

# Troutdale Town Center Plan



Prepared for  
**City of Troutdale**

Prepared by

**SRI/SHAPIRO/AGCO, Inc.**

In association with

**HNTB Companies  
E.D. Hovee and Company  
DKS Associates  
Lennertz Coyle & Associates**

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# **Troutdale Town Center Plan**

**Prepared for**

**City of Troutdale**  
104 S.E. Kibling Avenue  
Troutdale, Oregon 97060-2099

**Prepared by**

**SRI/SHAPIRO/AGCO, Inc.**  
*Project #7961008*

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# TABLE OF CONTENTS

	<u>Page</u>
<b>INTRODUCTION</b> .....	<b>1</b>
<b>CONTEXT</b> .....	<b>2</b>
<b>REGION 2040 GROWTH CONCEPT - TOWN CENTER</b> .....	<b>2</b>
<b>PLANNING PROCESS</b> .....	<b>3</b>
<b>PLANNING AREA AND SUBDISTRICTS</b> .....	<b>4</b>
Subdistrict Existing Characteristics .....	4
<b>CONCEPT DEVELOPMENT</b> .....	<b>6</b>
<b>GOALS AND CONCEPTS</b> .....	<b>6</b>
Land Use Goals - General .....	6
Land Use Goals - Site-Specific .....	6
Transportation Goals.....	6
Town Center Concepts - Region 2040 Program/General Concepts .....	7
Town Center Concepts Specific to the Troutdale Design Charrette .....	11
<b>CONCEPT PLAN</b> .....	<b>12</b>
Neighborhood Centers .....	12
Concept Plan .....	13
Transportation Network .....	14
Subdistrict Details .....	15
<b>IMPLEMENTATION</b> .....	<b>17</b>
<b>LAND USE PLAN</b> .....	<b>17</b>
<b>POLICY STRATEGIES</b> .....	<b>19</b>
<b>PROGRAMS</b> .....	<b>29</b>
<b>PROJECTS</b> .....	<b>36</b>

### **List of Figures**

- Figure 1. Planning Area and Subdistricts
- Figure 2. Neighborhood Centers
- Figure 3. Local Street Network
- Figure 4. Outlet Mall Details
- Figure 5. Columbia River Highway/Halsey Street Intersection
- Figure 6. Attached Dwelling Example
- Figure 7. Neighborhood Centers
- Figure 8. Proposed Land Use Plan
- Figure 9. Proposed Projects

### **List of Tables**

- Table 1. Program Analysis Matrix

## **Acknowledgements**

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## INTRODUCTION

The primary objective of the Troutdale Town Center Plan is to develop a strategy for new infill and redevelopment that will enable downtown Troutdale to thrive as a viable town center within the Portland region. The Town Center Plan has been developed, in part, to implement the regional Metro 2040 Growth Concept. The plan identifies the physical and policy barriers which inhibit intensification and redevelopment of the downtown. It contains implementation strategies including policy actions, public projects, programs, and incentives intended to help Troutdale develop a strong and diversified town center. The plan document also describes the planning context and the concepts used to develop the plan. The plan is organized as follows:

### Context

#### Region 2040 Growth Concept - Town Center

- The Planning Process
- Planning Area and Subdistricts

### Concept Development

#### Goals and Concepts

- Concept Plan

### Implementation

#### Proposed Land Use Plan

- Policy and Plan Actions
- Projects
- Programs



**Context**

## CONTEXT

### **REGION 2040 GROWTH CONCEPT - TOWN CENTER**

The purpose of the Troutdale Town Center Plan is to define the type and character of new development in Troutdale, which has been designated a town center in the Metro 2040 Plan.

In the regional planning framework, a town center is smaller than the Central City or a Regional Center. It provides local shopping, employment, and cultural and recreational opportunities within a local market area, serving a population of tens of thousands of people. Although town centers are characterized by compact development and transit service, they vary in character--from traditional centers like Lake Oswego and Forest Grove, to transformed auto-oriented districts that develop into more complete communities, such as Hillsdale in southwest Portland. In addition to having retail and service businesses, town centers are expected to create their own regional specialties and unique identities.

Within the Region 2040 planning process, each local jurisdiction and selected subareas were allocated employment and population targets for the year 2040. Troutdale's target allocations were as follows:

<b>Troutdale Employment and Population</b>			
	<b>1992</b>	<b>2040</b>	<b>Change 1992-2040</b>
Population	8,790	21,869	13,079
Employment	5,539	14,006	8,461

Source: Metro

The employment and population allocations for Troutdale provide a reasonable target for the community although the initial allocations may have underestimated the community's potential. Troutdale's November 1996 population was estimated by the PSU Center for Population Research and Census to be 12,050 persons, 37% higher than the 1992 metro estimate. At the current rate of growth, Troutdale will reach the 2040 targets well in advance of the year 2040. To meet the 2040 population targets, Troutdale must accommodate an additional 9819 persons. By encouraging a significant portion of this projected population growth in the town center area, the community can create a more compact development pattern which supports downtown area business and employment, consistent with regional town center objectives.

## PLANNING PROCESS

The planning process was guided by input from the Town Center Task Force which consisted of downtown property owners and business people, area residents, and community leaders. The Task Force met periodically from September 1996 through June 1997 to develop the plan and implementation strategies. A key component of the planning process, was a community design charrette at which property owners and the community at large met with the consulting team to develop and refine design concepts for the town center area.

In August and September 1996, the consultant team worked with City of Troutdale staff to consider study area boundaries, review background information, and develop a schedule for the project.

In September 1996, a secondary market area was defined to provide a market overview for the town center. At the first Task Force meeting on September 25, the study area was defined and issues to be addressed in design concepts were identified. Based on this work, the consultant team drafted goals and concepts for use in subsequent community meetings. Consultants and city staff also examined vacant lands in the study area.

In October, preparations were made for a public meeting on the evening of October 23, followed by a two-part design charrette process on November 6 and 7. Newsletters were distributed to Troutdale residents and property owners within the study area. Consultant team members conducted telephone interviews with several key stakeholders to identify issues and encourage attendance at the meetings.

The Community Design Charrette began with a citizens forum in the evening of November 6. On the following day, the consultant team worked through the day and presented its design solutions in a second citizens' forum that evening.

The design concepts were evaluated by charrette participants and public comments were documented. Following the charrette, a final concept plan was prepared. This concept plan was later transformed into the proposed land use plan.

Following the charrette, the consulting team prepared a concept plan memorandum which was distributed to Task Force members. In January 1997, the Task Force met to evaluate and review the concept plan memorandum. Minor changes and refinements were incorporated into the plan based on the meeting. In February, the consulting team presented the plan to a joint meeting of the City Council and Planning Commission. General approval of the concepts were provided and the consulting team began exploring implementation concepts.

On May 14, the task force reviewed implementation strategies including policy actions, public projects and incentive programs. On June 11, 1997, the Task Force reviewed the draft plan document and draft implementation ordinances.

## PLANNING AREA AND SUBDISTRICTS

The Troutdale Town Center planning area encompasses approximately 330 acres and extends from the Sandy River to McMenamins Edgefield. The existing downtown is at the core of the planning area which also includes the surrounding residential area and the Columbia Gorge Factory Stores.

During the preparation phase for the November 1996 design charrette, five subdistricts were identified through analysis of the planning area's existing character (see Figure 1). They are listed below, with a few key elements that characterize each subdistrict:

### Subdistrict Existing Characteristics

#### Edgefield Opportunity Area

Developed McMenamins Edgefield hotel/restaurant/brew pub complex

- Existing jail
- Undeveloped Edgefield Station site
- Auto-oriented uses
- No sidewalks

#### Transition Area

Underdeveloped properties

- Range of land uses
- Very low- to high-density residential
- Low-intensity commercial and industrial
- Auto-oriented uses
- No sidewalks

#### Established Town Center

- Historic downtown commercial district
- New commercial development occurring north of the East Historic Columbia River Highway
- Pedestrian-oriented development in the downtown
- Predominantly single-family residential development pattern
- Numerous residential infill opportunities

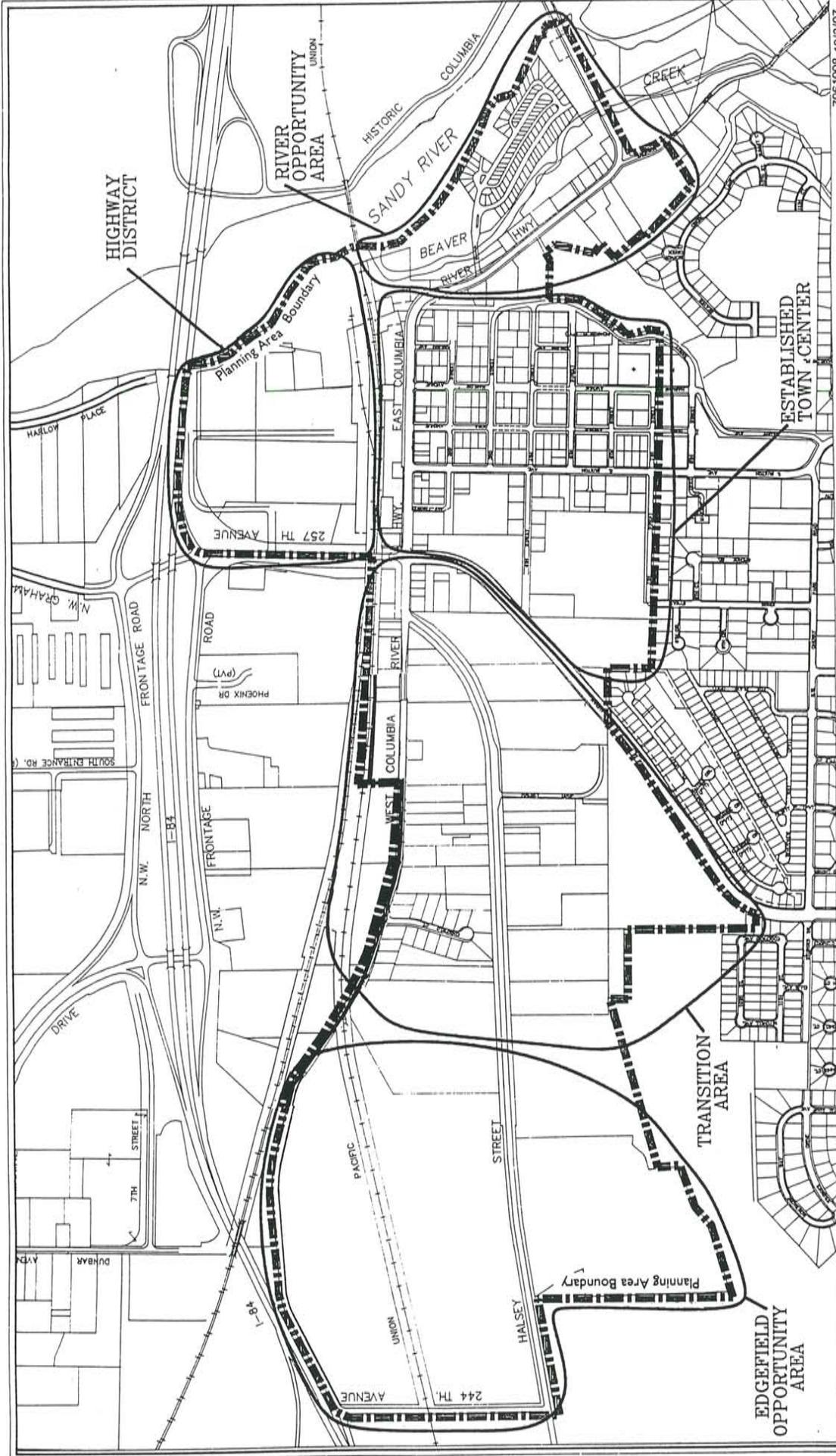
### River Opportunity Area

#### Natural river bank edge

- Low-density residential development
- Underdeveloped properties
- Recreational vehicle/mobile home park
- No sidewalks

### Highway District

- Existing auto-oriented Columbia Gorge Factory Stores
- Existing sewage treatment plant
- Sandy River frontage



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FIGURE 1

Troutdale Town Center Plan  
Planning Area and Subdistricts

Base map from City of Troutdale, 1996





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## Concept Development

## **CONCEPT DEVELOPMENT**

### **GOALS AND CONCEPTS**

Based on the Task Force's input at the September 25 meeting and additional public input at the October 23 open house, land use goals, transportation goals, and town center design concepts were developed to guide the November charrette effort. Goals and concepts follow.

