



**October 17, 2024**

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

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

### **Agenda**

1. Call to Order, Roll Call, & Pledge of Allegiance
2. Public Comment on Non-Agenda Items
3. Review & Approval of Minutes
  - a. September 19, 2024 Meeting Minutes
4. Discussion
  - a. Review of changes to the Request for Qualifications (RFQ) document for The Confluence at Troutdale (URA)
5. Staff Communications
6. Board Member Comments
7. Adjournment

### **Participation**

The public may attend the meeting in person or via Zoom using the link below. Full Zoom details, including call-in information is available [online here](#).

**Zoom Log In:** <https://us02web.zoom.us/j/89899644038?pwd=UQfhinyrtFepmpAFm4ftJfXtphTwZ6.1>

Meeting ID: 898 9964 4038

Passcode: 97060

For additional information: [Town Center Committee | Troutdale Oregon](#)

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).



# Town center advisory board

## Meeting Minutes

September 19, 2024 | Regular

Troutdale Police Community Center – Kellogg Room  
234 SW Kendall Ct, Troutdale, OR 97060  
and Held Virtually via Zoom

### 1. Call to Order, Roll Call, & Pledge of Allegiance

Chair Leamy called the meeting to order at 7:00 p.m..

Board Members Present: Tanney Staffenson, Chair John Leamy, Diane Castillo-White, Zach Andrews, Victoria Rizzo, Adrian Koester, Jim Hill, Shirley Prickett, Will Knight and Vice Chair Carol Allen

Board Members Absent:

City Staff Present: Erika Palmer, *Community Development Director*  
Marlee Baxter, *Economic Development Coordinator*

Others in Attendance: Frank Stevens, Paul Wilcox

### 2. Public Comment on Non-Agenda Items

### 3. Review and Approval of Minutes

#### a. August 15, 2024 Regular Meeting Minutes

b. Change Mrs. Castillo to Castillo-White. Vice Chair Allen motioned to approve as amended and Prickett seconded the motion. Approved unanimously.

### 4. Discussion Items

#### a. Review changes to the Request for Qualifications (RFQ) document for The Confluence at Troutdale (URA)

Chair Leamy suggests on pg 17 (and pg 23 of the packet), upper left corner in red text, the last sentence: *“The City has regular communication and an established relationship with Time Equities, but no alternative access plan has been agreed upon at this time”* should be deleted. To replace that last sentence, Director Palmer suggests adding, *“at this time, (or currently), no alternative access plan has been agreed upon”*.

Koester pointed out that for any potential developer, if Time Equity is in the mix, the outlet mall is a black box. They are not going to deal with anybody. However, Staffenson pointed out that there “could” be a developer who could get through to Time Equity.

Andrews wants to consider adding that developers come in with (already) potential partners prior to building/developing the site as a development team. Boxler pointed out that Capstone proposed this too and listed potential tenants in their presentation. She agrees to add Andrew's input. Chair Leamy suggested adding verbiage to pg 7 (and pg 13 of the packet) of the Project Overview, under the heading, "Development Offering Overview" section. Andrews pointed out that no other RFQs submitted previously had specific partnerships listed – just a general guideline for getting the apartments built and then the businesses.

Director Palmer suggested on pg 24 (and pg 30 of the packet) to add a clarifying sentence under "The Vision and Plan for the Site" heading regarding future partnerships.

On pg 7 (and pg 13 in the packet) in the "Vision" box, the word should be responsive and not responsive. Pg 15 (and pg 21 in the packet) should say summer of 2025, not fall. Director confirmed on Pg 17 (and pg 23 in the packet) under Connectivity, third paragraph that it is an 'ask' for Union Pacific regarding the bike/ped bridge going over the railroad.

Knight brought up on pg 21 (and pg 27 in the packet) the first bullet on the right-hand side under 'additional requirements include' needs to be changed to "any" street. On the same page, Staffenson suggests the third bullet be addressed and Director will confer with Public Works for the standard for clarification. Modify sentence to say, "Local streets within the Confluence site". Boxler recommends we also add a notation of the Troutdale zoning code.

Andrews wants to highlight on pg 6 (and pg 12 in the packet) a bullet regarding functional, vertical space like roof top usage.

Vice Chair Allen reiterated the parking concerns in Troutdale. Andrews and Director both agree that more can be vetted and evaluated during the RFQ process. Developers understand that they must provide parking according to state regulations. Pg 24 (and pg 30 in the packet) talks about the vision and plan for the site. Director feels we can emphasize parking to this section, too.

Staffenson pointed out on pg 10 (and pg 16 in the packet)

Staffenson pointed out on pg 12 (and pg 18 in the packet) that the shortage of high-end housing could be a positive. Director will review the Housing Needs Analysis (HNA) for more details.

Castillo-White pointed out on pg 5 (and pg 11 in the packet) that words that elevate from the standard should be used. The first two bullets should include words like, excellent, exceptional, hand-crafted, high-quality, etc. We are not asking for another McDonald's or Burger King at the Confluence. Let's go for the flavor of the NW. Use words like, "historic connection" for charm and appeal, for example like the Visitor Center which has a wonderful sense of history and space.

The tentative schedule for this RFQ will be mid-January and the deadline back to us could be April and extended if needed. Most commissioners agree to move quickly to get the effort moving forward but be open to a longer period if necessary.

Director Palmer suggests moving the vision and plan of the site with 45 points to the top for ranking purposes. Boxler anticipates the same ex-facto team from the previous process to assist in the new RFQ effort.

**5. Staff Communications**

Thursday, Oct 10<sup>th</sup> is the ribbon cutting for both the Sandy River Trail and the Ch'ak Ch'ak Trail from 1:30- 2:30 PM. Director will create final draft based on your input and discuss on Oct 17<sup>th</sup>.

**6. Board Member Comments**

Vice Chair Allen is concerned that cyclist, pedestrian and homelessness in the confluence area and behind the outlet mall.

Note: Frank Stevens runs the trails every day and has not seen houseless camping. Mall security take care of issues quickly.

Andrews looking forward to the final draft.

Castillo-White likes the new sweatshirts from the Visitor Center and Stark Street bridge is down and has found increase in traffic. Wants to secure a speed monitor to help control it.

Koester shared a Home Forward milestone – they poured concrete recently.

**7. Adjournment**

Mrs. Allen moved to adjourn, and Mrs. Prickett seconded the motion. The vote was unanimous, and meeting was adjourned at 9:00 p.m.

Request for Qualifications

# THE CONFLUENCE AT TROUTDALE



*A DESTINATION RIVERFRONT  
DEVELOPMENT OPPORTUNITY*



*AT THE GATEWAY TO THE  
COLUMBIA RIVER GORGE*



THE CITY OF  
**TROUTDALE**  
— OREGON —

**Deadline for submittal:  
TBD**



## Quick Facts

- Nearly 16 developable acres plus 3.4 acre public riverfront park & trail
- Average Daily Trips
  - NW 257th: 22,065
  - Historic Columbia River Hwy: 10,230
  - I-84: 35,500
- Flexible zoning permits broad range of uses

## Unique Riverfront Development Opportunity in Troutdale - near Downtown with high visibility from I-84

- Close proximity to Wild & Scenic Sandy River, Columbia River Gorge National Scenic Area, I-84, Downtown Troutdale, and Troutdale Reynolds Industrial Park (TRIP) job center.
- 15 minutes to Portland International Airport and 20 minutes to Downtown Portland.
- 15 minutes to Multnomah Falls and 45 minutes to Mt. Hood.
- 1.7 million non-residents visited Troutdale 11.7 million times in 2023, resulting in visitor spending of \$85 million.
- Strong partnership opportunities with City
- Utilities on site include public water and sewer and high-speed fiber optic connections

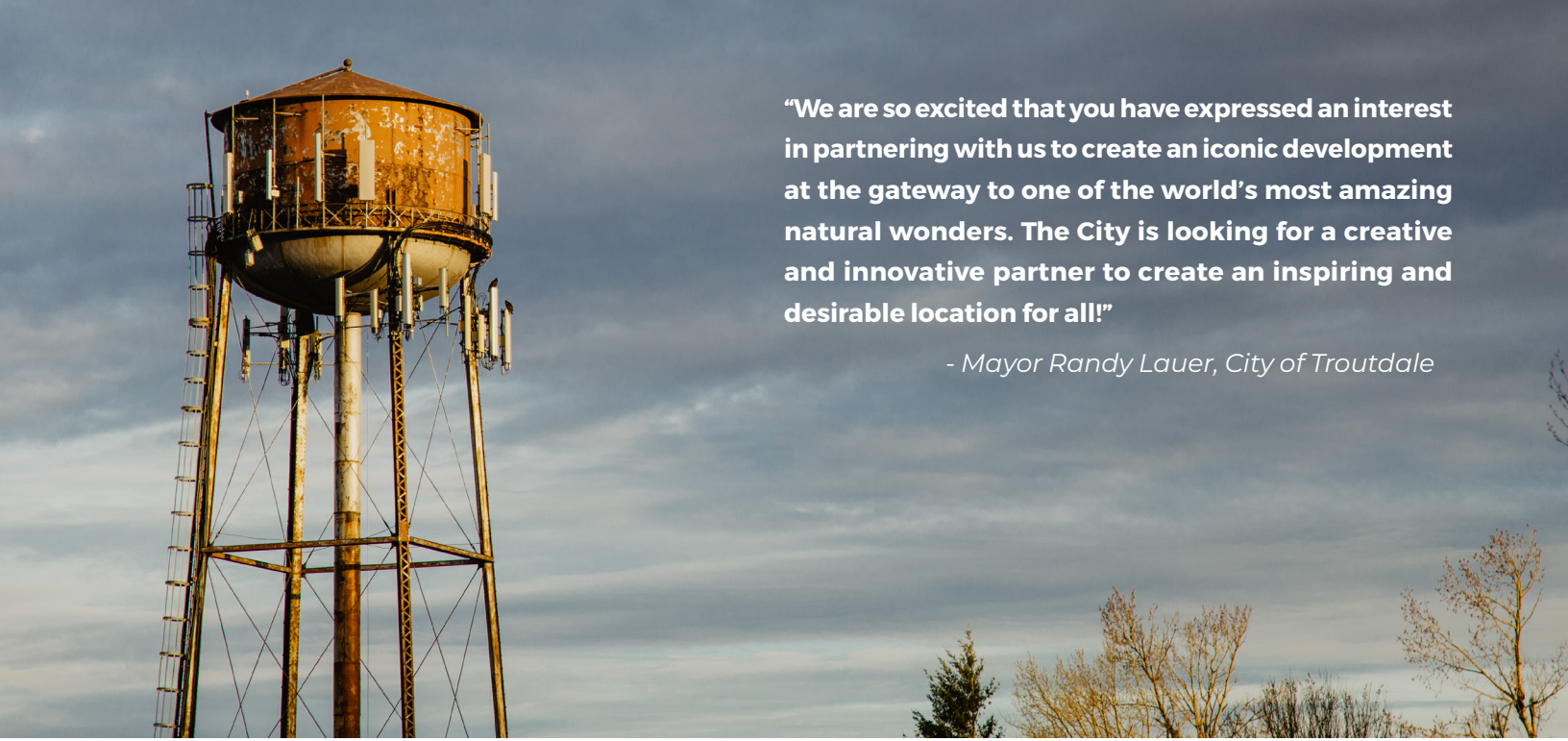
For more information on the City or this Request for Qualifications, please contact:

