



**January 26, 2022**

**Special Meeting | 7:00 p.m.**

Troutdale Police Community Center – Kellogg Room  
234 SE Kendall Ct, Troutdale, OR 97060

**Agenda**

1. Call to Order, Roll Call, & Pledge of Allegiance
2. Public Comment on Non-Agenda Items
3. Discussion Items
  - a. Framework Plan for the Confluence Site
4. Staff Communications
5. Commissioner Comments
6. Adjournment

**Participation**

The public may attend the meeting in person or via Zoom. Please email [comdev@troutdaleoregon.gov](mailto:comdev@troutdaleoregon.gov) to request Zoom meeting access credentials.

This meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours prior to the meeting to the City of Troutdale ([comdev@troutdaleoregon.gov](mailto:comdev@troutdaleoregon.gov) or 503-665-5175).

**Next Meeting: Wednesday, February 9, 2022 at 7:00 p.m.**

THE **CONFLUENCE**  
AT TROUTDALE



FEBRUARY 2022

# FRAMEWORK PLAN



**The Confluence at Troutdale** is a transformative development opportunity, where the dynamic Portland metropolitan region connects with the spectacular Columbia River Gorge in beautiful Troutdale, Oregon.

This 20-acre site (“The Confluence site” or “the site”) features over a quarter-mile of high-bank riverfront along the Sandy River and spectacular views of Broughton Bluff to the southeast and the Cascade foothills to the north. The site has unobstructed visibility from Interstate 84, takes access through the Columbia Gorge Outlets, and is a short stroll under the tracks from Troutdale’s charming and thriving downtown. A future four-acre public riverfront park is intended to compliment attractive, high-end residential and mixed-use development opportunities.

Nearly a generation of dreams and visions are finally building towards a reality for future generations to enjoy. Such a development opportunity is rare and requires careful planning and deliberate decision-making on the future of the site and its connectedness with its surroundings. Community input, updated planning, and site preparation have brought our community to this point. The final guidance is here.

The Urban Renewal Agency of the City of Troutdale (“the Urban Renewal Agency” or “the Agency”) is pleased to share this **Framework Plan** to all interested parties who seek a role in shaping the future development.

This Framework Plan is designed to provide such guidance – inspired by its surroundings, imagined by the hopes of the public, and intentional its desired outcomes that are grounded in economic reality. Troutdale welcomes those who wish to explore further and partner with us on this unmatched opportunity.

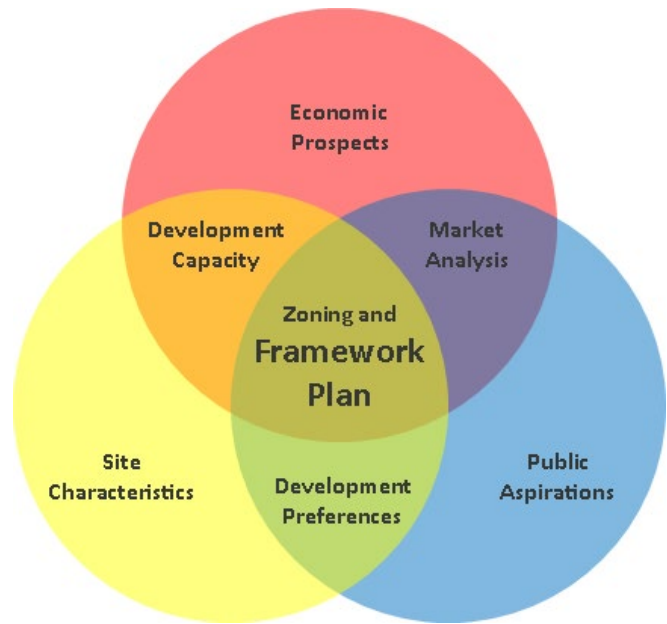


## What is a Framework Plan?

A Framework Plan is an adopted **plan of desired outcomes** from a selling entity that are framed by a site's physical characteristics, economic prospects, and public aspirations. It is an adopted plan of the Urban Renewal Agency, the public entity that is tasked with planning the future of The Confluence site and working with future development partners.

### How does it differ from zoning?

Although zoning regulations contained within a Development Code are similar, a Framework Plan is different. Simply put, a Development Code **regulates standards** for a City, whereas a Framework Plan **sets desired outcomes** for a future developer. Listed below are some other critical differences:



### Land Uses

- The Development Code is administered by the City of Troutdale and regulates land based on a list of **permitted** land uses through zoning districts.
- The Framework Plan is adopted by the Urban Renewal Agency and promotes the development of land based on a list of **preferred** land uses among those established by a zoning district.

### Design and Jurisdiction

- The Development Code controls certain dimensional and design standards **within a zoning district** for new development.
- The Framework Plan establishes expectations for design consistency and harmony **within a designated area** for future development.

### Layout

- The Development Code contains **minimum standards** for lot and street layout.
- The Framework Plan gives **more details** for a specific site's future configuration.

