CITY OF TROUTDALE

"Gateway to the Columbia River Gorge"

AGENDA

URBAN RENEWAL AGENCY OF THE CITY OF TROUTDALE – SPECIAL MEETING

Troutdale Police Community Center – Kellogg Room
234 SW Kendall Court
Troutdale, OR 97060-2078

Tuesday, September 29, 2020 – 7:00PM

Mayor
Casey Ryan

City Council
David Ripma
Randy Lauer
Jamie Kranz
Glenn White
Nick Moon
Zach Hudson

City Manager
Ray Young

City Recorder
Sarah Skroch

Meeting Participation During COVID-19 Social Distancing Order

Watch on Zoom: Submit an email to info@troutdaleoregon.gov by **5:00pm on Monday, September 28th** to request to be sent an invitation to watch via Zoom.

Submit Written Public Comment: Written public comment can be submitted via email to info@troutdaleoregon.gov and must be received by **5:00pm on Monday, September 28th.**

In-Person Public Attendance: Members of the public may attend the meeting in person. Attendees will be required to wear a mask and be spaced a minimum of 6 feet apart. The number of people in the room shall not exceed 25.

1. **ROLL CALL**

2. **PUBLIC COMMENT:** Public comment on non-agenda and consent agenda items is welcome at this time. *Public comment on agenda items will be taken at the time the item is considered. Public comments should be directed to the Presiding Officer, and limited to matters of community interest or related to matters which may, or could, come before Council. Each speaker shall be limited to 5 minutes for each agenda item unless a different amount of time is allowed by the Presiding Officer, with consent of the Council.*

3. **PRESENTATION:** The Confluence Site – Action Planning Progress.
Chris Damgen, Community Development Director,
Alex Joyce, Cascadia Partners &
Abe Farkas, Cascadia Partners

4. **ADJOURN**

Casey E Ryan

Casey Ryan, Chair
Dated: September 24, 2020

Further information and copies of agenda packets are available at: Troutdale City Hall, 219 E. Historic Columbia River Hwy. Monday through Friday, 8:00 a.m. - 5:00 p.m.; on our Web Page www.troutdaleoregon.gov or call Sarah Skroch, City Recorder at 503-674-7258.

The meeting location is wheelchair accessible. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to: Sarah Skroch, City Recorder 503-674-7258.

AGENDA ITEM # 3

THE CITY OF TROUTDALE OREGON EST. 1907

STAFF REPORT

SUBJECT:	**The Confluence Site – Action Planning Progress**		
MEETING TYPE:	Urban Renewal Agency - Special Meeting	**MEETING DATE:**	September 29, 2020
PRESENTER:	Alex Joyce, Abe Farkas, and others	**DEPARTMENT / AFFILIATION:**	Cascadia Partners
ACTION REQUIRED:	Information / Discussion	**PUBLIC HEARING:**	No
COMMITTEE / COMMISSION RECOMMENDATION:	N/A	Click or tap here to enter text.	
STAFF RECOMMENDATION:	N/A	Click or tap here to enter text.	

Exhibits:

A. Presentation

Subject Relates to:

☒ Council Goals ☐ Legislative ☒ Land Use / Development ☐ Other

Development solicitation for city-owned portions of the Urban Renewal Area

Discussion Points:

- Consider information shared in the presentation
- Provide feedback based on the presentation, particularly on access challenges.
- Consider future date for project update (suggested: November 17)

Background:

Earlier in 2020, the City of Troutdale retained the services of Cascadia Partners, a local planning and development consulting firm that specializes in studying scenario-based options for development opportunities. Cascadia Partners is familiar to the area, having served as the consultant of record on a phase of the Main Streets on Halsey planning efforts for identifying opportunity site development along the corridor. Their team includes Abe Farkas, who has previously advised the Urban Renewal Agency with a previous company and as an independent consultant.

The City has asked Cascadia to perform an "action planning" process that will help it line up development assumptions and developer solicitation in the coming months. An action planning exercise can involve several steps. The following steps have been envisioned for the Urban Renewal Area site, now commonly referred to as The Confluence site:

- Obtain clear understanding of the financial situation and constraints of the site.
- Obtain feedback from City Staff and leadership on site opportunities and challenges, along with preferred development outcomes.
- Interview potential development partners on their observations of the site and strategies to move forward with experience in a "master developer" capacity and have experience in projects of a similar scale and complexity.
- Flush out strategies on working with the owner of the outlets and Union Pacific Railroad to determine if/how better access to the site can be achieved.
- Create several development concepts to evaluate from a land use and financial perspective for viability and interest.
- Provide additional information to the City to prepare for zoning changes, financial considerations, and developer solicitation

The presentation tonight will cover the first three items and may also include discussion on the fourth bullet point. A second or third meeting with the URA Board is budgeted in their contract.

