



# MAIN STREETS ON HALSEY

FAIRVIEW · WOOD VILLAGE · TROUTDALE

# STRATEGIC ECONOMIC ACTION PLAN

June 2017



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# Acknowledgments

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**HALSEY**

**STREET**



# Introduction



# INTRODUCTION

**Main Streets on Halsey is an economic development strategy for the cities of Fairview, Wood Village and Troutdale.**

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The three cities, along with Multnomah County and Metro, have worked with community members and stakeholders to develop recommendations to encourage new investment and make the corridor safer for people walking, biking and driving. Twenty-one sites along the corridor have been identified for their development and redevelopment potential, many of which are likely to develop in the next two to ten years, adding new housing and jobs to the corridor.

Main Streets on Halsey also serves to update the county's 2005 Conceptual Design Project for the roadway. Over 20 street and safety improvements are detailed in the plan, many in response to community input from the October 2016 public design workshop. Planning level cost estimates and funding strategies are also laid out herein.





**MAIN STREETS ON HALSEY:**  
**STRATEGIC ECONOMIC ACTION PLAN:**



**TRI-CITIES  
COLLABORATIVE  
COMPACT**



**COORDINATED  
FUNDING FOR STREET  
IMPROVEMENTS**



**TRI-CITIES  
ECONOMIC  
DEVELOPMENT  
ORGANIZATION**



**INCENTIVES FOR  
DEVELOPMENT**



**COORDINATED  
TOURISM  
STRATEGY**



**REGIONAL, STATE AND  
FEDERAL FUNDING**



**REGULATORY  
REVISIONS**

# STUDY AREA

The Halsey Street Corridor runs through Fairview, Wood Village, and Troutdale, suburban municipalities just south of the Columbia River within the eastern edge of the Portland metro region. The Corridor runs roughly parallel to I-84, approximately one-third of a mile to its south. This project covers the portion extending from Fairview Parkway on the west to the Columbia River Highway (at approximately 257th St.) on the east. The Corridor includes land uses that span all types of housing and the conditions range from rural stretches to highly urban centers. While densities in Fairview are more typical of lower-density suburbs, both Wood Village and central Troutdale have pockets of density on par with neighborhoods in east Portland.



Figure 1. Map of study area with Halsey Corridor in pink



# DEMOGRAPHICS

Figure 2. Comparison of race distribution in the study area and the County

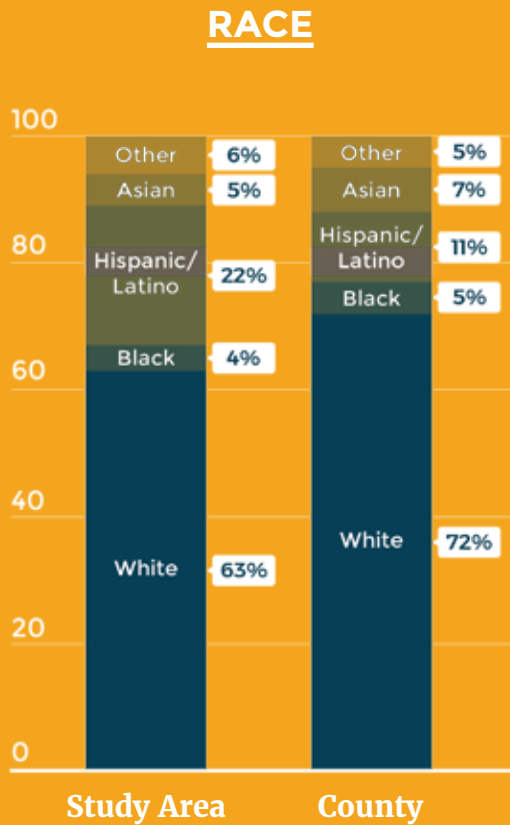
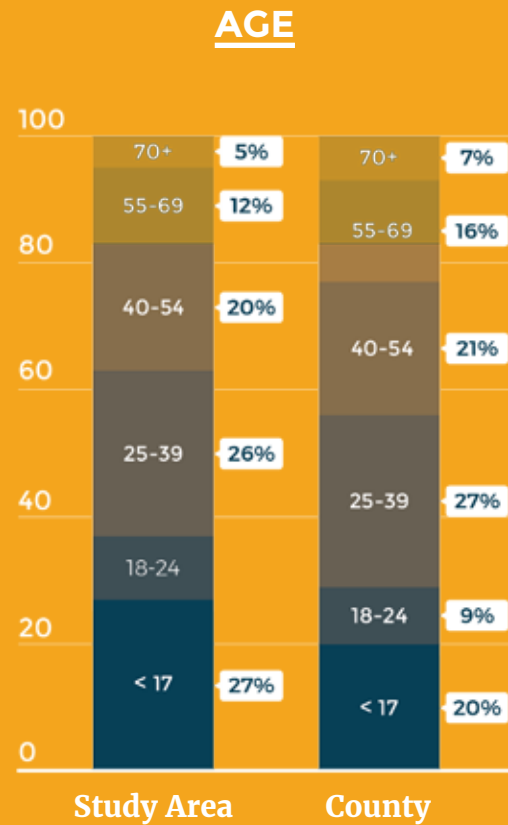


Figure 3. Comparison of age distribution in the study area and the County



**MEDIAN HOUSEHOLD INCOME**

**\$45,080**

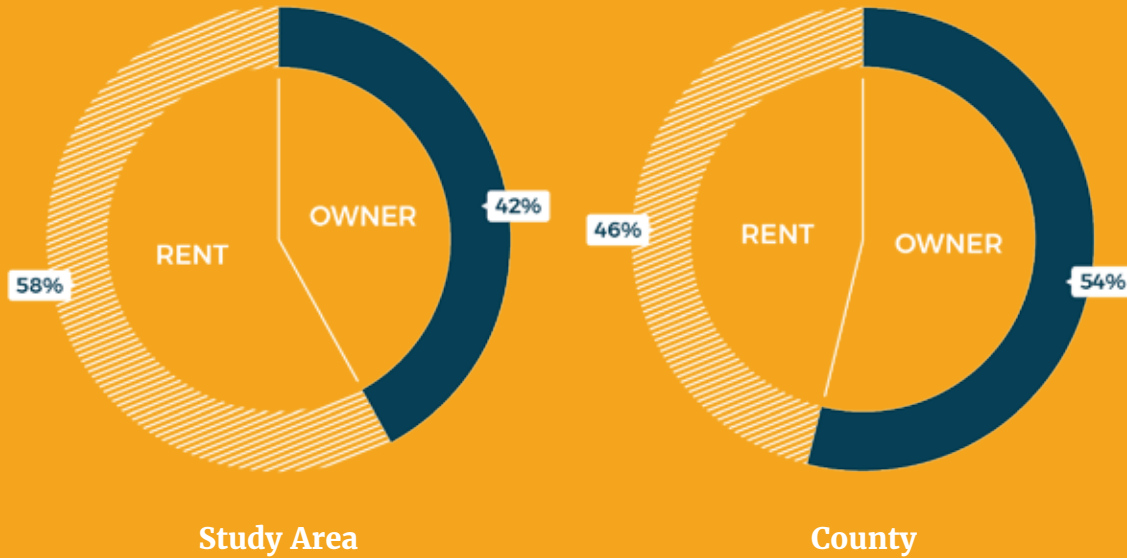
Study Area

**\$52,845**

County

Figure 4. Renter and owner mix in the study area and the County

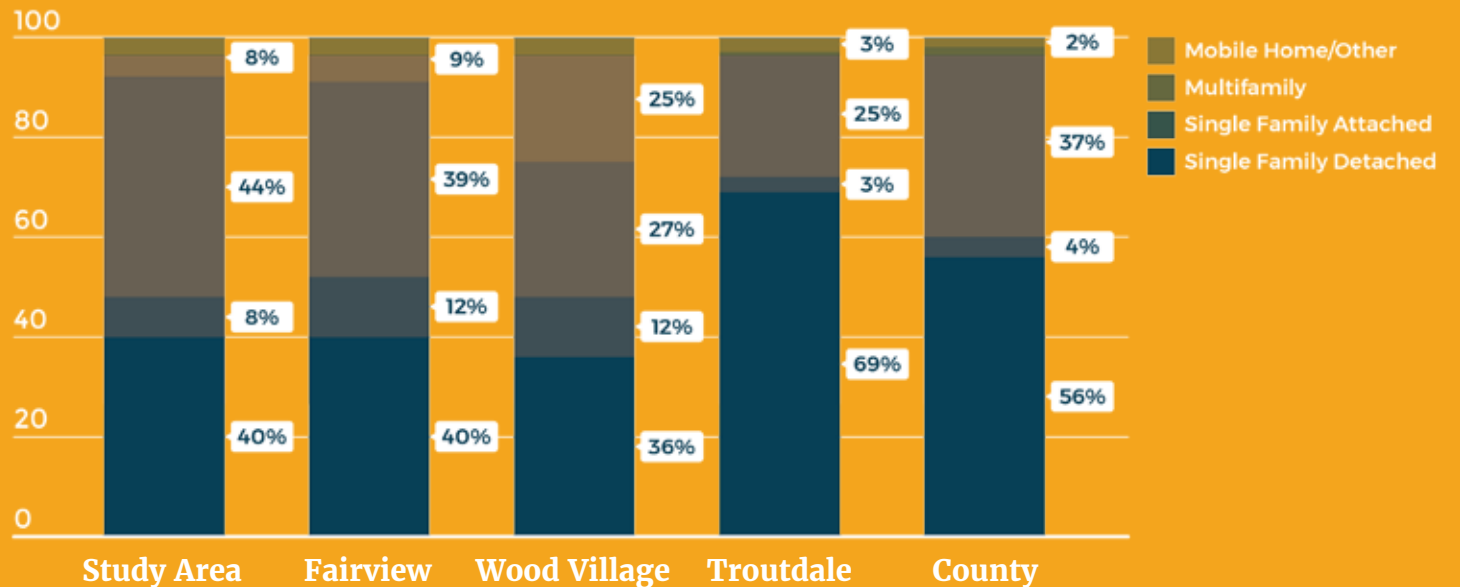
**RENTER/OWNER MIX**



**More people rent than own in the study area compared to the county.**

Figure 5. Housing types in the study area, Fairview, Wood Village, Troutdale and the County

**HOUSING MIX**





**HALSEY**

**STREET**



2

**Vision +**  
**Guiding**  
**Principles**

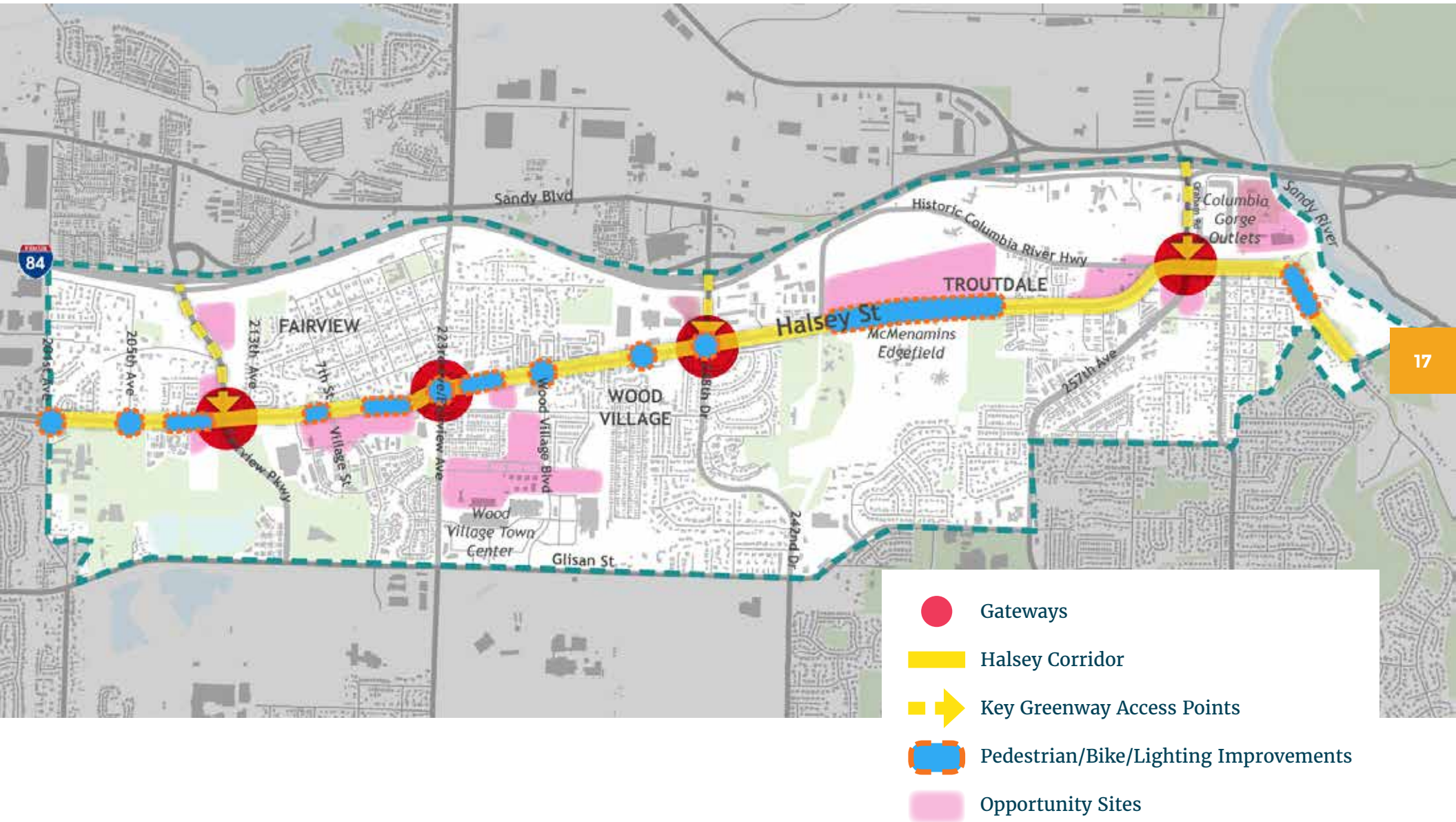


# Vision

The neighborhoods connected by Halsey will prosper from improved mobility, access to growing economic opportunity, and new development and reinvestment that result in jobs and new housing.



