



# CITY OF HOOD RIVER

PLANNING DEPARTMENT

211 Second Street, Hood River, OR 97031 Phone: 541-387-5210

To: Mayor and City Council

From: Planning Commission

Date: July 29, 2019

Re: Recommendations for WACP Streets, Bicycle & Pedestrian Frameworks (File No. 2018-07)

During public hearings on April 15, May 20, June 3, June 17 and July 1, 2019, the Planning Commission sought feedback from the public regarding the Westside Area Concept Plan Report's "Streets & Transit Framework" and "Pedestrian & Bicycle Framework" prior to deliberation.

As part of the Commission's review and deliberation over these Frameworks, a number of policy topics were discussed and refined into recommendations for consideration by the City Council.

The information below summarizes the Commission's recommendations for on the Streets & Transit Framework as well as the Bicycle & Pedestrian Framework of the Westside Area Concept Plan Report.

## **STREETS FRAMEWORK RECOMMENDATIONS**

The Concept Plan Report includes recommendations for updates to street classifications, alignments and cross sections, as well as project funding. The City's Transportation System Plan (TSP) and development standards should be updated to reflect the Streets & Transit Framework as a refined by the Commission, thereby allowing updated street cross-sections to be used throughout the City.

The Planning Commission recognizes that approval of the concepts is the first step in policy and regulatory implementation, and its recommendations do not automatically implement new standards. Revisions to zoning-, subdivision-, and engineering codes should be considered following approval of the concepts. The Planning Commission recommends the City Council act on the following measures to implement and update the City's Transportation System Plan and Engineering Standards:

- Update the Transportation System Plan's "financially constrained" project lists for pedestrian, bicycle and motor vehicle systems in order to facilitate funding of identified projects;
- Update the Motor Vehicle System Plan of the TSP to be consistent with the Streets & Transit Framework with alternative methods of traffic control (e.g. roundabouts) at specified intersections including at Mount Adams Ave. and Cascade Ave.;
- Update the proposed Minor Arterial cross-sections (specifically "Alignment D" of the "Mt. Adams extension") to replace on-street bike lanes with physically separated bike lane as depicted in the Federal Highway Administration's "Small Town and Rural Multimodal Networks" publication (see image below). However, also consider maintenance requirements for physically separated bike lanes. The cross-section is intended to better accommodate novice and younger cyclists, and it provides an additional

buffer between vehicles and pedestrians. As depicted in the following image, the bicycle path returns the cyclists back to the road at intersection locations.

CHAPTER 4 | PHYSICALLY SEPARATED FACILITIES

SMALL TOWN AND RURAL MULTIMODAL NETWORKS

### Separated Bike Lane

*A separated bike lane is a facility for exclusive use by bicyclists that is located within or directly adjacent to the roadway and is physically separated from motor vehicle traffic with a vertical element.*

**Exclusively for Bicyclists**  
The bike lane provides space to ride, free of encroachment by motor vehicles.

**Pedestrian Separation**  
The separated bike lane should be distinct from the sidewalks, with contrasting materials, a curb, or other detectable edge.

**Sidewalk**  
A sidewalk provides space for pedestrians to walk, outside of the separated bike lane.

**BENEFITS**

- Provides a more comfortable experience on high-speed and high-volume roadways than on-road shoulders.
- Separated bike lanes offer bicyclists a similar riding experience to sidepaths but with fewer operational and safety concerns over bidirectional sidepath facilities.
- Offers an increased level of service over sidepaths in areas with high volumes of pedestrians, when paired with sidewalks.
- Can reduce the incidence of sidewalk riding and potential user conflicts.
- Increases the degree of connectivity over a sidepath, when configured as a one-way directional facility on both sides of the street.

**CONSIDERATIONS**

- Reflects a more urban visual atmosphere than a sidepath. Use of a wide landscaped buffer may lessen visual impact concerns.
- Requires a wide roadside environment to provide for separation, sidewalks, and bike lane areas.

