



December 1, 2021

Regular Meeting | 7:00 p.m.

Troutdale Police Community Center – Kellogg Room
234 SE Kendall Ct, Troutdale, OR 97060

Public comments are welcome at any time during the meeting.

Agenda

1. Call to Order, Roll Call, & Pledge of Allegiance
2. Public Comment on Non-Agenda Items
3. Review and Approval of Minutes
 - a. September 1, 2021 Regular Meeting
4. Discussion Items
 - a. Transportation System Plan Update
5. Staff Communications
6. Committee Member Comments
7. Adjournment

Participation

The public may attend the meeting in person or via Zoom. Please email comdev@troutdaleoregon.gov to request Zoom meeting access credentials.

This meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours prior to the meeting to the City of Troutdale (comdev@troutdaleoregon.gov or 503-665-5175).

Citizens Advisory Committee
Regular Meeting | September 1, 2021 - 7:00 p.m.
Troutdale Police Community Center – Kellogg Room
234 SE Kendall Ct, Troutdale, OR 97060

Held in-person and virtually via Zoom

Public comments are welcome at any time during the meeting.

1. Call to Order, Roll Call and Pledge of Allegiance

In attendance: Shelly Reynolds (Chair)
David Wheaton
Heidi Hinshaw
Chris Barney
Diane Castillo
Victoria Rizzo
Amasa Moon
Nicole Lawrence
Twillia Harrington

Excused: Will Knight (Vice Chair)
Alexander Lumiere

Staff: Amber Shackelford, Assistant Planner
Alex Lopez, Assistant Planner
Melissa S. Bocarde, Transcriptionist/Independent Contractor

Members of
the Public: Mary Barney

The meeting was called to order at 7:00 p.m. by Chair Reynolds and the Pledge of Allegiance was said by those in the Kellogg Room.

Chair Reynolds asked if anyone wished to speak on a non-agenda item.

2. Special Guest Police Captain Steve Bevens

Captain Bevens introduced himself and asked if this was the first time he had addressed this group. Chair Reynolds said that it wasn't, but there were new members.

Captain Bevens said he is an officer with the Sheriff's department and is in charge of running the patrol operations. He was first hired as a Troutdale police officer in 1998, was promoted to sergeant, and he worked for Troutdale until 2015 when the City decided to contract with the Sheriff's office. He also started and was a sergeant for the homeless outreach program, called HOPE. He also helped with things like outreach events and being a school resource officer. After being promoted to lieutenant, he has worked in river patrol and in training. Now as a captain, he is designated as the Chief of Police for the City of Troutdale. In the 1990s, he was a reserve deputy for Washington County and they encouraged him to apply with the City, and he's been pro-Troutdale ever since. He is excited to work with them. He is in daily communication with the mayor. His hope is that he can not only report their concerns to him but that he can use their group as a voice of support for the Sheriff's office. They had a rough year last year.

Their chaplain program wasn't going well. Also, in the metropolitan area and through the United States, law enforcement was not viewed highly due to the murder of George Floyd. They feel as if they were under attack. Deputies quit. Right now, he's really focused on homeless issues for the City. He is working constantly with the mayor on issues of homelessness within the city and Thousand Acres. He feels their approach is different from that of the City of Portland. They believe in the broken windows theory; address things immediately before they fester and become bigger and bigger. For example, yesterday morning, he personally approached a man who was sleeping on a bench at Mayor's Square. He woke him and offered resources, and the man said he appreciated it and thanked him. He also works with several departments such as the Forest Service and the Department of State Lands in regards to the homeless issue, primarily in Thousand Acres.

Captain Bevens said they are also looking at equity and inclusion and have an Equity and Inclusion Manager, Rebecca Sanchez, who was hired last year. He's hoping maybe she can be at their next meeting to talk about what's going on at the office and the trainings she's set up, and it would be good for them as a group to hear from her.

He looks at this group as a way to not only address what the citizens bring to them, but also vice versa, for the CAC to help with his office's needs. They are having serious issues with hiring and retention, and it's true of other industries, like retail and restaurants. The amount of turnover is unprecedented right now in the Sheriff's office. On the corrections side, people are retiring and leaving early. Human Resources has said they've never seen anything like it. They've lost five deputies to Deschutes County and the City of Bend and two more transferred to jobs in Arizona. The requirement for recruits with no law enforcement experience is to have a 4-year college degree, and they're 0 for 11 for recruits making it through the training program. The recruits are fresh out of college and don't know what they're getting into and some quit on the first day. They want to brainstorm with the group ways of recruiting officers, such as focusing on military or college recruitment. They also have changed the lateral process job requirements. It usually takes about 2 years for recruits to get on the road and become a district car.

Chair Reynolds asked Captain Bevens if they accept military service in lieu of the college degree. Captain Bevens said he thinks they have changed the deputy requirement to 3 years of reserve experience or 2 years of full military experience. They're now working on getting both unions to approve 3 years of law enforcement experience to become a lateral instead of also needing the college degree. He thinks that will be approved soon. Chair Reynolds said that she appreciates his service to Troutdale. He said he appreciates Troutdale because people will approach the officers to say thanks, and this is the opposite of the response they receive in Portland.

Mr. Wheaton said he has a lot of bias on this issue because he thinks the problem with some cities, including Portland, is that they shoot themselves in the foot. He thinks the County Commissioners need to publicly support public safety, and he doesn't see them doing it. Telling someone why they should work for you starts at the top.

Ms. Hinshaw said she was disappointed that he didn't remember them from last year because she remembers him. She said her two questions are, first, what is his definition of public safety and second, how does he see the police force evolving?

Captain Bevens asked if he was addressing the Public Equity and Safety Committee. Ms. Shackelford said that no, he is addressing the Citizens Advisory Committee, and he addressed them last year. He apologized for the misunderstanding.

Captain Bevens said his definition of public safety is partnership and working with the community. He's always been a public servant. It's always been his goal to help good people and arrest bad people, but especially to be a public servant in any way. He said that in terms of how the police force will evolve in

the future, he has already seen the profession change dramatically since he was hired in 1998. They don't go on calls that they normally would have gone on. They don't respond the same way they would have 4 years ago to many calls ranging from a suicidal person barricaded in their home with a weapon or to someone going through a mental health crisis to checking on someone sleeping in a park. He feels there are changes that need to be made. Law enforcement is historically hard to change because of the strength of the unions. Change depends on which direction the political leadership wants it to go in that city.

Ms. Moon said he mentioned that community involvement could help boost morale. Does he have any ideas of ways they could do that? Captain Bevens answered that they have to restrict many activities due to Covid, but years ago, having the Sheriff's office at events like the Cruise In was huge. He always enjoyed doing that. He hopes to resume things like that in the future.

Captain Bevens said he would offer quick updates about the Sheriff's office and what they have done for Troutdale. Glenn Otto Park has a deputy during the summer months and the contract with the City and County have to do 960 hours of service there. Deputy Barnes was assigned there during the summer and it was a success. There were no drownings at Glenn Otto this summer. Also, the Reynolds School District has not signed a contract with the Sheriff's office. They met with Dr. Ortiz and he is supportive of it but as of now, the district does not have school resource deputies.

Ms. Hinshaw said she does not support having school resource officers in their schools.

Ms. Castillo said that she recalled the shooting at Reynolds High School, and her belief is that the officers there were pivotal to the safety in the school that day. If she remembers this correctly, then she definitely supports all conversations pursuant to the safety of children in the Reynolds school district.

Ms. Rizzo said she's been in meetings with schools in Reynolds, and she thinks that the resource officers are wonderful assets to the school. She doesn't feel like kids are fearful. Students actually become quite friendly with the officers. She thinks they need them in the schools and that those who work in schools will understand what she's saying.

Ms. Hinshaw apologized for speaking out of turn earlier. She has two children in local elementary schools and has researched this. From what she's seen, it does not increase safety and it does increase danger. That is her opinion as a stepmother.

Chair Reynolds said that her children graduated from West Linn High School and they did have a community resource officer there. Her children may not remember their teachers, but they do remember the resource officer. It's not only about safety, but it's about creating relationships with the children in the community. It supports authority in the school, and it also helps children make better decisions. They have a role model who is there to talk about what he or she does. Everyone in West Linn knew the resource officer and felt safer because he was there.

Ms. Lawrence said she grew up in Portland and attended John Marshall High School. It was the first school in Oregon to have a shooting on the campus, and it was the year she graduated. It was a very diverse student body, and the school resource officer was amazing, and she still remembers him. She thinks it's a great opportunity for kids to interact with local law enforcement to see that not all cops are bastards, which is something children are being fed regularly, and it shows that there are good cops who care and want to put relationships first. She hopes Reynolds gets a contract going and makes this happen. She wants children to be able to have positive interactions with people who wear uniforms.

Mr. Barney said that he attended a school outside of the City. He asked Captain Bevens for informational purposes what the functions are of a school resource officer.

Captain Bevens said he could answer that question. Also, he respects everyone's opinions. He responded to the Reynolds High School call and personally knows coworkers and friends who ran towards the gunfire. He thinks it's critical that agencies hire the right school officer and not someone who wants the great days off and to work the day shift. It needs to be someone who wants to almost be a counselor for the kids. At Reynolds High School, resource officers assist with things like talking to the parents or counseling or mentoring or helping a kid. It's very important to hire someone who has a heart, just as you would do that for a homeless outreach officer. They have a strict hiring process for it, and you need someone who has a calling. He feels emotional about that hard day, and resource officers can be invaluable, especially at Reynolds High School.

Ms. Hinshaw asked what resources he offered the man who was sleeping in Mayor's Square. Captain Bevens answered that it was someone he'd never met before. He remembers when it wasn't OK for law enforcement to try to help people who were homeless because it was looked at like empowering them. He said he told the man he needed to wake up, they introduced themselves, and he asked if the man needed food or water since he had them with him. He told Captain Bevens he had no interest in shelters in downtown Portland. They also talked about low impact camping.

Captain Bevens said he also wanted to report that dispatch issues are huge right now. Callers are on hold for 30-45 minutes for non-emergency and even on hold for 911 calls. He is the new liaison officer. Dispatch is run through the City of Portland and they are just one of the users. Dispatch is trying to resolve this issue, and they are having the same problems with turnover and recruitment. He has been researching an online call service for the city which allows residents to report a crime online. That way, it's convenient for someone at work or lunch to file the report and get a case number rather than waiting for a deputy to come to their house. He has had the approval to contract with Case Services, and they've modified it to help their residents, and then they can follow through. Ironically, BOEC bought the same service. They'll be able to start in November.

Ms. Harrington asked if he anticipates changes in petty crime statistics since it will be easier to report the crimes. He says they discussed that and that usually if someone wants to report a petty crime, but wants to advise the police that it's happened so they're aware, they don't get a case number. This way they will get a case number but it is not going to show more service calls.

Ms. Moon asked if it's important to report smaller crimes for statistical purposes even though the officers are very busy. Captain Bevens answered that, yes, they have people who do statistics about areas and times when crimes are committed. They can assign deputies and detectives to patrol areas based on that information.

Ms. Hinshaw said she had a request. She would like them to implement something similar to the Cahoots response program in Eugene where a trained mental health counselor can go with an officer to calls when people are having a mental health crisis. Captain Bevens said he agrees with her. He feels that when he is dispatched to this situation wearing a badge and a gun, that's not the most effective way to go. Also, his daughter is a social worker, and he wants her to be safe when she is on a call.

Captain Bevens said that the Municipal Court has now worked with the City of Fairview, City of Wood Village and all of the misdemeanor crimes go to Troutdale Municipal Court. This simplifies the legal process for the officers.

