

**Attachment A  
to Ordinance #773**



**RECOMMENDED**

**Troutdale Riverfront Renewal Plan**

**Prepared by:**

**Tashman Johnson LLC  
Cascade Economic Planning**

**January 18, 2006**

## **LIST OF PARTICIPANTS**

### **Ad Hoc Downtown Urban Renewal Advisory Committee**

Mike Chudzik, REMAX Equity Group

Mike Greenslade, Bremik Construction

Terry Kneisler, Superintendent, Reynolds School District (Vice Chair)

Max Maydew, Downtown Troutdale Developer

Sharon Nesbit, Citizen at Large

Dave Rasmussen, Citizen Advisory Committee

Bruce Stannard, Parks Advisory Committee

Jerry Stitzel, Columbia Life Center, (Chair)

Marianne Vier, Planning Commission

Janice White, Citizens Advisory Committee

John Wilson, Budget Committee

### **City of Troutdale Staff**

John Anderson, City Administrator

Rich Faith, Community Development Director

### **Consultants**

Jeffrey Tashman, Tashman Johnson LLC

Tina Mosca, Cascade Economic Planning

Jeannette Launer, Attorney

## TABLE OF CONTENTS

|              |   |           |
|--------------|---|-----------|
| <b>I.</b>    | <b>Introduction .....</b>                                   | <b>1</b>  |
| <b>II.</b>   | <b>Goals and Objectives.....</b>                            | <b>2</b>  |
| <b>III.</b>  | <b>Outline of Projects .....</b>                            | <b>5</b>  |
| <b>IV.</b>   | <b>Map and Legal Description of Urban Renewal Area.....</b> | <b>6</b>  |
| <b>V.</b>    | <b>Urban Renewal Projects .....</b>                         | <b>9</b>  |
| <b>VI.</b>   | <b>Relationship to Local Objectives .....</b>               | <b>11</b> |
| <b>VII.</b>  | <b>Proposed Land Uses.....</b>                              | <b>18</b> |
| <b>VIII.</b> | <b>Property Acquisition and Disposition .....</b>           | <b>21</b> |
| <b>IX.</b>   | <b>Relocation Methods.....</b>                              | <b>22</b> |
| <b>X.</b>    | <b>Tax Increment Financing of Plan.....</b>                 | <b>23</b> |
| <b>XI.</b>   | <b>Duration of Plan.....</b>                                | <b>25</b> |
| <b>XII.</b>  | <b>Future Amendments to Plan.....</b>                       | <b>26</b> |

**I. INTRODUCTION**

The Troutdale Riverfront Renewal Plan (the “Plan”) contains goals, objectives and projects for the revitalization of the Troutdale Riverfront Renewal Area (the “Area”). The Area, shown in Figure 1, is zoned for commercial use, encompassing lands in Troutdale’s General Commercial District and Mixed Office/Housing District. It is also within the City’s Town Center District Overlay Zone.

Existing conditions are that the Area is underdeveloped and suffers from poor auto access and lack of pedestrian and bicycle connections to the central business district. These constraints have hampered the Area’s capacity to attract a mix of high quality commercial, office, residential and public uses suitable for the Sandy Riverfront and the Troutdale Town Center. Information regarding conditions in the Area is provided in the Report accompanying the Plan (the “Report”).

The purpose of the Plan is to use the tools provided by urban renewal to develop public infrastructure to attract private investment and facilitate the Area’s redevelopment. These tools include tax increment financing (see Section X), which generally means that the property taxes resulting from growth in property value within the Area can be used to finance improvement projects. The Plan allows for the Agency purchase of land from willing sellers and subsequent Agency sale for redevelopment as part of a public/private development partnership. The Plan does not authorize use of condemnation to acquire property. The normal authority of public agencies such as the City of Troutdale to acquire land for public improvements is unaffected by the Plan, and such authority may be used in the Area.

The Plan is administered by the Urban Renewal Agency of the City of Troutdale (the “Agency”) which was established by the City Council of the City of Troutdale as the City’s Urban Renewal Agency. The Plan may be changed in the future, under the provisions of Chapter XII.

The Plan has a duration of 10 years (see Chapter XI), meaning that no new debt will be incurred after the tenth anniversary of the Plan’s effective date. The maximum amount of indebtedness (amount of tax increment financing for projects and programs) that may be issued for the Plan is Seven Million Dollars and No Cents (\$7,000,000).

## II. GOALS AND OBJECTIVES

The goals and objectives of the Plan are as follows:

**A. Goal: Promote the Redevelopment of the Area for a Mix of Retail, Office, Residential and Public Uses.**

The Area is effectively undeveloped but its location makes it a valuable site for a mix of retail, office and residential development and for a riverfront park and other public spaces. The overall goal of the Plan is to promote the optimum redevelopment of this site.

1. **Objective: Provide the opportunity for redevelopment by upgrading public infrastructure, including streets, sanitary sewer, storm sewer and water facilities.**
2. **Objective: Share with the private sector the cost of redeveloping the area in a manner that especially supports city policies regarding land use, design and transportation.**

**B. Goal: Provide a Greater Level of Goods and Services for Troutdale.**

Troutdale residents must travel outside the community for many goods and services that are not currently available. Development of the Area can result in a broader range of goods and services available locally.

