



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: August 19, 2019

Re: Recommendations for Westside Area Concept Plan Frameworks (File No. 2018-07)

During public hearings on April 15, May 20, June 3, June 17, July 1, and July 29, 2019, the Planning Commission sought feedback from the public regarding the Westside Area Concept Plan Report's "Streets & Transit Framework", "Pedestrian & Bicycle Framework" and "Park & Open Space Framework" prior to deliberation.

As part of the Commission's review and deliberation over these Frameworks, numerous policy topics and recommendations for refinements were identified for consideration by the City Council. The information below summarizes the Commission's recommendations.

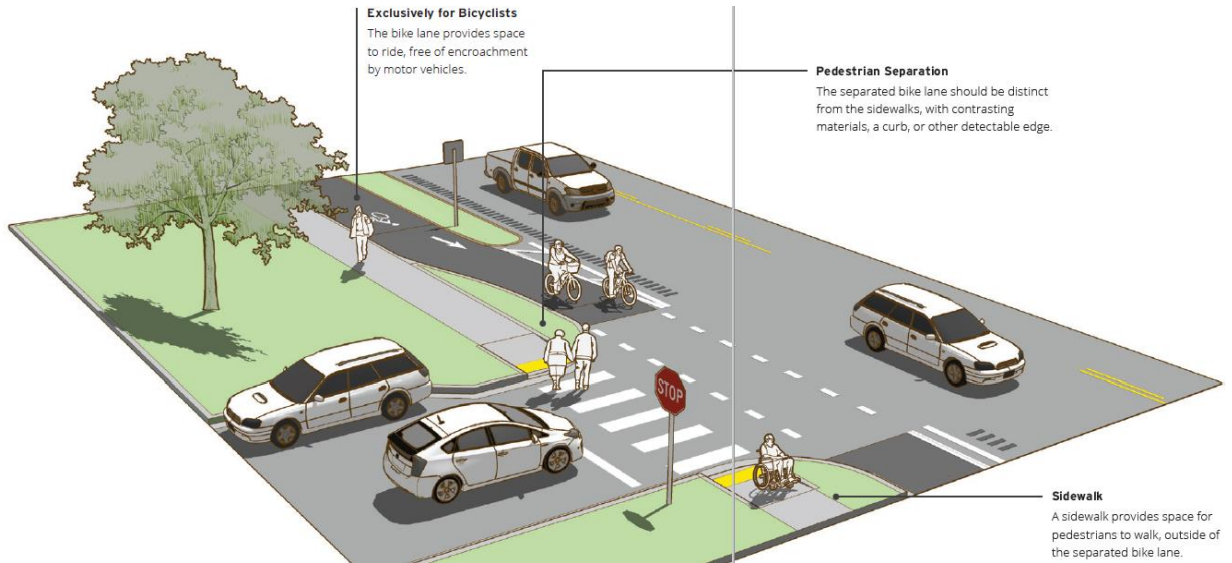
STREETS & TRANSIT FRAMEWORK

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.

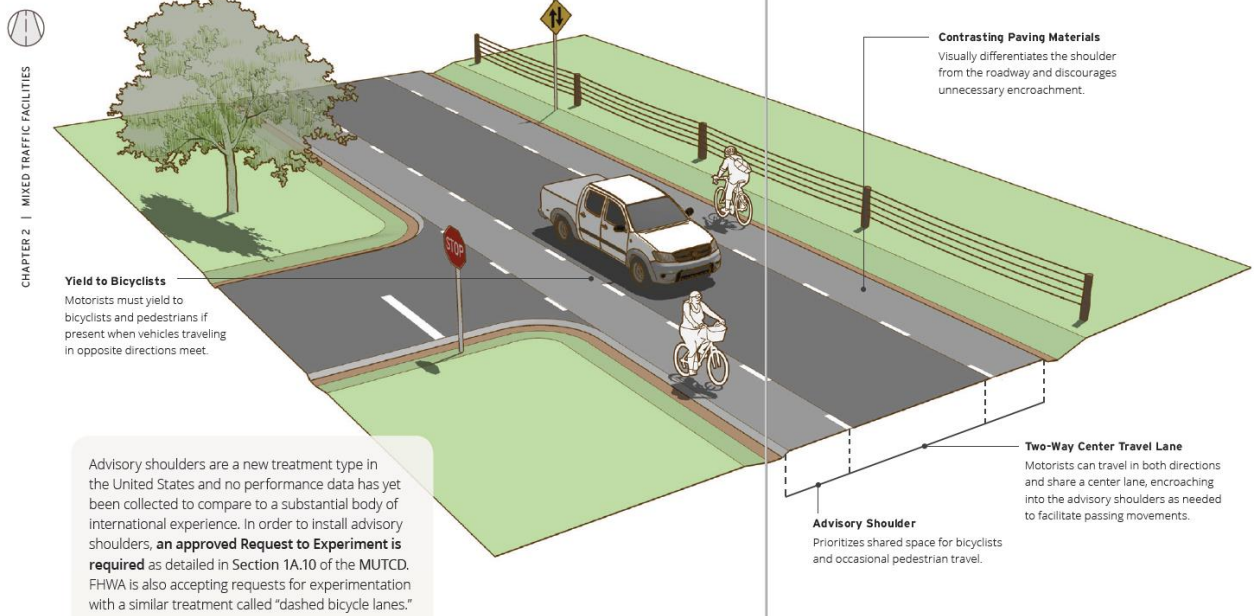
The Planning Commission recognizes that approval of the concepts is the first step in policy and regulatory implementation, and its recommendations do not automatically implement new standards. Revisions to zoning-, subdivision-, and engineering codes should be considered following approval of the concepts.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