#### **Land Use Goals - General**

Encourage commercial business that serves Troutdale citizens.

- Provide opportunities for mixed uses.
- Provide open spaces and greenways.
- Diversify Troutdale's economy.
- Place public art at key locations.
- Provide for development of housing in a range of styles and costs.

#### **Land Use Goals - Site-Specific**

Provide more housing in the core area.

- Redevelop the sewage treatment plant site.
- Maintain the historic character and historic theme of the downtown.
- Create an historic highway interpretive center.

Create a riverfront promenade and provide Sandy River access and a trail along the river.

#### **Transportation Goals**

Maintain a pedestrian- and bicycle-friendly environment.

- Strengthen connections between the downtown core and McMenamins Edgefield.
- Enhance linkages to Portland and MAX.
- Enhance pedestrian connections:
  - Provide pedestrian linkages between the downtown and the Columbia Gorge Factory Stores.
  - Provide pedestrian linkages among the downtown, neighborhoods, and Edgefield Manor.
  - Provide linkage from McMenamins Edgefield to the northern side of the railroad tracks.
  - Provide walkways east of downtown along the East Historic Columbia River Highway.

## Town Center Concepts - Region 2040 Program/General Concepts

### Population Densities of 40 Persons per Acre

A Town Center requires enough people living, working, and shopping within a comfortable walking distance in order to thrive. Downtown Hillsboro and Portland's Hawthorne Boulevard district are examples of development at about 40 persons per acre.



*Attached housing near the Broadway commercial district, Portland, Oregon*



*Commercial retail street which services the surrounding community, Palo Alto, California*

### Shopping and Services to Meet Local Needs

The scale of commercial development in the Town Center should be suited to the needs of the surrounding neighborhood, rather than attracting from a large, regional market.

### Employment Opportunities for Area Residents

Within a Town Center, land should be zoned to accommodate offices, light manufacturing compatible with the Town Center's urban mixed-use character, and other businesses that can provide jobs for local residents.



*Commercial district providing employment opportunities, Mercer Island, Washington*

## Housing Densities to Support the Town Center

It is important that enough people live close to the Town Center to provide a sufficient local market base for its shops and services. A variety of housing types can help achieve needed densities.



*Attached dwellings which appear similar to surrounding single-family dwellings, Portland, Oregon*



*Eight-plex apartments which treat internal drives as public streets, Harbortown, Memphis, Tennessee*



*A neighborhood park provides a community gathering place*

## Public Spaces - Pedestrian Plazas/Public Squares

A large part of a Town Center's appeal is its ability to serve as a comfortable community gathering place. Public plazas and squares serve this role.

## Focal Points - Gateways/Towers

For nearby residents as well as visitors, key landmarks provide a sense of orientation and identity. They indicate arrival at a distinct place, and help people recognize important sites within it.



*A gazebo can serve as a focal point or landmark for a neighborhood*

## Pedestrian-Oriented Streets

A Town Center is a comfortable and convenient place to walk. Traffic is calmed, conflict with automobile traffic is minimized, and streetscape design with landscaping and street furniture protects and accommodates pedestrians.



*A pedestrian connection is provided between buildings, Mt. View, California*



*Commercial streetscape providing on-street parking and pedestrian amenities, Mercer Island, Washington*

### Pedestrian Connections to Surrounding Neighborhoods

To reduce automobile dependency, the Town Center must be easily reachable on foot by residents of surrounding neighborhoods. A connected network of streets and accessways provides direct walking paths to the Town Center, encouraging people to walk there.



*Off-street pathway, Salem, Oregon*



*Neighborhood commercial mixes retail and housing in close proximity, Seattle, Washington*

### Mix of Uses

A diverse mix of complementary uses and activities adds to the vitality of a Town Center, creating activity on the streets and in the public squares throughout the day. At night, the presence of upstairs residences maintains surveillance over the street, contributing to safety at all hours.

### Transit Service

Locating jobs and housing close to transit enhances ridership by efficiently serving more people. A Town Center's traffic and parking needs can be reduced by transit service that effectively accommodates a share of the Town Center's travel demand.



*Mixed use development providing for transit orientation, Oakville, Ontario*

## **Town Center Concepts Specific to the Troutdale Design Charrette**

### Similar Uses Face Each Other Across Streets; Changes of Use Occur Across Rear Property Lines

In residential areas surrounding the town center, single-family residential homes are farthest from the commercial mixed-use core, lining both sides of the local streets. Closer to the core, a transition to higher-density structures - such as duplexes, rowhouses, or townhouses - occurs across rear property lines. In this way, like kinds of residential structures consistently face each other across streets. Where local streets intersect collector streets close to the core, duplex structures occupy the corner lots, providing a transition to the highest density buildings (garden apartments or condominium structures) across the collector street. These buildings should be oriented to the street in a way that reflects the scale and spacing of the duplex structures, creating a compatible, rhythmic street edge along the collector.

### Neighborhood Centers are Provided within Walking Distance

The design guideline for walking distance to a Neighborhood Center is 1,500 feet, just over one quarter-mile. Ideally, Neighborhood Centers are located so that no residence will be farther than this distance from at least one.

### Concentrate Retail in the Town Center's Core

To maintain the needed concentration of activity, a commercial main street district should be located at the heart of the town center. To focus commercial retail activity, the district should be no more than approximately 1,000 feet long - the appropriate walking distance for a successful commercial area.

### Mixed-Use Development Provides a Transition from Commercial Uses to Housing

In areas immediately surrounding the commercial core, mixed-use structures containing a combination of retail storefront, office, and upstairs residential uses provide a good transition between the business district and surrounding neighborhoods.

### Open Spaces and Public Greenways

A structure of public open spaces at key locations helps create a unique character for each local subdistrict. In addition to pedestrian-oriented streetscapes, paths that provide additional connections can be located in natural drainageways and other off-street locations.

### Attractive Pedestrian-Oriented Streets

Pedestrian-oriented streets can be achieved by eliminating garage- and car-dominated streetscapes. Using alleys to locate garages and vehicle access at the rear provides a pedestrian street frontage that is uninterrupted by driveways and offers more on-street parking. Another alternative is to provide buildings which face the street with garages or parking set back beyond the front of the structure

### Avoid Walled Streets

Lots should not be located so that rear yards are adjacent to collector streets, producing a dead corridor faced by rear fences. Instead, more local streets should intersect collectors, with corner structures oriented to present their side yards to the collector. Tall fences are not allowed along the street edge.

### Terminate Vistas by Locating Significant Buildings or Landmarks Along Key Corridors

Major roadways inherently frame views of whatever lies ahead along the corridor's sight line. Locating important civic buildings, landmarks, plazas, public art, or other highly visible features at key points reinforces the perception of defined boundaries for neighborhood districts, as well as provides orientation cues.

## **CONCEPT PLAN**

The Concept Plan is based on Task Force comments and the two-day design charrette held on November 6 and 7, 1996. The purpose of the charrette was to develop and test plan concepts for the Troutdale Town Center planning area. This discussion of the Concept Plan includes the following components:

### Neighborhood Centers

- Concept Plan
- Transportation Network
- Subdistrict Details

### **Neighborhood Centers**

The primary objective of the Troutdale Town Center Plan is to create a strategy for a neighborhood-based, pedestrian-oriented development pattern in the Troutdale Town Center area. The planning process relied on the principles and concepts discussed in the previous sections of this plan. A basic component of creating pedestrian-oriented development is identification of Neighborhood Centers. In general, a Neighborhood

Center provides a focal point for surrounding development within a five-minute walk (about 1,500 feet). The key element of a Neighborhood Center could be a park, a school, a church, a neighborhood commercial area, or another feature.

In the Troutdale Town Center design charrette process, Neighborhood Centers were identified at the following general locations:

- downtown at the new Mayor Square community park,
- east of the Columbia Gorge Factory Stores at the Sandy River,
- on the East Historic Columbia River Highway at the Sandy River bridge,
- at the S.W. Halsey Street/Columbia River Highway intersection,
- along S.W. Halsey Street south of S.W. Edgefield Court, and
- along S.W. Halsey Street at the Edgefield Station site.

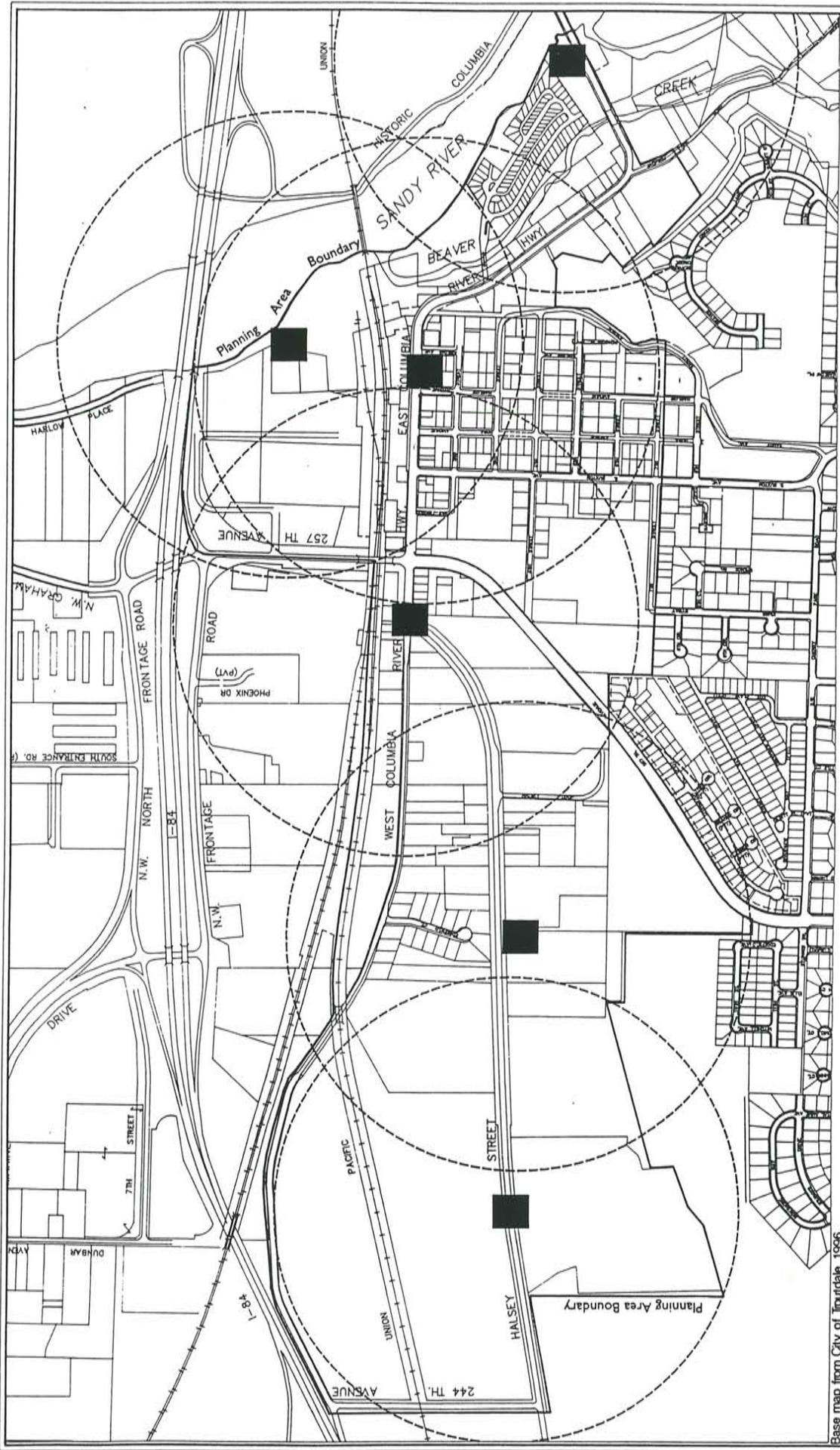
Each of these locations provides a suitable node for a park or neighborhood commercial activity (see Figure 2, Neighborhood Centers).

