

Technical Memorandum

May 5, 2023

Project# 23021.043

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City of Troutdale
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Troutdale, OR 97060

From: Matt Bell and Polina Polikakhina, Kittelson & Associates, Inc.

CC: Lewis Kelly, Oregon Department of Transportation

RE: Main Streets on Halsey Cross Section and Street Design Plan

PLANS AND POLICY REVIEW

This memorandum includes a review and summary of existing plans and policies and identifies elements that relate to the Main Streets on Halsey project. The purpose of this memorandum is to identify potential benefits and burdens associated with the project, define project equity goals, and review and refine the project objectives. This memorandum also includes a review and summary of socioeconomic conditions in the study area based on census data and other sources.

Background Document Review

The background document review includes a summary of the plans and policies of the three cities (Fairview, Wood Village, and Troutdale) and Multnomah County as well as various guidelines that will support the development of the Cross Section and Street Design Plan.

Comprehensive Plans

The following summarizes information from the Comprehensive Plans of the three cities and Multnomah County. *Attachment A contains their respective Comprehensive Plan maps as available.*

Fairview

The Fairview Comprehensive Plan contains the City's goals and policies for creating a livable city and preserving important resources already existing within the community. The City's comprehensive plan map shows that land use designations along the Halsey Corridor mostly include Residential Low-Density to the north, and a mix of Village, Public, Commercial, and Medium Density residential to the south. The Village designation is designed to be conducive for public transportation, walking, and bicycling, with a particular focus on promoting pedestrian amenities. Halsey is also designated as the Fairview Town Center's Main Street. The Comprehensive Plan includes several policies and actions related to the Halsey Corridor. These include the following:

- **Community Building Policy #5 and #6:** These policies promote Halsey as the retail and commercial corridor of the main street.

- **Community Building Action #2:** This policy designates Halsey Street as the “Main Street” of the Town Center, per the Metro 2040 Growth Concept Plan.
- **Recreational Needs Policy #8:** This policy promotes construction of a community focus public gateway feature at Halsey and Fairview (223rd) Avenue and the I-84 interchange, which is just north of Halsey Street at Fairview Parkway.
- **Economic Development Policy #7:** This policy promotes Halsey as the Commercial Core to be reflective of a “Main Street” design, which serves as the overall Regional Town Center.
- **Economic Development Policy #11:** This policy prohibits further reduction of existing wetlands for commercial development to the west of Target near Halsey.
- **Housing Policy #2:** This policy supports maintaining existing multifamily housing on Halsey.

Wood Village

The Wood Village Comprehensive Plan contains the City's goals and policies to see to it that the livability of Wood Village as a desirable residential area is maintained and enhanced by increasing the internal focus on the community. The City's comprehensive plan map shows that most of the land located along the Halsey Corridor is designated as Neighborhood Commercial, although there is some Low Density Residential and Open Space to the south and east. Per the Development Code, the Neighborhood Commercial Zone is intended to facilitate a built environment that is a comfortable, safe, and attractive space for people to gather and spend time on Halsey Street as well as establish consistent patterns in the design of buildings and site improvements across the three cities to promote a coherent and distinct sense of place for Halsey Street as a whole. The Comprehensive Plan includes several other economic, housing, and transportation-related policies that are directed at the Halsey Corridor. These include:

- **Economic Policy #1:** Encourage a variety and mix of commercial and residential development along Halsey Street which will draw residents and visitors east-west through the community rather than south through the residential areas.
- **Housing Policy #5:** Encourage housing on Halsey Street that is compatible with the neighborhood commercial zone characteristics, such as townhouses and second-story housing above retail uses.
- **Transportation Policy #5:** The City will consider, in coordination with Multnomah County, regional street design standards when reviewing new development on Halsey Street and 238th Drive, Sandy Boulevard, 223rd Avenue, and Glisan Street.
- **Transportation Policy #9:** The City will cooperate in development and improvement of the regional bicycle and pedestrian routes that run through Wood Village. Regional bicycle routes are: Sandy Boulevard, Halsey and Glisan Streets, 223rd Avenue and 238th Drive. Regional pedestrian routes are: Sandy Boulevard, Halsey Street, 223rd Avenue and the Town Center zone.
- **Transportation Policy #10:** The City will cooperate in the development and improvement of Halsey Street and 223rd Avenue as regional public transportation routes.
- **Transportation Policy #15:** The City will encourage more marked and protected pedestrian crossings on collectors and arterials in the city to improve safety, accessibility and mobility for pedestrians. Marked or protected crossings should be considered as follows:
 - every 500-600 feet where signal spacing exceeds ½ mile,
 - on streets adjacent to commercial centers, community centers, institutional uses, and uses that generate a significant number of trips, and
 - on streets with transit routes and stops.
- **Transportation Policy #16:** The City shall reduce the number of private access and points of conflict on collectors and arterials through development review, through access management measures such as consolidation of access points and crossover easements.
- **Transportation Policy #17:** The City shall support connectivity and access to collectors and arterials with public streets that are spaced consistent with the access spacing standards of the jurisdiction with roadway authority.

Troutdale

The City of Troutdale Comprehensive Land Use Plan is the primary source of policies related to the future growth and development of Troutdale. The city's comprehensive plan map shows that land use designations along Halsey consist of Commercial and Low, Medium, and High Density Residential. The map also shows that Halsey is located within the City's Town Center Overlay district, which is characterized by high residential densities, local retail and service type uses, and a walkable environment served by transit. The Comprehensive Plan does not include any policies that are specifically related to Halsey Street and the Goal 12 (Transportation) references the City's Transportation System Plan described below.

Multnomah County

The Multnomah County Comprehensive Plan is a policy document that guides future growth and development in unincorporated Multnomah County. The plan includes a combination of goals, policies, and strategies to implement state and regional requirements and to address local land use related planning issues and priorities. The plan provides broad policy and ultimately guides all actions relating to the use of land in the rural portions of the County. Given the rural nature of the plan, the comprehensive plan and zoning map do not include land use designations within the area surrounding Halsey Street, nor does it provide any specific policies or actions that apply to the design and construction of Halsey Street.¹

Transportation System Plans

The following summarizes information from the Transportation System Plans (TSPs) of the three cities and Multnomah County.

Fairview

The Fairview Transportation System Plan (TSP) serves as a guide for how the long-range transportation needs of the community will be met. The TSP includes goals and objectives for implementing the TSP, a summary of needs for the major travel modes (e.g., motor vehicle, transit, pedestrian, and bicycle), a discussion on available funding, and lists of financially constrained, unconstrained, and illustrative projects designed to protect and enhance the quality of life in Fairview. The TSP was recently amended to incorporate elements of the *Main Streets on Halsey Plan*, including gateway treatments at the NE Fairview Parkway/NE Halsey Street intersection in the form of a roundabout and bike/transit hub. The following summarizes projects along NE Halsey Street as well as projects that could influence the development of cross section alternatives for the corridor.