Pros & Cons:

Pros:

- Receive critical feedback on site opportunities and challenges, especially from the development community.

Cons:

- None

Oversight:

- *Budget Impact:* ☒ Yes, current year (describe) ☐ Yes, future (describe) ☐ N/A
  Cascadia Partners' contract is professional services rendered this fiscal year.
- *Community Involvement Process:* ☒ Yes (describe) ☐ N/A
  Feedback from the Town Center Committee on the site was provided to the consultants.
- *Approval by City Attorney:* ☒ Yes ☐ N/A

Reviewed and Approved by the City Manager: _____

Exhibit A

The Confluence Site Action Planning Progress

Project Update

Troutdale Urban Renewal Agency Special Meeting

September 29, 2020

CASCADIA
PARTNERS

Our Team

Alex Joyce
Principal, Project Manager

Jamin Kimmell, AICP
Senior Associate

Abe Farkas
Public-Private Partnerships

Julia Michel
Associate

Lydia Ness
Associate

Matt Brown
Principal, YBA Architects

Where We've Been, Where We're Headed

- Understand City Goals, Objectives
- Understand URA Financial Status & Constraints
- Understand Site Issues & Constraints
- Conduct Market Analysis & Developer Interviews

Next Steps

- Site Development Concept: including access and zoning
- Financial Analysis: evaluate incentives
- Outlet Mall Owner Meeting
- Develop Action Plan & Development Strategy
  - Prioritized City Actions: regulatory, incentive, investments, and staff to maximize likelihood of success
  - Strategy on development offering, deal structure, property owner participation

Understand City's Goals & Objectives

- Capitalize on major public land ownership
- Leverage market strength
- Efficiently deploy public resources and time
- Recover City funds loaned to URA
- Compliment and connect to downtown
- Expand economic activity
- Expand housing options
- Strengthen City's connection to Sandy River, add a major park, and connect to regional trails
- Secure a master developer partner to realize a common vision