Email:

[theconfluence@troutdaleoregon.gov](mailto:theconfluence@troutdaleoregon.gov)

Visit the RFQ website:

[www.theconfluence.info](http://www.theconfluence.info)



**“We are so excited that you have expressed an interest in partnering with us to create an iconic development at the gateway to one of the world’s most amazing natural wonders. The City is looking for a creative and innovative partner to create an inspiring and desirable location for all!”**

*- Mayor Randy Lauer, City of Troutdale*

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# 01

## OVERVIEW

### AT THE CONFLUENCE OF NATURE AND HISTORY

#### Unique Riverfront Site Near Downtown Troutdale

The Confluence at Troutdale (The Confluence) represents a unique opportunity to build a destination riverfront district from the ground up at the gateway to the Columbia River Gorge.

Owned by the City of Troutdale's Urban Renewal Agency, The Confluence site is a 15.89-acre parcel strategically situated next to historic Downtown Troutdale (Downtown). The site is uniquely positioned at the nexus of natural and urban - perched on the banks of the Sandy River looking out toward the Columbia Gorge and Broughton Bluff within easy walking distance of Downtown.

The site is highly visible from I-84, and its iconic 125-foot water tower rises above Downtown, set against the backdrop of the Cascade foothills. The Confluence is a prime opportunity to link urban and rural amenities.

At the gateway to the Columbia River Gorge Scenic Area, the site offers quick and easy access to hiking and bike trails, Mount Hood, and state and regional parks including the Sandy River Delta Natural Area, Lewis and Clark State Park, Dabney State Park, and Oxbow Regional Park. Visitors travel from all over the world to drive the Historic Columbia River Highway, which begins in Troutdale and takes you past towering basalt cliffs and jaw-dropping waterfalls. The site is within walking distance to destinations such as the Sugarpine Drive-In and McMenamins Edgefield.

The entire eastern side of the site fronts the Sandy River, and a high-quality pedestrian/bicycle bridge across the I-84 bridge links the site to the most popular points of access at Lewis and Clark

Troutdale is the connection between the Portland Metro area and world-class outdoor recreation areas like the Columbia River Gorge and Mount Hood. It is the gateway to key regional tourist destinations.



State Park. On a hot summer day, hundreds of people swim, float, and paddle right below the site. The City is in the process of constructing the Sandy Riverfront Park & Trail. This park and trail system will connect the site to Downtown, south

of the railroad tracks and the larger regional trail network, including the 40-Mile Loop - a network of regional trails around the Portland metro area (See Section 03: The Site & The City for more details).

## The Vision for The Confluence at Troutdale

The City of Troutdale (the City) is seeking a master developer to create a vibrant riverfront project with food and beverage hospitality, retail, community gathering places, housing, and lodging - all with direct access to a new riverfront park and trail system that connects to charming Downtown Troutdale. A dynamic development program and exceptional design will define the region's next new waterfront district and Troutdale's newest neighborhood.

The Confluence will be a new center of activity that also bolsters the commercial activity Downtown.

There is currently access to Downtown under the railroad bridge on the east end of The Confluence. It is the City's priority to identify a development partner with a shared vision that strengthens the sense of place and responds to the river. The Sandy River is an integral part of the site. Development teams are encouraged to explore ways to reflect the riverfront location including connections to the planned park and trail system. The design of the development and street layout should respond to the river as a focal point.

Through previous planning and feasibility

The Wild and Scenic Sandy River winds through Troutdale, dividing the Portland Metro to its west and the Columbia River Gorge National Scenic Area to its east.



analyses, the City has identified several possible priority uses including a boutique hotel, food and beverage maker spaces, and residential development opportunities. The City's Housing Needs Analysis and market analysis supports these use types. Proposals are encouraged to consider multiple uses in their concept design.

The site is accessible from NW 257th Way to the west through the Columbia Gorge Outlets on an existing public right of way. The City recognizes the importance of enhancing access and encourages creative long-range design that imagines potential connections in the future..

The City is constructing a multi-million dollar regional trail and park, connecting this site to

Downtown and beyond. In addition, the City is in the process of exploring a pedestrian bridge over the railroad tracks to Downtown and a possible parking structure that would supply district parking, as well as supporting regional tourism transit options. The City seeks a partner who will continue to advance these initiatives and seek creative ways to better connect this site to its surroundings.

**Check out a promotional video about The Confluence *here*.**

# PROJECT GOALS

VIBRANT + CONNECTED + LOCAL + SUSTAINABLE



## A VIBRANT DESTINATION CONNECTED TO NATURE & THE COMMUNITY

- A destination district with a variety of active uses, gathering places, and housing opportunities, all focused around the proximity to the scenic Sandy River.
- Exceptional, locally crafted food and beverage makers that champion the ingredients and stories of the PNW.
- Boutique hospitality that capitalizes on the strong tourism and recreation demands of the Mt Hood & Columbia River Gorge Region.
- Flexible market spaces for small business experimentation and growth and community events and programming.
- Additive and complementary uses that strengthen the commercial vitality of existing Downtown businesses and support a connected, walkable community.
- Detailed wayfinding system that integrates with community brand to communicate connectivity and link the site with Downtown, Sandy River Delta Natural Area, 40-mile loop trail, Lewis & Clark and Dabney State Parks, Glenn Otto Park, the Gateway to the Gorge Visitor Center, the Historic Columbia River Highway, the Mt. Hood Scenic Byway, and more.
- Support in the design and construction of a private-public parking garage that serves transit to local attractions in The Gorge and Mt. Hood through a park-and-ride facility, in addition to parking that supports The Confluence and Downtown.
- High valued uses that generate robust property tax increment for the TIF District to support continued infrastructure and placemaking investments (*See Section 02: Deal Structure for more details*)



## THAT VALUES LOCAL HISTORY, SUSTAINABLE DESIGN, & LIVABILITY

- Design standards implemented throughout the site that emphasize a strong sense of place and history, while complementing the design of downtown.
- The landmark water tower preserved, restored, and integrated into the design.
- An activated mix of commercial uses and public spaces along the edge of the new riverfront park.
- Site design that capitalizes on iconic views of the river, water tower, Oregon and Washington Cascade foothills, Broughton Bluff, and Columbia River Gorge
- Unique placemaking elements and material choices that tell the stories and make reference to the local and regional history.
- Accessible rooftop gathering spaces that bring people closer to nature and scenic views.
- Housing that is integrated and connected into the development and surrounding city through strategic design.
- Prioritization of homeownership opportunities, such as townhomes, condos, and stacked flats.
- Holistically approached site and building design that minimizes resource usage, waste, and other environmental impacts
- Maximize on-site energy production and stormwater treatment, taking advantage of the site's strategic location

# Development Offering Overview

The City is seeking a concept plan for the site that can be refined into a future development plan with community input. The vision for the site is a mixed-use destination riverfront district that includes hospitality, retail, small-scale food and beverage production with consumer facing elements, community gathering spaces, and a mix of housing types. The role and design of open spaces should be responsive to the surrounding natural areas and capitalize on the picturesque river setting. Any street-grid system should promote future connections to Downtown and neighboring properties.

The City recognizes that the site can't accommodate every possible need/desire of the community, and that some uses, or amenities will likely require supplemental funding, but the City seeks a development partner who is open to examining the possibilities.

The City is a proactive partner and is seeking a private developer who has a vision for the site and the experience and financial capacity to capitalize on the site's unique assets and address its challenges.

The City seeks responses from qualified development teams who have a compelling vision which supports the City's intentions for the site; who can articulate the vision and who demonstrate the necessary capacity and experience to bring it to life.

The complete criteria on which the City will base its developer selection is found in *Section 05: Selection Process and Schedule*. Simply put, the City seeks a team that can demonstrate the vision and the capacity to deliver a project that best fulfills the goals as expressed in the Evaluation Criteria.