- **M5: NE Fairview Parkway/NE Halsey Street Roundabout** – Reconfigure the NE Fairview Parkway/NE Halsey Street intersection as a two-lane roundabout
- **R12: NE Halsey Street Access Management** – Implement an access management program to improve safety and access along NE Halsey Street in Fairview
- **A7: Fairview Bike/Transit Hub** – Develop a bike/transit hub at the northeast corner of the NE Fairview Parkway/NE Halsey Street intersection on the Pacific Power and Light electric power transmission corridor property
- **S2: NE Halsey Street Safety Study** – If safety issues remain after implementing corridor improvements (R12), conduct a study to further analyze issues on NE Halsey Street and identify improvements

¹ The comprehensive plan area does not include any land in the cities of Fairview, Wood Village or Troutdale because Multnomah County does not have land use authority in these areas.

- **A17: NE Halsey at NE 201st Avenue Pedestrian Improvements** – Add pedestrian push buttons and improve curb ramps at intersections
- **A16: NE Halsey Street Pedestrian Crossing** – Provide pedestrian crossing between NE Village Street and NE 223rd Avenue
- **A5: Multi-use Connection between NE Arata Road and NE Halsey Street** – Complete multiuse gap to connect NE Arata Road and NE Halsey Street between NE Fairview Avenue (NE 223rd Avenue) and Wood Village Boulevard

Wood Village

The Wood Village Transportation System Plan (TSP) guides the management and implementation of transportation facilities within the city. The TSP includes an inventory and evaluation of existing conditions and identifies the needs, opportunities, and constraints associated with the existing transportation system. The TSP also includes a list of tools that the City can apply toward the development of a comprehensive transportation system and presents plans for each system (e.g., roadway, pedestrian, bicycle, and transit facilities). The following summarizes projects along NE Halsey Street as well as projects that could influence the development of cross section alternatives for the corridor.

- **R4: NE Halsey Street** – Evaluation and refinement, along with improvements to the roadway. Improvements will need to consider safe pedestrian crossings, as well as accommodating all modes
- **P3: NE Halsey Street** – Install mid-block crossings (2 locations) consistent with the Halsey Street Concept Plan
- **C7: North-South Connection #7** – Provide a north-south multi-use path connection between NE Arata Road and NE Halsey Street east of NE 131st Court
- **C8: North-South Connection #8** – Provide a north-south multi-use path connection between NE Arata Road and NE Halsey Street adjacent to the Wood Village Baptist Church

Troutdale

The City of Troutdale Transportation System Plan (TSP) is intended to guide future transportation investment in the city and determine how land use and transportation decisions can be brought together beneficially for the city and is based on needs required to meet transportation demand today and in the future. The TSP contains goals and policies, a summary of existing conditions, and a summary of future needs and improvements. The TSP also contains modal plans which identify planned improvements along all major transportation facilities within the city, including NE Halsey Street. The TSP was recently amended and many of the projects along NE Halsey Street were changed to refer to the Main Streets on Halsey Plan. The following summarizes projects along NE Halsey Street as well as projects that could influence the development of cross section alternatives for the corridor.

- **P5: Halsey Street** – Construct pedestrian facilities according to the Main Streets on Halsey Plan with Planning Commission and City Council input and approval
- **P31: Sturges Trail** – Install a trail from the Halsey Street/Sturges Connector Trail to SW 257th Drive
- **P43: 2nd Street Bridge** – Install a bicycle-pedestrian bridge over 257th Drive
- **P44: 2nd Street Trail** – Install a trail from Kendall Avenue at 2nd Street to Halsey Street via the 2nd Street Bridge
- **B19: Halsey Street** - Construct bike facilities according to the Main Streets on Halsey Plan with Planning Commission and City Council input and approval
- **T5: Transit Signal Priority** – Coordinate with TriMet and Multnomah County to implement transit signal priority on Halsey Street, SW 257th Drive, and Stark Street
- **M6: Halsey Street Widening** – Construct facilities according to the Main Streets on Halsey Plan with Planning Commission and City Council input and approval

Multnomah County

The Multnomah County Transportation System Plan (TSP) serves as the transportation element of the Comprehensive Plan. The TSP provides the County with guidance for operating and improving the multimodal transportation system within unincorporated Multnomah County. The TSP includes transportation policies and priorities for projects and programs to implement over the next 20 years. It also provides a vision for long-term projects that could be implemented, should additional funding become available. While the TSP is rural in nature, it does identify the functional classifications, freight route designations of County roadways within the incorporated cities. Based on the TSP, NE Halsey Street is classified as a minor arterial and a freight route with no restrictions. The TSP does not include any projects along Halsey Street.

Streetscape and Landscape Design Standards

The paragraphs below summarize the streetscape and landscape design standards of the three cities and Multnomah County. In all three cities, property owners are responsible for the sidewalk and landscaping along their frontage.

Troutdale

Landscaping

The City of Troutdale has minimum basic requirements for landscaping depending on zone. The area between the property line and roadway in public streets shall be landscaped, which counts towards the required landscaping percentage. Within the landscaping requirement, there is a minimum required coverage of trees, shrubs, and evergreen groundcover; this can be reduced if native plants are used exclusively. There are screening requirements for zoning boundaries as well as unsightly features and off-street parking. Street trees are required along public streets, and designers should select species from the City of Troutdale Recommended Street Tree List. Irrigation is required.

Furnishings

On Halsey Street, decorative streetlights are required. Site furnishings must be in line with overall architectural character and not impede pedestrian movement. There are requirements for the 257th Avenue corridor, including that street trees shall be planted in City approved sidewalk tree wells and spaced every 40 ft. Additionally, the five feet adjacent to the sidewalk must be landscaped. There are lower minimum landscape requirements in the Central Business District, and no minimum requirement in the Town Center area. Town Center standards in the Development Code regulate block size, streetscape design including fence and wall heights, parking, and street tree requirements.

Fairview

Landscaping

The City of Fairview has minimum landscape requirements that vary by zone, which can be made up of plants and a maximum amount of non-plant groundcovers and hardscape features. There are buffering requirements for pathways parallel to streets and driveways. The City has size and material standards for pedestrian and multi-use pathways. There are restrictions on fence and wall height depending on location.

Buffering and screening from pedestrians and the public right of way (ROW) is required for parking, service areas, loading areas, dumpsters, and mechanical equipment.

Town Center Commercial District

The Development Code includes design standards for the Town Center Commercial District and more specifically Main Streets on Halsey. The Main Streets on Halsey standards seek to facilitate a comfortable, safe, and attractive built environment and create consistent patterns of building and site improvement design for a consistent sense of place. Developments must meet a set of base design requirements as well as a certain number of points gained from additional requirements such as plazas, outdoor recreation areas, murals, public art, water features, transit amenities, public seating, pervious paving, or native plant landscaping.

Trees

There is a short approved tree list in the Sidewalk and Street Tree Maintenance Handbook. In the Fairview Village area, the City provides a map showing approved street trees, which is limited to the Armstrong Red Maple along NE Halsey Street. There are pruning standards for clear vision requirements, as well as restrictions for locating trees away from utilities, property lines, adjacent trees, and other streetscape features. The City provides standard details for planting in planter strips and tree wells. The Sidewalk and Street Tree Maintenance Handbook also suggests a selection of species that considers building setback, size of planting area, and overhead power and utility lines. Developers are required to maintain their trees for two years. There should be an average of one tree per 30 linear feet, unless approved by the director due to proximity to utilities or other issues. Metal grating, non-mortared brick, glasscrete, or similar materials are required around the trees. There is a minimum caliper at time of planting, and size and spacing requirements for other plant materials. Drought-tolerant plantings are encouraged and irrigation is required for non drought-tolerant plantings.