**C. Goal: Increase the Awareness of the Development Community of the Opportunities Within the Area.**

Though there is immediate demand for development through expansion of existing retail uses in part of the Area, development of the remainder of the Area will depend on other private sector developers and/or business owners. Increasing the awareness of the development community of future development opportunities will help achieve the highest quality and most successful development of the Area.

**D. Goal: Create Employment Opportunities for Troutdale Residents.**

Many of Troutdale's residents must travel outside the community to work. Continued development of the Area can increase the number and type of jobs that are available within the community.

1. **Objective: Continue to enhance the development environment for professional and general office space.**

The development environment within the Area is evolving and the Plan can assist in creating public amenities that would attract more office development.

- 2. Objective: Create a better awareness of the market opportunities that exist or will exist in Troutdale for job generating uses.**

**E. Goal: Improve Transportation Linkages.**

Transportation linkages within the Area are incomplete, and connections are needed for cars, pedestrians and bicycles.

- 1. Objective: Provide a connected street system that serves development in the Area.**
- 2. Objective: Provide a system of pedestrian and bicycle trails that connects downtown to the Sandy River.**
- 3. Objective: Promote land uses and design that are efficient in their use of transportation.**

Mixed use (retail/office/residential) projects can eliminate the need for some trips. For example, a restaurant located within the Area can serve Area residents, patrons and employees with no need for a vehicle trip. Housing units that incorporate a work or shop space (“live/work”) units can reduce vehicle trips between work and home.

**F. Goal: Improve Access to and Enjoyment of the Sandy Riverfront.**

The Sandy River is an historical and recreational resource that helps give Troutdale its character. However, access to the river from the Area is very limited. Better access will create an amenity for new development and a resource for the entire community.

- 1. Objective: Develop public parks and trails that capitalize on the Sandy River as a community resource and connect to the regional trail system (“40 Mile Loop”).**
- 2. Objective: Encourage environmentally sensitive site planning and design that provides access to, and views of, the river.**

**G. Goal: Provide Public Spaces for Events and Other Uses by Troutdale Residents, Patrons of Area Businesses and Tenants and Residents Within the Area.**

- 1. Objective: Incorporate public spaces such as a public plaza within the development plans for the Area.**
- 2. Objective: Provide suitable locations for cultural and recreational activities and other community-oriented uses.**
- 3. Objective: Enhance public entryways to the Area and the existing downtown.**

**H. Goal: Preserve and Enhance Troutdale's Natural, Cultural and Historic Resources.**

Troutdale's location on the Sandy River near its confluence with the Columbia River made it a key point in the Lewis and Clark expedition and in the pioneer route to the Willamette Valley.

- 1. Objective: Reflect historical Troutdale in future development.**
- 2. Objective: Promote development and redevelopment that is designed to respect Troutdale's natural resources**
- 3. Objective: Encourage the use of local artists for public art within the Area, especially art that reflects local history and culture.**

**III. OUTLINE OF PROJECTS**

The Plan identifies transportation projects, including street improvements and pedestrian improvements, which will increase multimodal (autos, pedestrians and bicycle) connectivity throughout the Area and make it a safer and more accessible destination. The Plan also includes public plaza and public spaces projects that will beautify the Area, increase neighborhood livability and provide opportunities for residents, visitors and downtown workers to participate in a wide range of community and recreational activities.

Proposed public utility improvement projects will extend water, sanitary sewer and surface water management facilities to the Area and make it an attractive location for private investment in projects that will increase the economic vitality of the Area and support the goals and objectives of the Town Center Plan and the City's Comprehensive Plan.



**IV. MAP AND LEGAL DESCRIPTION OF URBAN RENEWAL AREA**

Figure 1. shows the urban renewal area boundaries. Exhibit A is a legal description of the Area.

