

Technical Memorandum #4

September 18, 2023

Project# 23021.043

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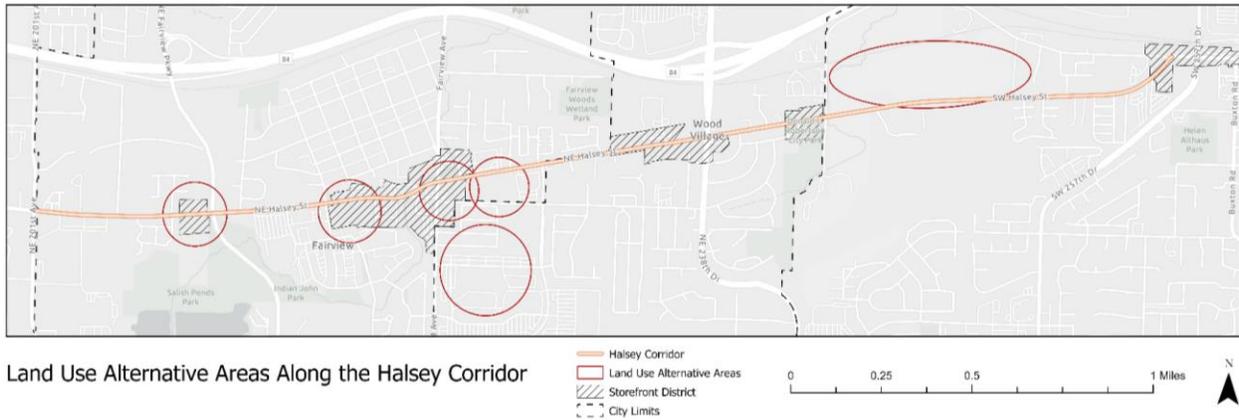
CC: Lewis Kelly, Oregon Department of Transportation

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

LAND USE AND TRANSPORTATION ALTERNATIVES

This memorandum includes a review and summary of potential land use and transportation alternatives for selected sites and segments along the NE Halsey Street corridor. This analysis builds upon previous land use and transportation alternatives analyses that were performed in earlier phases of the Main Streets on Halsey project. For the purposes of developing land use alternatives, the consulting team discussed potential alternatives with staff from each partner city. As a result, several properties along the corridor have been identified as key properties that may be potential candidates to target for rezoning or other land use and transportation interventions. The areas that each City should consider for land use alternatives and the site's relationship to streetscape improvements are shown in Figure 1 below.

Figure 1. Land Use Alternative Areas in Fairview, Wood Village, and Troutdale



Tech Memo #3: Alternatives Analysis presents alternative cross sections that could be applied to various segments along NE Halsey Street based on the existing or anticipated future context of the roadway (e.g., residential, commercial, open space, other). The cross sections are designed to improve access and circulation for people walking, biking, and taking transit, while considering the needs of motor vehicles, particularly truck traffic. Given that the cross sections vary based on the context of the roadway, the following land use alternatives could impact which cross sections are applied and where.

TROUTDALE

The City of Troutdale anticipates adopting the Storefront District by the end of 2023. The proposed location and boundaries of the Storefront District are shown Figure 2. Aside from adoption of the Storefront District, staff has indicated that the City does not anticipate any rezoning along the NE Halsey Street corridor in the near-term, and that identified “opportunity areas” will not necessitate rezoning. Opportunity sites were identified in the City’s 2020-2040 Town Center Plan and are intended to help catalyze the Troutdale Town Center upon development (or redevelopment). The location of the Town Center opportunity sites are shown in Figure 3, two of which – Opportunity Sites 4 and 5 – are located directly on NE Halsey Street.