### Qualitative Factors

The Framework Plan can also go beyond a development code and expand upon **additional qualitative factors and relational measures** that are site specific. These measures include but are not limited to:

- future land ownership
- public-private partnerships
- capital projects and future infrastructure investments
- branding and marketing
- art and cultural investments
- conservation/preservation efforts of existing features

## Complimentary Planning Efforts

The Confluence site has had several iterations of plans that have resulted in a cumulative effort that is summarized in this Framework Plan. This Plan shall not supplant or replace any previous planning efforts, but in the event of any discrepancy, this Plan shall take precedence in articulating the intentions of the Agency. At other times of discrepancy, codes or previous plans may hold precedence based on legal considerations.

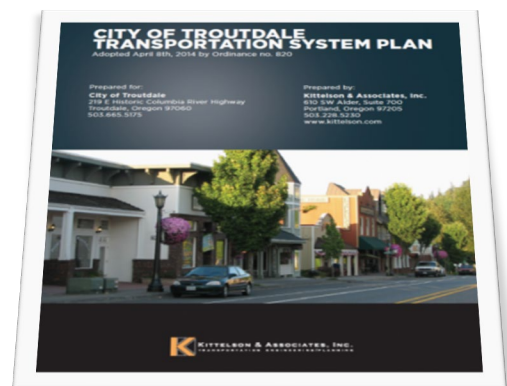
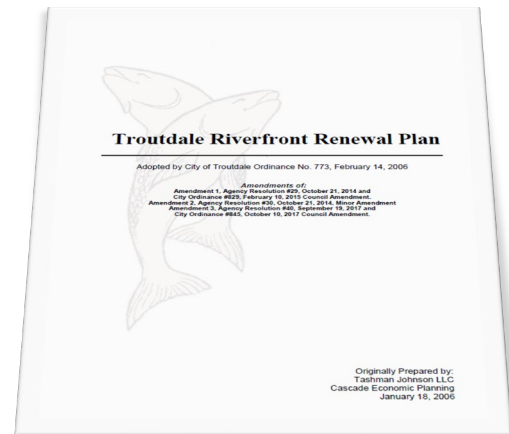
The **Riverfront Renewal Plan** was adopted in 2006 and revised in 2017. This document stemmed from the establishment of the urban renewal area by voter approval in 2004. This Plan is the foundational master planning document for the entire urban renewal area, which includes The Confluence site and adjacent development to the west and south.

The current **Transportation System Plan** ("TSP") was adopted in 2014 and is in the process of being revised in 2022. The TSP serves as the primary comprehensive transportation planning document for the City. The Plan called for motor vehicle, pedestrian, and bicycle facility improvements in The Confluence site to accommodate prospective development.

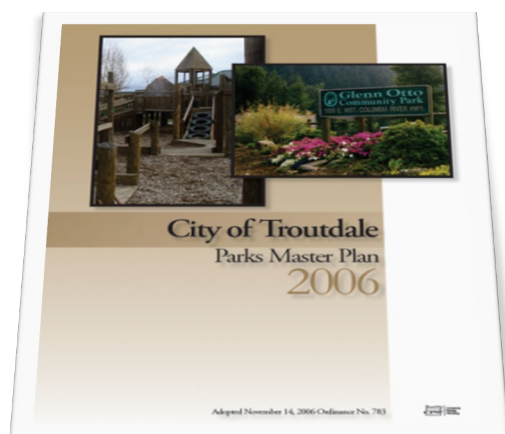
The 2022 TSP update will further refine those potential projects based on community input from the Town Center Plan and updates to regional mobility policies and priorities.

The **2020-2040 Town Center Plan** was adopted by the Troutdale City Council in May 2021. This plan establishes a vision for the Town Center area (which includes Downtown Troutdale, The Confluence site, and adjacent neighborhoods) and identifies opportunity sites, potential investments, and preferred land uses.

Because of The Confluence site's magnitude, special focus was spent on the site, which included the establishment of development expectations. These expectations are expanded upon within this Framework Plan, but are understood to be general preferences to communicate the community's feedback. The Agency anticipates that further analysis of the site and market conditions will ultimately determine future use considerations through ongoing communications with interested parties.

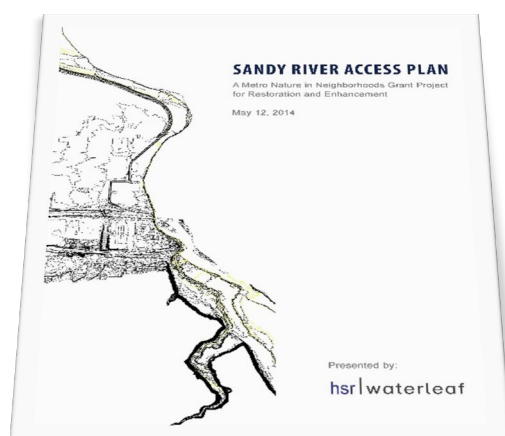


## Park & Trail Planning Efforts



The City of Troutdale's current Parks Master Plan was adopted in 2006 and is expected to be fully replaced in summer 2022. The 2006 plan called for the establishment of a riverfront trail along the western bank of the Sandy River to connect the levee trail system to the north with the Depot area to the south. Over time, that alignment became the preferred alternative for the regional 40-Mile Loop trail system and has been updated in regional trail planning documents.

