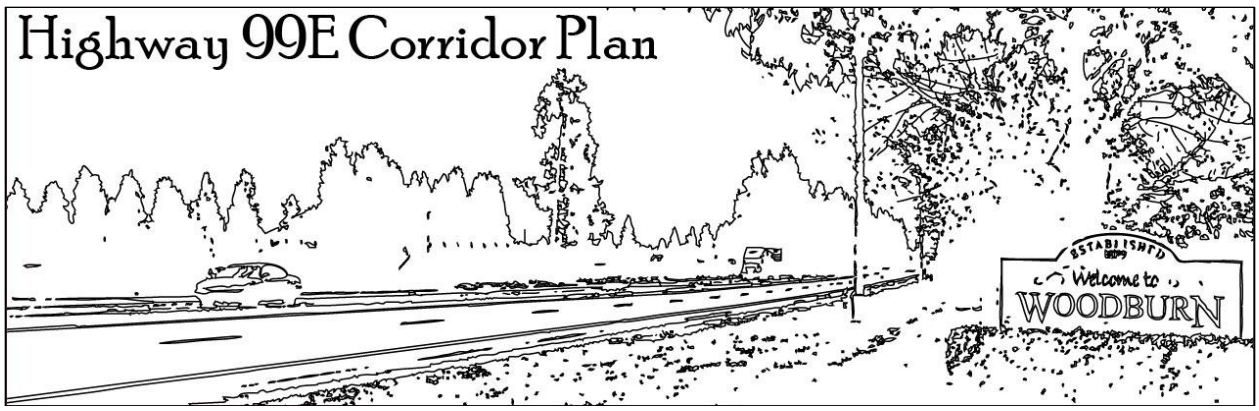
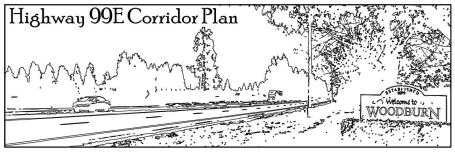


Highway 99E Corridor Plan

Adopted July 9, 2012



The Highway 99E Corridor Plan was prepared by Angelo Planning Group, DKS Associates, SERA Architects, and Cogan Owens Cogan in partnership with the City of Woodburn and the Oregon Department of Transportation.

This project is partially funded by a grant from the Transportation and Growth Management ("TGM") Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and the State of Oregon funds.

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

Acknowledgements

Special thanks to members of the Citizens Advisory Committee, Technical Advisory Committee, Project Management Team, Planning Commission, City Council, and the public who participated in the review and shaping of the Corridor Plan.

Citizens Advisory Committee

Arnoldo Benavidez, Benavidez Tire & Wheel

Rob Carney, Woodburn resident

Bruce Crane, Historic Woodburn Neighborhoods Association

Gerald Curtis, Shalimar Estates property owner

Dick Jennings, Woodburn Planning Commission

Kelly Long, Long Brothers Building Supply

Mindy Mayer, McDonald's

Eric Morris, Woodburn City Councilor

Alfredo Paniagua, Los Paniaguitas Produce

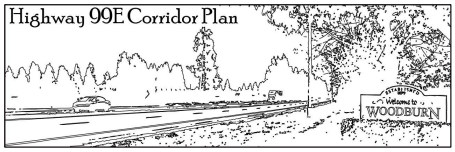
David Paradis, Easy Storage

Scott Roske, Food Service of America

Darcy Ruef, Al's Garden Center

Janice Webb, Webb Chiropractic

Ruby Wolfer, West Coast Bank



Technical Advisory Committee

Dan Brown, P.E., City of Woodburn Public Works Director

Dan Fricke, ODOT Senior Region 2 Planner

Michael "Swede" Hays, ODOT Rail Division Railroad Compliance Specialist

Chris Bailey, PE, ODOT Region 2 Senior Preliminary

Michael Morales, ODOT Region 2 Senior Environmental Project Manager

Steven M. Oulman, AICP, Mid-Willamette Valley Council of Governments Regional Representative, and Oregon Department of Land Conservation and Development

Karen G. Odenthal, Marion County Civil Engineering Associate

Lester Sasaki, Marion County Principal Planner

Brandon Reich, Marion County Associate Planner

Ann M. Batten, PE, ODOT Region 2 Traffic Analyst

Rodger Gutierrez, ODOT Pedestrian & Bicycle Facility Specialist

Angela Kargel, ODOT Region Traffic Engineer

Dorothy Upton, ODOT Senior Transportation Analyst

Michael Bufalino, ODOT Freight Mobility Planner

Jamie Hollenbeak, P.E., Access Management Project Delivery Coordinator

Joe Gray, ODOT Right of Way Utilities Manager

Melissa Mallott, ODOT Senior Right of Way Agent

Dave Sutkowski, ODOT Region 2 Assistant District Manager

Project Management Team

Jim Hendryx, City of Woodburn Economic & Development Services Director

Naomi Zwerdling, ODOT Senior Region 2 Planner

Planning Commission

Ellen Bandelow

Sharon Corning

Lisa Ellsworth

Patty Grigorieff

Richard Jennings

Claudio Lima

Charles Piper

City Council

Kathy Figley, Mayor

Dick Pugh, Councilor - Ward 1

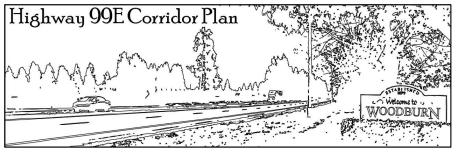
Mel Schmidt, Councilor - Ward 2

Pete McCallum, Councilor - Ward 3

Jim Cox, Councilor - Ward 4

Frank Lonergan, Councilor - Ward 5

Eric Morris, Councilor - Ward 6



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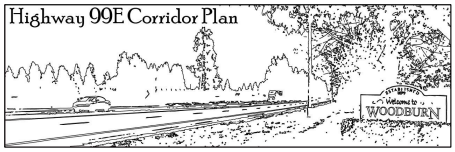


Figures

Tables

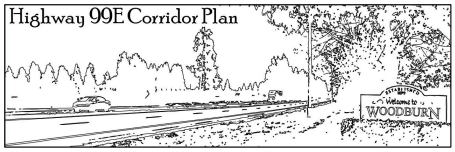
Appendices

Supporting Documents

The following documents were created during the course of the project. Supporting documents summarize input obtained during public meetings, document background conditions, and describe in detail alternatives considered but not ultimately adopted. They are currently available on the project website and will be archived at the City's Planning Division where they can be viewed upon request.

Technical Memoranda

Technical Memorandum #1: Plan and Policy Review
Technical Memorandum #2: Existing Access Conditions
Technical Memorandum #3: Existing and Future No Build Traffic Conditions
Technical Memorandum #4: Land Use and Urban Design Analysis
Technical Memorandum #5: Opportunity Design Toolbox

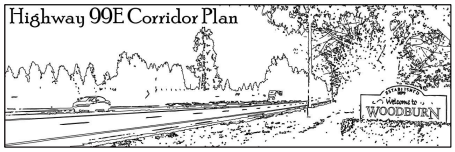


Alternatives Development and Evaluation Reports and Early Corridor Plan Documents

Draft Corridor Plan Design Concepts
Final Corridor Plan Design and Land Use Options Evaluation Report and Traffic Technical Appendix
Corridor Plan Implementation Report

Meeting Summaries

November 17, 2010 CAC Meeting Summary
February 9, 2011 CAC Meeting Summary
May 10, 2011 CAC Meeting Summary
September 7, 2011 CAC Meeting Summary
September 8, 2011 Planning Commission Workshop Summary
December 14, 2011 CAC Meeting Summary



I. Introduction

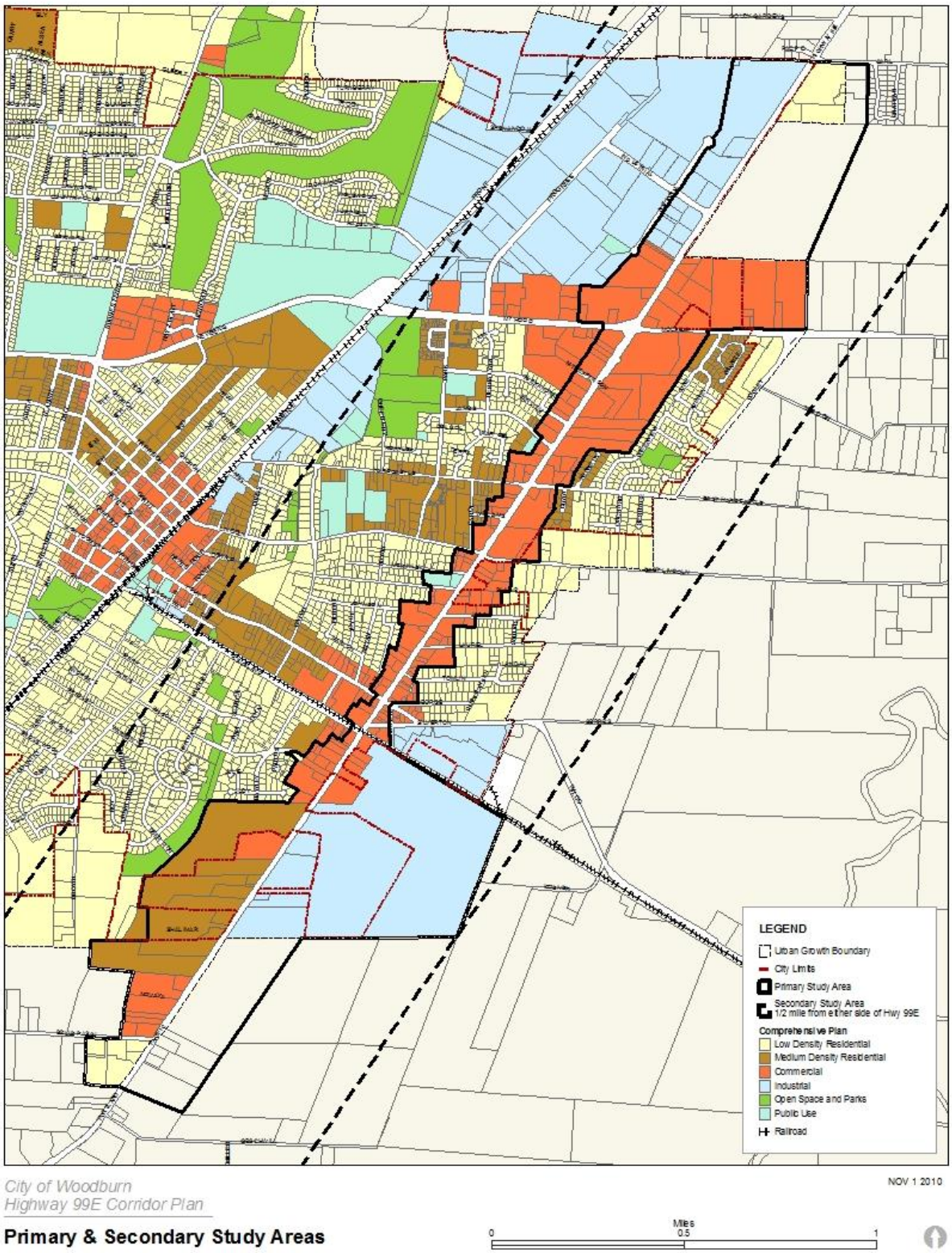
Highway 99E is a state highway that runs through the eastern edge of the City of Woodburn. The highway serves as a major north and south transportation route between Wilsonville and Salem, is one of the city's main transportation corridors, and provides access to numerous businesses. The City of Woodburn obtained a grant from the state's Transportation and Growth Management (TGM) program to develop a plan for the corridor in order to facilitate the revitalization of the corridor as a viable, safe and sustainable business district. To this end, the planning process addressed the following issues:

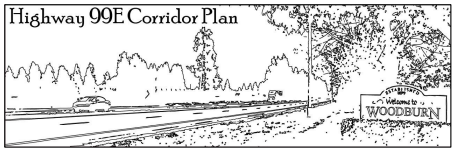
- Economic Development;
- Motor Vehicle Mobility & Safety;
- Pedestrian / Bicycle Access & Safety;
- Property Access;
- Corridor Aesthetics; and
- Neighborhood Connections.

The primary Study Area for the Corridor Plan follows the Highway 99E corridor from the proposed southern Woodburn Urban Growth Boundary (just south of Belle Passi Road) to the northern Urban Growth Boundary (near the intersection of Highway 99E and Carl Road, north of Industrial Way), as shown in Figure 1 on the following page. The primary Study Area focuses on commercial properties directly adjacent to Highway 99E. A broader secondary Study Area, extending a half-mile on either side of the highway, was also established in order to include adjacent neighborhoods and explore possible local street connections.

The Highway 99E Corridor Plan identifies needed transportation improvements, recommends appropriate land uses, and illustrates the urban design vision for the section of Highway 99E running through the City of Woodburn. The Corridor Plan also identifies the policies, regulations, and actions necessary to implement this vision. Implementation measures include amending the City's Transportation System Plan (TSP), Comprehensive Plan, and Development Code to implement the land use, urban design, access management, and transportation improvements associated with the Corridor Plan. The details of the proposed policy and regulatory amendments are included in a series of appendices at the end of this report.

Figure 1: Highway 99E Corridor Plan Primary and Secondary Study Areas





II. Planning Process, Public and Agency Involvement

Overview

This section summarizes the development of the Highway 99E Corridor Plan and the public and agency involvement that shaped it. The planning process was steered by a "Project Team" made up of City staff and a team of consultants, which had responsibility for the project schedule and developing materials for public review and comment.[1] A Technical Advisory Committee (TAC), which included County and ODOT staff, served as technical reviewers and provided specialized expertise to the project. A Citizen's Advisory Committee (CAC) was established to provide business, neighborhood and property owner input into the planning process. The membership of both the TAC and CAC are listed in the *Acknowledgements section.*

Project Kick Off and Vision

At the outset of the Highway 99E Corridor Plan project, the City recruited participation in the project's Citizens' Advisory Committee (CAC) from business and property owners along the full length of the corridor. At the project kick off meeting on November 17, 2010, the Project Team presented the CAC an overview of corridor planning, solicited input from CAC members on their vision for the corridor and their goals for the project, and toured the study area with City staff and members of the CAC. The City Council also provided input on the vision and guiding principles for the project at their meeting on December 20, 2010.

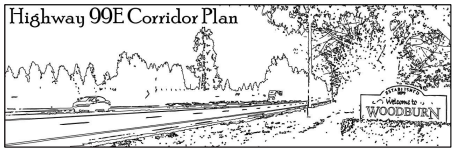
Background and Existing Conditions

The Project Team next examined the existing policy and regulatory environment that guides planning in the corridor, documented existing and future land use and transportation conditions, and introduced land use and design concepts that exist or could be implemented along the corridor. This information was shared with the public through the project website and was presented and discussed over the course of two meetings with the CAC and two meetings with property owners in the corridor and representatives of the business community. A Planning Commission briefing on the project, which was open to the public, was held March 24, 2011 to review the goals and principles guiding the project, to present background information pertinent to planning the future of the corridor, and to explore transportation and design elements applicable to Highway 99E.

Developing and Refining Corridor Concepts

Input obtained during the first phase of the project from citizens, the business community, and City staff about issues of concern and desired outcomes regarding corridor aesthetics, traffic and pedestrian mobility, and safety led to the development of five corridor design concepts. The *Highway 99E Draft Corridor Plan Design Concepts Report* (May 3, 2011) presented these five distinct corridor design concepts, each of which took a different approach to addressing transportation, land use, and urban

[1] During the development of the Corridor Plan, project materials developed for all meetings and summaries of the proceedings were made available through a project website (http://www.woodburn99e.com). These materials are currently available on the project website and will be archived at the City's Planning Division at the conclusion of the project where they can be viewed upon request.



design elements. The corridor design concepts illustrated how roadway design and an associated package of land use and urban design measures can influence how the corridor could look and feel to those who use it in the future. The CAC, the TAC, Planning Commission, and members of the business community met in four separate meetings during May 2011 to consider the options presented in the Design Concepts Report and provide guidance on which options to study further.

Input obtained during the May meetings regarding desired design elements in the corridor helped the Project Team reduce the number of concepts from five to two and to refine the remaining concepts, entitled Concept 1: "Limited Improvements" and Concept 2: "Mixed Use Village." These two concepts were evaluated in greater detail in the *Highway 99E Corridor Plan Design and Land Use Options Evaluation Report* (October 5, 2011).

Selecting a Preferred Alternative

The CAC, TAC, and the Planning Commission had the opportunity to discuss the merits of the two concepts presented in the Evaluation Report during three separate meetings in early September 2011. The two concepts and their strengths and weaknesses were also presented to the public through displays in the library and local businesses and during an open house on September 8th, 2011. Comment cards were made available at these venues and members of the public were asked to share their questions, ideas, and concerns about the two concepts. The concepts were also presented to the City Council on September 24th for their input and recommendations for a preferred alternative.

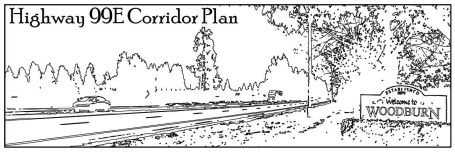
Feedback received through this public outreach regarding the two concepts is summarized below:

- The TAC did not identify any fatal flaws with either concept, and concluded that the Oregon Department of Transportation (ODOT) could most likely support either alternative.
- The CAC was unable to reach consensus on a preferred alternative. Some members preferred the roadway design of Concept 2 but were unsure whether the land use pattern identified was appropriate for the community. Others felt that Concept 1, being less costly and having fewer impacts on existing businesses, was preferable. Most were open to either concept.
- Input from comment forms associated with the displays set up in the community in advance of the open house favored Concept 2, with seven of nine in favor of Concept 2, and the remaining two not liking either alternative.
- Most open house attendees expressed a preference for Concept 2.
- Of the Planning Commissioners, three preferred Concept 2; one was in favor of Concept 1.
- The City Council, including the four city councilors and mayor, identified Concept 2 as the preferred alternative that should move forward.

Based on this input, Concept 2 was identified as the Highway 99E Corridor Plan Preferred Alternative.

Refining the Preferred Alternative

Based on public input from the alternatives evaluation stage, the Project Team refined the preferred alternative and identified specific implementation actions and implementing plan and code amendments in the *Highway 99E Corridor Plan Draft Implementation Report* (December 6, 2011). The Draft Implementation Report was presented to the TAC and CAC in meetings on December 14, 2011.



Feedback from those meetings led to additional refinements to the implementation measures, which are reflected in the Corridor Plan.

Adoption of the Corridor Plan

The Corridor Plan was reviewed at a joint Planning Commission and City Council Work Session on March 26, 2012 in preparation for adoption and public hearings. The Planning Commission recommended approval at a June 14, 2012 public hearing, with some slight modifications. The Planning Commission recommended: 1) a new policy supporting ODOT coordination with property owners during project development to consider minimizing impacts to existing development; 2) restricting residential development on parcels adjacent to industrially zoned land; and 3) a revised graphic for the interim Young / Cleveland intersection showing right-in/out on Highway 99E (Figure 4). The City Council adopted the plan, including the Planning Commission's recommended modifications, on July 9, 2012.

III. Plan Vision, Goals and Guiding Principles

The following vision and guiding principles for the project were developed by the CAC and City Council, as described in Section II.

Vision Statement

Highway 99E is a vibrant, safe and sustainable business district easily accessible to shoppers traveling by car, bike or on foot. The corridor is aesthetically pleasing and provides opportunities for business interaction with adjacent neighborhoods, the greater Woodburn community, and those travelling on Highway 99E. All traffic moves efficiently, safely, and at reasonable speeds both within and through the corridor.

Guiding Principles for the Highway 99E Corridor Plan

Economic Development

The physical environment and viability of businesses along the Highway 99E Corridor is supported and enhanced by the Corridor Plan recommendations. The project recommendations facilitate the revitalization of the corridor as a viable, safe, and sustainable business district

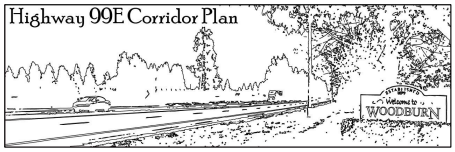
Motor Vehicle Mobility & Safety

Highway 99E is a designated State Regional Highway and Truck Route. Improvement strategies in the corridor will recognize and support this function for through and freight traffic using the corridor.

Competing Highway 99E transportation needs are balanced through land use and transportation strategies that guide future development, property access, and improvements within the corridor.

Corridor Aesthetics

The Corridor Plan provides guidance and recommendations on how the visual appearance of the Highway 99E Corridor can be improved overtime through land use, design and streetscape strategies and enhancements.



Neighborhood Connections

Key east-west connections to adjacent residential neighborhoods are identified and methods to improve access and connectivity between neighborhoods and the Highway 99E Business District are identified.

Pedestrian / Bicycle Access & Safety

Recommended improvements in the Highway 99E Corridor include pedestrian / bicycle enhancements that improve safety, reduce potential conflicts, and provide an improved physical environment for these activities.

Corridor Improvements / Implementation

Key corridor project improvements and implementation steps clearly describe:

- Prioritization
- Timing / Phasing
- Roles and Responsibilities
- Funding Opportunities

Stakeholder / Business Owner Participation

The Corridor Plan planning process provided property and business owners along Highway 99E, as well as other community Stakeholders, the ability to be engaged throughout the process, contribute to the recommendations, and understand the reasons behind and consequences of the recommendations of the Highway 99E Corridor Plan.

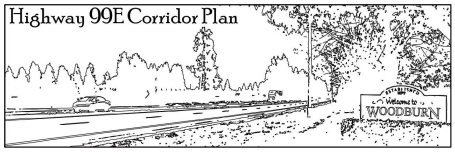
IV. Existing Conditions and Opportunities

Regulatory Framework

Highway 99E is a state highway under the jurisdiction of the ODOT. As such, it is subject to a variety of state transportation policies and regulations governing access, design, acceptable congestion levels, vehicle carrying capacity, safety, and other issues.

Land use along Highway 99E is regulated by the City of Woodburn and, in unincorporated areas, Marion County. The City's Comprehensive Plan provides policy-level guidance about land use, while the Woodburn Development Ordinance (WDO) is the regulatory document that implements the goals, policies, and objectives expressed in the City's Comprehensive Plan. The City's Transportation System Plan (TSP) identifies the transportation facilities and services needed to support the planned land uses for the next 20 years. The TSP contains goals and policies as well as plans for streets, transit, pedestrian, bicycle, and rail facilities.[2]

[2] The relevant documents, policies, and regulations affecting the Highway 99E corridor are summarized in *Technical Memorandum #1: Plan and Policy Review* (April 7, 2011). This document is currently available on the project website, and will be archived at the City's Planning Division where it can be viewed upon request.



Existing Access Conditions

There are frequent access points (driveways) along the length of Highway 99E within the study corridor. In certain areas, the location and number of the accesses exceed what ODOT's access spacing standards would allow. This situation is particularly pronounced between Industrial Avenue and Cleveland Street. When access points are too closely spaced, more vehicles entering and exiting the road translates to more slow-downs and more opportunities for crashes. Also, pedestrians and cyclists are exposed to traffic as they cross driveways; the more driveways, the greater chance of conflict between motor vehicle traffic and pedestrians and cyclists.

The high number of access points on Highway 99E is largely a result of the small commercial parcels that front on Highway 99E and development patterns that limit connections between adjacent properties. Many of the driveways are also very wide and poorly defined (i.e. no curb), increasing safety concerns, especially for pedestrians. While significant improvement can be made, it is not reasonable to expect that the spacing standards can be achieved given the constraints present. Furthermore, the need for access to existing development must be carefully weighed when considering the nature and timing of access improvements.[3]

For more information on access management, see Section VII, beginning on page 23.

Transportation Conditions

A review of existing transportation conditions and an evaluation of future traffic in the corridor based on the current zoning and planned transportation improvements identified the following deficiencies:[4]

- There is substantial pedestrian activity along Highway 99E; however, pedestrian facilities are missing or inadequate in some places. Specifically, sidewalk infill is needed to fill gaps along Highway 99E between Lincoln Street and a point just south of Cleveland Street, and sidewalk construction is needed along Highway 99E from a point just south of Cleveland Street to the proposed southern Urban Growth Boundary. In addition, there are frequent obstructions in the existing sidewalks from objects such as mailboxes and utility poles.
- Bicycle facilities are needed along Highway 99E between Lincoln Street and a point just south of Cleveland Street.
- Bicycle and pedestrian crossing enhancements are needed along the Highway 99E corridor to supplement the existing signalized crossings.
- Existing bus stops have no amenities such as shelters and benches.
- The segment of Highway 99E surrounding Young Street through Cleveland Street has a history of frequent crashes.
- As a result of the projected increase in traffic on the corridor (from an average of 21,500 vehicles per day in 2009 at the busiest part of the corridor to an average of 23,550 vehicles per

[3] Existing access points are documented in *Technical Memorandum #2: Existing Access Conditions* (March 9, 2011). This document is currently available on the project website and will be archived at the City's Planning Division where it can be viewed upon request.