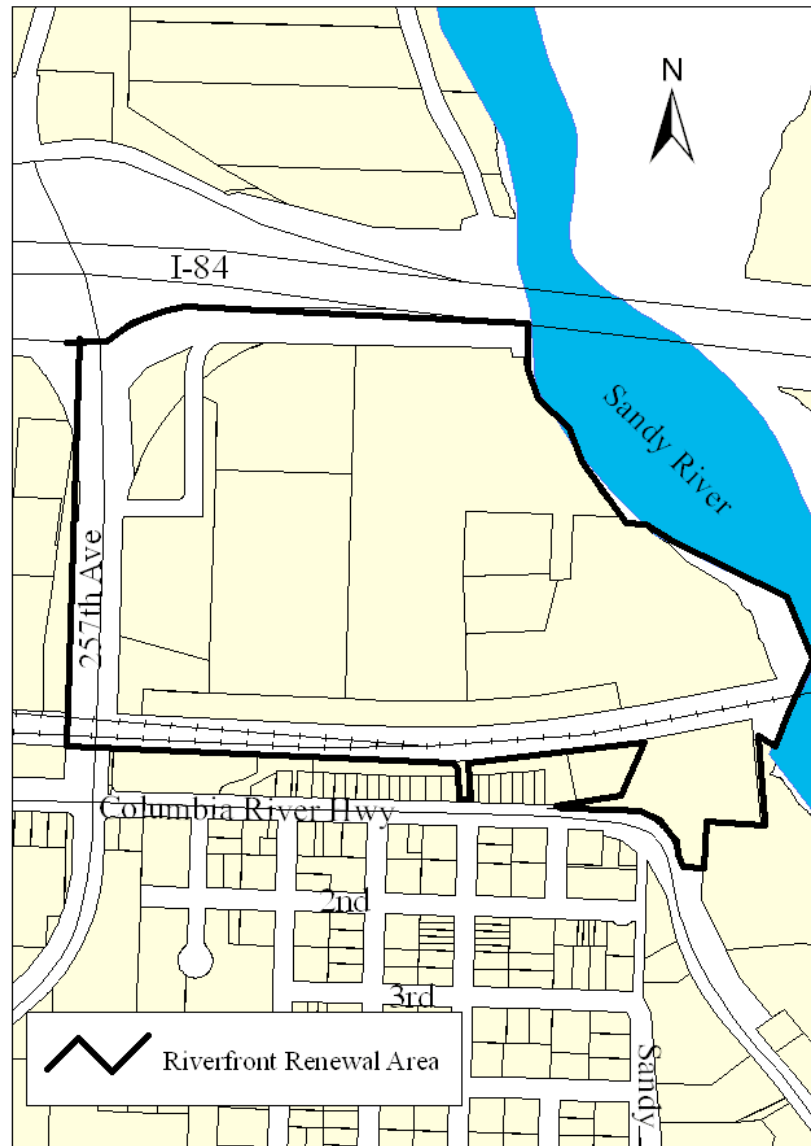


Figure 1: Riverfront Renewal Area

**EXHIBIT A  
TROUTDALE RIVERFRONT RENEWAL AREA  
LEGAL DESCRIPTION**

A tract of land situated in the northwest one-quarter of Section 25 in Township 1 North and Range 3 East of the Willamette Meridian, in the City of Troutdale, County of Multnomah, and State of Oregon, being more particularly described as follows:

Beginning at a point of intersection of the westerly right-of-way line of N.E. 257th Avenue (NW Graham Road) and the southerly right-of-way line of Union (O.W.R. & N. Co.) Pacific Railroad; thence northerly along said westerly right-of-way line of NW Graham Road to the southerly right-of-way line of U.S. Highway I-84; thence easterly along said right-of-way line to the westerly bank of the Sandy River; thence southeasterly along said westerly bank of the Sandy River to a point on the easterly property line of that certain tract of land deeded to the City of Troutdale on February 1, 1991, in Book 2383, Page 884, Multnomah County Deed Records, said point being S 6°13'58" East a distance of 42 feet more or less from the southerly right-of-way line of Union (O.W.R. & N. Co.) Pacific Railroad; thence continuing southerly along said easterly property line S 6°13'58" a distance of 262 feet more or less to the most easterly southeast corner of said City of Troutdale tract; thence N 89°33'28" West a distance of 161.50 feet; thence S 00°26'32" W a distance of 130.00 feet to the most southerly southeast corner of said City of Troutdale tract; thence N 89°33'28" W along the southerly line of said City of Troutdale tract 63.01 feet to a point on the northeasterly right-of-way line of the Historic Columbia River Highway; thence along the easterly and northerly lines of said right-of-way line a distance of 413.26 feet more or less to the southwest corner of that certain tract of land

*RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN*

described in deed to the City of Troutdale, recorded September 27, 1972 in Book 884, Page 746; thence North  $0^{\circ}22'59''$  East along the westerly line of said last-described City of Troutdale tract, a distance of 10.39 feet to the northwest corner thereof; thence along the arc of a 3064.93 foot radius curve to the left, through a central angle of  $0^{\circ}27'10''$  (the chord of which bears North  $80^{\circ}52'33''$  East 24.22 feet) an arc length of 24.22 feet to the southeast corner of the duly recorded plat of TROUTDALE TOWN CENTER; thence continuing along said 3064.93 foot radius curve to the left, through a central angle of  $2^{\circ}23'09''$  (the chord of which bears North  $79^{\circ}27'13''$  East), 127.62 feet to a point; thence North  $20^{\circ}25'58''$  East a distance of 178.07 feet to a point on the southerly right-of-way line of the Union (O.W.R. & N. Co.) Pacific Railroad; thence westerly along said southerly right-of-way line a distance of 510 feet more or less to the intersection of said southerly right-of-way line and the northerly extension of the westerly property line of Lot 18 of the duly recorded plat of TROUTDALE TOWN CENTER; thence southerly along the extension of said property line a distance of 118 feet more or less to the northerly right-of-way line of the Historic Columbia River Highway; thence westerly a distance of 26.43 feet more or less along said right-of-way line to its intersection with the easterly property line of Lot 17 of the duly recorded plat of TROUTDALE TOWN CENTER; thence northerly along said property line and its northerly extension a distance of 117 feet more or less to its intersection with the southerly right-of-way line of the Union (O.W.R. & N. Co.) Pacific Railroad; thence westerly along said right-of-way line to its intersection with the westerly right-of-way line of NW Graham Road and the point of beginning.