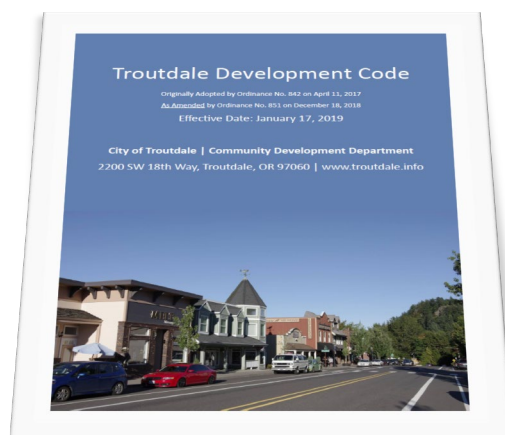
The Parks Master Plan also highlights the listing of future projects within the City's **Capital Improvement Plan**, which lists the development of the park and trail as a future capital need.



The **Sandy River Access Plan** was adopted by the Agency in 2014. Funded in part from a Metro parks and nature grant, this document provides the conceptual planning framework for the future riverfront park and trail.

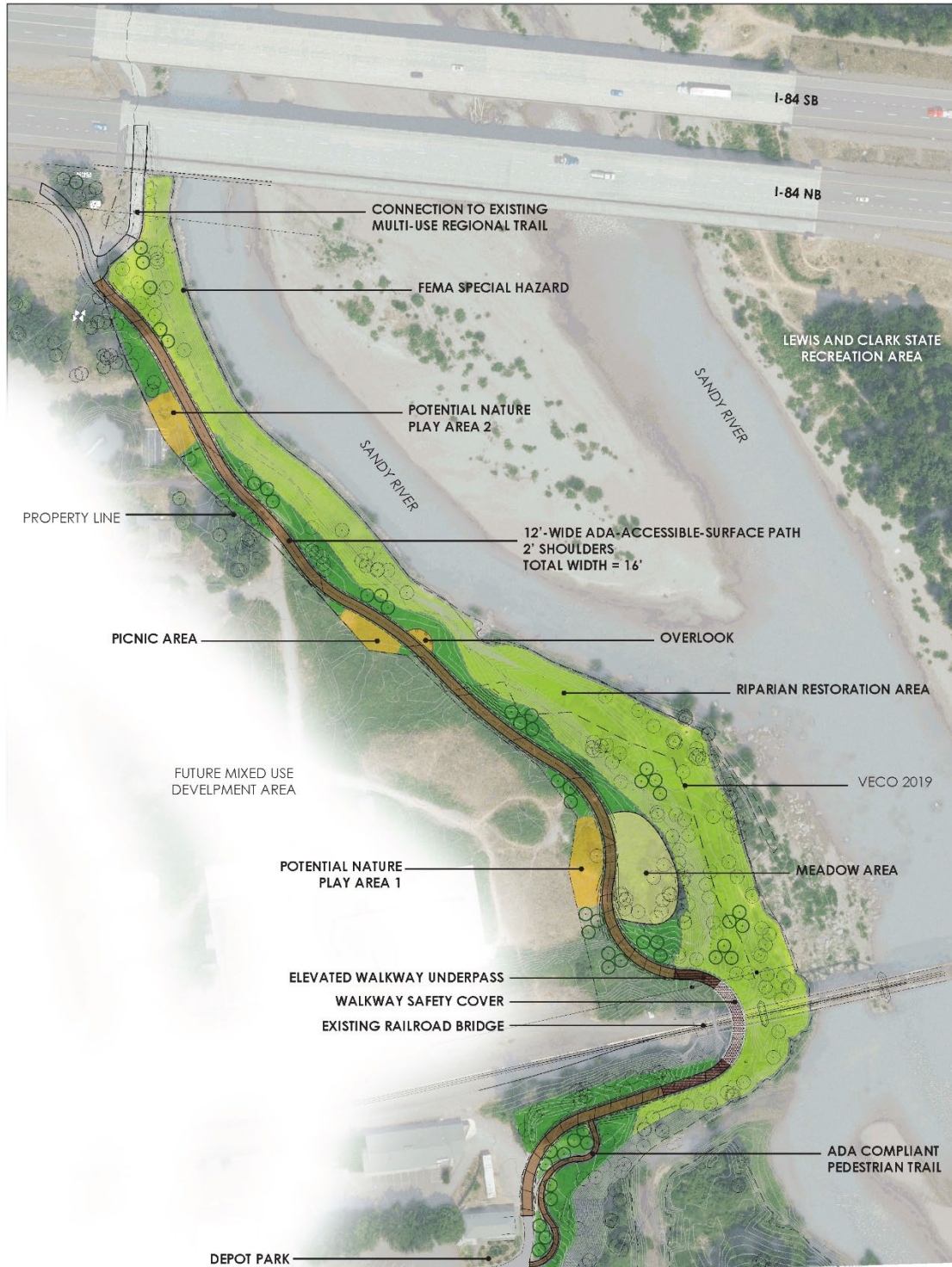
Beginning in 2020, a 30-percent design was established (see image on next page). With additional refinements, a **60-percent design** set was finalized in 2021. The City intending to begin **90 percent design work** in Spring 2022. The City will actively be pursuing grant funding opportunities, primarily through Metro's Parks and Nature bond program and other public, private, and nonprofit sources when applicable.