### **Concept Plan**

The concept plan is depicted in Figures 3 through 7. A key issue driving development of the Concept Plan was the goal of strengthening retail commercial activity along East Historic Columbia River Highway in the historic commercial downtown of Troutdale. The current downtown plan provides guidance with respect to urban design features and development of storefront commercial along the northern side of the highway, where new commercial development is under construction.

To strengthen the focus of the growing retail market in the downtown, a reduction of the existing CBD zoning in the area is recommended. At present, CBD zoning extends from the Sandy River on the east to the S.W. Halsey Loop on the west. Based on research by national retail expert Bob Gibbs, successful pedestrian-oriented retail areas are no more than 1,000 feet long. Retail areas that extend beyond 1,000 feet do not achieve the necessary pedestrian linkages, and break into subdistricts. Based on Gibbs's research, the downtown CBD zoning should terminate at the train station on the east and at the S.W. Halsey Street intersection on the west.

East of downtown, the current trend toward additional high/medium-density residential development should be encouraged to continue. Mixed use with residential and/or office development would be appropriate in this area. A neighborhood commercial node is proposed at the Sandy River bridge, which provides an appropriate location for a restaurant that takes advantage of the river location.



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FIGURE 2

Troutdale Town Center Plan  
Neighborhood Centers



Base map from City of Troutdale, 1996

Proposed uses south of the downtown area include mixed use/office along S.E. 2nd Street, high/medium-density residential along S.E. 3rd Street, and single-family residential further south. In general, to achieve compatibility, uses face similar uses across the street. Changes in use or in scale of development should occur across rear property lines.

North of downtown, it is assumed that the sewage treatment plant site will be redeveloped. Highway-oriented commercial should be expanded with extension of an access drive through the Columbia Gorge Factory Stores to the east. Along the perimeter of the site, mixed-use office and housing is proposed. An open space trail system should follow the river.

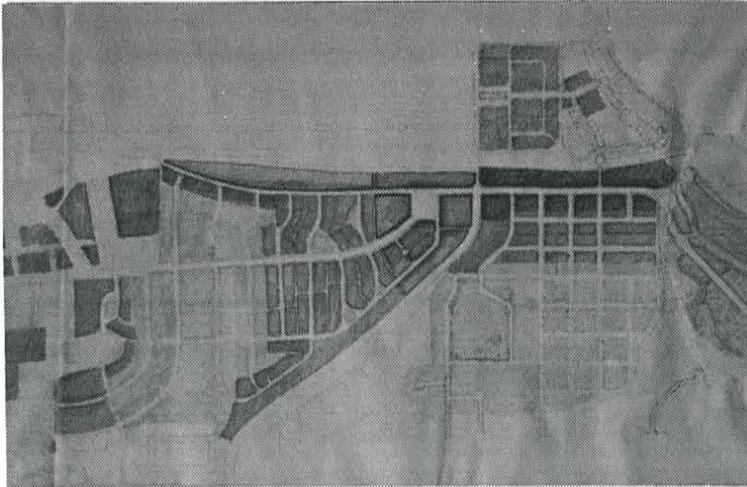
West of downtown, the area currently designated CBD should be planned for mixed-use office/housing and high/medium-density residential. Farther west, the Edgefield Station site should be supported as a regional entertainment/commercial center, with a mix of residential densities provided between the Edgefield Station Complex and the CBD to the east. A park, which would include forested land, is proposed on the south side of S.W. Halsey Street between Edgefield and the downtown. The park would link with and complement proposed open space areas depicted in a schematic plan for the Edgefield Station site.

To strengthen proposed retail in the downtown area, and in recognition of potential access problems from S.W. 257th Avenue, the proposed Community Commercial (CC) site along S.W. 257th Avenue should be changed to medium/high-density residential.

### **Transportation Network**

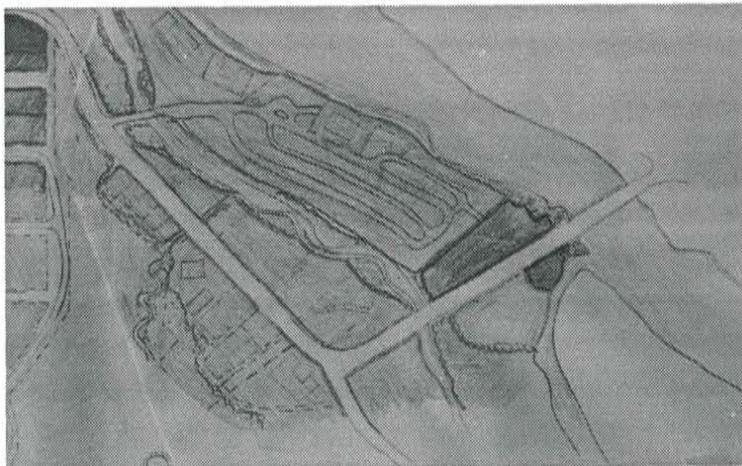
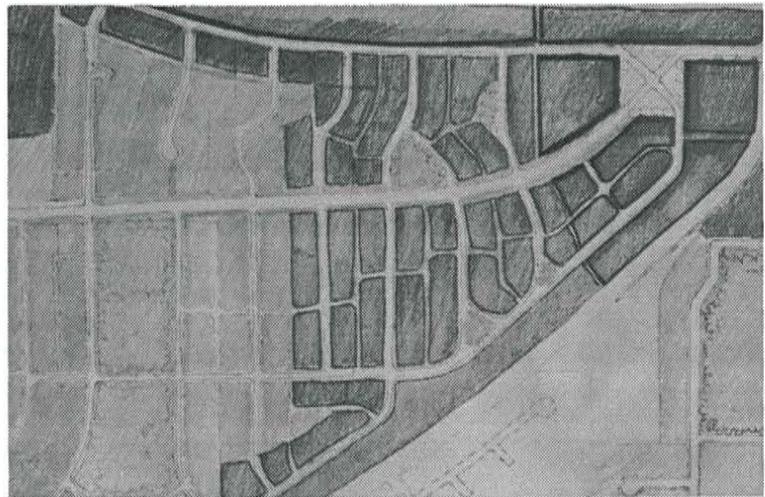
A primary objective of the plan is to create a better network of connected streets, noting that topography creates a constraint for north-south streets and for connections with S.W. 257th Avenue.

The existing transportation framework of collector and arterial streets is proposed to remain essentially the same. One key change is realignment of the West Historic Columbia River Highway/S.W. Halsey Street intersection. By making a transition from the West Historic Columbia River Highway to S.W. Halsey Street, the primary east-west through movement, the intersection can be shifted west to create a developable land parcel aligned with the view axis of West Historic Columbia River Highway, providing a visual termination point at the western end of the downtown. The new intersection could be in the form of a T, or a new street could extend to the southeast, creating a four-way intersection (see Figure 3, Local Street Network).



*Overall town center concept plan depicting future streets, land uses, and parks.*

*Detail of the area centered on SW Halsey Street to the west of SW 257th Avenue. Key features include a network of streets serving high and medium density housing areas and neighborhood parks. The local street system intersects with SW Halsey Street to create a grid that avoids the creation of a walled corridor along SW Halsey Street. Development would be oriented to present side yards to the street and would provide opportunities for alley access. These features help to create pedestrian oriented streets.*



*Detail of the proposed land uses and street network along the East Historic Columbia River Highway near the Sandy River.*

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**Troutdale Town Center Plan  
Local Street Network**

**FIGURE  
3**

To achieve a pedestrian orientation, it is important that the study area be served by a network of local streets. The plan diagram prepared for the design charrette includes an illustration of a potential network of local streets through the area. A new north-south street is proposed to extend north from S.W. Sturges Drive into the study area. This street would link with a network of streets connecting with S.W. Halsey Street and the West Historic Columbia River Highway (see Figure 3, Local Street Network).

The proposed local street system is oriented generally in a north-south direction, with streets intersecting S.W. Halsey Street. The resulting grid pattern allows new residential development to be oriented to the north-south side streets, and avoids creation of lots whose rear yards face S.W. Halsey Street. As a result, buildings on corner lots will have their side yards facing S.W. Halsey Street, creating a pedestrian-friendly streetscape along S.W. Halsey Street and avoiding the "walled" effect typical of suburban collector streets lined by rear fences.

A new east-west street is proposed through the Columbia Gorge Factory Stores to connect with the sewage treatment plant site. Additional linkages to this area include a trail system along the river and a pedestrian bridge connection from downtown across the railroad tracks.

### **Subdistrict Details**

Details for various subdistricts were prepared as part of the charrette process. The general plan map included conceptual street patterns through the study area. Details are described below.

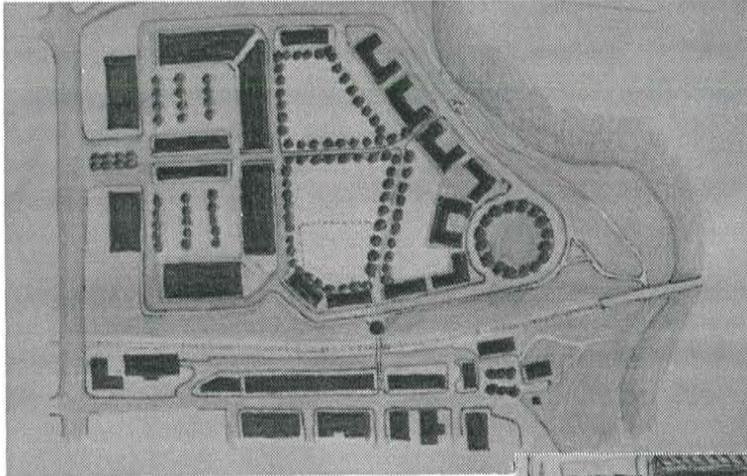
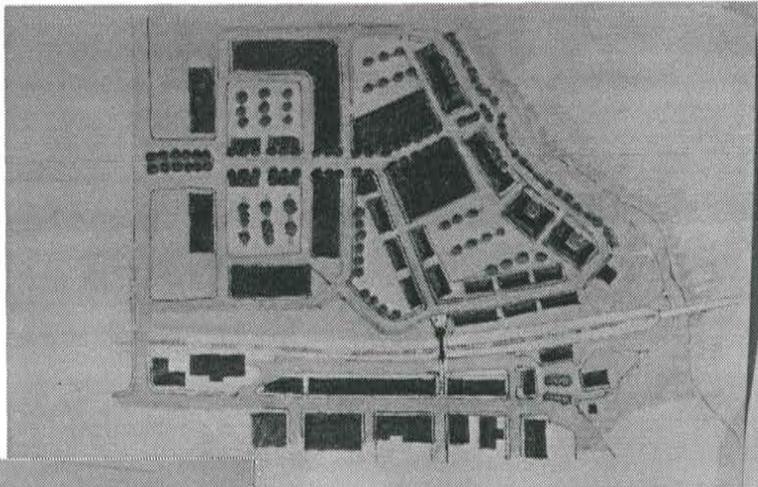
#### Columbia Gorge Factory Stores/Treatment Plant Site/Downtown

Two site plan concepts were prepared for the Columbia Gorge Factory Stores/treatment plant site. One concept assumed removal of the treatment plant; the other assumed the plant would remain, with modifications. Both of the detail plans assume extension of a new street through the Columbia Gorge Factory Stores, with development of offices and housing along the river; a trail system along the river, linking with the train station downtown; and a pedestrian connection at Harlow from downtown to the Columbia Gorge Factory Stores. In the downtown area, a new small building on a site at S.E. Kibling Avenue will help to continue the storefront pattern along the street and enclose the space near the train station (see Figure 4, Columbia Gorge Factory Stores Details).