Containing an area of 48.20 acres more or less.

**V. URBAN RENEWAL PROJECTS**

Urban renewal projects authorized by the Plan are described below. The projects are primarily improvements to public facilities that will be an integral part of the mixed-use redevelopment of the Area and will increase its public use and enjoyment. For example, the Sandy Riverfront Park will be an important amenity for - and increase the value of - housing in the east part of the Area while also providing for public enjoyment of the River. Similarly, a public plaza would provide support for retail, restaurant and office space and also provide a venue for community-oriented events.

**A. Access Improvements to NE 257<sup>th</sup> Avenue and to the Historic Columbia River Highway**

This project consists of street connections between NE 257<sup>th</sup> Avenue (through the existing Columbia Gorge Premium Outlets) and the Area and between Historic Columbia River Highway and the Area (under the Union Pacific Rail Road tracks). This project will result in an important loop road providing a vital connection among the existing Outlets, the redeveloped mixed-uses within the Area and the existing “Main Street” along the Historic Columbia River Highway between 257<sup>th</sup> Avenue and the Troutdale Rail Depot.

**B. Infrastructure/Utility Improvements**

This project consists of extension of water, sanitary sewer and surface water management facilities within the Area.

**C. Sandy Riverfront Park**

This project consists of a Sandy Riverfront pathway and related improvements to increase public enjoyment of its scenic resources and provide an amenity for adjacent development.

**D. Public Plaza and Public Spaces**

This project consists of a public plaza, town square or other similar public spaces to enhance public use of the Area and provide an amenity for adjacent development.

**E. Public Parking Facilities**

This project consists of a public parking facility to serve commercial and public uses of the Area. The design of parking facilities should emphasize attractive appearance and contain features that minimize their visual impact.

**F. Pedestrian Crossing over Union Pacific Railroad Tracks**

This project consists of a pedestrian over-crossing of the Union Pacific tracks, providing an additional pedestrian connection between the Historic Columbia River Highway and the Area.

**G. Site Preparation and Relocation of Parks Department Facilities**

This project consists of demolition of the former Sewage Treatment Plant and the existing abandoned industrial building and assistance with relocation of the City of Troutdale Parks Department. It also includes environmental assessments of the Area and required remediation of environmental conditions, if any.

**VI. RELATIONSHIP TO LOCAL OBJECTIVES**

The Plan addresses local planning and development objectives contained in the City's Comprehensive Plan, Development Code, Transportation System Plan (TSP), and the Troutdale Town Center Plan. Adopted in 1971 and last amended in December 1998, the Comprehensive Plan identifies goals and policy objectives that will promote effective and efficient development while providing a balanced mix of land uses and maintaining high standards of community livability. The City's Development Code is updated on an ongoing basis and the TSP was adopted in 2005. Adopted in 1998, the Troutdale Town Center Plan includes development and design concepts and implementation strategies to guide the long-term development of the town center area, which encompasses downtown Troutdale and surrounding areas in the central city.

Note that the Urban Renewal Plan is always referred to as the "Plan." Other plans mentioned in this section use their full name.

**A. City of Troutdale Development Code**

The City of Troutdale Development Code establishes zoning districts, which govern allowed uses and contain development standards. The Area encompasses property within the City's General Commercial and Mixed Office/Housing Districts and the Town Center Zoning District Overlay. A detailed description of these zoning/overlay districts and corresponding development standards is provided in Section VII below.

The Plan helps finance the public investments necessary to generate development that is consistent with the purpose and established development standards for the represented zoning/overlay districts. Further, the Plan will help ensure that the Area develops efficiently, with adequate transportation and public utilities to serve anticipated growth and pedestrian and parks facilities that will promote healthy, livable neighborhoods and create a unique sense of place.

**B. Troutdale Comprehensive Land Use Plan Goals and Policies**

The Troutdale Comprehensive Land Use Plan identifies general goals and objectives and detailed policies that address statewide planning goals and the City's long range planning and development objectives.

The Plan includes transportation, infrastructure/utility, parks, public plazas and public spaces project that will help achieve the following Comprehensive Plan general goals and objectives:

- Policy 4: To bring about a general increase in population density throughout the community in order to facilitate the efficient use of public transportation systems; water, sewer, and storm sewer systems; and other public facilities and services.

## *RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN*

- Policy 5: To provide a safe and coordinated transportation and circulation system that will bring about the best relationships between places where people live, work, and play.
- Policy 6: To significantly improve the appearance of the community, particularly along I-84 and in the downtown area, as one means of recapturing the individual and distinct identity of the Troutdale area as a balanced community with commercial and industrial areas supporting the City within its urban context, and in relationship to the adjoining communities of Gresham, Fairview, and Wood Village.
- Policy 7: To retain and enhance desirable existing areas and to revitalize, rehabilitate, or redevelop less desirable areas.
- Policy 11: To provide an adequate supply of open space and park and recreation areas to meet the recreational needs and desires of the City's residents.
- Policy 13: To encourage a mix of commercial and industrial development which will provide an economic base for the City.