[4] The full analysis of existing and future "No Build" transportation conditions is documented in *Technical Memorandum #3: Existing and Future No Build Traffic Conditions* (April 5, 2011). This document is currently available on the project website and will be archived at the City's Planning Division where it can be viewed upon request.

day at the same point, just south of Lincoln, in 2035), a few intersections are projected to have congestion above the acceptable level in 2035. Even with future planned improvements in place, the intersections along Highway 99E at Lincoln Street, the Food Services of America driveway, and Belle Passi Road will fail to meet Oregon Department of Transportation (ODOT) mobility standards by the year 2035.

In addition to these, other deficiencies and concerns within the corridor were raised by citizens. These include:

- Illumination is needed to improve visibility at night.
- The speed limit in the south end of the corridor is too high.
- Geometric improvements are needed at the intersection with Young Street / Highway 214 to improve truck accessibility.
- Significant improvements are needed around the Cleveland Street intersection to enhance safety.
- Congestion in the corridor is significantly worse when there are incidents on I-5 or regional events occurring.
- Pedestrian crossing opportunities are needed – it is unsafe as it is.
- The highway should be widened to include two through lanes in each direction further south, at least beyond the Texaco station.
- The median island in the south approach of the Highway 214 / 211 / Highway 99E intersection has caused safety and operational problems for adjacent properties. The need for this island should be revisited. It is also difficult to see in the dark.

Existing Land Use and Urban Design

Existing land uses along the corridor range from densely developed commercial to undeveloped farmland.[5] The presence and quality of features such as landscaping, lighting, sidewalks, and signage varies widely throughout the corridor. The newer developments tend to have better site amenities, while older developments did not have to provide the same site amenities, in large part because these sites were developed under older, less exacting regulations.

The northern portion of the corridor, north of OR 214 / OR 211 (Mt. Hood / Molalla), includes an industrial park, a manufactured housing development, and the MacLaren Juvenile Correctional Facility. The portion of this area that is within city limits is zoned Industrial Park (IP).

Existing land uses in the central core of the study area (from just north of Mt. Hood / Molalla to just south of Cleveland) include all scales of retail (from big box to strip malls to small shops), small offices, restaurants (both dine-in and drive-through), and houses of worship. There are many automobile-serving businesses including auto repair and service shops, tire sales, and car washes. The overwhelming majority of the parcels in the central core of the study area are zoned General Commercial (CG). The dominant site development pattern of commercial properties in the corridor

[5] A detailed description of the existing land use and design patterns along the corridor is provided in *Technical Memorandum #4: Land Use and Urban Design Analysis* (April 7, 2011). This document is currently available on the project website and will be archived at the City's Planning Division where it can be viewed upon request.

consists of a single-story building with a surface parking lot in front of it; however, the size and configuration of the building and the parking lot vary by site.

Large-scale redevelopment opportunities in the central part of the corridor are limited to the area around the Mt. Hood / Molalla / Highway 99E intersection. There are a number of small to medium-scale or infill redevelopment opportunities between Mt. Hood / Molalla and Lincoln. Redevelopment south of Lincoln will face greater challenges due to the number of smaller and shallow parcels in this area.

South of Cleveland there is substantial vacant and redevelopable land. Comprehensive Plan designations in this area include Industrial, Commercial, Low-Density Residential, and Medium-Density Residential. Existing land uses include a variety of commercial/industrial uses such as self-storage, manufactured home sales, a bank, automobile repair and salvage, and food processing businesses; a small apartment complex; a manufactured housing development; and farms.

Corridor Design Tools

A variety of tools and strategies can be used throughout the Highway 99E corridor to improve pedestrian and bicyclist access, comfort and mobility, corridor aesthetics, and safety for all users in the corridor. These tools and strategies were identified and described in *Technical Memorandum #5: Opportunity Design Toolbox* (April 7, 2011). The Toolbox includes Bicycle and Pedestrian Facilities such as Crossing Treatments, Sidewalks and Bike Lanes, and Connectivity; Streetscape Elements; Gateways; Signage; Site Development; Access Management; and Redevelopment Opportunities. The tools described formed the building blocks of the initial corridor design options developed by the Project Team, and the most suitable tools have been incorporated into the recommendations in the Corridor Plan.

V. Corridor Plan Overview

The corridor was divided into four segments for the purposes of developing land use and transportation recommendations.[6] The boundaries of the corridor segments are shown on Figure 2. This section summarizes the key land use and transportation changes associated with the Corridor Plan. These are also illustrated graphically in Figure 2: Key Corridor Enhancements on page 12.

Transportation

Highway 99E Cross-Sections

The Corridor Plan proposes no physical streetscape changes to Highway 99E north of Lincoln (Segments 1 and 2). South of Lincoln (in Segments 3 and 4), the highway would be widened to accommodate bike lanes, sidewalks, street trees, and room for amenities such as street lights and enhanced transit stops, bringing the highway up to the City's adopted Major Arterial standards. While motor vehicle and freight mobility remains the highway's primary purpose, the landscaping and wider sidewalks would help make

[6] See *Draft Corridor Plan Design Concepts* (May 2011) for further explanation of how the corridor was divided into segments. Fundamentally, the four segments reflect differences in existing land use and transportation conditions and, as anticipated in earlier stages of this project, now reflect different land use, urban design, and transportation solutions.

the highway safer and more attractive for pedestrians. The existing 80-foot right-of-way would need to expand to approximately 100 feet in Segment 3 (from Lincoln to south of Cleveland) to accommodate these physical streetscape improvements. South of Cleveland (in Segment 4), the roadway would be widened from the existing two-lane highway to add a continuous two-way left turn lane, wider shoulders (also serving as buffered bike lanes), and sidewalks (separated from the travel lanes by a landscaped buffer or vegetated stormwater swale). Here, these improvements would likely fit within the existing right-of-way. The proposed cross-sections for each segment of the highway are shown in Figure 3: Roadway Cross-sections for Highway 99E on page 13.[7]

Intersection Modifications

The other key modification proposed for the roadway system is a recommended change to street connections and circulation surrounding the Young Street and Cleveland Street intersections. Currently, the intersections of Birds Eye and Highway 214 and of Silverton and Highway 99E are located very close to other intersections and intersect at odd angles, creating a dangerous situation for drivers. This area has a history of crashes due to these issues.

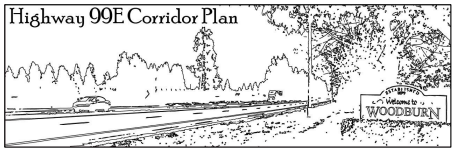
The Plan proposes to restrict turn movements at these intersections in the short-term, and close them completely and vacating the public street right-of-way in the long term[8] (conceptual illustrations of the short-term modifications are shown in Figure 4 on page 14; long term conceptual alignments are shown on Figure 5 on page 15). Consistent with the City's adopted TSP, a new traffic signal is planned at Cleveland Street and Highway 99E (this is shown on Figure 5).[9] No changes are proposed to the existing Bird's Eye Avenue railroad crossing. The intersection of George Street and OR 214 is also recommended for closure in the long term, once a suitable connection is made at the eastern end of George Street. It is important to note that the solutions illustrated on pages 14 and 15 are conceptual in nature and are intended to express a short and long term way forward to improve conditions at this intersection. Further refinement will take place in close consultation with the business and property owners affected as engineering designs are produced, prior to any changes being made. The specific needs of the businesses in the area for vehicle access (including trucks) will be taken into consideration during the engineering design stage.

The proposed turn restrictions and eventual street closures would enhance safety in the area by reducing vehicle turning conflicts. In addition, vacation of the street right-of-way that would no longer be needed after closure of the streets would create an opportunity for lot consolidation (i.e. the opportunity for a single property owner or developer to acquire a group of properties and bring them under common ownership), adding approximately 27,000 square feet of developable commercial land at this highly visible corner location.

[7] ODOT Rail Division has advised that a two-way center turn lane on Highway 99E should not approach any closer than 325 feet to the existing railroad track on either side of the crossing. This is because it is important for drivers to focus on the crossing and be alert for signals without the added distraction of turn movements, jockeying for position, and potential sideswipe collisions in the immediate approaches to a crossing. Two-way turn lane traffic is difficult to control and presents a temptation to motorists to drive around lowered crossing gates.

[8] Note that vacation of right-of-way may require action by both the City and ODOT.

[9] Prior to installation in this location, a new signal must meet ODOT traffic warrants, have Region 2 Traffic Manager support, and obtain State Traffic Engineer Office approval.



Other Transportation Improvements

Additional transportation improvements are identified in Appendix B and summarized briefly below:

- Measures to improve safety and convenience for pedestrians crossing Highway 99E, such as enhancements at signalized intersections and mid-block protected crossings.
- Signal timing and intersection improvements to accommodate the expected changes in traffic flow due to closing the Silverton Avenue intersection and the increased traffic generation potential from the new Mixed Use area.
- Improvements to connectivity through new street connections and bicycle / pedestrian accessways.
- Adoption of access management policies for the corridor to improve safety for vehicles, bicycles, and pedestrians. (Recommendations related to access management are addressed in Section VII beginning on page 23.)

Land Use and Urban Design

The centerpiece of the land use and design features of the Corridor Plan is a new "Mixed Use Village" centered at the intersection of Young Street and Highway 99E. The mixed use area is intended to provide an activity node on Highway 99E and a sense of connection to Downtown Woodburn. The new Mixed Use Village will be implemented through a new zoning designation with a slightly different mix of uses and different set of site design standards than exists today under the existing General Commercial zoning. Over time, through new development and redevelopment, the new zone will create a more pedestrian-oriented, walkable streetscape with buildings close to the sidewalk and parking lots situated to the rear or side of buildings. The proposed new zone is described in more detail in Section VIII beginning on page 30.

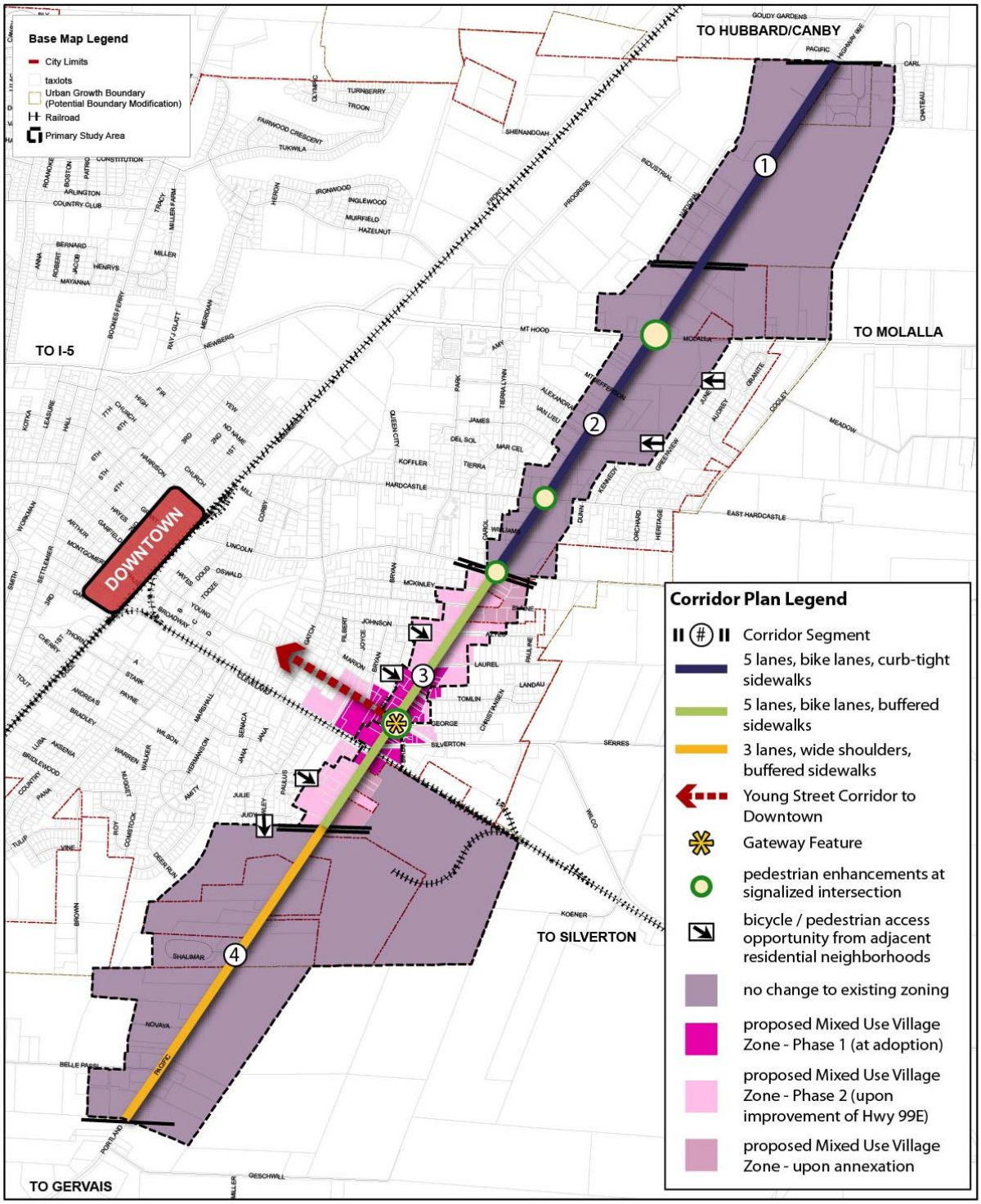
The proposed new zone will be implemented in phases, beginning with an area near the Young Street intersection ("Phase 1"), where a gateway treatment and other public investments could help spur redevelopment. The new zone will be applied throughout the remainder of Segment 3 when improvements to Highway 99E are programmed.[10] The exception is for properties currently outside city limits, where the new zone will be applied upon annexation into the city. This phasing approach is illustrated on Figure 2.

Conceptual illustrations of potential redevelopment in the Mixed Use Village are provided in Section IV. These illustrations are intended to show what future development *could* look like within the Mixed Use Village; they are aspirational rather than regulatory.

Outside of the Mixed Use Village, the land use regulations would remain largely unchanged, although modifications related to access management, special street setbacks, and frontage improvements would apply throughout the corridor. These recommendations are summarized in Section VI.

[10] Rezoning is recommended to occur for Phase 2 through a legislative action by the City once funding for the detailed engineering design of the improvements to Highway 99E in Segment 3 is committed.

Figure 2: Key Corridor Enhancements



Key Corridor Enhancements

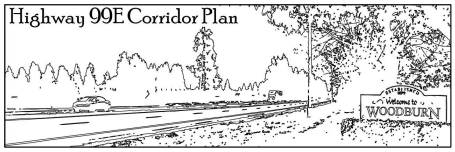
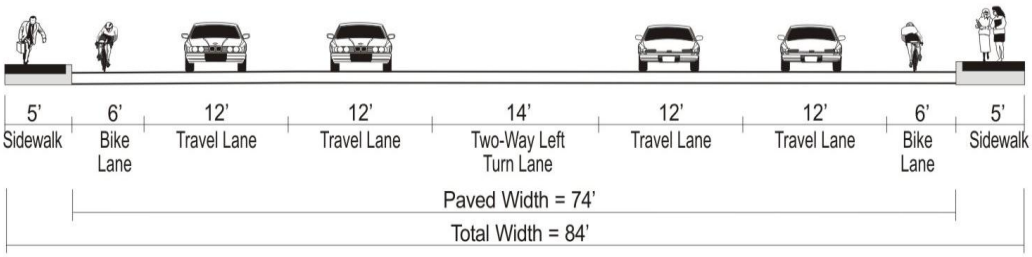
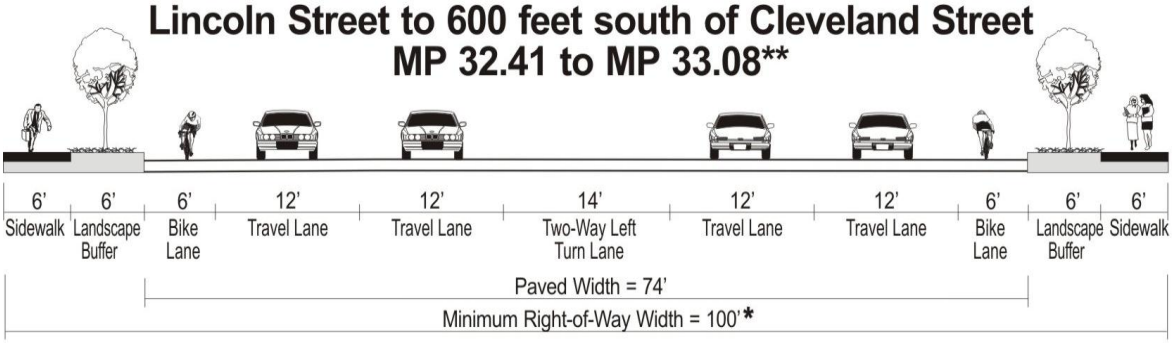


Figure 3: Roadway Cross-sections for Highway 99E

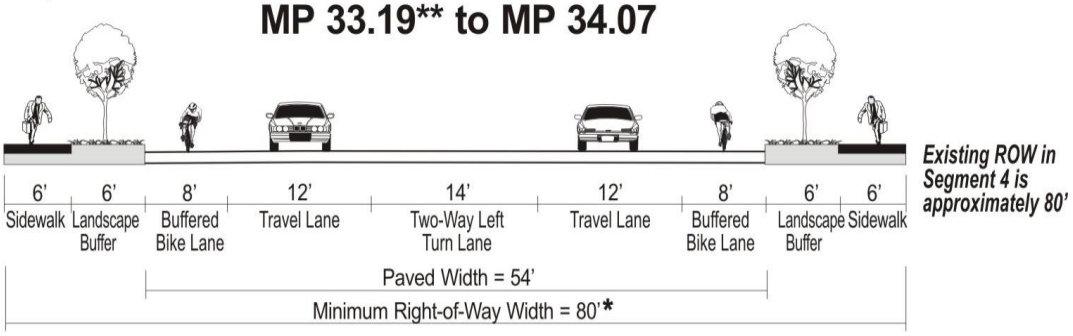
Carl Road to Lincoln Street
MP 30.85 to MP 32.41



Lincoln Street to 600 feet south of Cleveland Street
MP 32.41 to MP 33.08**



1,150 feet south of Cleveland Street to South UGB
MP 33.19** to MP 34.07



* *One foot of right-of-way outside each sidewalk is needed for operational purposes.*
** *Transition between five-lane and three-lane roadways to occur between MP 33.08 and MP 33.19.*

Figure 4: Highway 99E / Young Street Intersection Short-Term Modification Concept: Turn Restrictions

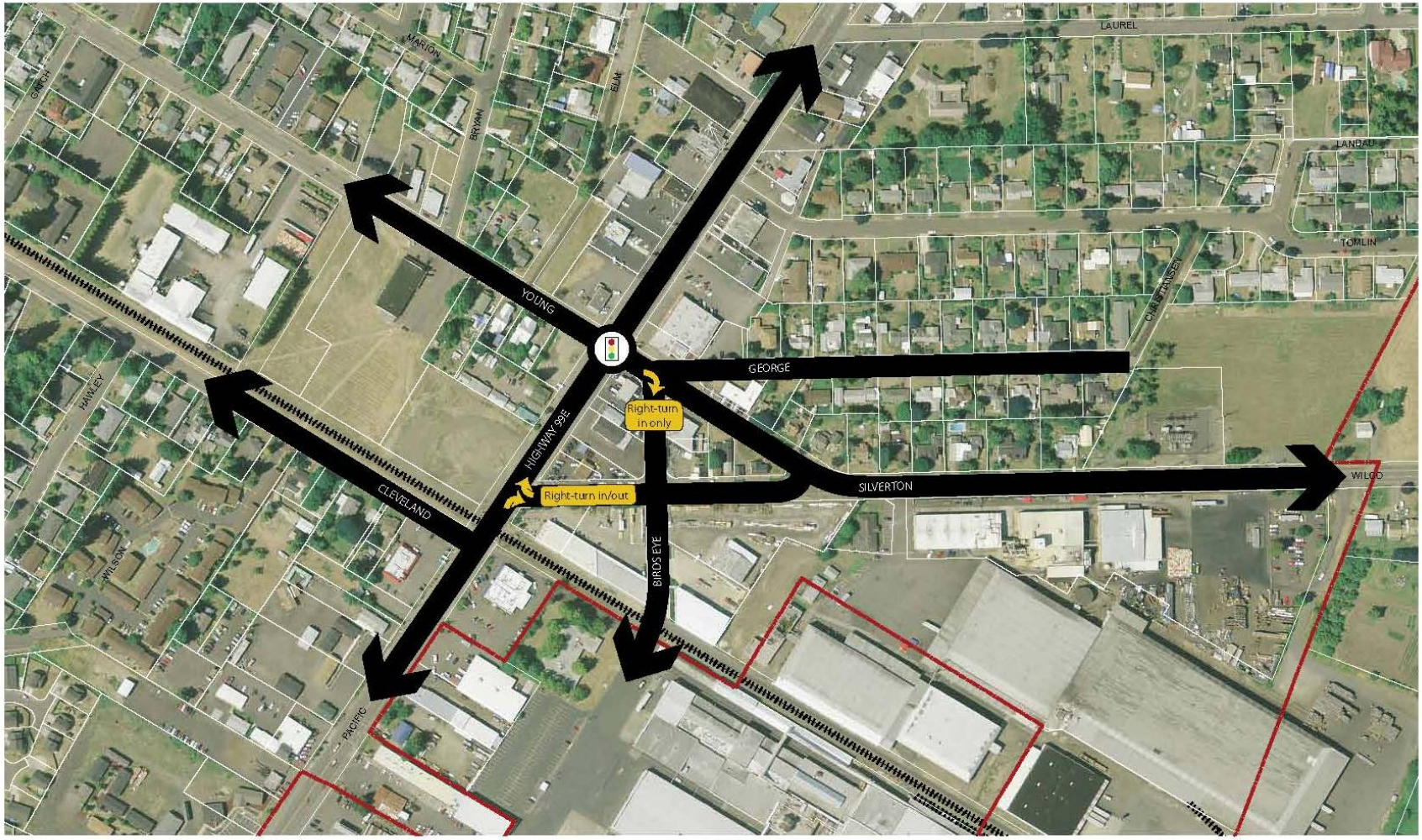
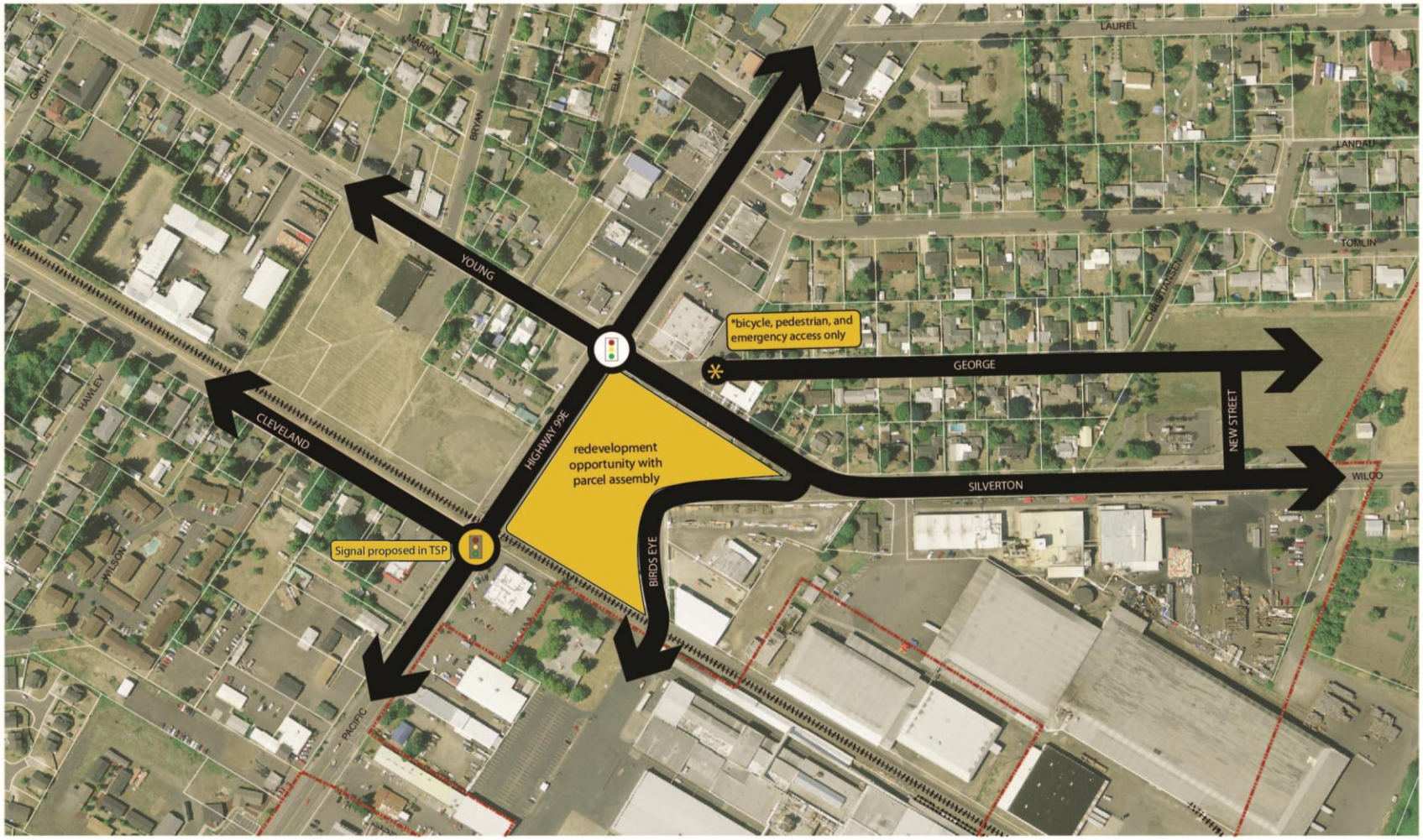
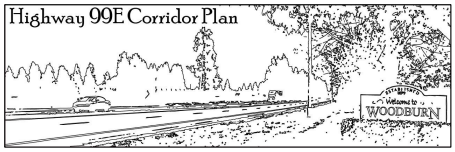


Figure 5: Highway 99E / Young Street Intersection Long-Term Modification Concept: Street Closures with Street Vacation





VI. Mixed Use Village: Urban Design Vision and Redevelopment Potential

The area in the vicinity of the Young Street and Highway 99E intersection was identified early in the process as having the most potential for achieving the land use vision for future development and redevelopment in the corridor, as articulated by this Plan. Young Street is a main corridor leading into downtown and its intersection with 99E includes vacant and underutilized land where urban renewal funding could potentially provide public investment to help spur redevelopment. Parcels in the vicinity of this key intersection have the potential to support a commercial environment that is inviting to pedestrians and bicyclists. The proposed Mixed Use Village, proposed for transitioning in phases (see Figure 2), is intended to create a more pedestrian-friendly commercial area with opportunities for mixed use and multi-family residential development. Successful pedestrian-oriented shopping districts are optimized when they are no longer than a quarter-mile long (1,200'), which is the equivalent of about three to four linear city blocks. This is the distance that people are generally willing to walk if there are compelling things to draw them along the street, like interesting shops, comfortable sidewalks and landscaping, and a landmark destination. Using the Young Street / Highway 99E intersection as the hub of the mixed use district, the future land use and transportation investments should be strategically phased to radiate out from this location. The district can grow to the north and south over time when the roadway is improved to help provide an enhanced pedestrian environment and streetscape.