- Update the TSP's "financially constrained" project lists for pedestrian, bicycle and motor vehicle systems in order to facilitate funding of identified projects.
- Relocate the "Mt. Adams extension" between Wine Country Ave. and May St. to "Alignment D" and support, as a preferred alternative and where feasible, the use of roundabouts rather than traffic signals at the intersections of Mt. Adams Ave. at Wine Country Ave., and Mt. Adams Ave. at May St.
- 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.
- The Westside Area Concept Plan Report includes new cross sections for Minor Arterial streets, Neighborhood Connector streets and Local streets. The Planning Commission recommends that these new cross sections are applied throughout City subject to the following modifications:
 - Revise the proposed Minor Arterial cross-sections (specifically "Alignment D" of the "Mt. Adams extension") to replace on-street buffered bike lanes with physically separated bike lane as depicted in the Federal Highway Administration's "Small Town and Rural Multimodal Networks" publication

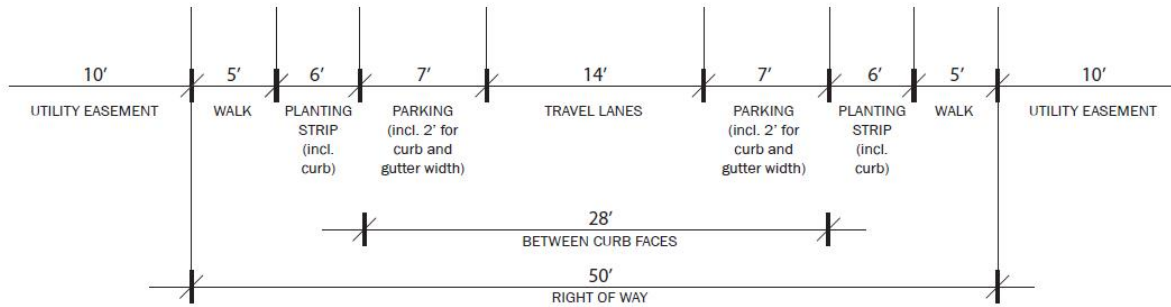
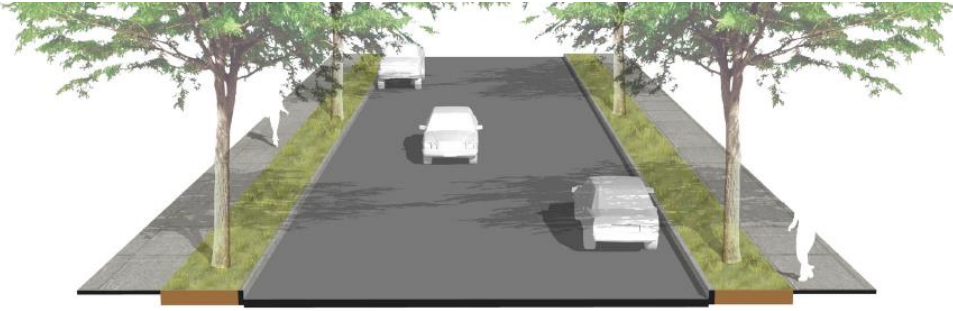
(see image below). However, also consider maintenance requirements for physically separated bike lanes. The separated bike lane design is intended to better accommodate novice and younger cyclists, and it provides an additional buffer between vehicles and pedestrians. As depicted in the following image, the bicycle path returns the cyclists back to the road at intersection locations.



- Revise the proposed “Neighborhood Connector” cross section to 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 are a 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.



- Revise the proposed Local Streets cross section to include 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 30th Street north of May Street to slow and limit cut-through traffic by using 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.pedbikemages.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.pedbikemages.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.