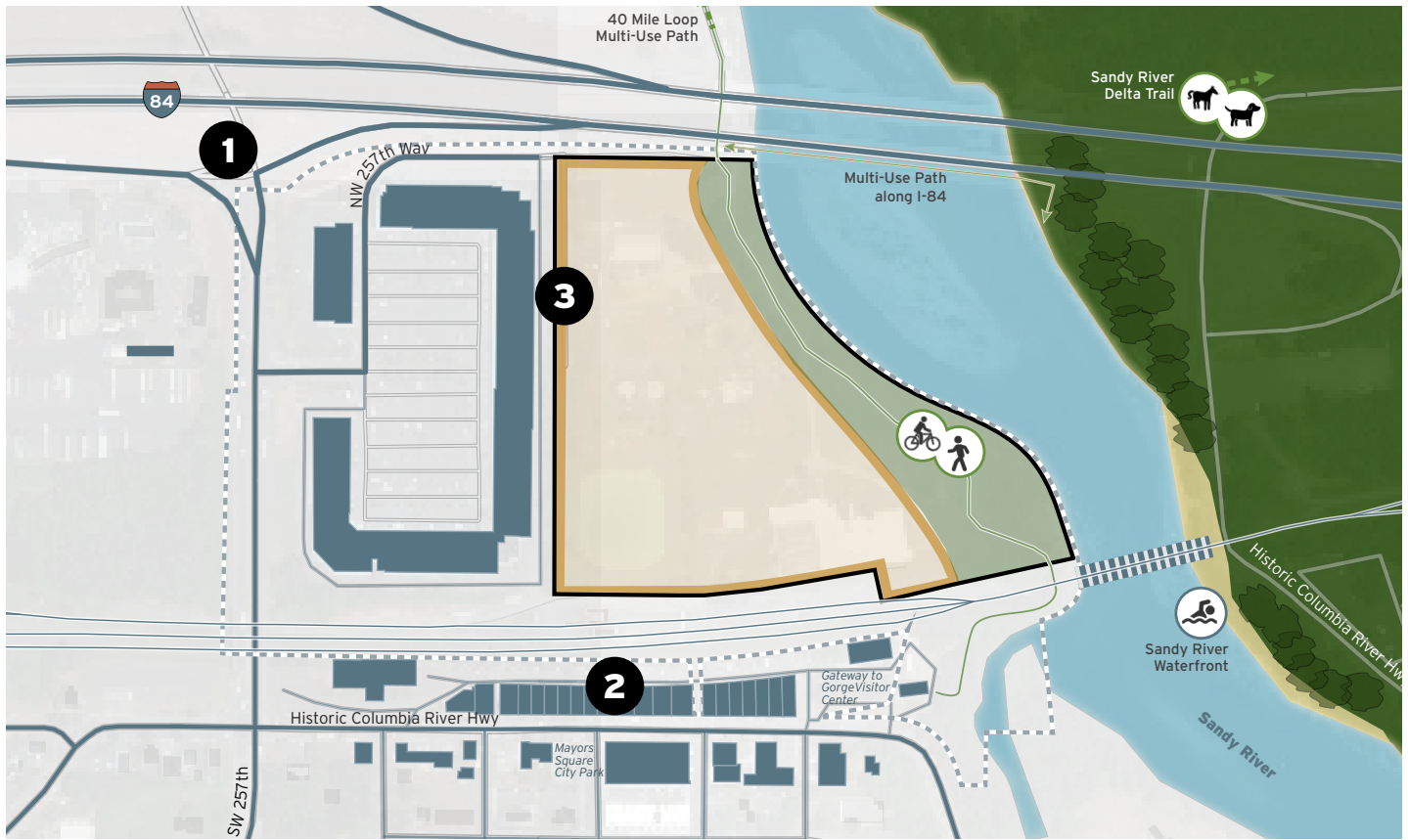


Hood River Waterfront, Hood River, OR

Hundreds of people enjoy the Sandy River on a sunny day



Sandy River at Glenn Otto Park, Troutdale, OR adjacent to The Confluence



- Key**
- Site
  - City Owned Property
  - Urban Renewal Boundary
  - Existing
- 1** **Direct Highway Access** - The site is located 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 its 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 Outlets

# 02

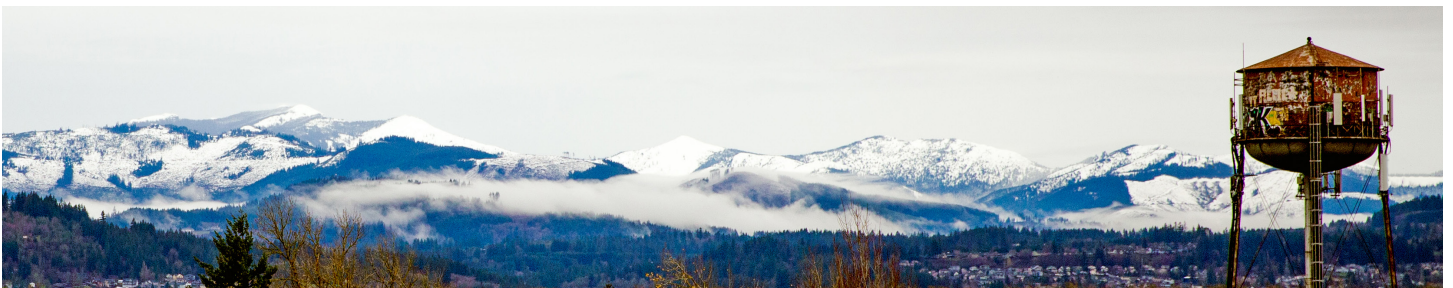
## DEAL STRUCTURE

THE CITY IS LOOKING FOR  
A COMMITTED PARTNER

### Potential Deal Structure and Financial Partnerships

While an outright purchase is the preferred deal structure, the City is willing to consider other scenarios including land sale contract, ground lease, or lease with an option to purchase. To advance its goals for the site, the City has identified a variety of measures that it will consider to support the financial feasibility of the project, depending on the responsiveness of the proposal. These measures are addressed on page 11 of this section.

This Request for Qualifications (RFQ) sets forth the City's intentions for this project, including the selection criteria, selection process, and other information and requirements. Once it has selected a preferred team, the City intends to enter into exclusive negotiations with that team, with further discussions on a binding agreement and development timeline at a future date. See *Section 05: Selection Process and Schedule* for additional information on the schedule and selection process.



View of the Sandy River and site from I-84 pedestrian and bike bridge



The Troutdale Urban Renewal Agency (the Agency) was established in 2006. Following a lengthy public planning and community engagement process, the Troutdale Riverfront Renewal Plan was adopted (*see Section 07: Additional Resources*). The key elements of this plan include commercial development, a park and trail along the Sandy River, and a pedestrian underpass of the Union Pacific Railroad tracks to connect historic Downtown and the 40-Mile Loop.

## FINANCIAL OBLIGATIONS

Since 2006, the City has invested more than \$8 million acquiring, performing demolition and site clearing, and extensive environmental remediation of this former brownfield site. The City received a \$1.5 million loan from the Business Oregon Brownfields Redevelopment fund to cover a portion of the costs. The City loaned the Agency \$6.5 million to cover the remainder. The

City expects to repay its debt from the private development of The Confluence.

## STANDARD PURCHASE AND SALE

The City is open to a variety of possible deal structures for the project, however a standard purchase and sale is the preference. Under this scenario, the City would sell the property to the development team for cash. Note that, under state law, the City may use its discretion to dispose of land for what it determines to be its fair re-use value. This value may be set to assure that the property is developed or otherwise used to best carry out the purposes and goals specified in the Agency's Urban Renewal Plan. If the full 15.89-acres are sold to a private party, proceeds from the sale must be immediately applied in one lump sum to pay off the City's financial obligations.

## INCENTIVES AND ASSISTANCE

The City is committed to a successful development project. As such, the City has determined a set of incentives and subsidies that developers could utilize, including whatever public incentives and/or subsidies deemed reasonable from the list, to make the project a success. The selected development team is expected to work with the City to identify potential incentives and/or subsidies desired, their amounts, and other terms of agreement. Note that projects that use more than \$750,000 of “funds of a public agency” are subject to prevailing wage rates.

The current list of public incentives and subsidies available for this project include, but are not limited to:

- TIF funding and/or SDC credits for infrastructure



Wayfinder Brewing Taproom and The Highlands Food Carts opened downtown in summer 2024. This development utilized a SDC subsidy incentive program.

- SDC credit for planned capital improvement projects that may be constructed with site improvements
- SDC credit for structured parking and/or other desired uses

Broughton Bluff and the water tower are picturesque icons in town



# 03

## THE CITY & THE SITE

*The Confluence site is a great example of the partnership between the State of Oregon and the City. I, and the State, have continually worked to improve transportation around the site, preparation of the site and marketing of the site. The State and the region are excited about this amazing opportunity!*

*- Sen. Chris Gorsek*

### TROUTDALE

The City is located on the eastern edge of the Portland metropolitan area near the confluence of the Sandy and Columbia rivers. It is positioned between thriving and emerging cities of the Portland metro region and the world-class outdoor recreation areas of the Columbia River Gorge and Mount Hood. There is significant recent development near the site with roughly 350 additional dwelling unit developments completed or under construction in the Town Center Overlay.