The appropriate width of the commercial zoning in the Highway 99E corridor was discussed at length during the planning process. Commercially zoned properties fronting Highway 99E are relatively shallow in some parts of the corridor, particularly around Young Street. While a conceptual site analysis, described below, showed that even properties with depths of less than 250 feet have the potential to redevelop under existing (and proposed) commercial standards, some concerns remain that shallow commercial zoning could inhibit redevelopment.[11] To address these concerns, three areas with particularly shallow zoning have been identified for limited expansion of commercial zoning. The properties that abut these areas are currently zoned for residential use. The change will affect four tax lots, with a total area of 1.3 acres. (See Section VIII, Summary of Proposed Implementation Measures.)

Figure 6 shows the potential for new mixed use development in the area identified as the first phase of the Mixed Use Village.[12] Figure 7 does the same for the area just south of Lincoln where the mixed use zoning would be applied in Phase 2. The intent of these diagrams is to illustrate how the area could

[11] Note that in evaluating the type and scale of commercial development that would be appropriate to this area, the project team considered existing Woodburn Comprehensive Plan policy language that does not support "big box" retail development on Highway 99E, discourages strip commercial development and supports efficient use of commercial land.

[12] Figure 6 illustrates street trees on both approaches to the rail crossing. As roadside trees mature, they may obscure motorists' view of all flashing light signals at rail crossings. For greater safety, a motorist needs a full, unobstructed view of all flashing light signal - both front lights and back lights, within the safe stopping distance approach to the crossing. For this reason, ODOT Rail Division opposes tree landscaping on both sides of Highway 99E out to a minimum distance of 250 feet on both approaches to the rail crossing. Any street vegetation within 250 feet of the crossing should be ground cover only, standing no higher than 3 feet at maturity. Figure 6 also shows a crosswalk on Highway 99E at Cleveland Street. ODOT Rail Division opposes a crosswalk at Cleveland Street because of concerns about vehicle queuing on the railroad tracks while waiting for a pedestrian to cross, unless the intersection is fully signalized for vehicles and pedestrians and those signals are interconnected with the crossing signals. If a crosswalk were to be installed preceding the installation of the planned traffic signal at that intersection, the crosswalk should be a minimum of 150 feet from the crossing.

redevelop over time using a variety of tools from the Toolbox (i.e., lot consolidation, driveway consolidation, and shared parking)[13] and under the new development standards. The building footprints illustrated in the diagram represent typical configurations for ground-floor retail and office buildings that could also include residential or office above, if supported by the market (for example, the 28,000 square foot development in Figure 7 illustrates a two-story building). Potential locations for multi-family residential have been identified in Figure 6 where they can best support the new commercial development and help knit the district into the existing residential neighborhoods to the west. The red squares in Figure 7 indicate the potential location of a "gateway feature" to announce the transition from the existing cross-section to the new cross-section (this could be a piece of public art, a sign, or some other marker; see *Technical Memorandum #5: Opportunity Design Toolbox*, dated April 7, 2011 for examples). It should be noted that these diagrams only illustrate one possible way to redevelop the district and that the configuration of buildings and parking on private property will only change when property owners decide to redevelop their property. Appendix D provides a table with examples of various businesses and their typical size ranges, parking needs, and estimated site sizes. This table helps illustrate the types of businesses that could be accommodated within the building footprints shown on Figure 6 and Figure 7 and on other sites within the corridor.

Figure 6 also shows potential secondary vehicle connections and pedestrian and bicycle connections to existing streets and rights-of-way. This secondary level of connectivity would allow more people to visit the mixed use district without having to drive; it would also allow for better vehicle circulation and reduce conflicts along Highway 99E. The connections shown in the diagram are for illustrative purposes and are not intended to show specific locations for new driveways, access ways, and paths; they simply show how connectivity could be improved with redevelopment.

Figure 8 through Figure 10 provide additional illustrations of what new development in the Mixed Use Village could look like under the proposed new zone development standards. Figure 8 illustrates desirable site configurations with parking located to the side or rear of the buildings and shared parking and/or shared driveway access between abutting parcels. Figure 9 illustrates desirable building façades that incorporate storefront windows and/or architectural features to create visual interest for passing pedestrians, with buildings set close to the street and entrances facing the front or side of the lot. Finally, Figure 10 is a visual simulation that illustrates potential mixed use redevelopment and streetscape enhancements at the Young Street intersection based on the proposed development standards and incorporating the proposed gateway treatment at Young Street.

[13] These tools are described in *Technical Memorandum #5: Opportunity Design Toolbox*, dated April 7, 2011.

Figure 6: Redevelopment Potential in Young Street Mixed Use District

Figure 7: Redevelopment Potential South of Lincoln Street in Segment 3

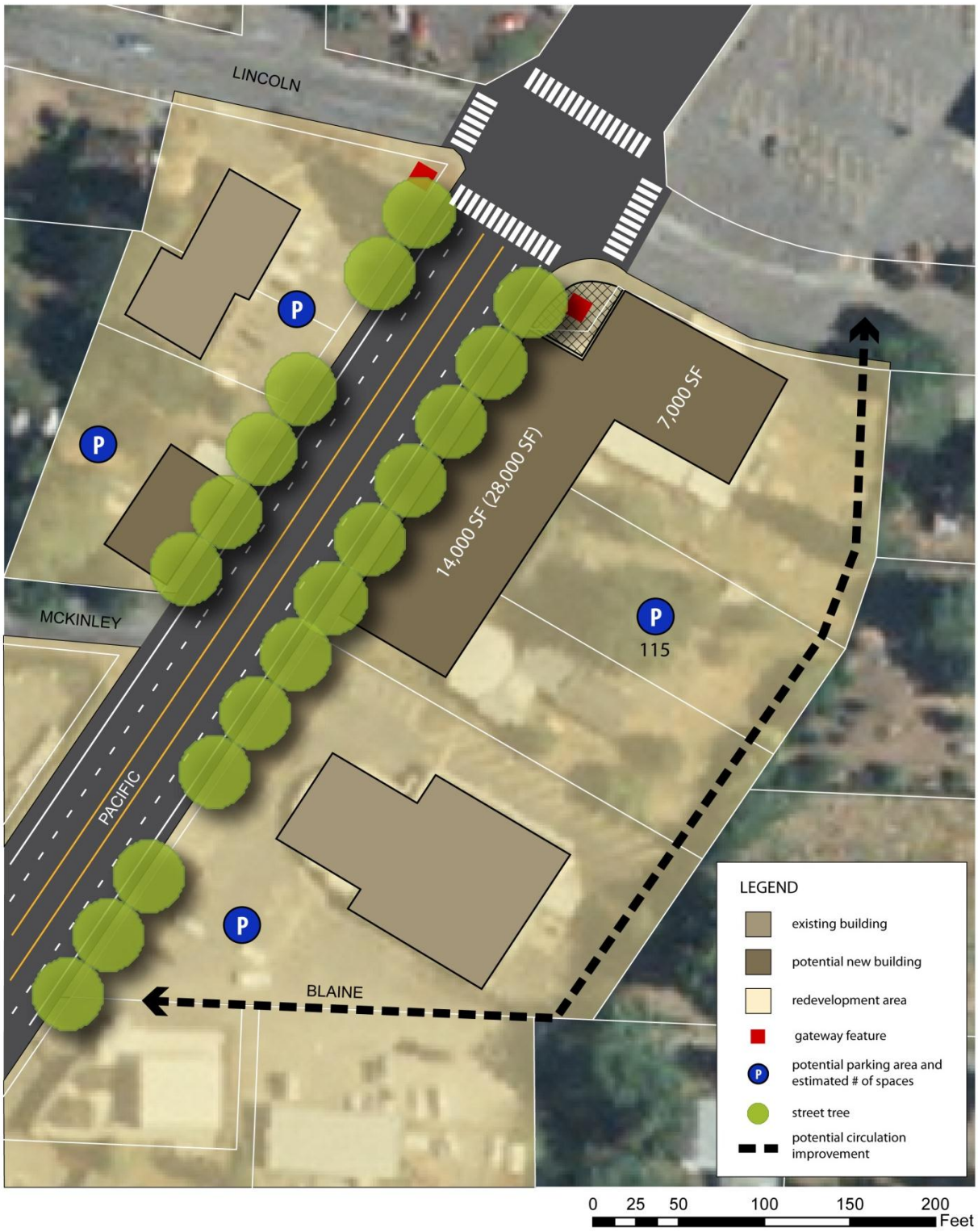


Figure 8: Desirable Site Configurations for Redevelopment in Young Street Mixed Use District

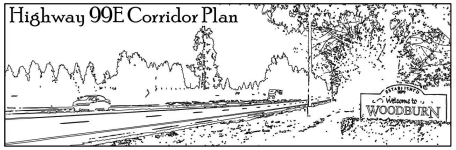


Figure 9: Desirable Building Façade Treatments in Young Street Mixed Use District

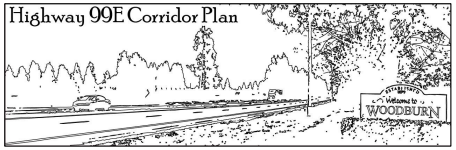
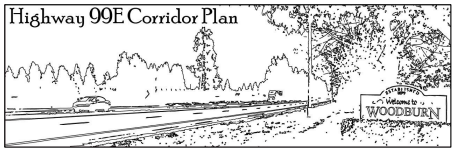


Figure 10: Visual Simulation of Highway 99E and Young Intersection Before and After Mixed Use Redevelopment and Streetscape Enhancements

Young / Highway 99E Intersection (looking west): Before

Young / Highway 99E Intersection (looking west): Mixed use redevelopment with streetscape enhancements and gateway feature



VII. Access Management Strategies

The application of access management strategies within the corridor can be a key contributor to providing improved safety, efficiency, and comfort of travel – extending the functional life of existing roadways. This section describes how the improved management of access could benefit Highway 99E users and provides an Access Management Plan for the corridor to be used as a guide during future development plans and street improvement projects. The Access Management Plan described in this section is intended to help implement, rather than replace, existing rules and regulations pertaining to property access in the study corridor.

Access Management Overview and Benefits

Access management is the term used to describe a broad set of techniques that balance the priorities of safe, efficient, and timely travel with the need to allow access to individual properties. For facilities such as freeways and arterials, there is generally an emphasis on facilitating the through movement of traffic, with direct property access being a secondary objective. The emphasis shifts to prioritizing direct property access for streets of lower functional classification such as collectors and local streets.

At the same time, the need for convenient access to a roadway can vary with the adjacent land use. Commercial development generally demands more direct and convenient access to better serve customers, while industrial, civic, and residential uses can often be adequately served with indirect access from lower classified streets (i.e., from a collector rather than from an arterial). This underscores the importance of considering the needs of adjacent land uses when establishing expectations for how access will be managed in a roadway corridor.

The benefits of access management for through traffic have been well documented and are generally well understood: fewer vehicles entering and exiting the traveled way translates to fewer slow-downs and fewer opportunities for crashes, leading to improvements in travel times and safety. While this is often thought to occur at the expense of highway-adjacent properties, a well-planned access management strategy can have many benefits to area businesses and local users of the corridor.

Safety

An uncoordinated pattern of frequent property access along a highway introduces a number of potential conflicts for drivers where vehicle paths could cross and where collisions could occur. These areas are often the causes of slowing or stopping vehicles, and can significantly degrade the flow of traffic and reduce the efficiency of the transportation system. Drivers can be overwhelmed by conflict points in close proximity to one another, increasing the potential for crashes.

Good access management minimizes the number of vehicle conflict points by reducing the overall number of access points and providing greater separation between them. Figure 11 illustrates this concept, where consolidation of two closely spaced driveways results in a reduction of potential conflict points of more than 50%.

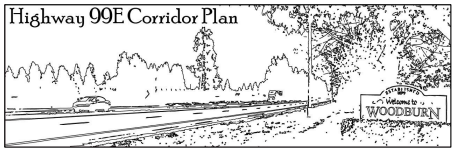
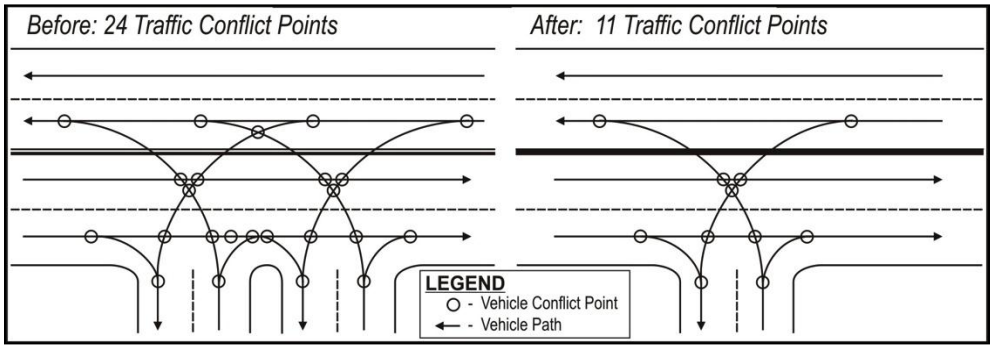


Figure 11: Conflict Point Reduction with Driveway Consolidation



Pedestrian and Bicycle

Roadways with well-managed access provide a safer and more comfortable walking and cycling environment. With fewer access points along the highway, pedestrians and cyclists will be exposed to traffic less frequently, resulting in fewer conflict points between motor vehicles, pedestrians, and cyclists. Also, a strategic use of traffic islands can sometimes restrict turning movements in hazardous areas while doubling as refuges to facilitate bicycle and pedestrian highway crossings between traffic signals.

Business

Streets that are viewed as being frequently congested or unsafe to travel can be a deterrent to potential customers and can create a negative image for a commercial district. In contrast, the improved level of safety and traffic flow on streets with well-managed access to abutting businesses creates a better experience for customers and can even increase the potential market area.

From the business-owner's perspective, access points are "customer entrances" and should be easy and intuitive to find, well-maintained, and provide safe and comfortable passage. And while adequate accessibility is necessary, the use of fewer access points provides for more property frontage, which could be used for merchandise displays, landscaping to improve the appearance of the corridor, or additional parking stalls.

Existing Access Management Requirements

The Oregon Department of Transportation maintains access management requirements through Oregon Administrative Rule 734-051 (Division 51) and in the Oregon Highway Plan (OHP). Division 51 rules govern all aspects of establishing and maintaining access to a state highway including approval for new access, permitting for construction, mitigation measures, and use of medians. [14]

ODOT's access management spacing standards are based on roadway classification, area type, posted speed limits, and annual average daily traffic volumes. Highway 99E is classified as a Regional Highway with posted speed limits ranging from 35 to 55 miles per hour in the study corridor. Table 1 breaks the study area into different zones characterized by changes in access management spacing standards, with

14 These regulations were amended by Senate Bill 264, with changes effective on January 1, 2012. ODOT Access Management Website http://www.oregon.gov/ODOT/HWY/ACCESSMGT/SB264.shtml

the applicable spacing standard for each zone provided. Note that these zones have different boundaries than the corridor segments described previously because they are based on posted speed limits rather than on land uses and roadway design.

Table 1: Study Area Access Management Spacing Standards

Zone	Highway Segment	Classification	Posted Speed	Access Spacing Standard (feet)[1]
1	MP 30.85 to MP 31.40 *Northern UGB to 265' south of Industrial Avenue (roughly corresponds to Segment 1)*	Regional Hwy	45 mph	500
2	MP 31.40 to MP 33.04 *265' south of Industrial Avenue to 320' south of Cleveland Street (includes all of Segment 2 and most of Segment 3)*	Regional Hwy	35 mph	350
3	MP 33.04 to MP 33.35 *320' south of Cleveland Street to 160' north of Auction Yard (includes part of Segment 3 and part of Segment 4)*	Regional Hwy	45 mph	500
4	MP 33.35 to MP 33.92 *160' north of Auction Yard to proposed southern UGB (includes the southern portion of Segment 4)*	Regional Hwy	55 mph	990

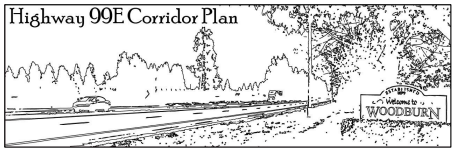
[1.] Revised access spacing standards effective January 1, 2012.

The city of Woodburn's adopted access management standards are outlined in the Woodburn Development Ordinance, Section 3.104. For a major arterial street, the minimum separation of a driveway from another intersection (street or driveway) is 300 feet. However, access to a transportation facility under ODOT jurisdiction is subject to the requirements of OAR 734-051 (described previously), and is not regulated by the city.

Marion County also has adopted access management standards in the Marion County Rural Transportation System Plan, Chapter 10, that apply outside of the UGB; however, within the UGB, the County defers to the City's adopted spacing standards.

Access Management Plan Objectives

The purpose of the Access Management Plan is to provide a long-range, comprehensive and coordinated strategy for accommodating access as property develops or as public improvement projects are constructed. It is anticipated that most improvements will occur incrementally over time. The goal of the plan is to provide clear direction and ensure progress is made toward improving the management of access in the corridor, while allowing sufficient flexibility to accommodate future development plans.



Successful implementation will require continued collaboration between neighboring property owners, the City of Woodburn, Marion County, and ODOT staff.

To guide future access decisions for the study area, a set of access management objectives was developed. These objectives reflect the Highway 99E corridor Vision and Guiding Principles, as well as best practices and current policies and regulations pertaining to the management of access to Highway 99E. The objectives themselves are not regulatory in nature, but provide a basis for future decision-making. These objectives guided the development of the policy and development code amendments associated with the Corridor Plan (Appendix A and Appendix C, respectively). Given the constraints in the study area, one or more of the following may not be applicable in all situations.

- Ensure that all properties are provided reasonable access to the public street network, including consideration of the economic development needs of each property.
- Driveways to commercial businesses on Highway 99E should be designed to allow for safe and comfortable passage, improving existing driveways to comply with ODOT design standards as opportunities arise.
- Consider locating business signage immediately adjacent to driveways to improve the ability of drivers to locate them.[15]
- Provide convenient accessways for pedestrians and bicycles between the Highway 99E commercial corridor and neighboring residential areas.
- Safe and convenient pedestrian walkways should be provided between business entrances and sidewalks along Highway 99E, minimizing conflicts between pedestrians and motor vehicles in parking lots.
- Consider prohibiting driveways or restricting turning movements to driveways adjacent to turning pockets at intersections where necessary to maintain safe highway operations.
- Seek opportunities to align driveways on opposite sides of roadways to avoid turning conflicts.
- Driveways to Highway 99E should maintain adequate intersection sight distance and at a minimum shall maintain safe stopping sight distance along the highway.[16]
- Reduce access points over time to move in the direction of meeting ODOT's adopted access management spacing standards for Regional Highways. Applicable spacing standards for each Highway 99E access management zone are shown in Table 1 on page 25.
- Create shared access points to reduce the overall number of driveways along the Highway 99E corridor. Shared driveways must be supported through the establishment of easements allowing for travel between adjacent properties.

[15] The preferred location for business signage would be on the downstream side of the driveway, i.e. just past the driveway from the point of view of an approaching vehicle.

[16] Intersection sight distance and stopping sight distance as defined in "A Policy on Geometric Design of Highways and Streets", American Association of State Highway and Transportation Officials, Washington, D.C., 2004.

- Provide inter-parcel circulation through cross-over easements, frontage or backage roads, or shared parking lots where feasible.
- Utilize easements, frontage/backage roads, and lower classified city streets to allow for secondary access to facilitate large truck and emergency service vehicle circulation.
- Seek opportunities to enhance the connectivity of the local street system surrounding Highway 99E.

Recommended Actions

The Access Management Plan is anticipated to come to fruition incrementally over a long period of time through property development/redevelopment or public construction projects. A key outcome of this plan is a reduction in direct Highway 99E access, while maintaining the accessibility of abutting businesses. Accomplishing this will require a combination of improvements to the public street infrastructure as well as cooperation among neighboring properties to establish effective connections between businesses. This could include creating agreements to establish shared driveways or parking lots or set aside corridors for inter-parcel circulation.

Without a known source of funding or a specific public improvement project planned to follow adoption of the Access Management Plan, the timing of any actions will be uncertain. This section provides a general phasing structure for recommended Access Management Plan actions, broken into short, medium, and long range time periods. This is provided to guide the implementation of the Corridor Plan and is not intended to be strictly adhered to (i.e., a long range action may precede a short range action if the opportunity arises).

Short Range Actions

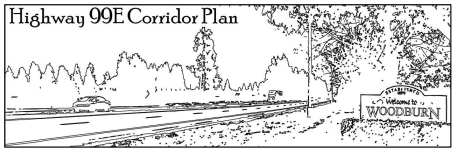
- Adopt amendments to the Woodburn Development Code needed to implement the Access Management Plan objectives and recommended actions. (See Section VII for a summary of the proposed changes and Appendix C for details of the proposed code language.)
- Restrict turning movements at Silverton Avenue intersection with Highway 99E to right-in / right-out only and at the Birds Eye Avenue intersection on Highway 214 to right-turn-in only.[17]

Medium Range Actions

- Close the Silverton Avenue intersection on Highway 99E and the Birds Eye Avenue intersection on Highway 214.[18]
- Establish cross-over easements to support shared driveways and inter-parcel circulation as part of property development.
- Construct pedestrian and bicycle accessways between the Highway 99E commercial corridor and neighboring residential areas.