#### West Historic Columbia River Highway/S.W. 257th Avenue/S.W. Halsey Street

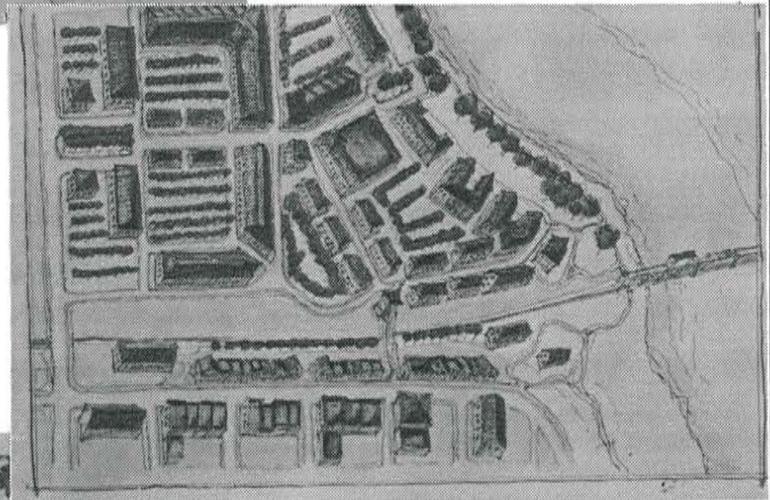
The site plan for this subdistrict depicts new residential and new commercial/mixed-use development, showing new residential development east of S.W. 257th Avenue and north of 4th Street. This concept diagram illustrates a transition of density from high (along S.W. 257th Avenue) to low (along S.E. 4th Street).

*Detail of a development concept for the treatment plant and Columbia Gorge Factory Stores site assuming removal of the treatment plant. Key features include extension of a street through the Columbia Gorge Factory Stores with new buildings fronting on the new street to create a main street effect. Mixed office and housing about a trail/park system along the river. A pedestrian bridge links the downtown and the Columbia Gorge Factory Stores.*



*Detail of the treatment plant site assuming the treatment plant remains and is capped. Housing and offices about the river.*

*Bird's eye image of the redevelopment concept for the treatment plant site.*



*Perspective of the north side of the East Historic Columbia River Highway in the downtown near the rail depot.*

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**Troutdale Town Center Plan  
Outlet Mall Details**

**FIGURE  
4**

The apartments depicted along S.W. 257th Avenue are built on a "U"-shaped courtyard design, which through its pattern of building massing along the street, reflects the massing of attached dwellings across the street, creating a compatible scale and rhythm along S.W. 257th Avenue. Throughout the subdistrict, densities and uses generally match similar uses across streets, and changes generally occur across rear property boundaries. This development concept--matching densities and uses across streets--is appropriate throughout the study area. (Note that the depiction of residential use on the site is for illustrative purposes only and is not intended to reflect a proposal for development. Following this charrette, it was determined this site should remain as retail commercial to provide a downtown location for a grocery store).

The site plan also depicts a proposal to realign the West Historic Columbia River Highway/S.W. Halsey Street intersection, shifting it south and west. With a street vacation, a new building site would be available to provide a visual termination for the western end of the downtown. To maintain the pedestrian character of the downtown, new buildings in the vicinity of the West Historic Columbia River Highway/S.W. 257th Avenue intersection should be designed with storefronts on the street (see Figure 5, West Historic Columbia River Highway/S.W. Halsey Street Intersection).

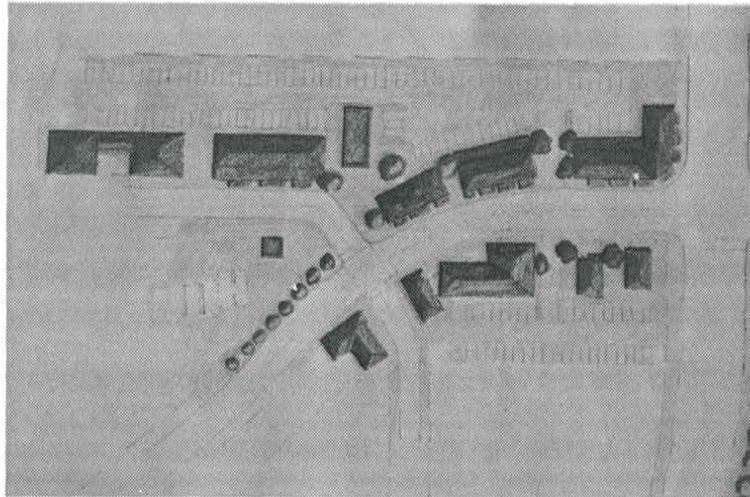
#### Residential Neighborhoods

A site plan and elevation of a proposal for attached housing at S.E. 6th and S.E. Dora Avenue is provided. The plan provides an example of how five dwellings could be designed to be compatible with existing single-family development. The plan locates parking along a common drive behind the units. Each unit has a separate, well-defined entry that faces the street. The design provides detail and articulation typical of surrounding single-family development (see Figure 6, Attached Dwelling Example).

Two illustrations of neighborhood centers along S.W. Halsey Street west of downtown were produced. The first diagram illustrates mixed-density housing with access from alleys and a neighborhood center/focal point provided by a church. The second diagram depicts a commercially-oriented neighborhood center with mixed-use residential development surrounding the center (see Figure 7, Neighborhood Centers).



*Detail of a residential development concept for the site between SE 4th Street and SE 2nd Street between S Buxton Avenue and SW 257th Avenue. The concept provides housing types that generally match similar housing types across the street with changes occurring along rear property lines. Courtyard apartments are provided along SW 257th Avenue with parking behind the residential street. Townhouses are provided east of the courtyard apartments.*

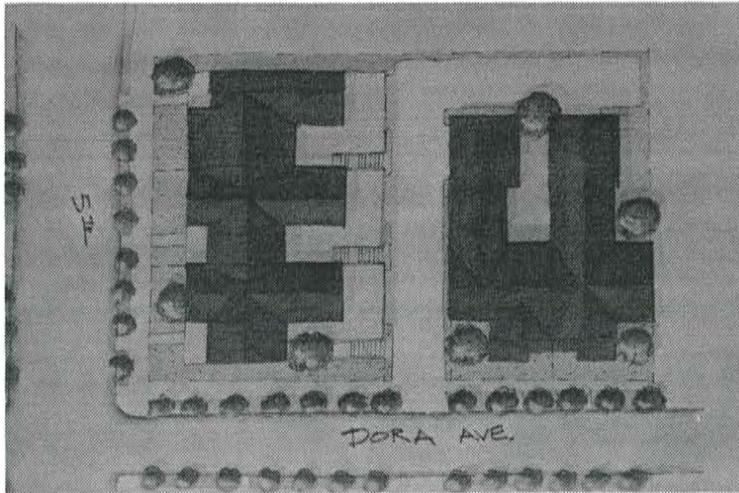


*Detail of the conceptual realignment of the intersection of the West Historic Columbia River Highway and SW Halsey Street. Vacation of the current right-of-way would allow construction of a building that could provide a visual termination point for the western end of the CBD. Note that new commercial and mixed use buildings would front on the street with parking behind.*

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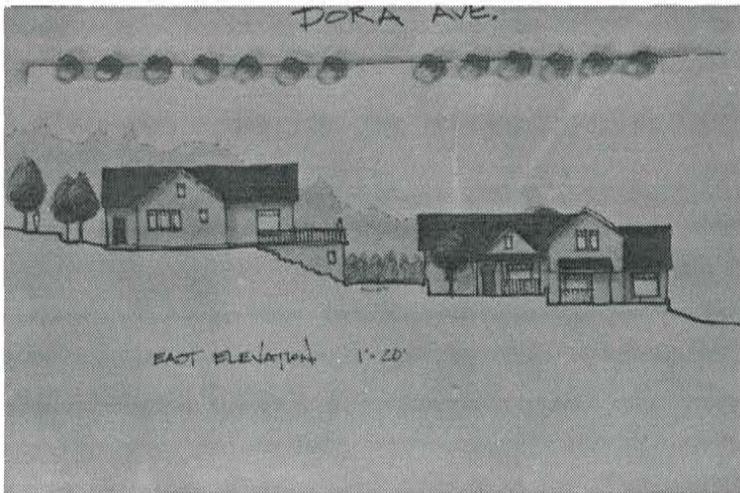
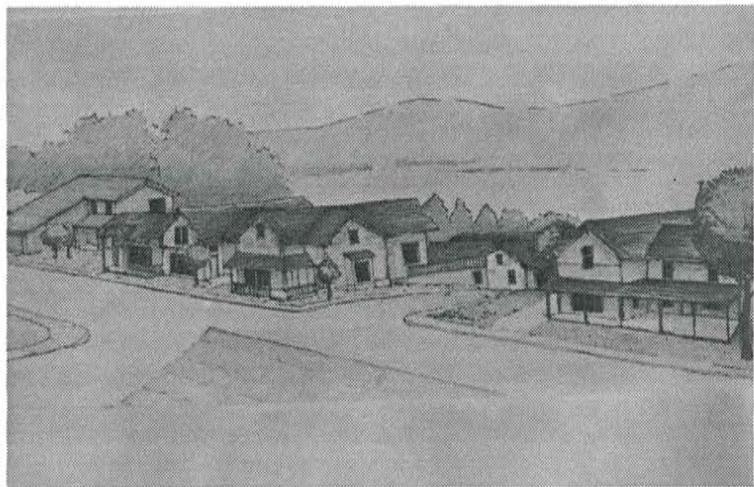
Troutdale Town Center Plan  
 Columbia River Highway/Halsey Street  
 Intersection

FIGURE  
 5



*Concept plan depicting five attached dwellings (a triplex and a duplex) on three existing lots at the corner of SE 5th Street and SE Dora Avenue. To fit with the historic character of the surrounding neighborhood, the dwellings would have front porches and parking located to the rear.*