Figure 6. Main Streets on Halsey Concept Map



# GUIDING PRINCIPLES

## PROCESS + IMPLEMENTATION

- » Pool resources among the three cities and other agencies in a coordinating effort to ensure that corridor-wide projects support livability goals
- » Instill public ownership of the project by fostering community involvement in decision-making
- » Establish a planning process that is transparent, inclusive, and based on shared values, local plans, and existing investments

## ECONOMY

- » Increase employment density by attracting new commercial and light manufacturing development while supporting the growth of existing businesses
- » Expand opportunity for businesses, including small, medium-sized and minority- and women-owned businesses
- » Create opportunities for local education and workforce development to better connect residents to higher way jobs
- » Recognize quality of life, natural beauty, diversity and the uniqueness of the area as important elements to attract and keep businesses and workers
- » Promote unique and historical destinations along the corridor through a coordinated marketing strategy to enhance and maintain a competitive tourism economy

## TRANSPORTATION

- » Coordinate transportation and land use planning to achieve a more diverse and balanced mix of uses
- » Explore ways to enhance the commute experience for motorists, transit riders, bicyclists, and pedestrians from origin to destination
- » Expand options for residents and visitors to access all modes of transportation
- » Support walkable commercial centers and neighborhoods by filling the gaps in the active transportation network
- » Simplify navigation for pedestrians, bicyclists, transit users and motorists through signage, lighting, sidewalks and pathways
- » Ensure new centers of employment make efficient use of existing transportation and other infrastructure and minimize the travel time and distance for employees
- » Reduce household transportation costs as a percentage of total household budgets



## COMMUNITY + HOUSING

- » Explore strategies for maintaining affordability as regional housing prices increase
- » Promote new housing types, including mixed-use, to accommodate future needs through reuse of vacant or underutilized sites
- » Establish planning and zoning that supports a range of housing types and densities in safe, attractive neighborhoods
- » Improve access opportunities to shop for basic needs, such as grocery stores and pharmacies
- » Incorporate design that reinforces the aesthetic character of the community, celebrates diversity, and is adaptive to changing needs as long-term residents age in place
- » Provide accessible cultural attractions, entertainment venues and public gathering spaces
- » Provide opportunities for safe routes to schools

## EQUITY + OPPORTUNITY

- » Work together to reduce risk of displacement of low-income households as neighborhood values appreciate
- » Improve access to quality housing, jobs and education
- » Celebrate the many cultures, lifestyles and ethnicities of the area and work toward inclusiveness

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## DESIGN

- » Create a strong sense of place and identity at potential Main Street nodes along the Halsey corridor
- » Establish design principles consistent throughout the corridor while preserving design identifiers unique to each community
- » Enhance visibility of the corridor (especially along Interstate 84 and other major arterials) through marketing and directional signage

## ENVIRONMENT

- » Ensure that recreation areas, parks, trails and open spaces are easily accessible to residents
- » Maintain and enhance a network of natural open spaces throughout the community that preserves and enhances scenic vistas, fish, wildlife, plant habitats and their ecological functions and values
- » Invest in recreation areas, natural areas, and parks as essential infrastructure just like sewer, water and roadways
- » Incorporate cost-efficient landscaping treatments that are consistent with neighborhood character, require minimal maintenance and provide effective stormwater management

**HALSEY**

**STREET**





3

**Economic**  
**Development**  
**Strategic Plan**

# Tri-Cities Collaborative Compact

For the Halsey Corridor to achieve its envisioned future of increased residential, commercial, and employment opportunities within a cohesive, unique, attractive, and easy-to-navigate environment, the key jurisdictional partners along the corridor – the Cities of Troutdale, Wood Village, and Fairview, along

with Multnomah County and the Port of Portland – will need to focus on collaboration. For this collaboration to succeed, this Plan recommends that a strategic alliance among these entities be formed – one that transcends local government boundaries and expands the capacity for achieving change.

## **A strategic alliance among key jurisdictional partners – one that transcends local government boundaries and expands the capacity for achieving change.**

To this end, a three-city collaborative “compact”, or agreement to work together as a unit on matters in which they have a common concern – in

this case, an intentional future for the Halsey Corridor – would provide a common platform for advancing the Plan’s vision

and carrying out its recommendations and associated improvements.

As the saying goes, there is strength in numbers, and a united front in which all five jurisdictions agree to support each other and work together to effect change and secure funding

for key improvements will be more effective than efforts by an individual jurisdiction. Through such a compact, the agencies would commit to the future envisioned within the Corridor Plan and agree to:

- » Meet as appropriate to monitor the implementation of the Corridor Plan and discuss potential opportunities needing to be advanced;
- » Collaborate on jointly prioritizing projects for funding;
- » Provide mutual support and potential resources if/as needed in the pursuit of grants and other funding opportunities; and
- » Engage in the development and mutual support of a three-city economic development strategy.



# Tri-Cities Economic Development Organization

Bringing jobs and investment into the corridor hinges on a set of big tactical moves for achieving the Halsey Corridor's envisioned future:

1. Improvements to the visual appearance of the corridor,
2. Enhancing the movement of people and goods throughout the corridor and to/from its many attractions, and
3. Building the organizational capacity to advance initiatives and effect change.

As noted above, among the functions of the multi-jurisdictional compact would be establishing and championing a three-city economic development strategy – a program that each jurisdiction would seek to advance

**Champion a three-city economic development strategy – a program that each jurisdiction would seek to advance collectively and individually.**

collectively and individually. It is suggested that this economic development strategy be broad in nature, with a specific component focusing upon the Halsey Corridor – the “front door” for the three communities and of key importance to the Port and the County. Accordingly, the following actions are recommended:

### **Three-City Economic Development Strategy and Organization**

As an outgrowth of the three-city compact, consider establishing an alliance (i.e. the West Gorge Gateway Cities Alliance). An alternative would be to organize within an established economic development entity such as East Multnomah County Economic Association (EMEA) or the Columbia Corridor Association, and establish a committee to focus on implementing the tri-cities economic development strategy. The committee or alliance would: a) examine the east-County sub-regional economy and conditions needed to make the area



more competitive and ready for investment; b) identify the actions necessary to achieve those conditions, and c) develop a programmatic action plan with assigned time lines and responsibilities for achieving them. Partnering with existing organizations could garner a competitive proposal for future grant funding by Metro as well.

### **Halsey Main Streets Initiative**

Under the auspices of the alliance, explore the potential for establishing a corridor-wide Main Street program, under the auspices of Main Street America, a national network of over 2,000 historic downtowns and neighborhood commercial districts. The organization focuses on capacity and leadership building through training and financial assistance with the objective of creating more economically, socially, and culturally vibrant commercial districts.

Prosper Portland (formerly Portland Development Commission) created similar program called the Neighborhood Prosperity Initiative (NPI) and Main Street Network. The program is focused on community economic development at the neighborhood scale, and primarily community-driven. Each initiative is led by a board of directors, staffed by a district manager, and guided by input and participation from neighbors, businesses, and community groups.

### **Halsey Corridor Economic/Business Improvement District**

An economic improvement district (sometimes referred to as a business improvement district) is a local assessment district. As such, an EID or BID assesses commercial building space, normally on a square-footage basis to help

fund beautification improvements (such as flower baskets, street furniture, holiday or decorative lighting, banners, sidewalk cleaning, graffiti removal, etc.), organizational activities, marketing, advertising, events, and staff... all those things work together to keep a downtown or commercial district attractive and vibrant.

### **Halsey Corridor Branding Program**

What's the look, the feel, the image, that "special something" about the Halsey Corridor that will provide an emotional bond that resonates with area residents and visitors, bringing them back to the corridor again and again? What's the message that should be out there and promoted, encouraging new businesses and employers to give the Corridor a look? A branding program will provide the platform of messages that can be used in marketing the Corridor, and it will be most effective if it is linked to the overall Tri-City Economic Development Strategy, routed in the community's history and builds upon existing strengths.



## 3

# Coordinated Tourism Strategy

Among the strengths of the Halsey Corridor are its proximity to the Columbia River Gorge and the growing entertainment sector. Poised to expand north across Halsey Street, McMenamín's Edgefield is a mainstay on NE Halsey and its concert series especially draws people from across the region. In addition, the former dog racing track in Wood Village is slated to become a family-oriented entertainment center. The three cities, working through the Tri-Cities Economic Development Organization (detailed in the previous strategy), have the opportunity to build on these local strengths and expand the draw beyond the local market. A coordinated tourism strategy could include many elements, including those listed below: gateways, shuttle

service to the gorge, expanded services and restaurants, and support for bicycle tourism.

## Gateways

Gateways convey a sense of arrival, a sense that this place is intentional and that it's cared for. New gateway elements are included in the transportation investment recommendations, including trees and landscaping, banners or flags, flower baskets, benches, and human-scale lighting (as opposed to highway-style cobra head light poles that can be 25' to 40' tall).

Consistency along the corridor is important to create a cohesive district feel. To achieve a consistent visual signature for the Main Streets

on Halsey corridor, the three cities should collaborate on design, installation, and upkeep.

- » **Streetscape Guidelines** The Tri-Cities Economic Development Organization should obtain funds from each of the cities to create a Main Streets on Halsey gateways plan. This guiding document will develop designs for branded elements (banners, for example), and specify the desired streetscape elements, which could include landscape design (plant and flower palette, sizing, spacing); street furniture (light poles, bike parking, benches, garbage cans); streetscape elements (paving design, pedestrian intersection treatments such as

brick crossings), and/or special stormwater feature designs, among others.

- » **Coordinated Implementation**  
The Tri-Cities Economic Development Organization should determine costs and obtain the funding needed from each city to implement and install gateway elements at the same time. There are likely to be cost savings in procurement of a single collective project as compared to three city-specific projects.
- » **Ongoing Maintenance** As with installation, the Tri-Cities Economic Development Organization should maintain responsibility for managing upkeep of the gateway elements across the corridor, such as landscaping maintenance and replacing banners as needed. This will entail coordination with public works departments of each city and possible contractors.

### **Shuttle Service to the Columbia River Gorge**

The 2016 pilot season of the Columbia Gorge Express, a shuttle service from Portland’s Gateway district with a stop at Rooster Rock State Park and

Multnomah Falls was a great success and will be continued in 2017. It would be a great benefit to the tourism potential of the Halsey corridor to create a shuttle stop with ample parking and nearby amenities.

### **Services and Amenities**

Increasing tourism to the Halsey corridor will be a boon for restaurants, breweries, and unique small-scale retail. Although the service industry does not typically create high wage jobs, there is potential for innovation in this sector and there are many assets that are not yet working together. The Tri-Cities Economic Development Organization could convene leaders from the Reynolds High School culinary program, Mt Hood Community College to meet with industry and explore opportunities for expansion.

### **40-Mile Loop Regional Bike Trail**

Metro and its partners have been working since the 1980s to complete the 40-Mile Loop – the region’s most iconic trail system. Several gaps in the trail still remain, the largest of between the Sandy River in downtown Troutdale and the Springwater Corridor Trail.

Until a route is determined, the Fairview-Gresham Trail, which connects from the Springwater Corridor to Halsey Street at 201st at the western edge of the study area, could provide an alternative for people biking the loop, to get between the Columbia River and Springwater Corridor. Much of Halsey in the study area already has bike lanes, and the addition of wayfinding signs, more bike parking, and other amenities would provide a workable alternative.



## 4

# Regulatory Revisions

Current zoning districts and parking guidelines in all three cities are generally supportive of the Main Streets on Halsey vision for concentrated mixed use, as evidenced by pockets of good walkable urban form already within the corridor. The current zoning districts not only contain requirements consistent with the vision, they are easily comparable across jurisdictions and are fairly straightforward and clear. Regulatory clarity and predictability make development of the vision more likely.

## **Regulatory clarity and predictability make development of the vision more likely.**

Along with zoning districts and parking requirements, municipal design standards define expectations for new development. They are intended to enhance aesthetics, protect development rights of property owners, shape community identity, and facilitate pedestrian and vehicle access and flow. They should offer straightforward design principles and goals paired with specific quantified guidelines that are presented with consistency and clarity.

Currently Troutdale has guidelines that are easy to locate, understand, and follow. Wood Village and Fairview would benefit from a review of their design standards to increase clarity and ease of use. The cities should reconcile their guidelines into a more unified expectation for the urban form within the corridor. Development can be discouraged by vague guidelines that are hard to locate, as with Wood Village's development standards and design review section, or by dense requirements that may seem overwhelming or difficult to unpack, as with Fairview's Title 19 Article III.



# 5

## Coordinated Funding for Street + Safety Improvements

**Public investments are a sign of commitment and care, and are often used to spur the private sector to make similar investments.**

Current and future residents will benefit from new places to safely cross, improved intersections, new bike parking, human-scale lighting, and sidewalk improvements. These improvements can be a major unifying force for the nascent Main Streets on Halsey district, not only providing a better environment for people walking and biking, but also providing a strong sense of place.

To fund these improvements, the cities of Fairview, Wood Village and Troutdale will need to organize the project to 30% design (Concept Design), which would be a good task for a newly formed joint economic

development organization. This will allow for more detailed cost estimates on which the project can be financed. Current designs and cost estimates are at the planning level, which comes ahead of engineering-level designs.

Following the Concept Design, each city will need to develop funding for a local match to improve the likelihood of a grant award. (Please see strategy 7 for more information

### LENGTH OF HALSEY FRONTAGE IN LINEAR FEET\*

**16,000**

Fairview

**7,500**

Wood Village

**15,000**

Troutdale

\*Estimates include frontage on north and south sides of Halsey Street.



on regional, state and federal grants.) Financing tools for corridor-wide improvements include local improvement districts (LID) and tax-increment financing (TIF). Each city will need to determine an approach. Wood Village could utilize TIF revenues from the city's urban renewal district.

Cities should work with large property owners (Edgefield, for instance) to determine if and where a single-property LID might be appropriate. An advantage of a separate LID for large properties would be of timing: the property owner would be able to move forward with design and construction on their schedule.

With a LID, property owners would be assessed based on their benefit from the street improvements, which could be estimated by feet of frontage on Halsey Street. It is recommended that the cities take on a larger share of the overall cost relative to city-owned frontage as a way to ease the cost for private property owners along the corridor.

Table 1. Halsey Roadway Cost Estimate

City	Frontage	Planning Level Cost Estimate	LID Year 1 Estimated Payment per Linear Foot
<b>Fairview</b>	16,000 linear feet	\$1,277,500	\$7.20/ft
<b>Wood Village</b>	7,500 linear feet	\$902,500	\$10.80/ft
<b>Troutdale</b>	15,000 linear feet	\$3,360,000	\$20.20/ft

Cost estimates include total construction cost plus factors for erosion control, mobilization, traffic control, 30% contingency, engineering, and construction management. LID repayment estimates assume 20 year term at 4% interest rate.

