage category

Change in the ratio of land value to building value

Change in the annual dollars of capital investment in public infrastructure

Percentage coverage of walkways on arterials/collector road sides

Walk scores (www.walkscore.com) at specific locations

Number of secure, public bicycle parking spaces (secure racks, lockers, etc) at transit stops.

Level of Service (LOS) at identified arterial/collector intersections

Number of vehicle access point locations on 4-5 lane roads

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- Aloha Business Association and other community groups for support.
- Local property and business owners.
- Metro and Oregon Department of Transportation for funding and support.

Background

A Town Center Plan normally addresses a future vision for the neighborhood: the street, bicycle, and pedestrian transportation network (including through-block connections and other aspects of urban form); the type, mix, and intensity of land uses and development types; the conservation and integration of natural resources and environmental considerations; the facilities necessary to support planned development; changes to the regulatory environment to enable the plan; and an implementation strategy for carrying out the plan over time.

While many of these issues are being addressed in various parts of the Aloha-Reedville Study process, there is not a structure (plan) in place to bring the relevant parts together for the targeted purpose of implementing a highly functioning town center. Such a process takes a substantial commitment of time and resources, resources not currently available.

However, using a phased approach to town center planning—a Phase 1 Framework Plan and a Phase 2 Refinement Plan—can take advantage of the wealth of information and public energy that has been generated by the Aloha-Reedville Study process, provide tangible guidance for action, and provide both a foundation and demonstration of a commitment to obtain future funding to support a Phase 2 effort to complete the plan.

The Framework Plan would involve a synthesis of data already gathered in the project, targeted outreach to stakeholders in the Town Center area (property and business owners, residents), reviewing and confirming draft concepts with the public at the fall (2013) open houses and events, and finalizing the plan late in 2013 to be incorporated into the Aloha-Reedville Study's final report.

Metro designated the Aloha Town Center as one of several town centers throughout the region, which are meant to perform to higher urban standards than neighborhood or commercial centers. The Aloha Town Center has failed to live up to this expectation in part due to the lack of a plan. Meanwhile, stakeholder outreach through the Aloha-Reedville Study process has indicated a desire to have a stronger commercial core and many stakeholders concurred that the current location of the town center (185th and TV Highway) is the appropriate location.

Recent developer interviews also confirmed that the lack of a long-term plan is an issue, along with other challenges such as fractured land ownership along TV Highway, poor market conditions, limited transportation access and circulation, and a lack of community identity. All of these issues can be addressed through a Town Center planning process that draws on stakeholder input, market research, physical constraints, and transportation conditions to identify specific, phased implementation actions to further the Town Center concept.

Applicable Performance Measures

Project Goal 3: Coordinate with TVCP

Project Goal 5: Capitalize on new development

Community Values: Prosperity, Quality of Life

Community Vision Statements: Gathering Places, Housing, Jobs, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Redevelopment Suitability Plan, Corridor and Town Center Economic Development Plan, Corridor & TC Land Use and Streetscape

Compatible with other planning efforts: Town Center Plan, Storefront Improvements, Funding Tools

Implementation Timeline

Near- and short-term: the Framework Plan could be completed in the fall of 2013, with the county actively pursuing funding to complete the plan in 2014. Implementation of the plan would follow, probably in conjunction with several actions from the transportation, land use, and housing work groups.

Comparison of Attributes of Five Major Commercial and Retail Areas within the Aloha-Reedville Study and Livable Community Planning Area.

The following table shows side-by-side comparisons of various attributes for each of the five major commercial areas. The project team uses these attributes to determine where actions taken by the county (and in cooperation with partners) can influence future changes to benefit the community. Several attributes, such as the opportunity to be a community “gateway” are shared by several of the areas. Other attributes are unique to one or two areas.

All share the commonality that market demands and private property ownership are the most significant aspects of future change and over which the county has no influence. Development and redevelopment are choices made by property owners. The county, under the current planning effort, looks to maximize those opportunities where implementation of actions can enhance future private investment. Those actions, in turn, provide improved economic sustainability and address many of the issues and aspirations described by the community (expanded retail,; more jobs; accessible by transit, walking or bicycle; retain small town, community feel; and provide community identity.)

Each commercial center can provide benefit to the community. Each has varying degrees of opportunity to meet community needs and desires. Overall however, planning efforts focused on any one will be evaluated for possible application to the others where appropriate.

| | | | | | |
|--|------------------------------|--|--------------------------------------|--|--|
| | Kinnaman / Farmington | 185th / TV Highway | 185th / Farmington | 185th / Baseline¹ | 202nd / TV Highway² |
|--|------------------------------|--|--------------------------------------|--|--|

¹ The commercial center at 185th and Baseline is within the City of Hillsboro city limits. Where a particular improvement may be applicable it will be communicated to (and coordinated with) the city.

² The commercial area from 198th to Cornelius Pass along TV Highway is considered to be Reedville. Aloha-community focused actions such as gateway signage may have to be considered separately from this commercial area based on community member preferences.

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Aloha-Reedville Study – 185th & TV Highway Commercial Area Framework Plan

December 24, 2013

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| | | | | | |
|---|---|---|---|--|--|
| <p>What/who could influence improvements?</p> | <ol style="list-style-type: none"> 1. Property owners based on market demands. 2. Adjacent road improvements (ODOT and county.) | <ol style="list-style-type: none"> 1. Property owners based on market demands. 2. Adjacent road improvements (ODOT and county.) 3. Potential design standards – county. 4. Change in designation of Alexander – county. 5. Bike/pedestrian improvements on Alexander – county. 6. Transit stop improvements – TriMet. 7. Reduce barriers to mixed use development – county. 8. Draft a vision for the TV Highway corridor – county and Metro. 9. Improve access management – ODOT. 10. Improve intersection lighting – county and ODOT. | <ol style="list-style-type: none"> 1. Property owners based on market demands. 2. Adjacent road improvements (ODOT and county.) | <ol style="list-style-type: none"> 1. Property owners based on market demands. 2. City of Hillsboro. | <ol style="list-style-type: none"> 1. Property owners based on market demands. 2. Adjacent road improvements (198th) – county. 3. Potential design standards – county. 4. Change in designation of Alexander – county. 5. Bike/pedestrian improvements on Alexander – county. 6. Transit stop improvements – TriMet. 7. Reduce barriers to mixed use development – county. |
|---|---|---|---|--|--|

| | | | | | |
|---|---|---|--|---|---|
| | | 11. Improve auto and bike/pedestrian intersection Alexander and 185 th – county. | | | |
| Land Use designation | Community Business District | Community Business District | Neighborhood Commercial | City of Hillsboro, Station Community | Community Business District |
| Is residential possible in this land use designation? | Yes – mixed use through either vertical (residential above businesses) or horizontal (residential next to businesses) | Yes – mixed use through either vertical (residential above businesses) or horizontal (residential next to businesses) | No – small to medium shopping and service | No, however high density residential is nearby. | Yes – mixed use through either vertical (residential above businesses) or horizontal (residential next to businesses) |
| Surrounding land uses to support commercial. | Mostly medium density (R-15) to high density (R-24). No additional commercial or business. | Much commercial with residential mostly high density (R-24) to medium density (R-15) | A mix of low density (R-5 to R-9) to medium density (R-15 to R-24). No additional commercial or business. | Low density residential (R-5 to R-9) to high density (R25+). No additional commercial or business. | Mostly low density residential (R-5) to limited medium density (R-15) |
| Regional significance? | State highway. | High use transit corridor and hub. State highway. Designated freight route. | State highway. | Transit district (MAX station area.) | High use transit corridor. State Highway. Designated freight route. |

Aloha-Reedville Study – 185th & TV Highway Commercial Area Framework Plan

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|---|---|---|--|---------------------------|--|
| Metro 2040 Regional designation | 2040 Corridor designation (Kinnaman from Farmington to 185 th .) | Town Center | None | Station Community | Town Center |
| Potential redevelopment (building-to-land ratio)? | Limited. Relatively recent construction, viable business area, some on-site market-driven development likely. | Yes, extensive potential with building-to-land ratios that suggest opportunities for redevelopment along corridor and at intersection. Additional redevelopment potential south of railroad tracks. | Yes, several properties have building to land ratios that suggest potential redevelopment. | City of Hillsboro | Limited. Relatively recent construction, suggesting building values remain high. |
| Existing community amenities (in addition to retail/business) | Aloha Community Library, Aloha annual Christmas Tree lighting. | Aloha Grange, Future street fair? (Alton Street.) | | | |
| Identified as significant location to community? | Yes, particularly by the CAC. | Yes, particularly through community-wide surveys. | Some. | Few. | Few. |
| Approximate number of tax lots | 5 One owner. | 140+ between TV Highway and Alexander, 170 th – 198 th . Multiple ownerships. | 8 Multiple ownerships. | Within City of Hillsboro. | 24 between TV Highway and Alexander, 198 th - 209 th . Multiple ownerships. |

| | | | | | |
|--|--|--|---|--|--|
| Possible community gateway”? | Yes | Yes | Yes | Within City of Hillsboro. | Within what is considered Reedville portion of unincorporated area. |
| Possible “Main Street” treatment? (Transition between residential and commercial.) | No | Yes, along Alexander | No | No | Yes, along Alexander |
| Opportunity for bike boulevard type treatment? (shared auto and bike facility.) | No | Yes, along Alexander | No | No | Yes, along Alexander |
| Potential funding? | Kinnaman – MSTIP (not on proposed funding cycle at this time.) Farmington – future financial agreement with ODOT. | TV Highway intersection improvements – ODOT (some in progress). 185 th portion of intersection improvements – MSTIP. Alexander – future MSTIP and/or TDT or other federal/state/regional grant opportunities. | 185 th – MSTIP (not on proposed funding cycle at this time.) Farmington – future financial agreement with ODOT. | City of Hillsboro, future Department of Economic Development. Other grants the city may pursue. | Alexander – future MSTIP and/or TDT or other federal/state/regional grant opportunities. 198 th at eastern end of commercial area could see future MSTIP and/or TDT. |
| Potential funding | ODOT for Farmington | ODOT, TriMet, Metro, | | | ODOT (TV Highway), |

Aloha-Reedville Study – 185th & TV Highway Commercial Area Framework Plan

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| and improvement partners | | FHWA | | | TriMet (transit stop improvements.) |
| Adjacent major roads | Farmington (State Highway to the west, county managed to the east), Kinnaman future 3-lane collector. | State Highway, 5-lane state arterial. 185 th , 5-lane arterial built to standards. Alexander Street – scheduled 2 to 3-lane collector. | Farmington (State Highway – future 4 to 5-lane state arterial), 185 th future 3-lane arterial. | 185 th , built to standards, 4-lane arterial. Baseline built to standards, 4-lane arterial | State Highway, 4-lane state arterial. Alexander Street – scheduled 3-lane collector. |
| Average Daily Entering Vehicles at Intersection (2010 Model) | 26,000 | 62,000 | 28,000 | 56,000 | 37,000 (segment of TV Highway between 198 th and 209 th) |
| Transit stops within ½ mile | 14 bus stops | 22 bus stops | 15 bus stops | 17 bus stops plus Willow Creek MAX station | 14 bus stops |
| Transit type or frequency | Standard Bus Service – Farmington. | Frequent Bus Service – TV Highway, Standard Bus Service – 185 th . | Standard Bus Service – Farmington and 185 th . | Standard Bus Service – 185 th , and Baseline (west of 185 th) MAX Blue Line. | Frequent Bus Service – TV Highway. Standard Bus Service - 198 th |
| Approximate boarding & unloading count (Spring 2012 weekday count) | 591 | 1,648 | 765 | 7,809 Including MAX | 835 |

Definitions: (for more information please visit:

<http://www.co.washington.or.us/LUT/Divisions/LongRangePlanning/Publications/cdc-community-development-code.cfm#Anchor3>

Community Business Districts: Commercial centers in this District are intended to provide the community with a mix of retail, service and business establishments on a medium to large-scale. Medium through high density residential uses, as well as various office and institutional uses, may be permitted.

Some additional uses are allowed through Type II and Type III development application processes.

Neighborhood Commercial Districts: The purpose of Neighborhood Commercial District is to allow small to medium sized shopping and service facilities and limited office use in Neighborhood Commercial Centers. This District is intended to provide for the shopping and service needs of the immediate urban neighborhood. Neighborhood Commercial locations should be easily accessible by car and foot from neighborhoods in the area. Centers should have minimal negative impact on surrounding residential properties.

Some additional uses are allowed through Type II and Type III development application processes.

Residential Districts: These Districts are designated through the maximum number of dwelling units permitted on one acre. R-5 allows up to five residential dwelling units per acre, R-15 up to 15 residential units per acre, and so on for each designation.

ODOT: Oregon Department of Transportation

FHWA: Federal Highway Administration

MSTIP: Major Street Transportation Improvement Program - Washington County's primary funding for major capital road improvement projects.

TDT: Transportation Development Tax – a fee paid by developers to offset costs for new development and impacts on roads.



December 9, 2013

Aloha-Reedville Housing Action Aging In Place in Aloha Reedville

ISSUE

The Aloha-Reedville community, like most others, will be home to an increasing number of elderly residents in the future. As the population ages, residents may experience accessibility and mobility challenges that make it difficult to remain living in their homes or communities. Some residents have expressed support for strategies to help residents age in place (e.g. in their own homes or neighborhoods). Over 42% of the adults over 60 in Washington County live alone, and 73.4% of adults over 60 own their own homes. Given current funding eligibility limitations, there is limited affordable housing support for seniors with incomes between 50% and 80% Median Family Income (MFI).

Aloha-Reedville presently does not have a dedicated organizational leader to coordinate and leverage the array of housing, transportation, and specialized services that will be needed to adequately support the community as residents age in place. The Aloha-Reedville Study can identify and advance coordinated actions related to community health, housing, and transportation to support a thriving, accessible and intergenerational community.

Project Goal: Increased Housing Equity for seniors to age in community

Community Values: Prosperity, Safety, Health, Quality of Life

Community Vision Statements: Affordable housing for all income levels.

RECOMMENDATIONS

Housing Actions

1. Change Accessory Dwelling Unit (ADU) process to Type I to reduce the barriers to ADU development, including incentives for visitable ADUs and ones with a higher level of accessibility. (*Adopted October, 2013 Ordinance #774*)
2. Consider expanding Office of Community Development (OCD) Home Access & Repair for Disabled & Elderly (HARDE) and Deferred Interest Bearing Loan (DIBL) housing rehab/repair programs if additional funding sources are secured and/or collaboration with private lenders to leverage OCD program is feasible.
3. Promote the use of the Lifelong Housing Certification Project as an education and marketing tool for age-friendly housing by working with the WA Co DAVS Lifelong Housing Certification Project Committee; comprised of professionals representing Realtors, Remodelers, Architects, Home Inspectors, Occupational Therapists, AARP, and three Area Agencies on Aging from WA County, Rogue Valley Council of Governments, and Lane County.
4. Work with the Housing Authority of Washington County to identify a funding strategy for remodeling aging public housing stock. Consider renovating some of the 54 single-

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family homes in Aloha-Reedville to meet Lifelong Housing Certification Project standards as a way to publicize and model this program and create age- friendly homes for very low-income households.

5. To promote improved accessible and alternative housing options (such as Edwards Center), review Community Development Code for possible revisions that encourage age and/or accessibility-focused multi-unit infill development.
6. Through the adoption of a resolution and/or policy, acknowledge and encourage community-driven “aging in place” initiatives, such as Villages NW and Village Without Walls, that work in coordination with government agencies (e.g. Washington County HHS/DAVS, etc.) and private senior/disability service providers to serve the Aloha-Reedville community. *Note: A “Village” is a community-led structure that assists residents to identify and access the resources they need to age comfortably and affordably in their own homes. Like Naturally Occurring Retirement Communities (NORCs), Villages embrace the strategy of bringing services to people through a neighbor-to-neighbor volunteer network rather than moving people to services.*

Transportation

1. The following transportation options, included in this study, support aging in place:
 - a. Increase and/or improve sidewalks throughout the community
 - b. Increase and/or improve walking paths for community connectivity
 - c. Increase and/or improve street lighting
2. Continue a dialogue with the Aloha-Reedville community and Tri-Met for more and safer transit stops in identified underserved areas and/or areas that are currently planned for transportation improvement.
3. In routine transportation outreach activities, consistently identify and promote existing transportations options that serve older adults and people with disabilities. For example, “Ride Connection” recently added Washington County to its service area.

Performance Indicators

1. Identify lead organization to convene existing aging-in-place organizations within one year.
2. Pass a Washington County Board of Commissioners resolution to recognize and encourage community driven “aging in place” initiatives such as Villages, coordinated interagency communication, community interaction, and leveraged public-private actions and funding strategies within one year.
3. Support recommended strategies in the Aloha-Reedville Study and Livable Community Plan that benefit aging in place within the next five years.
4. Include recommended strategies in the Aloha-Reedville Study and Livable Community Plan in the 2015-2020 Washington County Consolidated Plan update within the next two years.
5. Support the Housing Authority of Washington County to explore potential funding strategy for age friendly conversion of single family public housing units as part of any planned rehabilitation within the next five years.
6. Review Community Development Code to identify barriers to development of age-friendly accessible multifamily development within the next five years.

7. Encourage identified lead organization to coordinate with AARP and Housing Land Advocates in promoting age friendly zoning and home certification to policy makers and strategic partners within the next five years.

Lead Agency or Organization

Given the number of organizations already working in Washington County to forward and address the issues facing an aging population, a consortium of public and private organizations could be convened to explore opportunities to coordinate the work of all interested groups. Identifying a lead agency to act as the convener and facilitate communication between public and private partners could help develop a network of service providers focused on aging in place issues.

Strategic Partners/Collaborators

- Washington County Health and Human Services
- Housing Authority of Washington County
- Office of Community Development (Washington County)
- Senior Housing Developers – Bienestar (Hispanic) and Northwest Housing Alternatives
- Vision Action Network
- AARP (HOME Fit Guide)
- Ride Connection
- Realtors/Universal Design Architects/Builders (Developer Contact List)
- Villages NW – incubator/fiscal sponsor for Villages in Washington County
- Existing senior services providers (in home care, assisted living/skilled nursing/memory care).

BACKGROUND

"Age-friendly cities and communities focus broadly on both the built and the social environment and include eight domains: housing, transportation, outdoor spaces and buildings, social participation, respect and social inclusion, civic participation and employment, communication and information, and community support and health services." (Source: The Centers for Disease Control and Prevention's (CDC) Healthy Aging Research Network (HAN)).

CDC-HAN defines healthy aging as "the development and maintenance of optimal physical, mental, and social wellbeing and function in older adults". The definition also notes that healthy aging is most likely to be achieved when physical environments and communities are safe and support the adoption and maintenance by individuals of attitudes and behaviors known to promote health and well-being.

The following are demographics and data about Aloha-Reedville, combined with that from the Vision Action Network and Washington County Health and Human Services/Disability, Aging, & Veteran Services:

- Vision Action Network Summit on Aging 2012 selected data

- Washington County age distribution is changing – from 1990 – 2010 the population between 45 – 69 increased 34%
 - Older adults and community engagement in Washington County – 81% of adults aged 55 – 64 and 65+ made a donation to a nonprofit.
 - Estimated labor force participation – 2008 64.5% and 2018 68.1% of ages 55 – 64. 2008 25.1% and 2018 30.5% of ages 65 – 74.
 - Top needs and concerns of older adults according to DAVS – Obtaining affordable healthcare 61.8%, general home maintenance 54.9%, disability/chronic disease 40.2%, and concerned about money 43.6%
- Existing Conditions findings
 - Age: Aloha-Reedville had a smaller share of people 60 years and older (12 percent), compared to Washington County (15 percent), Metro (17 percent), or Oregon (20 percent).
 - Cost Burdened Homeowner Households: While median home values in the Aloha CDP are 20 percent lower than in the rest of Washington County, a greater share of households with a mortgage are considered cost burdened; they report selected housing costs equal to or greater than 30 percent of their gross income. Aloha-Reedville’s owner cost burden is similar to state and Portland Metro rates but above Washington County’s, and is higher for renters than owners.
 - Ethnic and Racial Diversity: Consistent with State and regional demographics, Aloha-Reedville is predominantly white, but growing more diverse over the past 20 years. However, Aloha-Reedville’s population is more diverse, with 30 percent of the area’s population in non-white racial groups, compared to 23 percent of Washington County or 16 percent of Oregon’s populations. The percent of Hispanics in Aloha-Reedville is double that of the Portland Metro region.
 - Household Income: The Aloha CDP’s median household income, about \$57,200, was lower than Washington County’s median household income but higher than the state’s. Approximately 35% of households 65 and over live on less than \$25,000 in annual income; approximately 35% live on \$25,000 - \$49,999; approximately 27% live on \$50,000 – \$99,000, and 3% live on incomes of \$100,000 or more.

One of the resources to support aging-in-place that is available to the Aloha-Reedville community is the nonprofit Villages NW-Metro. A “Village” is a group of like-minded people in a geographic area who come together to figure out and develop the resources that they will need to age comfortably in their own homes. Villages tend to be “volunteer first,” which means that they preferentially use volunteers to deliver services such as transportation, shopping, household chores, gardening, and light home repairs & maintenance. Villages also provide access to commonly needed outside services, such as home repair and home health care, at a discount from vetted providers to Village members.

Villages NW helps groups form new villages and has the following goals:

- Educate the public about Villages as a critical, cost-effective piece of the aging-in-place puzzle.

- Catalyze the emergence of new Villages by assisting Village founders to develop planning groups in their own NW communities
- Serve as a fiscal agent for Villages in development.

There are two Villages in development in Washington County, and they are working with Villages NW. They are:

- Village Without Walls, covering Aloha Reedville, Hillsboro, Cornelius and Forest Grove
- A Beaverton Village is forming a planning group.