In addition to the general goals and objectives identified above, the Plan includes projects that will facilitate the implementation of statewide planning goals and local planning objectives. Of particular relevance to the Plan are the Recreational Needs, Economy, Housing and Transportation policies outlined below:

### **Goal 8 – Recreational Needs**

The following Recreational Needs policies are supported by the Plan.

- Policy 1: Develop an above average amount of open space with both active and passive recreation areas.
- Policy 2: Develop a variety of recreational facilities available to all neighborhoods.
- Policy 7: Ensure that citywide parks are located adjacent, or close, to major collector or arterial streets and are also accessible to pedestrians and bicyclists.

The Plan will support the development of a new park and associated multi-use pathway along the Sandy River, which will provide new opportunities for active and passive recreational uses and increase pedestrian/bicycle access to the Area from surrounding neighborhoods.

**Goal 9 – Economy**

The Comprehensive Plan identifies policies intended to diversify and improve Troutdale’s economic and employment base, including specific policies that address economic needs in the Town Center Area.

General economic policies supported by the Plan include:

- Policy 1: Allocate commercial facilities in a reasonable amount and planned relationship to the people they will serve.
  
- Policy 4: Promote an adequate level of economic development and a diversified employment base within the City of Troutdale.

The Plan also includes projects and programs that will promote the following Town Center Plan economic policies:

- Policy 1: Focus retail commercial activity in the established CBD (Central Business District) and, except for expansion of the Columbia Gorge Premium Outlets, do not allow large-scale commercial development to locate nearby.
  
- Policy 5: Provide office employment opportunities in the town center area.
  
- Policy 7: Require all new development to create pedestrian connections to neighborhood centers or to the town center.
  
- Policy 9: Allow expansion of the regional retail at the Columbia Gorge Factory Stores.
  
- Policy 10: Ensure that neighborhood commercial uses within the town center serve the needs of the neighborhood.

One of the Plan’s stated goals is to “Promote the Redevelopment of the Area for a Mix of Retail, Office, Residential and Public Uses.” The Plan identifies access improvements to NE 257<sup>th</sup> Avenue and to the Historic Columbia River Highway as a transportation project. These improvements will provide direct, multimodal linkages to the Area from key economic and recreational activity centers, including NE 257<sup>th</sup> Avenue, the Historic Columbia River Highway and downtown Troutdale. The Plan also includes parks, public plazas and public spaces projects that will make the Area an attractive location for new commercial, office and residential development.

**Goal 10 - Housing**

According to the Comprehensive Plan, “The City of Troutdale is committed to providing the opportunity to obtain decent housing at appropriate densities, cost, and location.”



*RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN*

The Plan includes transportation, infrastructure/utility, parks and public spaces projects that will increase access to the Area and attract high quality residential development.

General Housing policies supported by the Plan include:

- Policy 1a: Residential developments shall be located in close proximity to employment and shopping facilities. Development shall be sensitive to site characteristics, including topography, soil types, and natural vegetation.
  
- Policy 1b: Residential areas shall offer a wide variety of housing types in locations best suited to each type and shall be developed in a way which will not create environmental degradation. Established densities shall be recognized in order to maintain proper relationships between proposed public facilities and services, and population distribution.

**Goal 12 - Transportation**

The Comprehensive Plan identifies policies that are designed to promote safe and efficient multimodal circulation and access to all parts of the City, including the town center area, downtown and other key destinations.

Transportation policies supported by the Plan include:

- Policy 1: Locate and construct streets and highways in a manner which accommodates both current and future traffic needs. Design streets to maintain the character and quality of the areas served.
  
- Policy 3: Within the town center planning area, provide pedestrian-oriented streets that are uninterrupted by driveways and encourage on-street parking to provide a buffer between the sidewalk and street.
  
- Policy 7: When property redevelops or develops with residential and/or mixed uses, provide for the construction of an interconnected internal street system that provides linkages between adjacent developments.

The Plan provides for access improvements to NE 257<sup>th</sup> Street and the Historic Columbia River Highway that will provide critical linkages between the Area and key shopping, commercial and recreational destinations, including the Columbia Gorge Outlet Stores, the downtown/Central Business District and historic Main Street. The Plan will also support the creation of a new park and pedestrian facilities that will make the town center planning area a more pedestrian-friendly environment and will attract new businesses and visitors to the Area.

**C. Transportation System Plan Goals and Policies**

The TSP identifies goals and policy objectives intended to create a transportation system that enhances community livability and facilitates safe and convenient multimodal access within and to the Area by residents and visitors. The Plan’s goals, objectives and transportation infrastructure projects directly address or correlate to planning needs identified in the TSP’s goals and policies.