## Zoning and Entitlements



The **MU-3 (Urban Mixed-Use) zoning district** was adopted into the Troutdale Development Code in August 2021. This new zoning district is uniquely applied to The Confluence site and affords the site with additional dimensional flexibilities that are not typically permitted in other zoning districts. Most importantly, an increase in height allowances was established in recognition of the site's unique characteristics, the acknowledgment of cost recapture for transformative projects, and to allow additional creativity in design and form. This increase resulted in an increase from a standard 35 feet cap upwards to 55 feet (for a standard review) and 75 feet (for a "Type IV" review approved by City Council).





## SANDY RIVER ACCESS TRAIL : 30% DESIGN PLAN



## **General Development Expectations**

Originally established by the 2020-2040 Town Center Plan, the general development expectations of the site are highlighted below and expanded upon in the subsequent pages:

The street grid should be carried over from downtown as an organizing principle

The water tower should be retained as an iconic feature of the site and future development

The potential exchange of property with the ownership of the outlets should be allowed to provide more direct access to/from the west

A centralized parking facility/garage should be considered

A direct connection with downtown via a pedestrian bridge should be built

A direct vehicular connection with downtown should be studied and pursued

A consistent and specific architectural style should be established

Building heights should be limited to 55 feet but may go as high as 75 feet but should be stepped-back or terraced to lessen visual impact from adjacent public spaces and streets