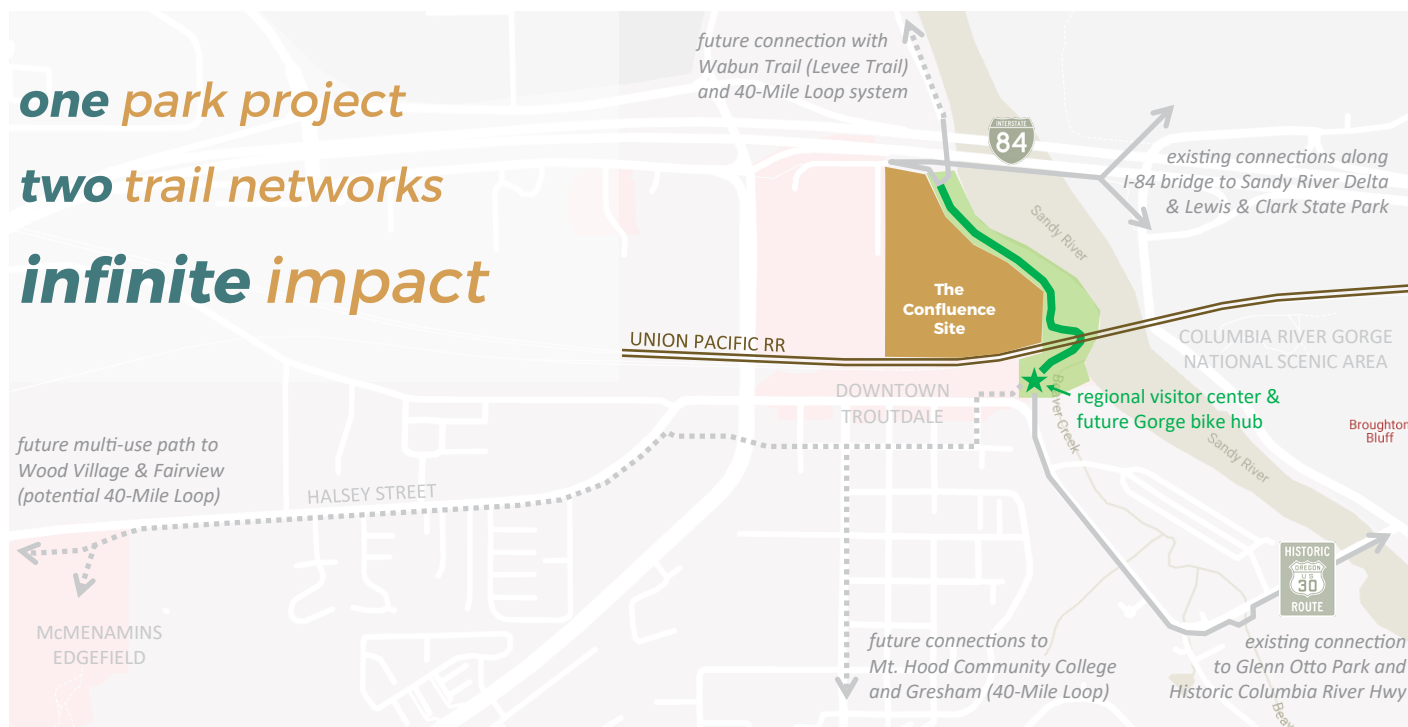
According to the City's recent Housing Needs Analysis, there is a substantial need for higher-amenity housing types (including detached and attached housing types) for households earning more than \$100,000. An increase in incomes in Troutdale supports this need for higher amenity

housing. A higher-end boutique hotel has also been identified as a potential use.

The City is making substantial investments in economic development and placemaking. A joint effort by the Cities of Fairview, Wood Village, and Troutdale has sought to improve NE Halsey Street from Fairview Parkway on the west to the Sandy River on the east.

The City is constructing a 3.4 acre riverfront park and trail along the Sandy River running adjacent to the site. Once complete, the trail will close a gap and connect Downtown with the regional 40-Mile Loop (a regional trail system) and the existing trail along the I-84 bridge. This missing link will connect the City to the Sandy River Delta natural area, and future and existing trails into the Columbia River Gorge.

**one park project**  
**two trail networks**  
**infinite impact**



A feasibility analysis of The Confluence was conducted in 2021 to understand the market potential of the properties within the current Urban Renewal Area (URA) boundary. The study tested the financial feasibility of different site development program options, and established a clear set of actions the City should take in order to realize a catalytic project at this site. Two concepts were evaluated to visualize the goals of the City and understand investments and incentives needed for a potential developer. An overview of the two concepts is featured in The Confluence Action Plan on page 18 (see *Section 07: Additional Resources*).

The Confluence has a proactive, relationship-driven partner in City leadership and staff. It is a large, shovel-ready unique riverfront site. There have been significant surrounding investments in housing, economic development, and community investment. This includes new, updated zoning on

the site for a flexible set of uses including mixed-use, maker space, and commercial.

## HISTORY

The first documented use of the site was a slaughterhouse and meat packing plant, which operated from the 1890s until 1907. It is credited as one of the chief reasons for the city's existence. When the slaughterhouse moved to the Kenton neighborhood in Portland in 1907, it caused an economic downturn for Troutdale for more than a decade. A fire in 1915 destroyed part of the original buildings, and the remnants of the slaughterhouse were demolished about a decade later.

The two-story Bissinger & Co. wool pullery building was built in the early 1920s to process the hides of livestock and sheep. In the early 1930s, the company built the 125-foot tall water tower to ensure a more consistent water supply to the facility. While not operational, the iconic tower

still stands and offers a prime opportunity for community branding. After the wool pullery shut down in 1970, a cabinet manufacturing business began operating in the building until 1999.

From 1920 to 1940 the land west and north of the pullery was part of the McGinnis Celery Farm, which resulted in Troutdale being called the Celery Capital of the World. In 1969, the City built a sewage treatment plant in the field between the train tracks and I-84 next to the old pullery. The land has been vacant since the City of Troutdale decommissioned the old plant and opened it's new Water Pollution Control Facility off NW Graham Road in November 2001.

Cleanup of the resulting brownfield site began in late 2015 and the building was demolished in 2019.

## THE SITE

The Confluence consists of three tax lots composing an aggregate area of 19.3 acres. The primary development parcel is 15.89 acres. The two adjacent parcels slated for park and trail development are a total of 3.4-acres. The Agency, who owns the entire site, has taken active steps to prime the site for development.

In late 2018, the City contracted to clear all previous development from The Confluence to prepare it for commercial and residential redevelopment. The work was completed in 2020 with DEQ certification and a No Further Action letter following in 2021. Approval was given for full residential uses. See the Contaminated Media Management Plan and No Further Action letter in *Section 07: Additional Resources*.



The Confluence is 16 acres of developable land adjacent to park & trail space on the Sandy River

Urban services available to the site include public water and sewer, electricity, and high speed fiber optic connections. There are no floodplain or wetland constraints on the site.

In 2022, The City completed an infrastructure analysis to assess what utilities are currently available and identify opportunities to serve development in combination with capacity assessment (See Section 07: Additional Resources for document).

## SANDY RIVER

The Sandy River is a rich and vital natural resource and recreation amenity; it is a major asset for the City and the larger region. Particularly in the summer, people access the Sandy River daily for various activities including fishing, kayaking, paddle boarding, and floating. The ability to capture this activity and channel it to The

Confluence would be catalytic. The Confluence at Troutdale has approximately 1,400 feet of river-frontage.

Currently the two closest access points are Lewis and Clark State Recreation Site, directly across the Sandy River to the east, and Glenn Otto Community Park, half-a-mile south of the site. The City expects to complete the park and trail system along the eastern edge of the site by summer of 2025.

The twelve-foot wide trail will be punctuated by larger areas that invite users to stop and linger along the river. These will include large and small gathering places, picnic tables, play structures, natural play features, interpretive signage, water play installations, and overlooks. Opportunities exist to widen the trail and provide amenity areas along the western edge adjacent to the site. At

The Confluence is perfectly situated at the edge of urban and rural.



**A**

Current access to the site under I-84 to the north, connecting to the 40-Mile Loop regional bike/pedestrian trail

**A**

Current access to the site over I-84 via a bike/pedestrian bridge to the north, connecting to the Sandy River Delta natural area and Lewis and Clark State Park (Image credit: BikePortland)