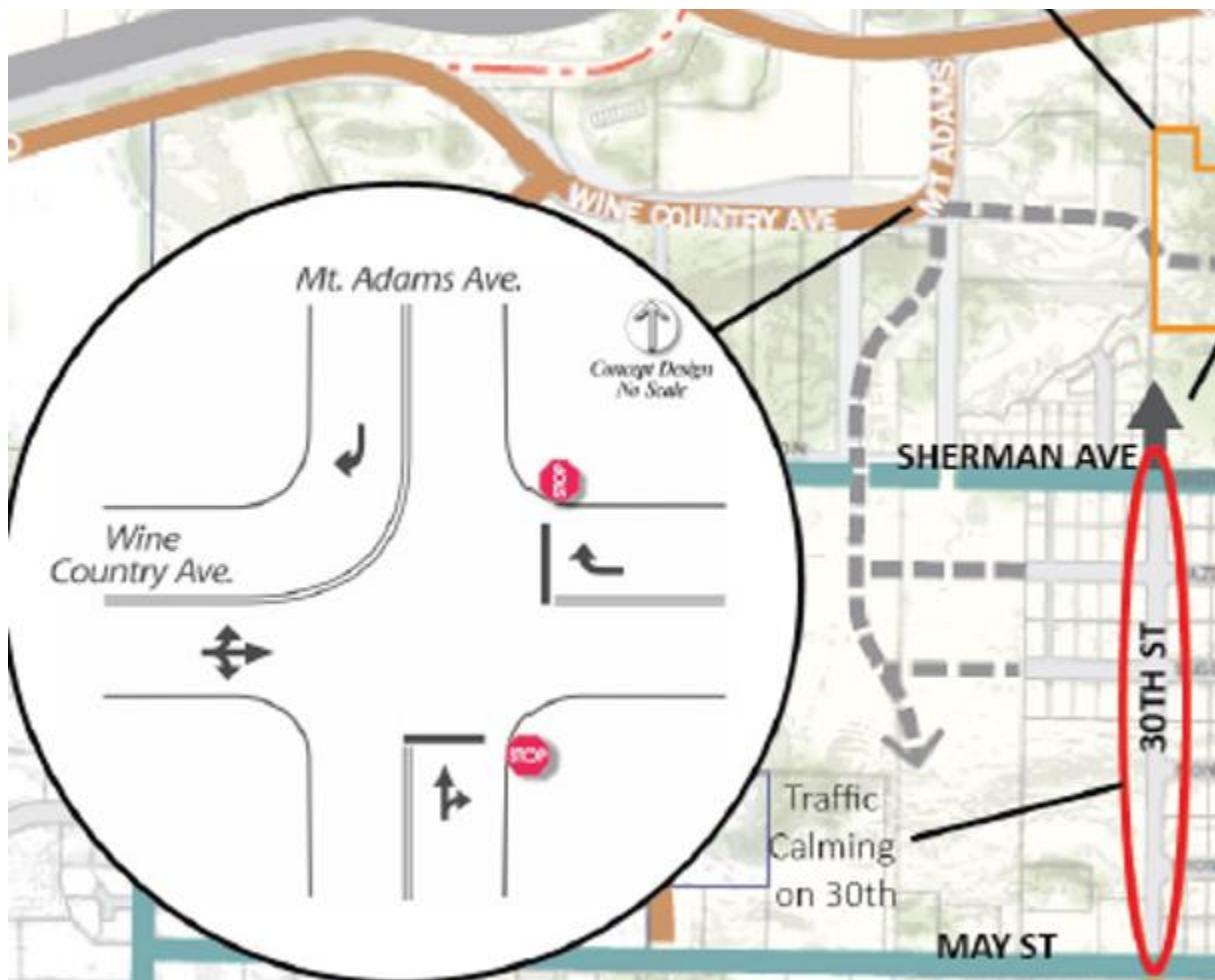
(www.pedbikemages.org/Carl Sundstrom)
Curb extensions reduce the pedestrian crossing distance and improve motorists' visibility of pedestrians waiting to cross the street. They can also serve as good locations for bike parking, benches, public art, and other streetscape features.

- On 30th 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.