*Elevation view from SE Dora Avenue.*



*Perspective of the attached dwellings, looking northwest.*

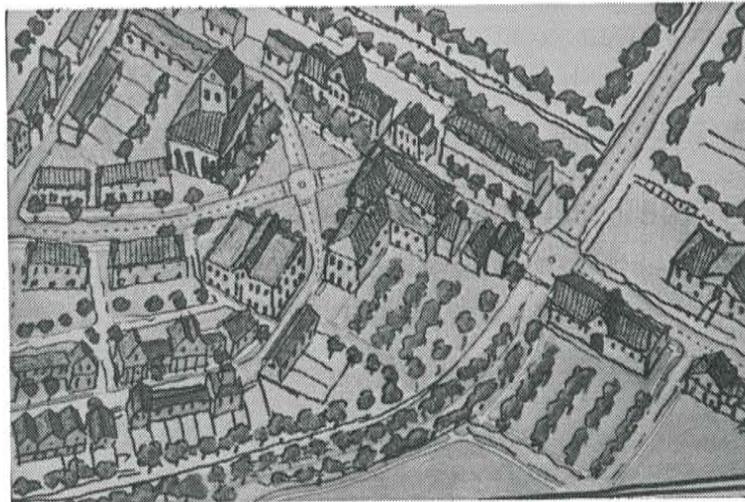
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Troutdale Town Center Plan  
Attached Dwelling Example

FIGURE  
6



*Bird's eye view of a neighborhood center concept along SW Halsey Street west of SW 257th Avenue. The center would include a church fronting on a community green space. Surrounding residential development is served by a network of streets and alleys.*



*Bird's eye view of a neighborhood center concept at the intersection of SW Halsey Street and the West Historic Columbia River Highway. The neighborhood center would include commercial buildings fronting on a community green that is bisected by the intersection.*

7961008 6/30/97

## Troutdale Town Center Plan Neighborhood Centers

FIGURE  
7



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## Implementation

## **IMPLEMENTATION**

In January 1997, the Town Center Task Force reviewed and modified plan concepts and a land use plan map that was based on the design charrette held in November 1996. Following the Task Force meeting, the concepts and map were presented to a joint meeting of the City Council and Planning Commission. The Council and Commission provided general approval of the concepts and the map for the town center area. Based on review and comments received throughout this process, suggested changes were incorporated and the plan map was revised (see Figure 8). Implementation strategies were then developed and refined.

This section includes the following implementation components:

### **Land Use Plan**

**Policy Strategies** - an explanation of the plan concepts and recommended strategies for implementation.

**Projects** - proposed projects needed to implement the town center plan.

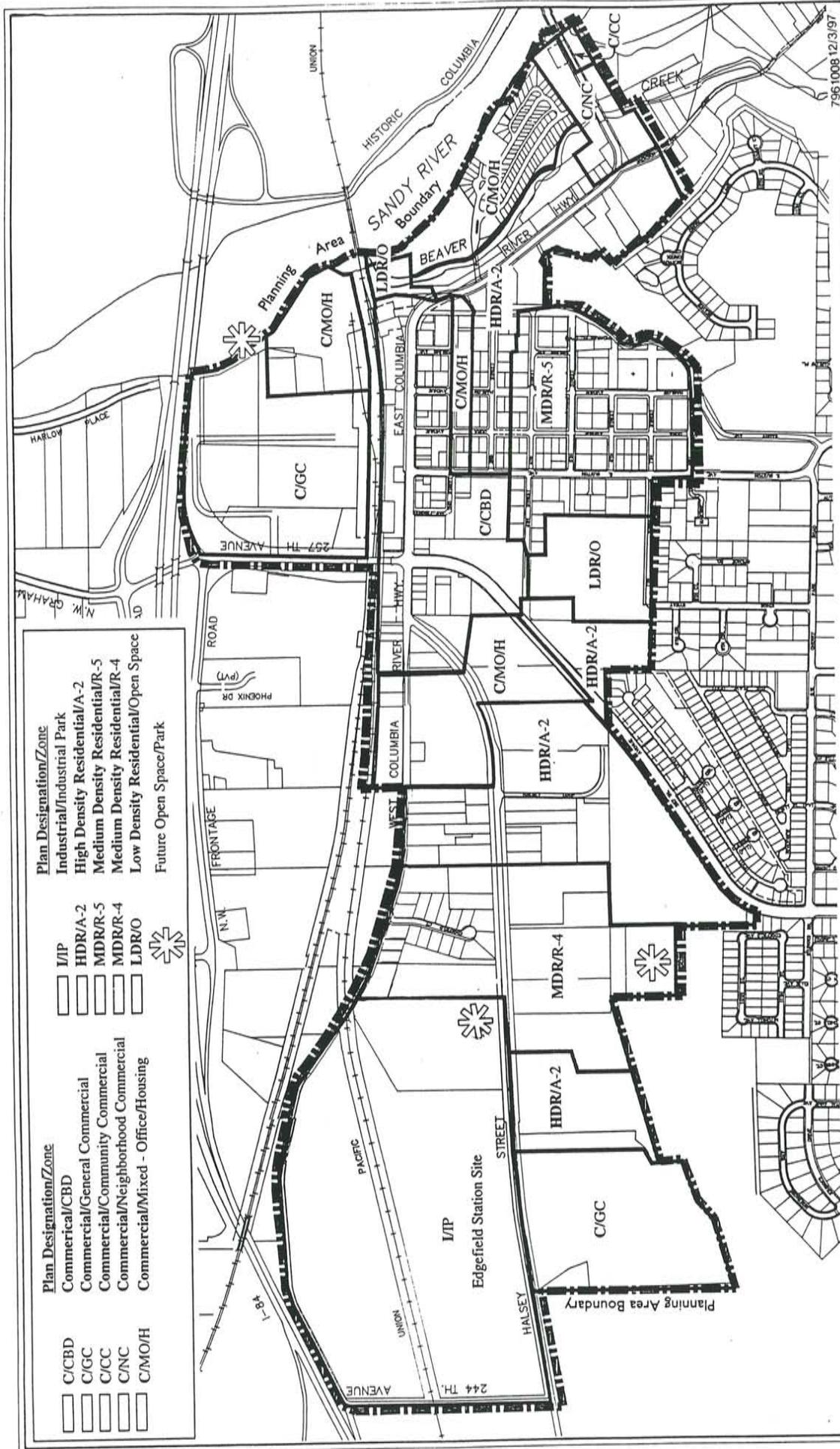
**Programs** - the programs and incentives that can be used by the City to implement the plan.

Each component is addressed on the following pages.

## **LAND USE PLAN**

The land use plan (Figure 8) is based on the concept plan and subsequent meetings with the Task Force and planning staff. A key feature of the land use plan is the concentration of retail activity in the CBD. The plan reduces the amount of CBD zoning to the east and west of the downtown and converts these areas to high density residential and mixed/office housing. Other key changes include changing an existing community commercial site on the west side of S.W. 257th Avenue to high density residential and the conversion of the Columbia Gorge Factory Stores and sewage treatment plant to general commercial. It is assumed the Edgefield Station site and adjoining industrial zoned lands will be developed in mixed use and high density residential. A summary of the changes in terms of acreage, projected employees, and projected population are included in the appendix of this plan.

The plan map designations shown in Figure 8 also identify associated zoning district designations. Each of the zoning districts identified in the town center land use plan is briefly described below.



Plan Designation/Zone	Plan Designation/Zone	Plan Designation/Zone
C/CBD	I/IP	Industrial/Industrial Park
C/GC	HDR/A-2	High Density Residential/A-2
C/CC	MDR/R-5	Medium Density Residential/R-5
C/NC	MDR/R-4	Medium Density Residential/R-4
C/MO/H	LDR/O	Low Density Residential/Open Space
	Star Symbol	Future Open Space/Park

community. As such, the plan has focused and reduced the amount of land designated as CBD. The current CBD zone within the Development Code provides the structure for implementation.

**GC - General Commercial** - This district is intended to be a broad commercial district allowing a variety of regional destination commercial uses. The Columbia Gorge Factory Stores and Edgefield Manor are general commercial uses that fit in this district. The existing general commercial zone provides a basis for implementation.

**CC - Community Commercial** - This district is intended to provide a broad range of commercial uses. The plan recognizes select areas along the East Historic Columbia River Highway as community commercial.

**NC - Neighborhood Commercial** - This district is intended to provide local commercial opportunities serving the surrounding neighborhood. The plan includes a neighborhood commercial site along the Columbia River Highway at the Sandy River. The existing neighborhood commercial zone can be used for implementation.

**MO/H - Mixed Office/Housing** - This district is intended to be an office, employment, and housing district with limited services and retail opportunities. It provides a transition from the CBD to surrounding areas. A new zoning district needs to be developed to implement the district. It would apply to areas that are planned primarily for commercial office use.

**MDR - Medium Density Residential** - Medium density residential areas on the plan correspond to the R-4 - Attached Housing District and the R-5 Single-Family District. The area surrounding S.W. Edgefield Court would change from high density residential to medium density residential under the plan.

**HDR - High Density Residential** - High density residential areas on the plan correspond to A-2 Apartment Residential. New HDR areas are proposed east and west of the downtown and adjacent to McMenamins Edgefield.

**IP - Industrial Park** - The Edgefield Station is shown as IP on the plan. The planning processes recognized the planning efforts that are on-going to create a mixed use development at the Edgefield Station site. It is assumed that the Edgefield Station site ultimately will be redesignated for mixed use according to a master plan developed specifically for the site.

**Open Space/Park** - This district recognizes current park land.

**Future Open Space Park** - This designation identifies locations where future parks are needed. Parks along the Sandy River and south of S.W. Edgefield Court also provide future neighborhood center locations.

## **POLICY STRATEGIES**

Policy strategies are based on the goals and concepts that were used to develop the concept plan and the proposed land use plan. This section summarizes each of the plan concepts and provides the implementation strategy for the concept.

### **I. Town Center Concepts - Region 2040 Program/General Concepts**

#### **A. Population and Employment Densities of 40 Persons Per Acre**

**Concept:**

The population and employment density of a town center should be about 40 persons per acre.

**Purpose:**

A town center requires enough people living, working and shopping within a comfortable walking distance to make the town center thrive.

**Implementation Strategies:**

- In addition to the Central Business District, permit residential development in commercial districts within the town center area, subject to the density provisions and standards of the A-2 Apartment District.
- Redesignate selected commercially zoned areas for residential development or mixed office/housing development, i.e., the promenade area of the CBD along the Sandy River and the Community Commercial area along S.W. 257th Avenue.

#### **B. Shopping and Services to Meet Local Needs**

**Concept:**

The scale of commercial development in the town center should be suited to the needs of the surrounding neighborhood, rather than attracting from a large, regional market.

**Purpose:**

Reductions in travel demand are achieved by enabling more people to meet many shopping and services needs close to home. More errands can be accommodated by foot or by transit, reducing traffic congestion.

**Implementation Strategies:**

- Focus retail commercial development in the town center core, and except for expansion of the Columbia Gorge Factory Stores, do not allow large-scale commercial developments to locate nearby.
- Limit the size of new commercial uses to avoid big box type development.

**C. Employment Opportunities for Area Residents**

**Concept:**

Within a town center, land should be zoned to accommodate offices, light manufacturing compatible with the town center's urban mixed-use character, and other businesses that can provide jobs for local residents.

**Purpose:**

Employment in the town center provides job opportunities for local residents, and helps to concentrate activity near retail and service businesses. Within the town center, workers can get errands done by foot or by transit, reducing traffic congestion.

**Implementation Strategies:**

- Provide office employment opportunities in the town center area.
- Create a new mixed office/housing zone within selected areas designated commercial on the Troutdale Comprehensive Plan Map.

**D. Housing Densities to Support the Town Center**

**Concept:**

Provide for residential development at densities that create sufficient market demand to support neighborhood businesses.

**Purpose:**

It is important that enough people live close to the town center to provide a sufficient local market base for its shops and services. Without this concentration, a healthy, mutually supportive relationship is difficult to achieve.