**APPLICATION**

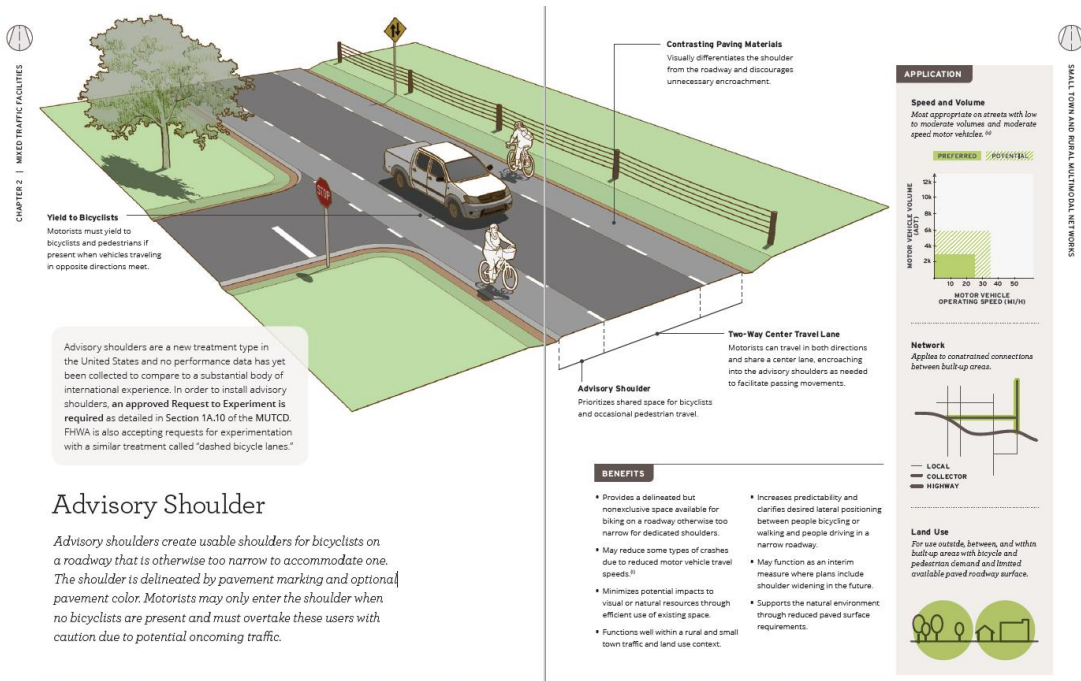
**Speed and Volume**  
For use on roads with high motor vehicle volumes, and moderate to high-speed motor vehicle traffic.

Motor Vehicle Volume (AD/1000)	Motor Vehicle Operating Speed (MI/H)	Category
0 - 12	0 - 10	PREFERRED
0 - 12	10 - 50	POTENTIAL

