



# Town Center Plan

## 2020 - 2040

**Draft Version for City Council Review - April 13, 2021**





# EXECUTIVE SUMMARY

“Place refers to our surroundings. The environment in which we exist. More than a location, but the nature of that location. Place is powerful and it shapes us. All of our senses have the ability to change the way we feel, the way we act, to add or detract from our lives. But place trumps all of that. In one single place, we can hear sounds that cheer us up, smell something that makes our mouth water, see something that takes our breath away, feel a sense of connectedness and belonging.”

— Jeff Siegler



by 2040, the Troutdale Town Center will preserve its small-town feel while becoming the most vibrant, scenic, and historic hub in the region;

where families thrive,  
businesses prosper,  
and visitors return.



## WHAT IS THE TOWN CENTER PLAN?

The **Town Center Plan** is a guiding document designed to help plan for the next 20 years of future physical, social, and economic growth in the historic heart of Troutdale, Oregon.

The original Town Center Plan was adopted in 1998 and set the tone for the first generation of intentional development and investment in the Town Center District, comprised of downtown and surrounding neighborhoods. Those efforts have helped to establish a sense of place for the community at large and contributed to a small-town feel that is embraced by residents, businesses, and visitors.

Troutdale should now plan for the next generation of growth and opportunity under present and future circumstances which have changed considerably since the original plan was adopted.

The **2020-2040 Town Center Plan** (also referred to as “the Plan”) is the result of a three-year effort by community stakeholders, Staff, and consultants to provide a comprehensive plan to achieve a vision for the Town Center District that is endorsed by community feedback.

The Plan contains detailed content that:

- reviews the history and present status of the District
- documents community feedback
- establishes a vision for the future
- sets expectations for new development
- creates community branding materials and marketing strategies
- informs potential changes to city policies and regulations
- provides an implementation strategy to set ideas into action

## WHERE IS THE TOWN CENTER DISTRICT?

The Town Center District (also referred to as “the Town Center” or simply “the District”) refers to an actual geographic area as defined by the City and Metro, the regional government agency for the Portland metropolitan area. “Downtown” or the “Central Business District” refer to a specific location within the Town Center and are thus not directly interchangeable.

The District includes five distinctive yet interconnected neighborhoods:

**Downtown**, which is the core of the District and includes the commercial businesses along Historic Columbia River Highway and residential properties up to 3rd Street.

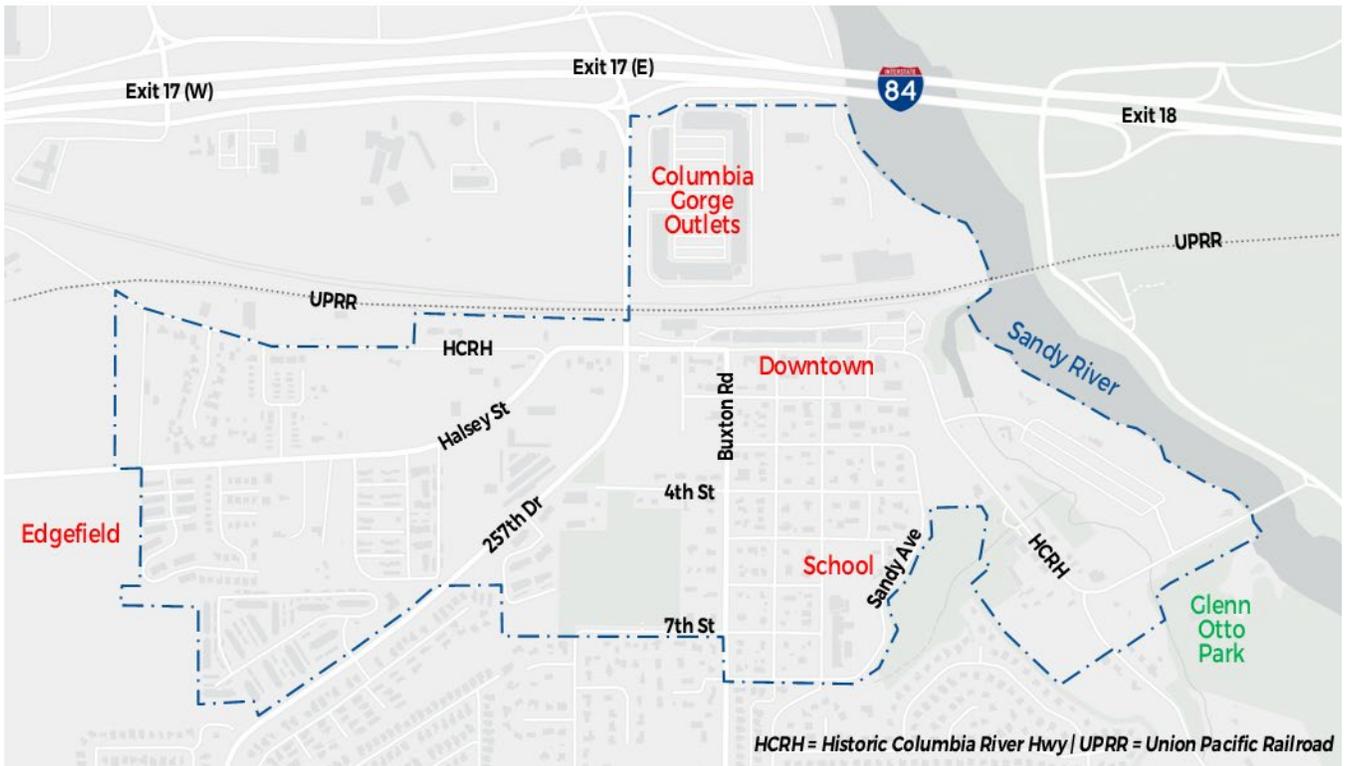
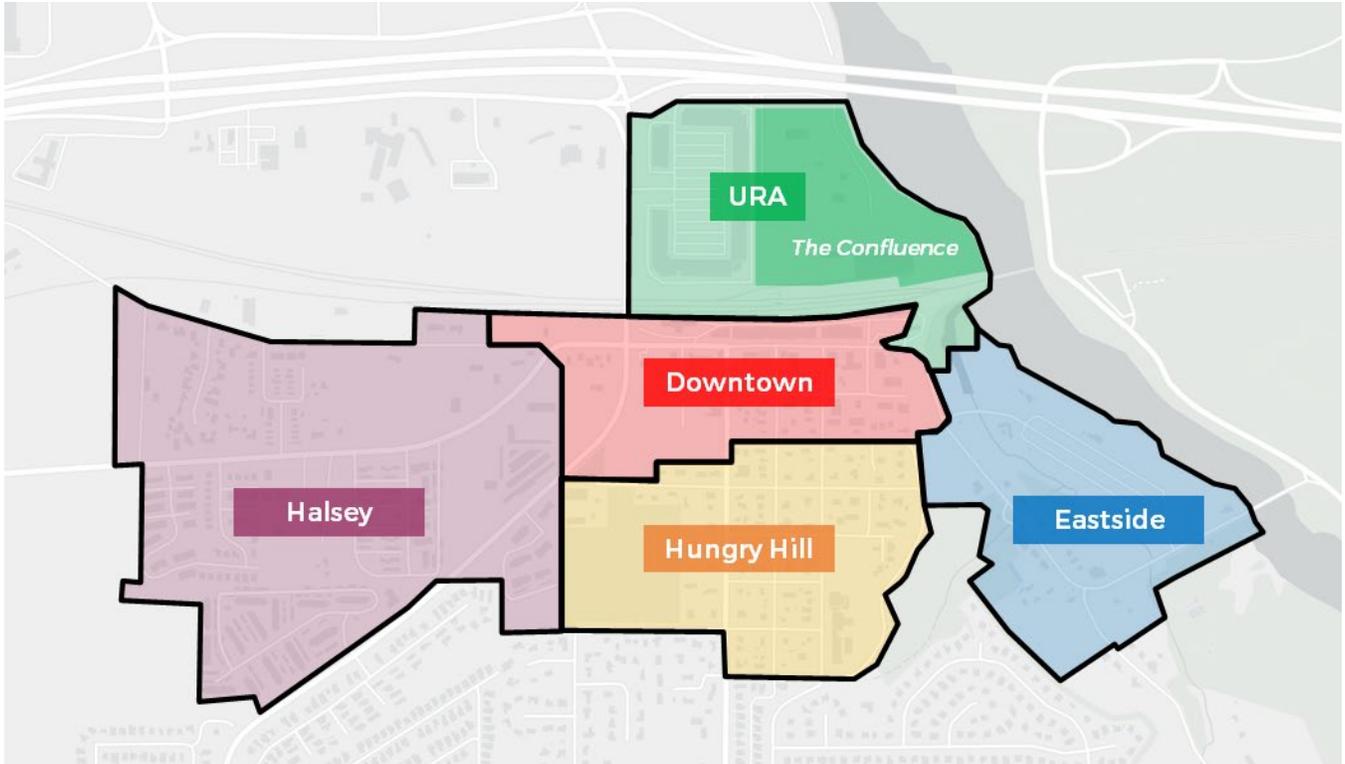
The **Hungry Hill** neighborhood to the south, a residential area which is anchored by Troutdale Elementary School and Helen Althaus Park, located between 3rd Street and 8th Street.

The **Riverside** neighborhood to the east, which stretches to the Sandy River and includes mostly residential properties along Beaver Creek, along with cultural, historic, and recreational amenities.

The **Halsey** neighborhood to the west, which includes residential development along Halsey Street in between Downtown and the Edgefield campus.

The **Urban Renewal Area**, which includes The Confluence site, the Columbia Gorge Outlets, and Depot Park. **The Confluence** site is the largest developable area in the District and will play a critical role in the long-term success of the Town Center and the City itself.





## WHAT IS IN THE PLAN?

This Plan is more than just a typical district or neighborhood plan.