Summary of Sources

Interviews

- Disability, Aging and Veterans Services – Julie Webber and Jeanie Butler
 - Outline of Contracted Services to Seniors including nutrition, Family Caregiver Support Services, Benefits Enrollment Center, Senior Health Insurance Benefits Assistance, Project Reach, Volunteers Program, Aging Disability Resource Connection (ADRC), Oregon Project Independence, Veterans Services, Options Counseling, Steps (training seniors who employ Homecare Workers to be effective employers)
- CAC rep– Gordon Teifel – Housing for residents with Disabilities - Edwards Center
- Providers at the DAVS sponsored Health Fair
- Villages NW – founder Chana Andler
- Village without Walls, planning group to serve Aloha Reedville and the rest of western Washington County
- Bandana Shrestha, AARP – Lifelong Housing Certification Project
- Karen Shawcross – Bienestar – catalyst project
- Troy Farnsworth – Universal Design
- Habitat for Humanity – Home Repair Pilot Program

Literature Review

- Investing in What Works for American Communities – Federal Reserve Bank of San Francisco/Low Income Investment Fund
- Aging In Community – Janice M Blanchard
- Aging In Place, Stuck without Options: Fixing the Mobility Crisis Threatening the Baby Boom Generation- Transportation America
- The Big Shift (Encore Careers) – Marc Friedman
- PSU Annotated Bibliography review
- AARP – Public Policy Institute Fact Sheet and HOME Fit Guide
- Village to Village Network – Ted Talk
- Vision Action Network – Aging Summit materials



January 8, 2014

Transit Corridor Standards in the Aloha-Reedville Study Area

Issue

Over the course of the Aloha-Reedville Study, community members have expressed the desire for vibrant commercial districts along the area's major streets, coupled with more frequent transit service. A key means of promoting these outcomes is to locate more housing along the area's major streets to support commercial activity and transit. Concentrating new housing along major streets also supports the community's desire to preserve existing developed single family neighborhoods in the remainder of the study area. This paper provides recommendations to promote more housing and mixed-use development along the study area's Transit Corridors, which will in turn benefit commercial districts and support more frequent transit service.

There are five Transit Corridors in the Aloha-Reedville study area:

- Baseline Road, from 185th Avenue westward to Cornelius Pass Road
- 185th Avenue, from its intersection with Baseline Road southward to the northern boundary of Metro's Aloha Town Center designation
- TV Highway, from the western boundary of the Aloha Town Center designation westward to Cornelius Pass Road
- Farmington Road, from the east edge of the study area westward to its intersection with 185th Avenue
- 185th Avenue, from its intersection with Farmington Road northward to the southern boundary of the Aloha Town Center designation

These corridor locations are shown in Figure 1. Existing conditions along these corridors (adjacent land use designations, development patterns, existing and planned transit service) are summarized in Attachment A.

Recommendation

- Consider changes to the Plan Map¹ amendment criteria as part of the 2014 Work Program², such as exempting some Plan Map amendment proposals from the Comprehensive Framework Plan (CFP) Policy 1, Implementing Strategy f.2 requirement to demonstrate a lack of appropriately designated suitable alternative sites within the vicinity for a proposed use
- Prioritize the study area's Transit Corridors in 2014, and consider the development of individual Corridor Plans as part of the 2015 or 2016 Work Program

¹ Plan Map amendment criteria are described under Actions to Achieve Transit Corridor Goals and Objectives, Section E

² The annual Work Program directs Long Range Planning staff's efforts as adopted by the Board of Commissioners.

- Consider the development of Parking Management Strategies³ as part of Corridor Plan development
- Consider the application of Transit Oriented (TO) Districts⁴ or design standard overlays as part of Corridor Plan development

Background

Addressing Transit Corridors has been a county-wide task on Long Range Planning's Work Program since 2002. The Work Program describes the task's scope as follows:

“This task...would make amendments to the Comprehensive Plan for the Urban Area, community plans and CDC to provide for denser development along transportation corridors and Main Streets, including higher residential densities and certain mixed-uses complimentary to residential uses (e.g., live/work units). Possibilities include: the development of corridor plans; amending the Plan Map amendment criteria to make it easier to propose higher residential density designations along corridors and main streets; and prohibiting small lot single family units in R-15, R-24 and R-25+ districts.”

(Note: Although the Work Program task references Main Streets as well as Transit Corridors, the Aloha-Reedville study area does not include any designated Main Streets.)

The Work Program identifies this task as one that would require a high level of staff resources. Although this task is currently being considered as part of the Aloha-Reedville study and not as a county-wide task, it may be most appropriate to apply actions to address this task county-wide.

What are Transit Corridors?

Metro's 2040 Growth Concept Map identifies the locations of Transit Corridors throughout the region, and the Metro Regional Framework Plan provides the following general description of Corridors:

“Corridors...are located along good quality transit lines. They provide a place for increased densities and feature a high-quality pedestrian environment and convenient access to transit. Typical developments along corridors include rowhouses, duplexes and one- to three-story office and retail buildings. While some corridors may be continuous, narrow bands of higher intensity development along arterial roads, others may be more nodal, that is, a series of smaller centers at major intersections or other locations along the arterial that have high quality pedestrian environments, good connections to adjacent neighborhoods and good transit service. As long as increased densities and a range of uses are allowed and encouraged along the corridor, many different development patterns - nodal or linear - may meet the corridor objective.”

³ Parking management strategies are described under Actions to Achieve Transit Corridor Goals and Objectives, Section C

⁴ Transit Oriented (TO) Districts are described under Actions to Achieve Transit Corridor Goals and Objectives, Section D

In 2000, Washington County’s Comprehensive Framework Plan for the Urban Area (CFP) was amended by A-Engrossed Ordinance No. 561 to describe the Metro Urban Growth Management Functional Plan (UGMFP) Design Types – including Transit Corridors - located in urban unincorporated Washington County. The CFP amendments included adding a map of the Transit Corridor locations to CFP Policy 40 (see Figure 1), and adding the following description of Transit Corridors to the text of CFP Policy 40:

“Transit Corridors generally include areas along transit routes that have or will have frequent service. Transit Corridor development will include a mix of complementary land uses, including rowhouses, duplexes, apartments, office or retail buildings, institutional uses and mixed commercial and residential uses. Commercial and offices uses will be allowed at specific points along the Transit Corridors and not in a linear matter that promotes strip commercial development and traffic congestion. Collectively, these land uses will generate increased pedestrian and transit ridership. Therefore, these areas will feature a high-quality pedestrian environment with wider sidewalks and pedestrian amenities. Transit Corridors will evolve into environments that provide for walking, cycling and transit. Mixed-use development will enhance the vitality of businesses since they can provide services for employees during the day and goods and services to area residents during the evening.”



Goals and Objectives for Transit Corridors

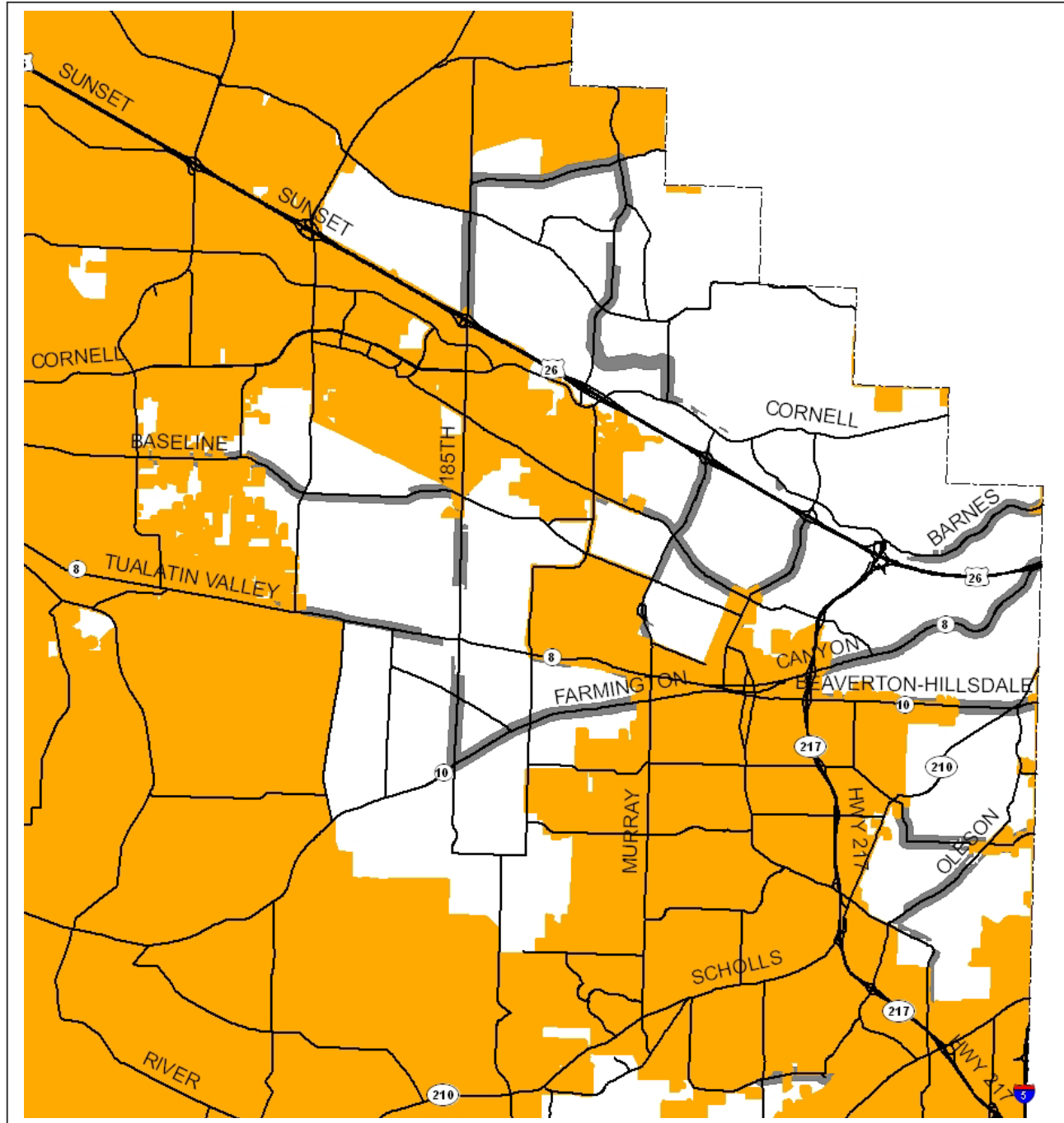
A primary goal for Transit Corridors is to concentrate higher density development along them in order to provide more activity and potential trip making opportunities in close proximity to frequent transit. Objectives for Transit Corridors also include providing a mix of complementary land uses (including residential, commercial, office, and mixed-use), and providing a high quality pedestrian environment (including wider sidewalks and pedestrian amenities).

As noted earlier, CFP Policy 40 was amended in 2000 to map the Transit Corridors and to describe goals and objectives for their future development / redevelopment. However, the county did not adopt implementation strategies to achieve Transit Corridor goals and objectives at that time, recognizing that implementation strategies would need to be based on a more focused study of corridor issues. Instead, the task of achieving the Transit Corridor goals was added as a county-wide task on Long Range Planning’s Work Program in 2002. However, the task has remained on the Work Program item in subsequent years, due to the Board of Commissioners’ prioritization of other projects. In 2013, this task was given a higher priority on the Work Program, so that development of implementation strategies for Transit Corridors in the Aloha-Reedville study area could begin.

Figure 1

Transit Corridor Boundaries Map

-  Transit Corridor (Corridors are 360 feet from the centerline of the road)
-  Exempted Area (Rural or incorporated as of 6/1/1996)



Actions to Achieve Transit Corridor Goals and Objectives

Encouraging the development of more dense housing and complementary mixed-uses within the Transit Corridors will require changing county regulations that are currently barriers to those types of development. Potential actions to achieve Transit Corridor goals and objectives include the following, which are described separately below:

- A. Developing corridor plans
- B. Constructing public facility improvements
- C. Developing parking management strategies
- D. Utilizing Transit-Oriented designations and/or design standard overlays
- E. Amending the Plan Map amendment criteria to make it easier to propose higher residential densities along corridors

A. Developing Corridor Plans

Developing a corridor plan is a comprehensive way to identify land use and transportation strategies for promoting higher density housing and mixed-use development in a Transit Corridor. Corridor plan development is a multi-phase planning process that includes the following steps:

1. Analysis of existing corridor conditions
2. Public involvement process that includes the corridor's property owners and stakeholders
3. Generation of land use and transportation alternatives that meet Metro and county objectives for Transit Corridors
4. Selection of a preferred alternative
5. Filing of land use ordinance(s) to make the necessary changes to the county's land use and development regulations
6. Ordinance hearings and adoption

Because the five Transit Corridors within the study area have different existing conditions, property owners and stakeholders, each corridor will likely require a separate planning effort. Staff resources are unlikely to allow corridor planning for all five corridors to occur simultaneously. Therefore, the corridors may need to be prioritized in terms of need, opportunity, or some other principle to determine which corridor plans to address first.

Potential challenges in developing corridor plans include the possible objections of residents and property owners to changes in corridor densities or development patterns. Staff recognizes that although development of more housing and mixed-use development along Transit Corridors would benefit access to transit and provide a more robust customer base for corridor businesses, they also have potentially negative effects. These include area-specific issues related to traffic flow and safety, increased vehicle trips, traffic congestion, parking issues, and compatibility issues with nearby lower density land uses. Therefore, corridor plans will need to include measures to mitigate or prevent potential negative effects. Despite the potential challenges, the work remains important, because the study area's Transit Corridors have the greatest potential for redevelopment.

Currently, detailed planning for the Aloha-Reedville study area is focused on the commercial center at TV Highway and 185th Avenue. A Town Center Framework Plan is being developed for this center with the assistance of Leland Consulting Group. The next phase of that planning could be the creation of an Aloha Town Center Refinement Plan within the next five years, dependent upon securing grant funding and Board prioritization. Due to the current focus on planning for this commercial center, as well as limitations on staff resources and time, staff recommends that development of corridor plans for the study area should not occur until the Town Center Refinement Plan is underway.

B. Constructing Public Facility Improvements

Constructing public facility improvements (for example, sidewalk improvements) can spur the desired redevelopment of Transit Corridors to a higher density. The Cedar Mill Town Center is an example of how public facility improvements can spur desired development. In 2000, the county adopted changes to the Cedar Mill Town Center regulations, including standards for pedestrian-friendly development and streetscapes. However, the construction of road improvements within that town center was very important in spurring its redevelopment in accordance with the newly adopted standards.

If the county opts to develop specific corridor plans for Aloha-Reedville, choosing corridors in which there is a funded road and/or pedestrian project may be optimal.

C. Developing Parking Management Strategies

Parking management strategies are strategies for more efficient use of parking resources. The efficient use of parking resources will be critical if more housing and mixed-use development is developed within Transit Corridors. Parking management strategies may include items such as instituting parking maximums, provisions for shared parking, and development of more accurate and flexible parking standards. The county has not undertaken such work before. This potential action could be considered as part of the development of corridor plans (described in Item A above).

D. Utilizing Transit-Oriented Designations and/or Design Standard Overlays

The county's land use designations include nine Transit-Oriented (TO) districts. The intent of the TO districts is to direct and encourage development that is transit supportive and pedestrian oriented in areas within proximity to light rail transit stations and within 1/4 mile of existing and planned primary bus routes. However, to date the county has applied TO districts primarily to areas that are within 1/2 mile of light rail transit stations, and has not applied these designations along Transit Corridors.

The existing TO district standards that apply to the areas within 1/2 mile of light rail stations limit land uses to those that have a sufficient density of employees, residents or users that support transit. This aspect of the TO district standards fits well with the overarching goal for Transit Corridors: providing higher density development in close proximity to frequent transit. The TO district standards also include design principles, standards and guidelines to promote a high quality streetscape for pedestrians. This emphasis on high quality pedestrian streetscape is also consistent with the Transit Corridor objective of creating a high quality

pedestrian environment. Therefore, one option for addressing the goals and objectives of Transit Corridors would be to apply TO district designations to the properties along Transit Corridors as part of corridor plan development (described in Item A above). A potential downside of applying the TO district designations is the complexity of those regulations, which makes them difficult to implement.

An alternative option would be to retain the existing land use designations within a corridor during corridor plan development, but legislatively apply an overlay, such as an area-specific Area of Special Concern (ASC) that would contain additional development and design requirements. (ASC overlays addressing various development and design issues are present within most of the urban Community Plans, including the Aloha-Reedville Community Plan.) However, as noted earlier, staff recommends that the development of corridor plans should not be addressed until at least 2015, due to the high level of staff resources that would be required for this work.

An option currently available to property owners is the ability to submit Plan Map amendment requests for the application of higher density, higher intensity land use districts to individual properties within Transit Corridors. These types of requests could be made easier to achieve by relaxing specific Plan Map amendment criteria, as discussed further below.

- E. Amending the Plan Map amendment criteria. The Plan Map amendment criteria are standards that must be met to get County approval to change the land use designation of property (for example, to change from a residential to a commercial designation). The Plan Map amendment criteria were adopted in the early 1980's and have not been significantly amended since then. They were intentionally crafted to be difficult to meet, because it had taken several years to formulate and map the land use designations. However, market conditions have changed significantly since the 1980's. Changed market conditions may now warrant changes to the Plan Map amendment criteria to address local and regional goals for land use and transportation.

Currently, property owners requesting Plan Map amendments must demonstrate compliance with several CFP policies. The most fundamental of these is CFP Policy 1 (The Planning Process), Implementing Strategy f. As written, Implementing Strategy f. can be a significant barrier to requests for higher density residential land use designations along a Transit Corridor. Implementing Strategy f requires an applicant for a Plan Map amendment to demonstrate one of the following:

1. A mistake in the current designation such that it probably would not have been placed on the property had the error been brought to the attention of the Board during the adoption process.
2. A lack of appropriately designated suitable alternative sites within the vicinity for a proposed use. Factors in determining the suitability of the alternatives sites are limited to one of the following:

- a) Size: suitability of the size of the alternative sites to accommodate the proposed use; or
 - b) Location: suitability of the location of the alternative sites to permit the proposed use.
3. The property was added to an Urban Growth Boundary.
 4. A major change in circumstances affecting a significant number of properties in a community subarea or subareas. Events deemed to cause a major change in circumstances are limited to one of the following:
 - a) The construction of a major capital improvement (e.g., an arterial or collector, a sports arena or convention center, or a regional shopping center) which was unanticipated by the applicable community plan or other elements of the Comprehensive Plan.
 - b) Previously approved plan amendments for properties in an area that have changed the character of the area to the extent that the existing designations for other properties in the area are no longer appropriate.

The above requirements, especially those of Strategy f.2, can be difficult to meet. If a property owner wished to change the designation of a Transit Corridor property to a higher density residential designation, the request could only be approved if the owner could demonstrate that there is a lack of alternative sites within the vicinity for high density residential development.

Therefore, a potential action to promote higher-density development along Transit Corridors is to change the Plan Map amendment criteria to make them less difficult to meet (for example, removing the requirement to comply with Strategy f.2 of Policy 1). There are several options to consider for this action, including the following:

- Should Plan Map amendment criteria be relaxed only for lands within the Aloha-Reedville study area that are adjacent to Transit Corridors, for all properties within Aloha-Reedville, or for all properties county-wide?
- Should relaxed Plan Map amendment criteria apply only to specific types of requests, such as requests for high-density residential designations within existing lower-density residential areas?

Staff recognizes that relaxation of Plan Map amendment criteria could result in compatibility issues (such as construction of new higher-density development with taller, larger building footprints adjacent to properties with lower-density detached single-family development) and traffic flow, traffic safety and parking issues resulting from additional density. Therefore, any proposals for relaxation of Plan Amendment criteria would need to include requirements to mitigate for potential negative consequences.

Staff recommends that changes to the Plan Map amendment criteria be considered as a possible work task in the 2014 Work Program.

“ATTACHMENT A”
Aloha-Reedville Transit Corridors
Existing Conditions Summary

The existing conditions summary below is based on information from the County’s land use designations maps, aerial photos, and Assessment & Taxation information.

Baseline Road corridor (185th Avenue to Cornelius Pass Road):

- Existing transit service is limited to the segment of Baseline Road between 185th Avenue and 197th Avenue (TriMet bus line 88). Service frequency is every 20 minutes or more on weekdays and every hour or more on weekends.
- The properties at the east end of this corridor have R-5 designations, and have been subdivided and developed with detached single-family homes that were constructed in the 1970’s and 1980’s.
- The central corridor is bordered by R-15 land on the south side, developed with condominiums and detached single family homes constructed in the 1990’s. The north side is designated TO 18-24 and NC, and is developed with a small commercial shopping center and a large pending residential development (Baseline Woods).
- The corridor’s west end is bordered by R-6 and R-9 designations, most of which are subdivided and developed with single-family detached residences constructed in the 1990’s and later.
- The corridor contains a few fairly large (1 acre or more) undeveloped or under-developed R-9 parcels, but some appear to be encumbered by streams or wetlands.

185th Avenue corridor (Baseline Road south to the north end of the Town Center):

- Existing transit service (TriMet bus line 52) has a service frequency of every 20 minutes or more on weekdays and every 30 minutes or more on weekends.
- TriMet’s Westside Service Enhancement Plan identifies the need for a new frequent service line to serve 185th Avenue. The Westside Service Enhancement Concept Map proposes a frequent service line that would serve the entire extent of 185th Avenue within the Aloha-Reedville study area, as well as north of the study area.
- At the corridor’s north end, adjacent properties have designations of R-24, TO:BUS, TO:24-40, TO:18-24, and TO:9-12. The parcels with the R-24, TO:BUS and TO:9-12 designations are developed with attached single-family and multi-family dwellings, but the large parcels with the TO:24-40 and TO:18-24 designations are currently developed with greenhouses.
- At the central and south end, adjacent properties have designations of R-5 and R-9. Many of these are within subdivisions developed with single-family residences constructed in the 1970’s to the 2000’s.
- There are several fairly large (0.5 acre to 4 acre) undeveloped or under-developed R-5 and R-9 parcels. Some of these appear to be encumbered by streams. Four of these parcels are owned by Washington County Support Services.