## What is a Local Improvement District (LID)?

A Local Improvement District (LID) is a method by which a group of property owners can share in the cost of infrastructure improvements, most commonly for transportation and stormwater. A LID can also be used to install sidewalks on existing streets that previously have been accepted for maintenance by the City. Financing is offered for up to 20 years, with the first payment not due until after the project is complete.

– City of Portland, Bureau of Transportation

# 6

## Incentives for Development

### **DEVELOPMENT INCENTIVES AND FUNDING TOOLS**

#### **Immediate Opportunity Fund (Business Oregon and ODOT)**

The purpose of Business Oregon’s Immediate Opportunity Fund (IOF) is to support primary economic development in Oregon through the construction and improvement of streets and roads. Access to this fund is discretionary and the fund may only be used when other sources of financial support are unavailable or insufficient. IOF projects affirm job creation and retention, revitalize business centers or prepare industrial sites for redevelopment. This grant program may be appropriate to assist in the regional development and redevelopment opportunities within the Corridor.

#### **Urban Renewal and Tax Increment Financing**

Tax increment financing (TIF) captures the net new property taxes generated by real estate development within an urban renewal district and directs those funds towards needed infrastructure improvements in the district. Therefore, when working properly, TIF creates a “virtuous cycle” of needed public infrastructure and actions and private investments. Two cities in the corridor (Wood Village and Troutdale) have experience with urban renewal districts and use of TIF within district boundaries. Urban renewal districts created along the Corridor would generate tax revenues and enable TIF funding to apply to a wide range of capital investments such as park

improvements, utility improvements, streetscapes, and development gap financing.

#### **Local Improvement District (property owners)**

A local improvement district (LID) is a special district within which properties are voluntarily assessed in order to pay for specific infrastructure improvements that benefit the district. Revenues can be collected up front or paid over a fixed period of time in annual assessments. A LID may be used to pay for infrastructure improvements that would benefit the surrounding property owners (e.g., local street connections, local utilities, parks, and streetscapes).

### **Vertical Housing Program (State of Oregon)**

The Vertical Housing Program is a state tax abatement program that allows for a maximum tax exemption of up to 80 percent of the improvement over a 10-year term for mixed-use projects in Vertical Housing Development Zones (VHDZ) designated by local jurisdictions. The ground floor of the project is required to be a non-residential use. For projects fronting one or more public streets, 50 to 100 percent of the interior street facing facade of the building adjacent to the public street must be constructed to commercial building standards and/or dedicated as a commercial use upon completion. An additional tax exemption of up to 80 percent may be given on the land for qualifying projects providing low-income housing (set at 80 percent of area median income or below). This program could incentivize mixed-use housing development in the communities along the Halsey Corridor. The City of Fairview and City of Wood Village have adopted this incentive.

### **New Market Tax Credits**

The New Markets Tax Credit (NMTC) program is a federal program aimed at helping finance investments and create jobs in low-income communities. The program enables developers to secure tax credits for developing projects that create jobs in eligible low-income census tracts (portions of the Halsey Corridor are in eligible tracts). The rules and process to secure and apply New Market Tax Credits is complex. Halsey Corridor project partners should reach out to existing NMTC investment entities and other cities in Oregon who have utilized this program to determine whether it would be a good match.

### **Community Development Block Grants**

Multnomah County is a direct recipient of the Housing and Urban Development (HUD) Community Development Block Grant program funding. While current county programming does not include provisions to fund economic development programs or investments, the federal guidelines would permit such investments from this funding source. The local government project partners,

collectively or individually, could work with Multnomah County to develop programs and policies that would apply this funding to eligible projects along the Halsey Corridor.

### **Low Income Housing Credits**

To the extent that portions of planned developments could be structured to specifically support moderate and low income regional residents, limited funding from the low-income housing credit program could be available. These tax credits are typically applied for and procured by low income housing developers.

### **Economic Improvement District**

An Oregon statutory creation, an EID is a legal entity that is created to permit business licensing to be specifically purposed exclusively for the economic benefit of an identified region or area. An EID would typically fund programmatic and marketing efforts for an area and could support activities such as marketing of the Halsey Corridor, programming of events, business recruitment, extra security patrols, maintenance of common areas, and other non-capital projects.

## **PARTNERSHIPS**

A public-private partnership is commonly defined as a contractual arrangement between the public and private sectors to work together on leveraging actions, incentives, and funding to deliver a service or facility for the use or benefit of the general public. While there are many ways in which such a partnership may be manifested, the two most common forms are discussed briefly, below.

### **Coordination with Property Owners**

Private property owners will be responsible for developing much of the Corridor Plan's big ideas through commercial and residential uses on their properties. Whether it is through property taxes, tax-increment financing, or other mechanisms, much of the project partners' capacity to fund public amenities relies on the development of private land uses along the corridor that create taxable property value. As such, a cooperative, engaged process is appropriate, whereby the three communities along the corridor work closely with property owners to facilitate investment. This coordination can be as informal as meeting with property owners from time-to-time to better understand their plans and intentions. Doing so will create an "open for business" environment of open communication, enabling both parties to discuss plans and identify barriers early.

### **Development Agreements**

A deeper form of public-private partnership is the creation of a development agreement, a legally-binding agreement between a local government jurisdiction and a property owner or developer that spells out specific duties and responsibilities for each party. A development agreement is appropriate when the jurisdiction is placing public dollars onto private property, such as the development of a public park or plaza on private property or for the creation of easements for public trails. Development agreements are also useful for coordinating the timing of public and private investments (e.g., coordinating a public road improvement with adjacent private development), providing increased certainty to the private property owner as to the timing, type, and scale of public infrastructure.

## 7

# Regional, State and Federal Funding

## FUNDING SOURCES AND STRATEGIES

As with most new development projects, property owners (and/or developers) will be responsible to build out much of the “internal” infrastructure on their properties (e.g., local streets, alleys, small pocket parks, and required off-site infrastructure triggered by their development). There are many opportunities and sources for bringing in outside, public funding to support infrastructure and amenities that are of a community-wide nature or that would be built to a standard that is higher than what would normally be required in a development. This may include transportation facilities, community parks, trails, upgraded streetscapes, and civic gateways. Along with the direct municipal investment possibilities among the project partners, there are a variety of other potential funding sources for various public components. These potential funding sources will be presented and briefly described within three categories: transportation, parks and open space, and development incentives and funding tools. In addition, public-private partnerships will be briefly discussed below.

## PLANNING + DEVELOPMENT FUNDING TOOLS

### **2040 Planning + Development Grants**

Formerly known as Community Planning and Development Grants, the 2040 Planning + Development Grant funds are targeted towards 1) projects focused inside the urban growth boundary (UGB) with strong emphasis on serving historically marginalized communities and/or reducing barriers to equitable housing; 2) development readiness in centers, corridors, station areas, and employment areas; and 3) projects planning for urban reserves and areas brought into the UGB since 2009.

### **Community Placemaking Grants**

Community Placemaking grants support creative projects that empower and involve community members to make changes they want to see in their neighborhoods. Project types include:



- » re-purposing public spaces
- » enlivening spaces with art and activity
- » activating streets
- » sparking dialog and raising awareness
- » temporary-to-permanent placemaking
- » urban interventions
- » community visioning through placemaking

## **TRANSPORTATION FUNDING TOOLS**

### **Metropolitan Transportation Improvement Program (Metro)**

Metropolitan Transportation Improvement Program (MTIP) funds are federal transportation funds that are channeled through Metro, which has an established process to identify and prioritize projects. MTIP grants are generally authorized for transportation projects and may be appropriate for some of the public rights of way and transportation improvements that are proposed within the Corridor Plan.

### **Metro Regional Flexible Funding (Metro)**

Every funding cycle, Metro receives an allocation of federal funding that can be applied to a wide range of transportation projects in the region, including bike and pedestrian improvements. When the funding is available, Metro conducts a project identification and screening process to prioritize projects for funding and gather public input. Active transportation improvements such as bicycle and pedestrian safety projects have historically been a high priority for this program.

### **Regional Travel Options (Metro)**

The Regional Travel Options program is a small grant program funded by Metro to provide grants to local communities to conduct planning, implement programs (e.g., education), and implement small capital investments (e.g., bike parking, signage) in support of increased walking, biking, and transit use.

## **PARKS AND OPEN SPACE FUNDING TOOLS**

### **Oregon Parks and Recreation Department Grants (OPRD)**

OPRD offers several grant programs for parks and open space projects. Grants, which can be used to acquire and develop public parks and recreation areas and finance historic preservation and heritage related projects, are often used in conjunction with brownfields development or clean-up. These grants could potentially be used to enhance the proposed parks and wetlands area trails identified within this Corridor plan.

### **Metro Nature in Neighborhoods Program (Metro)**

Successful Nature in Neighborhoods projects involve the community, foster diverse partnerships and innovate. Individuals, citizen groups, businesses, neighborhoods, nonprofits, schools and school groups, government agencies, faith groups and service groups with nonprofit or other tax-exempt status may apply. Grants must benefit the Portland metropolitan region. Metro's program offers three types of grants: habitat restoration, conservation education, and capital improvements. These grants would be appropriate for consideration with regard to wetlands areas along the Corridor.

# FIRST STEPS TO ACHIEVE THE VISION FOR MAIN STREETS ON HALSEY

From the beginning of the visioning process, participants asked “How will we achieve the desired outcomes?” This section discusses the framework needed to address how the cities of Fairview, Wood Village and Troutdale move toward the vision, and lays out a framework to begin implementation.

## **HOW IS MAIN STREETS ON HALSEY IMPLEMENTED?**

For the most part, the Main Streets on Halsey plan will be implemented by coordinated governmental, developer, and business leadership through actions that coordinate public and private efforts, foster new business and housing development, and contribute to achieving the vision for a prosperous and connected Halsey corridor.

## **THE FIRST YEAR: CAPACITY BUILDING**

Activities in the first year of implementation will involve creating and organizing an implementation committee (or alliance), identifying and prioritizing actions and supporting efforts already working to implement the vision.

Activities are in order of priority and general timing.

### **1. Establish an Executive Committee**

The Executive Committee will be comprised of staff and/or leadership from Fairview, Wood Village and Troutdale and representatives of Multnomah County and Metro. This group will oversee the preparation and execution of a work plan for the first year of implementation.

### **2. Convene an Alliance or Committee for Implementation**

City staff will convene and staff the implementation group as an independent alliance (i.e. “West Gorge Gateway Cities Alliance”) or a committee within an established economic development entity, such as East Multnomah County Economic Association (EMEA) or Columbia Corridor Association, to address goals of the Main Streets on Halsey plan. Initially, the implementation committee will:

- » Create a work plan of action items
- » Carry out periodic committee meeting
- » Prepare semi-annual committee report
- » Review, refine and support implementation strategies and actions
- » Determine performance measures to monitor (see page 36)

- » Provide progress reports on work related to strategies and actions identified in the Main Streets on Halsey plan and Work Plan action items
- » Serve as liaisons between committee and organizations representatives

### **3. Establish a Monitoring System**

A system to establish performance measures can be used to understand the corridor's progress in implementing goals and strategies. These performance measures are used to measure current characteristics, and monitor change in the corridor. Performance measures will be identified, responsibilities for measurement clarified, and a process developed to compile and share results on a regular basis. Measuring progress should also identify a mechanism for long-term accountability.

#### **Suggested indicators to track:**

- » Number of new business starts
- » Number of minority/women/veteran owned businesses
- » New mixed use developments, infill development and redevelopment as percentage of all new development
- » New housing starts/permit data
- » Housing cost
- » Educational attainment
- » Income and poverty (by race and geography)

### **4. Celebrate Progress and Major Milestones**

Concise, informative annual reports should be a priority to share the progress made each year in transforming the Halsey Corridor into a prosperous and connected community. The annual report should include performance measures, celebrate the corridor's successes, and provide for the periodic revision of strategies and actions. This should also include a citizen education program to promote the cities' efforts in a way that residents and stakeholders can embrace and support implementation efforts. This program will build widespread support and understanding of the positive outcomes of the three cities' efforts.

**While large-scale shifts cannot be achieved through the sole action of any one city, the collective impact of the three cities, along with Multnomah County and Metro, working together will create desired change.**

## THE FRAMEWORK FOR CONTINUED DEDICATION, COORDINATION AND SUPPORT

Implementation of a tri-city plan takes the coordination and commitment of local, county, regional and business leaders. The proposed framework on the next page describes how the three cities and partners will work together to achieve the vision.

## Support the Common Vision

The three cities and their regional partners embrace the shared vision and work to accomplish the goals and outcomes in their day-to-day decision making. Strategies and actions are incorporated into policies, strategic plans, and physical improvements to the corridor.

**FIRST STEPS:** Cities, Multnomah County and Metro sign the Tri-Cities Compact, signaling agreement with the Main Streets on Halsey vision and strategies, and a commitment to work together to achieve the vision. Other agencies, institutions and businesses could also be invited to sign on in support.

## Outline and Coordinate Strategic Actions

Stakeholders from cities and partners coordinate their activities to support the goals of Main Streets on Halsey action items, which is a list updated annually to ensure that desired results are clear and mutually actionable. Through this coordination, results across the corridor are maximized, and the shifts resulting from the coordinated efforts of Main Streets on Halsey are visible, with increased impact resulting from collaboration.

**FIRST STEPS:** The Implementation Committee will review, refine and move forward the strategies and actions, monitor and support implementation actions, identify opportunities for and barriers to cooperation, and assist in measuring progress, based on a common set of indicators and monitoring system.

## Continued Community Engagement

The cities and the implementation committee will reach out to residents and businesses in the corridor, including traditionally disenfranchised or underrepresented populations, to ensure that they are aware of and included in the implementation efforts.

**FIRST STEPS:** The cities will invite representatives of organizations serving the community, especially under-represented and disenfranchised groups, to become members of the implementation committee and support their work.