**Network**  
Serves primary connections on major roads through and across communities.

**Land Use**  
For use inside built-up areas where a moderate to high volume of bicyclists and pedestrians is expected.

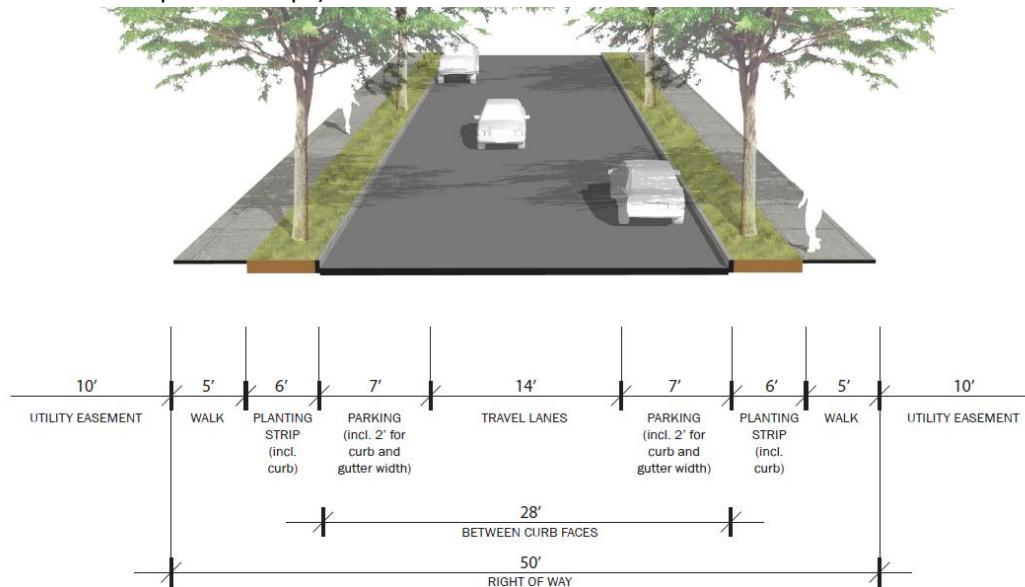
- The Planning Commission supports the relocation of the “Mt. Adams extension” to “Alignment D” and supports, as a preferred alternative and where feasible, the use of roundabouts rather than traffic signals at the intersections of Mt. Adams Ave. and County Club Rd., and Mt. Adams Ave. and May St.
- The Westside Area Concept Plan Report includes new cross sections for Minor Arterial, Neighborhood Connectors and Local Streets. The Planning Commission recommends that these new cross sections are applied throughout City subject to the following modifications:
  - The Commission recommends that “Neighborhood Connector” streets incorporate “advisory shoulders” where on-street bicycling shares space but is visibly separated from two-way, alternating, vehicle passing movements (see concept below). The cross section should include physically separated sidewalks that area minimum of 6 feet in width wherever possible. The suggested half-street cross section includes a 6-foot-wide sidewalk, 7-foot-wide planter strip, 7-foot-wide on-street parking, 4-foot-wide bike lane, all used in combination with a single 12-foot-wide vehicle travel lane that accommodates two-way traffic.



## Advisory Shoulder

*Advisory shoulders create usable shoulders for bicyclists on a roadway that is otherwise too narrow to accommodate one. The shoulder is delineated by pavement marking and optional pavement color. Motorists may only enter the shoulder when no bicyclists are present and must overtake these users with caution due to potential oncoming traffic.*

- The Commission recommends a modified cross section for Local Streets that separates sidewalks from streets with planter strips and street trees (see cross section below). The cross section includes a minimum 5-foot-wide sidewalk but planning Commission suggests 6-foot-wide sidewalks if pavement width can be narrowed from 28-foot- to 26-foot wide (retain 5.5-foot-wide planter strips).



- The Commission supports incorporating traffic calming measures on 30<sup>th</sup> Street north of May Street to slow and limit cut-through traffic by the use of a narrower cross section and specific design features identified in the Concept Plan Report (see examples below). The specific methods and locations of traffic calming measures should be determined by the City Engineer as needed.

### Neighborhood Traffic Management Tools

Neighborhood Traffic Management (NTM) describes strategies that can be deployed to slow traffic, and potentially reduce volumes, creating a more inviting environment for pedestrians and bicyclists. NTM strategies are primarily traffic calming techniques for improving neighborhood livability on local streets, though a limited set of strategies can also be applied to collectors and arterials. Mitigation measures for neighborhood traffic impacts must balance the need to manage vehicle speeds and volumes with the need to maintain mobility, circulation, and function for service providers, such as emergency responders.



(www.pedbikeimages.org/Dan Burden)

Chicaines are a series of raised curb extensions on alternating sides of a street forming an S-shaped travel way, reducing vehicle speeds.



(www.pedbikeimages.org/Dan Burden)

A "Choker" is a pinch point placed on either side of the street to narrow the center of the lane such that two drivers have difficulty passing through simultaneously. They are appropriate where travel speeds are already low.



(www.pedbikeimages.org/Cari Sundstrom)

Curb extensions reduce the pedestrian crossing distance and improve motorists' visibility of pedestrians waiting to cross the street. They can also serve as good locations for bike parking, benches, public art, and other streetscape features.