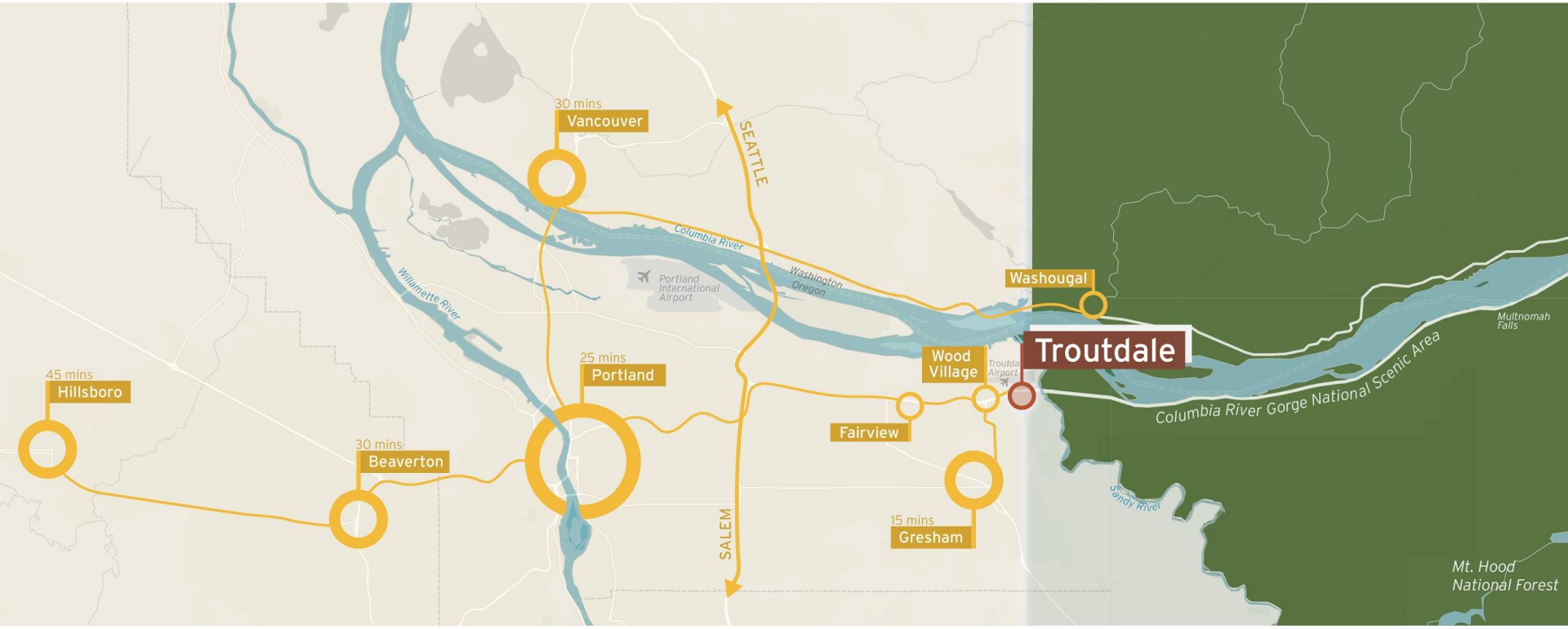
Meetings To-Date

- Chris Damgen
- Marlee Boxler
- Erich Mueller
- Ray Young
- Zach Hudson

Missing Any Goals or Objectives?