[17] As noted previously, details of turning movement restrictions would be refined in close consultation with the business and property owners affected prior to any changes being made.

[18] As noted previously, the specific needs of the businesses in the area for vehicle access (including trucks) will be taken into consideration during the engineering design stage prior to any roadway closures or modifications.



Long Range Actions

- Modify the George Street intersection on Highway 214 to allow only pedestrian, bicycle, and emergency vehicle access. Prior to making this modification, a new street connection to Highway 214 at the east end of George Street must be constructed to restore lost motor vehicle connectivity.
- Improve north-south connectivity of local streets east of Highway 99E as part of property development or subdivision and/or by extending Cooley Road to the south, providing a continuous route from Highway 211 to Highway 214 (Silverton Road).[19]

Access Management Tools

To help implement the access management objectives and actions described, a collection of potential mitigation tools and measures has been provided in Appendix E. While not all applications will be appropriate for various portions of the study area, this list will provide a menu of options for consideration.

VIII. Summary of Proposed Implementation Measures

Overview

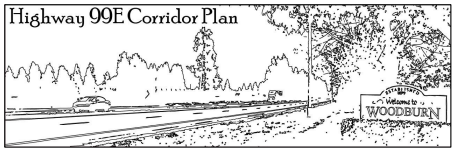
The Corridor Plan will ultimately be implemented – in the sense of on-the-ground, physical changes – through public and private investments in roadways, redevelopment, and other improvements. However, to ensure that as investments occur incrementally over time they are consistent with the vision for the corridor, the city should adopt policies and regulations that reflect the community's intentions for the Highway 99E corridor. The policy and regulatory changes recommended to implement the Corridor Plan are summarized in this section. The details of the proposed amendments are provided in Appendices A through C.

City of Woodburn Comprehensive Plan

The City's Comprehensive Plan is a long-range planning document that establishes the goals and policies to guide land use in Woodburn. The recommendations of the Corridor Plan are largely consistent with existing Comprehensive Plan policies related to commercial lands and transportation-related policies regarding Highway 99E.

Proposed text amendments to the Comprehensive Plan to implement the Corridor Plan include references to the Highway 99E Corridor Plan and the new Mixed Use Village zone, policy language regarding enhancing connectivity in keeping with the recommendations of the Corridor Plan, and the Access Management Strategies listed in Section VII. In addition, a Mixed Use Village Overlay (MUVO) will be added to the Comprehensive Plan map, the boundaries of which indicate the ultimate extent of

[19] Because an extension of Cooley Road as described would run outside of the city's UGB, it is included as a conceptual project to be considered at a later date if the land in question is eventually added to the UGB. The incremental improvement of north-south connectivity through new street connections east of Highway 99E may accomplish the same objective and eliminate the need for Cooley Road itself to be extended.



the Mixed Use Village zone. Proposed text describes the purpose of this area, the phasing of the rezoning, and the highway improvement trigger for the city to implement rezoning for Phase 2 properties. The proposed amendments to the Comprehensive Plan are identified in Appendix A.

Not all the parcels identified in the MUVO have a commercial Comprehensive Plan designation. In order to widen the commercial corridor in key areas and to spur redevelopment, four parcels currently designated Low Density Residential are recommended for re-designation to Commercial. In addition, one parcel currently designated Public / Semi-Public will need to have a Commercial designation. (For Comprehensive Plan land use designations within the MUVO, see Figure A1: Comprehensive Plan Map Mixed Use Village Overlay in Appendix A.) The City will initiate a Comprehensive Plan land use designation and map amendment for the two parcels north of Tomlin Avenue that are in Phase 1 of the Mixed Use Village zone implementation as part of the process of adopting and applying the new zone. (See Figure 11: Mixed Use Village Boundaries and Phasing). The remaining Residential and Industrial parcels will have the Commercial designation and the Mixed Use Village Zoning applied as part of a later, Phase 2 legislative action.

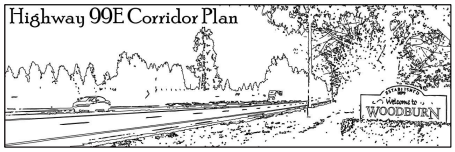
Woodburn Transportation System Plan

The City of Woodburn's TSP (adopted in 2005) identifies the transportation facilities and services needed to support the planned land uses over a 20 year planning horizon. The TSP is the transportation element of the Comprehensive Plan. The TSP contains goals and policies (Chapter 1) and street, transit, pedestrian, bicycle, and rail plans (Chapter 7) that guide future transportation planning in the city.

The Highway 99E Corridor Plan is a refinement plan to the City's adopted TSP. Specific areas of the TSP will be amended, by reference, when the Corridor Plan is adopted. Areas of the TSP that will be amended include street cross-section standards for Highway 99E and the City's transportation improvement project list, which needs to be updated to reflect recommended locally-funded transportation improvements in the corridor. A list of these improvements is included Table B1 in Appendix B. Cost estimates (in 2011 dollars) for transportation improvement projects associated with the Corridor Plan are also provided in Table B1 of Appendix B. Each project is numbered and its location is shown on Figure B2. Projects have been organized to match the existing structure of the Woodburn TSP; upon adoption of the Corridor Plan the projects listed in Appendix B will be included as projects for the 2010-2020 time period.[20] While all proposed projects are categorized in the same time frame according to the TSP, some are likely to occur sooner than others, as reflected in Table B1.

Potential transportation project funding sources are already identified in the city's TSP. These include Federal, State or Marion County funds, Local Improvement Districts, Urban Renewal Districts, Transportation Impact Fees, and General Obligation Bonds.

[20] Because the TSP was adopted in 2005, it does not identify projects further into the future than 2020. In order to maintain consistency with the structure of the existing TSP, all the projects identified in this Plan have been listed in the 2010-2020 time frame; however, the Highway 99E Corridor Plan is a 20-year plan and projects identified in this Plan are not all be likely to occur before 2020. Appendix B includes an indication of the likely timing of the projects identified in this Plan.



Appendix B includes a complete list of expected TSP revisions. [21]

City of Woodburn Development Ordinance

The City of Woodburn's Development Ordinance (WDO) implements the goals, policies, and objectives expressed in the City's Comprehensive Plan by regulating land use and land development. Several changes to the WDO are needed to implement the Corridor Plan. These proposed amendments are summarized below, and the proposed changes to the existing code are included in Appendix C.

- Adoption of a new zone intended to create a more pedestrian-friendly mixed use environment. The key changes that would impact existing businesses and future (re)development within this area are summarized below. The text of the new zone is included as Appendix C. The areas where the new zone would be applied are shown on Figure 12 on page 33.
- Adoption of amendments to section 3.101 (Street Standards) to require frontage improvements (sidewalks and street trees only) along Highway 99E at time of development. These changes would apply throughout the corridor, but would primarily impact property in Segments 3 and 4 where street frontages are not improved to the adopted standards.
- Adoption of amendments to section 3.103 to update the "Special Setback" requirements on Highway 99E to reflect the adopted cross-section widths (this will reduce the Special Setback in Segments 1, 2, and 4).
- Adoption of amendments to section 3.104 (Access) to apply access management standards to development on Highway 99E through the local land use process. These standards supplement, but do not replace, ODOT access spacing standards. The purpose of these standards is to establish requirements for inter-parcel connectivity and connections to side streets beyond what is required under current ODOT access policy.
- Amendments to Section 3.107.06 to strengthen requirements for pedestrian walkways accessing building entrances and to Section 3.106.03 to enhance requirements for parking lot landscaping. Because these amendments would affect property city-wide, and therefore go beyond the scope of this project, these changes should be considered as part of the comprehensive WDO update currently being undertaken by the City. While the proposed changes are not recommended for adoption as part of this planning effort, the recommended amendments are included in Appendix C for reference.[22]

New Mixed Use Village Zone

One of the key recommendations of the Corridor Plan is to create a new set of land use regulations for Segment 3 of the corridor to complement proposed roadway and streetscape improvements. The new

[21] The recommendations in Appendix B specifically reference areas in the adopted TSP that will be amended through the adoption of the Highway 99E Corridor Plan. The city may elect, upon completion of the Corridor Plan, to adopt the Corridor Plan as a refinement plan and amend the adopted TSP by reference, but not physically amend the TSP document at this time.

[22] Similar standards are included in the proposed new zone so that even if the city-wide amendments do not occur as recommended, new development within the new zone will be subject to these standards.

zone will apply in the area shown in Figure 12: Mixed Use Village Boundaries and Phasing on page 33.[23] Note that initially, the new zone will be applied only to a smaller area centered around the Young Street intersection where urban renewal funding could potentially provide public investment to help spur redevelopment. When a roadway improvement for Highway 99E is programmed, the remainder of Segment 3 will be rezoned (with the exception of property remaining outside city limits, which would only be rezoned upon annexation). Nearly all of the land in Segment 3 within the city limits is currently zoned General Commercial (CG). The key differences between the existing CG zone and the proposed zone are highlighted below.

Changes to allowed uses and impacts to existing businesses

The new zone will allow for a shift in the mix of land uses over time by prohibiting certain types of businesses from establishing in the area. Existing businesses already established in the corridor will be "grandfathered" and will continue to be regulated the same way they are today. No existing business will become a non-conforming use. This approach allows existing businesses to continue to operate and expand as they would under the existing zoning (provided that they meet or move towards meeting site development standards required in the Mixed Use Village Zone), but ensures that new businesses that move into the area are fully supportive of a walkable, dense commercial node, by the type of use and the way in which new buildings are sited. The land uses that are currently permitted, but that will be restricted from moving into the new zone in the future are identified by the words "lawfully existing as of [adoption date of new zone]" after the use (see Appendix C, *Section 2.117.02* and *2.117.03* in the new zone). This language effectively restricts the listed use to only those that already exist. If a change in use (as defined in the WDO) occurs on a particular property, the new use will no longer be "grandfathered".

Another important change to the allowed uses in the proposed new zone is that multi-family residential development will be allowed outright, either on its own or above commercial uses as part of a mixed use development. This change is intended to help increase density in Segment 3 and provide additional customers within walking distance of new pedestrian-oriented businesses. Details on the types and density of residential uses allowed are in Appendix C in *Section 2.117.02.A* in the new zone. Note that residential uses will not be permitted on parcels adjacent to industrially zoned land. This restriction applies to parcels south of Cleveland Street, east of Highway 99E (see Figure 12).

Changes to development standards for new development, redevelopment, and expansions / remodels

The new zone includes site development standards that are different from those of the existing CG zoning. These new standards will apply to all new non-residential development in the new zone. New multi-family residential that is not part of a mixed use development will be subject to the same standards as multi-family development in many other areas of the city. Expansions and remodels for existing development will generally be required to comply with the standards only for the new portion

[23] Two of the parcels north of Tomlin Ave that are included in the Phase 1 rezoning to the MUV zone are currently zoned for residential use; the remainder are zoned General Commercial. The rationale for including the residential properties is explained on page 24.

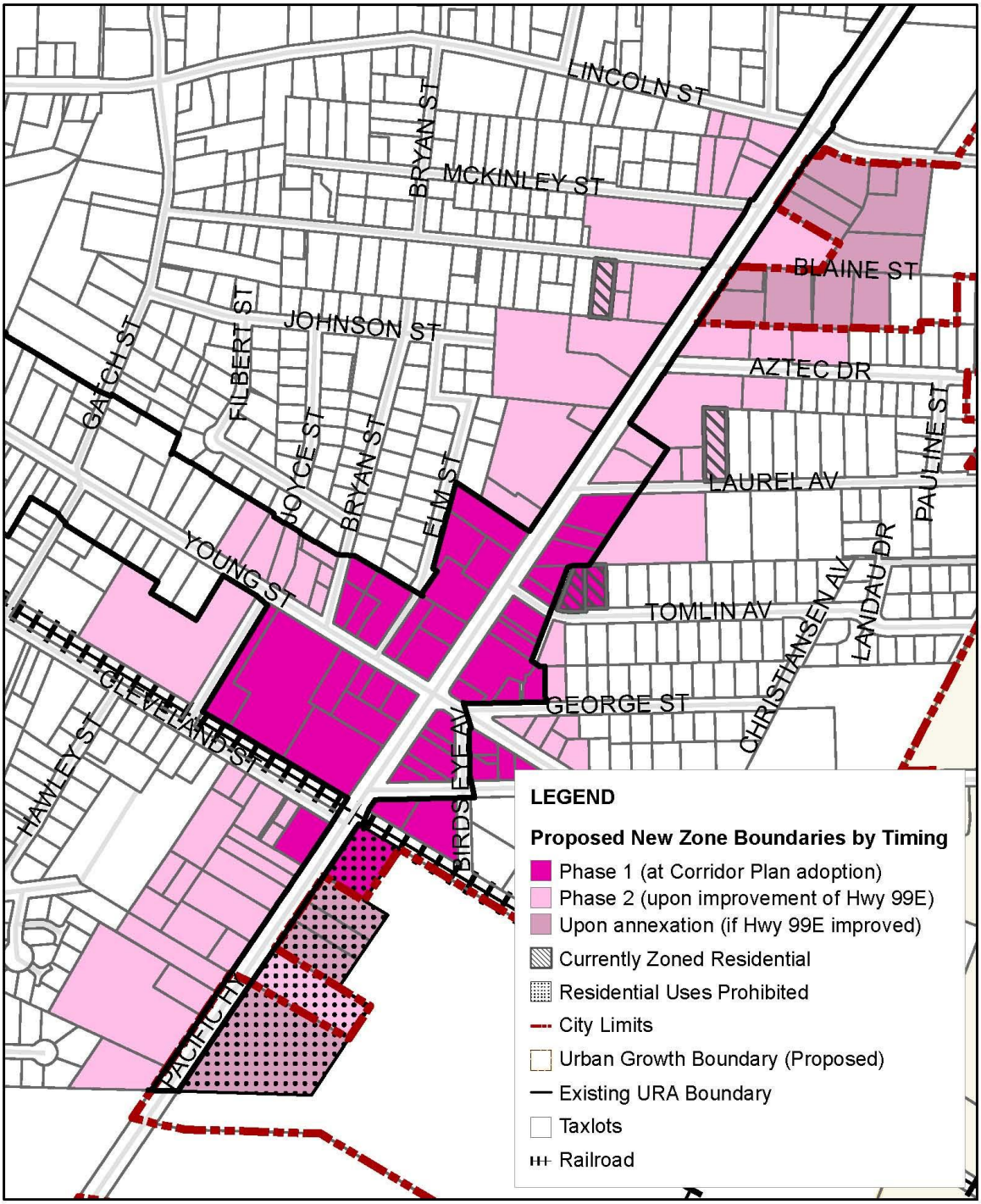
of the development, including any required new parking or landscaping.[24] Key differences between existing and proposed standards include:

- **Setbacks**: Instead of a minimum setback of 15 feet with no maximum, new buildings will have no minimum setback, and a recommended (but not required) maximum setback of 15 feet abutting Highway 99E.
- **Parking location**: Parking will not be allowed between the building and the street – it must be located to the side or the rear of the building. In addition, parking must be set back from the street as far as the building is set back (this is intended to encourage buildings to be located close to the street), and may only take up 50% of the street frontage on Highway 99E. Parking must always be set back at least 5 feet from a sidewalk.
- **Architectural design**: Building façades along a street must either have façade variations or significant window coverage to provide a visually interesting pedestrian environment. Windows providing views of the street are also encouraged (but not required) for all buildings that will be regularly occupied.
- **Outdoor storage and display**: Outdoor storage and display will continue to be allowed; however, these must be screened behind walls that meet the architectural design standards for façade variations if located within 50 feet of a street. Display and storage areas on other parts of the property will continue to be subject to existing screening standards.
- **Drive-through**: Drive through / drive up facilities will be allowed in the new zone; however, drive up windows may not be located facing Highway 99E, and drive through aisles must be screened in the same manner as parking areas.

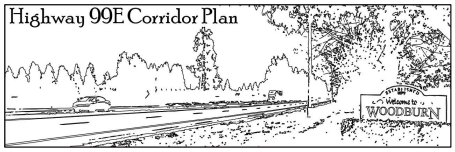
The details of these standards can be found in the draft proposed code language in Appendix C, in *Section 2.117.07* of the new zone.

[24] There are exceptions. For example, where the area required for parking, landscaping, or loading increases by more than 25%, all parking, landscaping, loading, screening, etc. on site must comply with the standards. However, the proposed new zone would allow expansions or changes of use that can't meet the new parking location standards as long as the new parking would not increase the non-conformity.

Figure 12: Mixed Use Village Boundaries and Phasing



Corridor Plan Map Amendments - Mixed Use Village Zone Boundaries and Timing



Urban Renewal Plan

The 2001 Woodburn Urban Renewal Plan is the primary policy document governing the City's Downtown Urban Renewal District. The Urban Renewal Plan lays out goals and objectives for the urban renewal area, outlines the activities and projects that may be undertaken through urban renewal, and identifies procedures for amending the plan. Corridor Plan recommendations include that the City consider using urban renewal funding for certain projects and programs that would help implement the Highway 99E Corridor Plan, focusing on the area around the Young Street / Highway 99E intersection. The projects and programs identified in the Corridor Plan are consistent with the Urban Renewal Plan, but shift the focus to another part of the URA, outside of the downtown. Any investments in this area would need to be considered in light of overall urban renewal area goals and priorities. The following minor amendments to the Urban Renewal Plan could be adopted by resolution and would help spur redevelopment in the vicinity of the Young Street intersection:

- Modify the boundaries slightly in the vicinity of the Young Street intersection to best capture opportunities for a catalyst redevelopment project.[25]
- Open up the storefront improvement program to properties within the area proposed for Phase 1 of the new zone application. Target businesses whose existing buildings are located close to the street, but not within the area that will be needed for expanded right-of-way.
- Consider using urban renewal funding to invest in streetscape improvements on Highway 99E and/or Young Street, such as sidewalk improvements or lighting, in the vicinity of the Young Street / Highway 99E intersection. Improvements on Highway 99E would require approval from and coordination with ODOT.

In addition to the Urban Renewal Plan, the Downtown Development Plan, updated in 2010, identifies potential projects for the downtown urban renewal area. The 2010 update includes a proposed Gateway project at the Young Street intersection, where several adjacent properties are part of the existing Downtown Urban Renewal District, to be undertaken by the city in the 3-5 year timeframe. Elements of this Gateway project are detailed in the Downtown Development Plan and include land assembly and acquisition in preparation for a mixed-use project that is at least 5 acres in size. The Corridor Plan is consistent with this proposed project.

Marion County

The Highway 99E Corridor Plan guides future development along the length of Highway 99E through the City of Woodburn. Not all land within this area is within the city limits; in the northern and southern portions of the corridor there are parcels that are under the jurisdiction of Marion County. As discussed in the previous section and shown in Figure 10, some of the parcels currently outside of the city limits are within the area proposed for new Mixed Use Village zoning. Marion County is the land use authority for development approval on parcels outside city limits. Because the new zone is not proposed to be applied until these County parcels annex to the City of Woodburn, there is the possibility that these

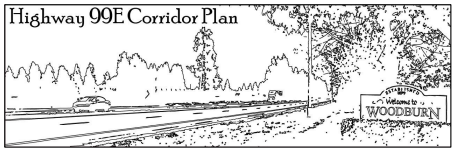
[25] Increases in the Urban Renewal Area boundary of less than 1% of the total area can be approved by the City Council as a Minor Amendment.

parcels will (re)develop prior to annexation, consistent with their existing zoning and in conformance with the County's Urban Zone Code.

While staff from the County participated in the Technical Advisory Committee for the Corridor Plan, they have indicated that there are few County facilities that would be impacted by the Corridor. Therefore, following adoption of the Plan by the City of Woodburn, Marion County is expected to acknowledge the Corridor Plan rather than adopting the Plan into the County TSP. Regardless of County action on the Plan, however, the adoption of the Highway 99E Corridor Plan by the City of Woodburn and the amendments to the City's TSP described previously will apply to the full length of the corridor that lies within Woodburn's Urban Growth Boundary, even to those areas outside City limits. The County's relationship with the cities that lie within the County is summarized under the Transportation System Planning Policies in the Transportation Element of the County's Comprehensive Plan: *"Within the urban growth boundary of an incorporated city, Marion County Public Works will apply roadway design standards and criteria in the Transportation System Plan (TSP) adopted by that city, except in cases where in the engineering judgment of the County Public Works Department, it would not be appropriate to do so."* The "Rural and Urban transportation Planning" heading in the RTSP provides similar guidance: "*City transportation plans start where the RTSP ends, at the urban growth boundaries. Since many of the main city streets are maintained by Marion County, the County has a vested interest in the transportation planning process for each community. The County also recognizes that the needs, goals and visions vary from city to city. For these reasons, the County works with each city individually to determine the transportation plan most appropriate for that community, rather than developing one countywide urban plan to encompass all urban areas."*

ODOT

The Highway 99E Corridor Plan does not recommend any highway design exceptions or alternate mobility standards for the corridor- the Plan meets existing ODOT policies and standards. ODOT considers the Highway 99E Corridor Plan as a refinement plan of the City's Transportation System Plan. Because of this, no formal action by ODOT is required to approve the Plan. It is important to note, however, that ODOT staff has participated in the development and analysis of corridor alternatives and the identification of the Preferred Highway 99E Corridor alternative through staff participation on the Technical Advisory Committee.



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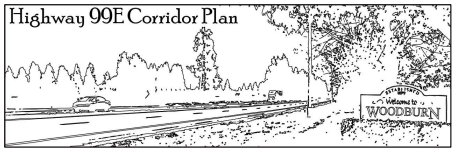
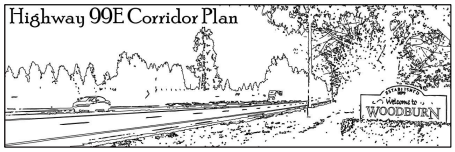
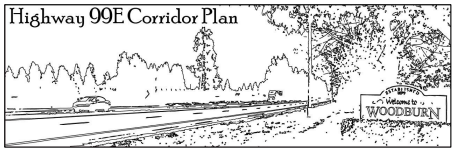


Appendix A:
Comprehensive Plan Amendments

Highway 99E Corridor Plan





Comprehensive Plan Text Amendments

The following proposed Comprehensive Plan amendments acknowledge and reference the Highway 99E Corridor Plan as the guiding policy document for this important facility. These modifications update city policies to reflect the intent and outcomes of the planning process that will result in an adopted Highway 99E Corridor Plan. Language recommended for addition to the Comprehensive Plan is <u>double underlined</u> and language recommended for removal is ~~struck through~~.

A. Comprehensive Plan Designations and Implementation

The Land Use Plan

The Comprehensive Plan is based on the recent land use inventories, updated land needs analyses, and the revised goals and policies in this Comprehensive Plan. The Comprehensive Plan represents the most practical arrangement of land uses, considering existing development patterns and the future vision for Woodburn, as embodied in the revised goals and policies.

Comprehensive Plan Designations

Woodburn has six principal comprehensive plan map designations, and ~~two~~ <u>three</u> overlay designations, with corresponding zoning districts:

Policy Table 1: Comprehensive Plan Designations and Implementing Zoning Districts

Comprehensive Plan Designation	Implementing Zoning District(s)	Density Range (Units Per Net Buildable Acre)	Minimum Lot Sizes or Unit Area in Square Feet
Low Density Residential	**RS** Single Family Residential	5.2-7.26	6,000 Interior Lot 8,000 Corner Lot 10,000 Duplex Lot
	R1S Retirement Community SFR	Not Applicable	3,600 Interior Lot 3,600 Corner Lot
Nodal Development Overlay	**RSN** Nodal Development SFR	7.9-10.89	4,000 Interior Lot 4,500 Corner Lot
Medium Density Residential	**RM** Medium Density Residential	10-16	2,720 Per M-F Unit 10,000 Duplex Lot
	RMN Nodal Residential		1,980 Per M-F Unit
Nodal Development Overlay (NDO)		10-22	8,000 Duplex Lot 3,000 Interior Rowhouse 3,600 Corner Rowhouse
Commercial	**CG** General Commercial **DDC** Downtown Development and Conservation **CO** Commercial Office	Not applicable	
Nodal Development Overlay (NDO)	**NCN** Nodal Neighborhood Commercial		
<u>Mixed Use Village Overlay (MUVO)</u>	**<u>MUV</u>** <u>Mixed Use Village</u>		
Industrial	**IP** Industrial Park **LI** Light Industrial	Not applicable	
Southwest Industrial	**SWIR** Southwest Industrial Reserve		

Reserve Overlay (SWIR)		
Open Space and Parks	**RCWOD** Riparian Corridor and Wetlands Overlay District **P/SP** Public Semi-Public	Not applicable
Public Use	**P/SP** Public Semi-Public	Not applicable
Note: The net buildable area of a parcel excludes land dedicated for public rights-of-way or stormwater easements, common open space, and unbuildable natural areas. For example, if a parcel has 10 acres, and 2 acres are removed for streets and 2 acres are within the floodplain / riparian area, then 6 net buildable acres would remain. The range of allowable densities is calculated based on net buildable acres. An acre has 43,560 square feet. Allowable densities may be increased through the discretionary planned unit development review process.		