Residential development should prioritize home ownership opportunities



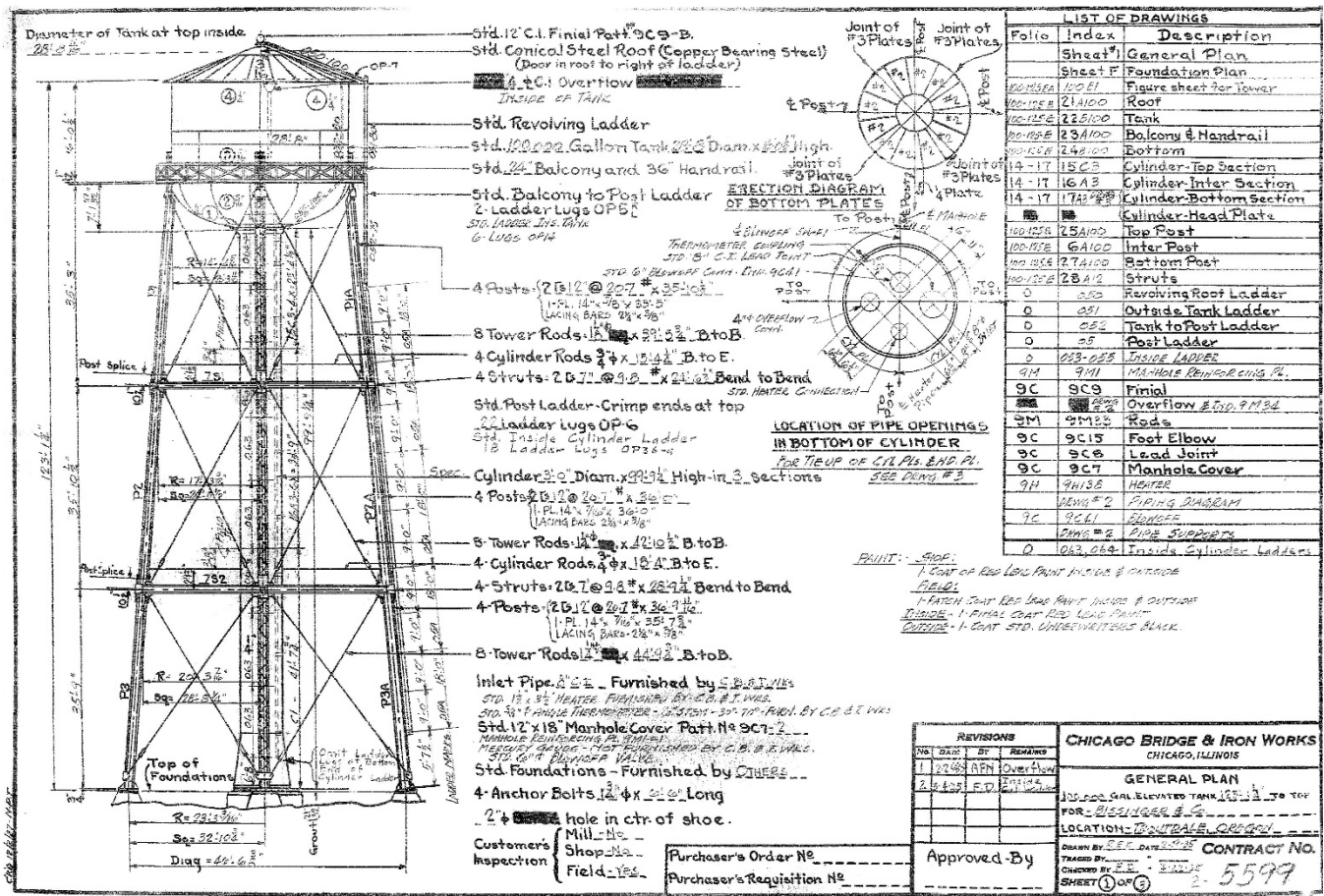


*An early interpretation of how a street grid pattern could be extended on to the site. This design was used in conceptual planning only and should not suggest an endorsed solution from the Urban Renewal Agency.*

### **The street grid should be carried over from downtown as an organizing principle**

The Confluence site is adjacent to Downtown Troutdale, which was organized historically along a street grid that has provided timeless benefit to enjoy the small-town charm with ease of access. Although the scale and vernacular of design expected for The Confluence is understood to be different from Downtown, the general principle of a street grid in urban design remains. An ideal situation would see a carry over or replication of the street grid in a similar pattern onto the site, with appropriate adjustments for taking into consideration the Union Pacific Railroad right of way, the angle of the riverfront, and accommodating for site features where appropriate.

Planned rights-of-way should be at least 60 feet in width. This width compliments the existing street grid, increases sunlight opportunity, avoids tunnelling effects from taller adjacent buildings, and allow for ample space to accommodate all users—particularly pedestrians. An expectation that must be considered in land planning is the ability to obtain future direct access to points west and south of the site for the purposes of improving direct connections to the site. This will mean expecting to set aside rights-of-way that connect with the east-west alignment of 257<sup>th</sup> Way from 257<sup>th</sup> Drive and the possibility to connect one (or more) of the north-south Downtown streets (Buxton, Dora, Harlow, or Kibling) either across the railroad tracks (or over the railroad tracks) to the site.



The engineering plans for the Bissinger Water Tower from the 1930s

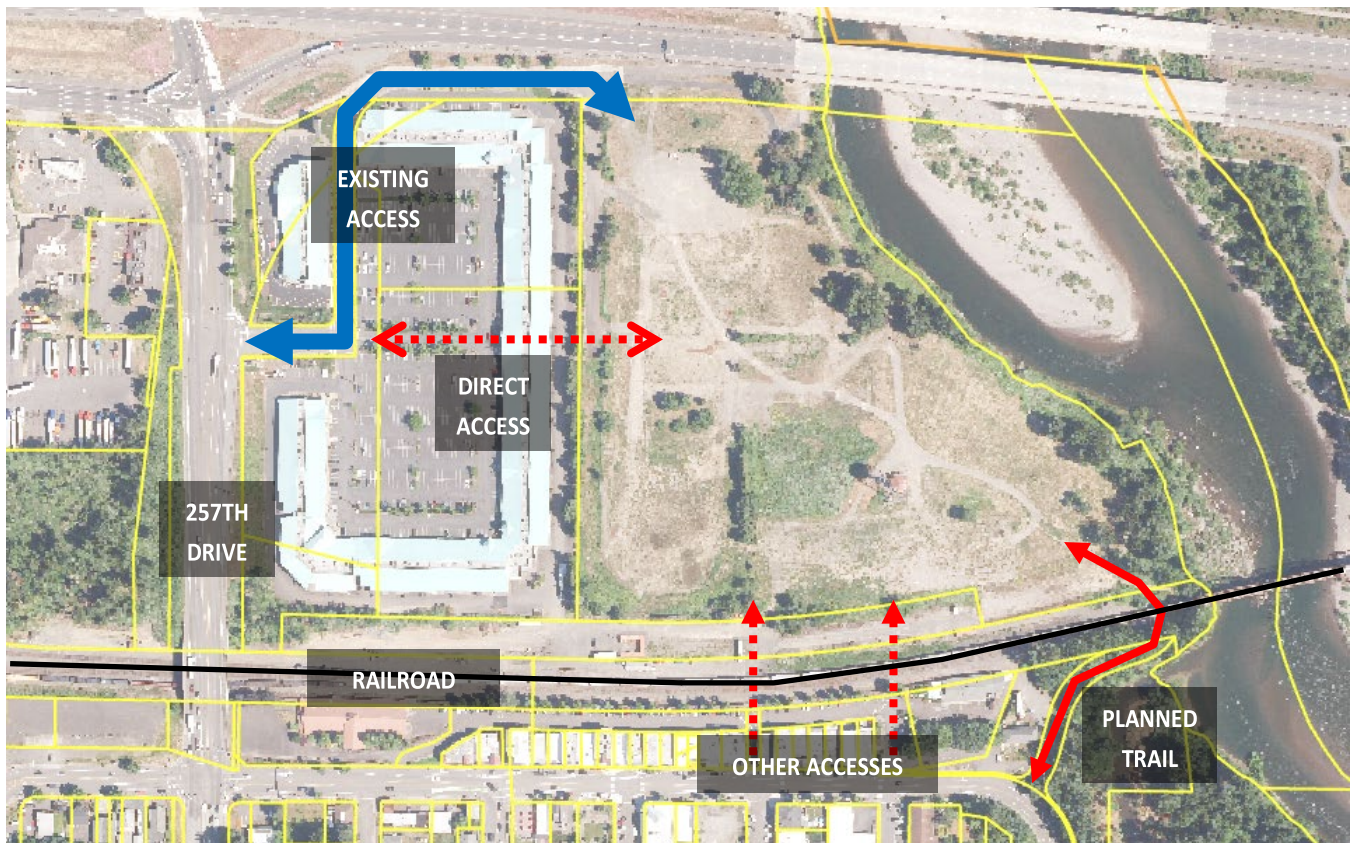
## The water tower should be retained as an iconic feature of the site and future development