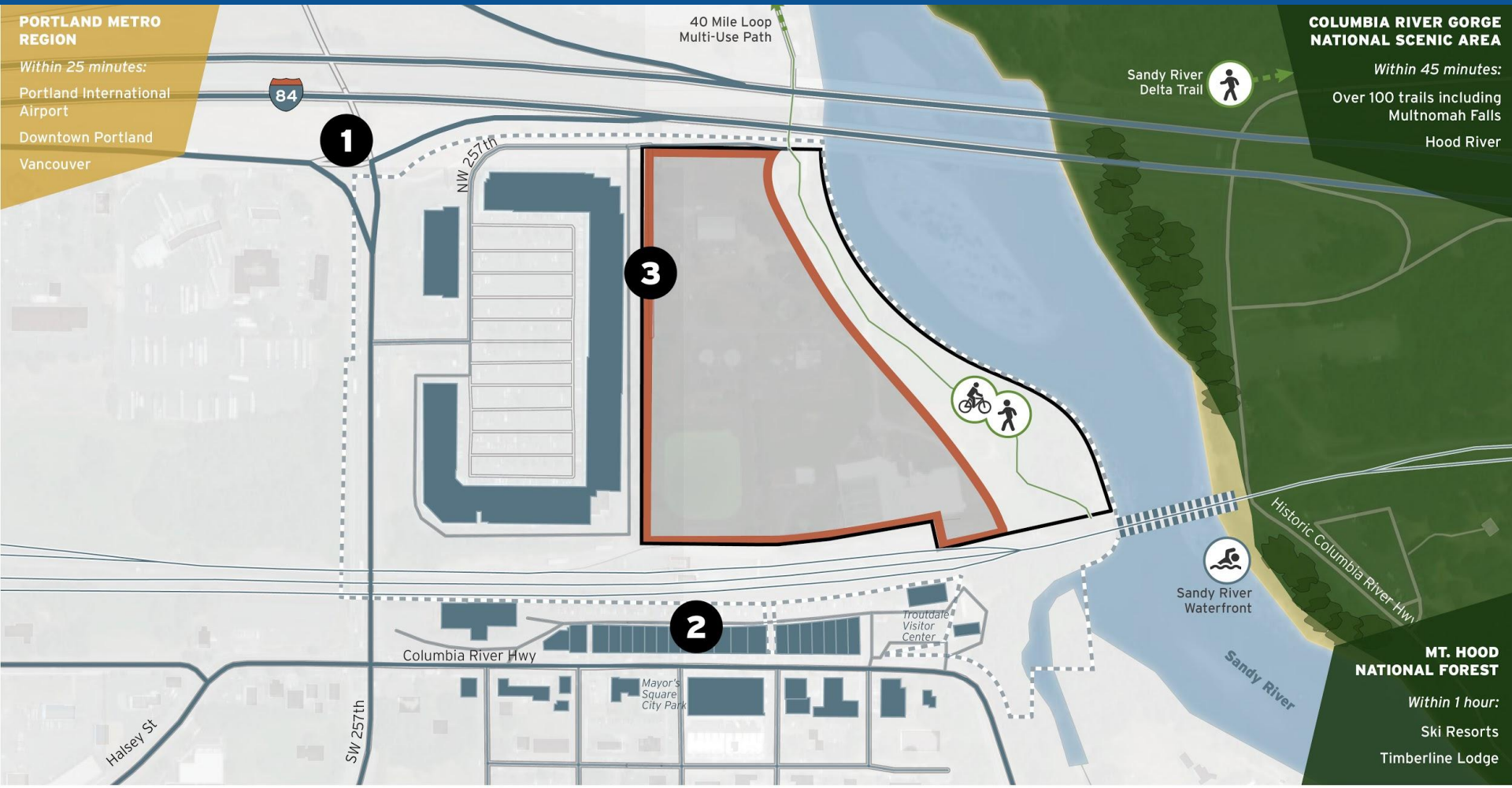
Site Analysis: Context

Troutdale is the connection between a network of thriving and emerging cities...



...and world-class outdoor recreation areas like the Columbia River Gorge and Mount Hood.