**Implementation Strategies:**

- Allow attached single-family housing and townhouses in the R-5 single-family zone provided units maintain a single-family character. Create design standards for new attached housing.
- Maintain a height limit of three stories within the town center and to encourage compatibility with existing development patterns

## **II. Town Center Concepts in General**

### **A. Public Spaces - Pedestrian Plazas/Public Squares**

#### **Concept:**

A public plaza or square provides a focus for the town center.

#### **Purpose:**

A large part of a town center's appeal is its ability to serve as a comfortable community gathering place. Public plazas and squares serve this role.

#### **Implementation Strategies:**

- Continue to support development and maintenance of the public plaza in the CBD.
- Create a pedestrian plaza/park along the Sandy River at the termination point of this new street through the Columbia Gorge Factory Stores.

### **B. Focal Points - Gateways/Towers**

#### **Concept:**

Call attention to key locations with landmark features such as gateways or towers.

#### **Purpose:**

For nearby residents as well as visitors, key landmarks provide a sense of orientation and identity. They indicate arrival at a distinct place, and help people recognize important sites within it.

#### **Implementation Strategies:**

- Use public projects such as parks and public plazas to define focal points within the community.
- Use design guidelines to define districts such as the downtown. The current downtown plan creates a strong character for the downtown through the use of design standards.
- Establish a policy to create neighborhood parks in the town center area.
- Implement the gateway concepts of the current downtown plan.

## **C. Pedestrian-Oriented Streets**

### **Concept:**

A town center is a comfortable and convenient place to walk. Streetscape design with on-street parking, landscaping, and street furniture protects and accommodates pedestrians, minimizes conflict with automobile traffic, and calms traffic.

### **Purpose:**

To thrive, a town center must create an active and lively street environment where pedestrians can promenade, shop, rendezvous, and relax.

### **Implementation Strategies:**

- Revise the current downtown plan to eliminate the plan's stated auto-oriented focus of Subarea A (Note: the current downtown plan includes four subareas).
- Expand the downtown design guidelines of the Subarea D for all areas within the CBD.
- Establish design guidelines for commercial, high density residential, and mixed use areas that include the following:
  - Site commercial and mixed-use buildings adjacent to the sidewalk.
  - Discourage/prohibit parking between buildings and the sidewalk or street.
  - Encourage on-street parking to provide a buffer between the sidewalk and street.
  - Provide pedestrian scale improvements (pedestrian lighting, monument or overhanging signs).
  - Provide windows for shopping on major pedestrian streets.
  - Provide awnings for protection from weather.
  - Provide pedestrian furniture.
  - Provide pedestrian gathering places (plazas or parks).

## **D. Pedestrian Connections to Surrounding Neighborhoods**

### **Concept:**

A connected network of streets and accessways provides direct walking paths to the town center, encouraging people to walk there.

### **Purpose:**

To reduce automobile dependency, the town center must be easily reachable on foot by residents of surrounding neighborhoods.

### **Implementation Strategies:**

- Require all new development to create pedestrian connections to neighborhood centers or to the town center.
- Coordinate with the Parks Department to acquire trails where identified on the plan.

## **E. Mix of Uses**

### **Concept:**

A diverse mix of complementary uses and activities adds to the vitality of the town center.

### **Purpose:**

Activity on the streets and in the public squares throughout the day maintains a healthy sense of urban vitality. At night, the presence of upstairs residences maintains surveillance over the street, contributing to safety at all hours.

### **Implementation Strategies:**

- Allow residential development in all commercial zones. This can be accomplished by allowing residential development above, behind, or in conjunction with commercial development.
- Develop a new mixed office/housing zone
- Allow shared use of parking for mixed uses where parking demand is complementary.

## **F. Transit Service**

### **Concept:**

Enhance transit ridership by locating jobs and housing close to transit, to serve more people efficiently.

### **Purpose:**

A town center's traffic and parking needs can be reduced by transit service that effectively accommodates a share of the town center's travel demand.

### **Implementation Strategies:**

- Concentrate high-density and high-intensity uses along transit corridors.
- Require building orientation and street frontage design that accommodate pedestrians and transit riders.
- Provide shelters and stop locations where people can wait with dignity, sheltered from sun, wind, and inclement weather.
- Eliminate the auto-oriented focus of Subarea A in the current downtown plan.
- Reduce or eliminate minimum parking requirements for transit-oriented uses.

### **III. Town Center Concepts Specific to the Troutdale Design Charrette**

#### **A. Similar Uses Face Each Other Across Streets; Changes of Use Occur Across Rear Property Lines**

**Concept:**

Like kinds of residential structures consistently face each other across streets. In residential areas surrounding the town center, single-family residential homes are farthest from the commercial mixed-use core, lining both sides of the local streets. Closer to the core, a transition to higher-density structures - such as duplexes, rowhouses or townhouses - occurs across rear property lines. Where local streets intersect collector streets close to the core, duplex structures occupy the corner lots, providing a transition to the highest density buildings (garden apartments or condominium structures) across the collector street. These buildings should be oriented to the street in a way that reflects the scale and spacing of the duplex structures, creating a compatible, rhythmic street edge along the collector.

**Purpose:**

Locating structures of similar type and scale along both sides of a street creates blocks with consistency of streetscape and character.

**Implementation Strategies:**

- Locate residential zone boundaries along rear property lines rather than along streets.
- Use building form and scale to provide a gradual transition between low- and high-density residential blocks and to transition between residential and commercial use.

#### **B. Neighborhood Centers are Provided within Walking Distance**

**Concept:**

The design guideline for walking distance to a Neighborhood Center is 1,500 feet, just over one quarter-mile.

**Purpose:**

Neighborhood Centers provide a focus for each neighborhood. All residences should be within walking distance of a neighborhood center - park, commercial area, public building.

**Implementation Strategies:**

- Coordinate with the parks department to provide neighborhood parks within the town center area.
- Ensure that neighborhood commercial uses within the town center serve the needs of the neighborhood. Limit retail uses at the proposed neighborhood commercial center by the Sandy River. However, it is desirable to have a pedestrian linkage between this neighborhood commercial center and the central business district by means of a trail along the west bank of the Sandy River.

**C. Concentrate Retail in the Town Center's Core****Concept:**

A commercial "main street" district should be located at the heart of the town center, and should be focused in an area approximately 1,000 feet in length - the appropriate walking distance for a successful commercial area.

**Purpose:**

Maintain the concentration of activity needed to help a pedestrian Main Street thrive.

**Implementation Strategies:**

- Adjust the amount of retail commercial land in the town center to focus retail in the established downtown CBD.
- Allow expansion of the regional retail at the Columbia Gorge Factory Stores.
- Eliminate CBD zoning in the promenade area of the current downtown plan.

**D. Mixed-Use Development Provides a Transition from Commercial Uses to Housing****Concept:**

Locate mixed-use structures containing a combination of office and residential uses in areas immediately surrounding the commercial core.

**Purpose:**

Provide a good transition between the business district and surrounding neighborhoods.

**Implementation Strategies:**

- Require mixed-use structures to be designed at a pedestrian scale (limit height, bring buildings to the street).
- Require mixed-use structures to be designed in a residential style consistent with the surrounding area.
- Allow limited retail in the mixed-use area. Limit the square footage of permitted retail.

## **E. Open Spaces and Public Greenways**

### **Concept:**

A structure of public open spaces at key locations that serve local subdistricts helps create a unique character for each. In addition to pedestrian-oriented streetscapes, paths can be located in natural drainageways and other off-street locations.

### **Purpose:**

To provide open space and trail linkages.

### **Implementation Strategies:**

- Require protection of greenway corridors and open spaces in the course of development.
- Identify and designate open spaces and public greenways, and require that public access easements for pedestrian paths be created and recorded in the course of development.
- Seek opportunities for creating a pedestrian trail along the west bank of the Sandy River extending from Glenn Otto Community Park on the south to the Columbia River on the north.

## **F. Attractive Pedestrian-Oriented Streets**

### **Concept:**

Use alleys to locate garages and vehicle access at the rear of residential lots and buildings.

### **Purpose:**

Provide a pedestrian street frontage that is relatively uninterrupted by driveways and offers more on-street parking.

### **Implementation Strategies:**

- Revise subdivision standards to encourage the use of alleys for vehicular access.
- Create a policy that states alleys are the preferred means of access to new residential development in the town center area.
- Require garages to be set back beyond the front of the house.

## **G. Avoid Walled Streets**

### **Concept:**

Local streets should intersect collectors, with corner structures oriented to present their side yards to the collector.

**Purpose:**

Lots should not be located so that rear yards are adjacent to collector streets, producing a dead corridor faced by rear fences.

**Implementation Strategies:**

- Do not allow tall fences along the street edge. Fences adjacent to streets should be no greater than 3.5 feet high.
- Allow intersection spacing consistent with requiring development with side yards fronting on collector streets.
- Orient buildings to the streets.

**H. Terminate Vistas by Locating Significant Buildings or Landmarks along Key Corridors**

**Concept:**

Major roadways inherently frame views of whatever lies ahead along the corridor's sight line. Locating important civic buildings, landmarks, plazas, public art, or other highly visible features at key points reinforces the perception of defined boundaries for neighborhood districts, as well as providing orientation cues.

**Purpose:**

Terminated vistas provide a more attractive, pedestrian-oriented environment.

**Implementation Strategies:**

- Identify specific locations for treatment as landmark sites.
- Adopt design standards or guidelines to require that development of landmark sites respond to the visual importance of the site.
- Develop a standard that new streets should be no longer than 1,200 feet without a jog, a deflected view, or a point of termination.

**I. Limit Off-Street Parking**

**Concept:**

Reduce the need for off-street parking and its visual impacts.

**Purpose:**

Decrease vehicle trips and encourage intermodal use.

**Implementation Strategies:**

- Reduce off-street parking requirements.
- Move parking behind or beside buildings.
- Encourage on-street parking to provide a buffer between the sidewalk and street.
- Encourage alley access to parking areas.
- Adopt a maximum parking requirement.

## **J. Accommodate A Major Grocery**

### **Concept:**

Based on preliminary market research, there appears to be potential demand for a multi-tenant planned retail development comprising anywhere from 60,000 to 150,000 square feet. In addition to grocery, other tenants are likely to include pharmacy/variety, hardware, video, bank/ATM, deli/restaurant/bakery, and card shop.

### **Purpose:**

Serve local shopping needs.

### **Implementation Strategy:**

- Encourage development of a grocery in the CBD along S.W. 257th Avenue at 2nd Avenue.

## **PROGRAMS**

A variety of programs and incentives are available to assist with implementation of the Town Center Plan. Program responses include financial incentives, regulatory modifications, operational changes, financial incentives, and education. Each of these categories is discussed below. Not all programs listed below will be appropriate for use in the Troutdale Town Center area. The community should evaluate each program or incentive and apply those, which are best suited given financial capabilities.

### **I. Financial Incentives**

Financial incentives can be achieved by reducing the cost of development or by stimulating market demand.

#### **A. Reducing the Cost of Development**

##### **1. Fee/SDC Waivers or Reductions**

Waiving or reducing application and hook-up fees provides direct savings to the applicant, which can provide additional encouragement for developers and/or owners of key development parcels. Waiving or reducing systems development charges (SDC's) in areas with existing infrastructure and capacity can reduce development costs. This method is best focused in infill areas where the costs of existing infrastructure and capacity have already been paid. It would not apply where infrastructure upsizing would be required to serve new infill development.

##### **2. Improvement Districts**

Local improvement districts (LIDs) can provide infrastructure improvements in areas where new development is being restricted by substandard improvements and where the market cannot absorb the improvement costs. Using LIDs to create access and/or utility improvements for a group of infill lots in the S.W. Halsey Street area can make development of all the lots more affordable. The LID process also offers a realistic method of financing the completion of full-street improvements after a half-street is installed. The method of assessment may be dependent upon the level of access provided.