Of particular relevance to the Plan are the following transportation system goals and policies, identified in Chapter 2 of the TSP:

**Goal 2: Provide a transportation system in Troutdale which is safe, reduces length of travel and limits congestion.**

- Policy b: Local streets shall be designed to encourage a reduction in trip length by providing connectivity and limiting out-of-direction travel. Provide connectivity to activity centers and designations with a priority for pedestrian connections. Wherever necessary, new streets built to provide connectivity shall incorporate traffic management design elements, particularly those which inhibit speeding. New or improved local streets should comply with adopted streets spacing standards.
- Policy d: Safe and secure pedestrian and bicycle ways shall be designed between parks and other activity centers in Troutdale.

**Goal 3: Provide a balanced transportation system and reduce the number of trips by single occupant vehicles.**

- Policy a: Commercial, community service and high employment industrial uses shall be developed and sited to be supportive and convenient to pedestrians, bicyclists and transit riders. Pedestrian and bicycle amenities, transit facilities, ride-share programs or similar commute trip reduction measures shall be incorporated in commercial and industrial development to the maximum extent possible.
- Policy b: Recreational trails, including the 40-Mile Loop, shall link to Troutdale’s bicycle and pedestrian plans.

**Goal 4: Provide for efficient movement of goods**

- Policy c: Designated arterial routes and freeway access areas in Troutdale are essential for efficient movement of goods. Design of these facilities and adjacent land uses should reflect the needs of goods movement.

Policy d: Access control standards shall be preserved on arterial routes to reduce conflicts between vehicles and trucks, as well as conflicts between vehicles and pedestrians.

The Plan includes projects that will address transportation needs in the Area. In particular, the Plan will support access improvements to NE 257<sup>th</sup> Street and the Historic Columbia River Highway, two major transportation corridors that serve the Town Center area. These improvements will strengthen linkages between the Area and the downtown/Central Business District. In addition to street improvements, the Plan will support the development of a pedestrian crossing over the Union Pacific Railroad, public parking facilities, and a park and pedestrian pathway along the Sandy River. These projects will improve multimodal circulation and help provide safe and convenient access to and from the Area by residents, visitors and workers.

#### **D. Troutdale Town Center Plan**

“The primary objective of the Troutdale Town Center Plan is to develop a strategy for new infill and redevelopment that will enable downtown Troutdale to thrive as a viable town center within the Portland region. The Town Center Plan has been developed, in part, to implement the regional Metro 2040 Growth Concept. The plan identifies the physical and policy barriers which inhibit intensification and redevelopment of the downtown. It contains implementation strategies including policy actions, public projects, programs, and incentives intended to help Troutdale develop a strong and diversified town center.”

The Town Center Plan provides a conceptual framework for the balanced and efficient development of downtown Troutdale and surrounding areas. The Plan supports the following land use and transportation goals, which formed the development of Town Center Plan:

#### **Land Use Goals – General**

Encourage commercial business that serves Troutdale citizens.

- Provide opportunities for mixed uses.
- Provide open spaces and greenways.
- Diversify Troutdale’s economy.

#### **Land Use Goals – Site-Specific**

Provide more housing in the core area.

- Redevelop the sewage treatment plant site:
  - Create a riverfront promenade and provide Sandy River access and a trail along the river.

#### **Transportation Goals**

Maintain a pedestrian- and bicycle-friendly environment

*RECOMMENDED TROUTDALE RIVERFRONT RENEWAL PLAN*

- Enhance pedestrian connections:
  - Provide pedestrian linkages between the downtown and the Columbia Gorge Factory Stores.

To achieve the land use and transportation goals cited above, a primary objective of the Town Center Plan is the development of a comprehensive network of local streets and pedestrian linkages to the key retail, entertainment and recreational destinations in the town center area - Columbia Gorge Factory Stores and the downtown/Central Business District. The Plan includes projects that will increase multimodal connections between the Area, NE 257<sup>th</sup> Avenue and the Historic Columbia River Highway. It will also increase pedestrian access to the Riverfront and the downtown/Central Business District by providing new pedestrian and parks facilities, including the proposed Sandy River Park and a pedestrian crossing over the Union Pacific Railroad.

The redevelopment of the sewage treatment plant site to support housing and other uses that are appropriate for the area is also a goal supported by the Plan. In particular, the Plan identifies site preparation (including the demolition of the former STP) and the relocation of Parks Department Facilities as a specific project that will serve as a catalyst for the redevelopment of the STP site and the broader Area.

**VII. PROPOSED LAND USES**

Land uses within the Area are governed by the City of Troutdale Development Code. The Development Code establishes zoning districts that implement the Troutdale Comprehensive Plan and the Town Center Plan. The districts govern the allowed uses and contain development standards.

Currently, the entire Area is within the Town Center zoning district overlay (the “TC district”). According to the Development Code, the purpose of the TC district is as follows:

“To encourage the downtown Troutdale area to grow as a diverse and viable town center consistent with the Metro 2040 Growth Concept for town centers. The Troutdale Town Center is envisioned as the district that provides shopping, employment, cultural, and recreational opportunities that serve the Troutdale area. In addition, the district allows for continued housing opportunities close to commercial activities. The intent of specific design standards for buildings, streetscapes, and parking within the TC district is to achieve development that is consistent with the design concepts outlined in the Town Center Plan. These design concepts include, but are not limited to, attractive pedestrian-oriented streets, providing a complementary mix of commercial and residential development, a connected network of streets and accessways to reduce automobile dependency, and avoiding walled streets.”