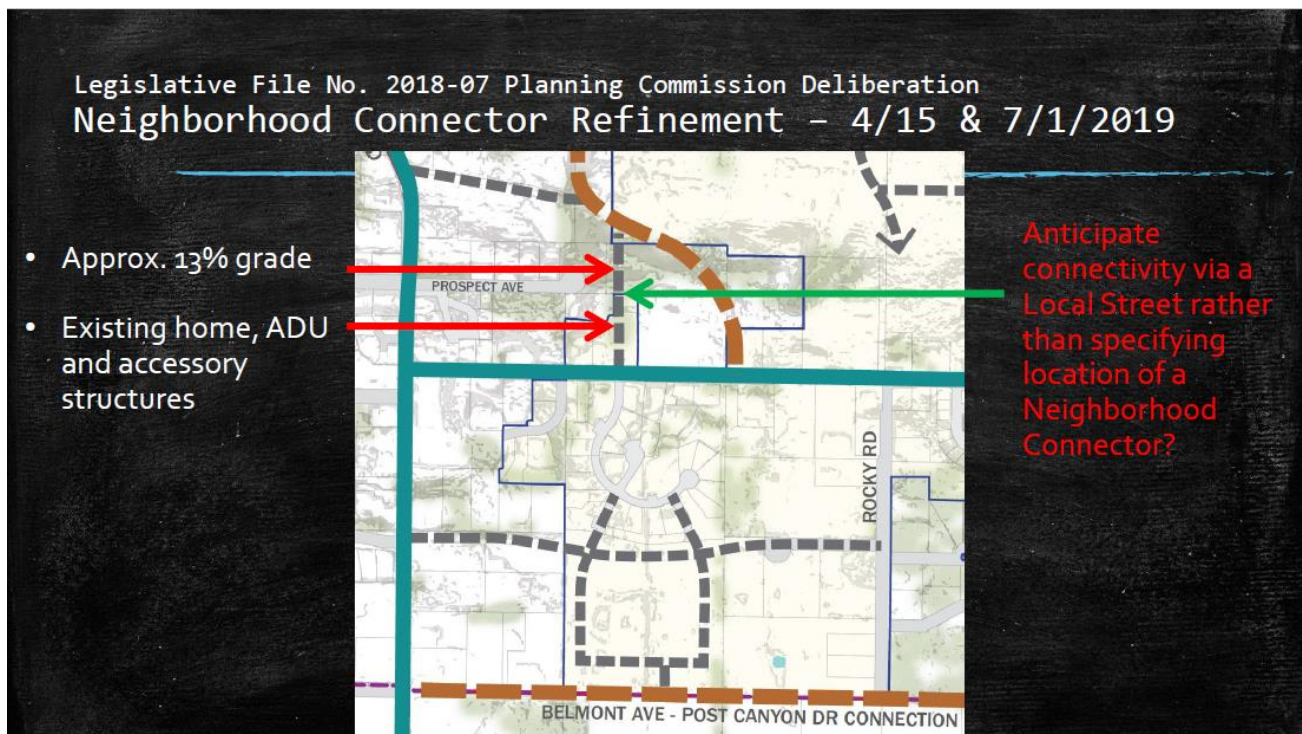
- The Commission supports revisiting the 2005 Programmatic Agreement between the City, Hood River County, the Oregon Department of Transportation, the Oregon State Historic Preservation Office, and the Federal Highway Administration (no. 19942) in order to consider a roundabout at the intersection of 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.

- In order to promote a more pedestrian friendly mixed-use district, 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 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.
- A 60-foot-wide right-of-way is recommended for 30th St. between Sherman Ave. and Wine Country Ave., with street designed for limited vehicular traffic coupled with improved bike access. A Neighborhood Connector or Commercial/Residential Collector classification may be appropriate.
- The "financially constrained" project list in the TSP should be updated 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.
- May St. west of Rand Rd. should 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.

- A driveway separation standard should be established for Neighborhood Connector streets (same as for Local Streets?).
- The Framework Map should be amended to depict arrows for Neighborhood Connectors into and out of the Willow Ponds PUD at Carr Drive and Post Canyon.
- Traffic calming is recommended at the intersection of Rand Rd. and Sherman Ave.
- 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.



- Based on testimony submitted by Columbia Area Transit (CAT) dated July 5, 2019, which recommends inclusion of four key concepts in the Westside Area Concept Plan (i.e. Transit Friendly Streets, Transit Stops, Transit Gateways and Transit Supportive Development), the commission recommends the following:
 - The City Engineer or consultant should review the proposed Transit Friendly Streets and provide recommendations to minimize conflicts with other transportation modes, public facilities, etc.
 - Except for any objections made by the City Engineer, include the following “Transit Friendly Streets” in the Streets & Transit Framework:
 - Cascade Avenue between Mount Adams and Downtown
 - Rand Road –between Wasco and Belmont Street
 - May Street –between Frankton and 12th
 - Belmont Street between 30th and 12th Streets