Figure 2. Proposed Storefront District Boundaries in Troutdale

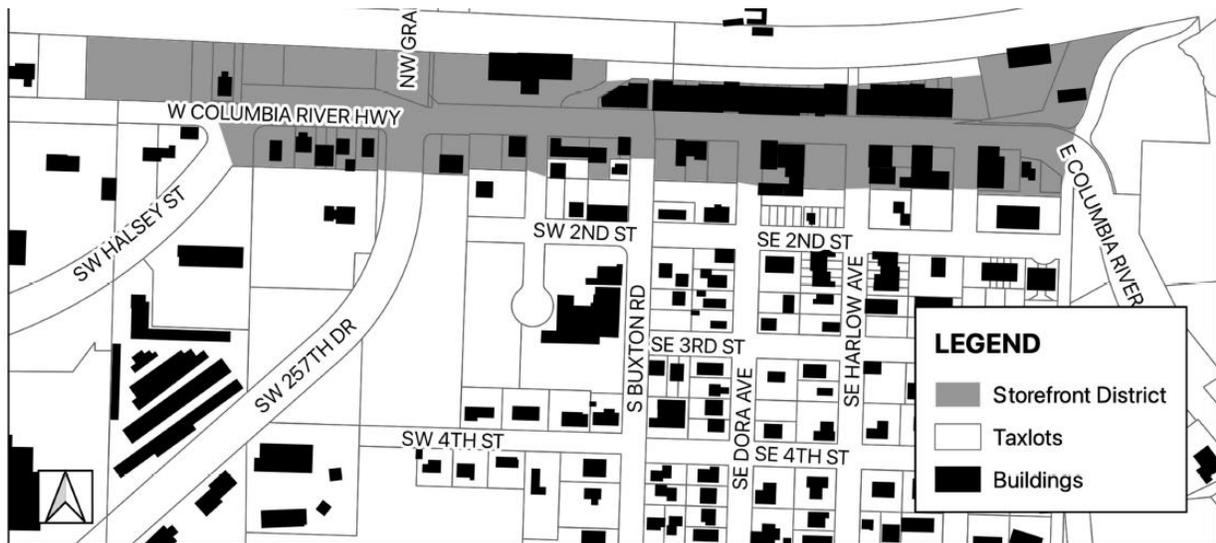
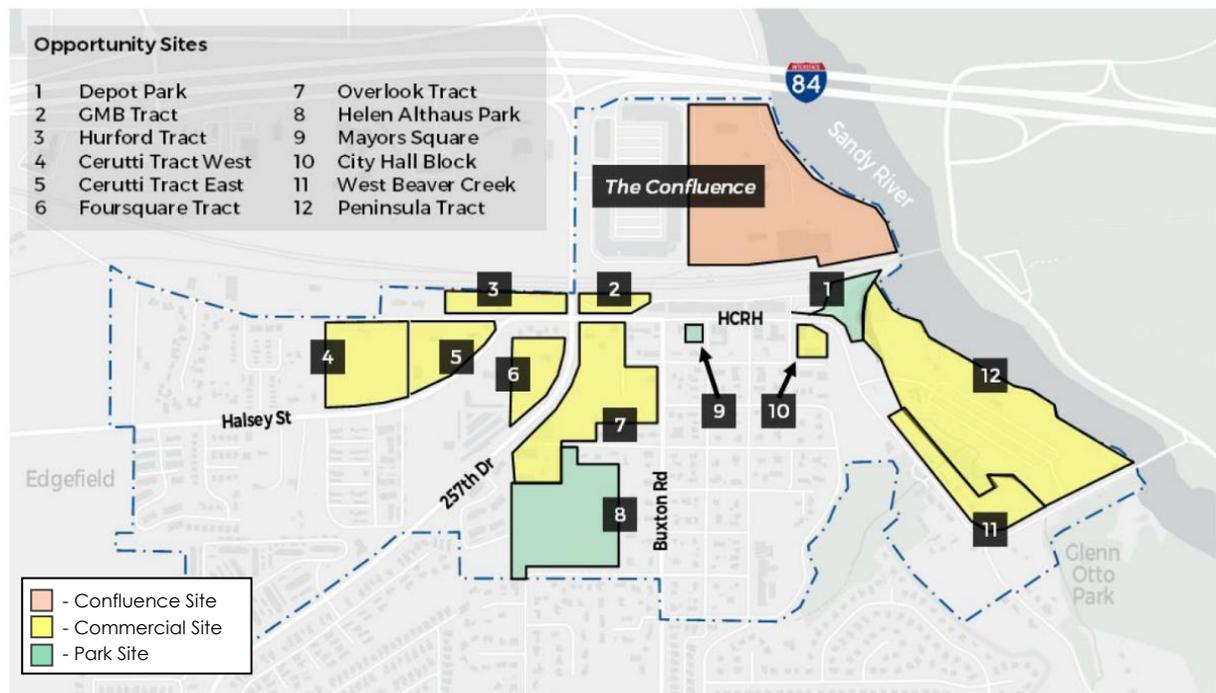