Wood Village

Landscaping

The City of Wood Village requires minimum landscaping standards; higher standards are allowed if fence and vegetation height limits are met, while considering crime prevention and safety. The standards feature different, hierarchical levels of landscape treatment including general landscaping, screening, walls, berms, and minimum densities of trees, shrubs, and other elements such as groundcover plants, grasses, and non-plant materials. Zoning determines landscape requirements. There are requirements for plant material used such as tree caliper and height, time to reach required height, hardiness and drought-tolerance, and general compatibility with site. Most landscaping levels require one tree per 30 linear feet of landscaped area, and the City will incorporate street trees in all street landscaping areas where possible. Existing landscaping and natural vegetation can count toward landscaping standards; large trees can even count for multiple trees, if adequately protected. There are references to an approved tree list that does not appear to exist yet. Mitigation plantings have specific landscape requirements such as the use of only native plants. There are material and size requirements for multi-use pathways and easements, as well as minimum ROW and roadway widths depending on the type of street.

Multnomah County

Landscaping

Multnomah County has landscape treatment requirements for ROWs, based on street and land use zone classification. There are guidelines for planted medians, landscape buffers and setbacks. The Multnomah County Design and Construction Manual suggests considering planting themes to link individual districts with unifying characteristics and to avoid monocultures. Street trees should be placed in medians wider than 1.8m (5ft), at an appropriate on-center distance. Trees can be planted in a single or double row, or triangle spacing depending on width. Size of trees should also correlate to width of street. There is a list of County-recommended street trees in the Multnomah County Design and Construction Manual, but that list will be revised soon, among other updates to the Manual. Generally, the County prefers lower maintenance tree species, considering leaf and debris removal, and avoiding species with aggressive roots that may disrupt sidewalks. Shrubs and groundcovers can be used to screen and buffer pedestrian pathways from vehicular uses, but they must observe clear sight line requirements.

Streets

The Multnomah County Design and Construction Manual has sample plans (see figures 8.1.2 through 8.2.2) showing possible street tree layouts in planters of different widths in various urban contexts. Plant communities and planting features are suggested depending on whether planting strips are adjacent to parking. For example, tree grates should be used next to parking. The County has standards for minimum traffic signal spacing, placement of pedestrian crossings, and design standards and cross sections for different types of county roads. According to the Multnomah County GIS viewer, Halsey is classified as a minor arterial within the study area. Additional information on the street design standards of the three cities and Multnomah County is provided in Tech Memo #2: Cross Section Deficiencies and Needs.

Stormwater Design Guidelines

The following summarizes stormwater design guidelines of the three cities and Multnomah County.

Troutdale

The City uses the standards in the Portland Stormwater Management Manual. Native plants are encouraged if the site abuts vegetated corridors, steep slopes, wetlands, and floodplains. There are protections and specific procedures for historic and significant trees.

Fairview

Protection is required for existing, native, and significant vegetation. The City follows the Gresham Erosion Prevention and Sediment Control Manual and the Gresham Stormwater Management Manual. Native plantings are required in stormwater facilities.

Wood Village

The City has a flow control policy where stormwater detention is required to limit design storm peak flow rate to pre-development levels for certain storm events. Wood Village follows the Portland Stormwater Management Manual, but the City policies take precedence.

Multnomah County

Stormwater facilities in the ROW should be designed to the 25-year storm unless located in a 100-year flood plain, in which case they should be designed to the 100-year storm. The County uses the Portland Stormwater Management Manual, and is currently evaluating Green Street strategies.

Portland Stormwater Management Manual

The Portland Stormwater Management Manual is adopted by the cities of Wood Village and Troutdale as well as Multnomah County. The Manual defines best practices and guidelines for stormwater management and includes descriptions of facility types as well as accepted plant lists for each facility and the wetter and drier zones within them. The Manual also includes multiple procedures for designing stormwater facilities including simplified, presumptive, and performance approaches, depending on project size and complexity. Credit in the form of reduction of required stormwater management area is provided for new or existing trees. The Manual defines setbacks for facilities from slopes, property lines, foundations and other site elements. There are design standards and sample plans and sections for green streets, as well as best practices for safety and accessibility around stormwater facilities.

The Gresham Stormwater Management Manual is very similar to Portland's. The two main differences are: Gresham only has two methods for designing stormwater facilities: Simple and Engineered Methods, and there's no credit for reduction of required stormwater management area for existing/new trees.

Designing Livable Streets and Trails Guide

Metro's Designing Livable Streets and Trails Guide supports Metro's 2040 Growth Concept and the Regional Transportation Plan. This guide provides guidance for designing new and reconstructed streets and trails and can be applied to maintenance projects. Livable streets focus on safety, comfort, accessibility, and orientation, and encourage slower travel speeds, social interaction, environmental protection and resilience.

The Guide includes design elements, functions, and outcomes of livable streets, and provides extensive descriptions and examples of these items. Some design elements include pedestrian realm such as sidewalks and street corners, travel way realm elements such as flex zones, medians, access and speed management, green streets, bikeway and transit design, intersections, trails, and placemaking. These design elements support functions such as accessibility, mobility for pedestrians, bicyclists, transit uses, freight, vehicles, stormwater management, utility corridors, and emergency response. The livable streets outcomes include safety, security, efficient and reliable travel, health, a reduction of greenhouse gases, economic sustainability, equity, and resiliency.

There are street design classifications in the Guide based on ROW width and number of lanes. There are sample plans, sections, and lists of suggested amenities based on these typologies. For example, Regional and Community Boulevards would be used in the "Main Streets" land use type. These are characterized by many street connections, prioritized pedestrian, transit, and bicycle use, two to four lanes, medians, separated bikeways, enhanced bus service, parking, and buffered sidewalks.

Main Streets on Halsey Strategic Economic Action Plan

The Main Streets on Halsey Strategic Economic Action Plan outlines an economic development strategy for Halsey Street within the cities of Fairview, Wood Village, and Troutdale. The three cities worked with

Multnomah County, Metro, local community members, and stakeholders to create recommendations for encouraging new investments along the study area and for creating a safer corridor.

The plan identifies the vision and guiding principles for the corridor and outlines seven major components of the strategic economic action plan. The plan also identifies opportunities for land use changes and improvements to the transportation system, presents the results of a market analysis considering two distinct market areas (the three cities and the three cities with Gresham), and highlights potential challenges and opportunities. The plan is crucial to consider for developing the current plan as it outlines the underlying principles of the future cross section. The plan calls for coordination of transportation and land use planning to achieve a more diverse and balanced mix of uses, filling gaps in the active transportation network to support walkable transportation centers, reducing transportation costs for households, and minimizing travel time and distance for employees.

The plan lists a number of transportation improvement opportunities along the corridor, such as intersection improvements, striping and landscaping enhancements, bicycle-specific safety improvements, and constructing new and improving existing pedestrian crossings. Figure 1 below presents the map of potential roadway improvement proposed by the Main Streets on Halsey Strategic Economic Action Plan (page 48 of the document).