**HALSEY**

**STREET**







# 4

## Land Use + Transportation Recommendations

**Because of a long history of auto-oriented design along NE Halsey Street, there are many opportunities for major land use changes.**

# **LAND USE OPPORTUNITIES**

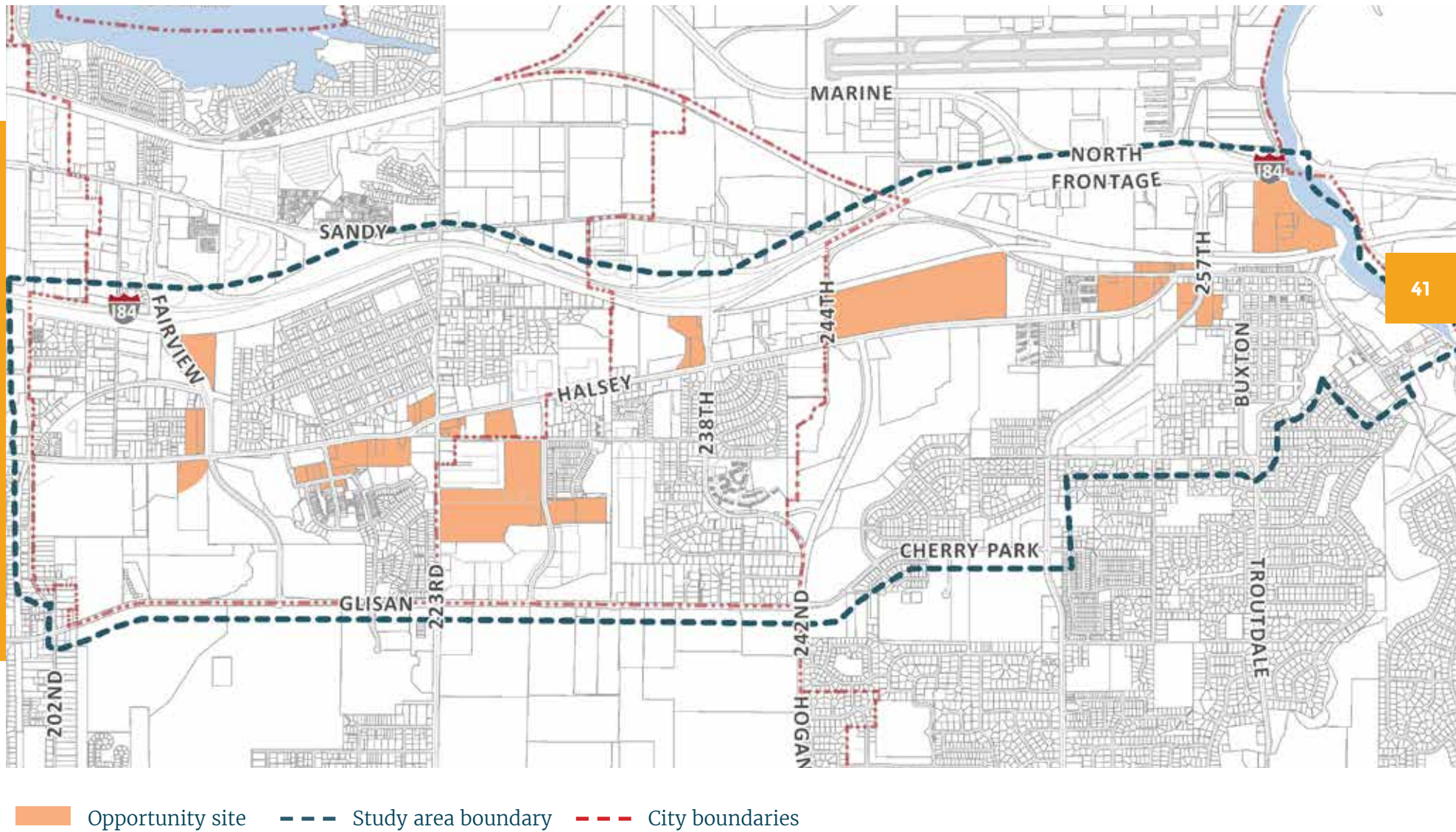
Specific locations within the study area already have the kind of walkable, mixed use urban form that is desired throughout the corridor, including downtown Troutdale and Fairview Village.

With a substantial number of larger parcels currently vacant, what could be seen as a weakness becomes an opportunity for new development that increases housing and employment, brings value to the communities, and contributes to the mixed use “main street” identity of the corridor. Twenty-one sites were identified as opportunities for future development, ranging in size from 30 acres to less than an acre. Sites were selected based on vacancy, ownership, zoning, land to improvement value, and environmental constraints.

## **Key Land Use Opportunities:**

- » Good urban form already exists on the corridor
- » Many opportunities exist for reinvestment, redevelopment, and increased density
- » City zoning code is conducive to increased density and mixed uses

Figure 7. Opportunity Sites



Many of the opportunity sites are likely to redevelop in the near future (in 2-10 years), and some properties are known to be in development, including ownership changes, planning and design, and site work. Where these active projects are known to the project team, they have been included in the Near-Term Opportunities Scenario.

On sites where development is not known to be in progress, the current zoning was used to create a prototypical building or buildings that would contribute to the mixed use corridor and meet market expectations for growth in the future. These sites have been included in the Full Buildout Scenario (estimated to be 10-20 years into the future).

Near term opportunities could bring the cities an estimated \$204 million in new development; full buildout could bring \$479 million, including \$182 million to Fairview; \$108 million to Wood Village; and \$189 million to Troutdale. The value of new development adds to city revenues and supports urban renewal districts.

Figure 8. Near-term Opportunity Sites and Development Types

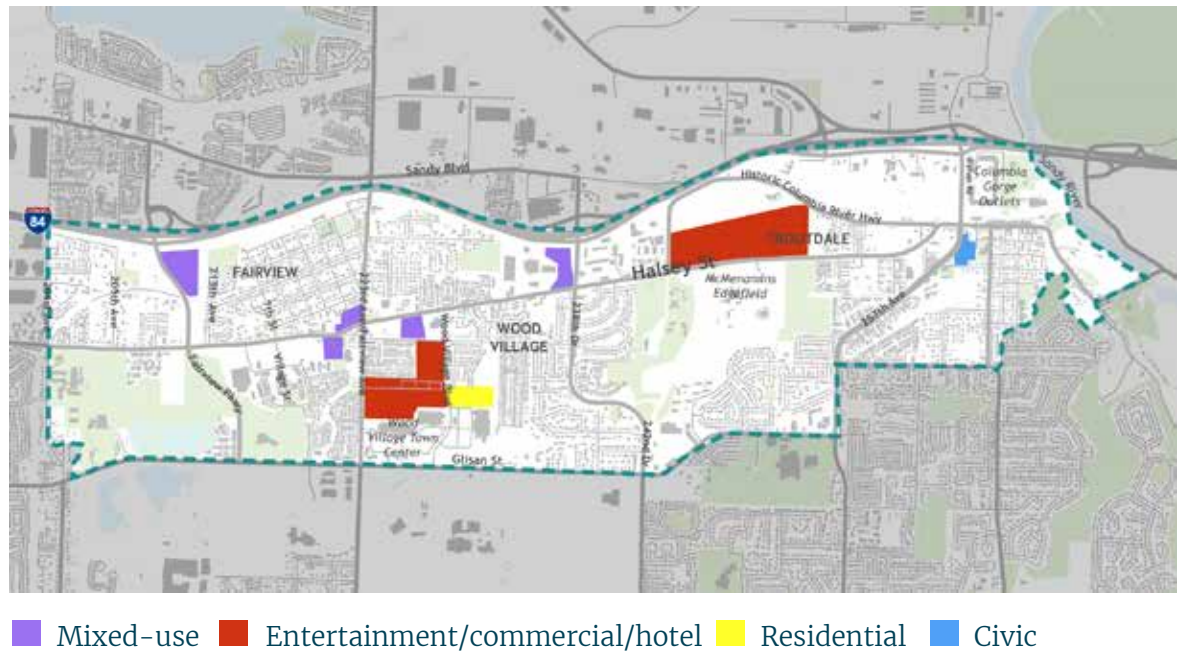


Table 2. Scenario Growth Estimates for Development Activity

Development Characteristics	Near-Term Buildout Scenario	Full Buildout Scenario
Total Acres of Developable Land	67 acres	126 acres
Housing Units	500 units	1,300 units
Jobs	575 jobs	1,400 jobs
Hotel Rooms	140 rooms	190 rooms
Parking Spaces	2,600 spaces	4,400 spaces
Value of New Development	\$204 million	\$479 million



# Visualization of Potential Future Development:



## Halsey Street at **Fairview Parkway**



## Visualization of Potential Future Development:



44

Halsey Street at  
**223rd Avenue**



# Visualization of Potential Future Development:



Halsey Street at  
**238th Drive**



## Visualization of Potential Future Development:



46

Halsey Street at  
**257th Avenue**



The transportation improvement recommendations serve as an update to the 2005 Multnomah County Concept Design Project for Halsey.

# TRANSPORTATION OPPORTUNITIES

Specific infrastructure investments are described in detail, and planning level cost estimates are available in the appendix. These are design concepts informed by public input received as part of this project. **All designs and design elements are conceptual and would require further evaluation prior to construction.**











Recommended improvements include highly visible mid-block pedestrian crossings, bike lane improvements and bike parking, gateways and landscaping. All these improvements serve to make the Halsey corridor safer and more welcoming for all people. Buffered bike lanes are recommended wherever possible to appeal to families and novice riders.



## PROPOSED ROADWAY IMPROVEMENTS MAP



Main Streets on Halsey Proposed Roadway Improvements

- |  |  |   |
|--|--|---|
|  Intersection Improvement                             |  Proposed signalized intersection                       |  Proposed pedestrian/bicycle crossing with refuge          |
|  Gateway Improvement, including signs and landscaping |  Proposed roadway striping and landscaping enhancements |  Proposed pedestrian/bicycle crossing with refuge and RRFB |
|  Bicycle-specific safety enhancements                 |  Proposed sidewalk, lighting and crossing enhancements  |   |
|  Bicycle-specific parking facilities                  |  Pedestrian-scale lighting                              |   |



## 1. NE 201ST AVE + NE HALSEY

### Issue

- » The Gresham Fairview Trail/40-mile loop trail crosses Halsey at the intersection with 201st Ave. The southwest corner of the intersection lacks a sidewalk and the off-street portion of the bike path terminates at the intersection.
- » Pros – further defines the Gresham Fairview Trail/40-mile loop trail through the intersection and enhances crossing conditions for bicyclists.
- » Cons – could impact traffic operations for motor vehicles.

### Potential Changes

- » Upgrade the signal at the NE 201st Avenue/NE Halsey Street intersection to provide a bicycle/pedestrian only phase with a diagonal bicycle/pedestrian crossing from the 40-mile loop trail head in the southwest corner of the intersection to the northeast corner of the intersection.
- » Install pavement markings diagonal through the intersection.
- » Install ADA accessible pedestrian ramps at both ends of the diagonal crossing
- » Install wayfinding signs that direct people along the 40-mile loop and/or toward the Fairview City Center.
- » Work with the City of Gresham to improve geometry at the westbound approach to the intersection.



Illustration of recommended changes to the intersection of 201st Ave and Halsey Street



Example of a bicycle/pedestrian only phase with a diagonal bicycle/pedestrian crossing. NE 201st Avenue currently does not have on-street bike lanes north of NE Halsey Street; therefore, this improvement should be tied to improvements along NE 201st Avenue and/or installation of an off-street trail system.

## 2. NE HALSEY BETWEEN NE 202ND AVE + 205TH AVE

### Issue

- » Wide west bound lanes on this section of Halsey results in fast traffic flow and lane confusion for drivers.
- » There is an opportunity to improve pedestrian and bicycle safety in this section of Halsey in addition to improving motor vehicle circulation.
- » Pros – further defines the roadway for vehicles and bicyclists; reduce travel speeds and driver confusion; improves the comfort and safety of bicycles and pedestrians along the roadway.
- » Cons – could increase maintenance costs for the City and, unless addressed, contribute to storm water run-off issues in the area.

### Potential Changes

- » Continue the landscape strip along the north side of the roadway and channelize the westbound right-turn lane at the NE 201st Avenue/NE Halsey Street intersection.
- » Widen the bicycle lane on the north side of the roadway consistent with the 6 ft. County standard.



Illustration of recommended changes to Halsey Street between 202nd Avenue and 205th Avenue

### 3. AND 4. NEAR NE 208TH PLACE

#### Issue

- » Pedestrians are crossing in this location without the protection of a designated crossing and drivers have difficulty merging in the westbound lanes in this location.
- » Pros – provides an enhanced pedestrian crossing for pedestrians; the optional raised median island could provide a refuge for pedestrians and further define the roadway for motor vehicles.
- » Cons – could give pedestrians a false sense of security when crossing NE Halsey Street; the optional raised median island could impact left-turn movements to/from the minor streets and, if planted, increase maintenance costs.

#### Potential Changes

- » Install an enhanced pedestrian crossing at the west leg of the NE 208th Place–Apartment Driveway/NE Halsey Street intersection to support access to transit stops on both sides of the roadway.
- » Install high visibility pavement markings, signs, and ADA accessible pedestrian ramps on both sides of the crossing.
- » Continue the westbound skip stripe through the intersection NE 208th Place/NE Halsey Street intersection.
- » Install “Lane Ends Merge Left” and “Lane Ends” warning signs prior to the end of the outside lane.



Illustration of recommended changes to Halsey Street near the intersection with 208th Place

- » Consider installing Rectangular Rapid Flash Beacons (RRFBs) as needed on both sides of the crossing.
- » Work with TriMet to relocate the existing transit stops closer to the intersection and the enhanced pedestrian crossing.
- » Eliminate the second eastbound through lane and create a right-turn lane pocket at the Fairview Parkway/NE Halsey Street intersection.
- » Install a raised median island as feasible within the center two-way left-turn lane (TWLTL).
- » The raised median island could be located within the center two-way left-turn lane and configured so that motorists could continue to make left-turns adjacent to the raised median.



## 5. FAIRVIEW PARKWAY + NE HALSEY

### Issue

- » Desired for improving the physical appearance of the roadway near this key entrance point to Fairview.
- » Pros – provides a gateway treatment near entrance to Fairview; improve driver awareness of transition zones for bicyclists.
- » Cons – could increase maintenance costs for the City.

### Potential Changes

- » Add gateway features at the southbound approach to the Fairview Parkway/NE Halsey Street intersection.
- » The gateway features could include additional landscaping on Fairview Parkway, north of the intersection approaching NE Halsey Street.
- » Provide additional visual cues to visitors by using light pole banners with the City name
- » When pedestrian-scale lighting is added near the intersection, decorative flower baskets can be attached
- » Install green paint within the transitional segments of the on-street bicycle lanes along NE Halsey Street.





## **6. MARKET DRIVE + NE HALSEY**

### **Issue**

- » Pedestrians are crossing in this location without the protection of a designated crossing.
- » Pros – provides an enhanced pedestrian crossing for pedestrians; the optional raised median island could provide a refuge for pedestrians and further define the roadway for motor vehicles.
- » Cons – could give pedestrians a false sense of security when crossing NE Halsey Street; the optional raised median island could impact left-turn movements to/from the minor streets and, if planted, increase maintenance costs.