Ms. Moon asked Captain Bevens what the most common crime is in Troutdale. Captain Bevens said that Troutdale is the busiest district and they always have two deputies and a sergeant assigned. Right now, he believes that suspicious people, car thefts, and a rise in aggressive assaults are the most common. Stolen

vehicles are up and so are pursuits, which they terminate almost nightly because it's not worth it to pursue them. He said that Troutdale sees everything, including prostitution at the truck stops.

Ms. Reynolds thanked Captain Bevens for his visit.

3. Review and Approval of Minutes

a. August 4, 2021 Regular Meeting

There were no corrections. **Ms. Rizzo moved to accept the minutes as written and Ms. Hinshaw seconded the motion. The motion passed unanimously.**

4. Discussion Items

a. First Friday Presence

Ms. Shackelford said that Ms. Hinshaw had asked about whether the CAC would want to participate by having a booth or something similar. There is still time to plan for October. The only regulation for it is that there can't be more than five CAC members at a time in order to follow the open meetings law.

Ms. Rizzo asked if candy would be distributed by the merchants at Halloween this year. Ms. Shackelford said she wasn't sure. Ms. Rizzo said that when the CAC participated and distributed toys and candy, it was very popular and fun. She'd like them to think about doing that event also.

Ms. Hinshaw said that her idea was to have a CAC presence so people know they can raise concerns to them. However, she isn't sure if it actually does a whole lot of good for them to do it, so maybe it's pointless. She thinks that handing out candy sounds fine.

Ms. Castillo said that in the past, at the Halloween event, they had flyers and a banner and candy for the children. CAC members dressed up and some of the other advisory committee members participated as well. If they do something on First Friday, she thinks they should ask Ms. Boxler from the City what would be helpful. The City isn't open, and the Staff don't have time to be there, so maybe the CAC could help.

Ms. Hinshaw said that she'd thought about doing something at First Friday to explain the rent burden issue and how people can learn more about it.

Chair Reynolds asked who would like to volunteer for the First Friday event project.

Ms. Hinshaw asked if people were excited or not.

Ms. Castillo said that she was almost positive she would be in town. She would be willing to get the materials from the City. She can also bring the banner. She asked if Ms. Shackelford could bring information about volunteer opportunities with other committees. She will also ask Ms. Boxler for other promotional items.

Ms. Hinshaw said she would be the point person and email everyone to see who was interested in volunteering.

Ms. Castillo said she would bring organic lollipops. That would be fun candy that wouldn't detract from the food vendors. Ms. Shackelford said there's a budget for the CAC.

Mr. Barney asked if they were discussing First Friday or Halloween. Chair Reynolds said they were discussing First Friday.

Ms. Castillo said that if several people volunteer, they can take turns with coverage.

Chair Reynolds said she is helping Parks & Facilities Superintendent Tim Seery set up at this upcoming First Friday, and she will ask him about it.

b. Rent Burden Meeting Update

Ms. Shackelford said that this meeting was supposed to be held tonight, but it will happen instead on September 29th. The meeting will start at 6 PM and if it's in person, they will meet at Troutdale Terrace Apartments in their community room. She hopes that will help involve more people who haven't wanted to attend it at the police facility.

Ms. Castillo asked how people will be notified other than low-income residents will find out about the meeting so it's a balanced discussion. Ms. Shackelford said it was in *The Champion* and will also be on social media. She's happy to hear their ideas and to tell their own networks about it.

Mr. Barney asked if this would affect the October meeting. Ms. Shackelford said they will cancel the first Wednesday meeting in October.

Mr. Lopez said even if there's an in-person component, it will be a hybrid meeting so people can still also attend on Zoom.

5. Staff Communications

Ms. Shackelford said there will be an open house on October 20 from mid-afternoon to early evening for the Parks Master Plan, and it will be held at the Troutdale Elementary School to help parents be able to be involved. There will be information about it on social media. Also, she followed up on Mr. Knight's request at the last meeting to make it easier to access audio recordings of the CAC meetings. They have removed the password. Finally, this will be her last CAC meeting. She will be at the rent burden meeting, but Mr. Lopez is now their liaison.

Ms. Rizzo asked when the Safety and Equity Committee will meet. Ms. Shackelford said she didn't know. The Sheriff's office is in charge of it.

Ms. Castillo asked if there's an update about the Urban Renewal Area and if they are now accepting proposals or marketing it. Ms. Shackelford said that it was rezoned this summer to urban mixed use which was a good first step towards clarifying uses for it. She doesn't know if it's at the development stage yet.

6. Committee Comments

Ms. Moon commented that she enjoyed hearing from Captain Bevens.

Ms. Harrington also said she enjoyed hearing from Captain Bevens.

Mr. Barney said it had been a great meeting, and it's been a pleasure to work with Ms. Shackelford. He welcomed Mr. Lopez.

Ms. Castillo said she would echo that comment. She also was interested to learn that people are spending so much time on hold when they make 911 calls. She finds that concerning. Also, she understands why online reporting works well for small communities, but she appreciates face to face reporting because there are nuances to it. She welcomed Mr. Lopez.

Mr. Wheaton thanked Ms. Shackelford and looks forward to working with Mr. Lopez.

Ms. Hinshaw said that she has passionate opinions about the police, but she assures the new committee members that she's a nice person who has strong feelings. Also, she wants to welcome them to the CAC. She asked how to pronounce Twila's and Amasa's names. She would be happy to answer any questions they have about their role if they'd like to email her. She looks forward to being a student with Ms. Shackelford. She is excited about First Friday.

Chair Reynolds said that she appreciates all that Ms. Shackelford has done and looks forward to working with Mr. Lopez.

7. Adjournment

Mr. Barney moved to adjourn the meeting and Ms. Rizzo seconded the motion which passed unanimously. The meeting was adjourned at 8:20 PM.

DRAFT



Memorandum

Date: December 1, 2021
From: Melissa Johnston, Associate Planner
To: Citizens Advisory Committee
CC: Chris Damgen, Community Development Director

Subject: Transportation System Plan (TSP) Update

The [Transportation System Plan](#) (TSP) is the City's main long-range transportation plan. The TSP guides future transportation investment and land use decisions. Adopting and periodically updating the TSP is a required for compliance with the State's (Department of Land Conservation and Development) Transportation Planning Rule and fulfills Goal 12 of the City's Comprehensive Land Use Plan.

The TSP needs updating in order to incorporate new projects, particularly those identified in the [Town Center Plan](#). Inclusion of these projects in the TSP is necessary to obtain grant funding or to require new developments to install or fund elements of these new projects. Staff also recommend updating Chapter 3 (Existing Conditions) with any changes since the most recent update of the plan (2014), including any new Transportation Planning Rules, and expanding the environmental justice/equity analysis in Chapter 4.

Prospective New/refined Projects

This is a partial list; other projects may be contemplated through further review and feedback.

- **Depot Park:** Intersection improvements for bike and pedestrian traffic. See *Town Center Plan*, pages 94-97.
- **2nd Street Bridge:** Bike/pedestrian bridge over 257th between the Foursquare and Overlook Tracts. See *Town Center Plan*, pages 108-113.
- **Riverfront Park & Trail:** Provides public access along the Sandy Riverfront and connects to the town center through an undercrossing of the Union Pacific Railroad. See *Town Center Plan*, pages 146-147.
- **Beaver Creek Connection:** Install sidewalks on both sides of Stark Street from Beaver Creek Lane to Kane/257th. See *TSP pages 4-2 – 4-7*.
- **First/Last Mile Services:** Consider partnerships with micro-mobility companies (shuttles, scooters, golf carts etc.) that can fill in transit service gaps between downtown and Fed Ex, Glen Otto Park, and other destinations. See *Town Center Plan pages 88-89*.
- **Opportunity Corridors:** Inclusion and consideration of Opportunity Corridors identified in the *Town Center Plan*. See *Town Center Plan, pages 127-137*.

Update Process

Staff will be working with Kittelson and Associates to update the TSP. The Citizens Advisory Committee will be the main group overseeing and providing feedback during the update process.

Anticipated Schedule

- **Dec 1, 2021: CAC Meeting, Overview**
Staff will present an overview of the update project.
- **Feb 2, 2022: CAC Meeting, Presentation #1**
Kittelson and Associates will provide an overview of TSP and Town Center Plan and request feedback on the existing and future conditions analyses.
- **April 6: CAC Meeting, Presentation #2**
Kittelson and Associates will present a project update and request feedback on the draft TSP update.
Planning Commission and City Council will be invited to attend.
- **June 8: Planning Commission Hearing**
Planning Commission will consider adoption of the draft TSP Technical Update, draft implementing ordinances, and final findings.
- **June 28: City Council Hearing, Reading #1**
- **July 12: City Council, Reading #2**
- **Aug 1: Final TSP Due**

ATTACHED:

- [Transportation System Plan](#) (Print and .pdf)
- [Town Center Plan, Chapters 2.3 & 2.4](#) (.pdf only)

2.3 THE PHYSICAL ELEMENT

RESOURCE CONSIDERATIONS

GUIDING STATEMENT

The Town Center is a place that ensures the common good through prudent growth management and preservation of our community resources.

NATURAL RESOURCES AND ENVIRONMENT

Troutdale's natural setting and general environment reflects a community at the intersection of urban characteristics and pure nature. The Town Center District is situated primarily along a sloping hillside and in the lower portions of the slope that lead towards the Sandy River to the east and low lying alluvial plains from the Sandy River's confluence with the Columbia River to the north.

The District has retained a significant amount of tree cover since initial clearing from the original settlement of the townsite, though there are areas that have not had significant tree growth from newer development.

The climatic conditions of the Town Center are dramatically affected by its proximity to the Columbia River Gorge. Fierce east winds can often occur in colder months, leading to several days of moderate to severe conditions that have affected the community in a variety of ways: from how trees grow to how the community is perceived as a regional weather station.



Beyond the wind though, the Town Center has some dramatic areas of steep hillsides, hidden creeks, and significant spots for fauna to congregate, nest, or wander around. Most in the community appreciate this connection to nature, despite the occasional beaver dams or coyote sightings.

[In short, the built environment should complement the natural environment.](#)



RECREATION & OPEN SPACES

Future planning for a city should always take into account the value of retaining open space and recreational opportunities. In Troutdale, proximity and access to open space areas is a hallmark of the community and one that must be maintained. The Town Center District already retains several recreational facilities within and adjacent to the District. The varying degrees of popularity and interest are worth contemplating.

Glenn Otto Park—among the City’s most popular—sits just beyond the District boundary but is profoundly impacted by potential development and an increase in resident and visitor traffic. Seasonal influxes of visitors to the park in the summer have created capacity and public safety concerns for a long period of time. The popularity of the Sugarpine Drive-In restaurant which opened in 2019 adjacent to the park has added to parking capacity and queuing concerns for the park. Finding management solutions for the park should be considered in an update to the Parks Master Plan.

At the same time, Helen Althaus Park, Depot Park, Harlow House Park, and Mayors Square do not see significant utilization in comparison to Glenn Otto Park. These park facilities—all located within the District—have their specific charms and utilizations but may have opportunities for improvement. Helen Althaus Park in particular may be unique given that it can be seen more as a natural conservation area. Harlow House Park has historic attributes that must also be considered.

An additional concern is the lack of a park or recreation facility open to the public in the Halsey neighborhood west of 257th Drive. Incidentally, most of the recent and future residential growth of the Town Center District is occurring in this neighborhood. It would be wise to consider recreational lands or dedicated open spaces within future developable areas, provided that there are staffing and equipment capacities to regularly maintain any future facilities.