Figure 1: Proposed Roadway Improvements (Main Street on Halsey Strategic Economic Action Plan)



Main Streets on Halsey Proposed Roadway Improvements

- | | | |
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| 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 RRI |
| Bicycle-specific safety enhancements | Proposed sidewalk, lighting and crossing enhancements | |
| Bicycle-specific parking facilities | Pedestrian-scale lighting | |

Main Streets on Halsey Site Readiness and Code Amendment Project

The three cities worked together in 2020 and 2021 to adopt amendments to the cities' development codes in order to implement the vision of the Main Streets on Halsey project. The purpose of these changes is to create a consistent set of standards across the three cities to encourage pedestrian-oriented, high-quality site and building design. Currently, the cities of Fairview and Wood Village have adopted these code changes, and the city of Troutdale is in the process of adopting them.

Storefront District

The code amendment introduces a concept of "Storefront District" in each city, which would provide a concentration of commercial and retail uses in pedestrian-friendly areas. These districts would include restaurant, retail, and entertainment uses, while standalone residential developments would be prohibited. The city of Fairview has a storefront district on the west side of Fairview Parkway, and from NE Village Street to just east of NE 223rd, within its Town Center Commercial zone. The city of Troutdale would provide it between the intersections with West Historic Columbia River Highway and SE Kibling Street. The city of Wood Village decided to include the entire Neighborhood Commercial (NC) zone as a Storefront District.

Building Height and Bulk

In order to promote vertical mixed-use development, the amendments allow for taller buildings in certain locations along the corridor. Where adopted, the maximum building height was increased, with an additional height of 10-20 feet allowed by providing ground floor commercial space, small scale commercial space, affordable housing, or additional design elements.

Building Orientation

Providing convenient and visible pedestrian access to buildings from the public sidewalk is critical for creating a safe and comfortable environment. If buildings are located behind parking lots or provide their main entrance to the parking lot, it contributes to a less welcoming pedestrian environment. The code amendment includes a new building orientation standard that requires most building facades to be located within 10 feet from the street, limits parking lots along NE Halsey Street, and requires main building entrances to orient the street.

Off-Street Parking

Off-street parking requirements could serve as significant barriers to some developments, especially such as mixed-use ones. To provide flexibility for developers, the code amendment introduces the concept of "parking credits" to developments that provide certain features or amenities. These features/amenities are similar to those that grant building height bonus, and include ground floor commercial spaces, small-scale commercial space, affordable housing, additional design elements, and transit amenities. Each credit would allow for a 10-20% reduction in off-street parking requirements. The total amount of the credit would be limited so that off-street parking requirements do not fall below 0.75-1 space per residential unit and 2 spaces per 1,000 square feet of nonresidential floor area.

However, the State of Oregon recently adopted Climate-Friendly and Equitable Communities (CFEC) rules which supersede the parking requirements adopted by the three cities. Per the Oregon Administrative Rule (OAR) 220-012-04400, parking mandates are no longer allowed within a 0.5-mile buffer from a frequent transit corridor. TriMet bus line 77 on NE Halsey Street is a frequent transit route, therefore parking minimums do not apply for any types of uses along NE Halsey corridor.

Design Standards

The code amendment provides additional building design standards that promote high quality, pedestrian-oriented environment along Halsey Street, including minimum ground floor height and windows, weather protection, lighting, plazas and corner features.

Metro 2040 Growth Concept

Portland metropolitan area uses an innovative approach to planning which is reflected in 2040 Growth Concept, a long-range plan for implementing a set of policies. The 2040 Growth Concept policies encourage such concepts as safe and stable neighborhoods, compact developments, healthy economy, balanced transportation systems, and housing for people of all incomes. The Growth Concept identifies NE Halsey Street as a Corridor and the cities of Fairview and Troutdale as Town Centers. Corridors are streets that serve as major transportation routes for people and goods and are extensively served by transit. Town Centers have a strong sense of community and are well served by transit. They provide services to tens of thousands within a two- to three-mile radius and use the characteristic of one- to three-story buildings for employment and housing.

Halsey Brand Identity

The *Main Streets on Halsey Strategic Economic Action Plan* identifies the need to develop a branding program for the Halsey corridor. Per the plan, a branding program could help determine the look and feel of the corridor as well as create an image that resonates with area residents and visitors and provides a platform of messages that can be used in marketing the corridor.

The three cities are currently in the process of developing a branding program for the corridor. Based on preliminary feedback from the three cities, the program will provide a new name and visual identity for the corridor, that will promote economic development in the corridor, promote assets throughout the three cities, coordinate with each of the community identities, enhance local pride and visitor awareness, and be transit oriented, but broadly applicable. In addition to a new name for the corridor, the branding effort will result in a visual identity (logo), and ideas for wayfinding and environmental graphics to be incorporated with streetscape design.

Project Equity Goals

A central goal of transportation is to facilitate social and economic opportunities by providing equitable levels of access to affordable and reliable transportation options based on the needs of the populations being served, particularly populations that are traditionally underserved. The term “equity” means the consistent and systematic fair, just, and impartial treatment of all individuals, including individuals who belong to underserved communities that have been historically denied such treatment. It is important to note that equity does not mean equal. An equitable transportation plan considers the circumstances impacting a community’s mobility and connectivity needs, and this information is used to determine the measures needed to develop an equitable transportation network. Considering equity early and often through methods such as public participation and data collection and analysis improves the planning process’s ability to adequately respond to the needs of the community it serves. It may also improve project delivery by preventing costly and time-consuming delays that could arise from previously unrecognized conflicts as projects move from planning into implementation.

The following project equity goals are primarily focused on ensuring that transportation disadvantaged populations are engaged throughout the planning process and that their input is used to develop outcomes that support their travel needs.

- Identify Title II (ADA), Title VI (Civil Rights), and EJ (Environmental Justice) populations early in the planning process so demographic information can inform the Public Involvement Plan.
- Engage existing community organizations such as local churches or advocacy groups that work with or serve Title II, Title VI, and EJ populations.

- Partner with nonprofits and established community groups, in particular those that provide assistance to minorities (speak the language, are trusted spokes people, etc.), to conduct outreach.
- Include opportunities for Title II, Title VI, and EJ population input at stakeholder engagement meetings that are inclusive of key user groups within the community.
- Evaluate the effectiveness of the Title II, Title VI, and EJ population engagement and make changes as needed throughout the planning process.
- Develop strategies that are specifically designed to support mobility for the Title II, Title VI, and EJ populations and address inequities of past planning efforts.
- Ensure the planning process does not result in projects that have a disproportionate negative impact on Title II, Title VI, and EJ populations, such as displacing or creating barriers between them and the rest of the community.

Project Objectives

The project objectives identified in the statement of work were refined based on input from the project team.

- Create a cohesive Halsey streetscape and pedestrian environment that supports existing small businesses, attracts new businesses, and creates new jobs
- Design Halsey Street to unite the three cities while also allowing each city to be distinguished in the ways they build community and drive economic development
- Make Halsey Street safer, more accessible, and more visually attractive
- Make public transit, walking, and biking in the Halsey Street corridor more appealing and safer
- Improve the environment by reducing pollution, planting street trees, and using cost-efficient, sustainable landscaping treatments
- Enhance bikeability and walkability by slowing vehicular traffic, improving intersections, and discouraging through traffic by trucks
- Engage with local business owners and the public to broaden commitment and ongoing involvement in the corridor

This project will identify improvements to NE Halsey Street that improve access and circulation for people who walk and bike along the corridor, as well as people who use the corridor to access local transit service, schools, parks, churches, and local businesses. The improvements will not limit vehicle access along the corridor; however, the nature of the improvements will slow vehicle traffic and discourage through-traffic from using the corridor, particularly heavy vehicles. Therefore, the project will *benefit* those who walk, bike, and access local services and land uses along the corridor and *burden* those who use the corridor to bypass I-84 and other major parallel facilities.