The Town Center Plan not only considers development potential for properties or improvements to infrastructure but also considers how socioeconomic factors and future trends may affect those changes. It also provides strategies to improve civic pride and sense of place through branding and marketing strategies. Lastly, the Plan includes implementation strategies and actions that stakeholders can consider and apply to fulfill the Town Center Vision.

The Plan is organized into three main chapters:

**1 - The Past & Present** chapter inventories the story of how the District came to be in its state in 2020. It also documents public outreach efforts to capture community feedback which helped to form the Town Center Vision and set the course for the other two chapters of this Plan.:

**2 - The Future** chapter pivots to a discussion on how the community should approach the next 20 years of growth and development for the Town Center. The chapter is comprised of four main sections elements and their components:

- The **Town Center Vision**
- The **Socio-Economic Element**
  - Social considerations
  - Economic considerations
  - Resiliency & Future Trends
- The **Physical Element**
  - Resources component
  - Land Use component
  - Transportation & Mobility component
  - Opportunity Sites & Corridors
- The **Branding and Marketing Element**



**3 - Implementation** provides suggested actions for implementing the Plan into everyday practice not only for the City of Troutdale, but also for stakeholders who hold as much interest in the success of the District as the city government itself. It identifies the leading entity to take on the responsibility and additional stakeholders that are instrumental in helping to fulfill the action. It also addresses the immediate fiscal impact of an action. Actions are listed for the initial five-year period of this Plan, with suggestions for future updates on five-year cycles to refresh action items.

## PLAN DEVELOPMENT

The Town Center Plan project was a three-year planning effort. The **project outline** closely resembles the overall layout of the Plan and generally followed the following timeline:

- Fall 2017 – Council directs Staff to update Plan, establishes Town Center Committee
- Winter-Spring 2018 – Previous planning efforts reviewed
- Summer-Fall 2018 – Public open houses and citizen feedback
- Fall 2018 – Development of Town Center Vision
- Winter-Spring 2019 – Socio-Economic topics
- Summer-Fall 2019 – Physical elements & Opportunity Site planning
- Fall 2019-Winter 2020 – Branding & marketing efforts
- Spring-Summer 2020 – Implementation discussion
- Summer 2020-Winter 2021 – Plan finalization

Initiated by City Council action in 2017, an ad-hoc **Town Center Committee** (also referred to as “the Committee”) was formed to deliver a comprehensive update of the 1998 Town Center Plan. Providing support to the Committee was City of Troutdale Staff from the Community Development Department.

The Committee and Staff also relied on assistance and contributions from public, private, and non-profit **stakeholders** in addition to professional and technical **partners** in the fields of economics, housing, architecture & design, and community branding.

**Public engagement** was solicited largely on several occasions in 2018 and during the branding and marketing efforts in 2019, though a consistent feedback loop was always provided given the nature of planning and the interest in the topic. Several community open houses were held in 2018 and outreach efforts were made at the Troutdale SummerFest in 2018 to solicit community feedback. Over 300 individuals provided a measure of feedback; whether it was a simple suggestion on a comment card or a detailed response to a survey.

The feedback that was most instrumental to the committee was in the form of a SWOT Analysis, which surveyed the Town Center’s strengths, weaknesses, opportunities, and threats.



## **SUMMARY OF FEEDBACK**

### **Small Town Feel**

Overwhelmingly, the greatest strength identified in public engagement was the District's small-town feel, which translated to both the built and human environment. This was attractive to residents, businesses, and visitors alike. People are appreciative of a smaller scale in comparison with surrounding areas, and there is a genuine and understandable worry that future growth and development will radically affect that dynamic.

### **A Pivotal Moment for Downtown**

Several "first generation" businesses who invested in Downtown in the past 20 to 30 years are considering the sale of their buildings or businesses, making way for the possibility of new investment. Public feedback suggests that while many view Downtown with interest and appreciate the aesthetic that has been created, there are concerns about the current and future retail mix of businesses.

### **Feelings of Disconnect**

A troubling bit of feedback was shared that reflected a disconnect between the typical Troutdale resident and the services offered in Downtown. A sizable number of people felt that Downtown was "for the tourists" and not a place that was receptive or interesting to residents and families in particular. Furthermore, younger residents did not feel as connected with the community and often moved to Troutdale more for cost-of-living and less for community attraction. Increased community amenities and things to do were frequently brought up as desired outcomes to improve the District.

### **Bridging Aspiration with Reality**

Of critical concern for the District's long-term viability is the relatively low population density of the district when compared to other town centers in the region. Stakeholders indicated a desire for increased commercial services such as additional food and dining or a grocery store, but those services often require having a critical mass of people close by to sustain their business models.

Simply put, visitors alone cannot make the District more attractive for commercial services, nor will it bridge the disconnect felt by some residents. Residents—existing and new—are needed, too. The ability for the Town Center to accommodate additional people living in the District without fundamentally changing its character is the defining balancing act that this Plan seeks to address.

### **Pride in Place**

Included with that effort is a softer but equally important effort, which is to better connect the Downtown with the rest of the District and the balance of the community itself. Downtown should not be a place only marketed for visitors. It must be a place that current residents wish to go to and new arrivals will want to live near. As a result, businesses will want to set up shop and tourists will want to visit too. Fostering community pride is as important an action as any one development idea or incentive program.

## TOWN CENTER VISION

The Town Center Committee took in hundreds of comments and detailed feedback from dozens of stakeholders to create a unifying **vision statement** for the District:

*By 2040, the Troutdale Town Center will preserve its small-town feel while becoming the most vibrant, scenic, and historic hub in the region; where families thrive, businesses prosper, and visitors return.*



In addition to the Town Center Vision, a series of **guiding statements** will help to provide direction for decisions, projects, ideas, and strategies towards fulfilling the vision. They serve as a reminder for why certain actions are being undertaken and the value that the community sees in it. Each guiding statement directly matches with a Plan component.

- **Social:** The Town Center is a place where all people call live, work, and visit in a safe and accessible manner.
- **Economic:** The Town Center is a place of unique economic prosperity and opportunity due to the high desirability of our area and deep commitment to support local business.
- **Resiliency & Future Trends:** The Town Center is a place that is adaptive, creative, and flexible to address future trends while ensuring the vision remains in place.
- **Resources:** The Town Center is a place that ensures the common good through prudent growth management and preservation of our community resources.
- **Land Use:** The Town Center is a place that will conserve what is good and ensure that future development patterns are complementary to the small town feel and theme.
- **Transportation & Mobility:** The Town Center is a place where a 10-year-old, a 90-year-old, or anyone in between can get around the District in a safe and accessible manner.
- **Opportunity Sites:** The development (or redevelopment) of an opportunity site has a positive impact not only on the site or its surroundings, but on the Town Center as a whole.

## THE SOCIO-ECONOMIC ELEMENT

The Plan considered a multitude of social and economic factors along with considering resiliency and future trends that can affect the Town Center District. Below are some of the key findings.

### Social

- **Youth and Families:** Encourage diversification of businesses, addition of civic uses, and investment in recreational facilities to improve the family-friendliness of the District
- **Seniors and Accessibility:** Promote live-in-place opportunities through expansion of retail and human services in addition to investments in housing, transportation, and ADA compliance.
- **Education:** Expand continuing education possibilities and tie them with entrepreneurship.
- **Housing:** Allow for a range of housing types and price points, but with a preference toward quality and complimentary development while encouraging homeownership and civic pride.
- **Public Safety:** Begin efforts to discourage vagrancy and improve lighting in the District.
- **Hazard Mitigation:** Ensure a safe built environment through enforcing existing codes while promoting best practices in structural siting, material usage, and property upkeep.

### Economic

- **Market Positioning:** Tourism alone will not sustain downtown Troutdale. Downtown must increase attractiveness for residents and nearby residents, particularly east of the Sandy River.
- **Commercial Services:** Diversification of retail is critical, and certain services should be equipped to have both a physical and online presence to succeed.
- **Economic Development:** A program committed to downtown is expected to take a leading role in terms of supporting existing and new businesses.

### Resiliency & Future Trends

- **Demographic Changes:** Troutdale will become more racially diverse over time. The Town Center should strive to remain appealing to all.
- **Affordability and Equity:** The Town Center can provide a balance that allows people of all incomes and socio-economic statuses to live in, work in, and enjoy the district
- **Shared Economy / Micro-Retail:** Flexibilities should be afforded to allow these types of commerce to exist in the District along with standard commercial services.
- **Automation:** Future investments in infrastructure should be flexible and adaptable in considering how automation may change consumer needs or behaviors.
- **Energy Conservation:** Consider financial incentives for new development.
- **Green Infrastructure:** Consider methods to encourage implementation of green infrastructure.
- **Climate Change:** Establish a climate resiliency plan that ties into hazard mitigation plans.