Plan Implementation

Any comprehensive plan depends on implementation to accomplish the goals and policies established in the plan. Cities have amassed a battery of ordinances to accomplish this purpose. Some ordinances have been more successful than others and in time, no doubt, new methods and techniques will be developed. Implementation should be a continual review of existing ordinances to ensure that they are accomplishing the purposes for which they were originally designed. The City recognizes that over time many of the ordinances which are suggested in this plan will be amended and perhaps entirely replaced by new concepts. As long as the ordinance which is developed implements the goals and policies of the plan, a change should not be necessary. However, at a minimum, the City should have basically the following ordinances to implement the plan.

Zoning

…

Subdivision and Planned Unit Development Ordinances

…

Site Plan Review

…

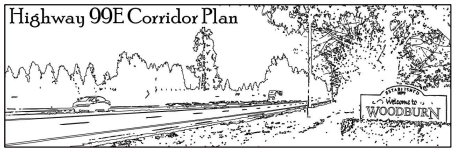
Sign Ordinance

…

Transportation Plan

The Transportation System Plan (TSP) (2005) was revised to reflect changes in population, employment and land use adopted in the Woodburn Comprehensive Plan (2005). The 2005 TSP includes goals and objectives, forecasts traffic growth in the City, and identifies transportation improvements needed to satisfy the forecasted growth. The plan:

- Establishes the functional classification of roads and streets
- Establishes street standard for each functional classification



- Evaluates interchange alternatives
- Establishes alternative modes of transportation
- Meets the Oregon Transportation Planning Rule

The Highway 99E Corridor Plan was adopted in 2012 to provide more detailed guidance about needed transportation improvements, appropriate land uses, and the urban design vision for the section of Highway 99E running through the City of Woodburn. The Corridor Plan amends and supplements the 2005 TSP and provides more specific guidance related to transportation improvements and design in the Highway 99E corridor.

Capital Improvement Plans

…

Downtown and Urban Renewal

One of the main problems with land use and economy in the City has been the stagnated downtown area. In response, the City adopted a downtown development plan and on Urban Renewal Agency and Plan. The Urban Renewal Plan is a primary vehicle for revitalizing the Downtown area, including goals and policies addressing financial assistance programs, citizen involvement, and physical improvements. The downtown Development Plan was adopted as an element of the Comprehensive Plan.

Housing Codes

…

Flood Hazard Zone

…

Historical Site Zone

…

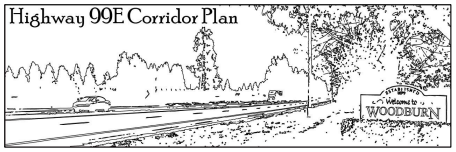
Housing Goals and Policies

…

Policies

…

D-2.2 It is the policy of the City to encourage a variety of housing types to accommodate the demands of the local housing market. In Woodburn, the following needed housing types shall be allowed, subject to clear and objective design standards, in the following zoning districts:



Policy Table 2: Needed Housing Types and Implementing Zoning Districts

Needed Housing Type	Implementing Zoning District(s)
Single Family Detached Residential	**RS** Single Family Residential **RS1** Retirement Community SFR **RSN** Nodal Development SFR
Manufactured Dwellings On Individual Lots In Parks	**RS** Single Family Residential **RS1** Retirement Community SFR **RM** Medium Density Residential
Attached Single Family Residential (Row Houses)	**RMN** Nodal Residential **MUV** Mixed Use Village
Duplexes On Corner Lots Generally	**RS** Single Family Residential **RM** Medium Density Residential
Multi -Family Generally Above Commercial	**RM** Medium Density Residential **RMN** Nodal Residential **DDC** Downtown Development and Conservation **NNC** Nodal Neighborhood Commercial **MUV** Mixed Use Village
Government Assisted Housing* Farm Worker Housing* Rental Housing*	These "housing types" are based on financing or tenure, and are not regulated by the City. If the housing type (e.g., single family, manufactured dwelling, attached single family, duplex, or multi-family) is allowed in the underlying zoning district, these "housing types" are allowed subject to applicable design standards.

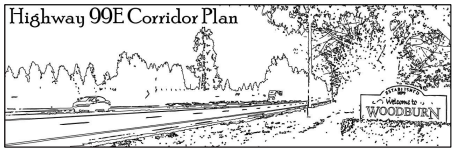
F. Commercial Land Development and Employment
Commercial Land Designations

…

The second large commercial area that developed in the City is the commercial strip along Highway 99E. ~~The~~ A history of commercial strip zoning along 99E has caused many problems in the City of Woodburn. This is because this type of development is the least efficient use of commercial land and highway frontage. To improve the efficiency of the commercial land and enhance the appearance and vitality of this important commercial area, the City undertook the development of a plan for the corridor. The resulting Highway 99E Corridor Plan, adopted in 2012, will guide future development and redevelopment in the 99E corridor. ~~Woodburn~~ The City will work with property owners towards redeveloping this area in the future in line with the vision established in the Corridor Plan. By limiting the supply of vacant "green field" commercial land within the UGB, redevelopment of underutilized strip commercial lands is more likely to occur. Access control policies shall be observed when street improvements occur.

…

The fourth commercial area is the Highway 214/211/99E "Four Corners" intersection. This area has become an important commercial district within the City. This "Four Corners" area serves as a more local retail service center. This commercial district could realize more development in the future. In this area development should be intensified so as to not create another commercial strip development.



Commercial Lands Goals and Policies

Goal

F-1. Encourage infill and redevelopment of existing commercial areas within the community, as well as nodal neighborhood centers, to meet future commercial development needs.

Policies

…

F-1.4 Architectural design of commercial areas should be attractive with a spacious feeling and enough landscaping to reduce the visual impact of large expanses of asphalt parking areas. Nodal and mixed use village commercial areas should be neighborhood and pedestrian oriented, with parking to the rear or side of commercial buildings, and with pedestrian connections to neighboring residential areas.

…

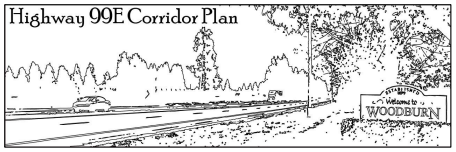
F-1.10 The Highway 99E commercial corridor south of Lincoln should be redeveloped over time with more intense mixed use development. The Mixed Use Village Overlay (MUVO) designates an area that is intended to promote efficient use of land and urban services; create a mixture of land uses that encourages employment and housing options in close proximity to one another; restrict land extensive commercial, storage, and industrial uses; and encourage pedestrian-oriented development.

F-1.11 In order to spur desired development and redevelopment within the MUVO, and consistent with the recommendations of the Highway 99E Corridor Plan, the City will apply the Mixed Use Village zone in a strategic area in the vicinity of the Young Street intersection.

F-1.12 The city shall initiate a legislative zone change to designate remaining land within the area designated MUVO and within the City limits as MUV at such time as ODOT includes a project to improve Highway 99E south of Lincoln in the Development Statewide Transportation Improvement Program (DSTIP).

F.1.13 Property owners within the MUVO and within the City limits may petition the City to initiate a legislative zone change to MUV for their property at any time. Land outside City limits within the MUVO shall be zoned MUV upon annexation.

F-1.14 The City intends to beautify the Highway 99E commercial corridor through measures such as replacement of overhead power and telephone lines with underground utilities, enhancing street lighting in the corridor, providing for non-conforming sign amortization, providing enhanced streetscape furnishings in key pedestrian areas, and establishing a storefront improvement program. The City will explore options to fund such improvements, including its Capital Improvement Program, formation of a Local Improvement District, and Urban Renewal funds.



H. Transportation
Transportation Goals and Policies

Woodburn amended its Transportation System Plan (TSP) in coordination with Marion County, the Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT) as part of its 2005 Periodic review package. The goals and policies listed below have been amended consistent with the 2005 TSP. A new "Marion County Coordination" subsection is added to ensure coordination with the Goals and Policies of the Marion County Growth Management Framework Plan.

Goal
H-2. Develop a street system that will handle projected year 2020 traffic demands in the Woodburn area, and interconnects residential areas with employment centers, schools, parks, churches, and regional transportation facilities.

Policies

…

H-2.2 Work with ODOT to develop and implement strategies for improving state facilities within the City. Develop a strategy for improving Oregon 219/214~~,~~ and 211~~, and 99E~~ through Woodburn, including added travel lanes, signalization, and access management. Work with ODOT to implement the Highway 99E Corridor Plan to improve Highway 99E.

H-2.3 Identify new east-west and north-south collector/minor arterial streets within the City to relieve traffic demands on Oregon 219/214, 211, and 99E and coordinate with Marion County to construct the street connections needed outside of the urban growth boundary (UGB). Where development of new collector/minor arterial streets is not possible within the near future, such as when an alignment runs outside of the UGB, work with property owners during subdivision to provide local street connections to improve connectivity in the interim.

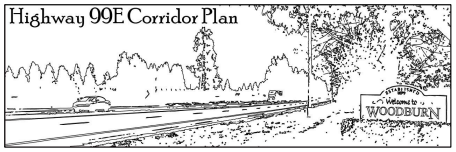
…

Goal
H-3. Develop transportation improvements that address overall traffic safety in the Woodburn area.

Policies
H-3.1 Work with ODOT to improve safety on state facilities within the City. Develop access management strategies for Oregon 219/214~~,~~ and 211~~, and 99E~~ through Woodburn, particularly focusing on the section of Oregon 214 between Interstate 5 (I-5) and Cascade Drive~~, and Oregon 99E south of Lincoln Avenue~~. Work with ODOT and property owners through the redevelopment process to improve access management on Highway 99E in accordance with the access management strategies identified in the Highway 99E Corridor Plan.

…

Goal



H-6. Coordinate with Marion County in planning for a safe and efficient county-wide transportation system by:

(a) Encouraging use of alternative modes of transportation including mass transit, bicycling, walking and carpooling; and

(b) Addressing transportation needs appropriate to both urban and rural areas throughout the county.

Policies

…

H-6.4 Woodburn should provide for a complementary mix of land uses and transportation systems by providing for mixed use development in the Downtown Development and Conservation (DDC), the Mixed Use Village (MUV), and the Nodal Development Overlay (NDO) districts.

…

Goal

H-7. Coordinate with the Oregon Department of Transportation (ODOT) to maintain highway and intersection capacity, safety and functionality by:

(a) Developing and adopting performance standards; and

(b) Prohibiting comprehensive plan amendments that do not meet adopted performance standards.

Policies

…

H-7.3 To ensure safety and long-range mobility on Highway 99E, the City shall be guided by the following access management objectives:

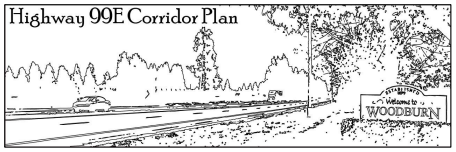
(a) Ensure that all properties are provided reasonable access to the public street network, including consideration of the economic development needs of each property.

(b) Driveways to commercial businesses on Highway 99E should be designed to allow for safe and comfortable passage, improving existing driveways to comply with ODOT design standards as opportunities arise.

(c) Consider locating business signage immediately adjacent to the downstream side of driveways to improve the ability of drivers to locate them.

(d) Provide convenient accessways for pedestrians and bicycles between the Highway 99E commercial corridor and neighboring residential areas.

(e) Safe and convenient pedestrian walkways should be provided between business entrances and sidewalks along Highway 99E, minimizing conflicts between pedestrians and motor vehicles in parking lots.



(f) Consider prohibiting driveways or restricting turning movements to driveways adjacent to turning pockets at intersections where necessary to maintain safe highway operations.

(g) Seek opportunities to align driveways on opposite sides of roadways to avoid turning conflicts.

(h) Driveways to Highway 99E should maintain adequate intersection sight distance and at a minimum shall maintain safe stopping sight distance along the highway.

(i) Reduce access points over time to move in the direction of meeting, ODOT's adopted access management spacing standards for Regional Highways.

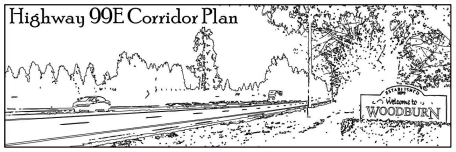
(j) Create shared access points to reduce the overall number of driveways along the Highway 99E corridor. Shared driveways must be supported through the establishment of easements allowing for travel between adjacent properties.

(k) Provide inter-parcel circulation through cross-over easements, frontage or backage roads, or shared parking lots where feasible.

(l) Utilize easements, frontage/backage roads, and lower classified city streets to allow for secondary access to facilitate large truck and emergency service vehicle circulation.

(m) Seek opportunities to enhance the connectivity of the local street system surrounding Highway 99E.

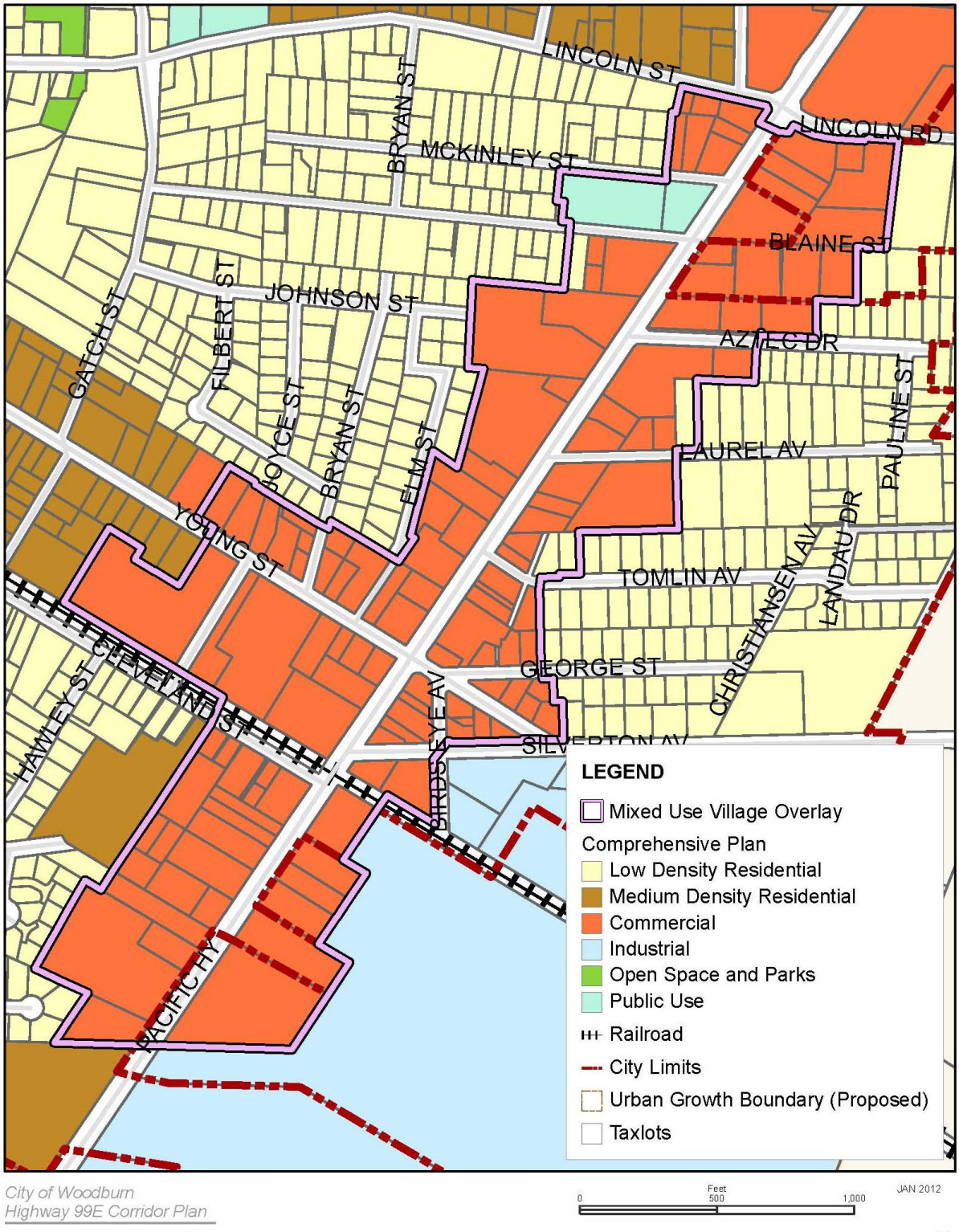
H-7.4 The City will actively participate in developing strategies and solutions to mitigate impacts to property owners that may result from implementing future highway design and planned built improvements.



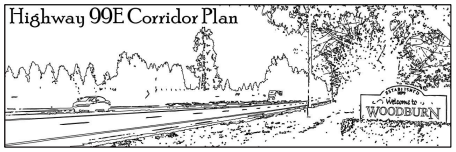
Comprehensive Plan Map Amendments

The Comprehensive Plan map will be amended to include the Mixed Use Village Overlay (MUVO), which indicates the ultimate extent of the planned Mixed Use Village. The area that will be designated with the MUVO is shown in Figure A1. In addition, the Comprehensive Plan designation for parcels currently Industrial or Low Density Residential within the MUVO, will need to be amended to Commercial.

Figure A1: Comprehensive Plan Map Mixed Use Village Overlay



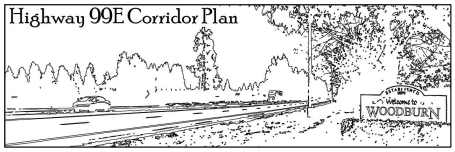
Corridor Plan Map Amendments - Comprehensive Plan Mixed Use Village Overlay

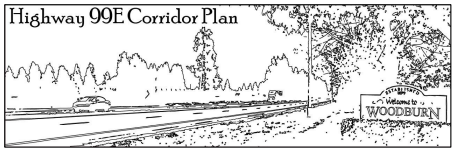


Appendix B:

Transportation System Plan Amendments

Highway 99E Corridor Plan





To facilitate the implementation of improvements identified through the Woodburn Highway 99E Corridor Plan, the following amendments are recommended to the Woodburn Transportation System Plan (TSP).[26]

Street Design Standards

Street design standards are shown in Figure 7-2 and discussed on page 7-3 of the TSP. However, these standards are only applicable to city streets. Therefore, the street design standards shown in Figure B1 are to be applied to Highway 99E.

Needed Street Upgrades

The intermediate to long-term (approximately 2010-2020) project identified for Oregon 99E on page 7-5 of the TSP is replaced with the following project:

- Highway 99E: As redevelopment occurs in the corridor, upgrade to be compliant with the design standards for Highway 99E provided in Figure B1. This would ensure continuous pedestrian and bicycle facilities along the corridor as well as the implementation of access management strategies. [27]

The following projects are added to the 2010-2020 project list on page 7-5 of the TSP:

- Restrict turn movements and eventually close the Silverton Avenue intersection on Highway 99E and vacate the segment of Silverton Avenue between Highway 99E and Bird's Eye Avenue.
- Restrict turn movements and eventually close the Birds Eye Avenue intersection on Highway 214 and vacate the segment of Birds Eye Avenue between Highway 214 and Silverton Avenue.
- Work with ODOT to develop and implement a Traffic Management Plan for the Highway 99E corridor that responds to increased congestion resulting from incidents on I-5 and regional events.
- Update roadway lighting to meet ODOT roadway lighting standards.
- Coordinate the traffic signals on Highway 99E from Hardcastle Avenue through Cleveland Street. Signals should be interconnected and signal timings should be optimized.
- Construct an additional westbound lane on Young Street at the intersection with Highway 99E to accommodate separate left, through, and right turn lanes (additional right-of-way will likely be required).
- Implement protected-permissive left turn phasing on the eastbound and westbound approaches of Young Street at the intersection with Highway 99E.

[26] *Woodburn Transportation System Plan*, Volume 1 Text, October 2005.

[27] In the stretch of highway between MP 33.08 and 33.19, where the roadway will transition from a five-lane cross-section to a three-lane cross-section, dedication of the full 100 feet of right-of-way is recommended to allow for engineering of the transition as needed; however, installing sidewalks and other improvements at their final locations will likely not be feasible if engineering drawings for the highway improvement have not been completed.

- Close the intersection of George Street at Highway 214 to through motor vehicle travel, leaving it accessible by pedestrians, bicycles, and emergency vehicles only. This project shall not be constructed prior to the project that would construct a new local street connecting George Street to Highway 214 just west of the urban growth boundary (see New Streets, project (a)).

New Streets

The following projects are added to the intermediate to long-term (next 10-15 years) project list on page 7-6 of the TSP:

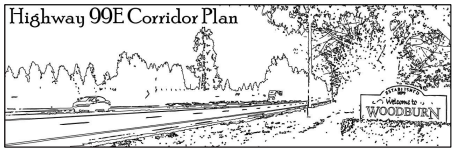
- Construct a new local street connecting George Street to Highway 214 just west of the eastern urban growth boundary.
- Enhance north-south connectivity of local streets paralleling the Highway 99E corridor as part of property development or subdivision and/or by extending Cooley Road from Hardcastle Avenue to Highway 214. [28]

Pedestrian Plan

The pedestrian plan described on pages 7-9 and 7-10, as well as Figure 7-3, of the TSP is amended to include the following projects:

- Install countdown pedestrian timers and construct ADA enhancements at signalized intersections along Highway 99E.
- Construct curb extensions to shorten pedestrian crossing distances on approaches to Highway 99E where appropriate (no curb extensions are to be constructed that would narrow the width of Highway 99E itself). Street approaches where curb extensions should be considered include: Alexandria Avenue, James Street, Williams Street, Blaine Street, Aztec Drive, Laurel Avenue, and Tomlin Avenue.
- Provide pedestrian and bicycle access to Highway 99E from adjacent residential neighborhoods. This will require development of accessways and obtaining easements. Pedestrian/bicycle accessways must include a paved surface of at least 10 feet wide with a minimum vertical clearance of 10 feet. Potential locations for pedestrian/bicycle accessways connecting to Highway 99E include: from June Way (near the Audrey Way intersection), from Johnson Street, from Elm Street, from Wilson Street, and from Hawley Street (possibly part of future street extension).
- Construct enhanced pedestrian crossings of Highway 99E. Identification of crossing locations should occur through collaborative efforts with the community and the Oregon Department of Transportation. The maximum potential for enhanced pedestrian crossing locations is estimated to include: three crossings between Mt Hood Avenue and Hardcastle Avenue, one crossing between Hardcastle Avenue and Lincoln Street, and three crossings between Lincoln Street and

[28] Because an extension of Cooley Road as described would run outside of the city's UGB, it is included as a purely conceptual project to be considered at a later date if the land in question is eventually added to the UGB. The incremental improvement of north-south connectivity through new street connections east of Highway 99E may accomplish the same objective and eliminate the need for Cooley Road itself to be extended.



Young Street. Recommended crossing treatments include, but are not limited to: installing pedestrian-actuated rectangular rapid flashing beacons (lights and signs that warn, but do not stop traffic when a pedestrian is trying to cross), median refuge islands (raised islands in the center of the roadway that provide a sheltered area where pedestrians can wait for gaps in traffic), and improved street lighting.[29]

Cost Estimates for Transportation System Improvements

Cost estimates (in 2011 dollars) for recommended transportation improvement projects included in this amendment to the Woodburn TSP are provided in Table B1, and can be seen in Figure B2. Projects have been organized to match the existing structure of the Woodburn TSP; as such, the projects listed in Table B1 would be included as projects for the 2010-2020 time period.[30]

While all projects are categorized in the same time frame according to the TSP, there may be opportunities to advance some projects earlier. Potential phasing could include:

Short Term (0-5 years):	Project No. 1, 2, 3, 4, 5, and 6
Medium Term (5-10 years):	Project No. 7, 8, 9, 10, 11 and 12
Long Term (10-20 years):	Project No. 13, 14, 15, 16

Potential funding sources have been identified in the City's TSP. These sources could include Federal, State or Marion County funds, Local Improvement Districts, Urban Renewal Districts, Transportation Impact Fees, and General Obligation Bonds.