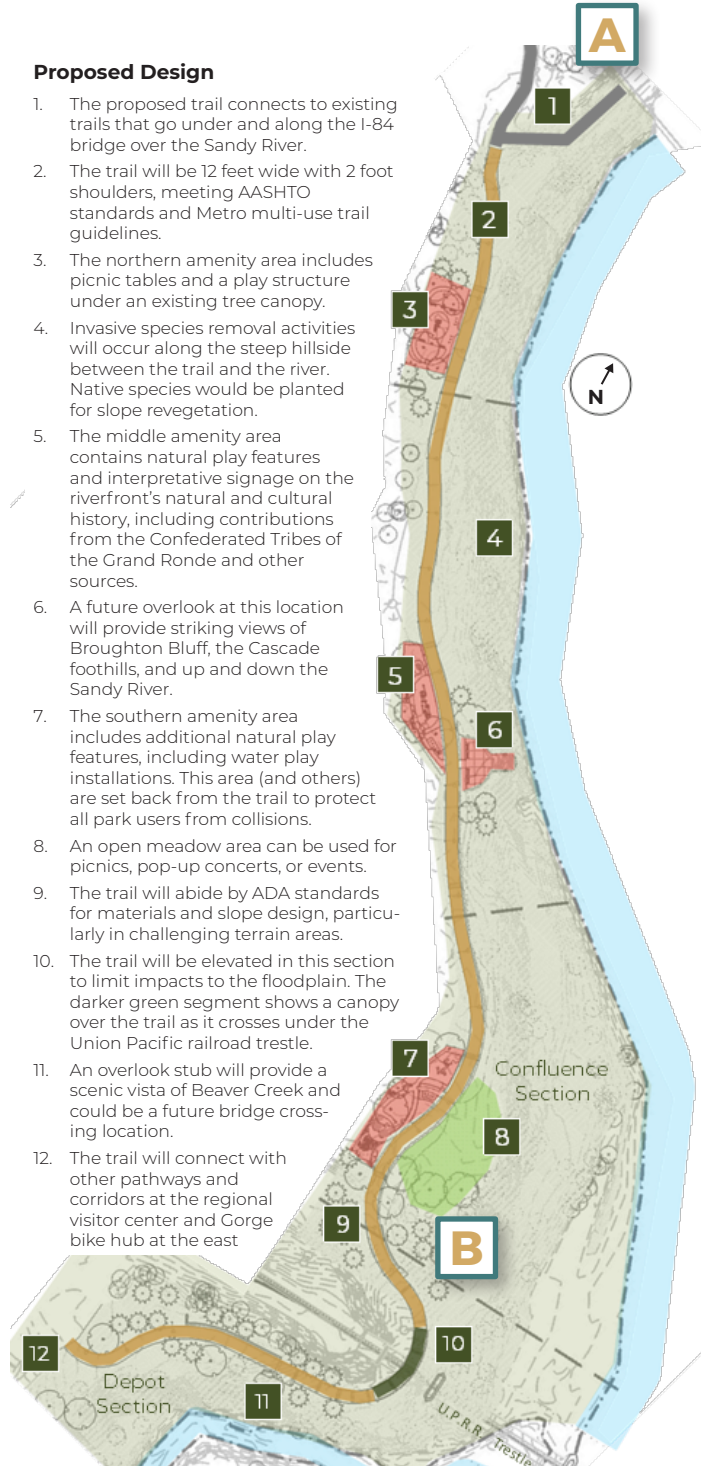
**B**

Current access to the site under the railroad trestle to the site, connecting to the future bike hub, visitor's center and Downtown

90% park design connecting site to regional trail network and to Downtown Troutdale under railroad

### Proposed Design

1. The proposed trail connects to existing trails that go under and along the I-84 bridge over the Sandy River.
2. The trail will be 12 feet wide with 2 foot shoulders, meeting AASHTO standards and Metro multi-use trail guidelines.
3. The northern amenity area includes picnic tables and a play structure under an existing tree canopy.
4. Invasive species removal activities will occur along the steep hillside between the trail and the river. Native species would be planted for slope revegetation.
5. The middle amenity area contains natural play features and interpretative signage on the riverfront's natural and cultural history, including contributions from the Confederated Tribes of the Grand Ronde and other sources.
6. A future overlook at this location will provide striking views of Broughton Bluff, the Cascade foothills, and up and down the Sandy River.
7. The southern amenity area includes additional natural play features, including water play installations. This area (and others) are set back from the trail to protect all park users from collisions.
8. An open meadow area can be used for picnics, pop-up concerts, or events.
9. The trail will abide by ADA standards for materials and slope design, particularly in challenging terrain areas.
10. The trail will be elevated in this section to limit impacts to the floodplain. The darker green segment shows a canopy over the trail as it crosses under the Union Pacific railroad trestle.
11. An overlook stub will provide a scenic vista of Beaver Creek and could be a future bridge crossing location.
12. The trail will connect with other pathways and corridors at the regional visitor center and Gorge bike hub at the east



the southern edge of the site, on a City-owned parcel near Depot Park, an open meadow area is planned that can be used for picnics, pop-up concerts, and events. Riverfront access will be by designated trails only.

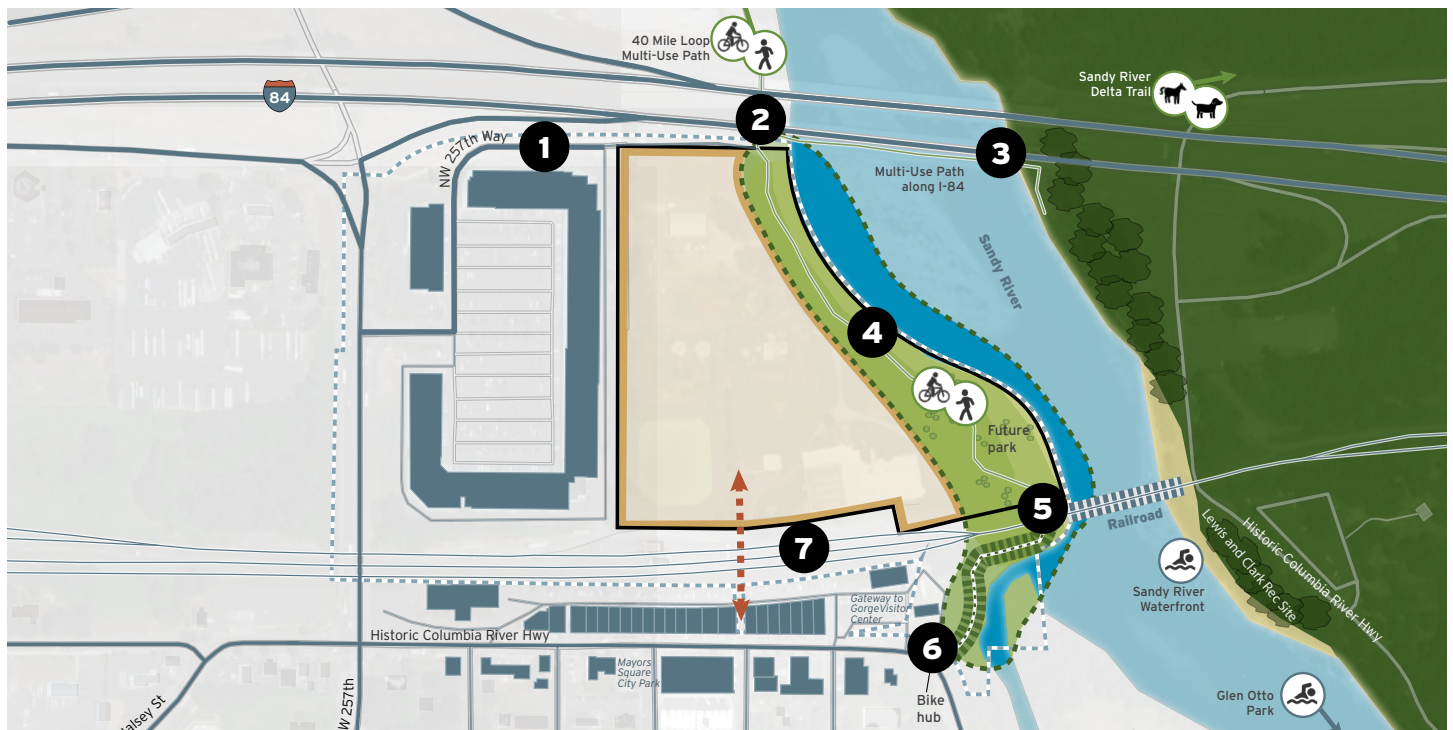
## CONNECTIVITY

A public right of way (257th Way) provides vehicle access to the site from the intersection at 257th Avenue and runs through and around the north side of the outlet mall.

The City, having identified improved connectivity as a key goal, has taken steps to plan for additional linkages to the site. The City's design for the riverfront park has a bike/pedestrian trail connection under the rail bridge to Downtown.

The 40-Mile Loop, which currently ends on the north side of the I-84 bridges, would be extended by ODOT under the I-84 bridges where it would meet the bicycle/pedestrian path on the project's north side.

The City has also identified the location for a bike/pedestrian bridge over the railroad. This bridge project is included in the City's Capital Improvement Plan, thus would be eligible for SDC credits if funded. In addition, the City has initiated conversations with ODOT on the potential for a Gorge shuttle/transit parking structure at the north end of the pedestrian bridge - on The Confluence site. This parking structure would also provide public parking for Downtown and The Confluence uses.



- |  |   |  |
|--|---|--|
| <p><b>Key</b></p> <ul style="list-style-type: none"> <li><span style="border-bottom: 1px solid orange; width: 20px; display: inline-block;"></span> Site</li> <li><span style="border-bottom: 1px solid black; width: 20px; display: inline-block;"></span> City Owned Property</li> <li><span style="border-bottom: 1px dashed gray; width: 20px; display: inline-block;"></span> Urban Renewal Boundary</li> <li><span style="border-bottom: 1px solid blue; width: 20px; display: inline-block;"></span> Existing</li> <li><span style="border-bottom: 1px dashed red; width: 20px; display: inline-block;"></span> Future</li> </ul> | <ul style="list-style-type: none"> <li><b>1</b> Vehicular access to site - Existing access is on a public street through the outlet mall and along access road that runs along the western edge of site</li> <li><b>2</b> Connection under I-84 - Paved bicycle/pedestrian trail connecting site to 40-mile loop</li> <li><b>3</b> Connection from site to waterfront access - Paved path over bridge with access to Sandy River ~0.25 miles easy walk</li> </ul> | <ul style="list-style-type: none"> <li><b>4</b> Future pedestrian/bike trail - The City has almost finished design work on a 4-acre park with a trail along the site's riverfront</li> <li><b>5</b> Pedestrian connection to Downtown - Future park to include trail crossing under railroad trestle connecting the site to downtown</li> <li><b>6</b> Bike hub - Future launch point for recreational cyclists</li> <li><b>7</b> Potential future pedestrian access - The Town Center Plan identified a future bridge crossing to improve connection to downtown</li> </ul> |
|--|---|--|