- On 30<sup>th</sup> St. south of May St. where on-street parking has been allowed to replace a bike lane temporarily, the Commission recommends the bike lane is restored to provide a direct connection to and from the future Post Canyon/Belmont extension.
- The Commission supports a roundabout at the intersection of Mount Adams Ave. and Cascade Ave. (see concept below) as an alternative to a traffic signal for purposes of improving traffic flow and safety (including mass evacuation scenarios due to its limited reliance on electricity). However, signalization is supported if a roundabout would delay construction of traffic control improvements.



- The Commission supports revisiting the 2005 Programmatic Agreement between the City, Hood River County, the Oregon Department of Transportation, the Oregon State Historic Preservation Office, and the Federal Highway Administration (no. 19942) in order to consider a roundabout at the intersection of Cascade Ave. and Mt. Adams Ave., as well as to modify street cross-sections that have been adopted for Cascade Avenue (Historic Columbia River Highway) in order to improve bicycle safety. This agreement should facilitate a safe and efficient multimodal transportation system and an urban design package that is sympathetic to the historic nature of the highway and that results in a streetscape providing a welcoming gateway to the city.
- In order to promote a strong entry corridor to Hood River along W. Cascade Ave., the Commission recommends a greater emphasis on “gateway” features by focusing on urban design, appropriate land use, transit features and the overall built environment

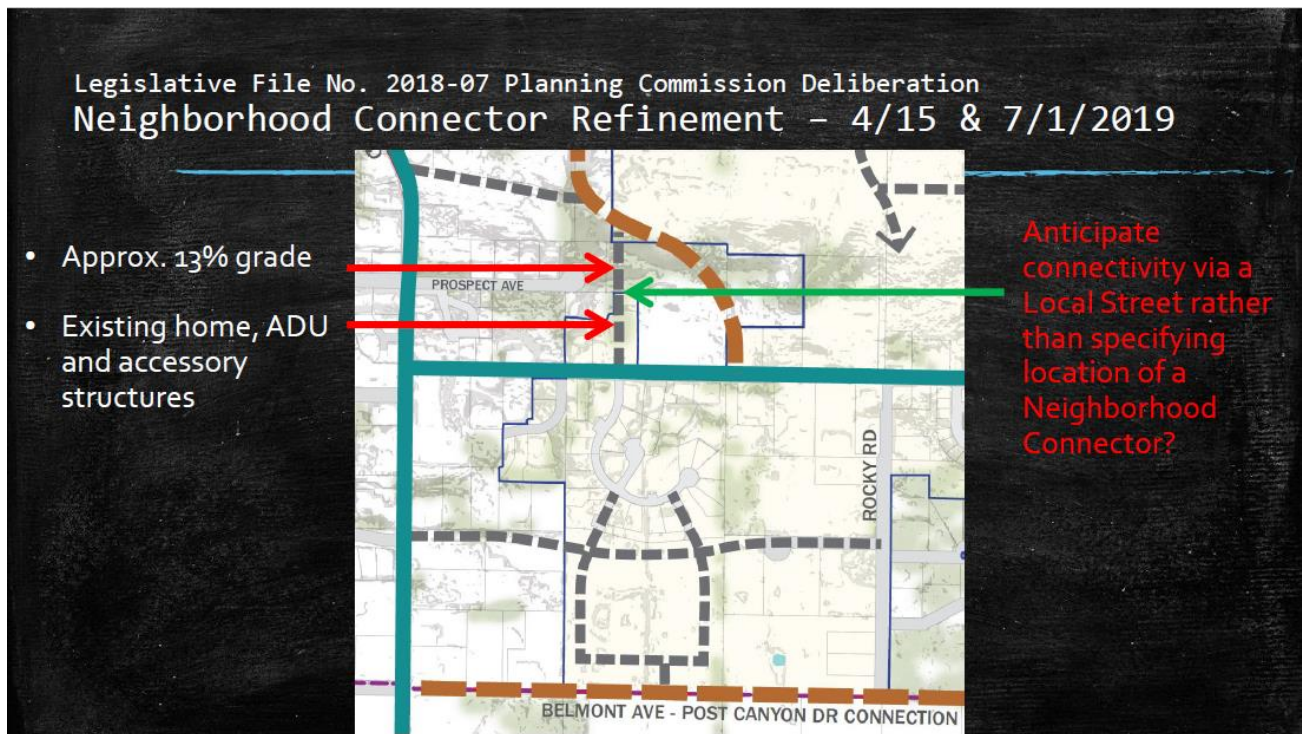
**Additional Planning Commission recommendations from April 15<sup>th</sup>, May 20<sup>th</sup>, June 3<sup>rd</sup> and June 17<sup>th</sup>, 2019:**