##### **3. Special Incentives for Mixed Use**

As experience in Portland indicates, it is very difficult to make mixed use projects (e.g. retail at ground floor with residential above) financially feasible without some form of public subsidy. Need for financial incentives may be even more pronounced in an area such as Troutdale, where rents achievable will be below those available in more established, high density, and heavily trafficked urban centers.

A variety of options are available to consider. Each carries its own advantages and disadvantages; Troutdale will need to select the mix most appropriate to its situation and

opportunities:

- Public role in land assembly and sale of land at a discounted price. This might be focused on a limited number of high impact sites, such as east of the Columbia Gorge Factory Stores, the intersection of West Columbia Highway with S.W. Halsey Street, and the existing downtown core.
- Use of tax increment financing. This mechanism was being re-established, for example in Portland, despite the shake-out after Measure 5; viability of this funding approach is again in doubt due to Measure 47.
- Formation of economic improvement district (EID)/local improvement district (LID). Assessments to property owners provide a means to assure that those most benefited from public investment participate in funding. The districts can be difficult to form and administer, especially in the wake of Measures 5 and 47, and/or in situations where the cost of improvements significantly exceed perceived benefits to owners within the district.
- Tax exempt revenue bonding and tax credit developments. These techniques are often applied for development of multifamily housing serving low- to moderate-income residents.

In the absence of financial incentives, condominiums generally will support higher project values (and cost) than market rate rentals when mixed use is involved. We view condominium development with mixed-use projects as being far more feasible than rental product — unless some combination of financial incentives such as those identified above can be made available.

#### **4. Developer "Pay-Back" Method**

Where a developer has the ability to extend services that will in the future serve other parcels or areas, a cost recovery agreement allows the City to collect fees from future developments as they occur and reimburse the developer. This method encourages developers to make investments in infrastructure that will provide a reimbursement as infill occurs. For example, this "Pay Back" method may be useful when the City prefers a full-street rather than a half-street improvement, or when utility systems must provide additional capacity to serve future planned extensions outside the developer's project area.

#### **5. City or Non-Profit "Pay Back" Method**

The City or a non-profit organization, rather than a developer, can pay the up-front cost or provide financing for extended services or improvements. As new properties develop, they would pay their fair share of the improvements to the City or the non-profit organization.

#### **6. Public Investment Area**

Public Investment Areas (PIA's) define the geographic boundaries where the City will

provide the major public infrastructure, such as water and sewer trunk lines, pump stations, and major storm sewer lines. In the PIA, developers need only provide the infrastructure that serves their development; they do not bear the costs of major line extensions. Outside the PIA, developers must pay for all trunk line extensions. The difference in infrastructure costs encourages development in the PIA. Additionally, the City can selectively assume some or all types of infrastructure costs to reduce costs of development. This could include alley paving, sewer/water hook-ups, and/or utility upgrades. These expenses can be justified by the savings from more efficient use of existing infrastructure compared to conventional urban sprawl.

## **7. Tax Increment Financing (TIF)**

Tax increment financing (TIF) provides dedicated public funds for planned physical improvements in a specified area. The process requires establishment of an urban renewal district and an urban renewal board. Tax increment funds accumulate through increases in property values in the renewal district; the renewal board freezes current tax revenue at its present level within the renewal district, then retains incremental increases in revenue that result from rising assessed values within the renewal district. These proceeds are dedicated to improvement projects within the renewal district.

## **8. Assemble Development Parcels**

Where several individual parcels need to be assembled to create a development site, a public agency such as an urban renewal agency or economic development corporation can negotiate and enter into purchase option agreements with individual property owners. These interests can then be transferred to a developer. Urban renewal and tax increment financing techniques can also be used to assist in this process.

## **B. Stimulate Market Demand**

### **1. Provide Technical Assistance for Mixed Use Development**

Increasing Troutdale's Town Center densities to Hawthorne Boulevard-type density of 40 persons per acre will be met with developer skepticism and resistance unless the feasibility of prototypes suitable to the market can be clearly demonstrated. The City may want to consider the following services made available at no cost or low cost:

- Assist with design of mixed-use prototypes supportive of town center concepts.
- Prepare financial *pro formas* demonstrating that mixed-use development can achieve a satisfactory rate of return to investor equity at a Troutdale location.

### **2. Demonstration Projects**

New mixed use town center development will not occur unless owners, developers, and lenders are convinced there is a market for this type of development. Creating market

demand can be accomplished through the use of demonstration projects. One to two demonstration projects may be needed for each type of development (i.e., residential, commercial, office). These could involve several elements including: (1) customer survey/focus group sessions to test project concepts on potential customers; (2) obtaining advance tenant/purchaser commitments for demonstration projects; (3) pre-qualifying borrowers/tenants; and (4) sponsoring a contest (e.g., a drawing for the first house or unit).

### **3. Provide Loan Guarantees**

Providing loan guarantees for mixed use or infill projects in areas where the market is not supportive of new development can free up funding for developments that otherwise might not occur.

### **4. Revolving Loans**

The City can directly provide revolving loan funds for infill projects. Because of the ability to attach specific eligibility requirements for such funds, this technique is especially useful where attention to detail is required for compatibility of infill development in historic neighborhoods.

## **II. Regulatory Modifications**

### **A. Reduction or Elimination of On-site Parking Requirements**

Metro is proposing maximum ratios for on-site parking. The City could take this approach further by eliminating any minimum on-site parking ratios. Let the market (i.e., lenders) determine minimum need up to the maximum allowable ratios. Maximum parking ratios should not apply to on-street parking, which hopefully could be encouraged with appropriate street modifications throughout the town center.

### **B. Narrower Streets and Accessways**

Targeted development can be encouraged by allowing narrower streets and accessways in town center area projects, which tends to reduce development costs and provide greater flexibility in site development

### **C. Reduced Setbacks**

Reducing setbacks to allow more units and/or building square footage can provide a strong development incentive by providing greater flexibility in site development. Zero lot-line and attached housing also offer innovative approaches.

### **D. Higher Densities**

Allowing additional units (i.e., accessory or "mother-in-law" apartments) in single-family zones can produce modest density increases without causing dramatic changes in neighborhoods. Standards for the additional units need to maintain the character of the existing neighborhoods.

### **E. Half-Street Improvements**

In special circumstances, the use of "half-street" improvements encourages development by allowing a property owner/developer to construct a portion of a public street to serve new development. This strategy may be appropriate where the development pattern includes many small parcels and street connections are important. Generally, a half-street improvement will require approximately 20 feet of pavement (fire access) along the edge of a property with the remaining street section to be provided by future development on the abutting property. A factor in allowing half-street improvements is the timing and financing for improving the second half of the street.

## **III. Operational Changes**

### **A. Expedited Review**

Expedited staff review can encourage town center development by assuring a timely approval and eliminating uncertainty in the approval process. This requires clear and objective administrative standards and fewer opportunities for appeal.

#### **1. Streamlined Review**

Streamlining of staff review for town center development projects can be accomplished by resolving issues at pre-development meetings. These meetings give the City and the applicant the opportunity to discuss development standards and the requirements for approval. Pre-development meetings encourage a streamlined review process by clearly setting forth application requirements.

#### **2. Time Commitment for Review**

The City can pass an ordinance committing to a maximum administrative approval time for town center development. This will provide developers with benefits in time and costs for targeted projects. In addition, an illustrative critical path schedule could be prepared. The

critical path would demonstrate the process and timing for development review.

### **3. Elimination of Hearings**

The elimination of public hearings, where possible, reduces uncertainty in the approval process and can encourage redevelopment. This is especially true if a similar application for a non-town center development would require a public hearing. To implement such a program, an administrative site plan review process with clear and objective development standards is required.

### **4. Clear Standards**

The use of clear and objective standards will allow administrative decisions to be made efficiently. Standards that are clearly written and do not require the exercise of discretion by staff can eliminate the need for public notice and hearing requirements. These standards should be made readily available to applicants to provide certainty in the approval process.

#### **B. Administrative Variances or Adjustments**

The creation of administrative procedures for minor variances in development standards, often referred to as "adjustments," can help an applicant get approvals in a timely way without committing substantial resources to a project. However, any variance or adjustment process introduces uncertainty and should only be relied on to handle exceptional cases. For example, using a 10% dimensional rule for varying "clear and objective" standards such as setbacks provides an easy guideline for such minor adjustments.

#### **C. Designation of an Ombudsman**

The designation of an ombudsman, or advocate, to coordinate with different City Departments in the approval process for town center developments can demonstrate a City's desire to promote targeted development. An ombudsman also helps applicants track the permit process. This person also can be available to prospective applicants to provide information and design assistance including geologic studies, traffic studies, historic compatibility issues, or other information required for permit approval.

#### **D. Specific Development Plan**

The specific planning process is a public sector master planning process encompassing a number of properties. The specific plan--a detailed master plan for streets, lots, and utilities--is intended to guide the pattern of development in an area. The specific planning process involves property owners, developers, and neighbors in the process in order to reach consensus on development. Ideally, the process involves every property owner. A

key objective is to provide process certainty for both the development community and the neighborhood about the type of development that will occur. Implementation of the specific plan should include a streamlined administrative approval process for development meeting the plan. In the town center area, the area between S.W. Halsey Street and the Columbia River Highway is a prime candidate site for a specific plan.

#### **IV. Education**

##### **A. Maintain Parcel Information Base**

Maintaining a database of eligible parcels provides prospective developers with opportunities to seek out project sites and take advantage of special provisions for town center projects. This should also include notifications to the owners of the parcels that special development provisions are available should they decide to develop their property.

##### **B. Provide Prototype Information**

Desired development can be encouraged by showcasing town center projects in Troutdale or in other jurisdictions on a bulletin board or in handouts. This information can provide ideas for new applicants.

##### **C. Sponsor a Design Competition**

The City can select a specific town center parcel and sponsor a design competition for a development project on the property. The winning design can be made available to prospective developers as a cost-cutting measure to promote development of the property.

##### **D. Neighborhood Meetings**

Neighborhood meetings in areas with potential for higher density development can reduce or mitigate neighborhood opposition to increased densities by discussing the benefits of town center development (i.e., increased property values, reduced infrastructure costs, environmental benefits, design compatibility, convenient commerce, strong sense of place and public open space characteristics).

##### **E. Program Analysis**

The Program Analysis Matrix (Table 1) provides an evaluation of the effectiveness and appropriateness of the various programs and incentives listed in the previous sections. To ensure successful implementation of the Town Center Plan, the community should select a variety of programs and incentives. This will promote the town center on multiple levels and provide a diverse approach to implementation.