The Sandy Riverfront Trail & Park Groundbreaking was on October 11, 2024

## BIKE HUB

The City has worked with the Oregon Department of Transportation (ODOT) and other communities in the Gorge to design a network of bike hubs, with one just south of the property. The centerpiece of the hub is the Gateway to the Gorge Visitor Center, which is located in a historic, and fully remodeled, train depot. Given its key location in the region, the site is a natural launch point for recreational distance cyclists as they head out on expeditions along the 40-Mile Loop trail network or into the Columbia River Gorge. The bike hub will be located adjacent to The Confluence to

Troutdale is seeking funds to construct a bike hub at the Gateway to the Gorge Visitor Center as part of the the Gorge Hub cycling tourism program



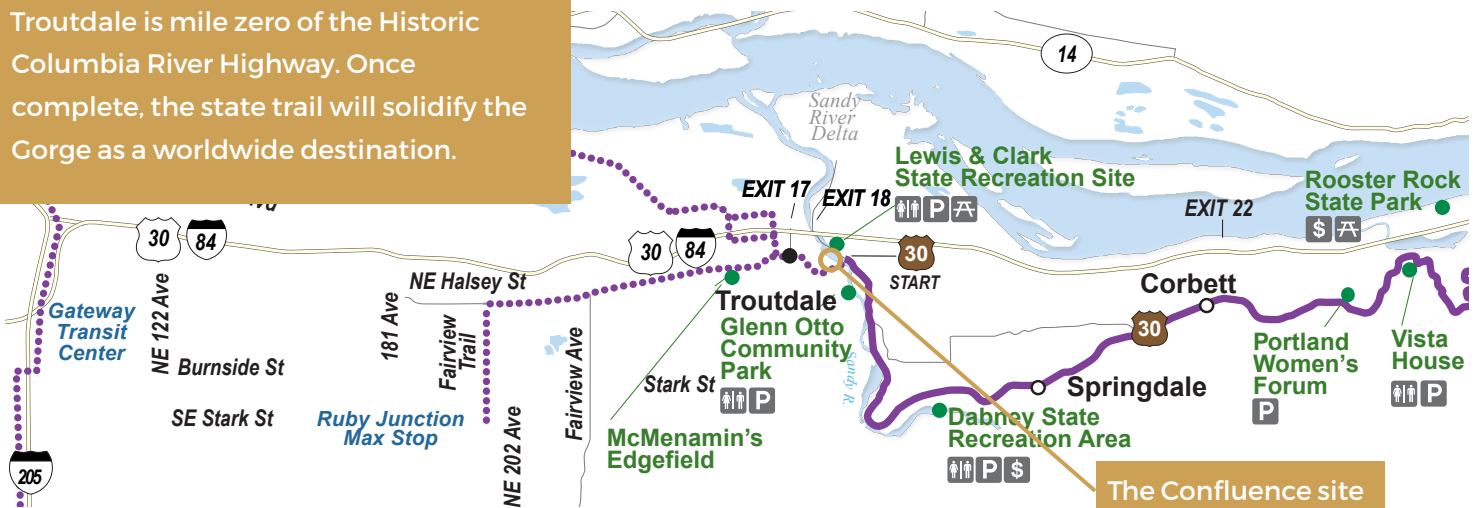
the southeast and would include parking areas, facilities, and locker storage. Bicyclists would provide a ready market for any food and beverage development on the site. The City has completed the 90% Engineering Design for the hub.

ODOT is in the final stages of completing the Historic Columbia River Highway Trail that would connect the City to The Dalles as part of making it a major pedestrian and cycling destination.

## HOUSING

The City has a steady growth forecast with a population increase of 9% from 2020 to 2045. Since 2015, the City has approved approximately

Troutdale is mile zero of the Historic Columbia River Highway. Once complete, the state trail will solidify the Gorge as a worldwide destination.



Historic Columbia River Highway State Trail map

500 multi-unit developments. The housing market has remained strong. According to RMLS, the median home sales price in August of 2024 was \$520,000.

Given the current growth forecast, the Troutdale Housing Needs Analysis (HNA) anticipated a need for 720 new units of housing and 360 units of various forms of middle housing and multi-unit apartment buildings. Roughly 280 multi-unit developments are currently in construction, with ~ 100 of these being income-restricted units. All these new developments will be located in the Town Center Overlay. Both the Town Center Plan and the HNA identified the need for more housing products offering medium density options and mid- to higher-end level of amenities.

“There is a substantial need for higher-amenity housing types (including detached and attached housing types) for households earning more than \$100,000.”  
- Troutdale HNA



Discovery Block Townhomes in Downtown Troutdale (2019)



Lancaster Park is a townhouse development with ADUs (2021) (Image credit: Arbor Homes)

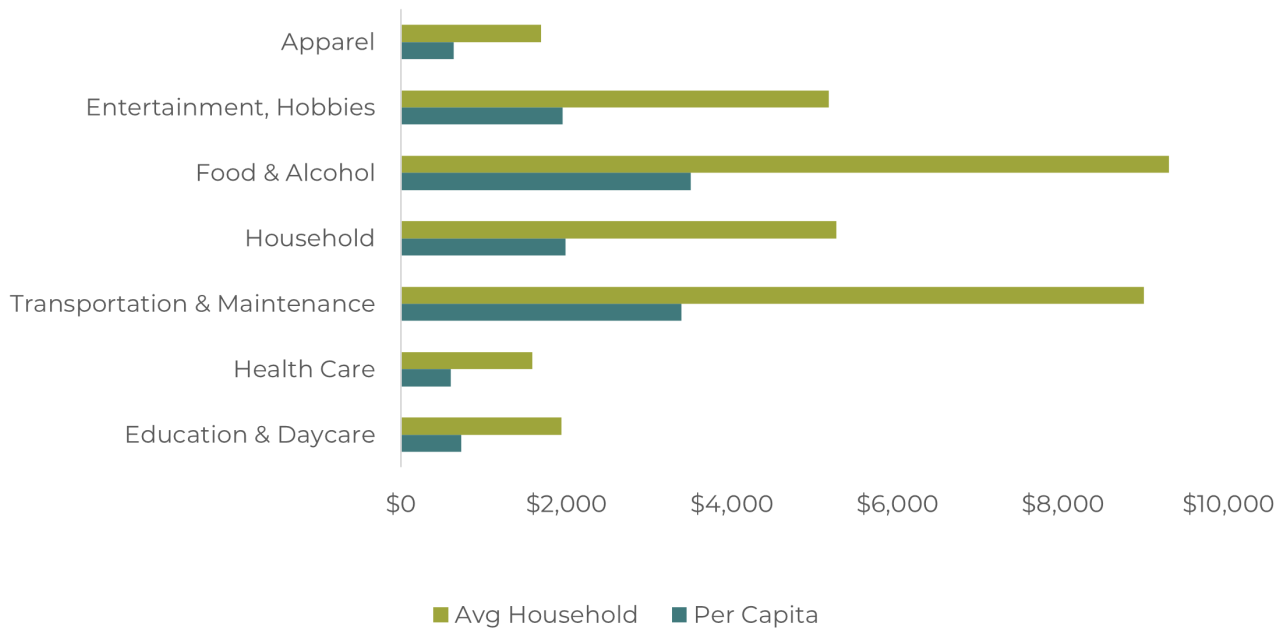


Peloton Apartments and Townhomes, Portland, OR

## GENERAL DEMAND FOR FOOD/BEVERAGE

Within a one-mile radius of the site, food and alcohol spending is the single largest consumer spending category in 2022, with an estimated \$19 million dollars spent (source: Costar). This equates to over \$9,000 per household spent on food and alcohol purchases in 2022.

### Per Capita and Average Household Spending



Source: CoStar

## MAJOR EMPLOYERS

The City is a dense employment area in the region with Troutdale Reynolds Industrial Park (TRIP) located less than a five-minute drive to the north of The Confluence. TRIP created over 5,000 jobs, which equates to 49% of the total city employment. Major employers, such as Amazon and FedEx, are located here. Other employers near the site include Columbia Gorge Outlets, Swift Transportation, McMenamins Edgefield, Gresham Business Park, and two additional major industrial areas with businesses and distribution centers such as Boeing, Honda, Frito-Lay, and Grocery Outlet.

# Zoning

The site is zoned Urban Mixed-Use (MU-3) and also subject to the Town Center Overlay. The intent of the MU-3 zone is to encourage a compatible mix of medium and high-density residential and commercial uses. Commercial development must be integrated either on the ground floor of residential projects or immediately adjacent to promote a compact and walkable environment.