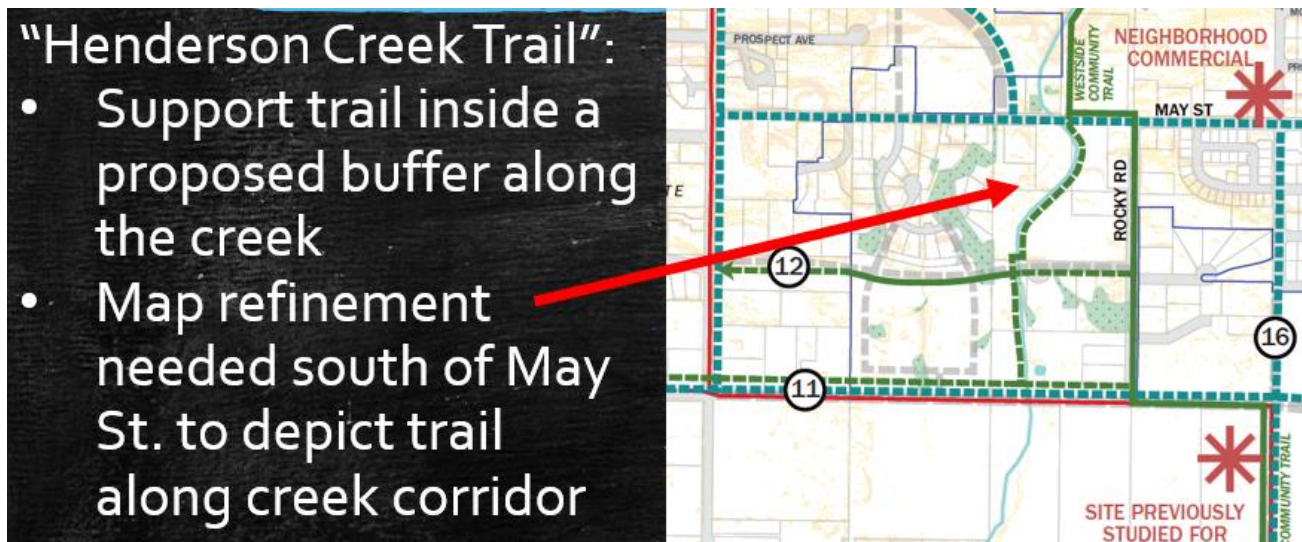
- Mt. Adams Ave. extension (aka Alignment “D”)
- Incorporate the concept of Transit Friendly Streets into the Transportation System Plan or Development Code (e.g. HRMC 17.20) with the intent of improving coordination with CAT during the development review process and during the design of public improvements on these street segments.
- Consider focusing financial resources for bicycle facility improvements on streets that are not designated as Transit Friendly Streets in order to reduce conflicts between transit vehicles and cyclists, unless there is adequate right-of-way width to accommodate both modes safely.
- Recommend updating the Municipal Code (e.g. Chapter 13.52) to include a process for designating transit stops on existing public streets. If criteria are to be used in evaluating requests for transit stops, prioritize transit over on-street parking.
- Incorporate “Transit Gateways” (or alternative name) in the Streets & Transit Framework for anticipated transit nodes at the following intersections:
 - Cascade Ave. & Mt. Adams Ave.
 - Cascade Ave. & Rand Rd.
 - May St. & Frankton Rd.
 - May St. & 30th St.
 - May St. & Rand Rd.
 - Rand Rd. & Sherman Ave.
 - Rand Rd. & Belmont Ave.
- Incorporate the concept of “Transit Gateways” (or alternative name such as “hubs”) into the Transportation System Plan or Development Code (e.g. HRMC 17.20) with the intent of improving coordination with CAT during the development review process and during the design of public improvements at these intersections.
- When deliberating over a preferred Land Use Scenario and implementing ordinances, consider CAT’s recommendations for Transit Supportive Development including the following design principles:
 - Greater density than community average
 - A mix of uses
 - Quality pedestrian environment
 - Defined public realm

BICYCLE & PEDESTRIAN FRAMEWORK

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.

- 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.
- Bike and pedestrian facilities should be added to the "financially constrained" list in the TSP and/or Park Master Plan in order to qualify for SDC funding.

- 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 should be included in the zoning ordinance. It has been suggested that multi-use path and trail facilities could be considered transportation facilities eligible for construction using Transportation SDCs, or could be considered Park and Open Space improvements eligible for construction using Parks SDCs. The City of Sandy, Oregon's Parkland and Open Space ordinance allows developers to pay a fee in lieu of land dedication under certain circumstances. The commission recommends that any "fee-in-lieu" provisions adopted for Hood River do not allow developers to avoid construction of multi-use paths and trails.
- Coordination of bike and pedestrian improvements is needed between the 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.
- "Bikeability" of steep roads is a concern. Henderson Creek trail alignment appears to 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.
- Establish 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.
- Correct the alignment of the Henderson Creek Trail on the Pedestrian and Bicycle Framework map so that it follows the alignment of the creek.



- Add 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.



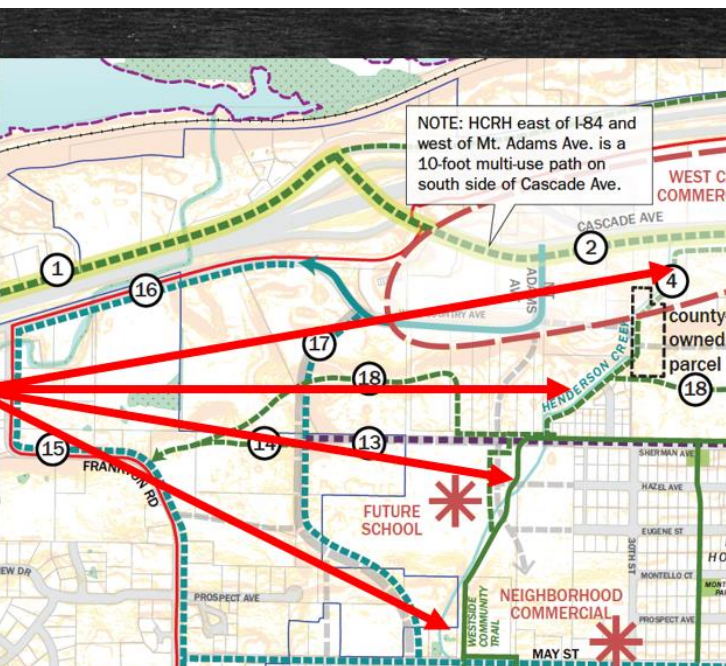
“Westside Community Trail”:

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

- Avoid 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.
- An off-street pedestrian connection is not needed along a Neighborhood Connector street on the school district’s property south of Sherman Ave. and west of Henderson Creek Trail.
- Ensure east/west pedestrian connections on Hazel Ave. and Eugene St. between Fox Hollow subdivision and school district’s property.
- Provide 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”:

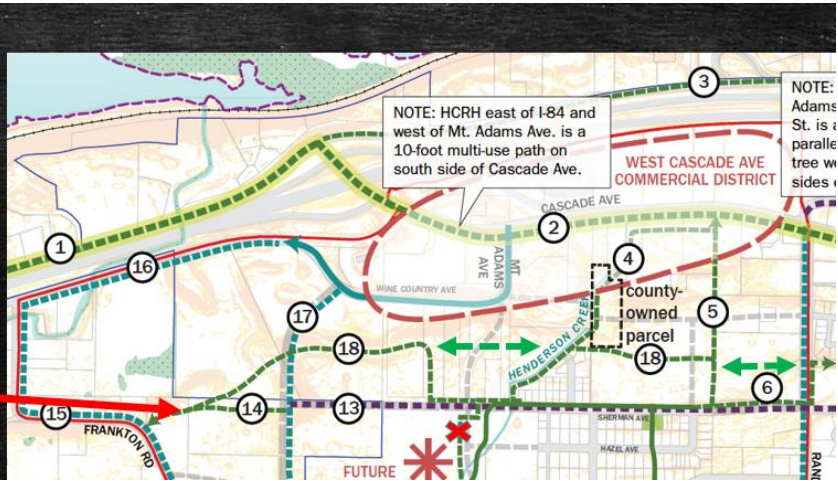
- Minimize segments relying on sidewalks with bikes on streets (avoid if possible).
- Map refinements needed north of May St.



- Establish 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.



- Change 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":

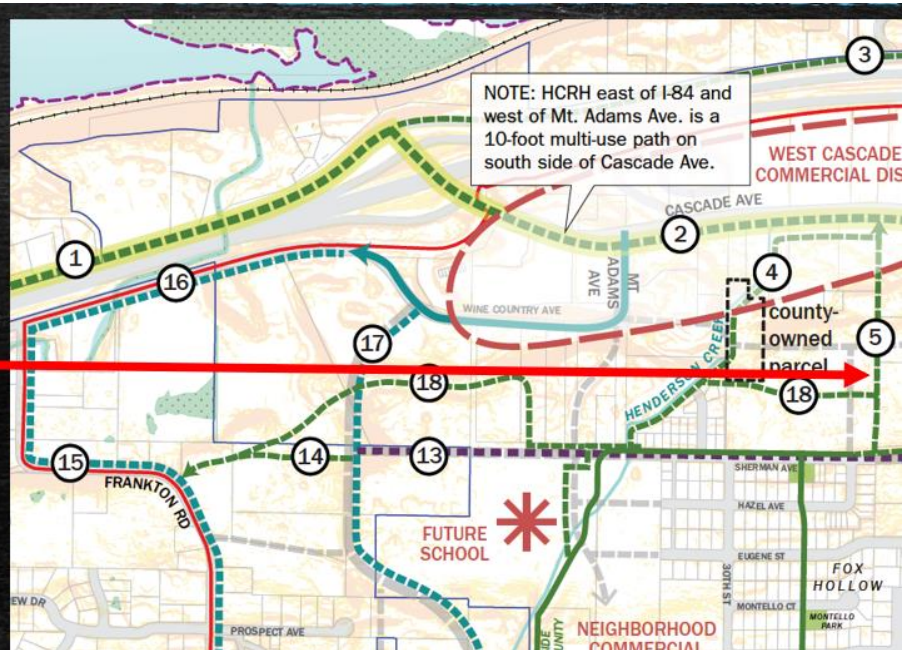
- Trail Segment 12 off of Frankton Rd. should be via Carr Drive rather than Blackberry Dr., through Willow Ponds to Rocky Rd.



- The Westside Community Trail north of Sherman Ave. (portion of Trail 5) should align with the 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