TV Highway corridor (west end of Town Center to Cornelius Pass Road):

- Existing transit service (TriMet bus line 57, a “Frequent Service” line) has a service frequency of every 20 minutes or more on weekdays and weekends.
- The area on the north side of TV Highway and east of SW 209th Avenue is designated CBD, and the properties adjacent to the highway contain a variety of commercial uses (supermarket, strip mall retail, and fast food restaurants).
- The area on the south side of TV Highway and east of SW 209th Avenue (on south side of Shaw Street) contains a strip of properties with industrial designations, one of which is the Intel facility.
- The area west of SW 209th Avenue has a designation of GC on the north and south sides of the highway. The adjacent properties contain commercial uses with large outdoor display areas (boat sales center, a camper sales center, a car rental business, and a fencing and decking construction business).

Farmington Road corridor (east end of the study area west to 185th Avenue):

- Existing transit service (TriMet bus lines 52 and 88) has a service frequency of every 20 minutes or more on weekdays and every 30 minutes to once an hour or greater on weekends.
- TriMet’s Westside Service Enhancement Plan identifies the need for a new frequent service line to serve Farmington Road. The Westside Service Enhancement Concept Map proposes a frequent service line that would serve the portion of Farmington Road from the east end of the study area westward to 185th Avenue.
- At the east end, the north side of Farmington has adjacent designations of INST, OC, R-15, NC, R-24, and R-9. The INST and OC properties are part of the St. Mary’s campus, which includes a large R-15 property (which is vacant but partially impacted by a wetland). The R-24 property is developed with attached units. A few of the R-9 properties are fairly large (0.3 to 1 acre) and under-developed with single residences. The south side of Farmington has adjacent designations of R-15, R-9 and R-5. Several of the R-9 properties are fairly large (0.5 to 1 acre) and are under-developed with single residences.
- In the central portion, the north side of Farmington has adjacent designations of OC, R-24, CBD, and R-15. The two OC-designated properties are owned by PGE; one contains a substation, while the other has what appears to be an equipment shelter. Some of the R-24 properties are developed to their allowed densities, but there are several R-24 lots of 0.3 to 1 acre that are under-developed with single residences. The CBD parcels are developed with the Bales Thriftway shopping center. The south side of Farmington has adjacent designations of R-9, R-5, INST, and R-15. Some of the R-9 properties are fairly large (up to 0.4 acres), and developed only with single residences. The R-5 properties are developed with detached single-family subdivisions. The INST property contains Mountain View Middle School. The R-15 properties are a subdivision platted to the allowed density, but the lots are undeveloped.
- In the west end, the adjacent properties on the north side are designated R-15 and NC. Most of the R-15 land is developed with multi-family units, but at least three R-15 parcels of 0.4 to 0.8 acres are undeveloped or improved with only a single dwelling. The

NC land is developed with a bank and a retail establishment. The adjacent properties on the south side are designated R-15, INST and CBD. THPRD owns two of the R-15 sites that total 8 acres; these are unimproved. There are three or four R-15 lots that are 0.4 to 0.9 acres in size, developed only with single residences. The INST property contains a church, while the CBD property received a 2013 land use approval for a drugstore with drive-through.

185th Avenue corridor (Farmington Road north to the south end of the Town Center):

- Existing transit service (TriMet bus line 52) has a service frequency of every 20 minutes or more on weekdays and every 30 minutes or more on weekends.
- TriMet's Westside Service Enhancement Plan identifies the need for a new frequent service line to serve 185th Avenue. The Westside Service Enhancement Concept Map proposes a frequent service line that would serve the entire extent of 185th Avenue within the Aloha-Reedville study area, as well as north of the study area.
- At the south end, the properties along both sides of the road are designated NC and are developed with commercial uses including a supermarket and strip mall retail.
- Just south of the Kinnaman intersection, the properties along both sides of the road are designated R-5 and R-9, and are developed as subdivisions containing detached single-family residences. At the Kinnaman intersection, the property on the west side of the road is designated INST and contains the Aloha HS campus; the property on the east side is designated NC and is currently vacant.
- North of the Kinnaman intersection, the adjacent properties on both sides of the road are designated OC and are developed with condominiums, older single-family detached dwellings, and office uses.



January 21, 2014

Aloha-Reedville Transportation Action Accessways

Issue

Aloha-Reedville developed in an incremental fashion over many decades, resulting in a disjointed local street network and heavy reliance on arterial and collector streets for short trips. Planning regulations calling for well-connected local street networks did not arrive in earnest until the 2000s.

The Washington County Community Development Code now includes regulations that promote smaller block sizes, prohibit most cul-de-sacs, and allow for the establishment of accessways – short pedestrian/bicycle pathways between streets – when building a full street connection is not practical. Some newer developments in Aloha-Reedville contain accessways that improve local connectivity.

Increased emphasis on active transportation for improved health and travel options raises the importance of providing safe, convenient walking and bicycling routes, especially for shorter trips. Accessways provide for shorter walking and bicycling trips, establish quieter and safer environments for walking and biking, and reduce travel demand on roadways.

In most areas of Aloha-Reedville, accessways would be implemented by retrofitting them into the built environment. Several unique opportunities exist in which undeveloped county rights-of-way or public easements could be improved to include accessways. Often these locations include streams or other natural features that prevented road construction in the first place.

County staff investigated several of these locations in the field and used GIS network analysis to test the degree to which an accessway would improve pedestrian connectivity. Of the approximately 85 identified, 17 locations showed particularly strong potential for improving connectivity and are the focus of the accessway recommendations below. Per Community Development Code section 408-9, accessways should be ten feet wide, accessible to people with disabilities, and have lighting at each end.

To maximize their usefulness, accessways should also include wayfinding signage announcing their presence and indicating the direction and distance to destinations at the other end. The county is currently working on wayfinding signage standards as part of the Washington County Neighborhood Bikeways Plan.

Recommendations

1. Construct an accessway and pedestrian/bicycle bridge over Beaverton Creek within the SW Augusta Lane right-of-way between 178th Avenue and Pheasant Drive.
2. Construct an accessway and pedestrian/bicycle bridge over Beaverton Creek within the SW Pheasant Drive right-of-way between 178th Avenue and Pheasant Drive.

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3. Construct an accessway within the SW 189th Avenue right-of-way north of Madeline Street to the existing stub of SW 189th Avenue.
4. Work with Tualatin Hills Park and Recreation District to plan and construct accessways and pathways connecting Marty Lane, 178th Avenue, 174th Avenue, 173rd Terrace, Pointe Forest Court, Beaver Court, and Pheasant Lane in the vicinity of Crowell Woods Natural Area and a proposed neighborhood park.
5. Work with Tualatin Hills Park and Recreation District to establish or improve accessways/pathways connecting SW Wright Street at Lawndale Park, Mountain View Middle School, and SW 170th Avenue, through the proposed community park site.
6. Work with Tualatin Hills Park and Recreation District to establish an accessway/pathway along the SW Oak Street alignment between 182nd Terrace and 179th Avenue through the future park site.
7. Work with Tualatin Hills Park and Recreation District and Beaverton School District to establish an accessway through Arnold Park connecting the International School of Beaverton and 180th Terrace with the intersection of Vincent Street and 180th Avenue.
8. Work with property owners and developers to explore the feasibility of accessways in the following locations:
 - Connecting Kinnaman Road with Butternut Street adjacent to Washington County Housing Authority properties.
 - Connecting the intersection of Bonnie Meadow Lane and 186th Avenue with 185th Avenue.
 - Connecting 163rd Avenue with Shelton Street through an open space area.
 - Connecting 191st Avenue with Kalyca Way across Beaverton Creek in the vicinity of Chantal Village Park.
 - Connecting the intersection of Brackenwood Lane and 211th Avenue with 211th Court and 209th Avenue in the vicinity of L.C. Tobias Elementary School.
 - Connecting Williamsburg Way (in Heritage Village mobile home community), 175th Terrace, Hurrel Lane and Pacifica Court by upgrading existing fire lanes and walkways.
 - Connecting Prospect Street with 188th Court in the vicinity of Springbrook Garden Apartments.
 - Connecting 196th Terrace and Marlin Drive in the Hazeldale area.
 - Connecting the Kalevala Village apartments and Susan Marie apartments on 180th Avenue with Farmington Center shopping center across Bales Wetlands Park.
9. Consider making accessways an eligible expenditure in the Washington County Minor Betterments and Urban Road Maintenance District Safety programs.
10. Revisit accessway design guidelines in Community Development Code Chapter 408-9 to consider changes that would maximize safety and comfort for people walking and bicycling.

11. Continue developing wayfinding signage standards in concert with other jurisdictions in Washington County and the Portland region. Once developed, seek funding and install wayfinding signage at accessway access points.
12. Develop walk/bike maps in concert with other county efforts including the Neighborhood Bikeways Plan, and include accessways on the map.
13. Clarify/develop maintenance plan and possible code enforcement responsibilities for accessways

Performance Indicators

- Increase number of households that have reduced travel time to key destination points (to be determined such as park entrance, schools, transit stops or other.)
- Miles of trails and accessways

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- Tualatin Hills Parks and Recreation District
- Washington County Visitors Association
- Washington County Bicycle Transportation Coalition
- Westside Transportation Alliance
- Bicycle Transportation Alliance
- Aloha Business Association
- Aloha Community Library Association
- The Intertwine Alliance

Background

Increased county-wide, regional and state emphasis is being placed on multi-modal transportation options. Traffic congestion relief, clean-air initiatives and improving community health are all possible outcomes of creating safe and convenient travel options for people on foot, bicycle or mobility device.

County efforts such as the 2005 Pedestrian Enhancements Design Guidelines, the 2012 Bicycle Facilities Design Toolkit, and the 2012 Bicycle and Pedestrian Improvement Prioritization Project illustrate the intentions to provide facilities that increase the convenience and safety of walking and biking.

As noted above development patterns in the Aloha-Reedville study area often prevent convenient, direct access to destinations by any mode other than driving.

Accessways help people walking and bicycling to overcome barriers and avoid circuitous routes that they would otherwise face if traveling along the street network. In doing so, accessways encourage walking and bicycling by making those modes more convenient than driving for

certain short trips. For nearby residents, accessways offer a quieter environment compared to a full street connection in the same place.

Staff analysis identified approximately 85 locations with public easements and/or county rights-of-way between streets and neighborhoods that could provide increased connectivity. Of those, 16 locations appear to have the highest opportunity to connect residential areas to parks, schools, commercial areas and transit. Some locations are within existing county rights-of-way or public park properties, while other locations include privately-owned parcels that would clearly require property-owner buy-in and partnerships.

In the Washington County Community Development Code (Chapter 408-9), accessways are limited to 300 feet in length, beyond which they are classified as “greenways” subject to wider right-of-way requirements. Several community members have suggested revisiting the county’s accessway and greenway code provisions, both to eliminate the confusion between the two designations, and more significantly, to reexamine design standards to maximize safety, comfort, and integration with surrounding land uses.

Applicable Performance Measures

Project Goal 4: Land Use basis for optimal mobility

Community Values: Prosperity, Safety, Health, Quality of Life

Community Vision Statements: Efficient Roadways, Alternative to Car, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan

Compatible with other planning efforts: None

Implementation Timeline

Near term. One or two projects could be implemented within five years, others within ten years.



January 21, 2014

Aloha-Reedville Partner Action Parks

Issue

Park availability and access generates much community input. There are neighborhoods within the Aloha-Reedville study area where parks may be accessible but are unimproved or parks are not accessible within typical park standards (1/2 mile for neighborhood parks (unimpeded by major roads) or 3 miles for community parks.)

Parks provision is divided between those areas in the Hillsboro School District owned by the City of Hillsboro and maintained by Hillsboro Parks and Recreation District and those areas in the Beaverton School District (BSD) owned and maintained by Tualatin Hills Parks and Recreation District (THPRD.) (BSD and the Tualatin Valley Water District own some sports fields that THPRD maintains and operates pursuant to intergovernmental agreements.)

Parks managed by the City of Hillsboro are minimally maintained until such time as the property owners decide to annex to the city. Residents in the unincorporated Reedville area (Hillsboro School District) pay out of district usage fees to both Hillsboro Parks and Recreation for use of improved facilities in the city and to THPRD for use of their facilities.

Park standards in THPRD currently meet their standards for neighborhood parks at 0.9 acres per 1000 population but fall short for community or special use parks at 0.8 acres per 1000 population versus THPRD standard of 2 acres per 1000 population.

Recommendation

1. Support THPRD efforts to expand community or special use facilities through planning and development of a new community park adjacent to Mountain View Middle School (in collaboration with Beaverton School District) and the eventual planning and development of a new community center on one of two sites in the planning area acquired by THPRD.
2. Support development of a “Champions Too” field and related amenities within the new community park to be developed adjacent to Mountain View Middle School to support people with disabilities.
3. Support connectivity improvements between existing park facilities and nearby neighborhoods that provide improved pedestrian and bicycle access such as providing access to Tualatin Nature Park across Beaverton Creek and bike/pedestrian crossing on 170th Avenue.
4. Review and consider crossing improvements to provide safe, efficient bicycle/pedestrian access across major streets
5. Support and encourage THPRD development of newly acquired neighborhood park sites in the community through participation in the District’s preparation of a Parks Functional Plan that prioritizes park development in the District.

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Performance Indicator

Not applicable as this is primarily a Partner Action.

Lead Agency or Organization

Tualatin Hills Parks and Recreation District and the City of Hillsboro are the lead agencies to take responsibility for this action. Partnering agencies or organizations could include:

- Washington County Department of Land Use and Transportation
- Metro
- Beaverton School District
- Hillsboro School District

Background

Parks are a highly desirable feature of any community as both neighborhood parks with open space, playground structures, and picnic facilities, and as community parks with athletic fields and accompanying amenities.

Not all residents have convenient, safe access to their nearest park. Within the unincorporated Reedville area (Hillsboro School District is the defining line) the City of Hillsboro owns several parks (Paula Jean linear park for instance) and the historic Masters House. Because these facilities are outside the city limits county residents that benefit from use of the parks do not pay taxes that could support improvements. The city maintains these facilities at a minimum level until such time as a majority of residents choose to voluntarily annex to the city. At that time the city would begin improvements.

In the unincorporated Aloha area the parks are under the ownership and management of THPRD. THPRD strives to provide neighborhood parks at the rate of 0.8 acres per 1000 residents and within a half mile of all residential addresses. In the Aloha area, the target amount of neighborhood park acreage per residents is met. However, not all neighborhood parks are within the desired ½ mile unimpeded walking distance given the difficulty in finding suitable opportunities for locating new park areas. Additionally, residential development patterns, such as cul-de-sacs and dead-end roads, may hinder access to a park that would otherwise meet the distance standard as shown on a map. THPRD continually looks for acquisition opportunities that will help it meet its siting standards.

Within the last few years, using funds from a voter-approved 2008 bond measure supplemented by funds from Metro and Washington County, THPRD has acquired three future neighborhood park sites in the study area including:

- A 6.67 acre site at northeast corner of 165th Ave. and Farmington Rd., approximately half of which will be developed with a park (the remainder is a wetland).
- A 5.34 acre site north of SW Beaver Ct., west of 174th which will serve the higher density neighborhood near the Elmonica Light Rail Transit station.
- A 2.02 acre site on the west side of SW Miller Hill Road, south of Georgene Ct., near Hazeldale Elementary School.

- A 2.74 acre site on the north side of Alexander Street east of SW 182nd that was part of land owned by the Living Hope Fellowship. Unlike the other sites listed here, THPRD has budgeted about \$525,000 from its 2008 bond measure to improve this site with a sports field by 2017.

THPRD is also pursuing acquisition of one more neighborhood park site north of T.V. Highway to the west of SW 185th to serve an area that is presently underserved. THPRD anticipates that this acquisition will be completed by early 2014.

With the one exception noted above, funding is not available at this time for development of these neighborhood park sites. However, using bond measure funds THPRD recently developed a neighborhood park site that was previously acquired. Located on the south side of Blanton St. west of SW 165th, Barsotti Park opened to the public in December 2013.

During FY 2013-14 THPRD will be preparing a parks functional plan that will set standards for park development and prioritize sites for development, with the rate of development dependent on funding availability. Potential sources of funding include bond measures, system development charges and grants.

THPRD also strives to provide a high level of community parks that have athletic fields and generally more amenities than neighborhood parks. Currently Aloha is below the desired standard of 2 acres of this type of park per 1000 people. Recent acquisitions will move the community closer to those standards with a new community park on THPRD and Beaverton School District land adjacent to Mountain View Middle School. Several new fields will be developed pursuant to an intergovernmental agreement between THPRD and BSD. Part of this new park may also include a “Champions Too” field, a facility specifically designed and constructed for disabled athletes – a first for the region. Aloha will be the home for what should be a regionally significant facility. Development of the new community park, which is funded by money from THPRD’s 2008 bond measure, is scheduled to be completed by 2018.

Finally, one of THPRD’s objectives in passing its 2008 bond measure was to acquire a site for a future community center to serve the District’s southwest quadrant, including the study area. Such a facility is envisioned as being similar to the District’s Conestoga Recreation and Aquatic Center next to Southridge High School in Beaverton, including meeting rooms, sports courts and exercise equipment. The District has now acquired two sites that may be the location of the community center, a site of about ten acres on the south side of Farmington Road just west of 179th Ave., and a site of about seven acres with frontage on 185th Ave. at its intersection with Pike St. The latter site is west of and contiguous to Arnold Park, which is west of and adjacent to the International School of Beaverton. It is likely that the final decision about which of these sites will be the location for a community center will be made in the next few years through a feasibility study process. Since the cost of such a facility could be in the \$30-40 million range, its development may not occur in the near future.

Project team members are assessing ways to improve park access, whether through county-owned easements that could be improved, allowing better connectivity between neighborhoods,

or by identifying current and future transportation improvements that ensure safe access to parks and trails.

An existing safety need identified by staff and the community is improved pedestrian and bicycle access between residential areas of Aloha and the trail network in Tualatin Hills Nature Park. A grant application is in process under the Oregon Department of Transportation's TGM (Transportation Growth Management) program to provide a concept plan for SW 170th Avenue from SW Alexander Street to SW Merlo Road (and include Merlo Road as part of the corridor.) The concept plan will consider pedestrian/bicycle improvements and crossings to improve access to the area's largest and most significant park.

Transportation improvements also are needed on 209th Avenue and Farmington Roads to provide safer pedestrian and bicycle access to the area's other regionally recognized park – the Jenkins Estate. Safe neighborhood access will become increasingly necessary as future development in the adjacent South Hillsboro planning area will result in a greater number of community members using this facility.

Applicable Performance Measures

Project Goal 1: Community Plan with broad support

Project Goal 2: Streetscape improvements

Project Goal 4: Land Use basis for optimal mobility

Community Values: Safety, Health, Quality of Life

Community Vision Statements: Community Resources, Gathering Places, Efficient Roadways, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan, Corridor and Town Center Land Use and Streetscape Improvement Plan

Compatible with other planning efforts: Tualatin Hills Parks and Recreation District Master Plan

Implementation Timeline

Near term, some actions could be implemented within one year. Many actions will occur over longer terms.



January 27, 2014

Aloha-Reedville Land Use Action Neighborhood Commercial Nodes

Issue

Members of the community and the Citizen Advisory Committee (CAC) have expressed a desire for small-scale commercial “nodes” within existing residential neighborhoods.

Recommendation

Do not pursue Community Development Code (CDC) amendments to address this topic due to lack of feasibility.

Background

A desire for small-scale commercial “nodes” within existing residential neighborhoods has been articulated at CAC meetings and in written comments from community members at public events for the Aloha-Reedville Study & Livability Plan. The project team (staff and consultants) has not received detailed information on desired types of commercial uses. However, the team’s working assumption is that citizens would desire commercial uses such as coffee shops, small groceries, and/or neighborhood service uses such as a dry cleaner, housed in a small-scale development of three or fewer buildings with shared minimal parking.

Therefore, staff posed several questions to the project team’s economic consultants, Chris Zahas and David Siegel of Leland Consulting:

- What variables impact the economic viability of a commercial location in a residential neighborhood?
- What is the minimum residential density needed to support neighborhood scale commercial use?
- What is the minimum site size needed for neighborhood scale commercial uses?
- For the type of small-scale development we’re targeting (≤ 3 buildings and shared minimal parking) what are the pros and cons of a market capture study? Is it necessary?
- Are there any local examples of small-scale commercial outside of commercial corridors? Ladd’s Addition café is a good example of an ideal.

In response to these questions, Mr. Zahas and Mr. Siegel noted the following:

- A minimum site size of 15,000 to 20,000 square feet is required to get critical mass for a small shopping node that is not located along a corridor.
- There are very few examples of small shopping nodes such as this, and it’s difficult to get developers interested.
- Small commercial nodes could happen at intersections, such as the intersection of SW Kinnaman and SW 209th Avenue – but they would not be realistic within the interior of a neighborhood.

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Mr. Zahas and Mr. Siegel discussed the idea of locating a neighborhood commercial overlay at an intersection for the purpose of incentivizing commercial activity at the neighborhood scale. However, they noted that vehicular visibility would still be needed for such a commercial node to succeed. In addition, they noted that on-street parking would be required for the success of such a node, and noted that bike lanes would be a potential roadblock to the provision of on-street parking.