Figure 3. Opportunity Sites identified from the Troutdale 2020-2040 Town Center Plan



In addition, the City has expressed interest in evaluating different types of development opportunities along the segment of NE Halsey Street that is adjacent to the large properties owned by the McMenamins restaurant/hotel company, which are shown in Figure 4 below. The properties along the southern side of Halsey in this area are mostly developed as the existing Edgefield Manor complex and are the site of popular hotel, restaurant, concert venue, golf course and other facilities. The northern property, which is also owned by McMenamins, is undeveloped, and the stretch of Halsey that the McMenamins properties front is mostly unimproved. Although these properties are outside of the proposed Storefront District and Town Center Plan Boundaries, their proximity may present a development opportunity to extend the main street/storefront development pattern further west. Alternatively, the City and property owners may consider promoting other land use opportunities that may be compatible with the adjacent Town Center and Storefront district, such as commercial/retail or mixed-use residential. The property is zoned General Commercial (GC), which allows a range of commercial and retail uses – however, if the property owners are interested in developing housing in all or a portion of the site, they would have to undergo a zone change. Land use alternatives evaluated for this site include:

- **Retail/commercial use.** Retail and commercial uses would be consistent with the nearby proposed storefront district and these use types would complement activities that exist at the Edgefield Manor complex to the south. Specific commercial and retail opportunities that would be compatible with the area may include hospitality/leisure and entertainment or shopping activities. Commercial and retail uses should be oriented toward the street to help facilitate pedestrian activity and support a "main street" environment along NE Halsey Street.
- **Mixed use (retail/commercial and housing uses).** Mixed use commercial/retail development with a residential component would be compatible with the nearby McMenamins' entertainment/hospitality campus. For this alternative, the commercial and retail component should front NE Halsey Street and be oriented toward the street. Mixed use buildings that front NE Halsey Street should have ground floor commercial or retail, with residential uses in upper stories. Development located behind the strip of mixed-use buildings along NE Halsey Street likely would be high-density/multifamily residential development, which is generally a more compatible land use with mixed-use retail/commercial services.

The segment of NE Halsey Street is a designated bike route (has narrow bike lanes/road shoulders on both sides) and TriMet Bus Route 77 runs through this area (current bus stops are located near the entrance of the McMenamins Edgefield property). Potential development opportunities along this stretch of Halsey should incorporate street frontage improvements that include pedestrian and bicycle facilities, transit stop improvements, and pedestrian connections to the McMenamins developments to the north and south. This may include bus shelters at the existing bus stops, wide sidewalks to help engage active storefronts, and a protected or buffered bicycle lane on both side sides of Halsey. Shared-use paths may also be considered to maintain the rural nature of this segment of NE Halsey Street while providing continuous bicycle and pedestrian facilities. See *Tech Memo #3: Alternatives Analysis* for alternative cross sections that could be applied to the segment of NE Halsey Street adjacent to the McMenamins properties.

WOOD VILLAGE

The City of Wood Village adopted amendments to their Neighborhood Commercial (NC) zone to implement code updates for NE Halsey Street. With the recent code updates, the City is satisfied with the current zoning and land use patterns along the corridor. Staff has noted that the stretch of Halsey through Wood Village mostly consists of existing light industrial development, which the City is interested in preserving.

At this phase of the project, the City is mostly interested in street design recommendations for the corridor, as opposed to reviewing and evaluating alternative land use scenarios. The City is also interested in how street improvements along the corridor can be designed to accommodate future development and land use changes. The former Greyhound Park (Figure 5) may be developed into an entertainment facility in the near future, which the City anticipates will generate an increase in traffic volume on surrounding facilities. However, that site is outside the primary study area for this project and the team does not plan to identify or evaluate land use alternatives for that site. As a result, no land use alternative sites have been identified within Wood Village. In considering transportation alternatives, street design improvements for NE Halsey Street should consider traffic increases and other potential transportation improvements (e.g., multimodal facilities) to accommodate the proposed development of the former Greyhound Park. See *Tech Memo #3: Alternatives Analysis* for alternative cross sections that could apply to the segment of NE Halsey Street through Wood Village, which is primarily zoned for commercial uses.