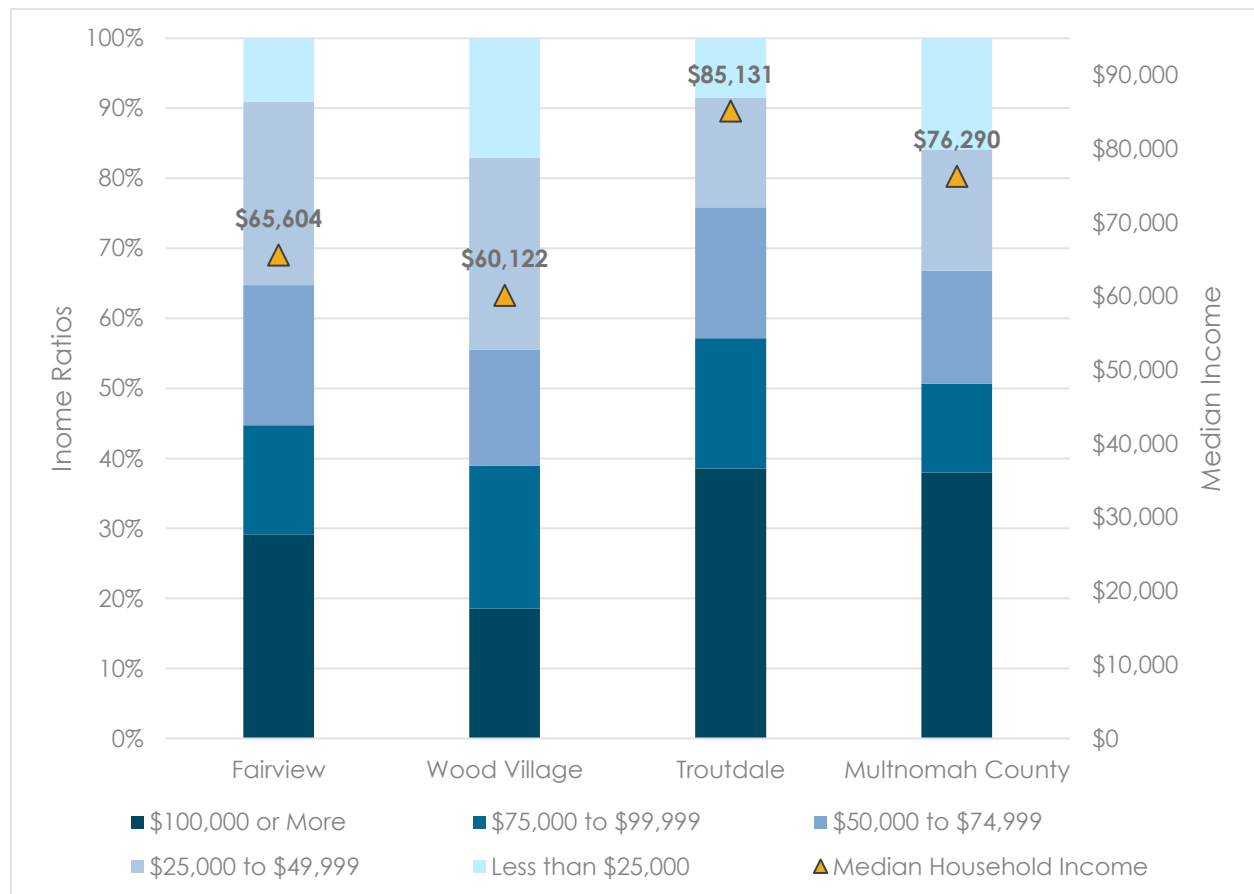
Socioeconomic Conditions

In summary, according to the American Community Survey (ASC) data, out of the three study cities, Troutdale has the highest median household income and the lowest poverty levels. At the same time, the City of Wood Village has the lowest median household income and the highest levels of poverty. Similarly, the city of Fairview has the smallest population under the age of 17 and the largest population over the age of 65. The city of Wood Village has the highest percentage of people who are Hispanic or Latino, while the city of Fairview has the largest Black population. The city of Troutdale has the highest population of people who are White. At the same time, the city of Wood Village has the lowest percentage of people who speak primarily English at home.

Income

When compared to Multnomah County as a whole, the cities of Fairview and Wood Village have lower median household income and lower levels of households with income over \$75,000. The city of Troutdale has the highest median household income, when compared to the other cities and Multnomah County, and it has the lowest level of household income of under \$25,000.

Figure 2: Study Area Income Levels²



Poverty levels are defined by the ACS as a ratio of household income to the poverty level. Thus, a household with an income that is equal to the poverty level would be at 100% poverty level, and a household with an income that is twice the poverty level, would be at 200% poverty level. As shown in Table 1, the City of Troutdale has the lowest levels of poverty, while the city of Wood Village has the highest levels of poverty. Both, the cities of Fairview and Wood Village have the same or greater levels as Multnomah County.

Table 1: Study Area Poverty Levels³

	Fairview	Wood Village	Troutdale	Multnomah County
Bellow 100%	12%	15%	4%	12%
Below 200%	4%	12%	3%	6%

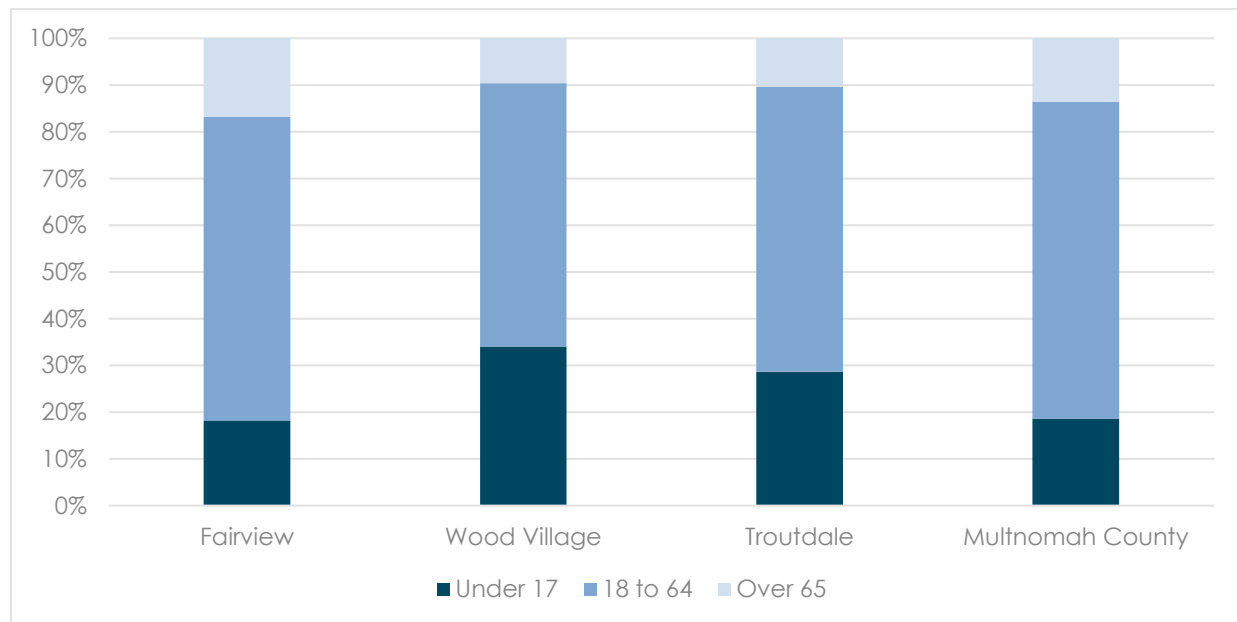
² Source: American Community Survey 2021, 5-year estimate, tables B14001 and A14006