Given the above feedback from Leland Consulting, staff concludes that the provision of neighborhood commercial nodes in the interior of neighborhoods is not feasible, due to factors such as lack of visibility and lack of developer interest. In addition, staff concludes that the provision of neighborhood commercial nodes at intersections is not feasible, due to factors such as the need for a minimum site size of 15,000 to 20,000 square feet and the need for sufficient on-street parking. Staff recommends that this topic not be pursued due to the above considerations.



January 30, 2014

**Aloha-Reedville Transportation Action
Street Lighting in Developed Neighborhoods**

Issue

Neighborhood street lighting was not a condition of development until 2003 (Ordinance 607). Prior to that time street lighting in new development was provided voluntarily by the developers.

Many older, developed neighborhoods lack street lighting. Street lighting improvements are mentioned in more than 175 public comments.

These neighborhoods lack an easily accessible program to retrofit neighborhood level street lighting.

Individual property owners may work directly with PGE but installation and on-going power and maintenance costs are slightly higher than can be collectively achieved with a neighborhood-wide program.

PGE recently instituted a new program for installation of street lights providing a lower-cost alternative to previous approaches.

Retrofitting developed neighborhoods with street lights will require creation of a Service District for Lighting (SDL).

Recommendation

1. Conduct a feasibility study within a geographically defined developed neighborhood (underway) and monitor staff time and resources used. This includes outreach, coordination with PGE on existing or new pole locations, reviewing tax lot ownership, and ensuring a majority of property owners agree, and creating an SDL.
2. Based on the outcome of the feasibility study, determine: 1) should Washington County Operations Department continue to manage this type of endeavor and 2) appropriate thresholds, such as a minimum number of benefiting tax lots, that provide a reasonable match to staff efforts.
3. If recommendation 2 moves forward, develop community information regarding the process needed to request neighborhood street lights.
4. If recommendations 2 and 3 move forward, distribute information through Oregon State University (OSU) Extension Service Citizen Participation Organizations (CPO), post on appropriate county website location, and seek additional partnership distribution opportunities.

Performance Indicator

Create a program that reduces the amount of time required for community members and staff to address a request for installation of streetlights in neighborhoods and the creation of an SDL.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- OSU Extension Service – CPO program

Background

The Aloha-Reedville study area is substantially built out with more than 95% of the area as residential development. As mentioned above, street lights were not a condition of approval for development prior to 2003 ordinance adoption. Street lights may have been provided in some developments but were done so on a voluntary basis by the developers.

Much of the older residential, single-family neighborhoods in Aloha-Reedville was built prior to 1970 and retains the rural residential character of the time. Few have street lights and other amenities found in newer neighborhoods.

Increased density in the study area encourages more people to walk or bike to their destinations. Increased emphasis on walking and biking as healthy alternatives also puts more importance on increasing the safety of neighborhood streets – street lights are one of the elements that encourage more of these activities.

One option for property owners to obtain street lighting is working directly with PGE. However the cost for maintenance and power are slightly higher than those costs that can be achieved by distributing costs among multiple benefiting properties. Internal county discussion among staff is on-going to develop a programmatic approach to guide property owners for application of retrofitting a neighborhood and then creating an SDL

The advantage of forming an SDL is that collectively property owners can achieve lower rates for ongoing maintenance and power and the county can assist in the process of working with PGE to install lighting on either existing poles or install new poles.

A feasibility study is underway that includes approximately 103 tax lots in an area bounded by 209th to the east, Cornelius Pass Road to the west, Johnson Street to the north and Tualatin Valley Highway to the south. A resident and property owner in the area has agreed to act as the neighborhood coordinator for this effort. Operations Department staff are designing a process and monitoring all costs associated with this effort to determine the county's costs to direct such a process.

The feasibility study will be concluded by spring, 2014 at which point an evaluation of the process will be conducted and determination made whether it is a reasonable expenditure of county resources to continue this approach.

Street lighting was mentioned in more than 175 public comments and consistently ranked among the top three requested improvements during the Aloha-Reedville planning process. These comments came with some concerns about light pollution and a desire to use “dark sky”-friendly light fixtures. Washington County’s current lighting standard is to use light-emitting diode (LED) fixtures instead of the high-pressure sodium bulbs that had been used for many years. These LED fixtures are endorsed by the International Dark Sky Association.

Applicable Performance Measures

Project Goal 1: Community Plan with broad community support

Project Goal 2: Streetscape improvements

Project Goal 7: Maintain/expand housing affordability

Community Values: Safety, Health, Beauty, Quality of Life

Community Vision Statements: Efficient Roadways, Alternative to Car, Housing, Personal Security, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan, Corridor and Town Center Land Use and Streetscape Improvement Plan, Housing Equity and Opportunity Strategy

Compatible with other planning efforts:

Implementation Timeline

Near term, could be implemented within one year.



February 3, 2014

**Aloha-Reedville Transportation Action
Addressing Sidewalk Gaps Near Schools**

Issue

The Aloha-Reedville study area includes 12 public schools split between the Beaverton and Hillsboro School Districts. An initial analysis using ¼ mile buffers around these schools identified more than nine (9) miles of sidewalk gaps.

Sidewalk connectivity was one of the most frequently cited concerns from the community. Based on additional discussion with the community and the Citizens Advisory Committee (CAC) sidewalk gap infill around schools was determined to be the highest priority.

A comprehensive inventory of sidewalk and connectivity gaps within ¼ mile of elementary schools and within ½ mile of middle and high schools resulted in an initial list of 99 potential projects. This list was reduced to 39 projects after eliminating funded projects, major road reconstruction projects, and projects on private property or in non-county road rights-of-way. List refinement also included close collaboration with school district staff, including a review of existing walk routes, busing areas and parent/guardian comments.

A final round of prioritization used geographic analysis to determine which project or set of projects would provide the most benefit for each school, as measured by the number of housing units whose occupants would theoretically use the facility on their walking route to school. Fifteen (15) projects were identified through this process and vetted again with school district staff. The projects include 11 sidewalk/walkway projects, three crosswalks project and one pedestrian/bicycle bridge totaling approximately \$4.2 million and benefitting ten schools.

Intent moving forward is to identify and seek funding for these projects. Funding the pedestrian/bicycle bridge will likely be a stand-alone effort. Funding the remaining 14 projects may be accomplished by bundling them into one or more “packages” for federal, state or other grant opportunities. County funding such as the Minor Betterments program and the Urban Road Maintenance District may be considered for grant leverage and for locally-funded investments.

Recommendation

1. Seek funding and construct concrete sidewalks or asphalt walkways in the following locations to provide improved walking access to schools in Aloha-Reedville:
 - a. 188th Avenue, Blanton Street to Kinnaman Road (side to be determined)
 - b. South side of Rosa Road, Address #18811 to 183rd Avenue
 - c. South side of Florence Street, 175th Avenue to 170th Avenue
 - d. East side of 175th Avenue, Blanton Street to Florence Street
 - e. East side of Miller Hill Road, Wagner Lane to Georgene Lane

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- f. 216th Avenue, Rock Road to Peggy Court (side to be determined)
 - g. East side of 180th Avenue, Vincent Street to Kinnaman Road
 - h. West side of 193rd Avenue, Blanton Street to Kinnaman Elementary School
 - i. South side of Blanton Street, 193rd Avenue to 185th Avenue
 - j. East side of 179th Avenue, Farmington Road to Ivy Glen Drive
 - k. Johnson Street, 209th Avenue to 198th Avenue (side to be determined)
2. Install marked crosswalks and supporting infrastructure as deemed appropriate through engineering analysis at the following intersections:
 - a. Kinnaman Road at 188th Avenue
 - b. 173rd Avenue and Florence Street
 - c. Kinnaman Road at 202nd Avenue
 3. Seek funding, design and construct a pedestrian/bicycle bridge and trail across Beaverton Creek along the Augusta Lane alignment between 178th Avenue and Pheasant Drive.
 4. Maintain the list of unselected sidewalk/connectivity project candidates (included in the Background section of this issue paper) for the purposes of future project development.

Performance Indicator

Increase in linear feet of sidewalks or interim walkways within ¼ mile walking distance of elementary schools and ½ mile walking distance of middle and high schools.

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- Beaverton School District
- Hillsboro School District
- Metro
- Tualatin Hills Park & Recreation District

Background

Many of the older neighborhoods in Aloha-Reedville were built prior to 1970 and retain a rural residential character. Few of these areas have sidewalks and other amenities found in newer neighborhoods. While some developers may have provided sidewalks voluntarily in certain developments, sidewalks were not a condition of development approval until the 1980s.

Washington County has incrementally retrofitted sidewalks and walkways in targeted locations (including walking routes to school), but many needs remain.

As noted above, gaps in sidewalk connectivity is one of the most frequently noted issues in the study area. Referring to the Aloha-Reedville Study Existing Conditions report¹ as much as half of the streets in the study area south of Tualatin Valley Highway lack sidewalks. In the northern portion of the study area, which is more recently developed, approximately one fifth of the area lacks sidewalks.

Many of the gaps in sidewalks occur along neighborhood streets. Other than through redevelopment or Minor Betterment / URMD Safety projects or CBDG grants there are few additional funding programs to construct needed sidewalks or paths. These funds are applied across all urban unincorporated areas of the county and provide intermittent improvements, generally on a small scale.

More substantial sidewalk (and bike lane) improvements occur with major street (collector and arterial) reconstruction. However those improvements are funded primarily through MSTIP and Transportation Development Taxes (TDT) paid by developers. MSTIP projects compete county-wide for funds and TDT is intended for increased capacity related to development.

Safe Routes to School (SRTS) provided additional funding in the past however the U.S. Department of Transportation has ceased funding the program² along with a number of other potential discretionary funding streams that could support implementation. Future funding options will compete with a wider variety of transportation needs.

In the face of these funding challenges, county staff have collaborated with Beaverton School District (BSD) and Hillsboro School District (HSD) staff and school principals to develop a list of top tier sidewalk infill projects that would address the most critical gaps near schools. Building on school district and parent knowledge of walkway needs, county staff used geographic information systems (GIS) to identify, quantify and prioritize sidewalk and connectivity needs near the 12 schools in the study area. Intent moving forward would be to “bundle” these projects into a package and seek federal, state and other grant funding to leverage county transportation dollars. The technical process for identifying projects unfolded in four steps, described below.

Project Identification and Prioritization – Step 1

The initial technical process, which resulted in a list of 99 projects, included the following:

- County GIS staff modeled the pedestrian network for the entire Aloha-Reedville study area, consisting of road sides with sidewalk presence/absence information, crossings, trails, accessways, and selected shortcuts through parks and parking lots.

¹ Aloha-Reedville Study and Livable Community Plan, Existing Conditions Report, Appendix 5, Transportation, June 11, 2012 pages 30 and 31 – Sidewalk Facility Inventory.

² <http://www.saferoutesinfo.org/about-us/newsroom/response-map-21>

- The ESRI ArcGIS Network Analyst function identified “walksheds” – places within ¼ mile network distance of an elementary school access point, or within ½ mile network distance of a middle, high or K-8 school access point. (General school district policy is to not provide bus service to students within one mile of elementary schools and within one and a half mile of middle and high schools unless a “hazard” is present. For the purposes of this effort, ¼ and ½ mile walksheds were used to focus on locations with a higher level of pedestrian usage due to the dendritic (tree-like) pattern of walking routes that converge near schools.
- Within these walksheds, road side segments were selected on which:
 - There are no sidewalks/walkways on either side of the street, or it is inconvenient or difficult to cross to an existing sidewalk/walkway on the other side of the street;
 - The functional class is Neighborhood Route, Collector or Arterial (most Local Streets in Aloha-Reedville do not have sufficient volumes or speeds to warrant sidewalk retrofits);
 - It is unlikely that the adjacent property would redevelop in the near future, triggering sidewalk construction.
- Certain sidewalk gaps on arterials/collectors were characterized as major “complete street” projects that would be addressed through a large scale capital project funded by the Major Streets Transportation Improvement Program (MSTIP) or other source of similar scale.
- In addition to identifying sidewalk gaps, a handful of other potential active transportation projects were identified that would benefit walking or biking to school. These included:
 - Accessways (short bike/ped connections) between streets, schools and parks;
 - Regional trail segments, such as the Reedville Trail;
 - Crosswalks (both simple marked crosswalks as well as “enhanced” crossings that would potentially include traffic signals and refuge islands);
 - Traffic control changes, such as installing a four-way stop;
 - Bike lanes;
 - Neighborhood bikeways (low traffic streets designated for cycling)
- Additional projects were added in consultation with school district staff and by reviewing BSD’s *Walk/Bike Routes to School* maps and Parent Survey Summary, HSD’s *Suggested Walk Paths* maps, and both districts’ “hazard” maps. Some of these projects are located greater than ¼ or ½ mile from a school, but were identified as important projects by school district staff.

The initial list of projects, totaling 99, are listed below, sorted by school name alphabetically.

*Asterisks denote projects that benefit more than one school, in whole or in part.

†Crosses denote projects that are located outside the ¼-mile or ½-mile buffers, in their entirety.

Aloha High School (BSD)

- Complete street upgrade to Kinnaman Rd, 198th – 185th*
- Complete street upgrade (4-lane boulevard) to 185th Ave, Kinnaman – Farmington
- Complete street upgrade (4-lane boulevard) of Farmington Rd, 198th – Kinnaman (currently ODOT jurisdiction)* †
- Sidewalk on 188th Ave, Blanton – Kinnaman, side to be determined*
- Sidewalk on north side of Madeline St, 192nd Ave – Aloha HS frontage
- Sidewalk on north side of Madeline St, 180th – 185th
- Sidewalk on south side of Rosa Rd, 18811 – 183rd Ave*
- Sidewalk on east side of 185th Ave, Farmington Rd – Burnsridge Park – *portion near Farmington to be built by Walgreens*
- Pedestrian safety improvements at TV Hwy / 185th – *funded ODOT safety project, 2014-15*
- Marked crosswalk on Kinnaman Rd at 188th Ave
- Accessway from 189th Ave cul-de-sac to Madeline St
- Accessway from Jaylee St / 189th Ave to Aloha HS through county property
- Accessway from 188th Pl to Jaylee St / 189th Ave
- Accessway from Butternut St to Kinnaman Rd by Housing Authority properties

Aloha-Huber Park School (BSD)

- Sidewalk on south side of Florence St, 175th – 170th
- Sidewalk on south side of Florence St, 170th – 165th
- Sidewalk on north side of Farmington Rd, 173rd – 170th
- Sidewalk on east side of 175th Ave, Blanton – Florence
- Sidewalk on west side of 175th Ave, Florence – Chris
- Marked crosswalks at 173rd & Florence (west side, south side of intersection)
- Marked crosswalk at 173rd & Chris (north side of intersection)
- Marked crosswalk at Blanton & 173rd (west side of intersection)
- Enhanced crossing of 170th at Pauline La (RRFB or full signal)
- Enhanced crossing of 170th at Florence St (RRFB or full signal)
- Accessway connecting 163rd Ave, Shelton St, Ludwig St †
- Four-way stop at 173rd & Florence
- Three-way stop at 173rd & Chris

Beaver Acres Elementary School (BSD)

- Complete street upgrade to 170th Ave, Merlo Rd to Alexander St, potentially including two-way cycle track. Crossings at Augusta La and/or Vendla Park La
- Ped/bike bridge and accessway over Beaverton Creek at Augusta La
- Ped/bike bridge and accessway over Beaverton Creek at Pheasant Dr †
- Sidewalk on Augusta La, Pheasant La – Chatelain Dr, side to be determined
- Shoulder and line-of-sight improvements on Pheasant La, 185th Ave – Augusta La

Butternut Creek Elementary School (HSD)

- Complete street upgrade to 198th Ave, TV Hwy to Farmington – *partially funded MSTIP 3d project 2018-2019*
- Complete street upgrade to Kinnaman Rd, 209th – 198th
- Complete street upgrade to 209th Ave (four-lane boulevard), TV Hwy – Farmington
- Sidewalk on north side of Florence St, Stoddard – school grounds (+ move crosswalk of Stoddard to north side of intersection)
- Marked crosswalk of Kinnaman Rd at 202nd Ave
- Enhanced crossing of 198th Ave at Southview St (RRFB)
- Intersection safety improvement at 202nd Ave and Southview St (4-way stop, raised intersection or other improvement)
- ADA improvements at Jaylee St barrier
- Safety and surface improvements to existing pathway from Jaylee St to south side of school

Elmonica Elementary School (BSD)

- Lighting and safety improvements to fire lane between Williamsburg Way and Hurrel La[†]
- Lighting and safety improvements to accessway between Williamsburg Way and Pacifica Ct[†]
- Future street connection: 175th Ave, Nazaneen – Clearwater – *upon redevelopment*[†]

Hazeldale Elementary School (BSD)

- Complete street upgrade (4-lane boulevard) of Farmington Road, 198th – Kinnaman (currently ODOT jurisdiction)*
- Sidewalk on east side of Miller Hill Rd, Wagner La to Georgene La
- Enhanced crossing (full signal) of Farmington Rd at Miller Hill Rd
- Complete street upgrade to 198th Ave, TV Hwy to Farmington – *partially funded MSTIP 3d project 2018-2019*
- Future street connection: Marlin Dr to 196th Terr – *upon redevelopment; required street connection in Local Street Connectivity Lands (Ordinance 552)*
- Future street connections: Connect two segments of Crisp Dr – *upon development*[†]
- Future street connections to Miller Hill Rd from Quarry Dr, Applegate Dr, Quarry Dr, Charles Ct - *upon redevelopment; required street connections in Local Street Connectivity Lands (Ordinance 552)*[†]

Indian Hills Elementary School (HSD)

- Complete street upgrade of 197th/198th Aves, Baseline – Johnson*[†]
- Sidewalk on south side of Rock Rd, Cornelius Pass Rd – 1715 SW Rock Court – *recommended Minor Betterment project 2014-2015**
- Sidewalk on 216th Ave, Rock Rd – Peggy Ct, side to be determined*
- Sidewalk on south side of Rock Rd, 203rd – 197th[†]
- Marked crosswalk of Rock Rd at 214th Ave
- Reedville Trail, Rock Rd – Augusta St, including lighting*
- Reedville Trail, Jay St – Susan La / 214th Ave, including lighting*
- Resurface existing path from Anthony Dr to school

- Future street connection from 199th Ct to 197th Ave – *included in TSP, would be provided by development*[†]

International School (BSD)

- Sidewalk along east side of 180th Ave, Vincent – Kinnaman
- Accessway from Vincent & 180th through Arnold Park to school
- At-grade pedestrian crossing of railroad at 178th Ave, railroad fencing
- Neighborhood bikeway on 178th/179th/180th Aves, Augusta La to Bany Rd*

Kinnaman Elementary School (BSD)

- Complete street upgrade to Kinnaman Rd, 198th – 185th*
- Sidewalk on west side of 193rd Ave, Blanton St to school property line.
- Sidewalk on south side of Blanton St, 193rd – 185th
- Sidewalk on east or west side of 191st Ave, Kinnaman – Anderson
- Sidewalk on east or west side of 192nd Ave, Anderson – Rosa[†]
- Sidewalk on west side of 188th Ave, Blanton – Kinnaman*[†]

L.C. Tobias Elementary School (HSD)

- Complete street upgrade of 197th/198th Aves, Baseline – Johnson*[†]
- Bike lanes on 206th Ave, Baseline – Rock
- Accessway connections from 211th Pl and 211th Ave to school
- Marked crosswalk on 206th Ave at Brackenwood La
- Traffic signal at Baseline Rd & 201st Ave – *conditioned in Baseline Woods development*[†]
- Future street connection from 213th Ave to 211th Ave and Brackenwood La – *included in TSP, would be provided by development*[†]

Ladd Acres Elementary School (HSD, across street from study area)

- Across Cornelius Pass Rd from study area; no students from study area attend.

Mountain View Middle School (BSD)

- Complete street upgrade (4-lane boulevard) of Farmington Rd, 198th – Kinnaman (currently ODOT jurisdiction)*
- Complete street upgrade to Kinnaman Rd, 198th – 185th*
- East side crosswalk, left turn signal phase at existing Farmington Rd signal between school and Farmington Center shopping center
- Realignment, signalization and ped/bike crossing enhancements at Farmington/Rosa/179th
- Sidewalk on east side of 179th Ave, Farmington – Ivy Glen
- Sidewalk on south side of Rosa Road, 188th – 183rd Ave*
- Improved accessways connecting school with Wright St and 170th Ave through new community park
- Accessway through future southwest park site along Oak St alignment between 182nd Ter and 179th Ave

- Neighborhood bikeway on 178th/179th/180th Aves, Augusta La to Bany Rd*

R.A. Brown Middle School (HSD, across street from study area)

- Complete street upgrade of 197th/198th Aves, Baseline – Johnson*[†]
- Sidewalk on south side of Rock Road, Cornelius Pass Rd – 1715 SW Rock Court – *recommended Minor Betterment project 2014-2015**
- Sidewalk on 216th Ave, Rock Rd – Peggy Ct, side to be determined*
- Reedville Trail, Rock Rd – Augusta St, including lighting*
- Reedville Trail, Jay St – Susan La / 214th Ave, including lighting*
- Signal phase modification (lengthen ped crossing time) at Cornelius Pass Rd and Frances St
- Future street connection from 199th Ct to 197th Ave – *included in TSP, would be provided by development*[†]

Reedville Elementary School (HSD)

- Better definition of walking space on paved school frontages and Reedville Presbyterian Church frontage
- Improved / better maintained accessway through Intel Aloha Wetlands on Clarion St
- Walkway along Johnson St, 198th – 209th, side to be determined
- Sidewalk infill on Alexander St, 209th – 198th, side to be determined. *Sidewalk along south side of Alexander immediately east of 209th may be accomplished through redevelopment.*
- Cut back plant growth along sidewalk on west side of 209th Ave, Alexander – Alexander
- Neighborhood bikeway on Drake/Alexander/Johnson, Brookwood to 170th
- Bike lanes or wide shoulders on 209th Ave, Alexander – Johnson

Project Identification and Prioritization – Step 2

The next step in narrowing the project list was to focus on those projects that could be implemented by Washington County LUT on county facilities or rights-of-way, that the school districts would support, and that are of a small to moderate scale. Projects were usually eliminated if they had one or more of the following characteristics³:

- The project is funded or under construction.
- The project is located on private property or within non-county road right-of-way. This eliminated projects on state facilities such as Farmington Road, as well as connectivity projects through undeveloped private properties, school properties and park land. Some of these projects may be accomplished through other means, including redevelopment or park and trail projects.