- The Commission recommends consideration of an alternative traffic control method to the median barrier shown in the Street Framework at the intersection of Wine Country Ave./Mt. Adams Ave.
- The Commission recommends that the City Engineer should determine the preferred location for a Neighborhood Connector street north of Sherman Ave., either aligning it with Max's Loop or locating it over existing stormwater lines to the east.
- The Commission recommends a 60-foot-wide right-of-way for 30th St. north of Sherman Ave. to Wine Country Ave., with street designed for limited vehicular traffic coupled with improved bike access. A Neighborhood Connector or Urban Collector classification may be appropriate.
- The Commission recommends updating the "financially constrained" project list in the TSP to include to add an improvement to the intersection of May St. and Rand Rd. (mini roundabout or traffic signal) if housing capacity is expanded generally consistent with Land Use "Scenario A" per the Westside Area Concept Plan Report’s traffic impact analysis.
- The Commission recommends that May St. west of Rand Rd. does not include on-street parking on both sides of street – it should feature bike lanes only or bike lanes with parking on one side only.
- The Commission recommends establishing a driveway separation standard for Neighborhood Connector streets (same as for Local Streets?).
- The Commission recommends the Framework Map is amended to depict arrows for Neighborhood Connectors into and out of Willow Ponds PUD at Carr Drive and Post Canyon.
- The Commission recommends traffic calming at the intersection of Rand Rd. and Sherman Ave.

**Additional Planning Commission recommendations from July 1, 2019:**

- The Commission recommends reviewing feasibility of Neighborhood Connector street north of intersection of May St. and Nina Lane due to presence of existing homes and accessory structures, as well as grade. Alternatives may include eliminating or replacing it with a Local Street (location to

be determined in association with future development), or aligning it with Elan Drive and connecting to W. Prospect Ave.



### **BICYCLE AND PEDESTRIAN FRAMEWORK RECOMMENDATIONS**

The Bicycle & Pedestrian Framework should be adopted to accompany the Streets & Transit Framework as a refinement and update to the City's 2011 Transportation System Plan, and also to compliment the Park & Open Space Framework where off-street trail connections overlap and capital facilities will be programmed. The Concept Plan will advance the specificity of future project funding, and it will also provide a linkage between open space, recreation, and transportation plans.

Important touch points for the Planning Commission:

- Code changes will be needed to the zoning ordinance (e.g. HRMC 17.20) as well as to the subdivision ordinance.
- Land dedication and fee-in-lieu provisions in the zoning ordinance.
- Coordination of bike and pedestrian improvements between TSP and Park & Open Space Framework.
- Verify if there is overlap/redundancy between sidewalks, bike, path and trail facilities and determine where priority should be given for funding.