### **Potential Change**

- » Install an enhanced pedestrian crossing at the west leg of the Market Drive/NE Halsey Street intersection.
- » Install high visibility pavement markings, signs and ADA accessible pedestrian ramps on both sides of the crossing.
- » Consider installing Rectangular Rapid Flash Beacons (RRFBs) as needed on both sides of the crossing.
- » Work with TriMet to relocate the existing transit stops closer to the intersection and the enhanced pedestrian crossing.
- » Install a raised median island as feasible within the center two-way left-turn lane (TWLTL).
- » The raised median island could be located within the center two-way left-turn lane and configured so that motorists could continue to make a left-turn adjacent to the raised median.



Illustration of recommended changes to Halsey Street near the intersection with Market Drive

## **7. NE VILLAGE STREET + NE HALSEY**

### **Issue**

- » There is an opportunity to improve the safety and visibility of bicycles traveling through this intersection.
- » Pros –improves driver awareness of transition zones for bicyclists.
- » Cons – could increase maintenance costs for the City.

### **Potential Change**

- » Install green paint within the transitional segments of the on-street bicycle lanes along NE Halsey Street.



Illustration of recommended changes to Halsey Street near the intersection with Village Street

## **8. NE HALSEY BETWEEN NE VILLAGE ST + NE FAIRVIEW AVE**

### **Issue**

- » Pedestrians are crossing Halsey in the 1/3 of a mile space between Village Street and Fairview Avenue without the protection of a designated crossing.
- » Development on the south side of Halsey in this location is anticipated in the near-term.
- » Pros – provides an enhanced pedestrian crossing for pedestrians; the optional raised median island could provide a refuge for pedestrians.
- » Cons – could give pedestrians a false sense of security when crossing NE Halsey Street; if planted, the optional raised median island could increase maintenance costs.

### **Potential Change**

- » Install an enhanced pedestrian crossing along NE Halsey Street between NE Village Street and NE Fairview Avenue as development occurs along the south side of the roadway. The final location of the crossing should not conflict with driveways to the north or potential future driveways to the south.
- » Install high visibility pavement markings, signs and ADA accessible pedestrian ramps on both sides of the crossing.
- » Consider installing Rectangular Rapid Flash Beacons (RRFBs) as needed on both sides of the crossing.
- » Work with TriMet to relocate the existing transit stops closer to the intersection and the enhanced pedestrian crossing.
- » Consider installing a raised median island as feasible within the center two-way left-turn lane (TWLTL). The raised median island could be located within the center two-way left-turn lane.

## **9. NE HALSEY + NE FAIRVIEW AVE /223RD + ARATA RD**

### **Issue**

- » Motor vehicle turning movements near the intersection of Fairview/223rd Avenue and Arata Road are confusing and considered dangerous by drivers.
- » The County currently has plans to improve the NE 223rd/Arata Road intersection; the following potential changes will work with and enhance the County's plans.

### **Potential Changes**

- » Install gateway features at the southbound approach to the Fairview Parkway/NE Halsey Street intersection.
  - The gateway features include landscaping on NE Fairview Avenue, north of the intersection approaching NE Halsey Street and a “Welcome to Wood Village” sign.
- » Install green paint within the transitional segments of the on-street bicycle lanes along NE Halsey Street.

## **10. WOOD VILLAGE BOULEVARD + NE HALSEY STREET**

### **Issue**

- » Community input gathered at the project's public workshop revealed interest in a signalized intersection for Wood Village Boulevard at Halsey Street.
- » This intersection is the primary access point for the future Spirit Mountain at Wood Village, family entertainment complex.
- » Pros – improves traffic operations at the intersection; provides a protected crossing for pedestrians.
- » Cons – could impact traffic operations at the intersection as well as adjacent intersection; could increase maintenance costs; will require coordination and approval by County traffic engineer.

### **Potential Changes**

- » Install a traffic signal when it is determined that a signal is warranted based on traffic volumes.

## **11. NE HALSEY STREET BETWEEN WOOD VILLAGE BOULEVARD AND NW 238TH DRIVE – CROSSING #1**

### **Issue**

- » Pedestrians are crossing in this location without the protection of a designated crossing.
- » Pros – provides an enhanced pedestrian crossing for pedestrians consistent with the Wood Village TSP; the optional raised median island could provide a refuge for pedestrians.
- » Cons – could give pedestrians a false sense of security when crossing NE Halsey Street; if planted, the optional raised median island could increase maintenance costs.

### **Potential Changes**

- » Install an enhanced pedestrian crossing along NE Halsey Street to serve the surrounding land uses and support access to the transit stops on the north and south sides of the roadway.
- » Install high visibility pavement markings, signs and ADA accessible pedestrian ramps on both sides of the crossing.
- » Install Rectangular Rapid Flash Beacons (RRFBs) as needed on both sides of the crossing.
- » Work with TriMet to relocate the existing transit stops closer to the enhanced pedestrian crossings, as necessary.
- » Consider installing a raised median island as feasible within the center two-way left-turn lane (TWLTL).
- » Work with TriMet to relocate the existing transit stops closer to the enhanced pedestrian crossings, as necessary.



## **12. NE HALSEY BETWEEN WOOD VILLAGE BOULEVARD + NW 238TH DRIVE - CROSSING #2**

### **Issue**

- » Pedestrians are crossing in this location without the protection of a designated crossing.
- » Pros – provides an enhanced pedestrian crossing for pedestrians consistent with the Wood Village TSP; the optional raised median island could provide a refuge for pedestrians.
- » Cons – could give pedestrians a false sense of security when crossing NE Halsey Street; if planted, the optional raised median island could increase maintenance costs.

### **Potential Changes**

- » Install an enhanced pedestrian crossing along NE Halsey Street to serve the surrounding land uses and support access to the transit stops on the north and south sides of the roadway.
- » Install high visibility pavement markings, signs and ADA accessible pedestrian ramps on both sides of the crossing.
- » Consider installing Rectangular Rapid Flash Beacons (RRFBs) as needed on both sides of the crossing.
- » Work with TriMet to relocate the existing transit stops closer to the enhanced pedestrian crossings, as necessary.
- » Consider installing a raised median island as feasible within the center two-way left-turn lane (TWLTL).

## **13. NE 238TH DRIVE + NE HALSEY**

### **Issue**

- » This is a wide busy intersection. The northeast corner of the intersection is recessed, making the crossing distance in this location farther.
- » There is community desire to improve the physical appearance of the roadway near this key entrance point to Wood Village.
- » Pros – provides a gateway feature for Wood Village; improves driver awareness of bicyclists at the intersection; improves crossing conditions for bicyclists and pedestrians.
- » Cons – Gateway treatment and other potential changes could increase maintenance costs for the City.

### **Potential Changes**

- » Install gateway features at the southbound approach to the NE 238th Drive/NE Halsey Street intersection.
- » The gateway features include landscaping on NE 238th Drive, north of the intersection approaching NE Halsey Street and a “Welcome to Wood Village” sign.
- » Install green paint within the transitional segments of the on-street bicycle lanes along NE Halsey Street.
- » Install left-turn bike boxes OR Bike boxes at the northbound and southbound approaches to the intersection.
- » Install a splitter island at the westbound approach to the intersection; consider a splitter island would

reduce the length of the north and east crosswalks and reduce the amount of green time needed for pedestrian movements. The splitter island would need to be designed to accommodate the right-turn movements of large vehicles.

- » Increase the length of the westbound right turn lane OR re-channelize the westbound right turn lane to reduce the conflict area for the westbound bike lane.
- » Optimize the traffic signal to provide additional green time for congested movements
- » Install 12” bulbs on the signal heads and install reflective back plates on the signal heads
- » Install MUTCD compliant countdown pedestrian heads at the crosswalks
- » Implement a leading pedestrian interval that allows pedestrians to start crossing before left-turn movements are allowed to start turning



Illustration of recommended changes to the intersection of 238th Avenue and Halsey

## **14. NE 244TH AVENUE + NE HALSEY STREET**

### **Issue**

- » With the future expansion of McMenamins Edgefield, improvements to the intersection of 244th Avenue and Halsey Street are expected. The improvements reflect the need to provide some three-lane cross sections along NE Halsey Street, east of NE 244th Avenue as needed for protected turning movements. It also provides for the possible need for a separate left and through-right-turn lane at the southbound approach, due to the increase in traffic generated from anticipated expansion.
- » Pros – provides a three-lane section where needed along NE Halsey Street consistent with the Troutdale TSP; improve the alignment of NE 244th Avenue through the intersection; could improve traffic operations at the intersection and crossing conditions for pedestrians. These improvements also supports access to Reynolds Alternative Middle School.
- » Cons – requires widening the NE Halsey Street and NE 244th Avenue, north and south of the intersection.

### **Potential Changes**

- » Reconfigure the northbound and southbound approaches to the NE 244th Avenue/NE Halsey Street intersection to include separate left and through-right-turn lanes.
- » The through-right turn lanes will improve the alignment of NE 244th Avenue across NE Halsey Street.
- » Evaluate light level at the intersection and upgrade existing lighting or install new lighting to meet County requirements.
- » TriMet to install new or relocate existing transit stops near the intersection.



## **15. NE HALSEY STREET FROM 244TH AVE TO EDGEFIELD MEADOWS**

### **Issue**

- » This section of Halsey is a last vestige of rural character along the corridor. The 2005 Halsey Street Conceptual Design Project Report recommends a continuous left turn lane on Halsey from 244th Avenue to the Columbia River Highway. There is concern that widening the roadway with a continuous left turn lane will diminish the existing rural feel.
- » The design elements in this section of Halsey could be used to create a unique sense of place for McMenamins Edgefield with design elements that achieve the County's goals of safety for all users and environmental stewardship.
- » If and when the north side of Halsey, across from McMenamins Edgefield develops, there will be a need to safely move pedestrians from one side of the roadway to the other.
- » Currently, Halsey Street from 244th Avenue to Edgefield Meadows Avenue is dark at night due to the lack of street lights. This section of Halsey also lacks continuous sidewalks.

### **Potential Changes**

- » Install paved pedestrian pathways on the north and south side of the roadway from 244th Avenue to Edgefield Meadows Avenue, which need not be adjacent to the roadway.
- » Install pedestrian scale lighting along the pedestrian pathways on the north and south sides of the roadway.
- » Consider widening NE Halsey Street from NE 244th Avenue where necessary to the eastern boundary of the McMenamins Edgefield property to accommodate 12-foot travel lanes and 6-foot bike lanes in both directions.
- » Install channelized left-turn lane on Halsey Street to serve existing and proposed intersections and driveway connections and to McMenamins Edgefield. The location and design of the left-turn lanes will be determined at a later date.
- » Install two enhanced pedestrian crossings between 244th Avenue and the eastern boundary of McMenamins Edgefield property to support access between Edgefield facilities on the north and south sides of the roadway. The design will be determined at a later date, but the objective is to create a safe pedestrian environment, traffic calming, reduced roadway width, and speed limitations.



## **16. NE HALSEY STREET + EDGEFIELD MEADOWS AVE**

### **Issue**

- » Pedestrians are crossing in this location without the protection of a designated crossing.
- » Pros – provides an enhanced pedestrian crossing for pedestrians; the optional raised median island could provide a refuge for pedestrians.
- » Cons – could give pedestrians a false sense of security when crossing NE Halsey Street; if planted, the optional raised median island could increase maintenance costs.

### **Potential Changes**

- » Install an enhanced pedestrian crossing at the west leg of the SW Edgefield Meadows Avenue/NE Halsey Street intersection to provide access to the transit stops on the north and south sides of the roadway at the entrance of McMenamins Edgefield.
- » Extend the landscape strip and sidewalk on the north leg of the intersection approximately 10-feet to the west to provide a landing area for the crossing.
- » Install high visibility pavement markings, signs and ADA accessible pedestrian ramps on both sides of the crossing.
- » Consider installing Rectangular Rapid Flash Beacons (RRFBs) as needed on both sides of the crossing.
- » Consider installing a raised median island as feasible (this assumes this segment of NE Halsey Street is widened to three lanes prior to installation of the pedestrian crossing).

## **17. NE HALSEY STREET + HALSEY LOOP ROAD**

### **Issue**

- » Pedestrians are crossing in this location without the protection of a designated crossing.
- » Pros – provides an enhanced pedestrian crossing for pedestrians; the optional raised median island could provide a refuge for pedestrians.
- » Cons – could give pedestrians a false sense of security when crossing NE Halsey Street; if planted, the optional raised median island could increase maintenance costs.

### **Potential Changes**

- » Install an enhanced pedestrian crossing at the west leg of the SW Halsey Loop Road/NE Halsey Street intersection to provide access to the transit stops on the north and south sides of the roadway.
- » Install high visibility pavement markings, signs and ADA accessible pedestrian ramps on both sides of the crossing.
- » Consider installing Rectangular Rapid Flash Beacons (RRFBs) as needed on both sides of the crossing.
- » Consider installing a raised median island as feasible (this assumes this segment of NE Halsey Street is widened to three lanes prior to installation of the pedestrian crossing).
- » Install Rectangular Rapid Flash Beacons (RRFBs) as needed on both sides of the crossing.

## **18. NE HALSEY STREET + NE 257TH AVENUE**

### **Issue**

- » There is community desire to improve the physical appearance of the roadway near this key entrance point to Troutdale.
- » Pros – provides a gateway feature for Troutdale.
- » Cons – Gateway treatment could increase maintenance costs for the City.

### **Potential Changes**

- » Install additional landscaping along the southbound approach to the NE 257th Avenue/W Historic Columbia River Highway intersection.
- » The gateway features could include landscaping on NE 257th Avenue, north of the intersection approaching W Historic Columbia River Highway and “Welcome to Troutdale” signage.

## **19. BIKE PARKING IN DOWNTOWN TROUTDALE**

### **Issue**

- » Downtown Troutdale is a cycling destination, however there is a lack of bicycle parking in the downtown.
- » Pros – provides parking opportunities for bicyclists.
- » Cons – could increase maintenance costs for the City.

### **Potential Changes**

- » Identify potential location for bicycle parking and install parking in downtown Troutdale to meet the demand. Consider installing a full service bike station or Bicycle Hub.