## THE PHYSICAL ELEMENT

Most area plans are focused on the physical element, which contains analysis and ideas on land use and transportation in concert with existing resources. This Plan covers these items and provides several key findings based on the categories below:

### Resources

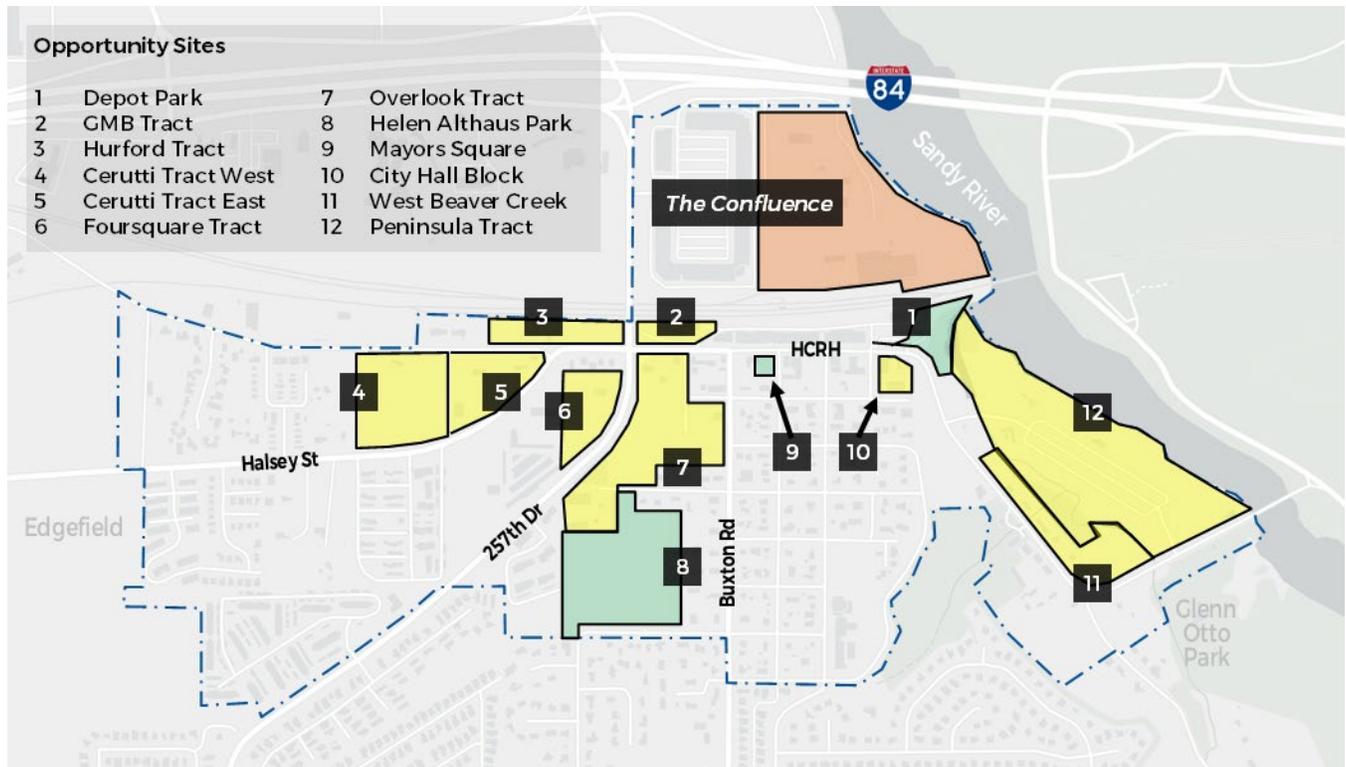
- **Natural Resources and Environment:** The District's natural resources are a major factor in the desirability of the area. The City shall ensure that future development must compliment our natural beauty.
- **Recreation and Open Spaces:** Park investments should be made to increase family-friendly activities while providing resources to also conserve more sensitive natural areas.
- **Public Facilities and Services:** Additional civic uses should be brought into the District, but potentially consolidated to limit costs and improve service delivery.
- **Scenic and Historic Areas:** Troutdale should consider new historic landmark designations, conserving historic resources, and establish viewsheds or easements to protect scenic areas.
- **Community Design and Architecture:** More consistency in design is sought in public areas, along with a higher level of design review and oversight for larger private development.

### Land Use

- **Conservation Areas:** Ensure naturally-constrained areas remain adequately protected while providing potential for development that can respect and enhance these critical sites.
- **Existing Built Environment:** Troutdale's scale and structures contribute to its small-town feel. New development should respect this and seek to blend harmoniously to what's already here.
- **Adaptive Reuse:** Troutdale risks losing places that have contributed to its history. The adaptive reuse of certain buildings may provide authenticity, creativity, and interest to a development.

### Transportation & Mobility

- **Vehicular:** Troutdale will not "declare war" on cars, understanding that private vehicles provide convenience in a suburban community with limited transit options and terrain challenges.
- **Parking & Loading:** Parking problems are not just a supply issue (not enough spaces). Parking demand must be considered as well, with loading areas emerging in importance.
- **Active (Bicycle and Pedestrian):** People are more comfortable with biking and walking when they are separated from traffic in higher-speed corridors.
- **Transit:** Though regional transit is limited; localized "last mile" transit opportunities in the District may emerge to compliment and improve the overall system.
- **Alternative:** The District's size and geography make it worthwhile to consider other ways to get around town, including micro-transit, electric-assisted vehicles, and golf carts.



**OPPORTUNITY SITES & CORRIDORS**

How can needed or desired development be added to Town Center without fundamentally changing the characteristics of the district? This is a difficult question that the Committee wrestled with over time. Without a clear strategy on how to deal with the effects of density, the existing built and natural environment would be subject to development that would alter what people appreciate about the District. A strategy to be intentional about how and where development should go began to emerge.

The Plan identifies **12 opportunity sites** (not including The Confluence site) and **eight corridors** where development and investment should be focused to help fulfill the vision, optimize those parcels to their highest and best use, and conserve the existing built environment.

In establishing these sites, the Plan is not demanding when (or how) a site should develop. Instead, the Plan sets a preference for development when a site is under consideration. The Committee reviewed the carrying capacity of each site and its relationship to surrounding properties, other opportunity sites, and the District as a whole. Then, based on market analysis and community feedback, ideas for preferred land uses emerged and were ranked accordingly.

Although the Committee arrived at a general consensus on preferred land use types, there were strong concerns from some members about the impact of certain development on opportunity sites 3 and 7. Please refer to those site details in the plan and the corresponding minority report in Appendix A.



## URBAN RENEWAL AREA / THE CONFLUENCE SITE

The Confluence site is a collection of city-owned parcels within the Urban Renewal Area. The site provides Troutdale with the most exciting and challenging opportunity site of all; a chance to transform a 20 site adjacent to Downtown and along the banks of the Sandy River into a special place.

The site is strategically situated to take advantage of its surroundings, though is also hamstrung in some cases by them in terms of access restriction. The major public amenity will be a four-acre linear park along the embankment of the Sandy River, with a multi-use trail connecting the site to Downtown and regional trails to the north and east.

Beyond the difficulties of access considerations and cost, perhaps the main community concern remains that this location should complement Downtown, rather than compete with it. As a result, the Committee established certain development expectations that it hopes will be considered as the Urban Renewal Agency engages in solicitation and prospective developers create proposals.

- The **street grid** should be carried over from downtown as an organizing principle
- The **water tower** should be retained as an iconic feature of the site and future development
- The **exchange of property** with the ownership of the outlets should be allowed in order to provide more direct access to/from the west
- A centralized **parking facility/garage** should be established
- A direct connection with downtown via a **pedestrian bridge** should be built
- A direct **vehicular connection** with downtown should be studied and constructed
- A consistent and specific **architectural style** should be established
- Building heights may go as high as 75 feet but should be **stepped-back** or terraced to lessen visual impact from adjacent public spaces and streets
- Residential development should prioritize **home ownership** opportunities

**BRANDING & MARKETING**

During public engagement, it became clear that many people liked living or working in Troutdale, but often cited conveniences such as “proximity to” or “more affordable”. When tested regionally, Troutdale’s knowledge within the area became less well known. It is was clear though there was an undercurrent of pride in the community but a belief that the community could do a better job in telling its story. This is where community branding and marketing kicks in.

As the historic and cultural heart of the city, it became apparent that branding identity through placemaking and advertising would become of chief importance. Under the Town Center Plan’s project umbrella, the City retained the services of Arnett Muldrow & Associates, a nationally recognized leader in place-based community branding.

The consultants visited Troutdale on three separate occasions; to take inventory of the community’s thoughts through interviews, panel discussions, and surveys; to craft a brand identity and strategy based on further stakeholder input; and to refine those items based on feedback while providing deliverables that can be easily implemented through resources and guides.

At its heart, community branding is an exercise in pride of place. Troutdale was provided a branding statement and deliverables that clearly respected our place and provided excitement for the future.

**Troutdale: Our Nature Will Move You**

The core themes: shaped by natural forces; rooted in history; transported over time; connected in dramatic ways; and grounded in community are all part of a story that links to our physical and human nature and how the Town Center in particular has developed. Those values come across in the branding statement, the wordmark, the logos, the colors, and the extensions of the brand.



Branding and marketing will help the Town Center position itself as a destination to be enjoyed not only for visitors, but for residents too. In helping to foster civic pride, the brand can be extended to placemaking elements, community events, and general merchandise.



## IMPLEMENTATION

The Town Center Vision can be achieved best if those who care continue to remain engaged. As a result, providing a sound implementation strategy will be critical in the ultimate success of the district, so long as it is flexible to accommodate for future conditions and situations. While it is impossible to predict the future, it is within the control of the community to be intentional in its decision-making.

Unlike many other planning documents, this Plan has already begun to set the tone for future expectations of implementation. Listed below are several items that have already occurred in 2020 or are in the process of establishment at the time of the Plan's adoption.

- Aligning **Council Goals** to support planning efforts within the Town Center, particularly with the Urban Renewal Area
- Creating an **economic development role** within the Community Development Department
- Assuming short-term direct responsibility for **tourism promotion**.
- Implementing **community branding**, ranging from merchandise to city limit signage.

The implementation section establishes two general timeframes. The "**Getting Started**" timeframe carries forth implementation items through 2025. The longer-term "**Maintaining and Revising**" period of 2025 to 2040 will provide suggestions on future actions and periodic updates that could occur to keep the Plan relevant through 2040, when the Plan should be replaced in its entirety.

### Getting Started (2020-2025)

A five-year horizon is convenient in that it matches up generally well with a mayoral term of the City Council and is more digestible in projecting financial considerations. In addition, a five-year window gives deference to technological and societal changes that are too difficult to forecast 20 years out.

Listed below are several actions that should be considered in the first five years. Further details and assigned responsibilities for each action can be found in the Implementation chapter of the Plan.