Multi-use trails could offer a solution for low-impact, low-maintenance recreational facilities. Although also seen as transportation facilities, there are equally important quality-of-life benefits to trails that are often associated with parks. Seeking opportunities to establish or expand trail networks to all corners of the Town Center will help connect residents to Downtown and the other neighborhoods. It can also help to connect other areas of the City to the Town Center itself.

PUBLIC FACILITIES & SERVICES

Public facilities and services include sufficient capacity to handle existing and future growth on transportation and utility networks.

Streets

The Town Center's street network contains arterial and collector roads maintained by Multnomah County and neighborhood collector and local streets maintained by the City of Troutdale. Generally, the street pavement on these facilities are in acceptable condition. The City has a pavement preservation program in which City-owned streets are on a rotation to have certain treatments applied to extend the lifetime of asphalt paving.

Deficiencies in the street network do exist. In certain areas, there remains inadequate sidewalks or pedestrian access. Typically the influx of new development will require developers to install "half-street improvements" to bring right-of-way up to standard. Particular concerns are focused on compliance with Americans with Disabilities Act (ADA) standards for full accessibility, especially at intersections. The City in 2020 finalized details of an "ADA Transition Plan", indicating deficiencies in public facilities where investments will be required to be made. The seasonality of winter storms or other hazards also can be concerning due in part to the steep terrain in parts of the District.

Also of long-term concern are ongoing maintenance issues related to landscaping along County-owned roads. While existing or prospective volunteer programs such as "adopt-a-highway" can help to a degree, there appear to be diminishing resources available to regularly maintain existing infrastructure. Troutdale will need to work regularly with Multnomah County to develop and implement strategies for ongoing landscaping to occur along certain rights-of-way. Additionally, future street improvements should be mindful of potential long-term maintenance obligations and seek design solutions which do not overburden the City (or other agencies') maintenance responsibility.

Utilities

Troutdale is fortunate that there generally are good levels of service on water and sewer lines, though areas exist where piping is aging or will require "up-sizing" to accommodate future demand on the system. The City regularly monitors the system through a regular inspection protocol.

The ability for an existing utility system to adapt and grow with a community is reliant on having financial support from new development through system development charges (SDC). Many cities in Oregon will often reduce or even suspend SDC payments for new development as an incentive for growth. Troutdale should be cautious to pursue SDC reductions, as oftentimes they require supplemental payments from a city's general fund to fulfill the obligation.

Having denser development patterns allows for more efficient utility layouts despite the larger size of pipes and related infrastructure. It is ideal to plan for specific areas of the District where denser development can be planned for and where systems may be in place to serve. This should be balanced with a desire to retain a built environment that respects the existing built environment.



SCENIC & HISTORIC AREAS

The Town Center Vision specifically addresses the desire to be the most scenic and historic hub in the region, meaning that an emphasis on preserving and embellishing these areas is of chief importance.

Troutdale's unique geography sets it apart from any other suburban community in the Portland region. As a result, the City should commit itself to doing what it can to preserve scenic viewpoints, vistas, and natural areas for generations to come. Land use regulations can help in doing so, but extra care should be taken to make sure new development will not overwhelm or fundamentally change the scenery of this place.

In addition, Troutdale has a strong legacy of caring about its history. Within the Town Center District exist several historic landmarks with code protections and at least two dozen historic resource properties that are referenced as contributing to history. Specific attention should be given to development proposals that occur on or adjacent to both landmark and resource properties. Opportunities to consider adaptive reuse of historic structures or properties should be properly evaluated by Staff and applicants.

Additional work should also be undertaken by the Historic Landmarks Commission to determine if more historic resources exist in the Town Center beyond the initial investigatory work that was completed in the past 20 years.

COMMUNITY DESIGN & ARCHITECTURE

Although Troutdale does not have an abundant supply of historic buildings of significant architectural value to warrant a landmark historic district like Hood River, Oregon City, or Aurora, the principles of good community design have been introduced and carry significant weight. Historic buildings have influenced design solutions and regulations to help curate the community's small town feel.

For commercial uses, the Central Business District zoning district already has relatively direct design standards, though there has been concern that these standards have not been uniformly applied with certain development. The north side of the street in particular has a distinct mandate to have an early 20th Century architectural style, which was largely accomplished in the late 1990s and early 2000s as development was constructed. Commercial standards in other areas of the District do not need to adhere to those standards.

For future single-family residential uses, incorporating the principles of traditional neighborhood design are seen as a desirable fit in the Town Center. This type of development often relies on the following design principles:

- Narrower lot widths (30 to 50 feet for single-family detached; 20 or less for attached)
- Expansive front porches
- Rear loading or detached garages that access to an alley, where terrain allows
- Wider sidewalks and planter medians for larger trees
- Narrower streets to slow traffic
- Allowance of accessory dwelling units on lots
- A mixture of single-family detached and middle housing typologies

The Town Center zoning overlay district has some of the above points already established, though additional standards could be considered. While existing design standards often harken back to an early 20th Century design template, there should be allowances for contemporary design to be incorporated, as one day those design patterns will be historic themselves. This is provided that their scale and positioning are consistent with the community's expectation of maintaining its character.

The concept of having a design review committee to evaluate future commercial or mixed use development proposals was discussed by the Committee at times. Arguments in favor suggest that a design review committee would be better equipped to evaluate and defend a zoning or zoning overlay's design standards and provide a formalized approval process that leads to predictable architecture. Arguments against suggest that it could cool development interest by adding a regulatory barrier and that architects and developers should have some creative liberties to demonstrate how their proposals match the spirit and intent of the code.

A compromise could involve having a committee evaluate certain development proposals as a review entity during the land use process. This would allow for Staff or Planning Commission to retain decision-making authority without adding an additional time burden for development. Such a review would better ensure that development proposals take community design and adherence to the Town Center Vision seriously. It would also provide a committee with the rights to appeal a land use decision of Staff or Planning Commission that it disagrees with.

Building height restrictions [for areas outside of the Urban Renewal Area](#) are arguably the most controversial topic of the entire Plan. On one hand, aesthetics and architecture contribute to a small town feel, and a small town feel does not necessarily mean small buildings. Those who support this statement believe that the city should work with developers to create awe-inspiring buildings in statement-making places, encourage developers to incorporate building facades that reflect the historic vernacular of the Town Center.

On the other hand, a notable number of committee members and community stakeholders have made equally valued arguments that suggest retaining existing standards. Those arguments can be found in a minority report within this Plan.

LAND USE CONSIDERATIONS

GUIDING STATEMENT

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.

CONSERVATION AREAS

Previous long-range planning efforts have already established general conservation areas. As a result, there are no significant additions to these areas that this Plan could offer.

Of the 270 acres located within the Town Center, roughly 20 percent of the total land is effectively constrained to development. Conservation areas include the Vegetation Corridor and Slope District, a zoning overlay district that incorporates Metro Title 3 and Title 13 standards to protect wetlands, sensitive soils, steep slopes, and other natural constraints.

An additional conservation area includes special flood hazard areas (SFHA), commonly referred to as flood zones, 100-year flood zone, or A-flood zones. In the Town Center District, they are typically found along low-lying areas along the Sandy River and Beaver Creek. They are typically overlaid in similar locations as low-lying VECO areas, but are technically separate areas.



EXISTING BUILT ENVIRONMENT

The Town Center's existing built environment features a mixture of older and newer development that often reflected a particular generation's style and preference for construction.

The commercial storefronts in the Downtown district largely fall within an architectural style that evokes early 20th century typology, with a mixture of one to two story buildings (when fronting Historic Columbia River Highway).

Residential properties are a little less consistent. Hungry Hill properties have the largest allotment of older homes that pre-date 1970, with a scattering of older homes also existing in the Eastside neighborhood. Most of the development in the Halsey neighborhood reflect more recent development, particularly since 1990.

Since 2000, newer development has tended to reflect the general goals of town center planning, which typically encourage smaller and narrower lot development for detached single-family homes or middle-housing typologies. Townhome development in particular has been a popular addition to the built environment, with residents enjoying the benefits of home ownership with lesser property upkeep and responsibility.

The approval of House Bill 2001 in 2019 has brought forth new concerns about the possibility of larger "underdeveloped" lots being converted into more dense residential property that could fundamentally alter the architectural style of certain blocks or streets in the Town Center. Most areas of the Town Center will not have restrictive covenants in place that could exempt properties from seeking denser development if desired.

In the spirit of ensuring that new development won't overwhelm existing development, it will be important to highlight development opportunities within the Town Center where investors can look to pursue residential construction on greenfield lots or blighted areas.

ADAPTIVE REUSE

Adaptive reuse refers to the maintenance or preservation of a property and/or structure for the purposes of a new land use or building on a site. Similar to historic preservation efforts, adaptive reuse is particularly popular in communities that seek to promote the general conservation of their built environment by encouraging creativity in design and in some cases offering financial incentives to investors looking for opportunities.

Adaptive reuse already has precedence in Troutdale. The most obvious example is the conversion of the Edgefield estate from a variety of community service-based uses to a significant visitor and entertainment destination over the past 30 years. The preservation of campus buildings including the manor and many of the outer buildings is among the great success stories not only in historic preservation, but also in adaptive reuse.

A more recent example of adaptive reuse is within the Town Center and occurred in 2019, with the conversion of a former gas station located adjacent to the Troutdale Bridge into the Sugarpine Drive-In dining facility, which has proven to be immensely popular.

An examination of other older or historic assets finds that there may be other opportunities to consider adaptive reuse. It appears clear that the community places a value on investments and efforts that seek not to change what's here, but to work within the walls or property lines of what's available. The City should consider ways to encourage adaptive reuse when financially feasible and consider strategies or programs that reward those who pursue these efforts.





Above: The former Handy Brothers Gas Station in 2020, used as a main base for a plumbing contractor.