Site Analysis: Site



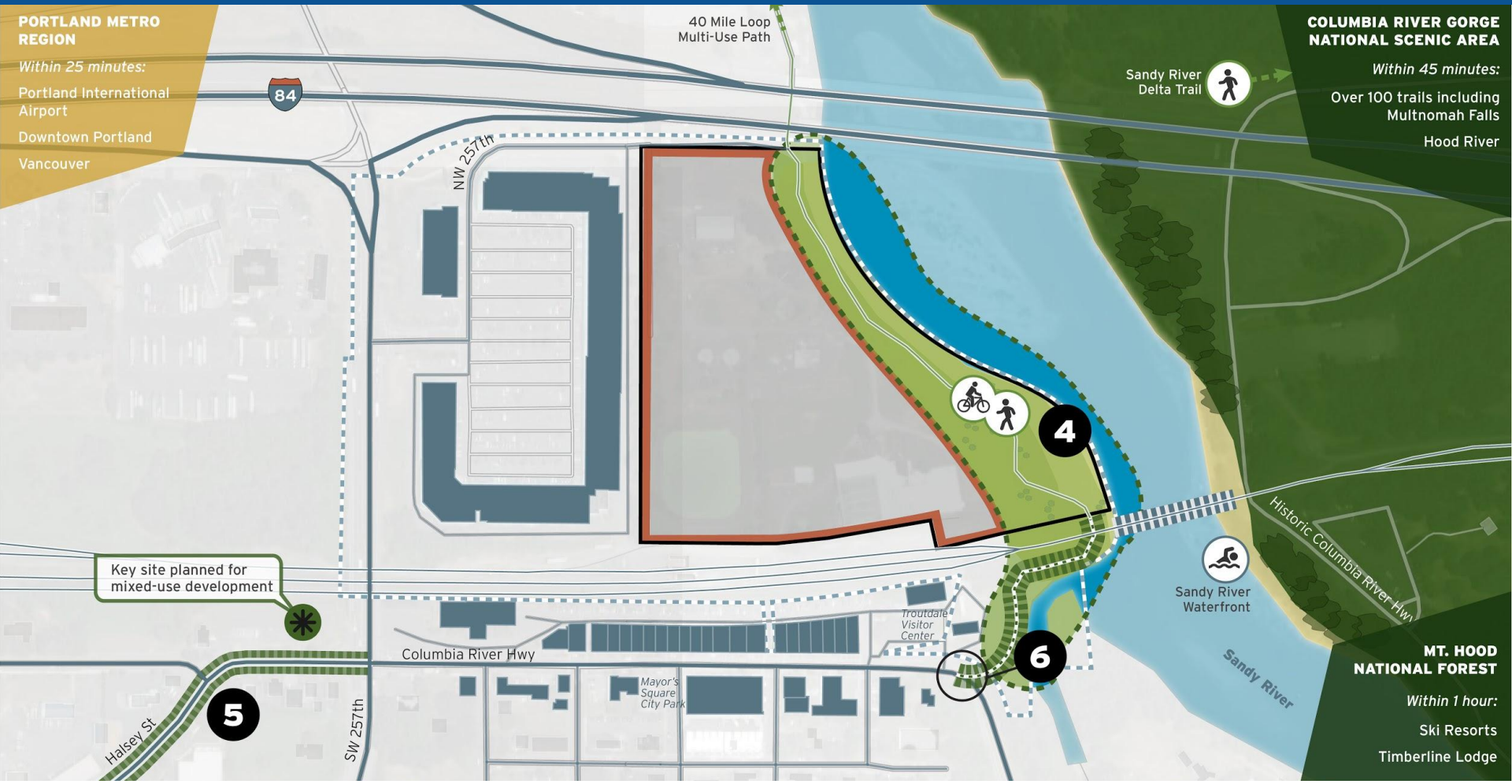
Existing

1. **Direct Highway Access -** The site is located just off an I-84 exit, westbound to the Portland Metro Region and eastbound to the Columbia River Gorge.
2. **Downtown Troutdale -** The site is in close proximity to downtown Troutdale, well known for it's charming small town aesthetic, shops and restaurants.
3. **Owned by the City -** The site is owned by the City of Troutdale and falls within an Urban Renewal Area, which also includes the adjacent Columbia Gorge Outlet mall.

Boundary Key

- Site
- City Property
- Urban Renewal Boundary

Site Analysis: Site



Planned

4 **Sandy Riverfront Park** - The city has begun design work on a 4-acre park with a trail along the site's riverfront with construction to begin by 2022.

5 **Main Streets on Halsey** - Fairview, Wood Village and Troutdale are creating a shared vision of a unified main street on Halsey marked by street improvements, new housing, and enhanced retail nodes.

6 **Trail connecting the waterfront to Downtown** - Sandy Riverfront Park plans will likely include a ped/bike trail crossing under the bridge connecting to Downtown.

Boundary Key

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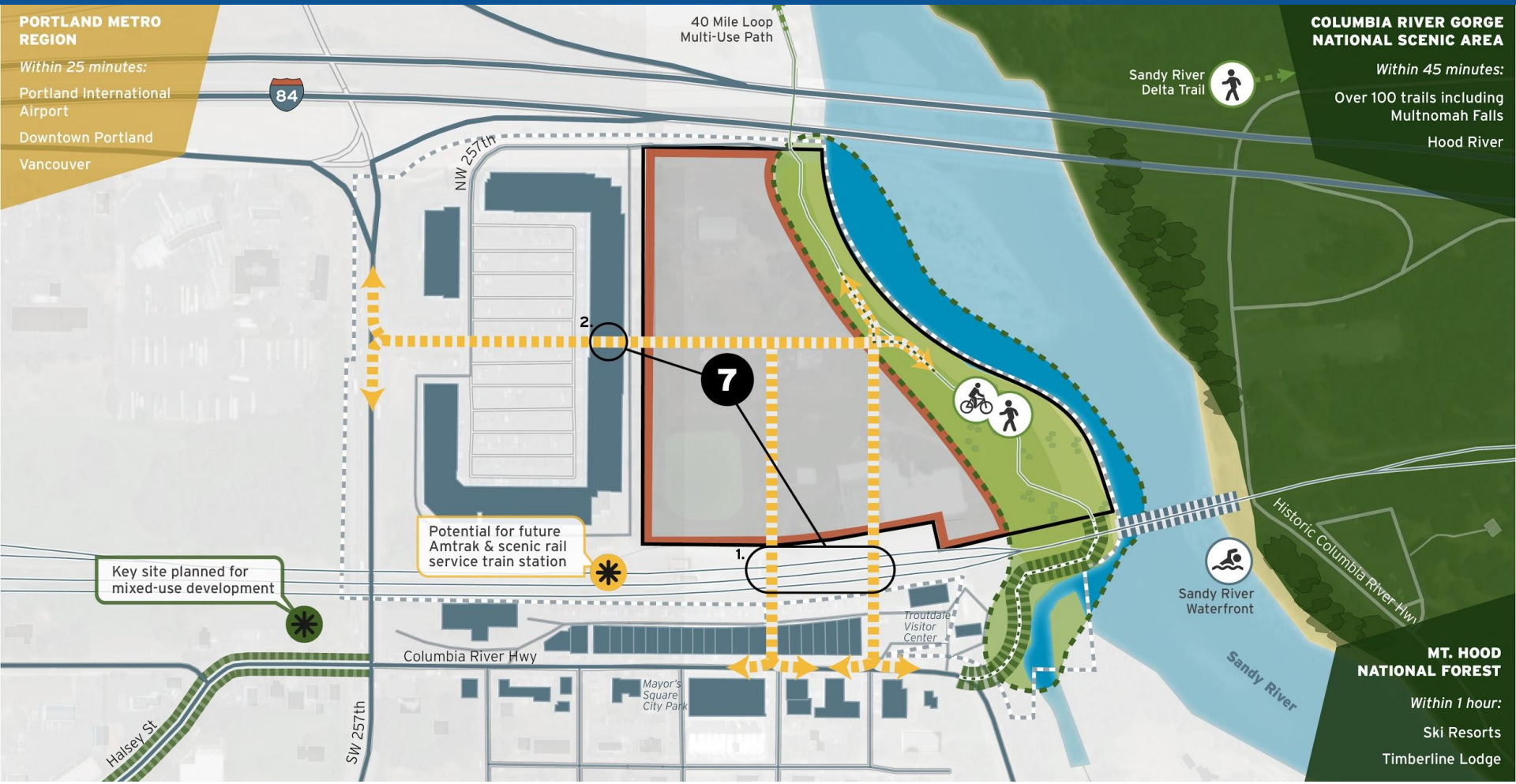
Site Analysis: Site