#### Oversight Actions

- Designate a City Staff member responsible for **carrying out the plan** on a day-to-day basis.
- Create a permanent **Town Center Alliance Board** (TCAB) as a successor entity to the Town Center Committee for implementation oversight and advisory functions.
- Empower TCAB to provide **feedback on community design**. This includes for public sector investments and private property development during a land use application process..
- Improve coordination with **stakeholder partners** that contribute to civic life. These include but are not limited to community organizations, nonprofits, and regional tourism entities in addition to organizers of festivals, activities, and events.

### Regulatory Actions

- Update the City's **Transportation System Plan** and **Capital Improvement Plan** to accommodate for new investments in the eight corridors identified in the plan.
- Review and revise **development code standards** for the Town Center zoning overlay district and Central Business District zoning district, with particular focus on the Opportunity Sites.
- Review and revise **residential and commercial design standards** for the Central Business District and Town Center. Residential standards will have to be revised due to the passage in 2019 of House Bill 2001. Commercial standards could be reviewed simultaneously.
- Establish workable standards for **food carts, food cart pods, micro-retail**, and other pop-up commercial investments and land uses to expand business opportunity.
- Revise **sign design standards** for downtown businesses.
- Require the use of **decorative street lighting** in all new developments.

### Policy Actions

- Create a sanctioned **Main Street program** that is affiliated with the Main Streets America model and Oregon Main Street statewide program. The program should be established by the City and should be evaluated by 2025 for the potential to spin off into a separate non-profit organization, remain within the City's responsibility, or some combination thereof.
- Consider implementing a **Business Improvement District (BID)** or **Economic Improvement District (EID)** to capture funding that can be reinvested for allotted purposes.
- Evaluate the potential for **jurisdictional transfer** of Corridors C and D (Historic Columbia River Highway's downtown and East End segments).
- Develop a **community signage and wayfinding system** in concert with the community brand.
- Evaluate the feasibility of locating **civic uses** at appropriate opportunity sites.
- Establish a consistent standard for **streetscape and park fixtures** made by the City.
- Evaluate the methodology behind **System Development Charges**.

### Programmatic Actions

- Consider specific incentives or programs to **attract development** within the opportunity sites and encourage adaptive reuse of properties listed as historic resources.
- Consider revising the **collection method** for System Development Charges (SDC).
- Consider a **dining facility investment program** to support commercial kitchen improvements in existing commercial spaces and reduce SDC burdens by revising methodologies for rates.
- Develop an **entrepreneur support program** to foster new ideas and investments, including but not limited to micro-lending, rental spaces (incubator), and educational partnerships.
- Provide management of "**adopt-a-planter**" or "adopt-an-intersection" programs.

### Urban Renewal Area Actions

- Prepare **additional development concepts** that can be tested for site suitability, economic feasibility, and community embracement.
- Establish a **new zoning district and land use designation for the URA** that is better geared to match development opportunity with community expectations.
- Allow for TCAB the ability to hold public meetings and **make recommendations of development proposals** at The Confluence site to the Urban Renewal Agency or its successors.
- Finish plans and construct the **Sandy Riverfront Park** and trail connection.
- Study options for a more **direct connection** between The Confluence site with Downtown.
- Study the viability of constructing a **parking facility** and securing partnerships for cost-sharing.
- Engage with the Governor’s Regional Solutions Team and the Oregon Department of Transportation (ODOT) to consider future **rail service** for intercity and Gorge tourism purposes.

### Future Studies & Parallel Efforts

- Update the City’s **Parks Master Plan** for specific plans to improve Opportunity Sites 1 (Depot Park), 8 (Helen Althaus Park), and 9 (Mayors Square) and create a public art master plan.
- Work with Multnomah County to **update road profiles** on County-owned corridors to improve future streetscapes and increase mobility options.
- Study reducing vehicular traffic on **Sandy Avenue** with improved bicycle-pedestrian facilities.
- Charter a new **economic and retail study** for Downtown to evaluate impacts of COVID-19.
- Charter a Town Center **parking and loading study**, with particular focus on Downtown and Glenn Otto Park and in concert with parking facility study (URA Actions).
- Develop a **mobility study** that can investigate alternative transportation methods (such as establishing a golf cart zone) and future trends in transportation and mobility.
- Develop a **tourism plan** that links promotion of amenities, activities and events with branding and marketing elements to fulfill destination marketing organization (DMO) responsibilities.
- Develop a **climate resiliency plan** that can incorporate suggestions to increase resiliency to climate change, improve hazard mitigation actions, and promote green infrastructure.

### **Maintaining and Revising**

Long-range planning particularly over a 20-year period--is difficult to get right. Circumstances and preferences can change. Plans must be able to do so as well, provided they are anchored to a vision and tended to by people who care. Having annual performance reviews ensures future accountability.

It is also suggested that the Plan is has comprehensive reviews in 2025, 2030, and 2035 to provide necessary updates to projects and policies that reflect community expectations and economic realities at those times. It also provides an opportunity to re-assess priorities and pivot to new challenges.



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## TRANSPORTATION & MOBILITY CONSIDERATIONS

### GUIDING STATEMENT

The Town Center is a place where a 10-year-old, a 90-year-old, or anyone in between can get around the District in a safe and accessible manner.

### TRANSPORTATION AND MOBILITY

“Transportation is something you do and mobility is something you have.”

– Jordan McKay

This particular subsection makes a distinction between transportation and mobility, though both are inter-related. Transportation refers to the physical movement of people or goods across a system. Mobility refers to the ability for people (or goods) to be moved. Historically, long-range plans have only focused on transportation needs, but increasingly, mobility considerations have also been added to these plans to bring a human-focused element to future decisions and actions.

A place where families thrive, businesses prosper, and visitors return is one that will need to ensure that people and goods have sufficient ability to get around in a reasonable and safe manner. Although future transportation funding can be limiting, determining key corridors for future improvements to mobility can help to better link the Town Center neighborhoods and improve the integration of the district with the rest of Troutdale.

This subsection addresses the following transportation and mobility topics:

- Vehicular (private cars)
- Parking & loading
- Active transportation (primarily pedestrians and bicyclists)
- Transit
- Alternative transportation

These topics largely match the categories identified in Troutdale’s Transportation System Plan (TSP) which is the regulatory document used for long range transportation planning and decision-making. The following pages will address the status quo of the above topics and point toward future ideas to improve transportation and mobility within the Town Center District.



## VEHICULAR

The predominant method of accessing the Town Center and getting between places in the District is by car. This has generally been the case for nearly a century, particularly with the establishment of the Historic Columbia River Highway.

Troutdale's suburban pattern of development over the past 50 years reflects similar trends witnessed across North America, in which residential neighborhoods are typically established at lower densities and residents rely on private vehicles to get to and from destinations. In Troutdale, reliance on the car is further supported by climatic conditions in the winter and by steep hillsides in portions of the city, particularly in the Town Center.

Some communities have attempted in recent years to deliberately discourage or even prohibit cars from entering or accessing portions of a particular district or neighborhood, often described as "declaring war" on cars. The Town Center's street pattern and interconnectivity with surrounding areas suggest that this would not be an appropriate method for encouraging other methods of mobility.

For the next 20 years, personal vehicles are still seen as the most convenient option for mobility for a great majority of residents and visitors to the Town Center. Policymakers need to consider options that improve mobility choice. This can be accomplished in productive ways through land use policy and capital improvement investments, though attention should also be given to automation.

## **PARKING & LOADING**

### **Parking**

Parking was listed as the biggest weakness within the Town Center (and specifically Downtown) by the public. It was also seen as an opportunity for expansion and as a threat for not having enough. These concerns appeared to be acutely focused on Downtown, as most of the surrounding neighborhoods appear to have ample off-street parking and sufficient on-street parking when available.

Having a “parking problem” is in some ways a good thing. It suggests that a particular area is popular and that there is a demand to be in a location for a period of time. Many of the most successful downtowns and small centers in North America have parking problems, including many within the Portland metropolitan region.

A count of available public parking spaces in 2019 revealed that the Town Center had close to 320 publicly available parking spaces just within the Downtown district. Upon observations during lunch hour during a typical weekday, it was found that several areas had ample parking, including a lesser-used parking lot on the eastern end of downtown.

The City has added close to 20 additional parking spaces in the Downtown area since 2015. This came through the conversion of one block length of Dora Avenue and Harlow Avenue to one-way streets in 2018 and the completion of the Mayors Square parking lot surface improvements in 2020. Also of note is that since 2008, Troutdale has not actively patrolled for parking violations based on how long a vehicle is parked in a space, unless the vehicle is considered hazardous or abandoned.

Two key questions then emerge. First, is there a parking supply issue or a parking management issue? Second, is the perception due to lack of convenience or wayfinding to other parking spots?

These questions are typically answered through a parking study, and it is a critical recommendation of this Plan to commission a comprehensive report that looks at parking and loading considerations. A study had been planned for 2020, but the COVID-19 pandemic delayed the commissioning of this effort as restrictions and limitations on commercial service affected parking demand.

### **Loading**

Increasingly important to the Town Center is to handle loading. Providing space for loading is not only of goods and freight, but also for people entering/exiting vehicles. Current loading areas in Downtown are not sufficient or conveniently located. On a daily basis, trucks, delivery vans, and private vehicles are often stopped in unsafe situations, often blocking or restricting traffic in travel lanes. This causes safety concerns for drivers and pedestrians.

With the rise of online retailing and the increasing popularity of merchandise pickup and food takeout, it appears that loading situations and conflicts will increase in the coming 20 years. A future parking study must take loading into account and offer strategic solutions that improves the status quo.



*Above: A lightly used public parking lot off of Kibling Avenue during a mid-week lunch hour in 2018.*

*Below: Delivery vans for food/beverage vendors block travel lanes for up to five minutes at a time along the Historic Columbia River Highway in 2019. This causes both vehicular and pedestrian safety issues.*



## ACTIVE TRANSPORTATION

From their concept in the Metro 2040 Regional Framework, town centers were intended to be districts which encouraged walking and bicycling between residential and commercial uses. As of 2020, Troutdale's Town Center has had some success in fostering active transportation for some, but more can be done to improve this form of mobility to a broader section of the population.