³Projects that were eliminated still have considerable value, and several are recommended under other action items in the Aloha-Reedville plan, including Accessways, Regional Trails, Neighborhood Bikeways and Major Street Transportation Projects. Some of these projects were tested in step 3. The initial list of 99 projects should be kept as a resource for future project ideas.

- The project would best be accomplished as part of a major roadway reconstruction project funded through MSTIP or a program of similar scale. Examples include Kinnaman Road and 170th Avenue, which are recommended in a different section of the Aloha-Reedville plan.
- The project is a bike lane or neighborhood bikeway project. These projects are of a somewhat larger scale and are being planned under separate efforts, including the Washington County Neighborhood Bikeways Plan.
- The project did not meet engineering warrants. For example, four-way stops are generally not recommended in cases where intersecting traffic volumes are imbalanced.
- The project is exceptionally far from the intended ¼- and ½-mile focus areas.
- The project would not meet school district policies for walking to school, including the policy to not endorse students crossing a five-lane roadway, even if a traffic signal would be provided. This eliminated a pair of enhanced crossing projects on 170th Avenue near Aloha-Huber School.

The resulting list of projects totaled 46. These projects were further consolidated into 39 projects and are listed under Step 3 below.

Project Identification and Prioritization – Step 3

The final analysis phase involved GIS modeling of potential demand, using the Network Analyst tool along with a housing unit shapefile (including the number of units within multi-family properties). As a preprocessing step, several of the projects from the step 2 list were bundled into packages for modeling purposes. For example, a sidewalk on 188th Avenue was bundled with an adjacent crosswalk at Kinnaman and 188th Avenue. Bundling resulted in 39 projects for testing. Among these are a small number of projects that had met the elimination criteria in step 2 but were “kept alive” in order to measure their potential benefit for future consideration. Examples include the enhanced crossings of five-lane 170th Avenue near Aloha-Huber School and the accessways behind L.C. Tobias School.

For each project, the Network Analyst function calculated **the number of housing units whose occupants would use the facility as part of the most direct walking route to school**. Staff chose not to consider the actual locations of current students’ homes, nor the average number of students per household. This decision was based on the assumption that over the long term, the location of school students will change; that all homes have a potential for housing school children; and that even homes without children will benefit from improved access to schools because schools typically host recreational facilities, lawns, meeting space, and other amenities available to the public during off hours.

In some cases, such as 188th Avenue between Blanton Street and Kinnaman Road, a project was tested twice because it would provide benefit for two schools (in this case Aloha High School

and Kinnaman Elementary School). Some fine tuning was necessary to make sure the model was routing students on the side of the street that includes the proposed facility, and not on the side of the street that would remain without sidewalks. The table below shows the results of the analysis, including cost estimates developed in consultation with county engineering staff and private consultants.

Table 1: Sidewalk/Connectivity Projects Tested for Potential Walking Demand

| ID | School | District | Project | Length (ft) | Cost Estimate | Housing Units Served | Notes |
|------|-----------------|-----------|---|-------------|---------------|----------------------|--|
| A-4 | Aloha HS | Beaverton | Sidewalk on 188 th Ave, Blanton – Kinnaman, side to be determined; marked crosswalk on Kinnaman Rd at 188th Ave | 1,640 | \$ 324,358 | 346 | Two schools benefit. Serves 327 HHs for Aloha HS; 238 HHs for Kinnaman ES (areas overlap). Crosswalk does not add HHs. BSD priority. |
| A-5 | Aloha HS | Beaverton | Sidewalk on north side of Madeline St, 192 nd Ave – Aloha HS frontage | 885 | \$ 173,416 | 692 | Fewer HHs served if project A-8 is completed |
| A-6 | Aloha HS | Beaverton | Sidewalk on north side of Madeline St, 180 th – 185 th | 953 | \$ 186,740 | 310 | |
| A-7 | Aloha HS | Beaverton | Sidewalk on south side of Rosa Rd 18811 – 183rd Ave | 1,090 | \$ 213,586 | 845 | Two schools benefit. Serves 510 HHs for Aloha HS; 371 HHs for Mountain View MS (areas overlap). |
| A-8 | Aloha HS | Beaverton | Sidewalk on east side of 185th Ave, Farmington Rd – Burnsridge Park – <i>portion near Farmington to be built by Walgreens</i> | 276 | \$ 54,082 | 280 | |
| A-11 | Aloha HS | Beaverton | Accessway from 189 th Ave cul-de-sac to Madeline St | 156 | \$ 59,015 | 30 | |
| A-12 | Aloha HS | Beaverton | Accessway from Jaylee St / 189 th Ave to Aloha HS through county and school property | 430 | \$ 275,028 | 195 | Includes a segment on school property. Tested to determine benefit. |
| A-13 | Aloha HS | Beaverton | Accessway from 188 th Pl to Jaylee St / 189 th Ave | 201 | \$ 76,038 | 68 | |
| A-14 | Aloha HS | Beaverton | Accessway from Butternut St to Kinnaman Rd by Housing Authority properties | 215 | \$ 81,335 | 60 | On HOA property. Tested to determine benefit. |
| AH-1 | Aloha-Huber K-8 | Beaverton | Sidewalk on south side of Florence St, 175 th – 170th; marked crosswalks at 173rd & Florence | 1,004 | \$ 202,734 | 54 | Couple with AH-4 to provide seamless sidewalk route to school. |
| AH-2 | Aloha-Huber K-8 | Beaverton | Sidewalk on south side of Florence St, 170 th – 165 th | 1,170 | \$ 229,262 | 13 | |
| AH-3 | Aloha-Huber K-8 | Beaverton | Sidewalk on north side of Farmington Rd, 173 rd – 170 th | 597 | \$ 116,982 | 6 | |
| AH-4 | Aloha-Huber K-8 | Beaverton | Sidewalk on east side of 175th Ave, Blanton – Florence | 1,130 | \$ 221,424 | 356 | Need to couple with AH-1 in order to provide a seamless sidewalk route to school. BSD priority. |
| AH-5 | Aloha-Huber K-8 | Beaverton | Sidewalk on west side of 175th Ave, Florence – Chris | 541 | \$ 106,009 | 130 | |
| AH-7 | Aloha-Huber K-8 | Beaverton | Marked crosswalk at 173 rd & Chris (north side of intersection) | 60 | \$ 3,000 | 534 | |
| AH-8 | Aloha-Huber K-8 | Beaverton | Marked crosswalk at Blanton & 173 rd (west side of intersection) | 50 | \$ 3,000 | 341 | |

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| ID | School | District | Project | Length (ft) | Cost Estimate | Housing Units Served | Notes |
|-------|----------------------|-----------|---|-------------|---------------|----------------------|---|
| AH-9 | Aloha-Huber K-8 | Beaverton | Enhanced crossing of 170 th at Pauline La (RRFB or full signal) | 90 | \$ 342,300 | 1140 | Crossing of 5-lane roads not endorsed by school district. Tested to determine benefit. |
| AH-10 | Aloha-Huber K-8 | Beaverton | Enhanced crossing of 170 th at Florence St (RRFB or full signal) | 90 | \$ 342,300 | 534 | Crossing of 5-lane roads not endorsed by school district. Tested to determine benefit. |
| BA-2 | Beaver Acres ES | Beaverton | Ped/bike bridge and accessway over Beaverton Creek at Augusta La, plus sidewalk infill on Augusta La | 523 | \$ 1,497,000 | 1293 | BSD #1 priority. HIA funded. |
| BA-5 | Beaver Acres ES | Beaverton | Shoulder and line-of-sight improvements on Pheasant La, 185th Ave – Augusta La | 3,386 | \$ 598,205 | 159 | |
| BC-4 | Butternut Creek ES | Hillsboro | Sidewalk on north side of Florence St, Stoddard – school grounds (+ move crosswalk of Stoddard to north side of intersection) | 289 | \$ 59,630 | 16 | HSD recommendation. |
| BC-5 | Butternut Creek ES | Hillsboro | Marked crosswalk of Kinnaman Rd at 202 nd Ave | 60 | \$ 3,000 | 96 | |
| BC-6 | Butternut Creek ES | Hillsboro | Enhanced crossing of 198 th Ave at Southview St (RRFB) | 65 | \$ 166,000 | 87 | |
| BC-7 | Butternut Creek ES | Hillsboro | Intersection safety improvement at 202 nd Ave and Southview St (raised intersection or other improvement) | 60 | \$ 3,000 | 194 | |
| E-1 | Elmonica ES | Beaverton | Lighting and safety improvements to fire lane between Williamsburg Way and Hurrel La [†] | 385 | \$ 145,646 | 298 | Not county jurisdiction, tested to determine benefit. |
| E-2 | Elmonica ES | Beaverton | Lighting and safety improvements to accessway between Williamsburg Way and Pacifica Ct [†] | 309 | \$ 116,895 | 298 | Not county jurisdiction, tested to determine benefit. |
| H-2 | Hazeldale ES | Beaverton | Sidewalk on east side of Miller Hill Rd, Wagner La to Georgene La | 825 | \$ 368,012 | 97 | Added ROW cost for 15' strip to get half-street for a 2-lane collector (proposed FC upgrade in TSP) |
| IH-3 | Indian Hills ES | Hillsboro | Sidewalk on 216th Ave, Rock Rd – Peggy Ct, side to be determined* | 953 | \$ 186,740 | 203 | Two schools benefit. Serves 64 HHs for Indian Hills ES; 153 HHs for RA Brown MS (areas overlap). |
| IH-4 | Indian Hills ES | Hillsboro | Sidewalk on south side of Rock Rd, 203 rd – 197 th | 1,110 | \$ 217,505 | 150 | |
| IH-5 | Indian Hills ES | Hillsboro | Marked crosswalk of Rock Rd at 214 th Ave | 50 | \$ 3,000 | 116 | |
| IS-1 | International School | Beaverton | Sidewalk along east side of 180 th Ave, Vincent – Kinnaman | 890 | \$ 174,396 | 781 | |
| K-2 | Kinnaman ES | Beaverton | Sidewalk on west side of 193 rd Ave, Blanton St to school property line. | 385 | \$ 75,441 | 309 | Couple with K-3 to provide seamless sidewalk route to school. |

| ID | School | District | Project | Length (ft) | Cost Estimate | Housing Units Served | Notes |
|------|------------------|-----------|--|-------------|---------------|----------------------|---|
| K-3 | Kinnaman ES | Beaverton | Sidewalk on south side of Blanton St, 193 rd – 185 th | 1,575 | \$ 308,621 | 254 | Need to couple with K-2 in order to provide seamless sidewalk route to school. |
| K-4 | Kinnaman ES | Beaverton | Sidewalk on east or west side of 191 st Ave, Kinnaman – Anderson | 878 | \$ 172,044 | 381 | Sidewalk on Kinnaman needed to make the final connection. |
| LC-3 | L.C. Tobias ES | Hillsboro | Accessway connections from 211 th Pl and 211 th Ave to school | 1,119 | \$ 423,318 | 96 | Not county jurisdiction, tested to determine benefit. |
| MV-5 | Mountain View MS | Beaverton | Sidewalk on east side of 179 th Ave, Farmington – Ivy Glen | 1,185 | \$ 232,201 | 474 | |
| R-3 | Reedville ES | Hillsboro | Walkway along Johnson St, 198 th – 209 th , side to be determined | 2,321 | \$ 454,800 | 87 | |
| R-4 | Reedville ES | Hillsboro | Sidewalk infill along Alexander St, 209 th – 198 th , side to be determined. | 850 | \$ 166,558 | 126 | Sidewalk along south side of Alexander immediately east of 209 th may be accomplished through redevelopment. |
| R-7 | Reedville ES | Hillsboro | Bike lanes or wide shoulders on 209 th Ave, Alexander – Johnson | 995 | \$ 351,573 | 50 | |

Project Identification and Prioritization – Step 4

Initial intent leading into the sidewalk gap analysis was to find for each school the one sidewalk or connectivity project that showed the highest potential walking demand. However, further analysis revealed that two schools – Elmonica Elementary School in BSD and L.C. Tobias School in HSD – exist in neighborhoods with relatively complete sidewalk networks, and that alternative projects for these schools are not feasible because they would be located on private property.

Oppositely, other schools exhibited a need for more than one project – either because the projects were complementary in providing a seamless walking route to school, or because one project showed the highest potential demand while another project was the highest priority for school district staff.

In yet other cases, some schools only had one project remaining after the initial elimination round, making the choice easier.

The recommended list of sidewalk and connectivity projects, after bundling several crosswalks with nearby sidewalk projects, includes 13 projects, shown in Table 2 below. Cost estimates have been rounded to the nearest thousand.

Table 2: Recommended Sidewalk and Connectivity Projects Serving Schools

| ID | Project | School(s) Served | Housing Units Served | Cost Estimate |
|-----------|--|--|------------------------------------|----------------------|
| A-4 | Sidewalk on 188 th Ave, Blanton – Kinnaman, side to be determined; marked crosswalk on Kinnaman Rd at 188th Ave | Aloha HS (BSD), Kinnaman ES (BSD) | 346 (327 for AHS, 238 for KES) | \$ 325,000 |
| A-7 | Sidewalk on south side of Rosa Rd 18811 – 183rd Ave | Aloha HS (BSD), Mountain View MS (BSD) | 845 (510 for AHS, 371 for MVMS) | \$ 214,000 |
| AH-1 | Sidewalk on south side of Florence St, 175 th – 170th; marked crosswalks at 173rd & Florence | Aloha-Huber K-8 (BSD) | 54 | \$ 203,000 |
| AH-4 | Sidewalk on east side of 175th Ave, Blanton – Florence | Aloha-Huber K-8 (BSD) | 356 | \$ 221,000 |
| BA-2 | Ped/bike bridge and accessway over Beaverton Creek at Augusta La, plus sidewalk infill on Augusta La | Beaver Acres ES (BSD) | 1293 | \$ 1,497,000 |
| BC-5 | Marked crosswalk of Kinnaman Rd at 202 nd Ave | Butternut Creek ES (HSD) | 96 | \$ 3,000 |
| H-2 | Sidewalk on east side of Miller Hill Rd, Wagner La to Georgene La | Hazeldale ES (BSD) | 97 | \$ 368,000 |
| IH-3 | Sidewalk on 216th Ave, Rock Rd – Peggy Ct, side to be determined* | Indian Hills ES (HSD) | 203 | \$ 187,000 |
| IS-1 | Sidewalk along east side of 180 th Ave, Vincent – Kinnaman | International School (BSD) | 781 | \$ 175,000 |
| K-2 | Sidewalk on west side of 193 rd Ave, Blanton St to school property line. | Kinnaman ES (BSD) | 309 | \$ 75,000 |
| K-3 | Sidewalk on south side of Blanton St, 193 rd – 185 th | Kinnaman ES (BSD) | 254 | \$ 309,000 |
| MV-5 | Sidewalk on east side of 179 th Ave, Farmington – Ivy Glen | Mountain View MS (BSD) | 474 | \$ 232,000 |
| R-3 | Walkway along Johnson St, 198 th – 209 th , side to be determined | Reedville ES (HSD) | 87 | \$ 455,000 |
| | TOTAL | | | \$ 4,264,000 |

Applicable Performance Measures

Project Goal 1: Community Plan with broad community support

Project Goal 2: Streetscape improvements

Community Values: Safety, Health, Quality of Life

Community Vision Statements: Efficient Roadways, Alternative to Car, Housing, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan

Compatible with other planning efforts:

Implementation Timeline

Near term. Funding will be sought immediately; construction could begin within one to five years.



March 20, 2014

Aloha-Reedville Transportation Action Enhanced Pedestrian Crossings of County Arterials

Issue

Ensuring that people can cross streets safely, comfortably and conveniently to access destinations is essential to creating an effective multi-modal transportation network. Getting across the street can be one of the primary barriers to achieving true accessibility and mobility.

Aloha-Reedville features several multi-lane arterials that move large volumes of vehicles at relatively high speeds: TV Highway, 185th Avenue, 170th Avenue, Baseline Road and Farmington Road are examples. On these roadways, signalized intersections are the only locations that offer “protected” crossing opportunities for people on foot or bike. However, signalized intersections on arterials are often spaced so far apart that pedestrians must either travel significantly out of their way to reach their destination or attempt to cross at a location without a crosswalk or signal at their own risk. These issues are particularly apparent at mid-block bus stop locations. Additional protected arterial crossing opportunities are needed to improve access, mobility, livability and safety for all community members.

The roadway segments selected for this action pass through areas with above-average concentrations of people that tend to rely more on active transportation and transit, including lower income, minority, youth and limited English proficiency populations. These corridors would benefit greatly from safer crossing opportunities to access transit service, schools, commercial areas, multi-family housing and other destinations.

To prioritize investment, county staff focused on county-maintained four/five-lane arterial roadways with existing or proposed transit service: 185th Avenue, 170th Avenue and Baseline Road. (TV Highway also has crossing needs, and is addressed in the issue paper entitled, *TV Highway Corridor Plan and South Hillsboro Focus Area Plan Recommendations*.)

In 2013 Washington County submitted a nomination for Regional Flexible Funds to develop and construct up to twelve crossings along these corridors. The Washington County Coordinating Committee recommended to reduce the scope of this nomination to project development.

Those funds, when available, will address project development which in turn will allow the county to proceed with incremental construction of the crossings as funding is secured.

Recommendation

1. Affirm the highest priority locations for enhanced pedestrian crossings of county arterials in Aloha-Reedville are: 185th Avenue between Baseline Road and TV Highway; 170th Avenue between Merlo Road and Farmington Road; and Baseline Road between Cornelius Pass Road and 185th Avenue.
2. Utilizing Washington County’s mid-block crossing policy (R&O 10-107) determine the quantity, location and type of crossing improvements appropriate for each corridor.
3. Coordinate with TriMet to maintain or enhance transit access and service opportunities.

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4. Evaluate opportunities to interconnect crossing signals with other nearby signals.
5. Allocate or seek funding to construct the crossing improvements.
6. Incorporate pedestrian crossings at appropriate locations into the designs of proposed four/five-lane roadways in Aloha-Reedville, including Baseline Road between 197th Avenue and Lisa Drive; 170th Avenue between Merlo Road and TV Highway; 209th Avenue between TV Highway to Farmington Road; and Farmington Road between 209th Avenue and Kinnaman Road.
7. Coordinate with ODOT on crossings of TV Highway proposed in the TV Highway Corridor Plan.
8. Coordinate with Tualatin Hills Park and Recreation District to maintain or enhance park and/or trails access where applicable.
9. Coordinate or consult with Beaverton School District and Hillsboro School District to maintain or enhance access to schools.
10. Pursue education and enforcement initiatives as enhanced arterial crossings are completed to aid in the safe, legal operation of these new facilities.

Performance Indicator

Number of signal-controlled pedestrian/bicycle crossings on 4-5 lane roads

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- TriMet
- Oregon Department of Transportation
- City of Beaverton
- City of Hillsboro
- Oregon Walks
- Westside Transportation Alliance
- Tualatin Hills Parks and Recreation District
- Beaverton School District
- Hillsboro School District

Background

Throughout the Aloha-Reedville planning and public involvement process, safer street crossings have emerged into the top three most requested transportation improvements along with sidewalks and lighting. Increasing the number of safe crossing opportunities is reflected in several county plans and documents, and repeatedly voiced by citizens as a primary need.

The project corridors have a typical suburban-style street system which is often inefficient and unfriendly for cyclists and pedestrians. The corridors have typical arterial characteristics – higher speed, high volume, multi-lane, carrying freight traffic, and with longer distances between protected crossings. This project will help provide much needed connectivity to residential

neighborhoods, employment and retail centers, and recreational areas, as well as connections to transit and light rail stations.

Metro's recent "State of Safety" report documents roadway crash data, patterns and trends for all modes in the region. The findings conclude that arterial roadways comprise 59% of the region's serious crashes, 67% of the serious pedestrian crashes, and 52% of the serious bike crashes, while accounting for 40% of vehicle travel. Arterials have the highest serious crash rate per road mile and per VMT. Serious pedestrian crashes are disproportionately represented after dark. While 29% of all serious crashes happen at night, 45% of serious pedestrian crashes happen at night.

The project arterial corridors proposed for crossings all have high volumes, high speeds, are multi-lane, with long distance between protected crossing opportunities. A summary of 2012 roadway data for each of the corridors follows.

- 185th Avenue between Baseline Road and TV Highway: 25,000 average daily traffic (ADT); 47 mph 85th percentile speed; 6% truck traffic; spacing between existing signalized pedestrian crossings north to south: 5,470 feet and 2,355 feet.
- 170th Avenue: 15,000 ADT; 44 mph 85th percentile speed; 5% truck traffic; spacing between existing signalized pedestrian crossings north to south: 5320 ft, 660 ft, 590 ft, and 2720 ft.
- Baseline Road: 21,000 ADT; 47 mph 85th percentile speed; 4% truck traffic; spacing between existing signalized pedestrian crossings west to east: 3320 ft, 2170 ft, 2290 ft, and 920 ft.

The proposed project will improve safety by providing designated crossings with features that will increase visibility of pedestrians and limit exposure time to vehicular traffic. The addition of crossings will provide an alternative to illegal crossing behavior and accommodate those that are young or disabled.