### **Planning Commission comments from April 15<sup>th</sup>, 2019:**

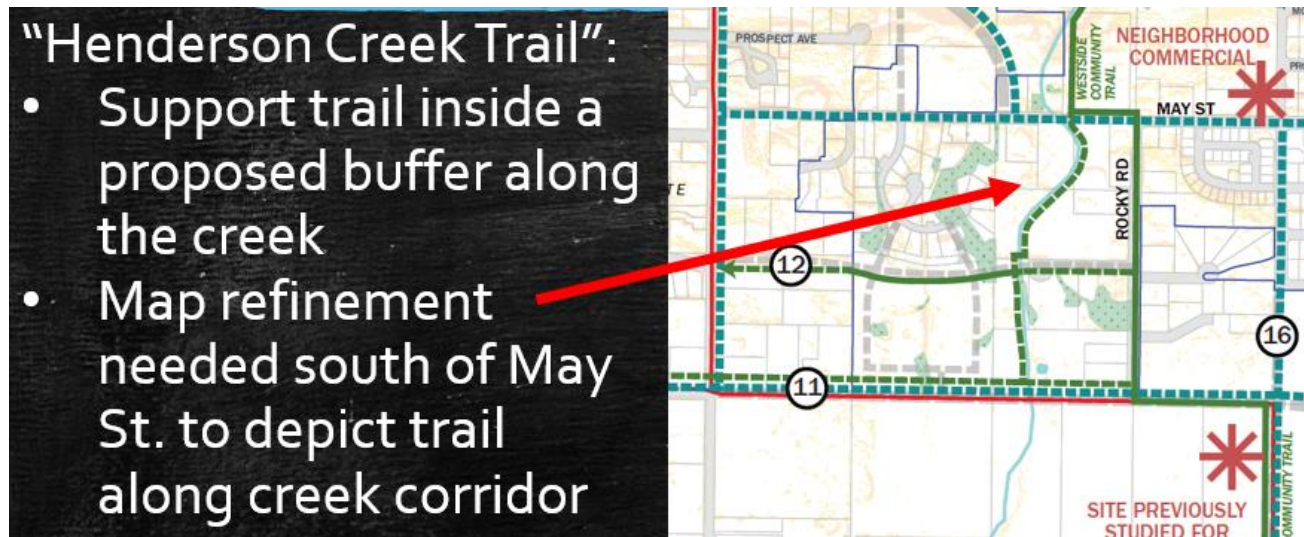
- Concern regarding "bikeability" of steep roads. Henderson Creek trail alignment may be preferable for bikes due to gentler grade in many areas, but the Framework currently anticipates use of 6-foot-wide trail by pedestrians only rather than a multi-use path.

**Planning Commission deliberation from May 20, 2019 included the following recommendations:**

- The Commission recommends updating the Pedestrian System Plan and the Bicycle System Plan of the City's 2011 Transportation System Plan (TSP) to be consistent with the Westside Area Concept Plan Report's Pedestrian and Bicycle Framework subject to amendments recommended by the Commission, including adding off-street trails to the TSP.
- The Commission recommends adding bike and pedestrian facilities to the "financially constrained" list in the TSP and/or Park Master Plan in order to qualify for SDC funding.

**Planning Commission deliberation from June 17, 2019 included the following recommendations:**

- The Commission recommends establishing a Henderson Creek Trail in a buffer along the creek between the UGB (south end) and Cascade Ave. (north end), including where creek may have been piped.
- The Commission recommends correcting the alignment of the Henderson Creek Trail on the Pedestrian and Bicycle Framework map so that it follows the alignment of the creek.



- The Commission recommends adding the Westside Community Trail to Pedestrian and Bicycle Framework map immediately north of May St., tying into the Henderson Creek Trail on the school district's property.

## “Westside Community Trail”:

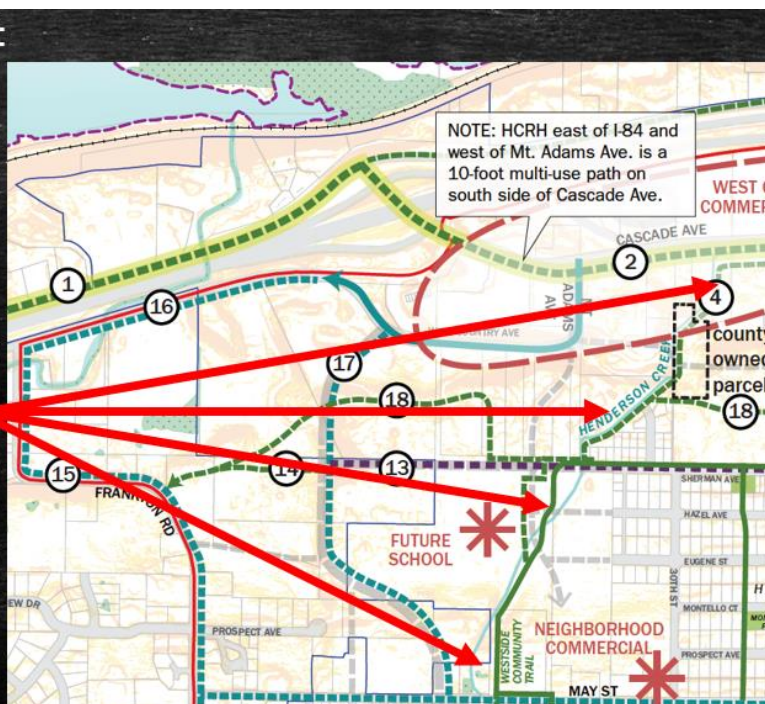
- Along Rocky Rd., pedestrians should not be on street.
- Retain existing segment immediately north of May St.