³ Source: American Community Survey 2021, 5-year estimate, table A13004

Age

Approximately 14% of Multnomah County's population is under the age of 17, and 19% of the population is over the age of 65. As shown in Figure 3, the city of Fairview has similar age distribution to Multnomah County, while the cities of Troutdale and Wood Village have a higher percentage of population under the age of 17 and lower levels of population over the age of 65.

Figure 3: Study Area Age Groups⁴

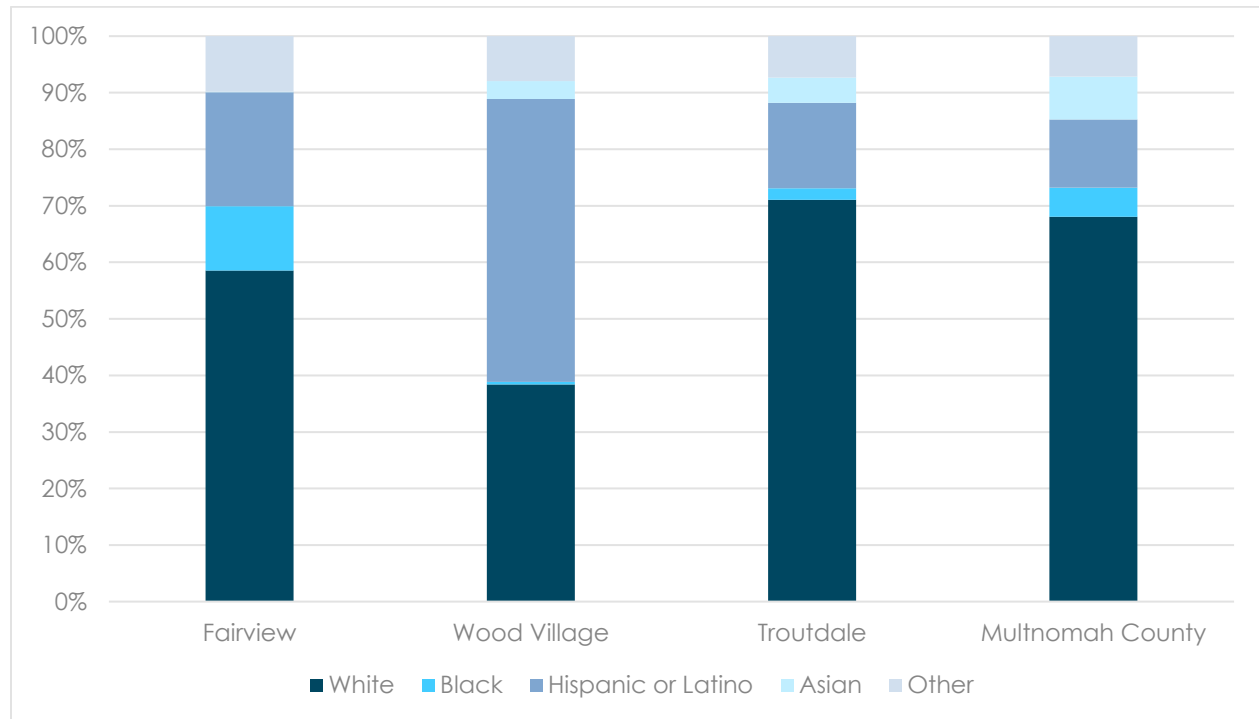


Race and Language

Approximately 68% of Multnomah County population identifies as White, 5% is Black, 12% is Hispanic or Latino, 8% is Asian, and 7% is Other. As shown in Figure 4, the city of Troutdale has similar racial distribution as Multnomah County, while the cities of Fairview and Wood Village have fewer people of white race. The city of Fairview has a much larger Black population, and the city of Wood Village have a significantly larger Hispanic and Latino population.

⁴ Source: American Community Survey 2021, 5-year estimate, table A01001

Figure 4: Study Area Race Distribution⁵



As shown in Table 2, all three cities have lower levels of households that only speak English at home, when compared to Multnomah County. The city of Wood Village has a very large population that primarily speaks Spanish at home, as well as it has the higher levels of people who speak Slavic languages. The city of Troutdale has the highest level of people who speak other languages at home, but it is still 1% lower than the average level in Multnomah County.

Table 2: Study Area Languages Spoken at Home⁶

	Fairview	Wood Village	Troutdale	Multnomah County
English Only	78%	52%	78%	80%
Spanish	16%	40%	11%	8%
Russian, Polish, Or Other Slavic Languages:	1%	4%	2%	2%
Other And Unspecified Languages:	5%	4%	9%	10%

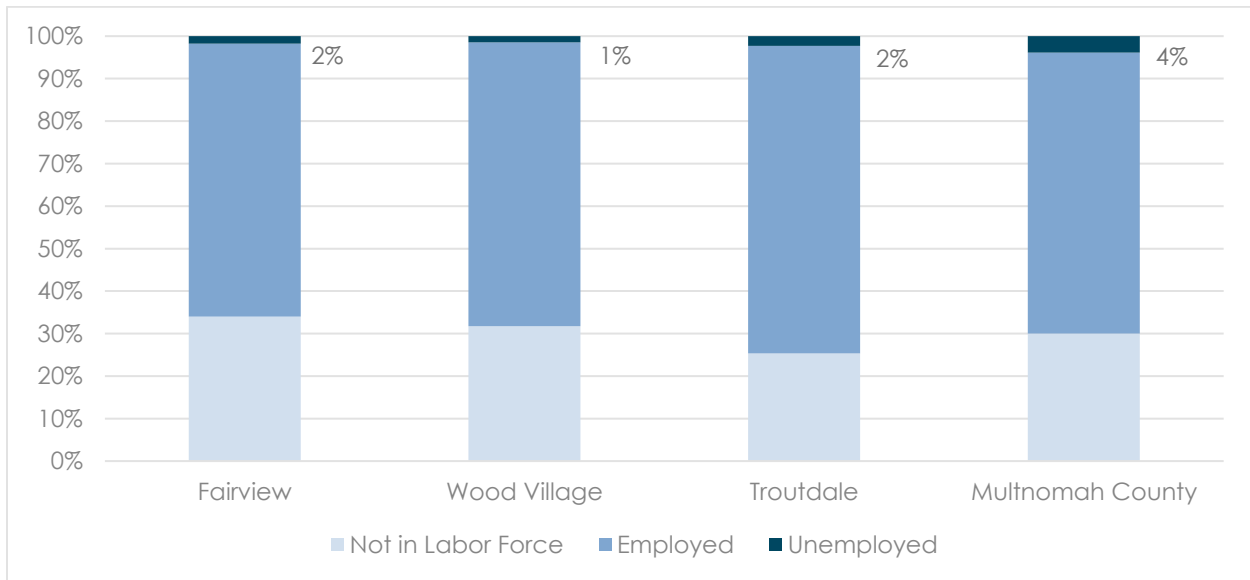
Employment Levels

Multnomah County has an unemployment rate of approximately 4% among the population age 16 and older. The three cities have unemployment levels that are approximately half of that, as shown in Figure 4. The City of Troutdale has the lowest percentage of people not in the labor force, when compared to the other study cities.