Below: The same location with a potential adaptive reuse for micro-retail and small-scale dining establishments, with cosmetic treatments being the only visible change. (Rendering: Randy Wilson)



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 257th 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 257th 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 257th 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

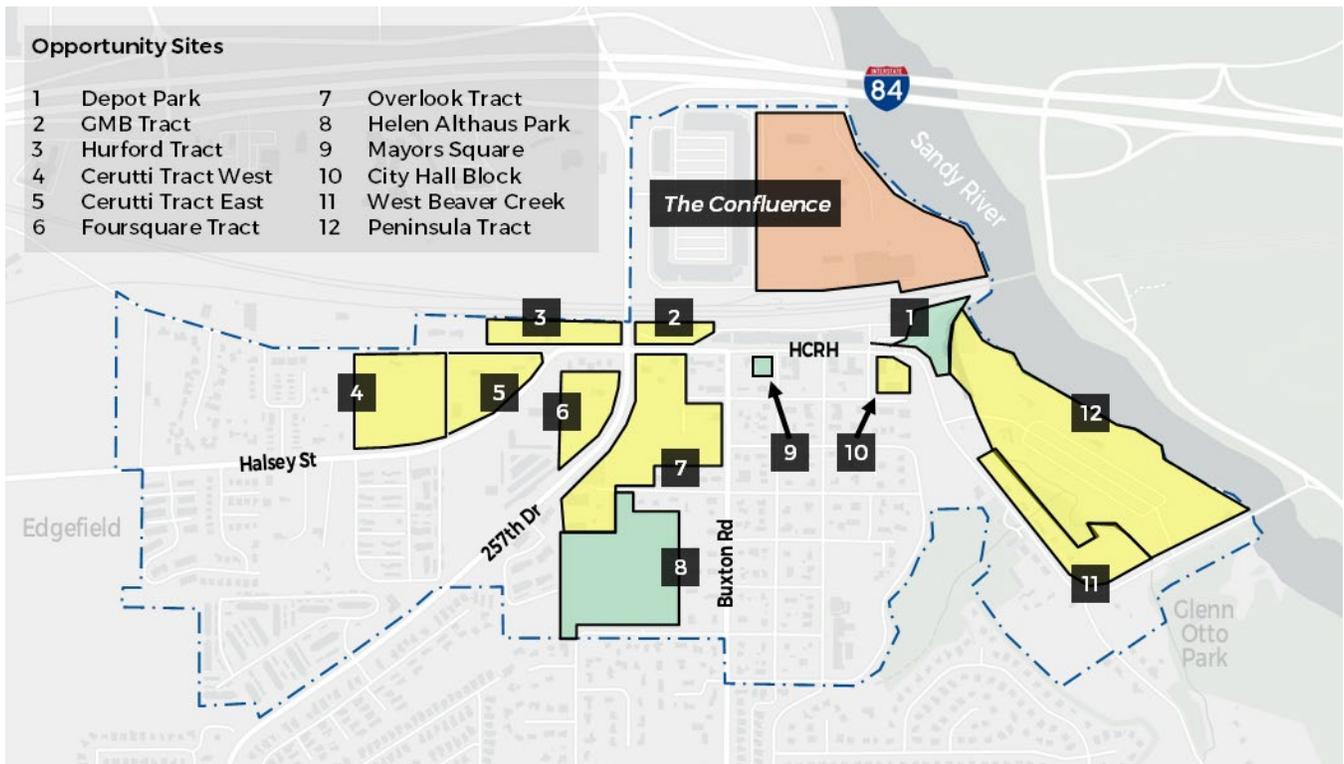
The development (or redevelopment) of an opportunity site has a positive impact not only on the site or its surroundings, but on the Town Center as a whole.

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.

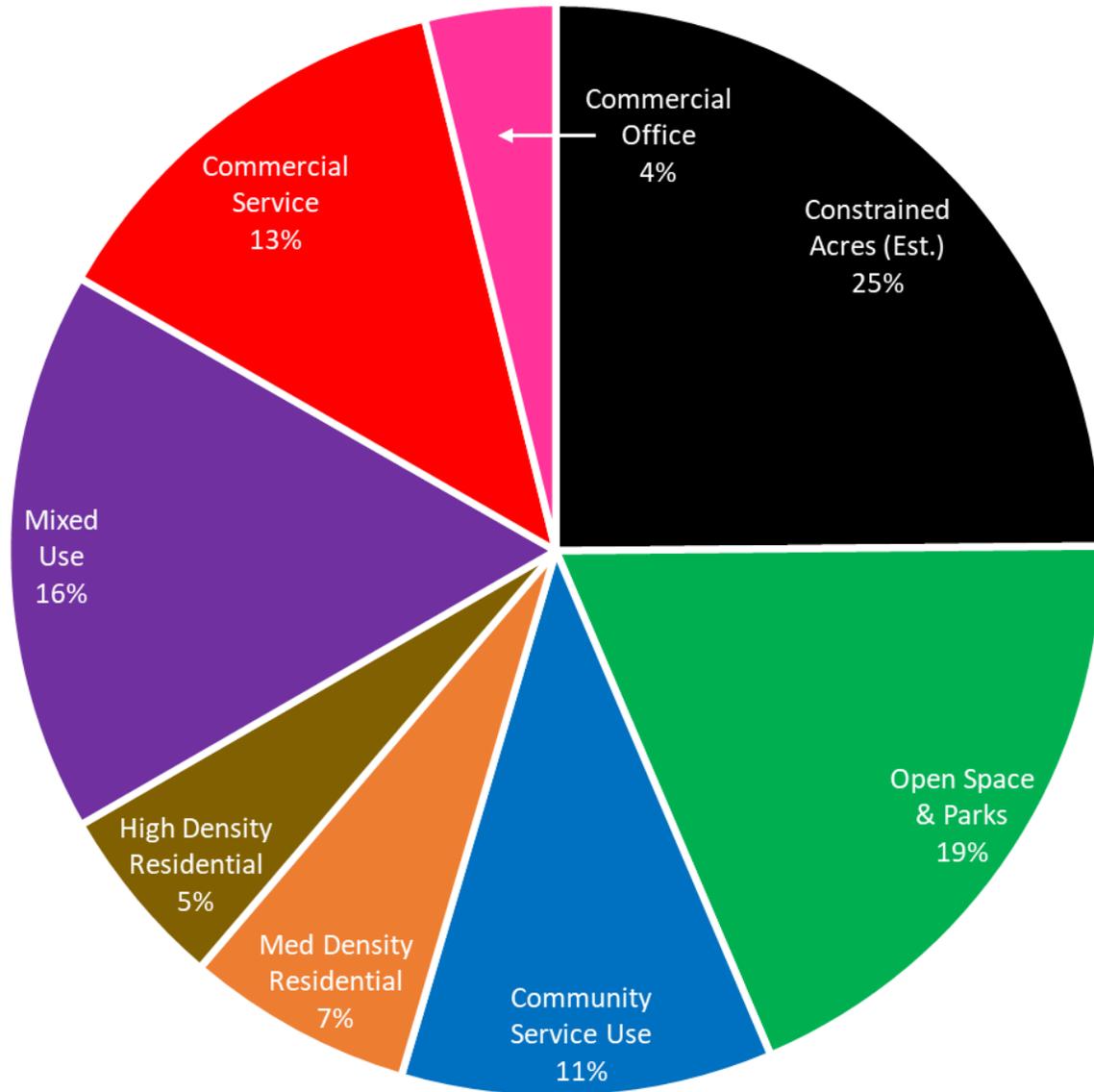
The chart above helps underscore the general development preference of the Committee across all the opportunity sites and the Confluence site.

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.

Opportunity Sites - Town Center Committee Average



Open Space & Parks (left) and Mixed Use (right) are the most preferred land uses identified in the Committee analysis. (Images: American Planning Association)



SITE 1 – DEPOT PARK

As of 2020, Depot Park is a City-owned property located at the east end of the downtown core. The primary structure on the site is the 1907 Troutdale Rail Depot, which is the historic railroad station of the community. The Depot was relocated to the site in the 1970s and has served as a cultural and historic landmark for the community. The City of Troutdale committed to renovating the Depot in 2017 and began renovation work in 2020 in coordination with the Troutdale Historical Society. The grounds of Depot Park have also had long-term plans for improvement and relocation of existing fixtures, though some will require approval from other entities, including a Blue Star Memorial Byway marker.

Surroundings

The site is bound by the Sandy River and Beaver Creek waterways to the east, the Union Pacific Railroad to the north, and commercial service uses to the west.

Advantages

- Critical location at the nexus of Downtown, The Confluence, and the East End neighborhoods
- Tremendous visibility
- Future City investments to the site and the trail connecting to The Confluence site

Challenges

- Traffic patterns and a sloped curve do not allow for a safe bike and pedestrian environment when entering and exiting the property
- Limited investment in park furnishings
- Limited size and constrained acreage due to slope and floodplain

Preferred Future Land Uses

- Parks & Open Space
- Community Service Uses

Future Ideas and Potential Investments

- Installation of park and wayfinding signage
- Completion of the Depot building renovations
- Establishment of the visitor center and re-establishment of the museum in the Depot
- Creation of the bike depot and associated installations
- Relocation of the caboose to establish a mini plaza
- Three-way stop intersection where E HCRH turns at the intersection with parking lot
- Creation of a “veterans plaza” with flagpoles at a terminal vista point
- Dropping the name “Depot Park” if tied to a larger waterfront park (see Opportunity Site 12)



Above: Depot Park in fall 2019, looking northeast from the Historic Columbia River Highway
Below: The Depot Park Opportunity Site (Image: Metro RLIS)





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.



SITE 2 - GMB TRACT

The GMB Tract is a 1.05-acre lot that is strategically located on the northeast corner of the Historic Columbia River Highway and 257th Drive. The original history of the building is that it served as a warehouse for produce. In more recent history, the building has served as a gallery, studio, and fabrication shop for local artists. Since about 2012, the building and the grounds have sat empty.

The building is one of the largest existing structures in Downtown, covering approximately 16,000 square feet under roof with significant roof clearance. The property also contains an ample amount of off-street parking, lending itself to a future use that could benefit from that supply.

Surroundings

The property is bound by the Union Pacific railroad to the north, 257th Drive to the west, the Historic Columbia River Highway to the south, and the downtown commercial businesses to the east.

Advantages

- Prominent location at main intersection in Town Center
- Significant off-street parking which is unique in the downtown setting.
- Existing structure with large enclosed area

Challenges

- Direct vehicular access to the lot is awkward for vehicles and not especially safe for pedestrians
- Property ownership has turned down numerous recent efforts to consider future uses
- Building may be too big for a single user
- Grade differential (not directly along the Historic Columbia River Highway)

Preferred Future Land Uses

- Commercial Service
- Community Service

Future Ideas and Potential Investments

- Coordination with City on improved driveway access and pedestrian safety
- Reconfiguration of western parking area
- Indoor farmers/makers market with central food hall or congregation area
- Small-scale grocery store or produce market
- Museum, meeting, or exhibition space
- Railway station for intercity or tourist train service



Above: A bird's eye view of the GMB Tract Opportunity Site, looking northeast (Image: Google Earth)

Below: The eastern façade of the building on the site as of spring 2020, looking west. The building has enormous potential to maintain its footprint yet be resourceful for a variety of uses.



SITE 3 – HURFORD TRACT

The Hurford Tract is a long and somewhat narrow 2.35-acre collection of properties at the northwest corner of the Historic Columbia River Highway and 257th Drive, stretching westward for about 700 linear feet along W HCRH. The majority of the tract is undeveloped, with the exception being a building located right at the intersection of W HCRH and Halsey Street. Most of the properties of the Hurford Tract are owned by the Hurford family. (Disclosure: a member of the family, Dean Hurford, served on the Town Center Committee) The remaining structure on the site was previously a sauerkraut producer.

As of 2020, the Hurford Tract was also listed as an opportunity site by the *Main Streets on Halsey Site Readiness and Code Audit* project and has been subject to further analysis to determine the economic feasibility and regulatory constraints for potential development projects.

Surroundings

The site is surrounded by the railroad to the north, commercial services to the east and south, and low density residential to the west.

Advantages

- Prominent location at two main intersections
- Dramatic views of Downtown, Broughton Bluff, and into the Columbia River Gorge
- The property is generally flat

Challenges

- Wider right-of-way at intersection limits buildable area
- The depth of the parcel may limit flexibility in terms of placement of buildings and parking
- The proximity of two major intersections may limit driveway spacing to enter and exit the tract
- Nearby railroad tracks may deter certain land uses from considering development interest

Preferred Future Land Uses

- Commercial Service
- Community Service Use

Future Ideas and Potential Investments

- Right-of-way reduction and up-to-date street improvements along the road frontages
- A civic-use corner building with a rooftop plaza, park, or gathering space
- A boutique hotel
- Senior housing facility
- Educational facility



Above: The site borders on the most prominent intersection in the community, at the northwest corner of the Historic Columbia River Highway and 257th Drive.