**HALSEY**

**STREET**





5

# Market Analysis

**Market analysis for the Corridor considers two distinct market areas - the three-city market area of Fairview, Wood Village, and Troutdale, and a four-city market area expanded to include Gresham.**

# MARKET ANALYSIS

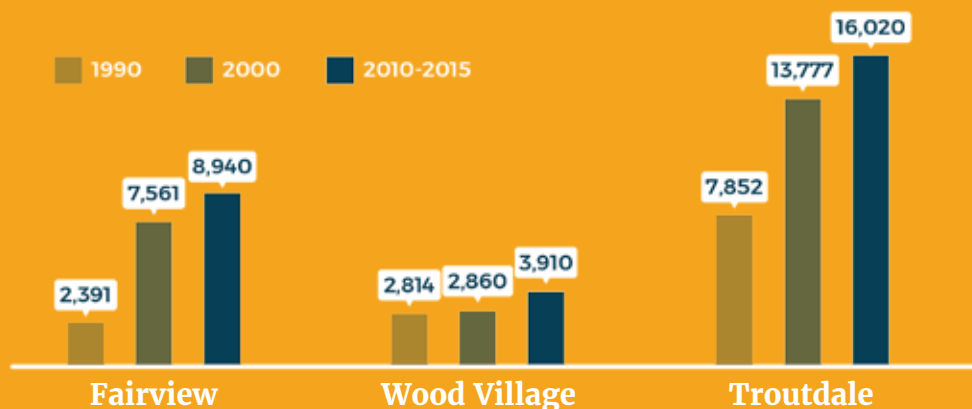
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The three-city market area, which has a combined population of about 30,000 people, informs neighborhood-scale retail analysis. For all other land uses, the analysis reflects a four-city market area which includes Gresham. This market area includes a population of approximately 140,000 residents. Growth for this market between 2000 and 2010 was roughly double the national rate and somewhat faster, annually, than the metro area overall. However, Fairview and Troutdale have added very little new population between 2010 and 2016. Data sources include U.S. Census/ACS, Costar (commercial real estate), Multnomah County, METRO, U.S. Bureau of Economic Analysis (BEA), ESRI, Census Longitudinal Employment/Household Dynamics (LEHD), and others.

While the three-city market area has roughly the same proportion of renter households (40 percent) as the Portland region as a whole, the

inclusion of Gresham in the four-city total raises the percent renter to 49 percent (versus 37 percent nationally). Market area households tend to be somewhat larger. The cities in the corridor are generally young in age, with a larger share of children and fewer seniors than the region as a whole. Both the three-city and four-city areas have significantly higher shares of children under 14 and young adults between 25 and 34 years of age. Median household income in the three cities is \$58,742, almost exactly the same as the Portland region's median and significantly higher than that of adjacent Gresham. Average incomes are lower due to relatively narrow distribution of incomes. The market area has a much smaller share of both very low and very high income households relative to the nation. The highest skewing income segment is for those earning \$75,000 to \$100,000 (30 percent higher than the national share for that range). The market area is in fact typical

## POPULATION GROWTH - TRI CITY



## HOUSEHOLD GROWTH

	Three-City Area	Four-City Area	Portland Metro
Households - 2000	8,573	41,919	745,531
Households - 2010	10,438	49,142	867,794
Households - 2016 est.	10,685	51,090	906,600
Annual Growth Rate 2000-2010	2.0%	1.6%	1.5%
Annual Growth Rate 2010-2016	0.5%	0.8%	1.5%

## MEDIAN, AVERAGE, PER CAPITA INCOMES

	Three-City Area	Four-City Area	Portland Metro
Median Household Income	\$58,742	\$51,402	\$59,764
Average Household Income	\$72,063	\$64,786	\$79,377
Per Capita Income	\$25,700	\$23,669	\$31,158

of relatively affluent union/trade-oriented suburban neighborhoods in the Pacific Northwest. Multnomah County is expected to see strong growth both from Gen Xers and the older end of the Millennial segment, who will begin to reach their early 40s and little to no growth among 20-somethings between now and 2026.

The Halsey Corridor and its market area are part of a metropolitan region experiencing very robust economic growth over the past decade. The Portland metro area has nearly doubled its GDP since 2001 while seeing a 16 percent increase in employment, out-pacing national (combined metropolitan area) growth, especially during and after the recent recession. Regional economic growth has been especially strong in the manufacturing sector buoyed by high tech firms. Rising productivity (output per employee) accounts for most of this growth, rather than net job growth. Even in the Portland metro, where manufacturing activity has gained national attention for its encouraging performance, industry jobs counts have in fact declined 10% since 2001.

According to 2014 Census numbers, only 1,005 workers both lived and worked in the area cities. In other words, the “daytime” workforce population is almost completely different from the “nighttime” resident population – indicating considerable room for improvement in the matching of local housing to local employment opportunities.

The following table summarizes market supported demand for private-sector real estate development in the Halsey Corridor study area over the next 10 years.

Table 3. Market area supportable market demand by 2026

Product Type	Demand (conservative)	Demand (attainable)	Notes
<b>RESIDENTIAL</b>			
Ownership Attached	50	100	Condo, townhomes, rowhouses, or stacked flats. Consider 3 or even 4-story form to help define compact, walkable downtown streetscape
Apartments/Condos	200	400	3-4 story garden apartments or stacked-flat rentals. As with ownership multifamily, goal is to improve residential “critical mass” to downtown. Strongest apartment market likely over next 1-3 years, but continued moderate demand in years 4-10.
<b>NON-RESIDENTIAL</b>			
Retail	60,000 sf	120,000 sf	No major shopping centers needed, but demand for dining destinations, strong niche retailers and updated tenants in either stand-alone pads or neighborhood centers, as well as in ground floor of vertical mixed-use space (along with multifamily residential).
Professional Office			Demand growth for professional/technical services and health/medical clinics (including dental, chiropractic, physical therapy, etc.) could support a smaller office building, but more likely to be part of mix for storefront-type space.
Flex/R&D/ Small-Site Industrial/ Employment			The three-city market area has a strong employment presence that could be expanded. Corridor locations could be assembled into potentially attractive development sites, but demand volume is difficult to predict (largely contingent on recruiting and related factors). A scale-based focus on smaller, entrepreneurial firms may be more helpful than targeting specific industry groupings for helping to populate the corridor’s limited supply of development sites.



## HOUSING

The real estate market in the three cities has seen little activity relative to its neighbors, with virtually no new permits issued, especially compared to neighboring Gresham. However, apartment vacancies are low and rents are increasing, making new development more likely in the near term. The combination of forecasted population growth, little recent development, and ongoing demographic changes

makes for a strong opportunity for new housing development in and near the corridor. This analysis estimates that between 50 and 100 attached ownership housing units (condominiums or townhomes) are possible over the next 10 years. Over the same time frame, between 200 and 400 rental apartments are also possible. With rising rents and home prices in Portland and many suburbs, it is likely that many of the growing senior population may consider this

### **Between 50 and 100 attached ownership housing units are possible over the next 10 years.**

market area in search of affordable housing options. Fallout from the housing-led recession left many would-be homeowners, across all adult age groups, unable to secure mortgages. Many are now stalled in a rental situation, waiting for the economics of transaction costs to pencil out for their budgets.

The Halsey Corridor appears to be in a potentially favorable market position. As a relatively affordable area with good transportation connections and proximity to retail and other amenities,

it may have legitimate “best-of-both-worlds” appeal to a wide segment of both Boomers and Millennials. If this holds true, it would drive demand for smaller, possibly attached, ownership housing types such as townhouses, condominiums, and cottage clusters.

Of the 12,800+ multifamily units in the four-city market area, approximately 38% were constructed in the 1990s. All but 1,700 units are in multi-story buildings, with 41% each in two-story and three-story

properties. Just 430 units are found in the five properties that are four-stories and taller. Nearly half of market area apartment units are two bedrooms, with very few studio and four-bedroom units. Median parking ratios are 1.2 parking spaces per unit, although the figure ranges widely.

### **Rent + Occupancy**

Apartment vacancy in the market area is very low, at 3.3 percent. Rents have risen steadily following a steep drop in vacancy beginning in late 2013. Apartment rents in the four-city market area have increased from \$762 per unit on average in mid-2007 to \$1,086 at the time of this report. Only 216 new market area units have been constructed since the recession – all in 2010.

The lack of new inventory has exacerbated the rent affordability and availability difficulties faced by area renters. Gresham has finally seen a rebound of permit activity – approaching 400 units in 2015. There has been no significant recovery within the three-city market. The lack of new inventory has exacerbated the rent affordability and availability difficulties faced by area renters.

Fairview has approved a 180 unit project on the Halsey corridor in 2017. Gresham has finally seen a rebound of permit activity - approaching 400 units in 2015.

### **Projected New Residential Demand**

New residential demand in the market area is expected to generally follow growth trends of 0.8% annually. This is consistent with four-city market area growth in recent years and demand could be divided into 2,380 rental units (primarily multifamily) and 2,532 ownership units (primarily single family now, but likely to include up to 20% condominium/ townhome development over the coming decade). Given the complete lack of multifamily construction in the market area over the past several years – a period that has seen robust apartment development elsewhere in the region – it is unclear whether land supplies, political conditions, and developer interest would support that unit volume.

### **Strategic Considerations for Residential**

Of all land uses contemplated for the corridor, residential development is the one with the clearest case for strong market support. Robust

household growth and strong income demographics should drive new unit demand well into the coming decade and beyond. The corridor is a logical place to promote increased housing density. New rooftops will activate neighboring land uses, taking advantage of proximity to civic and recreational amenities while helping to invigorate existing and new retail and dining. New construction will need to be creative and flexible in design and suitable building forms could include smaller-scale apartments and condominiums. Municipalities will play an important role in providing connectivity between residential projects and considered street improvements.

### **COMMERCIAL**

Retail market conditions in the area are improving, with rising rents and very low vacancy rates. This indicates that there is an increasing potential for new retail development, particularly when

considering the growing population and new employment in the area. This analysis estimates that over the next 10 years, the area could support between 60,000 and 120,000 sf of new retail, much of which could be accommodated within existing

shopping centers (on vacant land) or in smaller mixed-use developments along the corridor.

The market area has approximately 4.9 million sf of (non-automotive) retail and related

space in inventory. The median age of construction for market area retail is 1990. While 1.6 million sf of retail space was constructed between 2000 and 2009, there has been just under 17,000 sf developed since the recession (post-2010).

There is currently a considerable amount of spending potential from market area households that is not being captured by retailers within those four cities. The market area appears to be losing retail spending to regional competitors at the rate of approximately \$200 million annually.

**The area could support between 60,000 and 120,000 square feet of new retail.**

This is actually a fairly typical pattern for suburban communities with primarily residential land uses – residents may shop for convenience goods within the local area but will travel outside to larger malls or urban areas to purchase shopping-intensive goods. Because these ingrained shopping behaviors are difficult to disrupt, only a limited portion of spending is likely to be recaptured within the local trade area.

Applying 0.8 percent annual growth to market area households results in a substantial increase in demand over 10 years – nearly \$128 million additional dollars annually. Four-city market area should be able to support an additional 575,000 square feet of new retail (and related) space by 2026. Halsey Street Corridor could potentially capture a modest share of this new demand – between 10 and 20 percent.

The corridor is not currently a significant office destination, although there is the potential for smaller offices such as medical offices that could be located alongside retail in mixed-use centers. As with residential, the market area definition for office is more competition-based

than customer-based. Except for very small scale properties along Halsey street (and extending into historic Troutdale), office development in the market area has been almost exclusively limited to Gresham, along Burnside Road and Division Street. New office construction of any significant size is likely to follow this same general pattern. Smaller professional and health care/clinic-related office may be a good fit with Halsey Street, but more likely in the form of storefront locations and freestanding pad sites at shopping centers.

### **INDUSTRIAL**

It is not expected that significant industrial development will occur directly on the corridor itself. Based on this market analysis, the corridor has the potential to provide for a very creative mix of residential and commercial uses along its length.

The potential for industrial and employment growth in the area is

very strong. With the Port of Portland recruiting employers to Vista Business Park in Gresham (just north of the corridor) and the Troutdale Airport (just south of the corridor), the potential for the corridor to provide retail and services that support those

employers is significant.

Two trending (and sometimes overlapping) classes industrial development are particularly amenable to the

smaller scale site opportunities along the corridor:

- » **Craft industrial:** typically, small-run skill-intensive manufacturing, typically of consumer goods (including food & beverage), often intended for connoisseur and niche markets. Often overlaps with fine art and art-related fabrication services
- » **Additive manufacturing:** 3-printing in various materials, with an emphasis on prototyping for product development and one-off production of tools

## **Smaller professional and health care/ clinic-related office may be a good fit with Halsey Street.**

and parts. Although technically “subtractive,” smaller-scale CNC milling, shaping and cutting services also play a role in this growing niche (often within the same firm as 3-d printers).

Flex and industrial properties within the study area corridor are nearly fully occupied, so there is very little suitable start-up/tech-friendly space immediately available, making this an opportunity for potential new development or redevelopment.

Depending on the type of entrepreneurial business, some small tech/start-up firms might find storefront retail space an affordable option.