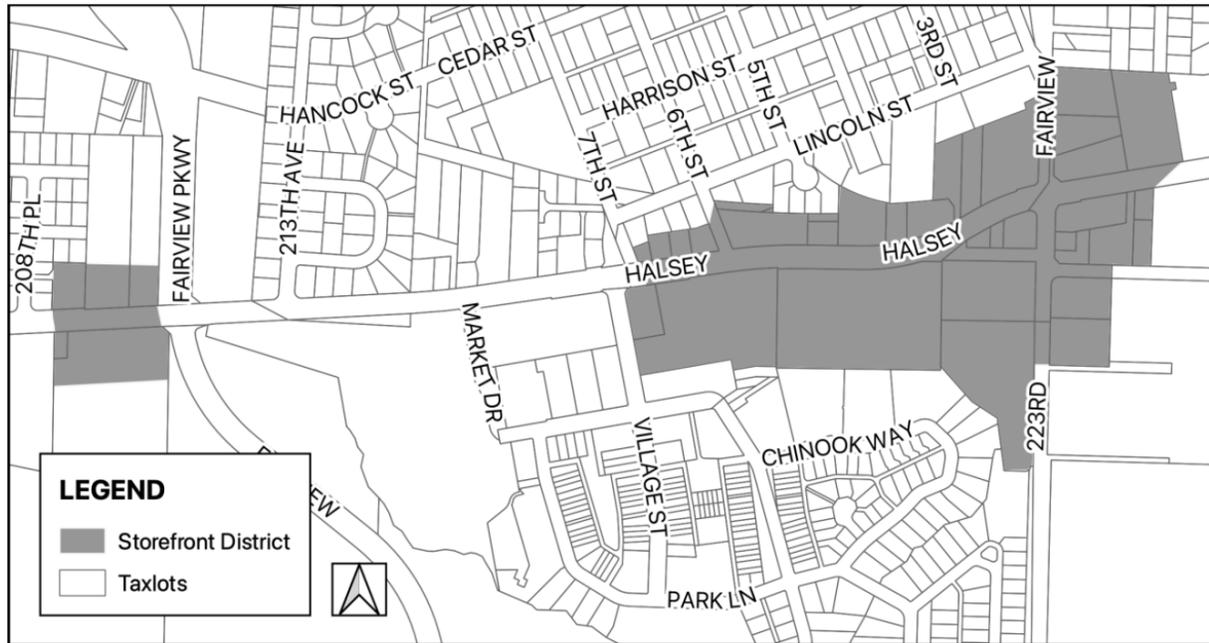
Figure 5. Former Greyhound Site in Wood Village



FAIRVIEW

The City of Fairview adopted amendments to their Town Center Commercial (TCC) zone to implement code updates for NE Halsey Street. Specifically, the City created a Storefront district subarea within TCC, which is intended to implement the Halsey Mainstreet design and development concepts. The location and boundaries of the Storefront Districts are shown Figure 6.

Figure 6. Fairview Storefront District



The City is considering development opportunities and alternatives for a handful of vacant properties along NE Halsey Street, most of which are located within the Storefront District. For the westernmost properties, the City is applying the Storefront District to integrate the surrounding land uses with a proposed bike/transit hub and roundabout at the Halsey-Fairview Parkway intersection. Land uses around this intersection and the potential roundabout will need to be developed with pedestrian and bicycle activity in mind. The TCC and Storefront District are primarily intended for mixed use development with the purpose to serve as a core area for community gathering, commercial activity, and employment opportunities. Specifically, the TCC zone allows the following:

- Most housing types, including single family, multi-family, and mixed-use development,
- Various public/institutional uses, including churches, government offices/facilities, schools, parks, and clubs/lodges,
- A range of commercial, retail, and hospitality activities, and
- Light manufacturing when in conjunction with retail (e.g., small-scale crafts, furniture, electronics, etc.).