Below: The Hurford Tract Opportunity Site (Image: Google Earth)





Traditional community planning principles often suggest a signature building should anchor a major corner and can help establish (or extend) a feel for downtown. The rendering below shows a hypothetical proposal for commercial and civic uses on site but one that would be controversial due to a need to increase height limits. (refer to minority report in Section 3.4). (Rendering: Randy Wilson)





The Hurford Tract was seen by several Committee members as an appropriate area to have a building exceed 35 feet in height, due to its distance from the downtown core (see above). A taller building may allow for impressive views of downtown from a rooftop (see below). Other committee members have expressed concerns contained in a minority report (see Section 3.4). *(Renderings: Chris Damgen)*



SITE 4 - CERRUTI TRACT WEST

The Cerruti Tracts are positioned with dual street frontages on the north (the Historic Columbia River Highway) and south (Halsey Street) and have the potential to be key to strengthen and better define the Halsey neighborhood.

The western tract is comprised of two lots totaling 5.76 acres and are both owned by the Cerruti family. A house sits on the smaller lot (0.28 acres) while the balance of the property is used for agricultural purposes. The tract is generally flat and would appear to have few natural constraints for future development possibilities.

Surroundings

The site is surrounded by industrial and low-density residential to the north, commercial and community service uses to the east (Cerruti Tract east), and medium and high density residential to the south and west

Advantages

- Generally flat terrain with few site constraints (easy to develop)
- Double frontage on arterial streets (optimal street/parking layouts)
- Transition between residential and commercial uses

Challenges

- Property ownership has historically shown little interest in developing or selling site

Preferred Future Land Uses

- Medium Density Residential
- High Density Residential
- Mixed Use

Future Ideas and Potential Investments

- Townhome style development with a small pocket park
- Small lot residential subdivision - neo-traditional style with alleys
- Condominiums
- Grocery store



Above: The Cerruti Tract West Tract as of summer 2019 looking across the tract in a southwest direction from the Historic Columbia River Highway.

Below: The Cerruti Tract West Tract Opportunity Site (Image: Google Earth)



SITE 5 - CERRUTI TRACT EAST

The Cerruti Tracts are positioned with dual street frontages on the north (the Historic Columbia River Highway) and south (Halsey Street) and have the potential to be key to strengthen and better define the Halsey neighborhood.

The eastern Cerruti Tract is comprised of two lots totaling 3.25 acres. It has all the geographic advantages of the western tract, including direct frontage at the intersection of Historic Columbia River Highway and Halsey Street. Unlike the western tract however, this tract has existing development upon it; including the Pounder Oil gas station (Shell and CFN branded facility) and a maintenance shed and lot owned and operated by the Oregon Department of Transportation.

Surroundings

The site is surrounded by low density residential and undeveloped lots to the north, commercial uses to the east and south, and undeveloped areas to the west (Cerruti Tract West).

Advantages

- Double frontage on arterial streets (optimal street/parking layouts)
- Transition between residential and commercial uses

Challenges

- Existing development already exists, including a public agency (ODOT)
- Existing fuel station use may have environmental concerns if redeveloped.

Preferred Future Land Uses

- Commercial Service
- Mixed Use
- Medium Density Residential

Future Ideas and Potential Investments

- Grocery store
- Pharmacy
- Traffic circle
- Civic use - city hall or library specifically mentioned



Above: The Cerruti Tract East Tract as of fall 2019, looking west from the intersection of Halsey Street and the Historic Columbia River Highway. The site contains the service station and ODOT facility.

Below: The Cerruti Tract East Tract Opportunity Site (Image: Google Earth)



SITE 6 - FOURSQUARE TRACT

The Foursquare Tract is a triangularly shaped undeveloped four-lot tract of 2.8 acres positioned on the inside curve of 257th Drive in the southwest quadrant of its intersection with the Historic Columbia River Highway. Although gently sloped, the site has a long frontage along the arterial and could be large enough to have certain property uses be positioned without too much grade being affected.

Surroundings

The site is bound on the north by smaller commercial development, on the east and southeast by 257th Drive, and on the west by a self-storage facility and utility company.

Advantages

- Relatively flat property with lengthy frontage and visibility along 257th Drive.
- Sewer reservations on the property may reduce upfront cost of system development charges

Challenges

- Despite the frontage, full turn access in and out of the site from 257th Drive will be difficult, given the proximity of the intersection of Historic Columbia River Highway, the slope profile of the road, and the speed at which vehicles are typically accustomed to traveling.
- No other obvious road access options exist unless easements or additional acquisitions are made by a development interest.

Preferred Future Land Uses

- Community Service Use
- Commercial Office
- Mixed Use

Future Ideas and Potential Investments

- Partial usage of property for future circulation improvements (see image on the right)
- Potential trail access point to connect a trail to downtown via 2nd Street (see image)
- Satellite/overflow parking facility for downtown employees or event attendees
- Public Works facility (moved from current location)
- Relocated ODOT facility (from Cerruti Tract East)
- Fire station
- Food cart pod
- Community garden or foodbank garden
- Outdoor equipment shop and rental facility
- Golf cart hub/rental facility



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.



SITE 7 – OVERLOOK TRACT

The Overlook Tract consists of several public and private-owned lots situated in between 257th Drive, Historic Columbia River Highway, and Buxton Road. Comprised of nine lots totaling 3.25 acres, only a small portion of the site is developed. The largest parcels in this tract (the so-called “Windust property”, named after the former property owner) are undeveloped and publicly owned by Multnomah County as of 2020.

Surroundings

The site is bound by commercial uses to the north, community service uses to the east and south, and 257th Drive to the west.

Advantages

- Gently sloping terrain on Windust property in compared to other properties in the vicinity
- High visibility along 257th Drive and at intersection with the Historic Columbia River Highway
- Adjacent to the police facility
- Future development has limited visible impact to residential properties to the south.

Challenges

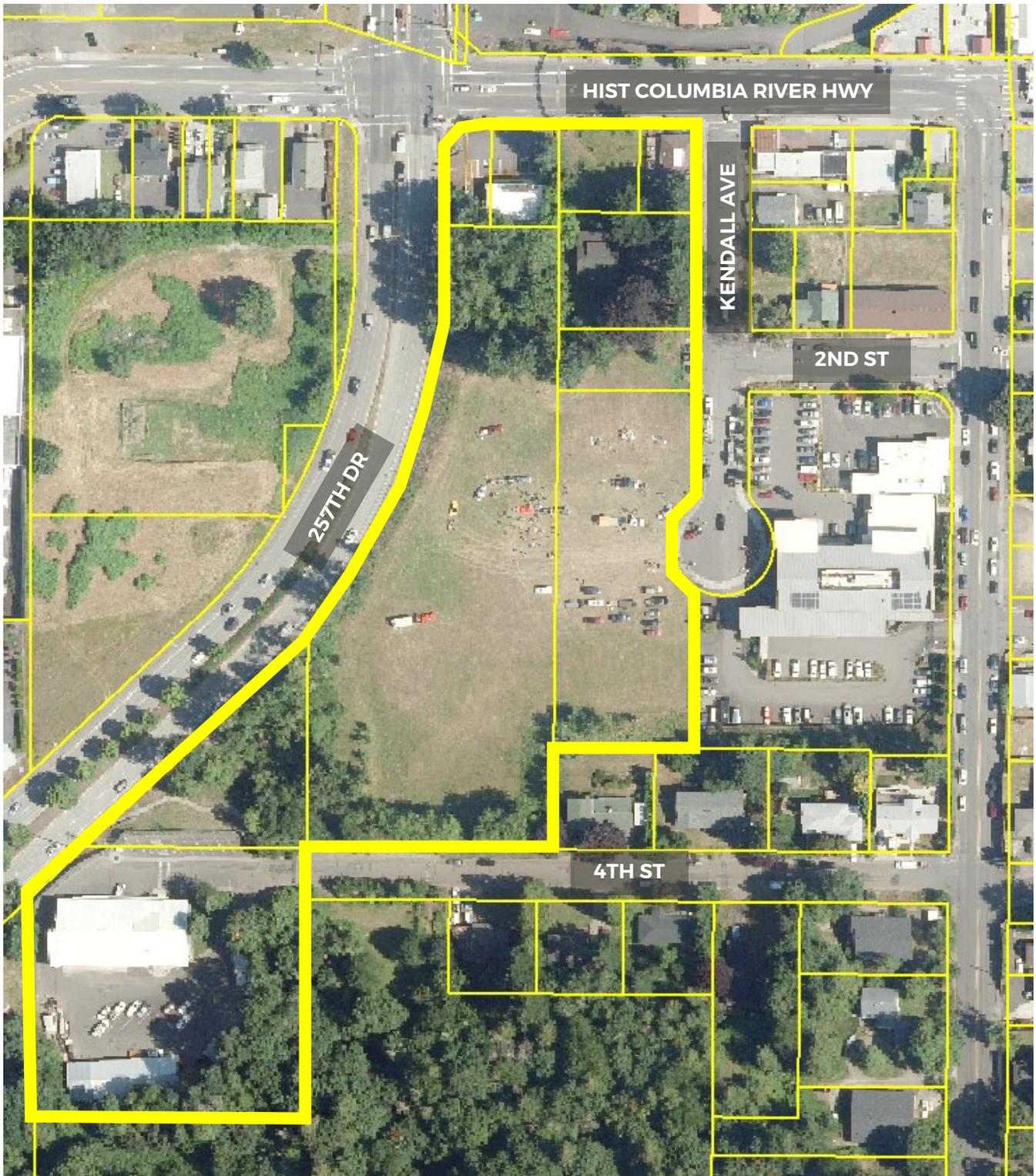
- Development already exists on site, potentially limiting options
- Direct vehicular access off of 257th Drive may not be possible or would limit developable area
- No parking frontages would be allowed along the Historic Columbia River Highway
- Removal of existing trees for development would change site character

Preferred Future Land Uses

- Community Service
- High Density Residential
- Mixed Use

Future Ideas and Potential Investments

- Civic buildings – city hall, fire station, library, senior center, youth center specifically referenced
- Senior housing
- High-end condominiums
- Affordable housing (see next pages)
- Satellite parking lot for downtown overflow, events, or commuters by transit
- Grocery store – potentially mixed use with residences above
- Indoor entertainment center or concert venue
- Bike/ped bridge over 257th to connect to Opportunity Site 6



The Overlook Opportunity Site includes developed parcels and undeveloped lots, The City of Troutdale Public Works Facility is at the bottom left (southwest) corner of the site. (Image: Metro RLIS)



The Windust property at the Overlook Tract, looking west. (Image: Amber Shackelford)

Affordable Housing at this Site

In 2019, Home Forward signaled its particular interest in developing affordable housing on the site to fulfill its regional requirement from the voter-approved affordable housing bond from 2018. While affordable housing has been identified by the Housing Needs Analysis as a critical need for Troutdale, the potential for this site to be developed into it has caused concern for many.

There are several advantages to the site for the purpose of developing affordable housing, including proximity to downtown, transit service, and nearby jobs centers which lend itself well to reducing commutes and auto dependency, which contribute to housing unaffordability. The site is also adjacent to the police facility utilized by the Multnomah County Sheriff's Office and has a limited number of adjacent residential uses, limiting concerns about crime or property values that are often made against apartment proposals.

Still, the site has prominent visibility, and concerns from the Committee about architectural fit and the carrying capacity of the site to accommodate between 100-120 residential units as suggested have merit. Those concerns are articulated in a minority report offered in Appendix A of this Plan. The City Council stated in 2019 a general preference to tie affordable housing (particularly senior housing) to community service uses that could be co-located on site rather than a standalone housing project.



The Overlook Tract commands significant visibility from multiple directions. Two examples include vantages looking south (uphill) on 257th Drive at the intersection with the Historic Columbia River Highway (image above) or looking east on Halsey Street approaching Downtown (image below). Development at three stories or more (in yellow) could be noticeable due to terrain and positioning.