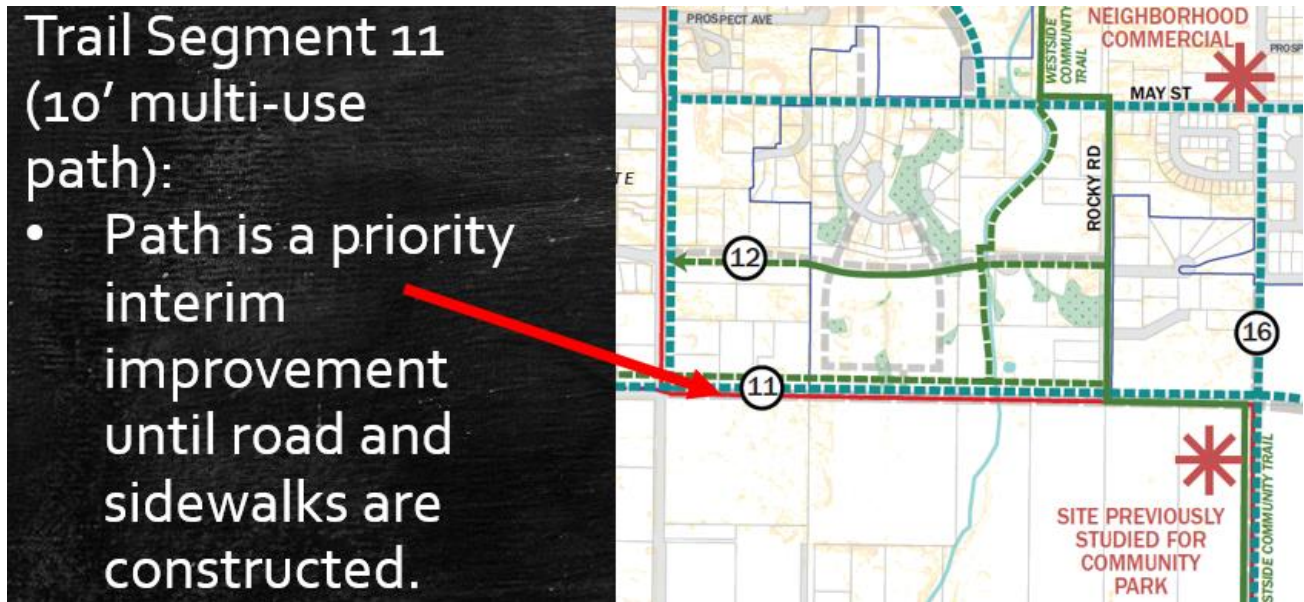
- A portion of the Upper Terrace Neighborhood path (Path 10) is not needed adjacent to a future Connector Street between May St. and Post Canyon Dr. (however, retain trail segment between Post Canyon Dr. and Belmont Dr.).