Potential

7 **Vehicular access to site** - The city is exploring two alternative road connections.

1. *From Downtown to the site*. This would require an at-grade or bridge crossings to cross the railroad.
2. *Through the mall to the site*. This would require an agreement with the outlet mall property owners to build a right-of-way through the mall.

Boundary Key

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- Urban Renewal Boundary

Developer Interviews

Seasoned Developers - Master Developer & P3 Experience

- Damin Tarlow & Steve Wells, Trammell Crow
- Mary Hanlon, Hanlon Development
- Roy Kim, RKm Developers
- Dwight Unti, Tokola Properties
- Chris Nelson, Capstone
- Jerry Mitchell, Integrated (Hotel insights)

Key Takeaways

- High degree of genuine, interest
- Master developer role is generally acceptable/desired
- Riverfront is major, unique amenity - river access is important
- Access identified as key barrier - and cost/time concern
- Willingness to collaborate with Outlet Mall owner, if possible

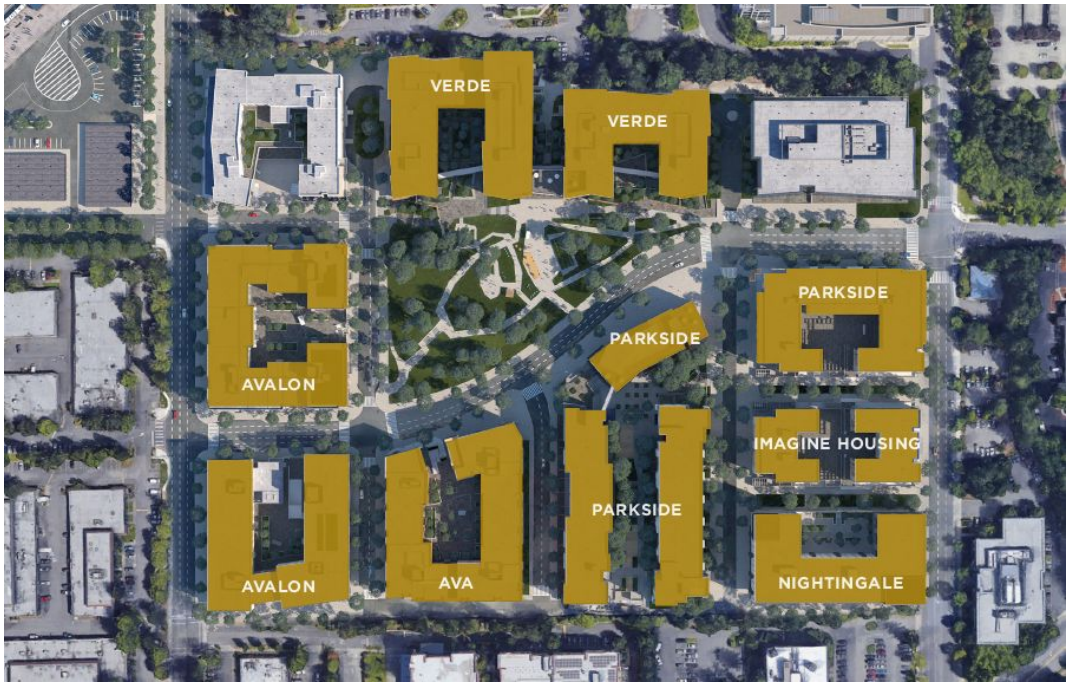
Relevant Development Project Examples

- Rockwood Rising - Rockwood, OR
- Market Hall, Mixed-Use, Apartments, Office
- RKm Development