Many of the streets in the Town Center contain sidewalks on at least one of the street, though there are some areas where network gaps remain.

On-street bike lanes currently exist along portions of 257<sup>th</sup> Drive, Halsey Street, and the Historic Columbia River Highway. In some areas, short components of off-street alignments exist as well. Although these lanes have had some success for some users, a significant number of residents report a level of discomfort in using bike lanes that are adjacent to travel lanes.

A preference for sheltered lanes (those that have a physical barrier or a parking strip in between) or an off-street multi-purpose trail is seen as a preferred improvement that could lead to greater comfort in considering biking, particularly for children and seniors. Another solution that some communities have employed are the designation of preferred bike routes or streets (often called greenways) that parallel busier collector or arterial roads and offer a less busy street for bicyclists.

The goal of improving the walking and biking experience for residents and visitors should be tempered with an understanding that the district's topography and climate will likely limit potential users from fully embracing improvements to active transportation facilities. The goal of improved mobility and safety however will increase the prospects for mobility and improve travel choice for those who need to get around town.

## TRANSIT

As of 2020, the Town Center District is served by three TriMet bus routes:

- Line 77, which connects the Town Center with points west of Troutdale, including Edgefield, Wood Village, Fairview, northern Gresham, and east, northeast, and northwest Portland.
- Line 80, which terminates at Glenn Otto Park and connects the Town Center with Gresham Transit Center via Buxton Road.
- Line 81, which connects the Town Center with the Troutdale Reynolds Industrial Park (TRIP) to the north and Gresham to the south along 257<sup>th</sup> Drive.

Of these three lines, line 77 has the most consistent service, running at near 20 to 30 minute intervals during peak weekday traffic and near hourly service on weekends. Line 80 is less frequent, but runs seven days a week. Line 81 has had frequency improved since the opening of the Amazon facility in 2018 and the rerouting of the terminus to TRIP, but lacks weekend service. A supplemental shuttle service has provided peak-time weekend service since 2020.

Because of the lower density built environment and the positioning of Troutdale on the edge of the Portland metropolitan region, transit service has never been sufficiently reliable for many of Troutdale's residents. Transit agencies must consider "farebox recovery" when planning for or adjusting routes to justify service to a particular area or destination.

Allowing for increased residential densities of 15 dwelling units an acre or more is typically seen as a threshold to justify regular transit service. It is unlikely that the Town Center will see any new bus routes, however with new development possibilities, it will be possible to maintain or expand existing services, particularly if they can be tied to job centers. City leadership has repeatedly expressed a desire for lines 77 and 80 to have their routes be extended to TRIP and called for weekend service on line 81. This could help reduce car trips and encourage workers in TRIP to consider commuting by bus.



There have been previous efforts in the Town Center to consider more localized transit options, often called "last mile" services that can branch from an existing transit stop to serve destinations not along a bus route. Several on the Committee discussed a possibility of a downtown trolley or shuttle that could help ferry residents, visitors, and workers to and from destinations within the Town Center and just beyond, including Edgefield or Glenn Otto Park.

## ALTERNATIVE TRANSPORTATION

Future transportation funding in the state and across the Portland metropolitan region will be dependent on three critical goals for the foreseeable future:

- **Equity:** Having transportation and mobility solutions address systemic inequities and provide solutions and improvements for historically marginalized communities and groups
- **Safety:** Having transportation and mobility investments be tied to efforts to reduce traffic and pedestrian deaths and severe injuries.
- **Climate:** Having transportation and mobility investments reduce carbon footprints and greenhouse gas emissions that contribute to climate change.

Although Troutdale maintains local streets and has some localized funding sources for future transportation funding, it relies on state and regional funding allocations for maintenance and capital improvement projects. With the community having been largely built in a car-centric manner, it may be difficult to accommodate these three goals in future applications for funding.

In an effort to bridge the convenience and flexibility of personal vehicles with the above goals, Troutdale should consider the following alternative transportation solutions.

- Golf carts or neighborhood electric vehicles (NEV)
- Low-speed vehicles (LSV)
- Electric bikes
- Electric scooters

The Town Center District is especially conducive to implement these ideas, given the terrain challenges which has made mobility somewhat difficult. Each of the above solutions offer a level of mobility that is convenient and can be operated at low speeds. Except for 257<sup>th</sup> Drive, most other streets within the District can allow for these modes to legally operate on existing infrastructure.

Some communities have developed purpose-built multi-use trails that not only accommodate bicycles and pedestrians, but also low-speed alternative transportation modes. This can greatly reduce potential conflicts with car and truck traffic. Golf carts in particular have proven especially popular with senior citizens in age-restricted communities, as the vehicles generally are easier to maneuver. Some states have also reduced the age limits so that children as young as 13 can operate a golf cart, improving mobility options.

The costs of acquiring and maintaining these vehicles is also less than that of a typical car, and many models now come with electric motor options. Some golf carts even have solar panel installations.

In short, alternative vehicle promotion can improve mobility choice for the Troutdale Town Center while positively contributing to the laudable goals to advance equity, safety, and climate solutions.

# 2.4 OPPORTUNITY SITES & CORRIDORS

## OPPORTUNITY SITES

### GUIDING STATEMENT

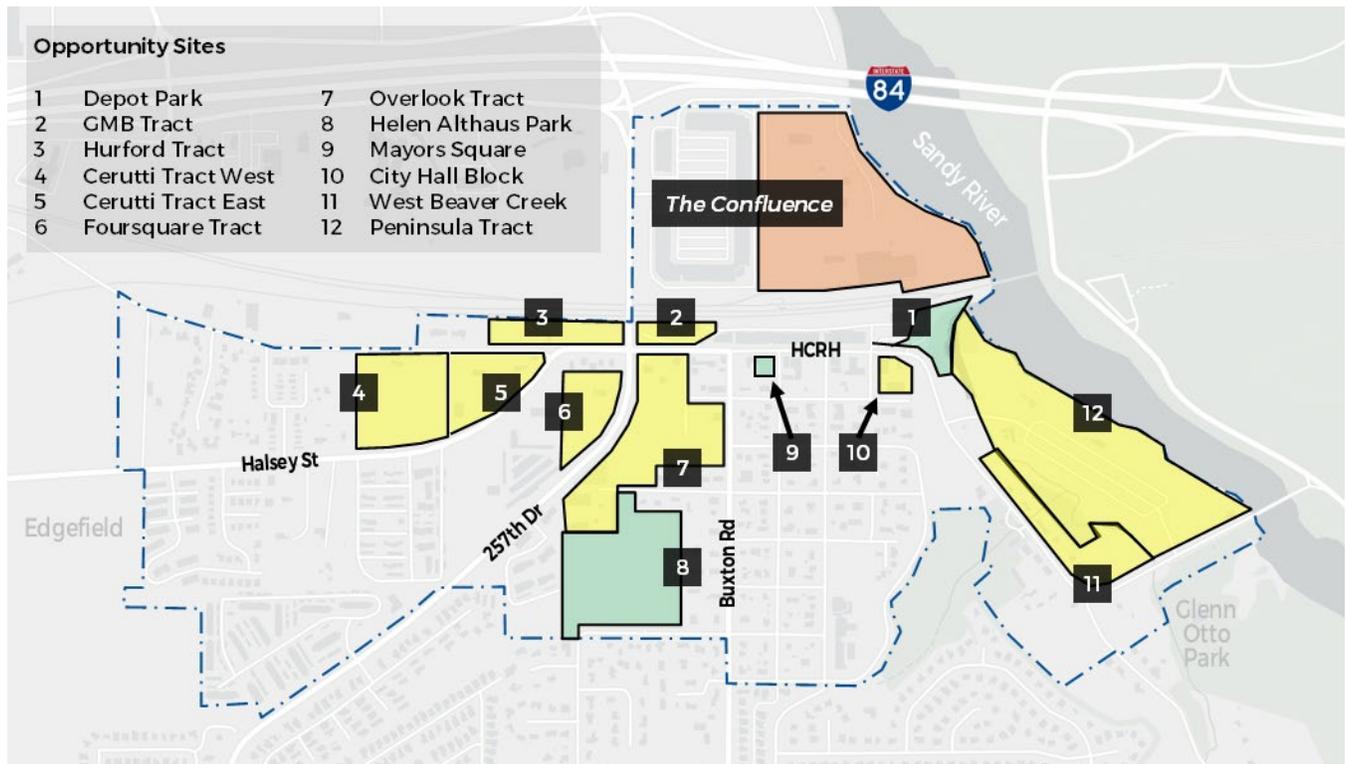
The development (or redevelopment) of an opportunity site has a positive impact not only on the site or its surroundings, but on the Town Center as a whole.

### IDENTIFYING THE OPPORTUNITY SITES

How can needed or desired development be added to Town Center without fundamentally changing the characteristics of the district? This is a difficult question that the Committee wrestled with over time. Without a clear strategy on how to deal with the effects of density, the existing built and natural environment would be subject to development that would alter what people appreciate about the District. A strategy to be intentional about how and where development should go began to emerge.

The Plan identifies **12 opportunity sites** and **the Confluence Site** with the Urban Renewal Area where development and investment should be focused to help fulfill the Vision, optimize those parcels to their highest and best use, and conserve the existing built environment.

An opportunity site as defined by this Plan is a property (or collection of properties) where development or redevelopment could be transformative across the entire Town Center district.