The Bissinger Water Tower is a nearly 90 year old structure that supported mill operations at the Bissinger Mills Woolpullery, once the largest employer in Troutdale. The structure—which was originally painted in silver lead paint—has deteriorated over time due to rust and graffiti but remains a solidly-built structure that could play an important role in site branding and place-making. Apart from hosting antennae and equipment for wireless carriers for an interim period, the tower is empty and not being used in any utility capacity.

The City of Troutdale consciously intended to keep the structure from being demolished during site cleanup activities in 2019 and 2020. Although not presently listed as a locally- or nationally-designated historic landmark, the hope is that the tower can be restored and repurposed in some capacity, which at minimum would include a sandblasting and repainting of the tank and legs and the opportunity to allow for city branding to be placed on the tank. The existing wireless communication installations would be removed.

It is unclear at this point if a “fall zone” area ought to be considered if planning adjacent development around it. The City of Troutdale is open to discussions if there is a need to relocate the tower to accommodate development, but would rather have development work around the existing location and find creative means to incorporate it within a development pattern if possible.





Above: An exhibit showing existing access along with future and potential access points to the site. Below: A street view image of 257<sup>th</sup> Way from 257<sup>th</sup> Drive. 257<sup>th</sup> Way is a public street that serves the outlets and The Confluence.





**The potential exchange of property with the ownership of the outlets should be allowed to provide more direct access to/from the west**

Since the Riverfront Renewal Plan's creation in 2006, there have been many concepts for future development of The Confluence site. Many of them showcase a potential direct access that would go through the existing Columbia Gorge Outlets in a straightforward pattern. This would require reconfiguring the eastern side of the outlets to create endcap units in order for a road to go through. While previous ownership of the outlet mall had some interest in participating in such a reconfiguration, there should be no presumption that existing mall ownership will entertain this option.

It is important to note that **access to the site on public right-of-way already exists and can be further improved upon**. Vehicular access to the site involves entering the outlets on 257<sup>th</sup> Way, then turning northward and going in between the northwestern sections of the outlets, then turning eastward parallel to the I-84 eastbound onramp to the northwest corner of the site.

The Agency will place a high priority on considering land development opportunities that are able to utilize the existing access but is able to retain the option to have a more direct vehicular option in the future. This means that conceptual site planning must take into account the general possibility of access in a general alignment of the east-west 257<sup>th</sup> Way segment and existing driveway in the center of the outlets.

At present, the Agency is reluctant to consider utilizing the City's condemnation and eminent domain authority to secure the site. However, the City's Capital Improvement Plan will continue to list the more direct access as a capital project that could be pursued in partnership with the City in the future.

The City would encourage any prospective developer to also consider creative means in securing more direct access by working directly with the outlet mall ownership. This could include participation in future development or the potential exchange of property, which is what the Town Center Plan had envisioned in 2021.