- The Commission recommends avoiding use of streets/sidewalks for portions of off-road trails (e.g. where Henderson Creek Trail crosses Sherman Ave.) but, if necessary and if constructed as a multi-use path, add seamless protected bike lanes where paralleling street.
- The Commission recommends eliminating an off-street pedestrian connection along a Neighborhood Connector street on school district’s property south of Sherman Ave. and west of Henderson Creek Trail.
- The Commission recommends ensuring east/west pedestrian connections on Hazel Ave. and Eugene St. between Fox Hollow subdivision and school district’s property.
- The Commission recommends providing a connection between the Mt. Adams extension (i.e. “Alignment D”) and the Henderson Creek Trail along north side of May St.

## “Henderson Creek Trail”:

- Minimize segments relying on sidewalks with bikes on streets (avoid if possible).
- Map refinements needed north of May St.





- The Commission recommends establishing a Ridgeline Trail in the alignment depicted on the Bicycle and Pedestrian Framework, including adding an off-street connection over the existing Mt. Adams Ave. “road cut,” and extending the trail east to Rand Rd.

**“Ridgeline Trail”:**

- Support new trail
- Minimize segments relying on sidewalks with bikes on street (avoid if possible).
- Refinement of location needed near Frankton Rd.

NOTE: HCRH east of I-84 and west of Mt. Adams Ave. is a 10-foot multi-use path on south side of Cascade Ave.

NOTE: Adams St. is a parallel tree walkway.

WEST CASCADE AVE COMMERCIAL DISTRICT

CASCADE AVE

ADAMS AVE

WINE COUNTRY AVE

HENDERSON CREEK

FRANKTON RD

15

16

17

18

13

14

1

2

3

4

5

6

18

county-owned parcel

STURMAN AVE

HAZEL AVE

RAND RD

FUTURE

- The Commission recommends changing the location of Westside Community Trail east of Frankton Road (portion of Trail 12) to align with Carr Dr. rather than Blackberry Dr. due to nature of existing road easements.

**“Westside Community Trail”:**

- Trail Segment 12 off of Frankton Rd. should be via Carr Drive rather than Blackberry Dr., through Willow Ponds to Rocky Rd.

PROSPECT AVE

WESTSIDE COMMUNITY TRAIL

NEIGHBORHOOD COMMERCIAL

MAY ST

ROCKY RD

12

11

16

17

18

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SITE PREVIOUSLY

- The Commission recommends that the Westside Community Trail north of Sherman Ave. (portion of Trail 5) aligns with future Neighborhood Connector street (City Engineer to determine if future street must align with Max's Loop, or if it should be located over existing stormwater utilities).

**Trail Segment 5**  
(4' firm and stable surface):

- May need to include stairs
- Not needed parallel to future Neighborhood Connector street with sidewalks

NOTE: HCRH east of I-84 and west of Mt. Adams Ave. is a 10-foot multi-use path on south side of Cascade Ave.