⁵ Source: American Community Survey 2021, 5-year estimate, table A03001

⁶ Source: American Community Survey 2021, 1-year estimate, table C16001

Figure 5: Study Area Employment Levels for Population 16 Years and Older⁷

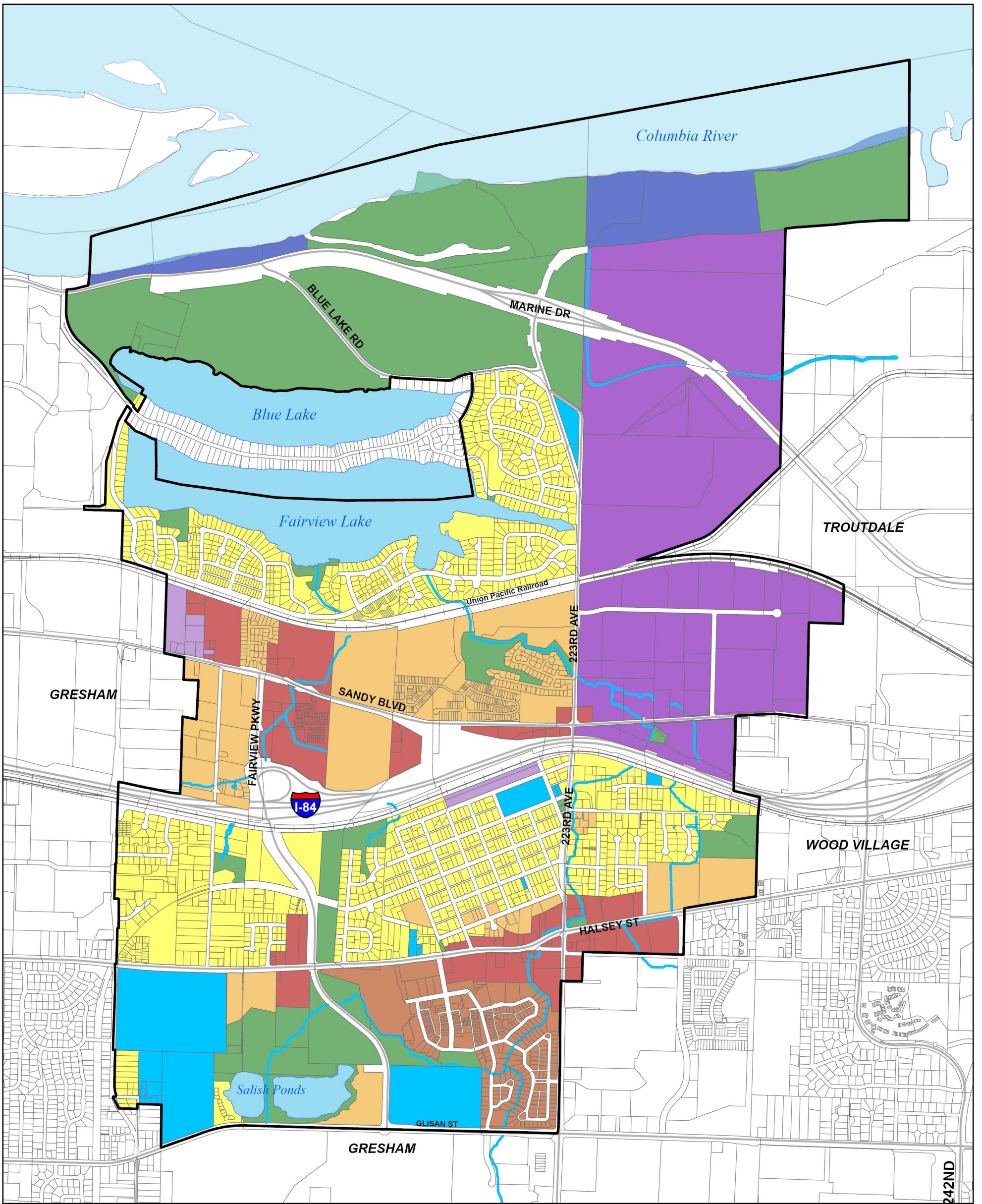


ATTACHMENTS

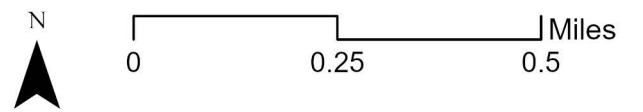
A. Comprehensive Plan Maps

⁷ Source: American Community Survey 2021, 5-year estimate, table A17002

Attachment A Comprehensive Plan Maps



City of Fairview Comprehensive Plan



- | | |
|--|---|
| Commercial | Residential Low Density |
| General Industrial | Residential Medium Density |
| Light Industrial | River Oriented |
| Parks | Village |
| Public | |