Next steps include determining the exact locations and improvements based on audits of roadway segments which analyze land use, existing and potential demand, types of users, and existing roadway geometry. Crossing enhancements will address each unique location and include a combination of treatments such as median refuge islands, traffic signals, rectangular rapid flashing beacons, pavement markings, signage and lighting. The construction cost estimates for a typical signalized crossing and a typical rectangular flashing beacon crossing is \$343,000 and \$166,000 respectively.

Washington County will also work with ODOT to help implement additional pedestrian crossings on TV Highway. The TV Highway Corridor Plan recommends new or enhanced pedestrian crossings of TV Highway at 192nd, 185th, 174th and 165th avenues.

Applicable Performance Measures

Project Goal 2: Streetscape improvements

Project Goal 3: Coordinate with TVCP

Project Goal 4: Land Use basis for optimal mobility

Community Values: Prosperity, Safety, Health, Quality of Life

Community Vision Statements: Efficient Roadways, Alternative to Car, Personal Security,
Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan, Corridor and Town Center Land Use and Streetscape
Improvement Plan

Compatible with other planning efforts: Washington County Transportation System Plan, TV
Highway Corridor Plan, TriMet Westside Service Enhancement Plan, Beaverton and Hillsboro
School Districts' Safe Routes to Schools, THPRD Master Plan.

Implementation Timeline:

Near term, could be within five years.



March 20, 2014

Aloha-Reedville Transportation Action Major Street Transportation Improvements

Issue

A large proportion of the arterial and collector roadway network (“major streets”) in Aloha-Reedville does not meet urban standards. Many of these roads were originally constructed more than a century ago when the area was rural.

Improving major streets to accommodate urban-level, multi-modal travel demand is critical for the following significant reasons:

- Many arterials and collectors lack sidewalks and bikes lanes – facilities that are required along new and reconstructed arterials and collectors by county, regional and state policy.
- Many important destinations, such as schools, shopping centers and transit stops, are located along major streets.
- Safe, separated walking and bicycling facilities are needed on roads with higher volumes of motor vehicle traffic moving at higher speeds.
- Aloha-Reedville does not have a well-connected network of local streets to provide alternative walking and bicycling routes away from major streets.
- Sidewalks were the most commonly requested transportation solution throughout the Aloha-Reedville public involvement process.
- Several arterials do not have the number of vehicle lanes that are prescribed in the Washington County Transportation System Plan (which is currently being updated).
- Vehicle congestion and multi-modal conflicts are expected to worsen on these roadways as redevelopment continues in Aloha-Reedville, as thousands of new homes are built in nearby South Hillsboro and South Cooper Mountain, and as employment growth accelerates in Washington County’s high tech and other sectors, drawing regional commute traffic.

Several major streets in Aloha-Reedville have a level of need that can be adequately addressed only through complete reconstruction. These projects would be multi-modal in nature, providing facilities for walking, bicycling, driving and accessing transit. They would improve safety, accessibility and mobility while also enhancing the livability of neighborhoods through the installation of trees, landscaping and lighting.

Based on the Roadway Inventory and Assessment analysis performed by HDR Engineering in February 2012 the cost to bring all collectors and arterials to county standards plus perform necessary intersection realignments is approximately \$400 million.

During the Aloha-Reedville planning and public involvement process, **eight major street segments rose above others** in terms of the need for complete, multi-modal improvements. Three of these segments are among the top 30 major street pedestrian/bicycle needs in all of urban Washington County, as determined through the *Washington County Bicycle and*

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Pedestrian Improvement Prioritization Project, a separate initiative funded by a U.S. Department of Energy grant.

Typical funding sources for implementing the recommendations will include the Major Streets Transportation Improvement Program (MSTIP), Transportation Development Tax (TDT), Regional Flexible Funds Allocation (RFFA), and other available funding sources, as appropriate.

Recommendations

- 1. Reconstruct 198th Avenue between Tualatin Valley Highway and Farmington Road** to include two vehicle travel lanes, bike lanes, sidewalks, planter strips, trees, street lighting, accommodation of bus service, and turn lanes where appropriate. Coordinate with the proposed realignment of the offset 198th/Kinnaman intersection and consider a roundabout at this location.
Cost estimate: \$27,900,000
Funding: MSTIP (\$14 million from MSTIP 3d currently allocated)
Lead agency: Washington County LUT
Partner agencies: TriMet, Hillsboro School District
Implementation timeframe: 2018-2020
- 2. Develop conceptual design and then reconstruct 170th Avenue between Merlo Road and Alexander Street.** Design should include four vehicle travel lanes, sidewalks, bikeway facilities, street lighting and turn lanes where appropriate. An extra level of design refinement is necessary to explore context-sensitive solutions for bicycle travel, pedestrian crossings, access management and environmental resources in this corridor. Phasing opportunities should be explored in which bicycle/pedestrian facilities could be constructed before additional vehicle lanes.
Cost estimate: \$15,277,000
Funding: Oregon Transportation & Growth Management Grant for conceptual design; MSTIP and other sources for construction, potentially including City of Beaverton.
Lead agency: Washington County LUT
Partner agencies: City of Beaverton, Tualatin Hills Park & Recreation District, Oregon Department of Transportation, Beaverton School District
Implementation timeframe: Conceptual design: 2014-2015; Construction: 2019-2021.
- 3. Reconstruct Kinnaman Road between 209th Avenue and Farmington Road** to include two vehicle travel lanes, bike lanes, sidewalks, planter strips, trees, street lighting, marked crosswalks and turn lanes where appropriate. Coordinate with the proposed realignment of the offset 198th/Kinnaman intersection and consider a roundabout at this location. Kinnaman Road, an important walking route leading to five public schools, will likely be improved in phases. Likely project segments include (in no particular order): (1)

Farmington Road to 185th Avenue; (2) 185th Avenue to 198th Avenue; (3) 198th Avenue to 209th Avenue.

Cost estimate: \$23,210,000 total (\$7,723,000 for segment 1; \$8,915,000 for segment 2; \$6,572,000 for segment 3)

Funding: MSTIP, TDT, other sources

Lead agency: Washington County LUT

Partner agencies: Beaverton School District

Implementation timeframe: 2020-2022

4. Reconstruct **209th Avenue between Tualatin Valley and Farmington Road** to include four vehicle travel lanes, buffered bike lanes or cycle tracks, sidewalks, street lighting, planter strips, landscaped medians, trees, enhanced pedestrian crossings and turn lanes where appropriate. (The 4/5-lane designation is a draft recommendation in the 2014 Washington County TSP update, is based on findings in the South Hillsboro Focus Area Plan, and is consistent with the adopted City of Hillsboro Transportation System Plan.) It is likely that the segment of 209th Avenue between TV Highway and Blanton Street will be the first to be improved.

Cost estimate: \$27,391,000

Funding: South Hillsboro Transportation SDG (to be further negotiated during South Hillsboro Transportation Financing Strategy)

Lead agency: Washington County LUT

Partner agencies: City of Hillsboro, ODOT

Implementation timeframe: 2015-2030, phased in concert with the geographic progression of development and new road connections in South Hillsboro

5. Reconstruct **205th Avenue between Quatama Road and Baseline Road**, including a new bridge over Beaverton Creek. Accommodate four travel lanes, buffered bike lanes or cycle tracks, wide sidewalks, street lighting and turn lanes where appropriate.

Cost estimate: \$31,300,000

Funding: MSTIP, county TDT, potentially City of Hillsboro TDT

Lead agency: Washington County LUT

Implementation timeframe: 2020-2025, in concert with Amberglenn development.

6. Transfer remaining Oregon Department of Transportation (ODOT) segment of **Farmington Road** (198th Avenue to Kinnaman Road) to Washington County and **reconstruct between 209th Avenue and Kinnaman Road**. Include four vehicle travel lanes, buffered bike lanes or cycle tracks, sidewalks, planter strips, street lighting, planted medians, trees, enhanced pedestrian crossings, turn lanes where appropriate and accommodation of bus service. (The 4/5-lane designation is a draft recommendation in the 2014 Washington County TSP update and is based on findings in the South Hillsboro Focus Area Plan.) Consider realigning and signaling the 179th/Rosa intersection.

Farmington Road will likely be improved in phases, with segments including (in no particular order): (1) Kinnaman Road to 185th Avenue; (2) 185th Avenue to 198th Avenue; (3) 198th Avenue to 209th Avenue.

Cost estimate: \$69,299,000 total (\$21,299,000 for segment 1; \$24,000,000 for segment 2; \$18,000,000 for segment 3)

Funding: South Hillsboro Transportation SDC (to be further negotiated during South Hillsboro Transportation Financing Strategy), county TDT, potential opportunity with ODOT to facilitate jurisdictional transfer.

Lead agency: Washington County DLUT

Partner agencies: ODOT, City of Hillsboro, TriMet

Implementation timeframe: 2025-2030, in concert with development at the south end of South Hillsboro

- 7. Project:** Reconstruct **185th Avenue between Kinnaman Road and Farmington Road** to include four vehicle travel lanes, buffered bike lanes or cycle tracks, wide sidewalks, planter strips, trees, street lighting, planted medians, turn lanes where appropriate and accommodation of bus service. Coordinate with future expansion of interim three-lane segment between Blanton Street and Kinnaman Road.

Cost Estimate: \$12,163,000 (Kinnaman – Farmington)

Funding: MSTIP, county TDT, other sources

Lead agency: Washington County

Partner agencies: Beaverton School District, TriMet

Implementation timeframe: 2025-2030

- 8. Project:** Develop a streetscape design concept and then reconstruct **Alexander Street between 192nd Avenue and 178th Avenue**. Pursue a customized, context sensitive design that includes no more than two vehicle travel lanes, allows pedestrians and bicyclists to safely cross 185th Avenue, maximizes preservation of mature trees, provides some on-street parking, considers a shared roadway configuration for bicycle travel, provides continuous sidewalks, includes appropriately-scaled street lighting, promotes small business development and property redevelopment, includes engagement and buy-in from the business and surrounding residential communities, and considers a number of additional features typical of streetscape projects, such as landscaping, benches and public art.

Cost Estimate: \$9,293,000

Funding: Gain Share, Business Oregon, Regional Flexible Funds, MSTIP 3e, other sources

Lead agency: Washington County LUT

Implementation timeframe: 2018-2020

Even if all of the above projects (which total over \$215 million) are implemented, numerous other arterial and collector needs will remain. Cost estimates for these other segments are included in the Aloha-Reedville Roadway Inventory and Assessment (Appendix X to the [Existing Conditions Report](#).)

Other arterial/collector segments of concern mentioned by CAC, TAC and community members include:

- Cornelius Pass Road between Frances Street and TV Highway
- Johnson Street between Cornelius Pass Road and 185th Avenue
- 209th Avenue between Johnson Street and TV Highway
- Grabhorn Road between Farmington Road and Tile Flat Road
- 160th Avenue between TV Highway and Farmington Road

Performance Indicators

- Increase percentage of arterial/collector roadways with sidewalks on both sides
- Increase percentage of arterial/collector roadways with bike lanes on both sides

Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies include:

- City of Hillsboro
- City of Beaverton
- Oregon Department of Transportation

Background

Many of Aloha-Reedville's major streets predate urban development and were constructed in a rural-type fashion with narrow travel lanes, gravel or non-existent shoulders, open ditches and minimal road base. Development in the mid 20th century was not required to provide sidewalks or bike lanes, a common omission at the time. Since the 1980s, Aloha-Reedville's major streets have been incrementally retrofitted with walkways and bikeways through county transportation programs and through development conditions of approval. But many needs remain. As of 2012, roughly a quarter of the major street network in Aloha-Reedville remains without walkway facilities; 60% of the network lacks bike lanes.

Meanwhile, travel demand on Aloha-Reedville's major streets is increasing. This includes vehicle traffic from new development in and surrounding Aloha-Reedville, regional traffic moving between southern and western areas of the Portland metropolitan region, truck traffic between construction sites and nearby quarries, and pedestrian and bicycle traffic – particularly along transit routes and near multi-family housing and shopping.

While the county's interim improvement programs (Minor Betterments, URMD Safety Fund) and major capital investments (MSTIP) are "making a dent" in Aloha-Reedville's pedestrian and

bicycle needs, many gaps remain on arterials and collectors due to the large scale and cost of needed improvements. A significant cost component is stormwater treatment, moving from open ditch systems to storm drains, pipes, and water quality facilities.

These projects are of a scale that requires major funding resources from MSTIP, TDT, federal and state grants and allocations, and other sources. The projects also will have to compete with other transportation needs throughout Washington County. When competitive funding is available, the following equity considerations should be weighed:

- Aloha-Reedville represents approximately 10% of Washington County’s population, and would be the third largest city in the county if incorporated.
- While Aloha-Reedville’s TDT-generating capability is limited to incremental infill and redevelopment, traffic in the area will grow because of major new development in adjacent areas, including South Hillsboro, South Cooper Mountain, and the Sunset Corridor / Silicon Forest employment belt. Within reason, TDT generated in other areas of the county should be invested in Aloha-Reedville.
- Aloha-Reedville contains major concentrations of “environmental justice” populations – lower income, minority, English language learning, children and elderly – that tend to rely on active transportation more than other groups.

Some projects in the western portion of Aloha-Reedville will involve funding partnerships with the City of Hillsboro. These agreements will be spelled out in the forthcoming South Hillsboro Transportation Financing Strategy, expected to be complete in spring 2014. The city, county, local residents and the South Hillsboro development team have all agreed that the scale of new development here (as many as 12,000 housing units) will create traffic impacts in Aloha-Reedville, and that South Hillsboro should bear some (but not all) of the costs of improving infrastructure in Aloha-Reedville. A supplemental transportation system development charge is expected to be instated in South Hillsboro to finance on-site and off-site infrastructure.

The City of Hillsboro and Washington County should coordinate timing of improvements to leverage funding and avoid improvements that may later need to be replaced due to additional/future improvements. Additional coordination between Hillsboro, Beaverton and the county will be required to address impacts of South Cooper Mountain on existing and future road infrastructure.

Applicable Performance Measures

Project Goal 2: Streetscape improvements

Project Goal 4: Land Use basis for optimal mobility

Project Goal 5: Capitalize on new development

Community Values: Prosperity, Safety, Health, Quality of Life

Community Vision Statements: Efficient Roadways, Alternative to Car, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan, Corridor and Town Center Land Use and Streetscape Improvement Plan

Compatible with other planning efforts: Washington County 2020 Transportation Plan, Washington County Transportation System Plan Update, Metro Regional Transportation Plan, Tualatin Valley Highway Corridor Plan, South Hillsboro Focus Area Plan, Oregon Highway Plan



March 20, 2014

Aloha-Reedville Transportation Action Regional and Community Trails

Issue

Five existing or planned regional or community trails¹ pass through the Aloha-Reedville study area:

- Beaverton Creek Trail
- Reedville Trail (a.k.a. Pearl-Keeler Powerline Trail)
- Turf-to-Surf Trail (a.k.a. TV Highway Trail)
- Westside Trail
- Willow Creek Trail

These trails are adopted or recognized, variously, in the Regional Transportation Plan, Washington County Transportation System Plan, Tualatin Hills Park & Recreation District (THPRD) Trails Plan, Hillsboro Parks and Trails Master Plan and TV Highway Corridor Plan.

Support for trail development is strong both regionally and among Aloha-Reedville residents. A community poll revealed that people prefer off-street paved bike trails over other types of bikeway solutions in the TV Highway corridor.²

The eastern and southern portion of the Aloha-Reedville study area falls within the THPRD boundary and features a completed segment of the Westside Trail in addition to numerous parks with localized trail networks. The Reedville area does not have a parks and recreation provider, though several park or resource properties here are owned by the City of Hillsboro (but outside city limits.)

Build-out of the planned regional trail network in Aloha-Reedville will take decades and will require partnerships with Metro, THPRD, City of Hillsboro and many other entities. It may also prompt a discussion at the county leadership level as to whether Washington County should take on a greater role in trail development.

In addition to jurisdictional issues, each of the five regional trail corridors in Aloha-Reedville presents significant practical challenges, from wetlands along creek corridors to safety and security issues along high voltage transmission lines.

Nevertheless, these corridors offer major potential for increasing recreational and transportation options and improving connectivity in Aloha Reedville.

¹ Different jurisdictions have different interpretations of the terms “regional trail” and “community trail.” For the purposes of the Aloha-Reedville plan, all five trails in the study area are considered regional trails because they pass through multiple jurisdictions and are typically miles long.

² Aloha-Reedville Study Community Options Survey, Complete Survey Results, March 2013.

Recommendation

1. Work with the City of Hillsboro, the Bonneville Power Administration (BPA) and Hillsboro School District to study the feasibility of the Reedville Trail (previously referred to as the Pearl-Keeler Powerline Trail) between the Rock Creek Trail at Wilkins Street and the South Hillsboro plan area, with higher implementation priority on the segment between Baseline Road and TV Highway.
2. Work with the City of Hillsboro, the South Hillsboro development team, Intel Corporation, ODOT, Portland and Western Railroad and Union Pacific Railroad to study the feasibility of the Turf-to-Surf Trail, with higher implementation priority on the segment between Century Boulevard and Shaw Street (east of 198th Avenue) including the existing Old Hillsboro Highway right-of-way (209th – 229th Avenues.)
3. Work with THPRD to gradually extend the Beaverton Creek Trail westward through Aloha-Reedville, including off-street and on-street segments. The highest priority is a pedestrian/bike bridge and accessway along the Augusta Lane right-of-way between Pheasant Lane and 178th Avenue (described in the separate Accessways issue paper). Determine location to cross 185th Avenue in coordination with the Regional Flexible Fund pedestrian arterial crossing project (described in Crossing Improvements issue paper).
4. Work with THPRD, the City of Hillsboro and property owners to study potential alignments for the Willow Creek Trail and Beaverton Creek Trail in the area between Baseline Road, Vista Street, 185th Avenue and 197th Avenue.
5. In the long term, work with THPRD, City of Beaverton, ODOT, Portland and Western Railroad and Union Pacific Railroad to construct the planned Westside Trail undercrossing of TV Highway. Also determine a better long-term solution for where the Westside Trail crosses Farmington Road just east of 160th Avenue.
6. Determine level of interest at the county leadership level in Washington County taking on a greater role in trail development assuming trails will increasingly function as part of the area transportation system in addition to being recreational facilities.

Performance Indicator

Miles of trails and public accessways

Lead Agency or Organization

Each trail corridor involves a different blend of stakeholders. In the near term, Washington County is not a lead provider of trails, but may serve a coordinating role in planning trail projects. Partnering agencies or organizations could include:

- Tualatin Hills Park & Recreation District
- Metro
- City of Hillsboro
- City of Beaverton
- ODOT

- Bonneville Power Administration
- Portland and Western Railroad
- Union Pacific Railroad
- Intel Corporation
- South Hillsboro development team
- Hillsboro School District
- Beaverton School District
- Oregon Walks
- Bicycle Transportation Alliance
- Bicycle Transportation Coalition of Washington County
- The Intertwine Alliance

Background

Regional trails typically travel through multiple jurisdictions and serve both recreational and transportation functions. Many regional trails are paved and accommodate people bicycling, walking, running and using mobility devices. Community trails typically serve fewer and shorter pedestrian/bicycle trips and may be more recreation-focused. Some community trails, as well as a small number of regional trails, have soft surfaces and are intended for walking and nature viewing.

While Washington County historically has not been a provider of trails, the county is increasingly involved in planning trail networks and constructing trail crossings of county roadways. In these functions the county has developed strong working relationships with THPRD, city parks departments, Metro and other related entities.

Trails have received strong public support both during the Aloha-Reedville process (in which off-street trails were the most favored bicycle solution for the TV Highway Corridor) and in other planning efforts. During the update of the Washington County Transportation System Plan (TSP) in 2013 community advisory committee members raised the issue of the lack of a trails provider in many areas of the county including Aloha-Reedville, Bull Mountain, and the Council Creek corridor. TSP Strategy 8.4.6 (adopted in Ordinance 768) was an outcome of that discussion and states, “Explore trail provision and management solutions for areas of Washington County that lack a recreation district, parks department, or other provider of trails.” Decisions regarding a greater role for Washington County in trail development must take place at the Board of County Commissioners and County Administrator level.

Trail responsibility decisions aside, each of the five regional trail corridors in Aloha-Reedville presents significant benefits and practical challenges. Major considerations are listed below:

- **Beaverton Creek Trail:** The Beaverton Creek Trail would connect the Rock Creek Trail and the proposed Amberglen trail system in east Hillsboro with the Fanno Creek Greenway Trail in Beaverton, passing through the northern portion of Aloha-Reedville. Funding is available to construct a portion of the Beaverton Creek Trail between Merlo Road and the Westside Trail east of the Aloha-Reedville study area. Within the study area the THPRD-identified off-street alignment along Beaverton Creek between Willow Creek and Tualatin Hills Nature Park features environmentally sensitive wetlands,

floodplains, and riparian woodlands. Off-street trail development here would likely take the form of a soft-surface nature trail with boardwalk segments. THPRD has been slowly purchasing properties in this area for natural resource protection but does not plan to initiate trail development here anytime soon. However a more feasible on-street/off-street segment is possible along Augusta Lane between 170th and 178th Avenues. This segment would include the pedestrian/bike bridge and accessway connection described in both the Accessways issue paper and the Addressing Sidewalk Gaps Near Schools issue paper. This project would provide significant neighborhood connectivity benefits particularly for accessing Beaver Acres Elementary School. Further west, a protected crossing of 185th Avenue is needed to extend the trail toward Hillsboro. This effort should be coordinated with the Regional Flexible Fund pedestrian arterial crossing project (described in the Crossing Improvements issue paper).