## LAND USE CATEGORIES

In considering future development or redevelopment opportunities for these sites, the Committee went through a comprehensive exercise that looked at seven broad land use categories to determine the optimal land uses, based on community feedback, site characteristics and surrounding land uses. The following categories were used:

- **Medium density residential**, which averages 8 dwelling units an acre and includes small lot single-family detached dwellings and middle housing types.
- **High density residential**, which averages 24 dwelling units an acre and includes apartment (rented) and condominium (owned) style development.
- **Mixed use**, which averages 16 dwelling units an acre and presumes multi-story structures with ground floor commercial or flexible space and upper floor residential dwelling units.
- **Commercial service**, which do not contain residential uses and are for service uses (including dining establishments), smaller offices (less than 25 employees) indoor entertainment, lodging facilities, and smaller office uses.
- **Commercial office**, which consider offices for 25 or more employees.
- **Community service**, which are for civic-related uses such as educational facilities, government offices, and human services (library, daycare, senior center, etc.), but excluding parks and plazas.
- **Open space & parks**, which include active parks with amenities, passive parks, plazas, recreational and sports facilities, and natural areas.

To determine the carrying capacity of each site for each improvement, a regression model was developed which would help determine the impact that the site could have on the available land left.

In establishing these sites and assigned preferred land uses to each of them, the Plan is not demanding when (or how) a site should develop. Instead, the Plan sets a preference for development when a site is under consideration. The Plan also sets an expectation that development is respectful of surroundings and will not fundamentally change the character of the surrounding areas and is consistent with the Town Center Vision.



Although the Committee arrived at a general consensus on preferred land use types, there were strong concerns from some members about the impact of certain development options based on land use, scale, or some combination thereof on opportunity sites 3 and 7. Please refer to those site details in the plan and the corresponding minority report in Appendix A.

**Preferred Land Use Tabulation**

Each Committee member evaluated the identified opportunity sites along with the feedback provided by the public and attempted to prioritize land uses for each site. They inputted their data into a regression model which provided an estimate on the carrying capacity for each site based on the acreage of the site and the impact of each use. The following results show an aggregated average of the Committee’s responses.

PREFERRED LAND USES		Land Use Classifications (in acres)		
Site #	Opportunity Site	First Preference	Second Preference	Third Preference
1	Depot Park	Open Space & Parks	Community Service Use	
2	GMB Tract	Commercial Service	Community Service Use	
3	Hurford Tract	Commercial Service	Community Service Use	Mixed Use
4	Cerruti Tract West	Med Density Residential	High Density Residential	Mixed Use
5	Cerruti Tract East	Commercial Service	Mixed Use	Med Density Residential
6	Foursquare Tract	Community Service Use	Commercial Office	Mixed Use
7	Overlook Tract	Community Service Use	High Density Residential	Mixed Use
8	Helen Althaus Park	Open Space & Parks		
9	Mayors Square	Open Space & Parks		
10	Block 4 Tract (Old City Hall)	Community Service Use	Mixed Use	Hi Dens Res / Com Serv
11	Beaver Creek West Tract	Mixed Use	Med Density Residential	Commercial Service
12	Peninsula Tract	Open Space & Parks	Community Service Use	Commercial Service
URA	The Confluence	Mixed Use	Commercial Service	Open Space & Parks

**General Development Preference**

In taking the results of the above table, a calculation was made on how the preferred land uses would be distributed across the available land (roughly 77 acres) among all the opportunity sites. About 25 percent of the available land is removed from the gross acreage as constrained, due to natural conditions like steep slopes, wetlands, or sensitive areas not conducive to development.

The chart above helps underscore the general development preference of the Committee across all the opportunity sites and the Confluence site.

**SITE-SPECIFIC ANALYSIS AND PREFERENCES**

The following pages go into detail for each opportunity site, listing benefits and drawbacks for considering future development. They also list specific concepts and ideas that were shared with the Committee during public outreach. The listing of preferred land uses or particular ideas should not preclude other ideas or concepts that can emerge over time.

Some of the opportunity sites also have specific details or unique ideas tied to them that prompted general interest and further discussion from the public. Those details are expanded upon herein.



*Concept rendering of the Columbia River Gorge Bike Hub at Troutdale (Image: Shapiro/Didway LLC)*

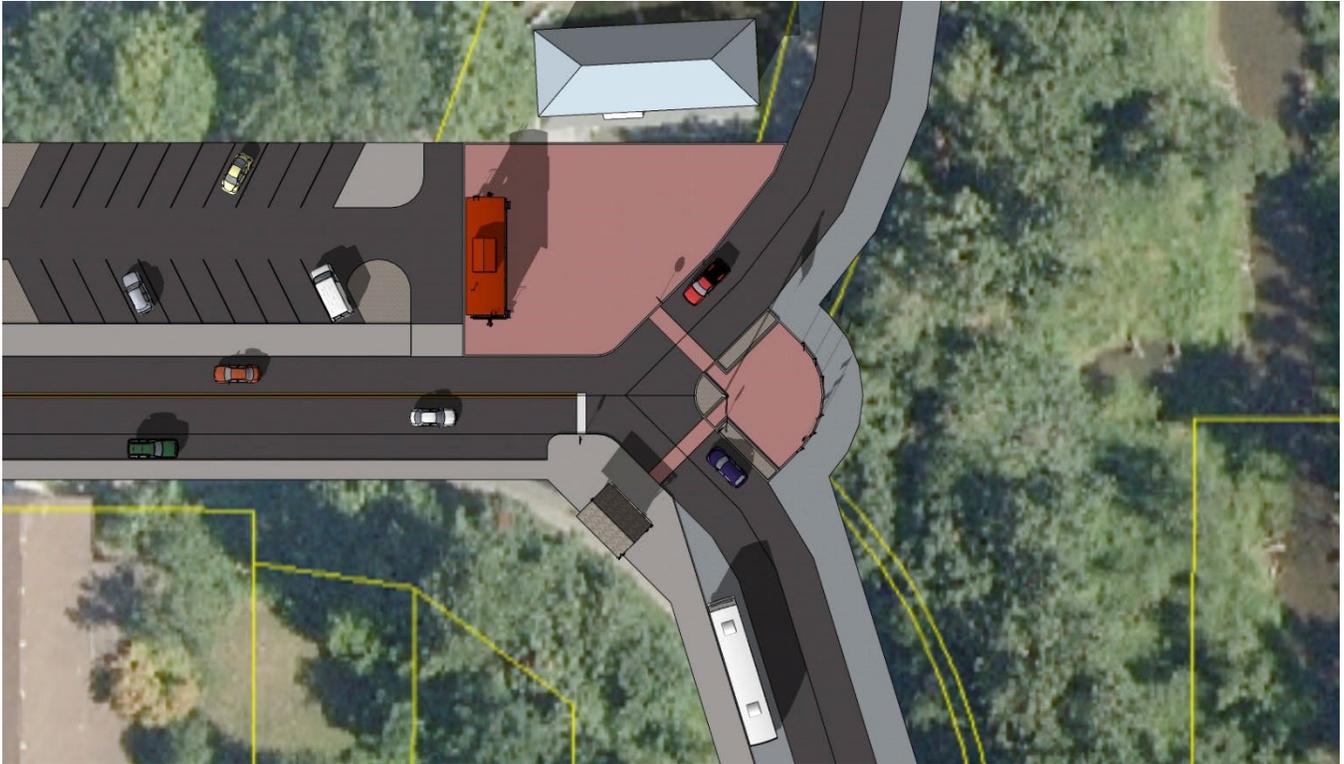
**Bike Hub**

In 2015 the West Columbia Gorge Chamber of Commerce received grant funding to begin planning for a bike hub on the property. The hub, which would be one of six located throughout the Columbia River Gorge would serve as a launch-off point for recreational distance cyclists who would head on expeditions into the Columbia River Gorge or would access the 40 Mile Loop trail network.

The improvements to the grounds include the creation of a plaza, the relocation of the Union Pacific caboose, and the establishment of a more formal parking area on the east and north sides of the Depot. They would include restroom facilities and locker storage.



*Regular cyclists in Downtown Troutdale*



Changes to the road may help with traffic calming and overall safety. The concept shown above and below imagines a three-way stop that also creates a “veterans plaza” and bus parking zone adjacent to the visitor center and bike hub. This plaza, with a large flagpole can also serve as an eye-catching fixture on a centerline for travelers going either direction on the Historic Columbia River Highway.





Above: A birds-eye view of the Foursquare Tract, looking southwest. (Image: Google Earth)

Below: A hypothetical solution to improving access to the site. This concept would use an alley access to allow for full-turn circulation. The site also benefits from a bike/ped bridge to/from downtown.





### A Mile-Long Waterfront Park

An attractive idea that came from several people during public outreach was the concept of connecting current park areas with future or potential parks to create an effective mile-long waterfront park and/or waterfront trail system.

This would link up Glenn Otto Park to the south with the existing Depot Park (Opportunity Site 1) by establishing a portion of Opportunity Site 12 as a future use for parks and open space. An alternate could be to use parts of Opportunity Site 11 to have a multi-use trail connect the two park areas on the west side of Beaver Creek.

The park would be further connected to The Confluence site via the trail that has already been called for in the redevelopment plan for the site. The park area at The Confluence site would be mostly linear but tie in with development opportunities on the site. The trail would then connect with existing regional trail networks. The first connection would tie into the 40-Mile Loop trail network that connects to existing trail on the Columbia River levee north of the city. The second connection would go across the Sandy River along the Interstate 84 bridges east to the Sandy River Delta, Lewis & Clark State Park, and areas in the Columbia River Gorge.



Opportunity Sites 11 and 12 can play a crucial role in seeing this exciting vision come to life and add substantially to the recreational and mobility possibilities for the Town Center and the city as a whole.

## OPPORTUNITY CORRIDORS

The eight corridors identified in this Plan represent an opportunity to enhance mobility options in support of the Town Center Vision. They are designed to connect the four neighborhoods together with the Downtown, support the development of the identified opportunity sites, and improve connections with other areas of Troutdale.

As of 2020, six of the eight corridors are already constructed transportation facilities, with two hypothetical connections being called out. Five of the eight corridors are Multnomah County-owned right-of-way facilities.