**A centralized parking facility/garage should be considered. / A direct connection with downtown via a pedestrian bridge should be built, and a direct vehicular connection with downtown should be studied and pursued.**

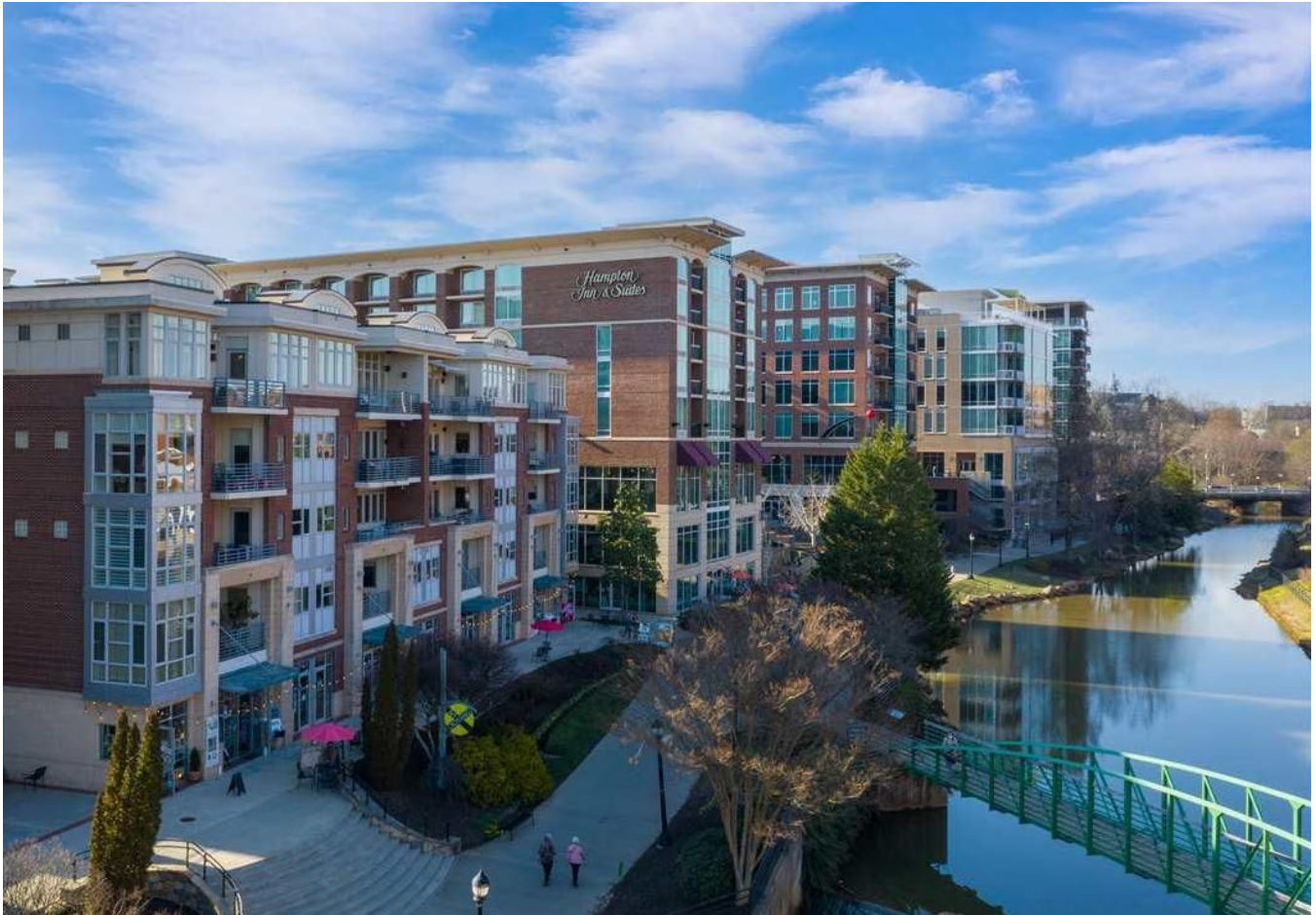
The Agency recognizes the significant financial commitment it will take to construct a parking structure. However, the importance of proximate parking is a key driver in encouraging general walkability to the site.

A parking facility would assist greatly in ensuring a more optimal use of land to fulfill larger development goals and could provide for a more logical layout. If combined with a bike/ped bridge that would connect to a top floor, the prospects for a parking structure benefitting not only the site, but also Downtown Troutdale increase dramatically.

The City has also explored how a parking structure could be a strategic investment for other public stakeholders, including but not limited to TriMet, the Oregon Department of Transportation, and other state agencies that are involved in travel and tourism. The Town Center Plan provided an exhibit that suggested the possibility of a railroad tourism operation along with a potential Amtrak stop if regular passenger rail service heading eastward is to be re-established on the Oregon side of the river.



As the "Gateway to the Gorge", Troutdale is ideally situated to help with travel demand management that has plagued many of the Columbia River Gorge's most attractive and well-known facilities. A parking garage could serve as a convenient park-and-ride facility to help with regional demand, suggesting that state or regional involvement in helping to finance or operate a garage could be considered.