Relevant Development Project Examples

- Independence, Oregon
- Riverview Park & Trail
- Restaurant, Hotel, Apartments
- Tokola Properties

Relevant Development Project Examples



- Esterra Park - Redmond, WA
- 28-acre master plan
- Apartments, Office, Retail
- Central Park
- Capstone Partners

Relevant Development Project Examples

- Canby Civic Block - Canby OR
- Northwood - Portland, OR
- Mixed-Use, Apartments
- Hanlon Development

Site Constraints & Opportunities

Constraints

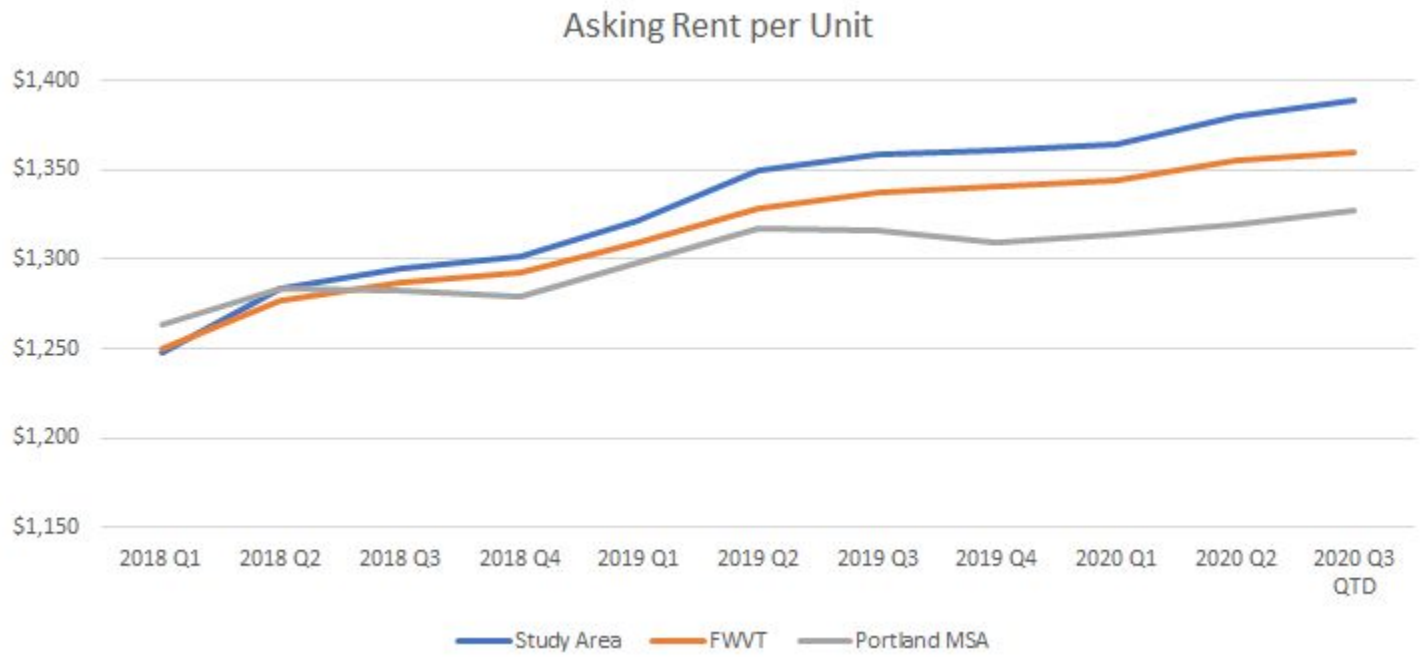
- Site access limited and challenging
- Potential of City site is influenced by Outlet Mall owner participation
- Connections to downtown missing and important - even pedestrian-only
- Direct river access is challenging but important
- Parking structure of limited value unless paired with regional/Gorge transit
- Retail is challenging generally - especially with limited access
- Office use unlikely