SITE 8 - HELEN ALTHAUS PARK

Helen Althaus Park is one of the largest properties in the Town Center and is largely undeveloped. Access to the site is off 7th Street on the south and 4th Street on the north.

The 9.51-acre city-owned park was at one time a portion of the city's watershed and was originally named Watershed Park. The park is now named after Helen Althaus who served on the City Council and Parks Advisory Committee for almost 20 years from the mid-60's to the 80's. She worked towards establishing a parks and greenways system in the city. The city named it in her honor in 1982.

Currently, the park is only partially developed. Facilities include a full-court basketball court that sits on top of an underground water reservoir, a small open grass area, and about a mile of trails that connects 4th Street to 7th Street. The trail has been extended from the edge of the forest to the sidewalk on 7th Street.

Surroundings

The site is bound by community service, low density residential, and undeveloped lands to the north, low density residential uses to the east and south, and high density residential to the west.

Advantages

- Large undisturbed natural area will likely remain due to environmental and slope constraints

Challenges

- Park is little known and underutilized based on citizen feedback
- Park fixtures and amenities are older and require replacement or refurbishment

Preferred Future Land Use

- Parks & Open Space

Future Ideas and Potential Investments

A full determination of future ideas and potential investments will be documented in a future update to the Parks Master Plan. Citizen feedback offered the following items for consideration:

- Preservation of the property for natural conservation with low-impact park amenities
- Regular forest maintenance to reduce fire risk
- Regular trail maintenance
- Improved directional signage within the park and along streets
- Renovate the basketball courts
- Relocation of the public works facility could allow for future lower-level parking area



Above: The playground equipment at the top of the park from 7th St.

Below: The layout of the park from a birds-eye view, showing the dense forest canopy and the degree of the hillside when compared to the Hungry Hill neighborhood. (Image: Google Earth)



SITE 9 - MAYORS SQUARE

The heart of Downtown, Mayors Square is a small public plaza (0.17 acres) that provides a relaxing area for pedestrians to sit, dine, and enjoy the streetscape of Downtown.

Surroundings

The site is surrounded by commercial services to the north, west, and east and parking to the south.

Advantages

- Center of Downtown
- Attractive plantings and public art displays, including statues and murals
- Parking is immediately adjacent to the square

Challenges

- The park is typically underutilized
- Different elevation tiers do not lend itself to a larger gathering area
- Limited tree canopy

Preferred Future Land Use

- Parks & Open Space

Future Ideas and Potential Investments

A full determination of future ideas and potential investments will be documented in a future update to the Parks Master Plan. Citizen feedback offered the following items for consideration:

- Additional dining tables and seats
- A splash pad for children, perhaps re-purposing the existing fish sculpture
- A small playground or play area on the sides
- A regular farmers or crafters fair that sets up around the perimeter of the block
- A small-scale food stand, particularly for ice cream
- History displays and panels telling Troutdale's story.



Above: Mayors Square as of 2014, looking north to the shops on the Historic Columbia River Highway.

Below: Diners using temporary outdoor seating in Mayors Square during the COVID-19 pandemic in 2020. Additional places to picnic or dine outside proved popular and may have staying power.



SITE 10 – BLOCK 4 TRACT

One of the original blocks that was created when the original community was created, the Block 4 Tract today contains the former city hall, a residential property, and two vacant parcels.

Surroundings

The site is surrounded by commercial and community service uses to the north, a steep hillside to the east, medium density residential to the south, and commercial services to the west.

Advantages

- Excellent visibility and situated across the street from Depot Park
- Multiple street frontages

Challenges

- Controversy over the fate of the former city hall structure
- Steep hillside

Preferred Future Land Uses

- Community Service Use
- Mixed Use
- High Density Residential Use
- Commercial Service Use

Future Ideas and Potential Investments

Opinions for future development of the site varied, depending on the ultimate direction the City of Troutdale will intend to take regarding the status of city hall. A bond referendum to stabilize and renovate the building and return its use to a city hall was soundly rejected by voters in 2019. Listed below are considerations for adaptive reuse of the building or future use of the entire site if the city hall building and residential use are demolished and cleared for new development options.

Adaptive Reuse:

- Community service uses (including library, senior center, youth center, daycare)
- Outdoor equipment shop and rental facility (across the street from bike hub)
- Event space, movie theater or black-box theater
- Food/beverage establishment, including brewpub

New Development:

- Mixed use development (similar to Discovery Block: commercial & townhome residential)
- Civic building (including city hall, library, community center)



Above: The Block 4 Tract, containing the old City Hall building, looking southeast from the corner of Kibling Avenue and the Historic Columbia River Highway

Below: The Block 4 Tract Opportunity Site (Image: Google Earth)





Adaptive reuse efforts to repurpose the old city hall building could be explored and can also be mandated through deed restrictions as a condition of sale if the city intends to sell the property to private development. Other communities have successfully repurposed or newly constructed replicas of older downtown civic-use buildings for commercial purposes. *(Rendering: Randy Wilson)*





Much like other blocks between the Historic Columbia River Highway and 2nd Street, the north-south streets have steep hillsides making some land uses more challenging. If the former city hall were to be demolished, new development should consider a layout similar to the Discovery Block mixed use development (below) where an alley created efficient off-street parking and multi-story level access.



SITE 11 - BEAVER CREEK WEST TRACT

This site contains 14 mostly residential lots situated between the Historic Columbia River Highway and the western edge of Beaver Creek totaling 5.74 acres. Just over half of the lots are developed, though several of the properties could be considered favorable for redevelopment opportunities. The site is also critical in helping continue the visual connection of Downtown with the amenities of the East End neighborhood, including Glenn Otto Park and Harlow House Park.

Surroundings

The site is surrounded by Site 12 to the northeast, medium density residential and commercial services to the south; and low density residential and community service uses to the west.

Advantages

- Adjacent to scenic, historic, and culturally significant sites in Troutdale
- Attractive views
- Positioned in between Downtown, river access and Glenn Otto Park

Challenges

- Natural constraints (flood, slope, soils, wetlands) limit certain types of development
- Limited public infrastructure and connectivity with Downtown
- No cohesive or consistent built environment (lacks a sense of place)

Preferred Future Land Uses

- Mixed Use
- Medium Density Residential
- Commercial Service

Future Ideas and Potential Investments

- Wider sidewalk on both sides of the street or bike/ped trail on/near road
- Continue downtown street lighting and other streetscape features
- Live/work or live/make units, with ground floor non-residential and top floor residential
- Use certain floodplain areas for permeable parking or garages under residential units
- Progressive public art (art that encourages walking down a street - scavenger hunt)



Above: A birds-eye view of the opportunity site. The western edge of the street has a more defined edge and contains community assets like Harlow House (left) and Visionary Park (lower right corner).

Below: The opportunity site outlined. Beaver Creek forms the northeast edge. (Image: Google Earth)



SITE 12 – PENINSULA TRACT

This site contains properties located on the peninsula in between the Sandy River and Beaver Creek, with the Historic Columbia River Highway forming the southern boundary. The site is largely developed, with the biggest property containing an RV resort with other properties being undeveloped or residential in character. It is a large area at just over 17 acres in size, but much of it falls within natural constraints which limit the true developability of the site.

Surroundings

The site is surrounded by the Sandy River to the northeast, community service and commercial service to the southeast, and Beaver Creek (Site 11) to the west.

Advantages

- The natural surroundings of the site are incredibly attractive.
- Is well positioned in between Downtown and Glenn Otto Park

Challenges

- The site is largely constrained due to flooding concerns and sensitive soils given the location at the confluence of Beaver Creek into the Sandy River
- Erosion issues on the Beaver Creek frontage may restrict full utilization of the site
- An under-constructed bridge that connects the northern part of the Tract would either need to be expanded or replaced for full circulation of the site.

Preferred Future Land Uses

- Open Space and Parks
- Community Service Uses
- Commercial Service

Future Ideas and Potential Investments

- Create a connector park to Glenn Otto Park and the Confluence site – mile long riverfront park
- Dog park
- Additional launch area for Sandy River access
- Outdoor sports complex, potentially a small stadium for a school or travel team
- Outdoor concert venue
- Luxury end housing – condominium development with ground floor retail
- Cottage housing and vacation rentals
- Improve existing bridge on northwest corner to allow for two-lane traffic
- Additional parking for Glenn Otto Park and Sugarpine Drive-In



Top: A birds-eye view of the opportunity site looking southeast. The site is intimately located between hillsides and creeks for an attractive natural setting. The RV resort makes up over half of the site.

Bottom: The opportunity site outlined. Beaver Creek forms the southwest edge. (Images: Google Earth)





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 257th Drive
- G. Sandy Avenue
- H. Downtown/URA Connections

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



CORRIDOR A - HALSEY STREET

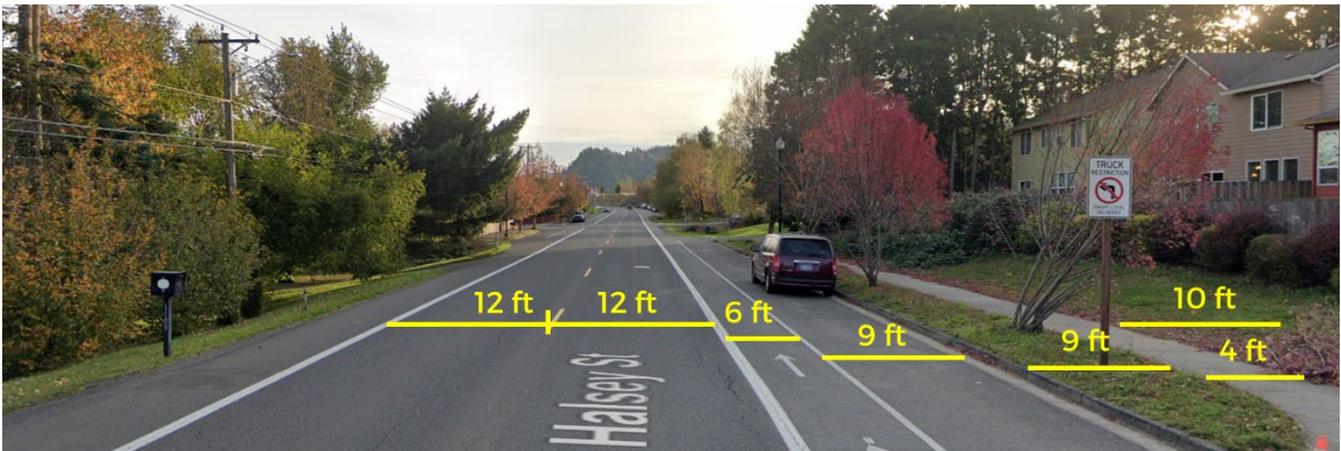
This corridor is the primary arterial that connects residential areas in the Halsey neighborhood with Downtown, consisting mostly of Halsey Street within the Town Center District and a small portion of Historic Columbia River Highway between the Halsey Street terminus and 257th Drive. The corridor is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

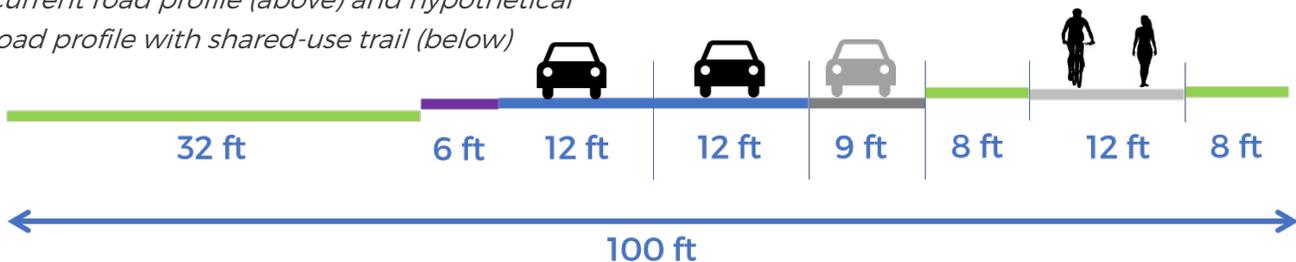
Halsey Street serves as a de facto Main Street that connects Troutdale with the cities of Wood Village and Fairview to the west in addition to the McMenamens Edgefield campus.