With limited exceptions, permitted uses and development standards within the TC district are the same as those identified for the underlying Central Business District, General Commercial, Mixed Office/Housing and Open Space zoning districts. The purpose of these districts is described below.

**A. Central Business District**

“This district is intended to provide for retail, personal, professional, business and industrial services within the Town Center (TC).”

Uses permitted outright in the Central Business District (CBD) include but are not limited to: apartment units in conjunction with commercial uses (provided that they are built above or below the street level floor), duplex and triplex dwellings when on the same lot, multiple-family dwellings, cultural and entertainment uses, parking facilities, retail sales, service and repairs and personal services.

Generally, setbacks are not required in the CBD. However, a minimum 15-foot setback is required along a property line that abuts residential zoning districts. A maximum building height of 35 feet is prescribed, however no minimum requirements for lot area, lot width and lot depth are specified. With the exception of apartment units built in conjunction with a commercial use, a maximum residential density of one dwelling unit per 2,000 square feet of net land area is required for all development within the CBD. Further,

residential development must be built at 80% or more of the maximum number of dwelling units per net acre.

**B. General Commercial District**

“This district is intended for more intensive commercial uses in addition to those provided for in the Neighborhood Commercial (NC) and Community Commercial (CC) districts.”

Uses permitted outright in the General Commercial (GC) District include but are not limited to: retail sales and services, medical and professional offices, lodging, entertainment, automotive service and repairs, and a broad range of commercial and technical services.

A minimum front yard setback of 20 feet and a street side yard setback of five feet on a through street or a corner lot abutting a street are required in the GC District. With the exception of property abutting a residential zoning district, development is not subject to rear and side yard setbacks. A minimum street frontage of 50 feet and maximum building height of 45 feet are also prescribed.

**C. Mixed Office/Housing District**

“This district is intended to provide a compatible mix of office, employment and housing opportunities in close proximity to the Troutdale Central Business District. The MO/H district is intended to promote a compact development form consistent with the Troutdale Town Center Plan.”

A variety of commercial and residential uses are permitted outright in the MO/H District. These include but are not limited to: medical and professional offices, personal services uses in conjunction with residential development, galleries or art studios, attached, duplex, and triplex dwellings, multiple-family dwellings, apartment units in conjunction with a commercial use, and detached single-family dwellings provided on the same lot in conjunction with another permitted use.

Generally, there are no minimum setback requirements in the MO/H district, although a maximum front yard setback of 10 feet is required for development abutting a transit street. A maximum height limit of 35 feet is prescribed and building footprints shall generally not exceed 20,000 square feet. Residential development is generally subject to a maximum density of one dwelling unit per 2,000 square of net land area and must be built at 80% of the maximum number of dwelling units per acre. Further, residential development must provide a minimum of one off-street parking space per dwelling unit.

**D. Open Space**

“This district is intended to provide and preserve open space areas.”

Uses permitted outright in the Open Space (OS) district include but are not limited to: Parks or playgrounds, picnic grounds, wildlife and nature preserves, nature trails and/or bikeways and minor utility facilities.

“OS district uses shall be compatible with adjacent uses. Picnic grounds and parking facilities shall be equipped with trash receptacles. OS districts shall be maintained by the City if publicly owned; by the owner(s) if privately owned.”

**VIII. PROPERTY ACQUISITION AND DISPOSITION**

The Plan authorizes the acquisition and disposition of property as described in this section. Property includes any and all interests in property, including fee simple ownership, lease, easements, licenses or other rights to use.

**A. Property Acquisition – From Willing Sellers**

The Plan authorizes the Agency acquisition of any interest in property within the Area, including fee simple interest, to support private redevelopment, only in those cases where the property owner wishes to convey such interests to the Agency. The Plan does not authorize use of the power of eminent domain to acquire property for private redevelopment.

Property acquisition for those public improvements projects authorized in Section V will be required. The Agency is not granted eminent domain authority under the Plan. Therefore, if the Agency cannot acquire the property needed for the described public improvements through negotiation and voluntary sale, the acquisition will be undertaken by the City of Troutdale or other public entity under its independent eminent domain authority.

Property acquisition from willing sellers may be required to support development of retail, office, housing and mixed use projects within the Area.

**B. Land Disposition**

The Agency may dispose of property acquired under the Plan by conveying any interest in property acquired pursuant to Subsection VIII A. Property shall be conveyed at its fair reuse value. Fair reuse value is the value, whether expressed in terms of rental or capital price, at which the urban renewal agency in its discretion determines such land should be made available in order that it may be developed, redeveloped, cleared, conserved or rehabilitated for the purposes specified in such plan. Because fair reuse value reflects limitations on use of the property to those purposes specified in the Plan, the value may be lower than the property's fair market value.

Property disposition may be required to support development of retail, office, housing and mixed use projects within the Area.



**IX. RELOCATION METHODS**

As described in Section VIII, the Plan authorizes the acquisition of property by willing sellers only. Relocation benefits must be paid for any public acquisition, whether the acquisition is voluntary or involuntary. Therefore, before the Agency acquires any property, the Agency will adopt relocation regulations.