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**HALSEY**

**STREET**





6

# Challenges + Opportunities

**A collaborative stakeholder process identified strengths, weaknesses, opportunities, and threats within the Halsey Corridor.**

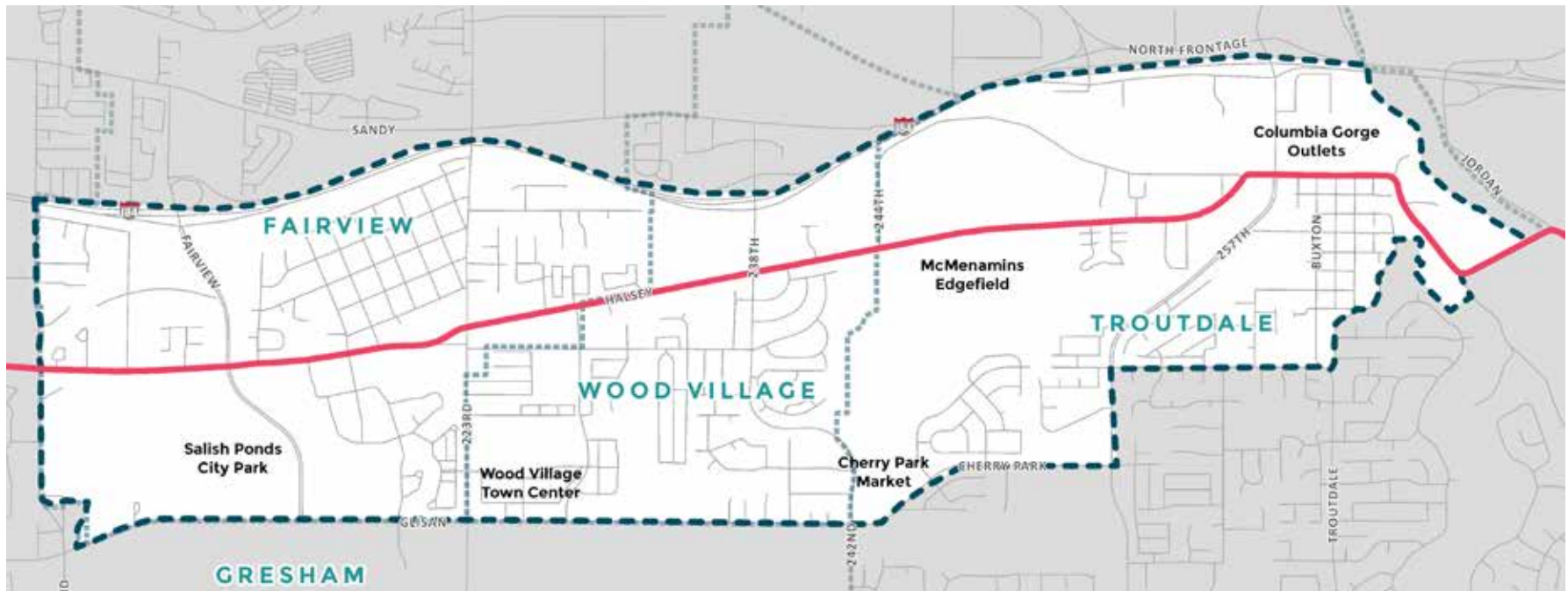
# **STRENGTHS**

Strengths are assessed by looking at local characteristics, such as competitive advantages, available resources, current successes, and outsiders' perceptions of the area.

The Halsey Corridor has strong locational advantages that offer vital regional connectivity and tourism

with proximity to the Columbia River Gorge Scenic Area and the Sandy River. While Halsey has relatively low traffic, it offers significant regional freeway access and connections to the Portland International Airport and Washington State.

Figure 9. Map of access into the corridor





The area offers affordable housing with growing employment sectors in Fairview, Wood Village and Troutdale. The Corridor offers available land for development and good local examples of positive real estate development.

There are key assets within the Corridor to attract consumers, employers, and future residents. McMenamins Edgefield is an international destination with a hotel, spa, golf course, art gallery, the Black Rabbit Restaurant, and an outdoor summer concert venue located within the Halsey Corridor that draws significant crowds to the area all year round. However, it is only one example of the strong local arts community and food culture. The Grand Ronde Tribal Confederation plans to develop on the site of the former Multnomah Greyhound Park. In 2011, Morasch Meats made significant investments in their modern processing plant located at Halsey and NE 158th. Mt Hood Community College has a campus nearby, and the Halsey Corridor is home to the Fairview VA Clinic.

Figure 10. Vacant land

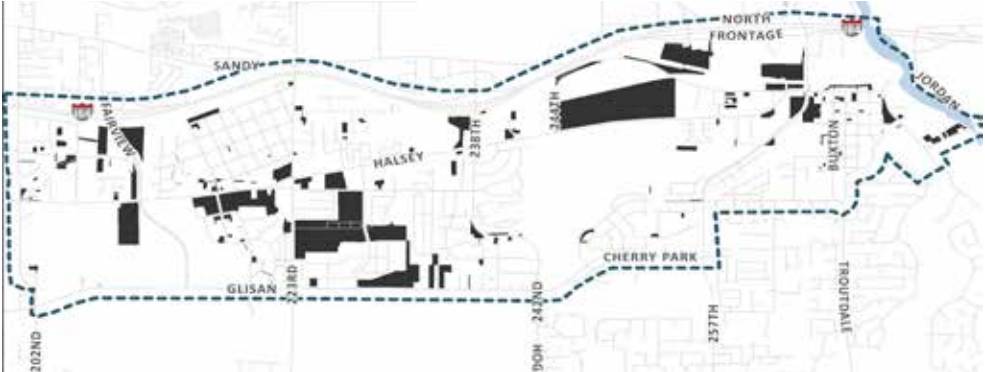


Figure 11. Current Land Use

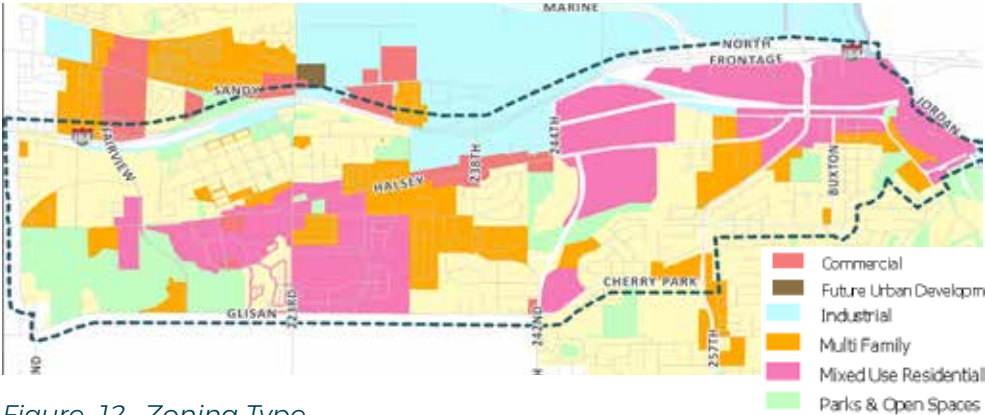


Figure 12. Zoning Type



# WEAKNESSES

Weaknesses are internal characteristics of a place that have the potential to negatively impact the area, including elements that need improvement, as well as situations or conditions that should be prevented. Weaknesses can be real or perceived deficiencies.

At this point, the area is seen as a pass through area and not a major destination for Columbia River Gorge travellers. This perception is encouraged by the long-haul travel center immediately off of the freeway and a lack of visual connection to the amenities of Halsey Corridor. The Corridor needs more safe roadway crossings to combat this

perception. The absence of a clear identity, as the area is split up between three small cities and lacks a recognizable brand, prevents it from attracting travellers to the Gorge Scenic Area.

As such, the market is stronger for local services than for major office use and limits industry and the ability to foster links to Mt. Hood Community College (MHCC). MHCC provides workforce education but stronger partners are needed to provide workforce development that builds skills for existing residents in alignment with local business needs.

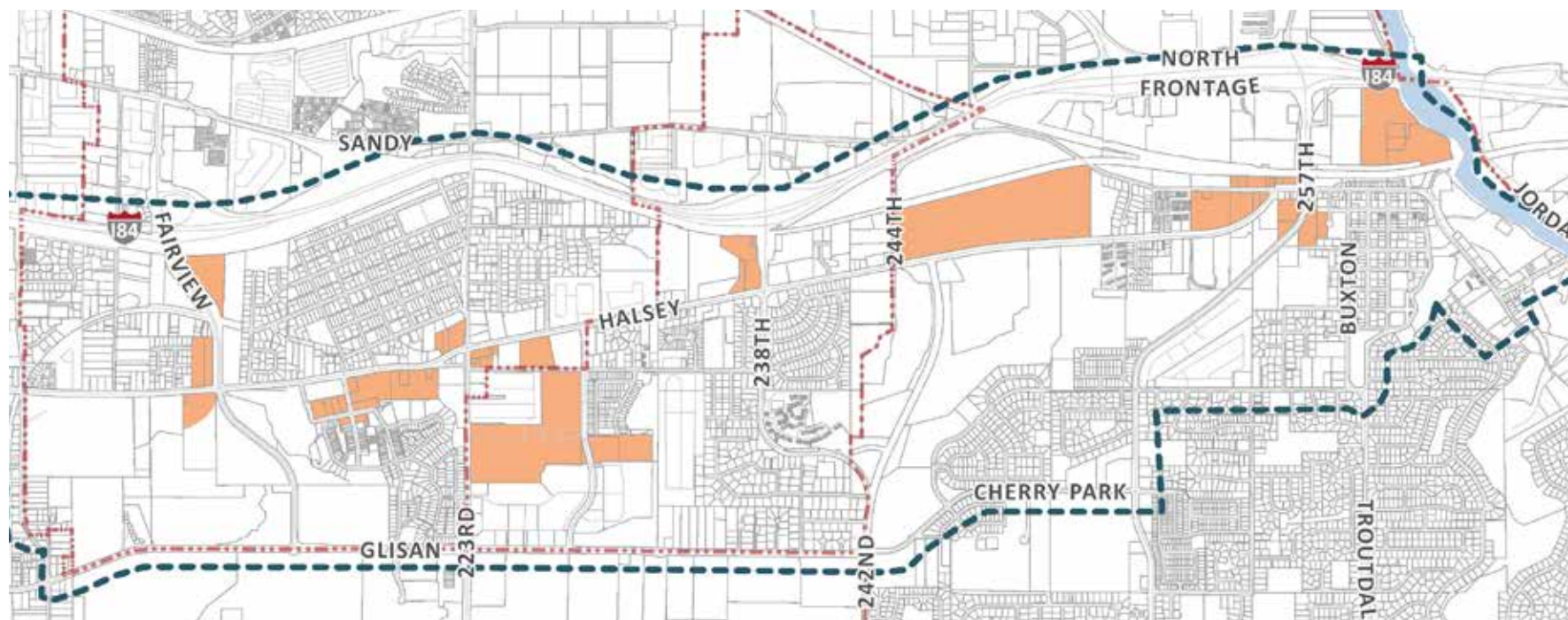


# OPPORTUNITIES

There are a number of strategic approaches that can be enacted to build on the broad opportunities identified in the corridor. The area has the potential to leverage new trends that will attract certain business sectors that are not yet present today.

Attractions in the Columbia River Gorge Scenic Area offer a real opportunity to create better links to tourism through shuttles, park and ride to McMinnams Edgefield, and bicycle tourism along Halsey. Branding the corridor as a destination could build on a shared tourism vision with Hood River and McMinnams which could attract international visitors.

Figure 13. Transportation System and Existing Assets in the Study Area





Access to the 40-mile bicycle loop could increase bicycle tourism and attract visitors and businesses to the area. The region could serve as a bike hub for sales and manufacturing. There are also opportunities to grow craft industries, including brew pubs. Reynolds High School has a culinary education program, and there are areas for food trucks that can serve as potential incubators for brick and mortar restaurants.

Entrepreneurial small tech space is potentially available. Mixed Use is becoming more common, moving away from separation of industrial and retail. The Corridor can work with employers north of I84 to enhance Halsey and north-south connections. There are several opportunity sites for new investment including potential for major employment at Vista Business Park.

Figure 14. Density of employment areas along the corridor





# THREATS

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Threats include major obstacles, things the competition is doing well, and changing technology that could put the area at a disadvantage. Just like weaknesses above, threats can be categorized as real or perceived. Understanding the underlying issues and causes of a threat can help minimizing their impacts.

Proximity to the Columbia River Gorge Scenic Area also means that the Corridor is competing with Hood River for tourists and it is only a strength if you can offer visitors a reason to

stop. As an example, the new family entertainment center is too all-inclusive, fails to increase tourism outside of the actual lodge. It attracts visitors but does not create much of an opportunity for other businesses to capitalize on the popularity.

Proximity to Portland also means that housing prices are rising across the region, but increasing congestion on I-84 at peak hours limits access to the center of Portland. There is also a perception of Halsey and east county as a troubled neighborhood.

Also, automation of local industries reduces employee need and density in the area. Nearby Gresham is a regional competitor, with an increasingly popular downtown, light rail, and business community including Vista Business Park, and it continues to grow. This creates challenges for places like Edgefield and Morasch to attract employees.

Potential jurisdictional competition and lack of cooperation can weaken planning efforts.

**HALSEY**

**STREET**



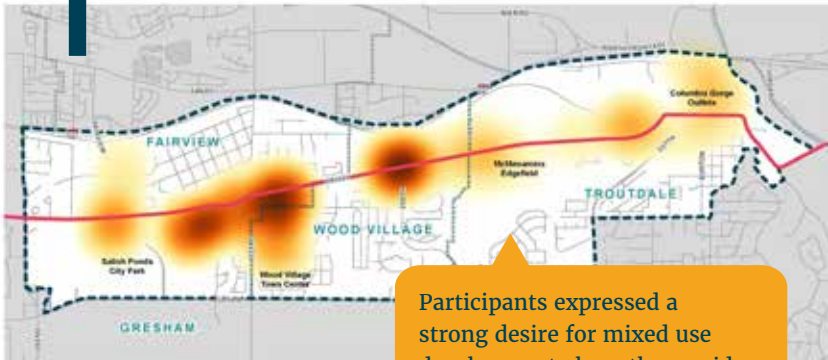
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# Public Engagement

# WHAT WE HEARD AT THE WORKSHOP

## DESIRED LAND USES + IMPROVEMENTS

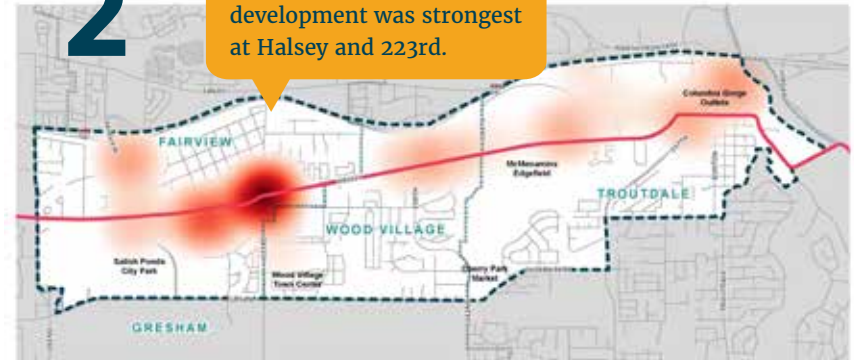
1



Mixed-use Development

Participants expressed a strong desire for mixed use development along the corridor, especially at key intersections.

2



Commercial Development

Desire for commercial development was strongest at Halsey and 223rd.

3



Housing Development

New housing was popular across the study area, especially in Troutdale between Halsey and 257th.