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 2nd 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 244th 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 257th 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:

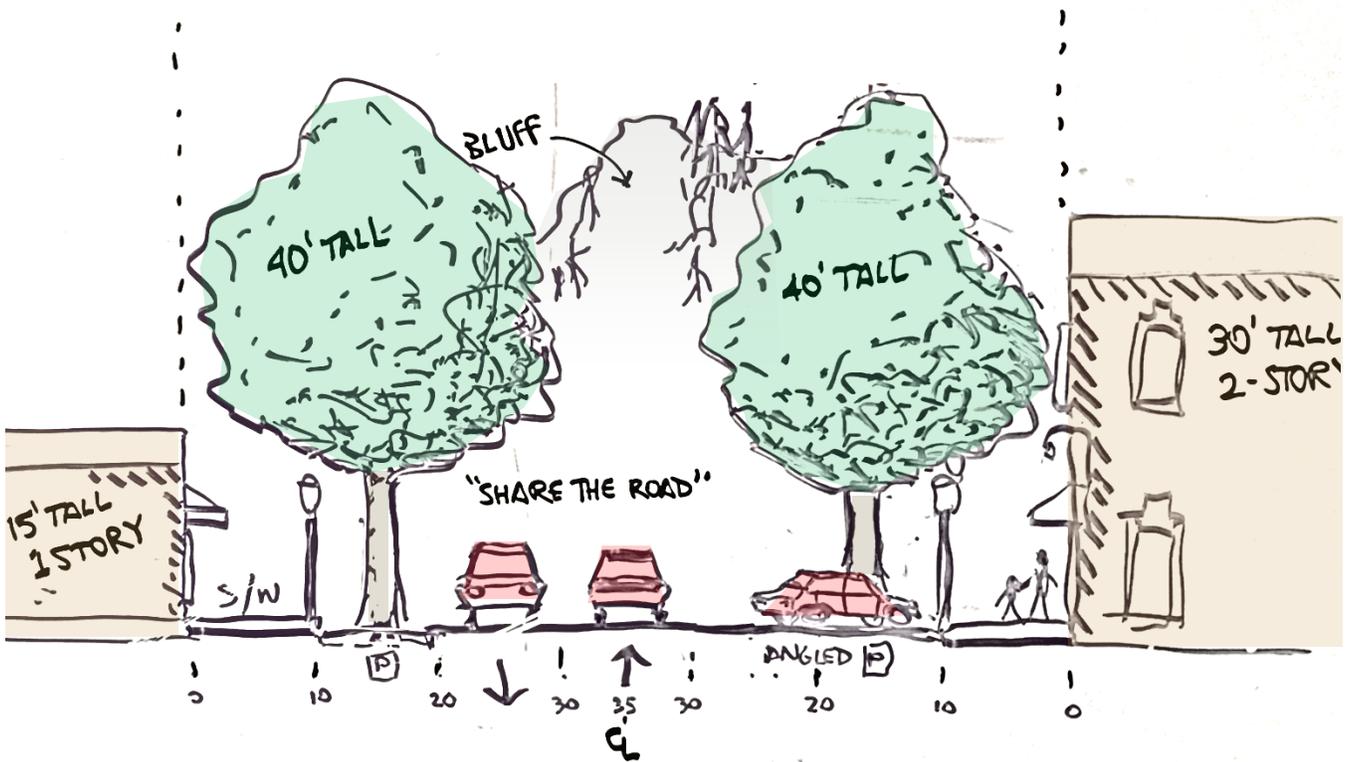
- Reducing the through travel lane width from 12 to 11 feet
- Removing dedicated on-street bicycle lanes (requires bicycles to be in standard traffic lanes)
- Establishing a parallel bicycle “greenway” along 2nd Street
- A potential bike-ped bridge spanning 257th Drive to connect 2nd Street with a potential 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 257TH DRIVE

Corridor F is not specifically tied to geography, but rather a future access consideration to establish a second connection between Buxton Road and 257th Drive. The main purpose would be to potentially relieve congestion concerns at the intersection of 257th 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 257th 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 4th 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 4th Street to accommodate a heavier load of traffic. It would also impact several residences along the street.

Another possibility could be 2nd 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 4th Street and 5th 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.



URBAN RENEWAL AREA / THE CONFLUENCE SITE

The Troutdale **Urban Renewal Area** (URA)—also known as the Troutdale Riverfront Renewal Area in other plans—is a 48-acre collection of properties of primarily north of the Union Pacific railroad tracks within the Town Center District. It includes the Columbia Gorge Outlets, a railroad-owned siding lot, and Depot Park (Opportunity Site 1 as identified in this Plan).

Also contained within the URA are roughly 20 acres of city-owned properties that have become known as **The Confluence at Troutdale**, also known as **The Confluence site**. For the purposes of this Plan, most of the analysis and ideas for future development will focus on The Confluence site, though several development concepts and resulting impacts will affect the entire URA.

The **Troutdale Urban Renewal Agency** (“the Agency”) is a separate legal authority that was established to oversee future planning and public expenditures. The Agency is led by a Board, which is the same body of people as the Troutdale City Council. City Staff provide technical support to the Agency.

HOW URBAN RENEWAL WORKS

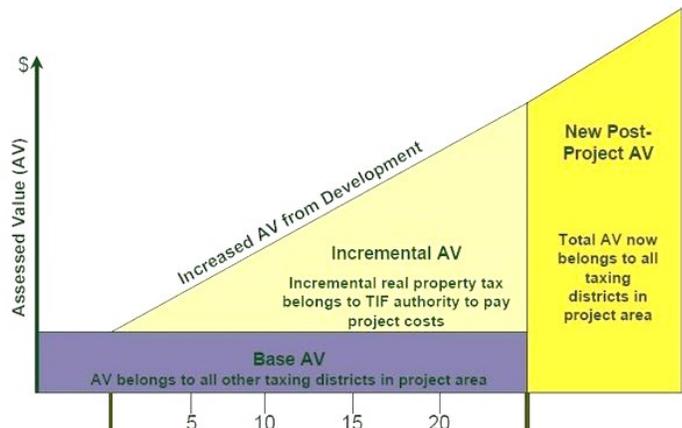
Voters within a jurisdiction formally establish an urban renewal area in a certain geographic area. To oversee the future development and financial responsibilities of the URA, a separate legal authority is also established by the City.

Portions of a city that are designated as URA are considered blighted and/or underdeveloped and are targeted for private redevelopment. An **urban renewal plan** is adopted by a City to establish goals and objectives, list potential projects, and highlight ways of using tax increment financing for future capital projects to serve development.

Within the boundaries of the URA, a **tax-increment financing** (TIF) district is established. TIF consists of using annual tax increment revenues collected by the Agency to make payments on debt incurred by the Agency, usually in the form of tax increment bonds. The proceeds of the bonds are used to pay for the urban renewal projects authorized in the urban renewal plan. Debt, including bonds, may be both long-term and short-term, and does not require voter approval.

Tax increment revenues equal most of the annual property taxes imposed on the cumulative increase in the total assessed value within the URA over the total assessed value at the time an urban renewal plan is adopted.

Upon the conclusion of an urban renewal plan’s tenure, the total assessed value is returned to eligibility for all taxing districts as it was prior to the establishment of the URA.





Above: A map showing the boundaries of the Troutdale Urban Renewal Area (URA)

Below: The Bissinger & Co. Wool Pullery was once a major employer in Troutdale and was located on site. The site fell into disrepair after the company left, making it eligible as a URA site. (Image: Hu Nhu)



PREVIOUS PLANNING & PREPARATORY EFFORTS

In 2006, the City of Troutdale adopted an urban renewal plan (The Troutdale Riverfront Renewal Plan). The original plan had a duration of 10 years, meaning no new debt was to be incurred. However, that was amended in 2014 by the Agency and 2015 by the City Council to extend an additional 10 years, thus a total duration of 20 years. The maximum amount of indebtedness (the amount of TIF for projects and programs) that may be issued for the Renewal Plan is seven million dollars (\$7,000,000).

The goals that were established by the Renewal Plan help set the parameters for concepts outlined in the Town Center Plan. Future development in the URA should:

- promote the redevelopment of the area for a mix of retail, office, residential and public uses.
- provide a greater level of goods and services for Troutdale.
- increase the awareness of the development community of the opportunities within the area.
- create employment opportunities for Troutdale residents.
- improve transportation linkages.
- improve access to and enjoyment of the Sandy riverfront.
- provide public spaces for events and other uses by Troutdale residents, patrons of area businesses and tenants and residents within the area.
- preserve and enhance Troutdale's natural, cultural, and historic resources.

In the first ten years of the Renewal Plan, there were several development concepts that had emerged, but economic instability, political differences, and changing priorities on public expenditures had resulted in no significant advancement of future development. One exception was the commissioning of a concept plan for a future linear park and trail along the riverfront that was adopted in 2014.

Property Acquisition & Clean-Up

In 2018, following an unsuccessful effort to coordinate development tasks in support of a development scheme proposed by Eastwinds Development, the Agency purchased an additional 7.72 acres of land from the company. This land would complement 11.87 acres of already-owned public property to create nearly 20-acre site for redevelopment, which has since become known as The Confluence site.

In late 2018, the Agency contracted to have the site be largely cleared of all previous development; much of which was in decrepit condition. This site cleanup also removed contaminated material and soils and sought certification from the Oregon Department of Environmental Quality (DEQ) that the site could be redeveloped for commercial and residential uses. The work was completed in 2020 with DEQ certification expected in early 2021.

The Agency has also commissioned surveyors to establish separation of The Confluence site between a 16.1-acre parcel to be sold for private development purposes, with remaining acreage for the future park and trail as envisioned in the 2014 concept plan.



Top: The Confluence site looking north in April 2018, shortly before cleanup of the site began.

Bottom: The Confluence site looking south in October 2020 with a temporary disc golf course placed on the site, six months after cleanup was completed (both photos: Chris Damgen)



THE CONFLUENCE SITE

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

To the south across the railroad tracks is Downtown Troutdale, which sits roughly 30 to 35 feet higher than the prevailing elevation of the site, which is generally flat. This could allow for taller development that could attract a higher caliber of investment potential through mixed-use opportunities.

To the east is the Sandy River, of which the City has long planned to have a riverfront park and trail along the embankment to connect Downtown with the larger recreational trail networks in the Portland region and the Columbia River Gorge.

To the north is Interstate 84, providing excellent freeway frontage and visibility for future development. And to the west is the Columbia Gorge Outlets, which provide commercial services adjacent to the site along with future redevelopment ideas and possibilities for future expansion or cohesion.

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.