[29] Note that Oregon law requires a motorist to stop for an extended period while pedestrians are crossing a street. Oregon law also prohibits vehicles from standing or parking on railroad tracks. The placement of a marked crosswalk across Highway 99E, a facility with high traffic volumes, must be executed in such a way that avoids queuing over the existing railroad track just north of Cleveland Street. ODOT Rail Division opposes a crosswalk at Cleveland Street because of queuing concerns, unless the intersection is fully signalized for vehicles and pedestrians and those signals are interconnected with the crossing signals. If a crosswalk precedes the installation of the planned signalized intersection, the crosswalk should be a minimum of 150 feet from the crossing.

[30] Because the TSP was adopted in 2005, it does not identify projects further into the future than 2020. In order to maintain consistency with the structure of the existing TSP, all the projects identified in this Plan have been listed in the 2010-2020 time frame; however, the Highway 99E Corridor Plan is a 20-year plan and projects identified in this Plan are not all be likely to occur before 2020. Appendix B includes an indication of the likely timing of the projects identified in this Plan.

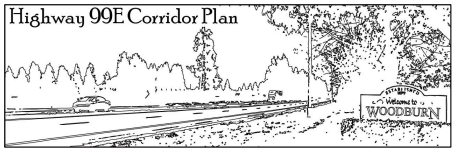
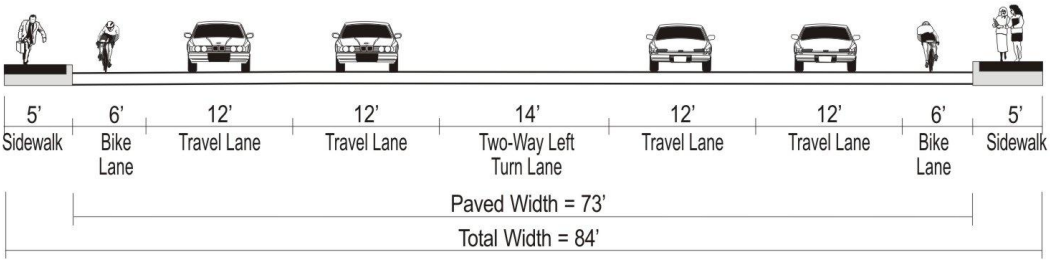
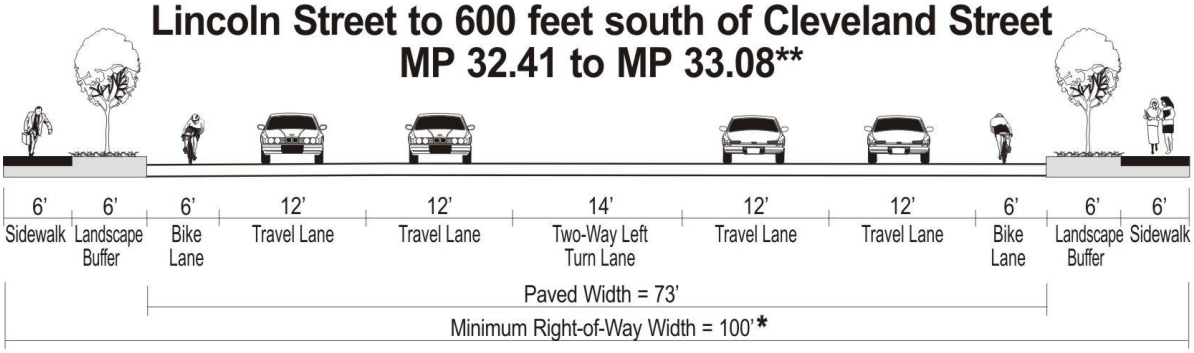


Figure B1: Street Design Standards for Highway 99E

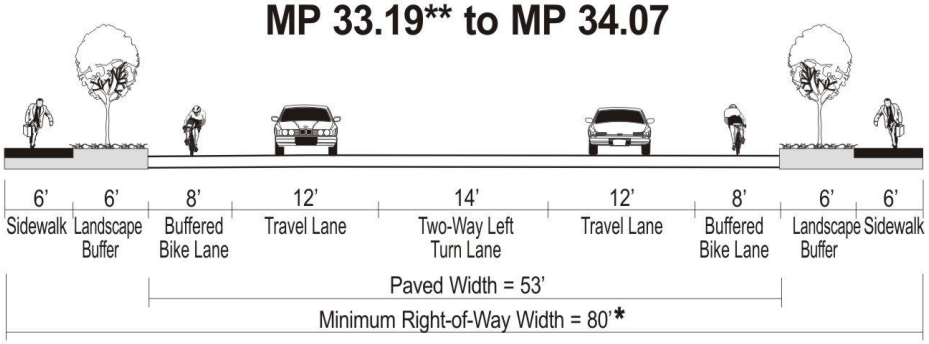
Carl Road to Lincoln Street
MP 30.85 to MP 32.41



Lincoln Street to 600 feet south of Cleveland Street
MP 32.41 to MP 33.08**



1,150 feet south of Cleveland Street to South UGB
MP 33.19** to MP 34.07



Existing ROW in Segment 4 is approximately 80'

* *One foot of right-of-way outside each sidewalk is needed for operational purposes.*
** *Transition between five-lane and three-lane roadways to occur between MP 33.08 and MP 33.19.*

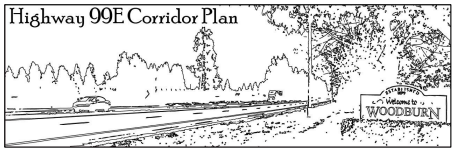


Table B1: Cost Estimates for Proposed Transportation Improvements

Project No.	Project Title	Estimated Capital Cost*	Owning Jurisdiction**
	Ten to Fifteen Years (2010-2020)		
	Tier 1: Short Term Projects		
1	Restrict turning movements and eventually close Silverton Avenue intersection with Highway 99E	$16,000	State/City
2	Restrict turning movements and eventually close Birds Eye Avenue intersection with Highway 214	$23,000	State/City
3	Implement Traffic Management Plan for Highway 99E corridor	$45,000	State
4	Install pedestrian countdown timers and construct ADA ramps at signalized intersections on Highway 99E (3 intersections)	$110,000	State
5	Construct curb extensions on select approaches to Highway 99E - parallel to highway, not narrowing highway (8 intersections)	$60,000	State/City
6	Construct enhanced pedestrian crossings along Highway 99E (7 total)	$280,000	State
	Tier 2: Medium Term Projects		
7	Coordinate Highway 99E traffic signals from Hardcastle Avenue to Young Street (and future Cleveland Street signal)	$55,000	State
8	Improve Highway 99E/Young Street intersection to add a westbound lane (providing separate left, through, and right lanes) and protective-permissive left turn phasing on eastbound and westbound approaches	$550,000	State
9	Close George Street intersection with Highway 214, maintaining passage for pedestrians, bicycles, and emergency vehicles	$60,000	State/City
10	Construct new local street connecting George Street to Highway 214 just west of the eastern UGB	$425,000	City
11	Extend Mill Creek corridor off-street pathway to Belle Passi Road	$840,000	County/City
12	Construct pedestrian/bicycle accessways between Highway 99E and residential areas (total of 5 locations – highly variable costs)	$675,000	City
	Tier 3: Long Term Projects		
13	Highway 99E widening from Lincoln Street to 1,150 feet south of Cleveland Street	$7,150,000	State
14	Highway 99E widening from 1,150 feet south of Cleveland Street to proposed southern UGB	$5,130,000	State
15	Improve roadway lighting along Highway 99E corridor (assumed 60% of corridor)	$2,110,000	State
16	Enhance north-south connectivity of local streets paralleling the Highway 99E corridor as part of property development or subdivision	$8,270,000	County/City

	and/or by extending Cooley Road from Hardcastle Avenue to Highway 214 ***	
	Grand Total	**$25,799,000**

Notes:

* Cost estimates are in 2011 dollars.

** Owning Jurisdiction does not necessarily indicate the likely funding source for the improvement. In some cases, private development or other funding sources may contribute part or all of the cost of the improvement.

*** Because an extension of Cooley Road would run outside of the city's UGB, it is included as a conceptual project to be considered at a later date if the land in question is eventually added to the UGB. The incremental improvement of north-south connectivity through new street connections east of Highway 99E may accomplish the same objective and eliminate the need for Cooley Road itself to be extended.

Figure B2: Proposed Transportation Improvements

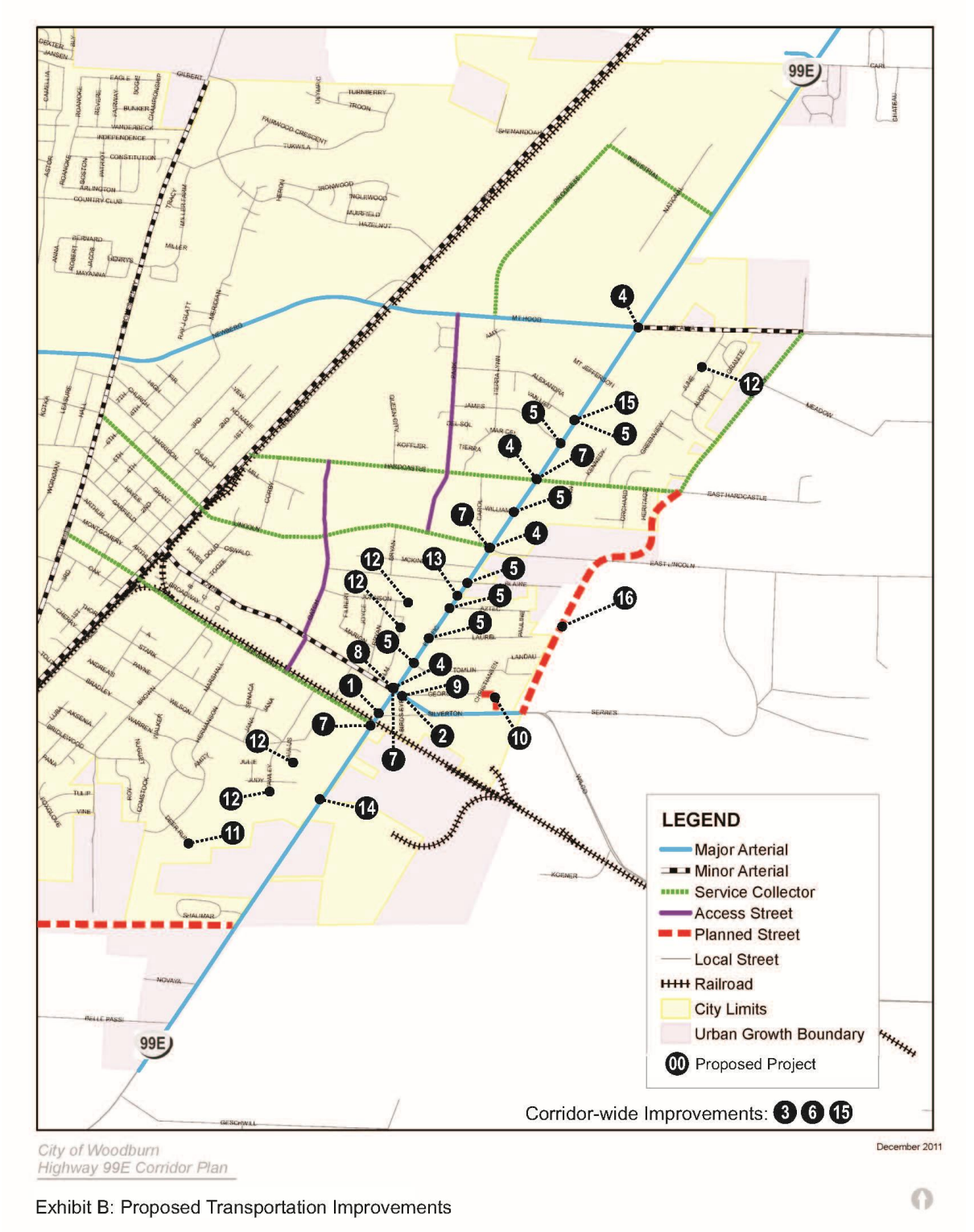
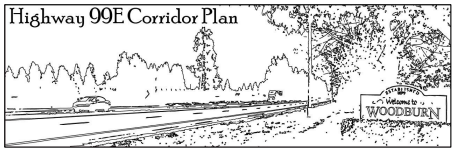


Exhibit B: Proposed Transportation Improvements



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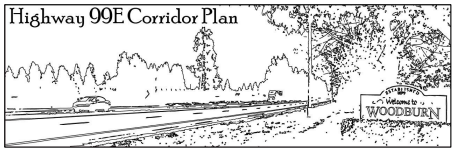
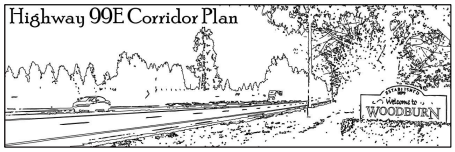
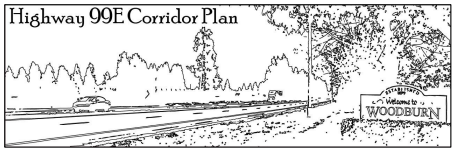


Appendix C:
Amendments to Woodburn Development Ordinance

Highway 99E Corridor Plan



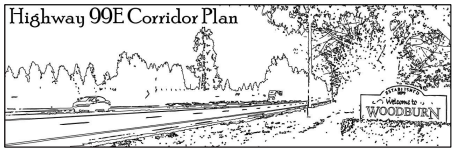


Proposed New Zone Language

The table below presents proposed draft code language for the new Mixed Use Village zone to implement the land use changes associated with the preferred alternative. The proposed code language is shown in the left-hand column; additional information about the background and rationale for the proposed language is shown in the right-hand column.

Proposed Language	**Commentary**
2.117 Mixed Use Village (MUV)	The new zone would become its own chapter in the WDO. For convenience, it has been numbered with the next available section number; however, the city may prefer to incorporate it after the other commercial / mixed use zones (e.g. 2.109) and renumber the subsequent chapters.
2.117.01 Purpose The Mixed Use Village zone is intended to promote efficient use of land and urban services; create a mixture of land uses that encourages employment and housing options in close proximity to one another; restrict land extensive commercial, storage, and industrial uses; and encourage pedestrian-oriented development. This zone is intended to be accessible to pedestrians and bicyclists, as well as automobiles.	Purpose language borrows from existing language in CG, DDC, and NNC as appropriate.
2.117.02 Permitted Uses The following uses, when developed under the applicable development standards of the WDO, are permitted in the MUV zone.	The city is in the process of updating the development code, and is likely to make changes to the way permitted uses are organized and defined (such as moving away from the use of NAICS codes to define land uses). Those changes are not reflected in the sections below because the new zone must be able fit into the existing code when it is adopted. However, it is anticipated that the organization of the permitted / conditional uses may be modified along with the other zones as part of the comprehensive code overhaul project.
A. Residential The following residential uses are permitted in the MUV zone:[1] 1. One dwelling unit in conjunction with a commercial use. 2. Multiple-family dwelling units at a net density of between 12 and 32 dwelling units per acre. 3. Multiple-family dwellings built as part of a vertical	Allows the following residential uses not currently allowed in CG: • Stand-alone multi-family at 12-32 DU/acre • Residential as part of vertical mixed use at up to 32 DU/acre (no minimum) • Single-family attached at 12-24 DU/acre • Nursing and assisted care facilities A footnote restricting residential uses next to

Proposed Language	Commentary
mixed use development at a maximum net density of 32 dwelling units per acre. 4. Attached single-family residences at a net density of 12 to 24 dwelling units per acre 5. Nursing care facilities. 6. Assisted care facilities. [1] Residential uses are not permitted on parcels adjacent to industrially zoned land. This restriction applies to parcels south of Cleveland Street, east of Highway 99E.	employment uses south of Cleveland will need to be included in Section 2.117.02 Permitted Uses.
B. <u>Special Trade Contractors</u> 1. Plumbing, heating and air-conditioning contractors lawfully existing as of [adoption date of new zone]. 2. Paper and wall coving contractors lawfully existing as of [adoption date of new zone]. 3. Masonry, drywall, insulation and tile contractors lawfully existing as of [adoption date of new zone]. 4. Floor laying contractors lawfully existing as of [adoption date of new zone]. 5. Roofing, siding, and sheet metal construction contractors lawfully existing as of [adoption date of new zone]. 6. Glass and glazing contractors lawfully existing as of [adoption date of new zone]. 7. Building equipment and other machinery installation contractors lawfully existing as of [adoption date of new zone]. 8. Ornamental ironwork contractors lawfully existing as of [adoption date of new zone].	Allows existing special trade contractors to continue as permitted uses. Differs from the CG in that new special trade contractors are not permitted to locate in the zone. Outdoor storage and display are regulated through development standards.
C. <u>Manufacturing</u> 1. Fabricated metal product manufacturing when located entirely within a building and lawfully existing as of [adoption date of new zone]. 2. Household and institutional furniture and kitchen cabinet manufacturing when located entirely within a building and lawfully existing as of [adoption date of new zone].	Allows existing manufacturers of fabricated metal products and furniture to continue as permitted uses provided that they are located entirely within a building. Differs from the CG in that new manufacturers of fabricated metal products and furniture are not permitted to locate in the zone.



Proposed Language	Commentary
D. Retail Trade 1. Bakeries. 2. Printing and related support activities 3. Automotive parts without installation. 4. Furniture and home furnishings. 5. Electronics and appliance stores. 6. Building materials and garden equipment and supplies. 7. Food and beverage stores. 8. Health and personal care stores. 9. Clothing and accessory stores. 10. Sporting goods, hobby, book and music stores. 11. General merchandise stores. 12. Misc. retail EXCEPT manufactured (mobile) home dealers.	Modifications from the CG zone include: • Allowing bakeries and printing and related support activities, as in DDC and NNC • Outdoor display and storage is regulated through development standards rather than for particular uses • Allows used merchandise stores outright rather than conditionally
C Transportation & Warehousing 1. Postal service. 2. Transit stops, stations, and related facilities.	Makes customer-oriented transit facilities permitted outright (other facilities associated with transit were conditional uses and are no longer permitted). Note that none of the terms used in sub-section 2 are currently defined in the code.
D. Information 1. Publishing. 2. Motion picture theaters EXCEPT drive-ins. 3. Radio and TV. 4. Cable networks. 5. Telecommunications. EXCEPT telecommunication facilities subject to *Section 2.204.03*. 6. Information and data processing.	Same as in CG
E. Finance and Insurance 1. Finance and insurance EXCEPT check cashing, pay day loan and cash transfer establishments [other than banks] as	Allows pawn shops (same language as DDC)

Proposed Language	Commentary
a predominant, ancillary, or required supporting use.	
F. Real Estate and Rental and Leasing 1. Real estate. 2. Rental and leasing.	Allows a slightly wider range of rental and leasing uses than the CG zone. Regulates outdoor display and storage through development standards.
G. Professional, Scientific & Technical Services 1. Professional, Scientific, and Technical Services EXCEPT veterinary service not located entirely within a building.	Allows all the same uses as CG, but allows indoor vet services and Scientific Research and Development Services (5417) outright rather than conditionally.
H. Administrative & Support Services 1. Administrative and support services INCLUDING employment, travel and investigation. 2. Management and corporate offices	Same as CG
I. Educational Service 1. Educational services both public and private, EXCEPT Flight Training and Automobile Driving Schools.	Somewhat more permissive than CG - allows colleges & universities and most other educational services except flight training or automobile driving schools.
J. Health Care & Social Services 1. Ambulatory health care EXCEPT Ambulance service. 2. Social services INCLUDING child day care services.	Same as CG
K. Arts, Entertainment & Recreation 1. Performing arts, EXCEPT spectator sports. 2. Museums and historic sites EXCEPT zoos. 3. Amusement arcades. 4. Fitness and recreational sports. 5. Bowling centers. 6. Other amusements INCLUDING ballrooms. 7. Community center.	Similar to CG, but slightly different (allows amusement arcades, does not allow spectator sports).
L. Accommodation & Food Service 1. Traveler accommodation, EXCEPT casino hotels 2. Food service and drinking places EXCEPT food contractors and mobile food service.	Similar to CG, but slightly more permissive on accommodations (allows hostels and cabins and cottages for tourist accommodation), and slightly more restrictive on food service (does not allow food contractors).
M. Other Services 1. Consumer Electronics Repair and Maintenance 2. Electronic and precision equipment repair, EXCEPT consumer electronics repair and maintenance, lawfully	Similar to CG, with the following differences: • Allows existing electronic and precision equipment repair (8112) to continue as a permitted use, but doesn't allow new electronic and precision equipment repair uses except for consumer electronics repair.