**X. TAX INCREMENT FINANCING OF PLAN**

Tax increment financing consists of using annual tax increment revenues collected by the Agency to make payments on debt incurred by the Agency, usually in the form of tax increment bonds. The proceeds of the bonds are used to pay for the urban renewal projects authorized in the Plan. Debt, including bonds, may be both long-term and short-term, and does not require voter approval.

Tax increment revenues equal most of the annual property taxes imposed on the cumulative increase in the total assessed value within an urban renewal area over the total assessed value at the time an urban renewal plan is adopted. (Under current law, the property taxes for general obligation (“GO”) bonds and local option levies approved after October 6, 2001 are not included in tax increment revenues.)

**A. General Description of the Proposed Financing Methods**

The Plan will be financed using a combination of revenue sources. These include:

- Tax increment revenues;
- Advances, loans, grants and any other form of financial assistance from the Federal, State or local governments or other public body;
- Loans, grants, dedications or other contributions from private developers and property owners; and
- Proceeds from the sale of public property, local improvement districts and systems development charges.
- Any other source, public or private.

Revenues obtained by the Agency will be used to pay or repay costs, expenses, advancements and indebtedness incurred in planning or undertaking project activities or otherwise exercising any of the powers granted by ORS Chapter 457 in connection with the implementation of this Plan.

**B. Tax Increment Financing and Maximum Indebtedness**

The Plan may be financed, in whole or in part, by tax increment revenues allocated to the Agency as provided in ORS Chapter 457. The ad valorem taxes, if any, levied by a taxing district in which all or a portion of the Area is located, shall be divided as provided in section 1c, Article IX of the Oregon Constitution, and ORS 457.440. Amounts collected pursuant to ORS 457.440 shall be deposited into the unsegregated tax collections account and distributed to the Agency based upon the distribution schedule established under ORS 311.390.

The maximum amount of indebtedness that may be issued or incurred under the Plan, based upon good faith estimates of the scope and costs of projects in the Plan and the schedule for their completion is Seven Million Dollars and No Cents (\$7,000,000). This amount is the principal of such indebtedness and does not include interest or indebtedness incurred to refund or refinance existing indebtedness.

**C. Prior Indebtedness**

Any indebtedness permitted by law and incurred by the Agency or the City of Troutdale in connection with the preparation of this Plan or prior planning efforts related to this Plan may be repaid from tax increment revenues from the Area when and if such funds are available.

**D. Impact of Tax Increment Financing on Public Schools**

This Plan has been adopted with consideration of information in the Report accompanying the Plan regarding the impact of tax increment financing on the K-12 Public School system. Under current law providing for substantial state funding of K-12 schools, the tax increment financing of this Plan has minimal impacts on the revenues received by the Reynolds School District.

**XI. DURATION OF PLAN**

No new indebtedness to be repaid with tax increment revenues may be incurred after the tenth anniversary of the effective date of the Plan. As is common practice in urban renewal plans in Oregon, tax increment revenues may continue to be collected beyond this date. Collection may continue until it is found that deposits in the Agency's debt service fund are sufficient to fully pay principal and interest on indebtedness issued during the ten years following the effective date of the Plan, either through direct payment of the indebtedness or by payment of principal and interest on bonds or notes issued to finance the indebtedness. Tax increment revenues collected after the tenth anniversary of the Plan may only be used to retire outstanding debt.

**XII. FUTURE AMENDMENTS TO PLAN**

The Plan may be amended as described in this section.

**A. Substantial Amendments**

Substantial Amendments are solely amendments:

- Adding land to the urban renewal area, except for an addition of land that totals not more than one percent of the existing area of the urban renewal area; or
- Increasing the maximum amount of indebtedness that can be issued or incurred under the Plan.

Substantial Amendments, in accordance with ORS 457.085(2)(i), shall require the same notice, hearing and approval procedure required of the original Plan under ORS 457.095, including public involvement, consultation with taxing districts, presentation to the Planning Commission and adoption by the City Council by non-emergency ordinance after a hearing. Notice of such hearing is provided to individuals or households within the City of Troutdale as required by ORS 457.120. Notice of adoption of a Substantial Amendment shall be provided in accordance with ORS 457.095 and .115

**B. Council Amendments**

Council Amendments consist solely of amendments which result in:

- Material changes to the goals and objectives of the Plan; or
- Addition or expansion of a project that adds a cost of more than \$500,000 and is materially different from projects previously authorized in the Plan.
- Increase in the duration of the Plan

Council Amendments require approval by the Agency by resolution and by the City Council, which may approve the amendment by ordinance.

**C. Minor Amendments**

Minor Amendments are amendments that are not Substantial or Council Amendments in scope. They require approval by the Agency by resolution.

**D. Amendments to the Troutdale Comprehensive Plan and/or Development Code**

Amendments to Troutdale’s Comprehensive Plan and/or Development Code that affect the Plan and/or the Area shall be incorporated within the Plan without any action required by the Agency or the City Council.