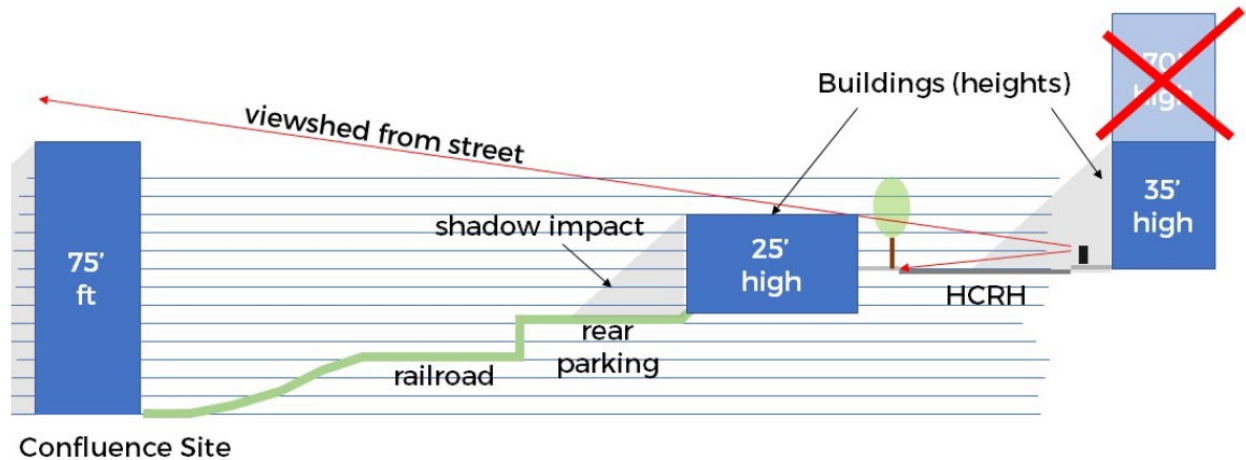
*An example of a consistent style for different phases of development at the RiverPlace site in Greenville, S.C.*

### **A consistent and specific architectural style should be established**

The Confluence site is distinct enough in geographic boundary and physical separation that a mimicking of the early 20<sup>th</sup> Century architectural vernacular of Downtown Troutdale's storefront is not required. There is a measure of comfort that The Confluence site can retain a separate yet high quality design vernacular. However, the non-negotiable factor is that such a design template is consistent and intentional in order to prevent flippancy in development patterns and to accommodate for a true sense of place.

As a result, a mixing of competing architectural styles or the presumption of standard "corporate-style" architecture for commercial structures is to be discouraged. A prospective developer should expect to abide by underlying architectural standards that are either codified through a development code amendment to the MU-3 zoning district or established through covenants and/or deed restrictions. Troutdale will commit itself to working with a developer and their design professionals on agreeing to a template prior to a property transaction, with a committee design review expected to part of the entitlement process.





*An exhibit from the Town Center Plan showing a profile view of The Confluence site (left) and downtown Troutdale's general street profile (right)*

**Building heights may go up to 55 or 75 feet but should be stepped-back or terraced to lessen visual impact from adjacent public spaces and streets.**

The Confluence is fortunate in that its topography is consistently lower in elevation than Downtown Troutdale, which has retained an architectural “small town feel” due in part to the size and scale of its contributing structures. The analysis as shown below was instrumental in articulating why taller buildings could be considered on the site as opposed to Downtown.

Because of this situation and the need to recognize return on investment in a location where much investment is required, the City of Troutdale has established higher than typical height allowances at The Confluence site through the creation of the MU-3 Urban Mixed Use zoning district.

### **Residential development should prioritize home ownership opportunities**

The City of Troutdale adopted a Housing Needs Analysis (“HNA”) in 2021. The state-required report provides general parameters for how the City is to accommodate needed housing over a 20 year period through 2040, based on available “buildable” lands, existing zoning districts, and statistics showing housing discrepancies.

One of the most important findings of the HNA is that there was a deficiency in housing stock availability for upper-income households. Due to the proximity to Downtown and the scenic riverfront nature of The Confluence site, the Town Center Plan envisioned an opportunity for higher-income housing opportunities in medium and high-density capacities to be located on the site.

Furthermore, the HNA also spoke to providing additional homeownership opportunities particularly for “empty nesters” or younger, upwardly mobile households who may seek their first homeownership investment. The development patterns envisioned for the site may lend themselves to fulfilling both needs.

**Flexibilities**

Having engaged with the public for nearly 20 years, the shifting sands of economic reality, development preferences, and adjacent factors have caused the site's preferences to be reconsidered over time, though certain general expectations remain. The Urban Renewal Agency is cognizant that inevitably, there will be gaps that exist between what is desired and what is expected.

While this Plan has provided its general expectations of development in preceding pages, the Agency extends its openness to discuss any and all contents of this Plan and treats these expectations as a starting point in any future negotiations for the prospects of development. The importance of this site to Troutdale and its citizens is paramount, particularly since the establishment of the urban renewal district that contains the site was approved by the voters.

Therefore, it is important that the Agency reaffirms the desires of the public while responding to the realities of economic opportunity and site characteristics which may limit the highest aspirations for The Confluence site. The Agency confirms its commitment to being flexible with the presumption of disclosure and deference to the history of public feedback and interest.