The Storefront District is specifically intended to implement the Halsey Mainstreet Corridor land use and design concepts, which promote the District as a commercial and retail destination within a walkable environment. The Storefront District allows the same uses as the TCC zone with some limitations on residential uses, which include:

- Residential is only allowed as a part of a mixed-use development, and

- Housing on the street-level may occupy no more than 50% of the frontage along NE Halsey Street.

Considering the allowed uses in the TCC and Storefront District along with the neighboring land uses and zones, the sites shown in Figure 7 may be appropriate for the following types of development options:

- **Site 1:** Site 1 includes two properties and is currently vacant. The southern quarter of these properties is within the Storefront District (~1 acre), while the remaining three-quarters (~3 acres) are zoned TCC and outside of the Storefront District. Given the neighboring properties are zoned Residential (R) and are mostly developed as single-family detached homes, these properties may be most appropriate for medium density housing, which is more compatible with and capable of supporting commercial uses. Specifically, medium density residential should be located in the northern three-quarters of the site, and mixed-use development should be in the Storefront subarea with ground-floor commercial/retail and residential on the upper floors. The commercial/retail component of the mixed-use buildings should be oriented toward NE Halsey Street. Access to the residential uses should be provided from NE 208th Place to avoid disrupting the band of storefront/mixed-use development along NE Halsey Street.
- **Site 2:** Similar to Site 1, approximately one-quarter of Site 2 is in the Storefront District (~2.3 acres out of ~10 acres). The portion in the Storefront District is currently developed with a single-family detached home. Meanwhile, most of the non-Storefront District portion of the site is a wetland. In addition, a north- to south-running powerline crosses over the southeastern portion of the property. The powerline may have an easement; however, the powerline itself does not cross over the storefront portion of the property. Therefore, it is unlikely that the presence of the powerline would affect development feasibility in the storefront district.

When the property is eventually redeveloped, the portion of the site within the Storefront District should be a commercial or retail use that is oriented toward the street to maintain a main street environment. The remainder of the developable portion of the property should be developed for multi-family housing, which would be compatible with the neighboring Fieldstone Apartments immediately to the west and the storefront portion of the property. No other alternative is proposed at this site.

- **Site 3:** Site 3 is approximately 4 acres and is currently vacant. The site is mostly surrounded by a mix of multi-family apartments, mixed-use retail/residential, and a clinic to the west. The two properties are entirely within the Storefront District. The properties should include mixed-use development with ground-floor commercial and retail with residential on the upper floors. The commercial and retail components should front NE Halsey Street and NE Village Street. Because buildings in the Storefront District cannot be exclusively residential, any development in the interior of the lot would need a commercial component. Mixed-use residential with ground-floor commercial may not be economically feasible due to the limited visibility/exposure to the street these buildings would have. An alternative would be to assume a more purely commercial use of the site. Assuming a mix of uses on the site, options for development in the interior portion of the lot may consider parks/open space, recreational facilities, and micro retail pods, along with a pedestrian access plaza off of Halsey.
- **Site 4:** Site 4 is located outside the Storefront District and is zoned TCC. The City has recently received inquiries regarding possible mixed-use development opportunities for this site. This property is approximately 3.8 acres and has a wetland covering most of the eastern portion. This site may be appropriate for mixed-use development with ground-floor commercial oriented toward NE Halsey Street and multi-family housing located behind the mixed-use development. The multi-family development would likely need to have its access off NE Arata Road, which fronts the property to the south. The development may need to preserve the wetland in a conservation easement or tract. An alternative would be to assume a more purely commercial use of the site.

These developments will need to consider the streetscape improvements that are intended for NE Halsey Street. These improvements will likely include wide sidewalks to accommodate pedestrians, on-street parking, buffered or protected bike lanes, street or sidewalk planters, and potential outdoor seating areas for businesses/restaurants. Crosswalks should also be installed with protected medians at the highest risk locations. See *Tech Memo #3: Alternatives Analysis* for more information and details on street design and cross section alternatives for commercial cross-sections along NE Halsey Street. The design of the street

adjacent to these sites likely would not vary significantly whether they were developed for more purely commercial uses vs. a mix of commercial and residential or other uses. However, pedestrian, bicycle and vehicular access to the interior of the sites and the relative emphasis on creating enhanced spaces along the street frontage for outdoor dining or gathering could vary.

Figure 7. Land Use Option Sites in Fairview