The corridors as listed are:

- A. Halsey Street
- B. Historic Columbia River Highway – Halsey Neighborhood Segment
- C. Historic Columbia River Highway – Downtown Segment
- D. Historic Columbia River Highway – Eastside Neighborhood Segment
- E. Buxton Road
- F. Secondary Access: Buxton Road to 257<sup>th</sup> Drive
- G. Sandy Avenue
- H. Downtown/URA Connections

Further details on each corridor are found on the subsequent pages.



**CORRIDOR A - HALSEY STREET**

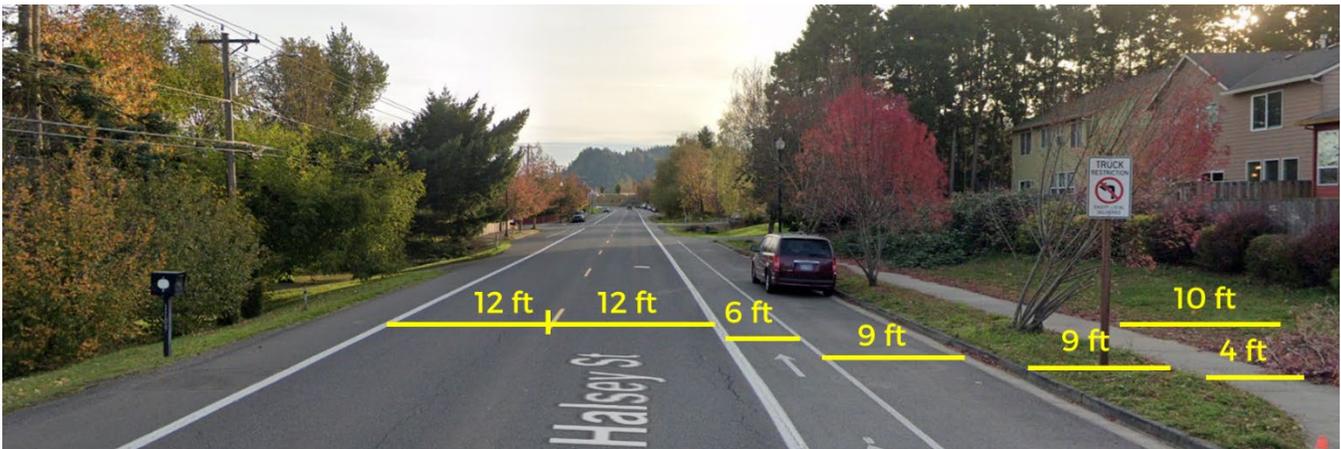
This corridor is the primary arterial that connects residential areas in the Halsey neighborhood with Downtown, consisting mostly of Halsey Street within the Town Center District and a small portion of Historic Columbia River Highway between the Halsey Street terminus and 257<sup>th</sup> Drive. The corridor is about 3,000 feet in length.

Corridor A is owned and maintained by Multnomah County and is primarily a two-lane road that has shoulder and pedestrian improvements along most of the frontage. The road has a generous right-of-way for most of its length, measuring between 85 to 100 feet in width.

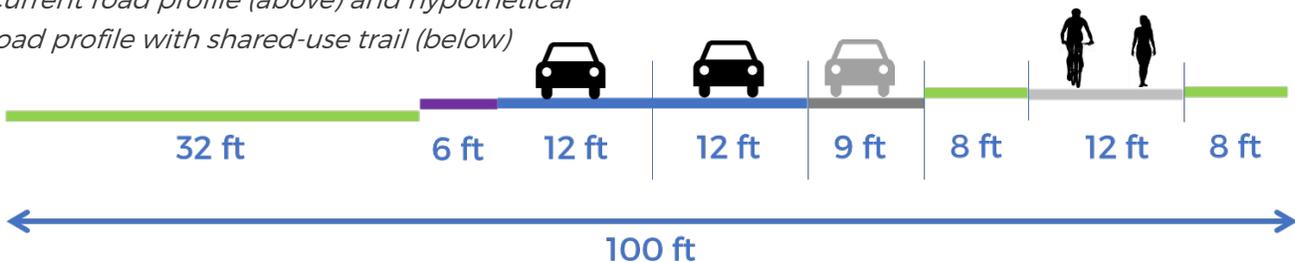
Halsey Street serves as a de facto Main Street that connects Troutdale with the cities of Wood Village and Fairview to the west in addition to the McMenamins Edgefield campus.

The major challenge for Halsey Street has been continuous pedestrian and bicycle access to better connect the Town Center with the areas to the west. Long-range planning efforts between the three cities through the Main Streets on Halsey corridor plan have indicated a desire to have a continuous and consistent connection that improves mobility choice along the corridor while still recognizing the importance of private vehicle traffic.

The corridor’s wide right-of-way may lend itself to an off-street bike/ped trail that parallels the vehicular travel lanes. This path could also in turn connect with a potential bicycle greenway that is being contemplated for 2<sup>nd</sup> Street (see Corridor C)



Current road profile (above) and hypothetical road profile with shared-use trail (below)





### **CORRIDOR B - WEST HISTORIC COLUMBIA RIVER HIGHWAY - HALSEY NEIGHBORHOOD SEGMENT**

This corridor serves as a secondary access route or collector for some of the residential areas in the Halsey neighborhood as well as access for some industrial properties just outside of the Town Center district. It also connects to the Multnomah County Animal Services shelter and 244<sup>th</sup> Avenue once passing underneath a railroad trestle. It is about 2,500 feet in length.

Corridor B is owned and maintained by Multnomah County and is primarily a two-lane road that lacks shoulder improvements along a large section of frontage (see below). Corridor B also has a tighter right-of-way than Corridor A, due in part to a lack of substantial development on both sides of the road that would typically require dedication. The right-of-way varies between 55 to 70 feet in width.

Unlike Corridor A, this corridor has not been viewed as a major three city corridor investment. The traffic level of service on this corridor is less than that of Halsey Street. In the event opportunity sites 3, 4, and 5 are developed, there is a possibility that this corridor could take on a heightened role in overall circulation patterns in the Halsey neighborhood. As a result, this corridor has been listed, as future public improvements should be complimentary of development patterns in those opportunity sites.



## **CORRIDOR C – HISTORIC COLUMBIA RIVER HIGHWAY – DOWNTOWN SEGMENT**

This corridor is effectively Troutdale’s “Main Street”, stretching roughly 1,600 feet from the intersection of 257th Drive to the west to Depot Park (Opportunity Site 1) to the east.

Corridor C is owned and operated by Multnomah County and is primarily a two-lane road that is mostly improved to current road standards. It includes turn lanes at the intersections of 257<sup>th</sup> Drive and Buxton Road (eastbound only). The street’s right-of-way is 70 feet wide for most of the corridor.

The Town Center Committee spent a significant amount of time on contemplating long-range improvements and changes to Corridor C. The prevailing consideration is to make Troutdale’s main street become not just a street, but a place. As a result, improving the right-of-way to have it be more pedestrian friendly and reducing the actual speed of vehicles through direct design and visual cues should be the considerations moving forward.

Of significant interest to the Committee include the following possibilities for capital investments and street programming:

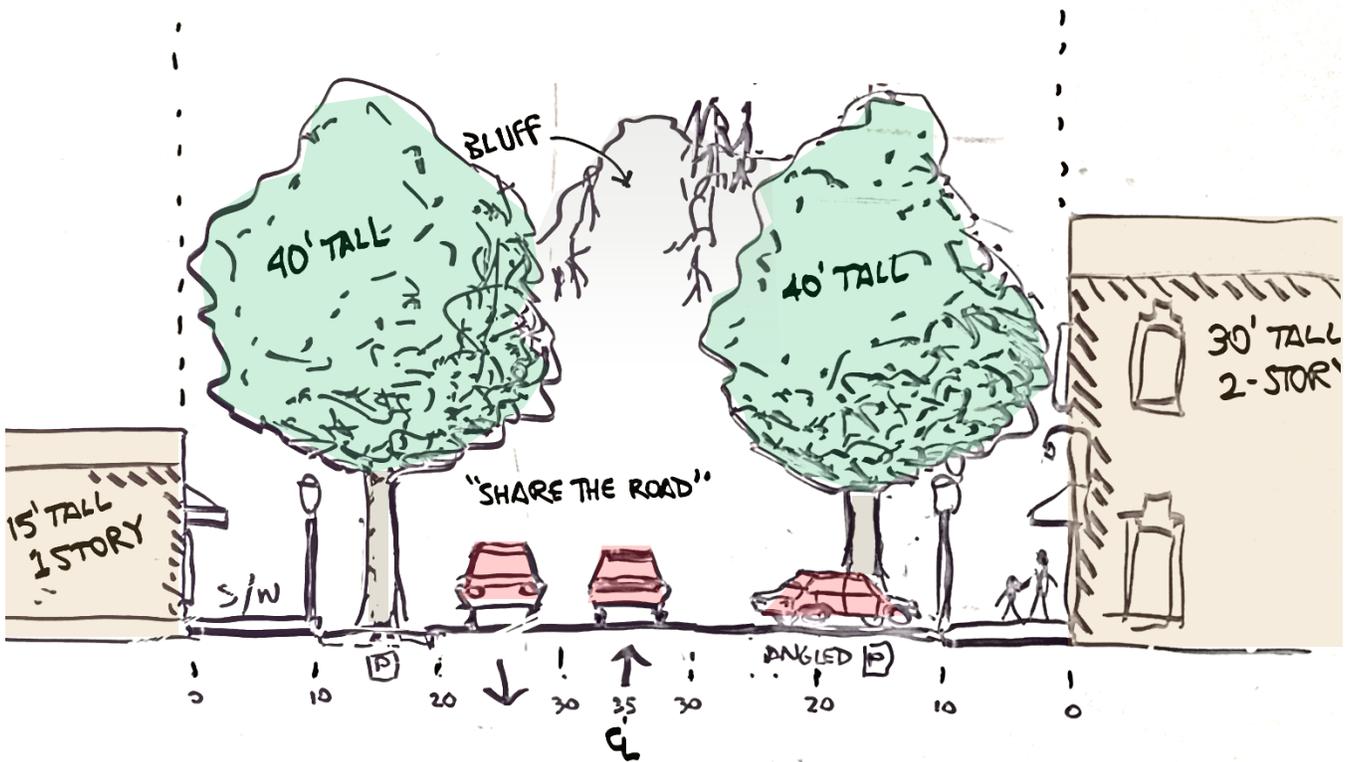
- Reducing the through travel lane width from 12 to 11 feet
- Removing dedicated on-street bicycle lanes (requires bicycles to be in standard traffic lanes)
- Establishing a parallel bicycle “greenway” along 2<sup>nd</sup> Street
- A potential bike-ped bridge spanning 257<sup>th</sup> Drive to connect 2<sup>nd</sup> Street with a potential off-road path identified in Corridor A.
- Installing a three way stop at Opportunity Site 1 or potentially at an intersection with Corridor H
- Providing extended pedestrian bump-outs to shorten distances crossing streets
- Increasing the sidewalk width where allowed
- Allowing for potential angled parking (standard or rear-end) on one side of the street
- Enlarging the tree wells to establish a larger tree canopy (potentially use parts of parking strip)
- Establishing convenient loading and drop-off zones