Expectations for Development

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 to provide more direct access to/from the west
- A centralized **parking facility/garage** should be considered
- A direct connection with downtown via a **pedestrian bridge** should be built
- A direct **vehicular connection** with downtown should be studied and pursued
- A consistent and specific **architectural style** should be established
- Building heights should be limited to 55 feet but 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**



Above: The Confluence site, shortly after site cleanup was completed in 2020 (Image: Marv Woidyla)

Below: The Confluence site at the southeast corner, looking upstream at the Union Pacific trestle. While most of the site is situated on a bluff, this area is low-lying and susceptible to flooding.



Developing an Initial Concept

As with the 12 opportunity sites elsewhere in the Town Center District, the Committee sought to establish preferred land uses to The Confluence site, but added an additional exercise to help articulate development expectations and better understand the uniqueness of this site.

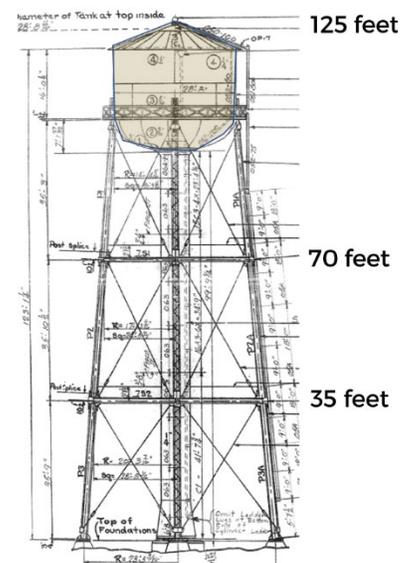
An **initial concept** can be used as a starting point for prospective development to consider future development patterns and opportunities that already received a level of community endorsement. It can also lead to additional concepts that can be created and studied from a numbers perspective, as it provides a calculation on available square footage for residential and commercial land uses in determining the economic feasibility of a project.

The **preferred land uses** that were established included mixed-use development as a first preference, followed by commercial service uses and parks & open space. Other major factors that influenced the creation of the initial concept was a desire to improve access points to the site, consider taller height allowances for buildings, and provide options for a centralized parking structure to benefit the site and Downtown. The initial concept addresses all these items (see upper-right image on the next page).

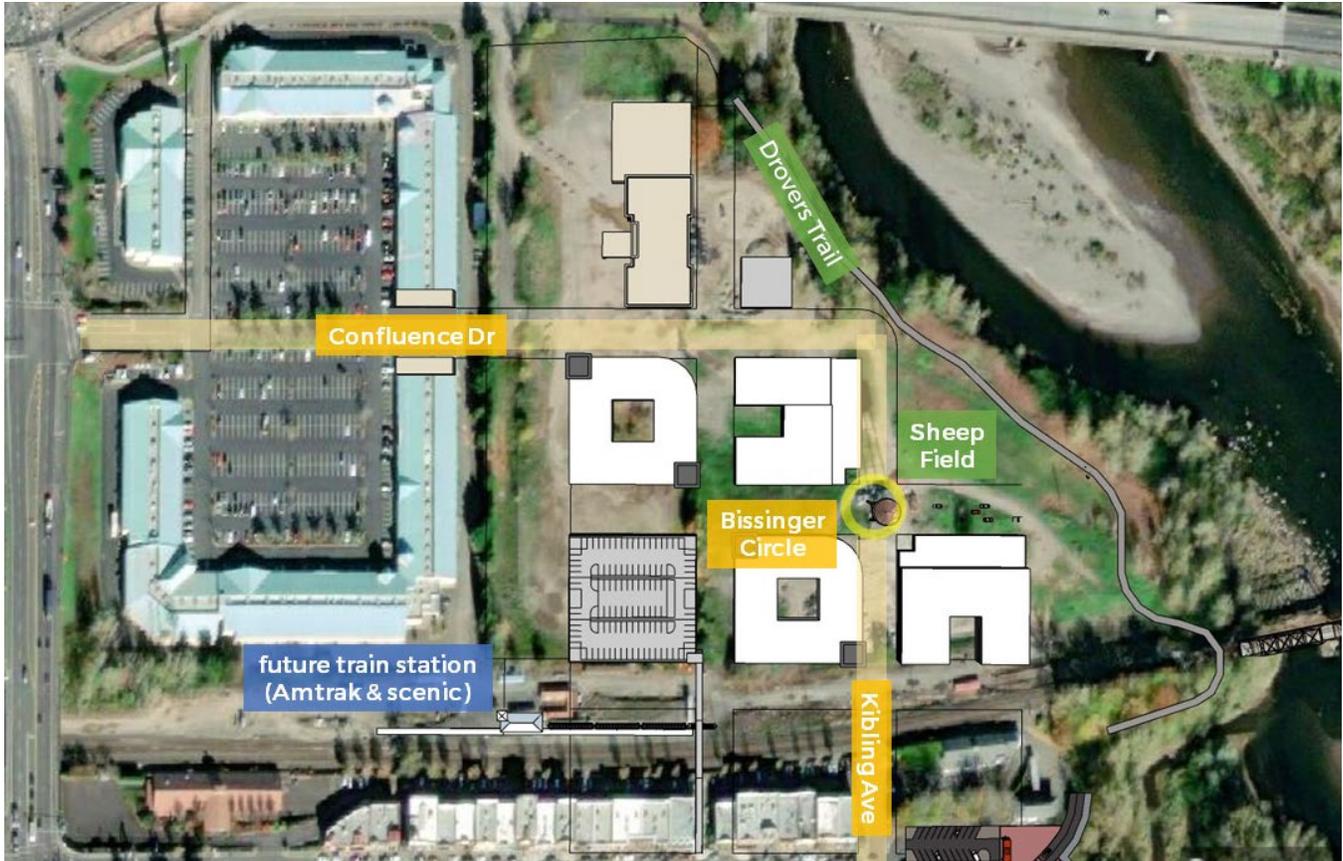
An idea to secure **enhanced access** from the west suggests a property exchange between the outlet mall property owner and the Agency. In exchange for direct access, a portion of property could be exchanged with mall ownership to develop additional commercial property, such as a hotel (which is shown on the concept). It also allows for creating endcap units within the existing layouts of the mall, which may be conducive to enhanced dining options at the facility.

Due in part to the size and positioning of The Confluence site, development can be at **higher densities** and structural heights than what would be appropriate for Downtown or other areas of the District. Site visits to the site by the Committee were conducted in 2018 to help bring these ideas to visual context. The water tower provided a useful “ruler in the sky” in that its features provided a good mark for scale of building heights.

The Committee agreed that it could be appropriate for taller buildings on this site, which are often required for mixed-use projects to be financially successful. This also provides an “out-of-sight but not out-of-mind” approach to increasing residential density near Downtown while allowing Downtown to maintain a small-town feel through the built environment (see lower-right image on the next page).

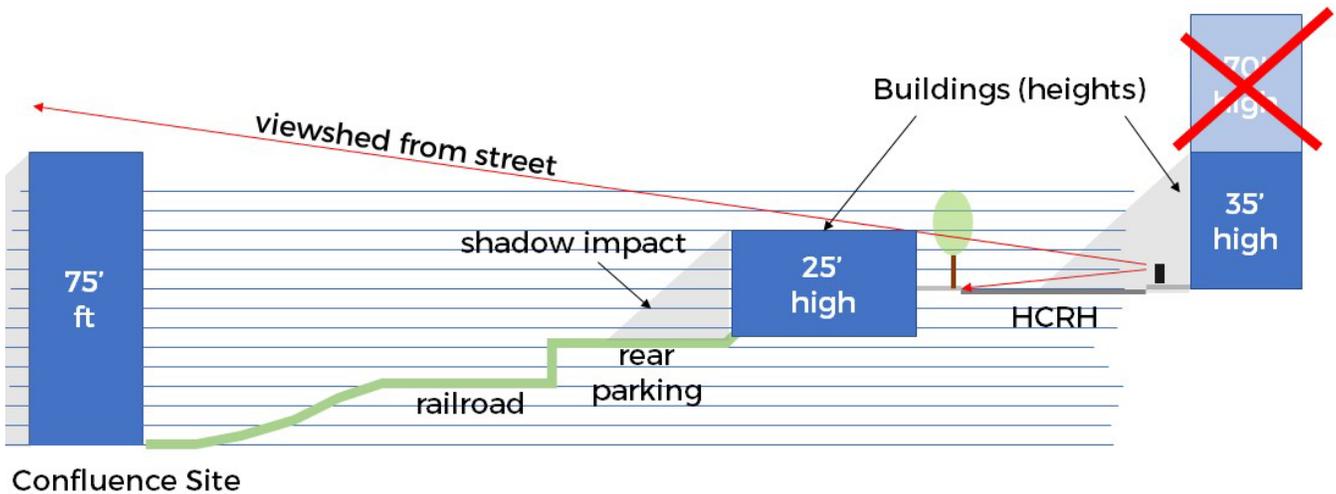


The **parking** solution offered would consider a centralized parking garage that could directly connect with a bike/ped bridge crossing to Downtown, allowing the Confluence site and Downtown to benefit, in addition to the Outlets which would see through traffic going to and from the garage. It could also tie into a future train station for intercity or scenic rail purposes, increasing visitor traffic and commercial engagements on both sides of the tracks.



Above: An initial concept developed by the Town Center to determine scale and capacity for the site. Actual proposals from development interest could utilize this concept as a starting point.

Below: A scaled profile view looking east shows the terrain differentiation between the Confluence site (left) and downtown (right). The graphic shows that taller structures are not desirable in Downtown due to negative scale and shadow impacts. By using terrain and placement as an advantage in allowing buildings to be taller in the Confluence site, a significant increase in residential density can be achieved without visually disrupting the streetscape in Downtown, thus preserving a small-town feel.



Riverfront Park & Trail

The 2006 Renewal Plan called for continuous public access along the Sandy riverfront, ideally integrated with proposed development on the lot to be sold to private development interests.

In 2014, the City of Troutdale approved the **Sandy River Access Plan** (“Access Plan”), a park and trail concept plan prepared by consultants and funded by a Metro grant as part of the agency’s Nature in Neighborhoods program. The program seeks to improve access to nature, particularly for underserved communities to connect people to their watershed.

The Access Plan had several public outreach efforts through charrette workshops in 2013 to determine specific interests from the public. A multi-use trail was of chief interest, along with play areas and gathering spaces for social activities.

The Access Plan called for a significant riparian shoreline restoration plan and the establishment of a multi-use trail that would be an essential component of the regional 40-Mile Loop trail system. The Access Plan also called for certain park embellishments, including the possibility of a cantilevered overlook for park users to enjoy the surroundings of the area and to add flourish to the site.

Upon the acquisition of the Eastwinds properties and the passage of the Metro Parks and Nature bond in 2018, the City—along with its consultant team for this project—began work to fulfill the general scope of the Access Plan and began moving towards finalizing a fully engineered design for future construction. This would allow the City to be in a formidable position to compete for competitive grant funding from the Metro bond as well as other public, private, or nonprofit funding sources.

The first stage of planning for construction involved obtaining “**30 percent plan**” (shown on the right). An additional round of public engagement occurred with the Town Center Committee and the Parks Advisory Committee in 2019 to further refine ideas and details from the Access Plan. Along with additional engineering and surveying, this design respects the original intentions of the Access Plan and provides an updated trail layout and further design inspiration for park features (shown below).

As of 2020, the City is in pursuit of “**60 percent plan**” design for the project, which will further solidify plans and add engineered drawings to the undercrossing of the Union Pacific Railroad, which requires an elevated pathway component to achieve slope standards and limit flood zone impacts. It is expected that the City will have full construction plans by 2022 when competitive grant applications are to be applied for from a regional bond program and other potential sources.