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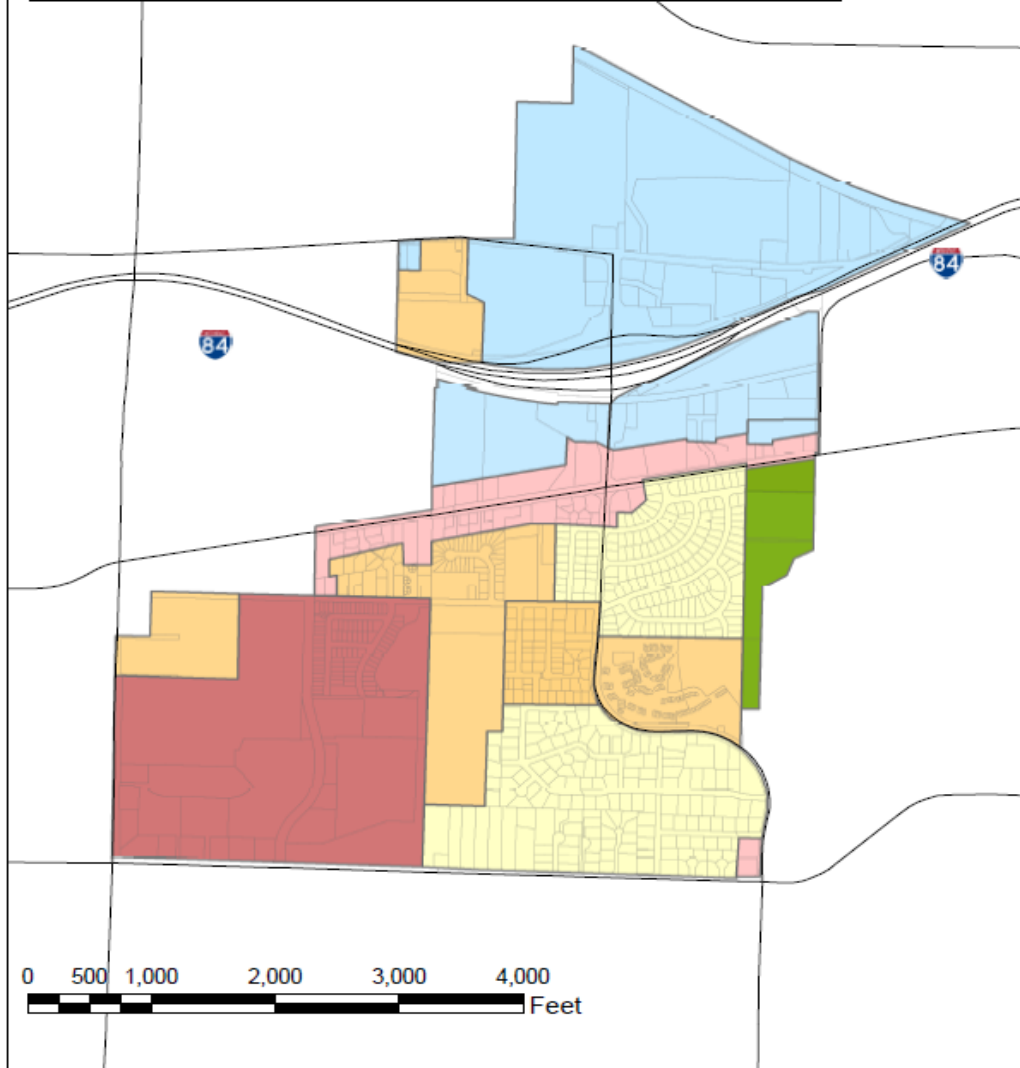
City of Wood Village Comprehensive Plan Map



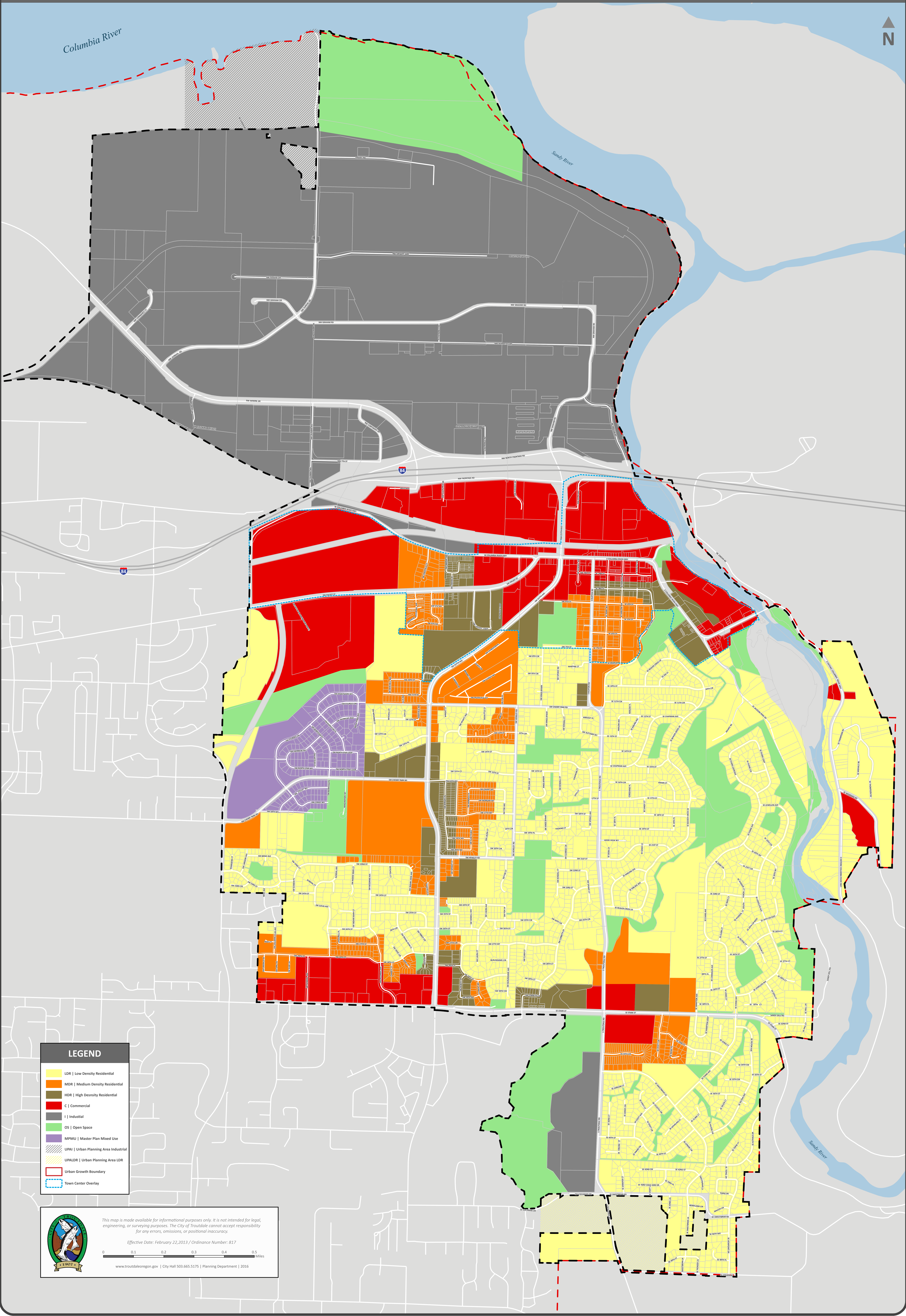
-  Open Space
-  Commercial / Industrial
-  Town Center
-  Neighborhood Commercial
-  Medium - High Density Residential
-  Low Density Residential



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CITY OF TROUTDALE | COMPREHENSIVE LAND PLAN MAP



Columbia River



Sandy River

Sandy River

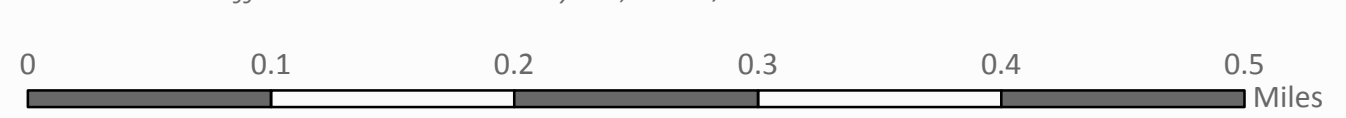
LEGEND

- LDR | Low Density Residential
- MDR | Medium Density Residential
- HDR | High Density Residential
- C | Commercial
- I | Industrial
- OS | Open Space
- MPMU | Master Plan Mixed Use
- UPNI | Urban Planning Area Industrial
- UPALDR | Urban Planning Area LDR
- Urban Growth Boundary
- Town Center Overlay



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