4



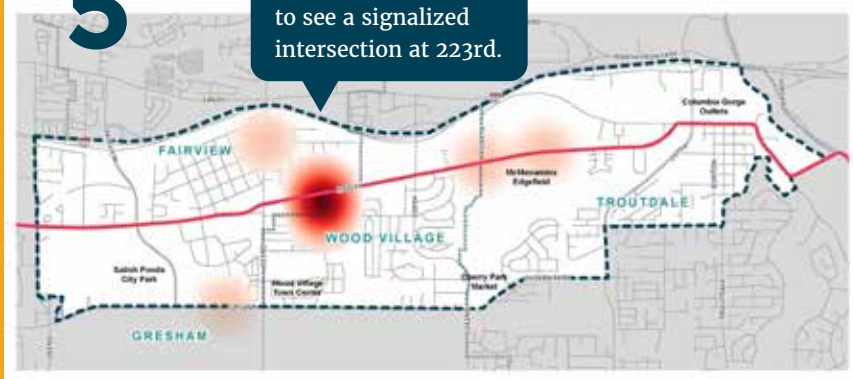
Safety Improvements

Safety improvements are needed at Edgefield and where Halsey meets the Historic Columbia River Highway.



5

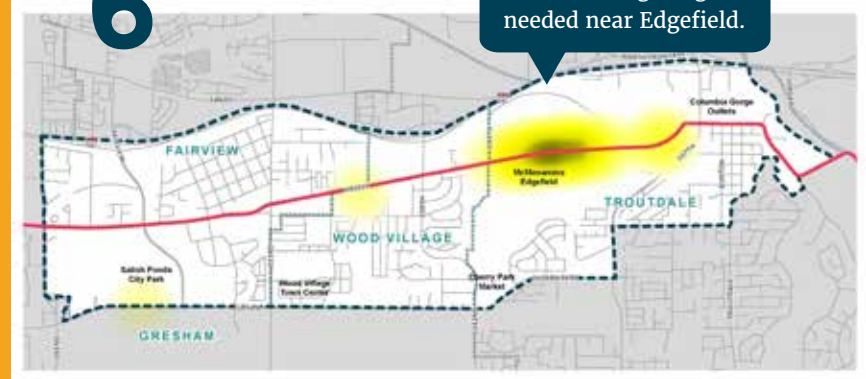
Many would like to see a signalized intersection at 223rd.



New Traffic Signal

6

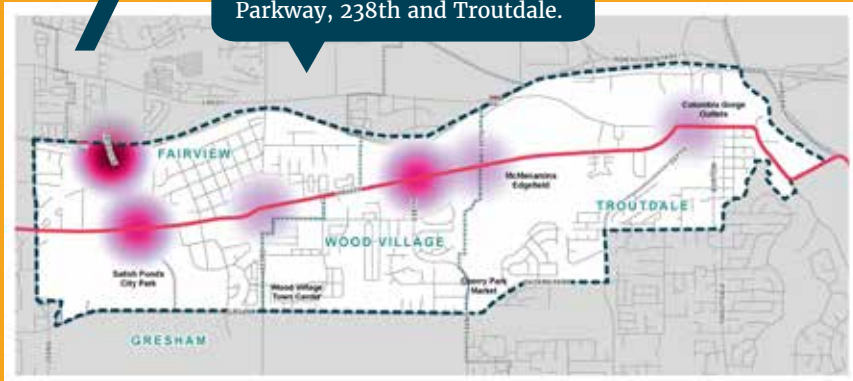
Pedestrian lighting is needed near Edgefield.



Pedestrian Lighting

7

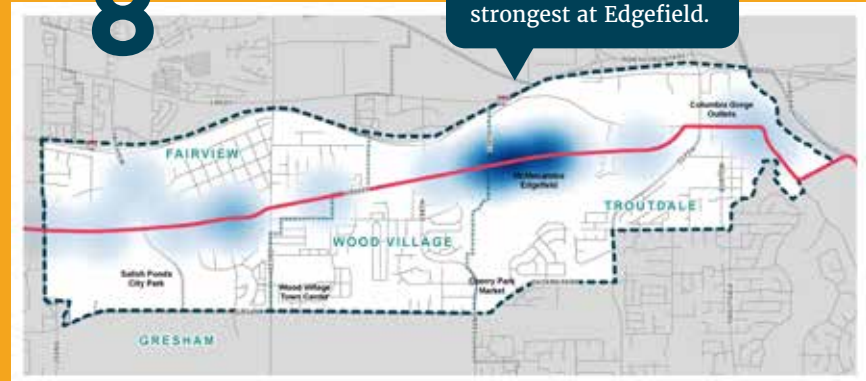
Wayfinding is needed at all three exits from I-84: Fairview Parkway, 238th and Troutdale.



Wayfinding

8

Need for safe pedestrian crossings is strongest at Edgefield.



New Pedestrian Crossing

**HALSEY**

**STREET**

An orange background with a white wood-grain pattern. A large white number '8' is positioned in the lower-left corner of this area.

8

# Existing Plans

**The extensive network of planning in the state, region, county and cities of Fairview, Wood Village, and Troutdale create a supportive framework for the Main Streets on Halsey corridor plan.**

# EXISTING PLANS

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This section is a brief summary of some of the most influential guiding documents. Please see the Appendix XX for a full annotated list.

## **SITE-SPECIFIC PLANS AND REPORTS**

### **City of Wood Village Urban Renewal Plan (2010)**

The City Council created the Wood Village Urban Renewal District in February 2010 to provide future funding for infrastructure systems, incentives for private investment, and redevelopment of certain commercial and residential areas. The district boundary includes the entire Halsey Street corridor that passes through Wood Village.

### **Troutdale Riverfront Renewal Plan (Amended 2006)**

The Riverfront Renewal Area encompasses all properties between NE 257th Avenue and the Sandy River and between Interstate 84 and the Union Pacific railroad. An extension

south of the rail line connects the properties to the Old Columbia River Highway and downtown Troutdale. The predominant current destination within the area is the Columbia Gorge Premium Outlets. Proposed direct access to downtown would be via a pedestrian bridge crossing the UP railroad.

The projects are primarily improvements to public facilities that will be an integral part of the mixed-use redevelopment of the Area and will include street and pedestrian improvements designed to increase multi-modal connectivity. Also planned is a public plaza and public spaces to provide a venue for community events and to support retail, restaurant and office space.

### **Halsey Street Conceptual Design Project (2005)**

The NE Halsey Conceptual Design Project conceptualized a consistent series of streetscape design standards throughout the corridor that combine



with subtle design qualities unique to each community. Other objectives included creating a sense of identity and entryway into each community, and exploring the opportunity of incorporating green-street design in the streetscape. The Design Project did not get into specifics regarding implementation of recommendations, citing they will be “...implemented over time as development occurs, land uses change and/or funding becomes available.”

The project grew out of earlier planning efforts associated with developing Fairview Village, during which reclassification of Halsey Street from a County major arterial to a three-lane minor arterial street was requested and a more multimodal-oriented design for the street was recommended. Subsequently, the Halsey Street Conceptual Design Project focused on creating a corridor that links older and newer parts of Fairview, Wood Village, and Troutdale, establishes identity and gateways,

incorporates green street design into the streetscape, and minimizes the need to acquire land for public right-of-way.

### **Troutdale Town Center Plan (1998)**

In acknowledgment of being a designated Town Center in the Metro 2040 Plan, the Troutdale Town Center Plan defines the type and character of new development within the Town Center planning area, which extends from the Sandy River to the Edgefield property. A series of advisory meetings, public meetings, and design charrettes culminated with the development and refinement of design concepts for the Town Center – several of which directly or indirectly impact the Halsey Street Corridor, including:

- » Proposal to realign the West Historic Columbia River Highway/SW Halsey Street intersection, shifting it south and west. With a street vacation, a new building site would be available to provide

visual termination for the western end of the downtown.

- » Local Improvement Districts (LIDs) to create access and/or utility improvements for a group of infill lots in the SW Halsey Street area.
- » Potential Neighborhood Park Locations
- » Edgefield Station Site: park location to the southeast of the preliminary master plan
- » Tree grove south of SW Halsey Street: approximately 7-acre grove of trees midway between SW Halsey Loop and Edgefield

### **Wood Village Town Center Master Plan**

Focused on expanding development in the Town Center and improving transportation circulation, the TGM-funded project will revise the Town Center Master Plan to include economically viable residential uses and employment opportunities. The

proposed master plan update will focus on permitting much of the 31 acres currently undeveloped to become an entertainment and hotel focused mixed-use development, blending multifamily and commercial mixed uses into the area. Mixed use will remain the focus of the entire Town Center site.

### **Columbia Cascade Enterprise Zone**

Formed to encourage private investment on industrial and manufacturing lands, the Columbia Cascade Enterprise Zone, the zone includes lands in Fairview, Troutdale, and Wood Village. The incentive for investment is a property tax abatement up to five years regulated under Oregon Revised Statutes Chapter 285C. The website (hyper-linked above) describes local criteria requirements. The benefits of the Columbia Cascade Enterprise Zone will expire in 2018.

## **LOCAL PLANS AND DOCUMENTS**

### **Transportation System Plans (TSP)**

The TSPs for the Cities of Fairview, Wood Village, and Troutdale provide guidance and regulatory tools to develop the transportation system in

accordance with Oregon Statewide Planning Goal 12 and OAR 660-012-0000 (Transportation Planning Rule). The documents identify planned transportation facilities and services needed to support planned land uses identified in their respective comprehensive plans. Although the TSPs for each municipality discuss features, projects, and barriers unique to each municipality, they also share common policies, goals, objectives, and projects that acknowledge the need for multi-municipal coordination. Policies, goals, and objectives common to all the TSPs that are pertinent to the Halsey Street corridor address connectivity, accessibility, safety, health, balance of transportation choices, and enhanced livability.

### **Comprehensive Plans**

The purpose of a comprehensive plan is to identify the most appropriate land uses within a given area and to provide the means for effectively and efficiently facilitating and guiding development activity. The planning process helps to ensure that decision makers have the information necessary to assess and make sound decisions on development proposals.

The comprehensive plans for the Cities of Troutdale, Wood Village, and Fairview address each of Oregon's Statewide Land Use goals relevant to their communities and reflect Metro's 2040 Growth Concept and Regional Framework Plan.

- » Troutdale Comprehensive Plan
- » Wood Village Comprehensive Plan
- » Fairview Comprehensive Plan
- » Fairview Visioning Document 2022

### **Zoning Ordinances**

Zoning ordinances implement the Comprehensive Plan by providing descriptions of zone designation, allowable uses within those zones, and development regulations.

- » Fairview Development Code
- » Wood Village Zoning and Development Code
- » Troutdale Development Code

## **MULTNOMAH COUNTY PLANS AND DOCUMENTS**

### **Multnomah County Transportation System Plan (2016)**

The County Transportation System Plan details how the County's rural transportation system will evolve and

develop for the next 20 years. The plan's primary focus is on enhancing the safety of the transportation system and balancing the needs of agricultural, visitor, residential, bicycle, pedestrian, and freight travel to and from the rural areas.

### **Multnomah County Comprehensive Framework Plan (2016)**

The plan describes the policies that guide decisions made by the Land Use Planning Division.

### **Multnomah County Transportation Capital Improvement Plan and Program (FY 2014-2018)**

The CIPP establishes a list of priority transportation improvements deemed necessary to enhance and maintain the County transportation system and matches available revenues to targeted investments. The capital improvement plan is an inventory of transportation capital needs that rated and ranked by priority and need.

## **REGIONAL PLANS AND DOCUMENTS (METRO AND TRIMET)**

### **Metro 2040 Growth Concept (1995)**

A long-range plan for managing growth that merges land use and

transportation planning, the growth concept strives to direct mixed-use and higher-density development in concentrated centers and corridors. The Halsey corridor between Fairview Parkway and NE 223rd Avenue is a designated "main street" while the vicinity along the Fairview/Wood Village boundary along NE 223rd Avenue is a designated "town center."

### **Metro Regional Transportation Plan (2014)**

Among the stated goals of the Regional Transportation Plan (RTP) is to attract jobs and housing to downtowns, main streets and employment areas.

### **East Metro Connections Plan (2012)**

The East Metro Connections Plan arose in recognition of the need for governments to pool resources and work together to develop affordable and common solutions that benefit multiple communities through the transportation network. The Plan lists main street treatments on Halsey Street as a "catalyst project" and identifies transportation investments within or near the NE Halsey study area:

- » Downtown Fairview and Wood

Village: Access, safety, connection, and multi-modal improvements along Fairview Avenue between I-84 and Arata Road

- » Edgefield/Halsey Main Street Implementation: Support downtown visions for the three cities and help attract commercial development
- » Downtown Troutdale: support future development of the urban renewal area, create local connections, extend regional trail into downtown

### **Mobility Corridors Atlas 6: Gateway to Troutdale–Wood Village–Fairview**

A tool designed to assist local planners and policymakers in developing strategies to improve mobility, the Gateway to Troutdale–Wood Village–Fairview mobility atlas summarizes land use and transportation data for the sub-region.

### **Metro Equity Atlas**

Using maps, policy analysis, and community based research, the Regional Equity Atlas project assesses how well different neighborhoods and populations can access the essential resources needed to meet their basic needs and advance their health and well-being.

### **TriMet Eastside Service Enhancement Plan**

TriMet has been gathering ideas for improving service in the communities of east Multnomah County. Feedback received thus far has identified the need for new north-south lines, new frequent service lines, and more frequency, longer hours of service, and more weekend service on existing lines.

### **TriMet Bike Plan (2016)**

The Plan seeks to better integrate bikes into the transit system, thereby utilizing bikes to extend the range of transit, providing first and last mile access, and increasing the number of destinations easily accessible by bus or train.

## **OREGON PLANS AND DOCUMENTS**

### **Oregon Transportation Plan (2006)**

The OTP is the overarching policy document among a series of plans that together form the state transportation system plan (TSP).

### **Transportation Planning Rule (OAR 660-012)**

The TPR requires that the transportation system plan provide for the needs of all users and abilities; and that local jurisdictions provide bicycle and pedestrian facilities between residential, commercial, and employment/institutional areas.

### **Oregon Bicycle and Pedestrian Plan (2016)**

This plan provides ODOT and Oregon jurisdictions standards for planning, designing and maintaining bikeways and walkways.

## **ECONOMIC RESOURCES**

- » Oregon Business Plan
- » Value of Jobs Coalition Reports
- » The Local and Regional Economic Impacts of the Port of Portland, Fiscal Year 2015
- » Troutdale Airport Master Plan
- » Greater Portland 2020
- » Greater Portland: Global Trade and Investment Plan
- » Brookings-Rockefeller Project on State and Metropolitan Innovation
- » Jobs Innovation and Accelerator Challenge (JIAC)
- » Columbia-Cascade River District Economic Opportunities Analysis (EOA)



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# **MAIN STREETS ON HALSEY**

FAIRVIEW · WOOD VILLAGE · TROUTDALE

## **STRATEGIC ECONOMIC ACTION PLAN**