The aforementioned items will require coordination and endorsement from Multnomah County. In the event that the agencies are unable to agree on future improvements the City should investigate if assuming ownership of the road is in the best long-term interest of the community, given the specific level of interest of these investments and the strong belief they will positively contribute to long-term place-making for the Town Center.



Above: The Historic Columbia River Highway as of 2020. (Credit: Kevin Mooney)

Below: A hypothetical street profile of the Historic Columbia River Highway, looking east. This concept removes the bike lanes, allowing for angled parking on one side of the street and expanded sidewalks and tree basins, thus allowing for a larger tree canopy. Narrowing the road and allowing for a larger tree canopy provides a psychological cue for driver to slow down in an area. Slowing (but not eliminating) vehicle traffic can help with pedestrian safety, with wider sidewalks and shorter crossing distances at intersections contribute to creating a more pedestrian friendly environment. The eastbound lane is centered on the street to maintain an unobstructed view of Broughton Bluff.





### **CORRIDOR D - HISTORIC COLUMBIA RIVER HIGHWAY - EASTSIDE NEIGHBORHOOD SEGMENT**

This corridor is the primary arterial that connects residential, local commercial uses, and community assets in the Eastside neighborhood with Downtown. The corridor is about 2,600 feet in length.

Corridor D is owned and maintained by Multnomah County and is primarily a two-lane road that has shoulders along most of its frontage with pedestrian improvements along its western and southern frontages. The road has a 60-foot wide right-of-way for most of its length.

Placemaking will also be somewhat important to this corridor, as there is a desire by the Town Center Committee to have the community assets along this corridor be better connected with those in Downtown. As a result, improving streetscaping and bringing in appropriate infill development along Opportunity Site 11 can provide a better visual cue that the Eastside is a distinct and important part of the Town Center district.

Of particular interest is the possibility for a bus pullout area that could be located at the northwest portion of the corridor closest to Downtown. It could provide an area for tour buses, shuttles, or even standard transit the ability to load and unload passengers who can then walk north and west to Downtown, east towards the river, or south along the street towards the Harlow House park and Visionary Park/Caswell Gardens area.

The possibility to extend an off-road path in Corridor D could occur, however a narrower right of way and additional environmental constraints may require that path to cross Beaver Creek into Opportunity Site 12 and connect back with the street closer to Glenn Otto Park. Therefore, improving pedestrian connectivity, particularly for properties along the north and eastern frontage will be important to improve the streetscape and general safety.

## CORRIDOR E - BUXTON ROAD

This corridor is the primary arterial that connects a large portion of Troutdale with the Town Center in general and Downtown in particular. The corridor which is quite steep for much of its length runs through the Hungry Hill neighborhood and is roughly 1,800 feet in length.

Corridor E is owned and maintained by Multnomah County and is primarily a two-lane road that has wide shoulders and curb-edge sidewalks (no planting strips) along its frontages. The road has a consistent 60-foot wide right-of-way for its entire segment.

Buxton is one of the original platted streets of the town and its first addition and has served historically as a Downtown's connection with the balance of the community for generations. The steep slopes of the road do not make it a friendly road for bicycles or pedestrians to use, particularly in winter months when the risks of icing and heavy winds persist. Along certain segments, the slope exceeds standards from the Americans with Disabilities Act (ADA).

For that same reason, most of Buxton Road has not been used heavily for on-street parking, as most of the street fronts along residential properties which largely contain on-site parking.

Buxton has at times been contemplated as a corridor for improved bicycle and pedestrian access, though terrain would be challenging. Buxton has also been a street that is considered for improved streetscaping treatments, similar to efforts made along Halsey Street in the past. The possibility to extend those streetscaping improvements further south to Troutdale Road offer a wonderful chance to link the Town Center to other parts of Troutdale with a consistent streetscape pattern.

Buxton could also serve as an experimental street to encourage alternative transportation including electric-powered bicycles or golf carts that could help non-vehicular travelers go up (or down) Hungry Hill in a safe manner.





### **CORRIDOR F – SECONDARY ACCESS: BUXTON ROAD TO 257<sup>TH</sup> DRIVE**

Corridor F is not specifically tied to geography, but rather a future access consideration to establish a second connection between Buxton Road and 257<sup>th</sup> Drive. The main purpose would be to potentially relieve congestion concerns at the intersection of 257<sup>th</sup> Drive and Historic Columbia River Highway and provide a secondary access point for travelers to reach destinations within the Hungry Hill neighborhood in a more direct way.

The City of Troutdale would likely be the agency tasked with owning and maintaining any future connection, however coordination with Multnomah County will be required, as it would involve the potential for a future intersection at 257<sup>th</sup> Drive and increased traffic movements at Buxton Road, both of which are owned and maintained by the County.

The likeliest location for this access could be an extension of 4<sup>th</sup> Street from its current terminus near the City's Public Works Facility, however this would require significant rework of the parking area and a likely widening of 4<sup>th</sup> Street to accommodate a heavier load of traffic. It would also impact several residences along the street.

Another possibility could be 2<sup>nd</sup> Street, however the proximity of the intersection with the Historic Columbia River Highway might limit it to a "right-in right-out" intersection, thus limiting potential traffic movements. Further studies should be conducted to evaluate these (and other) possibilities.

## CORRIDOR G – SANDY AVENUE

This corridor is a neighborhood collector within the Hungry Hill neighborhood that serves as a secondary route to navigate between upper and lower portions of the neighborhood. The street also serves as an alternate or emergency route for vehicles who may have access issues navigating Buxton Road due to icy conditions on the much steeper slope.

Corridor G is owned and maintained by City of Troutdale and is a two-lane road that has no shoulders and a narrow curb-edge sidewalk on the western frontage of the street.

The major concerns for the corridor revolve around maintenance and the long-term durability of this road being able to accommodate automotive traffic on a hillside that has had previous stabilization issues. There will be little ability to widen the road without significant expense and impact to the hillside, which could further aggravate the concerns for erosive conditions or landslides.

The concept the City would consider would be to either reduce Sandy Avenue to a one-way access road or to close the road to automobile traffic altogether, with exceptions for emergency vehicles or during weather events. This would reduce the wear and tear of the road and provide a safer means for pedestrians and cyclists to move up and down Hungry Hill.

Closing streets for vehicular access is not an easy nor popular proposition, and it may involve design considerations such as gated entry points and changes to the endpoints of 4<sup>th</sup> Street and 5<sup>th</sup> Street, which currently terminate at Sandy Avenue.



## CORRIDOR H - DOWNTOWN/URA CONNECTIONS

This corridor is loosely defined geographically. It calls for two likely locations for future access considerations that would directly link Downtown with The Confluence site within the Urban Renewal Area. The two most likely connection possibilities include:

- A bike/ped bridge that begins at the intersection of Harlow Avenue and Historic Columbia River Highway, spans over the rear parking area and railroad tracks, and ends in the Confluence site; potentially on the top floor of a parking structure or an elevator shaft.
- A vehicular connection that extends Kibling Avenue over the existing driveway to the rear parking area and crosses the railroad tracks at-grade and continues into The Confluence site.

Both corridor improvements are expected to be owned and maintained by the City of Troutdale, with coordination required from Multnomah County (for connecting with Historic Columbia River Highway) and Union Pacific Railroad, as they will impact the railway's right-of-way.

A vehicular bridge that extends Kibling Avenue northward could be achieved through engineering, though would appear to be unlikely for several reasons. First, it would be expected to be cost prohibitive for public or private investments. Second, it would require a reconfiguration of the rear parking area, and third, it would likely take up significant land on The Confluence site in order to return the roadway to an at-grade level, given the terrain differential between Downtown and the site.



The Town Center Committee concurred that having both connections would be most optimal solution for ensuring that The Confluence site is well integrated with Downtown. The lack of any direct connection apart from the planned riverfront trail would be harmful to both areas and lead to disjointed or competitive growth that would jeopardize the District as a whole.

The at-grade railroad crossing will be a difficult proposition due to permitting standards with Union Pacific Railroad. Although similar permits would be required for the bridge, that connection will be easier to come by from an approval standpoint but is limited in allowing for full mobility choice without allowing cars on the span. The City would need to prepare for the likelihood that securing this access could take years and that approval is not guaranteed. Lastly, development proposals for The Confluence site should not be singularly reliant on a direct vehicular connection from Downtown.



*Above: The location of a bike/ped bridge landing connecting from Downtown over the rear parking area and railroad tracks to a hypothetical connection point in The Confluence site.*

*Below: The location of an extension of Kibling Avenue to cross the railroad tracks into the site.*