Proposed Language	Commentary
existing as of [adoption date of new zone]. 3. Electric motor repair entirely within a building and lawfully existing as of [adoption date of new zone]. 4. Home goods repair EXCEPT upholstery and leather repair. 5. Personal care services INCLUDING barber shops and beauty salons. 6. Personal and Household Goods Repair and Maintenance 7. Funeral home. 8. Dry cleaning and laundry service EXCEPT linen supply. 9. Photo finishing. 10. Parking lots and garages EXCEPT extended vehicle storage. 11. All Other Personal Services INCLUDING bail bonding and consumer buying services. 12. Religious, civic, professional and similar organizations.	• Prohibits new electric motor repair, but allows existing uses to continue as permitted uses. • Allows Home goods repair (8114) EXCEPT upholstery (81142) and leather repair (81143) outright rather than conditionally.
N. Public Administration 1. Public administration INCLUDING government offices, courts, and police and fire stations.	Same regulation as CG, but using same language as DDC
O. Streets and Utilities 1. Rights of way and easements and the improvements therein for streets, water, sanitary sewer, gas, oil, electric and communication lines and for storm water facilities and for pump stations.	Same as in CG
2.117.03 Special Permitted Uses The following uses, when developed under the applicable development standards of the *WDO* including the special development standards of *Section 2.203*, are permitted in the MUV zone:	Same language as CG
A. Craft industries subject to *Section 2.203.07*. B. Delivery services subject to *Section 2.203.08.* C. Facilities during construction subject to *Section 2.203.10.* D. Temporary outdoor marketing and special events subject to *Section 2.203.19.*	Differences from CG zone: • Allows Craft industries as a special use (like DDC) • Leaves out complementary residential use since it is unnecessary with residential uses allowed outright
2.117.04 Conditional Uses The following uses may be permitted in the MUV zone	Same language as CG

Proposed Language	**Commentary**
subject to the applicable development standards of the *WDO* and the conditions of conditional use approval:	
A. Retail Trade 1. Motor vehicle and parts dealers, EXCEPT automotive parts without installation, lawfully existing as of [adoption date of new zone]. 2. Tractor and heavy equipment dealers lawfully existing as of [adoption date of new zone]. 3. Gasoline stations lawfully existing as of [adoption date of new zone]. 4. Manufactured (mobile) home dealers lawfully existing as of [adoption date of new zone].	The uses under this heading are all land extensive retail uses. Existing uses are allowed to remain as conditional uses (as they are in the CG zone), but no new uses in these categories may be established in the zone. Used merchandise stores, which were conditional in CG, are permitted outright in the new zone.
B. Transportation & Warehousing 1. Taxi service lawfully existing as of [adoption date of new zone]. 2. Limousine service lawfully existing as of [adoption date of new zone]. 3. School transportation lawfully existing as of [adoption date of new zone]. 4. Charter bus service lawfully existing as of [adoption date of new zone]. 5. Special needs transportation lawfully existing as of [adoption date of new zone]. 6. Motor vehicle towing lawfully existing as of [adoption date of new zone]. 7. Self- and mini-storage lawfully existing as of [adoption date of new zone].	The uses under this heading are all land extensive and not pedestrian-friendly. Existing uses are allowed to remain as conditional uses (as they are in the CG zone), but no new uses in these categories may be established in the zone. Urban transit system (48511) and Interurban and rural transit (4852) are no longer conditional uses – facilities serving passengers (transit stops and stations) are permitted outright, but maintenance and other non-customer facilities for transit are not permitted in the new zone.
C. Finance and Insurance 1. Check cashing, pay day loans and cash transfer establishments, other than banks.	Check cashing, etc. treated the same as in CG; pawn shops permitted outright rather than conditionally.
E. Health Care and Social Services 1. Ambulance service lawfully existing as of [adoption date of new zone].	Prohibits new ambulance services (land intensive and not pedestrian-friendly).
F. Accommodations and Food Service 1. Recreational vehicle parks lawfully existing as of [adoption date of new zone].	Prohibits new RV parks (land intensive and not pedestrian-friendly).
G. Other Services 1. Automotive maintenance lawfully existing as of [adoption date of new zone]. This use is allowed only when located entirely within an enclosed building, except for short-term outdoor parking of vehicles waiting for service. 2. Commercial and industrial equipment repair lawfully existing as of [adoption date of new zone]. 3. Linen supply lawfully existing as of [adoption date of new zone].	Home goods repair (8114) EXCEPT upholstery (81142) and leather repair (81143) is a permitted use rather than a conditional use. Uses under this heading are allowed to continue as conditional uses if already legally established, but new uses in these categories are not permitted.
H. Government and public utility buildings and structures EXCEPT uses permitted in *Section 2.117.01* and	Same as CG

<table>
<tr><th>Proposed Language</th><th>Commentary</th></tr>
<tr><td>telecommunications facilities subject to Section 2.204.03.</td><td></td></tr>
<tr><td><u>2.117.05 Accessory Uses</u>
The following uses are permitted as accessory uses subject to Sections 2.202 and 2.203.
A. Fence or free standing wall.
B. Accessory building.</td><td>Same language as CG</td></tr>
<tr><td><u>2.117.06 Dimensional Standards</u>
The following dimensional standards shall be the minimum requirements for all development in the MUV zone.</td><td></td></tr>
<tr><td>A. Lot Standards.
In the MUV zone the lot area shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.</td><td>Same standard as the CG zone, but wording is slightly different.</td></tr>
<tr><td>B. Building Height.
The maximum height of buildings shall not exceed 70 feet, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall not exceed 100 feet.</td><td>Same standard as in CG outside the Gateway subdistrict</td></tr>
<tr><td>C. Setback and Buffer Standards.</td><td></td></tr>
<tr><td>1. Minimum Front Setback and Setback Abutting a Street.
There shall be no minimum building setback abutting a street in excess of any Special Setback, Section 3.103.05.</td><td>Reduces minimum front setbacks from 15’ to 0’.</td></tr>
<tr><td>2. Maximum Front Setback and Setback Abutting a Street.
The maximum setback abutting a Major Arterial street should be 15 feet plus any Special Setback, Section 3.103.05.</td><td>Establishes a recommended (not required) maximum front setback of 15’.</td></tr>
<tr><td>3. Minimum Interior Side and Rear Setbacks:
a. Development in the MUV zone shall be subject to the setback and buffer requirements of Table 2.1.XX.
<table>
<tr><td colspan="4">TABLE 2.1.XX.</td></tr>
<tr><td>Abutting Property</td><td>Landscaping</td><td>Wall</td><td>Interior Setback</td></tr>
<tr><td>RS, R1S, or RM zone</td><td>There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.</td><td>Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height.</td><td>10 ft.</td></tr>
<tr><td>MUV, CO, CG, DDC,</td><td>There is no buffer yard landscaping</td><td>Alternative A:</td><td>Alternative A:</td></tr>
</table></td><td>Same as CG zone.</td></tr>
</table>

Proposed Language				Commentary
NNC, P/SP, IP, SWIR or IL zone	requirement for an interior yard abutting a buffer wall.	Wall requirements shall be determined in conjunction with the applicable Design Review process. Alternative B: No wall required.	5 ft. Alternative B: Zero setback abutting a building wall.	
b. The minimum building setback from a private access easement shall be 5 feet.				Same language as in the CG zone.
3. In addition to subsections 1 and 2 above, setbacks and buffers are subject to the design guidelines of *Section 3.107.06.*				Sub-section 3 would apply existing guidelines for maximum setbacks to yards abutting side streets where sub-section 2 does not apply.
2.117.07 Development Standards				
A. Applicability				
1. Multiple-family dwellings shall be subject to the design standards or guidelines of *Section 3.107.05* unless the multiple-family dwellings are built as part of a vertical mixed use development.				This is generally consistent with how medium density / multi-family residential is treated in other zones, including DDC and the downtown Gateway subdistrict of CG. Stand-alone residential uses in the new zone would not have to meet the same site development or building design standards as non-residential uses, which may be appropriate for the residential uses, but could disrupt the pattern of development along the corridor.
2. All development EXCEPT that described in *Section 2.117.07.A.1* shall be subject to the architectural design standards or guidelines of *Section 3.107.10*.				References a new set of design guidelines and standards applicable to the new zone.
3. The change or expansion of an existing use on a non-conforming site shall be subject to *Section 1.104.02* EXCEPT that any change or expansion of an existing use that cannot meet the Design Guidelines and Standards of *Section 3.107.10.B*, subsections 3 through 5, may be approved provided that it does not make the development more nonconforming with respect to these standards.				This section is intended to allow proposals for partial redevelopment of an existing non-conforming site to move towards compliance with these standards rather than having to bring the full site into compliance, which could require tearing down an existing building.
B. Off Street Parking. All parking and access standards of *Sections 3.104* and *3.105* shall apply.				Applies parking and access standards (same as in CG zone).
C. Signs. Signs shall be subject to *Section 3.110.10D.*				Makes new zone subject to same sign regulations as DDC and NNC (Table 3.110.10D)

Proposed Language	Commentary
	rather than CG standards (Table 3.110.10B). This effectively prohibits pole signs.
D. Street and sidewalk improvements.	
1. The street frontage abutting a city street of a subject property shall be improved with sidewalks and street trees as required by *Section 3.101*. Sidewalks and trees shall be installed by the property owner to the standards of *Section 3.101* and *3.106*. The improvement shall be determined at the time of subdivision, PUD or design review as applicable.	Similar to existing regulations in the CG, property owners are required install sidewalks and street trees on city streets unless they obtain an exception under *Section 5.103.12*. They can also file a Performance Guarantee with the City Administrator as a commitment to construct the require improvements in the future under *Section 4.102.07.* Note that frontage improvements are now included in a separate section – See Additional Proposed Code Amendments in the next section.
E. Property Disposition. All uses shall be established and conducted on lots of record, as defined by *Section 1.102* and developed to the public facility and access standards of *Sections 3.101, 3.102 and 3.104*. 1. New lots of record shall be subject to the following standards and procedures: a. Partitions, *Section 3.108*; b. Subdivisions, *Section 3.108*; or c. Planned Unit Development *Section 3.109*. 2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures: a. Property Line Adjustment, *Section 5.101.07*. b. Replatting, *Section 3.108*. c. Vacation, applicable Oregon Revised Statutes.	Standard language (same as CG).

Proposed New Zone Design Standards

3.107.10 Guidelines and Standards for Non-Residential and Mixed Use Structures in the MUV zone	Design standards for the new zone will be located in Section 3.107. The City is moving towards consolidating all design standards in this section rather than including them in the individual zones. As part of the on-going comprehensive code update, the City may wish to reorder the sections of 3.107 so that this section follows 3.107.07.
A. Applicability. The following design guidelines and standards shall be applicable to all buildings in the Mixed Use Village (MUV) zone that include a non-residential use, whether or not residential uses are included in the structure.	Buildings that are exclusively residential are subject to Section 3.107.05, but mixed use buildings with a residential component are subject to this section.

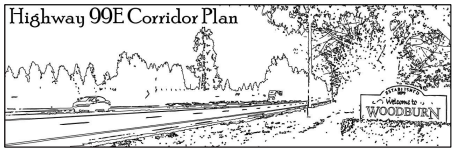
B. Site Development Standards.	
1. The primary building entrance ***shall*** be oriented toward the street, toward a side yard, or any angle in between. For the purposes of this section, the "primary building entrance" is the main public entrance to the building. In the case where no public entrance exists, the "primary building entrance" is the main employee entrance. Where there are multiple buildings on a lot, all buildings ***shall*** comply with this standard.	Requires the primary entrance to face the street or to the side – allows flexibility for development to put parking beside the building. There are currently no requirements or guidelines related to building entrance orientation in the CG zone or applicable design guidelines.
2. Buildings ***should*** occupy a minimum of 50 percent of all street frontages along public streets. Buildings ***should*** be located at public street intersections.	Suggests (but does not require) that buildings occupy a majority of the street frontage and locate near the intersection for corner lots. (Same language as *3.107.07.B.1.a.*, which applies in DDC and NNC.) Existing building location guidelines applicable to the CG zone (*3.107.07.D*) recommend (but do not require) a maximum setback of 150 feet from a street and building location and orientation that complements abutting development.
3. Parking areas ***shall*** be limited to 50 percent of the street frontage abutting a Major Arterial.	Language is similar to guideline from *3.107.07.B.1.e* (which applies to DDC and NNC), but is stated as a standard (required) and applied along Major Arterials (i.e. 99E). Existing parking location guidelines applicable in the CG zone (*3.107.06.E*) recommend (but do not require) parking between the front of a building and the street be limited to a maximum of 130 feet.
4. Parking areas ***shall not*** be located within a front yard or within a side yard abutting a Major Arterial.	Prohibits parking within the space between the front of the building and the street (regardless whether the "front" faces 99E or a side street). If the "front" is on a side street, parking is also prohibited between the building and 99E. Also requires parking to be set back from the street as far as the building is. This creates an incentive to pull buildings up to the sidewalk, and for development on corner lots to locate buildings at the corner. Currently, in the CG zone, parking is prohibited within a required yard or special setback unless it is adjacent to a wall.
5. All front yards and all side yards abutting a street either ***shall*** be landscaped at a density of one (1) plant unit (PU) per 20 sq. ft., per Table 3.1.5., or ***shall*** be occupied by pedestrian amenities (e.g., plaza, outdoor seating, outdoor	Where buildings are set back from a street, the yard must either be landscaped or provide outdoor seating or other hardscape amenities. Note that there will be no yard if the building is

eating areas).	set at the property line. Existing landscaping standards applicable to the CG zone (*3.106.03.A.2.b*) require landscaping at the same density for all yards abutting a street (including in parking areas), but do not allow for pedestrian amenities as an alternative.
6. On-site pedestrian circulation.	
a. Walkways shall connect all building entrances with adjacent sidewalks and on-site parking areas, and shall connect off-site adjacent uses to the site unless topographic or existing development constraints preclude making certain walkway connections.	This language is stronger than what is currently required for the CG zone.
b. Where walkways cross a parking area or driveway they shall be clearly marked with contrasting paving materials (e.g., light-color concrete inlay between asphalt), which may be part of a raised/hump crossing area. Paint or thermo-plastic striping and similar types of non-permanent applications may be approved for crosswalks not exceeding 24 feet in length.	This language is stronger than what is currently required for the CG zone.
7. Drive through businesses. In addition to the requirements of Section 3.104.02, the following standards shall apply to drive through businesses: a. Drive through windows are prohibited on a building façade that faces Highway 99E. b. Drive-through uses shall be located so that access and egress to the drive-through features are from an on-site drive aisle or other on-site circulation facility, not a public street. c. A maximum of two drive through service lanes shall be permitted between a building façade and a public street right-of-way.	Drive through lanes are treated the same way as parking lots in terms of required screening and landscaping in Section 4.a and 4.b above.
C. Architectural Design Guidelines and Standards.	
1. Street-facing building façades. All street-facing building elevations that are set back 50 feet or less from a public street ***shall*** provide visual interest and avoid blank walls by meeting one or both of subsections a and/or b, below.	Provides two options for buildings to provide visual interest and avoid blank walls. There are existing guidelines applicable to the CG zone related to building façades, described below.
a. A minimum of 40 percent of the ground floor wall area ***shall*** contain windows, display areas, or doorway openings. Windows, display areas, or doorway openings used to meet this standard ***shall*** comply with the following provisions:	Requires a certain ground floor window coverage to create a storefront environment as one option to create visual interest. The provisions 1 through 4 below are intended to ensure that if the storefront environment option is selected, the windows provide views of something interesting from the street. Existing design guidelines applicable in the CG zone recommend (but do not require) that at

	least 30% of the wall surface abutting a street should be glass (*3.107.06.B.2.b.1*).
1) Required window areas ***shall*** be either windows that allow views into working areas or lobbies, pedestrian entrances, or display windows.	Similar language to *2.107.06.D.8.b.1* (DDC zone).
2) Darkly tinted windows and mirrored windows that block two-way visibility ***shall not*** be used to meet this standard.	Similar language to *2.107.06.D.8.b.4* (DDC zone).
3) The sill or lower edge of a window, display area, or doorway used to meet this standard ***shall*** be no more than four feet above grade. Where interior floor levels prohibit such placement, the sill or lower edge must be raised to allow it to be no more than two feet above the finished floor level, up to a maximum height of six feet above grade.	Similar language to *2.107.06.D.8.b.2* (DDC zone)
4) Windows and doorways used to meet this standard ***shall not*** be covered over with paper, boards, or cardboard except during times of construction or remodeling and shall be limited to a period of 120 days unless an extension is otherwise granted by the city manager.	Similar language to *2.107.06.D.6.f* (DDC zone)
5) Ground floor wall area shall be measured from three feet above grade to nine feet above grade the entire width of the street-facing elevation.	Definition of ground floor wall area matches that used in *3.107.07.B.2.b.1.*
b. Building façades that exceed forty (40) feet in length ***shall*** incorporate features to vary the look of the façade at intervals not to exceed forty (40) feet. Such features may include variable planes; projections; bays; dormers; setbacks; canopies; awnings; parapets; and/or changes in the roof line, materials, color, or textures.	Requires architectural features that provide visual interest for façades that do not meet the window coverage standard above. Existing design guidelines applicable in the CG zone (*3.107.07.B.1*) recommend (but do not require) articulation of building façades visible from streets and incorporation of three dimensional design features.
2. All building façades visible from streets and public parking areas that are not subject to subsection 3.107.10.C.1. ***should*** provide façade variations as specified in subsection 3.107.10.C.1.b.	A similar guideline currently exists in the design guidelines applicable to the CG zone. Suggests, but does not require, façade variations for building walls visible from the street if not already required. Applies to building walls visible from a street or parking area but more than 50 feet away from the street.
3. Crime Prevention Through Environmental Design. In order to enhance public safety and provide for "eyes on the street", all buildings that will regularly be occupied ***should*** provide windows that allow a view of the street in all street-facing building elevations.	Encourages (but does not require) windows allowing views of the street from buildings intended for regular human occupancy. This helps create a sense of safety for pedestrians. Windows meeting this guideline would not have to provide views into the building from the street. There is no similar existing guideline or requirement applicable in the CG zone.
4. Weather protection. Weather protection for pedestrians, such as awnings, canopies and arcades ***should*** be provided at building entrances. Weather protection is encouraged	These guidelines and standards are taken from the design guidelines that apply in the DDC and NNC zones. Similar provisions are included in

along building frontages abutting a public sidewalk or a hard-surfaced expansion of a sidewalk, and along building frontages between a building entrance and a public street or access way. Awnings and canopies ***should not*** be back lit. 5. Building materials. Corrugated metal, plywood, sheet press board or vinyl siding ***should*** be used as exterior finish material. Plain concrete block and plain concrete ***should not*** be used as exterior finish material EXCEPT as a foundation material where the foundation material ***should not*** be revealed for more than 2 feet. 6. Roofs and roof lines. EXCEPT in the case of a building entrance feature, roofs ***should*** be designed as an extension of the primary materials used for the building and should respect the building's structural system and architectural style. False fronts and false roofs ***should not*** be used. 7. Roof-mounted equipment. All roof-mounted equipment ***shall*** be screened from view from adjacent public streets. Satellite dishes and other communication equipment ***shall*** be set back or positioned on a roof so that exposure from adjacent public streets is minimized. Solar heating panels ***shall*** be exempt from this guideline.	the design guidelines that apply in the CG and other zones. They are included here for consistency.
D. Parking lot landscaping and screening.	
1. A minimum five-foot landscaped strip ***shall*** be provided between a parking lot or drive through lane and a public sidewalk. This area ***shall*** be landscaped at a minimum planting density of one (1) plant unit (PU) per 20 sq. ft., per Table 3.1.5.	Requires a 5 foot landscaped strip between parking areas, drive through lanes, and sidewalks to buffer the sidewalk somewhat. Existing guidelines and standards applicable in the CG zone prohibit parking within a required setback (15 feet) unless adjacent to a wall, and require screening, but not necessarily from landscaping. A low wall would satisfy both of these existing requirements. This proposed section would require a 5-foot setback with landscaping in all cases.
2. All parking areas and drive through lanes abutting a street ***shall*** provide within the required 5 foot landscaped strip either a 42-inch vertical visual screen from the abutting street grade or a landscaped swale for stormwater management. Acceptable design techniques to provide screening include plant materials; berms; and freestanding, architectural walls with an anti-graffiti finish. All screening ***shall*** comply with clear vision standards, *Section 3.103.10.*	Similar to existing parking lot landscaping standards for CO and CG (*3.106.03.A.2.b.2*), but allows a bioswale in place of screening.
3. Parking areas with more than 10 spaces ***shall*** be divided by landscaped areas or walkways, or by a building or group	Requires medium and large parking areas to be broken up into groups of parking spaces. Same language as *2.107.06.D.13.c* (DDC zone).

of buildings.	There are no existing requirements or guidelines applicable to the CG zone that address layout of the parking lot.
4. Parking lot landscaping shall be subject to the standards of *Section 3.106.03.C.*	Same standards as CG. The referenced section (3.106.03.C.1.a) will need to be updated to include the mixed use zone in the list of zones.
E. Screening Standards.	
1. Outdoor storage and display.	
a. Outdoor storage and display located within 50 feet of a front lot line or a lot line abutting a Major Arterial ***shall*** be screened from view from the adjacent streets by a wall that complies with the standards of sub-section 2.b above, EXCEPT for outdoor displays of merchandise during business hours only that do exceed ten percent of the total retail sales area. Displays of merchandise on public sidewalks may not reduce usable walking area widths to less than six feet.	Requires that any outdoor storage and display within 50 feet of a street be screened with a wall that provides visual interest through architectural features. Exception allows for outdoor retail display during business hours (exception language mirrors 2.107.06.H).
b. Outdoor display and storage located more than 50 feet from a front lot line or a lot line abutting a Major Arterial shall be subject to *Section 3.107.06.F.1.*	References and reiterates existing screening standards for outdoor storage where more than 50 feet from a street
2. Common refuse collection facilities ***shall*** be screened on all sides by an architectural block wall and solid gate, both with an anti-graffiti surface, a minimum of six feet and a maximum of seven feet in height.	Same language as CG.
F. Outdoor Lighting Standards. All outdoor lighting ***shall*** be designed so that: 1. Parking areas are evenly illuminated at ground level at one foot candle; 2. Entrance and loading areas are illuminated at ground level of two foot candles; 3. Illumination does not shine or reflect into any adjacent residentially zoned or used property; and 4. Lighting does not cast a glare onto moving vehicles on any public street.	Same language as in the design guidelines and standards applicable in the CG and other zones.



Additional Proposed and Recommended Code Amendments

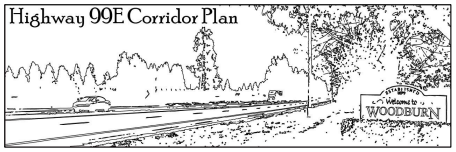
The tables below provide proposed Development Code amendments that implement the preferred Highway 99E concept. Proposed amendments are shown in the applicable code section; language recommended for addition to the code is double underlined and language recommended for removal is ~~struck through~~. The tables in which the amendments are presented include a commentary column explaining the background and rationale for the proposed amendment. Not all recommended amendments are proposed for adoption as part of the Corridor Plan; some proposed amendments are applicable city-wide and are recommended for adoption as part of a later, more comprehensive Development Code update.

Frontage Improvements on Highway 99E

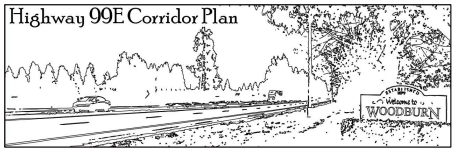
The modifications shown in this section would require developers to construct frontage improvements on Highway 99E (this requirement currently applies only to city streets). These changes are recommended as part of the package of code amendments to implement the Plan at time of adoption. They primarily impact property in Segments 3 and 4 where street frontages are not improved to the adopted standards.

Proposed Amendment	**Commentary**
3.101.02 General Provisions A. The access or driveway, for each lot shall be connected to the existing public street system in compliance with Section 3.104.	No changes proposed to this section. Included for reference.
B. No access permit shall be issued unless the internal street(s), boundary street(s) and connecting street(s) are constructed pursuant to Section 3.101.02.C, UNLESS or until the applicant has obtained an exception as provided in this section.	No changes proposed to this section. Included for reference.
C. Design and Construction Standards. 1. All public streets under the jurisdiction of the City of Woodburn shall comply with the applicable cross section design standards noted in Section 3.101.03 and construction specifications of the Public Works Department. 2. All private streets in manufactured dwelling parks shall comply with applicable City design standards and specifications and state design standards and specifications where state standards and specifications preempt City standards and specifications.	No changes proposed to this section. Included for reference.
D. Street Right of Way and Improvement Standards for Development. Any development subject to an access permit, Section 3.104, shall be responsible for adequate street rights of way and improvements. The standards of Section 3.101.02.D may only be modified subject to the approval of an exception, Section 5.103.12. In no instance may standards be reduced below specified minimum, non-variable standards. 1. Connecting Street Standards. (Figure 6.12) a. Right of Way Standard. The full right of way for the subject street classification, Section 3.101.03, shall be required for a	No changes proposed to this section. Included for reference.

Proposed Amendment	Commentary
connecting street segment without an approved exception or variance. The minimum connecting street right of way shall be sufficient to accommodate the connecting street improvement standard in Section 3.102.D.1.b. below. b. Street Improvement Standard. The full street improvement for the subject street classification, Section 3.101.03, shall be provided for a connecting street segment without an approved exception. The minimum connecting street improvement standard shall be equivalent to: 1) One, 10 foot wide travel lane in each direction, in addition to the required curbs, where the classification specifies a maximum standard of two travel lanes; 2) Required drainage facilities; 3) The pedestrian and bikeway facilities located on one side of the street that comply with the standards for the subject street classification. In locations where the street classification specifies a maximum standard of two travel lanes, the connecting segment on the side with the pedestrian/bikeway facilities shall be completed to standards, including the landscaped parkway strip. 2. Boundary Street Standard. (Figure 6.12) a. Right of Way Standard. The full right of way for the subject street classification, Section 3.101.03, shall be required for a boundary street without an approved exception. The minimum standard for a boundary street right of way shall be no less than the width necessary to accommodate the boundary street improvement standard. b. Street Improvement Standard. The full street improvement for the subject street classification, Section 3.101.03, shall be provided for a boundary street without an approved exception. The minimum boundary street improvement standard shall be equivalent to: 1) One, 10 foot wide travel lane in each direction, in addition to the required curbs in each direction where the classification specifies a maximum standard of two travel lanes; 2) Required drainage facilities; and 3) In addition to the improvements cited in 1) above, the full improvement of the street from the center line to the boundary of the subject property plus any center turn lane as described for the street classification. 3. Internal Street Standards. (Figure 6.12) a. All public streets within a development shall comply with the full right of way and improvement standards of Section 3.101.03 without an approved variance. b. All private park streets permitted in manufactured dwelling	



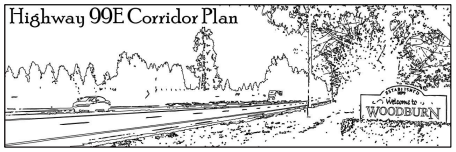
Proposed Amendment	Commentary
parks shall comply with the full requirements of Section 2.203.15, as set by statute.	
E. Highway 99E Frontage Improvements. 1. Street frontage on Highway 99E shall be improved with sidewalks and street trees as specified in the Highway 99E Corridor Plan. 2. Highway 99E frontage improvements shall be coordinated with and approved by the City Engineer and ODOT. 3. Street Trees on Highway 99E: a. Must be of a species and variety acceptable to ODOT. b. Are prohibited within 250 feet of a rail crossing. Any street vegetation within 250 feet of a crossing is limited to ground cover only, standing no higher than 3 feet at maturity. 4. Right of way consistent with the Highway 99E Corridor Plan shall be dedicated to ODOT at time of development.	Requires sidewalks and street trees for development along 99E. Also requires dedication of right of way at time of development. Existing regulations do not require full street improvements or right-of-way dedication for streets that are not under city jurisdiction (e.g. 99E). Note: subsequent subsections will need to be renumbered.