- **Reedville Trail:** The Reedville Trail (previously referred to as the Pearl-Keeler Powerline Trail or the BN Powerline Trail) would proceed southward from the existing Rock Creek trailhead at Wilkins Street passing through Reedville and the South Hillsboro plan area and connecting to Cooper Mountain Nature Park. The Pearl-Keeler Powerline is a 500-kilovolt electric transmission line operated by the Bonneville Power Administration connecting the Pearl substation in Wilsonville with the Keeler substation along Sunset Highway in Hillsboro. Like many transmission lines the Pearl-Keeler line runs on easements across underlying properties owned by other entities. Some segments of the power line corridor in Aloha-Reedville between Baseline Road and TV Highway are owned by the City of Hillsboro and are referred to as Powerline Park. Portions of these properties host publicly accessible trails and parkland. Constructing the trail between Baseline Road and Johnson Street would provide access benefits for several Hillsboro schools. The longer alignment could serve as a major active transportation corridor between the South Hillsboro plan area and growing North Hillsboro employment area. The most significant practical hurdles in developing the Reedville Trail would be ensuring safety related to the electrical field (electro-magnetic field – EMF – is a field that emanates from all electrical lines and devices), allowing access for BPA maintenance vehicles (which may include building more robust bridges than is typical for a trail), and planning for any future expansions of the transmission infrastructure. Environmental constraints would also need to be addressed, including a bridge over Reedville Creek and navigating around water quality facilities.
- **Turf-to-Surf Trail** (a.k.a. TV Highway Trail): This trail would connect Beaverton and Hillsboro along the TV Highway Corridor and is envisioned as part of a much longer trail connecting the Portland region with the Oregon coast. Other segments would include the Banks-Vernonia Trail and the proposed Salmonberry Trail through the Coast Range. In Aloha-Reedville several options have been explored at a basic level. The TV Highway Corridor Plan illustrates a potential cycle-track design located between the highway and railroad including fencing and bus stop improvements. This option presumably would be within the railroad right-of-way and would require major negotiations with operator Portland and Western Railroad and owner Union Pacific Railroad. Fencing would likely be mandated by both railroads. Another option, focused on the western portion of the study area, is to build the trail in the Old Hillsboro Highway right-of-way along the south

edge of the railroad west of 198th Avenue. This option does not impact the railroad as much, but would require buy-in from Intel Corporation and the South Hillsboro development partners. The trail could potentially continue eastward as a neighborhood bikeway on Shaw Street. The TV Highway Corridor Plan recommends that a trail feasibility study be completed to determine the best location for the Turf-to-Surf Trail.

- **Westside Trail:** The Westside Trail is planned to connect Forest Park in Northwest Portland with the Ice Age Tonquin Trail near Tualatin. The trail is mostly complete within Aloha-Reedville and THPRD recently completed several segments to the south, allowing continuous travel from Blanton Street to Barrows Road. In the long term, better solutions are desired for crossing TV Highway and Farmington Road on the Westside Trail. Crossing TV Highway could potentially occur by passing underneath an existing highway bridge over a railroad spur line. This challenging project would entail working around or atop wetland resources and crossing the Portland and Western Railroad. At Farmington Road, an at-grade crossing has been requested by community members to avoid out-of-direction travel to the traffic signal at 160th Avenue. However, such a crossing would be located just over 300 feet from the traffic signal, raising engineering and operational concerns. A trail overcrossing would address these concerns but would increase costs significantly. In both cases, interim alignments along 160th Avenue are likely to remain for the foreseeable future.
- **Willow Creek Trail:** This trail would branch northeastward from the Beaverton Creek Trail at Chantal Village Park near 191st Court. It would proceed past the Willow Creek Transit Center and meet the Waterhouse Trail near Sunset Highway. Developing the small segment of the trail in Aloha-Reedville would pose challenges including gradual acquisition of several private properties and working around the aquatic resources typical of a stream corridor. The City of Hillsboro owns some of the properties along the creek in this area. A major benefit of the trail would be vastly improved pedestrian connectivity in the neighborhoods southwest of 185th Avenue and Baseline Road.

In February 2014 the City of Hillsboro Parks and Recreation Department (HRPD) issued a request for proposals for a city-wide trails plan. Since many of the trails extend into unincorporated Washington County, HPRD may ask county staff to participate in the trails plan in some capacity, perhaps as part of a technical advisory committee. Additionally, HPRD may ask the county if it is willing to contribute some funding to the trails plan budget in order to further study trail connections in the Senate Bill 122 area, including the Reedville Trail. As of this writing, those conversations have not yet occurred.

Applicable Performance Measures

Project Goal 3: Coordinate with TVCP

Project Goal 4: Land Use basis for optimal mobility

Project Goal 5: Capitalize on new development

Community Values: Prosperity, Safety, Health, Quality of Life

Community Vision Statements: Community Resources, Gathering Places, Alternative to Car, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan

Compatible with other planning efforts: Regional Transportation Plan, Regional Active Transportation Plan, Washington County Transportation System Plan, Washington County Neighborhood Bikeways Plan, Tualatin Hills Park & Recreation District Trails Plan, Hillsboro Parks and Trails Master Plan, South Hillsboro Focus Area Plan, TV Highway Corridor Plan, The Intertwine.

Implementation Timeline

Build-out of the regional trail network will take many years. Near term actions should focus on feasibility work for the Pearl-Keeler Powerline Trail and Turf-to-Surf Trail, as well as construction of the Augusta Lane Pedestrian/Bike Bridge over Beaverton Creek.



March 21, 2014

**Aloha-Reedville Transportation Action
Transit Service Enhancements**

Issue

TriMet has identified opportunities to enhance transit service in the Aloha-Reedville study area and other areas of northern Washington County through its Westside Service Enhancement Plan. While TriMet has faced significant funding challenges in recent years, the agency is now in a position to gradually restore and enhance service as revenue and the economy improve. Initial priorities will focus on restoring 15-minute frequencies to existing “frequent service” routes. Subsequent actions will upgrade other bus routes to frequent service, add entirely new bus routes, and plan for high-capacity transit along TV Highway.

Recommendations for transit service enhancements in Aloha-Reedville, which would take place gradually over the next 20 years, include the following:

- Restoring frequent service to MAX light rail and the #57 TV Highway / Forest Grove bus line
- Upgrading the #52 Farmington/185th bus line to frequent service
- Increased frequency and route extension of the #88 Hart/198th bus line
- Enhanced, more efficient bus service on TV Highway
- New north-south bus service on 170th Avenue
- New east-west bus service on Baseline Road

Washington County’s role in supporting transit service in Aloha-Reedville is to improve the safety and convenience of accessing transit through investments in pedestrian crossings, sidewalks, bike lanes, accessways, street lighting and other infrastructure. Several such efforts will be underway in the next five years, including safety improvements on TV Highway, complete reconstruction of 198th Avenue, and planning for pedestrian crossings along 185th Avenue, 170th Avenue and Baseline Road.

The county also plans to reserve right-of-way for a westbound business access and transit (BAT) lane on the north side of TV Highway, in anticipation of future high capacity transit in the TV Highway corridor.

Recommendations

1. Support implementation of TriMet’s Westside Service Enhancement Plan, including:
 - a. Restoring frequent service to MAX light rail and the #57 TV Highway / Forest Grove bus line
 - b. Upgrading the #52 Farmington/185th bus line to frequent service
 - c. Increased frequency and route extension of the #88 Hart/198th bus line

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- d. Enhanced, more efficient bus service on TV Highway
 - e. New north-south bus service on 170th Avenue
 - f. New east-west bus service on Baseline Road
2. Improve the safety, comfort and convenience of accessing transit through investments in pedestrian crossings, sidewalks, bike lanes, accessways, street lighting and other infrastructure along and connecting to transit routes. Funded near term projects include:
 - a. TV Highway at 185th and 192nd Avenues Safety Project (ODOT-led project scheduled for 2015)
 - b. Highway 8 Safety and Access to Transit Project (TriMet-led project scheduled for 2016-18)
 - c. 198th Avenue MSTIP project (Washington County project scheduled for 2018-19)
 - d. Pedestrian Arterial Crossings on 185th Avenue, 170th Avenue and Baseline Road (federally-funded Washington County project with planning and engineering scheduled for 2015-16)
 - e. Sidewalks on 178th Avenue from Johnson Street to TV Highway (Washington County Gain Share project scheduled for 2015)
 3. Through the Transportation System Plan, reserve right-of-way for a future business access and transit (BAT) lane along the north side of Tualatin Valley Highway.
 4. Coordinate bus stop improvements on the south side of Tualatin Valley Highway with the railroads (Union Pacific and Portland & Western) because these bus stops are located in the railroad right-of-way and may not be licensed.
 5. Convene a work group with the intent of pursuing a high capacity transit alternatives analysis for the Tualatin Valley Highway corridor.
 6. Partner with TriMet on bicycle parking initiatives at transit stops, including Quatama, Willow Creek and Elmonica light rail stations, and at the intersection of TV Highway and 185th Avenue.

Performance Indicator

- Number of "frequent service" TriMet routes
- Number of north-south transit routes
- Number of major bus stops (100+ daily weekday boardings) with shelters and benches
- Number of secure, public bicycle parking spaces (secure racks, lockers, etc) at transit stops.

Lead Agency or Organization

TriMet

Background

Aloha-Reedville is currently served by four bus lines and three MAX Blue Line light rail stations, all operated by TriMet. Bus service includes:

- #52 – Farmington/185th
- #57 – TV Highway / Forest Grove (the highest ridership bus line in Washington County)
- #59 – Walker (weekday peak period only)
- #88 – Hart/198th

Transit is a critical component of the transportation system in Aloha-Reedville. Approximately 7% of Aloha-Reedville residents use transit to get to work or school, greater than the county average.¹ Aloha-Reedville also contains concentrations of typically transit-dependent households including low income, minority, non-English speaking, youth and senior populations.

Furthermore, transit is an efficient mode of travel that can help reduce vehicle travel demand on area roadways, cut vehicle emissions and support a healthy lifestyle.

Throughout the Aloha-Reedville planning process, community members – particularly students, older adults, and people engaged through outreach efforts by the Center for Intercultural Organizing and Centro Cultural – have requested better transit service and safer access to transit in Aloha-Reedville. The following actions would help meet these goals.

Transit Service Improvements

In September 2013 TriMet released its Westside Service Enhancement Plan, a series of recommendations to increase transit service frequency, realign bus routes to better match demand, and establish several new transit lines in northern Washington County. It is the first of several service enhancement plans that TriMet will complete for different parts of the Portland region. While funding challenges remain, TriMet is now poised to gradually restore and enhance transit service. As worded in the document, implementation of the recommendations “will occur incrementally as TriMet’s revenues increase with an improved economy and favorable labor contract.”² The timing and character of transit service in Aloha-Reedville will also be affected by the pace and intensity of development in neighboring South Hillsboro.

Several service improvements and new transit routes are proposed in Aloha-Reedville:

- **Restoring frequent service** to routes that previously had it, including MAX Blue Line and the #57 TV Highway / Forest Grove bus line. Frequent service is defined as 15 or fewer minutes between arriving transit vehicles at a given stop.
- **Frequent service on the #52.** The #52 Farmington/185th bus line would be upgraded to 15-minute headways all day, seven days a week. The route currently has near-frequent service on weekdays.
- **Increased frequency and route extension of the #88.** The #88 Hart/198th bus line would see peak period service headways improved to 15 minutes and off-peak service of

¹ US Census Bureau, American Community Survey 2011 5-Year Estimates, Table B08101, Aloha Census Designated Place and Washington County.

² TriMet, Westside Service Enhancement Plan, p. 12, September 2013.

20 to 30 minutes, compared to 40 minutes today. The route would also be extended northwestward to reach employment areas in north Hillsboro.

- **Enhanced bus service on TV Highway.** TV Highway is envisioned as a high-capacity transit corridor. Until a detailed alternatives analysis is pursued to determine the form and function of high capacity transit in the corridor, TriMet seeks to enhance existing #57 bus service in the interim. This may be accomplished through express service, queue jumps, bus pull-outs, consolidated or relocated stops, traveler information at bus stops and other smaller-scale improvements.
- **New north-south bus service on 170th Avenue.** An extension of the existing #67 bus line would connect Bethany, Aloha-Reedville, south Beaverton and Tigard. The route would support expected job growth at Nike World Campus and surrounding employment areas, and connect to growing residential and commercial areas near Progress Ridge.
- **New east-west bus service on Baseline Road.** A continuous east-west bus route on Baseline and Jenkins roads between Hillsboro and Beaverton would serve neighborhoods and commercial areas along those roads and provide an additional level of transit access in places where MAX stations are too distant to reach on foot.

Access to Transit Improvements

Washington County has an important supporting role in providing safe walking and bicycling connections to transit. Features such as pedestrian crossings, sidewalks, bike lanes, accessways, street lighting and other infrastructure can improve the safety and convenience of accessing transit while potentially attracting new riders. TriMet recognizes these partnership opportunities in the Westside Service Enhancement Plan and identifies particular locations where pedestrian improvements would benefit transit access:

- TV Highway between Hillsboro and Beaverton, with particular focus on the intersection with 185th Avenue
- Farmington Road between 185th and 170th avenues
- The intersection of 185th Avenue and Baseline Road

Examples of access improvements at bus stops near signalized intersections include countdown pedestrian signals and shorter crossing distances. At bus stops further away from traffic signals, enhanced pedestrian crossings are recommended. The Aloha-Reedville Plan contains actions that support these recommendations: *Enhanced Pedestrian Crossings* and *TVCP/South Hillsboro Coordination*. To implement these actions, Washington County is planning **crossings on 185th Avenue, 170th Avenue and Baseline Road** through a 2016-2018 Regional Flexible Fund award, and is working with the Oregon Department of Transportation (ODOT) and TriMet on **safety improvements to TV Highway near 185th Avenue** and at other locations.

Additionally, Washington County is planning transit access improvements at two other locations in Aloha-Reedville:

- **198th Avenue**, which hosts the #88 bus, will be improved in 2018-2019 to include sidewalks, bikeways and street lighting between TV Highway and Farmington Road. Currently this roadway features discontinuous sidewalks and deep drainage ditches. The

project is funded through the county's Major Streets Transportation Improvement Program (MSTIP).

- **170th Avenue** and immediately surrounding areas between Baseline Road and TV Highway will be the subject of a corridor concept plan funded through an ODOT Transportation and Growth Management (TGM) grant. The plan, which will kick off in summer 2014, will develop conceptual design options for 170th Avenue and other nearby facilities to better prepare the corridor for capital project funding. With the new bus route proposed here, transit access will be an important consideration.
- **178th Avenue** between Johnson Street and TV Highway is being targeted for sidewalk infill using Gain Share funds.

Washington County may also be a partner in providing improved bicycle parking options at transit stations, with TriMet in a lead role. Providing additional secure bicycle parking facilities at Quatama, Willow Creek and Elmonica MAX stations can reduce demand for driving and parking cars at those stations. Bicycle parking may also be explored in the Aloha Town Center near TV Highway and 185th Avenue, where the #52 and #57 bus lines intersect.

Planning for High Capacity Transit

In the Regional High Capacity Transit (HCT) System Plan, The TV Highway corridor between Beaverton and Hillsboro is designated as a "Next Phase Priority Corridor," to be addressed after the Southwest Corridor and Powell-Division Corridor. HCT can take many forms, including light rail, commuter rail and bus rapid transit. Informal discussions about HCT along TV Highway have included consideration of commuter rail on the Portland & Western Railroad as well as on-street bus rapid transit (BRT).

BRT has generated considerable interest, including a TV Highway Corridor Plan recommendation to reserve right-of-way for a future business access and transit (BAT) lane in the westbound direction and establish additional bus pull-outs in the eastbound direction. A BAT lane allows private vehicles to make right turns into and out of businesses, while transit vehicles are able to travel continuously in the lane and bypass cars queued at intersections. A BAT lane is less likely in the eastbound direction on TV Highway due to the presence of the railroad.

BRT itself varies in form and function. In its most robust form, BRT is like "light rail with rubber tires," employing long articulated vehicles on an exclusive roadway with station stops featuring generous shelter space, traveler information and other amenities. In lesser versions of BRT, transit vehicles mix with traffic but are afforded operating privileges such as transit signal priority and queue jumps.

The next step for planning high capacity transit in the TV Highway corridor would be to establish a corridor work group that includes partners from TriMet, Metro, Washington County, the cities of Hillsboro and Beaverton, and the community. The corridor work group would have the ultimate purpose of developing an alternatives analysis for high capacity transit options.

In the mean time, interim enhancements to the #57 bus line can build ridership and reaffirm this transit line as a critical transportation artery running through Aloha-Reedville.

Applicable Performance Measures

Project Goal 3: Coordinate with TVCP

Project Goal 4: Land Use basis for optimal mobility

Project Goal 5: Capitalize on new development

Community Values: Prosperity, Safety, Health, Quality of Life

Community Vision Statements: Community Resources, Alternative to Car, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan

Compatible with other planning efforts: TriMet Westside Service Enhancement Plan, TV Highway Corridor Plan, Regional Transportation Plan, Regional Active Transportation Plan, Washington County Transportation System Plan.

Implementation Timeline

Partial restoration of frequent service routes will occur in 2014. One of several new or extended transit lines may be possible within five years, with 170th Avenue likely to be the first. Transit access improvements undertaken by Washington County – including 198th Avenue MSTIP and 185th Avenue crossings, will begin within five years and be ongoing. Full realization of the Westside Service Enhancement Plan recommendations will take 20 years or more.



March 21, 2014

Aloha-Reedville Transportation Action Neighborhood Bikeways

Issue

Neighborhood bikeways – also called bike boulevards or neighborhood greenways – are streets with low automobile volumes and low speeds where bicycling, walking and neighborhood livability are given priority. Typical features of neighborhood bikeways include shared pavement markings (“sharrows”), wayfinding signage, traffic calming, crossing improvements at busier streets, and in some but not all cases, automobile traffic diversion.

Many communities across the nation are embracing the neighborhood bikeway concept because of their relatively low cost compared to street reconstruction, a public desire for low-traffic bicycle routes, and the ability to reduce bicycle/motor vehicle conflicts on busier roadways nearby.

As of this writing, Washington County is developing a Neighborhood Bikeways Plan funded through a Transportation and Growth Management (TGM) grant from the State of Oregon. The plan will identify the most appropriate routes for neighborhood bikeways in unincorporated urban Washington County and develop a toolbox of related traffic control devices.

Aloha-Reedville is one of the areas under study for neighborhood bikeway development. Several opportunities exist to provide parallel low-stress bicycling routes to TV Highway and 185th Avenue. The Neighborhood Bikeways Plan will be completed in 2014.

Recommendation

1. Through the Washington County Neighborhood Bikeways Plan process, identify at least two east-west neighborhood bikeway routes and one north-south neighborhood bikeway route in the Aloha-Reedville study area, and determine the most appropriate traffic control devices and other features for each route.
2. Seek funding to construct the neighborhood bikeways identified in the Neighborhood Bikeways Plan and pursue a pilot project in the Aloha-Reedville study area.
3. Pursue education and encouragement initiatives after the completion of a neighborhood bikeway, including neighborhood-scale bicycling and walking maps.
4. Perform bicycle traffic counts on the designated street(s) before and after each neighborhood bikeway project.

Performance Indicators

- Miles of neighborhood greenway streets
- Number of signal-controlled pedestrian/bicycle crossings on 4-5 lane roads

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Lead Agency or Organization

Washington County is the lead agency to take responsibility for this action.

Partnering agencies or organizations could include:

- Washington County Bicycle Transportation Coalition
- Westside Transportation Alliance
- Bicycle Transportation Alliance
- TriMet
- ODOT
- Metro
- City of Beaverton
- City of Hillsboro
- Tualatin Hills Park & Recreation District

Background

Communities across the nation, including Washington County, are embracing the neighborhood bikeway concept for a variety of reasons. Most significantly:

- Studies and surveys repeatedly show that, if given a choice, most people prefer to ride bicycles in “low stress” environments such as neighborhood streets and multi-use trails, rather than in higher traffic environments along arterial roads. Similar preferences were revealed in an Aloha-Reedville community poll regarding bicycling in the TV Highway corridor – 68% would prefer investment in neighborhood bikeways and off-street trails parallel to TV Highway, compared to 22% who would prefer to focus bicycle infrastructure on TV Highway itself.
- Neighborhood bikeways are relatively inexpensive to install because they typically involve minor modifications to existing streets, rather than adding new pavement for bike lanes or sidepaths. A rough rule of thumb for neighborhood bikeway construction costs is \$200,000 per mile, plus \$250,000 for each crossing of an arterial. By comparison, the full reconstruction of a street to include sidewalks, bike lanes and stormwater facilities is typically in the range of \$10 million to \$15 million per mile.
- In a corridor with multiple types of roadways and fairly good street connectivity, neighborhood bikeways can attract bicycle traffic off of nearby, parallel arterials, reducing conflicts with automobiles and freight.
- People who live on neighborhood bikeways, regardless of whether or not they ride bicycles, benefit from the livability of reduced automobile cut-through traffic and the security of increased “eyes on the street.”

Aloha-Reedville is divided into two study areas in the aforementioned Neighborhood Bikeways Plan. Several opportunities exist to provide parallel low-stress bicycling routes to TV Highway and 185th Avenue. Streets being considered include Johnson, Alexander, Shaw and Blanton streets in the east-west direction, and 178th, 179th, 180th, 187th, 188th, 190th, 191st and 192nd avenues in the north-south direction. The Neighborhood Bikeways Plan will be completed in 2014. Parallel, low-traffic bicycling alternatives to TV Highway is also a recommendation in the

TV Highway Corridor Plan. New road extensions from Aloha-Reedville westward into South Hillsboro, such as Blanton Street and Kinnaman Road, will also include bikeway facilities.

Applicable Performance Measures

Project Goal 4: Land Use basis for optimal mobility

Community Values: Prosperity, Safety, Health, Quality of Life

Community Vision Statements: Community Resources, Gathering Places, Efficient Roadways, Alternative to Car, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan

Compatible with other planning efforts: Washington County Neighborhood Bikeways Plan, Washington County Bicycle Facility Design Toolkit, Washington County Transportation System Plan, TV Highway Corridor Plan, Metro Regional Active Transportation Plan.