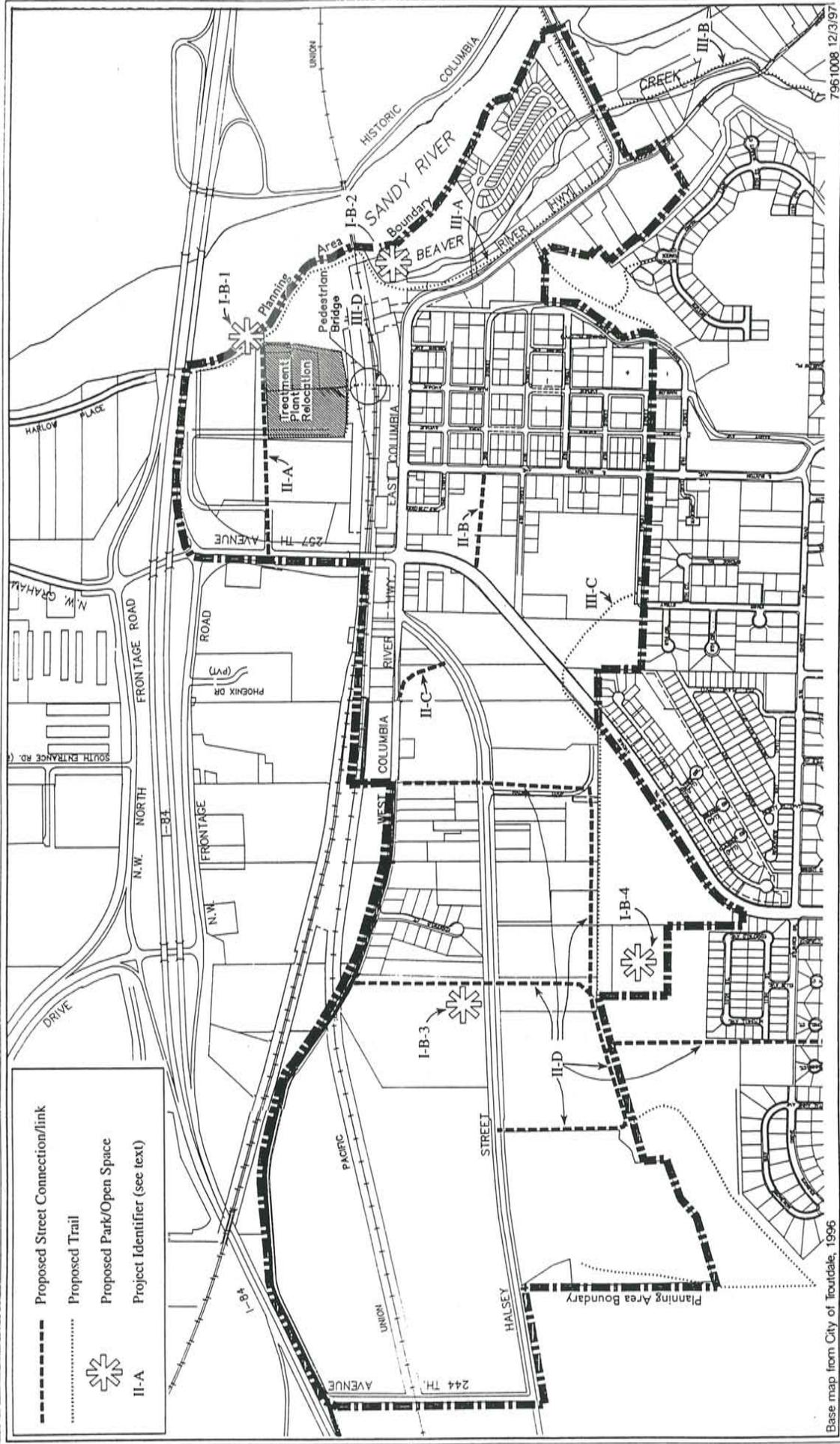
**Table 1. Troutdale Town Center Plan - Program Analysis Matrix**

June 30, 1997

	<b>Program/Incentive</b>	<b>Effectiveness</b>	<b>Public Cost</b>	<b>Private Cost</b>	<b>Level of Effort</b>
<b>Reducing the Cost of Development</b>	Fee/SDC Waivers or Reductions	●	○	○	○
	Improvement Districts	●	○	●	●
	Special Incentives for Mixed Use	●	●	○	●
	Developer "Pay-Back" Method	○	○	●	○
	City or Non-Profit "Pay-Back" Method	●	●	○	●
	Public Investment Area	●	●	○	●
	Tax Increment Financing (TIF)	●	●	○	●
	Assemble Development Parcels	●	●	○	●
<b>Stimulate Market Demand</b>	Provide Tech. Assistance for Mixed-Use Dev.	○	●	○	●
	Demonstration Projects	○	●	○	●
	Provide Loan Guarantees	●	●	○	●
	Revolving Loans	○	●	○	●
<b>Regulatory Modifications</b>	Reduce/Eliminate On-Site Parking Requirements	○	○	○	○
	Narrower Streets and Accessways	○	○	○	○
	Reduced Setbacks	○	○	○	○
	Higher Densities	○	○	○	○
	Half-Street Improvements	○	○	○	○
<b>Operational Changes</b>	Expedited Review	●	○	○	○
	Administrative Variances	●	○	○	○
	Designation of an Ombudsman	●	●	○	●
	Specific Development Plan	●	●	○	●
<b>Education</b>	Maintain Parcel Information Base	○	○	○	●
	Provide Prototype Information	○	○	○	○
	Sponsor a Design Competition	○	○	○	○
	Neighborhood Meetings	○	○	○	○

Legend:

- High
- Medium
- Low



Proposed Street Connection/link  
 Proposed Trail  
 Proposed Park/Open Space  
 Project Identifier (see text)

II-A  
 I-B-1  
 I-B-2  
 I-B-3  
 I-B-4  
 II-B  
 II-C  
 II-D  
 III-A  
 III-B  
 III-C

7961008 12/3/97

FIGURE 9

Troutdale Town Center Plan  
 Proposed Projects



0 600 1200  
 FEET

Base map from City of Troutdale, 1996

SRI/SHAPIRO/AGCO  
 INCORPORATED

## PROJECTS

The Town Center Plan process has identified a series of public improvement projects that are designed to implement plan objectives (Figure 9). The following general types of projects were identified and are described below.

### Facilities

- Street Improvements
- Pedestrian Improvements

A breakdown of cost estimates for the projects is included in the Appendix of the plan.

### I. Facilities

Key facility improvements include the relocation of the sewage treatment plant and park improvements.

#### A. Sewage Treatment Plant Relocation

The relocation of the sewage treatment plant is a critical element for the redevelopment of the downtown area. By relocating the treatment plant to the north of I-84, the City will create a new development parcel that can be used for commercial expansion and for new mixed use development along the river. Estimated cost: \$18,000,000.

Funding Strategies: General obligation bonds, water/sewer funds, urban renewal/tax increment financing.

#### B. Parks/Open Space

The Town Center Plan was based on the principle that neighborhoods should be pedestrian oriented and that residences should be within easy walking distance of a neighborhood center or focal point. A neighborhood park can provide an attractive amenity and a strong center for a neighborhood. The Town Center Plan includes future parks that provide focal points for surrounding residential areas. The plan identifies three locations for new parks:

1. Sandy River/End of the proposed street through the Columbia Gorge Factory Stores complex - This site would provide a key community amenity and focal point linking the Columbia Gorge Factory Stores to the river and avoiding mixed use development. Estimated cost: \$314,000.
2. Sandy River/South of the Railroad - This area provides a unique opportunity for river access and a linkage between the downtown and the mixed use/housing area proposed along the river to the north of the railroad. It also provides an opportunity for river access and linkage between the central business district and the neighborhood

commercial center at the Sandy River. Estimated cost: \$123,000.

3. Edgefield Station site - The proposed Edgefield station site includes a park location to southeast of the preliminary master plan. Estimated cost: \$688,000.
4. Tree Grove South of S.W. Halsey Street - An approximately 7-acre grove of trees is located south of S.W. Halsey Street midway between S.W. Halsey Loop and McMenamins Edgefield. The tree grove would provide a prime location for a large neighborhood park. Estimated cost: \$465,000.

Funding Strategies: Parks systems development charges, exactions/park land dedications, local improvement districts, county service districts, Metro open space funds.

## **II. Street Improvements**

New streets and street improvements are identified on the Transportation Network Diagram from the Town Center Plan (Figure 3). Identified improvements include:

### **A. Through the Columbia Gorge Factory Stores Complex**

A local street is proposed through the Columbia Gorge Factory Stores to access the sewage treatment plant site and proposed new development along the river. The street should be designed with on-street parking and provide the character of a "main street" through the existing mall. New mall development should orient toward the street. The street should terminate at a pedestrian plaza/park that would serve as a focal point for the area. Estimated cost: \$887,000.

Funding Strategies: Exactions, private developer funding, urban renewal/tax increment financing, general/obligation bonds as part of treatment plant relocation.

### **B. Third Street Extension**

Third Street should be extended west to connect with S.W. 257th Avenue to provide pedestrian, bicycle, and transit connections. Given the grade of S.W. 257th Avenue and winter conditions, vehicle access at this location requires further study. Vehicle access must be closely coordinated with Multnomah County, and if permitted, will likely be designed as a right-in/right-out intersection. The extension of S.E. 3rd Street will provide a better network of streets and an additional way of connecting the downtown with S.W. 257th Avenue. Estimated cost: \$490,000.

Funding Strategies: Exactions, private developer funding.

### **C. West Historic Columbia River Highway/S.W. Halsey Street Intersection**

The West Historic Columbia River Highway/S.W. Halsey Street intersection should be

reconstructed as a "T" intersection through the ODOT Highway Division maintenance yard. Relocation of the intersection to the west will allow vacation of the existing right-of-way to create a visual termination at the west end of the downtown. Estimated cost: \$500,000.

Funding Strategies: Urban renewal/tax increment financing, general/obligation bond, local improvement district, transportation systems development charges.

#### **D. North/South Collectors and Street Network**

A network of streets should be provided through the area between S.W. 257th Avenue and McMenamins Edgefield. Key street improvements would include two connections between S.W. Halsey Street and the West Historic Columbia River Highway. One connection should occur on the east side of the Edgefield Station site, and the second connection should occur north of S.W. Halsey Loop. South of S.W. Halsey Street, connections should create a grid network to serve residential development. A collector level connection should link S.W. Sturges Drive with S.W. Halsey Street. To avoid heavy use of this transportation connection it is envisioned that this street would be designed to include neighborhood traffic calming and traffic management features between S.W. Sturges Drive and S.W. Halsey Street. Estimated cost: \$5,320,000.

Funding Strategies: Exactions, private developer funding, transportation systems development charges.

### **III. Pedestrian Improvements**

Pedestrian improvements include trails and connections. Trail concepts prepared by the Parks and Recreation department have been identified. Key features include the following proposed improvements.

#### **A. Sandy River Trail/Columbia River Highway Trail**

A pedestrian trail is proposed along the Sandy River from I-84 to the railroad tracks. From the railroad tracks to the south, the trail should follow the Old Highway and cross the river. A more desirable but more difficult route would be along the west bank of the Sandy River between Depot Park and Glenn Otto Community Park. Estimated cost: \$211,200.

Funding Strategies: Exactions, private developer funding, urban renewal/tax increment financing, general/obligation bond as part of treatment plant relocation, transportation systems development charges, ISTEA funds.

**B. Beaver Creek Canyon Linkage to the Columbia River Highway Trail**

A pedestrian connection to the Old Highway is proposed along the Beaver Creek Canyon. Estimated cost: \$80,000.

Funding Strategies: Exactions, private developer funding, Metro open space funds, ISTEA funds.

**C. Helen Althaus Park to Edgefield**

A trail is currently being constructed through Helen Althaus Park. The trail should extend to the west, across S.W. 257th Avenue to the grove of trees south of S.W. Halsey Street. The trail would then extend along streets to McMenamins Edgefield. Linkages from Edgefield to Columbia park are also proposed. Estimated cost: \$140,000.

Funding Strategies: Exactions, private developer funding, Metro open space funds, ISTEA funds.

**D. Pedestrian Bridge - Downtown to the Columbia Gorge Factory Stores**

A pedestrian bridge over the railroad tracks is proposed to link the downtown with the Columbia Gorge Factory Stores. The bridge would extend north from S.E. Harlow Avenue. Estimated cost: \$1,500,000.

Funding Strategies: Exactions, private developer funding, urban renewal/tax increment financing, general/obligation bond as part of treatment plant relocation, ISTEA funds.