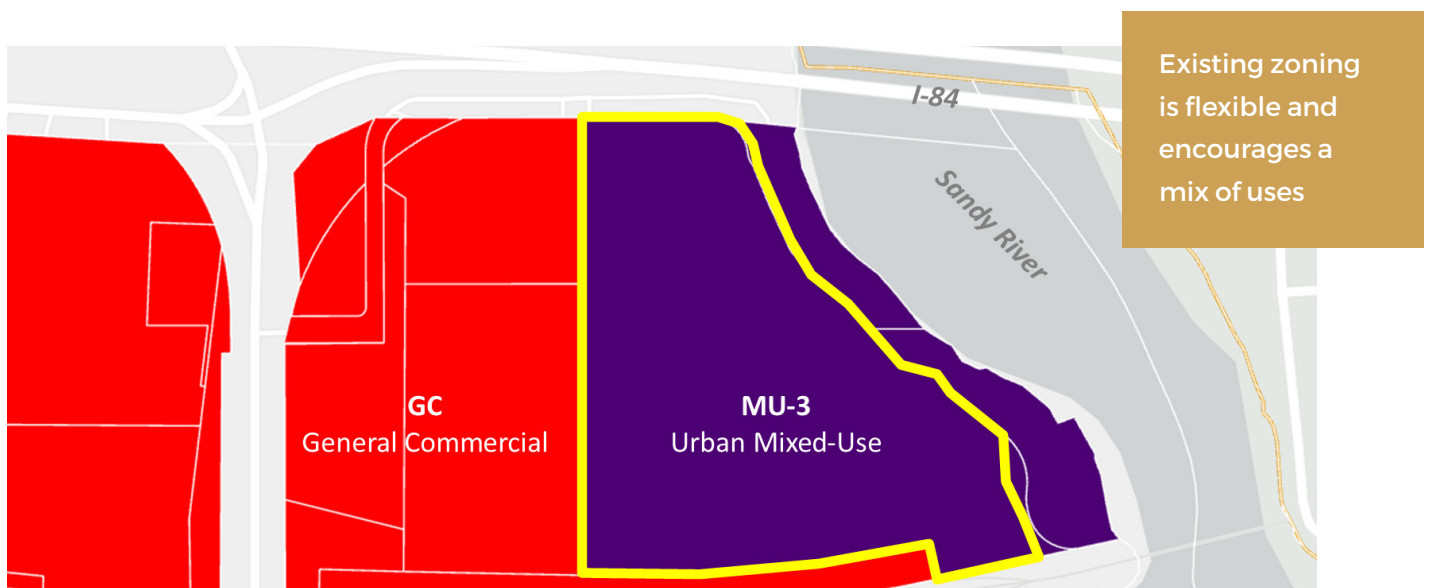
Uses permitted outright include townhouses, vertical mixed-use, retail up to 15,000 square feet, restaurants and bars, mobile food vendors, lodging, and minor entertainment facilities. Other uses, including residential uses, live-work units, and retail and office uses, are permitted if they meet specific standards. For example, general retail uses, office uses, and personal service uses above 15,000 square feet are subject to a Type III site development review. Conditional uses include food cart pod, micro-retail pod, outdoor market, commercial/industrial flex units, bed and breakfasts, and major entertainment facilities.

A Type II site and design review is required for all commercial uses. General retail uses above 15,000

square feet of gross floor area are subject to a Type III site development review. The CBD Design standards will be applied through the review process. (See Section 07: Additional Resources).

Additional requirements include:

- Any driveways or streets through the outlet mall to the site must remain a public street.
- Sidewalks of at least 5 feet in width must be provided on both sides of the street.
- Local residential streets must have a pavement width of twenty-eight feet with a planting strip buffering the sidewalk and on-street parking on both sides of the street.
- The perimeter of blocks is not to exceed 1,500 feet.
- Unless impractical, new street sections must not be longer than 1,200 feet without providing a jog, a deflected view, traffic island, or point of termination such as a “T” intersection.



# Zoning

Development Standard	MU-3/Town Center Overlay
MINIMUM LOT SIZE	None for non-residential and mixed-use
MINIMUM LOT WIDTH/DEPTH (FEET)	<p>Residential uses:</p> <p>Minimum lot width - 16</p> <p>Minimum lot depth - 70 with a driveway from public street or access from an alley within a separate tract from the lot; 90 for residential units with access from an alley within an easement that is part of the lot</p>
MINIMUM STREET FRONTAGE (FEET)	20, except 16 for lots specifically created for duplex, triplex, or attached dwelling units
SETBACKS (FEET)	<p>0 for buildings up to 35 tall</p> <p>15 for buildings &gt; 35 tall</p>
MAXIMUM HEIGHT (FEET)	<p>&lt; 55 allowed through Type II review (staff level)</p> <p>&gt; 55 up to 75 require Type IV review (City Council-level)</p>
MAX. BUILDING FOOTPRINT	60,000 square foot ground footprint
MINIMUM/MAXIMUM DENSITY	<p>Residential development must be 80% or &gt; of the maximum number of dwelling units per acre. The maximum density in the MU-3 zone is 1 dwelling unit per 1,500 square feet of net land area</p> <p>Residential developments in a vertically mixed-use project are not subject to maximum and minimum density standards</p>
DESIRED RESIDENTIAL PARKING MINIMUM (SPACES/UNIT)	<p>2/residential unit</p> <p>1/residential unit that is part of a mixed-use project</p> <p>1/room for hotels</p>
RESIDENTIAL PARKING MAXIMUM	No off-street residential parking maximum
MINIMUM % LANDSCAPING	5%

*The City is open to consider variances or flexibilities, including Director's authorization to adjust standards.*

# 04

## SUBMISSION REQUIREMENTS

*“Metro serves more than 1.5 million people, working with communities to chart a wise course for the future, while protecting the things we love. Our parks and nature programs connect people with nature close to home. The Confluence at Troutdale is an amazing opportunity to directly connect the regional trail system with the Historic Columbia River Highway State Trail and the Columbia River Gorge. Metro is excited to support the City of Troutdale’s project. It will not only create new recreation opportunities but enhance tourism in east Multnomah County and the Columbia Gorge.”*

*- Metro Councilor Shirley Craddick*

**Please limit your submission to 15 pages**

**Submissions must include the following information, submitted to the City no later than 5:00 pm (PST) on TBD, in an 8.5” by 11” PDF format, electronic submission to [theconfluence@troutdaleoregon.gov](mailto:theconfluence@troutdaleoregon.gov).**

### **COVER LETTER**

Describe the development team and interest in the project. Identify the primary point of contact for the team. Include a statement indicating that the proposal is valid for six months after submission.

### **TEAM MAKEUP AND DEVELOPMENT EXPERIENCE**

The City has several goals it would like to achieve

as part of this project and in collaboration with a development partner. However, this process is designed to be flexible enough to allow for the experience and creativity of a development partner to shape the approach and the outcomes. The City is open to new ideas, innovative approaches, and does not presume to have all the answers!

- Describe your relevant experience working on projects that share similar goals to those described in this RFQ (pages 5 - 6). Include project summaries and images to demonstrate your qualifications. Highlight multiple uses within the project and different phases and how you sequenced development.
- Provide examples where you have

achieved a vibrant and thoughtful use mix in your past projects and/or examples of solutions from projects that you think are most relevant. Highlight any unique site features, like waterfronts or views, and how you incorporated and capitalized on these features.

- Describe previous experience in working with multiple public agencies on capital projects or other infrastructural needs through public/private partnerships.
- Describe a past project that required creative problem solving and your approach to overcoming site challenge(s). How would you approach engaging with the outlet owner to achieve more direct site access? What tactics do you think would be most effective at reaching a win-win outcome?
- What experience do you have developing hotel/hospitality uses?
- The City is seeking a development partner willing and able to lean in together to maximize homeownership and other innovative housing opportunities on this site. What is your experience developing ownership housing types? What types of housing have you developed? Provide examples.
- Identify development team members and roles and describe qualifications. Provide resumes for key team members.
- Describe the businesses of identified or potential anchor tenants for the site.



Residents and visitors flock to events in Downtown Troutdale

## THE VISION AND PLAN FOR THE SITE

The Confluence provides a once-in-a-lifetime chance to transform roughly 20 acres (15.89 developable acres) adjacent to Downtown and along the banks of the Sandy River. The site has iconic features, like the Water Tower and views of Broughton Bluff, and presents a unique riverfront development opportunity. The redevelopment of the site presents many opportunities for creative design and placemaking to create a vibrant, active, and feasible riverfront district. (See Project Goals on pages 5 and 6).

- Provide a preliminary development concept, including an approximate mix and composition of uses. How does your development program further the project goals? What kinds of uses or tenants do you believe are best suited for this site? What is your approach to determine the right mix and scale of uses when contemplating mixed-use sites?

- What additional opportunities do you see at this location that may not be captured in the Town Center Plan or Confluence Action Plan? New ideas welcomed!
- What are the most appealing features of this site, and how would you capitalize on them in your site design and programming? What are the most important placemaking ingredients to achieve a vibrant district? Which are the most critical to get right?
- Describe your approach to maximizing the sustainable and green features of this project at the site and building levels.
- What types of housing do you think are most feasible at this location? If possible, provide a sense for the number of ownership housing units you think could be feasible considering the other uses desired?
- Describe how you will create an efficient parking plan that promotes walkability while recognizing the need for parking.

## FINANCIAL CAPACITY

Please explain your financial capacity to deliver this project including preliminary thoughts on financing approaches for your project ideas.

- Please discuss your likely or possible equity and debt sources.
- Provide as much information as you wish, such as certified financial statements, credit availability letters, or bank references, to demonstrate that you

have the financial capacity to carry out your proposed project, but please do not submit information you do not wish to be made public; see also the statement about “Proprietary Information” in *Section 06: General Conditions*.

- Detailed financial information is not required for the RFQ; however, the submittal should include information that demonstrates the developer’s capacity to bring the capital resources necessary to successfully develop the site as well as the approach to financing the project. A thorough financial and background review will take place after developer selection.

## DEAL TERMS

- What are your preliminary thoughts about deal terms? Is there a preference for a deal structure?
- Discuss your preliminary project development approach, including preliminary timelines, milestones, and collaboration with public entities. Please provide a preliminary estimated time frame to carry out the project.
- What are your preliminary expectations regarding the City and/or other public partners? Are there specific incentives and/or subsidies that are expected to be utilized? The response should include general statements relating to financial participation, assistance with permits, and other potential public funding sources.

## CONFLICT OF INTEREST

Does the Development Entity currently have or plan to have as an officer, member, employee, shareholder, investor or financing partner of the Entity any person who is currently an officer, agent, or employee of the City, its departments, boards or commissions (including the Agency)? If Yes, identify and explain.

## SUPPLEMENTAL MATERIALS

Teams are encouraged to submit letters of reference and samples of other relevant projects above and beyond the specified page limit.