Implementation Timeline

Near term, pilot project could be implemented within five years.



March 21, 2014

**Aloha-Reedville Transportation Action
Tualatin Valley Highway Corridor Plan and South Hillsboro Focus Area Plan
Coordination**

Issue

The Tualatin Valley Highway Corridor Plan (TVCP) was completed in March 2013 and is pending adoption by the affected jurisdictions: City of Beaverton, City of Hillsboro, Oregon Department of Transportation (ODOT), Metro, and Washington County. As TV Highway bisects the Aloha-Reedville study area, the two plans are necessarily intertwined. The county's proposed approach is to adopt or endorse the TVCP, to include in the Aloha-Reedville Study and Livability Plan those TVCP recommendations that fall within the Aloha-Reedville study area, and to partner with the appropriate jurisdictions to implement projects.

The TVCP is a corridor refinement plan covering the area from Baseline Road to Farmington Road, and from 10th Avenue in Hillsboro to Cedar Hills Boulevard in Beaverton. Some TVCP recommendations are specific to the highway itself, which falls under ODOT jurisdiction. Other recommendations are on Washington County facilities – for example, improvements to 198th Avenue and establishment of neighborhood bikeways parallel to TV Highway. But in many cases, projects recommended in the TVCP will involve partnerships among multiple agencies. The upcoming safety project at TV Highway and 185th Avenue is an example of how the positive working relationship between Washington County, ODOT, TriMet and the community can bring more effective results.

A subset of the TVCP is the South Hillsboro Focus Area Plan (FAP). This plan takes a closer look at the transportation improvements needed to serve the proposed South Hillsboro development area as well as adjacent areas that will be impacted by traffic, including the western portion of Aloha-Reedville. As of this writing, Washington County and the City of Hillsboro are working on a financing strategy to determine funding resources and responsibilities for these transportation improvements. A city-adopted overlay prevents urban zoning and development in South Hillsboro until the financing strategy is complete.

Several recommendations in the TVCP and FAP will be adopted in the 2014 update to the Washington County Transportation System Plan, including changes to lane numbers and functional classes of roadways. Examples include changing the lane number designation on 209th Avenue from 2/3 lanes to 4/5 lanes, changing the functional class of TV Highway class from principal arterial to arterial, and adding the proposed arterial/collector network for South Hillsboro.

Several other recommendations are the focus of near term implementation projects, including the ODOT safety project at TV Highway and 185th and 192nd Avenues and a TriMet access-to-transit project extending from downtown Beaverton to just past 198th Avenue.

A more detailed summary of these and other TVCP and FAP recommendations within the Aloha-Reedville study area is included in the background section of this issue paper.

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Recommendations

1. As part of the Aloha-Reedville Study and Livable Community Plan, include those recommendations of the TV Highway Corridor Plan (TVCP) and the South Hillsboro Focus Area Plan (FAP) that fall within the Aloha-Reedville study area.
2. Adopt changes to lane numbers, functional classifications and road alignments called for in the TVCP and FAP as part of the 2014 Washington County Transportation System Plan (TSP) update, and determine a method of adopting or endorsing other elements of the plans.
3. Work with partner agencies including ODOT, City of Hillsboro, City of Beaverton and TriMet to implement recommendations in the TVCP and FAP.
4. Identify opportunities to leverage near term implementation projects including the ODOT TV Highway at 185th and 192nd Avenues Safety Project and the TriMet Highway 8 Corridor Safety and Access to Transit project. Examples of leverage may include street lighting, gateway features and visual enhancements in the Aloha Town Center.
5. Develop a transportation financing strategy with the City of Hillsboro that identifies projects, costs and funding responsibilities for improvements needed to accommodate multi-modal travel demand associated with South Hillsboro.
6. Coordinate rail crossing improvements with the railroads (Union Pacific and Portland & Western).

Performance Indicators

- Change in percent coverage of street lights
- Percentage coverage of walkways on arterials/collector road sides
- Number of enhanced pedestrian/bicycle crossings on 4-5 lane roads
- Miles of trails and public accessways
- Percentage coverage of bike lanes on arterial and collector road sides
- Miles of neighborhood greenway streets
- Number of "frequent service" TriMet routes
- Number of north-south transit routes
- Number of major bus stops (100+ daily weekday boardings) with shelters and benches
- Vehicle volume-to-capacity ratio at identified arterial/collector intersections
- Number of vehicle access point locations on 4-5 lane roads
- Number of auto/auto crashes per million population per year
- Number of pedestrian/auto crashes per million population per year
- Number of bicycle/auto crashes per million population per year

Partnering Agencies and Organizations

The responsibility of implementing recommendations in the TVCP and FAP is shared among several entities, most notably:

- Oregon Department of Transportation
- Washington County
- City of Hillsboro
- City of Beaverton
- TriMet

Background

The TVCP and FAP were funded through a Transportation and Growth Management (TGM grant) awarded to the City of Hillsboro with the primary purposes of (1) resolving design and functional classifications for TV Highway, and (2) determining the transportation improvements that are needed to address existing safety issues and future growth that will take place in and around South Hillsboro. Often corridor plans include land use, housing and economic development recommendations. In this case the affected jurisdictions agreed that non-transportation issues would be addressed in other planning efforts including the Aloha-Reedville Study and Livable Community Plan.

Per the recommendations above, the Aloha-Reedville plan includes those recommendations of the TVCP and FAP that fall within the Aloha-Reedville study area. A summary of these recommendations is provided below:

TV Highway Corridor Plan

A key, overarching policy change recommended by the TVCP Policy Group and included in the TVCP is to maintain the design and function of TV Highway as an **urban arterial with no more than four through travel lanes**, as opposed to a “throughway” with as many as six travel lanes. As such, TVCP recommendations focus on maximizing the utility and safety of TV Highway for all modes of travel while enhancing the livability and economic vitality of the corridor.

Recommended “**near term**” (within 15 years of the 2013 completion of the TVCP) improvements to TV Highway within the Aloha-Reedville study area include the following:

- **Improve bus stops** along TV Highway to include concrete landing pads, benches, shelters, and where appropriate and feasible, bus pullouts at:
 - 192nd Ave (south side)
 - 185th Ave (south side)
 - 178th Ave (north side)
- **Improve existing #57 bus service** through increased frequency, functional improvements such as transit signal priority and bus pull-outs, and potential express service.
- **Add street lighting** on TV Highway (throughout the Aloha-Reedville study area).

- Improve TV Highway **pedestrian crossings** at:
 - 192nd Ave
 - 185th Ave (existing signal)
 - 174th Ave
 - 165th Ave (existing marked crosswalk at St. Mary's Home for Boys)
- Complete planning and conceptual design for a **multi-use path** along the south side of TV Highway. This would include consideration of alignments both north and south of the Portland & Western Railroad.
- Fill in gaps in **sidewalks** along TV Highway, including a landscaped buffer and minimum six-foot pedestrian through-zone. South side sidewalks would be addressed during the planning of the multi-use trail.
- Add **directional wayfinding signs** indicating routes to transit stops, schools, parks and other community attractions.
- Complete **bike lanes** on TV Hwy, including widening substandard bike lanes between 192nd and 182nd avenues.
- Improve the safety and comfort of **bicycle crossings** of TV Highway, including continuous bike lanes and potential use of green pavement treatments, at:
 - 209th Ave (existing signal)
 - 192nd Ave
 - 185th Ave (existing signal)
 - 174th Ave
 - 170th Ave (existing signal)
- Develop continuous east-west **parallel bike routes** north and south of TV Highway. This concept is discussed further in the Aloha-Reedville "Neighborhood Bikeways" issue paper and in the Aloha-Reedville Pedestrian and Bicycle Plan.
- Complete a detailed **high capacity transit study** to determine the location and mode of future high capacity transit along TV Highway.
- Promote **rail safety education** to reduce pedestrian and vehicular conflicts and trespassing in the Portland & Western Railroad right-of-way.
- Support and promote **employer incentive programs to reduce driving**, including carpooling, transit passes and bicycle end-of-trip facilities.
- Improve **signal timing** (including adaptive signal control), add **transit signal priority**, and pursue **traffic operations monitoring**.
- **Improve operations at signalized intersections** along TV Highway, including:
 - **Cornelius Pass Rd**: Protected left turns in all directions; add eastbound and westbound right-turn lanes; add dual left-turn lanes in southbound, eastbound, and westbound directions.
 - **209th Ave**: Protected left turns in eastbound and westbound directions; change northbound lane configuration from dual lefts and through/right to left, through, right; make northbound and southbound left turns protective/permissive (flashing yellow).
 - **205th Ave / Intel Aloha**: Add flashing yellow left turn arrows eastbound/westbound.
 - **198th Ave**: Add dual westbound left-turn lane; add southbound right-turn lane; add flashing yellow left turn arrows eastbound/westbound.

- **185th Ave:** Add dual left turn lanes in all directions; add flashing yellow left turn arrows northbound/southbound.
- **160th Ave:** Add flashing yellow left turn arrows in all directions.
- **Monitor corridor performance** through the use of multi-modal performance measures and targets.

Recommended “**opportunistic**” improvements to TV Highway – those that would be accomplished through grant and allocation programs, through unforeseen funding opportunities and through redevelopment – include the following within the Aloha-Reedville study area:

- Acquire **right-of-way for future transportation improvements** – including sidewalk and bike lane improvements as well as a westbound business access and transit (BAT) lane – as redevelopment opportunities arise on TV Highway.
- Examine opportunities to **leverage State Transportation Improvement Program (STIP)** “Enhance” and “Fix-It” program dollars.
- **Update the TVCP** as land use and transportation system conditions change and near term improvements are completed.
- **Improve existing north-south routes** for all modes, including 209th, 198th, 185th and 170th avenues. This recommendation is further supported and detailed in the Aloha-Reedville “Major Street Transportation Improvements” issue paper and in the Aloha-Reedville Pedestrian and Bicycle Plan.
- **Improve east-west connectivity**, including extensions of Blanton, Kinnaman and Rosa streets into the South Hillsboro plan area.
- **Complete the bicycle and pedestrian system** in the TVCP project area to increase connectivity and access. Numerous efforts in support of this recommendation can be found in the Aloha-Reedville Pedestrian and Bicycle Plan.
- Pursue **capital improvements to enhance transit** service such as bus landing pads and pedestrian crossings.
- Reduce vehicle turn movements to/from driveways through **access management** on TV Highway between 198th and 170th avenues. An ODOT safety project scheduled for construction in 2015 will implement this recommendation for a portion of the highway.

Recommendations that would be implemented 15 or more years after the 2013 completion of the TVCP are called “**beyond the TVCP**” and include the following within the Aloha-Reedville study area:

- Implement the **multi-use path** on the south side of TV Highway based on the planning and conceptual design recommended in the near term.
- Through the redevelopment process, provide **new local streets** to improve connectivity around TV Highway.
- Complete **regional trails** in the corridor including the Beaverton Creek, Reedville (Pearl-Keeler Powerline), Rock Creek, Turf-to-Surf (TV Highway), and Westside trails.
- Complete the long-term **high-capacity transit** solution for TV Highway.
- Provide additional **intersection improvements** to address mobility and safety:

- **185th Ave:** Add eastbound and westbound right-turn lanes
- **170th Ave:** Add dual left-turn lanes in all directions; add southbound, eastbound and westbound right-turn lanes.

The TVCP includes other recommendations outside of the Aloha-Reedville study area. The complete TVCP document and appendices are available at <http://www.tvhighway.org/>

South Hillsboro Focus Area Plan

The FAP study area extends from Baseline Road south to Rosedale and Farmington roads, and from Brookwood Avenue and River Road east to 185th Avenue. About two thirds of the Aloha-Reedville study area is determined to be in the impact area of South Hillsboro development. Recommended transportation mitigation projects in the Aloha-Reedville study area are listed below. These are projects that were determined to be necessary to meet vehicle operational standards with build-out of the South Hillsboro area.

- **TV Highway and Cornelius Pass Road:** Add dual left turn lanes on all approaches; add eastbound, westbound and northbound right turn lanes; widen and adjust grade for northbound approach; modify rail crossing and signal accordingly.
- **TV Highway and 209th Avenue:** Widen and adjust grade for northbound approach; modify rail crossing; northbound approach would have one left, one through, one right, and added second southbound through lane.
- **Blanton Street and 209th Avenue:** Add westbound left turn lane and signalize intersection.
- **Kinnaman Road and 209th Avenue:** Signalize intersection.
- **Rosa Road and 209th Avenue:** Signalize intersection.
- **Rosedale Road and 209th Avenue:** Signalize intersection.
- **Farmington Road and 209th Avenue:** add second southbound left turn lane; add southbound right turn lane; modify signal accordingly.
- **TV Highway and 198th Avenue:** Add second westbound left turn lane; add southbound right turn lane; convert northbound to a left turn lane, through lane and through/right turn lane; modify signal accordingly.
- **TV Highway and 185th Avenue:** Add westbound right turn lane.
- **Kinnaman Road and 198th Avenue:** Combine north and south intersections into single four-leg signalized intersection.
- **209th Avenue:** Widen from two/three lanes to five lanes from TV Highway to Farmington Road.
- **Farmington Road:** Widen from two/three lanes to five lanes with bike lanes and sidewalks from 198th to 209th avenues.
- **198th Avenue:** Widen to five lanes from TV Highway to Alexander Street.

Several additional projects were determined to be “base case” projects that would be needed regardless of whether or not South Hillsboro develops. These include:

- **TV Highway and 209th Avenue:** Add eastbound right turn lane.
- **TV Highway and 185th Avenue:** Add dual left turn lanes in all directions; add eastbound right turn lane.
- **198th Avenue and Blanton Street:** Realign and signalize intersection; provide left turn lanes on all approaches; make all left turns protective/permissive (flashing yellow).
- **185th Avenue and Blanton Street:** Realign and signalize intersection; provide left turn lanes on all approaches; make all left turns protective/permissive (flashing yellow).
- **Rosedale Road and 209th Avenue:** Add eastbound right turn lane.
- **185th Avenue at Farmington Road:** Extend five-lane section of 185th Avenue south of the intersection for 1,500 feet; extend five-lane section of Farmington Road to 198th Avenue; increase cycle length to 120 seconds; make northbound and southbound left turns protective/permissive (flashing yellow).

The full list of FAP recommendations can be viewed at <http://www.tvhighway.org/?p=south-hillsboro-focus-area-plan>

Near Term Implementation Projects:

ODOT, through its Statewide Transportation Improvement Program (STIP), is pursuing a safety project along TV Highway in Aloha slated for construction in 2015. Separately, TriMet will be partnering with ODOT to invest 2016-2018 STIP funds to improve transit access along TV Highway. Details on the two projects are provided below. Washington County is looking into ways to leverage these projects with its own funds, such as providing additional street lighting, adding gateway features or enhancing the aesthetics of the project elements.

ODOT TV Highway at 185th and 192nd Avenues Safety Project:

- Funded in the STIP 2012-2015 program, using federal Highway Safety Improvement Program (HSIP) funds.
- Project engineering taking place in 2014; construction scheduled for 2015.
- Proposed solutions (as described in a May 2013 project summary sheet):
 - Allow U-turns on TV Highway at 185th Avenue in both directions
 - *Safety benefit: motorists will be able to use signalized U-turns to safely make their turning movements.*
 - Install a raised traffic separator on TV Highway from 182nd to 187th Avenues and at 192nd Avenue. There would still be full turning movements at 185th and 187th Avenues. Left turns would be permitted into 192nd Avenue, but restricted to a right turn only onto TV Highway.
 - *Safety benefit: eliminate crashes due to left turn conflicts.*
 - Add lighting and pedestrian countdown signals on TV Highway at 185th Avenue
 - *Safety benefit: pedestrians will have more accurate information and be able to see and be seen better.*
 - Improve signage and add supplemental signal heads on TV Highway
 - *Safety benefit: improve driver expectation by providing clearer information.*
 - Move the westbound transit stop from the near side of the intersection to the far side

- *Safety benefit: moving the bus stop to the far side of the intersection will improve signal operation and reduce rear-end crashes.*
- Reconstruct the island between northbound 185th Avenue and TV Highway eastbound
 - *Safety benefit: improve visibility and pedestrian safety at this corner.*
- Project budget (without county resources): \$4,644,000
- Washington County is supplementing this project with Gain Share funds for the purpose of providing street lighting along TV Highway.

TriMet Highway 8 Corridor Safety & Access to Transit Project:

- Project nominated by TriMet and included in the STIP 2016-2018 “100% list” of projects that will be forwarded to the Oregon Transportation Commission for approval.
- Project extent: Market Centre (on TV Highway across from Intel Aloha campus) on the west; Canyon Road and 110th Avenue in Beaverton on the east.
- Proposed solutions in the Aloha-Reedville study area (subject to change upon further project scoping):
 - TV Highway/160th: Queue jump and signal priority
 - TV Highway/St Mary's Home: Install 80' of sidewalk, connection to sidewalk with 4' drop, enhanced crosswalk with rectangular rapid flash beacon
 - TV Highway/170th: Improved stops, signal priority
 - TV Highway /178th: Concrete pad, new shelter, signal priority
 - TV Highway at Aloha Village: Improve and enhance 800' of disjointed sidewalk on the north side
 - TV Highway /185th: Move westbound stop to west side, transit plazas, shelters, signal priority
 - TV Hwy from 187th to 192nd: Consolidate stops, enhanced crosswalk with rectangular rapid flash beacon, sidewalk gap enhancements
 - TV Highway/198th: Signal priority
 - TV Highway and Market Centre: Signal priority
- Project budget: \$1,614,000, including \$1,448,242 in STIP funds.

Continuing Issues of Concern

The TVCP and FAP process, guided by the Community Advisory Committee, Technical Advisory Committee and Policy Group, and reviewed by all elected bodies in the affected area, resulted in official consensus on all of the issues at hand, allowing the project team to move forward with the recommendations. Washington County intends to adopt or endorse the recommendations of the TVCP and FAP as they stand.

However, members of the Aloha-Reedville Community Advisory Committee have requested documentation of several issues that generated disagreement during the TVCP/FAP process and that may continue to cause concern or conflict in the future.

The Function and Form of TV Highway

There was discord within each of the TVCP advisory committees regarding the TV Highway functional class change. Some disagreed with the assertion that TV Highway is serving primarily local trips and preferred that TV Highway remain classified as a throughway or principal arterial to reflect the cross-county or regional nature of many trips along the corridor.¹ The TVCP ultimately recommended reclassifying TV Highway as an arterial, and Washington County is making the appropriate change in its Transportation System Plan.

Intersections

In a related matter, some committee members wished to maintain the flexibility to build urban-context grade-separated intersections as an alternative to widening intersections with more turn lanes. The Regional Transportation Plan directs jurisdictions to consider grade-separated intersections only on freeways and throughways, and not on arterials.² The following compromise language was added to the TVCP: *“While grade separated intersections or interchanges are not included in the 15 year plan, the jurisdictions represented on the TVCP Policy Group recognize that beyond this plan all tools should be considered to maintain acceptable intersection performance to serve future transportation and community needs.”*³

Concerns also remain about the impacts of implementing the recommended at-grade intersection expansions in the context of a built-out, multi-modal environment. Double left turn lanes and single right-turn lanes are recommended at TV Highway intersections with Cornelius Pass Road, 185th Avenue and 170th Avenue. These configurations would require significant property acquisitions and would result in longer crossing distances and additional conflict points for pedestrians and bicyclists. In the case of TV Highway and 185th Avenue, an expanded intersection also poses potential conflicts with the land use vision for a town center at this location.

Washington County acknowledges the TVCP/FAP intersection recommendations and intends to pursue a Town Center Refinement Plan that would address the design challenges at TV Highway and 185th Avenue.

TV Highway Trail

Another disagreement centered on the recommendation for a two-way multi-use path situated parallel to and between TV Highway and the Portland & Western Railroad. User conflicts where the path would cross north-south roads near intersections, concerns about reduced bicycle access to the north side of TV Highway, and the opportunity for a less-constrained path along the south side of the railroad in the Old Hillsboro Highway right-of-way fueled this disagreement. The final recommendation was reframed as a trail planning effort without specifying the exact position of the trail: *“Complete planning and conceptual design for a multi-use path on south side of TV Highway.”*⁴

¹ “Arterial v. Throughway,” presentation to Washington County Board of Commissioners, January 10, 2012, based on select link analysis by David Evans & Associates. The analysis found that 35% of trips in the TVCP study area begin or end within the study area. This is a larger share than the percentages of trips that begin/end to the north (29%), south (13%), east (17%) or west (6%), but is not a majority of trips.

² 2035 Regional Transportation Plan, Table 2-6.

³ TVCP March 2013 version, p. 34.

⁴ TVCP March 2013 version, p. 24.

In these and other cases, Washington County will continue to move forward with the recommendations of the TVCP and FAP as is, while working with its jurisdictional partners and the community to address concerns and conflicts during the planning and implementation of particular projects.

Applicable Performance Measures

Project Goal 3: Coordinate with TVCP

Project Goal 5: Capitalize on new development

Project Goal 6: Identify viable funding tools

Community Values: Prosperity, Safety, Health, Quality of Life

Community Vision Statements: Efficient Roadways, Alternative to Car, Attractive Community

SMART: Specific, Measurable, Attainable, Realistic, Time Bound

Deliverables: Bicycle and Pedestrian Plan

Compatible with other planning efforts: TV Highway Corridor Plan; South Hillsboro Focus Area Plan; South Hillsboro Transportation Financing Strategy; Washington County Transportation System Plan;

Implementation Timeline

ODOT safety project to be constructed in 2015. TriMet safety and access to transit project slated for 2016-2018. In the TVCP, “near term” projects are to be implemented in the 15 years following the 2013 completion of the document. Timing of South Hillsboro mitigation projects will depend on the phasing and specific locations of development.