Opportunities

- Riverfronts are rare and desirable - direct access important
- Site is flat and clean
- Downtown, Gorge, River, Edgefield are major strengths
- Troutdale is a major recreational cyclist launch spot
- Residential demand remains strong - even post-COVID
  - Apartment, townhome, senior all options
- Hotel likely a strong use - COVID has made financing difficult

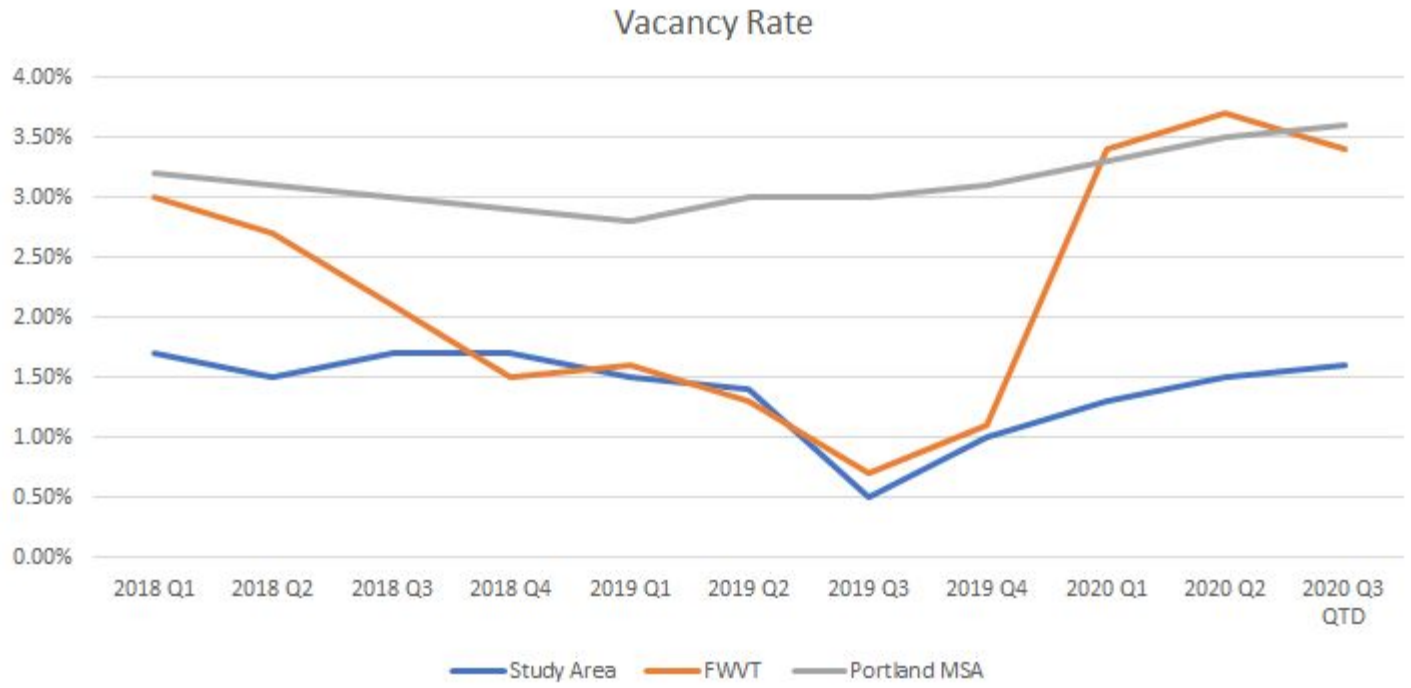
Market Analysis: **Multifamily**

- **Asking rent in Troutdale is increasing - even after COVID - and higher than Portland MSA: Good**
- **Other development-ready sites are on Halsey vs. on riverfront: Confluence could command premium rents (with access)**



Market Analysis: **Retail**

- **Retail rents in Troutdale are on par with Portland MSA & higher than rest of Halsey corridor: Good**
- **Retail in Troutdale has a much lower vacancy than Portland MSA - Good**
- **Vacancies in Troutdale have increased since COVID, but remained low relatively to the Halsey Corridor - Good**
- **More than any other use type: Location Matters**



Next Steps

- **Feasible Development Program & Design Concept**
- **Financial Analysis**
  - Define highest and best uses today
    and those possible with additional City effort and investment
- **Development Strategies**
- **Key Engagement with Columbia Gorge Outlets**
- **Action Plan for City**
  - Define priority list of actions
  - Prepare City for successful development offering