The City does not expect architectural drawings as part of team submittals but would welcome such drawings. If drawings are submitted, they should be incorporated into the 8 ½ by 11" format. No more than 4 drawings (site plans, floor plans, elevations) will be accepted as part of the submittal, above the specified page limit.

This RFQ is not a solicitation of competitive bids. The City, by this RFQ, specifically reserves the right in its sole discretion to determine which responses are in the best interests of the City. This may include:

- Investigation and verification of any of the information provided in the response.

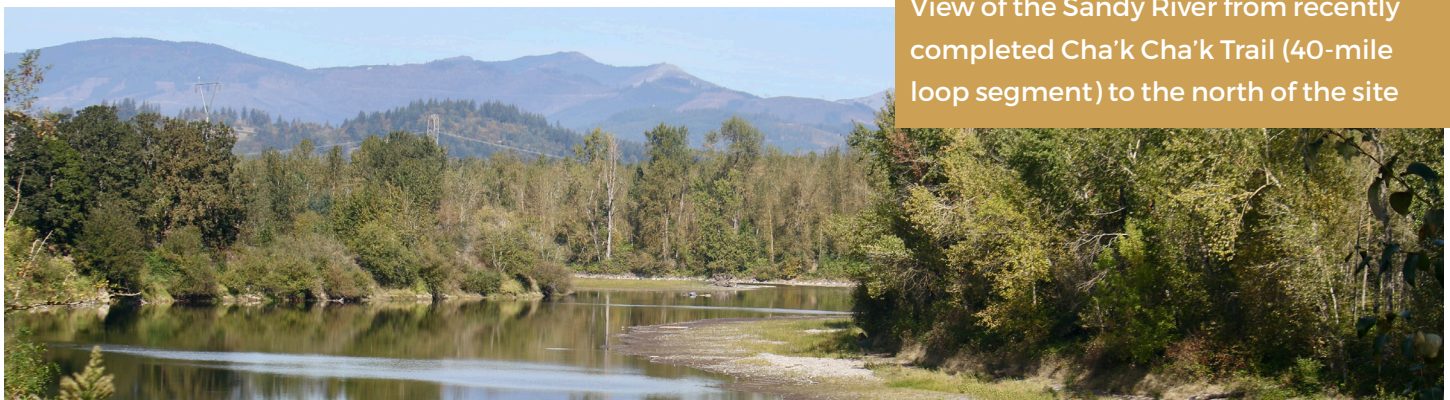
- Acceptance of irregularities in the statement received in response to this solicitation.
- Revisions to the solicitation, evaluation, or selection process including extending the deadline or canceling the solicitation without selecting a developer.
- Disqualification without recourse or appeal of any or all responses.
- Rejection of any or all responses with or without cause.
- The right to terminate negotiations with the selected developer team.
- The City may then opt to work with another developer team or decide to not pursue the project further.

Responders will be notified if any of these actions occur.

## PROTESTS

A developer may not protest the selection of a development entity.

**All inquiries, questions, requests for tours, and your submission shall be sent via email at [theconfluence@troutdaleoregon.gov](mailto:theconfluence@troutdaleoregon.gov).**



View of the Sandy River from recently completed Cha'k Cha'k Trail (40-mile loop segment) to the north of the site

Photo courtesy of The Outlook

# 05

## SELECTION

### EVALUATION PROCESS AND SCHEDULE

The criteria the City will use to review responses and determine which developer team is best suited for this project are listed below. The criteria are further described in *Section 04: Submission Requirements*.

Evaluation Criteria	Points
The Vision and Plan for the Site	45
Team Makeup + Development Experience	25
Financial Capacity	15
Deal Terms	15

Submittals will be reviewed to determine if they are responsive to the requirements of the solicitation. Responders may be asked to provide clarifying or additional information during the review period. The City seeks the development team with the most verifiable and relevant development experience with the financial

capabilities and established business practices to deliver the vision outlined in the Confluence Framework Plan and Troutdale Riverfront Renewal Plan.

### Selection Process

The City will make the decision regarding which team to select for the project using the scoring outlined above. All responses to this RFQ are public records and may be reviewed by any member of the public (see further information about confidentiality in *Section 06: General Conditions*).

Following the preliminary review of the proposals, the City will discuss the proposals at a public meeting. Agency meetings are open to the public and public comment may be accepted at these meetings.

After its review, the City may interview one or more of the developers. The City in its sole discretion may:

- Invite a list of developers deemed most qualified to participate in a Request for Proposals (RFP) process; or
- Choose to enter into an Exclusive Negotiating Agreement (ENA) period with one selected developer; or
- Terminate the ENA with one developer and begin an ENA period with another developer; or
- Terminate the selection process.

Following the review process, it is the intent of the City to enter into an agreement with a firm to develop the project, however, the City reserves the right to reject any and/or all proposals received; waive any informality in proposals; and to accept, reject, and/or add any items when such actions are in the best interest of the City.

The ENA period would serve as the basis for the negotiation and execution of a subsequent binding Disposition and Development Agreement, which would govern the final disposition of the Property, setting forth the terms of the transaction including the project development requirements.

The City may further invite a firm or firms to meet with City staff prior to making a final determination to address additional inquiries and to discuss and/or negotiate terms and conditions for a final contract.

## Post Selection Process

Upon selection of a team, the City intends to enter into an Exclusive Negotiating Agreement with the team, providing for a defined time period during which the parties will attempt to negotiate the deal terms for the transaction. During this period, the City will work with the selected developer team to refine its approach, including development program, phasing, site planning, and building design. The City anticipates that during this period the program, deal structure, financing, composition of the team, or other components may be modified as a more solid proposal is developed.

### Anticipated Schedule

February 2025	Issuance of RFQ
TBD 2025	Deadline to Submit Questions and Schedule a Site Visit
TBD 2025	<b>Deadline for Submissions</b>
TBD 2025	Interviews with Finalists
TBD 2025	<b>Developer Selection</b>

**All inquiries, questions, requests for tours, and your submission shall be sent via email at [theconfluence@troutdaleoregon.gov](mailto:theconfluence@troutdaleoregon.gov).**

# 06

## GENERAL CONDITIONS

### City Terms

The City retains the right to reject any and all proposals or to waive any irregularities in the proposal process in the received submissions where such rejection or waiver is in the best interest of the City as determined by the City. The City will be the sole judge of the suitability of the proposal offered.

#### **NO CONFIDENTIALITY**

This RFQ is a public process. The information that is received by the City will become the property of the City and shall not be returned. All responses to this RFQ are public records and may be reviewed by any member of the public and will be posted on the City's website. Development teams shall not copyright or cause to be copyrighted, any portion of their submission.

ALL proposal submission information provided shall immediately upon submission to the City be deemed to be public information, NO materials will be maintained as confidential. ALL materials will be available to any member of the public, posted on the City's website and included in public meeting packets. DO NOT provide any information you do not wish to be public.

#### **COSTS**

Responses to this RFQ do not commit the City to pay any costs incurred by any proposer in the submission of a proposal. The proposer assumes the sole risk and responsibility for all expenses connected with the preparation of its proposal, any subsequent request for information for participation throughout the evaluation and selection process.

Visitors to Troutdale are greeted by the Gateway to the Gorge Centennial Arch



## COMMUNICATIONS

All questions about any of the information or requirements contained in this solicitation should be directed in writing to:

**RAY YOUNG** - City Manager  
office: 503-674-7233

**ERIKA PALMER** - Community  
Development Director  
office: 503-674-7228

**MARLEE BOXLER** - Economic  
Development Coordinator  
cell: 971-280-0394

[theconfluence@troutdaleoregon.gov](mailto:theconfluence@troutdaleoregon.gov)

**All questions and answers will be posted to The Confluence website and an email sent to all potential proposers registered as an RFQ recipient. A similar process will be followed for any formal addenda to this solicitation.**

## CAUTIONS, LIMITATIONS AND CHALLENGES

The City recognizes that developer's time is valuable and that there are many project opportunities to choose from. Prior to investing your valuable time and resources in pursuing this project opportunity, please be aware of the following considerations:

- Due to Oregon constitutional limitations prohibiting the lending of the City's credit, seller financing of the real property acquisition will not be an option.
- The special warranty deed conveying the real property contains a "right-of-reverter" triggered at 36 months for failure to complete the terms of the disposition and development agreement (DDA).
- The project construction may be subject to statutory prevailing wage rates
- In exchange for liability protection provided by the State of Oregon DEQ (which runs with the land) there are a few very minor restrictions on the property. Please review *Section 07 Additional Resources* which contains the Contaminated Media Management Plan (CMMP), the No Further Action letter, and the Consent Decree
- Development on the site is subject to the adopted Troutdale Riverfront Renewal Plan. See *Section 07 Additional Resources* for list of documents for details.

# 07

## ADDITIONAL RESOURCES

The City encourages you to review the below listed documents in the preparation of your proposal. All additional resources can be found in the “Resources” section of the City’s project website at [www.theconfluence.info](http://www.theconfluence.info)

- Destination Strategic Plan
- DEQ Easement and Equitable Servitudes Agreement
- DEQ No Further Action Letter
- Contaminated Media Management Plan (CMMP)
- Final Plat and Lot Line Adjustment (updated survey)
- Sandy River Greenway Project Description / 90% design
- Stantec Utility Serviceability Assessment Report
- The Confluence Action Plan
- The Confluence Framework Plan
- The Confluence Market at a Glance
- Title Report
- Troutdale Housing Needs Analysis (HNA)
- Troutdale Riverfront Renewal Plan
- Town Center Urban Renewal Plan
- Zoning and Design Standards