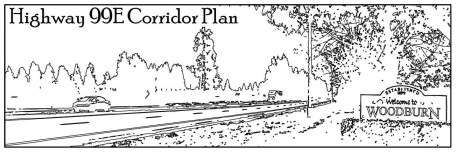
Special Setbacks on Highway 99E

The changes shown in this section reflect the cross-section widths for Highway 99E adopted as part of the Highway 99E Corridor Plan to avoid requiring a greater undevelopable setback area on private property than is needed based on the planned highway cross-sections.

Proposed Amendment	**Commentary**
3.103 Setback, Open Space and Lot Standards, Generally **3.103.05 Special Street Setbacks** A. Purpose. The special setbacks in this ***Section*** are based upon the functional classification of streets and roads described in the Woodburn Transportation System Plan (WTSP). The purpose of these special setbacks is to provide for adequate air movement, solar access, visibility, aesthetics and compliance with the development standards of the ***WDO*** when a major street is improved.	Existing language included for reference (no changes to this part proposed).
B. Setback Requirements. Required setbacks adjacent to a street shall be in addition to the special setbacks required in this Section. The special setback distances shall be measured at right angles to the center line of the original street right of way.	Existing language included for reference (no changes to this part proposed).
C. Special Provisions. Buildings, structures and paved surfaces shall not be located within the special setbacks EXCEPT as specifically provided for in the ***WDO***. Any portion of a building or structure lawfully established within a special street setback prior to date of the ***WDO*** shall be considered a nonconforming structure.	Existing language included for reference (no changes to this part proposed).
D. Special Setback Standards. Special setback standards by street classification are established in ***Table 3.1.1***. The special setback standards shall be applied to streets within the City of Woodburn as functionally classified in the Woodburn Transportation System Plan. **TABLE 3.1.1 Special Setback Standards by Street Classification** **WTSP Functional** | **Special Setback from**	Special standards specific to the various segments of Highway 99E are incorporated rather than the default 50 feet required for other Major Arterials. This reduces the special setback in Segments 1 and 2 to match the existing right-of-way and in Segment 4 to match the proposed cross-section. Segment 3 remains at 50 feet because the adopted cross-section in that area matches the Major Arterial design standard.



Proposed Amendment		Commentary
Classification	**Center Line**	
Major Arterial (other than Highway 99E)	50 feet	
Highway 99E: MP 30.85 to MP 32.41 (Carl Road to Lincoln Street) MP 32.41 to MP 33.19 (Lincoln Street to 1,150 ft south of Cleveland Street) MP 33.19 to 34.07 (1,150 ft south of Cleveland Street to proposed South UGB)	 45 feet 50 feet 40 feet	
Minor Arterial	37 feet	
Service Collector	36 feet	
Access Street/Commercial Street	33 feet	



Access Management on Highway 99E

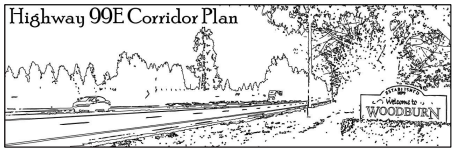
The changes to this section apply special local access management standards to development on Highway 99E through the land use permitting process. These standards supplement, but do not replace, ODOT access spacing standards.

Proposed Amendment	Commentary
3.104 Access **<u>3.104.01 Applicability</u>** A. Street Access Required. 1. Every lot shall have direct access to an abutting public street or to a public street by an irrevocable access easement. 2. Every joint driveway or cross connection between separate lots shall be established by an irrevocable access easement.	Existing language included for reference (no changes to this part proposed).
B. Access to City Streets, Permit Required. 1. A City permit shall be required for any new or modified vehicular access to a street that is under City jurisdiction. The following types of access shall be subject to such a permit: a. Site access to and/or from a City street; b. An extension of an existing City street; or c. A new public or private street connecting to a City street. 2. A Traffic Impact Analysis (TIA) may be required by the Public Works Director […] 3. Administration of City access permit standards and guidelines. a. Type I Applications. Development subject to one of the following Type I applications: 1) Design Standards for Single Family and Duplex Residential Dwellings , Section 5.101.01; or [Section 3.104.01.B.3(1) as amended by Ordinance No. 2383, '40, passed March 16, 2005.] 2) Access to a City Street, EXCLUDING Major and Minor Arterial Streets, Section 5.101.12 shall be subject to the access standards of this Section and street improvement standards in Section 3.101 EXCEPT when the subject property is bound by the requirements of a precedent land use decision that has not been modified by a subsequent land use decision. b. Type II and III Applications. Development subject to one of the following Type II and III applications: 1) Type II Design Review, Section 5.102.02; 2) Type III Design Review, Section 5.103.02; 3) Access to a City Major or Minor Arterial Street, Section 5.102.04;	Existing language applicable to access to city streets, included for reference (no changes to this part proposed).

Proposed Amendment	Commentary
4) Preliminary Partition Approval, Section 5.102.01; 5) Preliminary PUD Plan Approval, Section 5.103.07; or 6) Preliminary Subdivision Approval, Section 5.103.09 shall be subject to the access standards and guidelines specified in this Section and street improvement standards in Section 3.101 EXCEPT when the subject property is bound by the requirements of a precedent land use decision that has not been modified by a subsequent land use decision. 4. A City access permit shall be subject to the requirements of the WDO and Public Works Department standards.	
C. Access to State Streets, Highways, and Interchanges. 1. Access to a transportation facility under the jurisdiction of the Oregon Department of Transportation (ODOT) shall be subject to the requirements of OAR 734-051. 2. In addition, for development on property abutting Oregon 99E the City shall review the following types of applications for compliance with the requirements of Section 3.104.03.B: 1) Type II Design Review, **Section 5.102.02**; 2) Type III Design Review, **Section 5.103.02**; 3) Preliminary Partition Approval, **Section 5.102.01**; 4) Preliminary PUD Plan Approval, **Section 5.103.07**; 5) Preliminary Subdivision Approval, **Section 5.103.09.**	New text would require the City to review Type II and III applications abutting 99E for compliance with new local access standards during site plan review or the regular local land use permitting process.
3.104.03 Driveway Access Guidelines, Type II and III Applications A. Guidelines for the Number and Location of Driveways, Type II and Type III Applications. 1. The number of driveway accesses should be minimized based on overall site design, including consideration of: a. The function classification of abutting streets; b. The on-site access pattern, including cross connected parking and circulation, joint access, turnarounds and building orientation; c. The access needs of the use in terms of volume, intensity and duration characteristics of trip generation. 2. Joint/Shared Access. a. Partition lots. All lots created by a partition that access a Major or Minor Arterial street should be accessed via a single, shared driveway with an on-site turnaround, UNLESS otherwise required by ***Section 3.104.05.*** b. The lot and street layout in a subdivision or PUD should be	Existing language applicable to access to city streets, included for reference (no changes to this part proposed).

Proposed Amendment	Commentary
configured so that lots abutting a major street have access to a local street. Where the layout necessitates access to a major street, access for abutting lots should be shared and provided with an on-site turnaround, UNLESS otherwise required by ***Section 3.104.05.*** c. Medium density residential, commercial, industrial uses and other development subject to Type II or III Design Review located on the same lot, or on abutting lots, that abut a Major Arterial, Minor Arterial, or Service Collector should be designed to share access to those major streets. A minimum of two vehicular accesses shall be provided in developments with eleven (11) or more medium density residential dwelling or living units. d. Shared/Joint Access Agreements. Shared and/or joint access agreements serving properties under separate ownership shall be subject to legal documentation, to the satisfaction of the City Attorney, establishing permanent use of the access. The agreement shall be recorded with the County Recorder and filed with the Community Development Director. 3. Cross Connections. a. All uses sited on one lot should have common, and/or interconnected, off street parking and circulation facilities. b. Similar, and/or compatible, uses on abutting lots should have interconnected on-site access and parking facilities. Such shared facilities serving properties under separate ownership shall be subject to legal documentation, to the satisfaction of the City Attorney, establishing permanent use of the access and parking facilities. The agreement shall be recorded with the County Recorder and filed with the Community Development Director. 4. Access to lots with multiple street frontages should be from the abutting street(s) with the lowest functional classification. 5. Dysfunctional or unused driveways should be closed.	
B. Access requirements for property abutting Oregon 99E. 1. The number of driveways to Oregon 99E shall be minimized, consistent with OAR 734-051. 2. All uses sited on one lot shall have common and/or interconnected off street parking and circulation facilities. 3. Similar and/or compatible uses on abutting lots shall have interconnected and/or shared on-site access and parking facilities where feasible. Such shared facilities serving properties under	Establishes local requirements related to access applicable to property abutting 99E. As described above, the city will review Type II and III land use applications for property abutting 99E for compliance with the standards. An ODOT access permit is still required.

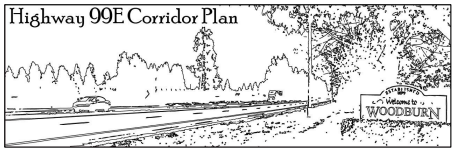
Proposed Amendment	Commentary
separate ownership shall be subject to legal documentation, to the satisfaction of the City Attorney, establishing permanent use of the access and parking facilities. The agreement shall be recorded with the County Recorder and filed with the Community Development Director. 4. Access to lots with multiple street frontages shall include access from the abutting street(s) with the lowest functional classification. 5. Access driveways shall be located to avoid or minimize conflicts between entering and exiting vehicles from opposing driveways. 6. Prior to issuance of building permits, an access permit shall be obtained from ODOT for access to Oregon 99E.	
~~B~~.C. Driveway Spacing Guidelines, Type II and III Applications. The minimum separation of a driveway from: a) the special setback of a parallel major street, b) the right of way of a parallel local street, or c) from another driveway should be as follows. 1. Major Arterial Street: 300 feet; 2. Minor Arterial Street: 245 feet; and 3. Service Collector, Access or Local Street: 50 feet EXCEPT where pre-existing conditions preclude such separation the separation should be maximized.	No change to this section except for numbering. Applies only to city streets.



Enhanced Walkway Standards for all Non-Residential Structures

These modifications are recommended, but are not proposed for adoption as part of the Highway 99E Corridor Plan because they would affect property throughout the city. It is recommended that the City consider adopting these or similar amendments through the citywide code update that is taking place concurrently with the development of the Corridor Plan.

3.107.06 Guidelines and Standards for Non-Residential Structures in RS, R1S, RM, CO, CG and P/SP Zones […] C. Site and Building Access Guidelines. 1. Access to and from the site and circulation within the site ~~***should*** separate facilities for cars, trucks and transit from those ~~for~~ shall accommodate bicycles and pedestrians. a. Walkways shall connect all building entrances and on-site parking areas, and shall connect off-site adjacent uses to the site unless topographic or existing development constraints preclude making certain walkway connections. b. Where walkways cross a parking area or driveway they shall be clearly marked with contrasting paving materials (e.g., light-color concrete inlay between asphalt), which may be part of a raised/hump crossing area. Paint or thermo-plastic striping and similar types of non-permanent applications may be approved for crosswalks not exceeding 24 feet in length. c. On-site bicycle parking shall meet the requirements of Section 3.105.02.H.10 d. Where bicycle and pedestrian facilities cannot be provided as part of required street improvements, due to existing development, environmental constraints, or where streets have been stubbed or cul-de-saced, pedestrian and bicycle connections may still be required.	Existing text is ambiguous on how pedestrian and bicycle facilities should be separated from other modes of transportation. Recommended modifications address pedestrian circulation, requiring on-site pedestrian connections to and from building entrances and walkways that are marked or distinguished by contrasting paving materials where pedestrians may come into conflict with motorists. Recommended text is loosely based on the Model Code, 3.1 Access and Circulation. *NOTE: Need to add the following to the Definitions:* *Sidewalk. A paved walkway within a street right-of-way improved to city standards, or to other roadway authority standards, as applicable.* *Walkway. A facility that provides pedestrian connectivity within the site and to destinations adjacent to the site and that may or may not be part of the street right-of-way.* Specific opportunity locations have been identified for bicycle and pedestrian access.

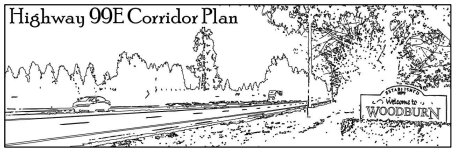


Enhanced Parking Lot Buffering Standards for All Properties in CO and CG Zones

These modifications are recommended, but are not proposed for adoption as part of the Highway 99E Corridor Plan because they would affect property throughout the city. However, it is recommended that the city consider adopting these or similar amendments through the citywide code update that is taking place concurrently with the development of the Corridor Plan.

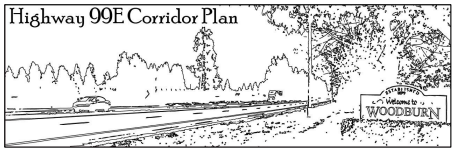
3.106.03 Landscaping Standards A. Streetscape. 1. Street Trees. Within the public street right of way abutting a development, or within an alley right of way in the DDC zone, street trees shall be planted to City standards prior to final occupancy. a. Acceptable Types of Trees. See ***Section 6.103*** for a description of acceptable and unacceptable trees for this purpose, classified by size and species. b. Tree Density. Trees shall be planted at the following intervals within the right of way, subject to Clear Vision Area standards, ***Section 3.103.10 and Section 6.103***: 1) Four (4) small trees per 100 feet of street frontage; 2) Three (3) medium trees per 100 feet of street frontage; or 3) Two (2) large trees per 100 feet of street frontage. 2. Front Yard and Yard Abutting a Street. a. Landscaping Density for non-residential uses in the RS and R1S zone and all uses in the RM, P/SP, IL, IP, and SWIR zones. All front yards and yards abutting a street shall be landscaped at a density of one (1) plant unit (PU) per 20 sq. ft. b. Landscaping Design and Density in CO and CG zones. 1) All yards abutting a street, including off street parking and circulation areas shall be landscaped at a density of one (1) plant unit (PU) per 20 sq. ft. 2) All parking areas abutting a street shall provide a 42-inch vertical visual screen from the abutting street grade. Acceptable design techniques to provide the screening include plant materials; berms; freestanding, architectural walls with an anti-graffiti finish, depressed grade for the parking area. All	

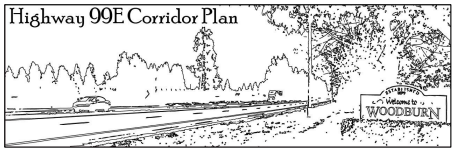
screening shall comply with the clear vision standards, ***Section3.103.10.*** 3) All parking areas abutting a street where street trees meeting the standards of subsection 1 above have not been provided within the public street right of way shall provide trees between the street and the parking area. Such trees shall conform to the street tree standards of subsection 1, above. […]	Require trees between areas used for parking and sidewalk where there are no street trees



Appendix D:
Typical Development Footprints and Parking Requirements

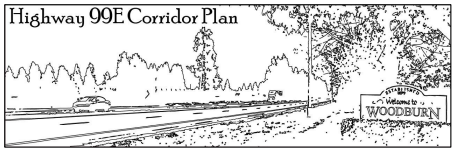
Highway 99E Corridor Plan



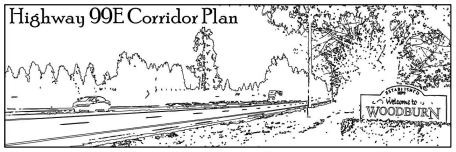


The table below illustrates the typical building size and parking requirements for a variety of commercial uses that could locate within the proposed new zone or along the Highway 99E corridor. This information is provided to illustrate what types of businesses could potentially locate along the corridor and what size sites might be needed to accommodate such businesses.

Business	**Typical building size in square feet (low/average)**	**Parking spaces required (approx)**	**Estimated minimum site size needed (acres)**	**Typical building size in square feet (high)**	**Parking spaces required (approx)**	**Estimated minimum site size needed (acres)**
Walmart	108,000	432	6.93			
Fred Meyer	76,600	306	4.91	145,000	580	9.30
Kohl's	60,000	240	3.85	90,000	360	5.77
Large supermarket	40,000	160	2.57	60,000	240	3.85
Whole Foods	38,000	152	2.44			
8-screen movie theater	18,000	200	2.40			
Home centers (home improvement stores)	14,000	16	0.51	100,000	111	3.60
Office Depot	14,000	56	0.90	26,000	104	1.67
Best Buy	14,000	56	0.90			
Drugstore (Rite Aid, CVS, Walgreens)	11,000	44	0.71	13,000	52	0.83
Neighborhood grocery store	10,000	40	0.64			
Retail hardware store	8,500	9	0.30			
Chili's Restaurant	6,000	40	0.54			
Napa Auto Parts store or similar retail	5,000	20	0.32	7,000	28	0.45
Bank branch	4,000	11	0.21			
Panera Bread Café and Bakery (Paradise Bakery)	3,300	27	0.35	6,000	40	0.54
Payless Shoes	3,200	13	0.21	4,200	17	0.27
McDonald's	3,000	25	0.32	4,000	30	0.39
Single-brand clothing stores	2,800	11	0.18	9,000	36	0.58

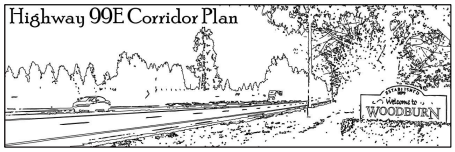


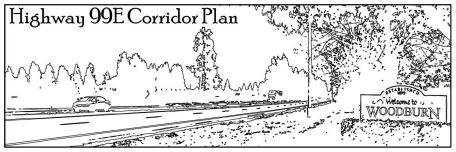
Business	Typical building size in square feet (low/average)	Parking spaces required (approx)	Estimated minimum site size needed (acres)	Typical building size in square feet (high)	Parking spaces required (approx)	Estimated minimum site size needed (acres)
Convenience store (7-11, AM/PM)	2,400	10	0.16	3,000	12	0.19
"Main Street" retail (shops)	2,000	8	0.13			
Jewelers	1,700	7	0.11	4,400	18	0.29
Restaurants and cafes	1,500	18	0.21	5,000	35	0.47
GameStop	1,400	6	0.09			
Professional offices	1,000	3	0.05	10,000	29	0.53
Nail / hair / beauty salon	1,000	4	0.06	2,000	6	0.11
Bakery	600	1	0.02	2,120	3	0.08
Coffee shop	600	13	0.14	1,600	18	0.22



Appendix E:
Access Management Tools

Highway 99E Corridor Plan



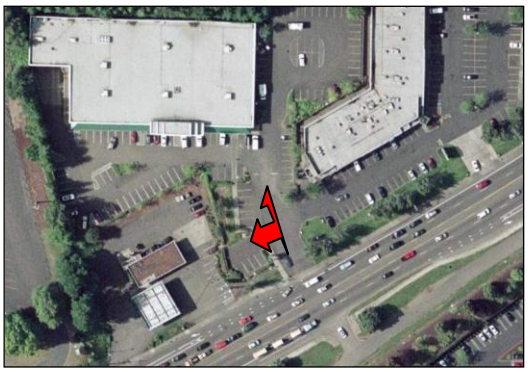


To help implement the access management objectives and actions described, a collection of potential mitigation tools and measures has been provided below. While not all applications will be appropriate for various portions of the study area, this list will provide a menu of options for consideration.

Shared/Consolidated Access Points

A common method of reducing approach density is to eliminate multiple approaches to a single property where feasible. This can be done where it has been determined that the property can adequately be served with fewer approaches than it currently maintains. However, where existing site circulation or building locations create a dependency for the pre-existing highway access, the ability to change site access may require total or partial site redevelopment.

Sharing an approach to the highway is a means of consolidating approaches while providing direct access to properties that might not otherwise have it. This tool is most advantageous when applied between two "landlocked" properties that have no other means of reasonable access than to the highway. Such properties would typically be provided their own approach. However, when a shared approach can be arranged, the end result is only one approach to the highway rather than two.



Because such arrangements require the establishment of access easements, which represent an encumbrance on the property, this can be a difficult tool to apply. Also, because easements can be voided later by the property owners, the long-term success of these arrangements is uncertain. Because of this, it is often easiest to establish shared approaches where the local development code enables that requirement and it can be made a condition of approval. However, care should be taken to ensure adjacent land uses are compatible and that safe vehicular circulation can be provided.

Inter-parcel Circulation

When access is provided to allow vehicles to pass between adjacent properties without using the highway, unnecessary conflicts are removed. Vehicles using the highway for cross-circulation between adjacent properties can be particularly hazardous as such drivers often drive the wrong way in travel lanes and utilize very small gaps in traffic because they perceive that they will only be on the highway for a short time.

Similar to the establishment of shared approaches, the provision of cross-circulation requires the establishment of access easements between properties and can therefore be difficult to achieve. Because such arrangements affect site circulation, the requirement for cross-circulation is best applied during design review for new developments.

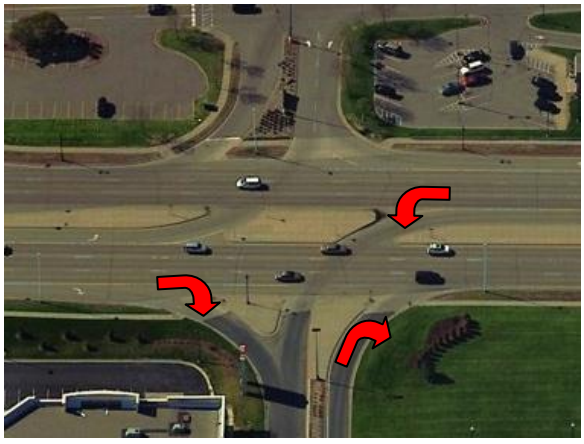
When locating and designing inter-parcel roadways, consistent treatments should be applied across adjacent properties to facilitate passage over multiple lots. This should include using a consistent roadway width and providing a common alignment where feasible (near the rear of the property away from the highway approaches is generally preferred).

Public Street Connectivity

As a Regional Highway and city arterial, the primary function of Highway 99E is for safe and efficient passage for through traffic. Therefore, where feasible, direct property access should be taken from facilities of a lower classification, such as collectors or local streets. This, in turn, lessens the number of potential conflict points on the highway and moves them to a lower speed, lower volume roadway where they can be more easily accommodated.

This treatment is often a good option for properties that have frontage along an alternate roadway of a lower functional classification. However, where existing site circulation or building locations create a dependency for the pre-existing highway access, the ability to change site access may require total or partial site redevelopment. Also, before access is reestablished to a side street, it should be confirmed that there would be adequate separation between the new driveway and the intersection with the highway to avoid turning conflicts or frequent obstruction by vehicle queues. It should also be verified that the side street intersection with the highway has sufficient capacity to accommodate the added site traffic.

Turning Restrictions



The number of conflict points on the highway introduced by a particular approach can be significantly reduced by restricting turn movements, such as allowing only right-in and right-out movements, allowing only right-in movements, or prohibiting only left-out movements (as shown in graphic).

Such restrictions are commonly applied through the construction of non-traversable median barriers and "pork chop" islands in the approach throat. Due to high violation rates, "pork chop" treatments should only be used in conjunction with median barriers (as

shown in the graphic). Also, the use of pork chop islands to compliment median barriers may allow for smaller median barrier designs – potentially avoiding blockage of nearby approaches.

Frontage and Backage Roads

A frontage road or backage road is a type of service road that runs parallel to a major roadway and provides alternative access to properties. Where the service road runs between the major roadway and the abutting development, it is commonly referred to as a frontage road. However, when the service road runs behind the abutting development, it is referred to as a backage road. These roads may be either under public or private ownership. When under private ownership, care should be taken to ensure the road will be adequately maintained and available for public use at all times.

Direct property access is provided along the frontage or backage road, rather than from the major roadway. This allows the major roadway to better serve through traffic with fewer disruptions, while the ingress and egress for abutting properties can occur from a lower-speed, lower-volume facility. A key element in frontage/ backage road planning is the design and location of connections to and from the major roadway or side streets.

Frontage and backage roads must be designed to accommodate emergency vehicles and large trucks. The location of the frontage or backage road with respect to other public roadways and individual site development features may impact whether or not sidewalks are needed on both sides of the roadway or just on one side and may alter the buffer requirements. Decisions regarding the final required cross section for frontage and backage roads can be made through development review. Given the constrained nature of the commercial corridor along Highway 99E, the application of frontage and backage roads may be more applicable at the north and south ends of the corridor.