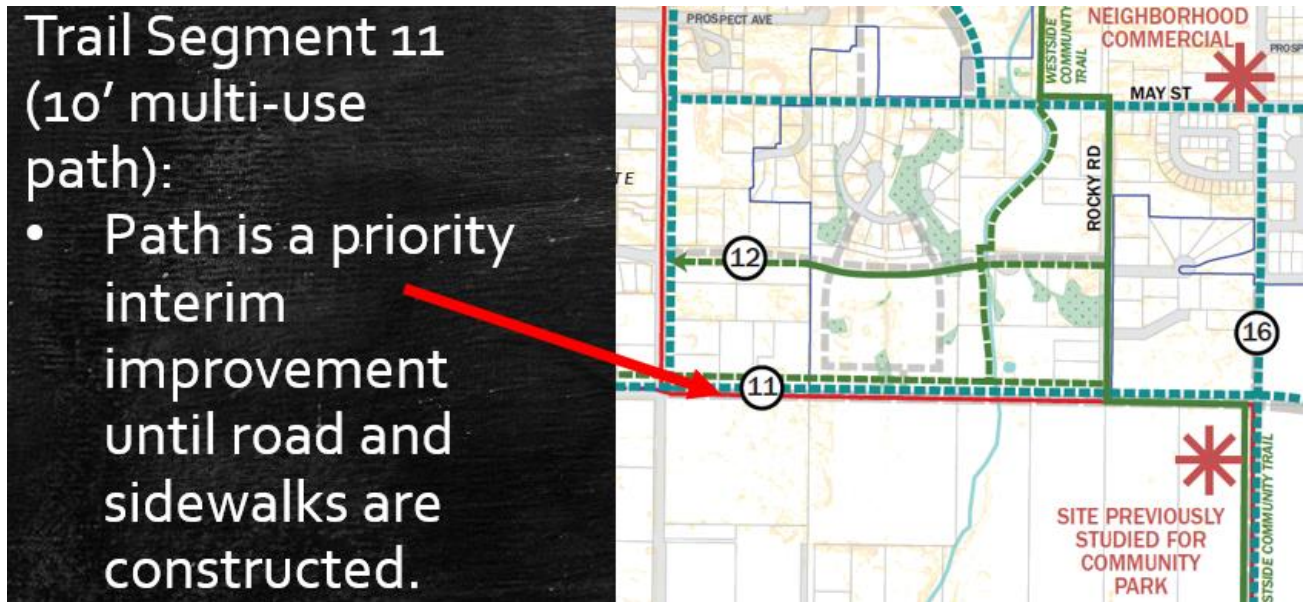
- The Commission recommends a portion of the Upper Terrace Neighborhood path (Path 10) is not constructed adjacent to a future Connector Street between May St. and Post Canyon Dr. (however, retain trail segment between Post Canyon Dr. and Belmont Dr.).

**Trail Segment 10**  
(10' off-street asphalt or concrete path):

- Not needed parallel to future Neighborhood Connector street with sidewalks

SITE PREVIOUSLY STUDIED FOR COMMUNITY PARK

- The Commission recommends a multi-use path is a priority interim improvement for Post Canyon Dr. between Frankton Rd. and 30th St. unless/until UGB is expanded and additional right-of-way is obtained for southern half of Post Canyon Dr. (to be constructed as a Minor Arterial, recommended to include a physically separated bike path).



The Commission also recommends:

- Changing the term “Bicycle Boulevard” in the TSP to “Neighborway.” Neighborways are residential streets designed for low volumes and speeds for auto traffic, where bicycle and pedestrians in the street are given priority over vehicles. According to advocates, painted stencils on the street and painted designs at intersections can create visual markers that make streets safer for children, pedestrians and bikers. Neighborway improvements typically are implemented through neighborhood initiative after new Local Streets are constructed.
- A Bike Boulevard or Neighborway should be extended west from the intersection of Montello Ave. at Rand Rd. (e.g. Montello Ave. > Rene Pl. > Prospect Ave.) to 30th St.
- Staff should critique the Pedestrian/Bicycle Trail/Path list and provide further recommendations.
- Pedestrian and Bicycle Framework map is conceptual, and City will work with developers to finalize locations/alignments of trails and paths.