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

- Not needed parallel to future Neighborhood Connector street with sidewalks

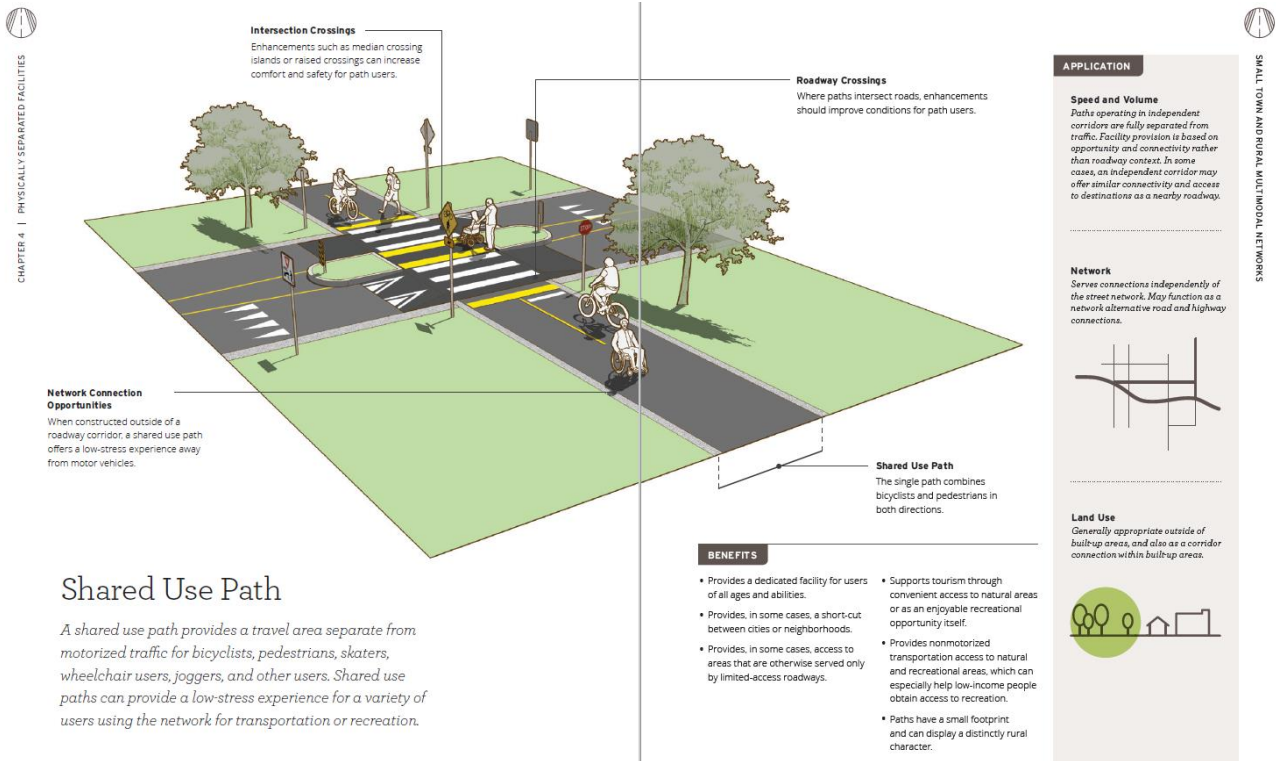


- A multi-use path is a priority interim improvement for Post Canyon Dr. between Frankton Rd. and 30th St. unless/until UGB is expanded and additional right-of-way is obtained for southern half of Post Canyon Dr. (to be constructed as a Minor Arterial, recommended to include a physically separated bike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



- The commission recommends changing the term “Bicycle Boulevard” in the TSP to “Neighborway,” or designating bicycle boulevards as neighborways. 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.
- The bicycle boulevard on Montello Ave. should be extended from Rand Rd. to 30th St. via Eugene St. or Prospect Ave. Figure 2 of the TSP, Bicycle System Plan, should be updated to depict the alignment.
- Staff should critique the Pedestrian/Bicycle Trail/Path list and provide further recommendations.
- The Pedestrian and Bicycle Framework map is conceptual, and City will work with developers to finalize locations/alignments of trails and paths.
- Provide greater detail in the TSP about the intended treatment of bicycle boulevards and “Neighborways.”
- Develop a cross section for a high traffic/speed multi-use path along Henderson Creek that features dedicated lanes for two-way bicycle and pedestrian users such as may be found in the Netherlands, including design details for intersections of such paths with streets. The CROW Design Manual for Bicycle Traffic is considered the main guide to Dutch bikeway engineering, and the US equivalent is the NACTO (National Association of City Transportation Officials) Urban Bikeway Design Guide. The American Association of State Highway and Transportation Officials (AASHTO) published a Guide for the Development of Bicycle Facilities (4th Ed., 2012) that includes design recommendations for shared-use

paths, as does the Federal Highway Administration’s guide for Small Town and Rural Multimodal networks depicted below:



Shared Use Path

A shared use path provides a travel area separate from motorized traffic for bicyclists, pedestrians, skaters, wheelchair users, joggers, and other users. Shared use paths can provide a low-stress experience for a variety of users using the network for transportation or recreation.

Shared Use Path

Shared use paths offer network connectivity opportunities beyond that of the roadway network. These facilities are often located in parks, along rivers, beaches, and in greenbelts or utility corridors where there are few conflicts with motorized vehicles. For paths adjacent to roadways, see Sidewalk.

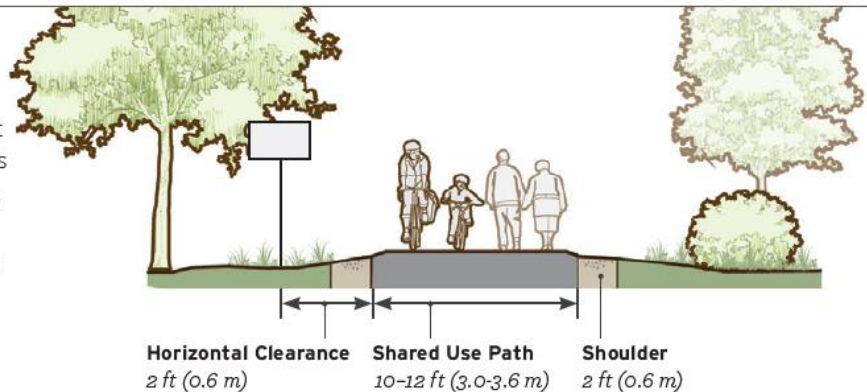


Figure 4-1. Shared Use Path Dimensions

- 8 ft (2.4 m) is the minimum allowed for a two-way bicycle path and is only recommended for low traffic situations or for short lengths.
- 12-14 ft (3.6–4.3 m) is recommended for heavy use situations with high concentrations of multiple users.
- Wider paths are useful to accommodate maintenance vehicles; on steep grade to allow for comfortable passing and meeting; and through curves to provide more operating space.

PARK & OPEN SPACE FRAMEWORK

The Park & Open Space Framework includes concepts that should be woven into the preferred Land Use Scenario and supported through the adoption of a Parks Master Plan as well as a parkland and open space dedication ordinance. It also should complement the Bicycle & Pedestrian Framework as well as the Streets & Transit Framework.

In general, the commission prioritizes centrally located neighborhood parks where zoning facilitates greater housing capacity. However, centrally located neighborhood parks may not be essential in lower density neighborhoods. In any case, the commission supports linking neighborhoods, parks and open spaces with trails or multi-use paths (the “emerald necklace” concept). And, the commission recommends establishing a fund for public donations to support purchase of park land, open space and related improvements.

The commission anticipates refining its Park & Open Space Framework recommendations in conjunction with making recommendations for a preferred Land Use Scenario.